



**BRENTWOOD
BOROUGH COUNCIL**

BRENTWOOD MONITORING REPORT

HOUSING DELIVERY



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Brentwood Borough Council

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INTRODUCTION

1. The introduction of the Localism Act (2011) and updates to the Town and Country Planning Regulations 2012 removed the requirement for local 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.
2. The Act allowed for more flexibility when monitoring and amended the name Annual Monitoring Report to “Authorities Monitoring Reports”, reflecting the fact that information can be published as and when it becomes available.
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 policies over time.
4. Prior to the adoption of the new Plan this report provides an update of key residential indicators. It forms one of a series of monitoring reports on separate themes, all with accompanying data available in multiple formats to view or download through the Council’s DataShare.
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.
6. This monitoring report for themes related to housing delivery is for the period 1 April 2015 to 31 March 2016. Published in November 2016, data available after March 2016 is included where appropriate.

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HOUSING COMPLETIONS

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Annual Completions

- 7. Table 1 shows the number of homes completed in Brentwood Borough since 2001.
- 8. During 2015/16 a total of 111 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.

Completions on Previously Developed Land

- 9. 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.

- 10. 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 85.6% of completions were on previously developed land. There has been a slight decline in the levels of completions on previously developed land over recent 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.

Completions by Dwelling Size

- 11. Table 1 shows housing completions by number of bedrooms. Figure 1 also

maps these completions over the past 15 years to better understand trends. There has been a continuing general proportion of 4+ bedroom completions decline in both the number and proportion since 2001 with an observed emphasis on 2 bedroom homes. However, there has been a slight increase in the proportion of 4+ bedroom homes completed in 2015/16,

which is significant given new evidence regarding local need for more of a mix and less emphasis on 2 bedroom delivery (Strategic Housing Market Assessment, SHMA 2016).

12. Table 1 shows that in 2015/16 a total of 72 homes completed were one and two bedroom dwellings, representing 65% percent of all net completions.

Year	Net Dwelling Completions						Gross Dwelling Completions		
	1 bed	2 bed	3 bed	4 bed	Not known	Total	Total	No. PDL	% PDL
2015/16	41	31	28	19	-8	111	125	107	85.60%
2014/15	55	79	26	15	-16	159	178	147	82.60%
2013/14	20	55	33	14	-15	107	122	97	79.50%
2012/13	42	117	50	21	-18	211	239	212	88.70%
2011/12	6	55	32	43	-4	132	148	131	88.50%
2010/11	78	249	25	46	-4	394	416	413	99.30%
2009/10	70	82	13	10	-9	166	188	188	100%
2008/09	67	109	12	19	44	251	273	267	97.80%
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	283	11	116	140	139	99.30%
2004/05	25	85	18	28	-5	151	175	175	100%
2003/04	28	100	43	58	-20	209	231	229	99.10%
2002/03	34	128	75	47	-20	264	284	268	94.40%
2001/02	53	60	57	27	-16	181	199	196	98.50%

Table 1: Housing completions by dwelling size and previously developed land (PDL) 2001 to 2016

Note: Not known column – 2001/02: 2 unknown completions and 18 unknown losses. 2002/03: 20 unknown losses. 2003/04: 2 unknown completions and 22 unknown losses. 2004/05: 19 unknown completions and 24 unknown losses. 2005/06: 8 unknown completions and 18 unknown losses. 2006/07: 12 unknown completions and 38 unknown losses. 2007/08: 7 unknown completions and 21 unknown losses. 2008/09: 51 unknown completions and 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 completions. 2014/15: 16 unknown losses. 2015/16: 3 unknown completions & 11 unknown losses.

