

# Gloucester City Council

<b>Meeting:</b>	<b>Overview and Scrutiny Committee</b>	<b>Date:</b>	<b>11 January 2016</b>
	<b>Cabinet</b>		<b>13 January 2016</b>
<b>Subject:</b>	<b>Housing Delivery in Gloucester</b>		
<b>Report Of:</b>	<b>Cabinet Member for Housing and Planning</b>		
<b>Wards Affected:</b>	<b>All</b>		
<b>Key Decision:</b>	<b>No</b>	<b>Budget/Policy Framework:</b>	<b>No</b>
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<b>Appendices:</b>	<b>1. Housing Zone Map</b>		

## FOR GENERAL RELEASE

### 1.0 Purpose of Report

- 1.1 This report updates Members on housing delivery within the City, including the percentage of development achieved on brown field sites as well as the number of affordable homes delivered through the planning process and other means.
- 1.2 The report outlines to members how the City will meet its housing need up to the period 2031 through joint working with neighbours Cheltenham Borough Council and Tewkesbury Borough Council through the Joint Core Strategy (JCS) and through housing allocations in the Gloucester City Plan.
- 1.3 The report also provides Members with an update on the 'Gloucester Growth Housing Zone', designated by the Department for Communities and Local Government (DCLG) in March 2015.

### 2.0 Recommendations

- 2.1 **Overview and Scrutiny Committee** is asked to consider the information contained in the report and make any recommendations it considers appropriate to Cabinet.
- 2.2 **Cabinet** is asked to **RESOLVE** that:
  - (1) The contents of the report be noted.
  - (2) Priority given to making the best use of previously developed land and the progress made on delivering new and affordable homes for the City of Gloucester be welcomed.

### 3.0 Background and Key Issues

#### Overview

- 3.1 Government has for a long time prioritised the development of brownfield land over greenfield or Green Belt development. The City has a good track record of delivering new dwellings on both brownfield and greenfield sites.
- 3.2 The requirement to establish a housing need figure for the City is being pursued through the JCS and sites providing the urban capacity to address this need will be allocated through the City Plan.
- 3.3 While the City does not have an adopted development plan it will be necessary to maintain a supply of deliverable sites where dwellings can be provided in order to be compliant with the National Planning Policy Framework (NPPF). This is considered in more detail below.

#### Historic Housing Delivery

- 3.4 The City Council produces an annual Housing Land Availability report which details housing delivery within the City and compares delivery against the City's annual requirements, previously identified by the Structure Plan, Draft Regional Spatial Strategy and now the JCS.
- 3.5 Historically, the City has always performed well with regard to the delivery targets set by the above strategic plans. Over the past ten years a net total of 6747 dwellings have been delivered in the City against a requirement of 5648 dwellings. The detail of this delivery is provided in Table 1 below.

Table 1: Delivery of completed units on brownfield and greenfield sites in Gloucester City 2005-2015

Year	Annual requirement	Total net dwellings completed	Under/Over supply	Brownfield Completions	Greenfield Completions
1 <sup>st</sup> April 2005 – 31 <sup>st</sup> March 2006	County Structure Plan 513	790	+277	638 (80.8%)	152 (19.2%)
1 <sup>st</sup> April 2006 – 31 <sup>st</sup> March 2007	SoS RSS 575	962	+387	634 (65.9%)	328 (34.1%)
1 <sup>st</sup> April 2007 – 31 <sup>st</sup> March 2008	SoS RSS 575	1053	+478	671 (63.7%)	382 (36.3%)
1 <sup>st</sup> April 2008 – 31 <sup>st</sup> March 2009	SoS RSS 575	618	+43	478 (77.3%)	140 (22.7%)
1 <sup>st</sup> April 2009 – 31 <sup>st</sup> March	SoS RSS 575	648	+73	486 (75%)	162 (25%)

2010					
1 <sup>st</sup> April 2010 – 31 <sup>st</sup> March 2011	SoS RSS 575	587	+12	444 (75.6%)	143 (24.4%)
1 <sup>st</sup> April 2011 – 31 <sup>st</sup> March 2012	JCS 565	592	+17	400 (67.6%)	192 (32.4%)
1 <sup>st</sup> April 2012 – 31 <sup>st</sup> March 2013	JCS 565	433	-132	298 (68.8%)	135 (31.2%)
1 <sup>st</sup> April 2013 – 31 <sup>st</sup> March 2014	JCS 565	500	-65	378 (75.6%)	122 (24.4%)
1 <sup>st</sup> April 2014 – 31 <sup>st</sup> March 2015	JCS 565	564	-1	384 (68%)	180 (32%)

3.6 It should be noted going forward that delivery against the JCS requirement commenced in the 2011/2012 period, with a line being drawn under any previous oversupply that the City had contributed to the wider housing need of the JCS area. Therefore, the City's past oversupply cannot be taken into consideration with regard to JCS housing numbers.

