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authority monitoring report

2017-2018

Residential Development



Brighton & Hove City Council

Authority Monitoring Report 2017/18

Residential Development

Contents

1. Housing Requirement	2
2. Residential Completions	2
3. Affordable Residential	8
4. Residential Commencements	9
5. Residential Planning Permissions Granted	11
6. Future Residential Provision	13
7. Brownfield Land Register	13
7. Student Accommodation, Halls of Residence and HMOs	14
8. Gypsy and Traveller Provision	16

1. Housing Requirement

The City Plan¹ 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 30,120² new homes over the plan period. The OAN figure does not take into account the very significant constraints on the capacity of the city to accommodate this amount of development; as a consequence the minimum housing requirement reflects the capacity for housing in the city for a sustainable mix of homes while providing other essential development and respecting the historic, built and natural environment of the city.

Table 1: City Plan Housing Requirement

	Plan Requirement	Implied Annual Rate
Plan Period 2010-2030	13,200	660
Remaining Period 2018-2030	9,748 ³	812

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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 Area⁴ and the sub-regional work of the Greater Brighton Economic Board including the Greater Brighton City Deal⁵ to identify long-term opportunities for meeting unmet housing needs.

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 2017/18 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 812 dwellings per year. The housing land supply position will continue to be monitored and assessed in accordance with the Housing Implementation Strategy (HIS)⁶ and through annual reviews of the Strategic Housing Land Availability Assessment (SHLAA).

2. Residential Completions

There were 444 net housing completions in 2017/18. This represents a 30 percent increase on the 339 net completions in 2016/17 but falls short of the required delivery rate required to meet the City Plan housing target (Chart 1).

The majority of housing delivery in 2017/18 was completed through new build developments. Over half of the change of use developments, completed in the monitoring year, were through prior approval change of use applications.

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

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

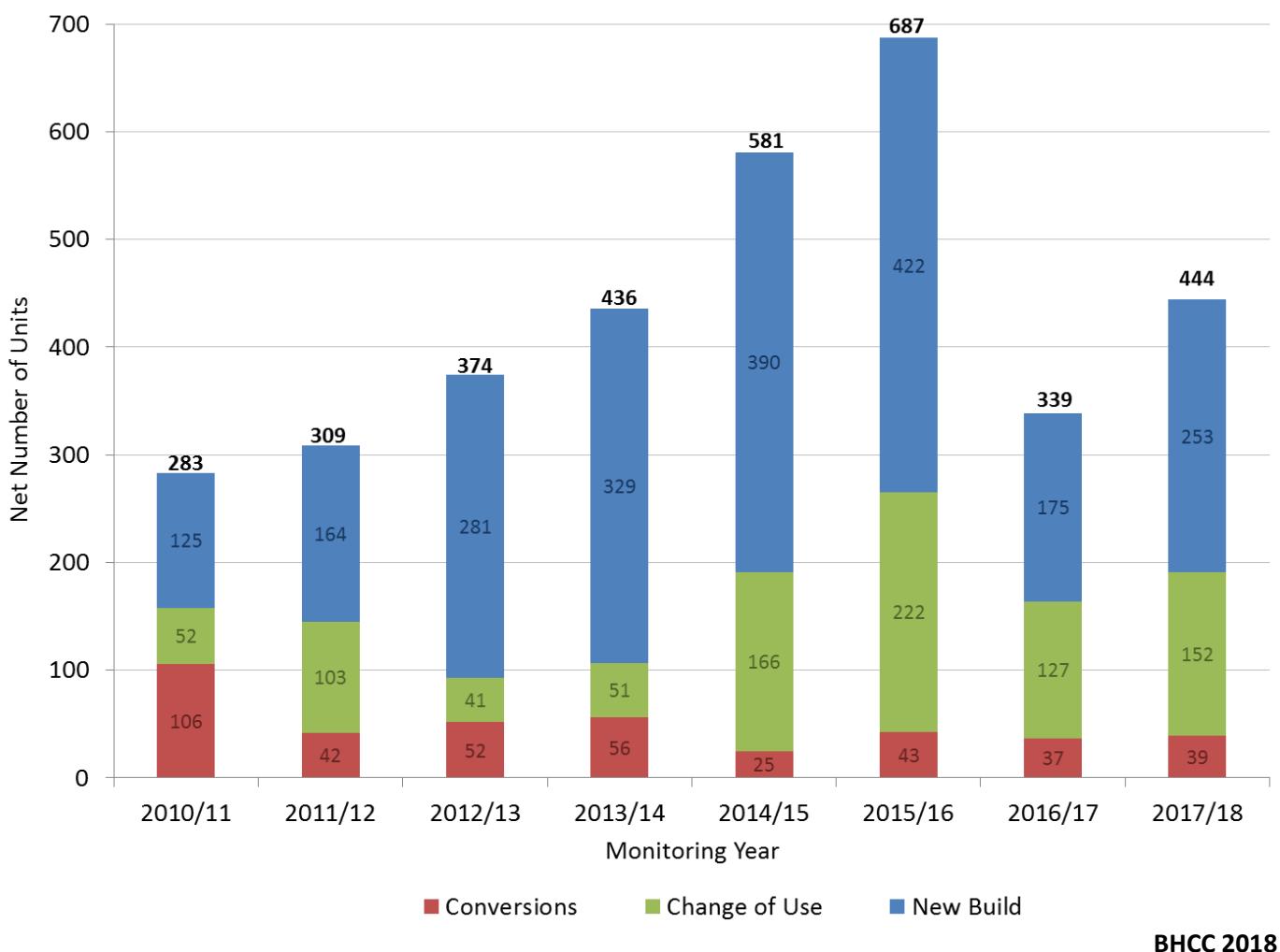
³ Takes into account recorded supply from 2010-2018 (3,452 units)

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

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

⁶ Latest HIS revised September 2014 as part of part of Proposed Modifications to City Plan

Chart 1: Net Completions by Development Type 2010-2018



The number of completions in large⁷ developments also increased in comparison to the previous monitoring year; this constitutes the majority of the increase on the 2016/17 figure. There was also a small increase in completions on small sites⁸ (Chart 2).

