

Housing Summary Paper

Draft Borough Local Plan

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Royal Borough of Windsor and Maidenhead
Planning & Property Services
Town Hall
St Ives Road
Maidenhead
SL6 1RF



1.0 INTRODUCTION

1.1 This technical paper provides a summary of the evidence regarding the future need for housing and the available housing supply.

2.0 ASSESSMENT OF HOUSING NEED

Background

2.1 The National Planning Policy Framework (NPPF) sets out the government's policy on planning including the context in which the Borough Local Plan must be prepared.

2.2 At the heart of the NPPF is a presumption in favour of sustainable development. For plan-making this means that

- Local planning authorities should positively seek opportunities to meet the development needs of their area;
- Local plans should meet objectively assessed development needs, with sufficient flexibility to adapt to rapid change, unless;
 - Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or
 - Specific policies in the NPPF indicate the development should be restricted.¹

2.3 The NPPF also sets out 12 principles that should underpin plan-making and decision-taking. These include the principle that planning should:

- Proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities;

2.4 To boost significantly the supply housing, local planning authorities should use their evidence base to ensure that their Local Plans meet the full, objectively assessed needs for market and affordable housing in the housing market area, as far as consistent with the policies set out in the NPPF, including the identification of key sites.

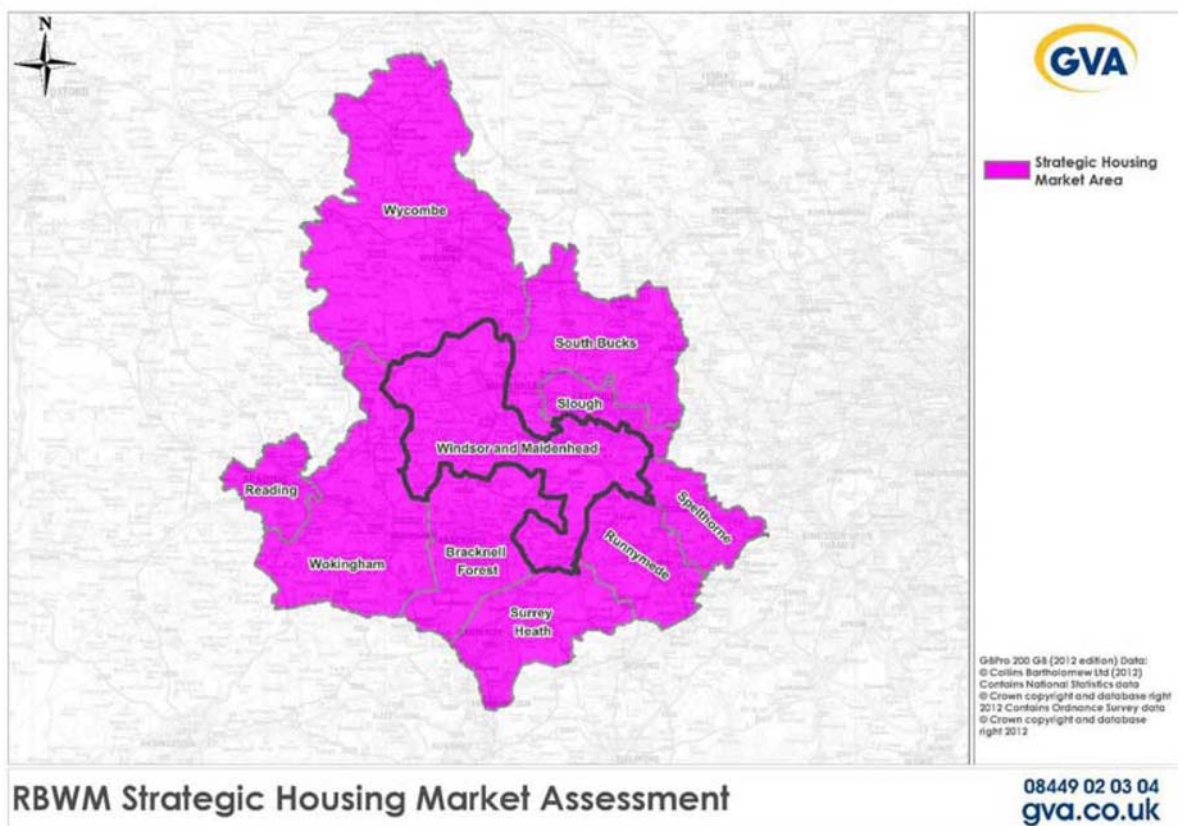
2.5 The level of housing provision delivered by the Local Plan must be based on evidence. Local planning authorities are expected to demonstrate a clear understanding of housing needs in their area primarily through two studies:

