

# **Enfield Housing Trajectory and 5-Year Housing Land Supply**

## **1.0 Summary**

- 1.1 Enfield Council has a statutory requirement to prepare annually a housing trajectory and to demonstrate a 5-year supply of housing land. The absence of an up-to-date housing trajectory and 5-year supply of housing land risks making Enfield's Local Plan out-of-date, a position which would compromise the Council's power to refuse planning applications.
- 1.2 This report:
- Provides information and analysis on housing completions in the borough up to the year 2012/13;
  - Gives a housing trajectory of expected delivery in the borough over the next 15 years; and
  - Demonstrates the borough's 5-year supply of housing land with reference to both the existing housing target and the new housing target from the Further Alterations to the London Plan.

## **2.0 Introduction**

- 2.1 Enfield's Housing Trajectory and 5-Year Supply of Housing Land has been prepared in order to meet the requirements of the National Planning Policy Framework (NPPF) (2012).
- 2.2 Paragraph 47 of the NPPF (see Annex 1 for an extract) requires Enfield Council to:
- Ensure the Local Plan meets the full needs for housing within the borough, identifying key sites;
  - Identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against housing requirements, with an additional buffer of 5% to ensure choice and competition in the market for land, or a buffer of 20% where there has been a record of persistent housing under delivery;
  - Identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15; and
  - To illustrate the expected rate of housing delivery through a housing trajectory for the plan period.
- 2.3 The absence of an up-to-date Housing Trajectory and 5-Year Supply of Housing Land risks making the Local Plan out-of-date. The NPPF states that where the development plan is absent, or relevant policies are out-of-date, applications should be granted permission unless adverse impacts would significantly and demonstrably outweigh the benefits, or where specific policies in the NPPF indicate development should be restricted.

### **3.0 London Plan Targets**

- 3.1 The 2011 London Plan established a housing target for Enfield of 5,600 units for the 10 year period 2011/12 to 2020/21; 560 per annum. The GLA's 2009 SHLAA underpins and thus forms the basis of the target.
- 3.2 The draft Further Alterations to the London Plan (FALP) proposes an increase of Enfield's housing target to 798 units per annum, or 7,980 units over the 10 year period from 2015/16 to 2024/25, based upon the 2013 SHLAA. This is a significant increase of 43% (238 units) from the existing target of 5,600.
- 3.3 The FALP undergoes Examination in September 2014, with adoption expected in 2015.

### **4.0 Monitoring Housing Delivery**

- 4.1 The housing trajectory (see Table 1 and Figure 1 below) has been prepared to show:
- Completions in the reporting year 2012/13;
  - The current year's projection (2013/14);
  - A record of completions in previous years (2006/07 to 2011/12); and
  - Projected future housing provision over the 15 year period up to 2028/29, including the 5-year supply which commences after the current year of 2013/14, i.e. years 2014/15 to 2018/19.
- 4.2 The 5 year deliverable supply of housing sites for the period 2014/15 to 2018/19 is based upon:
- Residential sites currently under construction;
  - Sites with unimplemented planning permissions;
  - Area Action Plan sites, as identified in the Core Strategy (2010) and subsequently refined in the emerging Area Action Plan documents;
  - Office to residential conversions with Class J Prior Approval; and
  - Other sites likely to be developed, as identified as part of the 2013 GLA SHLAA and as part of the preparation of the housing trajectory.
- 4.3 Beyond this five year period, large sites, and small sites that can yield 10+ dwellings, have been identified. Small sites are assumed to be under 0.25 ha and large sites 0.25 ha and over. These sites were identified as part of preparing the housing trajectory for the emerging Local Plan and/ or as part of the 2013 SHLAA. As identified in the SHLAA, a figure for windfall is included in years 6 to 15 to represent those sites which will come forward within this period but which are not yet known.

#### Completions Analysis

- 4.4 During 2012/13 there were 62 schemes completed, delivering 550 net additional new homes in the borough. The largest scheme amongst these was Innvoa Park which delivered 330 dwellings. This compares to Enfield's housing target which requires the borough to provide 5,600 additional new homes; 560 per annum, during the 10 year plan period between 2011/12 to 2020/21.
- 4.5
- 4.6 Over the previous six year period between 2006/07 and 2011/12, Enfield delivered 2,988 additional new homes, which is an average of 498 per year.

