

Public Document Pack



SUPPLEMENTARY AGENDA

Dear Councillor

PLANNING AND LICENSING COMMITTEE - TUESDAY, 1ST DECEMBER, 2015

I am now able to enclose, for consideration at next Tuesday, 1st December, 2015 meeting of the Planning and Licensing Committee, the following reports that were unavailable when the agenda was printed.

Agenda No	Item
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- | | |
|----|---|
| 3. | <u>Authority Monitoring Report: Housing (Pages 3 - 20)</u> |
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Yours sincerely

Head of Paid Service

Encs

1 December 2015

Planning and Licensing Committee

Authority Monitoring Report: Housing

Report of: *Gordon Glenday – Head of Planning & Development*

Wards Affected: *All*

This report is: *Public*

1. Executive Summary

- 1.1 Each year the Council publishes an Annual Monitoring Report (AMR). This sets out how the Borough's planning policies have been implemented over the previous financial year and monitors progress on the preparation of documents as set out in the Council's Local Development Scheme timetable.
- 1.2 Regulations specifying the content and frequency with which the Annual Monitoring Report must be published have changed. Local planning authorities now have more flexibility when monitoring, no longer needing to wait annually until publishing information. This coincides with a change of name to "Authorities Monitoring Reports", reflecting the fact that information can be published as and when it becomes available.
- 1.3 A residential monitoring update has been prepared with information relating to residential completions for the period 1 April 2014 to 31 March 2015. This update forms the first of what will be a series of updates each reporting on different monitoring issues, which together will form the Council's Monitoring Reports.

2. Recommendation

- 2.1 To approve the Housing chapter of the Authority Monitoring Report 2014/15, as set out in Appendix A.**
- 2.2 To approve the new approach to monitoring data, publishing information once it becomes available as part of the Council's Authority Monitoring Report and in a variety of formats online.**

3. Introduction and Background

- 3.1 This report provides an update of key residential indicators. It also introduces the first of a series of updates each reporting on different monitoring issues, which together will form the Authority Monitoring Report.
- 3.2 The Localism Act 2011 and 2012 Regulations set out changes to the Council's monitoring responsibilities, giving local planning authorities more flexibility as to how and when they prepare their reports and how often. The requirement to submit to the Secretary of State has been removed and a requirement introduced for local planning authorities to publish this information directly to the public at least yearly in the interests of transparency.
- 3.3 The indicators used to monitor the Local Plan are in the process of being updated as the Council prepares a new Local Development Plan for the Borough. Once adopted the new Plan will establish targets and indicators that will be used to monitor the effectiveness of its policies over time.
- 3.4 Prior to the adoption of the new Plan this paper provides an update of key residential indicators and forms the first of what will be a series of downloadable reports and spreadsheets. It is important that the Council publishes this information in order to share performance and achievements with the local community as information becomes available.
- 3.5 This report is to approve residential monitoring information for 2014/15. In future additional monitoring information will be published as it becomes available, such as employment and retail figures. Together the series of monitoring updates will form the Borough's Authority Monitoring Report.

4. Issue, Options and Analysis of Options

- 4.1 Key findings from 2014/15 housing monitoring are:
- *Housing Completions* – A total of 159 (net) homes were completed during 2014/15, equating to 54 more residential completions than in 2013/14. However, this still falls short of the Borough's objectively assessed housing need (362 dwellings per year) by 203 dwellings.
 - *Affordable Housing* – An important issue within the Borough with house prices significantly higher than average prices for England. The

supply of affordable housing is variable from one year to another. A total of 19 affordable homes were completed in 2014/15, which contributes 10.7% of all homes completed in the monitoring year. This contrasts to no affordable housing completions in 2013/14.

- 4.2 The full Housing chapter of the Authority Monitoring Report 2014/15 to be published is set out in Appendix A.
- 4.3 The Government has instructed local authorities to take a proactive stance to publishing all information, making sure that it is easy to find and understand. Guidance states that data must be published without restriction. Public data should be released in an "open format" that is reusable, available to everyone to be exploited for social and/or commercial purposes.
- 4.4 To this end the Council has committed to the DataShare service, available to view on our website under "Open Data". This service makes it easier for everyone to access and inspect data, and simpler for developers to use the data in their applications, websites and widgets.
- 4.5 Planning and related data published as part of the Authority Monitoring Report will also be available to view on DataShare. This will be made available for viewing online or downloading in accessible formats. This supports the Council's commitment to transparency, involvement and innovation, making public data (that is not sensitive or personal) freely available to view and download in a variety of formats. The Council's DataShare site can be accessed at opendata.brentwood.gov.uk.