¹ For example, those policies relating to sites protected under the Birds and Habitats Directives and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, Heritage Coast or within a National Park (or the Broads Authority); designated heritage assets; and locations at risk of flooding or coastal erosion.

1. Through a Strategic Housing Market Assessment (SHMA) there should be an assessment of housing need across the housing market area and identification of the scale and mix of housing and range of tenures that are needed.
2. Through a Strategic Housing Land Availability Assessment (SHLAA) there should be an assessment of the availability, suitability and viability of land to meet housing need.

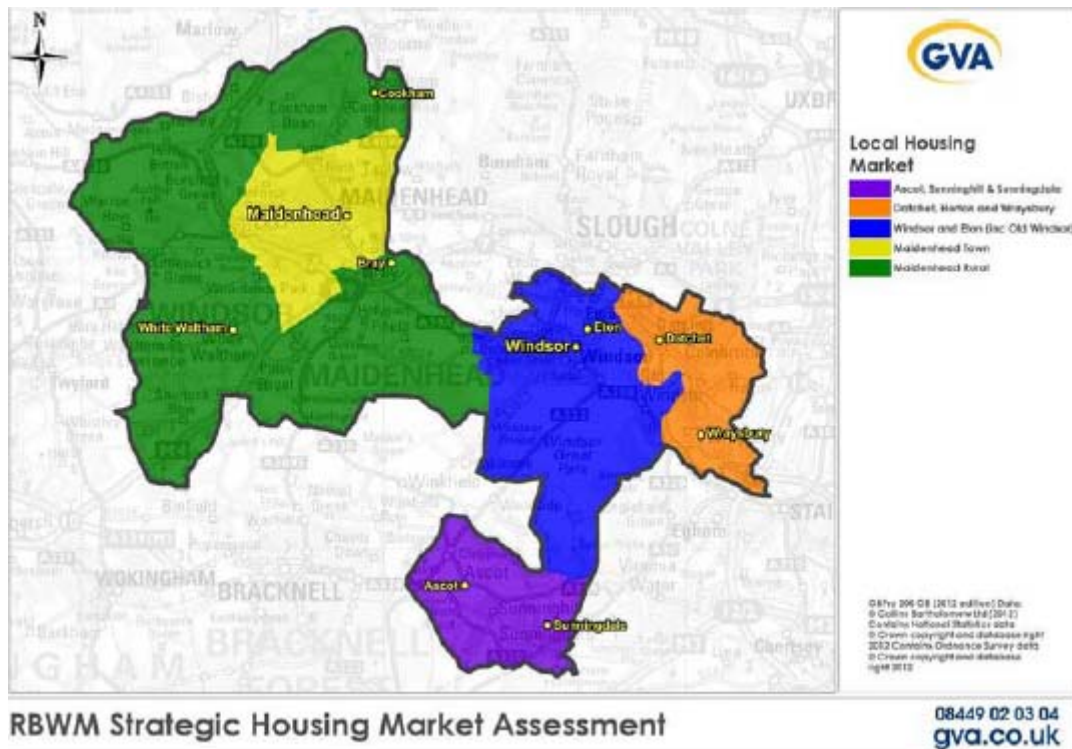
Housing Market Area

- 2.6 A Housing Market Area (HMA) is a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. In an ideal world this would be a self contained area within which most adults live and work. However in practice this doesn't occur, particularly in polycentric areas such as the Thames Valley which has numerous towns, centres of employment and strong transport connections.
- 2.7 The Royal Borough of Windsor and Maidenhead Strategic Housing Market Assessment (RBWM SHMA) undertaken in 2013 concludes that whilst the borough is located within an area of significant and complex interrelationships, with no dominant town and substantial flows to and from London, for the purposes of strategic planning, the functional HMA should be taken to comprise either in part or as a whole of the surrounding neighbouring local authorities and Reading Borough Council. Whilst not self-contained this area includes those local authorities which have the strongest and most consistent commuting and migration trends with the borough.



- 2.8 The RBWM SHMA also identified a number of smaller local markets or sub-markets within the borough based on house price trends and local level commuting and migration patterns from the 2001 Census and consultation with local agents, as shown below. The housing

market was also analysed in terms of the different housing types and tenures to create a detailed picture of local need.



Objectively Assessed Need for Housing

- 2.9 Establishing future need for housing is not an exact science and a number of different data sets need to be considered. The starting point for determining the Objectively Assessed Need (OAN) is the theoretical requirement for housing based on the projected demographic change over the HMA, assuming historical trends in births, deaths, migration and household formation rates continued into the future.
