

COMMITTEE: PLANNING
DATE: 30 May 2017
SUBJECT: Update on Housing Delivery
REPORT OF: Director of Strategy, Planning & Regeneration

Ward(s): All

Purpose: To provide Members with an update on housing delivery in the 2016/17 and the current position in relation to the Five Year Housing Land Supply

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Recommendations: That Members note the contents of this report.

1.0 Introduction

- 1.1 This report provides an update on housing delivery at the end of the 2016/2017 financial year. It is part of the quarterly feedback to Planning Committee on housing delivery rates.
- 1.2 This report identifies the number of units granted permission in the year, the number of units with permission that have yet to start construction, the total number of units completed, and updates Members on the latest position in relation to the Five Year Housing Land Supply.

2.0 Background

- 2.1 National planning policy places considerable weight on the delivery of new housing. Delivery of housing is assessed in two ways
 - the number of residential units built;
 - the number of residential units due to be built in the next five years (known as the Five Year Housing Land Supply).

The two are linked to the extent that a reduction in the number of units built will increase the number needed to be built in the next five years to make up for the shortfall.

- 2.2 The identification of a Five Year Housing Land Supply is a requirement of the

National Planning Policy Framework (NPPF). A Five Year Housing Land Supply means identifying sufficient housing land in order to meet the cumulative annual housing delivery target for the next five years (i.e. annual target multiplied by five), plus a buffer. This buffer should be 5% unless there is a record of persistent under-delivery of housing, in which case the buffer increases to 20%.

- 2.3 The NPPF states that Local Plan policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites. It also states that where relevant policies are out-of-date, permission should be granted *unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole (NPPF, para 14)*.
- 2.4 This means that if a five year housing land supply cannot be demonstrated, there is a significant risk that refusals of planning permission for residential development could be overturned on appeal with associated cost implications, even if the application is contrary to Local Plan policy.
- 2.5 National policy and case law has shown that the *'demonstration of a 5 year supply is a key material consideration when determining housing applications and appeals'* (Planning Practice Guidance, Paragraph: 033 Reference ID: 3-033-20150327¹).
- 2.6 The Government's White Paper *'Fixing Our Broken Housing Market'*, published in February 2017, includes a proposal to introduce a new housing delivery test to assess the number of residential units delivered against the local plan target from November 2017. Depending on the percentage of the target delivered, different responses will be required with the intention of boosting the supply of housing.

3.0 Housing Completions

- 3.1 The Core Strategy (adopted 2013) plans for the delivery of 5,022 net additional dwellings between 2006 and 2027. As of the end of 2016/17, a total of 2,576 units had been delivered since the start of the plan period. This leaves 2,446 units to be delivered until the end of the plan period at an annual average of **244.6** units per year.
- 3.2 Falling housing delivery rates over recent years has meant that the total number of units that have been delivered is now less than the cumulative target. At this point in the plan period, **2,640** units should have been delivered, so actual delivery is 64 units short of the number of houses that should have been delivered at this point in the plan.

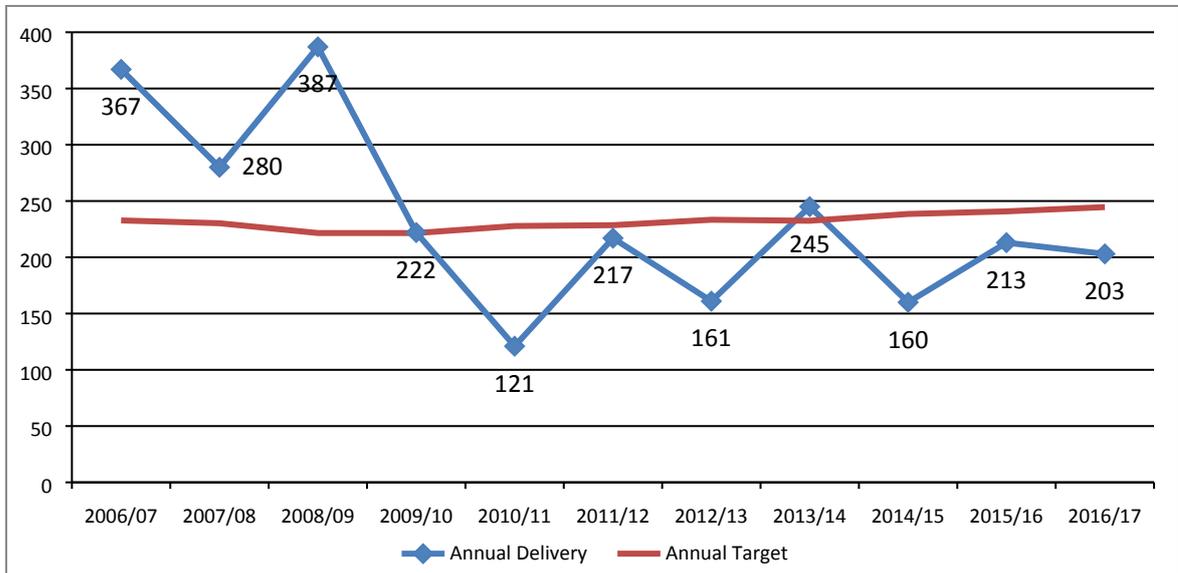
¹ <https://www.gov.uk/guidance/housing-and-economic-land-availability-assessment>

