

Deliverable Five Year Housing Land Supply Statement

(1 April 2023 – 31 March 2028)

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1.0 Introduction

- 1.1 The National Planning Policy Framework 2021 (NPPF), sets out the Government’s planning policies for delivering a sufficient supply of homes. Paragraph 74 states that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old, incorporating an appropriate buffer.
- 1.2 This statement sets out Blackpool’s deliverable five year housing land supply for the period 1st April 2023 – 31st March 2028.

2.0 The Five Year Housing Requirement

- 2.1 The Blackpool Local Plan Part 1: Core Strategy (Core Strategy) was adopted in January 2016 and sets out the housing requirement for Blackpool. Core Strategy Policy CS2 (Housing Provision) states that provision will be made for the delivery of 4,200 new homes in Blackpool between 2012 and 2027. Paragraph 5.20 of the supporting text sets out that this is a phased target equating to:

- 250 dwellings per annum between 2012 - 2017
- 280 dwellings per annum between 2017 - 2022
- 310 dwellings per annum between 2022 - 2027

This is an average of 280 dwellings per annum.

- 2.2 Paragraph 74 of the NPPF requires local authorities to 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% to ensure choice and competition in the market for land.
- 2.3 However, as the Core Strategy was adopted over five years ago (January 2016), Planning Practice Guidance states *‘where strategic policies are more than 5 years old, or have been reviewed and found in need of updating, local housing need calculated using the standard method should be used in place of the housing requirement’*.
- 2.4 Blackpool’s local housing need calculated using the Standard Method (2023) with respect to the five year supply for the five year period 1st April 2023 to 31st March 2028 is 720 dwellings (144 per annum).
- 2.5 NPPF states that the 5% buffer should be increased to 20% where there has been significant under delivery of housing over the previous 3 years, to improve the prospect of achieving the planned supply. PPG further explains that this is where delivery of housing taken as a whole over the previous 3 years, has fallen below 85% of the requirement, as set out in the last published Housing Delivery Test results.

- 2.6 The 2022 Housing Delivery Test results have not yet been made available. As a result, the 2021 Housing Delivery Test results have been used in this paper to determine the buffer required when calculating the 5 year supply requirement.
- 2.7 The 2021 Housing Delivery Test results indicate that Blackpool has significantly over-delivered against the number of homes required (see Table 1) so a 5% buffer is relevant.

Table 1: 2021 Housing Delivery Test Results

No. of homes required			Total no. of homes required	No. of homes delivered			Total number of homes delivered	Housing Delivery Test: 2020 measurement
2018-19	2019-20	2020-21		2018-19	2019-20	2020-21		
108	104	81	293	368	335	161	864	295%

- 2.7 Therefore, for the purposes of the five year supply calculation for the period 2023 - 2028 the five year requirement incorporating a 5% buffer is calculated to be 756 dwellings, which is 151 dwellings per annum (Table 2).

Table 2: Blackpool Five Year Supply Housing Requirement Breakdown

A	Local housing need calculated using the standard method 2023 – 2028	720
B	5% buffer (5% of 720)	36
C	Five year requirement incorporating buffer (A + B)	756
D	Annual requirement for next five years (C/5)	151