Source: Brentwood Residential Land Monitor

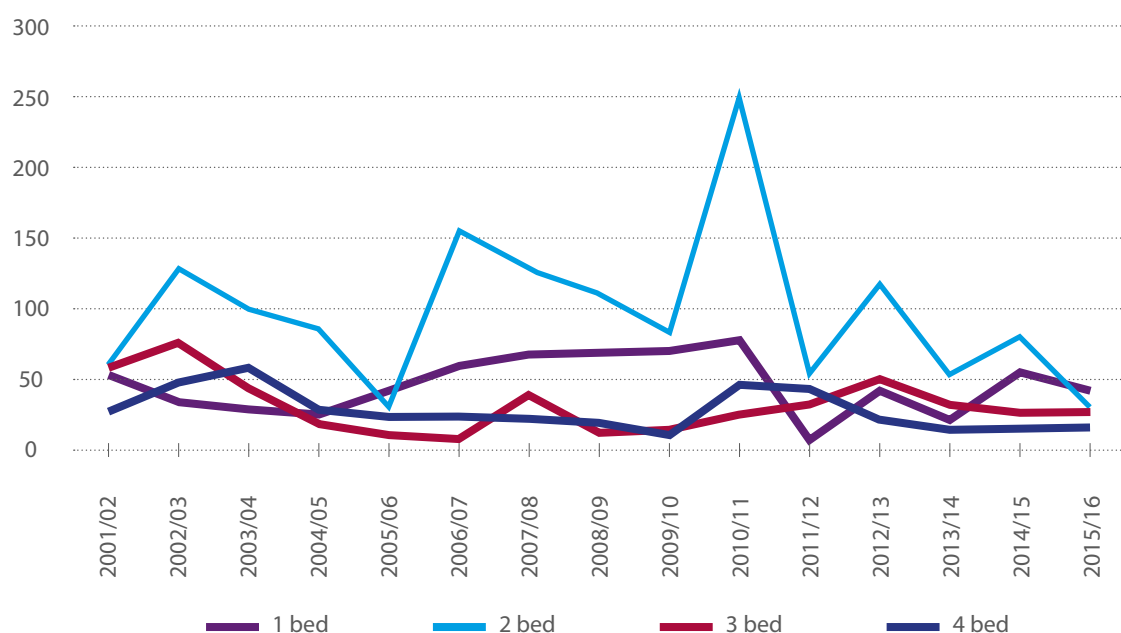


Figure 1: Net Completions by dwelling size 2001 to 2016

Changes in Dwelling Stock

13. Figure 2 shows the changes in dwelling stock in Brentwood Borough over the monitoring period 2015/16, according to new build, conversion, change of use, and demolitions.
14. Changes of use refers to the number of dwellings created through the change of use from non-residential buildings and the number of dwellings lost through changes to non-residential use. Over recent years the Government has revised 'permitted development rights' to allow change of use of certain retail units, office and agricultural buildings to be converted into residential use without planning permission, via a prior approval application made to the Council.
15. During the monitoring year 10 residential properties given prior approval, from office to residential, have been completed and are listed below:
- Craven Gate, Lorne Road, Warley (15/00400/PNJ56) - Change of use of office space (B1(a)) to 8 residential flats (C3 use class)
 - 92 Hutton Road, Shenfield (15/00680/PNCOU) - Change of use of first floor office space (B1(a)) to residential flat (C3 use class)
 - 98 Hutton Road, Shenfield (15/00682/PNCOU) - Change of use of first floor office space (B1(a)) to residential flat (C3 use class)

16. A further 152 residential properties were given prior approval through permitted development rights during the monitoring year and remain

unimplemented as at 31 March 2016 (not started or started but not completed). Figure 3 sets out prior approvals to residential use by location.

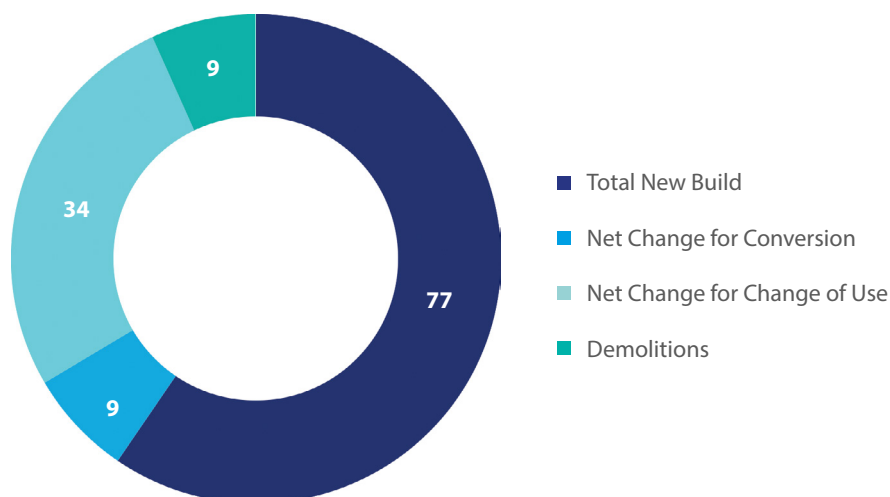


Figure 2: Changes in dwelling stock 2015/16 - additions and losses



Figure 3: Mapping prior approvals to residential use (March 2016)