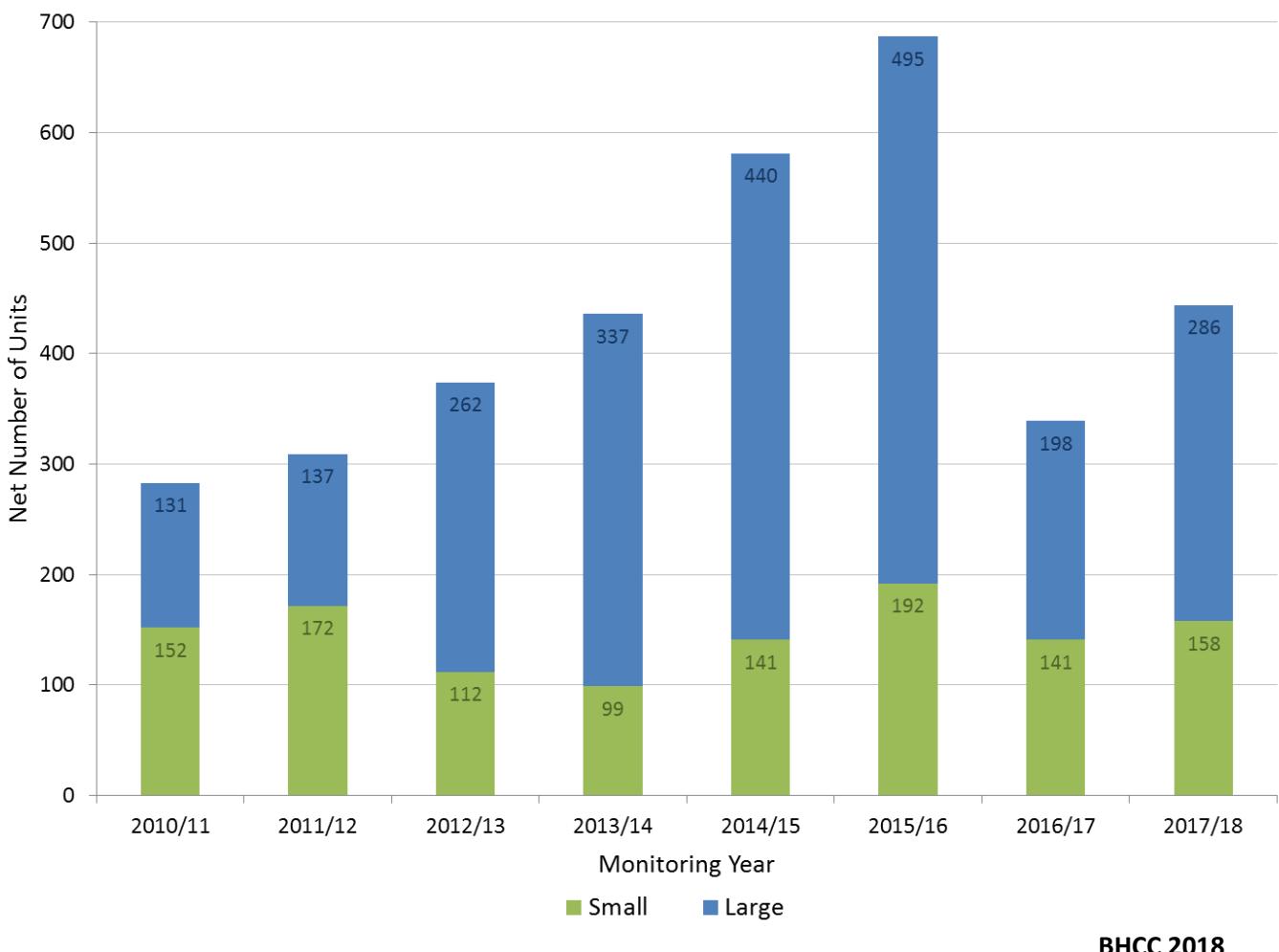
Of the 286 units completed on large sites, there were 12 units completed within Development Areas as defined in the City Plan (Policies DA1-DA8) and 264 units completed outside the Development Areas.

Although housing completions remained below the required delivery rate in 2017/18 the number of residential units under construction continues to increase in comparison to previous monitoring years with 1,609 net housing units under construction at the end of 2017/18 (Table 4). In addition 1,487 units were permitted in the monitoring year, the highest number in the past ten years. The potential supply from the developments granted planning permission and those under construction along with the supply identified in the SHLAA¹⁴ indicate that completion figures will increase in forthcoming years.

⁷ Six units and over

⁸ Five units and under

Chart 2: Net Completions by Development size 2010-2018



Completions were delivered through 134 small applications and 15 large applications. There were residential completions on six major⁹ sites in the monitoring year; which are summarised in Table 2. These sites delivered a total of 209 units; this is in comparison to 64 units completed on major sites in 2016/17.



