

Bristol Development Framework

Core Strategy



Adopted June 2011



Housing Provision

- 4.5.1 This policy addresses the level of new homes to be developed in Bristol between 2006 and 2026.
- 4.5.2 Delivery will be primarily from development of homes on previously developed sites but will include the use of some open space for housing development. The policy contributes to addressing objectives 1, 2 and 4 of the Core Strategy and responds to issues 1, 5 and 11.

Context

Planning for New Homes

- 4.5.3 The amount of new homes for which the Core Strategy should plan has been based on assessing a range of evidence sources. Conclusions have been drawn and choices made in response to considering that evidence.

Potential Need and Demand for New Homes

- 4.5.4 The main sources of evidence used to consider the potential need and demand for new homes have been the West of England Strategic Housing Market Assessment (SHMA), the government's demographic projections and forecasts of economic growth.
- 4.5.5 **Housing need** is defined in PPS3 as the “quantity of housing required for households who are unable to access suitable housing without financial assistance”. The SHMA indicates that housing need in the city is likely to remain high throughout the Core Strategy period. The SHMA also acknowledges the policy limitations of delivering affordable housing. Given much reduced levels in public subsidy for affordable housing it is clear that supply will increasingly rely on private development. Policy BCS17 indicates that 30% to 40% affordable housing will be sought within private developments, having regard to economic viability. At these proportions the level of market housing required to address identified need would be significantly in excess of anticipated housing demand and potential supply. The upper practical limit to affordable housing delivery is therefore strongly influenced by economic viability and the likely demand for market housing.
- 4.5.6 **Housing demand** is defined in PPS3 as “the quantity of housing that households are willing and able to buy or rent”. The SHMA does not provide a definitive indication of future housing demand. Therefore, the council has had regard to household projections and to economic growth forecasts in order to provide some indication of what future housing demand may be.
- 4.5.7 The most recent household projections (2008-based: DCLG 2010) project an increase of 72,000 households in the city between 2006 and 2026. However, these trend-based projections are based on the assumption that recent high levels of international migration into the city will continue. Whilst it is important to consider the projections they cannot be considered in isolation. They do not critically evaluate likely future outcomes and do not offer a reasonably realistic projection of household change in the plan period.

4.5.8 Future economic performance is likely to have a key impact on the potential demand for homes. In June 2010 Oxford Economics forecast three potential levels of growth for the city. The central forecast of 2.3% growth per annum was expected to result in employment growth of 21,900 jobs over the plan period. Dwelling based population projections for Bristol (GLA March 2010) indicated that if 30,200 new homes were built in the city up to 2026 there would be an increase of 23,500 economically active people. On this basis, the projected increase in jobs would need to be supported by about 29,000 homes to ensure a reasonable balance between new jobs provided and new homes created.

Housing Supply

4.5.9 The potential supply of housing land in Bristol has been examined with reference to five main sources of evidence:

- The Residential Development Survey;
- An assessment of the five-year deliverable housing supply;
- The Strategic Housing Land Availability Assessment;
- Information on delivery from small sites; and
- Assessments of potential capacity for development of land within the Green Belt.

4.5.10 The Strategic Housing Land Availability assessment indicated a potential supply of 30,000 homes over the plan period. However, following further consideration it was noted that the delivery of certain sites was uncertain. Sites subject to flood risk and proposed redevelopment of pre-cast reinforced concrete dwellings are no longer considered certain by 2026. The potential development of 2,200 homes at Knowle West is also uncertain because it is likely to require funding to support regeneration. Therefore, it is assessed that the level of new homes that can be delivered from identified sites within the built up area is about 26,400.

4.5.11 The Strategic Housing Land Availability Assessment did not consider the potential contribution that developments on small unidentified sites could make over the plan period. Although all small sites cannot practicably be identified, they have made a considerable contribution to housing delivery in the past. The council has cautiously estimated that there are reasonable prospects of around 4,200 homes being delivered from this source from 2012 to 2026.

4.5.12 The potential for using land within the Green Belt for development was also considered during preparation of the Core Strategy. As evidence presented to the Core Strategy examination showed, only a small proportion of the Green Belt land in the city has any practicable potential for development. In southwest Bristol the potential capacity was estimated to be a total of 400 homes on three sites. In southeast Bristol the potential capacity was estimated to be in the region of 800 homes to the east of the park and ride site.

