

# East of England Implementation Plan

Housing: Theme Advice

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# 1: Overview and Summary

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## Role of the Theme within the Regional Economic Strategy and the Regional Spatial Strategy

- 1.1 The Housing Theme is responsible for delivering two of the headline targets from RES and RSS (housing and affordable housing). It also contributes in a direct way to two others: emissions of carbon dioxide and water consumption.
- 1.2 From RSS – and for the purposes of the East of England Implementation Plan – regional policy with regard to housing is captured mainly in Policies H1 (508,000 net additional houses over the plan period) and H2 (that region-wide, 35% of housing delivered on sites granted planning permission after May 2008 should be affordable). Issues relating to housing are also implicit in two of the RES Goals: resource efficiency (which emphasises its environmental performance) and spatial economy (with a focus on the geography of housing and economic growth).

## The gap between trajectory and target

- 1.3 In terms of the relationship between trajectories and targets, evidence – including the results of a survey of local authorities completed in October 2008 – suggests that the region is going to have to work hard to achieve these ambitions:
  - Progress with regard to the **delivery of housing** during the early part of the plan period appears to have been relatively good, with output increasing year on year to 2007. However the context for this was a buoyant housing market and high house prices. Of late, the credit crunch and economic downturn have significantly affected levels of new build and progress with regard to a number of major developments located in or close to some of the region's Key Centres for Development and Change is known to have stalled. Hence prospects in relation to the delivery of 508,000 net additional dwellings over the plan period are less good now than they were two years ago
  - Overall, the region has performed well below the future aspirations from RSS linked to **affordable housing**, although the share of new dwellings has generally increased. During the early part of the plan period, it delivered between a third and a half of the RSS target (couched in terms of a percentage of overall new build) for the period from 2008-21. A step change in performance is therefore needed
  - With regard to the contribution of housing – both new build and the existing stock – to **environmental targets**, evidence from the recent past suggests the need for significantly improved outcomes. The environmental targets to which both the existing and new housing stock must contribute are exacting and pose a significant challenge for existing homes to meet.
- 1.4 Hence the delivery challenges to be addressed over the period to 2021/31 are substantial.

## Implementation imperatives

- 1.5 In this context, a range of implementation imperatives were identified, and it is these that must inform the East of England Implementation Plan for RES and RSS.
- 1.6 In relation to Policy H1, while delivery depends on the private sector, the public sector plays an important enabling role. With regard to larger sites identified for housing uses, evidence suggested a variety of development constraints: on a district basis, these included provision of utilities, the need for decontamination, key transport infrastructures, etc. Within each district, the site specific costs associated with addressing these constraints were estimated to range from £10m-£464m over the plan period. While many of these costs will be borne by house-builders, public sector intervention and investment may be critical in terms of overall viability, and this is likely especially to be the case in the context of economic downturn. Beyond this, it was recognised that greater capacity and co-ordination within the public sector could make a serious difference in terms of the speed and efficiency of development processes, particularly with regard to complex planning processes and negotiations with developers with regard to larger sites.
- 1.7 For Policy H2, clear constraints to delivery are embedded within local planning policies; specifically, a continuation of “saved” policies from old Local Plans (with much lower requirements in relation to affordable housing) *and* a high incidence of small sites (that fall below the threshold at which the provision of affordable housing becomes a planning requirement) suggest that Policy H2 may be very difficult to deliver without significant changes in the funding regime. The Homes and Communities Agency estimated that, based on current grant rates, the overall resources required to achieve RSS annual targets (to 2019) are between £4.1bn (assuming grant rates efficiencies are achieved and costs rise with inflation) and £5.9bn (assuming scheme costs rise by 10% and grant intervention remains at current levels of 30%). On both best-case and worst case scenarios, the funding requirement for affordable housing is significantly in excess of the indicative funding available: in 2008/09, the total value of the Regional Housing Pot in the East of England is £236m. Hence unless local planning policies change significantly and/or the availability of funding increases substantially, the deliverability of Policy H2 is open to doubt.
- 1.8 Finally in terms of the environmental performance of housing, the delivery challenge was identified to be substantial. Work is underway to evidence this challenge more precisely.

## Regional implementation programmes

- 1.9 In response to the challenges and imperatives summarised above, a number of regional implementation programmes were identified for inclusion in the East of England Implementation Plan. The view of partners was that if these programmes were delivered at scale and on a consistent basis through to 2021/2031, then the ambitions set out in RES and RSS with regard to housing delivery and affordable housing, ought to be achievable. Additionally, a substantial and substantive contribution will have been made to regional targets with respect to water consumption and carbon dioxide emissions.
- 1.10 The programmes identified in the context of the Housing Theme are listed in Table 1-1 below.

Table 1-1: Programmes identified in order to achieve regional targets set out in RES/RSS and linked to the Housing Theme

Component	Programme
RSS Policy H1	<ul style="list-style-type: none"> <li>1: Skills for planning, delivering and managing sustainable communities</li> <li>2: Strategic Development Research &amp; Support Unit</li> <li>3: Roll-out of Integrated Development Programmes: Planning for the delivery of growth and infrastructure</li> <li>4: Large sites for housing, employment and mixed use</li> </ul>
RSS Policy H2	<ul style="list-style-type: none"> <li>1: RSS Policy H2 – Monitoring and Intelligence</li> <li>2: Securing a far stronger relationship between housing and LSPs/LAAs, etc.</li> <li>3: Homes and Communities Agency – Single Conversation</li> <li>4: Short term response to the credit crunch and recession</li> <li>5: Rural Exceptions Sites</li> <li>6: Innovative approaches to Joint Commissioning of affordable housing</li> <li>7: New mechanisms for land purchase and the use of surplus public land</li> <li>8: Tenure – improving intelligence on the intermediate housing market</li> </ul>
Environmental performance of housing	<ul style="list-style-type: none"> <li>1: Improving resource efficiency – in the existing stock</li> <li>2: Improving resource efficiency – in new build</li> </ul>

## 2: The contribution of the Theme to the two strategies

### Scope of the Theme

- 2.1 This Theme relates to all interventions linked to Housing. Its scope is summarised in the Table below.

Table 2-1: Scope of the JIP Housing Theme

Theme includes...	Theme excludes...
Interventions required to facilitate the delivery of market-provided housing	Wider infrastructures which are allied with housing delivery (which will be addressed through other Themes)
Interventions and actions required in relation to the delivery of new affordable housing (PPS3 definition includes both social rented & intermediate markets)	
Interventions required to ensure the delivery of new housing is in accordance with the spatial strategy policies of the RSS	
Interventions concerned with improving the existing housing stock (private sector and to meet targets set for RSL & local authority homes)	
Interventions concerned with reducing the percentage of vulnerable households living in non-decent homes	
Interventions linked to the role of housing in creating sustainable communities and meeting needs of BME communities	
Interventions concerned with improving the environmental performance of new and existing housing	
Interventions concerned with meeting targets for density and building on previously-developed land (PDL)	

### High level ambitions for the East of England

- 2.2 Both RES and RSS set out a number of regional outcome/impact targets. These are high level in character and they reflect – in a quantified sense – the key elements of the two strategies’ visions.
- 2.3 Effecting change through housing-related interventions is critical in relation to four of the high level outcome targets. It also contributes – indirectly and as part of the mix – to several others, as summarised in Table 2-2 below.

Table 2-2: Summary - relationship between interventions related to the Housing Theme and their likely impacts on high level outcome targets

Headline Indicator	Target	Direct effects	Indirect effects	“Induced”/ second order
GVA per capita / per worker	Annual growth in real workplace-based GVA per capita of 2.3 per cent and GVA per worker of 2.1 per cent between 2008 and 2031			↑
Employment rate	Employment rate for the working population of 80 per cent and for the 16-74 population of 70 per cent by 2031			↑

Headline Indicator	Target	Direct effects	Indirect effects	"Induced"/ second order
Earnings inequality	A rise in lower-quartile earnings to 60 per cent of average earnings by 2031			↑
Water consumption	Per capita consumption of water by households in 2030 that is 20 per cent below 2008 levels, or 120 litres/head/day	↔		
CO <sub>2</sub> emissions	End-user CO <sub>2</sub> emissions in 2031 that are 60 per cent below 1990 levels	↔		
Skills – Leitch targets	Over 40 per cent of adults qualified to at least level 4, 68 per cent of adults qualified to at least level 3 and over 90 per cent of adults qualified to at least level 2 by 2020 and maintained to 2031			
Net additional dwellings	508,000 (2001-21)	↑		
Jobs growth	452,000 (2001-21)		↑	
Affordable Housing	35% of new houses with planning permission granted after May 2008 are affordable	↑		

Key: ↑ impacts ought to be positive in relation to the headline indicator; ↓ impacts likely to be negative in relation to the outcome indicator; ↔ impacts could be either positive or negative

## What the two strategies require

2.4 Within the context of the East of England Implementation Plan, the Housing Theme is unlike any other in that – for two of the high level targets of relevance to the Theme (housing and affordable housing) – the policy is simply to deliver them. Figure 2-1 summarises the key content from both RES and RSS with regard to the Housing Theme.

Figure 2-1: Headline messages from RES and RSS with regard to Housing

RES	RSS
<p><b>Goal: Resource Efficiency</b></p> <p>What will success look like?, including</p> <ul style="list-style-type: none"> <li>per capita consumption of water by households in 2030 that is 20 per cent below 2008 levels, or 120 litres/head/day (l/h/d)</li> <li>for the East of England to be a renowned leader in resource efficiency and climate change adaptation</li> </ul> <p><b>Priority 4: Making the East of England a water-efficient region</b></p> <p>Implementation Priorities, including</p> <ul style="list-style-type: none"> <li>raising standards for water efficiency in new-build and supporting a major retrofit programme through a regional centre of excellence for water efficiency</li> </ul> <p><b>Goal: Spatial Economy</b></p> <p>What will success look like?, including</p> <ul style="list-style-type: none"> <li>a better balance between housing and employment opportunities contributing to effective and affordable places</li> </ul> <p><b>Priority 3: Creating sustainable places for people and business</b></p> <p><b>Priority 4: Adapting the region's places to meet</b></p>	<p><b>Regional Policies</b></p> <ul style="list-style-type: none"> <li><b>Policy SS2 – Overall Spatial Strategy</b> ...adopt an approach to the location of major development which prioritises the re-use of previously developed land in and around urban areas to the fullest extent possible while ensuring an adequate supply of land for development consistent with the achievement of a sustainable pattern of growth and the delivery of housing in accordance with Policy H1. The target is for 60% of development to be on previously developed land</li> <li><b>Policy H1 – Regional Housing Provision</b> Through managing the supply of land for housing in accordance with PPS3, their Local Development Documents, and in determining planning applications local planning authorities should facilitate the delivery of at least 508,000 net additional dwellings over the period 2001 to 2021.... When bringing forward land for housing they should take account of: <ul style="list-style-type: none"> <li>the spatial strategy (Policies SS1 to SS9)</li> <li>the need for co-ordination and consistency of approach between neighbouring authorities</li> <li>co-ordination of development with necessary transport and other infrastructure provision, including provision for adequate water supply and waste water treatment, as provided for under Policy WAT 2</li> </ul> </li> <li><b>Policy H2 – Affordable Housing</b> Within the overall housing requirement in Policy H1, Development Plan</li> </ul>

<p><b>the challenges and opportunities of climate change</b></p> <p>Implementation Priorities, including</p> <ul style="list-style-type: none"> <li>• improving the design quality and sustainability of places in the East of England through access to advice, services, exemplars and capacity building in key locations</li> <li>• ensuring the deliverability of existing housing and jobs targets through a range of measures such as: positive local development documents, strengthening investment planning and delivery partnerships, strategic employment land reviews and raising the region's share of infrastructure funding to support delivery of affordable housing</li> <li>• developing the evidence base for responding to climate change in the region and supporting the use of innovative and applied technologies through positive planning for adaptation</li> <li>• reviewing the spatial options for long-term growth to maximise competitiveness and sustainable development</li> </ul>	<p>Documents should set appropriate targets for affordable housing taking into account:</p> <ul style="list-style-type: none"> <li>➤ the objectives of the RSS;</li> <li>➤ local assessments of affordable housing need, as part of strategic housing market assessments,</li> <li>➤ the need where appropriate to set specific, separate targets for social rented and intermediate housing;</li> <li>➤ evidence of affordability pressures; and</li> <li>➤ the Regional Housing Strategy.</li> </ul> <p>At the regional level, delivery should be monitored against the target for some 35% of housing coming forward through planning permissions granted after publication of the RSS to be affordable.</p> <p><b>Sub-Regional Policies</b></p> <ul style="list-style-type: none"> <li>• <b>Policy ETG1</b> (Essex Thames Gateway) – substantially increase the number of jobs and homes in line with Policies E1 and H1...</li> <li>• <b>Policy HG1</b> (Haven Gateway) – provide for major housing growth at the key centres of Colchester and Ipswich...</li> <li>• <b>Policy LA2</b> (Hemel Hempstead KCDC) – overall housing growth of 12,000 units in Dacorum, mainly at Hemel Hempstead...</li> <li>• <b>Policy CH1</b> (Chelmsford KCDC) – provide for substantial growth of housing...</li> <li>• Etc</li> </ul>
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2.5 From Figure 2-1 however, it is apparent that the region's requirements of housing are broader than numbers alone. In particular, there are overarching requirements with regard to:

- the spatial distribution of new housing development and, specifically, the imperative that it should be aligned with areas of jobs growth
- its characteristics in terms of environmental performance and resource use efficiency, particularly as regards water consumption and emissions of carbon dioxide.

## High level projections and targets of relevance to the Housing Theme

2.6 Within this context – and as the backdrop to the Implementation Plan – it is important to understand the relationship between projections and targets: in other words, just how ambitious are the quantified visions of the two strategies? Linked to this, what is the contribution that interventions linked to housing might potentially make in seeking to close the gap between trajectory and target? In the paragraphs that follow, we examine these different issues, drawing on the available evidence. We consider in turn four headline ambition targets from RES/RSS:

- delivery of housing
- delivery of affordable housing
- CO<sub>2</sub> emissions, and water consumption

**1: Delivery of housing – and progress towards RSS Policy H1 (508,000 net additional dwellings, 2001-21)**

*Insights from AMR, 2006/07*

2.7 Based on information contained within the Annual Monitoring Report (2006/07), Table 2-3 provides detailed information on recent and planned rates of new housing development, including a trajectory for the period from 2007 to 2011, by local authority area. The final column shows the minimum build required from 2011 to 2021 (on the assumption that the trajectory of new dwelling completions 2007 to 2011 is realised).

Table 2-3: Net dwelling completions 2001 to 2007 and trajectories compared to East of England Plan targets, Districts

Policy H1 areas	Proposed H1 target 2001 to 2021	Of which already built 2001-07	Residual target: minimum still to build 2007-21	Completion s in most recent year 2006-07	Dwelling trajectory 2007 to 2011	Dwellings to be completed 2011 to 2021
Bedford	17,570 (879)	3,511 (585)	14,059 (1,004)	456	4,531 (1,133)	9,529 (953)
Mid Bedfordshire	14,230 (712)	4,308 (718)	9,922 (709)	846	4,074 (1,019)	5,848 (585)
South Bedfordshire EoE Residual	1,000 (50)	122 (20)	878 (63)	12	184 (46)	694 (69)
Luton & South Bedfordshire MKSM	26,300 (1,315)	5,190 (865)	21,110 (1,508)	725	552 (138)	20,558 (2,056)
Cambridge City	19,000 (950)	2,973 (496)	16,027 (1,145)	673	5,438 (1,360)	10,589 (1,060)
East Cambs	8,600 (430)	3,840 (640)	4,760 (340)	675	2,386 (597)	2,374 (237)
Fenland	11,000 (550)	3,997 (666)	7,003 (500)	738	2,581 (645)	4,422 (442)
Hunts	11,200 (560)	3,519 (587)	7,681 (549)	624	4,139 (1,035)	3,542 (354)
South Cambs	23,500 (1,175)	4,456 (743)	19,044 (1,360)	931	5,872 (1,468)	13,172 (1,317)
Peterborough	25,000 (1,250)	4,869 (812)	20,131 (1,438)	1,245	6,632 (1,658)	13,499 (1,350)
Basildon	10,700 (535)	1,406 (234)	9,294 (664)	183	1,693 (423)	7,601 (760)
Braintree	7,700 (385)	4,018 (670)	3,682 (263)	658	1,598 (400)	2,084 (208)
Brentwood	3,500 (175)	1,134 (189)	2,366 (169)	218	839 (210)	1,527 (153)
Castle Point	4,000 (200)	1,114 (186)	2,886 (206)	108	720 (180)	2,166 (217)
Chelmsford	16,000 (800)	4,090 (682)	11,910 (851)	518	3,686 (922)	8,224 (822)
Colchester	17,100 (855)	5,885 (981)	11,215 (801)	1,250	5,258 (1,315)	5,957 (596)
Epping Forest	3,500 (175)	1,484 (247)	2,016 (144)	277	1,097 (274)	919 (92)
Harlow	16,000 (800)	967 (161)	15,033 (1,074)	159	2,157 (539)	12,876 (1,288)