Delivery and Supply

17. Figure 4 compares housing delivery and supply each year since 2009. Housing supply consists of planning permissions, those subject to S106, and residential prior approvals (yet to be completed). From the years 2011 to 2013 a marked fall in housing supply can be observed, in part due to a drop in the number of planning permissions on allocated sites, as those allocated

for housing within the Brentwood Replacement Local Plan (2005) were largely built out earlier in the plan period. Since 2014 this downward trend in housing supply has reversed, with contribution from increased permissions; an uplift in the housing market and development values; and recent changes in permitted development rights.

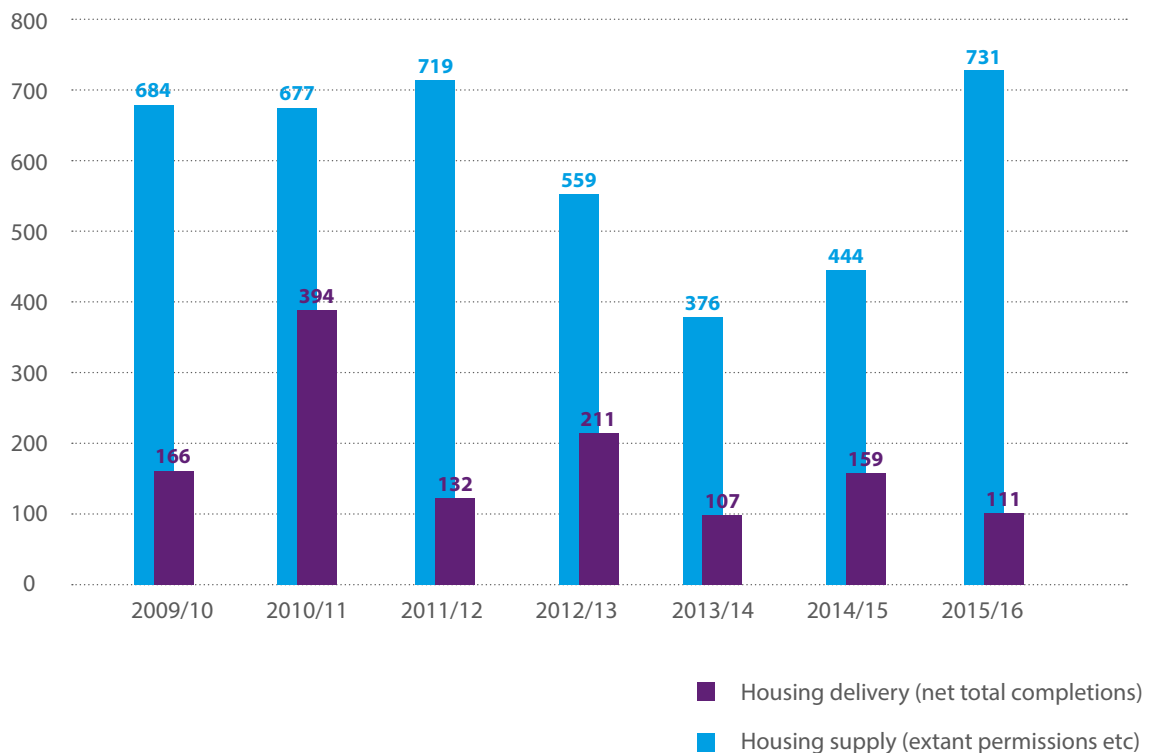


Figure 4: Housing delivery and supply 2009 to 2016

AFFORDABLE HOUSING

18. Delivery of sufficient affordable homes 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.

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). This is an issue for review in the Council's emerging Local Development Plan.
19. The annual estimate of affordable housing need in Brentwood is calculated as 107 households per year, as set out in the Strategic Housing Market Assessment Part 2 (SHMA, 2016). This represents 30.6% of the annual projected household growth in the Borough between 2016 and 2033.
20. 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
21. The supply of affordable housing is variable from one year to another, as shown in Table 2. A total of 16 affordable housing completions took place in the monitoring year, this contributes to 14.4% of all homes completed in 2015/16. At March 2016 there is a total of 155 affordable housing units with extant planning permission yet to be completed.