Conclusions on the appropriate level of homes

- 4.5.13 The council has concluded that economic factors have a major bearing on the level of housing for which it is appropriate to plan. Having regard to the prevailing economic climate in 2010, the Council considers that a forecast level of economic growth of 2.3% GVA per annum is a reasonable assumption about future prospects. On that basis provision of around 29,000 homes should ensure that new jobs created are balanced by sufficient homes.
- 4.5.14 The evidence of supply shows that the level of identified sites and the contribution from small windfall sites give reasonable prospects that 30,600 homes can be delivered within the built-up area, slightly exceeding the number of homes indicated as achieving a balance with new jobs.
- 4.5.15 This level of provision could deliver approximately 6,500 affordable homes over the plan period subject to scheme viability.
- 4.5.16 The determinants of need and demand for homes, and the elements of supply, change over time. If the economy grows more quickly than expected, the planned level of homes could ultimately prove insufficient to ensure that there are enough homes to address employment growth. Therefore, the appropriate level will be reviewed within 5 years of the adoption of the Core Strategy.
- 4.5.17 Projections of future changes to the population and economy are subject to significant uncertainties. Continued high levels of in-migration to the City or a higher rate of economic growth which results in higher demand for housing may have negative social, economic and environmental consequences. Such consequences could include increasing commuting into the city, and increasing overcrowding, sharing and concealed households. There may be adverse implications for the wider housing market area if the homes required to support the workforce, or population pressures, exceed the supply of housing land delivered within the Bristol City Council boundary. The Council also acknowledges that the SHMA suggests a substantial gap between forecast affordable housing need and potential affordable housing supply. The Council's choice of the scale of overall housing to be accommodated inevitably limits the number of affordable homes that can be delivered. The likely gap between affordable housing need and provision will have negative socio-economic consequences. These uncertainties and consequences reinforce the need to fully review the position within 5 years and to retain a contingency for additional housing if necessary. Development in the Green Belt is currently the only credible contingency to provide additional land for housing.

Policy BCS5

The Core Strategy aims to deliver new homes within the built up area to contribute towards accommodating a growing number of people and households in the city. Provision of new homes will be in accordance with the spatial strategy for Bristol set out in this Core Strategy and it is envisaged that 30,600 new homes will be provided in Bristol between 2006 and 2026. Additional provision which accords with the spatial strategy may be appropriate within the plan period.

The minimum target will be 26,400 homes between 2006 and 2026. The appropriate level of new homes will be reviewed within 5 years of the adoption of the Core Strategy.

Development of new homes will primarily be on previously developed sites across the city. Some new homes will be developed on open space which does not need to be retained as part of the city's green infrastructure provision.

In order to maintain the net housing stock existing homes will be retained unless they are unsuitable for residential uses, would be used for essential local community facilities or would be replaced.

The broad spatial distribution of new homes as indicated on the Key Diagram will be:

Area	Net additional dwellings 2006-26
South Bristol	8,000
City Centre	7,400
Inner East	2,000
Northern Arc	3,000
Rest of Bristol	6,000
Citywide – small unidentified sites	4,200

Contingency

If monitoring shows that planned provision will not be delivered at the levels expected, or if land is required to accommodate higher levels of provision, the following contingency for development of new homes will be considered:

- Use of some Green Belt land including southeast Bristol as a long-term contingency for an urban extension. The broad location is indicated on the Key Diagram.

Explanation

- 4.5.18 Whilst the development of 30,600 is reasonably likely, the council is concerned to ensure that specific targets for new homes are not set at a level which could lead to pressure to develop in locations which would conflict with the objectives of the Core Strategy. Therefore, the minimum target is 26,400 which can be delivered from the identified supply. This target figure of 26,400 will be used in calculations of five year supply of land for housing.
- 4.5.19 The contribution from small unidentified sites does not form part of the identified supply and minimum target. However, the development of about 4,200 homes from this source from 2012 to 2026 is reasonably likely and will contribute to the delivery of 30,600 homes. The Core Strategy's policies allow for such sites to be developed.
- 4.5.20 There is potential for around 2,200 homes to arise in regeneration sites at Knowle West. This potential has not been included in the identified supply. However, this level of development would be consistent with the spatial strategy and would represent an acceptable additional level of supply if brought forward during the plan period.
- 4.5.21 The components of housing supply are summarised in Table 4.5.1.

