

# amr

authority monitoring report

## 2016-2017

### Residential Development



Brighton & Hove  
City Council

# **Brighton & Hove City Council**

## **Authority Monitoring Report 2016/17**

### **Residential Development**

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# 1. Housing Requirement

The City Plan<sup>1</sup> sets out a minimum housing requirement of 13,200 new homes to be built over the plan period 2010-2030. The City’s objectively assessed housing need (OAN) is 30,120<sup>2</sup> 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 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
<b>Plan Period 2010-2030</b>	13,200	660
<b>Remaining Period 2017-2030</b>	10,191 <sup>3</sup>	784

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The council is working constructively with neighbouring authorities to explore opportunities for meeting the city’s outstanding housing requirements outside the city as part of a ‘duty to co-operate’. This includes taking forward the Local Strategic Statement for the Coastal West Sussex and Greater Brighton Area<sup>4</sup> and the sub-regional work of the Greater Brighton Economic Board including the Greater Brighton City Deal<sup>5</sup> to identify long-term opportunities for meeting unmet housing needs. More details on the ‘duty to co-operate’ are outlined in the ‘Local Development Scheme’ section of the 2016/17 AMR.

Table 1 compares the City Plan Part One housing requirement for the entire plan period with the remaining residual requirement once housing completions from 2010/11 to 2016/17 have been taken into account. Housing delivery since 2010 has fallen below the required delivery rate and as a result the implied annual rate has risen to 784 dwellings per year. The housing land supply position will continue to be monitored and assessed in accordance with the Housing Implementation Strategy (HIS)<sup>6</sup> and through annual reviews of the Strategic Housing Land Availability Assessment (SHLAA).

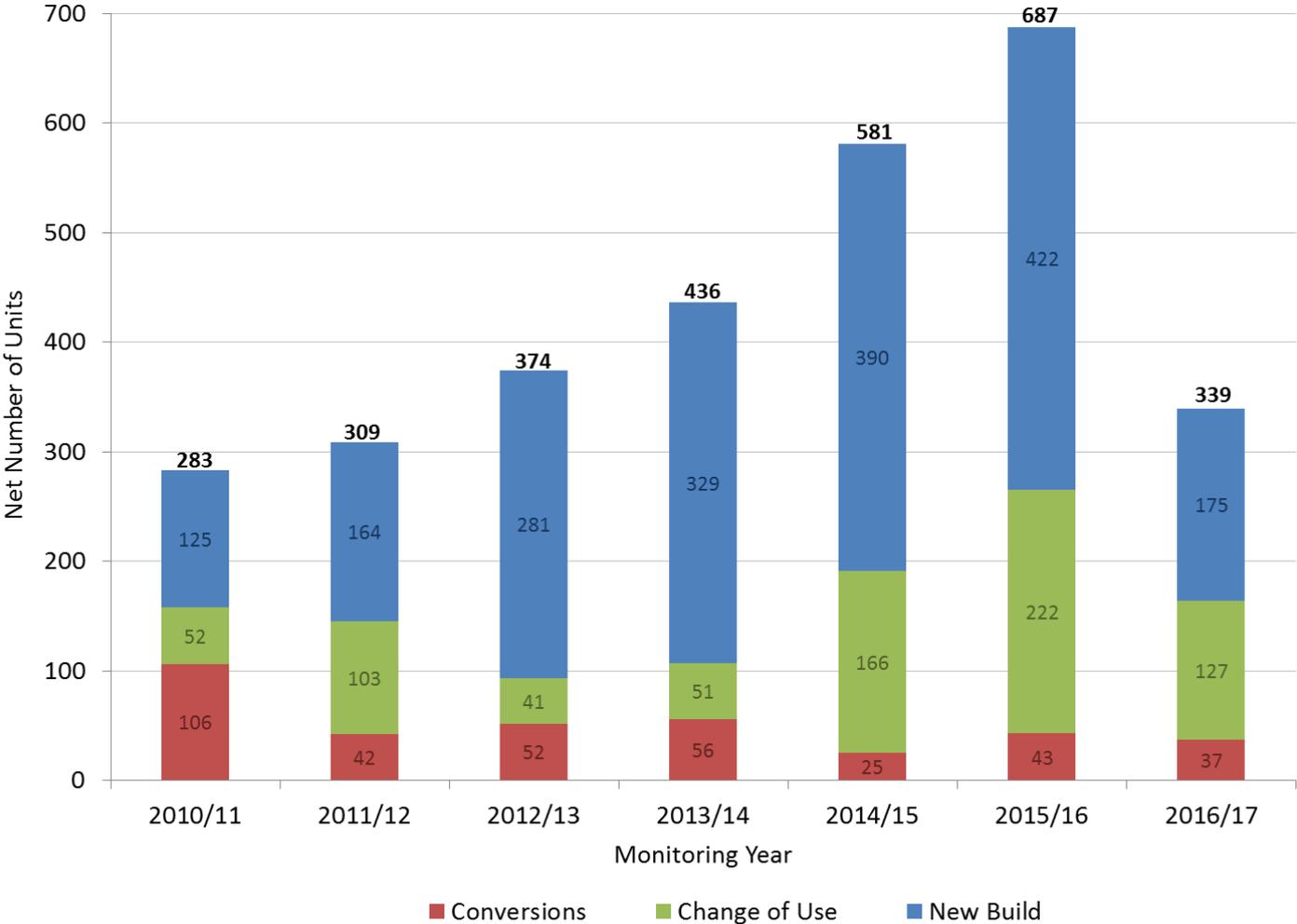


<sup>1</sup> [Brighton and Hove City Plan Part One \(March 2016\)](#)  
<sup>2</sup> [Objectively Assessed Need for Housing: Brighton & Hove \(GL Hearn Limited 2015\)](#)  
<sup>3</sup> Takes into account recorded supply from 2010-2017 (2,670 units)  
<sup>4</sup> [Local Strategic Statement \(CWS&GB 2013\)](#)  
<sup>5</sup> [Greater Brighton City Deal \(Greater Brighton Economic Board 2014\)](#)  
<sup>6</sup> Latest HIS revised September 2014 as part of part of Proposed Modifications to City Plan