3.0 The Deliverable Supply

- 3.1 The NPPF states that 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.
- 3.2 The NPPF advises that sites which do not involve major development and have outline 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. These deliverable sites are set out in Table A of Appendix 1.
- 3.3 Correspondence has been undertaken with developers on the largest sites with detailed planning permission in relation to build out rates and realistic delivery over the five year period.
- 3.4 In total, a deliverable supply of 544 new build dwellings on sites with detailed planning permission, or which do not involve major development and have outline planning permission, are identified in Table A of Appendix 1. For the purposes of this assessment, sites with reserved matters approval are considered to have detailed permission, because the permissions can now be implemented and in some cases the sites are under construction.
- 3.5 In addition there are 77 dwellings that have detailed planning permission in the form of conversions and changes of use as part of major schemes (10 dwellings or more), which are identified in Table B of Appendix 1. There are also 60 dwellings that have detailed planning permission in the form of conversions and changes of use as part of minor schemes (9 or fewer dwellings), which are identified in Table C of Appendix 1.
- 3.6 The NPPF advises that where a site has outline 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. There are a number of sites that had outline permission for major development in Blackpool at 31st March 2023 and evidence has been sought to support the inclusion of these sites in the five year supply.
- 3.7 Where clear evidence has been provided, they have been included as part of the deliverable supply and are set out in Table D of Appendix 1. Where no evidence has been forthcoming, or the evidence supplied has provided little clarity, they have been excluded from the identified supply.
- 3.8 Additional sites that are included in the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies and/or the 2019 Strategic Housing Land Availability Assessment Update are also considered to be deliverable over the five

year period. These sites equate to 534 dwellings and are listed in Table D of Appendix 1, with further information to support their inclusion.

- 3.9 The NPPF allows local planning authorities to make an allowance for windfall sites as part of their anticipated supply, if there is compelling evidence that they will provide a reliable source of supply. The issue of windfall housing provision was considered by the Blackpool Core Strategy Inspector (paragraph 42 of the Inspector’s Report). He notes that the majority of windfall site developments in Blackpool are anticipated to be conversions (notably of hotels and guest houses) in the inner areas and that the Council is encouraging such schemes in appropriate circumstances as part of its regeneration strategy. He considered that there was compelling evidence that windfalls will continue to provide a reliable source of housing land supply during the plan period. This is reflected in Core Strategy Policy CS2, which identifies windfall housing as one of the three sources of housing provision in Blackpool.
- 3.10 The 2022/23 HMR provides up to date information about windfall development in Blackpool. Table 3 below provides a summary of this information. It shows that from 2012 – 2023, 1,415 dwellings were completed on windfall sites through conversions/changes of use and 120 dwellings were completed on new build windfall sites, which is a total of 1,593 dwellings and an average of 145 dwellings per year.

Table 3: Windfall Housing Completions

Year	Conversions/Changes of Use: Permitted & CLDE/CLUP/CPA			Conversions: Other Sources		New Build	Windfall Total
	Small Sites	Major Sites	Total	Local Authority Conversions	Council Tax Records/Empty Homes Funded		
2012/13	99	24	123	-28	18	39	152
2013/14	129	22	151	-51	14	0	114
2014/15	148	31	179	0	44	0	223
2015/16	149	12	161	0	0	1	162
2016/17	95	16	111	0	0	-13	98
2017/18	117	10	127	0	0	9	136
2018/19	115	14	129	0	0	40	169
2019/20	153	31	184	0	16	-34	166
2020/21 *	50	11	61	0	7	1	69
2021/22	39	40	79	0	20	55	154
2022/23	71	39	110	0	18	22	150
Total	1165	250	1415	-79	137	120	1593

*It should be noted that these figures have been affected by the Covid-19 pandemic

- 3.11 Table 3 shows that the most consistent source of windfall completions has been conversions/changes of use on small sites (sites of 9 dwellings or less). This includes dwellings provided through permitted conversions, prior approvals for change of use and lawful development certificates. An average of 106 dwellings per year have been provided through these sources.
- 3.12 This source of supply is expected to continue because Core Strategy Policy CS23 allows more hotels and guest houses to change to residential uses than previous policy approaches. In addition, in 2015 the Council established Blackpool Housing Company, which acquires poor quality existing homes and redundant buildings, such as former holiday accommodation and remodels them into quality affordable homes for rent. They have a development programme which aims to deliver between 80 and 100 quality homes per year. Although not all of these homes will be net additions to the stock, this work will further boost the supply of dwellings created through conversions and changes of use.
- 3.13 Conversions/changes of use on larger sites (sites of over 9 dwellings) also come forward (at an average of 23 per year since 2012), but the figures can be unduly influenced by larger schemes which come forward on an irregular basis (such as the scheme for 66 apartments that is currently under construction at 647 – 651 New South Promenade). New build windfall sites also tend to come forward, but not on a consistent basis.
- 3.14 Therefore, taking account of completion evidence it is considered appropriate to use a windfall allowance of 106 dwellings per year based upon conversions/changes of use on small sites of 9 units or less, which have consistently delivered housing over the plan period. Any new build windfall sites or major conversions/changes of use that come forward will be in addition to the windfall allowance.
- 3.15 At 31 March 2023 there were 60 dwellings permitted in conversions/change of use schemes on small sites. To avoid double counting, these permitted dwellings are incorporated into the windfall allowance. Table 4 sets out the deliverable housing supply.

