



# **Bracknell Forest Borough Local Development Framework Housing Supply**

**Background Paper to  
Submission Core Strategy  
Development Plan Document**

**October 2006**

## **Housing Supply Background Paper**

### **1. Introduction**

- 1.1 This paper provides background information to the housing numbers set out in the Bracknell Forest Borough Submission Core Strategy Development Plan Document, November 2006
- 1.2 In preparing this paper and the above documents, the Borough Council has had regard to:
  - Bracknell Forest Borough Urban Housing Potential Study, June 2006
  - Bracknell Forest Borough Urban Housing Potential Study, April 2005
  - Planning Commitments for Housing at March 2006 (Joint Strategic Planning Unit and Bracknell Forest Borough Council)
  - Berkshire Structure Plan 2001 – 2016
  - The Bracknell Forest Local Development Framework Annual Monitoring Report 2004 - 2005
  - The South East Plan Core Document, March 2006, Draft Plan for Submission to Government

### **2. Policy Background**

- 2.1 Consultation Draft Planning Policy Statement 3 'Housing' (December 2005) provides emerging guidance for local authorities regarding establishing a strategy for housing provision in Local Development Frameworks.
- 2.2 Draft PPS3 advises that LDFs should set out the level of housing provision for the plan period in accordance with the Regional Spatial Strategy.
- 2.3 In addition, in relation to housing provision and allocation, PPS3 advises that LDFs should:
  - set out the housing trajectory to meet the level of housing provision over the plan period
  - allocate sufficient land and buildings for housing or mixed use development to deliver the first five years of housing trajectory, taking into account a windfall allowance only where it is not possible to allocate sufficient land.
  - for the following 10 years of housing trajectory allocate land wherever possible. Where it is not possible to allocate land, broad areas of future growth should be indicated in core strategies.
  - set out the level of housing provision expected on site allocations for housing, or as part of mixed-use developments.
- 2.4 The Boroughs housing allocation is set out in the emerging Regional Spatial Strategy, the South East Plan. This identifies that between 2006 and 2026, the Borough will make provision for an average of 539 dwellings per annum.
- 2.5 The role of the Core Strategy in relation to housing is, as set out in Planning Policy Statement 12 'Local Development Frameworks' (PPS12), to:
  - Set out a spatial vision, objectives and core policies

- Implement the spatial and transport policies of the regional spatial strategy and incorporate its housing requirement
- Set out broad locations for delivering the housing and other strategic development needs.

The role of the Core Strategy is not to identify individual sites.

- 2.6 PPS12 and associated regulations also identifies the need for the preparation of a housing trajectory as set out in paragraph 5.1 of this paper. This should be prepared to support the Core Strategy although site specific elements will be determined through the Site Allocations Development Plan Document.

### 3. Past requirement and completions

- 3.1 Bracknell Forest Borough is required to plan for a housing allocation as set by Government. The previous Berkshire Structure Plan 1991 - 2006 required 7,500 dwellings (net) to be provided in the Borough between 1991 and 2006.
- 3.2 For the period 1991 – 2001, the Borough’s requirement was 6,150 dwellings. 5,541 net completions took place (an annual average of 554 dwellings compared with an annual requirement of 615), leaving a deficit of 609 dwellings. The deficit occurred between 1996 and 2001 as set out below.

#### Berkshire Structure Plan 1991 - 2006

**Table 1 – Berkshire Structure Plan Requirement 1991 – 2006**

Phasing Period	Net completions	BSP Requirement	Difference
1 April 1991 to 31 March 1996	3866	3750	116
1 April 1996 to 31 March 2001	1675	2400	-725
1 April 2001 to 31 March 2006		1350	-609

- 3.3 The adopted Bracknell Forest Local Plan (BFBLP) runs to March 2006 in terms of the housing policies. Between April 2001 and March 2006, the Borough needed to provide 1,959 dwellings to meet the 1991 – 2006 Structure Plan allocation (1350+609). This figure rounded to 1950 has been included in the adopted Berkshire Structure Plan 2001 – 2016. This requires 7,270 dwellings to be provided (net) in the Borough between 2001 – 2016 (Policy H2) as follows:

2001 – 2006 1950 net dwellings  
 2006 – 2011 2660 net dwellings  
 2011 – 2016 2660 net dwellings

#### Bracknell Forest Borough Local Plan

- 3.4 The Bracknell Forest Borough Local Plan, 2002 (BFBLP) was based on the previous Structure Plan (1991 – 2006) which as set out above, identified a requirement of 1,350 dwellings to be built in the Borough between 2001 and 2006. The Local Plan identified two housing sites to meet the majority of the housing requirement:

PH1.1 RAF Staff College – identified for at least 680 (gross) new dwellings - outline permission for 606 net dwellings (730 gross)

PH1.2 Peacock Farm – identified for approximately 1,250 net dwellings – outline permission for 1500 dwellings

- 3.5 Paragraph 5.2 (v) of the BFBLP identifies that these sites (Peacock Farm and Staff College) would contribute 1,826 net new dwellings before March 2006 to meet the remaining housing requirement. Even though both sites have been granted outline planning permission for a higher number of dwellings than identified in the BFBLP, work has yet to commence on the Staff College. Infrastructure works began in the summer of 2006 at Peacock Farm. The Borough Council is now working closely with both landowners to try and progress the sites as quickly as possible.

