

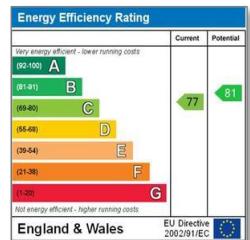
## Appendix TKP2

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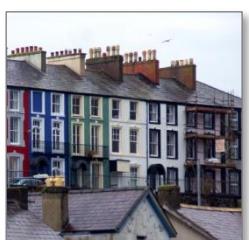
### Darlington SHMA extracts



# Darlington Strategic Housing Market Assessment 2020



## Report of Findings December 2020





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# 1. Introducing the Study

## Background to the project

### Introduction

- 1.1 Opinion Research Services (ORS) was commissioned by Darlington Borough Council in 2015 to prepare a Strategic Housing Market Assessment, which was subsequently published as Part 1 Objectively Assessed Needs including affordable housing and Part 2 which considered the housing needs of particular groups.
- 1.2 An update to Part 1 was published in 2017 to reconsider the overall housing need for Darlington and this found an annual need for 459 dwellings plus the equivalent of 33 more dwellings to provide for Class C2 needs. However, the need for affordable housing and the needs of particular groups were not reassessed in that study.
- 1.3 Since 2015, the National Planning Policy Framework and Planning Practice Guidance for housing needs has been updated and the date range for the proposed Darlington Local Plan has been changed from 2011-36 to 2016-36. Therefore, the evidence to be found in both Parts 1 and 2 of the SHMA 2015 is now over 5 years old and references policies and guidance which is now out of date.
- 1.4 This current study utilises with the 2017 updated overall housing need figure of 459 dwellings annum plus the 33 dwellings to provide for Class C2 needs, but provides up to date information on affordable housing needs and the needs of particular groups in line with current policy requirements. It also includes information from the SHMA 2015, such as the section on Housing Market Areas, to ensure that with the 2017 update it can be read without further need to reference the SHMA 2015.

### Government Policy

- 1.5 The Government published the National Policy Planning Framework (the Original NPPF) in 2012. This set out the planning policies for England and how these were expected to be applied.
- 1.6 The Original NPPF had a presumption in favour of sustainable development, and paragraph 47 stated that Local Plans should meet "*the full, objectively assessed needs for market and affordable housing in the housing market area*". The responsibility for establishing housing need rested with the local planning authority and Paragraph 159 of the Original NPPF set out that they "*should prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries*".
- 1.7 A revised version of the National Policy Planning Framework (the Revised NPPF) was published in July 2018. Whilst the Revised NPPF maintains the underlying theme of sustainable development, several significant changes have been introduced in relation to identifying and meeting housing needs. The Revised NPPF was updated in February 2019 to incorporate a number of detailed changes following a technical consultation. Whilst most of the changes appear relatively minor, they may have a substantial impact on identifying and meeting housing needs in some areas. The results of the consultation were summarised in the document "Government response to the technical consultation on updates to national planning policy and guidance".
- 1.8 Under the Revised NPPF, local planning authorities are still responsible for assessing their local housing needs; however, Paragraph 60 identifies that "*strategic policies should be informed by a local housing need*

*assessment, conducted using the standard method in national planning guidance – unless exceptional circumstances justify an alternative approach*". This represents a significant change, as the standard method sets out a formulaic approach to determine the minimum Local Housing Need (LHN) figure and prescribes the use of specific data for the calculation. Therefore, whilst the responsibility for establishing housing need continues to rest with the local planning authority, this is now constrained to a minimum figure that is determined centrally by the Government.

<sup>1.9</sup> This focus on local area has led to a change in the Duty to Cooperate, where neighbouring authorities now have to produce Statements of Common Ground. Whilst HMA are no longer mentioned explicitly in the Revised NPPF, Paragraph 60 identifies that "*any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for*"; and PPG identifies that HMA are still one of the factors which must be considered when determining the relevant cross-boundary areas for plan-making [ID 61-010-20180913].

<sup>1.10</sup> The Revised NPPF has also introduced a new definition for affordable housing. Whilst the Original NPPF identified (in the Glossary at Annex 2) that affordable housing should be provided for households "*whose needs are not met by the market*", the Revised NPPF adds that this includes "*housing that provides a subsidised route to home ownership and/or is for essential local workers*". This has led to a specific change in the Planning Practice Guidance (PPG) for assessing affordable housing need.

<sup>1.11</sup> Under the Original NPPF, affordable housing need was based on those who could not afford to buy or rent in the market. Households who could afford market rent were not counted as in affordable housing need even if they would have preferred to buy and couldn't afford to do so. However, the latest PPG states that assessments must now include the needs of "*those that cannot afford their own homes, either to rent, or to own, where that is their aspiration*" [ID 2a-020-20190220]. On this basis, households able to afford market rent who aspire to but are unable to afford homeownership must now be counted as being in affordable housing need.

## Covid 19

<sup>1.12</sup> Queries have been raised across the country about the impact of Covid 19 on population projections. However, unless Covid 19 becomes an recurring event the impact on population projections over a plan period is likely to be minimal. Similarly, any movement away from major cities to rural locations cannot yet be taken as a long-term trend. Therefore, we have made no adjustments within this study in light of the impact of Covid 19.

## Brexit

<sup>1.13</sup> It is important to recognise that at this stage there is still great uncertainty as to the nature of any future trade relationship with the EU and therefore the potential short, medium, and long-term implications of Brexit on the UK economy. As a result, there is little clarity on what that will mean for the economy or housing needs, so it is difficult to specifically account for at this stage and again we have made no specific adjustments to the report.

# 3. Affordable Housing Need

## Identifying households who cannot afford market housing

### Introduction

3.1 This section represents an update of the analysis in the SHMA 2015 to include new data and the impact of policy changes. It represents a technical exercise to comply with the requirements of the NPPF and the PPG. We would note that all figures in this section relate to households, not dwellings, until Figure 21 where the results are converted in to the need for dwellings.

3.2 The definition of affordable housing was changed by the new National Planning Policy Framework (2018), with a specific emphasis now placed on affordable homeownership. Annex 2 of the Framework now defines affordable housing as being:

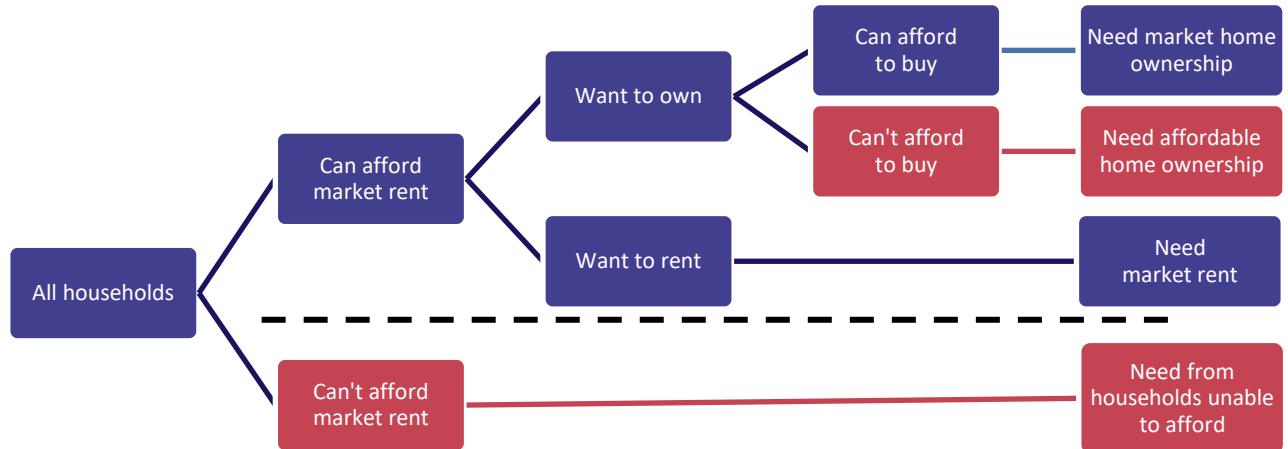
*Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers)*

National Planning Policy Framework 2018, Annex 2

3.3 To reflect this change, relevant paragraphs of PPG have also been updated to confirm that the types of household to be considered in housing need should include “*those that cannot afford their own homes, either to rent, or to own, where that is their aspiration*” [PPG ID 2a-020-20190220].

