

Dartford Five Year Deliverable Housing Land Supply 2020

DARTFORD
BOROUGH COUNCIL

Planning Policy Team, November 2020

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1. Executive Summary

- 1.1 This is Dartford Borough Council's calculation of its deliverable housing land supply required by national policy. It covers the period 1st April 2020 to 31st March 2025.
- 1.2 Local Planning Authorities are required to demonstrate deliverable development sites within their area with the capacity to yield sufficient housing to meet need over a minimum of five years. The revised National Planning Policy Framework (NPPF), published in February 2019, states that the housing requirement should be set out in strategic policies. However, the NPPF stipulates that if these policies are more than 5 years old the new standardised methodology for calculating Local Housing Need (LHN) should be used. ¹
- 1.3 The revised NPPF and Planning Practice Guidance (PPG) set out the standard method to calculate the LHN and confirm that the 2014-based household projections should be used as a baseline. This has been applied.
- 1.4 Within the Dartford Core Strategy, major growth and regeneration plans are focused on three priority areas: Dartford town centre/ Northern Gateway, the Thames Waterfront, and Ebbsfleet to Stone. Major sites at these locations have all contributed significant levels of new home completions. Housing completions last year (2019/20) declined after several very high years of delivery, reducing to an additional 540 dwellings across the Borough.
- 1.5 Large consented sites are now being delivered at Ebbsfleet and elsewhere, and provide a robust and sizeable source of future supply, in addition to a variety of smaller permissions. Appendix C breaks down the 4,591 new dwellings are deliverable (according to the new NPPF definition of 'deliverable') in the period, many of which are under construction.
- 1.6 Utilising the LHN standard methodology and Government guidance, Dartford has a deliverable land supply of **5.63 years** (this includes a 5% buffer requirement consistent with Dartford's positive performance against the new Housing Delivery Test).

¹ Unless strategic policies have been reviewed and found not to be out of date: NPPF, Footnote 37 February 2019.

2. Housing Requirement

2.1 Dartford's local planning framework consists of the 2011 Core Strategy and 2017 Development Policies Local Plan. Dartford's strategic housing policies are more than five years old, and the standardised local housing need methodology has been applied to establish a five year housing requirement.

2.2 Appendix A outlines the calculation of the LHN for Dartford using the currently available data. For the period 1st April 2020 to 31st March 2025 there is a requirement for 3,880 homes (net), 776 homes per year.

2.3 The NPPF² also states that the supply of specific deliverable sites should include a buffer of:

- a) 5% to ensure choice and competition in the market for land; or
- b) 10% where the local planning authority wishes to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan, to account for any fluctuations in the market during that year; or
- c) 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply.

2.4 . The Housing Delivery Test is the basis for considering past delivery. The Housing Delivery Test is based on completion figures over the past three years. These are included in the Table 1 which sets out total net completions over the past six years to provide a broader context for performance. A breakdown for Core Strategy locations within the Borough is also indicated, demonstrating the delivery levels at strategic sites.

2.5 Dartford easily meets the Housing Delivery Test³ and therefore (c), above, is not applicable, and as Dartford is not adopting (b) the new "annual position statement" optional process, only the 5% buffer is applicable. This increases the **total requirement to 4,074 dwellings**.

Table 1: Dartford completions (net) 2015/16-2019/20 ⁴

² NPPF, Paragraph 73. July 2018.

³ MHCLG - [Housing Delivery Test: 2019 measurement](#) (Released 13th February 2020)

⁴ Further information on completions and housing types can be found in Dartford's [annual monitoring reports](#).