Table 4: Deliverable Housing Supply

Source of Supply	Number of Dwellings
New build sites that do not involve major development and have outline planning permission and sites with detailed planning permission	544
Major conversions and changes of use with detailed planning permission	77
Minor conversions and changes of use with detailed planning permission	60

Source of Supply	Number of Dwellings
Windfall allowance for minor conversions and changes of use (525 minus 60 dwellings with permission)	465
Other deliverable sites	534
Total	1680

3.16 The five year target incorporating a 5% buffer is calculated to be **756 dwellings**. A supply of **1680 dwellings** has been identified. This equates to around a **11.12 year deliverable housing supply**. Therefore, the Council can currently demonstrate a five year deliverable housing supply, in accordance with the requirements of the NPPF.

Appendix 1: Deliverable Housing Sites

Table A: New build sites with detailed permission at 1 April 2023

Application Number	Address	Total Capacity (net)	Dwellings left to be built (at 1 April 2023)	Deliverable dwellings over 5 year period	Comments
17/0095	Land at Moss House Road	422	309	133 (73 and 60)	Dwellings under construction
16/0797	Land to the rear 435-437 Waterloo Road	2	2	2	Development commenced
18/0590	Site of Former Kings Christian Centre	15	15	15	Dwellings under construction
20/0189	All Hallows Rectory, 86 All Hallows Road	2	2	2	Non-major site with outline permission.
20/0206	Land at Willow Dene, Docky Pool Lane	1	1	1	Site with detailed permission
20/0416	Land adjacent the Junction of George Street and Coleridge Road	8	4	4	Dwellings under construction
20/0677	Land at 2C Ball Street	5	1	1	Site under construction
21/0007	10 Pennystone Road	2	2	2	Dwellings under construction
20/0521	Land at 157 Whitegate Drive	18	18	18	Site under construction
21/0186	Land adjacent to Willow Deen, Docky Pool Lane	2	2	2	Site with detailed permission
21/0215	Land adjacent to 8 Cottessmore Place, FY3 8SB	1	1	1	Non-major site with outline permission.
20/0495	Land Adjacent to 71 Moss House Road, FY4 5JF	4	4	4	Non-major site with outline permission.
21/0187	Land adjacent to 44 Moss House Road, FY4 5JE	1	1	1	Dwellings under construction