#### **Berkshire Structure Plan 2001 - 2016**

- 3.6 As set out earlier, the adopted Structure Plan requires 1,950 dwellings to be built in the Borough between 2001 – 2006. As at March 31 2006 a total of 1,591 completions had taken place resulting in an overall shortfall of 359 dwellings against the requirement up to 2006. This shortfall is primarily a result of the two local plan housing sites referred to above, not being implemented within the timescale anticipated. Some of the deficit left by these 2 major sites has been met by the delivery of housing on an increasing number of windfall sites on previously developed land within settlements.

#### ***2006 to 2026 Requirement***

- 3.7 The Borough's housing allocation is currently under review through the review of regional planning guidance (the South East Plan).
- 3.8 Policy H1 of the Submission South East Plan identifies that Bracknell Forest will make provision for an annual average of 539 dwellings per annum (a total of 10,780 dwellings) over the period 2006 to 2026. In addition, the Council has carried forward the 359 dwelling shortfall to be met over the period 2006 – 2017.
- 3.9 Whilst the Borough's requirement is not broken down into specific time bands in the emerging South East Plan, national guidance makes reference to the need to identify land in the first five years and then allocate land wherever possible for the following ten, or indicate broad locations in the Core Strategy. In order to set a framework for further Development Plan Documents, particularly the Site Allocations DPD, and for ease of monitoring, Policy CS15 of the Core Strategy identifies delivery in five year phases as set out below:

## POLICY CS15 - OVERALL HOUSING PROVISION

Over the period 2006 to 2026 the Council will make provision for the phased delivery of 11,139 net dwellings in the following broad phases:

**April 2006 to March 2012 – an average of 572 dpa**

**April 2012 to March 2017 – an average of 572 dpa**

**April 2017 to March 2022 – an average of 539 dpa**

**April 2022 to March 2026 – an average of 539 dpa**

In order to achieve delivery, sustainable and viable sites will be allocated and phased in a Site Allocations Development Plan Document to meet this provision in accordance with the sequential order in Policy CS2.

3.10 These annual delivery rates have been calculated as follows:

### **2006 - 2017**

2006 to 2011 = 2,695 SE Plan allocation

2011 – 2016 = 2,695 SE Plan allocation

Shortfall to 2006 = 359

2016 – 2017 = 539 dwellings per annum (dpa) SE Plan allocation

**Total 2006 – 2017 = 6,288 or 572 dpa**

So 2006 – 2012 = 6 x 572 = 3,432 and

2012 – 2017 = 5 x 572 = 2860

(figures slightly higher than 6288 due to rounding).

### **2017 – 2026**

South East Plan identifies 539 dpa

2017 – 2022 = 539 dpa x 5 = 2,695

2022 – 2026 = 539 dpa x 4 = 2,156

## **4. Studies of Potential**

### ***Urban Housing Potential Study 2004 – 2016, April 2005:***

4.1 In 2004, the Borough Council instructed Baker Associates to carry out a Local Urban Potential Study. This was completed in April 2005 and covered the period October 2004 to March 2016.

4.2 The study sought to estimate potential future housing yield from all sources within the defined settlements. In summary this study identified:

**Table 2 – Urban Potential Study Findings 2004 – 2016**

	<b>2004 - 2006</b>	<b>2006 - 2011</b>	<b>2011 - 2016</b>	<b>Totals</b>
Site specific sources (large identified sites)	125	1495	571	2155
Non-site specific sources (small sites only)	51	170	170	391
<b>Total</b>	<b>176</b>	<b>1629</b>	<b>741</b>	<b>2546</b>

**Urban Housing Potential Study 2006 - 2026 Review:**

- 4.3 To support work on the LDF, Baker Associates were appointed to extend the above study to 2026. The study used the same methodology and identified the following: This later study showed and increased yield in the period 2006 to 2016 from both site specific sources and non-site specific sources.