## 2. Residential Completions

There were 339 net housing completions in 2016/17. This is a significant reduction when compared to the 687 net completions in 2015/16 and is the lowest annual completions figure recorded since 2011/12 (Chart 1). The decrease is largely due to a reduction in the completion of large developments in the monitoring year (Chart 2). In contrast; housing under construction increased in comparison to the previous monitoring year with 1,088 net housing units under construction at the end of 2016/17 (Table 4). The potential supply under construction along with the supply identified in the SHLAA<sup>15</sup> suggests that completion figures will recover in forthcoming years. Chart 1 illustrates net housing completions from 2010/11 to 2016/17 by type of development.

**Chart 1: Net Completions by Development Type 2010-2017**

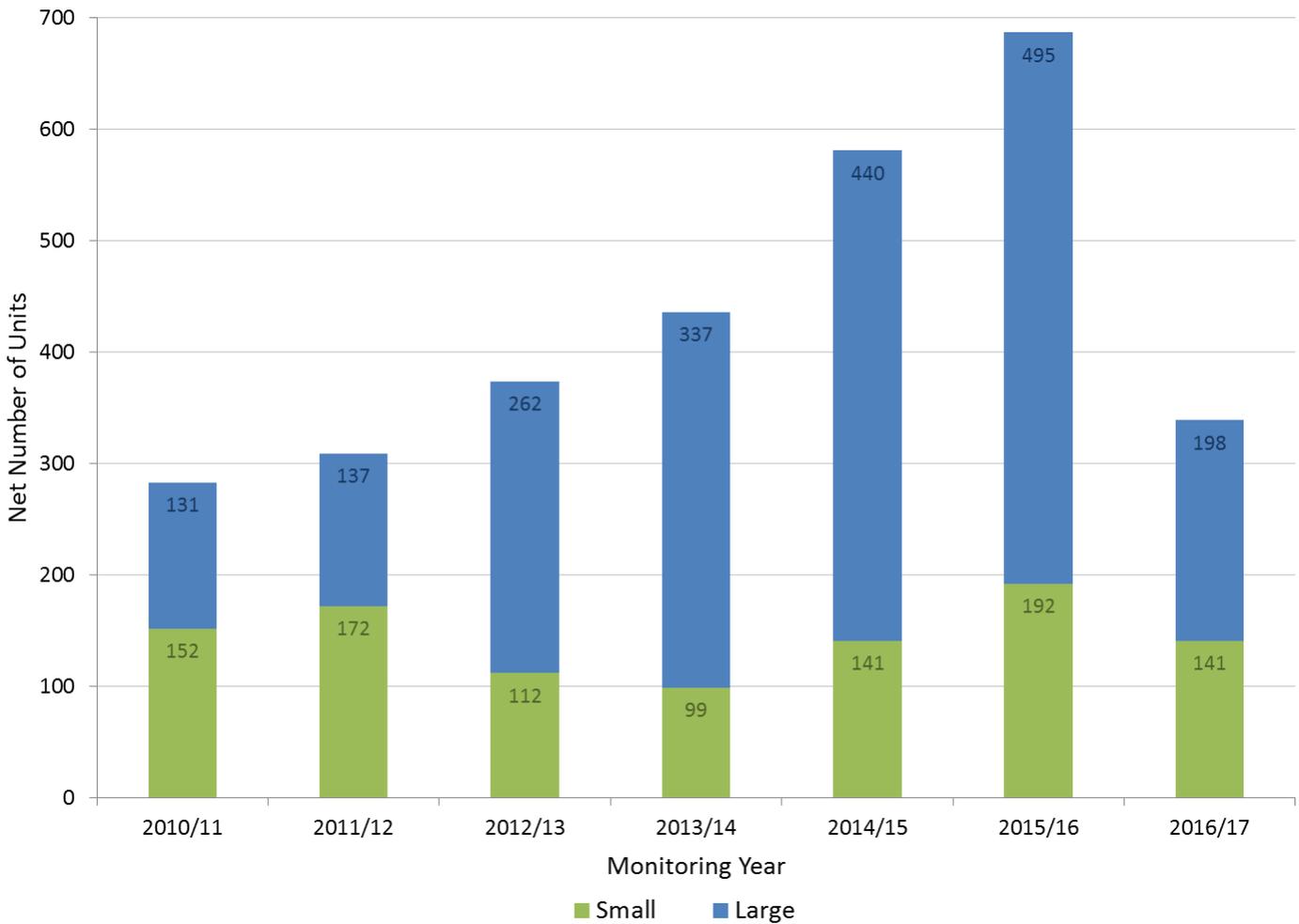


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The majority of housing delivery in 2016/17 was completed through new build developments. Half of the change of use developments, completed in the monitoring year, were through prior approval change of use applications<sup>7</sup>.

<sup>7</sup> [On the 6th April 2016 prior approval changes from office to residential was made permanent.](#)

**Chart 2: Net Completions by Development size 2010-2017**



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There was a decrease in completions on both large<sup>8</sup> and small sites<sup>9</sup> compared with the previous monitoring year (Chart 2). Although small site completions were at the same level as in 2014/15, there was a significant fall in completions on larger sites compared with recent years since 2011/12.

