

2020 Community Strategy

Student Housing Strategy 2009-2014
healthy homes, healthy lives, healthy city

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Student Housing Strategy 2009-2014

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Foreword

Welcome to our new Student Housing Strategy, which we are proud to say represents pioneering work in the national context. To our knowledge, Brighton and Hove is the first city in the UK to have an official Student Housing Strategy.

There is no doubt that the universities and other educational establishments are vital for the future health and well-being of the city. The city council and partners welcome and positively embrace students as a key part of many local neighbourhoods, and the recent expansion of the universities and other educational establishments has further fuelled the dynamism of the city.

The annual in-migration of young people to the educational institutions has many positive effects, and plays a major part in the vibrancy and cultural buzz within Brighton and Hove. Students enrich many local neighbourhoods across the city (e.g. volunteering schemes), strengthen the local economy and labour market, and sustain the demand for housing and many private and public services.

Yet, how and where students are accommodated into the city will have a major bearing on community cohesion and social relations, the balance and mix of local populations and housing, the sustainability of local communities and services, and the quality of the physical and urban environment. Students will also have an influence on the quality and type of housing that is available to other social groups in the city.

A strategic approach to student housing is therefore beneficial, and is essential for fully harnessing the many advantages of the large student population in the city. This area-based strategy has been established in partnership with a wide range of partners through a series of focus groups and interviews, and draws on important research into the current and future housing needs of students and the impacts of students on local neighborhoods. We are delighted to acknowledge the wide range of stakeholders that support the aims of this Student Housing Strategy.



**Councillor
Mary Mears
Leader of the
Council &
Chairman of the
Strategic
Housing
Partnership**



**Councillor
Maria Caulfield
Cabinet
Member for
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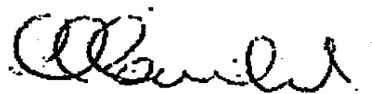
It is clear that providing student housing in effective and balanced ways is advantageous for both students and established residents, as well as many other stakeholders. Many of the well-documented challenges associated with transient and high-density concentrations of students (and other social groups), often within Housing in Multiple Occupation, such as the spill-over of refuse and litter, increase of noise nuisance, lack of car parking and increased traffic congestion, can undermine the quality-of-life of both students and established residents.

The aim of this Student Housing Strategy is to alleviate many of these challenges via the provision of a wider range of affordable, accommodation options for students within suitable residential locations, which appeal to the diverse student populations in the city. Coupled to this is the need to ensure that landlords who provide affordable, high-quality private rented student housing continue to be supported, and supply accommodation in ways that do not unbalance local populations and housing markets. The Action Plan included within the Student Housing Strategy seeks to ensure that local neighbourhoods with relatively high concentrations of students are well-managed by the appropriate organisations, using an area-based approach which is sensitive to the diverse characteristics of local neighbourhoods in the city.

If many students are to consider putting-down roots in the city after graduation and their studies, such decisions will be influenced by their residential experiences and relationships with other students and established residents. This Student Housing Strategy seeks to ensure that student housing is supplied in the city in ways that engender positive 'student experiences' for both established residents and students in the city, and which complements the overarching principles of the Strategic Housing Strategy of the city.



Councillor Mary Mears
Leader of the Council
& Chairman of the
Strategic Housing Partnership



Councillor Maria Caulfield
Cabinet Member for Housing

About this Student Housing strategy

There is a consensus for a strategic approach for student housing to be provided in balanced ways which are appropriate for local populations and housing markets, in light of the expansion of the city's two universities, and educational establishments (City College Brighton and Hove, Brighton Institute of Modern Music, and language schools).

Since 2006, student housing has been a consistent item for discussion at the Strategic Housing Partnership – charged to 'look into impact of student housing on overall housing supply' by the Local Strategic Partnership (LSP) (Sustainable Community Strategy, 2020 Community Partnership Brighton and Hove, p.33). This is not surprising since the pace of change within the student housing market has been considerable since 2000.

The main aim of this Student Housing Strategy is to engender mixed, balanced, sustainable, and cohesive communities across the city. This is in line with the Draft Core Strategy of the Local Development Framework (LDF), which seeks to:

- create balance communities that meet the needs of all residents and reduce the inequalities between different areas;
- engage with and listen to local communities;
- help create communities that work well – with good local facilities (shops, pubs, cafes), opens space and play and community facilities (GPs surgeries, schools, community buildings, allotments, children's centres);
- increase the availability of jobs and training;
- encourage healthier lifestyles;
- improve accessibility and make roads in residential areas safer;
- encourage environmental sustainability, and;
- build active and inclusive communities based on mutual respect.

It is acknowledged across the UK, that a large student population is beneficial (e.g. local businesses), although high-density student populations in the private rented sector can stimulate some challenges – termed 'studentification'. This is evident in Brighton and Hove, and analyses of Communities and Local Government (CLG) 2007 data show that Brighton and Hove has the highest total of Housing in Multiple Occupation (HMO) (15,000) in England, as defined in planning legislation. Of course, other social groups reside in HMO, yet students are the main type of HMO resident in the city.

At the same time, it is important to recognise that state funds are not given to universities to develop accommodation for their students. Instead, the private rented sector has generally provided accommodation for students, and there are many excellent landlords in Brighton and Hove, who have well-established links with the City Council and universities. This segment of the student housing market is vital for the accommodation of students in the city. Central to this strategy is the premise that the private rented housing sector must continue to be supported to provide student accommodation; albeit in a balanced way which does not undermine the sustainability of local communities.

The proactive approach of a range of stakeholders in the city, to acknowledge and address the issues of studentification, is cited as good practice in the wider national context (UniversitiesUK, 2006). The key stakeholders across Brighton and Hove: Strategic Housing Partnership (SHP) which includes Brighton and Hove City Council, University of Sussex, University of Brighton, Brighton's landlords and estate agents; in addition the language schools; the two student's unions; Brighton and Hove Police; and private developers; and community organisations, are committed both to realising the benefits of the universities and students, and tackling the challenges of studentification

in order to maintain and foster balanced and cohesive communities. This Student Housing Strategy seeks to build upon this good practice, and the well-established partnership working.

It is clear that there have been some major recent changes to the ways in which students are accommodated in the city. This includes the:

- New provision of private rented student housing in different parts of the city by landlords and investors (e.g. Bevendean and Hollingdean);
- Promotion and continuing development of new purpose-built student accommodation by the universities (Swanborough, Northfield, Great Wilkins, Varley), language schools (New England), nursing (Royal Sussex), and private sector-university partnerships (Stanmer Court);
- Changing balance of types of accommodation in the student housing market (i.e. changing context of head-leased, student housing);
- Introduction of HMO licensing;
- Implementation of accreditation schemes for private rented student housing;
- Appointment of a Community Liaison Officer by the University of Brighton to foster more cohesive relations between the university, established communities, and students, and;
- Changing dynamics of the student population, and student preferences for housing and residential locations – as illustrated by recent Student Housing Needs Assessments by the universities.
- Partnership working between the University of Brighton and University of Sussex to accommodate students in the city (e.g. Studentpad), and the campaigns of both local Student Unions,
- Recognition of the needs of the universities for different accommodation strategies to accommodate their diverse student populations, and operational activity within the city and beyond.

On a national scale, initiatives have been forged in response to the benefits and challenges posed by concentrations of students. These include: a UniversitiesUK (2006) publication on studentification, and the establishment in 2006 of a Councillors Campaign for Balanced Communities (CCBC). In national parliament, an All-party Parliamentary Group (APPG) on Balanced and Sustainable Communities was created in 2007. The National Union of Students has published two guidance reports on students in the community. There have also been two government-commissioned reports that have investigated student housing. The ECOTEC Report (2008) involved an evidence-gathering exercise of the management and effects of HMO. The Rugg and Rhodes Report (2008) provided a review of the private rented housing sector. There was a consultation exercise by CLG on HMO and Use Classes Order (UCO), and a national register of landlords.

This strategy takes into account these national developments, as well as building upon good-practice from other university towns and cities, where appropriate. The strategy supports multi-stakeholder partnership working towards this aim by providing a strategic framework for the planning, management and monitoring of student housing. The Student Housing Strategy represents a two-stranded approach to effectively manage and deliver student housing in the city. The first strand will involve monitoring and evaluating the effectiveness of this Student Housing Strategy by the Strategic Housing Partnership. The second strand will involve the implementation of the establishment of a Student Housing and Universities Working Group, linked to the Strategic Housing Partnership. The principal aim of which is to bring key stakeholders together to consider issues of student housing and community relations in the city.

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1. Executive Summary

This document sets out a strategic approach for the supply and management of student housing in the city, to ensure that students are integrated into established residential communities in ways that do not unbalance local population structures and housing markets. In doing so, the strategy seeks to harness the many benefits of a large student population for the long-term health and well-being of the city, and engender mixed, cohesive and sustainable communities.

The strategy includes four main principles:

- To effectively support and enhance the quality and management of housing and residential environments within HMO-dominated studentified neighbourhoods, in conjunction with the recognition of the need to continue to support private sector landlords to supply high-quality student accommodation.
- To reduce the over-concentration of HMO in some neighbourhoods by promoting and enabling the appropriate development of purpose-built student accommodation at suitable locations within the city, that will appeal to the locational and residential preferences of students.
- To ensure that new developments of student accommodation are well-managed, and do not impact on existing residential communities in negative ways.
- To monitor the changing geographic patterns of student housing in the city and identify signs of destudentification.

Drawing upon evidence-based research, the strategy emphasises the need for an area-based perspective of student housing to acknowledge the different contexts of local neighbourhoods across the city.

1.1 The strategic student housing vision for Brighton and Hove

The Student Housing Strategy is part of a group of housing related strategies that supports the overarching **Housing Strategy 2009-2014: Healthy Homes, Healthy Lives, Healthy City**; sharing the same united vision. The 6 fundamental strategic principles that underpin all of the visions outlined in this Student Housing Strategy are:

- A healthy city.
- Reducing inequality.
- Improving neighbourhoods.
- Accountability to local people.
- Value for money.
- Partnership working.

The Student Housing Strategy specifically feeds into:

- City-wide Housing Strategy 2009 – 14. Goal 15: Work to ensure student housing provides a positive contribution to students' lives and the city.
- Planning Core Strategy – CP11 (Housing Delivery); DA3 (Lewes Road); SA6 (Sustainable Neighbourhoods)

The strategic goals of the Student Housing Strategy

Strategic Goal 1:	To ensure effective management and support housing and populations within HMO-dominated studentified neighbourhoods, using an area-based approach.
Strategic Goal 2:	To reduce or halt over-concentrations of HMO across studentified neighbourhoods via the sustainable development of affordable and appropriately-designed, purpose-built student accommodation (in line with ANUK Code of Standards), in close proximity and / or tied to effective public transport which allows relative ease of access to place of study / campus for students.
Strategic Goal 3:	To work collaboratively to support and ensure effective management of the impact(s) of high-density student populations within large purpose-built student accommodation on adjacent residential environs.
Strategic Goal 4:	To monitor the effects of the movement of students into purpose-built student accommodation, and identify the signs of destudentification.

1.2 Engaging local communities and other stakeholders

Effective engagement with local residents and communities is pivotal to the Student Housing Strategy. The strategy was developed in extensive consultation and dialogue with leading organisations and stakeholders to ensure it meets the needs and aspirations of different residents and communities in Brighton and Hove.

This demonstrated that issues linked to student housing are complex and viewed in different ways by different social groups.

The research that was involved in the formulation of this Student Housing Strategy involved focus groups with a range of actors in the City Council, including Private Sector Housing, Planning, CityClean, Revenues, and Transport. Semi-structured interviews were undertaken with officials from the universities and representatives from local private sector landlord organisations, and in consultation with Local Student Union officers.

The strategy also builds upon a number of University of Brighton and Sussex research projects which have involved primary research with local community organisations and residents, and actors in the city, and analyses of student term-time addresses, census data and other datasets.

As part of the research for this strategy, and following Cabinet recommendations that the Strategic Housing Partnership consider the recommendations of the ASC&H Overview and Scrutiny report, Dr Smith has undertaken a cross-referencing exercise to ensure that the Student Housing Strategy encompasses the recommendations arising from the Scrutiny Report. Aside from three specific recommendations (which involved lobbying national government for legislative change), all recommendations are captured by this Student Housing Strategy.

1.3 Actions of the Student Housing Strategy

Each strategic goal has a range of actions (part of an Action Plan) that will be developed and implemented throughout the lifetime of this strategy. These are not listed in order of priority. Each action will also have operational delivery statement.

Strategic Goal 1:

To ensure effective management and support housing and populations within HMO-dominated studentified neighbourhoods, using an area-based approach.

