

Affordable Housing Statement of Common Ground

Land South of Burford Road, Minster Lovell

Affordable Housing Statement of Common Ground

Outline planning permission for the development of up to 134 dwellings (Use Class C3) including means of access into the site (not internal roads) and associated highway works, with all other matters (relating to appearance, landscaping, scale and layout) reserved

Land South of Burford Road, Minster Lovell

Appeal by Catesby Strategic Land Ltd

February 2024

PINS REF: APP/D3125/W/23/3331279

LPA REF: 22/03240/OUT

TKP REF: M22/0709-03.RPT

Contents

Section 1	Introduction	1
Section 2	Areas of Agreement	2
Section 3	Areas of Disagreement	7
Section 4	Signatures	8

Appendices

Appendix 1	Gross to Net Affordable Housing Delivery Calculations
------------	--

Introduction

Section 1

- 1.1 This Affordable Housing Statement of Common Ground is prepared between Tetlow King Planning on behalf of the Appellants, Catesby Strategic Land Ltd, and the Local Planning Authority, West Oxfordshire District Council ("the LPA").
- 1.2 It is prepared in respect of affordable housing matters for the appeal APP/D3125/W/23/3331279 against the refusal of outline planning application 22/03240/OUT for the proposed development of *"Outline planning permission for the development of up to 134 dwellings (Use Class C3) including means of access into the site (not internal roads) and associated highway works, with all other matters (relating to appearance, landscaping, scale and layout) reserved"* at land south of Burford Road, Minster Lovell.
- 1.3 Section 2 identifies areas of agreement between the parties. Section 3 identifies outstanding areas of disagreement between the parties. Section 4 contains the signatures of the parties.

Areas of Agreement

Section 2

Background

- 2.1 It is agreed that the proposed development comprises up to 134 dwellings, of which 40% or up to 54 dwellings will be affordable, to be secured through a planning obligation.
- 2.2 It is agreed that the proposed tenure split will be set out in the planning obligation and will be agreed with the LPA.
- 2.3 It is agreed that on this basis the proposed dwelling tenure and mix will comply with policy H3 'Affordable Housing' of the West Oxfordshire Local Plan 2031 and be acceptable in these terms.
- 2.4 It is agreed that the proposed affordable housing is an important material consideration of the appeal. It is agreed that affordable housing policies are drafted to generate a benefit, rather than to address a harm or be needed in mitigation.
- 2.5 It is agreed that affordable housing delivery is an important priority of West Oxfordshire District Council, as illustrated through Council documents which include the West Oxfordshire Preventing Homelessness Strategy 2018 to 2023; and the West Oxfordshire Council Plan 2023 to 2027.

Affordable Housing Needs

- 2.6 It is agreed that there is an ongoing annual need for affordable housing in West Oxfordshire.
- 2.7 It is agreed that in West Oxfordshire:
 - a. The Local Plan 2031 does not contain a numerical target for affordable housing delivery and there is no policy requirement to meet the need in full: policy H3 instead refers to an affordable housing requirement as a proportion of overall housing delivered, which was informed by viability evidence regarding what could reasonably be delivered.
 - b. The Oxfordshire SHMA 2014 identifies a net need for 274 affordable dwellings per annum between 2013/14 and 2030/31; and (as referenced at paragraph

5.51 at page 48 of the Local Plan) this level of need was subsequently broadly confirmed by the very similar results of the Peter Brett Associates – Partial SHMA update for West Oxfordshire (2016).

- c. The Oxfordshire Growth Needs Assessment 2021 and the Cherwell District and Oxford City Councils' Oxfordshire Housing and Economic Needs Assessment 2022 are more recently published than the SHMA.
- d. The OGNA 2021 does not identify a specific affordable housing need figure for West Oxfordshire.
- e. The Oxfordshire HENA 2022 was produced by Cambridge Econometrics (CE). It identifies a net need in West Oxfordshire for 483 affordable dwellings per annum between 2022/23 and 2031/32, comprising 368 affordable dwellings for rent and 115 affordable home ownership dwellings (extracts below). It has not been tested in relation to West Oxfordshire. The HENA 2022 is the subject of unresolved objections from other Oxfordshire authorities including West Oxfordshire.