Of the 198 units completed on large sites, there were 47 units completed within Development Areas as defined in the City Plan (Policies DA1-DA8) and 151 units completed outside the Development Areas.



<sup>8</sup> Six units and over

<sup>9</sup> Five units and under

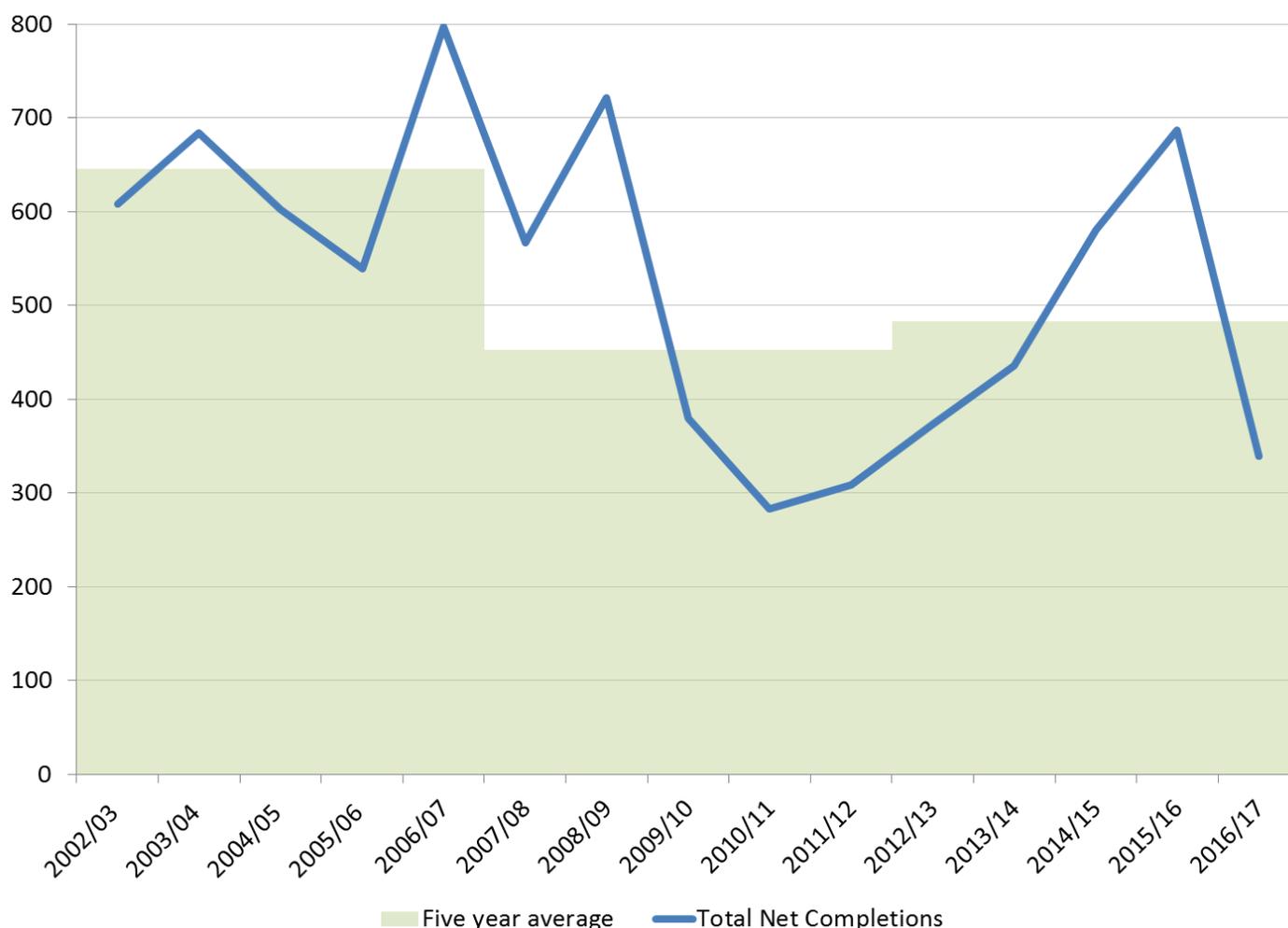
**Table 2: Major Developments Completed 2016/17**

Address	Development	Net Units Completed
Brooke Mead Albion Street Brighton	Demolition of existing buildings and erection of 45 Extra Care residential units	36
157-159 Preston Road Brighton	Prior approval for change of use from offices to residential	22
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	6

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Completions were delivered through 111 small applications and 20 large applications. As shown in Table 2, there were residential completions on three major<sup>10</sup> sites in the monitoring year, delivering a total of 64 units.

**Chart 3: Total Residential Completions in Brighton & Hove 2002/03 – 2016/17**



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<sup>10</sup> Ten units and over

Chart 3 shows annual residential completions in the city over the past 15 years. The average rate of residential completions over this period has been 527 units per year. Annual completion figures have been above 500 units for the majority of the past 15 years. A drop in housing delivery between 2009/10 and 2013/14 reflected the impact that national recession and the subsequent economic uncertainty had on residential delivery. However, from 2010/11 until 2015/16, annual completions increased each year with 2015/16 recording the third highest completions figure of the past 15 years. Given the availability of sites in the city and current level of residential development under construction, it is considered that the low completions figure in 2016/17 is not representative and that the underlying trend remains upward. 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.

