

Appendix 2

Housing Land Review



Eastbourne & Wealden Housing Market
Assessments

Housing Land Review:

Working Paper 2

April 2007

DTZ Consulting & Research
Greyfriars Gate
5 Greyfriars Rd
Reading
RG1 1NU

Eastbourne & Wealden

Housing Land Review

A Working Paper

by

DTZ CONSULTING & RESEARCH

Greyfriars Gate
5 Greyfriars Road
Reading RG1 1NU

Tel: 0118 967 2020
Fax: 0118 950 3759 & 9584378

Also at Belfast, Birmingham, Bristol, Cardiff, Dublin, Edinburgh,
Leeds, London & Manchester

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1 INTRODUCTION

- 1.01 The aim of Working Paper 2 is to review the land supply situation within each authority against the proposed housing targets for each authority.
- 1.02 We have reviewed the data for both authorities, particularly since the two authorities are likely to need to work together in the future and much of the development in the south of Wealden will in practice serve the Eastbourne housing market area.
- 1.03 Wealden District Council have an adopted Local Plan and a non-Statutory Local Plan which identifies land for housing development within the district.
- 1.04 In Eastbourne the land supply situation is less certain because allocations in the Local Plan have largely been built out and new land is yet to be allocated formally. The Borough has also been relatively dependent on windfall development in recent years, which by their nature are unknown.
- 1.05 This paper therefore examines the available evidence by:
- Reviewing existing supply by examining allocations, housing trajectories and assumptions about windfall.
 - Examining the extent to which these allocations are deliverable and what actions might need to be taken to bring them forward for development.
 - Considering past performance by examining the extent to which the two authorities have delivered against their previous housing targets and what does this implies for future performance.
 - Examining available evidence on the location, type and size of future development sites and the implications for the nature of future housing development in Eastbourne and Wealden.
- 1.06 This paper also considers forward land supply against the requirements in the new Planning Policy Statement 3 (November 2006) and the draft Housing Land Availability Guidance that was issued with the draft PPS3 in December 2005.
- 1.07 PPS3 requires local authorities to allocate five years supply of housing land which is capable of being developed within that period. It also requires authorities to allocate or identify a further 10 years supply of housing land for the future so that a continuous supply of land is available for development in order to ensure that housing targets are delivered.
- 1.08 Whilst the two authorities cannot be expected to meet these requirements immediately, consideration of what is meant by the new policy and the current land supply situation in both authority areas will help the authorities to plan for this requirement in the future.

2 HOUSING LAND SUPPLY

2.01 The key question for this working paper is whether each authority has sufficient land allocated in relation to the housing target in the draft Regional Spatial Strategy for the South East for the next 5 years.

2.02 This section considers:

- The total amount of land allocated for housing in each authority
- In addition (or instead of allocations) whether the authorities have identified any broad areas for housing (ie sites that are not allocated in Local Plans but where the authorities expect future housing development to go)
- Whether there are sites with detailed/ outline planning permission that have not yet been built out and when these sites are expected to be built out
- Expectations about the level of windfall development over the next 5 years
- The housing trajectories of both authorities (which bring together all the sources of supply identified above).

Draft Regional Spatial Strategy Housing Targets

2.03 Figure 2.1 sets out the housing targets to 2026 for Eastbourne and Wealden. Eastbourne is required to deliver 4,800 new homes over the next 20 years and Wealden is required to deliver 8,000. This equates to around 240 homes per annum in Eastbourne, 400 in Wealden as a whole, equating to around 170 in North Wealden and 230 in South Wealden.

2.04 However, in Wealden new development did not come forward as anticipated prior to 2006. It is possible that this shortfall will need to be met over the period 2006-2011 or that the Examination in Public into the draft South East Plan could increase these overall targets. Eastbourne also plans to deliver more homes in the first 5 years of the new planning period (360 homes per annum)

2.05 In order to examine whether each authority has a 5 year supply of housing land we need to examine whether there are sufficient sites to deliver 360 new homes every year for the next 5 years in Eastbourne and 400 homes per annum for the next 5 years in Wealden. Eastbourne therefore needs sufficient land to deliver 1,800 homes and Wealden needs sufficient land to deliver 2,000 homes (see Figure 2.1).

2.06 It is worth highlighting that the first year of the new planning period was 2006 so depending on housing delivery in this year it may be necessary to adjust the number of homes (and amount of land) needed to meet the requirement for a 5 year forward supply.

Figure 2.1: Housing Target According to Structure Plan and Draft RSS

	Eastbourne	Wealden	North Wealden	South Wealden
Annual Average 2006-11	360	400	170	230
Total provision 2006-11	1,800	2,000	850	1,150
Annual Average 2006-26	240	400	170	230
Total provision 2006-26	4,800	8,000	3,400	4,600

Source: East Sussex and Brighton & Hove Structure Plan, 1991-2011 / SE RSS, 2006-2026

N.B: The Structure Plan does not split targets between North and South Wealden and so the proportions from the RSS have been applied for indicative purposes.

Allocations

- 2.07 In examining the extent to which both authorities have a 5 year supply of housing land to meet their housing targets it is appropriate to consider allocated sites with and without planning permission. These can be seen as firm commitments because they are either formally allocated or have been given either outline or full planning permission and therefore the principle of housing development is relatively advanced.
- 2.08 Figure 2.2 presents data for the level of housing land allocated and permitted in both authorities in terms of hectares of land. It is possible to estimate the number of homes that could be accommodated on this land by applying assumptions about density.
- 2.09 The vast majority of sites that were allocated in Wealden's Adopted Local Plan have been built out or given planning permission (only 2.4 hectares – 85 units remain allocated but not permitted and these are located in North Wealden). Thus, the figures for allocated and permitted dwellings in Wealden in Figure 2.1 represent permissions that have been granted, with the exception of these 85 dwellings in North Wealden.
- 2.10 The planning framework is in a period of transition following the Planning Act in 2004. As a result and in order to ensure a continuous supply of land for development, Wealden developed a non-statutory Local Plan. This plan identifies sites for housing development though they are not allocated in a formal way as would be the case with an adopted Local Plan. Around 50 hectares of land for housing is identified within Wealden, the majority of this land is located within the south of Wealden District.
- 2.11 The majority of this land has now been granted planning permission and has therefore been included in Figure 2.2. It is possible to estimate the number of homes that could be accommodated on land by applying assumptions about density. Wealden has a target dwelling density of 35 per hectare in line with PPS3 guidelines of between 30-50 dwelling per hectare¹. In 2005-2006 of the 173 dwellings completed 21% were built at a density less than 30 dwellings per hectare and 39% were built at densities greater than 50 per hectare. The average density for the year was 35 per hectare. Therefore, an average density of 35 has been applied in Figure 2.2 to estimate the number of homes that could be accommodated on these sites within Wealden.

