

TOPIC PAPER 5: Housing

The way that the whole town develops in the future will be affected by planning decisions. Crawley Borough Council has started work on a new local plan that will help to guide development in Crawley over 15 years from 2014-2029.

This consultation period forms part of the early engagement, and further consultation stages are planned before the document is adopted in 2014. Comments received to earlier consultation periods, including to the Topic Papers in 2009, the Town Centre North Supplementary Planning Document and the Manor Royal Master Plan, will continue to be taken into consideration, alongside the technical evidence base, when formulating the Local Plan Preferred Strategy. The Preferred Strategy will be made available for a further period of consultation later in 2012.

This is your opportunity to shape the way the town develops and the council would appreciate and value any comments you have on this Topic Paper or any of the others that form part of this consultation.

Consultation Questions:

In May 2009, we asked for your views about the principle of providing some 7,500 dwellings per annum over the period 2006-2026. Since that time, there have been significant changes in the planning context, both nationally and regionally. It is now appropriate to reassess how much housing should be built in Crawley in the light of local requirements and having regard to the potential for meeting local needs and demand with available land resources. Through the consultation process, the Council is seeking views on:

- H1. Whether we should be planning to provide enough housing to meet needs and demand as far as possible, having regard to environmental constraints and the shortage of suitable development sites within the boundary of Crawley?
- H2. Whether future housing provision needs to be moderated to a level which provides a balance between new homes and jobs?
- H3. Whether house building should be limited, to minimise the impact on Greenfield land and open spaces?
- H4. What mix of housing, in terms of size and type, should be provided? Whilst household size is falling, is it still appropriate to plan for a range of household sizes to facilitate choice and meet the needs of all sectors of the population?
- H5. Government funding for affordable housing has changed, yet it is anticipated that about half of the population are unlikely to be able to afford market housing in the future. What proportion of any new dwellings provided in the future should be classified as affordable? Should the current policy for seeking 40% affordable housing in new developments be continued? What form should affordable housing take? What size of developments should contribute to affordable housing provision?
- H6. What are the best locations for accommodating future housing growth? What sites should be prioritised in assessing development potential? Developers are encouraged to submit details of any sites they wish the Council to consider for development within the next 20 years.
- H7. Should further growth around the North East Sector be sought?
- H8. Should some development be allowed on under-used garage courts or amenity

- space, to make more efficient use of land within the existing built up area?
- H9. Should each neighbourhood be expected to meet some of its own needs and requirements, it generates through population growth?
- H10. Should more housing be directed towards the town centre?
- H11. Should consideration be given to sites beyond the Borough's boundary for meeting some of Crawley's housing needs, even if this might mean future occupiers having to travel further to access town centre services and employment opportunities?
- H12. The Council has a duty to consider the housing needs of all sectors of the population. How should it best plan to meet the needs and housing demands for young people, the elderly and those with disabilities or other special needs?
- H13. What factors should the Council take into account in meeting the requirement to provide additional pitches for gypsies and travellers?

Context for the Review of Housing Policies:

This paper has been prepared to accompany the Crawley 2029 Local Plan Issues and Options consultation, which is taking place in January 2012. It updates issues identified in Topic Paper 5, which was published by the Council in May 2009 as part of an earlier Issues and Options Consultation exercise. It also updates the findings of any additional evidence which has been collated by the Council in the intervening period.

The current adopted Core Strategy for Crawley covers the period from 2001 until 2016. It was prepared against the backdrop of the West Sussex Structure Plan (2005) and the emerging South East Plan, together with RPG 9, "Regional Planning Guidance for the South East". The Structure Plan required Crawley to deliver some 300 dwellings per annum and the South East Plan in its draft form increased that figure to 350 dwellings per annum. The examination of Crawley's Core Strategy took place in February/March 2006. The Inspector concluded that the housing figures in the Plan (4,040 dwellings for the period 2001-2016) failed to meet Structure Plan and South East Plan requirements taking in to account the need to make up a significant shortfall in housing delivery since 2001. The Inspector's decision to accept the Core Strategy as sound was contingent upon the Council carrying out an early review to identify land which could come forward for development by 2012. This review work commenced in good time but has been affected and consequently delayed by a number of factors.