5. Reasons for Recommendation

- 5.1 Publication of the Housing chapter for the Authority Monitoring Report 2014/15 allows information on residential completions in the Borough to be shared with the local community, as well as other related information. It also meets the monitoring requirements set out in the Town and Country Planning Regulations 2012, as amended by the Localism Act 2011.
- 5.2 Unlike previous Annual Monitoring Reports published each year, Authority Monitoring Reports can provide up to date information on specific issues as and when it becomes available. This allows for greater transparency and up-to-date feedback.
- 5.3 In addition to publishing monitoring information in usual formats, such as a PDF document on the Planning pages of the Council's website, using the

DataShare site will help meet the Council's commitment to being open and transparent. Planning monitoring data will be freely available to view and download in a variety of formats.

6. Consultation

- 6.1 Authority Monitoring Reports are not subject to public consultation. Documents that the report will provide updates on will be available for public consultation (i.e. Local Development Plan, Community Infrastructure Levy, and Neighbourhood Plans).

7. References to Corporate Plan

- 7.1 The Local Development Plan is a key priority in the Council's recently adopted corporate plan 'Vision for Brentwood' 2016-2019.
- 7.2 Authority Monitoring Reports monitor the implementation of the Local Development Scheme (Local Plan timetable) and the extent to which policy targets are being achieved.

8. Implications

Financial Implications

Chris Leslie, Finance Director

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- 8.1 The cost of monitoring data, both as part of preparing a new Local Development Plan for the Borough and the statutory requirements of regularly publishing information, has been accounted for within the Planning Policy budget.

Legal Implications

Chris Potter, Monitoring Officer

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- 8.2 The requirement to regularly publish monitoring data related to Local Development Plan progress and policy implementation is set out in the Town and Country Planning Regulations 2012 as amended by the Localism Act 2011.

Other Implications (where significant) – i.e. Health and Safety, Asset Management, Equality and Diversity, Risk Management, Section 17 – Crime & Disorder, Sustainability, ICT.

- 8.3 There are no other implications identified that are not already specified within this report.

9. Background Papers

9.1 None

10. Appendices to this report

Appendix A - Authority Monitoring Report 2014/15, Housing (November 2015)

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AUTHORITY MONITORING REPORT 2014/15: HOUSING

Monitoring Brentwood Borough Council's local planning policies

DRAFT

November 2015



DataShare

Our Data. Free for all.

Published November 2015

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The Council is committed to being open and transparent. Government guidance states that data must be published without restriction. Public data should be released in an "open format" that is reusable, available to everyone to be exploited for social and/or commercial purposes.

DataShare is being developed as a way to make accessing and inspecting data easier for everyone; as well as simpler for developers wishing to use the data in their applications, web sites and widgets.

Data from Authority Monitoring Reports is also available in accessible formats on the Council's DataShare site. Brentwood's DataShare can be found at **opendata.brentwood.gov.uk**

Cover photo: The Stables, Trueloves Lane, Ingatestone
(November 2014)

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1 INTRODUCTION

- 1.1 The introduction of the Localism Act (2011) and updates to the Town and Country Planning Regulations 2012 removed the requirement for local planning authorities to send an Annual Monitoring Report to the Secretary of State. However, the act retains the overall duty to monitor the implementation of the Local Development Scheme and the extent to which policy targets are being achieved in the Local Plan.
- 1.2 The Act allows for more flexibility when monitoring and amends the name Annual Monitoring Report to "Authorities Monitoring Reports", reflecting the fact that information can be published as and when it becomes available.
- 1.3 Indicators used to monitor the Local Plan are in the process of being updated as the Council prepares a new Local Development Plan for the Borough. Once adopted the new Plan will establish targets and indicators that will be used to monitor the effectiveness of its policies and strategies over time.
- 1.4 Prior to the adoption of the new Plan this report provides an update of key residential indicators and forms the first of what will be a series of downloadable reports and spreadsheets. Examples of the themes to be published as part of the Council's monitoring reports include housing, economy, co-operation, neighbourhood planning and development contributions.
- 1.5 Publishing information online in accessible formats meets the Council's commitment to sharing public data in an "open format" that is reusable and available to everyone for social and/or commercial purposes. Available data on specific themes will be published as soon as possible in order to share information on the performance and achievements of the planning service with the local community.
- 1.6 This monitoring report for housing is for the period 1 April 2014 to 31 March 2015.

2 HOUSING COMPLETIONS

Completions 2014/15

2.1 Table 1 shows the number of homes that have been completed in Brentwood Borough since 2001.

2.2 During 2014/15 a total of 159 net additional dwellings were completed. The net figures comprise of additions to housing stock from new build, change of use and conversions minus any losses as a result of demolitions, changes of use and conversions.