¹ Non-Statutory Wealden Local Plan, December 2005.

Figure 2.2: Housing Land Supply 2006-2011

	Eastbourne	Wealden	North Wealden	South Wealden
Total Allocated and permitted sites (hectares)	17.8			
Total Allocated and Permitted sites (homes)*	1,190	2,800	1,330	1,480
Additional Identified Land (hectares) Wealden's Non-Statutory Plan	-	54.9	20.7	34.1
Additional Identified Land (homes) Wealden's Non-Statutory Plan	-	1,920	725	1,195
Total Supply (hectares)	18	-	-	-
Total Supply (homes)	1,190	4,730	2,050	2,670

Source: Wealden non-Statutory Local Plan 2005/ Wealden Annual Monitoring Report, 2005-06

*Includes 230 completions in Wealden in 2006/07

**Includes 85 allocated units in North Wealden from the Adopted Local Plan. There are no remaining allocations in South Wealden

- 2.12 In 2005-2006 Eastbourne delivered 85% of its residential development at densities greater than 50 dwellings per hectare. This is attributable to the borough being mostly urban and thus being able to support higher densities. Its target for 2006-2007 is to deliver developments in the town centre at a density of between 40-75 dwellings per hectare and 35-55 dwellings per hectare in suburban locations. During the year 2005-2006 the average density across the Borough was 67 dwelling per hectare. As Eastbourne does not have an overall target dwelling density the density value for the previous year is applied in Figure 2.2 to estimate the number of homes that could be accommodated on sites within Eastbourne.
- 2.13 Figure 2.2 shows that around 1,200 homes could be accommodated on land with planning permission for housing or land that is allocated within Eastbourne. This equates to two thirds of Eastbourne's housing target for the next 5 years. However, as with the figures presented for Wealden, this is sensitive to assumptions about density.
- 2.14 Over the past five years Eastbourne has had on average 141 dwellings with planning permission lapse each year – that is – these planning permissions have not been built out. The majority of these have been due to a lack of interest in development and as a result have been transferred to allocations, such instances are reflected in Figure 2.2. Some of these sites have subsequently been the subject of new schemes that have then gone on to receive planning permission.
- 2.15 Figure 2.2 suggests that Wealden has sufficient allocated and permissioned land to accommodate around 4,700 new homes over the next 5 years which is double its target for the next 5 years. North Wealden and South Wealden are able to accommodate 2,050 and 2,670 new homes respectively from this source over the same time period. Wealden has had far fewer lapses than Eastbourne. On average 24 dwellings with planning permission lapse each year. Over the past couple of years this has been as low as 10 dwellings.

Windfall Supply

- 2.16 Relatively significant proportions of new housing over recent years in Eastbourne and Wealden has been provided by development of windfall sites. By their definition, windfall sites cannot be identified or allocated for housing development since they are opportunities

that are unknown. It is for this reason that the new PPS3 largely excludes windfall from the 5 years land supply that authorities are required to allocate.

- 2.17 However, in predominately urban areas such as Eastbourne, there are likely to be more limited opportunities to actually identify and allocate sites for housing – since much of the land is already developed. It is therefore justifiable to include an estimation of the contribution of windfall development within the 5 year supply of land. Furthermore, there have been relatively steady levels of windfall development in both authorities which suggests that this is likely to make a contribution to housing supply in future years.
- 2.18 Figure 2.3 provides data on the level of windfall housing development in both authorities over the last 8 years. Levels in both authorities have been relatively consistent year on year though it is important to note that this has been in the context of a buoyant housing market and it is likely that this has helped to bring forward a greater level of windfall development.

Figure 2.3: Historic Development of Windfall and Other Unidentified Sources

	Eastbourne	Wealden
1998/1999	100	184
1999/2000	169	217
2000/2001	114	177
2001/2002	162	196
2002/2003	202	224
2003/2004	235	146
2004/2005	244	127
2005/2006	314	173
Total	1,540	1,444
Annual average over past 5 years	231	173

Source: Wealden District Council & Eastbourne Borough Council

- 2.19 Eastbourne does not have a 5 year supply of sites that would meet the new requirements in PPS3 in the strictest sense ie assuming that only allocated sites are to be included and that windfalls are to be excluded from this supply. However, in the case of Eastbourne, given its urban nature and past performance in delivering housing on windfall sites it would be justifiable to include an allowance for windfall development in the 5 year supply. Allocations and windfall (average number of homes over last 5 years) taken together suggest that Eastbourne could deliver 2,300 homes over the next 5 years if development is delivered at densities similar to that in recent years.
- 2.20 In Wealden, allocated and permitted sites provide for just around 4,700 new homes over the next 5 years. Windfall is likely to make a contribution of housing supply over this period as it has in the past but under the policies in the new PPS3 it is unlikely that Wealden will be permitted to include a windfall allowance in its 5 years supply.
- 2.21 PPS3 also states that local planning authorities should identify a further supply of specific, developable sites for years 6-10 and where possible 11-15. Indeed, evidence suggests that Wealden has sufficient opportunities in the pipeline to deliver its targets for the next 10 years, consistent with PPS3 objectives.

- 2.22 Eastbourne has allocated 5 sites containing with the potential to deliver 780 dwellings post 2011. These are expected to be on five greenfield sites forming part of Eastbourne Park. However, the deliverability of four of these sites is under review. The 2005 Eastbourne Housing Potential Survey identified a further 67 sites with the potential of delivering approximately 150 units post 2011. This survey was mainly focused on identifying extra infill capacity on previously developed land.
- 2.23 However, it is perhaps unreasonable to expect either local authority to comply with the new PPS3 since it was only published in November 2006 and the lead in times involved with identifying and allocating land for development are relatively long.
- 2.24 When all of the potential sources of housing supply are considered alongside the firm commitments (allocated and permitted sites) it appears that Eastbourne, Wealden, North Wealden and South Wealden all have sufficient opportunities to deliver their housing targets for the next 5 years. Eastbourne's allocation plus continued supply of windfall would deliver around 2,300 homes over the next 5 years. Wealden's allocations and permissions deliver around 4,700 homes over the next 5 years, with both North Wealden and South Wealden capable of meeting their 5 year targets from these sources.
- 2.25 However, in both Eastbourne and Wealden, this assumes that all of these sites are deliverable and therefore likely to come forward and deliver new homes within the next 5 years. This is unlikely to be the case and therefore there is a need to understand what is the realistic supply of new homes likely to come forward on these sites over the next 5 years.