Table 4.5.1: 2006-26 Components of housing supply

	Net dwellings
Completions 2006-09	7,037
Sites with planning permission or agreed subject s.106	12,510
Supply from identified sites	6,853
Total identified supply	26,400
Assumed supply from small unidentified sites	4,200
Total identified supply and small sites assumption	30,600
Potential additional supply from regeneration sites (Knowle West)	2,200
Total identified supply, small sites assumption and regeneration sites	32,800
<i>Sources: BCC Residential Development Survey 2009, SHLAA November 2009.</i>	

4.5.22 **Urban extension in southeast Bristol** – land at southeast Bristol could act as a long term contingency for future supply of homes. Such capacity is unlikely to exceed 800 homes if existing uses are retained. There is also some potential for new homes on smaller sites in the Green Belt in southwest Bristol. Sites in the Green Belt would not be released for development unless a need for additional housing land is established by the monitoring of housing need and demand and economic growth referred to under Policy Delivery.

Housing figures

4.5.23 All housing figures in this policy refer to **net additional completions**, that is the total number of completions minus those lost through demolition and conversions. Small sites are defined as being those of 9 dwellings or fewer.

Policy Delivery

Delivery of homes will primarily be by the private sector with a proportion developed by Registered Providers. The council will also facilitate delivery of homes working with its partner organisations, particularly in areas of change and regeneration, and where appropriate will support other mechanisms including self-building and community land trusts.

Further information on delivering the housing provision is set out in the delivery sections of other Core Strategy policies.

A trajectory showing the projected pattern of delivery of new homes up to 2026 is included as Diagram 4.5.1. The estimates of delivery have had regard to the impact of the major infrastructure required to support housing development.

Delivery of the homes will be in part from land with existing planning permission. At the time of publication of the Core Strategy 7,037 have already been completed to contribute to delivery from 2006 to 2026 and there were 12,510 homes contained within planning permissions. Additional developable sites for housing (including mixed-use developments) will be allocated in both the proposed Site Allocations & Development Management DPD and Bristol Central Area Action Plan. This will include sites within the regeneration areas.

Where proposals are in accordance with other policies in the Core Strategy and other development plan documents, the potential contribution of small unidentified housing sites towards the delivery of 30,600 homes will be a relevant consideration in decisions on planning applications. The council will monitor new planning permissions and completions arising from small unidentified sites in order to determine whether the assumptions about development from that source of supply remain accurate.

The Strategic Housing Land Availability Assessment will set out the deliverable and developable supply of housing land to ensure a continuous supply of deliverable sites. The policy will be monitored and reviewed through annual Residential Development Surveys, Annual Monitoring Reports, regularly updated Strategic Housing Land Availability Assessments and deliverable housing supply surveys.

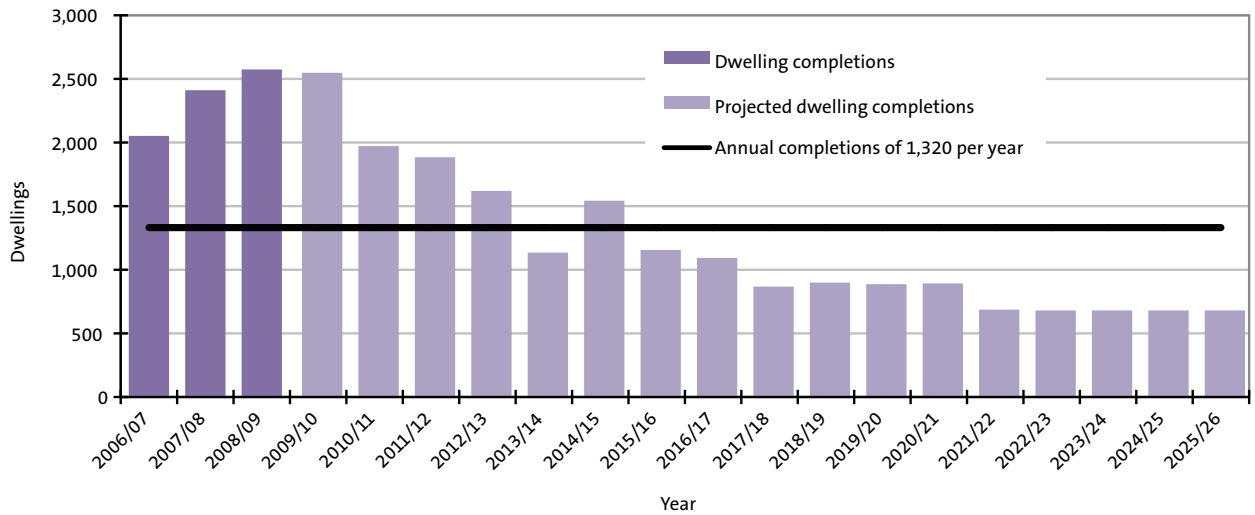
In accordance with a plan, monitor and manage approach to the provision of new homes, the council will continue to monitor the delivery of new homes and examine evolving evidence of need and demand. Within 5 years of the adoption of this Core Strategy it will review the evidence and consider the appropriate response in consultation with other local authorities, the West of England Partnership, the Local Enterprise Partnership and stakeholders. It will examine the latest evidence from population projections, economic forecasts and the progress of economic recovery since the Core Strategy was adopted. The review will consider the extent to which the planned level of new homes continues to be appropriate. If evidence suggests that additional provision of homes will be required the review will consider the appropriate response. The review will take place in the context of any changes to the planning system which have been introduced since the Core Strategy was adopted.