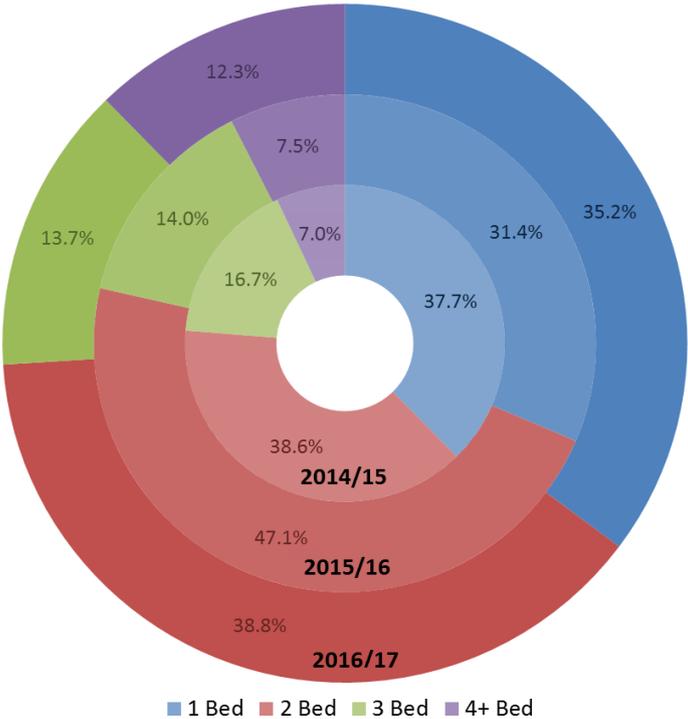
**Table 3: Gross Number of Units by Unit Size 2016/17**

Beds	Studio	1 Bed	2 Bed	3 Bed	4 or more Bed	Total
Flat	18	128	145	28	2	321
House	N/A	3	19	30	50	102
<b>Total</b>	<b>18</b>	<b>131</b>	<b>164</b>	<b>58</b>	<b>52</b>	

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Table 3 shows the number of residential completions (gross) by unit size. Flats comprised 76 percent of new residential completions. Of the 24 percent completed as houses 78 percent were three bed houses or larger, a total of 80 units. One and two bed units comprised 74 percent of the residential units completed in 2016/17 which is comparable with the previous two monitoring years (Chart 4).

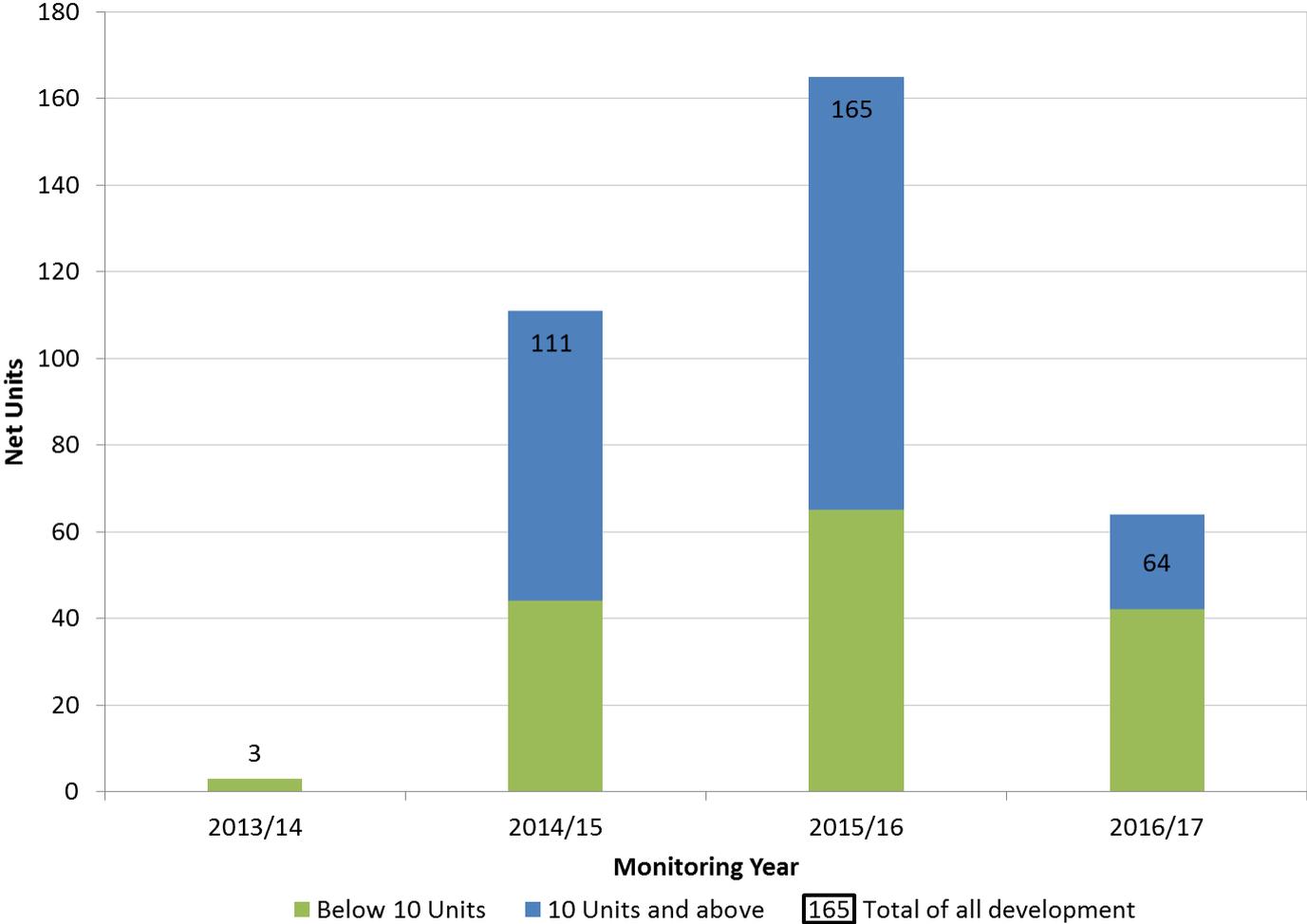
**Chart 4: Proportion of Gross Number of Units per Unit Size 2014-2017**



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The permitted development right for a change of use from office to residential use was introduced in 2013, and subsequently permitted development rights for a change of use from retail or financial and professional services<sup>11</sup> to residential use came into force in 2014. These developments require prior approval from the local authority but are not subject to the normal planning process. A fifth of all residential completions in the monitoring year were delivered through permitted development. Although these rights have increased residential delivery, the council has no power to ensure that the residential units permitted meet basic accommodation standards or provide a proportion of affordable housing. Change of use to residential through permitted development also potentially reduces the supply of office space in the city.

