

## **Appendix 5 - City Plan: New Background Studies**

### **Summary of New Background Studies**

#### **1. Employment Land Study Review (2012)**

The purpose of the review was to provide an updated assessment of employment land requirements to 2030 to inform the final version of the City Plan. The Study used a range of economic scenarios and approaches, reflecting economic growth, development trends and potential housing supply. The Study found that there was a quantitative and qualitative need for 112,240 sq m of B1 a office floorspace to 2030 and a modest requirements for 43,430 sq m B1b, c, B2 and floorspace over the plan period. The Study concluded that the Council's approach to employment land should aim to at least fully meet Brighton & Hove's employment space needs over the plan period so that the City's economy is not constrained.

However in re-assessing the existing portfolio of employment sites and the potential identified supply of employment land likely to come forward during the Plan period the study identified a potential shortfall, whereby the City Plan Part One is unable to fully meet the identified needs of B class sectors in quantitative and qualitative terms. The Study concluded that it will be important for the City Plan Part Two to give consideration to how these unmet needs can be addressed to ensure that the City can accommodate future business growth and achieve its economic potential. A key challenge identified by the Study is the need to encourage greater delivery of office space, particularly in Central Brighton.

#### **2. Brighton & Hove Energy Study (2012)**

This strategic energy study, undertaken by consultants AECOM, analysed energy use and carbon emissions from existing and planned development within the Brighton & Hove boundary for the Plan period. Analysis was undertaken of opportunities and constraints for decentralised and renewable energy technologies in particular district heat networks; and scenarios for carbon emissions reduction from existing buildings. The study also assesses proposed City Plan sustainable building targets within CP8 which address carbon emissions from proposed development. The research has led to the creation of a current baseline of energy use and scenarios for carbon reduction during the City Plan period to 2030. This models the challenging Sustainable Community Strategy target of 42% CO<sub>2</sub> reduction by 2030 and continues the trajectory on through the Plan period giving an overall 56% CO<sub>2</sub> reduction target by 2030.

The Study indicates opportunities for:

- A greater emphasis on reducing emissions from existing stock;
- Significant potential for district heating. A heat map identifies a long list of fourteen heat propriety cluster areas with an enhanced potential for

district heating networks, three are explored in greater detail developing technical and financial modelling.  
Enhanced encouragement of renewables, referring to specific opportunities for technologies and capacity (and some constraints) in specific areas of the city.

The study also made recommendations on the City Plan targets for sustainable buildings set out in CP8 in order to address issues of deliverability and viability. Recommendations support the flexible approach to implementation of CP8 standards set out in this policy; identifies the challenges of achieving higher sustainability standards; promotes production of guidance as a way of addressing particular challenges such as retrofit in conservation areas; carbon mitigation; and district heating.

### **3. Draft Transport Assessment (2012)**

JMP Consultants was commissioned by the city council to produce a Strategic Transport Assessment of policies and proposals in the City Plan Part 1. The overall purpose of the Assessment is to review the impact of committed developments and strategic land allocations, providing an evidence base for the City Plan.

The base transport model for the assessment has been developed from an existing SATURN model and validated using recent travel surveys from 2010 and the public transport and demand model elements have been developed from first principles. From this base model three future forecast year scenarios were developed for assessment (morning and evening week day peak period):

- 2030 City Plan Reference Case – base model plus committed developments and transport schemes plus the strategic development sites identified in the City Plan.
- 2030 Committed base – 2030 City Plan Reference Case less the development areas. This scenario was compared to the 2030 City Plan Reference Case to reveal the changes to the operation of the public transport and highway network arising from the development to assist in identifying potential mitigation measures.
- 2030 City Plan - 2030 City Plan reference Case plus the resultant additional mitigation measures identified by comparing it with the 2030 Committed Base.

In summary the findings of the Strategic Transport Assessment are that the 2030 City Plan Mitigation strategy would:

- Ensure that growth in public transport trips will outstrip highway trips by ratios of at least 2.5 to 1.
- Mode Share will increase across all areas of Brighton but with the largest increases for trips with an origin or destination in the urban core. Public Transport Mode Share will be significantly higher in 2030 compared to 2010 with increases of between 6% and 9%.

- Mitigation will reduce vehicle kilometres on the network in the 2030 morning peak in the urban core towards levels experienced if there were no Development Areas. In the evening peak, vehicle kilometres in the urban core in the 2030 mitigation scenario would be less than in the 2030 committed case. This indicates that further mitigation will be effective in reducing the impact of development trips on the urban core.
- Overall vehicle kilometres across Brighton will be broadly similar in all 2030 scenarios. This suggests that the impact of trips generated by the Development Areas can be largely mitigated without a significant deterioration in network performance.

In addition to the strategic modelling undertaken, Strategic Road Network (trunk road) mitigation analysis was undertaken at a more localised level. The analysis revealed that many of the junctions on the A27 will operate in excess of capacity with blocking back onto the mainline by 2030 irrespective of whether the City Plan development sites are built and occupied. The Development Areas would not significantly worsen the operation of these junctions (other than perhaps Toads Hole Valley). However a package of junction improvements could be developed which would enable traffic to more efficiently leave the A27, with reduced queuing affecting the mainline carriageway.