Year / Core Strategy	2015/16	2016/17	2017/18	2018/19	2019/20
Priority Area for Development	Housing Delivery Test (HDT) applies				
Dartford Town Centre Priority Area & Northern Gateway Strategic Site	422	291	385	296	205
Thames Waterfront Priority Area	236	309	124	93	0
Ebbsfleet to Stone Priority Area	77	176	112	88	17
Ebbsfleet Valley Strategic Site	80	214	341	413	273
Other Sites	156	172	69	123	45
Borough Completions	971	1,162	1,031	1,013	540

3. The Deliverable Housing Sites

3.1 The NPPF requires that local planning authorities demonstrate, on an annual basis, that they have identified a supply of specific deliverable sites to meet their housing need over the subsequent five years. The 2019 framework defines deliverable as 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. (NPPF Glossary, page 66)⁵*

⁵ The February 2019 version of the NPPF implemented the [technical consultation](#) updates to amend the definition of deliverable to clarify its intended application.

- 3.2 Under national policy, *all sites with detailed planning permission and sites with permission (including outline and permission in principle) involving minor development (fewer than 10 dwellings)* are considered to be deliverable. Guidance states that outline planning permission, permission in principle, a plan allocation or entry in a brownfield land register does not automatically indicate that a site for major residential development is deliverable within five years. Evidence is required as to the expected number of completions for these sites over the five year period.
- 3.3 The courts have ruled that the list of situations requiring further evidence, as listed under (b), is not a closed list. This means that other types of sites or applications could be deemed deliverable should there be sufficient evidence.
- 3.4 Amongst the *sites for major development without detailed permission land* included in the five year supply, additional sites with planning permission, or in some instances a planning application submitted/ discussions in progress, were included if they met the evidence threshold. Up-to-date evidence has been secured, including from the Ebbsfleet Development Corporation (EDC) and in written consultation with developers, regarding the deliverability of the identified sites and the progress on current applications and formal pre-applications.
- 3.5 There is considerable long-term confidence in Dartford that housing supply will continue to come on stream, despite national short-term pressures. Firstly, this is due to the track record of delivery via local market demand and Local Plan's wide choice of sites. Secondly, Dartford's employment growth, as well as its location and connections vis-a-vis London, give it a sustained long-term market appeal. House prices have continued to rise. The mean house price in December 2018 was £307,500k, this increased to £320,000 by December 2019 and by March 2020 had increased again to £325,000⁶.
- 3.6 Dartford has a stock of well-established and well-understood large sites. Given their significant progress, both at planning and construction stages, and action by the private and public sector, there is a relatively high level of certainty about delivery at the strategic sites. The projection takes into account the government funding support and targeted interventions being progressed at Ebbsfleet by the EDC. On some major sites delivery involves multiple housebuilders providing housing which addresses distinct tenures and market sectors.

⁶ ONS, [Median Price Paid, all dwelling types](#), Nov 2020

Nevertheless, Dartford Borough Council has fully applied the new definition of “deliverable” within the Ebbsfleet area and elsewhere.

- 3.7 The projected delivery level reflects intelligence from landowner/developers, contact with applicants, recent housing completion rates and the role of the Ebbsfleet Development Corporation. National best practice and research on typical site progression time periods, further delivery factors, and market absorption has been applied in devising the expected phasing of construction rates.
- 3.8 These activities and the site specific evidence supports **the projected delivery of 4,591 dwellings** (Appendix C). There is no reliance on student accommodation, however some elderly housing has been included and calculated in line with national guidance.
- 3.9 In total, 1,858 dwellings are forecast at sites that have already commenced, **representing 40% of the forecast**. Due to the COVID-19 pandemic, and the associated lockdown, monitoring of housing sites was not carried out until August 2020. Despite the pandemic several sites were then under construction.
- 3.10 Appendix C details the sites included in the deliverable supply, and their status (deliverability rationale). This includes an indication, where required, of the evidence that supports delivery of sites within the period.
- 3.11 The list of sites in Appendix C omits some prospective major developments. These include sites that are developable and potentially deliverable, but for which there is not currently sufficient evidence to demonstrate the level of certainty necessary to fulfil the requirements of the new definition of ‘deliverable’.
- 3.12 In terms of other sites with permission, it is apparent that there is potential for at least some of these to be brought forward within the five year period. No dwellings are included from the very large developments with progress/ outline permission at Ebbsfleet Central and at St James Lane Pit. However, these and other similar smaller sites provide a possible additional land source and serve to increase the level of certainty that the housing requirement will continue to be met in the future.