Our actions to help deliver this first strategic goal are to:

Action 1	Identify areas with high-levels of HMO, and consider the establishment of HMO Action Zones where cross-departmental action within the City Council could be beneficial.
Action 2	Map licensable HMO (3 storey and 5 or more unrelated residents) on an annual basis to identify changing geographies, and ensure that the maps are disseminated to appropriate stakeholders in the city.
Action 3	Ensure that relevant HMO is licensed, and enforcement action is taken with non-compliance.
Action 4	Ensure that non-licensed HMO is identified, and consider the possibility of additional licensing of HMO in the city.
Action 5	Encourage and support the role of the university's and other appropriate organisations for increasing the number of managed head-leased accommodation in Brighton and Hove.
Action 6	Identify and implement mechanisms for the conversion of 'empty/vacant homes' to family housing in studentified areas, where appropriate.
Action 7	Raise the standards of housing management, and the quality of student accommodation in the private rented sector (see Southern Landlords Association website: http://southernlandlords.org/).
Action 8	Raise expectations and demands for affordable, high-quality housing in the student population.
Action 9	Investigate the regulation and control of the physical modification of residential property for the production of student housing (i.e. extensions / building of conservatories, loft conversions), which can change residential facades and skylines in negative ways.
Action 10	Reduce the proliferation of unsightly 'to let' boards in studentified areas.
Action 11	Enhance security and safety measures in student housing to reduce burglary and theft of household items.
Action 12	Manage the incidence of noise nuisance (e.g. parties, music, closing of doors) from within houses.

Action 13	Manage the incidence of noise nuisance (e.g. pedestrian movements, taxis) from street / road activity in studentified areas.
Action 14	Provide a responsive service to deal with issues of noise and other nuisance from students / established residents.
Action 15	Log issues of nuisance from HMO residents.
Action 16	Manage the degradation of residential environments, including: (1) the incidence of the spill-over of refuse on to streets and in gardens / yards; (2) untidy gardens / yards; (3) fly-tipping (e.g. white goods, discarded sofas and beds) in studentified areas; (4) on-street litter in studentified areas, and (5) of flyposting, and provide alternative facilities for the display of posters in studentified areas.
Action 17	Encourage the use of public transport, and reduce the dependence on the usage of private vehicles by students.
Action 18	Enhance the opportunities for interaction(s) between established residents and students to foster community cohesion.

Strategic Goal 2:

To reduce or halt over-concentrations of HMO across studentified neighbourhoods via the sustainable development of affordable and appropriately-designed, purpose-built student accommodation (in line with ANUK Code of Standards), in close proximity and / or tied to effective public transport which allows relative ease of access to place of study / campus for students.

Our actions under this second strategic goal are to:

Action 1	Identify possible development sites for purpose-built student accommodation or appropriate mixed-use developments in Brighton and Hove, in line with the Local Development Framework (Site Allocation Document) and Supplementary Planning Documents.
Action 2	Ensure the development of purpose-built student accommodation is in tandem with the wider Housing Strategy of the city, and concurs with the core principles of the Housing Strategy.
Action 3	Undertake detailed impact assessments of proposed developments of purpose-built student accommodation, and consider any possible unintentional consequences on the wider local housing market.
Action 4	Ensure that the development of purpose-built student accommodation complements 'sustainable transport corridors', and minimises travel time / costs for students.
Action 5	Seek and permit developments of purpose-built student accommodation that do not isolate or segregate students in gated communities.
Action 6	Plan the development of purpose-built student accommodation based on projected future student populations; student needs/preferences, the suitability of proposed sites, and in respect of university accommodation strategies.
Action 7	Understand the diverse accommodation needs and locational preferences of the student population for purpose-built student accommodation.
Action 8	Seek and permit appropriate purpose-built student accommodation, subject to compliance with other planning policies.
Action 9	Ensure that purpose-built student accommodation is effectively promoted to students in positive ways.
Action 10	Consider the relocation of students to suitably located parts of the city, via the development of purpose-built student accommodation.

Strategic Goal 3:

To work collaboratively to support and ensure effective management of the impact(s) of high-density student populations within large purpose-built student accommodation on adjacent residential environs.

Our actions under this third strategic goal are to:

Action 1	Ensure that student populations in purpose-built student accommodation are mapped on an annual basis, and that findings are fully disseminated to stakeholders.
Action 2	Provide safe and secure environments for students in purpose-built student accommodation.
Action 3	Manage the degradation to residential environments adjacent to purpose-built student accommodation, including the incidence of: (1) fly-posting in areas, (2) on-street litter, and (3) the spill-over of refuse (e.g. fast-food trays) on to streets.
Action 4	Consider the use of planning conditions / Section 106 agreements with providers of purpose-built student accommodation to achieve effective management of purpose-built student accommodation..
Action 5	Encourage the use of public transport by students in purpose-built student accommodation.
Action 6	Manage the incidence of noise nuisance from street / road activity in areas adjacent to purpose-built student accommodation.
Action 7	Manage the incidence of noise nuisance from within purpose-built student accommodation.
Action 8	Enhance the opportunities for interaction(s) between established residents and students residing in purpose-built student accommodation for community cohesion.

Strategic Goal 4:

To monitor the effects of the movement of students into purpose-built student accommodation, and identify the signs of destudentification.

Our actions under this final strategic goal are to:

Action 1	Identify changing geographic distribution of students by type of accommodation.
Action 2	Explore the provision of financial incentives for families or organisations to deconvert HMO to family housing, where appropriate.
Action 3	Establish place-making campaigns in (de)studentified areas to promote a 'family-friendly' sense of place.
Action 4	Consider the use of covenants to ensure family housing in reconverted HMO.

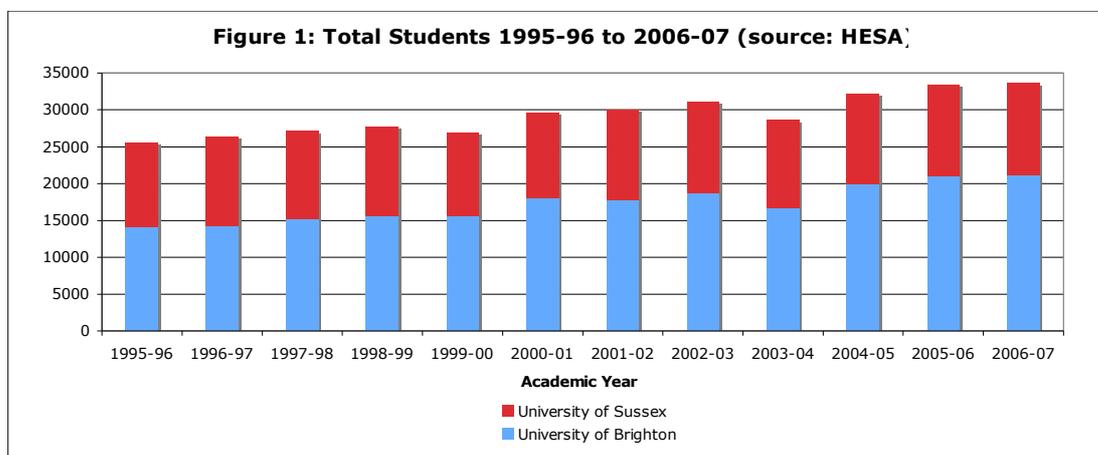
2 Contextualising student housing in the city

2.1 Student populations in Brighton and Hove

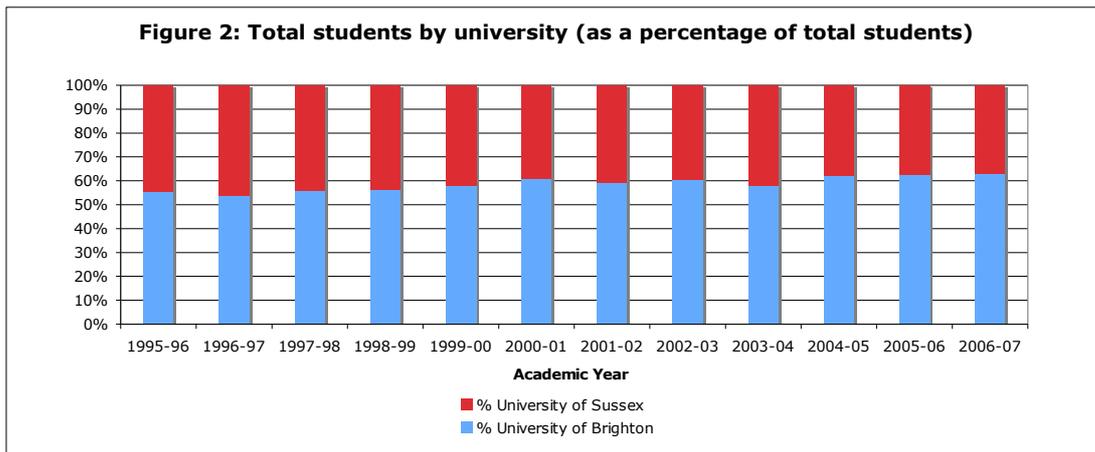
The higher education student population of Brighton and Hove has increased since the late 1970s (McDowell, 1977), with expansion most marked from the early 1990s.

Between 1991-92 and 2001-02, for instance, the total number of students registered with the University of Brighton increased by approximately 75% (10,189 to 17,830).

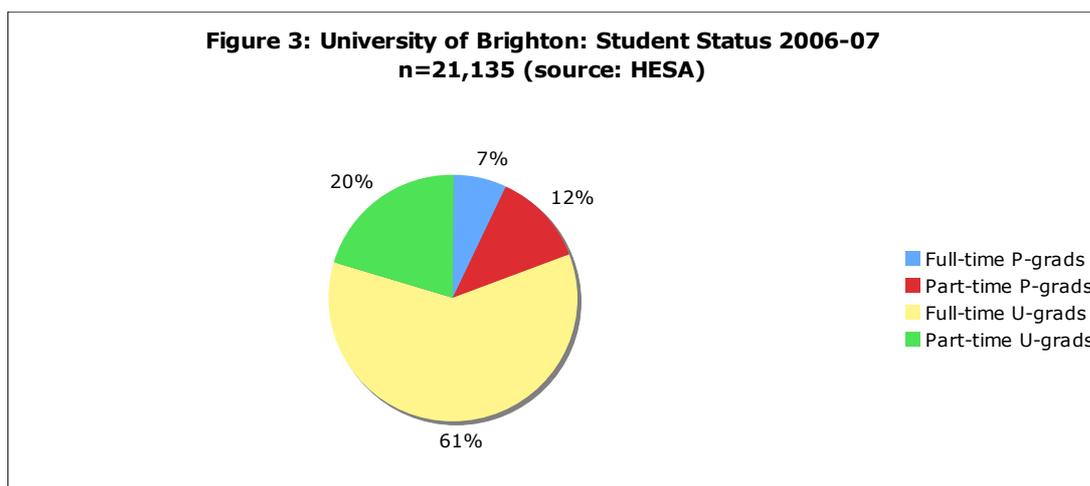
Figure 1 shows that the total student population (all students) registered at the University's of Brighton and Sussex increased from 25,589 (1995-96) to 33,580 (2006-07).

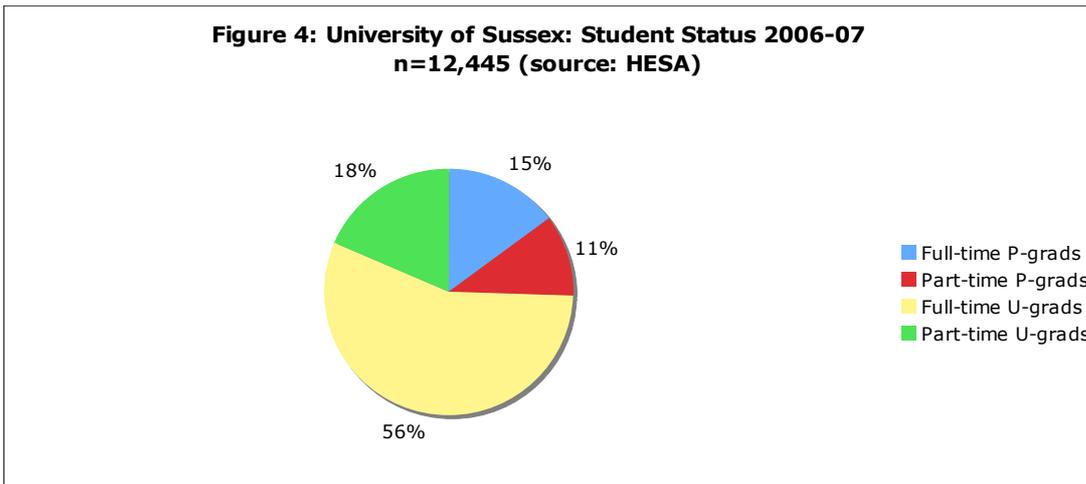


Students registered at the University of Brighton (includes students at Eastbourne and Hastings), as a proportion of the total students at both universities, has risen from 55% (1995-96) to 63% (2006-07); although it is clearly noticeable that the total students registered at both the University of Sussex (+1,048) and University of Brighton (+6,943) have increased in significant ways between 1995-96 and 2006-07 (see Figure 2). This will have a major impact on the specific demands for student housing across the city, and is important for understanding how the residential geographies of students in the city have unfolded over the last decade.