3.4 The assessment of affordable housing need therefore needs to consider both those who cannot afford to rent and those households who can afford to rent but would like to buy.

Figure 6: Establishing the need for market and affordable housing



3.5 There is a well-established method for assessing the needs of households who cannot afford to own or rent suitable market housing. However, PPG provides no guidance on how the needs of households who can afford to rent but would prefer to own, should be assessed.

## Assessing Affordable Housing Needs

<sup>3.6</sup> The ORS Housing Mix Model considers the need for market and affordable housing on a long-term basis that is consistent with household projections. The model uses a range of secondary data sources to build on existing household projections and profile how the housing stock will need to change in order to accommodate the projected future population.

<sup>3.7</sup> The model provides robust and credible evidence about the required mix of housing over the full planning period and recognises how key housing market trends and drivers will impact on the appropriate housing mix.

<sup>3.8</sup> The PPG identifies that “projections of affordable housing need will need to take into account new household formation, the proportion of newly forming households unable to buy or rent in the market area, and an estimation of the number of existing households falling into need” (ID 2a-021). **The ORS Model recognises that the proportion of households unable to buy or rent in the market area will not be the same for all types of household, and that this will also differ by age.** Therefore, the appropriate proportion is determined separately for each household type and age group.

<sup>3.9</sup> The affordability percentages in Figure 7 are calculated using detailed information from the 2011 Census alongside data published by DWP about housing benefit claimants. For each type of household in each age group, the table identifies the percentage of households unable to afford their housing costs. This is the proportion of households in each group that either occupy affordable housing or receive housing benefit to enable them to afford market housing.

Figure 7: Assessing affordability by household type and age (Source: Census 2011 and DWP)

Percentage unable to afford market housing	Under 25	25-34	35-44	45-54	55-64	65+
Single person household	24%	13%	35%	37%	40%	34%
Couple family with no dependent children	21%	7%	10%	7%	8%	13%
Couple family with 1 or more dependent children	39%	24%	13%	7%	12%	20%
Lone parent family with 1 or more dependent children	82%	64%	47%	37%	43%	55%
Other household type	53%	59%	39%	22%	20%	13%

## Current Unmet Needs of Households Unable to Afford

<sup>3.10</sup> Any exploration of housing need in an area must first give consideration to existing unmet needs. The PPG states:

### **How should the current unmet gross need for affordable housing be calculated?**

*Plan makers should establish unmet (gross) need for affordable housing by assessing past trends and recording current estimates of:*

- » *the number of homeless households;*
- » *the number of those in priority need who are currently housed in temporary accommodation;*
- » *the number of households in overcrowded housing;*
- » *the number of concealed households;*

- » the number of existing affordable housing tenants in need (i.e. householders currently housed in unsuitable dwellings);
- » the number of households from other tenures in need and those that cannot afford their own homes.

*Care should be taken to avoid double-counting, which may be brought about with the same households being identified on more than one transfer list, and to include only those households who cannot afford to access suitable housing in the market.*

Planning Practice Guidance (February 2019), ID 2a-020-20190220

<sup>3.11</sup> Households assumed to be unable to afford housing include:

- » All households that are currently **homeless**;
- » All those currently housed in **temporary accommodation**; and
- » People in a **reasonable preference category** on the housing register, where their needs have not already been counted.

<sup>3.12</sup> Given this context, the model includes the needs of all these households when establishing the need for affordable housing at a base date of 2016.

<sup>3.13</sup> The analysis counts the needs of all households living in overcrowded rented housing when establishing the affordable housing need (which could marginally overstate the requirements) but it does not count the needs of owner occupiers living in overcrowded housing (which can be offset against any previous over-counting). Student households are also excluded, given that their needs are assumed to be transient and do not count towards the need for affordable housing in Darlington.

<sup>3.14</sup> **Concealed families** are an important part of unmet housing need. However, not all concealed families want separate housing. Those with older family representatives will often be living with another family, perhaps for cultural reasons or in order to receive help or support due to poor health. However, those with younger family representatives are more likely to be experiencing affordability difficulties or other constraints (although even here not all will want to live independently).

<sup>3.15</sup> Any concealed families in a reasonable preference category on the housing register will be counted regardless of age. The analysis also considers the additional growth of concealed families with family representatives aged under 55 (even when not on the housing register) and assumes that all such households are unlikely to be able to afford housing (otherwise they would have found a more suitable home).

<sup>3.16</sup> The analysis does not count people occupying insanitary housing or otherwise living in unsatisfactory housing conditions as a need for additional affordable housing. These dwellings would be unsuitable for any household and enabling one household to move out would simply allow another to move in – so this would not reduce the overall number of households in housing need. This housing need should be resolved by improving the existing housing stock, and the Council have a range of statutory enforcement powers to improve housing conditions.

<sup>3.17</sup> Figure 8 sets out the assessment of current affordable housing need for Darlington:

Figure 8: Assessing current unmet gross need for affordable housing (Source: ORS Housing Model)

	Affordable Housing			Current unmet Housing Need
	Gross Need	Supply	Net Need	
<b>Homeless households in priority need</b> [Source: CLG P1E returns 2016]				
Currently in temporary accommodation in communal establishments (Bed and breakfast or Hostels)	3		3	3
Currently in temporary accommodation in market housing (Private sector leased or Private landlord)	0		0	
Currently in temporary accommodation in affordable housing (Local Authority or RSL stock)	1	1	0	
Households accepted as homeless but without temporary accommodation provided	6		6	6
<b>Concealed households</b> [Source: Census 2001 and 2011]				
Growth in concealed families with family representatives aged under 55	63		63	63
<b>Overcrowding based on the bedroom standard</b> [Source: Census 2011 and English Housing Survey]				
Households living in overcrowded private rented housing	247		247	
Households living in overcrowded social rented housing	273	273	0	
<b>Other households living in unsuitable housing that cannot afford their own home</b> [Source: CLG Local Authority Housing Statistics 2016]				
People who need to move on medical or welfare grounds, including grounds relating to a disability	222	11	211	
People who need to move to a particular locality in the authority, where failure to meet that need would cause hardship (to themselves or to others)	27	1	26	
<b>TOTAL</b>	<b>842</b>	<b>286</b>	<b>556</b>	<b>72</b>

<sup>3.18</sup> Based on a detailed review of both the past trends and current estimates our analysis has concluded that 842 households are currently living in unsuitable housing and are unable to afford their own housing. This assessment is based on the criteria set out in the PPG and avoids double counting, as far as possible.

<sup>3.19</sup> Of these households, 286 currently occupy affordable housing that does not meet the current householders' needs, mainly due to overcrowding. Providing more suitable housing for these households will enable them to vacate their existing affordable housing property, which can subsequently be allocated to another (smaller) household in need of affordable housing.

<sup>3.20</sup> There is, therefore, a net affordable housing need of 556 households (842 less 286 = 556). However, depending on property types and size of households in need, a higher number of new homes may be needed to ensure there is no overcrowding.