Policy H1 areas	Proposed H1 target 2001 to 2021	Of which already built 2001-07	Residual target: minimum still to build 2007-21	Completions in most recent year 2006-07	Dwelling trajectory 2007 to 2011	Dwellings to be completed 2011 to 2021
Maldon	2,400 (120)	892 (149)	1,508 (108)	143	982 (246)	526 (53)
Rochford	4,600 (230)	1,260 (210)	3,340 (239)	449	495 (124)	2,845 (285)
Tendring	8,500 (425)	2,657 (443)	5,843 (417)	556	2,087 (522)	3,756 (376)
Uttlesford	8,000 (400)	1,990 (332)	6,010 (429)	325	2,310 (578)	3,700 (370)
Southend on Sea	6,500 (325)	2,575 (429)	3,925 (280)	443	2,124 (531)	1,801 (180)
Thurrock	18,500 (925)	4,659 (777)	13,841 (989)	413	4,831 (1,208)	9,010 (901)
Broxbourne	5,600 (280)	2,214 (369)	3,386 (242)	260	1,080 (270)	2,306 (231)
Dacorum	12,000 (600)	2,271 (379)	9,729 (695)	413	2,962 (741)	6,767 (677)
East Herts	12,000 (600)	2,916 (486)	9,084 (649)	776	2,654 (664)	6,430 (643)
Hertsmere	5,000 (250)	1,351 (225)	3,649 (261)	274	1,481 (370)	2,168 (217)
North Herts	15,800 (790)	3,475 (579)	12,325 (880)	622	2,761 (690)	9,564 (956)
St Albans	7,200 (360)	2,212 (369)	4,988 (356)	377	2,624 (656)	2,364 (236)
Stevenage	6,400 (320)	978 (163)	5,422 (387)	353	1,235 (309)	4,187 (418)
Three Rivers	4,000 (200)	1,340 (223)	2,660 (190)	335	1,088 (272)	1,572 (157)
Watford	5,200 (260)	1,652 (275)	3,548 (253)	246	2,058 (515)	1,490 (149)
Welwyn Hatfield	10,000 (500)	3,412 (569)	6,588 (471)	685	2,102 (526)	4,486 (449)
Breckland	15,200 (760)	3,959 (660)	11,241 (803)	500	3,033 (758)	8,208 (821)
Broadland	12,200 (610)	1,954 (326)	10,246 (732)	280	780 (195)	9,466 (947)
Great Yarmouth	6,000 (300)	1,636 (273)	4,364 (312)	340	1,280 (320)	3,084 (308)
Kings Lynn & West Norfolk	12,000 (600)	3,147 (525)	8,853 (632)	611	3,792 (948)	5,061 (506)
North Norfolk	8,000 (400)	2,062 (344)	5,938 (424)	341	1,666 (417)	4,272 (427)
Norwich	14,100 (705)	4,440 (740)	9,660 (690)	954	4,209 (1,052)	5,451 (545)
South Norfolk	11,200 (560)	2,884 (481)	8,316 (594)	604	4,275 (1,069)	4,401 (404)
Babergh	5,600 (280)	1,615 (269)	3,985 (285)	275	2,218 (555)	1,767 (177)
Forest Heath	6,400 (320)	1,071 (179)	5,329 (381)	260	1,830 (458)	3,499 (350)
Ipswich	15,400 (770)	3,868 (645)	11,532 (824)	985	4,818 (1,205)	6,714 (671)
Mid Suffolk	8,300 (415)	2,692 (449)	5,608 (401)	806	1,320 (330)	4,288 (429)
St Edmundsbury	10,000 (500)	2,491 (415)	7,509 (536)	536	2,302 (576)	5,207 (521)
Suffolk Coastal	10,200 (510)	3,849 (642)	6,351 (454)	1,150	2,482 (621)	3,869 (387)
Waveney	5,800 (290)	2,134 (356)	3,666 (262)	191	1,926 (482)	1,740 (174)

Policy H1 areas	Proposed H1 target 2001 to 2021	Of which already built 2001-07	Residual target: minimum still to build 2007-21	Completions in most recent year 2006-07	Dwelling trajectory 2007 to 2011	Dwellings to be completed 2011 to 2021
East of England	508,000 (25,400)	130,539 (21,757)	377,461 (26,962)	24,799	122,242 (30,561)	255,219 (25,522)

Source: EERA: East of England Plan Annual Monitoring Report 2006-2007 Table 6.11b

- 2.8 The Table suggests that – *at the time AMR was prepared* – the rate of new build was expected to increase significantly between 2007 and 2011, averaging over 30,500 net additional dwellings a year in the region as a whole. The new build rate increased annually from 2001 through to 2006, but appeared to reach a plateau in 2006/07 (24,799 net new dwellings as compared with 24,445 in 2005/06). The AMR comments that over this period, completions may have been boosted by the ‘buy to let’ market fuelling developments of apartments. This section of the market is likely to be particularly adversely affected by the credit crunch as ‘buy to let’ mortgages have all but disappeared.
- 2.9 It is clear that in a number of authorities, the residual new dwellings required between 2007 and 2021 represent a very significantly higher rate of building than occurred between 2001 and 2007. Annual build rates are required to increase by over 30% as compared with recent years in Bedford, Luton & South Bedfordshire, Cambridge, South Cambridgeshire, Basildon, Harlow, Broadland and Forest Heath. Conversely, however, in some areas, build rates have been running well ahead of the H1 target. Looking to the future, this may raise concerns with regard to overall sustainability.
- 2.10 Within AMR, local authorities included a trajectory for housing supply up to 2021, including an allowance for windfall sites. Together with completions, this enables an estimate to be produced of any shortfall by district. From Table 2-4, the column entitled ‘% proposed changes’ indicates the extent to which there are firm commitments to build new homes. Those authorities where the percentage is below 60% could be considered priorities for firming up development plans: Luton, Harlow, Rochford, Tendring, East Hertfordshire, North Hertfordshire, Broadland and St Edmundsbury.

Table 2-4: Net dwelling completions to date and supply trajectory, compared to RSS 2021 target

County, unitary and district councils		Proposed H1	Completions 2001-2007	Total trajectory of supply to 2021	Completions + expected supply to 2021	% Proposed Changes	Additional Supply required
Beds	Bedford	17,570	3,511	13,862	17,373	99%	197
	Mid Bedfordshire	14,230	4,308	8,279	12,587	88%	1,643
	South Beds (residual)	1,000	122	644	766	77%	234
	Luton UA & S Beds MKSM	26,300	5,190	1,932	7,122	27%	19,178
Cams	Cambridge City	19,000	2,973	13,455	16,428	86%	2,572
	East Cambridgeshire	8,600	3,840	4,818	8,658	101%	-58
	Fenland	11,000	3,997	8,056	12,053	110%	-1,053
	Huntingdonshire	11,200	3,519	5,964	9,483	85%	1,717
	South Cambridgeshire	23,500	4,456	14,040	18,496	79%	5,004
	Peterborough UA	25,000	4,869	13,443	18,312	73%	6,688
Essex	Basildon	10,700	1,406	2,791	4,197	39%	6,503
	Braintree	7,700	4,018	2,886	6,904	90%	796
	Brentwood	3,500	1,134	1,878	3,012	86%	488
	Castle Point	4,000	1,114	2,973	4,087	102%	-87
	Chelmsford	16,000	4,090	11,333	15,423	96%	577
	Colchester	17,100	5,885	11,118	17,003	99%	97
	Epping Forest	3,500	1,484	1,500	2,984	85%	516
	Harlow	16,000	967	5,057	6,024	38%	9,976
	Maldon	2,400	892	982	1,874	78%	526
	Rochford	4,600	1,260	981	2,241	49%	2,359
	Tendring	8,500	2,657	2,087	4,744	56%	3,756
	Uttlesford	8,000	1,990	3,107	5,097	64%	2,903
	Southend-on-Sea UA	6,500	2,575	5,771	8,346	128%	-1,846
	Thurrock UA	18,500	4,659	13,153	17,812	96%	688
Herts	Broxbourne	5,600	2,214	1,443	3,657	65%	1,943
	Dacorum	12,000	2,271	9,848	12,119	101%	-119
	East Hertfordshire	12,000	2,916	2,818	5,734	48%	6,266
	Hertsmere	5,000	1,351	3,179	4,530	91%	470
	North Hertfordshire	15,800	3,475	4,792	8,267	52%	7,533
	St Albans	7,200	2,212	5,034	7,246	101%	-46
	Stevenage	6,400	978	3,585	4,563	71%	1,837
	Three Rivers	4,000	1,340	1,758	3,098	77%	902
	Watford	5,200	1,652	4,037	5,689	109%	-489
Welwyn Hatfield	10,000	3,412	2,899	6,311	63%	3,689	
Norfolk	Breckland	15,200	3,959	10,816	14,775	97%	425
	Broadland	12,200	1,954	1,460	3,414	28%	8,786
	Great Yarmouth	6,000	1,636	4,072	5,708	95%	292
	King's Lynn and W.N.	12,000	3,147	12,400	15,547	130%	-3,547
	North Norfolk	8,000	2,062	4,036	6,098	76%	1,902
	Norwich	14,100	4,440	8,191	12,631	90%	1,469
	South Norfolk	11,200	2,884	5,937	8,821	79%	2,379
Suffolk	Babergh	5,600	1,615	3,803	5,418	97%	182
	Forest Heath	6,400	1,071	3,430	4,501	70%	1,899
	Ipswich	15,400	3,868	8,305	12,173	79%	3,227
	Mid Suffolk	8,300	2,692	3,674	6,366	77%	1,934
	St Edmundsbury	10,000	2,491	3,297	5,788	58%	4,212
	Suffolk Coastal	10,200	3,849	4,177	8,026	79%	2,174
	Waveney	5,800	2,134	3,852	5,986	103%	-186
East of England		<b>508,000</b>	<b>130,539</b>	<b>266,953</b>	<b>397,492</b>	<b>78%</b>	<b>110,508</b>

Source: AMR 2006/07

Survey evidence from October 2008

- 2.11 As part of the evidence base for the East of England Implementation Plan (and also the region's submission to government in the context of Regional Funding Advice), EERA and the Housing Corporation commissioned a survey of local authorities in October 2008.
- 2.12 On the basis of survey returns, Table 2-5 shows the overall volume of new build indicated by each local authority over the period 2009/10 to 2020/21. It should be noted that not all authorities were able to provide information for all years required<sup>1</sup>. Consequently the 'annual average' column only takes into account the numbers of years for which a future building programme was provided. A number of authorities provided no trajectories and a further 3, in Greater Norwich, submitted a combined return for the sub-region.
- 2.13 Overall, however, the implication of Table 2-5 is that the region is on course to deliver new homes to meet the target set out in the East of England Plan, if annual building rates recorded continue throughout the 2009 to 2021 period. However, there is some concern about the realism of these trajectories. Specifically, in some authorities, building rates from 2009 to 2011 do not appear to reflect the current recession and downturn in new construction. There is ample anecdotal evidence to suggest that building rates have slowed – and in some cases, stopped. Hence based on current activity, the targets set out in the East of England Plan are a good deal more challenging than these trajectories appear to suggest.

Table 2-5: Trajectory of new dwellings

Trajectory of new dwellings 2009 to 2021 by year groups, Districts, East of England							
District	Total 09/10 to 20/21	09/10 to 10/11	11/12 – 13/14	14/15 - 18/19	19/20- 20/21	Annual average (for years supplied)	Comments
Bedford	13,133	1,749	4,234	5,805	1,345	1,094	10 years
Luton	6,119	2,567	3,020	532	0	612	
Mid Bedfordshire	7,556	1,809	3,009	1,938	800	630	
South Bedfordshire	10,441	2,207	2,319	3,937	1,978	870	
<b>Beds Total</b>	<b>37,249</b>	<b>8,332</b>	<b>12,582</b>	<b>12,212</b>	<b>4,123</b>	<b>3,206</b>	
Cambridge City	12,149	4,132	5,767	2,250	0	1,736	7 years
East Cambridgeshire	4,620	1,130	1,390	1,780	320	385	
Fenland	6,120	1,020	1,530	2,550	1,020	510	3 years
Forest Heath	441	370	71	0	0	147	
Huntingdonshire	9,494	1,951	2,777	3,909	857	791	7 years
South Cambridgeshire	11,092	2,924	5,064	3,104	0	1,585	
St Edmundsbury	7,272	749	1,937	3,348	1,238	606	
<b>Cambridge Total (part)</b>	<b>51,188</b>	<b>12,276</b>	<b>18,536</b>	<b>16,941</b>	<b>3,435</b>	<b>5,759</b>	
Babergh	3,190	465	521	1,365	839	266	

<sup>1</sup> In the case of Bedfordshire/Luton it should be noted that the H1 targets relate to sub-areas which cut across local authority boundaries. There is also an outstanding issue relating to data provided for Mid Bedfordshire where all planned new housing has been described as 'affordable'. There are similar data problems outstanding with regard to Hertsmere and Thurrock – where the trajectory appears to relate solely to affordable housing, rather than all new housing construction. The trajectories for both Cambridge City and South Cambridgeshire are restricted to a seven-year outlook; the rates of development proposed appear very high in relation to the H1 annualised targets. The percentage of new housing trajectories recorded as 'affordable' amounts to 33% for the responses received to date, (regional average). However in some areas the share is higher. For example, in East Herts it is around 46% and other authorities with a share of 40% or more include Cambridge, South Cambridgeshire, Breckland and Castle Point. There is a concern that in some cases the percentage reflects the local affordable housing policy without regard for dwellings built on sites which (i) already have a (lower) percentage agreed as part of the relevant planning permission or (ii) are below the threshold size which requires a share of affordable homes to be provided

Trajectory of new dwellings 2009 to 2021 by year groups, Districts, East of England							
District	Total 09/10 to 20/21	09/10 to 10/11	11/12 – 13/14	14/15 - 18/19	19/20- 20/21	Annual average (for years supplied)	Comments
Braintree	4,754	794	1,106	1,913	941	396	4 years nil
Colchester	13,071	2,649	3,573	5,452	1,397	1,089	
Ipswich	9,333	1,422	2,688	3,817	1,406	778	
Maldon							no return
Mid Suffolk	3,442	1,219	1,582	515	126	287	
Suffolk Coastal	5,365	1,002	1,381	2,096	886	447	
Tendring	5,141	891	1,275	2,125	850	428	
<b>GHG Total (part)</b>	<b>44,296</b>	<b>8,442</b>	<b>12,126</b>	<b>17,283</b>	<b>6,445</b>	<b>3,692</b>	
Broadland							joint response
Norwich							joint response
South Norfolk							joint response
<b>GN Total</b>	<b>26,651</b>	<b>3,744</b>	<b>6,007</b>	<b>12,388</b>	<b>4,512</b>	<b>2,221</b>	joint response
Brentwood	1,730	492	559	477	202	144	
Broxbourne	3,024	721	829	1,158	316	252	
Chelmsford	10,475	1,913	3,590	3,763	1,209	873	
Dacorum	10,791	1,032	2,403	5,544	1,812	899	
East Herts	5,452	1,608	1,744	1,500	600	454	
Epping Forest							no return
Harlow	14,395	1,120	2,993	6,532	3,750	1,200	
Hertsmere	3,270	565	855	1,350	500	273	
North Herts	11,399	2,283	3,110	4,433	1,573	950	
St Albans	4,284	1,323	1,593	986	382	357	
Stevenage	8,213	1,663	2,413	3,126	1,011	684	
Three Rivers							no return
Uttlesford	5,344	1,104	1,634	1,996	610	445	
Watford	4,135	1,334	555	1,536	710	345	
Welwyn Hatfield	2,141	910	1,231	0	0	428	5 years
<b>LCB Total (part)</b>	<b>84,653</b>	<b>16,068</b>	<b>23,509</b>	<b>32,401</b>	<b>12,675</b>	<b>7,304</b>	
<b>Peterborough</b>	<b>19,116</b>	<b>4,054</b>	<b>5,435</b>	<b>7,320</b>	<b>2,307</b>	<b>1,593</b>	
Breckland	10,071	1,112	2,703	4,445	1,811	839	
Kings Lynn & West Norfolk	12,174	1,484	4,294	4,773	1,623	1,015	
North Norfolk	6,207	665	1,690	2,840	1,012	517	
<b>REAP Total</b>	<b>28,452</b>	<b>3,261</b>	<b>8,687</b>	<b>12,058</b>	<b>4,446</b>	<b>2,371</b>	
Basildon							no return
Castle Point	2,772	462	693	1,155	462	231	
Rochford	3,183	423	973	1,315	472	265	
Southend-on-Sea							no return
Thurrock	4,594	597	1,296	1,896	805	383	
<b>TGSE Total (part)</b>	<b>10,549</b>	<b>1,482</b>	<b>2,962</b>	<b>4,366</b>	<b>1,739</b>	<b>879</b>	
Great Yarmouth	3,792	702	1,038	1,552	500	316	
Waveney	3,284	892	1,066	1,034	292	274	
<b>Y&amp;W Total (part)</b>	<b>3,792</b>	<b>702</b>	<b>1,038</b>	<b>1,552</b>	<b>500</b>	<b>316</b>	
<b>EoE Total</b>							
<b>Completed returns</b>	<b>309,230</b>	<b>59,253</b>	<b>91,948</b>	<b>117,555</b>	<b>40,474</b>	<b>27,615</b>	

(Source: HC/EERA survey of local authorities, October 2008)

## 2: Delivery of affordable housing – and progress with regard to RSS Policy H2

- 2.14 At a regional level, the target linked to RSS Policy H2 is that some 35% of housing coming forward through planning permissions granted after the publication of the adopted East of England Plan (May 2008) should be affordable. The Plan recognises that there are likely to be

some areas with particular housing pressures where a higher percentage of new dwellings may be required, which should be evidenced in Local Development Documents.

*Insights from AMR*

- 2.15 In theory at least, it ought to be possible to define this regional target precisely in terms of numbers of dwellings once the 2007/08 Annual Monitoring Report is published. In the interim, at a regional level, Table 2-6 outlines the situation. Unfortunately there does not appear to be a comprehensive analysis of the number of proposed dwellings on land with planning permission (as at April 2007) that are ‘affordable’. This precludes the calculation of an overall estimate of net new affordable housing over the period from 2007 to 2021. [This “hole” in available data is picked up in Chapters 3 and 4 through the identification of a regional programme concerned with gathering better data and insight]

Table 2-6: Delivery of housing and affordable housing

<b>New housing category</b>	<b>Total</b>	<b>% affordable</b>	<b>Number affordable</b>
Completions 2001/07	130,539	14%	18,325
With planning permission at April 2007	115,409	Not known	Not known
To meet regional target by 2021	262,052	35%	91,718
Total minimum Plan target	508,000	Not known	Not known

Source: EERA Annual Monitoring Report 2006/07

- 2.16 Table 2-7 provides a breakdown of affordable housing completions in the region from 2001 to 2007, together with the percentage of all new housing that this represents. The Table indicates that although the percentage of new development comprising affordable housing has gradually increased since 2001, it is still way below the regional guidance target of the adopted East of England Plan (35%). The 2006/07 share in the region as a whole was 18% as compared with 10% in 2001/02. Over the period from 2001 to 2007, the highest share achieved was 31% in Welwyn Hatfield, just ahead of 30% in Three Rivers and 28% in both Hertsmere and Cambridge City. There were a number of authorities where affordable housing constituted less than 5% of net new development over the 6 year period: Kings Lynn & West Norfolk (1%), Castle Point, Maldon, Tendring and Great Yarmouth (3%), and Breckland and Harlow (4%). Generally speaking, those authorities with low shares of affordable housing in 2006/07 were those with low shares over the monitoring period since 2001/02.
- 2.17 Hence although the proportion of new housing that was affordable rose from 10% in 2001/02 to 18% in 2006/07, this was still well below the regional aspiration. Looking ahead, a step change in performance in relation to the delivery of affordable housing will be needed if the relevant ambitions from the RES and RSS are to be achieved.