**Table 3 – Urban Potential Study Findings 2006 – 2026**

	<b>2006 - 2011</b>	<b>2011 - 2016</b>	<b>2016 - 2021</b>	<b>2021 - 2026</b>
Yield from site specific sources	1663	775	N/A	2438
Yield from small non-site specific sources	195	195	390	780
Yield from large non-site specific sources	N/A	N/A	1600	1600
<b>Total Yield from all sources</b>	1858	970	1990	<b>4818</b>

- 4.4 Beyond the period 2016 a large windfall allowance has been used rather than identifying site specific sources because of the uncertainty of identifying sites that might come forward. An allowance of 160 dwellings per annum was proposed from this source based on past completion rates (over the past 14 years, and also more recent rates), and the average completion rate expected from identified sites in the Urban Potential Study (from 2006 to 2016). However, an estimate of 190 dwellings per annum has been used by the Borough Council in the last nine year period based on the high level of windfalls experienced in more recent years (an average of 218 dpa in 2004/5 and 2005/6).

**5. Meeting the Requirement**

- 5.1 One of the requirements of the LDF process is the production of a housing trajectory which includes:
- Net additional dwellings over the previous five year period or since the start of the relevant development plan document period, whichever is the longer;
  - Net additional dwellings for the current year;
  - Projected net additional dwellings up to the end of the relevant development plan document or over a ten year period from its adoption, whichever is the longer;
  - The annual net additional dwelling requirement; and
  - Annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous year's performance.
- 5.2 The purpose of the housing trajectory is to support the 'plan, monitor and manage' approach to housing delivery by showing past and estimating future performance. It provides a tool against which anticipated delivery can be monitored and annual updates through the Annual Monitoring Report will

indicate whether additional action, for example through the review of Local Development Documents is needed to meet such delivery.

- 5.3 The Council has prepared a housing trajectory for the period 2001 to 2026 (attached as Appendix 1). This has been based on the table attached with the trajectory which identifies the sources of supply. These are discussed in more detail in the sections below. This trajectory has also been included within the Core Strategy.
- 5.4 Wherever possible, confirmation of the estimates of the phasing of large sites with planning permission as at 31 March 2006 has been agreed with landowners and developers.
- 5.5 An estimate of 40 dwellings per annum has been assumed on small (less than 10 net units) previously developed windfall sites. This estimate is based on work in the Urban Potential Study which suggested an annual estimate of 39 dpa based on past trends.
- 5.6 The Urban Potential Study also includes an estimate from identified sites for the period 2006 to 2011. In view of the need to resolve mitigation and avoidance measures for new development in relation to the Thames Basin Heaths Special Protection Area, some of the potential from this source has been put back towards the end of the period 2006 to 2012 and into the next period beyond 2012.

## **6.0 2006 – 2012**

- 6.1 The first five year period from adoption covers from 2006 to 2012 (the Core Strategy is due for adoption in December 2007). The total requirement for this period is 3,432 net dwellings as identified in paragraph 3.10.
- 6.2 As at March 2006 there was a total of 4,228 hard (with planning permission) and soft (identified in the Bracknell Forest Borough Local Plan or with a Committee resolution to approve subject to a legal agreement) commitments for new dwellings (net). As shown in the table below, this is the highest level of outstanding commitments since 1991 (which is a gross figure).

**Table 4: Outstanding Housing Commitments at 31 March each year.**

<b>Year</b>	<b>Net Outstanding</b>
1991/1992	4,249*
1992/1993	4,018*
1993/1994	3,216
1994/1995	2,553
1995/1996	2,991
1996/1997	3,438
1997/1998	2,372
1998/1999	2,400
1999/2000	2,456
2000/2001	2,241
2001/2002	3,197
2002/2003	3,349
2003/2004	3,865
2004/2005	3,922

2005/2006	4,228
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\* Gross figures

- 6.3 Estimates of completions from these and the results of the Local Urban Potential Study (June 2006) indicate (as set out in the trajectory in Appendix 1) that there should be a significant increase in completions in the period 2006 – 2012. This is due largely to the anticipated implementation of the two allocated Local Plan sites at Peacock Farm and Staff College.
- 6.4 In addition, the regeneration of Bracknell town centre is expected to deliver approximately 450 units by 2012, and there are a number of large windfall sites anticipated to be completed during this period, for example the Met Office site (268 units under construction summer 2006).
- 6.5 The breakdown of the anticipated sources of supply in this (and the remaining) period is identified on the table in Appendix 1. As set out above, the requirement is expected to be met through existing Local Plan sites, the redevelopment of Bracknell Town Centre, completion of other sites with outstanding planning permission and additional sites from urban potential.
- 6.6 These sources provide an estimated provision of 4,200 dwellings in this phase which is a slight over provision for this period; this will enable some flexibility should the impact of resolving issues around the SPA impact on the rate of new permissions and subsequent delivery rates in this period.