- 4.7 Gross affordable housing completions show that developments of over 10 units in 2012/13 delivered 430 homes in four schemes, of which 243, or 57%, were affordable. In total 243 new affordable homes were delivered in the borough, representing 44% of all new homes, compared to 22% in 2011/12. Of the 243 additional affordable homes 106 (44%) were social rent and 137 (56%) intermediate homes.
- 4.8 Of the additional new homes completed in 2012/13 (586 dwellings gross) 98% were built on previously developed land. This is significantly higher than the national target of 60% and the Council's own target of 90%.

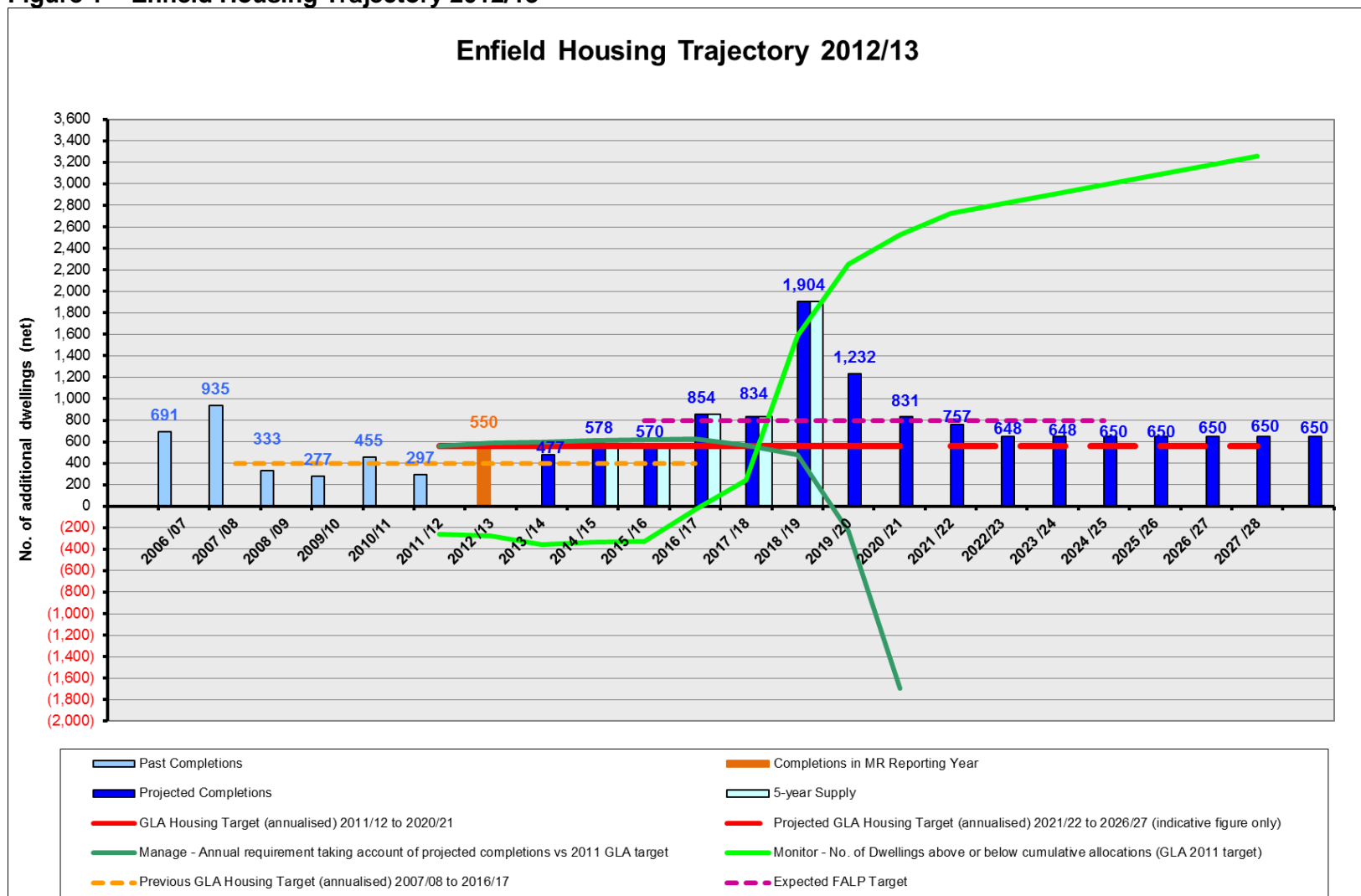
#### Trajectory Analysis

- 4.9 The Housing Trajectory has been prepared to cover the plan period from 2006/07 to 2028/29. Table 1 and Figure 1 below summarises the outcome of the Net additional dwellings' indicators.
- 4.10 The Housing Trajectory indicates that 7,280 additional new homes could potentially be provided between 2013/14 and 2020/21 - the end of the housing provision plan period. Over the five year period 2014/15 to 2018/19 known sites could deliver approximately 4,740 new homes which equates to an annual average of 948 per year. Up until 2024/25 (the end of the Local Plan Core Strategy Period) a total of 9,983 additional new homes could be delivered, although the estimated projections in the later years should however be viewed with caution.
- 4.11 The housing trajectory shows that 8,127 homes could potentially be delivered in Enfield within the London Plan (2011) plan period - 2011/12 to 2020/21. The "Manage" line on the trajectory takes into account past completions and projected delivery over the coming years to monitor housing delivery progress. This line indicates that, with the current information, Enfield should exceed its target.