- 2.10 The Office of National Statistics (ONS) produces population projections for each local authority every two years. These projections are not forecasts and merely project forward past trends from the last five years and do not attempt to predict the impact that future national or local government policies, changing economic circumstances or other factors might have on demographic behaviour. Similarly, the Department of Communities and Local Government (DCLG) produces household projections from the ONS population projections.
- 2.11 The latest releases of ONS and DCLG projections are the 2011-based interim projections which update the 2010-based population projections and the 2008-based household projections. These projections use the population estimates from the 2011 Census and therefore provide the best estimates of the future population of the HMA currently available. However they use the fertility, mortality, migration and household formation rates trends calculated from pre-2011 census data as the detailed data from the 2011 census and revised historic data series was not available, and hence they are only published up to 2021 reflecting the resulting quality limitations. The council has rolled these projections forward to 2029 by continuing the trends forward. Despite these known limitations, the RBWM SHMA concludes that the 2011-based projections are the most accurate, robust and available indication of what constitutes the OAN for the HMA at this time.

2.12 The NPPF requires local authorities to validate the national projections using local housing trends such as historical under-supply, worsening affordability issues, or significant recent local changes such as major shifts in employment provision. Therefore the RBWM SHMA benchmarks the 2011-based projections against locally produced forecasts ranging from what the HMA housing requirement would be if provision was constrained to the known supply through to various economic growth ambitions.

Results of Local Demographic Projections for the period 2011 to 2029							
	Annual average gain in.....	<i>A: Baseline 2011-based projections (extended)</i>	<i>B: South East Plan housing targets</i>	<i>C: Housing capacity (as published June 2013)</i>	<i>D: Experian employed & self-employed jobs</i>	<i>E: Historical employed & self-employed jobs trends (census data)</i>	<i>F: Maintain workforce</i>
RBWM	total population	1,443	471	317	3,331	1,689	685
	households	672	331	278	1,329	757	409
	household spaces	701	346	290	1,389	791	427
HMA	total population	11,725	6,521	6,283	24,368	11,264	4,897
	households	5,394	3,526	3,426	9,721	5,158	2,973
	household spaces	5,589	3,657	3,556	10,082	5,348	3,082

2.13 Whilst the latest Experian employment forecasts suggest a level of population growth within the HMA far in excess of the 2011-based projections, these were built upon a period of job losses and strong job recovery which is unlikely to continue at the same rate throughout the plan period. The local forecast based on historical employment trends suggests a population growth comparable with the 2011-based projections.