4. Conclusions

- 4.1 As shown through the Housing Delivery Test, Dartford has a strong track record of housing delivery.
- 4.2 With the current construction, development pipeline, and the focused interventions of the EDC, specific sites has been identified which should support high rates of delivery over the next five years.
- 4.3 A robust exercise has been undertaken to ensure that these development sites meet the definition of “deliverable”.
- 4.4 Dartford Borough’s 4,591 deliverable dwellings in the period equates to more than five years supply of deliverable housing sites. Set against the LHN (standard method) requirement of 4,074 dwellings including 5% buffer, **the deliverable five year housing land supply is 5.63 years.**

Appendix A: Local Housing Need Calculation

- National government have developed a standardised methodology for calculating housing need.
- The methodology uses a calculation from national household projections and an adjustment ratio to take account of market signals (done through using a ratio of house price to earnings of four). The need figures are capped at an increase of up to 40%. Government has confirmed that in the interim the 2014-household projections should be used to calculate LHN. This methodology (along with justifications) is set out fully in PPG⁷.
- The LHN calculation for Dartford:

Step 1: Using the 2014-based household projections (September 2016) from the current year over a ten year period (2020-30) indicate an increase of 585 households per year.

Step 2: This is adjusted using the most recent median workplace-based affordability ratio. This is currently 9.23 as per the March 2020 release⁸. The following calculation is then applied:

$$\text{Adjustment factor} = \left(\frac{\text{Local affordability ratio} - 4}{4} \right) \times 0.25$$

Once calculated, the adjustment factor equals 0.326875: $((9.23 - 4) / 4) \times 0.25$.

Annual local housing need figure = $(1 + 0.354) \times 585 = 776$

Step 3: The capped figure is greater than the annual local housing need figure so a cap does not apply.

- Under this new methodology, there would be a requirement of 3,880 homes over 5 years.
- Once a 5% buffer is applied (4,074 homes), Dartford has a **5.63** year supply based on a 4,591 completions in the five year period.

⁷ MHCLG, [Housing need assessment](#), Planning Practice Guidance (revised February 2019)

⁸ ONS, [Ratio of median house price to median gross annual \(where available\) workplace-based earnings by local authority district](#), England and Wales, 1997 to 2019. March 2020.

Appendix B: Deliverable housing sites

Table AB.1: Sources and deliverability of sites identified in the 5 year supply

Source of site	Deliverability Assessment
Sites in delivery	<p>All assessed as deliverable.</p> <p>In the case of large sites with long-term phasing plans, only the portion considered deliverable within 5 years has been included.</p> <p>Annual phasing figures have been determined in accordance with Lichfields research as published in their report Start to Finish version 2. Where appropriate, this has been altered on the basis of site specific past delivery rates, information from house-builders about future estimated annual delivery rates and emerging evidence in connection with the delivery of Ebbsfleet Garden City.</p>
Sites with planning permission	<p>Many considered after assessment to be deliverable. This includes:</p> <ul style="list-style-type: none"> • minor residential development with planning. • Major residential development with <i>detailed</i> planning permission. • Major residential development with planning permission for which there is robust evidence that they are deliverable as part of the five year supply. <p>In some case the five year supply shown may reflect only initial phases of scheme.</p>
Small sites (under 5 net units)	<p>Based on historic trends, a conservative 30 units per year on average have been completed on small sites.</p> <p>Therefore figure of 150 over 5 years is included for small sites.</p>

Appendix C: Deliverable Sites in the 5 year supply (2020/19 to 2024/25)