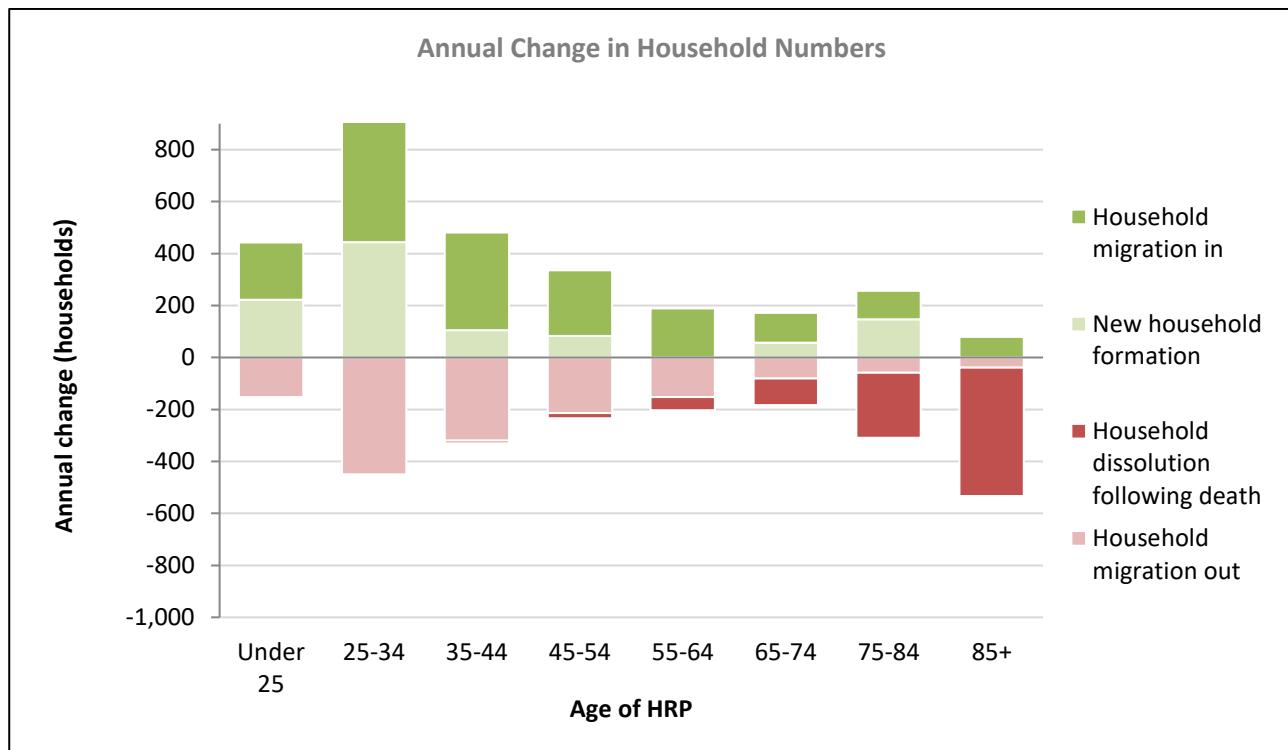
<sup>3.21</sup> Providing the net affordable housing need for 556 households will release back into the market (mainly in the private rented sector) the dwellings currently occupied by a total of 484 households (556 less the 72 households which are homeless or concealed and thus do not release dwellings).

## Projected Future Need of Households Unable to Afford

<sup>3.22</sup> When considering the number of newly arising households likely to be in affordable housing need, the PPG recommends a “*gross annual estimate*” (ID 2a-021) suggesting that “*the total need for affordable housing should be converted into annual flows*” (ID 2a-024).

<sup>3.23</sup> Figure 9 shows the age structure of each of the components of household change. This analysis is based on changes within each age cohort. Comparisons are based on households born in the same year and relate to their age at the end of the period. Therefore, all new households are properly counted, rather than only counting the increase in the number of households in each age group.

Figure 9: Annual change in household numbers in each age cohort by age of HRP in Darlington (Source: ORS Housing Model)



<sup>3.24</sup> Together with information on household type, this provides a framework for the model to establish the proportion of households who are unable to afford their housing costs. The following tables looks at the impact of different types of household.

Figure 10: Annual components of Household Growth 2016-36 (Source: ORS Housing Model. Note: Figures may not sum due to rounding)

	All households	Households able to afford housing costs	Households unable to afford housing costs	% unable to afford housing costs
Newly forming households	977	657	320	33%
Households migrating into the area	1,858	1,341	517	28%
<b>All new households</b>	<b>+2,835</b>	<b>+1,998</b>	<b>+837</b>	<b>30%</b>

<sup>3.25</sup> The ORS Model identifies 977 new households projected to form in Darlington each year, of which 33% will be unable to afford their housing costs. This amounts to 320 households each year.

<sup>3.26</sup> The model also considers new households migrating to the area. The projection is for 1,858 households per annum of which 28% (517 households) will be unable to afford their housing costs.

<sup>3.27</sup> **This results in a total of 837 new households in need of affordable housing** (Figure 10).

**Figure 11: Annual components of Household Growth 2016-36 (Source: ORS Housing Model. Note: Figures may not sum due to rounding)**

	All households	Households able to afford housing costs	Households unable to afford housing costs	% unable to afford housing costs
Household dissolutions following death	931	691	240	26%
Households migrating <u>out</u> of the area	1,468	1,062	406	28%
<b>All households no longer present</b>	<b>+2,399</b>	<b>+1,754</b>	<b>+645</b>	<b>27%</b>

<sup>3.28</sup> PPG identifies that “there will be a current supply of housing stock that can be used to accommodate households in affordable housing need” and that it is necessary to establish “the number of affordable dwellings that are going to be vacated by current occupiers that are fit for use by other households in need” (ID 2a-022).

<sup>3.29</sup> The model identifies 931 households are likely to dissolve following the death of all household members. Many of these households will own their homes outright however, 240 of these are likely to have been unable to afford market housing and will mostly be living in social rented housing.

<sup>3.30</sup> In addition, some households that are unable to afford housing are will migrate away from the area, so their needs should be discounted to ensure consistency with the household projections. The model identifies that 1,468 households will migrate out of the area each year, including 406 households who are unable to afford their housing costs. A proportion of these will vacate rented affordable housing (which will become available for another household) whereas others that have not yet been allocated an affordable home will reduce the number of households waiting. (It should be noted that some might have chosen to stay if housing costs were cheaper or more affordable housing was available).

<sup>3.31</sup> **Altogether, there are 645 households who will vacate affordable dwellings or will no longer be waiting for a home** (Figure 11).

**Figure 12: Annual components of Household Growth 2016-36 (Source: ORS Housing Model. Note: Figures may not sum due to rounding)**

	All households	Households able to afford housing costs	Households unable to afford housing costs	% unable to afford housing costs
Existing households falling into need	-	-203	+203	100%
Existing households climbing out of need	-	+264	-264	0%
<b>Change in existing households</b>	<b>-</b>	<b>+61</b>	<b>-61</b>	<b>-</b>

<sup>3.32</sup> PPG also identifies that it is important to estimate “*the number of existing households falling into need*” (ID 2a-021). Whilst established households that continue to live in Darlington will not contribute to household growth, changes in household circumstances (such as separating from a partner or the birth of a child) can lead to households who were previously able to afford housing falling into need. The needs of these households are counted by the model, and it is estimated that 203 established households will fall into need in Darlington each year.

<sup>3.33</sup> However, established households' circumstances can also improve. For example:

- » When two single person households join together to form a couple, pooling their resources may enable them to jointly afford their housing costs (even if neither could afford separately).
- » Households also tend to be more likely to afford housing as they get older, so young households forming in the early years of the projection may be able to afford later in the projection period.

<sup>3.34</sup> These improved circumstances can therefore reduce the need for affordable housing over time. The model identifies that the circumstances of 264 households will improve such that they become able to afford their housing costs having previously being unable to afford.

<sup>3.35</sup> Therefore, considering the changing needs of existing households overall, **there is a net decrease of 61 existing households needing affordable housing each year** (Figure 12).

<sup>3.36</sup> The following table (Figure 13) summarises the overall impact of

- » new households adding to housing need,
- » the households no longer present reducing housing need and
- » the changes in circumstances impacting existing households.

