

Housing Needs Study

For Treville Properties Ltd | 20-159

Outline planning application for affordable housing - Land to the West of Bridgemont,
Whaley Bridge, High Peak, Derbyshire, SK23 7PB

Project: 20-159
Site Address: Land to the west of Bridgemont, Whaley Bridge, High Peak,
Derbyshire, SK23 7PB
Client: Treville Properties Ltd
Date: 10 February 2023
Author: Ben Pycroft
Approved by: Forename Surname

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1. Introduction

1.1 This Housing Needs Study is submitted in support of an outline planning application made by Treville Properties Ltd and Great Places (formerly Equity Housing) in relation to a proposal for affordable housing at land to the west of Bridgemont, Whaley Bridge. The indicative layout shows that up to 42 units could be accommodated at the site. However, the amount of development is reserved for subsequent approval. The proposed access is to be considered as part of this application. All other matters are reserved.

1.2 Policy H 5 of the High Peak Local Plan (HPLP): “*Rural Exception Sites*” states:

“In exceptional circumstances, proposals for affordable housing on rural sites that would not normally be released for housing development will be supported provided that:

The development is of a size and type which can be justified by evidence of need from a local housing needs survey

The affordable housing would meet a genuine local need as defined in the Affordable Housing Supplementary Planning Document

Appropriate safeguards are put in place that ensure that the housing will remain affordable for successive occupiers in perpetuity

The site is located within or adjoining the settlement boundary of a village and is adequately served by existing services and facilities

The development takes full account of environmental considerations, including European sites

The development provides all affordable housing unless it can be demonstrated that an element of market housing is required to deliver a significant amount of affordable housing”

1.3 This statement has been submitted to address the requirements of policy H 5 in support of the application. It sets out the affordable housing need and explains how there is a significant shortfall in addressing the need. It updates the position to that at the time the previous application was determined.



2. Housing Need in High Peak

High Peak Local Plan (Adopted April 2016)

- 2.1 The High Peak Local Plan explains that there is a significant affordable housing need in the Borough.
- 2.2 Paragraph 5.149 of the High Peak Local Plan (HPLP) states that affordable housing is a key issue in the Local Plan area due in part to the high cost of houses and the relative low incomes of resident based employment. It states that both the Housing Needs Survey and the Strategic Housing Market Assessment (SHMA) conclude there is a *“significant need to increase the overall level of affordable housing provision”*. The Housing Needs Survey concluded that there was a need of between 443 and 591 new affordable homes per annum to meet the backlog and emerging needs. The 2014 SHMA concluded there is a net need of 526 affordable homes per annum. The Affordable Housing Viability Assessment and a 2014 Plan and Site Viability Study concluded that provision of up to 30% affordable housing is viable but not on all sites.
- 2.3 Paragraph 5.150 of the HPLP then explains that the provision of affordable housing can affect viability of housing development and that the Affordable Housing Viability Assessment and the subsequent 2014 Plan & Site Viability Study confirm that provision of up to 30% affordable housing is viable but not on all sites.
- 2.4 Policy H 4 of the HPLP: *“Affordable Housing”* states that:
- “The Council will seek to maximise the delivery of affordable housing across the plan area by working in partnership with the Homes and Community Agency, Registered Providers, Developers and Local Communities.”*
- 2.5 The policy then states that the Council will seek to achieve 20% affordable housing on sites of 5-24 dwellings. However, this policy pre-dates paragraph 64 of the revised Framework (2021), which states that provision of affordable housing should not be sought for residential developments that are not major developments. It also states that to support the re-use of brownfield land, where vacant buildings are being reused or redeveloped, any affordable housing contribution due should be reduced by a proportionate amount. Consequently, less affordable housing will be provided on smaller sites than was anticipated when the HPLP was adopted.
- 2.6 Paragraph 5.154 of the HPLP then states:
- “Affordable Housing provided on rural exception sites deliver much needed housing to those in local need. The local planning authorities will continue to support the provision of affordable housing on rural exception sites”*



Evidence base

Strategic Housing Market Assessment and Housing Needs Study (SHMA, April 2014)

- 2.7 The final Strategic Housing Market Assessment and Housing Needs Study (SHMA, Lichfields, April 2014) identifies a current net housing need of 1,568. Over 5 years, this equates to 314 dwellings per annum. The SHMA then identifies a net newly arising need of 565 dwellings. Consequently, the net annual need is **878 affordable dwellings**. This is based on the gross household formation approach. Applying an alternative approach to household formation through the use of net household projections for illustrative purposes reduce the level of affordable housing need to **526 dwellings** per annum. Both figures are substantial.
- 2.8 The SHMA then explains that these figures do not take into account the continued ability of the Private Rented Sector to accommodate households in need, which in practice occurs through the payment of housing benefit. The SHMA considers that 341 of the 1,794 annual private rented housing turnover (at 2011) could be available as re-lets to households in receipt of Housing Benefit.
- 2.9 Nevertheless, the 878 dwelling per annum figure at a rate of 30% would lead to an overall housing requirement of 2,927 dwellings per annum.

