

amr

authority monitoring report

2015-2016

Residential Development



planning and
building control



Brighton & Hove
City Council

Brighton & Hove City Council

Authority Monitoring Report 2015/16

Residential Development

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1. Housing Requirement

The City Plan¹ sets out a minimum housing requirement of 13,200 new homes to be achieved by 2030. The City's prior as objectively assessed housing need (OAN) is 30,120² new homes over the plan period. The OAN figure does not take into account the very significant constraints on the capacity of the city to physically accommodate this amount of development; as a consequence the minimum housing requirement reflects the capacity for housing in the city for a sustainable mix of homes while providing other essential development and respecting the historic, built and natural environment of the city.

Table 1: City Plan Housing Requirement

	Plan Requirement	Implied Annual Rate
Plan Period 2010-2030	13,200	660
Remaining Period 2016-2030	10,530 ³	752

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The council is working constructively with neighbouring authorities to explore opportunities for meeting any of the city's housing requirements outside the city as part of a 'duty to co-operate'. This includes building upon the Local Strategic Statement for the Coastal West Sussex and Greater Brighton Area⁴ and the sub-regional work of the Greater Brighton Economic Board including the Greater Brighton City Deal⁵. This will allow long-term opportunities to be explored for meeting unmet housing needs. More details on the 'duty to co-operate' are outlined in the 'Local Development Scheme' section of the 2015/16 AMR.

Table 1 compares the City Plan Part One housing requirement for the entire plan period with the remaining residual requirement once housing completions of 2010/11 to 2015/16 have been taken into account. The rate of housing completion has increased each year since 2010 and in 2015/16 completions exceeded the annual City Plan target of 660. The number of completed units remained below the residual target of 748 and as a consequence the residual housing delivery target increased slightly. The housing trajectory forecast of 655 units for 2015/16 was exceeded and the housing trajectory forecasts that delivery will continue to increase to meet and exceed the target over the remaining plan period⁶. The adequacy of housing land supply will be assessed regularly in accordance with the Housing Implementation Strategy (HIS)⁷ and through annual reviews of the Strategic Housing Land Availability Assessment (SHLAA).

¹ [Brighton and Hove City Plan Part One \(March 2016\)](#)

² [Objectively Assessed Need for Housing: Brighton & Hove \(GL Hearn Limited 2015\)](#)

³ Takes into account recorded supply from 2010-2016 (2,670 units)

⁴ [Local Strategic Statement \(CWS&GB 2013\)](#)

⁵ [Greater Brighton City Deal \(Greater Brighton Economic Board 2014\)](#)

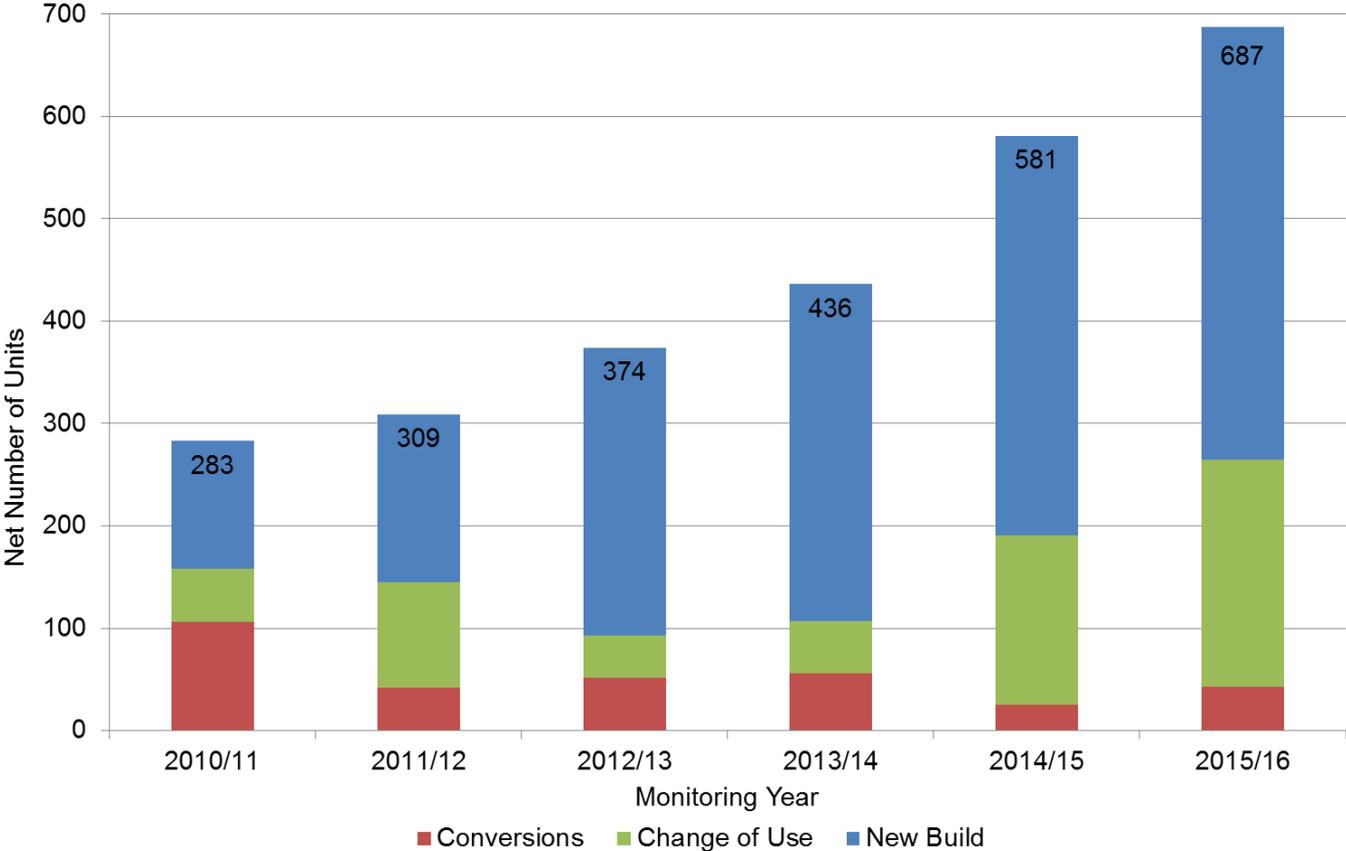
⁶ More details outlined in Completions and Future Residential Provision sections of this report

⁷ Latest HIS revised September 2014 as part of part of Proposed Modifications to City Plan

2. Residential Completions

There were 687 net housing completions in 2015/16. This figure is an increase of 106 units on the 581 completed in 2014/15 and continues the upward trend of annual housing completions since 2010/11. The completion figure for the monitoring year is over 400 units higher than at the beginning of the City Plan period (2010/11) and exceeds the implied City Plan annual housing requirement of 660⁸. Chart 1 illustrates net housing completions from 2010/11 to 2015/16 by type of development.