**Figure 13: Annual components of Household Growth 2016-36 (Source: ORS Housing Model)**

		All households	Households able to afford housing costs	Households unable to afford housing costs
All new households		2,835	1,998	837
All households no longer present		2,399	1,754	645
Change in existing households		-	+61	-61
Future affordable housing need 2016-36	Annual average	+436	+305	+131
	20-year Total	+8,716	+6,103	+2,612

<sup>3.37</sup> Overall reviewing the contribution of each element amounts **to an additional 2,612 households needing affordable housing over the 20-year period 2016-36.**

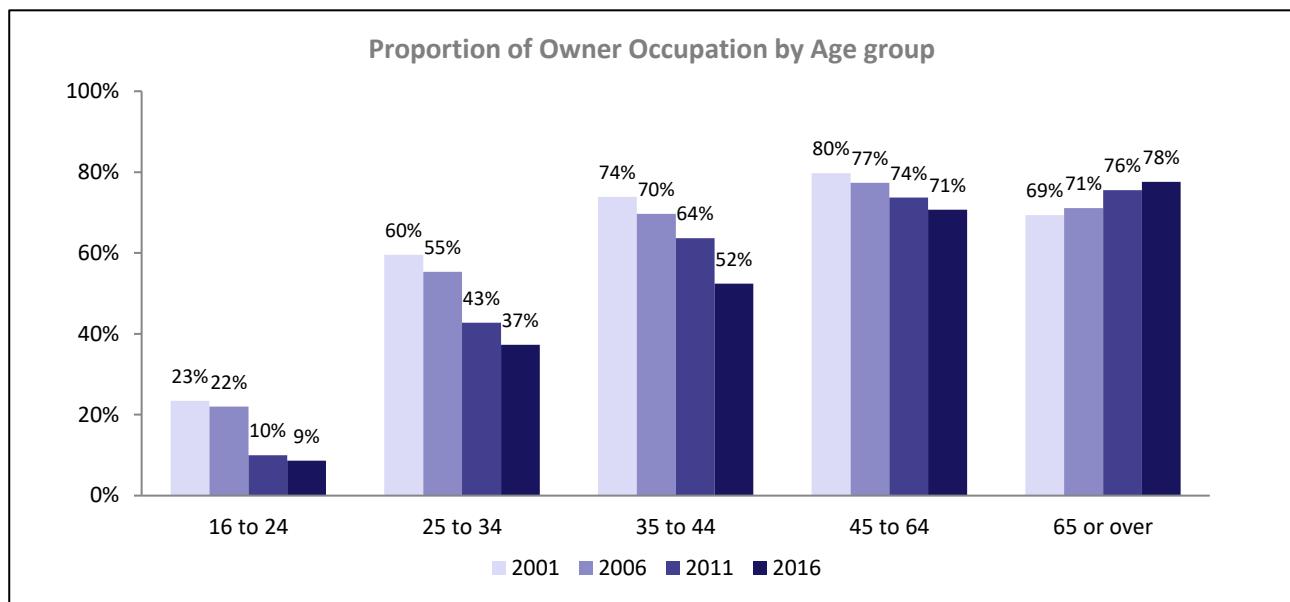
## Needs of Households Aspiring to Homeownership

### Home Ownership Trends

<sup>3.38</sup> The new emphasis on households that cannot afford to own their home reflects Government concerns that the proportion of owner occupiers has reduced nationally over the last ten to fifteen years. Estimates from the English Housing Survey suggest that the proportion of owner occupiers reduced from around 69% in 2006 to 65% in 2011 and to 63% by 2016. Over the same period the proportion of households renting from a social landlord also reduced from 19% to 17% whilst the proportion renting privately increased from 12% to 20%.

<sup>3.39</sup> The proportion of owner occupiers varies by age with younger age groups less likely to own their home than older households. The real change is in the extent to which younger age groups owning their property has fallen over recent years whilst at the upper end of the age scale (aged 65 or over) home ownership has been increasing (Figure 14).

Figure 14: Percentage of Owner Occupiers by Age Group 2001-2016 (Source: English Housing Survey)



### Establishing the number of households aspiring to home ownership

3.40 English Housing Survey data shows that, unsurprisingly, 96% of households who currently own their property wish to stay as owner occupiers in the long term. In terms of potential demand over half (54%) of households who rent privately and almost a fifth (18%) of those in social rented housing aspire to homeownership.

Figure 15: Long-term aspirations (Source: English Housing Survey 2013/4)

Current Tenure	Long-term Tenure Plan				
	Owner Occupier	Shared Ownership	Rent from Private Landlord	Rent from Social Landlord	Other
Owner occupied	96.1%	0.4%	0.7%	1.1%	1.6%
Private rent	53.5%	2.6%	28.8%	11.4%	3.8%
Social rent	18.1%	1.8%	1.9%	77.0%	1.1%

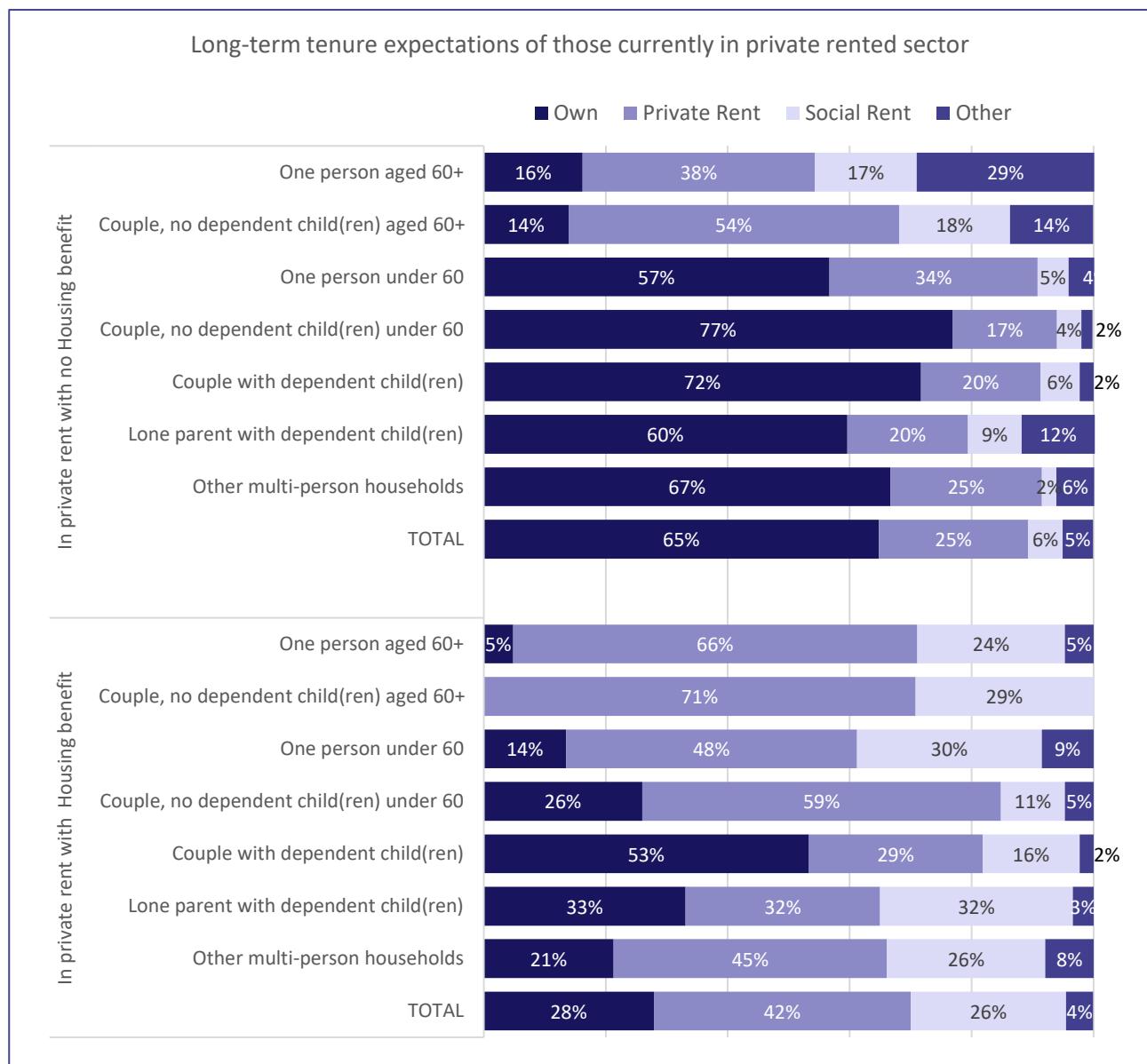
3.41 These figures relate to aspirations only and there is no test within the data as to whether this aspiration is affordable. It is therefore worth considering the responses of those currently in private rent in more detail with a view to understanding the types of household aspiring to buy.

3.42 The following chart (Figure 16) shows long-term tenure aspirations of those in private rent by household type as well as whether they are currently in receipt of housing benefit.