Housing Needs Study 2012-based SNPP Update (August 2014)

- 2.10 This study revised the overall objectively assessed housing need but it did not replicate the contextual or affordable housing analysis undertaken in the SHMA as set out above.

Housing Needs Study 2012-based SNHP Update (May 2015)

- 2.11 As with the SNPP update, this study did not undertake a different assessment of housing needs to the SHMA. However, it did explain that it would be unrealistic to set out a housing requirement of 2,927 dwellings per annum so that the 878 affordable dwellings per annum could be achieved.

High Peak Housing and Economic Land Needs Assessment (HELNA, September 2022)

- 2.12 Since the previous application was determined, the Council has published this document. It concludes the following:
- There is a net annual need of between 128 and 189 homes for affordable / social rent and a net annual need of between 89 and 99 affordable homes to purchase (i.e. first homes or intermediate housing including shared ownership) in the High Peak over the period 2021 to 2041. This is a total of between **228 and 270 affordable homes per annum**; and



- There is a net annual need of between 45 and 63 homes for affordable / social rent and a net annual need of between 36 and 40 affordable homes to purchase (i.e. first homes or intermediate housing including shared ownership) in the Central Area over the period 2021 to 2041. This is a total of between **85 and 99 affordable homes per annum**.

Other material considerations

Housing Needs in High Peak – Supplementary Planning Document (November 2007)

- 2.13 The SPD is now 15 years old. Nevertheless, it explains that even the 2006 Housing Needs Survey identified a need for 317 affordable dwellings per annum and showed that the gap between earnings and house prices has been widening over the last five years. What this does demonstrate is that the gap continues to widen and that the affordable housing needs of High Peak residents are not being addressed and remain a need that should be a priority for addressing.



3. Housing Need in Whaley Bridge

Background

Land adjacent to the rear of 54 to 64 Buxton Road, Bridgemont

- 3.1 Affordable housing need in Whaley Bridge was considered in 2018 in the determination of a planning application located near to the current application site at land adjacent and to the rear of 54 to 64 Buxton Road, Bridgemont.
- 3.2 On 26th March 2018, the Council granted full planning permission for 5 no. 2-bed houses and 8 no. 1-bed apartments at a site to the north of the application site to the rear of 54 to 64 Buxton Road (LPA ref: HPK/2017/0536). As with the application site, the land is in the Green Belt. However, the Council granted permission under the rural exception policy H5 of the High Peak Local Plan.
- 3.3 A Housing Needs Survey prepared by Peaks and Plains dated September 2017 was submitted alongside application HPK/2017/0536. It explained that in July 2017 3,167 a rural housing need survey was sent out to all residential households within Whaley Bridge Parish and that 136 responses were received (129 online and 7 by post). The response rate was 4.3%. The purpose of the survey was to assess the housing needs of Whaley Bridge in respect of affordable housing.
- 3.4 The Peaks and Plains Housing Need Survey recorded the following comments from some of the respondents:
 - *“There is a lack of affordable housing in the area”;*
 - *“There is an urgent need for affordable housing”;*
 - New affordable housing would *“enable young local people to remain in the parish”;* and
 - *“Young people cannot afford to buy in the area”*
- 3.5 The Peaks and Plains Housing Need Survey concludes that from 136 responses received, 54 potential new households were required within the parish of Whaley Bridge:
 - 11 existing households in need of alternative accommodation;
 - 30 or more new households residing within existing householders were needed; and
 - 13 new households wishing to form from ex-Whaley Bridge residents.



3.6 As the response rate was only 4.3%, the 54 households in need identified in the Peaks and Plains Housing Need Survey in 2017 should be regarded as a minimum figure.

3.7 The response from the Housing Officer to application HPK/2017/0536 is recorded in the case officer's report to committee dated 19th March 2018. Paragraphs 6.5 and 6.6 record that the Housing Officer was satisfied that the Peaks and Plains Housing Need Survey provides *"sufficient evidence of housing need to justify bringing the site forward under policy H5 of the local plan"*.

3.8 The Housing Officer also referred to 'Home Options' data (i.e. the Council's waiting list for socially rented accommodation) as a basis for assessing demand. The Council's data supported the conclusions of the Housing Needs Survey. The committee report stated the following:

"Given the small amount of affordable housing available in Whaley Bridge the turn-over of General Needs stock is very low. The last 2 bed house that became available was in November 2016 and 20 bids were received for that house. In the last 4 years bids for 2 and 3 bed houses that have occasionally become available have ranged from 14 bids to 38 bids. In the last 4 years only 7 family homes have become void and available for re-let."