Firstly, the Inquiry on the North East Sector was heard during 2009. This related to an application for the creation of a new neighbourhood to the west of the M23, comprising some 1,900 homes, together with employment and retail development, open space and associated community facilities. Uncertainty about the outcome of this Inquiry and the significance of this development to the overarching spatial strategy and future housing land supply meant that decisions could not be made on a Preferred Strategy for the area until the matter was resolved. A decision by the Secretary of State for Communities was finally announced in February 2011, which effectively grants outline planning permission for the development. This provides greater certainty for moving forward the preparation of the new Local Plan.

Secondly, at the same time the North East Sector Inquiry was taking place, the South East Plan was published in its final form (May 2009). This required Crawley to make provision for some 7,500 dwellings over the period 2006 to 2026 (equivalent to 375 dwellings per annum). It is noteworthy that Crawley's housing requirements were

significantly lower than those of the neighbouring authorities of Mid Sussex (855dpa), Horsham (650 dpa) and Reigate and Banstead (500 dpa) but were higher than those of Mole Valley (188 dpa) and Tandridge (125 dpa). However, it is important to recognise that the housing provision levels in the adopted Core Strategy (300 dpa) fall short of the Regional Spatial Strategy requirement (375 dpa), which for the time being continues to form part of the statutory development plan for the Borough.

However, in July 2010, the Coalition Government announced its intention to abolish Regional Spatial Strategies, including the South East Plan. Legal provisions for this have been included within the Localism Act 2011. The Government now intends to bring the revocation of the regional spatial strategies into effect, once it completes a process of Strategic Environmental Assessment. This is expected to take place in Spring 2012. As a consequence, local authorities must gather their own local evidence base to underpin local planning policies. Local authorities can decide whether to retain the targets which were adopted in the South East Plan or whether other locally derived targets are more justified and appropriate in the light of up to date evidence.

In March 2011, the Government published its "*Plan for Growth*", which emphasised the need to improve housing delivery and stimulate economic growth. This was accompanied by a Statement by the Minister of State for Decentralisation, which advised local planning authorities to "make every effort to identify and meet the housing, business and other development needs of their areas". It also requires authorities to "work together to ensure that needs and opportunities that extend beyond (or cannot be met within) their own boundaries are identified and accommodated in a sustainable way, such as housing market requirements and the strategic infrastructure necessary to support growth". This requirement forms part of the Localism Act 2011, through a 'duty to co-operate' on strategic development matters.

This was followed in June 2011, by a revised Planning Policy Statement (PPS) 3 on Housing. This reaffirmed the need for local authorities to maintain housing land supply and to have in place up to date assessments of housing market requirements and demonstrate a 5 year housing land supply. The Revised PPS3 also incorporated the revised definition of affordable housing to reflect the Government's new affordable rent product.

In July 2011, the Government published its Draft National Planning Policy Framework, which is intended to supersede the current suite of Planning Policy Statements, Guidance and related circulars. In terms of housing, the draft NPPF requires local planning authorities to:

1. use an evidence base to ensure that they plan for meeting the full requirements for market and affordable housing requirements in their area;
2. maintain a 5 year rolling supply of deliverable housing sites, with at least an additional 20% allowance to maintain choice and flexibility between sites;;
3. identify a supply of developable housing land for a further 6-10 years and ideally 11-15 years.

The Draft NPPF requires local planning authorities to identify the scale and mix of housing and the range of tenures that the local population is likely to require over the plan period.

The changing policy context has a number of implications for taking forward a review of the existing Core Strategy, including:

1. A requirement to reassess the amount of housing to be provided;
2. To roll forward that assessment to extend the time horizon of the Plan;
3. To work with neighbouring authorities to ensure the needs of the wider housing market area are addressed;

4. To ensure that there are sufficient contingencies to maintain choice and flexibility between sites in accordance with Government guidance;
5. To consider how residual land around the North East Sector should be planned now that the new neighbourhood has been given planning permission for 1,900 dwellings;
6. To identify additional sites for future housing development on a sequential basis and to bring these forward as allocations to ensure continuity and flexibility of land supply;
7. To consider the mix of housing that is required and should be provided, having regard to both population and household change and the needs of the population as a whole;
8. To consider the need for affordable housing and the policy mechanisms for securing delivery in the future.

Key Housing Issues in Crawley:

Population Profile

The population of Crawley has been rising significantly over the past three decades, increasing by about 28% from 82,000 in 1981 to 105,000 in 2009. This rate of growth has exceeded levels achieved within the wider South East region over the same period. In terms of population structure, Crawley's population has a greater proportion of younger people between the ages of 25 and 34 and a lower percentage of elderly people, compared with the rest of the South East. In fact, about two-thirds of the population are aged less than 45 years. Inward migration to Crawley has also been outstripping out-migration, which is contributing towards continued population growth.

