

## CP11- Housing Delivery



### Supporting Documents:

PPS3 Housing - 2006  
Draft South East Plan - 2006  
Housing Needs Survey - 2005  
Housing Strategy 2004-2007 (under review)  
Strategic Housing Land Availability  
Assessment – Interim Findings - 2008  
Strategic Housing Market  
Assessment - 2008

### Introduction

**3.82** One of the spatial objectives of the Core Strategy in terms of making provision for new housing development is to provide people with a wide choice of decent quality housing to meet their needs for a stable home and at a cost they can afford. There is a need to plan for the volume of new residential development (the overall amount of new housing) the location of new housing and for a variety or 'mix' of new housing (in terms of housing tenure, type and size) to ensure that new development meets local housing needs and contributes to the creation of mixed and sustainable communities. In doing so the council will be guided by research that has been carried out into local housing/accommodation needs. We are specifically required to plan for a 15 year supply of housing, including a rolling 5 year supply of appropriate land/sites. There is also a need to ensure that there will be sufficient and timely provision of the necessary infrastructure and services that new residential development creates a demand for.

### Preferred Option – CP11 Housing Delivery

The council will plan for new housing development in order to help provide people with a wide choice of decent quality housing to meet their needs for a stable home and at a cost they can afford, through:

1. Provision will be made for new housing development in accordance with the target set for the city in the draft South East Plan – 570 new homes annually to 2026. New housing will be provided as indicated in Table 1 below.
2. Within the regional context, the council will plan to meet the specific local housing/accommodation needs and aspirations of all communities within Brighton & Hove. Core Strategy policies SN1 and CP12 - CP14 are also relevant in this respect.

(and residential conversions including changes of use) incorporate a mix of dwelling types and sizes that reflects and responds to Brighton & Hove's housing needs. The council's approach will be informed by up to date assessments of local housing need and housing demand and will be further developed through the following means:

- a. At site level, detailed housing mix requirements will be set out for large strategic sites<sup>36</sup> in the council's Development Policies and Site Allocations Development Plan Document, Action Area Plans, Supplementary Planning Documents and Site Planning Briefs. 'Windfall' sites which come forward of a similar size will also be required to demonstrate that proposals have had full regard to a range of housing mix considerations (including housing type, tenure and size) and have been informed by up to date local assessments of housing need and housing demand;
- b. By safeguarding the existing stock of family-sized dwellings within the city, through including policies designed to resist their loss in the Development Policies and Site Allocations DPD; and
- c. By requiring all new residential development to have regard to the characteristics of existing communities/neighbourhoods to ensure they make a positive contribution to the achievement of mixed and sustainable communities; (see preferred options SN1 and CP13).

All proposals for residential development will be required to demonstrate impacts on existing physical/social infrastructure and to clearly demonstrate how additional demand created by the proposal for associated infrastructure and local services will be met as part of the development proposal. Core Strategy preferred options CP13, CP3, CP6, CP9 are particularly relevant in this respect.

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<sup>36</sup> In accordance with PPS3, paragraph 24. 'Large strategic sites' in Brighton & Hove are defined as those sites capable of achieving at least 50 net dwellings.

Table 1 Identified Housing Supply 2007 -2022

|  | 5 Year Supply | 6-10 Year Supply | 11-15 Year Supply | Total Supply |
|--|---------------|------------------|-------------------|--------------|
|  | 2007-2012     | 2012-2017        | 2017-2022         |              |
| <b>Development Areas</b>                 |               |                  |                   |              |
| DA1 Central Seafront                     | 8             | 0                | 0                 | 8            |
| DA2 Brighton Marina                      | 100           | 847              | 1053              | 2000         |
| DA3 Lewes Road                           | 31            | 160              | 167               | 358          |
| DA4 Brighton Station / London Road       | 410           | 300              | 85                | 795          |
| DA5 Eastern Road / Edward St             | 216           | 30               | 65                | 311          |
| DA6 Hove Station                         | 1             | 228              | 66                | 295          |
| DA7 Shoreham Harbour                     | 29            | 72               | 6                 | 107          |
| <b>Total Supply in Development Areas</b> | <b>795</b>    | <b>1637</b>      | <b>1442</b>       | <b>3874</b>  |

|  | 5 Year Supply | 6-10 Year Supply | 11-15 Year Supply | Total Supply |
|--|---------------|------------------|-------------------|--------------|
|  | 2007-2012     | 2012-2017        | 2017-2022         |              |
| <b>Other Identified Sites not in DA'svelopment Areas</b> |               |                  |                   |              |
| Outstanding Local Plan Allocations with PP               | 49            | 16               | 0                 | 65           |
| Outstanding Local Plan Allocations without PP            | 100           | 645              | 251               | 996          |
| Outstanding Planning Consents>6                          | 781           | 37               | 0                 | 818          |
| Outstanding Planning Consents<6                          | 524           | 8                | 0                 | 532          |
| Other Identified Sites without PP                        | 205           | 263              | 605               | 1073         |
| <b>Total Supply in Development Areas</b>                 | <b>1659</b>   | <b>969</b>       | <b>856</b>        | <b>3484</b>  |