9.3.8 Table 9.11 shows the overall calculation of affordable housing need. The analysis shows that there is a need for around 2,800 social or affordable rented homes per annum across the area – an affordable need is seen in all local authorities. The net need is calculated as follows:

$$\text{Net Need} = \text{Current Need (allowance for)} + \text{Need from Newly-Forming Households} + \text{Existing Households falling into Need} - \text{Supply of Affordable Housing}$$

Table 9.11: Estimated Need for Social/Affordable Rented Housing by local authority (per annum)

	Current need	Newly forming households	Existing households falling into need	Total Gross Need	Relet Supply	Net Need
Cherwell	128	659	161	948	288	660
Oxford	255	567	188	1,010	270	740
South Oxon	91	520	88	700	199	501
VoWH	79	567	110	756	259	497
West Oxon	76	365	69	510	142	368
Oxfordshire	629	2,678	616	3,924	1,157	2,767

Source: Range of sources

Table 9.21: Estimated Need for Affordable Home Ownership by sub-area (per annum)

	Total Gross Need	Supply	Net need
Cherwell	507	314	193
Oxford	492	175	317
South Oxon	563	294	269
VoWH	489	263	226
West Oxon	336	220	115
Oxfordshire	2,386	1,266	1,120

Source: Derived from a range of sources

- f. It also identifies overall need for housing assessed at 2021 and 2041 on a number of different scenarios, including a CE baseline that reduces from 607 to 564dpa on the CE-Baseline at tables 7.11 and 7.12. Paragraph 7.6.14 includes the recommendation that the 2040 employment-based distributions [i.e. the CE-baseline] are used to allocate homes across the districts. The parties disagree on how relevant this is to future provision of AH. The appropriateness of these scenarios is the subject of unresolved objections.
- g. It is agreed that identified affordable housing needs are not expressed as 'maximum' figures.

Affordable Housing Delivery

- 2.8 Figure 1 below illustrates the net additions to overall housing and affordable housing stock (after deductions to account for the Right to Buy) based upon West Oxfordshire District Council's Annual Monitoring Reports. Appendix 1 to this Statement of Common Ground illustrates the agreed gross-to-net calculations.

Figure 1: Net Affordable Housing Completions, West Oxfordshire, 2011/12 to 2022/23

Monitoring Year	Net Overall Housing Completions	Net Affordable Housing Completions	Net Affordable Housing Completions as a % of Net Overall Housing Completions
2011/12	359	175	49%
2012/13	278	22	8%
2013/14	186	33	18%
2014/15	395	94	24%
2015/16	246	70	28%
2016/17	518	117	23%
2017/18	556	152	27%
2018/19	813	224	28%
2019/20	1,086	451	42%
2020/21	868	333	38%
2021/22	1,002	374	37%
2022/23	729	305	42%
Total	7,036	2,350	33%
Average per annum	586	196	33%

Sources: West Oxfordshire Annual Monitoring Reports; Private Registered Provider Statistical Data Returns

- 2.9 Figure 2 below illustrates the performance against the need figure of 274 affordable dwellings per annum contained in the SHMA 2014, applicable 2013/14 to 2022/23, based upon the completions data in the AMR. It is agreed that a cumulative shortfall of -587 affordable dwellings has arisen against this need figure.

Figure 2: Net Affordable Housing Completions compared with SHMA 2014 Identified Needs, 2013/14 to 2022/23

Monitoring Year	Net Affordable Housing Additions	Affordable Housing Need - SHMA 2014; 274dpa	Surplus/Shortfall	Cumulative Shortfall
2013/14	33	274	-241	-241
2014/15	94	274	-180	-421
2015/16	70	274	-204	-625
2016/17	117	274	-157	-782
2017/18	152	274	-122	-904
2018/19	224	274	-50	-954
2019/20	451	274	+177	-777
2020/21	333	274	+59	-718
2021/22	374	274	+100	-618
2022/23	305	274	+31	-587
Total	2,153	2,740	-587	-587
Average per annum	215	274	-59	-

Sources: West Oxfordshire Annual Monitoring Reports; Private Registered Provider Statistical Data Returns; SHMA 2014

Affordability Indicators

- 2.10 It is agreed that the Council's data shows that the Housing Register in West Oxfordshire stood at 2,506 households on 31 March 2023; and that at 31 December 2023 it stood at 1,986. It is agreed that the Housing Register represents a reasonable indication of affordable housing need in West Oxfordshire.
- 2.11 It is agreed that on 31 March 2023, 152 households had expressed a locational preference for Minster Lovell and that at 31 December 2023 this stood at 105 households. Each household on the Register must express an interest in three locations.
- 2.12 It is agreed that data from Help to Buy South shows that upon the closure of the Help to Buy Register on 30 March 2023, 977 households were seeking affordable home ownership in West Oxfordshire.