Table AC.1: Sites in delivery

Site Reference	Site Name	5 Year Delivery	Planning Status	Deliverability Rationale	Application
3	Knockhall Road	64	Detailed Planning	Under Construction	19/00657/REM
14	Lowfield Street re-developmment site	556	Detailed Planning	Under Construction	16/01919/FUL 19/00600/FUL 19/00830/REM
42	Land Rear Of 150-160 Milton Road	7	Detailed Planning	Under Construction	19/01465/FUL
93	First, second and third floors, 27 - 31 High St Dartford	14	Detailed Planning	Under Construction	19/01211/P3O
105	Junction of King Edward Avenue and West Hill	42	Detailed Planning	Under Construction	16/00499/FUL
129	Craylands Lane	100	Detailed Planning	Under Construction	18/00202/EDCCON
130	Castle Hill 3A	2	Detailed Planning	Under Construction	15/01914/EDCCON

130	Castle Hill 2A PAP2	29	Detailed Planning	Under Construction	17/00363/EDCCON
130	Castle Hill B The Triangle	25	Detailed Planning	Under Construction	17/01319/EDCCON
130	Castle Hill L	24	Detailed Planning	Under Construction	17/01934/EDCCON
130	Castle Hill 5I	68	Detailed Planning	Under Construction	17/01014/EDCCON
130	Castle Hill Neighbourhood Area	46	Detailed Planning	Under Construction	17/0108/EDCCON
130	Ashmere Phase 1	281	Detailed Planning	Under Construction	19/01622/EDCCON
131	Northern Gateway West Abbott Murex	232	Detailed Planning	Under Construction	16/01601/FUL
144	Ebbsfleet Green Phase 3	145	Detailed Planning	Under Construction	EDC/19/0155
144	Ebbsfleet Green Phase 2A	55	Detailed Planning	Under Construction	EDC/16/0113
144	Ebbsfleet Green Phase 4	133	Detailed Planning	Under Construction	19/01173/EDCCON
171	Instone House, Instone Road	7	Detailed Planning	Under Construction	19/00519/FUL

210	Former Greenhithe Clinic Knockhall Chase	5	Detailed Planning	Under Construction	19/00657/REM
241	Former Empire Sports Ground, Knockhall	8	Detailed Planning	Under Construction	15/01497/REM
256	Northern Gateway Block F Oldfield	9	Detailed Planning	Under Construction	19/00613/COU
106	Block Of Lock-Up Garages Rear Of Keary Road Swanscombe Kent	6	Detailed Planning	Under Construction	19/01472/FUL
TOTAL		1858			

Table AC.2: Sites with Planning Permission

Site Reference	Site Name	5 Year Delivery	Planning Status	Deliverability Rationale	Application
2	Greenwood	5	Detailed Planning	Detailed Planning. Not major development	17/01519/FUL
4	Two Brewers Public House	11	Detailed Planning	Application to discharge conditions submitted.	14/00615/FUL
5	St Marys Church Hall, Church Hill	6	Detailed Planning	Detailed Planning. Not major development	18/01044/REM
15	Croxton Garry Site (E of Ingress Park)	243	Detailed Planning Pending Application	Detailed Planning for 221 units, a full application for an additional 22 units has been submitted and is pending. Clear evidence provided by the EDC*	20/00048/EDCCON 20/01450/EDCCON
20	Co-op Site	120	Detailed Planning	Detailed Planning	20/00409/FUL
21	Stone Lodge	85	Outline Permission	Council owned site. Council has strong delivery record.	18/01074/OUT