⁹ Ten units and over

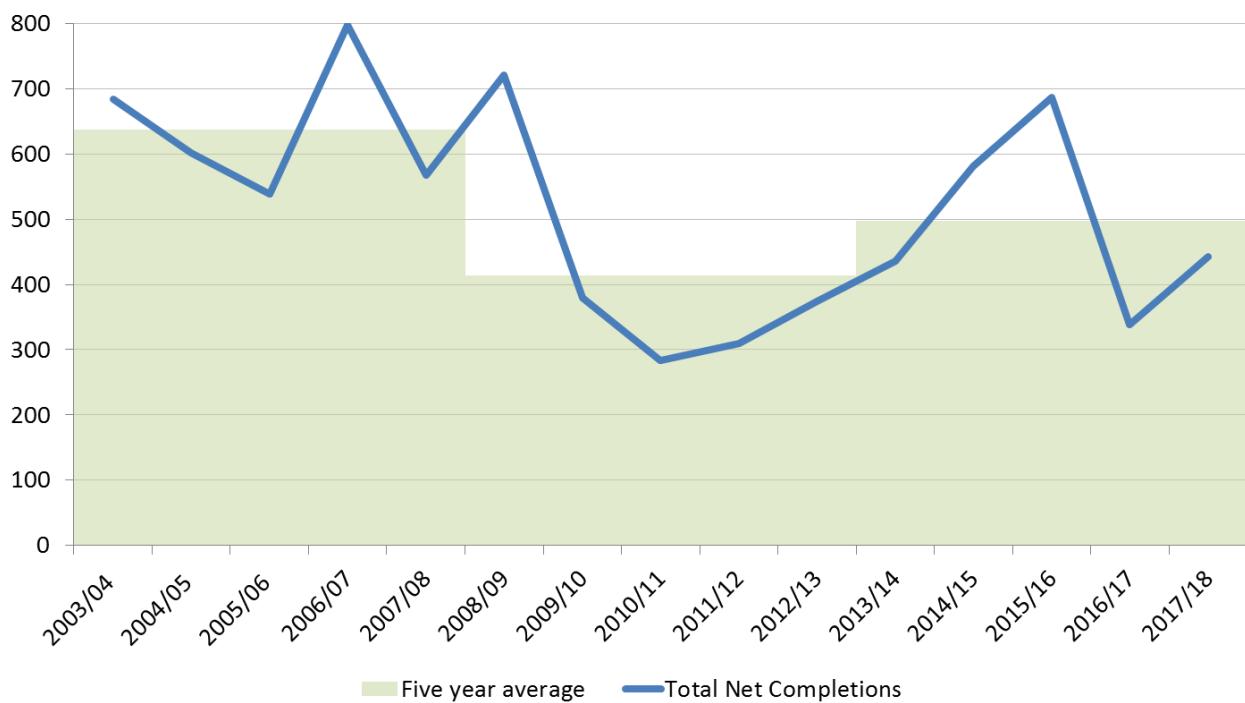
Table 2: Major Developments Completed 2017/18

Address	Development	Net Units Completed
Former Whitehawk Library site, Findon Road/Whitehawk Road, Brighton	Construction of two residential blocks to provide 57 self-contained flats	57
Russell House, Russell Mews, Brighton	Prior approval for Change of Use from offices to 53 flats	53
121-123 Davigdor Road, Hove	Demolition of existing building and erection of a new building comprising 47 residential units.	47
Wellsbourne Health Centre, 179 Whitehawk Road, Brighton	Erection of two blocks containing 29 flats.	29
18 Wellington Road, Brighton	Construction of a new block to provide 12 self-contained units for residents with learning or physical disabilities	12
60 Wilbury Road, Hove	Change of use from letting rooms to 12 self-contained units	11

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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 516 units per year.

Chart 3: Total Residential Completions in Brighton & Hove 2003/04 – 2017/18



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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. In spite of this annual completions increased each year between 2010/11 until 2015/16 when

third highest number of residential units in the past 15 years were completed. In 2016/17 the number of completions dipped again, perhaps due to further economic uncertainty after the European Union referendum result. Delivery increased in 2017/18 although it remains below the required delivery rate.

The five year annual average for net completions over the past five years (497) has been notably higher than over the previous five years (413) and the current level of residential development under construction along with the availability of sites in the city suggests that the underlying trend will remain upward. It is anticipated that figures for housing delivery will increase as development sites allocated in the City Plan and identified in the Strategic Housing land Availability Assessment (SHLAA) are implemented. In addition, the council itself is working to develop new affordable housing on council owned land through its Estate Regeneration Programme (New Homes for Neighbourhoods) and through a joint venture partnership with Hyde Homes (Homes for Brighton & Hove). There will also be a continuing supply through small windfall sites and other sources of windfall supplementing the identified supply.

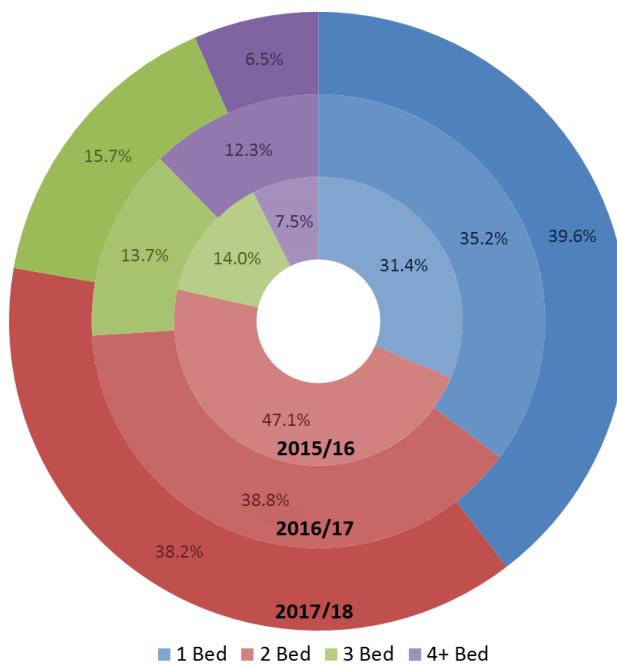
Table 3: Gross Number of Units by Unit Size 2017/18

Beds	Studio	1 Bed	2 Bed	3 Bed	4 or more Bed	Total
Flat	29	164	161	51	2	407
House	N/A	1	26	26	30	83
Total	29	165	187	77	32	490

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Table 3 describes the number of residential completions (gross) by unit size. Flats comprised 83 percent of new residential completions. Of the 17 percent completed as houses 56 percent were three bed houses or larger. One and two bed units comprised 78 percent of the residential units completed in 2017/18 which is broadly comparable with the previous three monitoring years (Chart 4).