Equally, given the differential student populations of the University of Brighton and University of Sussex, there are specific, and different levels of demands for particular types of accommodation from students at the University of Brighton and University of Sussex. The proportion of full-time and part-time undergraduates and postgraduates differ across the universities, most notably the postgraduate intakes (see Figures 3 and 4). At the same time, the percentages of international and home/EU students are markedly different across the universities. Other differences include the proportions of students who live at home. This sub-group of students at the University of Sussex has increased from 12% (2005) to 19% (2007), and similar rises are evident at the University of Brighton.





Despite such rises, it should be noted that increases to the student population between 2000-01 to 2006-07 are lower in Brighton and Hove (+13%), when compared to Norwich (+37%), Bath (+30%), Canterbury (+24%), Durham (+21%), Lancaster (+16%), and Loughborough (+16%).

Nonetheless, it is not surprising that the visibility and effects of higher education students in the city has become more pronounced in recent years. Despite the urban changes associated with the higher levels of annual in-migration of students into the city, Brighton and Hove continues to be viewed by many commentators as a 'model of good practice' for integrating students into the city, particularly by those concerned with studentification in other university towns and cities (UniversitiesUK, 2005; Councillors Campaign for Balanced Communities, 2007). At the national level, Brighton and Hove is often represented as a unique place in the midst of expanding student populations – a university city where town and gown relations flourish and where the benefits of the universities and the high proportion of students are recognised (Councillors Campaign for Balanced Communities, 2008).

2.2 Student populations in the future

It is likely that total student populations in the city will increase in the future. Provisional student numbers at the University of Sussex are earmarked to rise from 9,620 (2007) to 11,819 (2015). The University of Brighton have forecast 'moderate growth' during this period (University of Brighton Strategic Planning Unit, 2008). It is clear that the level of student expansion in the future will not match the scale witnessed from the mid 1990s. Indeed, a recent grant letter (22/1/09) from the Secretary of State for Innovation, Universities and Skills to the Higher Education Funding Council of England (HEFCE)

emphasises the need to 'bear down on over-recruitment by institutions', and to 'eliminate over-recruitment in 2009/10'.

On current projections, the total student population in the city is not likely to exceed 40,000 by 2015. Total population projections for the city predict an increase from 254,600 (2006) to 269,050 (2016) (Brighton and Hove City Council Research and Consultation Team, 2005). It can be suggested that the proportion of students in the city may be approximately 12-14% of the total population in 2015 (depending on the status of students in 2015, i.e. not resident in Brighton and Hove). The specific ways that the universities expand their student populations will have a bearing on the demands for student accommodation (e.g. distance-learning, part-time vocational courses).

2.3 Student populations and meeting the shortfall for university-managed student accommodation

As in other university towns and cities, the marked growth in student recruitment at both universities has not been connected to a matched development of student accommodation by the universities, as state funds are not provided for this purpose. This was recognised by the University of Sussex council in the late 1980s. In 1989, a strategic approach was established for student housing, and by 2004, over 1,000 additional bed spaces had been delivered to meet growing demands for student accommodation. The 2007-08 Residential Exit Survey by the University of Sussex found that 44% of returning second year students expressed a preference to reside in university halls of residence (Easterbrook, 2008), and there is a growing recognition in the city of the need for the further development of university halls of residence to meet the unmet demand of students.

Currently, approximately 5,813 bed-spaces in university halls of residence are provided by both universities in the city. The University of Brighton has a major shortfall between incoming students and the number of bed-spaces in halls of residence, and student housing needs assessment surveys were recently undertaken to inform the development of the forthcoming University of Brighton Accommodation Strategy. As a result of the surveys, the University of Brighton Accommodation Strategy will seek to:

- 1) Increase the provision of university-managed accommodation (i.e. accommodation which is purpose-built by the university or partners for students) to offer a guaranteed bed-space for 90% of incoming first-year students, and for

20% of level two students. This will require the development of 1,728 bed spaces in university halls of residence.

- 2) Extend partnership working with private sector landlords and other stakeholders to ensure the continuing supply of high-quality, affordable, private rented housing for the majority of returning students that seek this type of accommodation, and to acquire head-leased properties for 50% and 70% of level two and three/plus students, respectively. This will require an additional 2,781 bed spaces in head-leased, university-managed accommodation. If this is realised, there will be 1,442 students from the University of Brighton seeking accommodation in the private rented sector in the city (based on 2007-08 student populations).
- 3) Increase the supply of university-managed accommodation in a range of locations within the city, bearing in mind the locational prerequisites of: relative close proximity to place of study, good transport links, access to the town centre, and key amenities for student lifestyles. These should match the differential residential locational preferences which are tied to year of study. Given the onus of providing university-managed accommodation in close proximity to place of study, future development of university-managed accommodation will recognise the current differential provision of university-managed accommodation across the campuses, and therefore development of university-managed accommodation will be prioritised where shortfalls of accommodation are most significant.
- 4) Monitor the possible changing preferences of students for accommodation in purpose-built student accommodation which is supplied and / or managed by commercial providers.

As a starting point, the University of Brighton has recently appointed architects to redevelop the Varley campus in Coldean. There may be other possible options across the city to increase the supply of student accommodation, including large, derelict sites. Overall, it is highly plausible to estimate that in excess of 5,000 additional bed-spaces in university halls of residence will be developed in the city over the next decade, subject to factors such as planning permission and financial arrangements.

In a similar way, the University of Sussex has recently acquired planning permission for a further 798 bed spaces (Northfield) (to add to its current provision of 3,352 bed spaces, excluding head-leased properties). In addition, there will be a replacement of the East Slope Halls of Residence on the campus at the University of Sussex.

A key factor in the future development of halls of residence will be the need for the developments to be woven into an integrated transport policy for the city. The recent assessment of student housing needs conducted by the University of Brighton found that students often prioritise proximity to place of study, and other issues associated with student debt underpin the need for accommodation which allows limited commuting times and costs. When students are forced to make compromises by residing further away from their place of study and being unable to walk to their campus, the availability of efficient public transport is important (e.g. the route 25 bus service is a major appeal of residing at Coldean).

Clearly, the increased provision of well-located, university halls of residence may be important for matching the accommodation needs and preferences of undergraduate and postgraduate students, and the planned expansion of both universities.

This is particularly important since the supply of large-scale, purpose-built student accommodation by private sector providers (e.g. Unite, Liberty Living, Opal, Derwent) has not taken place in Brighton and Hove; by contrast to the most other university towns and cities (e.g. Loughborough). Currently, there is no provision of commercially-provided, purpose-built student accommodation in Brighton and Hove; although it should be noted that a preference for commercially provided, purpose-built student accommodation was not identified in the University of Brighton Student Housing Needs Assessment.

The Student Housing Needs Assessment of the University of Brighton also demonstrate that future developments of purpose-built student accommodation need to take into account the following factors:

- The promotion of the personal and social benefits of residing within university-managed accommodation, and ensure that the design of future developments of university-managed accommodation integrate the key benefits of residing within university-managed accommodation.
- The supply of university-managed accommodation which offers a range of different internal layouts to cater for the diverse needs of students.
- The supply of university-managed accommodation which includes a range of bed sizes for students at different years of study.

- The supply of university-managed accommodation with a mix of communal and ensuite bathrooms.
- Extend the supply of university-managed and private rented accommodation which includes a range of internal facilities which are consistent across campus locations and all forms of student housing.
- The promotion and supply of university-managed and private rented accommodation with a weekly rental cost of between £70-90, and the possible delivery of some higher-cost, exclusive accommodation for a minority of final year students.

Other factors which are influential on the changing residential patterns of students include major new residential developments in the city, such as the Brighton Railway Station site / New England Quarter - which will provide 355 new homes. In other university towns and cities, some students have moved into such residential developments, despite not being purposely-built for students (e.g. Leeds, Nottingham). Additionally, regeneration schemes such as the Brighton Railway Station site / New England Quarter site may have significant impacts on adjacent neighbourhoods, and may lead to the possible displacement of students as existing neighbourhoods are gentrified and / or transformed.

In Brighton and Hove most of the increasing demand for student accommodation has tended to be met by the private rented housing sector. The vast majority of second and third (and fourth) year undergraduate and postgraduate students are accommodated in HMO, and a relatively high proportion of first year students at the University of Brighton are accommodated in the private rented sector. It has recently been contended that there are 12,000 students living off-campus in Brighton and Hove (Brighton Argus, 29/08/08). This would appear to be an over-estimation, however, given Smith and Sage (2008) mapped 9,726 students residing in private rented (and own home) within Brighton and Hove during 2006-07.

Until recently, the use of head-leased accommodation provided a valuable way for the universities to manage the location of student populations in the city; although the number of university-managed head-leased properties has reduced over the last few years. Currently, the University of Brighton and University of Sussex provide 300 and 63 bed-spaces in head-leased accommodation, respectively. This reduction of head-leased, university-managed accommodation in the private sector is influential for

understanding the changing student housing market in the city, and some of the recent concerns that have emerged in some studentified neighbourhoods.

2.4 The residential geographies of students in Brighton and Hove

Over the last decade, University of Brighton funded-research consistently shows that the residential patterns of students are dynamic in the city. The mapping of term-time addresses of students reveals that the geographies of students change on an annual basis, and represent a 'moving target'.

Smith and Holt (2004) found that the major concentrations of students in 2001-02 were in the postal sectors of Moulsecoomb, Hanover, and Preston Circus (see Figure 5, Appendix). Yet when compared with concentrations of students in postal sectors within Leeds and Nottingham (2000+), the highest concentrations in Brighton were relatively small-scale (380-928). By contrast, it was shown that students were dispersed across Brighton and Hove, with the highest concentrations in Hanover (928), Moulsecoomb (807), Preston Circus (379), and Town Centre North (285).

Analyses of temporal changes reveal the residential location of students in the city has shifted (see Figure 6). First, the increase of student residents was not uniformly distributed throughout Brighton between 1994-95 and 2001-02. The most significant rises were in Hanover (+372) and Moulsecoomb (+416), and notable increasing concentration of students within the Lewes Road corridor. There was no evidence of students moving out of, or 'abandoning', particular locations due to high levels and perceptions of crime and danger; although these issues underpinned the relative absence of students within specific areas of Brighton (e.g. Whitehawk). It was shown that there were differences between the residential geographies of students from the University of Brighton and University of Sussex. The guarantee of a place within halls of residence for first year University of Sussex students was the key factor here.

Analyses of the 2001 GB Census consolidated Smith and Holt's findings, based on student term-time addresses. At a ward level, it was found that the most significant concentration of student households in 2001 was Hanover and Elm Grove (4%, rank 131 in UK) in Brighton and Hove. Again, when compared to examples of Headingley in Leeds (21%, rank 4 in UK) and Lenton and Dunkirk in Nottingham (27% in UK) – the data emphasised the relatively limited concentration of students in Brighton.

A more recent study shows that the residential geographies of students in Brighton and Hove have undergone substantial changes, when compared to the findings of Smith and Holt (2004). Figure 7 provides a finer geographic resolution of the residential geographies of students at census output area for the total number of University of Brighton students. It can be seen that the 'hot-spots' of University of Brighton students are focussed around the Falmer and Varley campuses (halls of residence), and in Hanover and Elm Grove. A clustering of University of Brighton students in the census output areas of the Moulsecoomb and Bevendean ward is clearly apparent, and close to the Moulsecoomb Campus.

By contrast, Figures 8-10 (see Appendix) shows the different residential patterns of University of Sussex students, when compared with their counterparts at the University of Brighton. It is clear that the highest concentrations of University of Sussex students are based on the Falmer campus, and in the output areas of the Regency ward. Figures 8-10 also demonstrate how the residential geographies of University of Sussex students changed between 2003-2006. Most notable is the increase in the total number of students residing at the Falmer campus, linked to the development of halls of residence on the campus.

Figure 11 (see Appendix) shows the 'hot-spots' of student concentrations in the private rented sector (includes own home). The concentration of students are most marked in the census output areas of Moulsecoomb and Bevendean, and St Peters and North Laine wards. Other notable concentrations in 2006-07 are clearly evident in Hanover and Elm Grove, and Regency census wards.