Table 2-7: Affordable dwellings

Table 5: Affordable dwellings - net completions as a % of all net new development, 2001 to 2007															
County, unitary and		2001/02		2002/03		2003/04		2004/05		2005/06		2006/07		Total	
		No	%	No	%	No	%	No	%	No	%	No	%	No	%
Beds	Bedford	60	8%	61	14%	174	22%	117	18%	74	16%	94	21%	580	17%
	Mid Bedfordshire	0	0%	0	0%	0	0%	61	14%	69	8%	91	11%	221	5%
	South Bedfordshire	60	9%	48	26%	80	11%	103	18%	87	12%	49	15%	427	14%
	Luton UA	136	62%	17	7%	10	6%	133	24%	75	13%	39	9%	410	19%
Cams	Cambridge City	78	50%	47	14%	118	24%	239	40%	222	31%	125	19%	829	28%
	East Cambridgeshire	56	7%	46	8%	68	11%	59	15%	207	27%	191	28%	627	16%
	Fenland	36	7%	33	5%	82	12%	77	13%	75	10%	87	12%	390	10%
	Huntingdonshire	55	17%	125	22%	49	8%	110	16%	123	17%	209	33%	671	19%
	South Cambridgeshire	38	8%	127	20%	259	27%	95	17%	283	32%	176	19%	978	22%
	Peterborough UA	59	9%	57	8%	19	3%	112	13%	106	12%	213	17%	566	12%
Essex	Basilidon	42	19%	27	10%	2	2%	91	67%	13	3%	-13	-7%	162	12%
	Braintree	94	15%	55	8%	17	2%	91	13%	69	14%	188	29%	514	13%
	Brentwood	81	45%	14	5%	0	0%	2	1%	21	18%	23	11%	141	12%
	Castle Point	0	0%	0	0%	0	0%	29	14%	0	0%	0	0%	29	3%
	Chelmsford	126	23%	145	14%	119	16%	158	20%	64	13%	59	11%	671	16%
	Colchester	43	8%	120	12%	34	4%	158	12%	131	15%	165	13%	651	11%
	Epping Forest	68	29%	31	12%	5	2%	103	49%	78	27%	25	9%	310	21%
	Harlow	11	11%	23	15%	0	0%	-14	-14%	18	5%	0	0%	38	4%
	Maldon	3	2%	3	2%	16	16%	0	0%	6	4%	0	0%	28	3%
	Rochford	4	3%	0	0%	0	0%	7	12%	57	22%	44	10%	112	9%
	Tendring	5	1%	22	5%	8	3%	8	2%	28	5%	10	2%	81	3%
	Uttlesford	0	0%	6	2%	25	11%	103	31%	158	29%	30	9%	322	16%
	Southend-on-Sea UA	14	4%	12	3%	10	3%	61	13%	32	5%	25	6%	154	6%
	Thurrock UA	0	0%	0	0%	0	0%	111	10%	38	5%	63	15%	212	5%
Herts	Broxbourne	20	12%	17	12%	73	29%	153	17%	119	24%	102	39%	484	22%
	Dacorum	44	14%	101	16%	28	7%	55	18%	-29	-17%	137	33%	336	15%
	East Hertfordshire	124	20%	35	9%	64	25%	52	15%	106	19%	191	25%	572	20%
	Hertsmere	72	25%	29	29%	74	41%	17	9%	99	31%	85	31%	376	28%
	North Hertfordshire	48	7%	21	3%	25	6%	60	15%	157	26%	120	19%	431	12%
	St Albans	65	18%	50	16%	7	3%	265	44%	30	9%	10	3%	427	19%
	Stevenage	42	23%	0	0%	0	0%	33	20%	42	33%	136	39%	253	26%
	Three Rivers	71	19%	91	39%	42	30%	18	25%	57	29%	123	37%	402	30%
	Watford	0	0%	15	9%	36	15%	31	9%	163	28%	11	4%	256	15%
	Welwyn Hatfield	3	4%	218	46%	240	30%	178	28%	98	14%	307	45%	1044	31%
Norfolk	Breckland	0	0%	26	4%	39	4%	17	2%	53	9%	29	6%	164	4%
	Broadland	0	0%	0	0%	0	0%	75	27%	27	19%	107	38%	209	11%
	Great Yarmouth	22	11%	5	3%	16	7%	9	2%	0	0%	0	0%	52	3%
	King's Lynn and W.N.		0%		0%		0%		0%	23	4%	22	4%	45	1%
	North Norfolk	73	20%	23	5%	16	7%	126	50%	81	18%	108	32%	427	21%
	Norwich	76	13%	158	25%	107	15%	252	37%	201	23%	277	29%	1071	24%
Suffolk	South Norfolk	10	2%	40	8%	9	2%	26	6%	71	21%	90	15%	246	9%
	Babergh	55	23%	44	9%	56	26%	71	38%	56	30%	73	27%	355	22%
	Forest Heath	0	0%	3	5%	0	0%	19	9%	132	40%	92	35%	246	23%
	Ipswich	31	9%	157	34%	107	19%	102	14%	156	20%	157	16%	710	18%
	Mid Suffolk	13	4%	15	5%	42	12%	0	0%	78	14%	131	16%	279	10%
	St Edmundsbury	49	14%	62	13%	27	4%	28	16%	88	24%	121	23%	375	15%
	Suffolk Coastal	15	4%	22	4%	15	3%	52	15%	85	9%	52	5%	241	6%
	Waveney	37	7%	15	4%	64	15%	29	9%	18	7%	37	19%	200	9%
East of England		1,939	10%	2,166	11%	2,182	11%	3,682	17%	4,042	17%	4,411	18%	18,325	14%

Source: EERA East of England Plan Annual Monitoring Report 2006-07, Table 6.15

### Survey evidence from October 2008

2.18 Based on survey evidence from October 2008, a forward trajectory in relation to the delivery of affordable housing is provided in Table 2-8. The Table compares the proposed annual house building rates 2009/21 with the 'residual' house building targets based on the East of England Plan Policy H1. (This is for the period 2007 to 2021 and has been taken from the most recent Annual Monitoring Report for the region). It also shows the annualised trajectories provided for affordable housing. It also shows the overall percentage of new dwellings which are expected to be 'affordable', with a breakdown to social rented and intermediate tenures.

Table 2-8: Trajectory of housing delivery 2007-21: market and affordable								
District	H1 target '07-21 ann av	35% of H1 target annual	Trajectory '09 on ann av	Traj '09 on affordable ann av	% affordable	% social rent	% inter-mediate	Notes
Bedford	1,004	351	1,094	286	26.1%	17.8%	8.3%	Only 10 years trajectory Unlikely AH % - queried
Luton	1,508	528	612	153	25%	19%	6%	
Mid Bedfordshire	709	248	630	630	100%			
South Bedfordshire	63	22	870	287	33%	25%	8%	
<b>Beds Total</b>	<b>3,284</b>	<b>1,149</b>	<b>3,206</b>	<b>1,356</b>	<i>tbc</i>	<i>tbc</i>	<i>tbc</i>	<i>to be confirmed</i>
Cambridge City	1,145	401	1,736	694	40%	30%	10%	Only 7 years trajectory
East Cambridgeshire	340	119	385	108	28%	19.7%	8.2%	
Fenland	500	175	510	174	34.1%	28.6%	5.5%	Only 3 years; only AH?
Forest Heath	381	133	147	140	96%	69.6%	25.6%	
Huntingdonshire	549	192	791	237	30%	21%	9.0%	Only 7 years trajectory
South Cambridgeshire	1,360	476	1,585	634	40%	30%	10.0%	
St Edmundsbury	536	188	606	211	34.8%	18%	16.8%	
<b>Cambridge Total</b>	<b>4,811</b>	<b>1,684</b>	<b>5,760</b>	<b>2,198</b>	<i>tbc</i>	<i>tbc</i>	<i>tbc</i>	<i>to be confirmed</i>
Babergh	285	100	266	93	35%	26.2%	8.7%	No data for 4 mid years  no return
Braintree	263	92	396	38	9.5%	7.1%	2.5%	
Colchester	801	280	1,089	181	16.6%	13.3%	3.0%	
Ipswich	824	288	778	273	35.1%	25.0%	10.1%	
Maldon	108	38						
Mid Suffolk	401	140	287	101	35.1%	26.3%	8.7%	
Suffolk Coastal	454	159	447	147	32.9%	24.8%	8.2%	
Tendring	417	146	428	144	33.6%	27.7%	5.8%	
<b>GHG Total</b>	<b>3,553</b>	<b>1,244</b>	<b>3,691</b>	<b>976</b>	<b>26.5%</b>	<b>20.1%</b>	<b>6.3%</b>	of completed returns
Broadland	732	256						no district return
Norwich	690	242						no district return
South Norfolk	594	208						no district return
<b>GN Total</b>	<b>2,016</b>	<b>706</b>	<b>2,221</b>	<b>780</b>	<b>35.1%</b>	<b>28%</b>	<b>7.1%</b>	sub-region aggregate
Brentwood	169	59	144	28	19.4%	16.1%	3.2%	no return  no return
Broxbourne	242	85	252	83	33.0%	26.9%	6.2%	
Chelmsford	851	298	873	160	18.3%	12.4%	6.0%	
Dacorum	695	243	899	315	35.0%	26.3%	8.8%	
East Herts	649	227	454	208	45.8%	35.8%	10.0%	
Epping Forest	144	50						
Harlow	1,074	376	1,200	150	12.5%	9.3%	3.2%	
Hertsmere	261	91	273	98	35.9%	26.2%	9.9%	
North Herts	880	308	950	285	30.0%	19.5%	10.5%	
St Albans	356	125	357	96	26.9%	17.1%	9.8%	
Stevenage	387	135	684	248	36.3%	25.0%	11.3%	
Three Rivers	190	67						
Uttlesford	429	150	445	125	28.1%	20.2%	7.9%	
Watford	253	89	345	119	34.4%	26.3%	8.1%	
Welwyn Hatfield	471	165	428	138	32.2%	23.9%	8.3%	
<b>LCB Total</b>	<b>7,051</b>	<b>2,468</b>	<b>7,304</b>	<b>2,052</b>	<b>28.1%</b>	<b>20.3%</b>	<b>7.8%</b>	of completed returns
<b>Peterborough</b>	<b>1,438</b>	<b>503</b>	<b>1,593</b>	<b>448</b>	<b>28.1%</b>	<b>18.3%</b>	<b>9.8%</b>	
Breckland	803	281	839	336	40.0%	30.1%	9.9%	
Kings Lynn & West Norfolk	632	221	1,015	305	30.0%	21.0%	9.0%	
North Norfolk	424	148	517	180	34.8%	24.2%	10.6%	
<b>REAP Total</b>	<b>1,859</b>	<b>651</b>	<b>2,371</b>	<b>821</b>	<b>34.6%</b>	<b>24.9%</b>	<b>9.7%</b>	
Basildon	664	232						no return
Castle Point	206	72	231	92	40.0%	19.9%	19.9%	no AH trajectory no return Trajectory is only AH ?
Rochford	239	84	265					
Southend-on-Sea	280	98						
Thurrock	989	346	383	383	100.0%			
<b>TGSE Total</b>	<b>2,378</b>	<b>832</b>	<b>614</b>	<b>475</b>	<i>tbc</i>	<i>tbc</i>	<i>tbc</i>	of completed returns
Great Yarmouth	312	109	316	39	12.4%	10.8%	1.6%	
Waveney	262	92	274	82	30%	27%	3%	

Y&W Total	574	201	590	121	20.5%	18.2%	2.2%	
EoE Total	26,964	9,437						
Completed returns	24,754	8,664	27,350	9,227	33.7%	23.9%	9.8%	Full returns only

Source: HC/EERA Survey

- 2.19 From Table 2-8, it appears that the percentage of new housing trajectories recorded as ‘affordable’ amounts to 33.7% across the survey responses (regional average). However in some areas the share is higher. For example, in East Herts it is around 46% and other authorities with a share of 40% or more include Cambridge, South Cambridgeshire, Breckland and Castle Point. *There is a concern that in some cases the percentage reflects the local affordable housing policy without regard for dwellings built on sites which (i) already have a (lower) percentage agreed as part of the relevant planning permission or (ii) are below the threshold size which requires a share of affordable homes to be provided.*
- 2.20 In the absence of a precise figure for each district, Table 2-8 provides an indication of what the H2 target means at a district level, with a column recording 35% of the annual H1 ‘residual’ new build target. It indicates that the region is planning to achieve the ‘maximum’ affordable housing target of the East of England Plan, (i.e. 35% of development arising from planning permissions approved after May 2008). The 42 districts supplying a trajectory of new-build affordable housing suggest that their aggregated annual build rate will be around 9,230, higher than the 8,660 calculated as 35% of their overall residual building target, (24,750).
- 2.21 At a sub-regional level, however, both the Greater Haven Gateway and the London Commuter Belt anticipate a lower share (based on incomplete returns). GHG authorities anticipate a 26.4% share and the LCB districts a 28.1% share. The Yarmouth & Waveney sub-region anticipates the lowest share of any sub-region, 20.5%, almost 15 percentage points below the regional target.
- 2.22 Districts which are likely to undershoot the 35% maximum target by a significant margin include: Braintree, Colchester, Brentwood, Chelmsford, Harlow and Great Yarmouth.
- 2.23 The regional breakdown of affordable housing between social-rented and intermediate tenures (both sale and rent), stands at 23.9% ‘social rent’ and 9.8% ‘intermediate’ for the responding authorities. This is very much in line with the ‘70 : 30’ ratio of social rented to intermediate housing investment adopted by the Housing Corporation. However, there are differences at a district and sub-regional level. For example, in the Greater Haven Gateway the 20% social rented and 6% intermediate shares correspond with a ‘77 to 23’ ratio. The Yarmouth/Waveney sub-regional split is ‘89 to 11’. In contrast, Peterborough proposes a ratio which equates to ‘64 to 36’ social rented to intermediate housing.

*Local authority affordable housing planning policies: percentages & site thresholds*

- 2.24 But why have past rates of delivery of affordable housing been so low, and how much confidence should we have in the apparently bullish trajectory? This issue was one of several which was explored through a survey of local authorities which was carried out by EERA in July 2008, with non-respondents being followed up in October 2008.
- 2.25 The survey found that the main reasons for failing to meet Policy H2 targets included:

- the costs associated with site development – such as contaminated land, the need for flood prevention measures, etc.
- the displacing effect of planning gain associated with other developments on the site (e.g. community facilities, etc.)
- the particular character of individual developments which can make the provision of affordable housing *in situ* inappropriate.

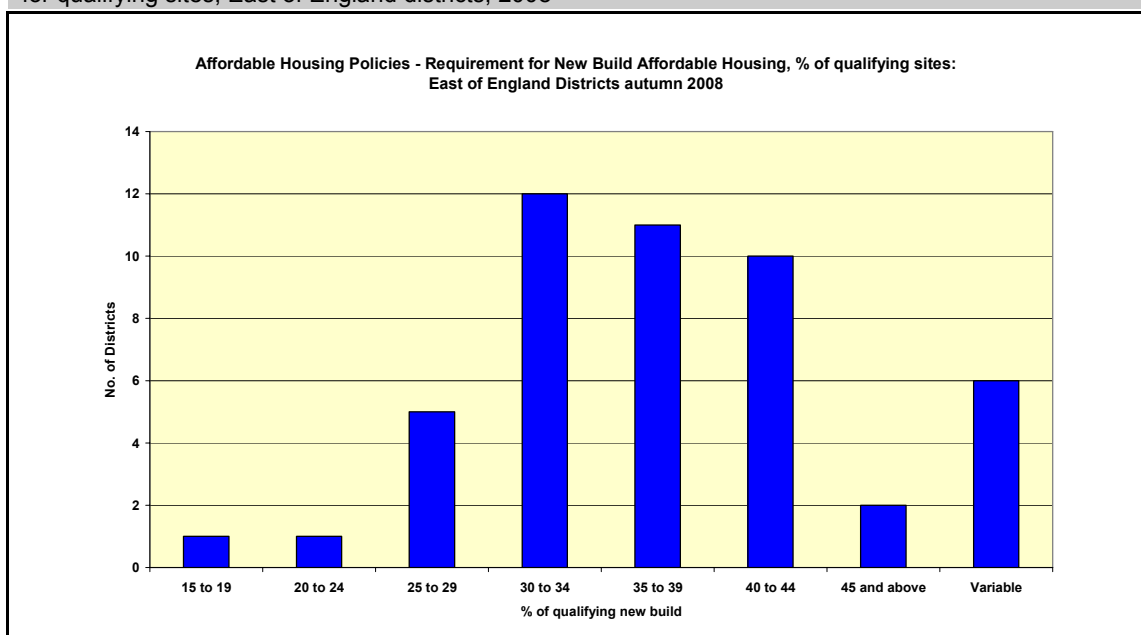
2.26 However the survey also found two recurring structural factors:

- first, some local authorities were still operating with ‘saved’ planning policies from Local Plans which specify affordable housing at shares of 30% or lower
- second – and in addition – for many local authorities, a high percentage of all outstanding planning permissions are on ‘small’ sites which may be below the threshold at which requirements for affordable housing start to apply (typically 15 units in urban areas).

2.27 Together, these two factors constitute a serious brake on the delivery of affordable housing. And although not quantified systematically, these two factors affect materially the challenge that is represented by the targets set out in Policy H2. In the paragraphs that follow, we draw together some further evidence to dimension the likely extent of the challenge.

2.28 In relation to the first issue, Figure 2-2 shows that 19 of 48 authorities in the East of England have policies which require less than 35% of new dwellings to be affordable. Although at least 12 authorities have policies requiring 40% or more of new dwellings to be affordable, this share can be very difficult to achieve (because of site threshold issues). The authorities recorded as having a ‘variable’ rate had different policies for different areas within the district.