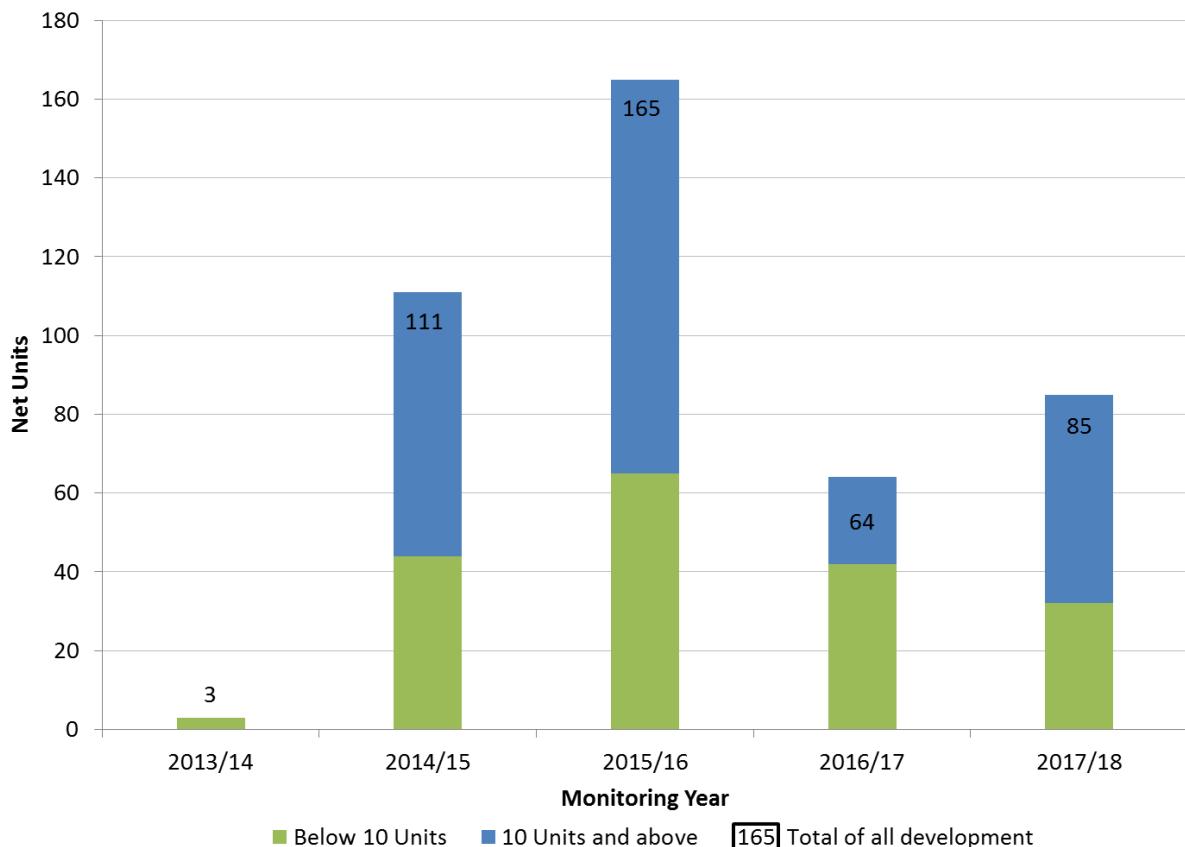
Chart 4: Proportion of Gross Number of Units per Unit Size 2015-2018



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The permitted development right for a change of use from office to residential use was introduced in 2013. This was extended in 2014 to include a change of use from retail or financial and professional services¹⁰ to residential use. These developments require prior approval from the local authority but are not subject to the normal planning application process.

Chart 5: Total Net Prior Approval Completions by Size 2013-2018



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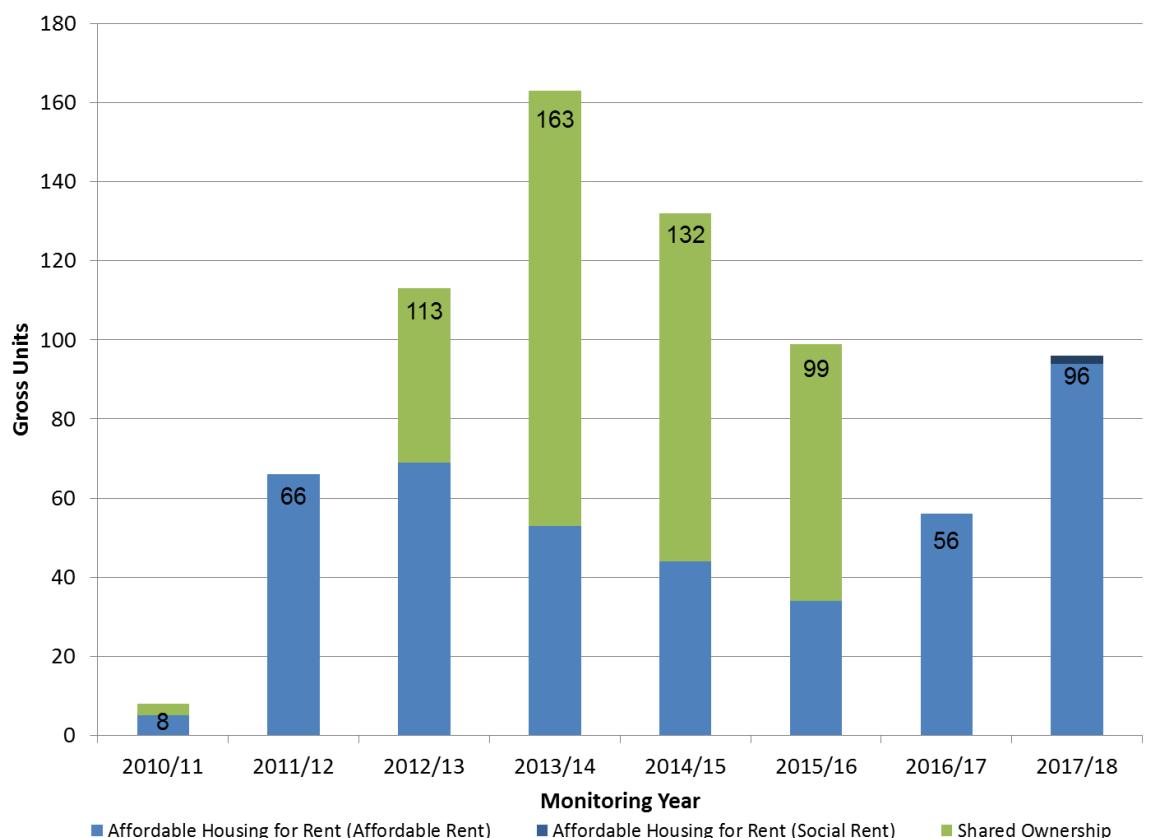
A fifth of all residential completions in the monitoring year were delivered through permitted development including a change of use from offices to 53 flats at Russell House, Brighton. Although these rights have increased residential delivery, the council has no power to ensure that the residential 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.