3.3 In the 2016/17 year, a total of 203 net additional dwellings have been completed, compared to an annual target of 240 new dwellings per year. These 203 net dwellings were provided across 48 sites. The highest number of dwellings was completed in Quarter 4.

Completed	Net Additional Units	Sites
Quarter 1 2016/17	40	6
Quarter 2 2016/17	38	6
Quarter 3 2016/17	50	20
Quarter 4 2016/17	75	16
Total 2016/17	203	48

3.4 Of the 203 units completed within the year, 87 were delivered at the Meadows View development on Kings Drive. In addition, 12 delivered through a change of use from office to residential at 27 St Leonards Road and 9 through the redevelopment of Koala on Kings Edwards Parade. 37 sites (77%) delivered less than 5 units, with 24 sites (50%) only delivering only one unit each.

3.5 Annual housing delivery has only exceeded the target once in the last 8 years and five times in the 11 years of the plan. The last five years has seen a total of 982 units delivered against a target of 1,200.



4.0 New Commitments

4.1 During the 2016/17 financial year, a total of 305 net additional units were granted permission across 79 sites. By comparison, a total of 246 units were committed in 2015/16.

4.2 Of the 305 units granted permission, 91 units were committed through changes of use of office to residential at 20 Upperton Road (56) and 2 St

Anne's Road (35). 64 sites (81%) were granted permission of less than 5 unit, with 33 sites (42%) being granted permission for just one additional unit.

Newly Committed	Net Additional Units	Sites
Quarter 1 2016/17	107	24
Quarter 2 2016/17	49	17
Quarter 3 2016/17	104	20
Quarter 4 2016/17	45	18
Total 2016/17	305	79

4.3 It has been identified that a total of **173** net additional units across 25 development sites were refused planning permission in 2016/17. A list of these refusals is attached to this report within Appendix 2.

4.4 It is important to recognise that not all of the units granted permission will be built. Evidence over the Core Strategy plan period (since 2006) suggests that 76% of units granted permission are completed. At a 76% delivery rate, meeting the Core Strategy target of 240 units per year would require 316 units to be granted permission each year.

5.0 Total Commitments

5.1 As at the end of the 2016/17 year, there were **580** net additional dwellings with permission that have yet to commence across 87 sites. This includes:

- 102 units at Bedfordwell Road Depot
- 61 units at the former Caffyns site on Upperton Road
- 56 units at 20 Upperton Road
- 36 units at 2-4 Moy Avenue
- 35 units at St Anne's House, St Anne's Road

5.2 As at the end of the 2016/17 year, there were **259** units under construction across 36 development sites. This includes:

- 72 units at Site 1, Sovereign Harbour
- 70 units at Site 7c, Sovereign Harbour
- 13 units at land at Sumach Close

6.0 Housing Delivery Test

6.1 There is a proposal in the Housing White Paper to introduce a new Housing Delivery Test on local authorities from November. The test will identify the number of houses built against the housing target over a rolling three year period. The first assessment period for the Housing Delivery Test will be for financial years April 2014 – March 2015 to April 2016 – March 2017.