Figure 12 shows the geographic distribution of first year students from both universities residing in the private rented sector. In essence, Figure 12 relates to University of Brighton students, since first year students are guaranteed a bed-space in halls of residence by the University of Sussex. It is therefore not surprising that the highest concentrations of first year students living in the private rented sector are clustered in the output areas of the Moulsecoomb and Bevendean ward.

The final figure (Figure 13, see Appendix) reveals the most up-to-date mapping of students in the city, and reinforces the dynamism of where students reside within the city.

2.5 The benefits of a large student population and universities

The Draft Core Strategy of the LDF states:

‘The Universities recognise that they have a role in forging closer links with local people by expanding learning opportunities and sharing education, community and sports facilities. There are also opportunities to encourage technology and innovation transfer from the universities to existing businesses and to support new opportunities for suitable new business accommodation that further develop links.’

The University of Sussex Student Union, for example, offer students the opportunity to volunteer in a wide variety of community projects in Brighton and Hove through its Student Community Action scheme Project V, and the University of Brighton deliver the Community and University Partnership Project (CUPP).

Other benefits of a large student population and universities include:

- Students help raise Brighton and Hove’s profile at home and abroad
- Students create a pool of skilled local labour
- Students raise the combined spending power in the local economy, and increase the demand for housing in some locations of the city which may hitherto witness urban decline.
- Students have gained distinction in research and teaching excellence
- Students build strong international, community and industry links
- Universities attract students from across the world, increasing the diversity of student and resident populations and the cultural mix of the city
- Universities help, by attracting a wide range and large number of young people, to make the city centre a vibrant and culturally dynamic place, and stimulate the retail, social and leisure sectors.
- Universities and students contribute to a wide selection of voluntary and community activities and often enable local services to be enhanced.

2.6 The challenges of high-density student housing

The Draft Core Strategy of the LDF states: ‘the universities recognise that they have a role in forging closer links with nearby communities’ (p.40). One of the reasons for this ‘recognition’ is that high concentrations of students in HMO can have negative effects on local neighbourhoods. Similar impacts are also associated with high-density student populations in purpose-built student accommodation. These issues may undermine cohesive relations between universities and established communities in the city. Important factors here include:

- The reconstitution of local housing stock, linked to the conversion of owner-occupied family housing into private rented, HMO
- The modification of existing private rented housing
- The changed fabric and internal structure of housing (e.g. the conversion of living rooms, attics and loft spaces, the addition of conservatories and extensions, and, in some instances, the ‘scooping-out’ of cellars, to create additional bedrooms)
- Increase in population densities
- Increase of domestic refuse, litter (e.g. fast-food and pizza boxes) and fly-tipping of unwanted household items (e.g. discarded beds/mattresses, sofas and fridges)
- The removal of hedges, fences, gates, and gardens for driveways
- The changing visual appearance of streetscapes and residential environs in negative ways
- Higher levels of population transience, tied to the annual high mobility of students
- The proliferation of ‘to-let’ boards, unkempt gardens and yards
- Dilapidated external residential facades and the disrepair of housing (depending on the type of landlord)
- An escalation of property prices and / or the imposition of higher weekly rental costs.
- The exclusion of local families and low-income individuals and households from the local housing market
- The replacement / displacement of local families by transient student populations
- The marginalisation and polarisation of local families
- The gradual closure of local crèches, nurseries and schools, and other community facilities (e.g. halls)
- The reorientation of retail (i.e. off-licenses, fast-food takeaways, travel and letting agents, student-focussed supermarkets), leisure (i.e. student pubs, cafes and clubs) and recreational services - to cater for the student lifestyles and consumption practices, which dominate
- The loss of family-oriented public and private services
- The seasonal provision of many public and private services (reduced or closed between July and September)
- Higher levels of burglary and crime
- The formation of a new sense of place, and a different type of ambience in the neighbourhood
- Established residential communities feeling a sense of dispossession, and a loss of attachment and belonging to *their* local community and neighbourhood
- Increasing anomie and tensions between and within student and established resident populations
- Rising levels of noise nuisance (e.g. parties, higher occupancy levels in HMO)
- The incongruous patterns of the everyday living (e.g. timing of work, play and sleep) of established residents and many students
- Increased car parking and congestion

2.7 Perceptions of local neighbourhood change in studentified areas

The University of Brighton recently commissioned a door-to-door household survey of established residents (defined as those individuals who had been resident in their neighbourhood for five or more years) in five neighbourhoods of the city (Bevendean; Coombe Road; Hartington Road and Triangle; Hanover; and Hollingdean) that had been shown to have relatively high concentrations of students.

The main aims of the research sought to gauge perceptions of: the student population, students, changes to their neighbourhoods, and the benefits and disadvantages of a student population. In total, 350 questionnaire surveys were administered between August 2008 and April 2009.

The key findings from the survey were:

- Most residents perceive that their neighbourhood has changed due to increasing student populations.
- Most residents describe neighbourhood changes that involve management-related challenges (e.g. refuse collection, noise nuisance) for stakeholders in the city.
- Established residents are generally aware of the benefits of the student population for the city.
- There are different expressions of studentification within the city that suggest the need for an area-based approach to student housing in the city.
- There are significant differences of opinion between residents within neighbourhoods, which tend to be influenced by previous experience as a student / non-student.
- The impacts of studentification are perceived differently in different locations due to contingent factors such as local population and culture, housing stock and residential environment.
- The majority of established residents support the need for the City Council to develop a student housing strategy, and for the universities to establish accommodation strategies.

3 The Action Plan

3.1 Strategic Goal 1:

To ensure effective management and support housing and populations within HMO-dominated studentified neighbourhoods, using an area-based approach.

Action1: identify areas with high-levels of HMO, and consider the establishment of HMO Action Zones where cross-departmental action within the City Council could be beneficial.

Delivery:

- Planning Strategy Team to consider the establishment of HMO Action Zones or areas of housing mix within the city in neighbourhoods with high levels of HMO.
- The City Council to consider the different definitions of HMO that are used by various institutional actors (e.g. planners, housing officials, landlords, letting agents, Environmental Health Officers, University Accommodation Officers, Student Unions) in the city, and how this may influence understandings of HMO in the city.
- Private Sector Housing to ensure that information of licensed HMO is kept up-to-date.
- Council Tax / Revenues Team to consider dissemination of information of properties that include one or more students (exemptions from council tax), and to consider the implications of data protection before dissemination of information to other stakeholders.
- The City Council to consider the possibility of utilising the electoral register (analysis of surnames) to identify HMO.
- The City Council to receive information of HMO head-leased properties from universities.
- Revenues Team to enhance the data on student exemptions and properties by working more closely with student unions and universities to ensure that students register and complete exemption forms for council tax when collecting student loan cheques at the beginning of the year.

Action 2: map licensable HMO (3 storey and 5 or more unrelated residents) on an annual basis to identify changing geographies, and ensure that the maps are disseminated to appropriate stakeholders in the city.

Delivery:

- The City Council to agree section / department to undertake mapping of HMO-related datasets and share this information / maps with other stakeholders.

Action 3: ensure that relevant HMO is licensed, and enforcement action is taken with non-compliance.

Delivery:

- Private Sector Housing to license all definable HMO, in line with the definition of the Housing Act.
- Private Sector Housing to consider the implementation of additional licensing schemes in the city.
- Landlord organisations to (re)alert landlords of the need to licence properties in line of 2004 Housing Act.

Action 4: ensure that non-licensed HMO is identified, and consider the possibility of additional licensing of HMO in the city.

Delivery:

- Private Sector Housing to take enforcement against non-compliant landlords of licensable HMO.
- Private Sector Housing to identify areas which may be appropriate for additional licensing.

Action 5: encourage and support the role of the university's and other appropriate organisations for increasing and managing head-leased accommodation in Brighton and Hove.

Delivery:

- Planning Control to consider this issue in the application stage of purpose-built student accommodation.
- Sharing of information between stakeholders with regards approaches from commercial providers of purpose-built student accommodation.
- Joint working between planners and universities.
- Planning to explore the possibility that purpose-built student accommodation can only be let to students.

Action 6: identify and implement mechanisms for the conversion of 'empty homes' to family housing in studentified areas, where appropriate.

Delivery:

- Planning Policy to consider this issue in the broader context of the supply / offering of affordable accommodation.

Action 7: raise the standards of housing management, and the quality of student accommodation in the private rented sector (see Southern Landlords Association website: <http://southernlandlords.org/>).

Delivery:

- Private Sector Housing to establish an accreditation scheme.
- The universities and the City Council to establish a shared accreditation scheme.
- Planning to ensure that all new-build developments of student accommodation have completed a sustainability checklist.
- Universities to set standards for head-leased accommodation and properties that are advertised on Studentpad, in line with accreditation scheme.
- The City Council to consider the impacts of direct letting to housing benefit claimants in the private rented sector on the student housing market.
- Private Sector Housing to consider the penalties for landlords that breach the conditions of licensing.
- Planning to review the use of Permitted Development Rights.
- Planning to consider the wider national context for conservatories and building regulations. Article 4 direction would take away permitted development rights.
- Private Sector Housing and universities to work in partnership with landlord organisations.

Action 8: raise expectations and demands for high-quality housing in the student population.

Delivery:

- Council teams (Private Sector Housing, Environmental Health Officer) to continue to attend Freshers and Housing Fairs at the universities, and to evaluate the impact of attendance at the Fairs.
- University working group to develop a comprehensive information pack, and to disseminate to all students at the beginning of the academic year. The pack will be publicised and will be available on the internet.
- The City Council and universities to consider the use of accreditation certificates for landlords that comply with accreditation criteria.
- Private Sector Housing to consider the use of awarding certificates for accredited landlords and as a means for eligibility for grants (e.g. Central heating).
- Private Sector Housing to review the benefits for landlords of being accredited, and more fully incentivising accreditation schemes.
- CityClean to consider the effectiveness of the supply or restriction of rubbish bins and types of refuse facilities.
- Private Sector Housing to use licensing management regulations to prosecute landlords if untidy frontages are a threat to the public interest.
- The universities and student unions to promote rights and responsibilities to students as tenants.

Action 9: investigate the regulation and control of the physical modification of residential property for the production of student housing (i.e. Extensions / building of conservatories, loft conversions), which can change residential facades and skylines in negative ways.

Delivery:

- Planning to consider the use of Article 4 and Regulation 7 directions in studentified areas, and to consider how to regulate the additions of conservatories, and how single-shell conservatories and lack of noise insulation creates noise nuisance.
- Private Sector Housing to establish and maintain a database of city-wide letting agents and estate agents.
- Planning to ensure that all garage conversions are reported to the Planning Department.
- City Council to lobby central government for new powers (Planning and Building Control) to control the use of conservatories.
- City Council to consider the use of new strategies to reduce noise nuisance.
- City Council to use powers to remove noise equipment where noise abatement orders have been breached.

Action 10: reduce the proliferation of unsightly 'to let' boards in studentified areas.

Delivery:

- City Council to ensure that to-let boards are removed within an appropriate timescale after a property is let.
- City Council to consider the regulations for advertising and to encourage landlords / letting agents to use small plaques on outside walls, as opposed to to-let boards.
- City Council to consider the appropriateness of the use of to-let boards in studentified areas.
- Universities to establish better links with letting agents, thereby reducing the need for to-let boards.
- Planning to consider advert regulations (Regulation 7) and enforcing limits, particularly given that current economic conditions may stimulate the wider use of to-let boards.
- Planning to explore the use of size restrictions on to-let signs, and the strategies used in Leeds and Nottingham.
- Landlord organisations to inform members of possible concerns of to-let signs.

Action 11: enhance security and safety measures in student housing to reduce burglary and theft of household items.

Delivery:

- Consider the use of minor security grants that are provided through the police and funded by Private Sector Housing.
- Police / crime prevention officers to have stalls at fairs.
- Universities to consider the promotion of individual locks on internal bedroom doors.

Action 12: manage the incidence of noise nuisance (e.g. Parties, music, closing of doors) from within houses.

Delivery:

- Noise Abatement Team and Noise Patrol to consider new methods to be more effective at dealing with issues.
- Emphasis of noise nuisance issues in the student induction pack and other documents such as 'living in the community'.
- Close working between Environmental Health Officers, Community Liaison Officer(s) and universities.
- Environmental Health Officer to attend Fairs and visit university halls of residence to deliver talks.
- All stakeholders to support the activities of noise action week.
- Environmental Health Officer to contact letting agents to request that leaflets are handed out to students signing-up to a property.
- Student unions to encourage students to introduce themselves to their neighbours.
- The Student Unions to work together to establish a common Sshh campaign which is comprehensive, and builds upon good practice in other university towns and cities.
- UK Environmental Protection to attend Freshers Fairs and disseminate information at Noise Awareness Week.

Action 13: manage the incidence of noise nuisance (e.g. Pedestrian movements, taxis) from street / road activity in studentified areas.