#### **4. Local Housing Requirements Update (GL Hearn 2012)**

The City Council commissioned consultants GL Hearn to update the June 2011 Housing Requirements Study modelling to take account of new information in order to ensure that the council's planning policies are based on the most up to date information. The update report is intended to be an appendix to, and be read alongside, the 2011 Brighton & Hove Housing Requirements Study (HRS, June 2011). The 2012 Update takes account of the following information:

- Publication by the Office for National Statistics of 2010 based Sub National Population Projections in March 2012 and 2011 based interim projections covering 2011 to 2012 (published September 2012).
- Initial release of 2011 Census data in July 2012, providing new information on the City's population by age and sex and the number of households which was subsequently updated September 2012.

The report provides revised projections of housing requirements based on demographic trends, an understanding of demographic components of change and a consideration of how economic growth could influence housing requirements. It also considers the implications of the potential supply of land for residential development in the city, providing revised modelling of the 'housing trajectory' scenario presented in the earlier March 2012 Supplementary Paper.

The report suggests that the most realistic projection of future (unconstrained) housing requirements for the city indicates a requirement for an additional 15,800 dwellings over the 2010 – 2030 plan period (equivalent to 790 homes per annum). This projection takes account of the most recent demographic data; takes account of how migration patterns may be influenced by changes in the population age structure both in the City and in areas from which there is typically migration to the City.

The slightly lower estimate of housing need/demand relative to the June 2011 Study (which indicated a range between 15,800 to 19,400 over the Plan period) reflects the evidence of higher current household sizes in the city revealed by the 2011 Census data which results in slightly more moderate forecasts of future reductions in household sizes moving forward. In addition, the 2011 based interim SNPP project a slightly lower level of net migration than earlier 2008 and 2010 based versions. There are also some moderate effects in the future from differences in the population age structure in 2011 and how this is expected to change moving forwards.

## **5. SHLAA Update (2012)**

The Strategic Housing Land Availability Assessment (SHLAA) is updated annually to take account of the latest annual residential monitoring exercise and any further technical work regarding development site capacity and viability.

The SHLAA site and summary schedules illustrate actual and anticipated residential development over the City Plan timescales 2010 – 2030. The schedules also illustrate what is expected to be delivered spatially across the city in terms of the eight Development Areas (DA1 – DA8) indicated in the City Plan Part one across the Rest of the City.

The 2012 SHLAA Update indicates there is potential capacity for around 11,500 dwellings to be delivered over the plan period. A 'housing trajectory' indicates the rate at which development is anticipated to come forward. This indicates that delivery over the first four years of the plan period is likely to be at a lower rate than the City Plan annualised average target (565 dwellings per annum) reflecting a slow recovery from the economic recession. However, development is anticipated to reach and exceed the plan annualised target over the course of the plan period.

## **6. Assessment of Affordable Housing Need (GL Hearn, December 2012)**

This study provides an assessment of housing need in the city. Housing need describes the number of households who lack their own housing or live in unsuitable housing and who cannot afford to meet their housing needs in the market without financial support (such as through benefits).

Local authorities are required to undertake periodic reviews of the housing needs of their area in accordance with Section 8 of the 1985 Housing Act.

Robust evidence of housing need is therefore a statutory requirement needed to underpin policies seeking affordable housing through new development.

The study uses the 'Basic Needs Assessment Model' as recommended in government guidance for undertaking Strategic Housing Market Assessments (CLG, 2007). It is a prescribed approach which focuses on the need for and supply of affordable housing to identify a shortfall or surplus of provision.

Assuming that households spend no more than 25% of their gross income on housing costs and all housing need were to be met through the provision of affordable housing, the analysis indicates that 17,400 affordable homes would be needed over the 2012 – 2017 period in addition to that which already has planning consent. High housing costs in Brighton & Hove suggest that many households are likely to spend more than 25% of their gross income on housing costs. A further analysis, using an assumption of 35% spent on housing costs indicates that 12,550 affordable homes would need to be provided over the 2012 – 2017 period. It is not likely that even the lower level of affordable housing can be delivered over the period to 2017.

The Basic Needs Assessment Model considers affordable housing in isolation from other tenures. In reality, many households in the city are able to find housing within the private-rented sector, supported by Local Housing Allowance. In practice, a significant proportion of the net housing need is likely to be met through the private rented sector; either by households spending more than 25% or 35% of their gross income on rent or by having income supplemented by Local Housing Allowance. However, it is recognised that reforms to Local Housing Allowance may restrict the potential for households in housing need to be accommodated in the private rented sector.

The very high level of housing need in the city provides a strong justification for the provision of affordable housing in new development.

## **7. Site Capacity Assessments (December 2012)**

The draft City Plan Part 1 identifies a number of strategic and employment allocations that are essential to the delivery of the long term development objectives in the City Plan. These allocations set out the types of uses and amount of development expected on each site. In response to comments raised during consultation on the draft City Plan and to ensure the City Plan is robust and that the quantities identified in the City Plan are deliverable, the capacity of seven sites identified in the Plan were assessed.

The council has produced a Viability Study 2012 as a background document which informed a number of changes to the Development Area Policies. The Site Capacity Assessment for the Development Areas follows up on the work undertaken by the Viability Study to understand the capacity of each of the sites where particular quantities of development are identified. The links between the Capacity Assessment and the Viability Study have enabled a complete understanding of the deliverability of each of the allocations to ensure a robust and sound City Plan.