3 DELIVERABILITY

- 3.01 PPS3 introduces a further test in relation to the deliverability of the sites allocated in the 5 year supply. Although the overall quantity of land identified in Eastbourne and Wealden may be sufficient to deliver housing targets it will only actually deliver these targets if the development sites are realistic and achievable.

Housing Trajectory

- 3.02 Local authorities are required to produce housing trajectories and these are meant to reflect the expected timetable for development of different sites. Trajectories take into account various factors that determine the timing of when completions will come forward including constraints that impact upon the delivery of sites that comprise the trajectory.
- 3.03 The housing trajectories for the period 2006-2011 published by Eastbourne and Wealden are presented in Figure 3.1. Eastbourne's trajectory excludes its allocations and focuses on other known commitments (sites with planning permission) and their expected completion dates for the first three years. For the final two years of the period the trajectory is based on expected windfall supply. Wealden's trajectory includes identified sites, allocated sites as well as commitments (sites with planning permission) and expected windfall supply.

Figure 3.1: Housing Trajectory 2006-2011

	Eastbourne	Wealden	North Wealden	South Wealden
2006/07	293	559	224	335
2007/08	448	986	395	591
2008/09	254	1,010	405	605
2009/10	231	1,218	488	730
2010/11	231	878	352	526
Total	1,457	4,651	1,865	2,786

Source: Wealden Annual Monitoring Report, 2005-06, Eastbourne Annual Monitoring Report, 2005-06

N.B : apportioning to North and South Wealden is performed on same basis as in Figure 2.5

- 3.04 Figure 3.1 takes into account the latest available information on allocations and commitments (sites with planning permission). This includes the expected delay of delivery of allocations at Roselands Depot (40 dwellings) and the TAVR Centre (60 dwellings) until after 2011 in Eastbourne. Furthermore, it also takes into account the issues arising with 780 units allocated for Eastbourne Park, 100 of which these were due to be delivered pre 2011. Eastbourne's trajectory includes an expectation of around 230 dwellings per annum from windfall sites, based on the average number of completions from this source over the past 5 years.
- 3.05 Figure 3.1 takes into account the planning permissions granted to sites identified in Wealden's 2005 non-Statutory Plan since its publication. It also reflects some of the increase in the number of dwellings granted planning permission on some sites. This includes an extra 60 dwellings at Woodholm and Welbury Farms in Hailsham on top of the 400 dwellings originally proposed for the sites. The 400 dwellings proposed at Hellingly Hospital have also been granted permission.
- 3.06 In Wealden between 1999 and 2005 the annual average number of completions from unidentified sites (windfall sites and other urban capacity sources) was 181. Wealden

expect windfall sites to deliver at least 163 dwellings annually for the period 2006-2011 in order for the trajectory in Figure 3.1 to be met.

- 3.07 The Annual Monitoring Report for Eastbourne indicates that Eastbourne will exceed the *Structure Plan* target of 8,900 dwellings for the period 1991-2011 by 160 units according to the trajectory in Figure 3.1. For the period 2006-2011 it is likely to fall short of this target by 343 units but when previous 'over-provision' in the period 1991-2006 is considered the net result is provision of 160 above the *Structure Plan* target. If current allocations were to be included in the trajectory then provision of housing could be as much as 320 above target. It is also important to note that proposed housing targets in the draft South East Plan propose to reduce Eastbourne's annual target so this trajectory suggests that delivery over the next 5 years could be met if these targets are adopted.
- 3.08 Wealden's housing trajectory shows that the District expects to meet its *Structure Plan* housing target to 2011 however this is reliant on very high levels of delivery between 2008 and 2010. From 2007 onwards the District needs to deliver around 1,000 new homes per annum in order to meet its trajectory and deliver this target. Although part of this is due to a backlog accumulated from previous years, the District is expected to deliver over 800 new homes per annum year on year under the *Structure Plan*. This is over 4 times the level of housing that has been delivered over the last 3 years. However, proposed housing targets under the draft South East Plan would reduce the level of housing that Wealden is expected to provide over the next 5 years, unless the District is expected to make up for the backlog accumulated under the *Structure Plan*.²

² Wealden District Council is in the process of preparing trajectories that consider alternative scenarios in relation to the housing target for the District

Past Performance

- 3.09 In considering the extent to which the sites allocated or identified for housing in the future are deliverable it is relevant to consider the past performance in terms of the number of completions in both authorities. This is often a useful guide to the likelihood of being able to deliver a particular level of new housing in the future.

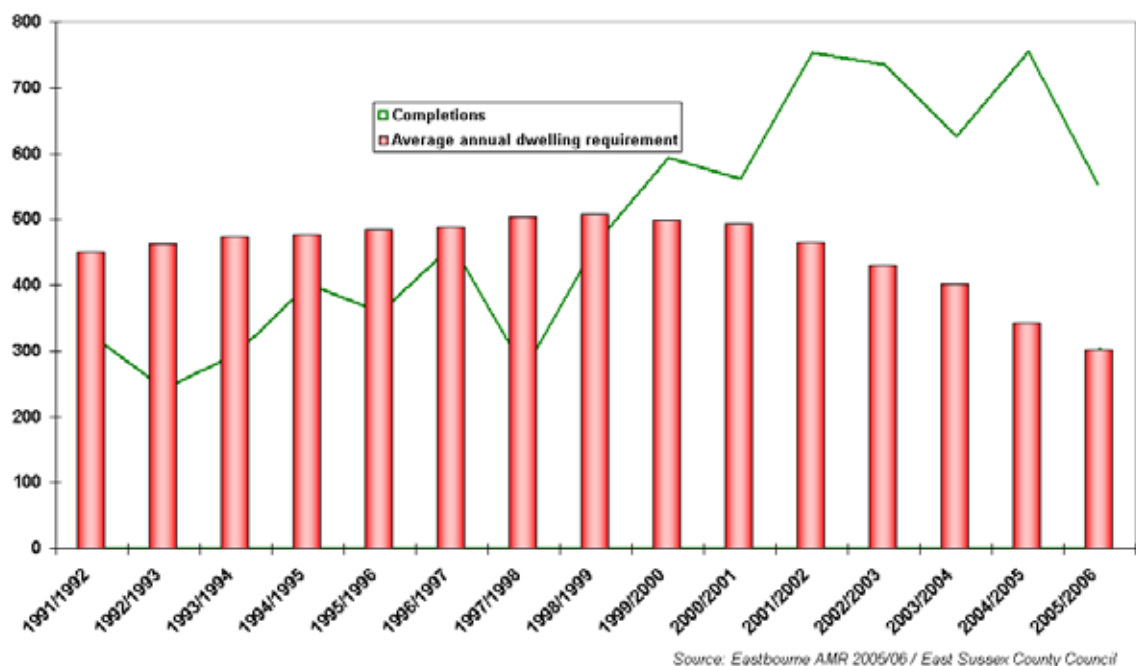
Figure 3.2: Eastbourne Housing Completions Versus Structure Plan Requirements, 1991-2011