**Chart 5: Total Net Prior Approval Completions by Size 2013-2017**



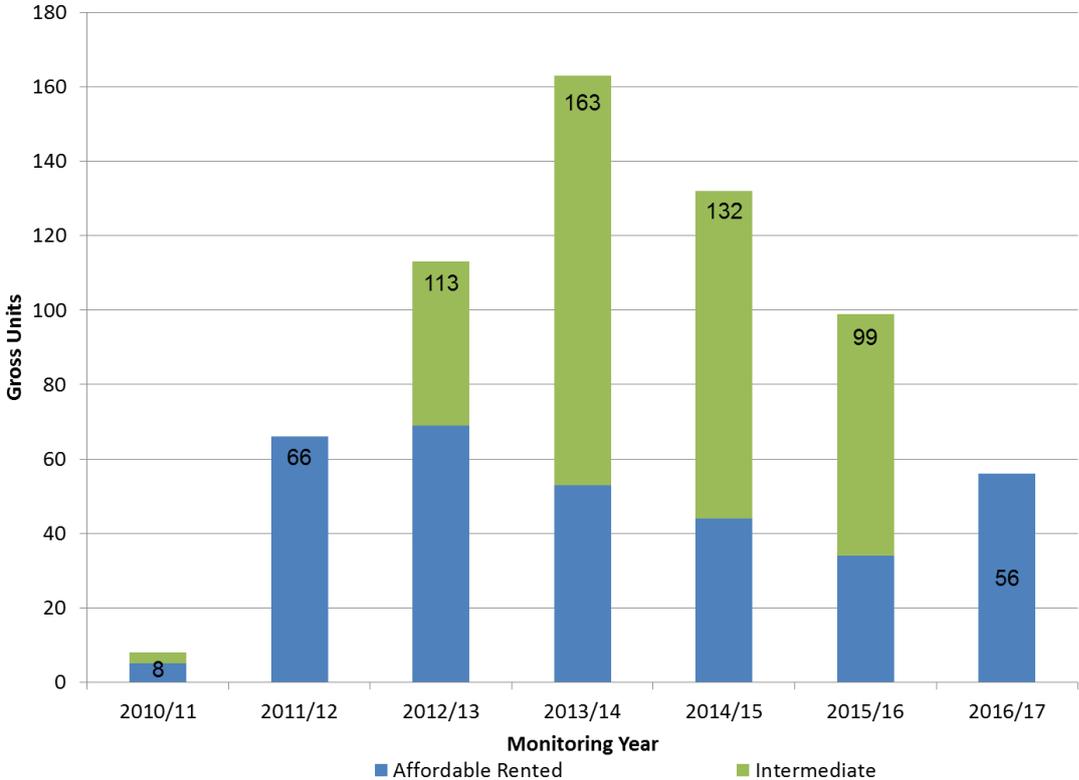
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<sup>11</sup> When the area of floor space does not exceed 150 square metres

### 3. Affordable Residential

Housing affordability is a major issue for many residents within the city as house prices in Brighton & Hove are high relative to local incomes. Policy CP20 in City Plan Part One<sup>1</sup> requires the provision of affordable housing (or an equivalent contribution) as part of all developments of 5 or more dwellings. Affordable housing includes two main elements: 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 2010-2017**



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All of the developments with an affordable housing element, completed in 2016/17, were delivered as part of the council’s New Homes for Neighbourhoods programme<sup>12</sup>. These developments each provided 100 percent affordable housing.

### 4. Residential Commencements

At the end of the monitoring year 1,088 net housing units were under construction, representing a small increase compared to the previous monitoring year (Table 4). This indicates that despite the decrease in completions in 2016/17 there remains a healthy number of residential developments under construction.

<sup>12</sup> <http://www.brighton-hove.gov.uk/content/housing/council-housing/new-homes-neighbourhoods>

**Table 4: Net Residential Units Commenced 2016/17**

Year	Residential Commenced at Monitoring Year End (Units)	Residential commencements during year (Units)
2013/14	657	439
2014/15	837	602
2015/16	1,011	554
2016/17	1,088	507

Major developments under construction in 2016/17 will provide 752 units, 265 of which commenced during the monitoring year. These sites are listed in Table 5.