Delivery:

- Environmental Health Officer to publicise to all residents that they do not have powers to deal with noise nuisance in the street.
- Noise Patrol to consider extending their hours of operation.
- Noise Abatement Team to effectively use their powers to serve a noise abatement notice and fixed penalty fines.
- Student Unions to encourage students to use night clubs and other venues for parties.
- Student Unions to encourage students to use headphones when listening to music.
- Environmental Health Officer to encourage residents to consider the timing of noise.
- The Student Unions to work together to establish a common Sshh campaign which is comprehensive, and builds upon good practice in other university towns and cities.
- UK Environmental Protection to attend Freshers Fairs and disseminate information at Noise Awareness Week.

Goal 14: provide a responsive service to deal with issues of noise and other nuisance from students / established residents.

Delivery:

- Universities to consider the use of more community liaison officers, and the possibility for Community Liaison Officer(s) to work in partnership across the universities.
- Environmental Health Officer to make available advice sheets to students at the beginning of the academic year.
- Copies of the reports of noise nuisance incidents involving students should be sent to universities and letting agents, where appropriate.
- Stakeholders to consider how to more effectively resource an out of hours noise patrol unit, and how to effectively publicise an improved out of hours noise patrol unit.
- Stakeholders to consider the development of a 24 hour helpline for residents experiencing noise nuisance.
- The City Council to review the effectiveness of the current procedures for dealing with noise nuisance complaints (i.e. noise diaries), and to consider new methods.

Action 15: log issues of nuisance from HMO residents.

Delivery:

- Anti-Social Behaviour Team, Environmental Health Officer, Community Liaison Officer(s) and universities to work in partnership and share information of incidents of noise nuisance.
- Publicity campaign to be undertaken by universities working group to raise the awareness of the possibilities for reporting a nuisance-related incident and how to report the incident.

Action 16: manage the impacts on residential environments of the incidence of: (1) spill-over of refuse on to streets and in gardens / yards; (2) untidy gardens / yards; (3) fly-tipping (e.g. White goods, discarded sofas and beds) in studentified areas; (4) on-street litter in studentified areas, and (5) of flyposting, and provide alternative facilities for the display of posters in studentified areas.

Delivery (1):

- Planning to ensure that all conversions and new-build developments have appropriate storage areas for refuse, where appropriate.
- The supply of refuse bins to be considered as part of licensing.
- Student Unions, CityClean and universities to undertake campaign to raise the awareness of students to put bags into bins.
- Implement the use of 'bin envelopes', where appropriate.
- CityClean to review the infrastructure for the effective storage and collection of refuse in areas with high levels of HMO.
- Stickers to be placed on refuse bins by CityClean which provide information of collection day and time.
- Signs to be placed on lamp posts by CityClean which provide information of collection day and time.
- CityClean to undertake analysis of storage areas and provision of communal and wheelie bins.
- CityClean to review the use of information stickers on recycling boxes.
- CityClean to review the strategy for informing residents of changes to collection days and times.

<p>Delivery (2):</p> <ul style="list-style-type: none"> • Private Sector Housing to consider this issue of untidy gardens / yards in studentified areas under licensing. • City Council to consider the Use of Damage by Pests Act (1949) • City Council to consider the new powers of the Clean Neighbourhood and Environment Act (2005). • CityClean to consider the use of litter enforcement notices. • Planning to consider the use of Section 215 notices. • City Council to feed into Landlord Forums and encourage landlords to consider the issues in tenancy agreements. • Private Sector Housing / stakeholders to undertake Annual Garden Survey.
<p>Delivery (3):</p> <ul style="list-style-type: none"> • CityClean to use powers in the environmental protection act. • Housing Department to be more proactive on (former) social rented estates. • City Council to deal with goods that signify a public nuisance (not wood or metal). • CityClean to consider the extra collections at beginning and end of term. • CityClean to publicise issues related to prosecution of fly-tipping offenders. • The universities and Student Unions should consider the development of clean up days linked to student volunteering schemes, and charity events.
<p>Delivery (4):</p> <ul style="list-style-type: none"> • CityClean to use powers in the environmental protection act. • CityClean to review the distribution of litter bins in close proximity to student-oriented venues and retail locations. • Students Unions and universities to undertake publicity campaign to students.
<p>Delivery (5):</p> <ul style="list-style-type: none"> • City Council to clarify whose responsibility for different types of fly-posting. • Clubs and other venues to be informed of their responsibilities. • City Council to consider the use of fixed penalty notices.

Action 17: encourage the use of public transport, and lower the dependence on the usage of private vehicles by students.

Delivery:

- Stakeholders to promote the provision of discounted fares for students by Brighton and Hove Buses, such as weekly, three monthly, and annual Saver tickets.
- Brighton and Hove Buses to continue to attend 'Freshers' events to promote Saver tickets.
- The Public Transport Team to work with the universities on a University Travel Plan, including provision of public transport to the campuses, infrastructure and service provision.
- The Public Transport Team to take into account the size and location of the student population within the city for transport planning and operational decisions.
- Brighton and Hove City Council to work with external partners on the extension of cycle lanes within the city as part of 'Cycle Demonstration Town' status, including extensions to National Cycle Networks (NCN)
- Universities to undertake a survey of private vehicle use by students to clarify the use of private vehicle use by students in the city.
- The universities to more explicitly discourage students to bring their private vehicles to the city via prospectuses, brochures and accommodation guides.
- The City Council to review the current policy of car parking permits and to consider the extension of car parking permit schemes in relation to students.

Action 18: enhance the opportunities for interaction(s) between established residents and students to foster community cohesion.

- Delivery:
- The universities to consider the opportunities in curriculum development for integrating students into local communities.
- Student Unions and universities to work in partnership with local community organisations to identify suitable projects for the involvement of students.
- Student Unions and universities to encourage students to join local community organisations, and local action teams in the city.
- The universities to consider the use of Community and University Partnership Programme (CUPP) and Project V for embedding students into local communities.
- Student Unions and universities to encourage students to introduce themselves to neighbours.

3.2 Strategic Goal 2:

To reduce or halt over-concentrations of HMO across studentified neighbourhoods via the sustainable development of affordable and appropriately-designed, purpose-built student accommodation, in close proximity and / or tied to effective public transport which allows relative ease of access to place of study / campus for students.

Action1: identify possible development sites for purpose-built student accommodation or appropriate mixed-use developments in Brighton and Hove, in line with the Local Development Framework (Site Allocation Document) and Supplementary Planning Documents.

Delivery:

- Planning to consider this issue within the context of future Development Plan Documents (DPDs).
- Planning to consider how student accommodation may be integrated into wider new-build developments.
- The universities to consider suitable sites on existing campuses or other sites in close proximity to university campuses for student accommodation.

Action 2: ensure the development of purpose-built student accommodation is in tandem with the wider housing strategy of the city, and concurs with the core principles of the housing strategy.

Delivery:

- Housing Strategy to consider this issue within the development arm of the housing strategy.

Action 3: undertake detailed impact assessments of proposed developments of purpose-built student accommodation, and consider any possible unintentional consequences on the wider local housing market.

Delivery:

- Planning to consider this issue within planning control policies, assessment of Planning applications, and appraisals of development plan documents and individual applications.
- Planning to consider the impact of new developments of student housing on retail businesses.
- Planning to consider the impact of new developments of student housing on existing communities.
- Planning to encourage the inclusion of designated smoking areas within new developments.
- Planning to consider the location of purpose-built student accommodation in non-residential areas in close proximity to student entertainment venues.

Action 4: ensure that the development of purpose-built student accommodation complements 'sustainable transport corridors', and minimises travel time / costs for students.

Delivery:

- Planners to consider the wider transport plan for the city, and within the context of the DPDs.
- Planners and universities to consider the appropriateness of car-free developments.

Action 5: seek and permit developments of purpose-built student accommodation that do not isolate or segregate students in gated communities.

Delivery:

- DPDs to consider this issue.
- Planners to consider the cumulative impact of large developments of purpose-built student accommodation.

Action 6: plan the development of purpose-built student accommodation based on projected future student populations; student needs/preferences, the suitability of proposed sites, and in respect of university student accommodation strategies.

Delivery:

- Planners to ensure that there is partnership working with universities during the scripting of the local development framework.
- Planners to ensure that there is ongoing dialogue between Planning and universities.
- Planners to consider this issue in the drafting of the universities Supplementary Planning Document.
- The universities to increase the proportion of students that are accommodated in purpose-built student accommodation.

Action 7: understand the diverse accommodation needs and locational preferences of the student population for purpose-built student accommodation.

Delivery:

- Annual survey information to be collected by the universities and Student Unions.

Action 8: seek and permit appropriate purpose-built student accommodation subject to compliance with other Planning policies.

Delivery:

- Planners to consider this issue, and take into account information which is held by universities on student expectations of rental costs, location, design and infrastructure of accommodation.

Action 9: ensure that purpose-built student accommodation is effectively promoted to students in positive ways.

Delivery:

- Student Unions and universities to embed this issue within housing brochures and during house-hunting talks and student fairs.

Action 10: consider the relocation of students to suitably located parts of the city, via the development of purpose-built student accommodation.

Delivery:

- Empty Properties Officer in Private Sector Housing to consider the possibility of student accommodation above shops in city centres as part of revitalisation.
- Empty properties officer in Private Sector Housing to consider how student housing may impact on nomination rights for homeless families.

3.3 Strategic Goal 3:

To work collaboratively to support and ensure effective management of the impact(s) of high-density student populations within large purpose-built student accommodation on adjacent residential environs.

Action 1: ensure that student populations in purpose-built student accommodation are mapped on an annual basis, and that findings are fully disseminated to stakeholders.

Delivery:

- The City Council, universities and commercial providers to agree section / department to undertake mapping of purpose-built student accommodation and halls of residence datasets and share this information / maps with other stakeholders.

Action 2: provide safe and secure environments for students in purpose-built student accommodation.

Delivery:

- Consider the use of minor security grants that are provided through the Police and funded by Private Sector Housing.
- Police / crime prevention officers to have stalls at fairs.
- Universities and commercial providers to consider the promotion of individual locks on internal bedroom doors.

Action 3: manage the impacts on residential environments adjacent to purpose-built student accommodation, of the incidence of: (1) fly-posting in areas, (2) on-street litter, and (3) the spill-over of refuse (e.g. fast-food trays) on to streets.

Delivery (1):

- City Council to clarify whose responsibility for different types of fly-posting.
- Clubs and other venues to be informed of their responsibilities.
- City Council to consider the use of fixed penalty notices.
- Environmental department of the City Council to consider liaising with commercial providers to provide alternative facilities for posters.

Delivery (2):

- CityClean to use powers in the environmental protection act.
- CityClean to review the distribution of litter bins in close proximity to student-oriented venues and retail locations.
- Students Unions and universities to undertake publicity campaign to students.

Delivery (3):

- Planning to ensure that all conversions and new-build developments have appropriate storage areas for refuse.
- The supply of refuse bins to be considered as part of licensing.
- Student Unions and universities to undertake campaign to raise the awareness of students to put bags into bins.
- CityClean enforcement team to deliver talks to students.
- Implement the use of 'bin envelopes', where appropriate.
- CityClean to review the infrastructure for the effective storage and collection of refuse in areas with high levels of HMO.
- Stickers to be placed on refuse bins by CityClean which provide information of collection day and time.
- Signs to be placed on lamp posts by CityClean which provide information of collection day and time.
- CityClean to undertake analysis of storage areas and provision of communal and wheelie bins.
- CityClean to review the use of information stickers on recycling boxes.
- CityClean to review the strategy for informing residents of changes to collection days and times.

Action 4: consider the use of planning conditions / Section 106 agreements with providers of purpose-built student accommodation to achieve effective management of purpose-built student accommodation.

Delivery:

- Planners to consider relevant developer contributions with regards the reasonable contributions to the management of the site and transport.
- Planners to consider the development of a policy to include in Planning Briefs for sites, as part of wider site allocation in the city, and to include in the Universities SPD.

Action 5: encourage the use of public transport by students in purpose-built student accommodation.

Delivery:

- Stakeholders to promote discounted fares for students by Brighton and Hove Buses, such as weekly, three monthly, and annual Saver tickets.
- Brighton and Hove Buses to continue to attend 'Freshers' events to promote Saver tickets.
- The Public Transport Team to work with the universities on a University Travel Plan, including provision of public transport to the campuses, infrastructure and service provision.
- The Public Transport Team to take into account the size and location of the student population for transport planning and operational decisions.
- Brighton and Hove City Council to work with external partners on the extension of cycle lanes within the city as part of 'Cycle Demonstration Town' status, including extensions to National Cycle Networks (NCN)
- Universities to undertake a survey of private vehicle use by students to clarify the use of private vehicle use by students in the city.
- The universities to more explicitly discourage students to bring their private vehicles to the city via prospectuses, brochures and accommodation guides.
- The City Council to review the current policy of car parking permits and to consider the extension of car parking permit schemes to the other parts of the city with purpose-built student accommodation.