**Table 1: Housing Trajectory 2012/13**

		2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29
H2a	Net Additions	935	333	277	455	297																	
H2b	Net Additions						550																
H2c	i). Net Additions							477	578	570	854	834	1,904	1,232	831	757	648	648	650	650	650	650	650
	ii). Net Hectares							5.6	5.8	6.4	15.0	12.3	20.8										
	iii). Net Target					560	560	560	560	560	560	560	560	560	560	560	560	560	560	560	560	560	560
H2d	Net annual additions required					560	589	594	611	616	626	569	480	-232	-1,696								

Figure 1 – Enfield Housing Trajectory 2012/13



## 5.0 Achieving the Target and Meeting the 5 Year Supply

5.1 Enfield must identify a supply over the next five years (2014/15 to 2018/19) which meets the cumulative target, including any shortfall from previous year and buffer requirements.

5.2 Important locations for housing delivery during the 5 year period include:

- The first phase of the Meridian Water Housing Zone at the west of the site;
- Delivery of sites in the North Circular Area Action Plan;
- The redevelopment of former Middlesex University sites at the Cat Hill and Ponders End High Street; and
- The conversion of office to residential units under the 2013 amendment to Permitted Development rights.

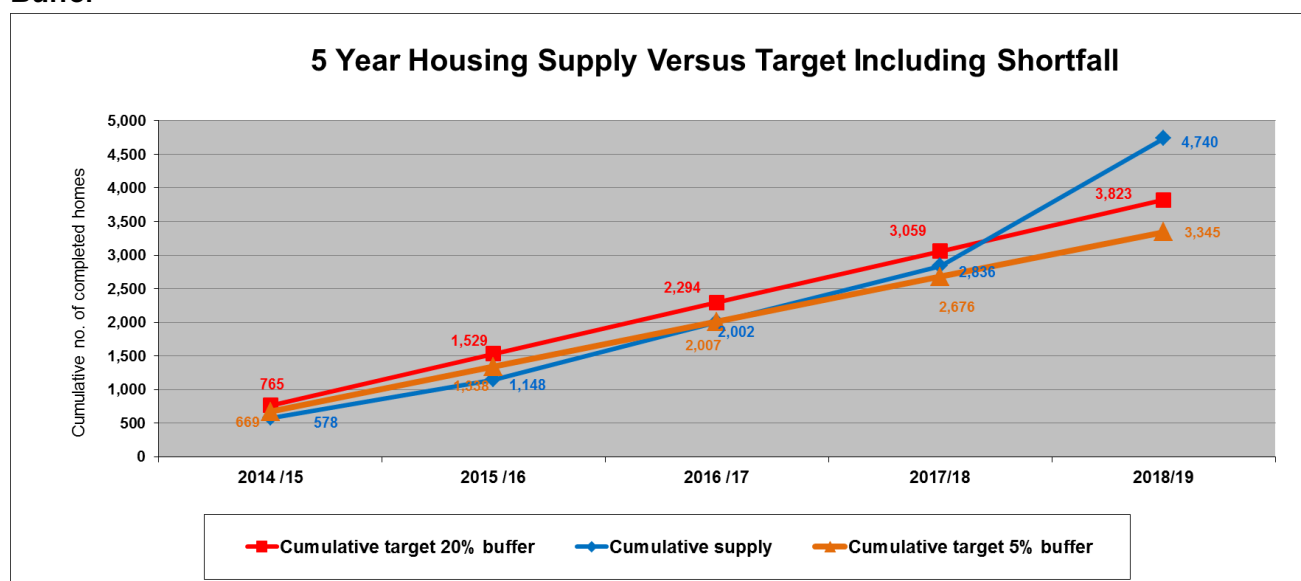
5.3 As shown in Table 2 and Figure 2 below, Enfield will meet the requirements of the NPPF over the 5-year period. By the end of 2018/19 the borough will deliver sufficient housing to meet the housing targets.