- 2.13 It is agreed that the Council's Freedom of Information Response (Appendix JRO1 to the submitted Affordable Housing Appeal Statement) shows that average waiting times for an affordable home in West Oxfordshire in 2022/23 range from 607 days for a 2-bedroom dwelling to 1,038 days for a 4-bedroom dwelling.
- 2.14 It is agreed that in 2022 the Office for National Statistics published ratio of lower quartile house prices to lower quartile gross annual workplace based earnings in West Oxfordshire is 10.55 times earnings.
- 2.15 It is agreed that for the year ending March 2023, the House Price Statistics for Small Areas (dataset 15) states the lower quartile selling price in West Oxfordshire (relating to all sales of dwellings) was £295,000; this is 5% more than in the South East (excluding London) (£280,000) and 55% more than in England as a whole (£190,000). The district is located at the northwestern "tip" of the South East region and its borders adjoin those of the South West and West Midlands regions, with lower quartile selling prices in 2023 of £230,000 and £175,000 respectively.
- 2.16 It is agreed that for the year ending March 2022, the House Price Statistics for Small Areas (dataset 39), up to end March 2022 states that the lower quartile selling prices in the Hailey, Minster Lovell and Leaffield ward was £321,000. This is 15% higher than in West Oxfordshire as a whole (£279,495), 21% higher than in the South East excluding London (£265,000), and 76% higher than in England as a whole (£182,500).
- 2.17 The Hailey, Minster Lovell and Leaffield ward contains four main villages Hailey, Minster Lovell (Charterville), Leaffield and Ramsden and some hamlets/ small villages. The average selling price as based on a total of 64 sales of all house types and in all locations across the whole ward (both of which have the potential to affect average price) so that it is not stated how many of these sales related to dwellings solely in Minster Lovell (Charterville).
- 2.18 It is agreed that in 2022/23 the Office for National Statistics Private Rental Market Summary Statistics state that the lower quartile rent in West Oxfordshire was £900, which is £90 or 11% more than in the South East excluding London (£810) and £275 or 44% more than in England as a whole (£625).
- 2.19 It is agreed that the affordability indicators support giving increased weight to the provision of affordable housing in West Oxfordshire.

Areas of Disagreement

Section 3

Future Supply of Affordable Housing

- 3.1 The extent of the future supply of affordable housing is not agreed.

Weight to be attributed to the proposed affordable housing

- 3.2 The parties agree that the proposed affordable housing is an economic and social benefit but do not agree on the weight that this carries in the planning balance:

- a. It is the appellant's position that the weight is substantial (in accordance with the scale at Footnote 2 to the Affordable Housing Appeal Statement ranging from 'very limited', 'limited', 'moderate', 'significant', 'very significant', 'substantial' and 'very substantial');
- b. It is the Council's position that the weight is significant in the verbal scale used by the case officer in writing the related committee report.

Weight to be attributed to the OGNA 2020 and the HENA 2022

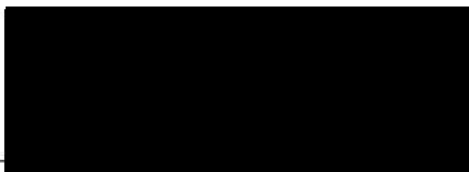
- 3.3 The weight to be attributed to the OGNA 2020 and the HENA 2022 is not agreed.
- 3.4 It is the LPA's case that they are both documents that were originally intended to inform the now abandoned Oxfordshire County Plan 2051 but neither has been examined and each is the subject of a range of objections so that it is not clear what weight they should be given.
- 3.5 It is the Appellant's case that they are more recent than the Oxfordshire SHMA and as set out in the evidence of Mr Roberts adopt more recent data inputs and different assumptions to the extant SHMA; the Appellant attaches significant weight to the HENA 2022 as evidence.
- 3.6 The relevance of the HENA 2022 assessment of overall housing need insofar as it relates to the topic of affordable housing is not agreed.

Signatures

Section 4

On behalf of the Appellant:

Signed:



Dated:

14.2.2024

Name: Jamie Roberts

Position: Associate, Tetlow King Planning

On behalf of the Local Planning Authority:

Signed:



Dated:

14/2/2024

Name: Chris Wood

Position: Senior Planning Officer (Appeals)

Appendix 1: Gross to Net Housing Delivery

It is agreed that Figure 3 below shows the net delivery of affordable housing in West Oxfordshire District using AMR data.

To arrive at the net affordable housing additions, Right to Buy sales are deducted from gross affordable housing completions (to reflect the fact these dwellings are lost permanently from the affordable housing stock). In West Oxfordshire the affordable housing is held by Registered Providers, who report on Right to Buy sales through statistical data returns.

Monitoring Year	Gross Affordable Housing Completions	Right to Buy sales (Registered Provider stock)	Net Affordable Housing Additions
2011/12	181	-6	175
2012/13	28	-6	22
2013/14	41	-8	33
2014/15	103	-9	94
2015/16	75	-5	70
2016/17	123	-6	117
2017/18	158	-6	152
2018/19	227	-3	224
2019/20	454	-3	451
2020/21	335	-2	333
2021/22	378	-4	374
2022/23	309	-4	305
Total	2,412	-62	2,350
Average per annum	201	-5	196

Sources: West Oxfordshire Annual Monitoring Reports; Private Registered Provider Statistical Data Returns