

Deliverable Five Year Housing Land Supply Statement

(1 April 2021 – 31 March 2026)

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1.0 Introduction

- 1.1 The National Planning Policy Framework 2019 (NPPF), sets out the Government's planning policies for delivering a sufficient supply of homes. Paragraph 73 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 2021 – 31st March 2026.

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 policy 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 73 of the National Planning Policy Framework 2019 (NPPF 2019) 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 (2020) with respect to the five year supply for the five year period April 1st 2021 to March 31st 2026 is 605 dwellings (121 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 2020 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: 2020 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
2017-18	2018-19	2019-20		2017-18	2018-19	2019-20		
94	108	104	307	292	368	335	995	324%

- 2.7 Therefore, for the purposes of the five year supply calculation for the period 2021 - 2026, the five year requirement incorporating a 5% buffer is calculated to be 635 dwellings, which is 127 dwellings per annum (Table 2).

Table 2: Blackpool Five Year Supply Housing Requirement Breakdown

A	Local housing need calculated using the standard method 2021 – 2026	605
B	5% buffer (5% of 605)	30
C	Five year requirement incorporating buffer (A + B)	635
D	Annual requirement for next five years (C/5)	127

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 545 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 119 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 224 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 2021 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 Publication 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 537 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 2020/21 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 – 2021, 1249 dwellings were completed on windfall sites through conversions/changes of use and 43 dwellings were completed on new build windfall sites, which is a total of 1,292 dwellings and an average of 144 dwellings per year.

Table 3: Windfall Housing Completions

Year	Conversions/Changes of Use: Permitted & CLDE/CLUP/CPA			New Build	Windfall Total
	Small Sites	Major Sites	Total		
2012/13	99	24	123	39	162
2013/14	129	22	151	0	151
2014/15	148	31	179	0	179
2015/16	149	12	161	1	162
2016/17	95	16	111	-13	98
2017/18	117	10	127	9	136
2018/19	115	14	129	40	169
2019/20	169	31	200	-34	166
2020/21 *	57	11	68	1	69
Total	1078	171	1249	43	1292

*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 120 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 19 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 120 dwellings per year based upon conversions/changes of use on small sites of 9 units or less, which have consistently delivered housing (at a rate of 120 dwellings per year) 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 2021 there were 224 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	545
Major conversions and changes of use with detailed planning permission	119
Minor conversions and changes of use with detailed planning permission	224
Windfall allowance for minor conversions and changes of use (600 minus 224 dwellings with permission)	376
Other deliverable sites	537

Source of Supply	Number of Dwellings
Total	1801

3.16 The five year target incorporating a 5% buffer is calculated to be **635 dwellings**. A supply of **1801 dwellings** has been identified. This equates to around a **14.2 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 31 March 2021

Application Number	Address	Total Capacity (net)	Dwellings left to be built (at 1 April 2021)	Deliverable dwellings over 5 year period	Comments
13/0447 and 19/0103	Foxhall Village Development	410	214	95	Confirmation received from Blackpool Housing Company that the remainder of Phase 1 and Phase 3 will be delivered within the next five years.
17/0095	Land at Moss House Road	422	322	146 (86 and 60)	Remainder of the site has been acquired by two different house builders who have confirmed their intention to deliver the remaining houses in the next five years.
16/0797	Land to the rear 435-437 Waterloo Road	2	2	2	Site with detailed permission.
17/0439	Site at 50 Bispham Road	14	14	14	Site with detailed permission.
17/0631	Land at Taybank and Livet Avenue	3	1	1	Dwellings under construction.
16/0551	Land to the rear 83-103 Powell Avenue	5	5	5	Site with detailed permission.
17/0361	Former Co-op Sports and Social Club, Preston New Road	53	22	22	Dwellings under construction.
17/0239	Land to rear 46 Harcourt Road	1	1	1	Dwelling under construction
17/0563	Land at 19 Sussex Road	4	4	4	Non-major site with outline permission.
18/0404	Land to rear of 49 Moss House Road	1	1	1	Site with detailed permission.