Application Number	Address	Total Capacity (net)	Dwellings left to be built (at 1 April 2023)	Deliverable dwellings over 5 year period	Comments
21/0213	16 Kentmere Drive, FY4 4TN	1	1	1	Site with detailed permission.
20/0091	170 Preston New Road, 15 & 17 Carson Road, FY4 4HE	6	6	6	Site with detailed permission.
21/0503	Land adjacent to 14 Strathdale	1	1	1	Site with detailed permission.
21/0124	Land to the rear of 91A North Park Drive, FY3 8NH	1	1	1	Site with detailed permission.
20/0021	Land East of Marples Drive (Part of Former NS&I Site) off Preston New Road, FY3 9YP	90	27	27	Dwellings under construction
21/0486	Land bound by Chepstow Road/Gateside Drive and Land to the West of Dinmore Avenue	131	131	131	Dwellings under construction
21/0537	Land at the rear of 17 and 21 Moss House Road, FY4 5JF	5	5	5	Site with detailed permission.
21/0804	Land adjacent to 71 Moss House Road, FY4 5JF	14	14	14	Site with detailed permission
20/0250	Barn adjacent to 36 Moss House Road, FY4 5JE	1	1	1	Site with detailed permission
21/0102	All Hallows Rectory, 86 All Hallows Road,	1	1	1	Site with detailed permission
21/0264	57 Boothley Road, FY1 3RS	4	4	4	Non-major site with outline permission.
21/1053	12 Broadway, FY4 2JX	2	2	2	Site with detailed permission
21/0678	29 Boome Street, FY4 2JX	3	3	3	Site with detailed permission
22/0299	306 Queens Promenade, FY2 9AD	1	1	1	Site with detailed permission
21/1062	Land at 8 Norbreck Road, FY5 1RP	35	35	35	Site with detailed permission

Application Number	Address	Total Capacity (net)	Dwellings left to be built (at 1 April 2023)	Deliverable dwellings over 5 year period	Comments
21/0904	Land to the rear of former Hawes Side Library, Hawes Side Lane	8	8	8	Site with detailed permission
22/0614	49 Moss House Road, FY4 5JF	1	1	1	Dwellings under construction
19/0679	Land to the rear of Ma Kelly's. 44-46 Queen's Promenade, FY2 9RW	20	20	20	Site with detailed permission
22/0422	45-47 Bond Street, FY4 1BW	2	2	2	Site with detailed permission
22/0440	Princess Street, Blundell Street, Rigby Road & Tyldesley Road	88	88	88	Dwellings under construction.
22/0254	24 Low Moor Road, FY2 0PG	5	5	5	Site with detailed permission
22/0488	Land to the rear of 199-201 Common Edge Road, FY4 5DJ	1	1	1	Site with detailed permission
	Total			544	

Table B: Major conversion/change of use schemes with detailed permission at 1st April 2023

Application Number	Address	Total Capacity (net)	Dwellings left to be built (at 1 April 2023)	Deliverable dwellings over 5 year period	Comments
16/0421	647 – 651 New South Promenade	66	27	27	Under construction.
17/0859	98A Park Road	10	10	10	Under construction
18/0856	396-402 Promenade	13	13	13	Under construction
20/0113	332 Promenade	17	17	17	Detailed permission
21/0974	580-582 Lytham Road	10	10	10	Detailed Permission
	Major Conversions Total	116	77	77	

Table C: Minor conversion/change of use schemes with detailed permission at 1st April 2023

Application Number	Address	Dwellings left to be built (at 1 April 2023)	Deliverable dwellings over 5 year period
19/0292	185 Lytham Road	1	1
19/0741	44 Dickson Road	4	4
19/0518	58 Palatine Road	3	3
20/0081	132 Harrowside	1	1
20/0023	4-8 Edward Street	3	3
20/0119	3-5 Westcliffe Drive	2	2
20/0245	5 Lonsdale Road	2	2
20/0396	2A Alfred Street	3	3
20/0398	117-119 Church Street	4	4
20/0808	31 Cocker Street	1	1
21/0043	18 Clifton Street	4	4
20/0540 & 21/0041	68-70 Elizabeth Street	1	1
21/0052	1 Cumberland Avenue	3	3
21/0372	14 Shaftesbury Avenue	1	1
21/0714	59-61 Abingdon Street	2	2
21/0679	29 Boome Street	2	2
21/0643 or 22/0001	174 Queens Promenade	1	1
21/0910	332A Lytham Road	2	2
21/0946	227-229 Church Street	1	1
22/0194	20 Charles Street, FY1 3HD	1	1
21/0369	1 Chapel Street, FY1 5AE	6	6
21/0955	97 Lytham Road, FY1 6DT	1	1
22/0165	113-119 Egerton Road, FY1 2NL	2	2
21/0388	22 Whitegate Drive, FY3 9AQ	3	3
22/0629	156 Lytham Road, FY1 6DJ	2	2
22/0703	29-31 Cookson Street, FY1 3EA	1	1
22/0673	14 Coop Street, FY1 5AJ	3	3