#### **2012 to 2017**

- 6.7 The current allocation for this period is 2,860. An element of the housing supply in this period will be provided by the remainder of Peacock Farm and Bracknell Town Centre. In addition, an estimate from previously developed urban potential sites has been used based on the outcome of the Urban Potential Study.
- 6.8 Assessments of these sources of supply indicated a shortfall within this period. Through the process of consultation and sustainability appraisal, the Council has identified an urban extension at Amen Corner to accommodate about 725 dwellings, a proportion of which will be delivered during this period. A further background paper 'Major Locations for Growth' has been prepared setting out the process by which this broad area has been identified in the Core Strategy. An Area Action Plan has been identified in the Bracknell Forest Local Development Scheme to be prepared for this area, and this, together with the preparation of a Site Allocations Development Plan Document will provide the mechanisms for ensuring phased and timely delivery of new housing from this site.
- 6.9 Delivery of housing at Amen Corner could be flexible with a greater or lesser number of completions being delivered in the period up to 2012 should this be required, for example through changes to the Boroughs allocation through the South East Plan process or through under or over delivery from other sources.

## **2006 – 2017 Summary**

- 6.10 In this ten year period from adoption, the Council has identified delivery from a range of sources including existing commitments, urban potential and a planned urban extension. The table in Appendix 1 shows a slight overall overprovision in this period allowing for some flexibility in provision.

## **2017 – 2026**

- 6.11 The housing allocation for this period is 4,851 dwellings. Estimating housing delivery further into the future becomes less certain. However it is clear that there is a need through the Core Strategy Development Plan Document to make planned provision for identifying the broad locations for meeting the housing required in this period.
- 6.12 The Urban Housing Potential Study Review identified, based on past trends, a large sites (>10 net dwellings) windfall allowance from previously developed land within settlements for the period 2016 to 2026 rather than using site specific sources. However, it is clear that in order to meet the longer term housing requirement within this period, additional land will be required. The Submission Core Strategy identifies a proposed urban extension at land north of Whitegrove and Quelm Park for about 2,200 dwellings to be delivered during this period. In addition, the remaining requirement from Amen Corner will also be delivered during this period.
- 6.13 Monitoring delivery from urban potential sites, and the preparation of a Site Allocations DPD will enable any shortfall within this period to be met within the framework set out in the Core Strategy.

## **7. Further Information**

- 7.1 For further information on the information in this document please contact a member of the Development Plans team by:

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### Appendix 1 - Housing supply projections for Housing Trajectory - Sept 2006

Total requirement 2006 – 2017 = 6,288 or 572 dpa

2017 - 2022 requirement = 5 x 539 = 2,695

Source	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
Under Const	146	20														
With Full pp	93	193	206													
With o/l pp	-124	273	564	535	492	352	267	200								
Bracknell TC				150	150	150	150	150	150	50						
Urban Potential identified sites		50	140	170	200	200	183	183	183	183						
Small windfall	40	40	40	40	40	40	40	40	40	40	40	40	40	40	40	40
Large windfall											160	190	190	190	190	190
<b>Sub total</b>	<b>155</b>	<b>576</b>	<b>950</b>	<b>895</b>	<b>882</b>	<b>742</b>	<b>640</b>	<b>573</b>	<b>373</b>	<b>273</b>	<b>200</b>	<b>200</b>	<b>200</b>	<b>200</b>	<b>200</b>	<b>200</b>
Amen Corner										50	100	150	160	100		
Land north of Whitegrove and Quelm Park												200	250	250	250	200
<b>Total annual</b>	<b>235</b>	<b>576</b>	<b>950</b>	<b>895</b>	<b>882</b>	<b>742</b>	<b>640</b>	<b>573</b>	<b>373</b>	<b>323</b>	<b>300</b>	<b>605</b>	<b>665</b>	<b>605</b>	<b>480</b>	<b>430</b>

<b>Total Supply</b>	<b>4200</b>	<b>2209</b>	<b>2785</b>
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<b>Total supply 06 -17</b>	<b>6,409</b>
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<b>Requirement</b>	<b>6,288</b>	<b>2,695</b>
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<b>Total requirement</b>	<b>8983</b>
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<b>Total supply</b>	<b>9194</b>
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**2002 – 2026  
Supply**

	<b>2022/23</b>	<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>
Small windfall	40	40	40	40
Large windfall	190	190	190	190
Land north of Whitegrove and Quelm Park	250	275	275	250
	480	505	505	480
<b>Total</b>		<b>1970</b>		

### Core Strategy Housing Trajectory 2001-2026