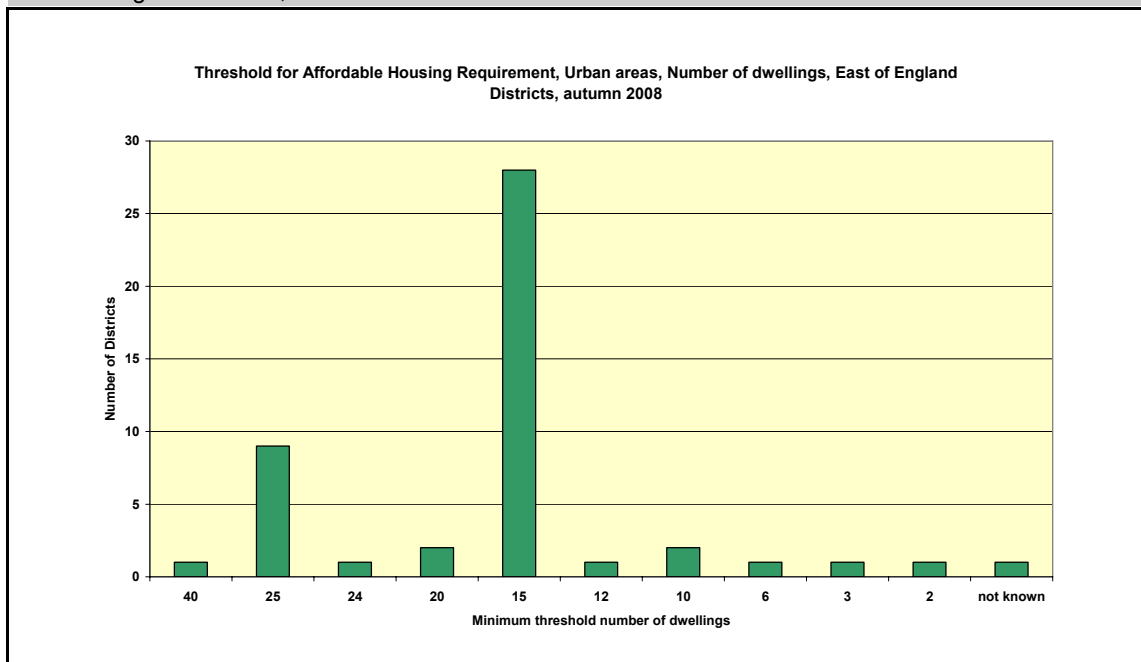
Figure 2-2: Affordable Housing Policies – Requirement for new build affordable housing, percentage set for qualifying sites, East of England districts, 2008



Source :EERA & SQW survey of local authorities 2008

2.29 In relation to the second, Figure 2-3 shows that across the East of England, 28 local authorities (58% of the total) have a threshold of 15 units in urban areas (generally 0.5 hectares), below which requirements in relation to the proportion of affordable housing are much reduced. Six authorities require a share of affordable housing to be built on smaller sites in urban areas. However, 13 authorities currently have minimum site thresholds of more than 15 units – rising as high as 40 units in one area. Many authorities also have a policy which stipulates a different threshold for housing development in rural areas (here defined as up to 3,000 population). These vary from 2 to 25 dwellings. Clearly these thresholds can have a critical impact on the likelihood of areas meeting the 35% target for affordable homes: the higher the threshold, the lower the likelihood of achieving the target.

Figure 2-3: Thresholds for requiring a share of affordable housing, by number of dwellings, urban areas, East of England districts, 2008

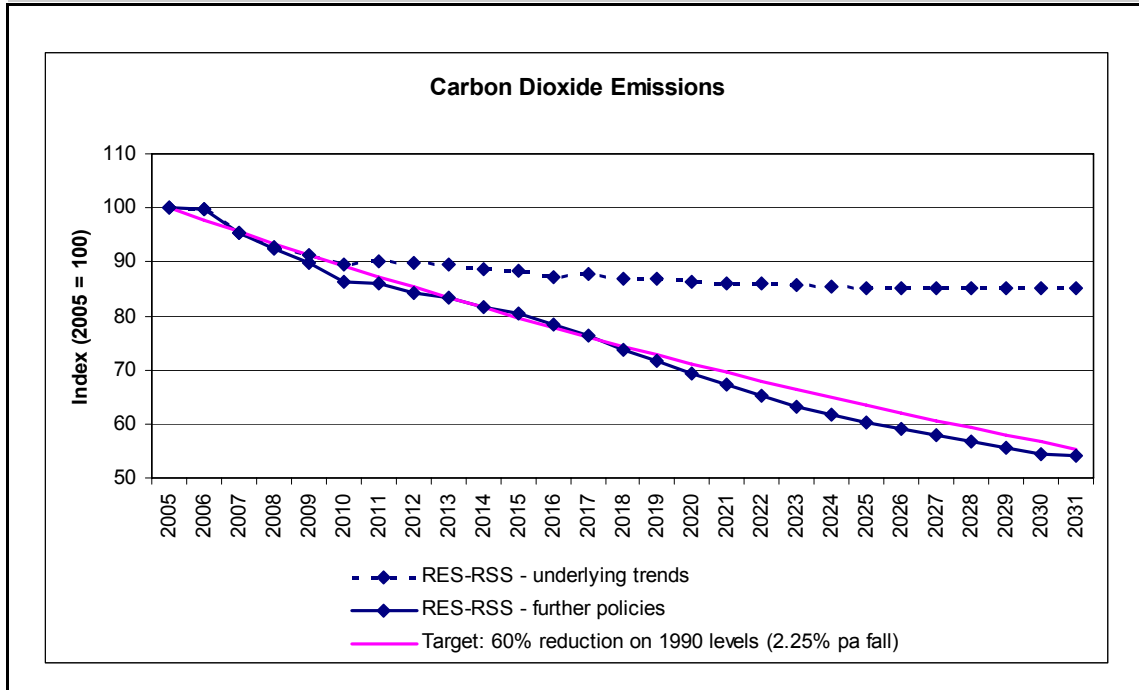


Source: EERA & SQW survey of local authorities 2008

### 3. Environmental indicators – CO<sub>2</sub> emissions and water consumption

2.30 Modelling work completed during the course of RES preparation provides some indication of the scale of the challenge linked to the CO<sub>2</sub> emissions target over the period to 2031: based on underlying trends, the target to 2031 is a stretching one. However the model suggests that if the policies set out in the two strategies are implemented, the target ought to be achievable.

Figure 2-4: Carbon dioxide emissions – targets and trajectories

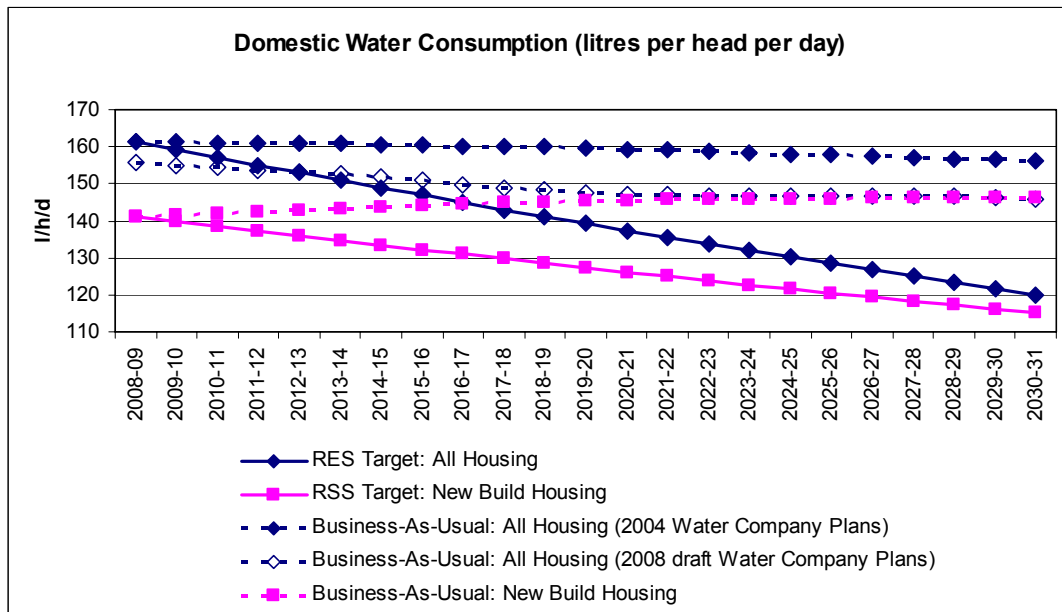


2.31 Within this overall context, housing plays a significant role. According to the UK Green Building Council:

*The way in which we construct and use our homes and other buildings in the UK accounts for approximately 45% of our total emissions, and while the biggest challenge remains how we can tackle the existing stock, the vast majority of which will still be standing in 2050, it is essential that we ‘stop the rot’ by ensuring our new homes and buildings are as energy efficient as possible, and are able to meet all of their energy needs from renewable energy sources.*

2.32 With regard to water consumption, the targets set in the RES (for all housing) and RSS (for new build housing) are challenging. Substantial reductions in water consumption will be needed if the targets are to be achieved. Modelling work shows that if nothing more is done, the East of England will be in deficit in only 5 years’ time. However, even with the new resources and infrastructure currently planned by water companies through their water resources plans, the proposed housing growth in the East of England Plan will lead to an overall deficit by the late 2020s, unless further solutions are implemented. The Region will only move towards water neutrality (no net increase in demand for water from new development – both domestic and non domestic), if significant advances towards increased water efficiency in the region can be made.

Figure 2-5: Domestic water consumption



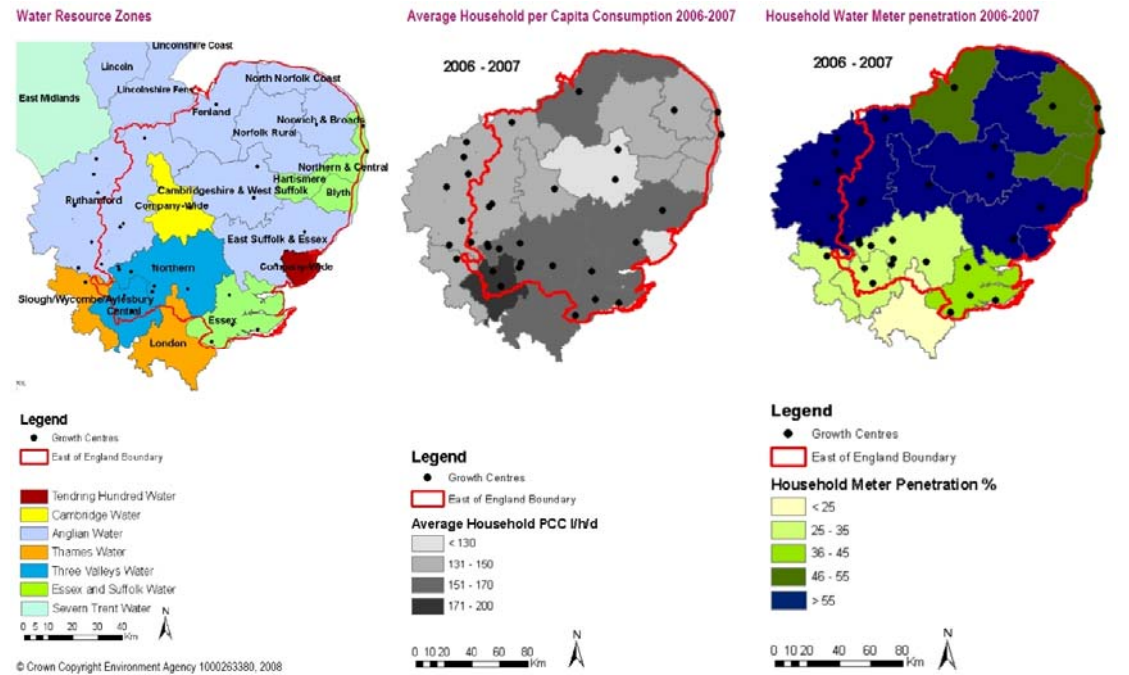
2.33 The most practical way of achieving neutrality is to construct new water efficient buildings while at the same time increase the efficiency of existing buildings – hence the housing agenda is critical. The change to water neutrality will be achieved through measurable processes including, *inter alia*:

- per capita consumption figures of households within new buildings now should be 105 l/h/d in line with the Code for Sustainable Homes level 3, with a move to level 6 by 2016
- improved demand management and water efficiency (of at least 8% on current levels) in existing buildings through rebuilds, refitting and redevelopments

2.34 Water has been identified as a key issue for the region with the revised RES looking to reduce per capita consumption. Data are not readily available from the region’s water suppliers nor from treatment operators to allow a relatively straight forward monitoring of consumption and hence EEDA commissioned model-based estimates to provide a sound indicator of progress.

2.35 For household consumption, the Environment Agency has mapped the region’s ‘Water Resource Zones’ and these are included in Figure 2-6. The Figure shows the average household per capita consumption of water by zones in litres/household/day. With a regional average of around 164 l/h/d it is clear that consumption is generally considerably higher in the south of the region, rising to above 171 l/h/d on average in the Aylesbury Central zone which straddles the region’s southern boundary. The Figure also shows household water meter penetration by resource zone. This indicates that in much of the south of the region, particularly Hertfordshire, fewer than 35% of households have a water meter. Generally speaking it is those parts of the region with the lowest water meter penetration share that record relatively high per capita use of water. Much of the west, centre and east of the region, covering most of Cambridgeshire, Bedfordshire and Suffolk, records 55% of more of households with a water meter. The share is generally above 46% in Norfolk.

Figure 2-6: Water deficit/supply and consumption maps, East of England



Source: Environment Agency as produced in East of England Plan Annual Monitoring Report 2006-2007 as Figure 6.5

## Conclusions

2.36 Housing plays a critical role in relation to the delivery of key aspects of RES and RSS. From the evidence presented in this chapter, we can conclude that:

- Progress with regard to the delivery of housing during the early part of the plan period appears to have been relatively good. However the context for this was a buoyant housing market and high house prices. Of late, the credit crunch and economic downturn have significantly affected levels of new build and progress with regard to a number of major developments located in or close to some of the region's Key Centres for Development and Change is known to have stalled. Hence prospects in relation to the delivery of 508,000 net additional dwellings over the plan period are less good now than they were two years ago
- Overall, the region has performed poorly in relation to the aspirations from RSS linked to affordable housing (and, without substantial increases in grant, there must be questions about the deliverability of Policy H2). During the early part of the plan period, it delivered between a third and a half of the RSS target (couched in terms of a percentage of overall new build) for the period from 2008-21. A step change in performance is therefore needed
- With regard to the contribution of housing – both new build and the existing stock – to environmental targets, evidence from the recent past suggests the need for significantly improved outcomes. The environmental targets to which both the existing and new housing stock must contribute are exacting.

## 3: Implementation imperatives to 2021/31

### Implementation issues relating to Policy H1

- 3.1 For the Housing Theme – perhaps more than for any other Theme – the private sector is thoroughly implicated in delivery processes. Fundamentally, it is private sector developers that build houses – and, in the process, fund important elements of infrastructure through s106 agreements, roof tariffs, and the like. Whilst the public sector may play a key role in opening up major sites (site access, remediation, etc.), the delivery of housing units depends on the private sector. If – because of the credit crunch and the economic down-turn – the private sector stops building houses, there is not a great deal that the public sector can do about it. Hence the deliverability of the H1 target (508,000 net additional dwellings) depends crucially on macro-economic conditions: because of this, the region needs to be a good deal more circumspect now than it was two years ago with regard to its deliverability.
- 3.2 In the survey of local authorities which was conducted in October 2008, respondents were asked about the main impediments to the development of major sites – both large, privately owned sites, and sites in public ownership. A full analysis of survey responses is provided in Annex A. The Table below however attempts to summarise the main findings. It shows both the constraints that have been identified, the costs of addressing them (although information is patchy) and the provision for housing that might be generated as a result.

Table 3-1: Constraints and costs identified by local authorities in relation to developing housing sites

	Large sites	Brownfield/surplus public sector sites
Response profile	30 LAs have large sites (>500 units) 15 LAs do not have large sites 3 LAs provided no response	32 LAs identified brownfield/surplus public sector sites
No. of dwellings to be provided on large sites	142,300	54,000
Range of identified costs of addressing infrastructure constraints	High: £464.7m (Chelmsford) Low: £10m (Basildon) No. of LAs identifying costs = 7	High: £100m (Waveney) Low: £4m (Fenland) No. of LAs identifying costs = 7
Specific constraints identified (and number of local authorities identifying them)	Highways (10) Junction improvements to major roads e.g. A14, A1, M1 (4) Relief roads & bypasses (4) Drainage, balancing ponds, water treatment & sewerage (5) Schools (3) Open space (2)	Work on flood defences (9) Roads – a wide range including junction improvements and access roads for other site users, relief roads and the provision of bridges (13) Business relocations (7) Decontamination and remediation (6) Demolition - the removal of obsolete buildings, works etc (4) Utilities (3) Planning delays (2) Public transport, including station upgrading (2) Problems with multiple land ownership & leases (2)

Source: SQW Consulting

- 3.3 As intimated above, the public sector often has a role to play in opening up and, to an extent, servicing sites, but the extent to which it needs to do so depends crucially on market conditions; in the context of a down-turn, sites may well become unviable unless the public sector intervenes to address constraints, such as those identified above. In this context, the provision of key infrastructure, in a timely way, is critical to the delivery of housing numbers and to a large extent its quality and sustainability. Delivery of the challenging targets in Policy H1 (and Policy H2 as it is directly related to Policy H1<sup>2</sup>), is dependant on the provision of such infrastructure where the private sector cannot deliver it (due to site economics and/or extent of the intervention required), or would deliver too late. It is imperative, therefore, that the region takes an integrated approach to the provision and timing of such infrastructure. This will be facilitated by using the Integrated Development Programmes that have been developed/are in development in all of the ‘Engines of Growth’.
- 3.4 Over the recent past, the use of the Growth Area Fund/Programme of Development monies has been important in this regard, and work has been done – primarily at a local/sub-regional level – to identify the key site-based constraints; to the extent that these can be aggregated and generalised into regional-level priorities, they are picked up in other Implementation Plan Themes (notably Utilities) and they are not considered further here. At the level of individual sites, the scale of “the ask” – and its relationship to funding available through GAF/PoD, etc. – needs to be established bottom-up. The survey evidence presented here is useful, but Integrated Development Programmes also have a key role to play (see below).
- 3.5 At a regional scale, whilst the public sector cannot compel developers to build houses, it can act in various ways either to slow them or, more positively, to address market/institutional failures which act as a constraint. The programmes of intervention identified in relation to Policy H1 are all cast in this context and they reflect some of the issues identified in Table 3-1. All three relate to process (capacity and co-ordination) constraints and the actions that might be needed to overcome them. Table 3-2 presents a synopsis of the three programmes. They are explained in further detail in Chapter 4.