22	Vauxhall Farm, Land East of 110-114 Lowfield St	92	Detailed Planning subject to S106	Detailed Planning subject to S106. Clear evidence provided* regarding progress of S106	19/00027/FUL
25	Former Carpark Two Brewers	14	Detailed Planning	Detailed Planning	19/00748/FUL
30	14-18 Lowfield Street	5	Detailed Planning	Detailed Planning. Not major development	17/01382/COU
32	52 Spital Street	14	Detailed Planning	Detailed Planning	19/00771/FUL
35	SWCS Car Sales Craylands Lane Swanscombe Kent	5	Outline Permission	Permission granted. Not major development	20/00816/OUT
44	Land South Of St Marys Road	76	Detailed Planning	Detailed Planning	17/02082/FUL 19/00575/FUL
56	Powdermill Lane	36	Detailed Planning	Certificate of Lawfulness issued to confirm 36 units are extant	20/01004/LDC
99	Brentfield Lane	6	Detailed Planning	Detailed Planning. Not major development	18/01018/FUL
114	Darenth Road	50	Detailed Planning	Detailed Planning	14/01653/REM
130	Castle Hill B&C	332	Detailed Planning	Detailed Planning	17/01656/EDCCON

130	Castle Hill GHJK	164	Detailed Planning	Detailed Planning	17/01657/EDCCON
130	Alkerden 5	171	Pending Application/ New Pre-app	Clear evidence provided by the EDC* Development in line with masterplan and phasing by Ebbsfleet Development Corporation. Relates to outline application EDC/17/0048	20/00262/EDCCON
130	Alkerden 3	132	Pending Application/ New Pre-app	Clear evidence provided by the EDC* Relates to outline application EDC/17/0048	20/00497/EDCCON
130	Alkerden Market Centre	244	Pre-app	Clear evidence provided by the EDC*	NA
130	Alkerden South Phase 1	204	Pre-app	Clear evidence provided by the EDC*	NA
130	Ashmere Phase 2	165	Detailed Planning	Clear evidence provided by the EDC*	NA
144	Ebbsfleet Green Phase 2C	126	Pending Application	Clear evidence provided by the EDC*	20/00969/EDCCON
148	Land North of Cotton Lane	16	Detailed Planning	Detailed Planning	14/00028/FUL
216	35 Myrtle Road Oakfield Lane Dartford	9	Outline Permission	Outline Permission. Not major development	18/00068/OUT

236	Land Adjacent 33 St Marys Road Stone Kent	12	Detailed Planning	Detailed Planning	17/02042/FUL
249	The Foresters	6	Detailed Planning	Detailed Planning	19/00585/FUL
254	Twistleton Court	6	Detailed Planning	Detailed Planning	19/00023/COU
132	16A The Bridge (Care Home)	43	Detailed Planning	Detailed Planning. Conditions being discharged. Deliverable units represent C3 equivalent.	19/00404/FUL
118	53 Watling Street	8	Detailed Planning	Detailed Planning. Conditions being discharged.	19/01043/FUL
220	Block Of Lock-Up Garages And Land At Gilbert Close Swanscombe Kent	16	Detailed Planning	Enabling works on site have commenced. Council Owned Site. Council have strong record of delivery.	19/01464/FUL
137	104 Lower Hythe Street Dartford Kent DA1 1BW, Reeves Garage	11	Detailed Planning	Detailed Planning	20/00588/FUL
170	Land north of St Mary's Road Stone (150 units)	150	Outline / Pending Application	Outline Permission. Reserved Application submitted and significant discussions held with applicant. Clear evidendce provided*	18/01341/REM 15/01857/OUT
TOTAL		2,583			

Table AC.4: Deliverable Sites Trajectory (2020-2025)

Year	2020/21	2021/22	2022/23	2023/24	2024/25
Sites in delivery	494	491	448	285	140
Sites with planning permission	0	315	639	810	819
Small sites allowance	30	30	30	30	30
Total Forecast Completions	524	836	1,117	1,125	989

Additional Information

*Evidence

*Robust evidence has been provided that housing is likely to be completed on site within 5 years through one of the following (as outlined in the PPG):

- i. Any progress being made towards submission of an application
- ii. Any progress with site assessment work; and
- iii. Any relevant information about site viability, ownership constraints or infrastructure provision. (PPG, para. 36)

This includes evidence provided through recent pre-application discussions and input from developers, landowners, and the EDC.

Demolitions

There are no major planned or anticipation housing demolitions. The figures set out are net and therefore already take into account any minor demolitions.