2.14 The NPPF suggests that if the OAN varies from the nationally produced projections, the change must be very clearly explained and justified based on established sources of robust evidence. The RBWM SHMA concluded that there was insufficient evidence to suggest the OAN should be varied from the 2011-based projections.

2.15 The 2011-based projections, as rolled forward by the council, indicate that the population within the HMA will increase by 97,090 households or 100,603 household spaces in the period 2011-2029. The increase contributable to the borough is 12,090 households or 12,627 household spaces. This would equate to a rate of 5,394 households or 5,589 household spaces per year for the HMA of which 672 household or 701 household spaces would arise per year within the borough.

Comparison with past population change

- 2.16 Taking the 2001 and 2011 Census estimates, it is known that the number of households in the HMA increased by 30,479 households (around 3,050 households per year) over that 10 year period. The increased within the borough was around 4,087 households (around 410 households per year).

3.0 ASSESSMENT OF HOUSING SUPPLY

Housing supply where development is not restricted

- 3.1 The council has assessed the amount of housing that can be shown to be deliverable in areas where the NPPF advises that development is not restricted or where redevelopment of existing sites would be supported.
- 3.2 A capacity of 7,415 dwellings has been identified which can be delivered in the period 2011/12-2029/30. This equates to around 390 dwellings per year. This capacity is outlined in the table below.
- 3.3 The preferred strategy for the Borough Local Plan is to allow greater flexibility in height within Maidenhead town centre than currently supported under the Maidenhead Town Centre Area Action Plan. If this is accepted, we estimate the potential uplift in capacity could be at least 700 dwellings.

<i>Housing supply where development is not restricted</i>	
Source of Supply	Number of Units (net)
Housing completions	370
Housing commitments at March 2013	1,866
Housing allocations within the Maidenhead Town Centre Area Action Plan ²	733
Housing allocations proposed in the Borough Local Plan in areas where the NPPF advises that development is not restricted ³	2,237
Housing provisions from other identified sites in areas where the NPPF advises that development is not restricted	431
Housing provision from small sites ⁴	1,778
Total	7,415

² The total supply of housing within Opportunity Areas defined in the Maidenhead Town Centre Area Action Plan less sites granted planning permission and counted under completions or commitments.

³ The total supply of housing from sites proposed to be allocated under Preferred Policy Option HOU2 of the Borough Local Plan less sites granted planning permission and counted under completions or commitments.

⁴ Provision from small sites is based on past trends.

Permitted development

- 3.4 Development which can be undertaken without the need to apply for planning permission is known as permitted development. Over recent years the government has extended the ability to create residential accommodation through permitted development legislation.
- Since 6th April 2010, it has been possible to use a dwelling as housing in multiple occupation occupied by up to 6 unrelated tenants.
 - Since the 1st October 2012, it has been possible to convert a building used as a shop or for financial and professional services into a mixed use including two flats.⁵
 - Since 30th May 2013, it has been possible to convert a building in office use to residential.⁶
- 3.5 Ancillary accommodation can be created through the extension of a property, for example in the form of an annex for a relative or staff. The council does not currently monitor data to confirm how many units of accommodation have been created where no application for planning permission is required or where the accommodation is subservient.
- 3.6 An indication of scale may however be made by comparing the dwelling count used by council tax and shown to exist through the government statistics.
- 3.7 The dwelling count undertaken for the council tax register shows that on average an additional 35 dwellings per year are added to this register within the borough over and above those which required an application for planning permission. No estimates have been made for the housing market area.
- 3.8 The dwelling count of the 2001 and 2011 Census suggests an increase of 4,467 dwellings within the borough. This suggests on average an additional 100 dwellings per year have been created over and above those which required an application for planning permission.