Chart 1: Net Completions by Development Type 2010-2016



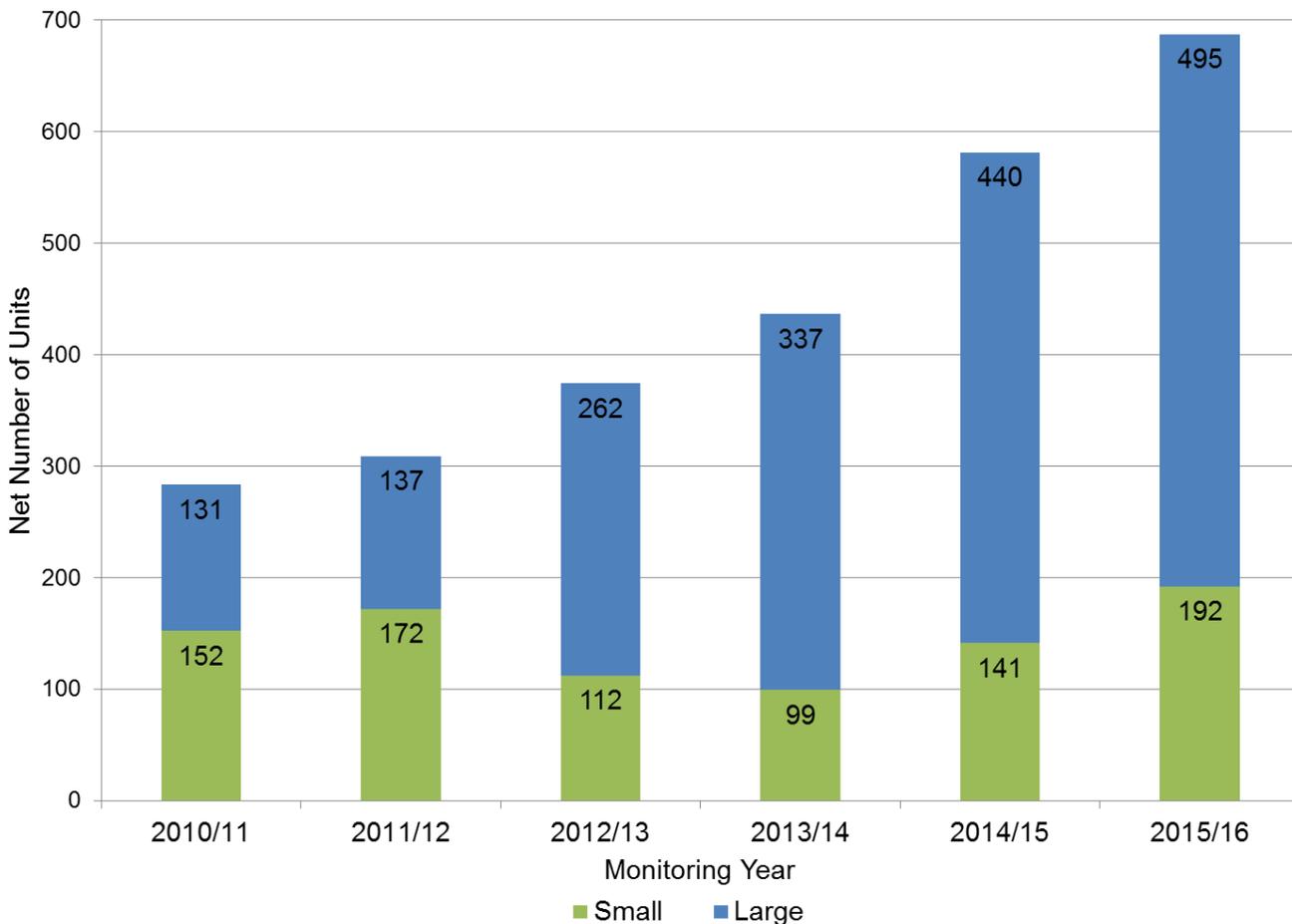
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There were 422 net residential units completed through new build developments, providing the majority of housing delivery in the monitoring year. This is consistent with previous monitoring years. An increase in the proportion of change of use developments, buoyed by prior approval change of use applications⁹, as observed in 2014/15, has continued in 2015/16. There were 222 net residential units completed through a change of use, which is over four times the number completed in 2013/14; 165 of those units were approved through prior approval change of use applications. The remaining 43 units were delivered through conversions which is a return to completion levels similar to previous monitoring years; after a reduction in 2014/15.

⁸ 'Policy CP1 Housing Delivery' Adopted City Plan (March 2016)

⁹ www.brighton-hove.gov.uk Planning controls over changes of use of office space to residential use - On the 6th April 2016 prior approval changes from office to residential was made permanent.

Chart 2: Net Completions by Development size 2010-2016



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An increase in completions on both large¹⁰ and small sites¹¹, in comparison to previous monitoring years, is responsible for the increase in the number of residential units completed in 2015/16 (Chart 2). 495 units were completed on large sites in 2015/16 which continues the recovery of the number of residential units delivered on these sites, after a low in 2010/11. The proportion of completions on large sites reduced slightly in comparison to 2014/15 as there was also an increase in the number of completions on small sites. There were 192 units completed on small sites; recovering from a low of 99 units in 2013/14. Completions were delivered through 124 small applications and 20 large applications. There were residential completions on nine major¹² sites in the monitoring year, the largest number of major sites completed since 2006/07. The largest number of new residential units came through the completion of phase one of the development at the Brighton Marina Outer Harbour; providing 195 residential units. The redevelopment of the sites at 1 Manor Road, 25-28 St James’s Street and Franklin Road and Norway Street provided 46 and 33 and 31 units respectively. The remaining four major developments completed in 2015/16 came through prior approval applications for the change of use from offices to residential, the largest of which was at Priory House in Bartholomew Square, now ‘Green Diamond’; creating

¹⁰ Six units and over

¹¹ Five units and under

¹² Ten units and over

40 units. The southern block of the development at Robert Lodge, Manor Place, Brighton was also completed, providing 9 residential units, the northern block is under construction and will provide a further 6 units once complete. It is part of the New Homes for Neighbourhoods Estate Regeneration Programme¹³