Eastbourne			
	Completions	Structure plan requirement	Average annual dwelling requirement
April 1991		8,900	445
1991/1992	394	8,506	448
1992/1993	245	8,261	459
1993/1994	274	7,987	470
1994/1995	477	7,510	469
1995/1996	383	7,127	475
1996/1997	423	6,704	479
1997/1998	260	6,444	495
1998/1999	547	5,897	491
1999/2000	611	5,286	480
2000/2001	552	4,734	473
2001/2002	757	3,977	442
2002/2003	740	3,237	405
2003/2004	628	2,609	373
2004/2005	717	1,892	315
2005/2006	545	1,347	269
Total to date	7,553		
Average for past 5 years	677		

- 3.10 Figure 3.2 shows that in recent years Eastbourne has exceeded its Structure Plan targets which were originally set in April 1991. Since 1998 the Borough has delivered above its annualised target of 445 dwellings per annum.
- 3.11 It is possible to calculate an average rate of ‘under’ or ‘over- provision’ using the difference between completions in each authority and the average annual dwelling target set out in the Structure Plan for the period 1991-2006. Figures 3.3 illustrate provision that has exceeded targets in Eastbourne.

- 3.12 Figure 3.3 shows that Eastbourne has consistently exceeded its Structure Plan requirements in the past 5 years, although completions for the year 2005-2006 dropped by 24% compared with the previous year. This can be attributed to the near completion of Sovereign Harbour, a large brownfield site previously used for mineral extraction. On average, Eastbourne has exceeded its target by 31 dwellings per year since 1991.
- 3.13 This pattern of development is similar to that experienced in other urban centres in the South East which have benefited from a buoyant housing market, increased levels of development on brownfield sites at relatively higher densities than the past and often supported by Buy-to-Let investors and strong rental demand.

Figure 3.3: Average Annual Dwelling Targets v's Completions for Eastbourne



- 3.14 The Structure Plan splits the 20 year target of 8,900 into two phases. For the period 1991-2006 the target was 7,100 units, with the remaining 1,800 units expected to be delivered in the period 2006-2011. Figure 3.4 compares the performance of Eastbourne against this 1991-2006 target.

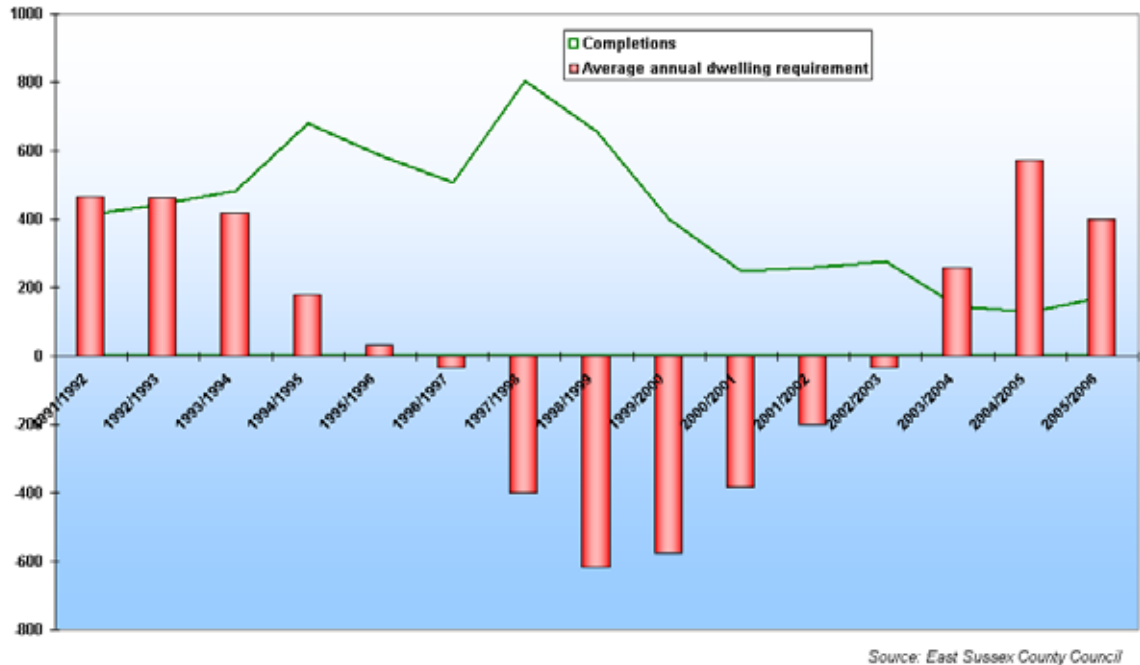
Figure 3.4: Eastbourne Housing Completions Versus Structure Plan Requirements, 1991-2006

Eastbourne			
	Completions	Structure plan requirement	Average annual dwelling requirement
April 1991		7,100	473
1991/1992	394	6,777	484
1992/1993	245	6,535	503
1993/1994	274	6,239	520
1994/1995	477	5,837	531
1995/1996	383	5,479	548
1996/1997	423	5,018	558
1997/1998	260	4,748	594
1998/1999	547	4,283	612
1999/2000	611	3,689	615
2000/2001	552	3,127	625
2001/2002	757	2,374	594
2002/2003	740	1,638	546
2003/2004	628	1,012	506
2004/2005	717	256	256
2005/2006	545	0	0
Total to date	7,553		
Average for past 5 years	677		

Source: East Sussex in Figures, East Sussex County Council

- 3.15 High levels of completions, discussed in 3.12 and 3.13 above, resulted in Eastbourne meeting its 1991-2006 target of 7,100 units one year in advance.
- 3.16 However, based on Structure Plan targets for the period 1991-2006, Wealden has under-provided by an average 26 dwellings per year since 1991, despite delivering relatively high levels of development 1995-1999 as shown in Figure 3.5. The Structure Plan target for the following period (2006-2011) envisaged a significantly higher level of delivery. However, the Draft South East Plan target would mean that Wealden is required to deliver 400 dwellings per annum from 2006-2026 – the previous targets under the Structure Plan and the backlog will be replaced by the South East Plan targets when it is adopted.