Comparison with Objectively Assessed Need

- 3.9 The assessment of potential housing supply estimates that capacity exists for 7,415 dwellings in areas where the NPPF advises that development is not restricted or where redevelopment of existing sites would be supported.⁷ This equates to an average of 390 dwellings per annum over the plan period. Applying a 10% flexibility allowance for all sources of supply with the exception of completions to reflect the non-implementation of planning permissions or implementation beyond the plan period reduces the estimated capacity to 6,711 dwellings or an average of 353 dwellings per annum.
- 3.10 Comparing OAN with the assessment of potential deliverable housing supply within the borough at this time suggests capacity to address just over half of the projected future

⁵ Town and Country Planning (General Permitted Development) Order 1995, Part 3, Schedule 2, Class F).

⁶ Town and Country Planning (General Permitted Development) Order 1995, Part 3, Schedule 2, Class J).

⁷ This excludes the uplift in capacity within Maidenhead town centre should greater flexibility in heights be supported.

housing needs. This excludes consideration of any dwellings delivered through permitted development rights.

Sites in the Green Belt where analysis of development suitability will be undertaken

- 3.11 The preferred strategy for the Borough Local Plan is that, within a wider functional area, to provide a sustainable balance between housing and social needs and economic needs, whilst protecting the quality of the environment and the Green Belt. This requires some development in those parts of the Green Belt where environmental impacts are considered to be limited. As part of the consultation, views are invited on the suitability for development of 23 areas which are in the Green Belt. The areas are listed in the table below. The preferred approach will allocate sites with limited environmental impact.
- 3.12 Figures provided are expressed as the total number of dwellings that would exist on a site following development (the gross figure). For the small number of sites where dwellings already exist, a figure showing the increase in the number of dwellings that would exist is also provided (the net figure).

Sites in the Green Belt where analysis of development suitability will be undertaken	
Area	Indicative number of housing units Gross (Net)
Area west of Whiteladyes Lane, Cookham Rise	75
Area around Spencers Farm; East of Cookham Road, Maidenhead	500
Area west of Sheephouse Road, Maidenhead	50
Strip of land west of Cannon Lane, Cox Green	40
Area south of railway and north of Breadcroft Lane, Cox Green	140
Area including Maidenhead Golf Course ⁸	250 to 955
Area west of A404M, Maidenhead	200
Triangle enclosed by M4/A308/Ascot Road, Maidenhead	400 ⁹
Area north of Kimbers Lane, Maidenhead	126 (125)
Area south of Harvest Hill Road and east of Kimbers Lane, Maidenhead	154 (150)

⁸ The number of dwellings is dependent on the area considered suitable for development. Redevelopment of the northern section could accommodate in the order of 250 dwellings. More comprehensive development across the whole golf course could accommodate around 955 dwellings.

⁹ The site has been promoted by third parties as suitable for a new hospital facility. The indicative number of dwellings presented here does not allow for a hospital facility. Should this be progressed the number of dwellings would reduce.

Sites in the Green Belt where analysis of development suitability will be undertaken	
Area	Indicative number of housing units Gross (Net)
Area south of Stafferton Way, Braywick, Maidenhead ¹⁰	240
Area between Ascot Road and Holyport Road, Holyport	200
Area north of A308, south of Maidenhead Road, Windsor	140
Area south of A308, east of Oakley Green Road and north of Dedworth Road, Windsor	400
Area south of Dedworth Road, west of Broom Farm Estate, Windsor	150
Area south of Old Ferry Drive, Wraysbury	33 (30)
Area south of The Drive, Wraysbury	62 (50)
Area south of Waylands, Wraysbury	50
Area south of St Andrew's Close, Wraysbury	11 (10)
Area around Tithe Farm, Wraysbury	30
Area north of Church Road, Old Windsor	30
Area west of Old Windsor and north of Crimp Hill, Old Windsor	60
Area south of Ascot High Street	100

¹⁰ Mixed allocation including housing and employment. The southern part is occupied by a recycling and sewage works. Capacity is dependent on the area considered suitable and available for development. The number of dwellings presented is based on the development of the northern part of the site and does not consider a more comprehensive development.