Year	Affordable Housing Units Completed	% of Total Housing Completions
2015/16	16	14.4%
2014/15	19	10.7%
2013/14	0	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%

Table 2: Affordable housing completions 2001 to 2016

SPECIALIST HOUSING

22. Housing for older people and people with disabilities can fall within the C2, C3 or sui generis land use class.
- 'C2' is defined as "residential institutions - residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres"
 - 'C3' is defined as "dwellinghouses, formed of three parts:
 - a. A single person or by people to be regarded as forming a single household;
 - b. Not more than six residents living together as a single household where care is provided for residents; or
 - c. Not more than six residents living together as a single household where no care is provided to residents (other than use within Class C4 'Houses in multiple occupation').
 - 'Sui generis' is defined as "uses which do not fall within any use class. Such uses include larger houses in multiple occupation and hostels providing no significant element of care".
23. The Brentwood SHMA Part 2 (2016) addresses current and future growth in the numbers of specialist housing across all tenures in terms of their related care and support needs. In terms of specialist accommodation for older people; it identifies a need for 123 affordable and 372 market and extra care houses to be provided between 2013-2033.
24. Both specialist housing (that has been specifically designed to meet the needs of people with particular needs) and extra care housing (designed with the needs of frailer older people in mind and with varying levels of care and support available on site) form part of the Borough's overall housing need and tend to fall within use class C3.

25. The SHMA Part 2 identifies a separate requirement for an additional 424 spaces within Registered Care to be provided between 2013-2033. This is housing for people living in registered care homes which are managed and run by a care provider who is responsible for all aspects of their daily needs and wellbeing. Such housing is not self-contained and is often referred to as either residential or nursing care. This type of housing relates principally to a C2 use class and does not form part of the Borough's overall housing need.
26. Once the new Local Development Plan is sufficiently advanced, a detailed housing trajectory will be prepared and specialist housing indicators monitored. In the interim, development is likely to continue to come forward through the delivery of windfall sites which will continue to be reported, as shown in Table 3.

Site Name (Planning Reference)	Accommodation type	Net gain
Completions: C3 Specialist Accommodation		
Marillac Hospital, Warley (11/00149/FUL)	Independent Living	3
25 St Georges Court, Brentwood (13/00967/BBC)	Sheltered accommodation	2
Total		5
Completions: C2 Residential Institutions		
1 - 4 The Beeches, Brentwood (11/00089/FUL)	Residential Care Home	99
Howard Lodge, Navestock (10/00724/FUL)	Residential Care Home	20
Total		119
Extant Permissions: C3 Specialist Accommodation		
43-57 Ingrave Road, Brentwood (12/00725/FUL)	Retirement Apartments	51
Total		51
Extant permissions: C2 Residential Institutions		
Quiet Waters, West Horndon (15/01018/FUL)	Supported Living Units	2
Total		2

Table 3: Planning permissions and completions for specialist housing 2013 to 2016



WINDFALL



Windfall Data

27. A windfall site is one that has not been specifically identified as available through the Local Plan process. They usually comprise previously developed sites that have unexpectedly become available and could not have been anticipated when the Local Plan was in preparation, or smaller sites not previously identified. Windfall sites can comprise the development of infill sites; conversion of existing buildings to residential use; redevelopment of residential land to provide a net gain in new units; the net gain in units from the sub-division of existing residential units; or the bringing back into use empty or derelict buildings or sites. Occasionally, unused 'greenfield' land is developed for housing and this is also classed as a windfall if not allocated.
28. To ensure there is no double counting in the projected housing figures for Brentwood Borough, no sites within this windfall assessment are:

- Allocated sites within the adopted Development Plan;
- Within the SHLAA; or
- Already granted planning permission for residential use through an existing planning permission. Any permissions which supersede others have not been included.

29. To be consistent with the NPPF the monitoring data has been reassessed and updated to exclude completions involving the development of garden land.

Historic Windfall Completions

30. Table 4 shows an analysis of net housing completions on windfall sites within the Borough over the last seven years (1 April 2009 to 31 March 2016). This period provides a long-term view of trends, covering periods of economic growth and decline.