5.4 The annual target of 560 homes will be met in 2014/15 and for the remainder of the 5-Year supply period.

5.5 On a cumulative basis, and including the shortfall, the target will be met in the final year of the 5-Year supply period, 2018/19.

5.6 Enfield's position following the adoption of the FALP (Further Alterations to the London Plan) is also shown in Table 3 and Figure 3 below, and shows that the revised housing delivery target of 798 units per annum will be achievable within the 5-year timeframe.

**Figure 2 – Cumulative 5 Year Housing Supply Versus Target – Including Shortfall and Buffer**



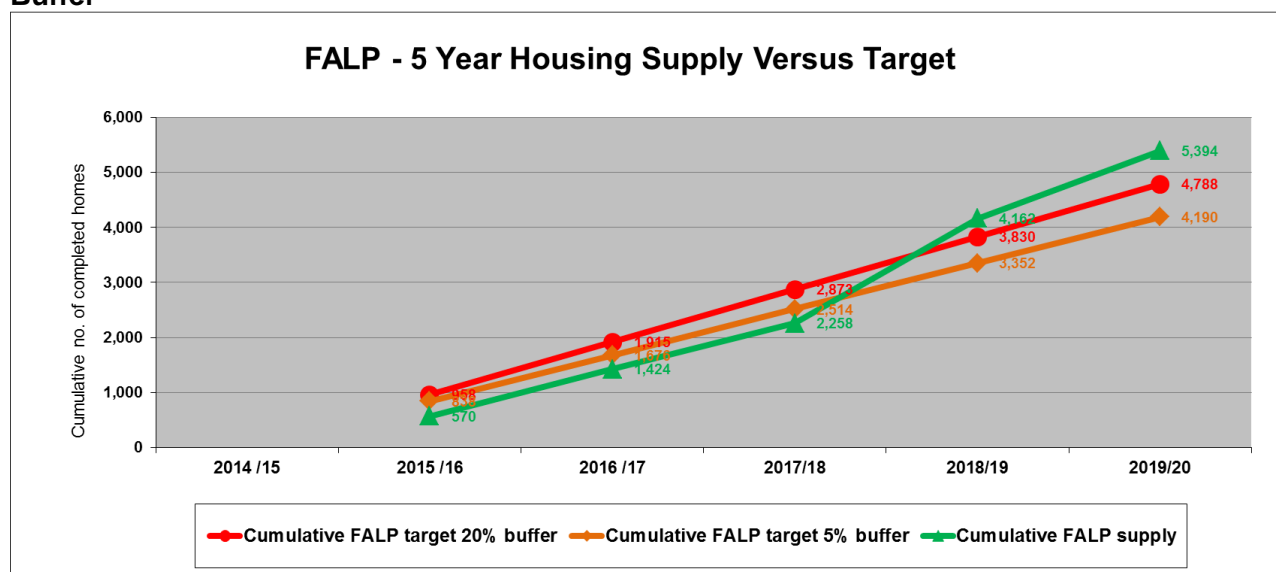
**Table 2 - Cumulative 5 Year Housing Supply Versus Target – Including Shortfall and Buffer**