|   |                         | 5 Year Supply    | 6-10 Year Supply | 11-15 Year Supply | Total Supply |
|---|-------------------------|------------------|------------------|-------------------|--------------|
|   | <b>Total Supply A+B</b> | <b>2007-2012</b> | <b>2012-2017</b> | <b>2017-2022</b>  |              |
|   | Total Supply            | 2454             | 2606             | 2298              | 7358         |
| <b>C</b>  | South East Plan Target* | 2790             | 2790             | 2790              | 8370         |
|   | <b>Surplus/-Deficit</b> | <b>-336</b>      | <b>-184</b>      | <b>-492</b>       | <b>-1012</b> |
| * 20 year requirement (11,400) minus 2006/7 completion figure (797) divided by 19 years equals an annual requirement of 558 |                         |                  |                  |                   |              |

|          |   | 5 Year Supply    | 6-10 Year Supply | 11-15 Year Supply | Total Supply |
|----------|---|------------------|------------------|-------------------|--------------|
|          | <b>Windfall Allowance</b>                       | <b>2007-2012</b> | <b>2012-2017</b> | <b>2017-2022</b>  |              |
| <b>D</b> | Small Windfall Allowance <6 (discounts applied) | 665              | 665              | 665               | 1995         |
|          | <b>Total Supply from Windfall Sites</b>         | <b>665</b>       | <b>665</b>       | <b>665</b>        | <b>1995</b>  |

|          |                           | 5 Year Supply    | 6-10 Year Supply | 11-15 Year Supply | Total Supply |
|----------|---------------------------|------------------|------------------|-------------------|--------------|
|          | <b>Total Supply A+B+D</b> | <b>2007-2012</b> | <b>2012-2017</b> | <b>2017-2022</b>  |              |
|          | Total Supply              | 3119             | 3271             | 2963              | 9353         |
| <b>E</b> | South East Plan Target    | 2790             | 2790             | 2790              | 8370         |
|          | <b>Surplus/-Deficit</b>   | <b>329</b>       | <b>481</b>       | <b>173</b>        | <b>983</b>   |

Source: Strategic Housing Land Availability Assessment – interim findings 2008

## Supporting Text

**3.83** The overall target for new housing development for Brighton & Hove is set out in the draft South East Plan and is a requirement providing the appropriate context for the amount of new housing development required over the plan period. Government guidance set out in 'Planning Policy Statement 3: Housing' (PPS3, November 2006) requires local planning authorities to set out a strategy for the planned location of new housing which contributes to the achievement of sustainable development. PPS3 also requires the expected rate of housing delivery for the plan period to be illustrated through a housing trajectory. The Council has recently undertaken a Strategic Housing Land Availability Study<sup>37</sup> (SHLAA) the aim of which is to specifically identify land/sites suitable for new housing and to assess the deliverability and developability of sites. Table 1 summarises the results of the SHLAA exercise to date and illustrates, in broad terms, where most development will take place across the city and in what plan period. At this stage, the 'interim' results indicate that the city is likely to meet PPS3 requirements for housing delivery over a 15 year period but that this will require the inclusion of a realistic allowance for the development of (small) windfall sites given the significant development constraints affecting the city and the lack of opportunity to identify specific sites<sup>38</sup>. The results of the SHLAA will be further tested as part of the consultation process for the Revised Preferred Options.

**3.84** Achieving a mix of housing is given high priority in PPS3 which requires local planning authorities to plan for a mix of housing on the basis of the different types of households that are likely to require housing over the plan period. Local planning authorities are advised to have particular regard to current and future demographic trends and profiles; the accommodation requirements of specific groups, in particular families with children, older and disabled people and the diverse range of requirements across the area including the need to accommodate gypsies and travellers (see also CP12 and CP14). The need to encourage active living for all age groups including health living options for older people is addressed in CP4 Healthy City and the need for developments to be inclusive, adaptable and accessible is addressed in CP2 Urban Design.

**3.85** The city council has recently completed its 'Strategic Housing Market Assessment' (SHMA)<sup>39</sup> which will be used to inform both the council's review of its Housing Strategy and policy development within the Local Development Framework. Specifically, the SHMA provides an important part of the evidence base to inform policies aimed at providing the right mix of housing across the whole housing market - both market and affordable housing (see also CP12- Affordable Housing). The study acknowledges that there is a role for local planning authorities in influencing the mix of dwellings where there are gaps in the choice of dwellings available to residents within the market area, or where there are problems with particular neighbourhoods which might (in part) be tackled through changes to the types of dwellings available. The study suggests that the objective should be to identify and address 'bias and broad imbalances' in the housing market and the existing stock of dwellings through new residential development. It also suggests that a range of evidence needs to be considered in addition to projections of future household types<sup>40</sup>.

<sup>37</sup> Brighton & Hove Strategic Housing Land Availability Study, Interim Report April 2008.