31. The Borough has seen an average net windfall completion rate of 36 dwellings per annum over the last seven years.
32. Year on year the number of completions on windfall sites has varied. From a peak of 57 net completions in 2010/11 and 2014/15

to 9 net completions in 2011/12. When taken as a percentage of total completions, windfalls account for 20% of net completions between 2009 and 2016, with brownfield windfalls comprising the majority (94%) of all windfall completions, as shown in Figure 5.

	Year						
	2009 /10	2010 /11	2011 /12	2012 /13	2013 /14	2014 /15	2015 /16
Total net completions	166	394	132	211	107	159	111
Total net windfall completions	39	57	9	25	33	57	34
% Windfall	23.5%	14.5%	6.8%	11.8%	30.8%	35.8%	30.6%
GROSS windfalls	46	65	13	31	34	67	43
LOSSES on windfall sites	7	8	4	6	1	10	9

Table 4: Total windfall completions 2009 to 2016

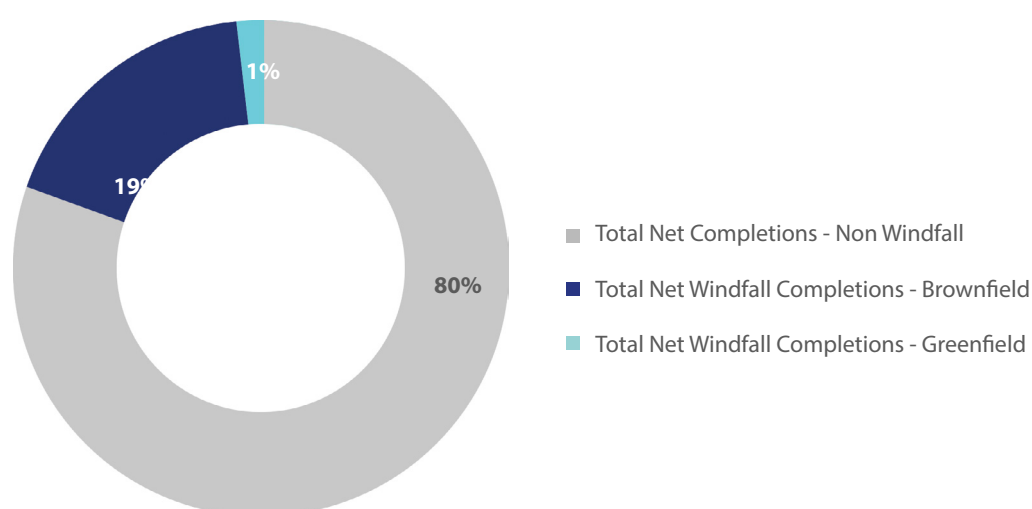


Figure 5: Percentage of completions by windfall 2009 to 2016

SELF & CUSTOM BUILD

33. From 1 April 2016 the Self Build and Custom House Building Act 2015 placed a duty on local authorities to keep a register of people who express an interest in developing land for self-build and custom-built projects.
34. In accordance with national legislation the Council has set up a register and interested parties can complete an online application form from the Council's website. This register helps inform the Council of the level of demand for self build and custom build plots in the Borough and forms a key part of the Council's evidence base informing future local plan preparation.
35. The AMR seeks to monitor the indicators as set out in Table 5, these indicators will be kept under review. Coinciding with the introduction of legislation, the data extracted is for the period 1 April 2016 to 1 November 2016. This will be adjusted in subsequent AMR's to reflect the monitoring year.
36. Inclusion on the register does not entitle a registered person or organisation to a plot and any planning application will need to be in accordance with the policies in the Council's Local plan.
37. Data collected so far suggests a modest level of interest in Self and Custom Build, as set out in Table 5. 14 individuals have registered and the majority aspire to living in a 3-4+ bedroom detached house or bungalow. There is mixed preference for location between urban and rural areas.