Table 2: Major Developments, Complete 2015/16

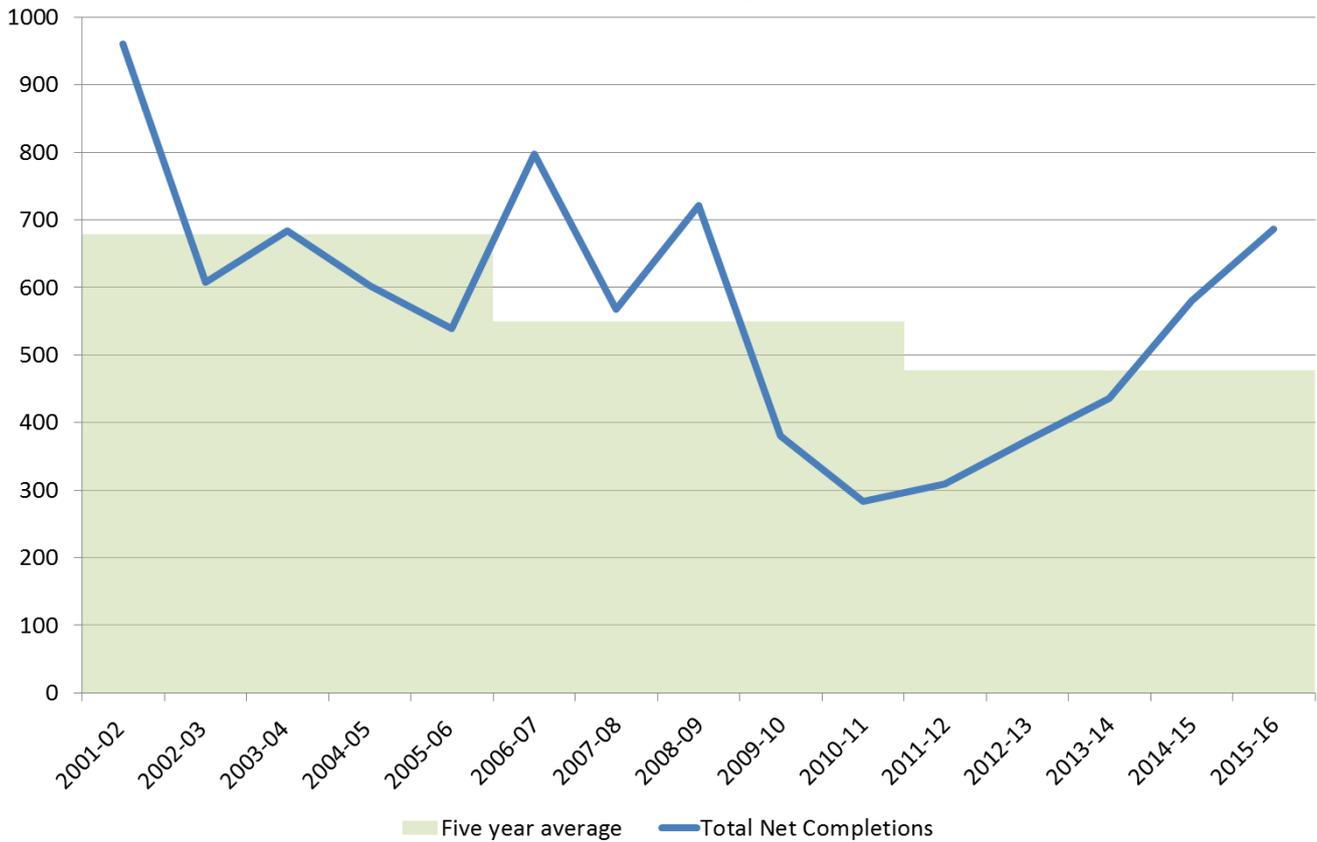
Address	Development	Net Units Completed
Land at Brighton Marina comprising Outer Harbour, West Quay and adjoining land Brighton	Phase 1 of development of residential accommodation comprising 853 flats in 11 buildings plus Class A, D1, D2 and B1 uses lifeboat station and foot and cycle bridge	195
1 Manor Road Brighton	Demolition and erection of 6 new buildings and change of use to provide 46 dwellings	46
Priory House Bartholomew Square Brighton	Prior approval for change of use from offices to residential	40
25-28 St James's Street Brighton	Redevelopment of first floor and airspace above to form residential development of 33 flats	33
Former Infinity Foods Site 45 Franklin Road & 67 67a & 67b Norway Street Portslade	Demolition and construction of buildings to form 31 dwellings and an office building	31
Martello House 315 Portland Road Hove	Prior approval for change of use from offices to residential	28
11-12 Marlborough Place Brighton	Prior approval for change of use from offices to residential	17
84-86 Denmark Villas Hove	Prior approval for change of use at first, second and third floor levels from offices to residential	15
Robert Lodge Manor Place Brighton	Construction of two new blocks of flats consisting of 9 flats in the Southern block and 6 in the Northern block	9

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The average rate of residential completion over the past 15 years is 568 units per year. Completion figures have remained above 500 units for the majority of the past 15 years, with the exception of the five years between 2009/10 and 2013/14 which reflected the impact national recession and the subsequent economic uncertainty had on residential delivery. The past two monitoring years have seen the completion figures return to the levels of delivery before this period and 2015/16 had the fourth highest number of completions of the past 15 years. It is anticipated that figures for housing delivery will continue to increase as development sites identified in the City Plan and Strategic Housing Land Availability Assessment (SHLAA) are implemented together with a supply through small windfall sites.

¹³ <http://www.brighton-hove.gov.uk/content/housing/council-housing/new-homes-neighbourhoods>

Chart 3: Total Residential Completions in Brighton & Hove 2001/02 – 2015/16



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It is anticipated that figures for housing delivery will continue to increase as developments currently identified in the Strategic Housing Land Availability Assessment (SHLAA) are implemented in addition to a continued supply through small windfall sites and other sources of windfall supplementing the identified supply. In 2015/16 there were 223 units completed within City Plan Development Areas and 269 units completed outside the Development Areas that were identified by the SHLAA Update 2015¹⁴. The remaining completions were delivered through small unidentified/windfall development sites. Of the new build completions in 2015/16 98.3 percent was built on Previously Developed Land (PDL) which is the highest proportion on PDL since the 2010/11 monitoring year.