3.43 Almost two in three (65%) of those who are currently renting privately and NOT receiving housing benefit wish to buy their own home in the future. The proportion is much lower for those households with an HRP over 60 (averaging 15%) and slightly higher amongst couples under 60 (77% and 72% depending on whether or not there are dependent children in the household).

3.44 Just under three in ten (28%) of those households in the private rented sector and in receipt of housing benefit wish to buy their own home in the future. This increases to 53% of couples with dependent children.

**Figure 16: Long-term Tenure Expectation for those in the Private Rented Sector with and without Housing Benefit support**  
 (Source: English Housing Survey 2013-14. Note: Own includes shared ownership)



## Additional Need for Affordable Homeownership

3.45 Through combining data on the number of households of each type in each age group living in private rented housing and paying their own rent with the aspiration data from the EHS 2013-14, Figure 17 establishes the number of existing households likely to aspire to home ownership that have not been counted in the affordable housing need.

**Figure 17: Households currently living in the Private Rented Sector and paying their own rent that aspire to home ownership**  
(Note: Figures may not sum due to rounding)

Household Type	Age of Household Representative						TOTAL
	15-24	25-34	35-44	45-54	55-64	65+	
Single person	200	541	234	106	16	24	1,122
Couple without children	71	347	80	109	78	23	708
Families with child(ren)	99	466	320	92	0	0	977
Other households	34	0	9	17	27	0	87
<b>Total</b>	<b>404</b>	<b>1,354</b>	<b>643</b>	<b>325</b>	<b>121</b>	<b>47</b>	<b>2,894</b>
<i>Percentage of households</i>	14%	47%	22%	11%	4%	2%	100%

3.46 Based on this analysis, we can estimate that there is a total of around 2,894 households currently resident in Darlington who cannot afford to own their own home but would aspire to do so. 61% of these households are aged 15-34 with the substantial majority (83%) aged under 45.

3.47 In addition to the current need, it is also important to consider new households that are projected to form over the period 2016-2036. Through combining this data with the aspiration data from the EHS, we can conclude that it is likely that there would be a further 2,116 households that form over the 20-year period who will be able to afford to pay market rent but unable to afford to own, despite that being their aspiration. **Overall, there are likely to be 5,010 households who aspire to homeownership but who cannot afford to buy their own home over the period 2016-36, a net annual need of 251 per year.**

3.48 When identifying the need for Affordable Home Ownership (AHO) including First Homes, it is necessary to consider the housing costs for both renting and buying market housing in order to understand the relative incomes required and establish the appropriate income range for AHO products and the associated purchase costs.

## Identifying the Overall Affordable Housing Need

3.49 Figure 18 brings together the information on assessing the unmet need for affordable housing in 2020 together with the future need for affordable housing and those aspiring to home ownership arising over the 20-year period 2016-36. It can be noted that this assessment has no regard for whether those aspiring can access affordable home ownership options.

**Figure 18: Assessing total need for affordable housing 2016-2036 (Source: ORS Housing Model)**

	Affordable Housing Need		Overall Affordable Housing Need
	Households unable to afford	Households aspiring to home ownership	
Current housing need in 2016	556	2,894	3,450
Future housing need 2016-36	2,612	2,116	4,728
<b>TOTAL HOUSING NEED</b>	<b>3,168</b>	<b>5,010</b>	<b>8,178</b>

<sup>3.50</sup> On this basis, we can conclude that the overall need for affordable housing would comprise a total of 8,176 households over the 20-year period 2016-2036, equivalent to an average of 409 per annum.

<sup>3.51</sup> This represents a substantial proportion of the annual need of 459 dwellings. This is due to a large proportion of this need being associated with the whole population as opposed to the projected new households, which is recognised by the PPG:

***How does the housing need of particular groups relate to overall housing need calculated using the standard method?***

*The standard method for assessing local housing need identifies an overall minimum average annual housing need figure but does not break this down into the housing need of individual groups. This guidance sets out advice on how plan-making authorities should identify and plan for the housing needs of particular groups of people.*

*This need may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method. How can needs of different groups be planned for?*

*Strategic policy-making authorities will need to consider the extent to which the identified needs of specific groups can be addressed in the area, taking into account:*

- » *the overall level of need identified using the standard method (and whether the evidence suggests that a higher level of need ought to be considered);*
- » *the extent to which the overall housing need can be translated into a housing requirement figure for the plan period; and*
- » *the anticipated deliverability of different forms of provision, having regard to viability.*

Planning Practice Guidance, ID 67-001-20190722

<sup>3.52</sup> The size, type and tenure of homes also needs to be calculated separately from the standard method. PPG February 2019 states:

***How does the housing need of particular groups relate to overall housing need calculated using the standard method?***

*The standard method for assessing housing need does not break down the overall figure into different types of housing. Therefore the need for particular sizes, types and tenures of homes as well as the housing needs of particular groups should be considered separately.*

Planning Practice Guidance, ID 2a-017-20190220

<sup>3.53</sup> Given that the need for affordable housing and affordable home ownership in particular is very high, it is necessary to consider how this need can be addressed within the overall need established.

<sup>3.54</sup> It will be important for the local authority to plan for the needs of all households unable to afford to rent or own market housing if they are going to avoid the number of housing benefit claimants living in private rented housing increasing. This represents a need from 3,168 households.

<sup>3.55</sup> It is important to recognise that the figures for those who aspire to home ownership are based upon those households who currently can afford market rent. But these households would not necessarily choose new

build Affordable Home Ownership if it was available, as some may prefer to secure full ownership in the less expensive second-hand housing market. Similarly, some households may not ultimately need affordable home ownership if their circumstances change to such a degree that they are eventually able to buy without financial assistance. It is also important to recognise that the identified demand could only be realised if Affordable Home Ownership products can be delivered at prices that are truly affordable in the area, in line with local house prices and incomes.

3.56 Neither the NPPF or PPG identify that any affordability criteria should be applied to those households who aspire to homeownership but cannot afford to buy their own home. However, it is appropriate to consider the extent to which these households could plausibly afford affordable homeownership products if they were provided. Whilst a range of affordable homeownership products are available, each with different costs and eligibility criteria, it is unlikely that housing would be delivered at values below 60% of newbuild prices.<sup>6</sup> While 70% of market house prices is the maximum price suggested for a First Home in the consultation, a larger discount can be applied. However, if too large a discount is applied then this will significantly affect the viability of many schemes and lead to a reduction in the level of affordable housing which can be provided. Therefore, we have assumed a maximum discount of 40% on open market prices for properties which are compatible with the First Homes scheme.

3.57 Given this context, Figure 19 identifies those households with income that would be insufficient to afford 60% of newbuild prices at the lower quartile for the local area, and those households with savings of less than £5,000. This is based on further analysis of the EHS data which considers the income distribution and savings data for households that rent privately but aspire to homeownership. This data has been updated to reflect current income levels and scaled for each local area using indices from the ONS gross disposable household income (GDHI) tables.

3.58 Of the 5,010 households who can afford to rent but who aspire to homeownership and cannot afford to buy, there would be 1,130 where the household had insufficient income to have a realistic prospect of being able to afford at 60% of open market values (Figure 19). Of the remaining dwellings for households with incomes above the minimum threshold, there would be 2,523 where the household had savings of less than £5,000 and were therefore unable to afford the assumed deposit in the local area.

**Figure 19: Affordable homeownership housing mix by household affordability to 2016-2036 (Source: ORS Housing Model)**

	All households aspiring to home ownership	MINUS households unable to afford 60% of newbuild LQ	Households able to afford 60% of newbuild LQ	MINUS households with savings of less than £5,000	Households able to afford and have savings of £5,000 or more
1 bedroom	516	104	412	252	160
2 bedrooms	2,678	603	2,075	1,316	758
3 bedrooms	1,592	336	1,256	881	375
4+ bedrooms	223	86	137	73	65
<b>TOTAL</b>	<b>5,010</b>	<b>1,130</b>	<b>3,880</b>	<b>2,523</b>	<b>1,358</b>

3.59 On this basis, only 1,358 dwellings are needed for households that aspire to homeownership who have at least £5,000 in savings and incomes above the relevant threshold.