Indicators	Number
Number of individuals registered	14
Number of associations of individuals registered	0
Preference for type of house	
Detached House / Detached Bungalow	13
Semi detached	0
Terrace	1
Preference for the number of bedrooms	
1 bed	0
2 bed	0
3 bed	7
4 + bed	7
Preference for general location	
Town	2
Village	5
Rural	6
Other	1

Table 5: Headline data on demand for self and custom build (November 2016)

GYPSY AND TRAVELLER ACCOMMODATION

Local Need, Delivery and Supply

38. National policy is clear that Brentwood Borough Council has a duty to identify land to meet the local needs of Gypsies and Travellers. The Council is required to update annually a supply of specific deliverable sites sufficient to maintain a five year supply of deliverable land for traveller accommodation.
39. There is currently no up to date adopted Gypsy, Traveller and Travelling Showpeople requirement for Brentwood. However, the Essex Gypsy, Traveller and Travelling Showpeople Assessment¹ (GTAA, 2014) identifies a need for 84 Gypsy and Traveller pitches to be provided within Brentwood Borough between 2013 and 2033, with a recommended five year new pitch provision of 59 between 2013-2018.
40. Once the new Local Development Plan is sufficiently advanced, a detailed Gypsy and Traveller pitch trajectory will be prepared and monitored. In the interim, development is likely to continue to come forward through the delivery of windfall sites which can be monitored, as set out in Table 6.
41. Historically, windfall sites have been the main source of Gypsy and Traveller pitch delivery in the Borough as demonstrated by the number of personal, temporary and permanent permissions set out in Table 6.
42. There have been no permissions for Travelling Showpeople sites in the Borough and no local need has been identified in the GTAA (2014).
43. There are currently no transit sites in the Borough although the GTAA (2014) recommends that at least two publicly provided transit sites are delivered in Essex County with at least 10 pitches. The GTAA does not recommend a location for such sites, which will need to be discussed between local authorities and Essex County Council.

¹ : Subject to change, according to review of GTAA and amendments to the National Planning Policy for Travellers in May 2015.

Permanent Permissions			
Site	Location	Tenure Type	Pitches

Pre 2013

The Willows	Place Farm Lane, Kelvedon Hatch	Private	1
Clementines Farm	Murthering Lane, Navestock	Private	1
Total			2

From 2013 to 2016

Rye Etch	Mill Lane, Navestock	Private	3
Tree Tops	Curtis Mill Lane, Navestock	Private	3
Total			6

Temporary Permissions			
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Site	Location	Tenure Type	Pitches
The Willows	Place Farm Lane, Kelvedon Hatch	Private	2
Hope Farm ²	Hope Farm, Horsemanside Navestock	Private	3
Orchard View ³	Horsemanside, Navestock	Private	4
Total			9

² : Temporary Permission Expired³ : Temporary Permission Expired

Personal permission for duration of occupation			
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Site	Location	Tenure Type	Pitches
Cottage Garden	Beads Hall Lane, Pilgrims Hatch	Private	1
Lilliputs	Chelmsford Road, Blackmore	Private	2
Meadow View	Ingatestone Road, Blackmore	Private	3 (approx)
Pond End	Clapgate Estate, Kelvedon Hatch	Private	2 (approx)
Ponderosa	Place Farm Lane, Kelvedon Hatch	Private	1
Poplar Farm	Roman Road, Ingatestone	Private	2 (approx)
Warren Lane	Warren Lane, Doddinghurst	Private	1
Wenlock Meadow	Wenlocks Lane, Blackmore	Private	1
Roman Triangle	Roman Road, Mountnessing	Private	5
Deep Dell Park (Willow Farm)	Stock Road, Ingatestone	Private	6
Total			24

Unauthorised			
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Site	Location	Tenure Type	Pitches
Oaktree Farm (Greenacres)	Plot 3, Chelmsford Road, Blackmore	Private	6
Hunters Green	Albys Lane, Navestock	Private	1
Lizvale Farm	Goatswood Lane, Navestock	Private	6
Total			13

Table 6: Overview of Gypsy and Traveller pitches and status of sites (November 2016)

Caravan Counts

44. 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 7 sets out counts for Brentwood Borough since July 2002.
45. As the caravan count data is only representative of caravan numbers at one point in time it should not be relied upon to provide estimates of actual need. Instead, data collected in the Council's GTAA should be used to guide future pitch provision. It is also important to note that a caravan and a pitch are not the same, and so the two are not comparable or related.

Date	Total Caravans	Unauthorised Caravans	Authorised Caravans: Council Sites	Authorised Caravans: Private Sites
July 2016	123	58	0	65
January 2016	117	44	0	73
July 2015	122	50	0	72
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

Table 7: Gypsy and Traveller caravan counts Brentwood Borough 2002 to 2016**Source:** Department for Communities and Local Government

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