Application Number	Address	Total Capacity (net)	Dwellings left to be built (at 1 April 2021)	Deliverable dwellings over 5 year period	Comments
18/0030	Land Rear 5 Oak Avenue	1	1	1	Site with detailed permission.
18/0160	Land adjacent to 8 Cottesmore Place	1	1	1	Non-major site with outline permission.
18/0423	Land adjacent to 14 Strathdale	1	1	1	Site with detailed permission.
18/0410	Land adj 71 Moss House Road	1	1	1	Site with detailed permission.
18/0589	64 Preston Old Road	1	1	1	Non-major site with outline permission.
18/0590	Site of Former Kings Christian Centre	15	15	15	Site with detailed permission.
18/0657	12 Broadway	2	2	2	Non-major site with outline permission.
18/0642	Former Baguleys Site, Midgeland Road	12	6	6	Under construction
17/0466	Land at Warren Drive	86	71	71	Under construction
19/0184	Land adjacent to 44 Moss House Road	1	1	1	Site with detailed permission.
19/0144	Land at Troutbeck Crescent	75	75	75	Site under construction.
19/0177	29-35 Ripon Road	8	8	8	Site under construction
19/0252	58 Common Edge Road	4	4	4	Site with detailed permission
19/0349	Land adjacent to 17 & 21 North Side, Moss House Road	5	5	5	Non-major site with outline permission.
19/0384	150 Harcourt Road	1	1	1	Site with detailed permission
19/0653	Land to the rear of 199-201 Common Edge Road	1	1	1	Site with reserved matters approval
19/0720	Site of 8 Norbreck Road	34	34	34	Site with detailed permission
19/0763	49 Moss House Road	2	2	2	Site with detailed permission
20/0044	Land adjacent to 118 Ansdell Road	1	1	1	Non-major site with outline permission.

Application Number	Address	Total Capacity (net)	Dwellings left to be built (at 1 April 2021)	Deliverable dwellings over 5 year period	Comments
20/0062	Land between 39 and 43 Morley Road	1	1	1	Site with detailed permission
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	8	8	Site with detailed permission
20/0550	Southgate, Bennetts Lane	1	1	1	Site under construction
20/0677	Land at 2C Ball Street	5	5	5	Site with detailed permission
20/0773	Land Adjacent to Willow Dene, Docky Pool Lane	1	1	1	Site with detailed permission
21/0007	10 Pennystone Road	2	2	2	Site with detailed permission
21/0072	Land at 25-27 Crystal Road	2	2	2	Non-major site with outline permission.
	Total			545	

Table B: Major conversion/change of use schemes with detailed permission at 31st March 2021

Application Number	Address	Total Capacity (net)	Dwellings left to be built (at 1 April 2021)	Deliverable dwellings over 5 year period	Comments
16/0421	647 – 651 New South Promenade	66	66	66	Under construction.
17/0859	98A Park Road	10	10	10	Detailed permission
18/0596	68-76 Central Drive	13	13	13	Detailed permission
18/0856	396-402 Promenade	13	13	13	Detailed permission
20/0113	332 Promenade	17	17	17	Detailed permission
	Major Conversions Total	119	119	119	

Table C: Minor conversion/change of use schemes with detailed permission at 31st March 2021

Application Number	Address	Dwellings left to be built (at 1 April 2021)	Deliverable dwellings over 5 year period
10/1404	Former Marton Library	3	3
17/0088	30-36 Coronation Street	4	4
17/0145	1 Chapel Street	2	2
17/0238	31-33 Queen Street	2	2
17/0565	20 Lytham Road	3	3
18/0023	24-28 Coronation Street	2	2
18/0073	4 Back Warbreck Road	1	1
18/0082	169 Lytham Road	3	3
18/0060	1 Layton Lodge, Bispham Road	5	5
18/0168	53 Bond Street	0	0
18/0180	44 Warbreck Hill Road	1	1
18/0407	30 Rawcliffe Street	2	2
18/0221	28 Lonsdale Road	4	4
18/0418	46A Cookson Street	2	6
18/0462	199-201 Promenade	6	1
18/0503	3 Chapel Street	1	4
18/0523	24-30 Bond Street	4	1
18/0528	Moore Bank House, 26-28 Moore Street	1	1
18/0587	452 Lytham Road	1	1
18/0785	7 Milbourne Street	1	5
18/0605	10-16 Exchange Street	5	6
19/0029	50-52 Topping Street	6	5
19/0108	495-497 Promenade	6	1
19/0022	George Hotel Pub, 174 Central Drive	5	7
19/0292	185 Lytham Road	1	3
19/0338	92-100 Bond Street	7	3
19/0366	17-19 Crystal Road	3	4