Housing Stock¹

There are approximately 42,000 dwellings in Crawley. Approximately three-quarters of this housing stock is owner-occupied with the remaining 25% being affordable, of which Crawley Borough Council owns approximately 20% and Housing Associations own 5%. Almost 95% of the affordable housing stock is offered as rental, with the remainder being part-owned through shared-equity arrangements.

About half of the stock comprises 2-3 bedroom accommodation, with almost a third being 1-2 bedroom and just under one fifth being 4 bedrooms or larger. Terraced housing makes up the largest share of the stock (46% approx.), with flats and semi-detached housing making up most of the balance. There are high levels of under-occupation in the stock as well as evidence of some over-crowding. Vacancy rates within the stock are generally low (less than 2%).

Overall, the housing stock appears to be well suited to younger working people seeking to enter the housing market but the supply of larger housing and high-end market housing is more limited and may account for some people having to move away from Crawley to meet these particular housing needs.

Past Trends in House Building and Supply

The number of dwellings built each year has varied considerably in the last ten years and peaked in 2007/8 at nearly 700 units. Since then, there has been a significant downturn in commencements. In the last year (2010/11) some 386 units have been built, mostly through the final phase of the Crawley Leisure Centre site. This downturn, along with an increasing number of permissions lapsing and completion of

¹ Data derived from Northern West Sussex Strategic Housing Market Assessment, May 2009

some of the larger development opportunities, will have significant repercussions for housing completions in the immediate future.

Higher completion rates of around 400 dwellings per annum were achieved in the early to mid 1990's. The majority of dwellings built in this period were at Maidenbower, as the last neighbourhood to be fully built out. Since then, dwellings have been built throughout the town, with Three Bridges neighbourhood delivering the most, but significant numbers also coming from Ifield and Pound Hill. Some of the older neighbourhoods, including Tilgate and Gossops Green (1950's) as well as the newer Bewbush neighbourhood (mid 70's/80's) recorded little or no house building activity in the past decade. Overall, over the past decade, completions have averaged about 275 dwellings per annum. The rate for the past twenty years has averaged at about 400 dwellings per annum overall.

The Council has secured about 27.5%² affordable housing over the past 20 years, although taking the past decade in isolation, the proportion of affordable housing secured has been 37%³.

Housing Need

The Government (Planning Policy Statement 3: Housing) defines housing need, as the quantity of housing required for households who are unable to access suitable housing without financial assistance. Latest figures indicate that there are some 3,200 households registered on the Council's housing waiting list. Of these people, about 1,200 households are classified as being in greatest need (reasonable preference) and therefore fall within the Government's definition of housing need. This figure is similar to the number of households actively bidding each quarter through the choice based letting scheme and therefore provides a robust indication of need.

Despite strong performances in securing affordable housing in the past decade, the overall rate of housing supply is insufficient to make significant reductions in the total size of the Waiting List. It is estimated⁴ that about 50% of households in Crawley have insufficient income to either buy or rent on the open market. The gap between house prices/rental levels and local incomes has been widening, which means that there is an increasing proportion of the population unable to meet their needs in the market sector. This in turn is creating a backlog in unmet need.

From an analysis of the overall waiting list, there is a strong requirement for 1 bedroom properties (50%), with the need for other sizes as follows; 2 bedroom properties (29%), 3 bedroom properties (18%) and 4 bedroom properties (3%). Turning to those classified as being "reasonable preference", the picture is somewhat different, with 28% seeking 1 bedroom properties and much greater proportions requiring 2 bedroom (38%) and 3 bedroom or larger (34%). About 21% of housing register households are seeking elderly sheltered accommodation. About 500-600 households on the register are currently in accommodation but are seeking a transfer. Very few of those applicants are classified as being of "reasonable preference", that is in greatest need.

Analysis of the housing register, (for data as at 31 March 2011) provides a useful insight into the profile of households (www.crawley.gov.uk/pw/web/int203294). About 40% of households fall within the 35-64 age group, a further 30% are aged 25-34, 21% are aged 16-24 and 8% are over 65. In terms of ethnicity, 67% of households are classified as "white".

² Crawley Borough Council data.