Table 3-2: Synopsis of programmes identified in response to Policy H1

**Programme synopsis**

**1: Skills for planning, delivering and managing sustainable communities**

There is a region-wide issue with regard to the skills required to address the physical processes linked to the delivery of sustainable communities and, especially, the substantial housing growth linked to it. This includes, *inter alia*, planning skills; skills linked to the production of financial and economic assessments of development sites by tenure; and skills shortages and gaps in relation to development, building and construction (including modern methods of construction). Against this backdrop, the intention is to develop strong skills at a regional level which could provide support to practitioners within the region

**2: Strategic Development and Research Unit (to support local authorities)**

The aim of this programme is to form a team of regional experts to support local planning authorities with preparing for and progressing large-scale growth proposals. Alongside Programme 1, it would build regional knowledge and disseminate best practice, particularly with regard to financing infrastructure, assessing the effects of policy on viability and master-planning. The unit would also investigate and recommend measures to speed-up the planning process at regional and sub-regional levels through joint working for example

**3: Roll-out of IDPs: Planning for the delivery of growth and Infrastructure**

The purpose of this programme is to support the key areas of growth within the East of England to produce evidenced, prioritised, phased and costed delivery plans, through Integrated Development Programmes, using the IDP Toolkit. IDPs will allow for the far more co-ordinated delivery of growth across the East of England. They are

<sup>2</sup> An estimated 70% of affordable housing is provided through S106 agreements

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**Programme synopsis**

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likely to be critically important with regard to the delivery of the targets linked to Policy H1 in particular

**4: Large sites for housing, employment and mixed uses**

Building up from the key housing and employment sites being identified through IDPs, this programme will advance a regional-level approach to supporting, and co-ordinating the delivery, at the local level, of significant sites for housing, employment and mixed uses.

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## Implementation issues relating to Policy H2

### ***The delivery challenge***

- 3.6 With regard to Policy H2, the process of implementation is really quite complicated. The target itself is couched in terms of a proportion of the houses delivered in response to the H1 target – insofar as that relates to development on land granted planning permission after May 2008 – being affordable. Hence – perversely – if the overall delivery of new houses is zero, the H2 target will have been achieved. But of course, this will have done nothing to respond to the need for affordable housing which, in the East of England, is substantial (it is also currently being re-assessed by EERA through an ongoing study which is due to report in the early part of 2009).
- 3.7 In practice, there is an important role for both the public sector and private developers in relation to the delivery of affordable housing. Key delivery mechanisms include:
- developer contributions – on s106 sites, affordable housing may be provided on-site, or a commuted sum payment made *in lieu* may be used for the provision of affordable housing off-site
  - Housing Corporation – now Homes and Communities Agency – funding through the National Affordable Housing Programme
  - funding by Registered Social Landlords (RSLs), local authorities or other bodies including Community Land Trusts (CLTs).
- 3.8 In principle, these funding sources ought to work together. For example, HC/HCA grant may be used to cross-subsidise s106 sites to ensure viability of affordable housing provision and local authorities may provide capital grant to RSLs to provide affordable housing, on s106 or other sites. In addition, there are a number of new initiatives, including Community Land Trusts, which may make a more important contribution to delivering affordable housing in the future (where the Trust gifts the land for affordable housing development). There are also a number of innovative models which relate largely to funding of intermediate housing products, rather than to site acquisition and development *per se*.
- 3.9 However as evidenced in Chapter 2, there is a fundamental issue to consider in respect of the region's ability to achieve the ambitions set out in Policy H2. The combination of homes produced on small sites (i.e. below the threshold at which affordable housing provision is part of planning permissions) together with the variation in affordable housing policies at the local planning authority level – many of which are below 35% and very few are above – means that

the target may be unachievable. Whilst it is accepted that the target is not an absolute (in that individual site economics will in part dictate the proportion of affordable housing that can be delivered), consideration is needed in respect of these factors, if performance is to be improved.

### **Past performance**

- 3.10 As set out in the Housing Investment Plan<sup>3</sup>, in the East of England, in recent years, the Housing Corporation and its investment partners have performed well in delivering new, affordable housing, exceeding targets and delivering at the lowest grant rates in the country. During 2006/07, over 4,300 affordable homes were delivered, with more than 2,800 rented completions achieved against a target of 2,400 and over 1,558 Low Cost Home Ownership completions compared to a target of 1,400. As well as achieving increased volume, the 2006-08 allocations have delivered high quality homes that meet the Eco Homes ‘Very Good’ standard which places the region in a strong position to meet Level 3 of the new Code for Sustainable Homes with effect from April 2008.

### **The scale of the funding gap**

- 3.11 But despite of the region’s performance in terms of delivery against grant, the Affordable Housing Programme is still only meeting half the identified need for affordable homes. Supply chain data suggest that 22,037 new, affordable homes could be delivered over 3 years (7,345 p.a.) at a cost of £778m which equates to approximately 120% of the total indicative RHP. The region seeks to meet the challenge of the investment gap by maximising public subsidy through planning gain/section 106, drawing on the good practice emerging from the region’s Pipeline Task Group (which is developing a good practice advice manual to delivering affordable housing on sites subject to section 106 agreements). Yet, it is clear that under-investment is a barrier to delivery. The current recession is likely to impact adversely on assessments of development viability, suggesting that either percentages of affordable social rented housing must fall or HC/HCA grant must increase. Furthermore, inadequate investment in the supporting infrastructure seriously risks undermining the region’s efforts to achieve and deliver sustainable communities.
- 3.12 Table 3-3 shows the regional funding allocations linked to housing and regeneration over the next three years. These data show that the region’s share of the total is declining.

Table 3-3: Regional Funding Allocations – Housing and Regeneration (£m)

	2008/09	2009/10	2010/11
East of England – Housing & Regeneration	429	455	457
...Regional Housing Pot	236	271	293
...English Partnerships Funding	60	60	44
...Housing Market Renewal	0	0	0
...Growth Funds	74	52	52
...Thames Gateway	59	72	68
England – Housing & Regeneration	2986	3274	3433
EoE as % of England	14.4%	13.8%	13.3%

<sup>3</sup> East of England Housing Investment Plan 2008/11: Advice to Government, EERA, June 2007

Source: Regional Funding Advice: Guidance on giving advice, HM Treasury, 2008

- 3.13 Against this backdrop, the newly established Homes and Communities Agency has completed some modelling work to estimate the scale of the funding deficit. **Based on current grant rates, the modelling shows that resources required to achieve RSS annual targets are between £4.1bn (assuming grant rates efficiencies are achieved and costs rise with inflation) and £5.9bn (assuming scheme costs rise by 10% and grant intervention remains at current levels of 30%).** On both best-case and worst case scenarios, the funding requirement for affordable housing is significantly in excess of the indicative funding available.

### **The importance of partnership working**

- 3.14 Against this backdrop, the importance of a genuinely partnership-based approach – at regional and local levels – is growing, particularly as s106 monies diminish in the context of the wider housing down-turn. One indication of the extent to which this has been achieved can be derived from a review of Local Area Agreements across the East of England.
- 3.15 In theory at least, LAAs allow for more collaborative action and service delivery by bringing together partners from the public, private and voluntary sectors. As part of the development of LAAs, a growing proportion of government funding streams is now combined in a single Area Based Grant (ABG); for some local authorities, the value of ABG can be substantial (e.g. the 2008/09 figure for Essex County Council is £50.6m). This funding is used alongside mainstream budgets to support the achievement of specific ‘improvement targets’ identified in LAAs. Each LAA includes up to 35 of such targets, negotiated through GO-East.
- 3.16 Across the ten upper tier authorities in the East of England, Table 3-4 attempts to map the extent to which different housing-related LAA targets have been adopted. What is noteworthy is that nine of the ten have adopted the target relating to net additional homes (the LAA equivalent of the RSS H1 Policy). However, only four of the ten have adopted the target concerned with affordable homes – and amongst the six that have not adopted this target are parts of the region where affordability issues are absolutely acute (e.g. Hertfordshire).

Table 3-4: Adoption of housing targets in LAAs

	NI 154: Net additional homes provided	NI 155: Number of affordable homes delivered (gross)	NI 158: % of non-decent council homes
Bedfordshire	✓		
Cambridgeshire	✓	✓	
Essex	✓		
Hertfordshire	✓		
Norfolk	✓	✓	
Suffolk	✓		
Luton	✓		
Peterborough	✓	✓	
Southend		✓	✓
Thurrock	✓		

Source: Review of LAAs

### **The programmes identified in response**

- 3.17 For the purposes of the East of England Implementation Plan, the Programmes that have been identified in relation to Policy H2 – and the raft of issues relating to the delivery of affordable housing – are summarised in Table 3-5 and described in detail in Chapter 4.
- 3.18 In essence these may be divided into three groups:
- first, there is a group of actions which are concerned, primarily, with generating better *intelligence and insight*
  - second, there are several Programmes which focus – in different ways – on ensuring that *public sector bodies work together better* in advancing the delivery of affordable housing. This includes significantly strengthening partnership working at a local level. It also includes steps to be taken in anticipation of the formation of the new Homes and Communities Agency
  - third, there are a number of Programmes where the focus is *innovative approaches* to unlocking the delivery of affordable housing through, for example, joint commissioning. Within this group, there is one shorter term Programme, the focus of which is managing optimally the delivery of affordable housing in the context of the current “credit crunch” and economic downturn.

Table 3-5: Synopsis of regional programmes identified in response to Policy H2

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#### **Programme synopsis**

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##### **1: RSS Policy H2 – Monitoring and Intelligence**

This programme is concerned with attempting to quantify the implications of Policy H2 in relation to the amount of affordable housing that the region needs to try and deliver (the issue is tricky because H2 is cast in terms of a proportion of delivery from a starting point that is linked to planning permissions granted). This work has implications for monitoring. It is also important in terms of what H2 really means and how this is communicated at a district level

##### **2: Securing a far stronger relationship between housing and LSPs/LAAs, etc.**

The focus of this programme will be on the steps which need to be taken to ensure that LSPs/LAAs really recognise the importance of AH and understand the processes through which it is delivered, and use their collective muscle to help. In essence this means engaging more partners – County Councils in particular – in the wider issues. It also means taking steps to ensure that the RSL network is involved with helping to meet LAA targets, especially where they have AH targets. In short, this is about improving the mechanisms for bringing together quasi-public sectors in delivering ambitions for affordable housing

##### **3: Homes and Communities Agency – Single Conversation**

This programme will attempt to distil what the East of England’s “big asks” should be in relation to the emerging HCA. These “asks” should be evidenced and they should also be clearly embedded within the framework provided by RSS

##### **4: Short term response to the credit crunch and recession**

This programme is much shorter term in focus than some of the others. Its purpose is to ensure that the housing sector uses the current credit crunch and down-turn to provide the foundations for future growth. A range of actions are potentially implicated including: short term LA flexibility in S106 (flexibility with tenure, phasing and pepper-potting); public intervention to sustain site clearance and pump prime infrastructure, etc.; flexibility around grant rates, etc. from HC and others; possible actions in relation to mortgages; and creative approaches to risk and risk sharing – including in relation to RSLs

##### **5: Rural Exceptions Sites**

This programme will explore the pros and cons of extending the use of the concept of Rural Exceptions Sites to larger settlements (>3,000 population). Given the settlement structure of the East of England – in which “larger villages” are a key feature – this is potentially important. The advantage of the approach is that it might be a route to delivering significant housing numbers without generating any real increment in demand for infrastructure (i.e. the numbers of additional houses will be small enough, and the scale of settlements concerned large enough, to focus the process on existing places, and to use the community and other infrastructure that is already in place)

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**Programme synopsis**

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**6: Innovative approaches to Joint Commissioning of affordable housing**

This is concerned with the development of Joint Commissioning approaches (HCA (HC/EP) + LA + Developers) – at scale. It will be illustrated through the implications of the Cambridge Challenge Pilot – and rolling out best practice.

(Under the Cambridge Challenge Pilot, groups of Housing Associations competed to do all the big developments of affordable housing in the Cambridge area. Various consortia bid and one was successful in winning the contract. The advantage – for the process of delivering affordable housing – is that developers negotiate with one Consortium and one 'lead' RSL, avoiding the need for costly and time-consuming tendering processes and allowing the relevant Housing Associations to plan their future work programmes better)

**7: New mechanisms for land purchase and the use of surplus public land**

This programme is concerned with exploring new mechanisms for land purchase and the use of surplus public land for affordable housing. HCA is a key partner, but not the only one. In general terms, land purchase is needed so that the public sector has some control

**8: Tenure**

This programme is about developing better knowledge about tenure within affordable housing especially for the RSS review. The intermediate market needs to be better understood. Moreover, planning documents should be able to deal with flexible tenure.

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## Implementation issues in relation to the environmental performance of housing and resource efficiency imperatives

- 3.19 Over the period to 2021/31, the performance of housing – both new build and existing stock – in terms of resource efficiency will be crucially important in relation to a number of the high level targets from RES/RSS, particularly those linked to water consumption and emissions of carbon dioxide.

Table 3-6: Synopsis of regional programmes identified in response to resource efficiency imperatives

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**Programme synopsis**

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**1: Improving resource efficiency – in existing stock**

Currently the public sector policies assume that the Decent Homes standard will be achieved by 2010. In practice however there will be continuing demand for maintenance, etc. With regard to resource efficiency, there is a lack of knowledge on private sector stock. – although stock condition surveys are completed, the guidelines and standards have changed significantly over a short period. In general terms though, housing is a major contributor to CO<sub>2</sub> emissions (which is a key target). The programme needs to explore the implications fully, and set out actions in response

**2: Improving resource efficiency – in new build**

New methods of construction offer the scope for a step-change in the environmental performance of houses, and the focus of this programme is on new build. It needs to consider progress in the private sector as well as amongst Registered Social Landlords (RSLs).

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## 4: Programmes

4.1 In the paragraphs below, each of the Programmes that has been identified in relation to the Housing Theme is described in more detail.

### Programmes linked to the delivery of Policy H1

Programme name	1: Skills for planning, delivering and managing sustainable communities
<p><b>Objectives and key components</b></p>	<p>The East of England has ambitious growth plans. However, this growth must be delivered in a way that contributes to the development of genuinely sustainable communities. This will require a broad range of skills – skills which are already in short supply.</p> <p>This programme will increase the region’s capacity to plan, deliver and manage sustainable communities. It will do so by:</p> <ul style="list-style-type: none"> <li>• increasing the skills of the sustainable communities workforce</li> <li>• improving access to, and take up of, good practice</li> <li>• supporting new ways of working across organisations and partnerships</li> </ul>
<p><b>Rationale for intervention</b></p>	<p>The East of England has committed to delivering substantial levels of planned growth – including a minimum of 508,000 net additional dwellings by 2021. This was a significant challenge even before the recent economic downturn.</p> <p>There is now a substantial literature of evidence addressing the skills constraints faced in tackling this growth agenda. The Egan Review of Skills for Sustainable Communities has shaped many of the recent initiatives. The ASC’s ‘Mind the Skills Gap’ has updated much of the evidence base and largely confirmed the original findings. This national evidence has been supported by regional studies, for example, ‘Regional Cities East Skills Audit’ and ‘The role of the FE sector in delivering sustainable communities skills’ (forthcoming). There is also a wealth of anecdotal evidence which helps to paint a more detailed, if subjective, picture of the critical issues.</p> <p>However, the recent House of Commons Communities and Local Government Committee report, ‘Planning Matters – labour shortages and skills gaps’, suggests that little progress has been made in addressing the overarching skills shortages and gaps that exist. It concluded that</p> <p><i>“There is a significant risk that major Government targets for house-building and regeneration will be missed because the local government planning system is unable to manage the volume or variety of tasks required between now and 2020.”</i></p> <p>The long term nature of the problem suggests that the market alone will not achieve the desired outcome. There is still a massive shortage of housing but much of the demand is for affordable housing. Changes in development economics and the unavailability of finance means that people cannot afford to buy a home and house building rates are well below the required annual rate of completions.</p> <p>The holistic nature of sustainable communities means that each project generates externalities that the market does not address. Good development schemes can contribute to successful sustainable communities in many indirect ways and the quality of the professionals contributing to such schemes is a critical factor in the scale of these externalities.</p>
<p><b>Stage of development and delivery timescale (including phasing)</b></p>	<p>The challenge to supply the skills to plan, deliver and manage sustainable communities is an on-going one. Many of the growth plans currently identified will not have been built out by 2021. And those that have will have on-going management needs.</p> <p>However, many of the building blocks are already in place or are in the process of being established. Inspire East, the regional centre of excellence for sustainable communities, has been operating since 2005. It is now well established and is making an increasing impact. Improvement East, the Regional Improvement &amp; Efficiency Partnership, has identified issues such as economic development, the growth agenda and community empowerment as priority areas for its delivery plan. The Homes &amp; Communities Agency is currently being established and will have an important remit with regards the skills agenda. There are a host of other bodies that contribute to the agenda such as Sector Skills Councils, training providers (including</p>

	<p>HEIs and FE colleges) and professional institutes.</p> <p>The region has a competitive edge in some aspects of sustainable communities such as renewable energy and environmental technologies.</p>
<p><b>Resource requirements, including total cost. Public sector funding secured, public sector funding required, and gap</b></p>	<p>It is impossible to quantify the resources required to meet this agenda. To some extent it is not about financial resource but more about a commitment to take collective responsibility for delivering solutions. Much is already being done but it could be better co-ordinated.</p> <p>Inspire East, Improvement East and HCA working together would provide a powerful force for change. Working together they not only need to coordinate resources focused on this agenda but make sure it is appropriately supported through mainstream programmes. For example, mainstream resources such as business support and training programmes, careers services and HEFCE funded HE provision should all be treating the sustainable communities 'sector' as a priority for their support.</p> <p>There is also scope to improve the coordination of national services delivered into the region through agencies such as CABE, English Heritage and the Environment Agency. (This is not a criticism of these bodies, simply a recognition that they have a critical role to play)</p> <p>Other regional initiatives (such as the proposed Strategic Development &amp; Research Unit) will also need to link to this programme.</p> <p>Much of the resources required to increase capacity will come from the employers of sustainable communities professionals themselves whether that be public sector (e.g. Local Authorities), third sector (e.g. Housing Associations) or private sector (e.g. construction companies)</p>
<p><b>Delivery processes and responsibilities</b></p>	<p>The key players in this agenda are EEDA (Inspire East), EERA (Improvement East) and HCA (Homes &amp; Communities Agency). The route by which the existing plethora of initiatives and services is better coordinated is yet to be determined. However, the EEDA led review of 'Skills for sustainable communities in the East of England' recommended</p> <p><i>"That the region support the need for a single lead agency to act across all aspects of the regeneration and growth skills agenda, across all sectors, and which is recognized as the prime resource within the region and that as Inspire East has established recognition and reputation it should continue to be supported by the region and should form the focus of developing future arrangements."</i></p>
<p><b>Key constraints and issues regarding delivery</b></p>	<p>The key constraint is a political one. A shared vision is required that sets out what the delivery model should look like and who should be responsible for it. There is a broad consensus on the issues and actions required.</p>
<p><b>Expected outputs and outcomes</b></p>	<p>Outputs and outcomes would include:</p> <ul style="list-style-type: none"> <li>• increasing the skills of the sustainable communities workforce <ul style="list-style-type: none"> <li>➢ evidence of influencing skills strategies and provision (e.g. new courses launched)</li> <li>➢ evidence of increased take up of skills activity</li> </ul> </li> <li>• improving access to, and take up of, good practice <ul style="list-style-type: none"> <li>➢ production of good practice resources</li> <li>➢ evidence of use of key resources and services (such as Strategic Development &amp; Research Unit referred to elsewhere)</li> <li>➢ increased number of East of England projects winning national/international awards</li> <li>➢ achievement against specific standards such as Code for Sustainable Homes</li> </ul> </li> <li>• supporting new ways of working across organisations and partnerships <ul style="list-style-type: none"> <li>➢ new working practices initiatives</li> <li>➢ improvement in LA performance (measured through CAA)</li> </ul> </li> </ul>
<p><b>Link to high level RES/RSS outcomes</b></p>	<p>This programme would directly support the following high level targets:</p> <ul style="list-style-type: none"> <li>• net additional dwellings</li> <li>• affordable housing</li> </ul>

	<ul style="list-style-type: none"> <li>• water consumption</li> <li>• carbon dioxide emissions</li> </ul> <p>It would indirectly support:</p> <ul style="list-style-type: none"> <li>• Skills – Leitch targets (particularly at higher levels)</li> <li>• jobs growth</li> <li>• GVA per capita</li> </ul>
<b>Spatial Dimensions</b>	The programme should support the planning, delivery and management of sustainable communities across the region. However, it should be focused on the 'engines of growth' and the 'coastal regeneration priority area'.