Figure 3.5: Average annual dwelling requirements under the Structure Plan (1991-2006) v's Completions for Wealden



Source: East Sussex in Figures, East Sussex County Council

3.17 Figure 3.6 shows that apart from a small increase in 2001/2002 and 2005/2006 the number of new completions in Wealden has declined each year since 1997. This past under performance in relation to housing targets in Wealden can be attributed to three points:

- Sites were delivered quicker than expected in the first 7 years of the Structure Plan period, resulting in lower completion numbers since 1997/8
- Windfall sites did not come forward as expected
- The preparation and approval of Wealden's non-Statutory Plan resulted in delays to approvals and planning decisions as a whole³

3.18 These points need to be considered in the light of increased certainty of land supply in future years as a result of the completion of this plan.

³ Note that completions in 2006/07 were around 230 dwellings in Wealden, an increase on previous years

Figure 3.6: Wealden Housing Completions Versus Structure Plan Requirements, 1991-2006

Wealden			
	Completions	Remaining Structure plan requirement	Average annual dwelling requirement
April 1991		6,600	440
1991/1992	414	6,186	466
1992/1993	445	5,741	461
1993/1994	484	5,257	417
1994/1995	679	4,578	178
1995/1996	587	3,991	31
1996/1997	507	3,484	-36
1997/1998	804	2,680	-400
1998/1999	656	2,024	-616
1999/2000	399	1,625	-575
2000/2001	247	1,378	-382
2001/2002	257	1,121	-199
2002/2003	276	845	-35
2003/2004	145	700	260
2004/2005	128	572	572
2005/2006	173	399	399
Total to date	6,200		
Mean past 5 years	200		

Source: East Sussex in Figures, East Sussex County Council

- 3.19 Figure 3.6 compares actual completions versus requirements in the Structure Plan for the period 1991-2006. The Structure Plan specifies a target of 6,600 completions in Wealden for this period (an annual average of 440 units per year), with the remaining 4,400 units expected to be delivered during the period 2006-2011 although the South East Plan figures will replace this figure. The decline in completions in Wealden since 1997 resulted in a short fall against the 1991-2006 target by approximately 400 units by 2005/06.

Delivery Constraints

- 3.20 It is not within the scope of this study to consider the delivery constraints for particular sites since this would require more detailed research and site surveys. However, it is possible to identify some broad issues which will affect the deliverability of development in the next 5 years and beyond.
- 3.21 In Eastbourne the local planning authority is not aware of any specific issues that present a barrier to delivering housing to meet the authority's trajectory in the next 5 years, particularly since the authority is set to exceed its targets for the plan period. However, barriers to delivery are on the horizon for sites that have been identified for completion post 2011. Some of the known challenges are outlined below:
- Eastbourne has major geographical constraints on development due to having areas of land at risk from flooding (less than 4.5m above sea level). This is particularly the case in respect to provision beyond 2011 where housing is expected to come from greenfield sites as it is expected that the supply of previously developed sites will be more limited in the future.
 - Of the 680 units allocated for development post 2011 further work on the feasibility of the sites has revealed that there are serious feasibility issues with some of the sites at Eastbourne Park. These include flood risk, transport and accessibility requirements. The land in the area is particularly saturated making development difficult.
 - 85 out of the 150 units identified in the 2005 Eastbourne Housing Potential Survey are also identified as at risk from flooding.
 - Not only do these apparent constraints threaten overall delivery in Eastbourne in the future they will also impact upon the ability to secure affordable housing since it is likely that land values will also need to support other infrastructure priorities in order to bring forward difficult sites.
- 3.22 In Wealden, although there appears to be a relatively large supply of land allocated or identified for development, completions have declined over the last 5 years (see Figure 3.5).. There are a number of constraints associated with development in Wealden and these explain some of the decline in housing delivered in recent years.
- Section 106 negotiations related to junction improvements led to delays in granting planning permission at three sites in Uckfield, North Wealden. These negotiations have been resolved. One site, North of Mallard Drive has been granted permission for an extra 26 unit on top of the 146 identified in the non-Statutory Plan. To date the authority states that negotiations have not caused planning permission to be withheld or significantly altered.
 - There are also continued negotiations regarding the trunk road required for the identified development of 600 units west of the A22 near Polegate. This implies that completions are unlikely to occur on this site before 2010 which is a risk to the delivery of South Wealden's housing trajectory for the next 5 years.
- 3.23 A significant proportion of the land area across Wealden and Eastbourne is designated as AONB (illustrated on the maps in Section 4). In north Wealden in particular this serves to