³ Crawley Borough Council data

⁴ Northern West Sussex Strategic Housing Market Assessment, 2009

In the year April 2010-2011, there were 450 properties allocated through the choice based letting scheme. On average, 39 bids were received for every property which became available, reflecting a high degree of need in the Borough.

It is possible that the level of need will be greater in the future, having regard to a number of factors, including:

- The impact of the Government's welfare reforms, which include reductions in some benefit payments, including limits on under-occupancy of stock;
- The impact of the Government's new affordable housing funding and tenancy model, which could in particular influence the accessibility of future provision; and
- Economic recovery, which may stimulate the sale of properties currently within the private rented sector.

Quantifying Future Housing Requirements

Looking to the future, population projections indicate continued growth in the order of about 22% between 2010 and 2031, reflecting the relatively young age profile of today's population. Over the next 20 years, births are expected to exceed deaths by a factor of about 2:1. This "natural change" combined with trends in people living longer and an increasing proportion of people living alone or in smaller households, means that there will be a significant requirement for additional housing in the future. Migration patterns, undoubtedly linked to the operation of the housing market, employment opportunities and the presence of Gatwick Airport within the Borough, are also key influences on Crawley's population size and profile. If inward migration trends continue, then this will also drive a need for additional housing in the Borough. Equally, rising travel costs for commuters could stimulate demand within Crawley for properties closer to main sources of employment.

Northern West Sussex Strategic Housing Market Assessment

The Northern West Sussex Strategic Housing Market Assessment (SHMA) was commissioned for Crawley, Horsham and Mid-Sussex. It was completed in May 2009. Whilst an update of this work is necessary in the light of continued economic downturn, the findings provide a strong steer on policy directions. A copy of the Assessment can be viewed on the Council's website at www.crawley.gov.uk.

A key observation is the high inter-dependency between Crawley and Mid-Sussex and Horsham, in terms of the number of people moving between these districts, especially from Crawley. This reflects the dominance of Crawley as an employment centre, and the desire of people to remain within a viable travel to work distance. The SHMA highlights that whilst Crawley's future housing needs and requirements are driven largely by natural population change, that is more births than deaths, in Mid-Sussex and Horsham, net in-migration play a more significant role in determining future population change.

The SHMA concludes that despite current economic conditions, the outlook over the longer term is more optimistic and the sub-area is considered to be well placed in terms of its economic base and access to London and wider markets. Accordingly, the SHMA concludes that there are significant and evident demand drivers for new housing in the area. Whilst a time lag in recovery is considered to be inevitable, the SHMA anticipates a need for a mix of housing types and sizes coming forward. Market signals indicate that the focus of demand in the sub-region will be for two and three/four bedroom housing, in response to the strong and recent focus on the delivery of smaller dwellings over the last decade, most notably in Crawley.

Assessing the needs for affordable housing is a particular objective of the SHMA, so that the quantity of housing required by households who are unable to access

suitable housing without financial assistance is assessed. The term “affordable” is taken to mean housing for rent through a registered provider (registered social landlord or housing association) as well as intermediate housing (that is typically shared ownership). The SHMA provides a high and a low estimate of needs. The low estimate is derived from those on a local authority’s waiting list who are classified as being in greatest housing need (reasonable preference), whilst the high estimate includes all of those people on the waiting list. For Crawley, the SHMA concluded that there is a need for between 103 (low estimate) and 250 (high estimate) affordable dwellings each year. If affordable housing were to continue to be sought for 40% of all new dwellings, as in the current adopted Core Strategy, this would suggest a need to build 285-625 new homes each year within Crawley to satisfy these estimates. In the past year, Crawley has delivered about 380 dwellings, which is slightly lower than the average for the past 20 years.

Crawley Locally Generated Housing Needs Assessment

The Crawley Locally Generated Housing Needs Assessment also provides a key piece of evidence for the Core Strategy review; this was undertaken in 2011 and provides the most up to date piece of evidence available to the Council. It considers a range of scenarios about what level of housing would be required depending upon differing assumptions on migration, economic growth, commuting patterns and affordable housing needs. A copy of the report can be viewed or downloaded from the Council’s website www.crawley.gov.uk. In summary, the Assessment confirmed that high levels of natural change, with births projected to exceed deaths, will be a key driver in growth in the number of households and in the labour force.