Action 6: manage the incidence of noise nuisance from street / road activity in areas adjacent purpose-built student accommodation.

Delivery:

- Planning team to ensure that spaces for smoking and other groups to minimise noise nuisance for other residents and neighbours are provided and explicit within applications.
- Noise Abatement Team and Noise Patrol to consider new methods to be more effective at dealing with issues.
- Emphasis of noise nuisance issues in the student induction pack and other documents such as 'living in the community'.
- Close working between Environmental Health Officers, Community Liaison Officers, universities and commercial providers.
- Environmental Health Officer to attend fairs and visit university halls of residence to deliver talks.
- All stakeholders to support the activities of Noise Awareness Week.
- The Student Unions to work together to establish a common Sshh campaign which is comprehensive, and builds upon good practice in other university towns and cities.
- UK Environmental Protection to attend Freshers Fairs and disseminate information at Noise Awareness Week.

Action 7: manage the incidence of noise nuisance from within purpose-built student accommodation.

Delivery:

- Providers of purpose-built student accommodation to review the resources for staffing of purpose-built student accommodation, to enhance the responsiveness to nuisance incidents.
- Planners and providers of purpose-built student accommodation to give due consideration to the Planning and design (e.g. Screening) of the impact of noise travelling from developments of purpose-built student accommodation.

Action 8: enhance the opportunities for interaction(s) between established residents and students residing in purpose-built student accommodation for community cohesion.

Delivery:

- Providers of purpose-built student accommodation to consider the implementation of open days for the public, and providing meeting rooms for local community groups.
- The universities to consider the opportunities in curriculum development for integrating students into local communities.
- Student Unions, universities and commercial providers to work in partnership with local community organisations to identify suitable projects for the involvement of students.
- Student Unions, universities and commercial providers to encourage students to join local community organisations, and local action teams in the city.
- The universities to consider the use of Community and University Partnership Programme (CUPP) and Project V for embedding students into local communities.

3.4 Strategic Goal 4:

To monitor the effects of the movement of students into purpose-built student accommodation, and identify the signs of destudentification.

Action 1: identify changing geographic distribution of students by type of accommodation.

Delivery:

- Universities to analyse student term-time address records (registration), and map the distribution of students by type of accommodation. The findings to be disseminated to all stakeholders.

Action 2: explore the provision of financial incentives for families or organisations to deconvert HMO to family housing, where appropriate.

Delivery:

- Private Sector Housing to explore funding streams for deconversion of HMO to family housing.

Action 3: establish place-making strategies in (de)studentified areas to promote a 'family-friendly' sense of place.

Delivery:

- Regeneration and Planning to liaise.

Action 4: consider the use of covenants to ensure deconverted HMO does not revert to HMO.

Delivery:

- Private Sector Housing and universities to explore the use of covenants.

Glossary

Accreditation Network UK (ANUK): ANUK is a network of professionals and organisations that promotes accreditation in private rented residential accommodation. See: <http://www.anuk.org.uk/>. For Accreditation Network UK Code of Standards for Larger Developments, see: <http://www.anuk.org.uk/LargeCode/>

All-Party Parliamentary Group for Balanced and Sustainable Communities: 'The group strives to promote positive changes in communities with the aim of achieving better levels of integration and cohesion between student and local populations. Emphasis will be placed on identifying successful examples of balanced and sustainable communities and using them as benchmarks to develop policy recommendations which will provide a regulatory framework and planning system that promote the creation of fully integrated and balanced communities' (see: <http://www.publications.parliament.uk/pa/cm/cm/llparty/register/memi177.htm>).

Article 4 Direction: A power available to local authorities under Article 4 of the Town and Country Planning (General Permitted Development) Order 1995 to seek the approval of the Secretary of State to remove "permitted development" allowances in order to bring such development within the control of the local authority.

University Community Liaison Officer: a post adopted by an increasing number of universities (e.g. Exeter, Brighton) to promote positive relationships between students and local people living throughout the city

Community and University Partnership Project (CUPP): CUPP is about partnership working between the University of Brighton and local communities (see: <http://www.brighton.ac.uk/cupp/>)

Councillors Campaign for Balanced Communities (CBBC): A group of local councillors and local government officers seeking to find ways to realise more balanced communities in their constituencies. See: http://www.nottinghamaction.org.uk/Local/2008/Nottingham_Conference_Report/

Development Plan Document (DPD): A planning policy document that forms part of the series of documents that make up the development plan for a given area. This includes the South East Plan and currently the Local Plan. The Core Strategy (when adopted) and Sites Allocations document (when adopted) will replace the Local Plan. Development Plan Documents are required to be produced in line with government policy and guidance and with full consultation with local residents and stakeholders.

HMO Action Zones: developed by Nottingham City Council, and involves a dedicated team of officers to focus on HMOs and the issues of poor housing conditions and management (see: <http://open.nottinghamcity.gov.uk/comm/download3.asp?dltype=inline&filename=39994/HMOlatest.pdf>)

Housing in Multiple Occupation: See: <http://www.communities.gov.uk/housing/rentingandletting/privaterenting/housesmultiple/> for a discussion of the definition of HMO.

Local Development Framework. : A portfolio of documents that make up the planning framework for the city. There are three main types of local development document within the Local Development Framework: Development Plan documents (DPD's) and Supplementary planning documents (SPD's). Other Local Development Documents including the Statement of Community Involvement (which sets out how the council will consult on both its policy development and on planning applications); the Local

Development Scheme (a work programme for policy production agreed with government) and the Annual monitoring report (a progress report on how policy is performing and how we are progressing on development of policy)

Local Transport Plan (LTP): (Also called the Full Local Transport Plan when it has been approved by the Government). It is the document prepared by the city council which sets out its transport policy and proposals and is prepared in order to bid for Government funding for all forms of transport.

LSP: The Local Strategic Partnership, known locally as the 2020 Community Partnership, and made up of 32 representatives of bodies or organisations that provide services or whose actions affect quality of life in the city. Responsible for the Sustainable Community Strategy.

Mixed use developments: A development that contains two or more uses (e.g. residential, employment, leisure, community uses).

Permitted Development Rights: Minor development, including extensions to dwellings, which do not require planning permission under the provisions of the Town and Country Planning (General Permitted Development) Order 1995

Purpose-built student accommodation: a suite of rooms primarily designed for student occupation and generally located in a building occupied by a relatively high number of students, and where there is some on site management between 8:00am to 6:00pm Monday to Friday and warden or senior resident management on site at all other times when students are in residence (see: http://www.charnwood.gov.uk/files/documents/student_housing_in_loughborough_spd/studenthousinginloughboroughspd.pdf)

Planning Obligations/Section 106 Agreements: Planning Obligations, also known as Section 106 Agreements (under the 1990 Town & County Planning Act), are legal agreements that secure measures and/or controls that could not be achieved by the imposition of planning conditions.

Silent Students Happy Homes (SSHH): campaigns run by local Student Unions to reduce noise from students often returning home from leisure venues.

StudentPad: Studentpad.co.uk provides a service and database of both private and University property.

Supplementary Planning Document (SPD): A document that elaborates on the interpretation and delivery of existing planning policy but cannot create new policy.

Sustainable Community Strategy: Document that sets out the vision and plans of the agencies, organisations and communities who work together through the 2020 Community Partnership to improve the quality of life in Brighton & Hove.

UniversitiesUK: The representative body for the executive heads of UK universities.

Use Classes Order: the use classes order (UCO) groups into classes those uses of land which have similar implications for local amenity, when viewed in strict land use Planning terms. Changes of use within a particular class does not constitute 'development' and therefore do not require a Planning application' (see: <http://www.Planningportal.gov.uk/england/government/en/1021020438474.html>).

References / Further reading

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- Rugg, J. and Rhodes, D. (2008) The Private Rented Sector: Its Contribution and Potential. Centre for Housing Policy, University of York: York. Available: <http://www.york.ac.uk/inst/chp/publications/PDF/prsreviewweb.pdf>
- Southern Landlords Association. See: <http://southernlandlords.org/>
- UniversitiesUK (2006) Studentification: A Guide to Opportunities, Challenges and Practice. Available at: http://www.universitiesuk.ac.uk/Publications/Documents/studentification_guide.pdf

Appendix

Figure 5: Total number of University of Brighton students by postcode sector (2001-02)

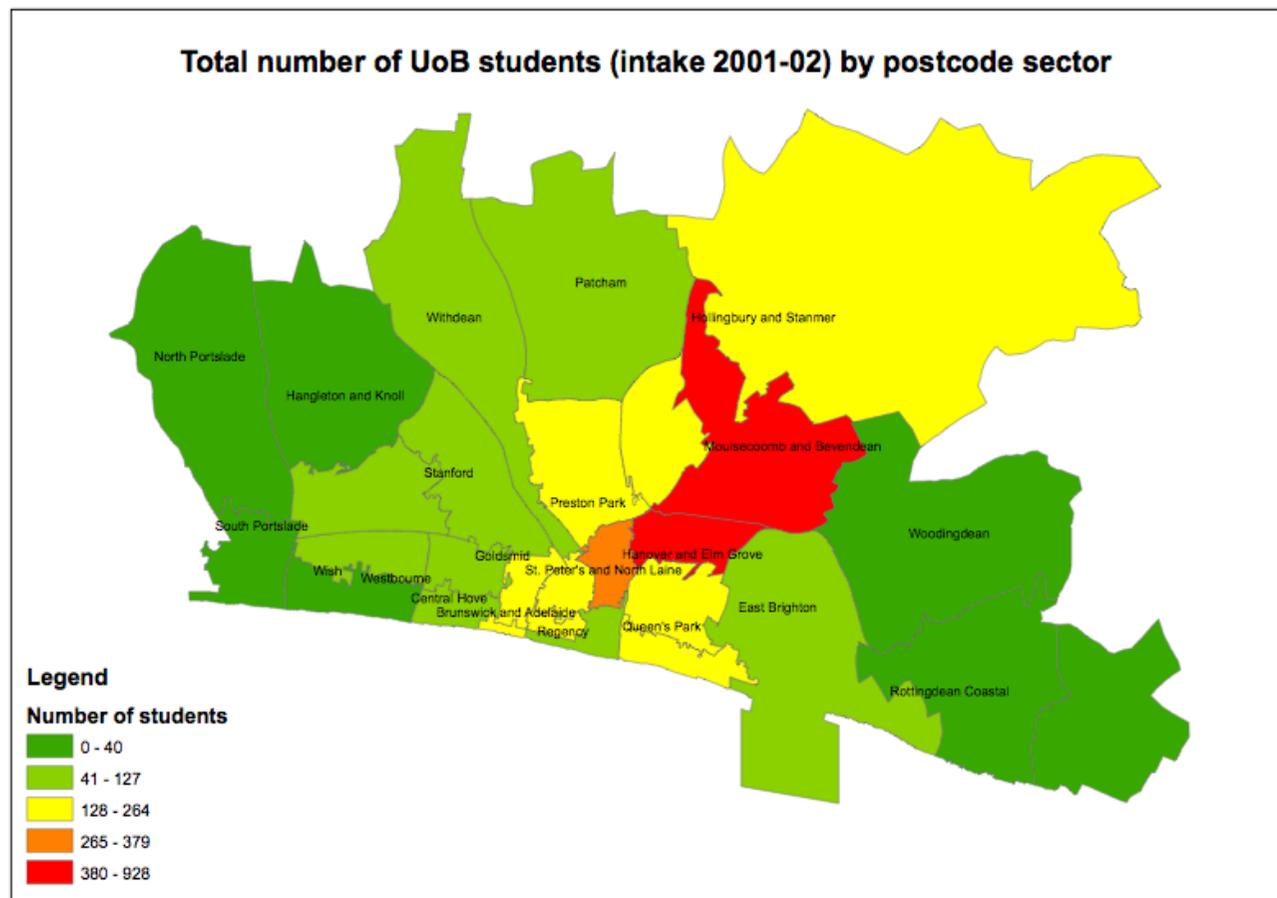


Figure 6: University of Brighton students by postcode sector (2006-07)