<sup>6</sup> Developers will typically receive 50-60% of open market value when delivering Affordable Rented units

<sup>3.60</sup> Whilst it will be a policy decision as to how much of the additional need for affordable homeownership from households able to afford market rent should be provided, it would seem appropriate to only plan for the needs of those 1,358 households likely to form an effective demand (i.e. those able to afford the various products that will be available) in addition to the 3,168 households unable to afford. Figure 20 provides a breakdown of the planned affordable housing on this basis.

**Figure 20: Overall need for Affordable Housing, including aspiring households able to access affordable home ownership, by property size (Source: ORS Housing Model. Note: Figures may not sum due to rounding)**

	Affordable Housing Need		Planned Affordable Housing
	Households unable to afford	Households aspiring to home ownership	
1 bedroom	437	160	596
2 bedrooms	1,218	758	1,976
3 bedrooms	1,267	375	1,642
4+ bedrooms	246	65	311
<b>TOTAL HOUSING NEED</b>	<b>3,168</b>	<b>1,358</b>	<b>4,526</b>

<sup>3.61</sup> The LHNA identifies an overall affordable housing need from 4,526 households over the 20-year period 2016-36 (226 per annum). This includes the needs from all households unable to afford to rent or own market housing and also provide for those households who aspire to homeownership but who cannot afford to buy, where there is a realistic prospect of those households being able to purchase an affordable homeownership product.

<sup>3.62</sup> However, it is important to recognise that there are many more households who aspire to homeownership who either do not have sufficient income or savings that would enable them to realise their aspiration. It is also important to recognise that these figures assume that the number of households in receipt of housing benefit to enable them to afford market housing in the private rented sector does not change. In determining the affordable housing requirement, the Council may want to consider these households alongside those households living in private rented housing who aspire to home ownership.

## Size and Tenure Mix based Upon LHN

<sup>3.63</sup> All data from this point onwards of the report now reference dwellings, not households. Therefore, we have taken the results from Figure 20 and applied a vacancy and second rate to them which allows us to calculate the number of dwellings required in Darlington. The totals therefore now match the annual need figure 459 dwellings per annum plus the equivalent of 33 dwellings for Class C2 per annum.

<sup>3.64</sup> Whilst it will be a policy decision as to how much of the additional need for affordable homeownership from households able to afford market rent should be provided, it would seem appropriate to only plan for the needs of those households likely to form an effective demand (i.e. those able to afford the various products that will be available).

<sup>3.65</sup> It would therefore seem appropriate for the local authority to plan to provide 1,394 dwellings for households aspiring to homeownership in addition to the 3,252 dwellings for households unable to afford. Figure 21 provides a breakdown of the Local Housing Need of 9,840 dwellings between market and affordable housing on this basis. In summary, there is a need for:

Social rented housing = 2,175 dwellings (22.1%) for households unable to afford affordable rent;

Affordable Rent = 1,077 dwellings (10.9%) for households that can afford affordable rent but unable to afford market rent;

Affordable home ownership = 1,394 dwellings (14.2%), for households that can afford market rent but aspire to homeownership and have reasonable prospect of being able to afford this;

Market housing = 5,194 dwellings (52.8%); and

Market housing includes an allowance for C2 provision within the total housing need of 9,840= equivalent to 660 dwellings that would be counted against the minimum LHN target.

**Figure 21 Planned overall need for Affordable Housing (including households aspiring to home ownership) and Market Housing by property size (Source: ORS Housing Model. Note: Figures may not sum due to rounding)**

	Affordable Housing			Total Affordable Housing	Total Market Housing	Total			
	Dwellings Unable to afford		Aspiring to Home Ownership						
	Social rent	Affordable Rent							
1 bedroom	384	64	164	612	-6	<b>606</b>			
2 bedrooms	828	423	779	2,029	884	<b>2,913</b>			
3 bedrooms	806	495	385	1,686	2,901	<b>4,587</b>			
4+ bedrooms	157	95	67	319	754	<b>1,073</b>			
<b>DWELLINGS</b>	<b>2,175</b>	<b>1,077</b>	<b>1,394</b>	<b>4,646</b>	<b>4,534</b>	<b>9,180</b>			
C2 Dwellings	-	-	-	-	660	<b>660</b>			
<b>LHN</b>	<b>2,175</b>	<b>1,077</b>	<b>1,394</b>	<b>4,646</b>	<b>5,194</b>	<b>9,840</b>			
<b>Percentage Split</b>	<b>22.1%</b>	<b>10.9%</b>	<b>14.2%</b>	<b>47.2%</b>	<b>52.8%</b>	<b>100.0%</b>			

<sup>3.66</sup> The data indicates a split between affordable to rent and affordable to own of almost exactly 70:30. However, this must be placed in the context of local viability and policy considerations. In particular, the overall level of affordable housing need of 4,646 units is unlikely to be met, so Darlington will need to assess the relative priority given to different housing needs when setting policy targets.

## Delivery 2016-2020

<sup>3.67</sup> Figure 22 shows the that in the past 4 years, Darlington has achieved an average dwelling delivery of 452 per annum, which sits within the draft Local Plan dwelling requirement of 422-492 per annum. Affordable housing completions have been around 110 per annum, below the need figures set out in Figure 21. However, the delivery of affordable housing has been around 24% of the total dwelling delivery and is as high as could be expected given the levels of viability in Darlington.

**Figure 22: Housing Delivery in Darlington 2016-2020 (Source: Darlington Borough Council. Note: Includes 49 Park Homes in the market total have been counted as 25 two bed and 24 three bed properties)**

	Market Housing	Affordable Housing	TOTAL
1 bedroom	85	15	100
2 bedrooms	289	279	568
3 bedrooms	480	128	608
4+ bedrooms	515	19	534
<b>TOTAL</b>	<b>1,369</b>	<b>441</b>	<b>1,810</b>

## Comparison with the 2015 SHMA Update

<sup>3.68</sup> It is possible to compare Darlington Strategic Housing Market Assessment 2015 Part 1 – Objectively Assessed Needs with the figures set out above. Figure 53 of the SHMA 2015 (reproduced here as Figure 23) set out the size and tenure mix for the period 2011-36 for Darlington.

**Figure 23: Housing mix of OAN for market and affordable housing 2011-36 (Source: Darlington Strategic Housing Market Assessment 2015 Part 1 – Objectively Assessed, Figure 53. Note: Figures may not sum exactly due to arithmetic rounding)**

		Dwellings
<b>MARKET HOUSING</b>		
Flat	1 bedroom	28
	2+ bedrooms	265
House	2 bedrooms	1,915
	3 bedrooms	3,960
	4 bedrooms	870
	5+ bedrooms	89
	<b>Total Market Housing</b>	<b>7,127</b>
<b>AFFORDABLE HOUSING</b>		
Flat	1 bedroom	796
	2+ bedrooms	301
House	2 bedrooms	1,355
	3 bedrooms	1,368
	4+ bedrooms	214
	<b>Total Affordable Housing</b>	<b>4,033</b>
<b>TOTAL</b>		<b>11,160</b>

<sup>3.69</sup> The SHMA 2015 assumed an overall annual housing growth rate of 446 dwellings per annum, with annual affordable housing need of 161 dwellings per annum which covered the need for affordable to rent and shared ownership properties. This represents 36% of the overall need. This current study has an affordable housing need to rent figure of 163 dwellings per annum which is 33% of the overall need.

<sup>3.70</sup> These figures are comparable because they are both based upon households unable to afford the cost of market housing. However, this current study also includes the additional need from those who aspire to own, but who can afford to meet their own private rents. This amounts to a further 70 dwellings per annum which result from the need to consider private renters who aspire to own. Therefore, the additional affordable housing need contained in this study comes directly from the change in definition for affordable housing set out in Annex 2 of the NPPF 2018.

## Appendix TKP3

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Appeal Decision North Worcestershire Golf Club Ltd  
(July 2019) extracts

### *Potential benefits*

28. For the reasons given at IR14.106-14.112 the Secretary of State agrees with the Inspector's conclusions on benefits.

### Planning conditions

29. The Secretary of State has given consideration to the Inspector's analysis at IR13.1-13.7, the recommended conditions set out at the end of the IR and the reasons for them, and to national policy in paragraph 55 of the Framework and the relevant Guidance. He is satisfied that the conditions recommended by the Inspector comply with the policy test set out at paragraph 55 of the Framework and that the conditions set out at Annex B should form part of his decision.