	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	Total
<b>Delivered actual/ projected</b>	297	550	447						
<b>Target</b>	560	560	560						
<b>Cumulative shortfall vs target *</b>	-263	-273	-386						
<b>5-year target</b>				560	560	560	560	560	<b>2,800</b>
<b>Spread shortfall across 5-year period</b>				77	77	77	77	77	<b>386</b>
<b>Revised target</b>				637	637	637	637	637	<b>3,186</b>
<b>5% buffer **</b>				32	32	32	32	32	<b>159</b>
<b>Total annual target</b>				669	669	669	669	669	<b>3,345</b>
<b>Forecast supply</b>				578	570	854	834	1,904	<b>4,740</b>
<b>Variance</b>				-91	-99	185	165	1,235	<b>1,395</b>
<b>Cumulative target</b>				669	1,338	2,007	2,676	3,345	
<b>Cumulative supply</b>				578	1,148	2,002	2,836	4,740	
<b>20% buffer **</b>				127	127	127	127	127	<b>637</b>
<b>Total annual target</b>				765	765	765	765	765	<b>3,823</b>
<b>Forecast supply</b>				578	570	854	834	1,904	<b>4,840</b>
<b>Variance</b>				-187	-195	89	69	1,139	<b>1,017</b>
<b>Cumulative target</b>				765	1,529	2,294	3,059	3,823	
<b>Cumulative supply</b>				578	1,148	2,002	2,836	4,840	

\* Shortfall is under provision that has accrued in the plan period, with the identified need not met. Enfield is taking the approach that any shortfall will be delivered in the first five years as this method is generally viewed as preferable, and matches to the 5-year supply requirement of the NPPF

\*\* The table shows the scenarios of both the 5% and 20% buffer requirements, as set out in the NPPF, for Enfield's 5-Year supply.

**Figure 3 - Cumulative 5 Year Housing Supply Versus Target as per FALP – Including Buffer**



**Table 3 - Cumulative 5 Year Housing Supply Versus Target as per FALP – Including Buffer**

	2014/15	2015/16	2016/17	2017/18	2018/19	Total
<b>5-year target (as per FALP) *</b>	798	798	798	798	798	<b>3,990</b>
<b>5% buffer **</b>	40	40	40	40	40	<b>200</b>
<b>Total annual target</b>	838	838	838	838	838	<b>4,190</b>
<b>Forecast supply</b>	570	584	834	1,904	1,232	<b>5,394</b>
<b>Variance</b>	-268	16	-4	1,066	394	
<b>Cumulative target</b>	838	1,676	2,514	3,352	4,190	
<b>Cumulative supply</b>	570	1,424	2,258	4,162	5,394	
<b>20% buffer **</b>	160	160	160	160	160	<b>798</b>
<b>Total annual target</b>	958	958	958	958	958	<b>4,788</b>
<b>Forecast supply</b>	570	584	834	1,904	1,232	<b>5,394</b>
<b>Variance</b>	-388	-104	-124	946	274	
<b>Cumulative target</b>	958	1,915	2,873	3,830	4,788	
<b>Cumulative supply</b>	570	1,424	2,258	4,162	5,394	

\* The introduction of the FALP in 2015 will remove the need to provide for shortfall which may have occurred under the previous London Plan period.

\*\* The table shows the scenarios of both the 5% and 20% buffer requirements, as set out in the NPPF, for Enfield's 5-Year supply.



## **6.0 Conclusions**

- 6.1 550 net new homes were built in Enfield in 2012/13. Of these 44% were affordable new homes, rising to 57% on schemes of more than 10 units.
- 6.2 The housing trajectory shows the expected delivery of housing in the borough over the next 15 years. Much of the future capacity will be met through the Area Action Plan sites, as detailed in the emerging AAPs for the North Circular, Central Leaside, North East Enfield and Enfield Town.
- 6.3 This report shows that the NPPF requirements for a 5 year supply of sites will be achieved by the end of the five year period. The expected increase of the housing target under the Further Alterations to the London Plan (FALP) to 798, which will come into effect in 2015, can also be achieved.

## **Annex 1 – NPPF Paragraph 47**

6.4 The National Planning Policy Framework (NPPF), which came into effect on 27th March 2012, requires the identification of a five-year supply of housing sites. Extract of Paragraph 47 of the NPPF requires local planning authorities to:

- Use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period;
- Identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land;
- Identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15;
- For market and affordable housing, illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy for the full range of housing describing how they will maintain delivery of a five-year supply of housing land to meet their housing target; and
- Set out their own approach to housing density to reflect local circumstances.