¹⁰ 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 One¹ requires the provision of affordable housing (or an equivalent contribution) as part of all developments of five or more dwellings. Affordable housing is defined as housing for sale or rent for households whose needs are not met by the market (e.g affordable rented housing or shared ownership)¹¹.

Chart 6: Total Gross Affordable Completions by Tenure 2010-2018



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A total of 96 affordable homes were completed in 2017/18. All of these completions were delivered through council led developments either as part of the New Homes for Neighbourhoods programme (94) or the council's Housing Revenue Account (HRA) Asset Management (2). Each of these developments provided 100 percent affordable housing. No large private developments completed during the year provided any on-site affordable units. This mainly reflects the small number of large residential developments completed during the year. Of these, the development at 121-123 Davigdor Road provided a commuted sum of £1,218,000 towards off-site affordable housing provision, whilst the development completed at Russell House was permitted development following prior approval and so was not subject to the council's affordable housing policy.

¹¹ [National Planning Policy Framework, Annex 2: Glossary, Affordable Housing, Page 64; MHCLG July 2018](#)

Since the adoption of City Plan Part One, a significant number of the residential developments permitted have fallen short of the affordable housing targets set in Policy CP20; for reasons relating to development viability. In response to this, the council has introduced specific Affordable Housing Validation Requirements which were agreed by the Tourism, Development and Culture Committee in January 2018. These require that, where planning applications do not comply with affordable housing policy requirements and this is being justified on viability grounds, the applicant is required to submit a Viability Assessment which will be made publicly available and will be subject to independent review by the District Valuer Service (DVS). It is hoped that this will make the viability process more transparent.

4. Residential Commencements

At the end of the monitoring year 1,609 net housing units were under construction, representing an increase of almost 50 percent compared to the previous monitoring year (Table 4). Work started on 968 units in 2017/18 which is almost double the number commenced in previous monitoring years. This indicates that although the completion figure in 2017/18 falls short of the required delivery rate, the increasing number of residential units under construction is expected to lead to higher delivery rates over the next few years.

Table 4: Net Residential Units Commenced 2017/18

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
2017/18	1,609	968

Major developments under construction in 2017/18 will provide 1,295 units, 623 of which commenced during the monitoring year. These sites are listed in Table 5.