3.9 The Housing Officer also stated that the existing socially rented housing stock in Whaley Bridge is "limited". Indeed only 181 affordable dwellings are currently located within Whaley Bridge. The following breakdown was provided by the Housing Officer in response to the application:

- 27 X 1-bed bungalows;
- 13 X 2-bed houses;
- 75 x 3-bed houses;
- 6 x 4-bed houses;
- 50 X 1-bed older persons flats; and
- 10 X 1-bed general needs flats.

3.10 Paragraph 7.12 of the case officer's report to the planning committee then states the following:

"The Housing Needs Survey submitted and the additional evidence drawn upon by the Housing Officer indicates that there is a local need for affordable housing."



Previous application at land west of Bridgemont

3.11 At the time the previous application at the application site was determined, the Council claimed that the development was not of a size and type which can be justified by evidence of need and would not meet a local need. The full detail of this is set out in the committee report for the previous application, but in summary:

- At that time (February 2022), there were 1,158 households on the Council's Housing Register;
- 55 households had identified Whaley Bridge (parish) as their first choice, 71 had identified Whaley Bridge as their second choice and 61 had identified Whaley Bridge as their third choice;
- 51 existing households in Whaley Bridge were on the housing register and they needed 20 x 1-bed, 21 x 2-bed, 7 x 3-bed and 3 x 4-bed affordable homes;
- 82 affordable homes were planned to be delivered in Whaley Bridge (13 at Bridgemont, 32 at Linglongs and 37 in Furness Vale);
- There was a need for 290 affordable homes in the Central Area and 185 affordable homes would be delivered by commitments.

Position at July 2022

3.12 Since the previous application was determined, the 13 affordable homes at land adjacent and to the rear of 54 to 64 Buxton Road, Bridgemont have been completed and therefore can no longer address the outstanding need. Information from the housing officer in July 2022 confirmed:

- 1,240 households are on the Council's housing register (an increase from 1,158 in February 2022);
- 219 households identified Whaley Bridge parish as their 1st, 2nd or 3rd choice (an increase from 187 in February 2022);
- 64 households identified Whaley Bridge as their first choice (an increase from 55 in February 2022); and
- 57 applicants resided in Whaley Bridge (an increase from 51 in February 2022).

3.13 Therefore, the supply has decreased but the affordable housing need has increased since the previous application was determined.

3.14 The Applicant requests the opportunity to discuss this further with the housing officer during the determination of the resubmitted application.



4. Affordable housing completions 2011-22

4.1 The following table sets out the number of gross affordable housing completions in High Peak since the start of the plan period in 2011. The information has been taken from the Council's Annual Monitoring Reports:

Year	Affordable Housing Completions	Total Housing Completions
2011-12	40	102
2012-13	64	207
2013-14	0	36
2014-15	54	100
2015-16	40	160
2016-17	49	330
2017-18	44	498
2018-19	118	380
2019-20	23	305
2020-21	45	249
2021-22	153	387
Total	630	2,754
Average	57	250

4.2 As can be seen from the table above, only 630 affordable dwellings have been completed in the Borough in the first 11 years of the plan period. This is significantly below the annual need of 878 affordable homes identified in the SHMA as explained in section 2 of this statement. In 2021/22, the number of affordable homes delivered was the highest over the last 11 years and this is still significantly below the need of between 228 and 270 affordable homes as identified in the HENA.



- 4.3 The annual housing requirement in the High Peak Local Plan is 350 dwellings per annum. Therefore over the period 2011-21, 3,850 dwellings should have been delivered. Based on the 30% target set out in the SHMA and policy H4 of the HPLP, 1,155 affordable dwellings should have been delivered (i.e. 30% of 3,850 = 1,155). The 630 completions between 2011 and 2021 has been just over half of the target number of affordable homes.



5. Affordable housing supply

- 5.1 As explained in section 2 of this statement, there is a net annual need of between 45 and 63 homes for affordable / social rent and a net annual need of between 36 and 40 affordable homes to purchase (i.e. first homes or intermediate housing including shared ownership) in the Central Area over the period 2021 to 2041. This is a total of between **85 and 99 affordable homes per annum**. This need will not be met by the existing commitments in the Central Area.
- 5.2 The following table demonstrates that there are 193 affordable homes left to be delivered on sites which were under construction or had planning permission in the Central Area at 1st April 2022. This represents less than 2 years of the need identified in the Council's evidence base. The information has been taken from the Council's Five Year Housing Land Report and Annual Monitoring Reports.