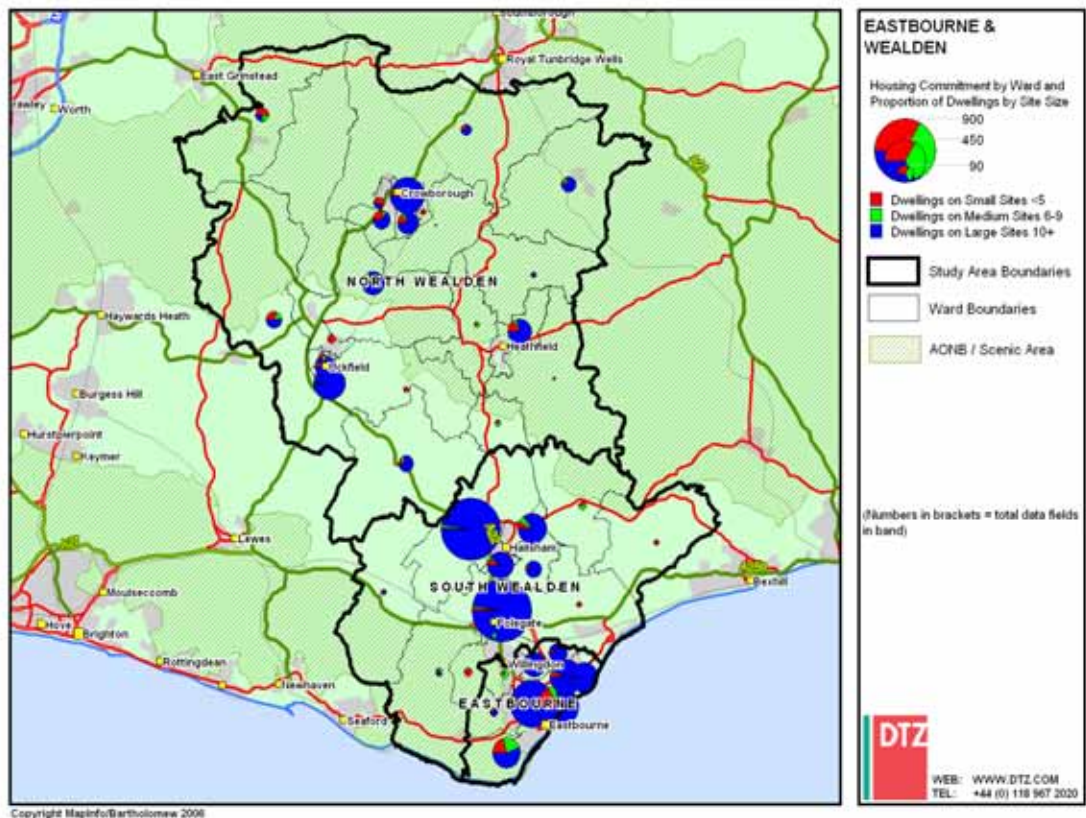
limit options for future land supply. It also means that development opportunities in the west of Eastbourne and in the southern most part of Wealden are limited.

- 3.24 Neither Eastbourne or Wealden have undertaken employment land reviews which may provide additional opportunities for housing development in both authority areas. In 2005-06 7.4 hectares of employment land was converted to residential use in Wealden. Assuming a dwelling density of 35 hectares this is the equivalent of an extra 259 dwelling from changing land use. In Eastbourne for the year 2005-2006 only 0.1 hectares of employment land was converted to housing. Assuming a density of 67 this provided an additional 7 dwellings through conversion of employment land to residential in the past year.

4 THE LOCATION AND TYPE OF FUTURE SUPPLY

4.01 Figure 4.1 illustrates the location of the housing commitments by ward for Eastbourne and Wealden as at April 2006. It shows that commitments for the period 2006-2011 are concentrated in the south of Wealden District and in Eastbourne Borough which together make up the Eastbourne market area. Figure 4.1 also shows that the majority of dwelling commitments are on large sites (sites with 10 or more dwellings). Figure 4.1 also shows the extent of AONB designation across Eastbourne and Wealden.

Figure 4.1: Location of Housing Commitments 2006-2011 By Ward⁴



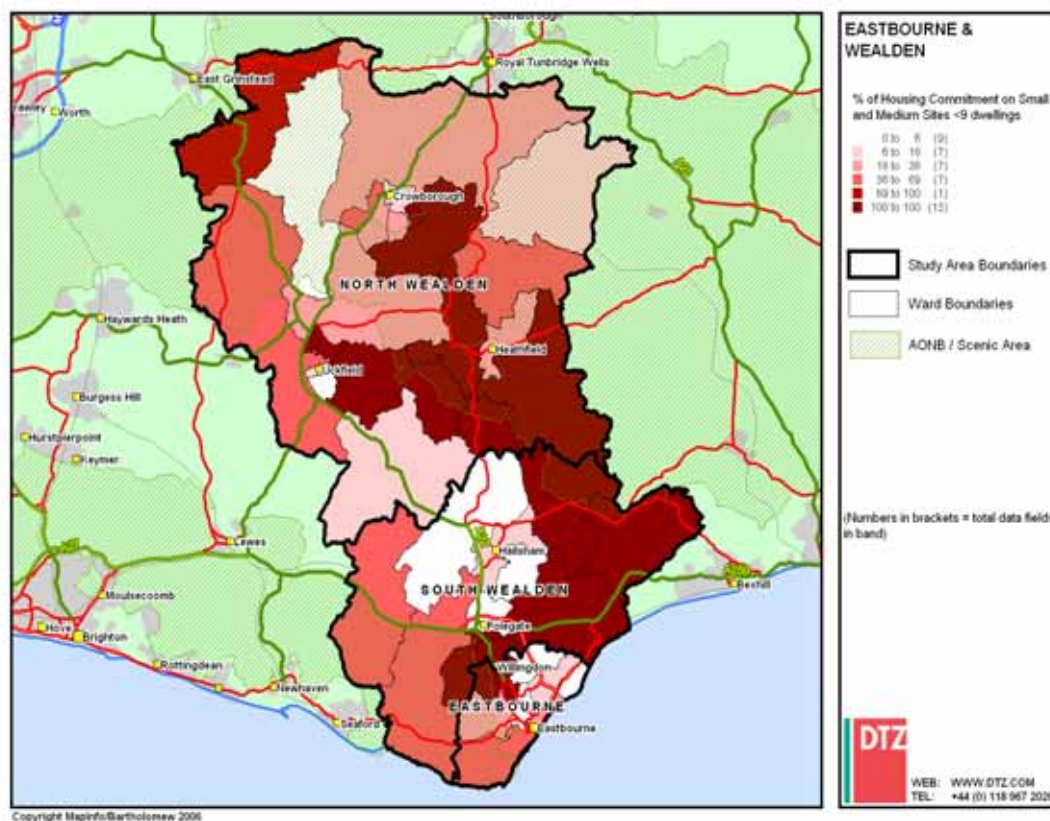
NB: The pie charts do not represent the precise location of sites

- 4.02 The highest concentration of commitments in Eastbourne is focused in the centre and east of the Borough with some wards expected to deliver up to 500 dwellings over the next 5 years. The A22 also provides transport links to the agglomeration of wards with large commitments in the south Wealden and around the settlements of Polegate and Hailsham.
- 4.03 Most of the commitments in South Wealden are on land to the east and west of the A22 running south from North Wealden to Polegate. Wards in this area have commitments of almost 900 dwellings over the next 5 years. Comparatively, North Wealden has fewer commitments although there are relatively significant developments proposed in Crowborough and near to Uckfield.

⁴Total commitments represented in the map differ slightly to Table 2.5 due to changes since ward level data was submitted to East Sussex County Council. Accuracy of distribution is not effected.