Table 1: Housing completions since 2001 by dwelling size and previously developed land

Year	Net Dwelling Completions						Gross Dwelling Completions		
	1 bed	2 bed	3 bed	4+ bed	Not known	Total	Total	No. PDL	% PDL
2014/15	55	79	26	15	-16	159	178	147	82.6%
2013/14	20	53	32	14	-14	105	119	97	81.5%
2012/13	42	117	50	21	-18	212	239	212	88.7%
2011/12	6	55	32	43	-4	132	148	131	88.5%
2010/11	78	249	25	46	-4	394	416	413	99.3%
2009/10	70	82	13	10	-9	166	188	188	100%
2008/09	67	109	12	19	44	251	273	267	97.8%
2007/08	67	127	39	22	-14	241	262	262	100%
2006/07	59	154	8	23	-26	218	256	256	100%
2005/06	41	31	10	23	11	116	140	139	99.3%
2004/05	25	85	18	28	-5	151	175	175	100%
2003/04	28	100	43	58	-20	209	231	229	99.1%
2002/03	34	128	75	47	-20	264	284	268	94.4%
2001/02	53	60	57	27	-16	181	199	196	98.5%

Source: Brentwood Residential Land Monitor

Note: Not known column =

2001/02: 2 unknown completions & 18 unknown losses. 2002/03: 20 unknown losses. 2003/04: 2 unknown completions & 22 unknown losses. 2004/05: 19 unknown completions & 24 unknown losses. 2005/06: 8 unknown completions & 18 unknown losses. 2006/07: 12 unknown completions & 38 unknown losses. 2007/08: 7 unknown completions & 21 unknown losses. 2008/09: 51 unknown completions & 7 unknown losses. 2009/10: 9 unknown losses. 2010/11: 4 unknown losses. 2011/12: 4 unknown losses. 2012/13: 18 unknown losses. 2013/14: 14 unknown losses. 2014/15: 16 unknown losses.

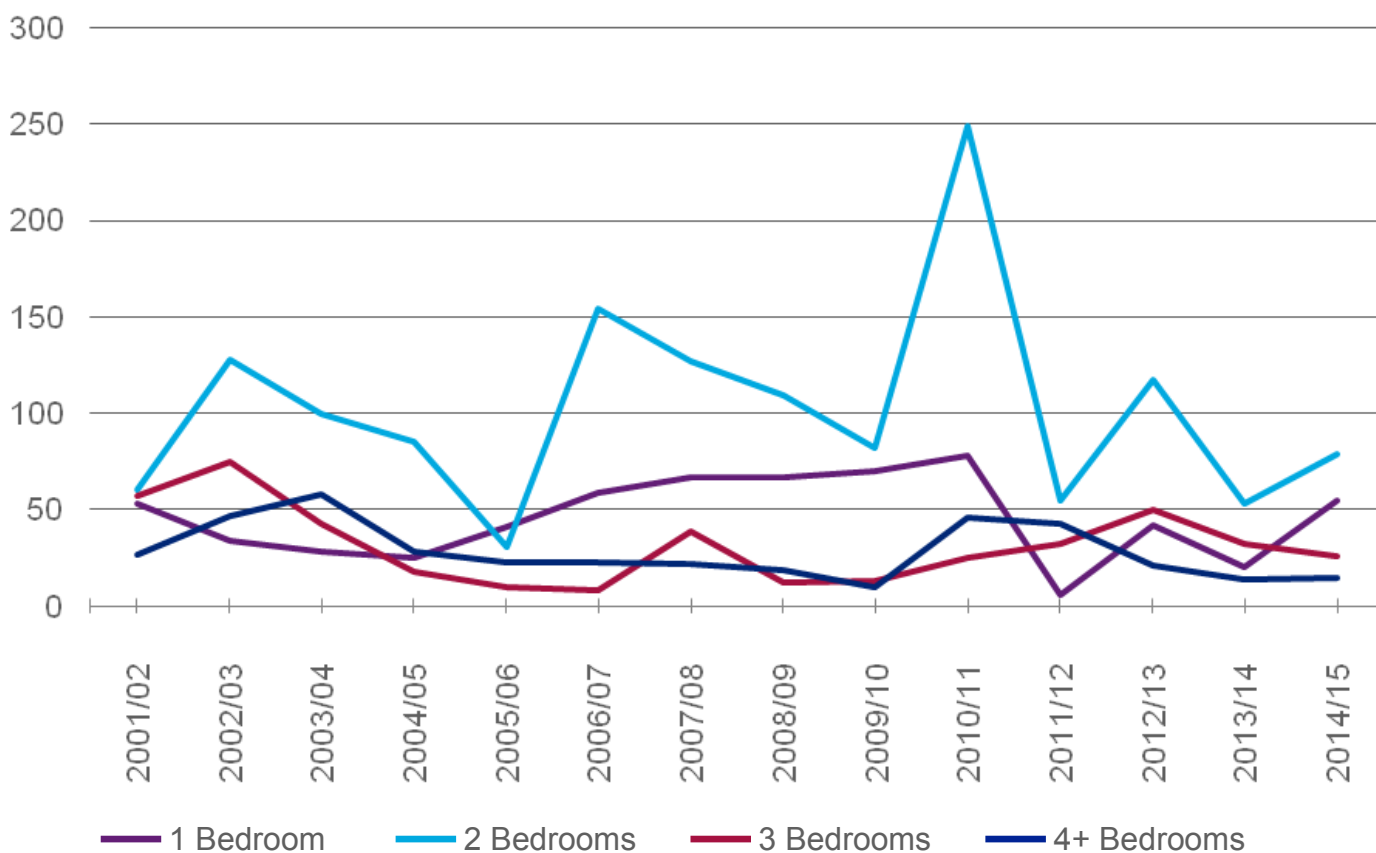
Completions on Previously Developed Land

