

Affordable Housing Statement

Winchester Local Plan



Affordable Housing Statement

Winchester Local Plan

Vistry Partnerships

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Appendices

Appendix TKP1 Freedom of Information
Correspondence dated 27 July and
21 August 2023

Appendix TKP2 Freedom of Information
Correspondence dated 23 August
and 23 September 2024

Appendix TKP3 Independent Article, June 2020

Appendix TKP4 2012 HNA Analysis

Introduction

Section 1

- 1.1 This Affordable Housing Statement is prepared by **Tetlow King Planning** (“TKP”) on behalf of **Vistry Partnerships, part of the Vistry Group**. It examines the need for affordable housing in the Winchester City Council administrative area, where Vistry Partnerships is promoting land for residential development.
- 1.2 Land at Pitt Vale comprises an irregular greenfield land parcel of 23.7ha to the north of Romsey Road at the south western edge of Winchester. Land at Pitt Vale occupies an extensive arable field, part of a second field, and an area of paddocks associated with the properties to the south east. The site is located in the Hursley Civil Parish and the Badger Farm & Oliver's Battery Ward at a more local level.
- 1.3 Vistry Group builds more homes in the UK than anyone else and are the UK’s leading provider of affordable mixed tenure homes. Their stated purpose as a responsible developer is to work in partnership to deliver sustainable homes, communities, and social value, leaving a lasting legacy of places people love.
- 1.4 They advise that they do this through their unique approach to building homes, by working with a range of partners, both public and private, who know what homes are needed most and where. This strategy maximises the number of homes, including quality affordable homes, that they can build every year. And that’s why, this year, they are on track to complete 18,000 homes – around half of which will be affordable.
- 1.5 Their website indicates that 65% of the homes they build are for their Registered Provider, Private Rented Sector or Local Authority Partners with the remaining 35% for their Open Market Customers.
- 1.6 Their website also states that, *“And this is just the beginning. We plan to build even more homes next year, as we continue to play our part in addressing the housing crisis, providing more people with a place they are proud to call home.”*
- 1.7 This Affordable Housing Statement supports the ambitions of the Vistry Group to deliver more homes, including affordable homes and accompanies their wider representations to the emerging Regulation 19 Winchester District Local Plan.

- 1.8 Winchester City Council formally began its Regulation 19 Consultation, following on from the Regulation 18 Consultation completed in 2022. The Regulation 19 Consultation will run until 13 October 2024. The focus on affordable housing delivery remains in the Regulation 19 document from the previous consultation, albeit the policy on affordable housing has been amended to be more flexible to take account of previously developed land. Whilst this greater flexibility maybe appropriate for delivering affordable housing on PDL sites, it by inference places a greater burden on greenfield sites to deliver affordable housing.
- 1.9 The council's own evidence base identifies a greater need for affordable housing which justifies additional sites, such as the promotion site at Pitt Vale, being allocated for development in the emerging plan.
- 1.10 The Foreword of the Regulation 19 Local Plan states the Council face a “*challenge of affordability*”, adding that it is “*harder for all ages, and especially younger people, to find a suitable house they can afford*”.
- 1.11 The Regulation 19 Local Plan sets out that “*this plan takes a new approach to affordable housing targets – replacing an ‘expectation’ that was too often missed, with a minimum requirement that developers must achieve*”.
- 1.12 The importance of affordable housing is again highlighted in the Regulation 19 Local Plan at paragraph 9.36, which adds “*the affordability of housing in Winchester district continues to be a major issue and therefore the delivery of affordable homes remains a critical priority of the new Local Plan*”.
- 1.13 Providing a significant boost in the delivery of housing, and in particular affordable housing, has been a key priority for successive Governments including the recently elected Labour government. This is set out in the most up-to-date version of the National Planning Policy Framework (“NPPF”), the Planning Practice Guidance (“PPG”), the National Housing Strategy and the new Government’s recent Written Ministerial Statement (“WMS”).
- 1.14 This Affordable Housing Statement considers the need for affordable housing and the contribution that the proposed development can make towards meeting the affordable housing needs of the Winchester City Council administrative area. It concludes that there is a genuine and acute need for more affordable homes now, which supports the need to bring forward additional sites for development through the emerging Local Plan.