**Table 5: Major Developments, Under Construction 2016/17**

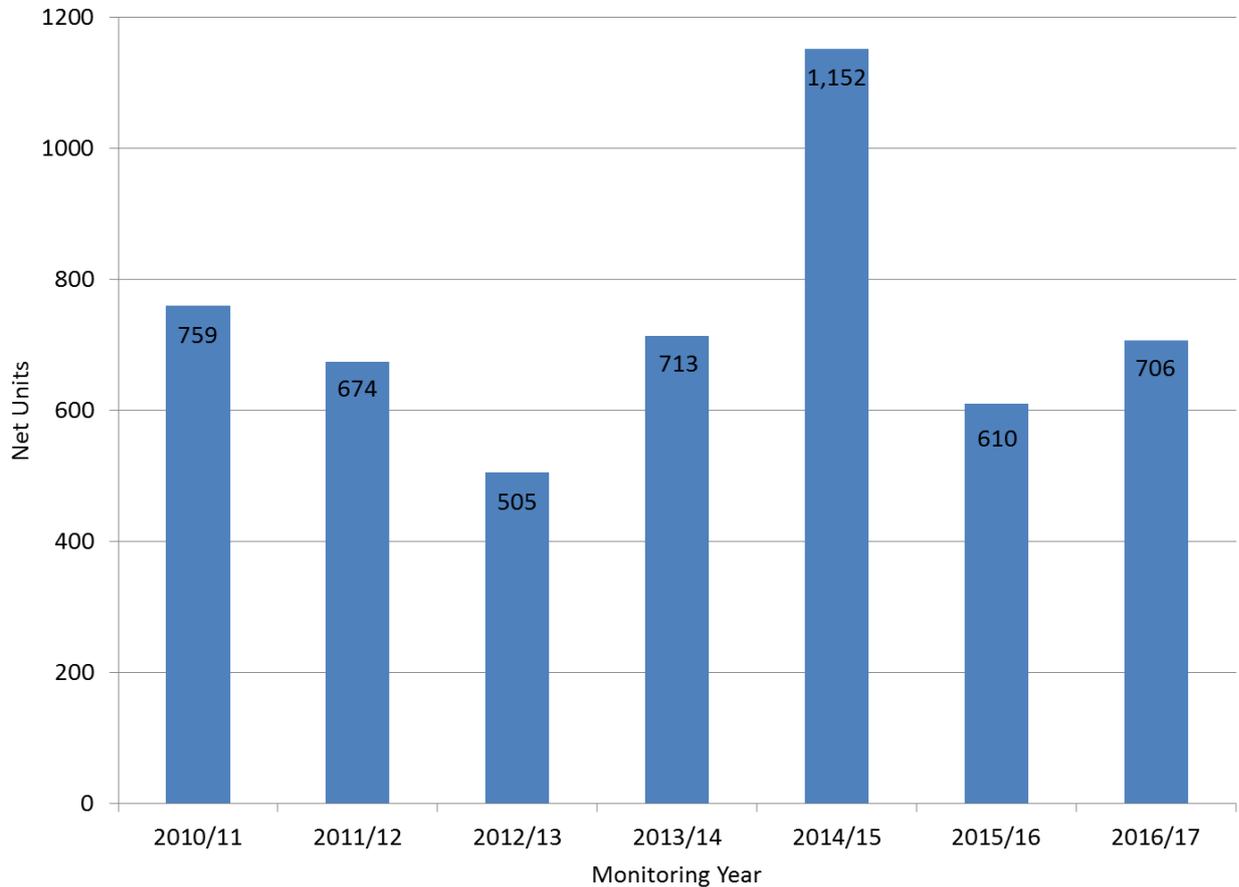
Address	Development	Net Units:	Year Commenced:
Land at Brighton Marina comprising Outer Harbour, West Quay and adjoining land, Brighton	Phase 2: 244 flats plus crèche, community room and youth space, visitor centre and viewing platform in three buildings (Phase 2 of development for 853 flats in 11 buildings)	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
70 Goldstone Lane, Hove	Redevelopment of site to provide office space, 59 apartments and 6 dwelling houses	65	2016/17
Prestamex House, 171 - 173 Preston Road, Brighton	Prior approval for change of use from offices to 63 flats	63	2016/17
Russell House Russell Mews Brighton	Prior approval for the change of use from offices to 54 flats.	54	2015/16
9-16 Aldrington Basin/Land South of Kingsway Basin Road North Portslade	Demolition of business unit, erection of new buildings comprising mixed use commercial premises and 52 residential units.	52	2016/17
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
Lansdowne Place Hotel Lansdowne Place Hove	Part demolition, change of use and alteration and extensions to convert hotel to residential units.	45	2016/17
Wellsbourne Health Centre, 179 Whitehawk Road, Brighton	Erection two blocks containing 29 flats	29	2016/17
60 Wilbury Road Hove	Internal alterations to create 12 units	11	2016/17

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## 5. Residential Planning Permissions Granted

In 2016/17 there were 706 net units permitted (Chart 7) through 190 applications<sup>13</sup>; including applications for prior approval for the change of use to residential through permitted development.

**Chart 7: Number of Permitted Residential Units 2010-2017**



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There were 8 major residential developments<sup>14</sup> permitted, which, when complete, will provide 386 net units (Table 5).

**Table 5: Major Developments, Permitted 2016/17**

Address	Development	Net Units:
10 Gloucester Place, Brighton	Demolition of existing building and construction of a new building to form 70 residential units	70
Court Farm House, King George VI Avenue, Hove	Demolition of existing buildings and erection of 69 flats	68
70 Goldstone Lane, Hove	Redevelopment of site to provide office space, 59 apartments and 6 dwelling houses	65

<sup>13</sup> Discounts any multiple applications made on the same site

<sup>14</sup> 10 or more units

Prestamex House, 171 - 173 Preston Road, Brighton	Prior approval for change of use from offices to 63 flats	63
Rayford House, School Road, Hove	Prior approval for the change of use from offices to 32 flats.	32
Land adjacent 6 Falmer Avenue, Saltdean	Demolition of exiting house and stables and construction of 32 dwellings	31
Wellsbourne Health Centre, 179 Whitehawk Road, Brighton	Erection two blocks containing 29 flats	29
251- 253 Preston Road, Brighton	Creation of 22 apartments and 6 dwelling houses	28

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## **6. Future Residential Provision**

The 2017 SHLAA<sup>15</sup> Update has been used to update the 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 presented on page 27<sup>15</sup> of the 2017 SHLAA Update. The 2017 SHLAA Update has also been used to update the city's five year housing land supply position which has been summarised in Section 6 of the 2017 SHLAA update.