Table 3: Gross Number of Units by Unit Size 2015/16

Beds	Studio	1 Bed	2 Bed	3 Bed	4 or more Bed
Flat	10	222	315	50	7
House	N/A	4	39	55	49
Total	10	226	354	105	56

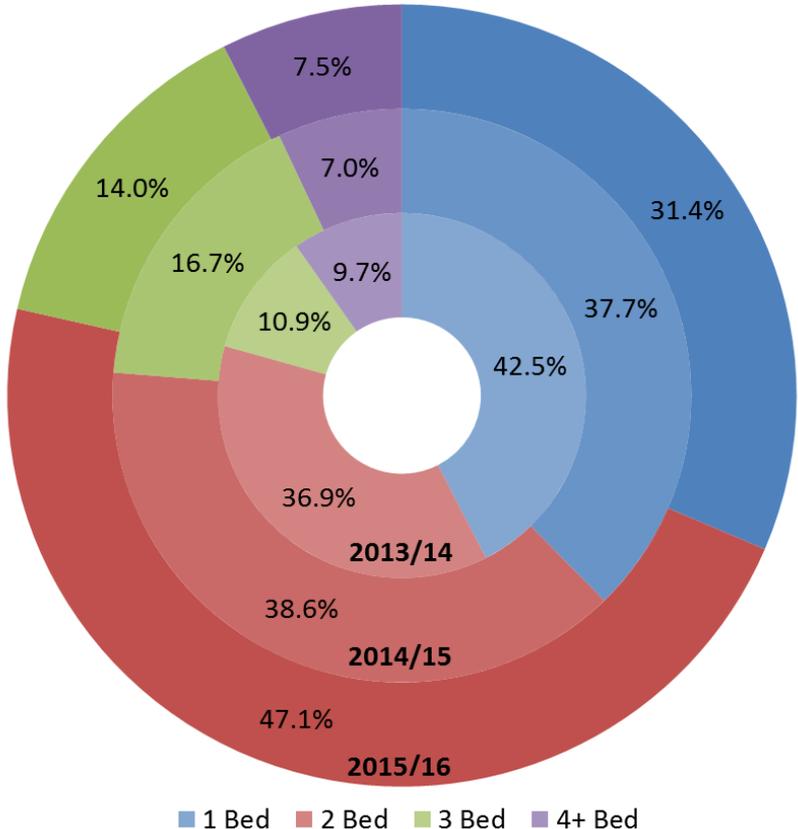
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One and two bed units consisted 78.5 percent of the residential units completed in 2015/16, with an increase in two bed units in comparison to recent monitoring years, which contributed 47.1 percent of all new units (Chart 4). This is because 165

¹⁴ [Draft SHLAA Update 2015 \(July 2016\)](#)

of the 195 units completed as part of phase one of the Marina Outer Harbour development were two bed units. In addition to this; 165 units were completed through Prior Approval developments of which 160 were units of two bedrooms or below. Flats comprised 80.4 percent of new residential completions. Of the 19.6 percent completed as houses 70.7 percent were 3 bed houses or larger, a total of 104 units.

Chart 4: Proportion of Gross Number of Units per Unit Size 2013-2016

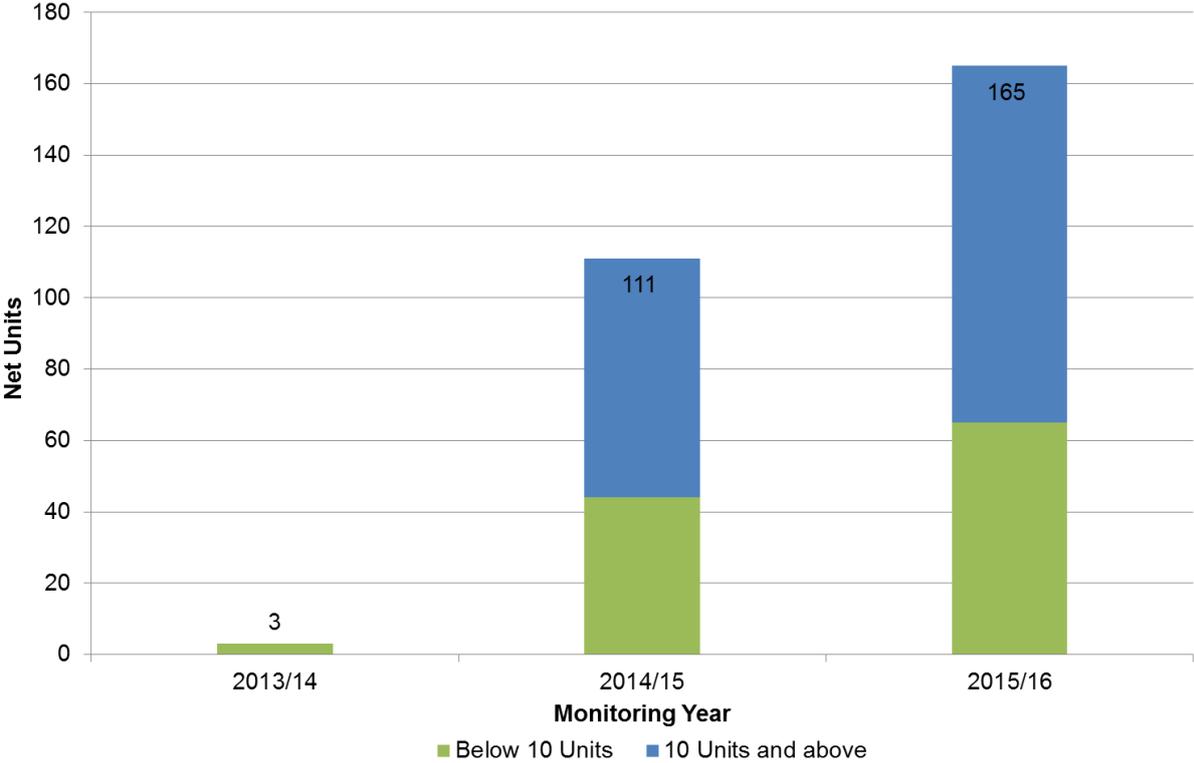


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Change of use applications from office to residential use are permitted development; as a consequence they are not subject to the normal planning process but subject to a prior approval process whereby a developer applies to the local planning authority for a determination as to whether the prior approval will be required as to: transport and highways impacts of the development, contamination and flooding risks on the site. This permitted development right was made permanent in April 2016 having originally been a temporary right.

There has been an increase in the number of completions on these permitted development sites since its introduction in 2013. There were 160 net units completed through prior approval change of use applications in 2015/16, 100 of which were from four major sites. This is an increase on the 111 completed in 2014/15 (Chart 5) and represents a quarter of all residential completions in the monitoring year. Permitted development rights also exist to allow a change of use from retail or financial and professional service use to residential when the area of floor space does not exceed 150 square metres. Five units were completed through these prior approval change of use applications in 2015/16.