- 6.2 If during the first assessment period the delivery of housing falls below 95% of the target, local authorities will be required to publish an action plan setting out an understanding of the key reasons for the situation and the actions that could be taken to get home-building back on track. Where local authorities are delivering less than 85% of their housing target will also be required to add a 20% buffer to their Five Year Housing Land Supply calculation.
- 6.3 An analysis of housing delivery over the first assessment period shows that 576 units were delivered against a target of 720, which equates to 80% delivery. This means that from November 2017, the Five Year Housing Land Supply buffer will be increased to 20% and an action plan on housing delivery will need to be produced.

7.0 Five Year Housing Land Supply Assessment

- 7.1 The annual requirement over the remaining plan period is 244.6 units per year, and therefore the five year requirement is 1,223 units. However, the delivery of only 80% of the housing target over the last five years, including just one year of exceeding the target, indicates a persistent under-delivery of housing in Eastbourne, and along with the results of the housing delivery test that will apply from November, this suggests that the 20% buffer should now be used.
- 7.2 The additional 20% buffer equates to an additional years' worth of the target, making the Five Year Housing Land Supply requirement for Eastbourne **1,468** units. Eastbourne Borough Council is required to identify sufficient land to meet this requirement.
- 7.3 The current assessment of the Five Year Housing Land Supply identifies that as of the end of the 2016/17 financial year, Eastbourne has a supply of housing land equivalent to **839** units. This currently consists of sites with permission, including those where construction has started and those where construction has not started. This is because it is currently not possible to identify any housing development sites that have the potential to come forward within the next five years.
- 7.4 The Assessment shows that Eastbourne currently has a **2.8 year** supply of housing land (or **57%** of the Five Year Housing Land Supply requirement including 20% buffer). Eastbourne Borough Council is 629 units short of having a Five Year Housing Land Supply (including 20% buffer).
- 7.5 As a five year housing land supply cannot be demonstrated, current policies cannot be relied upon to justify a refusal of permission and therefore there is a significant risk of future planning refusals for residential development being overturned at appeal.
- 7.6 The under-delivery of housing continues to increase the Five Year Housing

Land Supply requirement, as under delivery increases the annual target used to calculate the requirement. In addition, a low rate of sites being granted permission means that the number of units in the Five Year Housing Land Supply is falling. Both factors combined mean that it will be very difficult for a Five Year Housing Land Supply to be identified in the near future, unless additional housing development sites can be identified.

8.0 Conclusion

- 8.1 National planning policy places considerable weight on the delivery of new housing, and the five year housing land supply is a material consideration in the determination of planning application.
- 8.2 Eastbourne currently has a housing land supply equivalent to 839 units, which represents 2.8 years supply of land, including the 20% buffer required as a result of persistent under-delivery of housing and the housing delivery test. Therefore a five year housing land supply cannot be demonstrated, which means local plan policies relevant to the supply of housing are out of date and cannot necessarily be relied upon to refuse development.
- 8.3 The process for identifying additional sites is currently underway through the Strategic Housing & Employment Land Availability Assessment. This study is due to be completed over the summer 2017, and will inform the production of a new Local Plan. The more sites identified as developable through this process, the closer to the Five Year Housing Land Supply requirement will be. This will give Members better control over approvals and greater comfort that refusals won't be overturned on appeal.

Background Papers:

The Background Papers used in compiling this report were:

- Eastbourne Core Strategy Local Plan 2006-2027
- National Planning Policy Framework (2012)
- Fixing Our Broken Housing Market – Government White Paper (2017)

To inspect or obtain copies of the background paper, please refer to the contact officer listed above.

Appendix 1 – Housing Delivery Statistics 2016/17 by Ward

Ward	Net Completions in Year	Net Newly Committed in Year	Total Commitments (not commenced)	Total Under Construction
Devonshire	33	83	103	24
Hampden Park	0	2	1	14
Langney	0	5	3	2
Meads	48	46	53	23
Old Town	1	3	8	4
Ratton	1	5	5	1
Sovereign	6	3	0	156
St Anthonys	0	16	47	25
Upperton	114	142	360	10
TOTAL	203	305	580	259

A full list of sites in each category is available on request

Appendix 2 – Applications involving net gain in residential units that were refused