- 2.3 Key to the achievement of sustainable development is making best use of previously developed land (PDL). Previously developed land is often referred to as brownfield whilst undeveloped land is often called greenfield. The National Planning Policy Framework (NPPF) encourages the effective use of land by reusing land that has been previously developed, provided that it is not of high environmental value.
- 2.4 As can be seen from Table 1, the Borough has consistently achieved high proportions of residential development on previously developed land since 2001. In the monitoring year 82.6% of completions were on previously developed land. There has been a slight decline in the levels of completions on previously developed land over the last four years, perhaps as a result of economic circumstances but almost certainly because of the change in the definition of previously developed land in 2010 to no longer include residential gardens.
- 2.5 This indicator will continue to be closely monitored, to ensure Plan objectives are being met.

Completions by Dwelling Size

- 2.6 Table 1 shows housing completions by number of bedrooms. There has been a continuing general decline in both the number and proportion of 4+ bedroom completions since 2001 with an observed emphasis on two bedroom homes.
- 2.7 The number of small households has been increasing due to extended life expectancy, household break up and the increasing number of young people who choose to live alone. Generally, newly forming households will be small households requiring smaller dwellings.
- 2.8 Table 1 shows that in 2014/15 79 homes completed were two bedroom dwellings, representing 50% percent of all net completions.

Graph 1: Net completions by dwelling size



Source: Brentwood Residential Land Monitor

Retention of Existing Residential Accommodation

- 2.9 In order to resist pressure for the release of greenfield land, either in the Green Belt or urban areas, it is important that optimum use is made of existing housing stock. In addition, loss of existing residential units through redevelopment or change of use, especially within or adjoining commercial centres, involves, in the main, small units of accommodation, which make a valuable contribution to the housing stock in terms of housing choice and affordability.
- 2.10 Policy CP1 of the Council's Replacement Local Plan (2005) seeks to prevent any net loss of residential units. During 2014/15 no permissions were granted involving the net loss of residential accommodation.

Change of Use of Upper Floors and Permitted Development

- 2.11 Upper floors above shops or other commercial premises frequently tend to be underutilised, being either used for storage or in many cases not used at all. This under use of space is not only a waste of valuable resources but tends to lead to neglect with a negative impact on the street scene. In order to make best use of existing urban land and provide additional small unit accommodation in sustainable central locations, Replacement Local Plan Policy H5 encourages changes of use above commercial premises to residential accommodation.

- 2.12 During the monitoring year three permissions were granted involving residential accommodation above commercial properties, as detailed below:
- 71 Ongar Road, Brentwood (14/00719/FUL) – Change of use of first floor office used in ancillary to ground floor shop into one self contained flat.
 - 9-11 High Street, Brentwood (14/01392/FUL) – Conversion of the existing first and second floor from retail to six residential units including their refurbishment and internal alterations.
 - 151A High Street, Brentwood (14/01267/FUL) – Conversion of offices to six flats and construction of an additional storey to provide an additional flat.
- 2.13 On 30 May 2013 a new amendment to the General Permitted Development Order (GPDO) came into force, for a temporary period of three years. This amended Permitted Development rights to allow changes of use from Class B1 (a) office to Class C3 residential without the need for planning permission. During the monitoring year prior approval was not required for the below application:
- 109A High Street, Brentwood (14/00172/PNJ56) – Change of use of first and second floors from office space to three self contained flats – Prior approval not required.