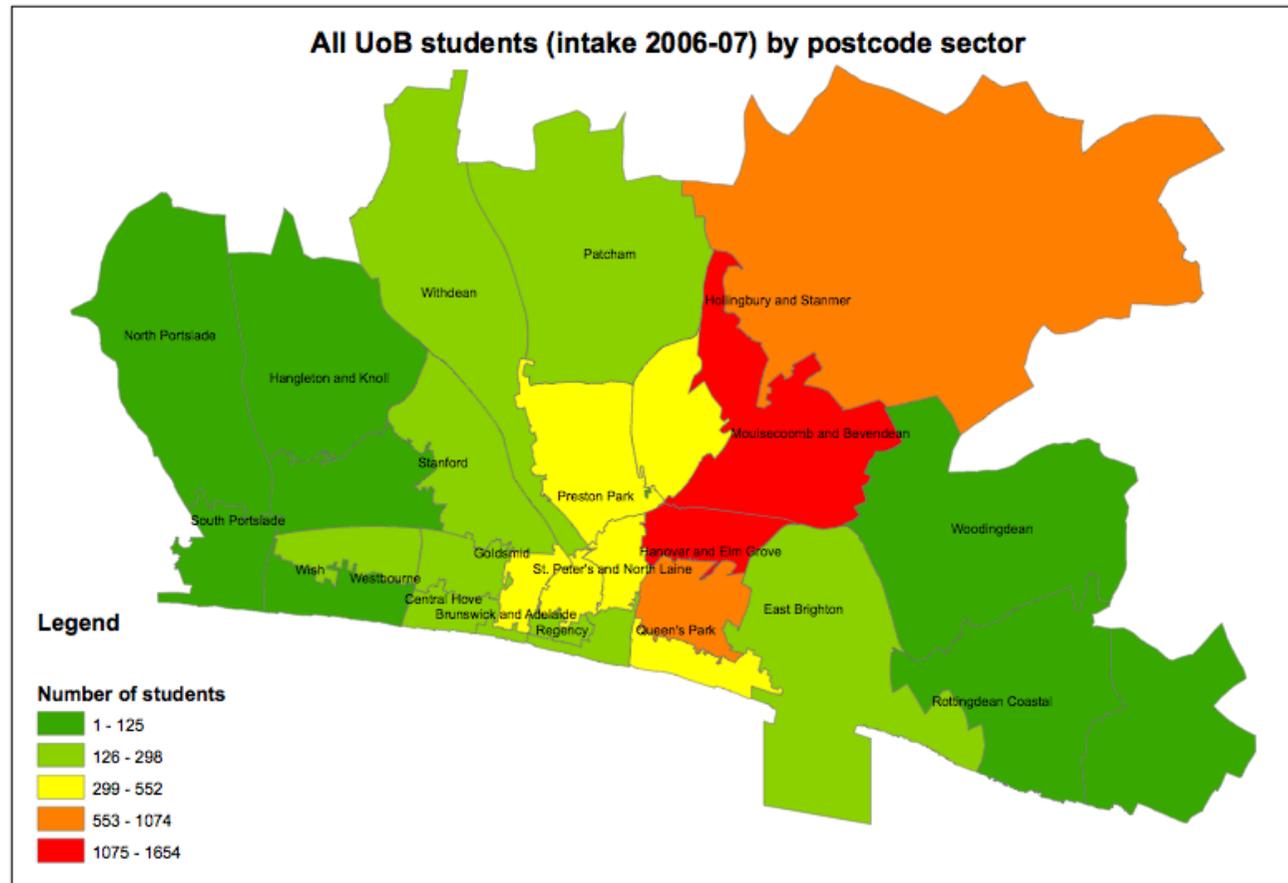


Figure 7: University of Brighton students by census output area (2006-07)

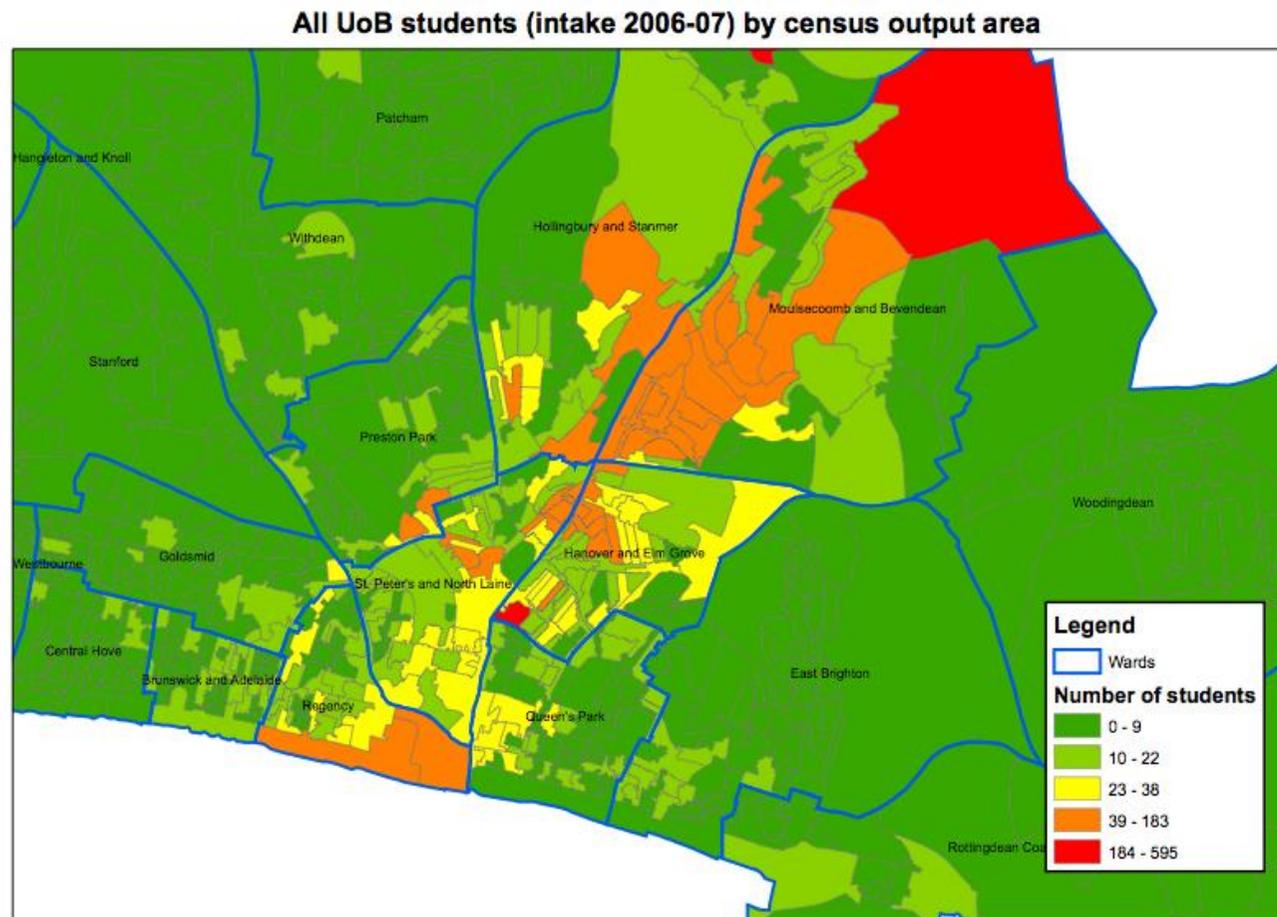


Figure 8: University of Sussex students by census output area (2003-04)

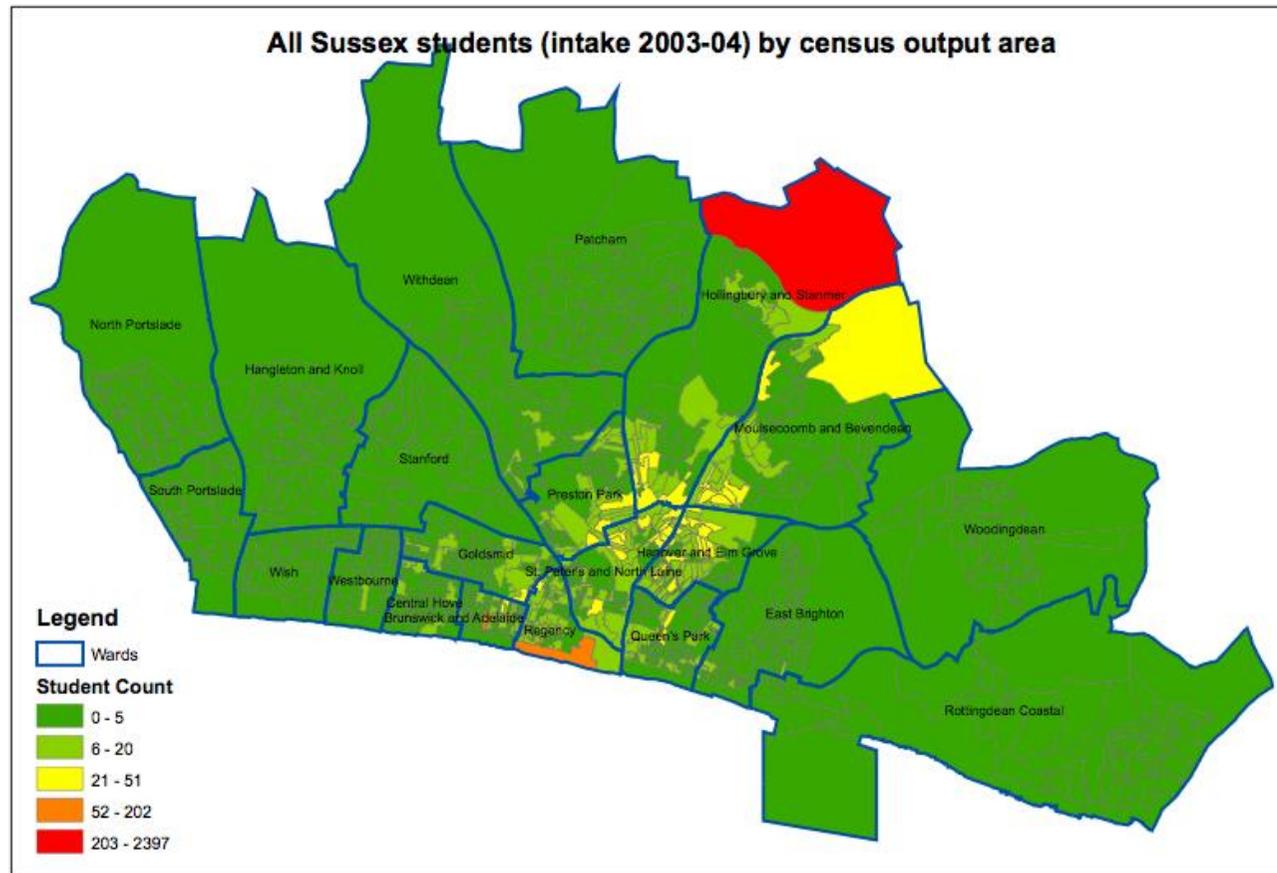


Figure 9: University of Sussex students by census output area (2004-05)

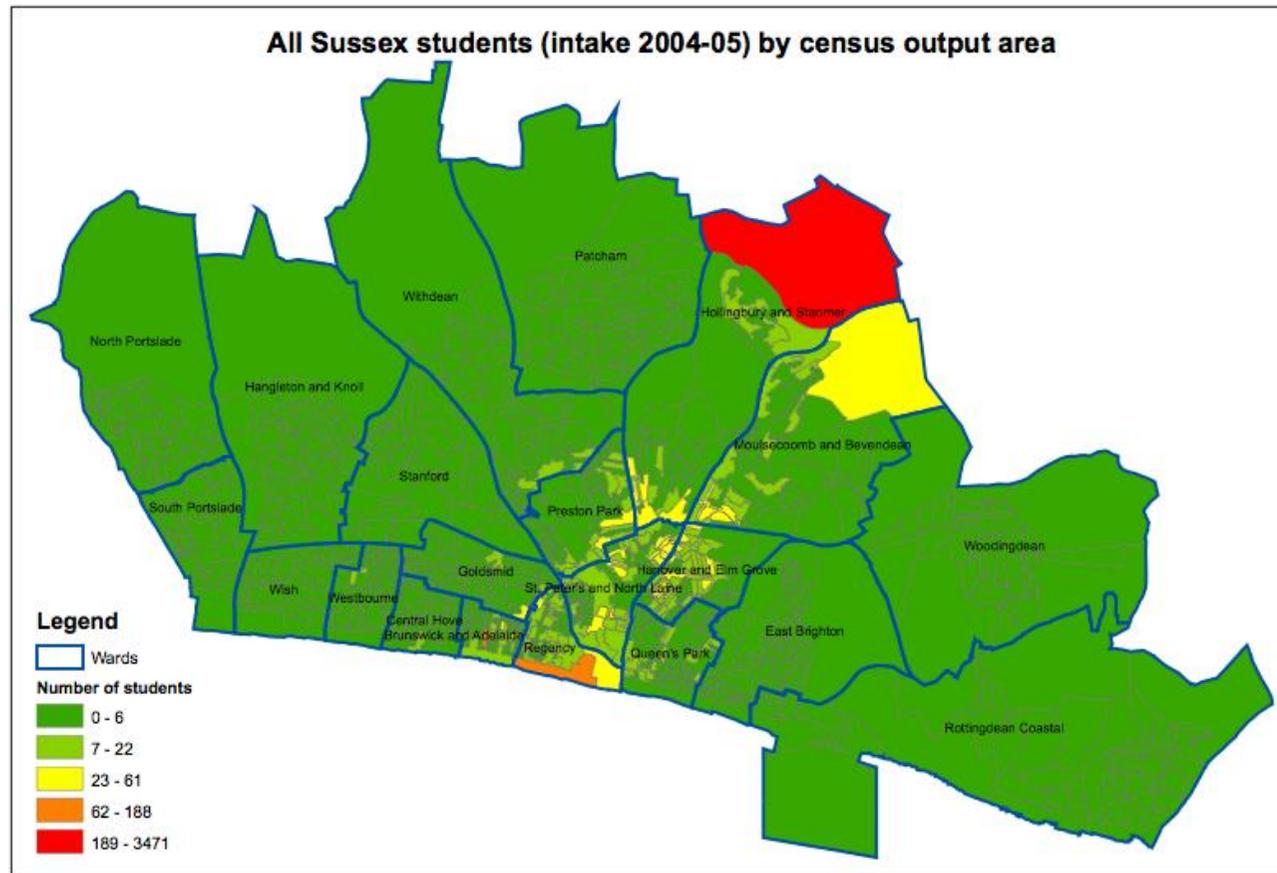


Figure 10: University of Sussex students by census output area (2005-06)