### **Planning obligations**

30. Having had regard to the Inspector's analysis at IR12.10-12.18, the planning obligation dated 31 October 2018, paragraph 56 of the Framework, the Guidance and the Community Infrastructure Levy Regulations 2010 as amended, the Secretary of State, agrees with the Inspector, for the reasons given at IR12.10-12.12, that there is no justification for the inclusion of the Additional Sports Improvement Fund and this obligation does not meet the relevant tests (IR12.13). For the reasons given in IR12.14-12.17 the Secretary of State also agrees with the Inspector that there is no justification for payment of the Secondary School Contribution and this proposed obligation does not meet the relevant tests (IR12.18). He concludes that it would not be appropriate to take these two obligations into account in the determination of the appeal.

31. Having had regard to the Inspector's analysis at IR12.1-12.8, The Secretary of State agrees with the Inspector's conclusion for the reasons given in IR12.9 that the remaining obligations comply with Regulation 122 of the CIL Regulations and the tests at paragraph 56 of the Framework.

### **Planning balance and overall conclusion**

32. For the reasons given above, the Secretary of State considers that the appeal scheme is in accordance with Policies PG1, TP8, TP27, TP28, TP30 and PG3 of the development plan, and is in accordance with the development plan overall. He has gone on to consider whether there are material considerations which indicate that the proposal should be determined other than in accordance with the development plan.

33. Weighing in favour the Secretary of State considers that the 800 family homes, including up to 280 affordable homes is a benefit of significant weight. He considers that only limited weight in favour should be given to the proposed community hub with moderate weight to the on-site open space and play provision and opening up of public access to an attractive area of open space. He also attaches limited weight to the longer term benefit that might result for the provision of a site for a primary school.

existing investments will negatively influence their investment in new schemes.

9.47 The appellant has not challenged some two thirds of the Council's 5YHLS. However, it has produced clear and robust evidence to show why each site that it has challenged should be discounted or why the number of units expected to be delivered within the 5 year period on that site should be reduced. The appellant's detailed evidence on the disputed sites within the identified sites part of the 5YHLS is set out in Appendix B.

9.48 On the basis of that evidence the parties' final positions regarding disputed sites are set out in the combined table produced by Mr Hawley (ID 18) and can be summarised as follows:

Source	BCC Original Figure	Appellant's Original Figure	BCC Revised Figure	Appellant's Revised Figure
Under Construction	9111	8802	9060	8804
Detailed Planning Permission	7615	6022	7540	6063
Outline Planning Permission	773	38	713	38
Permitted Development	868	264	868	264
Allocations in BDP	155	-200	155	-200
Other Opportunity	531	-89	487	-89
Windfalls	1360	484	1360	484
<b>Sub-Total</b>	<b>20,413</b>	<b>15,321</b>	<b>20,183</b>	<b>15,364</b>
Years Supply	6.79	5.1	6.72	5.12
Adjusted – 50% attrition rate applied to remaining City Centre apartments schemes still in supply	-	-1956	-	-1956
<b>Total</b>	<b>20,413</b>	<b>13,365</b>	<b>20,183</b>	<b>13,408</b>
Years supply	<b>6.79</b>	<b>4.45</b>	<b>6.72</b>	<b>4.46</b>

### *Affordable Housing*

9.49 Mr Stacey's evidence on affordable housing provision was not challenged. Table 7.1 of his proof shows that, over the first 6 years of the plan period 2,757 new affordable homes were provided against a target provision of 5,820 (6x970). When the losses of social rented dwellings through right to buy purchases is taken into account that equates to a net provision of only 151 new affordable homes over that period (Mr Stacey's Tables 7.2 &7.3) against an identified need for 970 affordable homes each year. This represents only 1% of all completions over those 6 years and 3% of the affordable housing need for that period. It has also resulted in a net delivery shortfall of 5,669 affordable homes over the plan period to date.

9.50 It is important to remember that the need is generated by families and individuals unable to secure suitable accommodation to meet their needs. The level of need has shot up. At 1 April 2018 the number of households on BCC's Housing Register was 9,234. The new information (ID40) shows that the number is now 12,051, an increase of nearly 3,000 households. Against that level of need the net provision of only 151 affordable homes over the plan period to date is pitiful. That trend is likely to worsen over the short to medium term because of the heavy reliance in the 5YHLS on City Centre apartments schemes which, as the Council accepts, deliver little if any affordable housing.

9.51 It is agreed that there is a housing crisis both nationally and locally. The position is getting worse in Birmingham. The 38,000 dwelling unmet need to be provided outside of the City includes 14,400 affordable units but BCC is failing even to provide the affordable housing proposed in its own area. The provision of affordable housing in the City has collapsed.

*Public consultation*

9.52 When properly considered the representations about the inadequacies of the public consultation amount to a complaint that no alternative proposals for the re-use of the site were on the table. The representations show that there is no consistent view as to what alternative the site could be used for.

9.53 From the start the appellant has undertaken an extensive programme of local consultation to inform the evolution of a proposed residential scheme (e.g. its design, its scale, how to mitigate any potential impacts of it, landscape and highways matters). The consultation is necessarily framed by the residential proposal and is not designed to explore alternative uses. The level of engagement is beyond that which would ordinarily occur and is an exemplar of public consultation. Given that extensive consultation it is indicative of the degree of local objection that the number of local residents attending the Inquiry never exceeded eight people and, on most days, was limited to 4 or 5.

9.54 The proposal to develop up to 800 dwellings is a reduction from that submitted (950 dwellings). That amendment falls properly within the Wheatcroft principles as demonstrated by:

- i) The further round of consultation undertaken with regard to the revised scheme by post and email directly to local residents;
- ii) The confirmation to the Inquiry by all members of the public present that they had received such notification;
- iii) The submissions made by those members of the public present show that they objected to the scheme in any event (i.e. a 'root and branch' objection in principle);
- iv) That revision being a reduction in the scale of development proposed;
- v) The Council's recognition that the amendments properly fall within the Wheatcroft principle.

*Traffic and highways*

9.55 The Highways SoCG (ID16) confirms the Council's agreement, as the Local Highway Authority, that there are no adverse highways impacts such that the proposal should be refused. A further note submitted to the Inquiry [ID19] by

in some other authority areas. For example, North Warwickshire proposes to use Green Belt land to meet its housing need and its share of Birmingham's unmet need. The development of up to 800 dwellings on the appeal site would provide the potential that Green Belt land elsewhere will not be needed to meet the OAN. This is a material consideration in favour of the scheme.

9.79 The benefits of the proposal can be summarised as follows:

- Provision of affordable homes helping to meet the acute housing need. In the circumstances of this case that provision should carry very great weight.
- Market and family housing to contribute to meeting the BDP objectives of meeting the needs of all residents.
- Allowing people to access housing locally when a substantial proportion of Birmingham's housing need is to be exported outside of the City boundary.
- The community hub.
- Substantial GI and new cycling and pedestrian routes on land which is presently not accessible to the general public.
- Delivering housing in a sustainable, accessible location.
- The opportunity to create enhanced habitats and increase bio-diversity.
- Providing 800 homes potentially leads to that quantum of housing not having to be delivered on Green Belt land.
- The scheme represents the effective use of under-utilised land within the built-up area and contributes toward meeting the unmet needs of the area consistent with paragraphs 118b and 120 of the NPPF.
- New resident expenditure in the local economy.
- Jobs and expenditure during the construction phase.
- Delivering family housing for those who work in the city without them having to move to other towns / locations to meet their housing need.

#### *The Planning Balance*

9.80 The appellant's primary case is that the proposal accords with the BDP and should be approved. There are no material considerations which indicate otherwise. If conflict with the development plan is found other material considerations weigh positively in the planning balance and, taken together, indicate that the appeal should be allowed.

9.81 If the SoS finds that the proposal does not accord with the development plan but that BCC cannot demonstrate a 5YHLS the tilted balance applies and lies overwhelmingly in favour of the scheme. Even if the SoS finds that the proposal does not accord with the development plan and that BCC can demonstrate a 5YHLS the appeal should still be approved because the material considerations in favour of the proposal would still substantially outweigh any conflict with the development plan.