Ref:	Site:	Total number of dwellings	Remaining at 1 st April 2022	No. of affordable homes remaining	Comment
	Hallsteads, Dove Holes	104	65	20	30% secured of total (31)
C13	Buxton Road, Chinley	25	25	25	100% secured in total
	Marsh Lane, New Mills	37	29	23	Guinness Partnership: 16 affordable rent and 7 discount market (14 open market)
	Rear of 54 to 64 Buxton Road, Bridgemont	13	13	13	Peaks and Plains 100% affordable housing (this site has now completed)



Ref:	Site:	Total number of dwellings	Remaining at 1 st April 2022	No. of affordable homes remaining	Comment
	Forge Works, Chinely	153	48	14	30% secured in total
C9	Macclesfield Road / Linglongs Road, Whaley Bridge	107	107	32	Barratt Homes 30% secured in total
C3	Derby Road, New Mills	96	96	29	Wain Homes 30% Affordable housing
C16	Buxton Road, Furness Vale	37	37	37	Guinness Partnership 100% affordable housing
			Total	193	

Central Area Allocations

- 5.3 The following table sets out the status of the remaining sites allocated in the HPLP within the Central Area and confirms there are no current proposals that will deliver affordable homes in the Central Area.

Ref:	Site:	No. of dwellings	No. of affordable homes	Comment
C5 C6 C17 C18	Ollersett Lane/Pingot Road/Laneside Road, New Mills	239	Unknown	A planning application has not been made



Ref:	Site:	No. of dwellings	No. of affordable homes	Comment
C7	Woodside Street, New Mills	25	Unknown	A planning application has not been made
C15	Britannia Mill, Buxworth	50	0	An outline planning application for 110 dwellings has been made accompanied by a viability appraisal which explains that it is not viable to provide any affordable homes (LPA ref: HPK/2020/0071)
C19	Furness Vale Business Park	26	Unknown	A planning application has not been made
C20	New Mills, Newtown	15	Unknown	A planning application has not been made
C21	Birch Vale Industrial Estate	100	Unknown	A planning application has not been made
			0	

5.4 As shown in the table above, none of the remaining allocations in the HPLP are in Whaley Bridge. Whilst one of the remaining allocated sites are located within Furness Vale and are therefore within the parish of Whaley Bridge, a planning application has not been made on this site. It is therefore unknown whether these sites will deliver any affordable housing. However, it can be reasonably assumed that given the pattern of delivery over other allocated and consented sites across both the Central Area and wider Borough, the considerable under delivery of affordable housing will remain a problem and any opportunities to address the need through viable solely or significantly proportioned affordable housing schemes should be taken.



- 5.5 Given its proximity to Whaley Bridge, it is also relevant that it is unviable to deliver any affordable housing at the allocated site at Britannia Mill, Buxworth.



6. Conclusions

- 6.1 This statement has evidenced that there is a significant affordable housing need in High Peak, which is not being met. The Council's own evidence included within the SHMA identifies a need of 878 affordable dwellings per annum. This is based on the gross household formation approach. Applying an alternative approach to household formation through the use of net household projections for illustrative purposes reduce the level of affordable housing need to **526 dwellings** per annum. Even based on a target of 30% of the overall housing requirement of 350 dwellings per annum, 105 affordable dwellings should be delivered each year. In either of these scenarios there is a significant affordable housing need in High Peak.
- 6.2 Against this need, only 630 affordable dwellings have been delivered in the first 11 years of the plan period (an average of 57 affordable dwellings per annum). The number of affordable homes delivered has therefore been significantly below the need identified in the SHMA and even the target of 30% of the annual housing requirement.
- 6.3 The more recent evidence by the Council set out in the HELNA (2022) demonstrates that there is a net annual need of between 128 and 189 homes for affordable / social rent and a net annual need of between 89 and 99 affordable homes to purchase (i.e. first homes or intermediate housing including shared ownership) in the High Peak over the period 2021 to 2041. This is a total of between **228 and 270 affordable homes per annum**. Only 153 affordable homes were completed in 2021/22 and therefore there is a significant shortfall already against this.
- 6.4 The number of households on the Council's waiting list has increased since the previous application was considered. The number of households living in Whaley Bridge and those who identified Whaley Bridge as their 1st preference has also increased. This is despite 13 affordable homes having been completed in Bridgemont.
- 6.5 We have reviewed the current commitments and allocations and note that just 193 affordable homes can be expected to be delivered in the Central Area from commitments and there are only 2 remaining sites in Whaley Bridge parish that will deliver 69 affordable homes (37 at Furness Vale and 32 at Linglongs).
- 6.6 Within this context, the development of up to 42 affordable homes is of a size and type which is justified by the evidence of need.