<b>Programme name</b>	
<b>2: Strategic Development and Research Unit</b>	
<b>Objectives and key components</b>	<p>The unit would:</p> <ul style="list-style-type: none"> <li>• Support local planning authorities with preparing for and processing large-scale applications;</li> <li>• Maintain up-to-date knowledge of market conditions to assist with viability tests;</li> <li>• Support with the development of funding models to support infrastructure provision and regeneration, and</li> <li>• Investigate and recommend measures to speed-up the planning process at regional and sub-regional levels through joint working for example.</li> </ul>
<b>Rationale for intervention</b>	<p>Local planning authorities are faced with a broadening and an increasingly demanding remit in the production of local development documents and with determining applications. Planning is becoming much more focused on what will happen, rather than what should happen. Greater attention on planning for infrastructure will mean that local authorities will need to have up-to-date information on property markets, on what infrastructure is needed, when and how it will be delivered.</p> <p>The Egan Report in 2004, <i>Skills for Sustainable Communities</i>, not only identified a labour shortage within the planning profession, but a lack of skills generally with all built environment professions. Following on from this, the Communities and Local Government Committee noted recently that how the introduction of new processes, such as the Community Infrastructure Levy, results in the need for training. The Committee also noted that it is not possible for all local authorities to respond to every new development and recommended more joint working.</p> <p>Local authorities, including the Greater Norwich Development Partnership, have identified the need for greater capacity to undertake masterplanning for urban extensions for example. Others, who have undertaken Integrated Development Programmes, have identified the same need.</p> <p>In addition to providing support in masterplanning, there is a need to provide information and support on development economics – the viability of development. Viability is now established within the planning system. Targets for affordable housing, the possible technologies used to reduce CO2 emissions, and the potential for development to contribute to funding infrastructure, all need to be based on a viability assessment. Most local authorities do not have the capacity to assess this and whilst the private sector could provide the answer, the knowledge of the process does not remain with the local authority.</p> <p>Another aspect that came from discussions with stakeholders is the overall need to speed up the process and that joint working between local authorities – including decision making – can increase the speed of the planning system.</p> <p>Overall, the local planning authorities need to improve the skills and knowledge and whilst the use of private consultants does plug some gaps, there can be a lack of local knowledge and ongoing support. The unit would help to plug the gaps and, through economies of scale, provide information and tailored support that would not be available within authorities.</p>
<b>Stage of development and delivery timescale (including phasing)</b>	Further scoping work will be necessary, looking the potential for demand, the methods of funding and, more importantly, how such a unit will function. The unit could, for example, function as a group of professionals with specialist knowledge but who do not work full time for the unit, or a dedicated team could be established.

	<p>The establishment of a unit would also depend on the activity of the Government, in particular the role of ATLAS which will be incorporated into the Homes and Communities Agency (HCA).</p> <p>The first phase would be to consult on the need for, and constitution of the unit. This could be undertaken from spring to Autumn 2009.</p> <p>Depending on what approach would be taken, the unit could be in place from Spring 2010.</p>
<b>Resource requirements, including total cost. Public sector funding secured, public sector funding required, and gap</b>	<p>As a guide, ATLAS had an annual budget of £2.5million over 2006/07, with a team of under 20 but covering the entire country.</p> <p>The total cost would demand on the model and the integration with the activities of the HCA.</p> <p>Depending on the agreement of the relevant authorities and CLG, funding could be channelled from growth area funds.</p>
<b>Delivery processes and responsibilities</b>	<p>The preparatory work could be undertaken by the Regional Planning Body, currently EERA, along with other organisations such as Inspire East.</p> <p>Further processes would depend on how the unit was formed and the level of integration with other organizations.</p>
<b>Key constraints and issues regarding delivery</b>	<p>A key delivery challenge will be establishing sufficient resources should local authorities agree to and identify the need for such a unit.</p> <p>Finding a suitably experienced staff/team will be a significant obstacle. The need for such a unit is the product of an overall shortage of professional knowledge.</p> <p>Establishing a host organisation may also prove problematic in the short term.</p> <p>The result of the sub-national review and general attitude to regional governance by the Government are also important.</p>
<b>Expected outputs and outcomes</b>	<p>Since 2004, ATLAS has assisted will around 30 large scale projects (over 500 homes). Given that the RSS identifies 21 key centres for development and change, alongside three growth areas and four growth points, a conservative estimate could be for ten very large scale masterplanning projects (1000+ homes).</p> <p>The need to delivery infrastructure will be critical to all of the local planning authorities (47 from April 09) but it is the key centres where funding and viability expertise will be must needed in devising policy such as a tariff or levy. Some have already started and other areas may also come forward. Therefore an estimate of 20 authorities assisted with funding and viability would be reasonable.</p> <p>Additional support for complex planning applications could also be provided. Last year EERA responded to 24 regionally significant planning applications. Whilst this does not reflect the complexity of smaller applications, for retail for example, it provides a guide.</p> <p>Estimating outputs from improving processes is difficult at this stage.</p> <p>Outcomes would need to be measured in terms of satisfaction with the service by local authorities and developers. The increase in the amount of additional funding, through public or private means, could also be an indicator but would be estimated.</p>
<b>Link to high level RES/RSS outcomes</b>	<p><b><i>To achieve the regional housing target of 508,000 net additional dwellings by 2021 and individual KCDC Policies.</i></b></p> <p>If the unit were to assist with ten very large schemes, it would have contributed to the delivery of over 10,000 homes.</p> <p><b><i>Provision for new housing and increased business investment that takes account of the spatial strategy, co-ordination and consistency between authorities and co-ordination with infrastructure provision.</i></b></p> <p>This outcome is qualitative. The role for the unit is in co-ordination with infrastructure.</p> <p><b><i>Make suitable and timely provision for the needs of health and social services sectors and primary, secondary, further and higher education particularly in areas of new development and priority areas for regeneration</i></b></p> <p>Similar to above, the unit would be assisting local authorities with the provision and timing of social infrastructure.</p> <p><b><i>Ensure that 35% of new dwellings are affordable</i></b></p> <p>The unit's role in providing support on viability assessments will contribute to maximising the extent to which developers contribute land for affordable housing.</p>

<b>Spatial Dimensions</b>	Region wide but mainly at the Key Centres of Development and Change.
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<b>Programme name</b>	<b>3: Roll-out of Integrated Development Programmes</b>
<b>Objectives and key components</b>	<p><b>Issue</b></p> <p>Even before the credit crunch the region is underperforming (though improving) against targets both for overall housing delivery and for delivery of affordable homes. The region is now using <b>Integrated Development Programmes (IDPs)</b> as a coherent approach to the delivery of growth (in an evidenced, costed, phased and prioritised way) and it is felt that maximising the use of IDPs can assist in more effective delivery of growth including housing growth.</p> <p><b>Current position</b></p> <p>Four sub-regions – Peterborough, Haven Gateway, Luton and South Bedfordshire and Greater Norwich – have already produced IDPs. All of the other ‘engines of growth’ are either already working on an IDP or are soon to commence on it.</p> <p>Regional partners – the Housing Corporation, English Partnerships, Health, the Highways Agency, the Environment Agency, Arts Council England, LSC, EEDA, EERA and GO East – have endorsed the IDP approach and agreed in principle to work with and through it.</p> <p>IDPs focus on the totality of growth and their strength is the integration of economic, housing, environmental and community factors. Within this it is felt that housing delivery can be facilitated more effectively if a number of key actions and refinements can be delivered.</p> <p><b>Proposed Action</b></p> <ul style="list-style-type: none"> <li>• Ensure completion of IDPs across the region in all ‘engines of growth’ and major growth/regeneration areas and their regular updating. <b>(Sub-regional partners/Local Authorities, EEDA)</b></li> <li>• Commitment from all key partners to work with and through IDPs including the alignment of their investment planning decisions to consider how they may assist in the delivery of growth via the IDP and to participate in joint sub-regional working. <b>(All)</b></li> <li>• Using the IDPs to identify key infrastructure requirements which will not be funded by the private sector (or where such provision is poorly timed) and that are constraining the development of major housing sites and urban extensions and, subsequently, to make decisions regarding the priority and timing in respect of public funding for such infrastructure. This should be done in an integrated manner taking account of the potential synergy with other theme priorities that the infrastructure could unlock. <b>(All)</b></li> <li>• Ensuring that sub-regional partners have, and can demonstrate, the capacity to deliver the required levels of growth. <b>(All)</b></li> <li>• Provision of key advice and support for sub-regional partners/local authorities on how the IDPs can be used more effectively in respect of housing delivery, to include:             <ul style="list-style-type: none"> <li>➤ Incorporation of Strategic Housing Market Assessment Studies</li> <li>➤ Development and incorporation of strategic housing land availability statements</li> <li>➤ Incorporation of economic viability appraisal on larger strategic sites</li> <li>➤ Incorporation of Infrastructure Audits and their use in s106 policies and practice and on developing Community Infrastructure Levy policies</li> <li>➤ Incorporation of more effective approaches to the joint commissioning of affordable housing and at the earliest possible point</li> <li>➤ Alignment of key infrastructure requirements including transport, utilities and flood alleviation</li> </ul> <p style="text-align: center;"><b>(EEDA, EERA, GO East and HCA)</b></p> </li> <li>• Confirm the requirements from HCA of IDPs and work towards meeting these</li> </ul>

	<p>in respect of housing delivery. <b>(HCA, EEDA and EERA)</b></p> <ul style="list-style-type: none"> <li>• Commitment from all partners to use IDPs to facilitate the development of Urban Extensions/Strategic Sites and the unblocking of large sites currently constrained by infrastructure deficit or viability problems. <b>(All)</b></li> <li>• A commitment to manage, develop and maintain the strategic potential and operation of IDPs in respect of both housing and the broader regional agenda. <b>(EEDA)</b></li> <li>• A commitment from sub-regional partners/local authorities to engage in early discussions with regional partners on Urban Extensions/Strategic sites before key relationships (with developers, housing associations etc) are set.</li> </ul>
<b>Rationale for intervention</b>	The housing targets are currently not being met, a position that will be considerably worsened by the current economic climate, and concerted action is required to up the scale and capacity to deliver.
<b>Stage of development and delivery timescale (including phasing)</b>	IDPs should be in place for the majority of the region by the middle of 2009. The work outlined above can start immediately and any time limited interventions be completed within 2009.
<b>Resource requirements, including total cost. Public sector funding secured, public sector funding required, and gap</b>	The resource requirement is largely staff time in the relevant organisations. There is probably a need for some modest investment by regional partners in assisting in raising the capacity of sub-regional partnerships and in the continued development of IDPs, particularly if these are linked to MAAs.
<b>Delivery processes and responsibilities</b>	Specific responsibilities are outlined above. There is a need to keep a regional perspective and overview which can be achieved by a regular regional forum (which EEDA should service). There may be benefit from a forum or network for sub-regional partners/local authorities working through IDPs (which EEDA and EERA could jointly facilitate).
<b>Key constraints and issues regarding delivery</b>	Capacity within sub-regional partners/local authorities.
<b>Expected outputs and outcomes</b>	Growth to be delivered earlier and more sustainably with an increase in housing delivery.
<b>Link to high level RES/RSS outcomes</b>	Housing growth
<b>Spatial Dimensions</b>	Would apply to the 'engines of growth' and other major growth or regeneration areas.

<b>Programme name</b>	<b>4: Large sites for housing, employment and mixed uses</b>
<b>Objectives and key components</b>	<p>Building up from the key housing and employment sites being identified from the IDPs it is proposed to create an approach to supporting, and co-ordinating – from a regional perspective, the development and delivery at the local level of significant sites. Initially the task will be to identify all of these sites together with the following information:</p> <ul style="list-style-type: none"> <li>• Number and type of housing units to be produced and/or quantity of</li> </ul>

	<p>employment land to be created</p> <ul style="list-style-type: none"> <li>• Timing and Phasing of proposed development (and the assumptions made to allow this timeframe e.g. the delivery of essential but off site infrastructure)</li> <li>• Direct infrastructure requirement and timing, including identification of where this cannot be funded through the planning process or, where it can, the potential for forward funding</li> <li>• The degree to which the development, or the infrastructure required, has positive impacts on other aspects of growth (jobs, access, etc.)</li> </ul> <p>The intention would be to provide a regional focus on the top sites to assist in the regional aspects of delivery – the inputs and involvement of the HCA, EEDA, EA, HA, Health etc. – in particular where this needs to be co-ordinated, joint or phased. It would allow advanced joint planning of investment and intervention across these agencies together with the delivery at sub-regional level. As such it would be an important aspect within the ‘single conversation’.</p> <p>It is suggested that the HCA would take responsibility for its creation and maintenance but that it be used by all regional partners.</p>
<b>Rationale for intervention</b>	It is recognised that there needs to be better co-ordination of regional overview and input into major schemes and a better understanding of their potential regional impact to run alongside the support required for local delivery. The approach would keep all the schemes firmly ‘on the radar’.
<b>Stage of development and delivery timescale (including phasing)</b>	The work required to identify the sites – and their requirements - is either already done or in progress and will be detailed in the IDPs. There is already a commitment to provide a regional focus for all partners to support sub-regional delivery. This programme could be established relatively quickly.
<b>Resource requirements, including total cost. Public sector funding secured, public sector funding required, and gap</b>	The programme would be achieved largely through existing resources, with very minimal additional costs. A commitment from regional partners to work together on major sites will be required (which is already agreed in principle). The long term impact would be better co-ordination and efficient use of public sector resources employed.
<b>Delivery processes and responsibilities</b>	The HCA would take responsibility for the programme. All regional partners would agree to participate in arrangements to ensure overview and co-ordination at regional level and in appropriate joint working with sub-regional partners
<b>Key constraints and issues regarding delivery</b>	Resources, and their timing, for key infrastructure. Capacity issues with sub-regional partners.
<b>Expected outputs and outcomes</b>	More effective and quicker delivery of additional housing and employment land.
<b>Link to high level RES/RSS outcomes</b>	Direct impact on H1 and H2. Also ought to contribute to creating the conditions for economic growth
<b>Spatial Dimensions</b>	It is likely that the distribution of key housing and/or employment sites will mirror that of the Key Centres for Development and Change

## Programmes linked to the delivery of Policy H2

<b>Programme name</b>	
<b>1: RSS Policy H2 – Monitoring and Intelligence</b>	
<b>Objectives and key components</b>	<p>To better understand how the region is performing against the RSS H2 policy:</p> <ul style="list-style-type: none"> <li>• Region to monitor how many affordable homes are delivered each year on land which secured planning permission after May 2008.</li> <li>• Region to work towards developing a single data source for the delivery of affordable housing exploring reasons for differences between data sets and consistency of completion across the region</li> <li>• Region to monitor LA LDFs <ul style="list-style-type: none"> <li>○ Affordable housing percentage</li> <li>○ Thresholds</li> <li>○ Timescale for delivery/update</li> </ul> </li> <li>• Region to monitor delivery of affordable homes at a local authority level to assess success of delivery against LDF policies.</li> </ul>
<b>Rationale for intervention</b>	<p>Although the region monitors the delivery of total housing outputs and the number of affordable homes delivered each year it does not differentiate to determine how many affordable homes delivered on land which secured planning permission after May 2008. For this reason we do not currently have the information required to monitor delivery against policy H2.</p> <p>Delivery of policy H2 will be determined by action at a local authority level firstly by requirements of LDF policies and secondly by successful delivery of these policies.</p> <p>It is an essential pre-requisite for the delivery of policy H2 that the region understands where performance stands against the policy and that this performance is analysed at a local authority level</p>
<b>Stage of development and delivery timescale (including phasing)</b>	<p>Delivery of this programme will be ongoing across the life of the RSS and its successor strategies.</p> <p>Since EERA inherited the regional housing role this issue has received an increased focus with analysis papers taken through RHAG and the Housing and Sustainable Communities Panel. This activity needs to continue and to ensure it effectively engages the RPP, RPAG and other relevant groups.</p> <p>Processes to be active to ensure effective monitoring from 1 April 2009. Future monitoring to be regular and ongoing with annual updates.</p>
<b>Resource requirements, including total cost. Public sector funding secured, public sector funding required, and gap</b>	<p>Staffing costs and costs associated with ongoing partnership working only required. Monitoring roles currently undertaken by officer in Planning Team (EERA) and Housing Team (EERA) these functions taken together are equivalent to around 0.5 fte officer role. No gap in funding currently as roles undertaken within EERA's Business Plan and budget. All this subject to review following results of SNR. If policy H2 is to be prioritised for delivery then these roles will have to be incorporated within any regional reorganisations.</p> <p>Monitoring at a local authority level will be required within Planning and Strategic Housing Teams but this will largely be a continuation of 'business as usual' with no specific new funding requirements.</p>
<b>Delivery processes and responsibilities</b>	<p>Delivery will be through monitoring of AMR and other specific monitoring exercises currently undertaken by EERA.</p> <p>Local authorities are expected to be able to produce figures for the number of affordable homes delivered in their districts – any inability to do this effectively will raise issues with the emerging HCA within the context of its 'single conversations and also delivery of LAA targets.</p>
<b>Key constraints and issues regarding delivery</b>	<p>Need to establish mechanism to monitor delivery of affordable homes pre and post May 2008.</p> <p>Need to ensure ongoing buy-in of LAs to capture and influence delivery of effective LDFs and ongoing monitoring.</p>
<b>Expected outputs and outcomes</b>	<p>This programme will enable the effective monitoring of RSS policy H2 and identify those areas (through analysis of LDF policies and delivery against these) where</p>

	future improvement work is required.
<b>Link to high level RES/RSS outcomes</b>	Delivery of RSS policy H2
<b>Spatial Dimensions</b>	This programme will apply to the whole region.