3.7 Historic dwelling completions in the City pre-recession peaked in 2007/2008 with 1053 completions but reduced significantly in subsequent years to a low of 433 in 2012/2013. Completions have picked up year on year since 2012/2013 with 564 dwellings being completed in the 14/15 monitoring year.

3.8 Of the overall 6747 dwellings completed in the past ten years, 4811 (71%) were delivered on brownfield sites and 1936 (29%) dwellings on greenfield sites.

#### Delivery of Affordable Housing

3.9 Of the 6747 dwellings completed in the past 10 years 1578 have been 'affordable' dwellings, comprising a mix of shared ownership; social rent and affordable rent products, and an additional 144 'first buy' or low cost market products falling outside the definition of affordable housing, but which do assist in bridging the gap to home-ownership.

3.10 The Kingsway urban extension has been a large contributor to the new affordable housing stock in the City with each parcel of development contributing to the affordable supply of dwellings. 730 affordable dwellings have been completed at Kingsway, with an additional 246 in the pipeline at present. The planning agreements at Kingsway permit an average of 25% affordable housing and 5% 'low cost' housing across the phases there.

3.11 Affordable housing continues to be delivered in the City through the planning process and S.106 agreements and through registered providers delivering 100% affordable schemes. The City is also working proactively with registered providers and the Homes and Communities Agency (HCA) to bring forward complex sites in

the City that have not proved attractive to the market, the most recent example being Black Dog Way.

- 3.12 Between 2006-15, the City has achieved an average delivery of 25% on site affordable dwellings from new build development sites.

#### Development Plan and Future Supply

- 3.13 The urban capacity (i.e.; supply) for dwelling delivery in the City for the period 2011-2031 has been identified through the JCS as 7685 dwellings. This supply comes the following sources;
- (i) Completed dwellings since 2011 (completions)
  - (ii) Existing planning permissions (commitments)
  - (ii) City Plan Potential (allocations)
  - (iii) Windfalls (small sites of 1-4 dwellings)
- 3.14 The supply within the City is less than the identified need (OAN) in the Submitted JCS (Nov 2014) which is 11,300 dwellings for the City and 30,500 dwellings across the JCS area. The remainder of Gloucester's need, 3615 dwellings, will be met through delivery of dwellings at strategic allocations in green belt locations in Tewkesbury Borough.
- 3.15 The JCS Inspector has yet to come to a conclusion as to whether the overall OAN identified in the Submitted JCS is satisfactory. Any requirement for the City over and above 11,300 will need to be planned for through the duty to co-operate with JCS partners.
- 3.16 Through the City Plan potential has been identified for the delivery of 2170 dwellings through site allocations. These sites have been assessed through the annual Strategic Assessment of Land Availability (SALA) and most were subject to public consultation during the 2013 City Plan Sites Consultation exercise.
- 3.17 The City Plan Potential figure includes a mix of types and sizes of sites and will yield a mix of housing to provide for various needs including higher density development on brown field sites in the City Centre and predominantly family housing on peripheral green field sites.
- 3.18 46.4% of the City Plan Potential capacity is green field and 52.6% is brownfield in terms of the potential yield of units from these sources.
- 3.19 Some of the identified City Plan sites, i.e.; land east of Hempsted and the former MOD Oil Storage depot Hempsted, have already been granted a resolution to grant planning permission by Planning Committee, others sites are the subject of planning applications, such as land at Winneycroft Farm, Alvin Street and Tarrington Road.
- 3.20 In order to be compliant with paragraph 47 of the NPPF and to be able to demonstrate a five year plus 5% housing land supply, it is important that the authority continues to consider these applications favourably. This ensures the City maintains a supply of deliverable dwelling sites as the supply and build at Kingsway draws to an end.