Chart 5: Total Net Prior Approval Completions by Size 2013-2016



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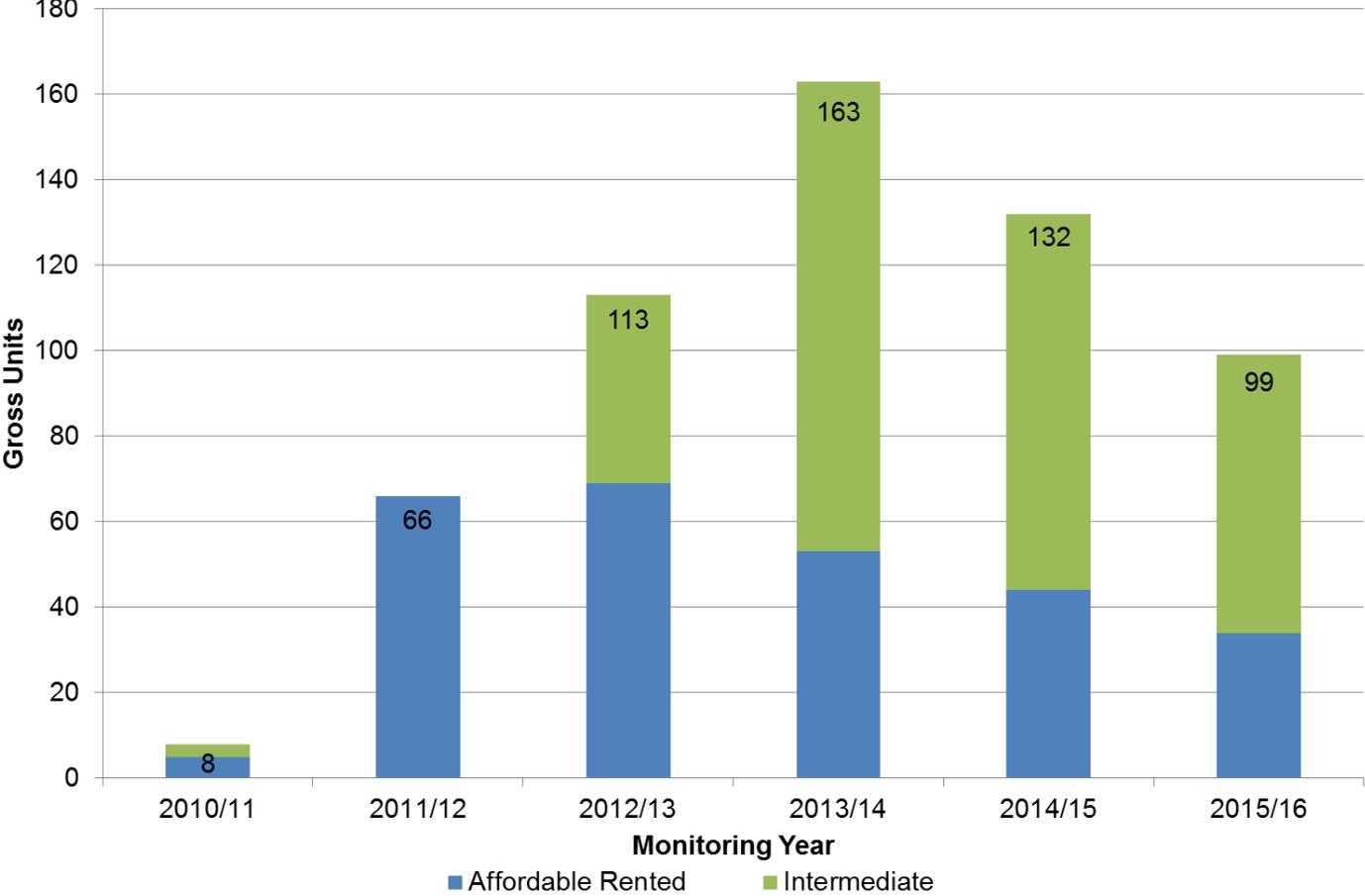
Although these rights appear to have enhanced residential delivery, the City Council has no power to ensure the residential units permitted meet basic standards and the quality of this housing provision cannot be controlled leading to the risk that below standard quality housing stock is being created. There are also challenges for the provision of office space in the city.



3. Affordable Residential

Housing affordability is a major issue for many residents within the city as house prices in Brighton & Hove are relatively high in relation to local incomes. Affordable housing delivery is composed of affordable rented housing, which includes housing at rents lower than those of the market provided through a registered provider, and intermediate housing, which includes housing at rents and prices higher than affordable rent but lower than market rents and prices and consists of new build Homebuy and shared ownership, First Time Buyers Initiative, intermediate market rent, equity share and key worker provision dwellings.

Chart 6: Total Gross Affordable Completions by Tenure 2010-2016



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Nine developments with an affordable housing element were completed in 2015/16; five of these were major developments. There were also five major developments that did not provide any affordable housing, all of which came through prior approval change of use applications. There were 99 affordable homes provided in the city in 2015/16 which represents a reduction in the level of affordable housing from the previous monitoring year, despite an increase in the number of residential units completed, for the second year in succession. 34 of the completions in the monitoring year were for affordable rented units and 65 for intermediate housing; which represent similar proportions to 2013/14 and 2014/15.

Local Plan Policy HO2 aimed to secure a 40% element of affordable housing on residential development of 10 or more dwellings. Policy HO2 has since been

superseded by City Plan Part One policy CP20 although all developments completed in 2015/16 were approved prior to the adoption of City Plan Part One. Policy CP20 requires a contribution to be made towards the provision of affordable housing on all sites of five or more dwellings and will look to achieve the provision of 40 percent on sites of 15 or more dwellings, 30 percent or equivalent financial contribution on sites of between 10 and 14 units and a financial contribution equivalent to 20 percent affordable housing on sites of between 5 and 9 dwellings.

A proportion of 18.5 percent of all completed full planning units were affordable in 2015/16, the proportion delivered through major developments was also 18.5 percent. Of those completed development sites which did provide an affordable element; 30 percent were affordable. The reduced provision of affordable housing can be attributed to a number of reasons. The timing of the Marina Outer Harbour development's affordable housing delivery is a factor; once all of the phases are complete the Marina Outer Harbour development will provide 321 affordable units, 40 percent of the net total. The majority of the affordable element, however, will be delivered through phases 3 to 6. If the Marina Outer Harbour Development is discounted all major developments provide a 26 percent affordable element which remains below the target of 40 percent

If prior approvals were subject to the normal planning process they would have been a potential source of further affordable housing. There have been 15 developments, of ten units or more, approved, since the permitted development rights were introduced, to provide 448 units which could have delivered at least 174 units of affordable housing for the city if they had been approved through the planning process, this is in the context of 394 affordable housing units having been created since 2013/14. If all of the completed prior approval applications of ten units or over had been through the normal planning process they could have contributed a further 39 affordable homes in 2015/16 and 25 in 2014/15. The major developments which did go through the planning process, excluding the Marina Outer Harbour development, delivered a 50 percent affordable provision.