Application Number	Address	Dwellings left to be built (at 1 April 2023)	Deliverable dwellings over 5 year period
	Total	60	60

Table D: Other Deliverable Sites

Address	Application Number	Deliverable dwellings over 5 year period	Comments
Land at Bispham High School	Hybrid application 19/0241 - approved subject to the signing of a Section 106 agreement	120	<p>This site is owned and being promoted by Blackpool Council. It is included as a housing site allocation in the Blackpool Local Plan Part 2. The northern site consists of the former high school and associated playing fields and the southern site relates to land off Regency Gardens.</p> <p>The Council received £1,050,000 from the Government’s Land Release Fund to support works to unlock this site for housing. This funding has been used for a range of pre-application site assessment work (including surveys relating to ecology, trees, highways, flood risk assessment/drainage and a phase 1 ground survey) and other enabling work.</p> <p>A hybrid planning application has been submitted (in April 2019), which comprises a full application for the erection of a cadet hut and an outline application for the erection of up to 176 dwellings with associated open space and infrastructure. The planning application is approved pending a Section 106 agreement.</p> <p>The Council is currently working with a housebuilder to bring forward the site. It has been advised that around 120 dwellings would be delivered by 31st March 2027.</p>
Land at Ryscar Way	19/0176 20/0794	47	<p>This site is owned and being promoted by Blackpool Council. It is a housing allocation in the Blackpool Local Plan Part 2.</p> <p>Outline planning permission was granted in July 2019 for 47 dwellings. A full application is currently being considered for 51 dwellings. Developer is expecting to be on site in 2023.</p>
Land at the Enterprise Zone (Jepson Way)	-	57	Housing allocation in the Blackpool Local Plan Part 2.

Address	Application Number	Deliverable dwellings over 5 year period	Comments
Land at the end of Bromley Close	-	12	Housing allocation in the Blackpool Local Plan Part 2
Land rear of 307-339 Warley Road	-	14	Housing allocation in the Blackpool Local Plan Part 2.
190-194 Promenade, Blackpool	-	15	Housing allocation in the Blackpool Local Plan Part 2.
Blackpool Council Offices, South King Street	-	47	Housing allocation in the Blackpool Local Plan Part 2.
Car Park, Bethesda Road	-	13	Housing allocation in the Blackpool Local Plan Part 2.
Whitegate Manor, Whitegate Drive	-	16	Housing allocation in the Blackpool Local Plan Part 2.
Land to the rear of 69-85 Kipling Drive	-	14	Housing allocation in the Blackpool Local Plan Part 2.
Land at Rough Heys Lane	-	27	Housing allocation in the Blackpool Local Plan Part 2.
Land at 50 Bispham Road	-	12	Housing allocation in the Blackpool Local Plan Part 2.
41 Bispham Road and land to the rear of 39-41 Bispham Road	-	16	Housing allocation in the Blackpool Local Plan Part 2.
7-11 Alfred Street	-	14	Housing allocation in the Blackpool Local Plan Part 2.
9-15 Brun Grove (Blackpool Trim Shops)	-	10	Housing allocation in the Blackpool Local Plan Part 2.
Waterloo Road Methodist Church, Waterloo Road	-	12	Housing allocation in the Blackpool Local Plan Part 2.

Address	Application Number	Deliverable dwellings over 5 year period	Comments
585-593 New South Promenade and 1 Wimbourne Place	-	88	Housing allocation in the Blackpool Local Plan Part 2.
Total		534	