For demographic scenarios, the level of need was estimated to range from an additional 428 to 664 dwellings per annum, with the lowest figure based on a zero net in-migration assumption and the highest figure in the range reflecting a continuation of more recent trends for higher inward migration.

For the economic scenarios, in other words deriving future housing need based on the size of the labour force, the projected future housing requirements are much lower than the demographically driven assessments. They range from 120 to 350 dwellings per annum. The lowest figure in these scenarios is based on an assumption about there being no additional jobs created in the area, whilst the highest figure is based on assumptions about attracting a strategic employment site to the Borough. The economic scenarios essentially reflect the fact that only 40% of jobs in the Borough are occupied by people residing in Crawley, and so there is an expectation that most of any additional job growth would be taken by in-commuters. If housing provision were to be limited to these levels, significant numbers of people would have to move out of Crawley to find housing.

The Locally Generated Housing Needs Assessment work also tested what might happen if there were to be no additional in-commuting, in other words the level of housing growth that might be necessary if all the newly created jobs were taken by Crawley residents. Under this scenario, it was projected that the level of housing need would rise to 400 dwellings per annum. A level greater than that likely to be generated by the economic scenarios based on current commuting levels, but still well below the demographically based projections. This suggests that there are issues about the potential for the economy to grow at the same pace as the local population, with consequences for a mismatch to develop between the availability of homes and jobs. Deciding on how best to balance the provision of new housing with employment opportunities will be a key consideration for the Core Strategy review process.

Finally, the Locally Generated Housing Needs Assessment considered the potential

scale of housing need should the Council seek to prioritise meeting the affordable housing needs as identified in the Northern West Sussex Strategic Housing Market Assessment. The Strategic Housing Market Assessment predicted that some 50% of Crawley's new households would be unable to access "market" housing and indeed this figure might increase if account is taken of current benchmarks that affordability becomes an issue if households are having to spend more than 35% of their income on housing costs. On this basis, the level of need to meet affordable housing requirements was identified as being significantly greater than for most of the other scenarios. The modelled scenario suggests that provision would need to be in the order of 510 to 630 dwellings per annum, taking in to account a typical ratio of 40% affordable housing in all new provision. The upper end of this range is consistent with that suggested in the Strategic Housing Market Assessment.

To summarise, with the exception of the economic scenarios, it is evident that future housing growth in Crawley will need to be at least equivalent to current planned levels and potentially greater. It is noted that the above figures do not include any allowance for contingencies which will need to be added in accordance with current Government policy on housing land supply and providing market choice and flexibility.

Establishing Future Housing Mix

It is important that the Council plans for the population as a whole, rather than just the net predicted change. Despite an increasing proportion of smaller households, the evidence suggests that the housing market will continue to be dominated by families. This highlights a need to continue to seek a range of housing types and sizes in the future. Clearly, over the long term, the requirements of a single household will vary as it moves through the life cycle of raising families and into old age. The plan will need to recognise how the needs and demands of the current resident population will change in the future, as well as looking at how to accommodate our sons and daughters and those who chose to move into Crawley from elsewhere.

Planning Policy Statement 3: Housing, requires plans to identify the size and type of affordable housing required in their area and to identify the likely profile of households requiring market housing. There is no requirement for plans to formulate policies which specify the size of market housing to be established. Nevertheless, it is important that consideration is given to the profile of new housing and views are sought on the type of housing which is most required.

Housing Land Supply & Identifying Suitable Locations for Future Housing Development

The Council's most up to date Strategic Housing Land Availability Assessment, (December 2011) which is published alongside this consultation, provides an indication of potential land supply which could be used to meet identified requirements.

As of 30 September 2011, there are valid planning permissions for a further 2,330 dwellings (including the North East Sector and small sites of 1-5 dwellings). The adopted Core Strategy contains outstanding (but unimplemented) allocations for a further 1,637 dwellings (including residual land at the North East Sector). The Strategic Housing Land Availability also identifies sites for some 328 dwellings that might be deliverable and as well as sites with capacity for accommodating an additional 454 dwellings should barriers to their deliverability be overcome. On this basis, there is potentially a total land supply of some 4,749 dwellings, equivalent to some 250 dwellings per annum from 2010 and over the anticipated lifetime of the

new Local Plan to 2029.