One bed affordable housing accounted for 35.4 percent of the affordable completion figure, two bed accounted for 44.4 percent and three bed 20.2 percent.



4. Residential Commencements

At the end of the monitoring year 1,011 net housing units were under construction. This is over 25 percent higher than the number of those under construction at the end of the previous monitoring year (837) and over 50 percent higher than at the end of 2013/14. This indicates that housing provision will continue to rise as these developments are completed. 554 of those units commenced in 2015/16. Major developments under construction in 2015/16 will provide 676 units, once complete; 336 of which commenced in the monitoring year. 90 units were both commenced and completed in 2015/16.

Phase two of the Outer Harbour Development at Brighton Marina is now being built, after Phase one was completed in 2015/16, this phase will provide 244 units. As the site is developed the remaining phases will provide a further 404 units; including an affordable element. The Circus Street Development commenced in September 2015 with the demolition of the existing buildings. 57 affordable homes started being built on the former site of Whitehawk Library as part of the city council's New Homes for Neighbourhoods programme¹⁵. As part of the same programme; the Brooke Mead extra care housing scheme for 45 flats, with 24 hour on site care and support for older people and those suffering from dementia, also commenced in 2015/16. Two major prior approval change of use applications started on site in 2014/15. 114 units through prior approval applications commenced in the monitoring year.

Table 4: Major Developments, Under Commencement 2015/16

Address	Development	Net Units:	Year Commenced:
Land at Brighton Marina comprising Outer Harbour, West Quay and adjoining land, Brighton	Phase 2: 244 flats plus crèche, community room and youth space, visitor centre and viewing platform in three buildings (Phase 2 of development for 853 flats in 11 buildings)	244	2009/10
Circus Street Development, Brighton	Demolition of existing buildings and replacement with a mixed use development including 142 residential apartments in four buildings	142	2015/16
Former Whitehawk Library site, Findon Road/Whitehawk Road, Brighton	Two residential blocks to provide a total of 57 self-contained flats.	57	2015/16
Russell House Russell Mews Brighton	Prior approval for the change of use from offices to 54 flats.	54	2015/16
Saunders Glassworks, Sussex Place, Brighton	Demolition of existing former glassworks. Erection of a five storey block of flats, 2 bungalows and 1 house comprising a	49	2013/14

¹⁵ <http://www.brighton-hove.gov.uk/content/housing/council-housing/new-homes-neighbourhoods>

	total of 49 units, including 20 affordable units.		
121-123 Davigdor Road, Hove	Demolition of existing building and erection of a new part five and seven and eight storey (plus basement) building comprising a total of 47 one, two and three bedroom residential units.	47	2015/16
Brooke Mead, Albion Street, Brighton	Demolition of existing buildings and erection of a part 6 storey and part 5 storey building providing 45 Extra Care residential units.	36	2015/16
18 Wellington Road, Brighton	Part demolition and conversion of the existing building and construction of a new 3 storey block to provide a total of 25 self-contained units.	25	2014/15
157-159 Preston Road, Brighton	Prior approval for change of use from offices to residential to form 22no residential units.	22	2014/15

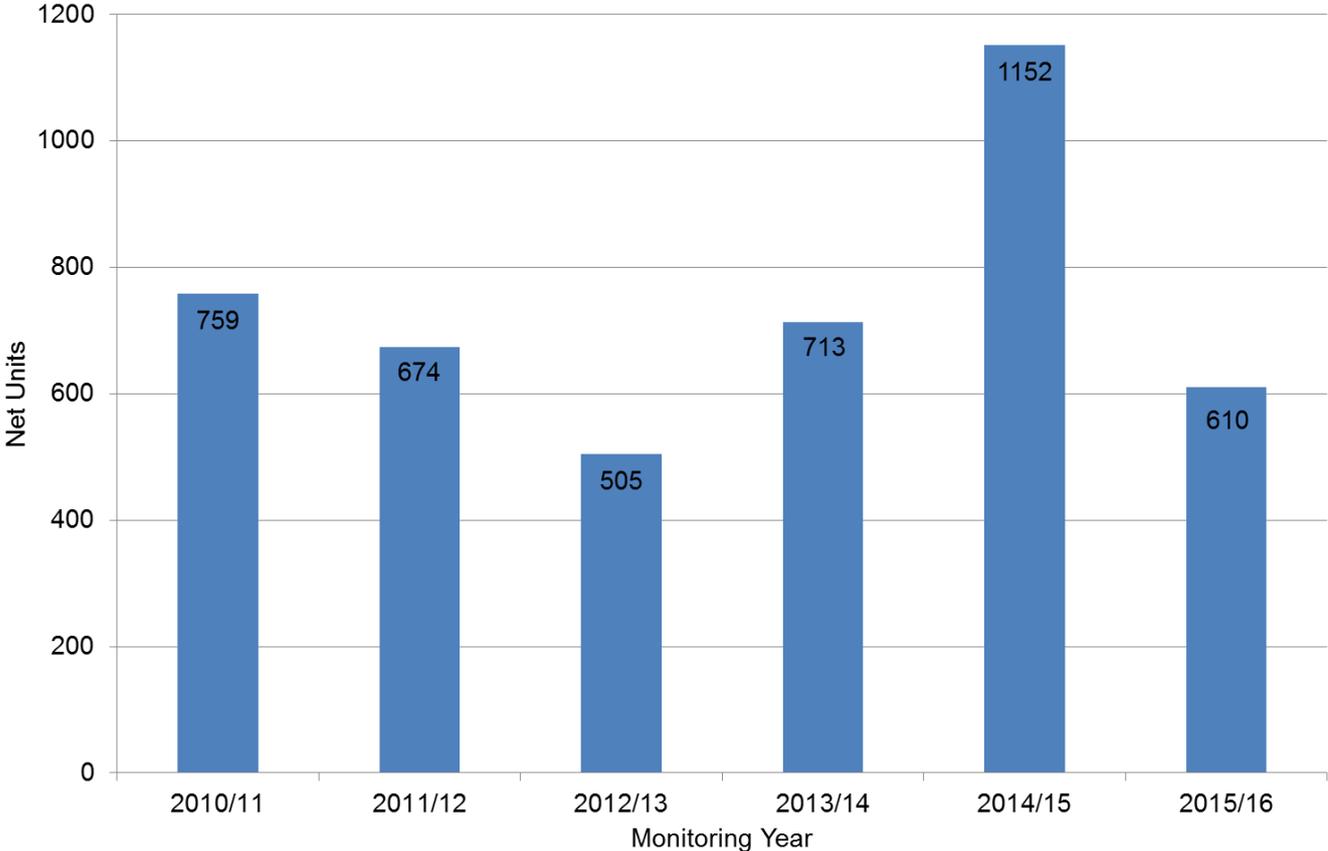
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5. Residential Planning Permissions Granted