## **7. Brownfield Land Register**

In April 2017, The Government introduced a requirement for Local Planning Authorities to publish a Brownfield Land Register by 31 December 2017<sup>16</sup>. This provides publicly available information on previously developed (brownfield) sites within the city which offer potential for housing development. A list of sites to include in Part 1 of the Register was consulted on between 13 November and 4 December 2017 and the final version was published on the council website<sup>17</sup>. The Register will be reviewed on an annual basis.

## **8. Student Accommodation, Halls of Residence and HMOs**

Policy CP21 in City Plan Part One<sup>1</sup> encourages the provision of purpose built student accommodation (PBSA) to help meet the housing needs of the city's students and help reduce the demand from students for Houses in Multiple Occupation (HMOs). Five sites were allocated by the City Plan Part One for PBSA. Table 6 shows the progress towards delivery on each of the allocated sites.

<sup>15</sup> [Strategic Housing Land Availability Assessment 2017, Brighton & Hove City Council 2018](#)

<sup>16</sup> [Brownfield registers and permission in principle \(MHCLG April 2017\)](#)

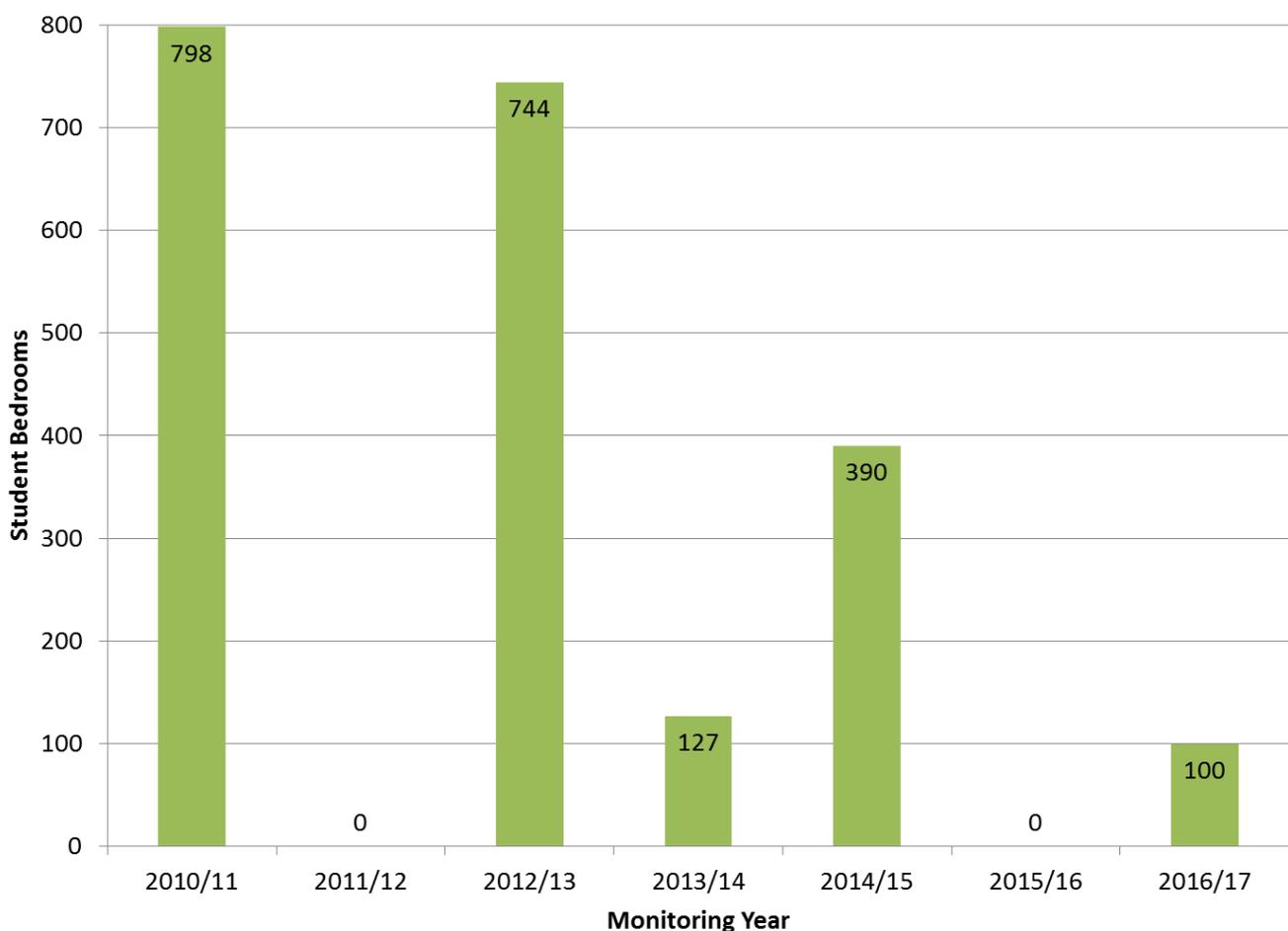
<sup>17</sup> [Brighton & Hove City Council Brownfield Land Register \(December 2017\)](#)

**Table 6: City Plan Part One Strategic Allocations for Purpose Built Student Housing**

Location	Bedrooms	Progress 2016/17
Preston Barracks and the University of Brighton, Lewes Road	750	Application due 2017/18
East Slope and land adjoining to the east, University of Sussex	592	Outline application for 2,530 bedrooms approved 2015/16 with 1,868 bedrooms commenced and a further 249 bedrooms approved 2016/17
Circus Street, Brighton	400	450 bedrooms commenced 2015/16
Pelham Street, Brighton	300	No progress
Varley Halls, Coldean Lane, Brighton	150	Final 26 bedrooms, not already considered complete, have commenced

There were 14 units of PBSA completed in 2016/17 providing 100 bedrooms. There were also extant permissions for 3,094 new student bedrooms at the end of the monitoring year. Since 2010 there have been 2,159 additional student bedrooms created in PBSA (Chart 8).