<sup>38</sup> Brighton & Hove Strategic Housing Market Assessment, DTZ April 2008 see para. 11.15.

<sup>39</sup> Brighton & Hove Strategic Housing Market Assessment, DTZ April 2008.

<sup>40</sup> See Section 10 'Future Housing Provision in Brighton & Hove', SHMA, April 2008.

**3.86** Of particular relevance to the issue of housing mix are the following findings from the 2008 Brighton & Hove SHMA:

- Household growth in Brighton & Hove is likely to increase by 23% from 120,000 in 2006 to 148,000 households 2026 (CLG, 2004 based projections). Although much of this growth will be driven by smaller and non-traditional household units (eg. Single adults, single pensioners, cohabiting couples and unrelated households sharing) there will still be moderate growth in other household types including family type households,<sup>41</sup>.
- Brighton & Hove has a housing stock characterised by a high proportion of flats, maisonettes and apartments (46%) and a low proportion of detached (11%) and semi-detached (20%) housing<sup>42</sup> compared to the wider housing market areas within the study;
- 52% of the housing stock in the city has four rooms or less (equating to a one or two bedroom property); the figure for the Wider Coastal Area is 47% and for the South East it is 30%. The city has a smaller proportion of stock with five or more rooms (equating to 2 or more bedrooms) than the wider areas (48% compared to the South East figure of 70%)<sup>43</sup>;
- The recent pattern of residential completions in Brighton & Hove has been dominated by one and two bedroom flatted development and to a greater extent than the South East as a whole. This is likely to have been driven by a range of factors<sup>44</sup> including declining affordability, competition for land, higher density development and the growth of the 'Buy to Let' market which is highly suited to the development of flats.);
- In Brighton & Hove although 89% of smaller properties (one-two bedroom properties) are occupied by one and two person households, almost half (45%) of larger properties (four bedroom plus) are also occupied by one and two person households<sup>45</sup>. The SHMA concluded that most households 'under-occupy' their dwellings;
- Over 77% of owner occupied dwellings are under-occupied, i.e. households are occupying more space than strictly 'needed'. In the social rented sector the proportion is 36% and in the privately rented sector 31% of properties are under-occupied<sup>46</sup>. Conversely, in the private rented sector 28% of dwellings are overcrowded. The figure is 20% for the social rented sector and 5% for the owner-occupied sector;
- Analysis of 2005 Housing Needs Survey data regarding households likely to move in the 2005-2008 period (across all tenures) concluded an even spread of demand for 1, 2 and 3 bedroom plus properties.<sup>47</sup>

**3.87** These findings indicate that the relationship between household type and size and dwelling type and size is not straightforward and will, in reality, reflect a range of socio-economic variables. However, there is clear evidence of a 'bias' towards smaller dwellings within the existing housing stock and also in terms of recent residential development

<sup>41</sup> SHMA , Section 10, Figure 10.4

<sup>42</sup> SHMA, Section 6, Key points and Section 10, Figure 10.11

<sup>43</sup> As footnote 8.

<sup>44</sup> SHMA, Section 10, paragraphs 10.31 – 10.34

<sup>45</sup> SHMA, Section 10, Figure 10.9

<sup>46</sup> Based on occupancy standard, SHMA, paras 10.39 – 10.42 and Figure 10.15.

<sup>47</sup> Section 10, SHMA, paragraphs 10.25 - 10.27.

which points towards a lack of 'choice' across the housing market as a whole in terms of property types and sizes available to current and future households. It is within this context that the council's policy approach to 'housing mix' set out in CP11 has been developed. Where appropriate (in terms of site suitability and with reference to the characteristics of existing communities/neighbourhoods), the intention will be to secure, through new development, a wider variety of housing types and sizes particularly on larger sites where new housing development will make an important contribution to existing communities in terms of regeneration and/or helping to make them more sustainable places to live. See CP12 for further information regarding housing mix considerations for affordable housing.

### Implementation

**3.88** Implementation of the preferred option will be achieved through a variety of mechanisms. The Development Policies and Site Allocations Development Plan Document (DPD), Area Action Plans and Supplementary Planning Documents will specifically identify sites where residential development is acceptable in principle. Site proposals may also specify the mix of housing required in terms of dwelling type and size, housing tenure balance and the preferred affordable housing mix. Policy HO9 in the currently adopted Local Plan for Brighton & Hove will be 'saved' until new policies regarding residential conversion are developed in the Development Policies and Site Allocations DPD. An Affordable Housing SPD will assist with more detailed aspects of affordable housing provision. The 'Developer Contributions' preferred option (CP9) and Developer Contributions SPD will also be key in securing appropriate infrastructure and local services required by development.

**3.89** This preferred option implements the Spatial Strategy by reflecting the approach to directing development and place-making priorities in different parts of the city. Should aspects of Development Area proposals change, then CP11 may also need amending.

**3.90** Should monitoring indicate that the city is failing to deliver the required amount of new housing, a more proactive approach to site identification and development would be necessary in the latter part of the Core Strategy period.