In 2015/16 there were 607 net units permitted through 156 applications¹⁶, including prior approval change of use applications. This is a reduction in comparison to the number of units permitted in 2014/15 which had the highest number of units approved in the previous five years

Chart 7: Number of Permitted Residential Units 2010-2016



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There were 8 major projects¹⁷ permitted, which, when complete, will provide 311 net units. The largest development permitted in 2015/16 was for 68 units at 113-119 Davigdor Road, the development also includes 700m² of office floorspace. There were 57 affordable units permitted at the Former Whitehawk Library site and was also commenced in the monitoring year. Two prior approval applications for major residential developments were approved, the largest of which was for 54 residential units from office use at Russell House, Russell Mews, Brighton. Of the applications given permission in 2015/16; 32 were also completed providing 27 units to the housing supply. 47 were commenced and will provide 250 units, once complete.

¹⁶ Discounts any multiple applications made on the same site
¹⁷ 10 or more units

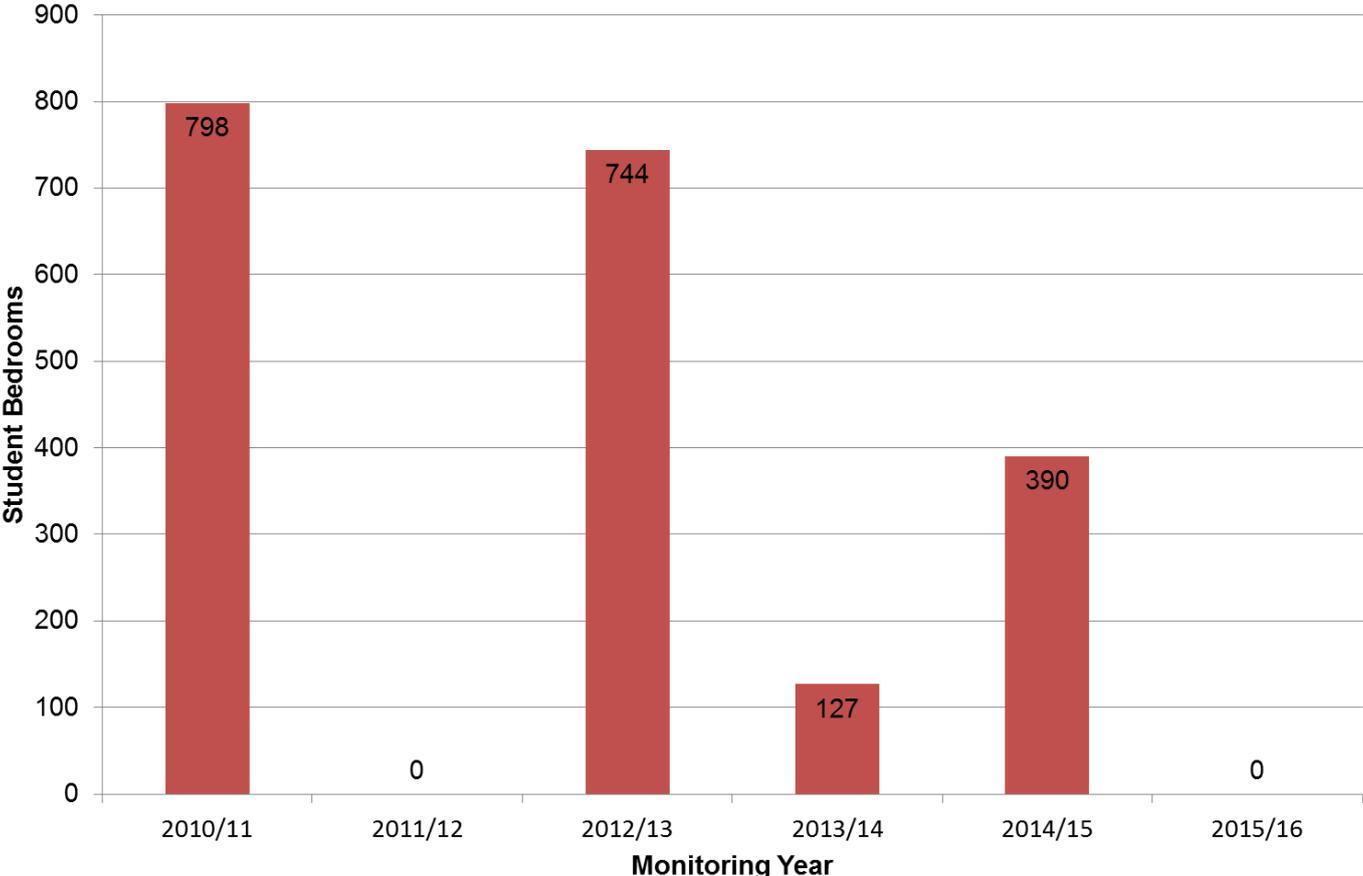
6. Future Residential Provision

The 2016 SHLAA¹⁸ Update has been used to update a housing trajectory for the city which illustrates the rate at which new residential development is anticipated to be delivered over the next 15 years. The housing trajectory is illustrated on page 25 of the 2016 SHLAA Update. The 2016 SHLAA Update has also been used to update the city’s five year housing land supply position the result of which has been summarised in Appendix 1 of the 2016 SHLAA update.

7. Student Accommodation, Halls of Residence and HMOs

Purpose built student accommodation encourages students to choose managed accommodation over Houses of Multiple Occupation (HMO’s). City Plan Part One Policy CP21 encourages the provision of purpose built accommodation to help meet the housing needs of the city’s students. There was no purpose built student accommodation completed in 2015/16. There were, however, extant permissions for 3,722 new student bedrooms; at the end of the monitoring year. Since 2010 there have been 2,059 additional student bed spaces created in purpose built student accommodation (Chart 8).