Table 5: Major Developments, Under Construction 2017/18

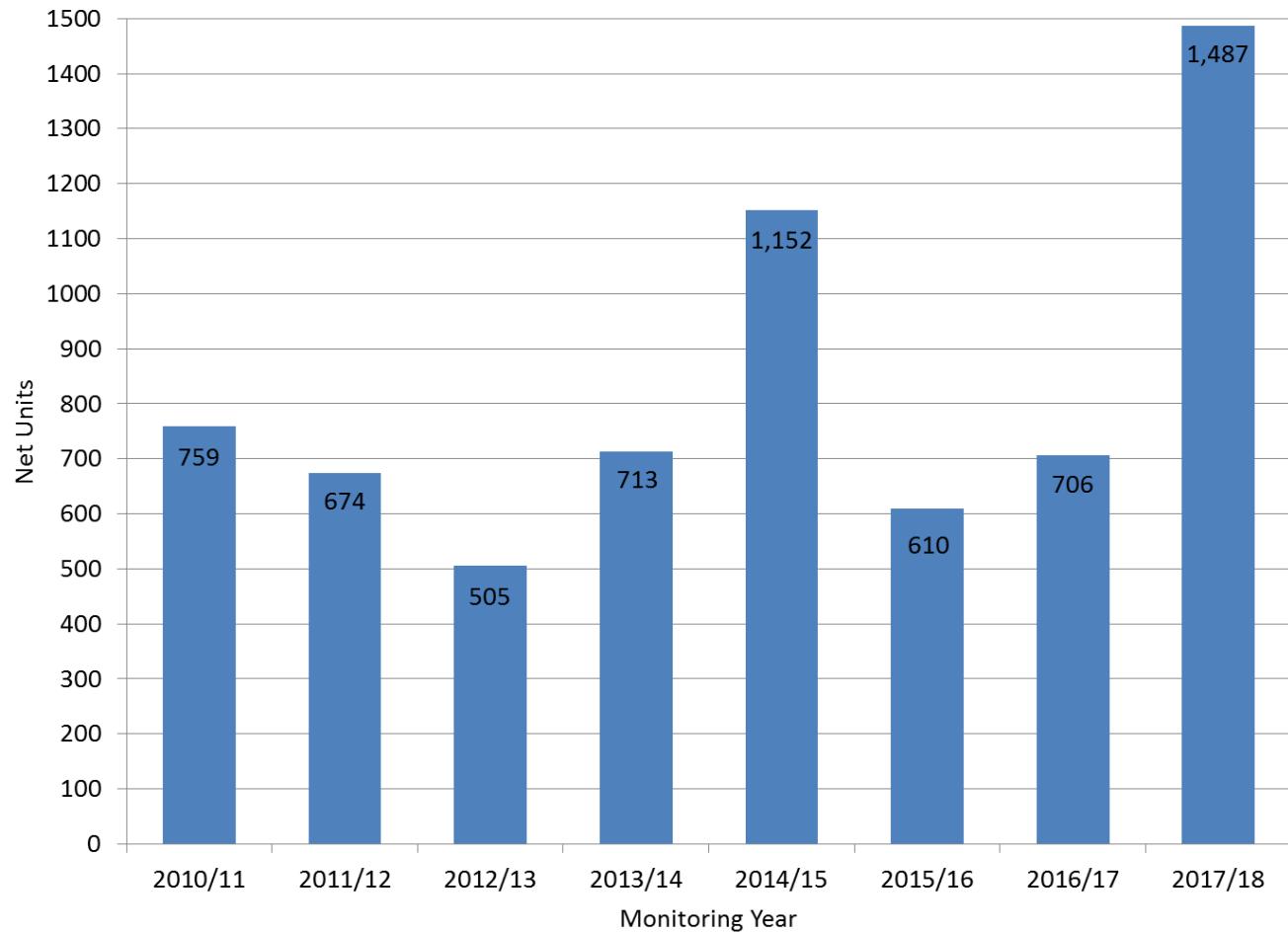
Address	Development	Net Units:	Year Commenced:
Preston Barracks, Mithras House and Watt Building Lewes Road	Demolition of existing buildings and construction of mixed use development including Student and 369 residential units	363	2017/18
Land at Brighton Marina comprising Outer Harbour, West Quay and adjoining land, Brighton	Phase 2: 244 flats plus crèche, community room and youth space, visitor centre and viewing platform (Phase 2 of development for 853 flats)	244	2009/10
Circus Street Development, Brighton	Demolition of existing buildings and replacement with a mixed use development including 142 residential apartments	142	2015/16
The Astoria 10-14 Gloucester Place Brighton	Demolition of existing building and construction of a new building to form 70 residential units	70	2017/18
Court Farm House, King George VI Avenue	Demolition of existing buildings and erection of 69 flats	69	2017/18
70 Goldstone Lane, Hove	Redevelopment of site to provide 59 apartments and 6 dwelling houses	65	2016/17
Prestamex House, 171 - 173 Preston Road	Prior approval for change of use from offices to 63 flats	63	2016/17
Former Texaco Garage Site, 133 Kingsway, Hove	Proposed demolition of garage and erection of 55 residential apartments and retail floorspace.	58	2017/18
9-16 Aldrington Basin/Land South of Kingsway Basin Road North Portslade	Demolition of business unit and erection of mixed use commercial premises and 52 residential units.	52	2016/17
Saunders Glassworks Sussex Place Brighton	Erection of a block of flats, two bungalows and a house comprising a total of 49 units	49	2013/14
Lansdowne Place Hotel Lansdowne Place Hove	Part demolition, change of use and alteration and extensions to convert hotel to 45 residential units.	45	2016/17
251- 253 Preston Road Brighton BN1 6SE	Conversion, extension and refurbishment to create of 22 apartments. Erection of 6 houses	28	2017/18
Baptist Tabernacle, Montpelier Place	Demolition of church and erection of 24 residential units	24	2017/18
4-7, 9-10 & 15-20 Kensington Street	Erection of 12 residential units	12	2017/18
123 - 129 Portland Road, Hove	Prior approval for change of use from offices to 12 residential apartments.	12	2016/17

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5. Residential Planning Permissions Granted

In 2017/18 there were 1,487 net units permitted (Chart 7) through 174 applications¹²; including applications for prior approval for the change of use to residential through permitted development. This is more than double the 706 net units permitted in the previous monitoring year despite a lower number of planning applications approved.

Chart 7: Number of Residential Units Permitted 2010-2018



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There were 18 major residential developments¹³ permitted in 2017/18, which, when complete, will provide 1,261 net units (Table 6). Of these, 53 were completed and 491 were commenced in the monitoring year.

¹² Discounts any multiple applications made on the same site

¹³ 10 or more units

Table 6: Major Developments, Permitted 2017/18

Address	Development	Net Units:
Preston Barracks, Mithras House and Watt Building Lewes Road	Demolition of existing buildings and construction of mixed use development including Student and 369 residential units	363
Anston House, 137 - 147 Preston Road, Brighton	Demolition of existing building and erection of 229 residential units	229
Land Off Overdown Rise And Mile Oak Road Portslade	Outline application for the erection of up to 125 dwellings	125
Site Of Sackville Hotel, 189 Kingsway Hove	Erection of 60 residential dwellings	60
Crown House 21 Upper North Streett Brighton	Prior approval for change of use from offices to 59 residential units.	59
Former Texaco Garage Site, 133 Kingsway, Hove	Proposed demolition of garage and erection of 55 residential apartments and retail floorspace.	58
Palmer & Harvey House, 106-112 Davigdor Road , Hove	Prior Approval for change of use from offices to 57 flats.	57
Russell House, Russell Mews, Brighton	Prior approval for Change of Use from offices to 53 flats	53
MERSEN UK LTD, South Street, Portslade	Demolition and conversion of buildings to a mixed use development including 37 flats and erection of 11 dwellings	48
The Downsman, 189 Hangleton Way, Hove	Demolition of public house and erection of 33 dwellings	33
City College, 87 Preston Road, Brighton	Change of use from education to 25 flats	25
Baptist Tabernacle, Montpelier Place, Brighton	Demolition of church and erection of 24 residential units	24
76-79 And 80 Buckingham Road, Brighton	Demolition and erection of 20 residential units and conversion to provide four dwellings	22
Units 11-14 Hove Business Centre, Fonthill Road, Hove	Prior approval for change of use from office to 15 flats	15
123 - 129 Portland Road, Hove	Prior approval for change of use from offices to 12 apartments.	12
1-6 Grand Parade , Brighton	Prior approval for change of use of office to 12 flats	12
4-7, 9-10 & 15-20 Kensington Street	Erection of 12 residential units	12