- 4.04 Working Paper 1 demonstrated that the housing market across north Wealden comprises a series of localised markets focussed on the main settlements with relatively loose connections to one another. They are also influenced by settlements outside of Wealden. Forest Row has a more significant relationship with East Grinstead than other settlements within Wealden. Thus housing commitments in Forest Row (shown in Figure 4.1), though limited, are likely to serve the housing and labour market associated with East Grinstead and Forest Row rather than other areas in north Wealden. Similarly, housing completions in Crowborough will serve the Tunbridge Wells housing and labour market as well as localised demand.
- 4.05 The majority of dwellings across Eastbourne and Wealden are due to be delivered on larger sites (10 dwellings or more) as shown in Figure 4.1. However, Figure 4.2 shows that in some of the rural wards of Wealden the majority of completions will be on sites with less than 10 dwellings. Although the overall numbers of completions in these wards will be limited the fact that they are small scale will have implications for the delivery of affordable housing and the mix of development achieved on the sites.

Figure 4.2: % Commitments to be Delivered on Small and Medium Sites, 2006-2011



- 4.06 Wealden District Council's current policy is to secure 30% affordable housing on sites of 10 or more dwellings (or 0.4 hectares) in the settlements of Crowborough, Heathfield, Hailsham, Polegate and Uckfield. Outside of these areas the threshold is reduced to 3 dwellings (0.2 hectares). Figure 4.2 shows that this is necessary to capture development sites in the rural wards since the vast majority of opportunities comprise less than 10 dwellings.
- 4.07 Eastbourne's current policy is to secure 30% affordable housing on sites of 15 or more dwellings. Figure 4.2 shows that a relatively high proportion of development opportunities

in the west and south of Eastbourne are likely to be less than 10 dwellings which implies that it will also be difficult to secure affordable housing on some of Eastbourne's sites.

- 4.08 Figure 4.3 provides evidence of the proportion of affordable housing delivered in both authorities over the last 15 years.
- 4.09 In recent years a significant proportion of completions in Eastbourne and Wealden have been on small sites (fewer than 10-15 dwellings). These have fallen below affordable housing thresholds in the two authority areas. This has meant that it has been more difficult to secure affordable housing and is one of the reasons that total completions of affordable dwellings as a proportion of all development has been relatively low in both authority areas as indicated in Figure 4.3. It is important to note that there have been other factors that have limited the amount of affordable housing secured through new development – typically other infrastructure needs compete with affordable housing needs for funding through Section 106 contributions.

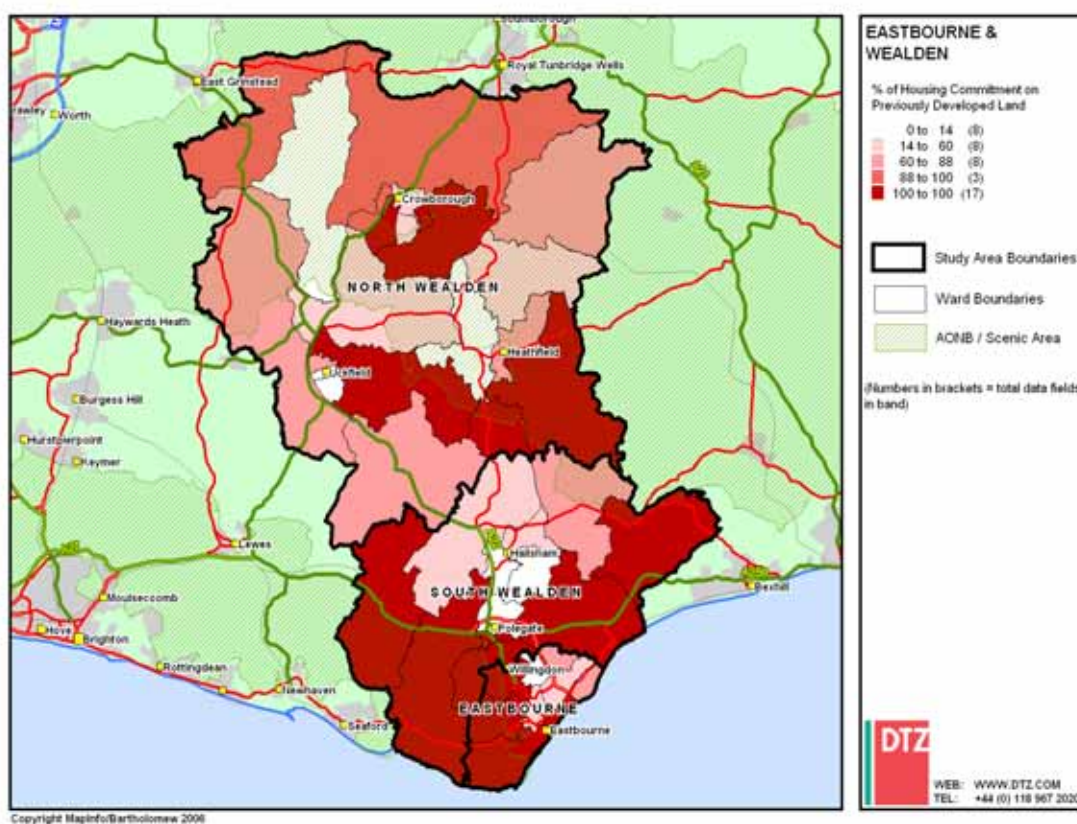
Figure 4.3: Affordable Housing Delivery (% of All Housing Completions)

	Eastbourne		Wealden		North Wealden		South Wealden	
	Completions	% Affordable	Completions	% Affordable	Completions	% Affordable	Completions	% Affordable
1991/1992	394	26%	414	3%	285	4%	129	0%
1992/1993	245	28%	445	15%	307	15%	138	15%
1993/1994	274	9%	484	20%	322	22%	162	15%
1994/1995	477	44%	679	16%	330	2%	349	20%
1995/1996	383	9%	587	3%	296	1%	291	4%
1996/1997	423	44%	507	9%	282	16%	225	0%
1997/1998	260	34%	804	10%	391	11%	413	9%
1998/1999	547	3%	656	10%	288	16%	368	5%
1999/2000	611	5%	399	6%	153	1%	246	9%
2000/2001	552	2%	247	5%	113	0%	134	9%
2001/2002	757	8%	257	10%	122	0%	135	19%
2002/2003	740	2%	276	11%	162	14%	114	5%
2003/2004	628	5%	145	43%	121	45%	24	33%
2004/2005	717	0%	128	14%	93	5%	35	37%
2005/2006	545	6%	173	18%	107	0%	66	0%

- 4.10 PPG3 set a target for 60% of new housing to be provided on previously developed land (PDL) in England. This commitment is reinforced in PPS3 though local authorities are required to set their own targets, reflecting local circumstances and to manage delivery through a trajectory. In 2005-06 69% of Wealden's completions were delivered on previously developed land. However, due to the rural nature of the district and relatively limited opportunities for reusing previously developed land it is forecast that during the period 2006-2011 the proportion of development on previously developed land will be around 40%.
- 4.11 In Eastbourne the target set in the Eastbourne Borough Plan 2001-2011 is for 95% of new completions to be built on PDL. Their 2005/2006 Annual Monitoring Report (AMR) indicates that the Borough is currently delivering 99.8% of its units on PDL. Due to a decrease in the availability of PDL this percentage is likely to decrease, and in line with this a Borough target of 70% has been set for 2006/2007.