**Chart 8: Number of New Student Bedrooms Completed 2010-2017**

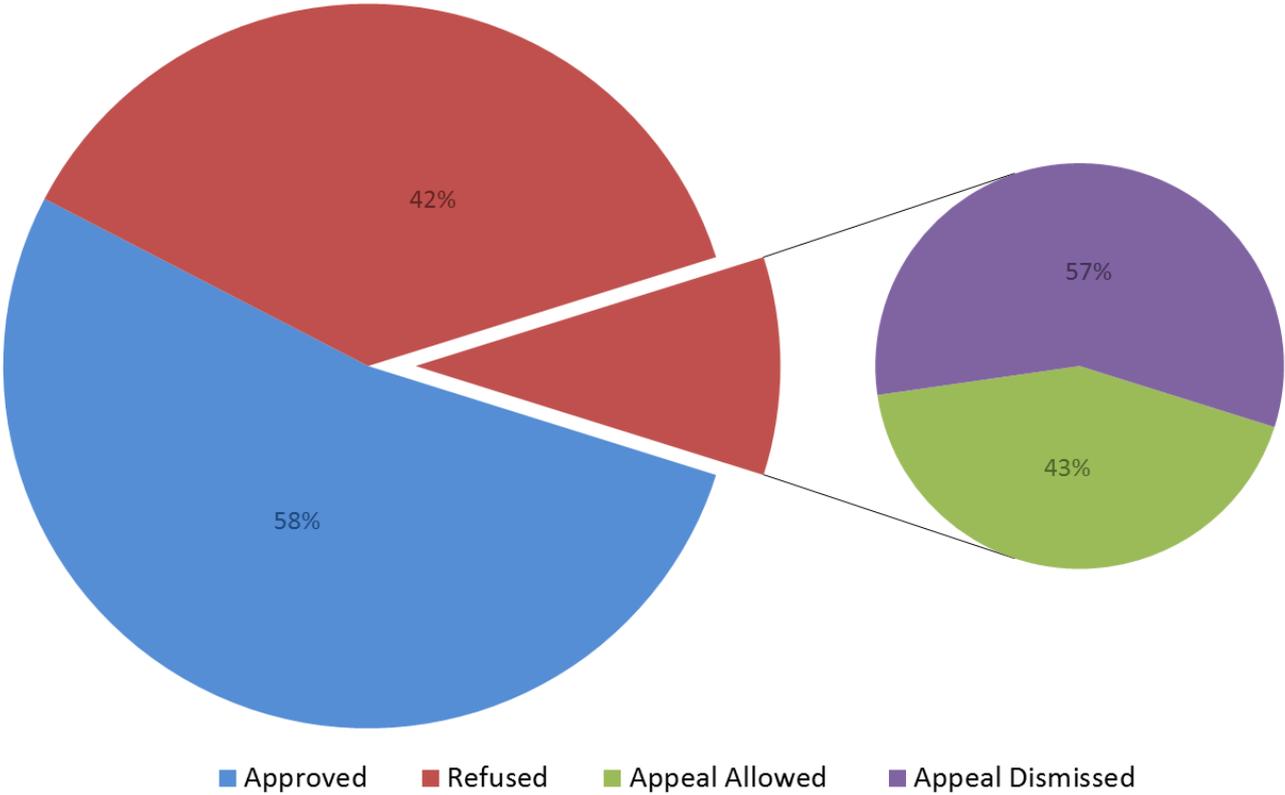


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The city has a high number of HMOs, which have increased from 8.2% to 10.9% of all properties between 2001 and 2011<sup>18</sup>. This increase is partly due to housing prices and the availability of housing within the city forcing groups such as young working professionals to seek affordable private rented housing 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 HMOs came into force in five electoral wards within Brighton and Hove requiring a planning application for any change of use from a single dwelling house to a small HMO.<sup>19</sup> This enables the impact of concentrations of HMOs in certain areas of the city to be considered by the council when assessing proposals for new HMOs.

There have been 130 planning applications made for the change of use of a single dwelling house to a small HMO in the wards with an Article 4 Direction between April 2013 and March 2017. Of these, 76 were approved and 54 refused. Of those refused, 14 were subject to appeal, of which six were allowed (Chart 9). This suggests that a third of the applications, which would have previously been permitted development, were considered to have a potentially negative impact. In 2016/17, 24 applications were approved and 16 refused; four were appealed of which one was allowed.

**Chart 9: Decisions on HMO applications in Article 4 Wards 2013-2017**



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<sup>18</sup> GL Hearn Housing OAN Report April 2015

<sup>19</sup> Properties lived in by three to six people where facilities such as a kitchen or bathroom are shared

## 9. Gypsy and Traveller Provision

Policy CP22 'Traveller Accommodation' in City Plan Part One<sup>1</sup> 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<sup>20</sup>. The study identified 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 with the South Downs National Park Authority is being undertaken as part of the preparation for the City Plan Part Two<sup>21</sup> in order to identify any additional potentially suitable sites.

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<sup>20</sup> [Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment : BHCC and the SDNPA December 2014](#)

<sup>21</sup> [City Plan Part Two \(Scoping Stage\)](#)



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