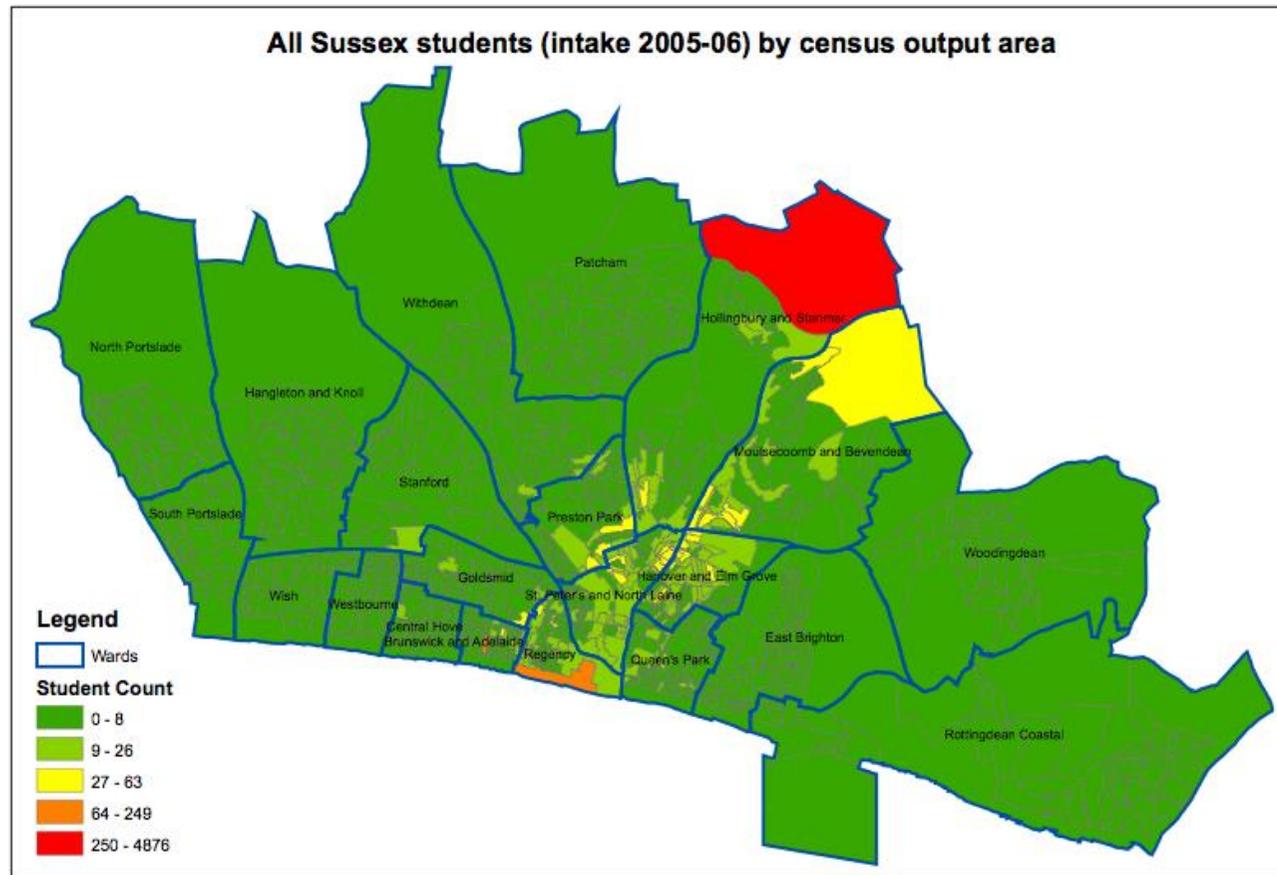


Figure 11: University of Sussex and University of Brighton students living in private rented accommodation or own home by census output area (2006-07)

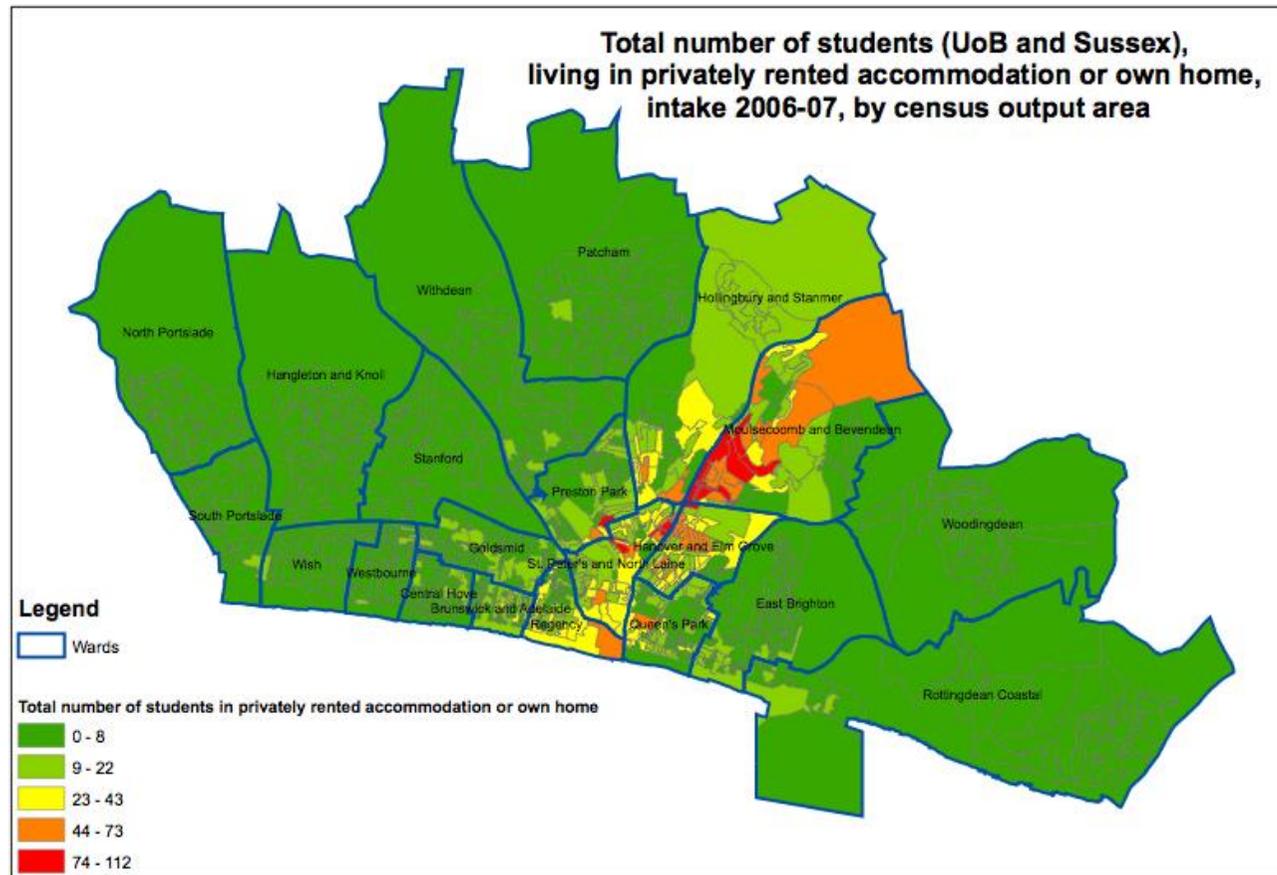


Figure 12: University of Sussex and University of Brighton first year students living in private rented accommodation or own home by census output area (2006-07)

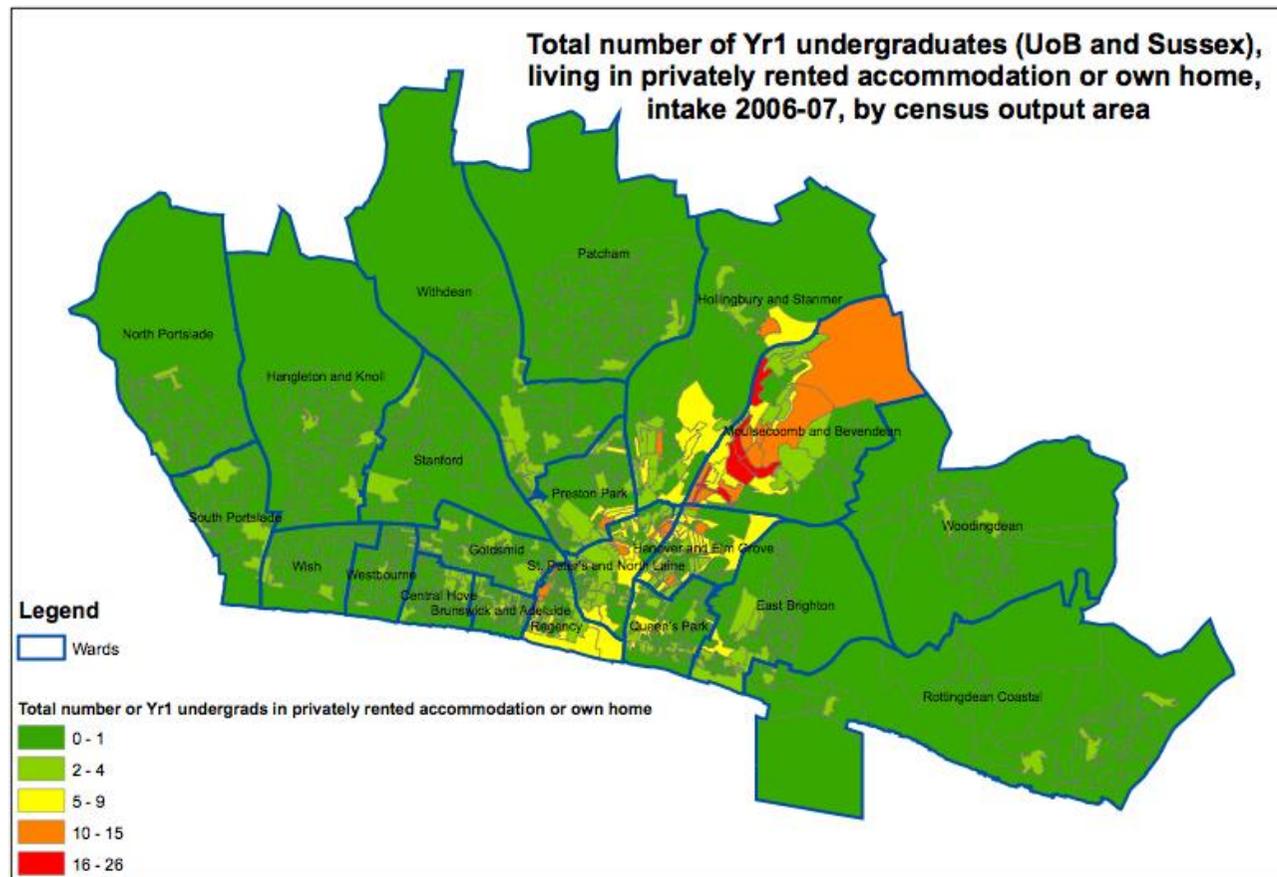


Figure 13: University of Brighton students (2008-2009)