Application Number	Address	Dwellings left to be built (at 1 April 2021)	Deliverable dwellings over 5 year period
19/0494	136-140 Promenade	4	4
19/0438	6-10 Bank Hey Street	7	7
19/0448	32 Lytham Road	2	2
19/0630	60 Palatine Road	1	1
19/0557	24 Low Moor Road	4	4
19/0615	58 Bond Street	1	1
19/0741	44 Dickson Road	4	4
19/0763	49 Moss House Road	1	1
19/0518	58 Palatine Road	3	3
19/0818	56-60 Clifton Street	2	2
20/0081	132 Harrowside	1	1
20/0023	4-8 Edward Street	3	3
20/0119	3-5 Westcliffe Drive	2	2
20/0251	307-309 Church Street	2	2
20/0314	11-13 Palatine Road	7	7
20/0337	187 Vicarage Lane	1	1
20/0245	5 Lonsdale Road	2	2
20/0396	2A Alfred Street	3	3
20/0398	117-119 Church Street	4	4
20/0060	38 Reads Avenue	0	0
20/0442	115-117 Park Road	1	1
20/0583	1 Landsdowne Place	3	3
20/0627	20 Coop Street	3	3
20/0808	31 Cocker Street	1	1
20/0728	55-57 Banks Street	2	2
	Total	224	224

Table D: Other Deliverable Sites

Address	Application Number	Deliverable dwellings over 5 year period	Comments
NS&I Site Phase 2	20/0021 approved subject to the signing of a Section 106 agreement	90	Work is underway to prepare the site for development. Considering the build out rate for Phase 1 site averaged 38 per annum, it is not unreasonable to expect the 90 dwellings will be delivered by 31 st March 2026.
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 emerging 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 2026.</p>
Land at Ryscar Way	19/0176 20/0794	47	This site is owned and being promoted by Blackpool Council. It is a proposed housing allocation in the emerging Blackpool Local Plan Part 2.

Address	Application Number	Deliverable dwellings over 5 year period	Comments
			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 2022.
Land at the Enterprise Zone (Jepson Way)	-	57	<p>This site is owned and being promoted by Blackpool Council. The site is located within the Blackpool Airport Enterprise Zone (EZ). EZ status was approved by the Government for the wider site in 2015 and became operational in April 2016. A masterplan has been approved for the whole EZ and this masterplan incorporates enabling residential development in this location. The Council has allocated a budget of £28.1 million for the first 3 years of delivery of the EZ, including this site, and the EZ has a number of funding mechanisms to support its delivery and development from the Government.</p> <p>This site is a proposed housing allocation in the emerging Blackpool Local Plan Part 2.</p> <p>Outline Planning application ref 19/0271 for a mixed use development, including up to 57 dwellings, as part of the first phase of development at Blackpool Airport Enterprise Zone was withdrawn in June 2020, however the Council is intends to submit a new application in August 2021.</p> <p>This site was included within the five year housing supply considered as part of the Land off Warren Drive Appeal (Ref: APP/J2373/W/18/3203780). Taking account of email evidence from the Blackpool Airport Enterprise Zone Delivery Manager, included as part of the Council's case at the above appeal, The Inspector identified potential impediments to the delivery of the site, but he concluded that "the evidence pointed to a 'reasonable chance' that the anticipated 57 dwellings might materialise on this site within the five year period and, in the context of this appeal, I give the Council the benefit of the doubt".</p> <p>The Blackpool Airport Enterprise Zone Delivery Manager states that the Council has had contact from housebuilders/developers who are interested in the development of this</p>

Address	Application Number	Deliverable dwellings over 5 year period	Comments
			site and he considers that it is realistic to expect that all of the dwellings will be completed by 31 st March 2026.
Land at Grange Park	21/0486	131	<p>This land is owned by Blackpool Council and forms part of the Grange Park housing estate. Existing buildings on the land have been demolished to facilitate redevelopment, which aims to improve the character of the area and provide new homes and amenities for the local community.</p> <p>It is included as a housing site allocation in the emerging Blackpool Local Plan Part 2.</p> <p>A full planning application is currently being considered.</p> <p>It has been confirmed by the Blackpool Housing Company that all the housing is to be delivered by 2023.</p>
Mexford House, Mexford Avenue	19/0105 (Prior Approval)	92	<p>This site was included within the 2019 Strategic Housing Land Availability Assessment Update.</p> <p>Prior approval was granted for use of these office premises as 92 self-contained flats on 16 April 2019. No additional planning approvals are required.</p> <p>The decision notice states that the development must be completed within a period of 3 years from the date of the prior approval. Therefore, the development is required to be completed by 16 April 2022, which is within the five year period.</p>
Total		537	