- 3.21 It is important for Members to note that the JCS Housing Background Paper Update (Dec 2015) demonstrates that the City does not currently benefit from a five year housing land supply and that a contribution of 300 dwellings is required from the from the JCS strategic allocations in 2019/2020 in order to maintain the City's five year supply. Meanwhile, the City requires an annual delivery of approximately 630 dwellings per year for the next five years in order to meet annualised requirement plus shortfall since 2011.
- 3.22 If the City is unable to evidence a deliverable supply to meet this need it is vulnerable on appeal to any speculative planning applications that may be submitted.

#### Housing Zone

- 3.23 In March 2015, DCLG approved Gloucester City's Housing Zone (HZ) status bid. A Map showing the extent of the Housing Zone is attached at Appendix 1.
- 3.24 As a result of the HZ designation the City has been able to access support from the HCA to help accelerate the delivery of dwellings within the housing zone. This is especially critical given the complexities of the large brownfield sites within the HZ that have the potential to yield approximately 1,000 dwellings in the plan period up to 2031. Some of these sites are included within the City Plan potential as City Plan allocations.
- 3.25 HCA support is taking various forms including financial support for appointing consultants from Local Partnerships which would bring executive property and market experience to the City to help accelerate the delivery of dwellings within the HZ. The HCA also offer brokerage between government agencies such as the Environment Agency and Historic England as well as the urban design expertise of ATLAS on large site over 400 dwellings.
- 3.26 The main dwelling delivery sites in the HZ include The Quays which includes Baker's Quay; Greater Blackfriars, which includes former HMP Gloucester and Black Dog Way.
- 3.27 At the Quays, an application for 155 units at Baker's Quay has recently been submitted which includes the conversion of the listed warehouses and erection of a new hotel. The timing on the release of the remaining Peel land to the west of the canal is as yet uncertain.
- 3.28 The City and County have a memorandum of understanding on the preparation of a masterplan/LDO for the Quayside/Barbican Way sites, consultants Peter Brett Associates have been appointed and the project is being led by the County Council. At the former HMP Gloucester, the owner, City and Country Properties is pursuing its proposals in close consultation with the planning authority and an application is expected in the New Year.
- 3.29 The purchase of Black Dog Way is being pursued by Rooftop Housing which together with another registered provider is looking to deliver 80 dwellings to meet identified local need for older people, vulnerable young people as well as families in a central location.

- 3.30 Greyfriars continues to deliver an apartment and town house led scheme on the site of the former college and other major consents (10 plus dwellings) exist for conversions or new builds within the identified HZ that all contribute to the delivery of new dwellings and improving the value of the housing market within the City Centre.

#### **4.0 Asset Based Community Development (ABCD) Considerations**

- 4.1 Due to the status of the potential housing sites, it has not been possible to identify specific community development measures at this time. However, through the planning process, it is possible that appropriate opportunities for such involvement will be identified.

#### **5.0 Alternative Options Considered**

- 5.1 None

#### **6.0 Reasons for Recommendations**

- 6.1 The report presents an update on the Council's progress in relation to housing delivery to meet the future needs of the City.

#### **7.0 Future Work and Conclusions**

- 7.1 The Council will continue to progress its delivery agenda through the delivery of housing sites. The Council will also continue to monitor its housing delivery in accordance with national requirements.

#### **8.0 Financial Implications**

- 8.1 New residential development will deliver increased Council Tax payments to support the provision of facilities and services within the City. In some instances, the Council is the landowner of identified housing sites so could benefit from a capital receipt for the sale of such land for development.

(Financial Services have been consulted in the preparation this report.)

#### **9.0 Legal Implications**

- 9.1 The maintenance of an appropriate five year housing land supply is a national requirement. Failure to achieve this level of provision could result in the imposition of 'special measures' and the loss of some of the Council's decision making powers.

(One Legal have been consulted in the preparation this report.)

#### **10.0 Risk & Opportunity Management Implications**

- 10.1 The Council has a responsibility to maintain a five year housing land supply in accordance with Government requirements. Failure to meet this requirement could result in the imposition of 'special measures' by the Secretary of State.

## **11.0 People Impact Assessment (PIA):**

- 11.1 The PIA Screening Stage was completed and did not identify any potential or actual negative impact; therefore a full PIA was not required.

## **12.0 Other Corporate Implications**

### Community Safety

- 12.1 New residential development will incorporate the principles of community safety in liaison with appropriate consultees.

### Sustainability

- 12.2 New development will incorporate the principles of sustainability in accordance with national guidance.