14.109 Given the heavy reliance in the 5YHLS on City Centre apartment schemes it is difficult to see how that recent trend of can be reversed over the short to medium term. Against this background, the delivery of up to 280 affordable by about 2026 in a mix that matches the Council's requirements is a social benefit of considerable weight. [9.50]

14.110 The proposed community hub has the potential to deliver significant social benefit but, at present, the form and content of this facility is undefined. Only limited weight should be attached to it. The on-site open space and play provision would extend beyond that needed to meet the standard planning requirements and help fill gaps in existing provision in the locality. [8.35] The opening up of public access to an attractive area of open space on land that is not currently accessible would also a positive benefit. I attach moderate weight to these social benefits and some, limited weight to the longer term benefit that might result from the provision of a site for a primary school capable of being extended into a 2 form entry school at a later date. [5.11]

14.111 The construction of the development would involve substantial investment and would create or support employment in the construction sector over a period of about 8 years. The scale of impact on local employment and the local economy of such development can never be guaranteed but the Local Employment Plan seeks to maximise opportunities for local people to access construction jobs and training. The proposal would also provide the potential for a long term benefit to local businesses through the expenditure by future residents on goods and services. Given the scale of the development, the length of the construction period and the accessibility of the site to a large part of the urban area I attach significant weight to these economic benefits.

14.112 I agree that the appeal scheme would represent the effective use of underutilised land in the urban area but only limited weight can be given to this benefit because it does not comprise previously developed land. I also attach limited weight to the appellant's argument that allowing the appeal proposal might avoid the need for use of Green Belt land elsewhere. Until more progress has been made by other authorities towards identifying housing provision to meet Birmingham's unmet need it is difficult to assess the extent to which Green Belt land might be needed to secure that provision. I do, however, agree that the proposal would result in a net increase in the habitat and biodiversity value of the site and the long term management of those improved habitats. [9.63] I attach moderate weight to this environmental benefit of the proposal.

#### *The Planning Balance*

14.113 For the reasons already given I do not accept the Council's contention that the proposal conflicts with BDP Policy PG1 or any other development plan policy. However, if such a conflict was to be found the benefits that I have listed above are material considerations in favour of the proposal. Having regard to Section 38(6) of the Planning and Compulsory Purchase Act 2004, I consider that these benefits would provide sufficient indication that permission should be granted notwithstanding the development plan conflict.

14.114 If, contrary to my finding, the SoS concludes that the Council is unable to demonstrate a 5YHLS then NPPF paragraph 11d is engaged and the tilted balance in favour of a grant of planning permission applies. My clear judgement is that the limited adverse impacts of the proposal would not significantly and

demonstrably outweigh the benefits of granting planning permission when assessed against the policies in the NPPF taken as a whole.

14.115 Under all of these scenarios I consider that the appeal proposal constitutes sustainable development having regard to paragraph 8 of the NPPF. The circumstances of this case are, therefore, quite different from those in the Oundle appeal decision and that decision does not provide any precedent for the determination of this appeal. [8.37]

14.116 Accordingly, I conclude that the appeal should be allowed and that outline planning permission should be granted on the basis of the revised proposal for the development of the site for up to 800 dwellings.

## **15. Inspector's Recommendations**

15.1 I recommend that that appeal should be considered and determined on the basis of the amended proposal for a development of up to 800 dwellings to be developed in general accordance with the revised DF.

15.2 I recommend that, in his decision letter, the SoS should rule that the proposed obligations relating to the Additional Sports Improvement Fund Contribution and the Secondary School Contribution do not meet the relevant tests for planning obligations and are not required to render the proposal acceptable in planning terms.

15.3 I recommend that the appeal should be allowed and that outline planning permission with all matters reserved except for access, should be granted for the demolition of the club house and the development of up to 800 dwellings, public open space, primary school, multi-use community hub, new access points and associated infrastructure subject to the conditions in the schedule at Appendix F.

*Paul Singleton*

INSPECTOR

## Appendix TKP4

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Article from the Independent Newspaper (June 2020)

## **Council housing sell-off continues as government fails to replace most homes sold under Right to Buy**

Home ownership has fallen since the policy was introduced and flats are ending up in the hands of private landlords, writes **Jon Stone**



Sunday 21 June 2020 09:18

Two-thirds of the council homes sold off under [Right to Buy](#) are still not being replaced by new [social housing](#) despite a promise by the government, official figures show.

[Housing](#) charities warned that enough “desperately needed” genuinely affordable housing is simply not being built, with an overall net loss of 17,000 homes this year from social stock.

Since the policy was updated in 2012-13, 85,645 homes have been sold through the policy, but only 28,090 built to replace them, statistics from the Ministry of Housing, Communities and Local Government show.

Under [Right to Buy](#), the government sells off council housing at discounts of up to £100,000 to tenants.

Despite pitching the policy as a way to get more people on the property ladder, overall home ownership has actually fallen significantly since it was introduced in the 1980s.

Previous studies have shown that around 40 per cent of flats sold under the policy since the 1980s have ended up in the hands of private landlords, who let the homes out to private tenants at higher rates. The proportion is thought to be even higher in areas of high housing pressure like London.

Councils warned ministers when the policy was updated that the steep discounts meant the money would not be enough to replace homes one-to-one, and that the very existence of the policy undermined their ability to finance housebuilding by making it impossible to reliably borrow against future rents.

The government officially committed to replace the extra homes sold due to an increase in discounts in 2012-13, but housing charities say the affordable sector cannot afford to bleed stock at all. The government is still around 7,000 homes short of its own target, which covers construction up to the third quarter of 2016-17 because councils are given three years to replace the sold stock.

Jon Sparkes, chief executive at homelessness charity [Crisis](#), said: “These statistics demonstrate just how serious the current housing crisis is. What few social homes that are available are largely being removed from the market as part of Right to Buy, and the supply is not being replenished in line with this.

“People in desperately vulnerable circumstances are being left with dwindling housing options as a consequence of our threadbare social housing provision. This is all the more worrying considering the rise we expect in people being pushed into homelessness as a result of the pandemic.

“To address this, we need to see the government suspend Right to Buy going forward and prioritisation for social housing being given to people who are homeless so they are able to better access what is currently available. Alongside this, we also need commitment to build significantly more social homes in the coming years to keep in step with demand.

“Ending homelessness in the UK is completely within our grasp, but requires a rethink of existing policies that stand in the way.”

In 2018 Theresa May announced that a long-standing borrowing cap preventing councils from building more homes would be lifting. A survey by the Local Government Association

conducted in March 2019 found that a startling 93 per cent of councils were planning to use the extra headroom.

The Scottish and Welsh governments have already ended Right To Buy, citing its effect on the council housing stock.

Commenting on the Right to Buy figures, Polly Neate, chief executive of the housing charity [Shelter](#), said: “The coronavirus pandemic has drummed into us the importance of having a safe home like nothing before. By the same token it’s made it crushingly clear that not enough people do – including the million-plus households stuck on social housing waiting lists. Many of whom are homeless or trapped in grossly overcrowded accommodation right now.

“Despite being desperately needed, our recent track record on building new social homes is atrocious. There was actually a net loss of 17,000 social homes last year, and as it stands Right to Buy isn’t helping. While some people have benefited from the scheme, the failure to replace the properties sold has deprived many others of a genuinely affordable social home.

“But the status quo can be changed. As the government plots its economic recovery from coronavirus, it could give councils the means they need to replace and build social housing. As well as helping to create jobs and get housebuilding going again, this would offer all those without one, their best shot at a safe home.”

Asked about the figures, a spokesperson for the Ministry of Housing, Communities, and Local Government said: “The government is committed to Right to Buy, which has helped nearly two million council tenants realise their dream of home ownership and get on the property ladder.

“Since 2010 we have delivered more homes for social rent – over 140,000 in total – compared to the number of homes sold under the Right to Buy scheme.”

The ministry’s statement is misleading, however, as the 140,000 figure refers to all social housebuilding rather than those homes built to replace housing sold under Right To Buy using receipts earmarked for this purpose.