<b>Programme name</b>	<b>2: Securing a far stronger relationship between Housing and LSPs/LAAs, etc.</b>
<b>Objectives and key components</b>	The objective of this programme is to firmly embed housing & affordable housing into the wider place shaping agenda by ensuring that Local Strategic Partnerships (LSP) include partners who represent housing and that the Sustainable Communities Strategy (SCS) reflects housing priorities and in turn that these are reflected in Local Area Agreements (LAA).
<b>Rationale for intervention</b>	<p>Housing is at the centre of communities and place. The RSS identifies the need for 508,000 new homes across the East of England in the period 2001-2021 (of which from May 2008 some 35% should be affordable). While the delivery of new homes over the period 2001 -2007 rose steadily year on year the challenge to deliver the total number of the new homes by 2021 is significant. Delivery of affordable homes averaged just 18%, well below what is needed and again represents a real challenge if the region is to meet the housing need of the people who live here.</p> <p>LAAs are the only place where government departments negotiate and agree targets with local authorities and their partners so giving the opportunity for a range of stakeholders to consider priorities for their areas and work together to deliver a step change in outcomes. Provision of good quality, suitable housing impacts on a range of outcomes not only by providing homes for people to live in but building sustainable and mixed communities for the future and contributing to health and well being.</p>
<b>Stage of development and delivery timescale (including phasing)</b>	<p>The current round of Local Area Agreements run until 2011 and it is early days in the delivery of targets and in the building of relationships among partners (both those with a duty to co operate and other members of the Local Strategic Partnerships) to deliver those targets. The building blocks put in place now will strengthen the understanding, commitment and ultimately the delivery of a better outcome for the area.</p> <p>Partnership working crucial to the delivery of LAAs and that there are issues that need to be addressed around the capacity of LSPs to meet this challenge.</p>
<b>Resource requirements, including total cost. Public sector funding secured, public sector funding required, and gap</b>	Local Authorities, Housing Associations and the new Homes and Communities Agency will be key players in supporting and funding delivery of new and affordable homes bringing expertise, resources and other assets. Other public sector bodies such as County Councils, Government Departments can also contribute surplus land and co operate in delivering sites for new housing. But other partners may well be able to make a contribution in terms of supporting delivery of infrastructure.
<b>Delivery processes and responsibilities</b>	<p>The framework for Local Strategic Partnership, Sustainable Communities Strategies, and Local Area Agreements is now embedded following the first round. Responsibility for the LAA lies with the top tier authorities and partners with a duty to cooperate are set out in legislation. Each LAA indicator and target should be supported by a comprehensive delivery plan that is supported by the key partners.</p> <p>While LAs will be in the lead for delivering affordable housing the LAA places a duty on named partners to work together to achieve the delivery of the LAA and the effectiveness of these partnerships will be judged by the Comprehensive Area Assessments which will assess progress against the National Indicator Set. Examples of joint activities can range from the use of surplus public land to bringing forward sites for affordable housing, working together to define and provide necessary infrastructure and coordinating services for the residents of areas.</p> <p>The GO will work with place to review and refresh LAAs</p>

<b>Key constraints and issues regarding delivery</b>	Housing will be included in as one of up to 35 targets in the new LAAs and there will be competition for resources. In the short term the economic downturn will seriously impact on the ability of partners to deliver.
<b>Expected outputs and outcomes</b>	It is expected that LAAs will deliver an improvement in performance related to the key priorities for place based on a robust evidence baseline with realistic targets being set. These can either seek to raise outputs to an agreed level or in the case of ambitious areas push beyond existing performance which may already be good to a new level of performance.
<b>Link to high level RES/RSS outcomes</b>	LAAs are about place shaping and recognising the priorities and issues pertinent to those areas. Both housing and economic indicators figure predominantly in all LAAs and by delivering those targets the aim and objectives of both the RSS and the RES are supported.
<b>Spatial Dimensions</b>	LAAs cover the entire region and affordability and provision of affordable housing is a key priority in all areas.

<b>Programme name</b>	<b>3: Homes and Communities Agency: Single Conversation</b>
<b>Objectives and key components</b>	<p>To ensure that the Homes and Communities Agency prioritises the delivery of appropriate regional policies and priorities including RSS policy H2.</p> <p>The HCA should, as well as contributing to the delivery of the regional target for affordable homes, use its influence to encourage all local authorities (either individually or in sub-regional partnerships) and other public sector organisations and partners in the region to effectively contribute to that target thus ensuring a balanced delivery of affordable homes across the region.</p> <p>As well as contributing to the delivery of appropriate national and regional priorities, the HCA should take account of a range of issues when implementing its 'single conversation' business model and deciding its investment priorities including:</p> <ul style="list-style-type: none"> <li>• A local authority's record of delivery of affordable homes</li> <li>• A local authority's LDF policies relating to affordable housing including percentages and thresholds</li> <li>• A local authority's willingness to invest its own resources to contribute towards the delivery of affordable housing</li> <li>• Partnership working of the LA</li> <li>• The skills, capacity and technical understanding of the LA including the quality of its investment planning, ideally through its Integrated Development Programme</li> </ul> <p>The HCA should actively engage with other Regional Partner Agencies to contribute to the identified ambitions of the Region.</p>
<b>Rationale for intervention</b>	<p>From 1 December 2008 the HCA will become the investment vehicle through which the public sector will meet its priorities regarding the delivery of affordable housing. The HCA should have due regard to national and regional priorities in the delivery of its work, this includes RSS policy H2.</p> <p>At present the region is failing to deliver policy H2 and it is only through effective partnership of both public and private sector interventions and investments that the target will be delivered.</p>
<b>Stage of development and delivery timescale (including phasing)</b>	The HCA will come into existence on 1 <sup>st</sup> December 2008. This programme of work will be ongoing to ensure annual delivery programmes are planned and met. Over time it is expected the HCA will be able to be more flexible and innovative in the approach to affordable housing and be able to provide specialist support to improve capacity and expertise to LAAs
<b>Resource requirements, including total cost. Public</b>	The HCA nationally will have an annual capital budget of around £5bn and is currently making arrangements to ensure that its staffing structure is in place for 1

<b>sector funding secured, public sector funding required, and gap</b>	December 2008. It is currently not possible to quantify any specific funding gap
<b>Delivery processes and responsibilities</b>	The HCA will have responsibility for ensuring it develops an investment programme that will meet both national and regional priorities. The delivery of the programme will also however depend upon local authorities (effective LDF policies and implementation) and RSLs and private developers
<b>Key constraints and issues regarding delivery</b>	The HCA will be a new organisation that will have to develop its methods of operation quickly. In the short and medium term it will be operating within the context of the credit crunch and challenging housing market conditions.  The HCA will have to establish effective working relations with local authorities, some of whom, have not effectively contributed to the delivery of RSS policy H2
<b>Expected outputs and outcomes</b>	This programme will increase the delivery of affordable housing and will lead to a tighter focus within local authorities on the national and regional priority given to the delivery of affordable housing for example through encouraging improved LDF policies.
<b>Link to high level RES/RSS outcomes</b>	This programme will specifically contribute to the delivery of RSS policy H2
<b>Spatial Dimensions</b>	This programme of work will apply across the whole region & make appropriate linkages across regional boundaries where necessary.

<b>Programme name</b>	<b>4: Short Term Response to the Credit Crunch &amp; Recession</b>
<b>Objectives and key components</b>	<p>To alleviate the negative effects of the housing market crisis and maximise the opportunities provided by current market conditions, in order to maintain the delivery of affordable housing and housing in general. Key actions cover:</p> <ul style="list-style-type: none"> <li>• Maintaining the supply of affordable housing through effective interventions</li> <li>• Encouraging flexibility on planning arrangements and funding</li> <li>• Encouraging a partnership approach and sharing best practice</li> <li>• Making best use of current opportunities</li> </ul> <p>Specific actions have been broken down into six key areas detailed below:</p> <ol style="list-style-type: none"> <li>1. Funding Flexibility To utilise NAHP at more appropriate grant rates to maintain programme over next 2 years. To be flexible on tranche arrangements to unlock sites where necessary To examine new models for the HCA to use such as risk sharing</li> <li>2. Planning Flexibility To enable sites to progress by reviewing the phasing, peppercorn policy and tenure split on Section 106 sites which are stalled. However, these to be tied to quick delivery, and linked to clear market appraisal To improve planning authorities' capacity to appraise schemes in order to strike the right deals To share with elected members the current intelligence and build political consensus on planning decisions</li> <li>3. Best practice &amp; improving performance To celebrate good practice (in both housing delivery &amp; planning) and publicise region-wide To encourage high achieving housing associations to disseminate good practice in order to narrow the gap between the highest and lowest performance.</li> <li>4. Partnership approach</li> </ol>

	<p>To encourage an open, partnership approach on the part of all agencies, authorities and delivery bodies to ensure a flow of information and the capacity to respond quickly to changing market circumstances.</p> <p>5. Maximising opportunities To ensure that delivery agencies are able to take up opportunities for land purchase and new homes presented by the current downturn.</p> <p>6. Preparing for an upturn To maintain capacity in housing delivery so that skills and knowledge are retained To ensure that any long term arrangements made in the next few years allow for risk sharing and flexibility to maximise benefit at a time of market recovery.</p>
<b>Rationale for intervention</b>	<p>The credit crunch, housing market downturn and recession have combined to have a severe impact on the short to medium term capacity of housing developers, housing associations and associated agencies and authorities. Constrained mortgage finance and a falling housing market has slowed housing delivery which has impacted on affordable housing provision. Constraints on the shared ownership market have severely limited housing associations' capacity to cross subsidise the delivery of rented homes. Start on sites are down substantially compared to 07/08, and the market is not expected to improve until around 2010 at best. In the meantime, demand for housing, particularly affordable housing, is expected to grow substantially, and there are concerns that skills will be lost as construction staff leave the sector.</p>
<b>Stage of development and delivery timescale (including phasing)</b>	<p>It is anticipated that the responses to the current market situation will need to take effect very quickly, and change as required until the market recovers. This may be over a period of 2-3 years but it is likely that even when the market recovers the systems, funding streams and approaches to development may have changed forever. This is particularly due to the creation of the Homes &amp; Communities Agency (HCA) in December 2008 with new powers of intervention.</p>
<b>Resource requirements, including total cost. Public sector funding secured, public sector funding required, and gap</b>	<p>Public funding for affordable housing principally comes through the National Affordable Housing Programme (NAHP) and a number of flexibilities have already been announced for this funding including bringing forwards all the funding for 2008-2011 for allocation to schemes which can deliver. In the East region this relates to £711M.</p> <p>Other important investment comes through the provision of free or discounted public land, planning gain arrangements in Section 106. <i>It should be possible to populate this section with some of the information in the RFA/JIP questionnaires to local authorities about funding gaps etc.</i></p>
<b>Delivery processes and responsibilities</b>	<p>1. <u>Funding flexibility</u> Key responsibility: HCA Other partners: Housing Associations/NHF, Local Authorities</p> <p>2. <u>Planning flexibility</u> Key responsibility: Local Planning Authorities</p> <p>3. <u>Best practice and improving performance</u> Key responsibility: Inspire East???? <b>Check</b> Other partners: EERA, EEDA, GO East, NHF, Local Authorities</p> <p>4. <u>Partnership approach</u> Key responsibility: NHF/HCA</p> <p>5. <u>Maximising opportunities</u> Key responsibility:</p> <p>6. <u>Preparing for an upturn</u> Key responsibility: EERA</p>
<b>Key constraints and issues regarding delivery</b>	<p>The key risk is the rapidly changing economic situation – the pace of change over the past year has meant that expectations and assumptions are constantly being reviewed.</p> <p>Other risks include increasing credit constraints, major business failure in the</p>

	development sector, changes to government policies and  Within the region, there are risks relating to maintaining positive working relationships and partnerships during a time of structural change.
<b>Expected outputs and outcomes</b>	<ol style="list-style-type: none"> <li>1. Funding Flexibility Full NAHP expenditure 2008-2011, number of homes completed to be regionally negotiated based on new expectations Increase in free and discounted land coming forward</li> <li>2. Planning Flexibility Proportion of sites unlocked increases Number of homes delivered increases Best practice &amp; Improving Performance</li> <li>3. Best practice &amp; Improving Performance Gap between best and worst RSL delivery performance narrows Proportion of affordable homes delivered increases</li> <li>4. Partnership Approach Regular meetings between HCA and key delivery partners, and with other agencies to maintain dialogue</li> <li>5. Maximising opportunities difficult to quantify</li> <li>6. Preparing for an upturn difficult to quantify</li> </ol>
<b>Link to high level RES/RSS outcomes</b>	Contributes to policy H2 of the RSS, with some wider impact on policy H1.
<b>Spatial Dimensions</b>	This programme will have a regional impact, and be particularly relevant in areas of major strategic sites and growth areas.

<b>Programme name</b>	<b>5: Rural Exceptions Sites</b>
<b>Objectives and key components</b>	<p>The fundamental aim is to increase the numbers of affordable homes produced in rural areas for local people. This could be achieved in a number of ways as set out in the Taylor Report, including:</p> <ul style="list-style-type: none"> <li>• Encouragement to all local planning authorities to introduce a rural exceptions policy (where one does not exist and where there is sufficient non-urban settlement)</li> <li>• A more flexible approach to rural exception policies including removing restrictions on facilities which must be present in a settlement before the policy can apply and to the upper limit of settlement size</li> <li>• Regional support for the increased use of Community Land Trusts to reduce the cost of production of housing and the retention of the land in community control and ownership. One prospect that should be investigated is to provide a regional 'model' CLT able to gain economies of scale by avoiding the need to create separate CLTs for each village/parish but geared to work with local groups in terms of the provision and management of the homes produced.</li> <li>• Greater assistance to local communities to evidence the extent of local need for affordable housing</li> <li>• Encouragement to all local planning authorities to introduce a rural exceptions policy (where one does not exist and where there is sufficient non-urban settlement)</li> </ul>
<b>Rationale for intervention</b>	The East of England has a high rural population and access to good quality affordable housing is key issue. Proportionally rural areas have fewer people under 24 and more people over 45 than urban areas with many young adults being forced to move away in order to meet their housing need. Many Parishes define their housing needs through surveys and local authorities set out rural policy in their planning documents, taking a positive and pro active response. However this is not the case across the whole of the region and all LAs should have a rural exceptions policy for those settlements where this could be applied as well as policy relating to

	small market towns falling out side the designation to which exception policy can be applied.
<b>Stage of development and delivery timescale (including phasing)</b>	Delivery of affordable homes in the period 2001-2007 averaged just 18%, well below what is needed and increasing this delivery represents a real challenge if the region is to meet the housing need of the people who live here. Opportunities to deliver in affordable housing in rural areas is constrained by limited land and LAs will need to explore all possibilities in order to improve the provision of affordable homes in rural areas
<b>Resource requirements, including total cost. Public sector funding secured, public sector funding required, and gap</b>	Local Authorities, Housing Associations and the new Homes and Communities Agency will be key players in supporting and funding delivery affordable homes in rural areas. Pump priming may need to be given to expanding the potential of CLTs though it is likely that their operation will be assisted by the provision of free or sub-market land. There is also an issue of rising cost of construction to meet increasing environmental performance standards that are particular to small rural developments.
<b>Delivery processes and responsibilities</b>	Parish Housing needs Studies, Local Development Framework, LA and specialist Rural Enablers
<b>Key constraints and issues regarding delivery</b>	Local opposition, Lack of suitable land, higher development cost and the complexity required under current policy and practice.
<b>Expected outputs and outcomes</b>	A step change in the volume of affordable housing produced. Much of the housing will be affordable in perpetuity though ther may be some need for cross subsidy from market housing to make schemes viable both financially and in community terms.
<b>Link to high level RES/RSS outcomes</b>	Support local economies and social networks, reduces need to travel, increased social interaction and support delivery of climate change and low carbon development objectives.
<b>Spatial Dimensions</b>	Entire Region.

Other programmes to be considered:

- Innovative approaches to the Joint Commissioning of affordable housing
- New mechanisms for land purchase and the use of surplus public land
- Tenure

## Programmes linked to resource efficiency

Programmes to be considered include:

- Improving resource efficiency – in existing stock
- Improving resource efficiency – in new build

## Annex A: Constraints to the delivery of Policy H1 – Site specific issues

### Large scale sites

- A.1 The survey commissioned by EERA and the Housing Corporation and conducted in October 2008 asked authorities to provide information about the development profile for large scale sites of 500 dwellings or more. These are assumed to be included within the overall housing trajectories although it is not possible to check this accurately. Table A-1 provides a summary of development by time period and sub-region. It shows total expected dwelling numbers and the numbers of affordable units; the affordable percentage shares of the total are also shown.