3 AFFORDABLE HOUSING

- 3.1 Affordable Housing is an important issue within the Borough with house prices significantly higher than average prices for England. Whilst local wages are above the national average, house prices and rental levels are well above what many households can afford.
- 3.2 The Council has undertaken a Strategic Housing Market Assessment (SHMA, 2014), which reinforces the importance of affordable housing provision, identifying a shortfall of 234 affordable units a year. In reality demand for market housing will continue and development viability would preclude this proportion of affordable housing provision. However, the SHMA, alongside other evidence, will inform the review of affordable housing policies.
- 3.3 Affordable housing supply through new build is severely constrained by the

Borough’s Green Belt location, restricted supply of development land and lack of development finance and public subsidy. In addition, much of Brentwood’s housing is provided on small sites below adopted thresholds set out in Policy H9 of the Replacement Local Plan (20 units and above or 0.66 hectares or more within the Brentwood Urban Area and 5 units and above or 0.16 hectares or more within defined settlements elsewhere in the Borough).

- 3.4 The supply of affordable housing is variable from one year to another, as shown in Table 2. A total of 19 affordable housing completions took place in the monitoring year, this contributes to 10.7% of all homes completed in 2014/15. The Council has a total of 54 affordable housing units with extant planning permission that are yet to be completed.

Table 2: Affordable housing completions since 2001

Year	Number of Affordable Housing Completions	% of Total Permanent Housing Completions
2014/15	19	10.7%
2013/14	0	0%
2012/13	20	16.4%
2011/12	51	34.5%
2010/11	4	1.0%
2009/10	67	35.6%
2008/09	78	27.4%
2007/08	82	34.0%
2006/07	39	17.9%
2005/06	21	18.1%
2004/05	2	1.3%
2003/04	0	0.0%
2002/03	14	5.3%
2001/02	81	44.8%

Source: Brentwood Residential Land Monitor

4 GYPSY & TRAVELLER ACCOMODATION

Caravan Counts

4.1 Local authorities carry out a count of Gypsy and Traveller caravans twice a year, in January and July, providing a snapshot of caravan numbers on the day of the count. This is then compiled

by Government and published. Table 3 provides counts for Brentwood Borough since July 2002.

Table 3: Gypsy & Traveller caravan counts in Brentwood Borough since 2002

Date	Total Caravans	Unauthorised Caravans	Authorised Caravans: on Council Sites	Authorised Caravans: on Private Sites
January 2015	98	33	0	65
July 2014	97	35	0	62
January 2014	101	37	0	64
July 2013	103	34	0	69
January 2013	99	38	0	61
July 2012	96	36	0	60
January 2012	97	41	0	56
July 2011	98	35	0	63
January 2011	101	50	0	51
July 2010	90	34	0	56
January 2010	93	32	0	61
July 2009	96	26	0	70
January 2009	76	17	0	59
July 2008	85	33	0	52
January 2008	66	37	0	29
July 2007	57	38	0	19
January 2007	34	20	0	14
July 2006	38	17	0	21
January 2006	37	19	0	18
July 2005	39	21	0	18
January 2005	31	18	0	13
July 2004	31	18	0	13
January 2004	31	18	0	13
July 2003	30	18	0	12
January 2003	16	6	0	10
July 2002	14	4	0	10

Source: Department for Communities & Local Government

Planning Permissions 2014/15

4.2 During 2014/15 the following permissions were granted involving Gypsy and Traveller accommodation in the Borough:

- Tree Tops, Plots 1-3 Curtis Mill Lane, Navestock (14/00894/FUL) – planning application for the removal of conditions two and three (personal & temporary consent) of planning permission ref. 12/00560/FUL - Retention of planning permission reference 09/00228/FUL - Change of use of land to residential use for three caravan pitches, including ancillary accommodation (temporary permission) without compliance with conditions one (personal) and two (temporary). Permission was granted for a permanent, non-personal planning permission.
- 1-5 Roman Triangle, Roman Road, Mountnessing (14/00244/FUL) – planning application for the variation of condition two (time limit) to allow permanent residency, deletion of condition three (restoration of land to agricultural land) and variation of condition five (revised layout) of planning application 11/00711/FUL – Change of use of land to a caravan site involving the siting of five mobile homes, five touring caravans and construction of five day rooms/ amenity blocks. Permission was granted for a permanent planning permission.

4.3 The decision made in both of the above applications considered that the unmet local, regional and national need for additional Traveller sites amounted to very special circumstances which clearly outweighed the harm both developments caused to the Green Belt and character and appearance of the surrounding area.

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