### Staffing & Trade Union

- 12.3 None

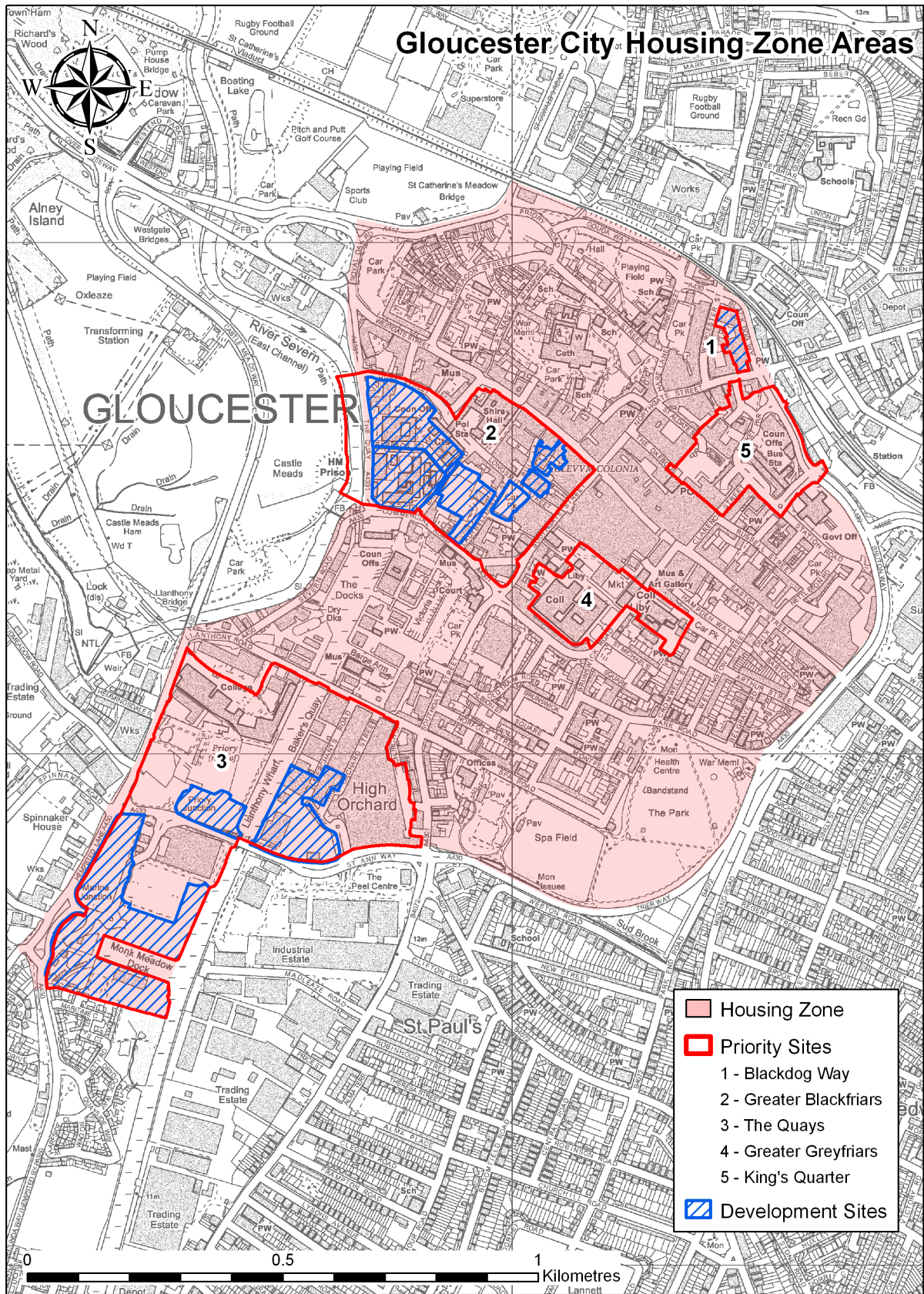
## **Background Documents:**

Housing Land Availability report (2014-15)

<http://www.gloucester.gov.uk/resident/planning-and-building-control/planning-policy/Pages/Monitoring.aspx>

SALA (2015)

[http://www.gloucester.gov.uk/resident/Documents/Planning%20and%20Building%20Control/SHLAA/Strat%20Assess%20of%20Land%20Availa\\_JAN%202015.pdf](http://www.gloucester.gov.uk/resident/Documents/Planning%20and%20Building%20Control/SHLAA/Strat%20Assess%20of%20Land%20Availa_JAN%202015.pdf)



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