The approach to affordable housing and housing type is set out in Policy BCS17 and Policy BCS18.

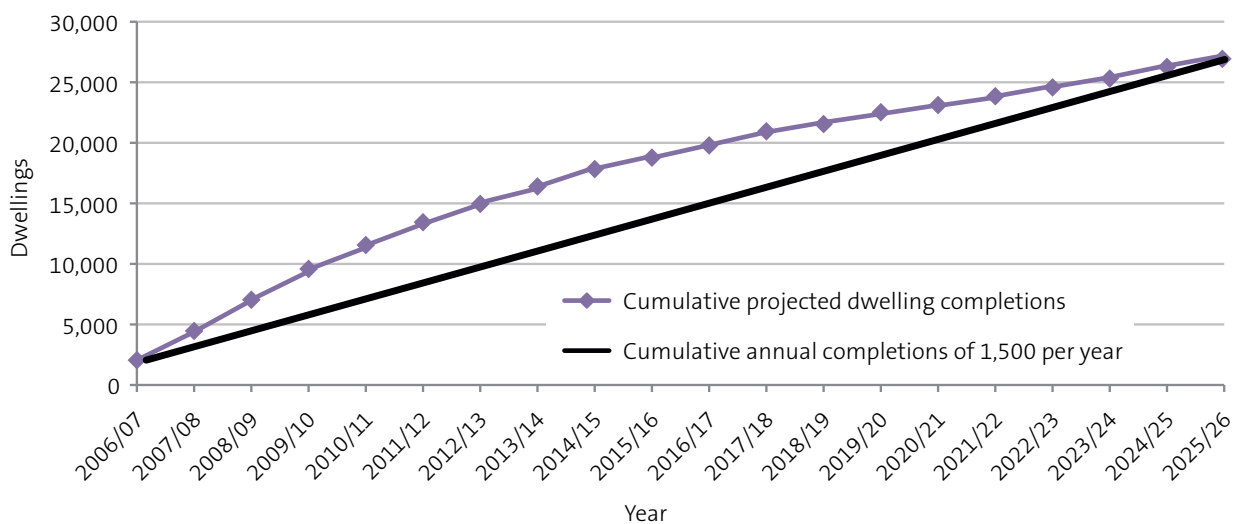
Targets	Indicators
Provision of a minimum of 26,400 net additional homes between 2006 and 2026.	<p>Net additional homes provided (National Indicator 154)</p> <p>The target will be monitored through annual Residential Development Surveys and reported in Annual Monitoring Reports.</p>
Maintain a 5 year supply of deliverable housing sites throughout plan period.	<p>Supply of ready to develop housing sites (National Indicator 159)</p> <p>The target will be monitored through annual deliverable housing supply surveys and reported in Annual Monitoring Reports.</p>

Diagram 4.5.1. Trajectory for delivery of new homes up to 2026

Bristol housing trajectory 2006 to 2026



Bristol cumulative housing provision 2006 to 2026



Note: The trajectory does not include the anticipated contribution of 4,200 homes from small unidentified sites.