Table A-1 : Development potential of large scale sites, 2008-2021

Table 6: Development potential of large scale sites, 2009 to 2021 by year groups, Districts, East of England								
District	Total 09/10 to 20/21	09/10 to 10/11	11/12 - 13/14	14/15 - 18/19	19/20-20/21	Affordable homes	% Affordable homes	Any infrastructure costs £m
Bedford	6,104	410	1,699	3,115	880	1,805	30%	£22.5m
Luton	1,000	200	300	500	0	250	25%	£14m
Mid Bedfordshire	2,697	459	1,200	1,038	0	945	35%	
South Bedfordshire	7,739	485	1,724	2,954	2,576	2,572	33%	
<b>Beds Total</b>	<b>17,540</b>	<b>1,554</b>	<b>4,923</b>	<b>7,607</b>	<b>3,456</b>	<b>5,572</b>	<b>32%</b>	
Cambridge City	16,958	2,090	3,518	11,350	0	6,783	40%	£50.5m
East Cambridgeshire								no sites
Fenland	4,950	365	1,435	2,500	650	1,756	35%	£82m
Forest Heath								no sites
Huntingdonshire	6,133	900	1,903	2,473	857	2,416	39%	
South Cambridgeshire	15,280	1,410	2,330	11,540	0	6,112	40%	£46m
St Edmundsbury	1,525	80	395	850	200	536	35%	
<b>Cambridge Total (part)</b>	<b>44,846</b>	<b>4,845</b>	<b>9,581</b>	<b>28,713</b>	<b>1,707</b>	<b>17,603</b>	<b>39%</b>	
Babergh	1,483	587	616	280	0	525	35%	
Braintree								no sites
Colchester	6,450	599	1,539	3,142	1,170	1,871	29%	
Ipswich	566	0	566	0	0	142	25%	
Maldon								no sites
Mid Suffolk	2,875	140	1,405	1,130	200	1,012	35%	£15m
Suffolk Coastal	2,290	0	388	1,472	430	680	30%	
Tendring								no sites
<b>GHG Total (part)</b>	<b>13,664</b>	<b>1,326</b>	<b>4,514</b>	<b>6,024</b>	<b>1,800</b>	<b>4,230</b>	<b>31%</b>	
Broadland	1,605	0	1,005	600	0	588	37%	
Norwich								no response
South Norfolk	2,467	848	1,209	410	0	496	20%	
<b>GN Total (part)</b>	<b>4,072</b>	<b>848</b>	<b>2,214</b>	<b>1,010</b>	<b>0</b>	<b>1,084</b>	<b>27%</b>	
Brentwood	600	0	200	400	0	240	40%	no sites
Broxbourne	4,000	0	900	2,250	850	1,400	35%	£464.7m
Chelmsford	8,350	0	2,205	4,675	1,470	2,880	34%	
Dacorum	2,428	0	328	1,500	600	850	35%	
East Herts								no response
Epping Forest								no response
Harlow	12,602	738	2,014	6,100	3,750	4,417	35%	
Hertsmere								no sites
North Herts	6,551	676	1,845	2,910	1,120	2,447	37%	
St Albans								no sites
Stevenage	3,400	316	925	1,542	617	1,192	35%	
Three Rivers	530	0	0	0	530	186	35%	
Uttlesford	2,400	0	300	1,500	600	960	40%	
Watford								no sites
Welwyn Hatfield								no sites
<b>LCB Total (part)</b>	<b>40,861</b>	<b>1,730</b>	<b>8,717</b>	<b>20,877</b>	<b>9,537</b>	<b>14,572</b>	<b>36%</b>	
Peterborough	5,593	719	2,625	2,249	0	1,716	31%	
Breckland	6,122	0	1,138	3,224	1,760	2,448	40%	
Kings Lynn & West Norfolk	1,710	30	396	884	400	513	30%	
North Norfolk								no sites
<b>REAP (part)</b>	<b>7,832</b>	<b>30</b>	<b>1,534</b>	<b>4,108</b>	<b>2,160</b>	<b>2,961</b>	<b>38%</b>	
Basilidon	1,000	0	600	400	0	350	35%	£10m
Castle Point								no sites
Rochford								no sites
Southend-on-Sea								no response
Thurrock	6,909	1,500	2,474	2,635	300	2,427	35%	
<b>TGSE Total (part)</b>	<b>7,909</b>	<b>1,500</b>	<b>3,074</b>	<b>3,035</b>	<b>300</b>	<b>2,777</b>	<b>35%</b>	
Great Yarmouth								no sites
Waveney								no sites
<b>Y&amp;W Total (part)</b>								<b>no sites</b>
<b>EoE Total</b>								
<b>Completed returns</b>	<b>142,317</b>	<b>12,552</b>	<b>37,182</b>	<b>73,623</b>	<b>18,960</b>	<b>50,515</b>	<b>35%</b>	

- A.2 Collectively, the Table indicates that over 142,300 units are expected to be built on large sites in 30 of the region's districts, of which around 50,500 dwellings are recorded as affordable. At 35%, this is in line with the H2 policy target. Sub-regions where affordable housing is likely to be a lower percentage include Bedfordshire & Luton, Greater Norwich, Greater Haven Gateway and Peterborough, although where authorities have not made a return some sub-regional figures are subject to amendment. Peterborough anticipates providing a relatively low 31% of housing as affordable – the lowest of all sub-regions. However a number of individual authorities are projecting even lower shares: South Norfolk, (20%) Luton, (25%), Ipswich (25%), Colchester (29%), Bedford (30%), Kings Lynn & West Norfolk, (30%), and Suffolk Coastal, (30%).
- A.3 Authorities anticipating a relatively high share of affordable housing being built on large sites include Cambridge City, South Cambridgeshire, Broxbourne, Uttlesford and Breckland – all 40%. Huntingdonshire projects a 39% share and both Broadland and North Herts anticipate a 37% share.
- A.4 Fifteen authorities, almost one-third of the total in the region, reported that they have no large scale sites identified for housing development; three districts did not respond to this schedule, (Norwich, Epping Forest and Southend-on-Sea).

#### **Investment in infrastructure & barriers**

- A.5 Authorities were asked about barriers to development and to cost the necessary infrastructure and works that are required to unlock sites and so enable the development to proceed. Not all authorities were able to identify and cost 'blockages'. Some authorities could only provide expenditure figures for a few large-scale sites. The costs estimated by seven authorities are summarised in the Table. Examples of the types of investment required include:
- Highways (10)
  - Junction improvements to major roads e.g. A14, A1, M1 (4)
  - Relief roads & bypasses (4)
  - Drainage, balancing ponds, water treatment & sewerage (5)
  - Schools (3)
  - Open space (2)
- A.6 Many other items were mentioned once, including ecology & the protection of species, level crossing provision, relocation, decontamination, master planning, burying cables, leisure provision, parking, community infrastructure and park & ride facilities.
- A.7 There is no specific reference to the 'credit crunch' and its impact on the viability of developments as both house prices and land values fall. With the housing market so fluid and prices yet to 'bottom out' it may be too early to assess the overall, long-term impact. However it is important to recognise that financial appraisals of development schemes will require extensive review.

A.8 Examples of specific schemes at a local authority level include are provided below.

#### *Fenland*

A.9 Fenland has identified 10 large scale sites for housing development, although a couple are below the 500 dwelling site threshold level suggested. In total the 10 schemes can deliver 4,950 dwellings of which 1,756, or 35%, are affordable. Four of these developments have some infrastructure costings provided; it should be noted that these relate to exceptional items rather than standard expenditure towards estate roads, drainage, schools, community provision etc. Three of the schemes require major investment in road links and relief roads; the fourth requires expenditure on a level crossing. This major investment totals £82 million and is associated with the provision of 2,350 dwellings.

#### *Mid Suffolk*

A.10 Mid Suffolk has identified 6 large sites with the capacity for 350 or more units, totalling 2,875 dwellings. Of these 35% are expected to be affordable. Four of the schemes, with a capacity for 2,165 dwellings, are identified as requiring investment in infrastructure to 'unlock' them for development. A cost of £15 million has been provided. Two developments require a distributor road. Two other schemes require investment in roads, particularly A14 junction improvements and also expenditure on land decontamination and remediation.

### **Unlocking brown field or surplus public sector sites**

A.11 Table A-2 provides a district-level summary of brown field and surplus public sector sites where there are blockages to development. Respondents to the HC/EERA local authority survey were asked to identify sites which have the potential for housing development but which are not part of the current housing trajectory, which should be restricted to sites where there are no insurmountable problems preventing new building. However, it has not been possible to check whether or not any of these sites are included in the overall trajectory of anticipated development. (In fact, some authorities have confirmed that these developments are included in the total trajectory).

A.12 The table identifies the total number of dwellings which could be provided, a breakdown by time periods and an average annual development programme. This covers both the total number of dwellings as well as an estimate of affordable homes (also shown as a percentage of the total). Finally it summarises the 'exceptional' infrastructure and other costs identified as being required to bring forward development. It is important to note that most works/schemes have not been costed; even those authorities providing an estimate record that this only relates to part of the necessary works and not all of their potential schemes. It is also important to note that some infrastructure, such as a bypass or sub-station, benefits many developments and their costs cannot be carried by an individual scheme.

A.13 The Table identifies over 54,000 dwellings, spread amongst 32 districts, which could be built on brown field and surplus public sector sites that require infrastructure and other expenditure in order to be 'unlocked', averaging just over 6,000 a year. Thirteen districts stated 'no sites' and 3 did not respond.

Table A-2 : Development potential of brownfield or surplus public land, 2009-2021

Table 5: Development potential of brownfield or surplus public land, 2009 to 2021 by year groups, Districts, East of England									
District	Total 09/10 to 20/21	09/10 to 10/11	11/12 - 13/14	14/15 - 18/19	19/20-20/21	Annual average (for years supplied)	Annual average affordable homes	% Affordable homes	Any infrastructure costs £m
Bedford	5,460	877	2,015	2,103	465	455	139	30%	£24.85m
Luton	2,628	1,086	1,510	32	0	438	110	25%	
Mid Bedfordshire	2,250	0	550	900	800	188	66	35%	
South Bedfordshire	659	347	264	48	0	94	22	24%	
<b>Beds Total</b>	<b>10,997</b>	<b>2,310</b>	<b>4,339</b>	<b>3,083</b>	<b>1,265</b>	<b>1,175</b>	<b>337</b>	<b>28.7%</b>	
Cambridge City									no sites
East Cambridgeshire									no sites
Fenland	375	145	150	80	0	54	19	36%	£4m
Forest Heath	960	593	367	0	0	320	100	31%	
Huntingdonshire	759	259	150	350	0	84	35	42%	
South Cambridgeshire									no sites
St Edmundsbury	1,315	327	725	263	0	188	67	36%	
<b>Cambridge Total</b>	<b>3,409</b>	<b>1,324</b>	<b>1,392</b>	<b>693</b>	<b>0</b>	<b>646</b>	<b>221</b>	<b>34.2%</b>	
Babergh	600	286	314	0	0	120	42	35%	
Braintree									no sites
Colchester	5,057	1,740	1,753	1,474	90	421	90	21%	
Ipswich	1,035	56	231	705	43	86	84	97%	
Maldon									no sites
Mid Suffolk	744	234	510	0	0	149	52	35%	£20m
Suffolk Coastal	1,312	322	600	314	76	109	27	25%	
Tendring	1,322	312	720	290	0	189	75	40%	£15m
<b>GHG Total</b>	<b>10,070</b>	<b>2,950</b>	<b>4,128</b>	<b>2,783</b>	<b>209</b>	<b>1,075</b>	<b>370</b>	<b>34.4%</b>	
Broadland	268	12	78	178	0	45	23	52%	
Norwich									no response
South Norfolk									no sites
<b>GN Total</b>	<b>268</b>	<b>12</b>	<b>78</b>	<b>178</b>	<b>0</b>	<b>45</b>	<b>23</b>	<b>52%</b>	
Brentwood	686	170	383	87	46	57	21	36%	
Broxbourne	1,643	721	407	330	185	137	44	32%	
Chelmsford	2,209	289	596	100	1,224	184	44	24%	
Dacorum									no sites
East Herts									no sites
Epping Forest									no response
Harlow	35	35	0	0	0	18	7	37%	
Hertsmere									no sites
North Herts	157	0	48	79	30	13	5	41%	
St Albans	481	280	201	0	0	120	43	36%	
Stevenage	1,611	388	472	576	175	134	55	41%	
Three Rivers	184	44	40	0	100	15	5	35%	
Uttlesford									no sites
Watford	2,005	130	0	1,275	600	167	49	29%	
Welwyn Hatfield	4,718	384	1,028	2,495	812	393	130	33%	
<b>LCB Total (part)</b>	<b>13,729</b>	<b>2,441</b>	<b>3,175</b>	<b>4,942</b>	<b>3,172</b>	<b>1,239</b>	<b>403</b>	<b>32.5%</b>	
<b>Peterborough</b>	<b>7,807</b>	<b>0</b>	<b>1,464</b>	<b>4,171</b>	<b>2,172</b>	<b>651</b>	<b>217</b>	<b>33%</b>	
Breckland									no sites
Kings Lynn & West Norfolk	3,495	160	1,076	1,790	469	291	88	30%	£10m
North Norfolk									no sites
<b>REAP Total</b>	<b>3,495</b>	<b>160</b>	<b>1,076</b>	<b>1,790</b>	<b>469</b>	<b>291</b>	<b>88</b>	<b>30%</b>	
Basildon	1,067	206	861	0	0	213	72	34%	
Castle Point									no sites
Rochford	2,780	300	925	1,155	400	232	105	45%	
Southeast-on-Sea									no response
Thurrock	3,384	200	929	2,255	0	308	108	35%	
<b>TGSE Total (part)</b>	<b>7,231</b>	<b>706</b>	<b>2,715</b>	<b>3,410</b>	<b>400</b>	<b>753</b>	<b>285</b>	<b>37.9%</b>	
Great Yarmouth	1,199	30	272	677	220	100	22	22%	£55.4m
Waveney	1,631	31	360	1,084	156	136	29	21%	£100m
<b>Y&amp;W Total</b>	<b>2,830</b>	<b>61</b>	<b>632</b>	<b>1,761</b>	<b>376</b>	<b>236</b>	<b>51</b>	<b>21.6%</b>	
<b>EoE Total</b>									
<b>Completed returns</b>	<b>59,836</b>	<b>9,964</b>	<b>18,999</b>	<b>22,811</b>	<b>8,063</b>	<b>6,109</b>	<b>1,995</b>	<b>32.7%</b>	

A.14 The Table shows that almost 10,000 new dwellings could be provided in the period 2009/11, with a further 19,000 possible in the three-year period 2011 to 2014. Development rates are somewhat lower for the period 2014 to 2019, (4,500 per annum) and for 2019/21, (around 4,000 a year). Affordable housing accounts for just under 2,000 new dwellings a year, around one-third of the total.

A.15 The sub-region with the largest potential development programme is the London Commuter Belt, with at least 13,700 units identified. (There is no data from Epping Forest). The Bedfordshire/Luton sub-region records a potential programme of almost 11,000 units. Greater Haven Gateway also has a significant potential of over 10,000 dwellings. Peterborough has identified a programme of over 7,800 units and Thames Gateway South Essex records a

possible programme of over 7,200 new-build dwellings. The Cambridge sub-region and the Rural East Anglia Partnership sub-region both identify potential for over 3,400 dwellings on brown field or surplus public sector land. Yarmouth/Waveney identifies a possible programme of just over 2,800 units. The smallest programme identified – although without a response from Norwich – is for Greater Norwich at just under 300 units.

- A.16 In most sub-regions affordable housing accounts for at least 30% of the potential new build. The exceptions include Yarmouth & Waveney, with under 22%, and Bedfordshire/Luton, with just under 29%.

### **Data issues**

- A.17 It should be noted that the Ipswich brown field and surplus public sector land developments exclude private sector housing; these development schemes are also included in the total trajectory of development, (in this case together with private sector housing on the same sites).
- A.18 It is not clear what overlap there is between this schedule and the ‘total’ housing trajectory in terms of coverage of sites. There is also some identified overlap with the development schemes listed in the schedule of town centre regeneration.

### **Investment in infrastructure & barriers**

- A.19 In general it is to be expected that the sites recorded in this schedule require more than ‘local’ investment in infrastructure, (e.g. in estate roads, local open space, contributions towards schools and public art). Much of this is generally covered by s106 contributions, as is an element of investment in affordable housing. The schedule concentrates on additional investment as well as identifying barriers to development. In most cases the necessary works are not itemised by cost and it is consequently impossible with the data available to prioritise expenditure by either type or area. The only sub-region with a relatively comprehensive coverage of costs is Yarmouth & Waveney where expenditure of over £155m has been estimated as necessary in order to unlock development of over 2,800 homes. Of these an estimated 21.6% are affordable.
- A.20 Where types of expenditure and barriers to development have been identified there are some common themes, including the following, (numbers of citations by authorities given in brackets):
- Work on flood defences (9)
  - Roads – a wide range including junction improvements and access roads for other site users, relief roads and the provision of bridges (13)
  - Business relocations (7)
  - Decontamination and remediation (6)
  - Demolition - the removal of obsolete buildings, works etc (4)
  - Utilities (3)

- Planning delays (2)
- Public transport, including station upgrading (2)
- Problems with multiple land ownership & leases (2)

A.21 A small number of issues were raised once each, including site access, works to listed buildings and parking.

A.22 No authority has commented specifically on the impact of the ‘credit crunch’ on the viability of development schemes although this must be a common theme; responses to EERA’s Annex 3 survey, which asked authorities about ‘stalled’ sites, shows that many housing projects are not currently economically viable

A.23 The types of works listed as necessary to unlock sites are identified in the following examples:

#### *Great Yarmouth*

A.24 Three schemes are listed, collectively costing £55.4 million in terms of infrastructure and other works and delivering an estimated 1,199 new dwellings in the period up to 2021. The schemes, Bure House Quay (249 dwellings), North Quay (400 dwellings) and Ice House Quay (550 dwellings), all require investment in demolition, flood defences, roads, utilities, site works, decontamination and the provision of a riverside walk.

#### *Bedford*

A.25 Fourteen schemes have costs provided, although these are only estimates and are subject to negotiations with landowners and other interested parties. One example is the development of a private brown field site at Shortstown, with a capacity of 970 dwellings, (291 affordable). The site has full planning permission and Social Housing Grant approval from the Housing Corporation. However, development is delayed as it requires junction improvements to the A600/A421. The survey response states ‘The Highways Agency regards these improvements as not complying with standards and therefore would take considerable time and expense to justify. One solution would be to de-trunk the relevant section of road and use the quicker local highway authority procedures. This though has implications for subsequent maintenance.’ The cost quoted to unlock the site is £150,000.

A.26 For a second site, ‘Land south of Ford End Road’, with a capacity of 280 units, (of which 84, or 30% are recorded as affordable) the main infrastructure costs are the construction of a new access road for a major employer and decontamination works. An estimated cost of works is £3.5 million - which is subject to negotiation.

A.27 Three of the sites listed in this schedule are also listed/costed in the schedule of town centre regeneration.

#### *Broxbourne*

A.28 The authority lists 20 sites as requiring ‘unlocking’ before housing development can take place. All are brown field and all but 3 are in the private sector. The total dwelling capacity is

estimated to be 1,643 units of which 533 are affordable. No infrastructure or other costs are provided but the list of necessary works includes: a new road layout, a new footbridge and work on a Grade II listed building. However, for most sites there is as yet no information on the types of investment required.

*Chelmsford*

- A.29 Chelmsford has submitted a separate list of local and strategic infrastructure requirements through to 2021 which is costed by scheme type, (e.g. flood alleviation, schools, leisure centre, Park & Ride facilities, road junction improvements). This strategic infrastructure is to support all types of development, including large sites and town centre regeneration, as well as brown field and surplus public sector sites. Four new housing developments are listed as requiring 'unlocking' investment and a link is made to the related strategic infrastructure. Three schemes all require work to a roundabout in the heart of Chelmsford which includes a slip road and possible fly-over. One scheme requires a business relocation.