Having regard to the conclusions of the Local Housing Needs Assessment, this level of supply would only be sufficient to meet about 38-59% of housing requirements associated with future demographic changes in Crawley's population (in terms of the scenarios identified in the Housing Needs Assessment). It would also fall well below levels required to meet the upper ranges of Crawley's affordable housing needs, as identified through the Strategic Housing Market Assessment and the Locally Generated Housing Needs Assessment. A supply of 250 dwellings per annum, whilst likely to be sufficient to support modest economic growth of 0.4% per annum⁵, would however be significantly less (30%) than the level of housing required to support the delivery of any new Strategic Employment Allocation within the Borough. Neither would this level of supply help facilitate any improvement in the commuting balance into and out of the area.

The key implication is that Crawley will need to bring forward further sites for housing to meet forecast future needs and to meet the Government's stated requirements for plans to include an element of contingency to facilitate choice and flexibility in the market. A key issue for the current consultation will also be the extent to which each neighbourhood should seek to meet some or all of the needs which it generates in terms of population growth, thereby taking a share of future development.

In determining what is an appropriate level of housing to deliver in the Borough over the next 20 years, a range of factors will need to be taken into consideration, including:

- The availability of suitable and deliverable sites for housing or other development within the Borough;
- Other policy priorities, including securing economic investment and the creation of new jobs within the Borough or the provision of open space and other community facilities;
- The capacity of infrastructure and services to accommodate growth and the feasibility of delivering additional capacity through further investment;
- Other environmental constraints or implications for maintaining Crawley's neighbourhood layout principles and quality of life and local conditions;
- The potential for bringing forward land outside of the Borough boundaries to meet some of Crawley's future housing needs, in line with Government guidance and the duty to co-operate;
- The views and priorities of the local community, developers, elected members and neighbourhoods and other key stakeholders.

Affordable Housing Delivery

The current adopted Core Strategy seeks 40% of all new housing development to be affordable on sites of 15 dwellings or more. This consultation is inviting views on whether these proposals should continue in the new Local Plan. Whilst there is clear evidence to support the need for affordable housing provision well in excess of 40%, the Government (through PPS 3) requires planning authorities to demonstrate that any target should have regard to the viability of development and the levels of finance available for affordable housing, including public subsidy. From April 2011, the levels of grant available from the Homes and Communities Agency were reduced significantly and a new funding model has been brought into effect, based on "affordable rent" set at a maximum of 80% of local market rents. These changes are presenting a challenging environment for the delivery of affordable housing. The Council is also exploring opportunities for it to build houses itself, in the light of

⁵ See Locally Generated Housing Needs Assessment, 2011

changes to the arrangements for Council house funding, coming into effect in April 2012. The Council now has direct build status with the Homes and Communities Agency and has recently completed 16 units at Russetts Place.

Special Housing Requirements

The production of the Local Plan will consider the following in more detail:

- Houses in Multiple Occupation
- Sheltered Housing and Other Accommodation for the Elderly
- Care Homes and Other Residential Institutions
- Gypsies, Travellers and Travelling Showpeople
- Private rented sector/buy to rent.

Housing Design and Standards

The Local Plan preparation work will also need to address a range of other housing issues, including design, density and sustainability and efficiency. Other topic papers accompanying this consultation address issues associated with design, Building for Life and energy efficiency. The Council also invites views on the approach it should take regarding Lifetime Homes and the Code for Sustainable Homes. The Council has successfully implemented space standards for new housing development and these will be reviewed in association with design policies.

Options:

As part of this consultation, the Council also wishes to invite views on four broad ranges of housing provision. In determining the most appropriate level of housing provision for Crawley, it is important that the broad strategic implications associated with differing levels of housing provision are fully understood. Based on the scenarios tested through the Locally Generated Housing Needs Assessment, the implications of four potential broad housing options are considered below:

- Provision of under 350 dwellings per annum over the plan period;
- Provision of between 350 and 450 dwellings per year;
- Provision of over 450 dwellings to 550 dwellings per year;
- Provision greater than 550 dwellings per annum.

The implications associated with these possible ranges are summarised below and comments are welcome on which of these broad options would be most appropriate for Crawley. No decisions have been taken at this stage about these ranges of provision, but the table below highlights the potential consequences associated with each possibility.