Ref	Location	Description	Net Gain in Units	Date	Decision
151314	Ridgelands, 2 Upland Road	Erection of a two and a half storey building containing 10 two bedroom flats and 12 parking spaces with a new vehicular access from Upland Road.	9	21/04/2016	Planning Committee
160234	Aligra House, 55 Friday Street	Demolition of garage at rear of site (accessed from Sorrel Drive) and erection of new dwelling house in its place.	1	25/04/2016	Delegated
160259	15 Hartfield Road	Erection of detached 5 no. bed dwelling on land to the rear of 15 Hartfield Road facing Eversfield Road.	1	28/04/2016	Delegated
160374	Henley House, 4 Enys Road	Proposed change of use from garage to single private dwelling together with side extension to existing ground floor studio flat.	1	11/05/2016	Delegated
160332	182-184 Seaside	Proposed change of use from retail to residential.	1	16/05/2016	Delegated
160316	33 Meadowlands Avenue	Proposed two storey dwelling with parking space.	1	18/05/2016	Planning Committee
160307	2 Snowdon Close	Erection of an attached dwelling at side.	1	25/05/2016	Delegated
160377	56a Grove Road	Converting lower ground floor area into a self-contained flat at 56A Grove Road.	1	25/05/2016	Delegated
160376	21 Susans Road	Four storey extension to North-west elevation and conversion of retail unit to residential accommodation. Use of extended building as 9	3	27/05/2016	Delegated

Ref	Location	Description	Net Gain in Units	Date	Decision
		residential units. Reinstatement of light wells with decorative railings. Associated internal and external works.			
160666	15 Beamsley Road	Sub-division of a single family dwelling into smaller units comprising 1 Studio Apartment, 1no 1 Bed Apartment and 1No. 2 Bed Apartment.	2	09/08/2016	Delegated
160690	18-22 Terminus Road	Proposed conversion of top floor to provide a self-contained residential unit including the addition of 2no. pitched roof dormers on the front elevation and 1no. flat roof dormer to the rear.	1	09/08/2016	Delegated
160717	Meridale Guest House, 91 Royal Parade	Retrospective change of use from C1 (Guest house) to C3 (Single Residential Dwelling)	1	02/09/2016	Delegated
160908	Land to the West of Larkspur Drive	Outline planning permission (Access, Appearance, Layout and Scale) for erection of up to 9 no. dwellings including potential for hard and soft landscaping and car parking.	9	21/09/2016	Delegated
160924	12 The Broadway	Create a two bedroom flat (C3) from an A1 use shop under Prior Approval Class M of GPDO as amended 2015	1	06/10/2016	Delegated
160892	Suite 2, 22 Church Street	An extension and alteration to property to create 1no. 1 Bedroom flat.	1	12/10/2016	Delegated
160842	259 Seaside	Proposed two bedroom single storey dwelling with disabled access to the rear of 259 Seaside,	1	03/11/2016	Delegated

Ref	Location	Description	Net Gain in Units	Date	Decision
		accessed from Seabeach Lane.			
161115	Veritek House, Edgeland Terrace	Prior approval for change of use from offices to form 11 residential units	11	04/11/2016	Delegated
160538	Land to rear of 48 St Leonards Road	New build 3 storey residential accommodation consisting of 11; dwellings and 11 car parking spaces	11	16/11/2016	Planning Committee
160974	47 Enys Road	Conversion of flat into 2 studio flats	1	16/11/2016	Delegated
160929	2-4 Moy Avenue	Proposed refurbishment and extension to existing telephone exchange building and the construction of two number; part three, part four storey buildings to the rear to provide a total of 95 one and two bedroom flats, with 91 on site car parking spaces.	95	17/11/2016	Planning Committee
161318	24 Hyde Road	Demolition of existing community centre with change of use for a new build residential development comprising of six 2-bed apartments.	6	22/12/2016	Delegated
161364	8 Chiswick Place	To demolish existing single garage, move rear garden boundary within site and erect 2 storey two bedroom detached dwelling	1	26/01/2017	Delegated
170002	4 Walnut Tree Walk	Erection of a detached dwelling with integral garage	1	21/02/2017	Delegated
170115	Veritek House, Edgeland Terrace	Notification for prior approval for a Proposed Change of Use of a building from Office Use	11	14/03/2017	Delegated

Ref	Location	Description	Net Gain in Units	Date	Decision
		(Class B1(a)) to a Dwelling House (Class C3);under Town and Country Planning (General Permitted Development) Order;2015 Schedule 2, Part 3, Class O. Proposal of Veritek House to be converted from Offices (B1) to 11no. Dwelling Units (C3).			
170132	Flat 2, 29 Rosebery Avenue	Retrospective application for change of use from ancillary building to separate residential dwelling.	1	27/03/2017	Delegated