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6. Future Residential Provision

The 2018 SHLAA¹⁴ 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 21 of the 2018 SHLAA Update. The 2018 SHLAA Update has also been used to update the city's five year housing land supply position which has been summarised in Section 5 of the 2018 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 2017¹⁵. This provides publicly available information on previously developed (brownfield) sites within the city which offer potential for housing development. The first Brownfield Land Register was published in December 2017 after a list of sites to include in Part 1 of the Register was consulted on between 13 November and 4 December 2017. The Register will be reviewed on an annual basis and was last updated and published on the council website¹⁶, in December 2018, after consultation between 20 November and 11 December 2018. Submissions of new sites, or proposed changes to a site, for inclusion in the 2019 Brownfield Land Register, are welcome if received before 30th November 2019. Details of how to make a submission are available on the Brownfield Land Register page of the council website¹⁶



¹⁴ [Strategic Housing Land Availability Assessment 2018, Brighton & Hove City Council 2019](#)

¹⁵ [Brownfield registers and permission in principle \(MHCLG April 2017\)](#)

¹⁶ [Brighton & Hove City Council Brownfield Land Register \(December 2018\)](#)

8. Student Accommodation, Halls of Residence and HMOs

Policy CP21 in City Plan Part One¹ 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.

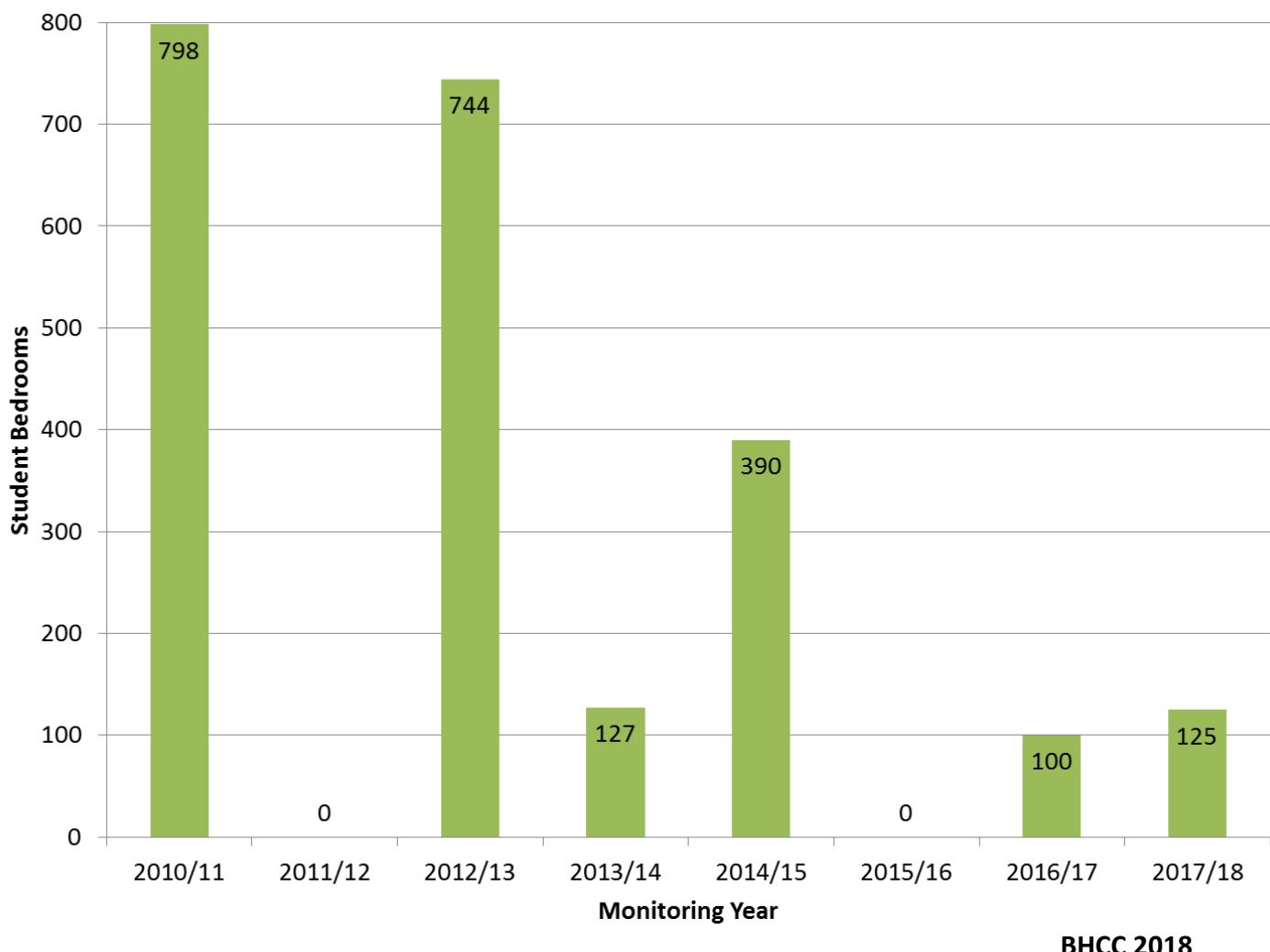
Table 6: City Plan Part One Strategic Allocations for Purpose Built Student Housing

Location	Bedrooms	Progress 2017/18
Preston Barracks and the University of Brighton, Lewes Road	750	1,338 bedrooms permitted and commenced 2017/18
East Slope and land adjoining to the east, University of Sussex	592	Net increase of 592 bedrooms through redevelopment of East Slope. Outline application for 2,530 bedrooms approved 2015/16 with 1,868 bedrooms commenced and a further 249 bedrooms approved 2016/17. This includes redevelopment of the West Slope part of the campus.
Circus Street, Brighton	400	450 bedrooms commenced 2015/16
Pelham Street, Brighton	300	No progress
Varley Halls, Coldean Lane, Brighton	150	Complete

There were 102 units of PBSA completed in 2017/18 providing 125 bedrooms. The two PBSA schemes which contributed the majority of student bedrooms in the monitoring year were both constructed on Lewes Road. 51 self-contained student studio flats were erected at 119 Lewes Road and 44 rooms were completed at 106 Lewes Road. Since 2010 there have been 2,284 additional student bedrooms created in PBSA (Chart 8). There were 1,345 student bedrooms approved in the monitoring year, most of which were part of the development on the Preston Barracks site which is also located on Lewes Road, Brighton. The development will include 534 bed spaces in three blocks and 804 bed spaces in five blocks on parcels of land on either side of Lewes Road. There were extant permissions for 4,110 new student bedrooms at the end of the monitoring year.