Table 1: Key Policy Implications of Differing Levels of Housing Provision

Level of Housing Provision	Key Implications
Under 350 dpa	<ul style="list-style-type: none"> • This would tend to reflect a continuation of current trends; • There is evidence that this level of provision would fall well below that necessary to support demographic change and affordable housing needs; • As a consequence, this could result in housing shortages for the next generation, with pressures on house prices and affordability, as well as forcing some people to move away from Crawley to find suitable

	<p>accommodation;</p> <ul style="list-style-type: none"> • there could be increased pressure for housing in adjoining districts in meeting Crawley's housing needs; • In terms of affordable housing needs, this level of growth might only support meeting the needs of those in greatest priority need, but not all current and projected needs; • This level of growth is likely to be sufficient to support expected economic growth (without strategic employment allocation) and the number of jobs likely to be created within Crawley over the Plan period, assuming no significant change in commuting patterns and the proportion of Crawley residents working locally; • Likely to be sufficient land supply to accommodate much of this growth, assuming: <ul style="list-style-type: none"> - a continuation of previous windfall rates; - barriers can be overcome to enable delivery of some sites; and - there is an acceptance that some previously protected sites or sites previously considered unsuitable will need to be released for development.
350-450 dpa	<ul style="list-style-type: none"> • Upper end of the range could help towards meeting a significant proportion of assessed demographic based requirements for housing growth, excluding any demand arising from in-migration. Although this level of provision would still fall well below that required to address affordable housing needs fully. • Would be sufficient to support anticipated levels of economic growth including a Strategic Employment Site, and could support policy aspirations to reduce out-commuting and increase the proportion of local residents securing additional jobs; • Increased infrastructure capacity likely to be needed to facilitate this level of growth, including new waste water treatment facilities, the provision of which may need to be brought forward under this scenario, given the higher per annum growth rate. • Significant uncertainty about the potential to deliver the upper end of this range given the supply of deliverable sites within the Borough.
450+ to 550 dpa	<ul style="list-style-type: none"> • Likely to support most demographic needs, including longer term migration trends and a significant element of short term higher migration; • Would still not be sufficient to meet the needs of everyone on Crawley's affordable housing waiting list, although upper range would be meet most of those in greatest need and defined as "reasonable preference"; • This level of growth exceeds that necessary to support the economy and therefore could potentially lead to a mismatch between housing and jobs, with consequences for higher unemployment levels or more people having to travel outside of Crawley for work; • This could lead to pressure for increased in-migration from surrounding districts, particularly if any adjoining authorities propose to reduce targets compared with South East Plan figures; • Untested whether it would be possible to deliver sufficient infrastructure capacity to accommodate this level of growth; • Lack of suitable sites within the Borough to accommodate this level of growth and uncertainty about securing agreement for any reliance on growth beyond the Borough boundary.
550+ dpa	<ul style="list-style-type: none"> • Would meet most of the housing needs and demand, including migration trends, but would require 630 dwellings per annum to address all of the requirements of those on the Council's housing waiting list or to accommodate a continuation of recent higher inward migration trends.

	<ul style="list-style-type: none"> • Likely to generate pressure for inward migration from elsewhere; • Likely to lead to a significant mismatch between the provision of new homes and jobs, as noted above, with consequences for unemployment of higher out-commuting; • Untested whether it would be possible to deliver sufficient infrastructure capacity to accommodate this level of growth; • Lack of suitable sites within the Borough to accommodate this level of growth and need to look beyond Borough boundary to accommodate a significant proportion of this level of housing.
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Indication of Potential Direction:

The approach for the Local Plan to take forward in planning for housing over the next 15-20 year period will be developed through the combination of consultation responses and technical evidence base information.

The Local Plan will need to identify:

- How much housing should be provided
- What types of housing and residential land should be provided
- Where new housing development should be located
- What quantity and mix of affordable housing should be provided

Evidence Base:

The Council is assembling and updating its evidence base to help it identify key issues and underpin policy decision making. In terms of housing, the evidence base currently comprises:

- The Northern West Sussex Strategic Housing Market Assessment, March 2009. Some updating of this work is considered necessary prior to decisions being made on any preferred strategy for the area.
- Crawley Locally Generated Housing Needs Assessment, November 2011
- Crawley Strategic Housing Land Availability Assessment, November 2011 (base date 30 September 2011)
- Crawley Housing Trajectory, December 2011 (base date 30 September 2011)
- Crawley Borough Council, Annual Monitoring Report, Published December 2011
- 'At Crawley' study, October 2009
- 'New Market Town' study, August 2010
- Three Dragons Viability Toolkit, Three Dragons Ltd.
- Crawley Borough Council, The Housing Strategy, 2009-2013