- 4.12 Figure 4.3 shows the percentage of existing housing commitments for the period 2006-2011 in Eastbourne and Wealden that are on PDL. In the west of Eastbourne, most of which has AONB status, 100% of commitments are on PDL. Moving east, out of the AONB, there are pockets with a higher percentage of commitments on greenfield land. Hampden Park ward, for example, has 91% of its commitments on greenfield land, though constraints on these sites mean that they may be developed in the longer term rather than the next 5 years.
- 4.13 The Eastbourne AMR expects the majority of housing completions to be provided on greenfield sites for the period beyond 2011. However, this in part reflects the fact that any PDL opportunities are often not known in advance.

Figure 4.4: Percentage Housing commitments 2006-2011 on Previously Developed Land



- 4.14 Much of South Wealden's commitment is to be delivered on PDL. In the west and east of South Wealden and along the border with Eastbourne 100% of the housing commitments are on PDL. This contrasts with the corridor of greenfield commitments between Hailsham and Polegate and towards the border with North Wealden.
- 4.15 When compared with South Wealden the picture in north Wealden is one of a higher proportion of commitments on greenfield land. This is to be expected in what is a mainly rural district. However Figure 4.4 does show pockets with 100% of commitments on PDL land around the settlements of Crowborough, Uckfield and Heathfield where sites are available in these towns.

5 SUMMARY

- 5.01 There appear to be sufficient opportunities for development on either allocated or identified sites in Wealden and, taking into account expected windfall, in Eastbourne for the next 5 years. Total land supply from these sources provides for around 2,300 potential dwellings over the next 5 years in Eastbourne and 4,700 (excluding windfall) in Wealden. The targets for dwelling provision according to the draft South East Plan for the next 5 years could therefore be met in both authorities and within the two housing market areas.
- 5.02 However, the supply identified here is potential and whether there it is sufficient to ensure that housing targets are met depends to a large extent on whether the sites are deliverable in reality. This is particularly important in Eastbourne, where potential supply just meets the target to 2011, and in Wealden, where delivery rates in recent years have been well below target.
- 5.03 There is new emphasis in PPS3 on ensuring that allocated sites are capable of being developed straightaway. If the authorities were to be judged against the requirements in the new PPS3 which require a 5 year supply of deliverable sites and a further 10 years identified (and preferably allocated) based on the available evidence it is unlikely that sufficient land is available in each authority to meet this. Eastbourne has slightly more leeway because as a predominately urban area it may be permitted to make an allowance for windfall development and thus may not need to demonstrate a full supply of allocated sites.
- 5.04 However, the extent to which the authorities are actually able to meet their housing targets will depend on these potential sites coming forward. Recently, delivery of new homes in Wealden has tapered off which implies that there has been difficulty in delivering allocated and identified sites (and windfall has not been forthcoming to the extent anticipated). Thus there is a continued risk that some of Wealden's allocated sites will not be translated into actual completions in the intended time period.
- 5.05 Eastbourne has exceeded its targets for the last 8 years although this is in a buoyant housing market and other factors have contributed to increased delivery in urban areas. This may not continue indefinitely but does suggest that the capacity to deliver in Eastbourne is higher than targets given to the Borough.
- 5.06 Firm commitments for the future in Eastbourne are more limited because there are fewer opportunities to allocate land and those that are allocated appear to be multiply constrained – flood risk being one of the main issues.
- 5.07 In summary, in Eastbourne, Wealden, North Wealden and South Wealden current allocations and permissions are sufficient to meet PPS3 requirements (though this includes a windfall allowance in Eastbourne. However, there is limited land supply identified beyond 2011 in Eastbourne in particular and lead in times for infrastructure and development suggest that progress needs to be made soon to secure delivery for the future. The review of employment land which is planned across Eastbourne and Wealden may offer some opportunities in this respect. However, a key issue will be the extent to which allocated and identified sites can be brought forward for development. Wealden has a sufficient potential land supply which implies that, if appropriate action is taken, housing completions could be secured in line with the planned target.

- 5.08 The location and type of sites available for development in both areas will impact on the nature of development that is secured in the future. The majority of sites are located in the south of Wealden and in Eastbourne and will therefore predominately serve the Eastbourne housing market. The main development sites in the north of Wealden are in and around the main settlements of Crowborough, Heathfield and Uckfield. These settlements have relatively localised housing markets though Crowborough and Uckfield are relatively well connected to Tunbridge Wells and Lewes/ Haywards Heath respectively. New development in these locations will therefore serve these labour markets as well as the surrounding rural hinterlands.
- 5.09 Most of the development committed in Eastbourne and Wealden over the next 5 years is expected to be on sites with 10 or more dwellings. This implies that there should be opportunities to secure affordable housing. However, we have not considered the economics of development on these sites or other competing demands on development contributions (eg other infrastructure requirements or remediation costs).
- 5.10 In the more rural wards in the east of Wealden there are likely to be limited opportunities to secure affordable housing because limited development is proposed and planned completions are on small sites. However, rural exception sites provide a mechanism through which such sites can be secured.
- 5.11 A large proportion of development over the next 5 years in both authority areas will be on previously developed land, as in the past. To some extent this will favour certain types of development, since previously developed sites tend to be urban in nature (or within existing settlements) and thus it is possible and often appropriate to seek higher densities and flats instead of housing. Working Paper 4 presented information on the nature of the existing stock of housing in Eastbourne and Wealden and the pattern of recent completions. The Eastbourne housing market area has a large stock of smaller dwellings which is likely to have been reinforced by recent completions. Future development may reinforce this pattern in Eastbourne since most will be focussed on previously developed sites, though increased development on greenfield allocations over the next 5 years and beyond in the south of Wealden provides an opportunity to provide a wider choice of housing in the market.