Chart 8: Number of New Student Bedrooms Completed 2010-2018

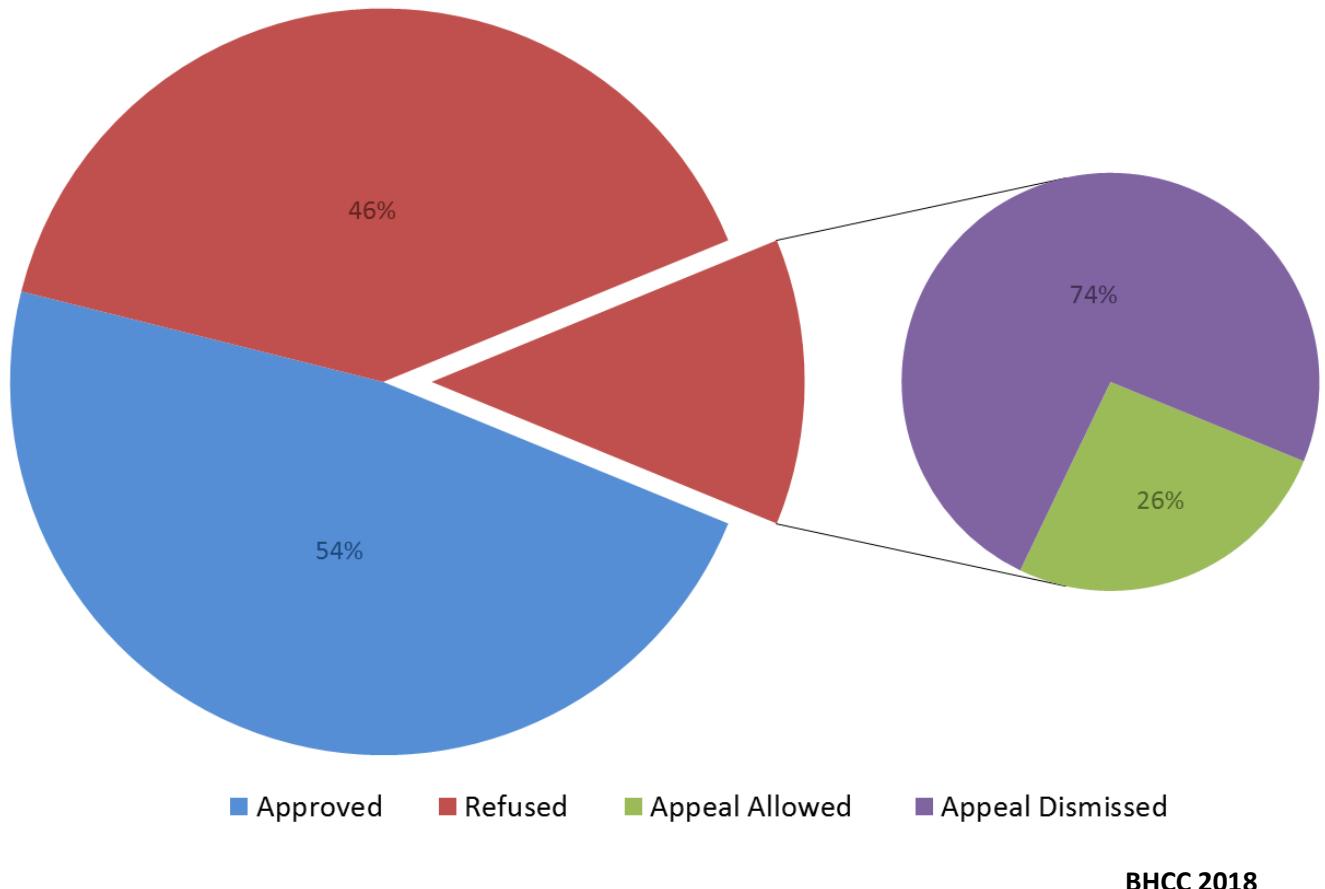


The city has a high number of HMOs; there are approximately 5,000 licensed HMOs in the city. This increase is partly due to housing prices and the availability of housing within the city forcing groups such as young working professionals to seek affordable private rented housing and partly due to the 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 HMO¹⁷. 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 191 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 2018. Of these, 104 were approved and 87 refused. Of those refused, 27 were subject to appeal, of which seven were allowed (Chart 9). This suggests that over forty percent applications, which would have previously been permitted development, were considered to have a potentially negative impact. In 2017/18, 28 applications were approved and 33 refused; thirteen were appealed of which one was allowed.

¹⁷ Properties lived in by three to six people where facilities such as a kitchen or bathroom are shared

Chart 9: Decisions on HMO applications in Article 4 Wards 2013-2018



9. Gypsy and Traveller Provision

Policy CP22 ‘Traveller Accommodation’ in City Plan Part One¹⁸ 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 2014¹⁹. 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 2016 which added 12 permanent pitches to the Horsdean Traveller site alongside the 21 transit pitches already on the site. A joint site search and assessment with the South Downs National Park Authority has been undertaken as part of the preparation for the City Plan Part Two¹⁹ which did not identify any additional potentially suitable and available sites.

¹⁸ [Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment : BHCC and the SDNPA December 2014](#)

¹⁹ [Gypsy & Traveller Site Assessments 2017](#)