Chart 8: Number of New Student Bedrooms 2010-2016



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¹⁸ [Strategic Housing Land Availability Assessment 2016, Brighton & Hove City Council 2017](#)

Developments which have commenced will provide 545 bedrooms including 450 bedrooms as part of the Circus Street development which is one of the five sites specifically allocated by the City Plan Part One to encourage the provision of purpose built accommodation. An outline application for an additional 2,530 student bedrooms was given permission in 2015/16 for East Slope at the University of Sussex.

Table 5: City Plan Pt One Strategic Allocations for Purpose Built Student Housing

Location	Bedspaces
Varley Halls, Coldean Lane, Brighton	150
Preston Barracks and the University of Brighton, Lewes Road, Pelham Street, Brighton	750
Circus Street, Brighton	400
East Slope and land adjoining to the east, University of Sussex	592

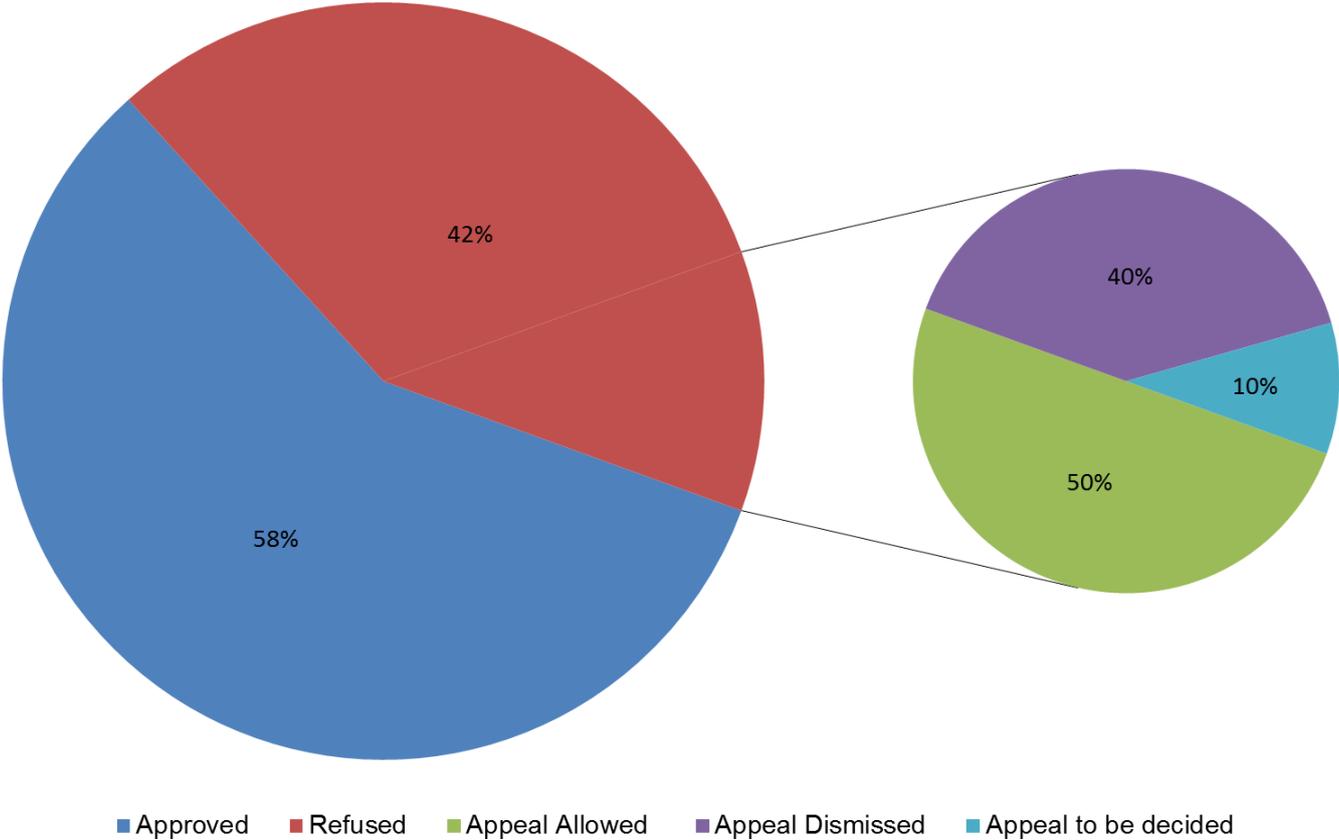
The city has a high number of HMOs, which increased from 8.2% to 10.9% of properties between 2001 and 2011¹⁹. This increase is partly due to housing prices and the availability of housing within the city; forcing groups such as young working professionals to seek affordable private rented housing through HMOs and partly due to the supply of purpose built student accommodation not matching the expansion of the student population. On 5 April 2013, an Article 4 direction relating to HMO's came into force in five electoral wards within Brighton and Hove requiring a planning application for a change the use from a single dwelling house to a small HMO²⁰ so the impact of concentrations of HMOs in certain areas of the city could be considered.

There have been 90 planning applications made for the change of use of single dwelling house to small HMO in the wards with an Article 4 Direction between April 2013 and March 2016; 52 were approved and 38 were refused and of those refused ten appeals were made, of which five were allowed (Chart 9). This suggests that over a third of these applications were considered to potentially have a negative impact but would have previously been permitted development. In 2015/16 17 applications were approved and 13 refused; four were appealed of which two were allowed.

¹⁹ GL Hearn Housing OAN Report April 2015

²⁰ Properties lived in by three to six people where facilities such as a kitchen or bathroom are shared

Chart 9: Decisions on HMO applications in Article 4 Wards 2013-2016



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8. Gypsy and Traveller Provision

Policy CP22 'Traveller Accommodation' in City Plan Part One commits the council to providing traveller accommodation in accordance with appropriate assessments of local need. A Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment (GTAA) was published in 2014 (BHCC & SDNPA 2014)²¹ and reports that there are no signs that the growth in the Gypsy and Traveller population will slow significantly for Brighton & Hove and that there is an accommodation need for 32 households/pitches over the period 2013/14 - 2027/28; split between Brighton & Hove City Council (19 pitches) and the South Downs National Park Authority (13 pitches).

A permanent Traveller site at St Michael's Way, Brighton, was completed in June 2016; this added 12 permanent pitches to the Horsdean Traveller site alongside the 21 transit pitches already on the site. A joint site search as part of the preparation for the City Plan Part Two will indicate any potentially suitable sites.

Brighton & Hove Gypsy and Traveller Residential Pitch Need (2013/14-2027/28)

Year	No. of Pitches
2013/14 – 2017/18	15
2018/19 – 2022/23	2
2023/24 – 2027/28	2
Total	19

GTAA 2014

²¹ [GTAA: Brighton & Hove City Council and the South Downs National Park Authority December 2014](#)



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