- 1.15 The Statement takes account of a range of affordable housing indicators as well as consideration of national planning policy, performance against plan requirements, affordability issues, the Council's own corporate objectives and the updated evidence on affordable housing needs (2024 SHMA update) which has not only seen an increase in the annual need but also seen an increase in the size of the shortfall of affordable housing delivery since its base date.
- 1.16 In undertaking this work, reliance has been placed upon data obtained through two Freedom of Information ("FOI") requests which are included at **Appendix TKP1** and **Appendix TKP2** to this Statement. The first request was submitted on 27 July 2023 and a full response was received on 21 August 2023. The second request, seeking more recent data for the last monitoring year, was submitted on 23 August 2024 and a response was received on 23 September 2024.
- 1.17 This Statement comprises the following six sections:
- Section 2 reviews relevant Development Plan policies and other material considerations relevant to housing and plan making in Winchester;
 - Section 3 reviews the emerging Regulation 19 Local Plan;
 - Section 4 provides analysis of affordable housing needs;
 - Section 5 examines past affordable housing delivery;
 - Section 6 identifies a range of affordable housing indicators; and
 - Section 7 sets out our conclusions and recommendations.

The Development Plan and Related Policies

Section 2

- 2.1 The emerging Winchester District Local Plan comes forward against a backdrop of existing planning policies and the Council's wider corporate objectives. This section of the Statement sets out a review of the adopted and emerging Development Plan, alongside a series of Winchester City Council documents which identify affordable housing as an important corporate priority for the Council.

The adopted Development Plan

Winchester District Local Plan Part 1 – Joint Core Strategy Development Plan Document (adopted March 2013)

- 2.2 The Joint Core Strategy was prepared by Winchester City Council and the South Downs National Park Authority. It was adopted over ten years ago in March 2013, and covers a twenty-year plan period from 2011 to 2031.
- 2.3 Chapter 2 of the Joint Core Strategy sets out the spatial profile for the authority area. It recognises the relative affluence of Winchester District whilst noting that this poses challenges for the District. Paragraph 2.4 at page 13 highlights the need for affordable housing to accommodate those households who wish to live and work locally:

“Many of the affluent, mobile population commute to higher paid employment elsewhere, driving house prices higher than surrounding areas and creating a significant demand for more affordable housing for those who work in the District and wish to live locally rather than commute in. There is a particular need to address the needs of the aging population and their housing requirements along with the needs of young people and families to retain sustainable mixed communities, which support a strong local economy.”

- 2.4 Chapter 7 of the Joint Core Strategy sets out the policies themed around “Active Communities” across Winchester District. Paragraph 7.2 at page 69 links the JCS to the Council’s wider Housing Strategy, which identifies the following two planning priorities:

“to maximise the supply of high quality affordable housing in urban and rural areas to meet local needs”

“to ensure an adequate housing supply to support the local economy and meet local needs, including enabling affordable housing to be provided on rural exception sites.”

- 2.5 Paragraph 7.6 at page 69 further explains the considerable need for affordable housing and the challenges that the Council faces in meeting its level of need:

Affordable housing needs are considerable and Policy CP3 seeks the maximum level of affordable housing provision that is viable, in conjunction with new development. However, this alone will not fully meet affordable housing needs and other means of improving affordable housing provision will be sought, including making better use of the existing stock and developing schemes which contain a higher proportion of affordable housing.”

- 2.6 Paragraph 7.6 also notes that the Council and National Park Authority may allocate more land for development in order to meet affordable housing needs, stating “The Council and the National Park Authority will monitor the delivery of these schemes and may allocate sites for affordable housing provision where necessary to bring forward adequate housing.”

- 2.7 Chapter 7 goes on to set out the affordable housing policies in Winchester, with paragraph 7.19 at page 72 recognising that “It is a priority of this Plan to maximise the provision of affordable housing. The need to provide additional affordable housing is one of the greatest challenges facing the District”. It refers the (then-current) identified affordable housing needs, stating that “To meet existing (in 2012) and newly arising need within 5 years would require 519 new affordable dwellings a year in the period 2012- 2017 (consisting of 371 Social or Affordable Rented and 148 Intermediate), but this is unlikely to be achieved in the short term”. The most recent assessments of affordable housing need are discussed further at Section 3 of this Statement.

- 2.8 Paragraph 7.19 further highlights the desirability of meeting affordable housing needs as soon as possible, and highlights the importance of boosting the affordable housing supply:

“Extending the time horizon would reduce the annual requirement, but it is desirable to tackle housing need as soon as realistically possible. Consequently, all new housing development should make a contribution towards provision, irrespective of the site’s scale. It is unlikely to be possible to achieve the level of provision needed solely through quotas on market housing. Therefore, it is important that all reasonable steps are taken to improve the supply by promoting other affordable housing to meet specific local community needs.”

- 2.9 In terms of tenure, paragraph 7.20 explains that the Council considers that social rented homes should be prioritised, as the ‘most affordable’ housing tenure:

“Affordable housing includes Affordable and Social Rent, and Intermediate Housing. Of all the affordable housing needs the greatest is for Social or Affordable Rented homes and meeting these needs will be the priority. In order to ensure a balanced supply and create sustainable, mixed and inclusive communities, while prioritising rented homes, approximately 70% of all new affordable housing provided should be for rent”.

- 2.10 **Policy CP3 ‘Affordable Housing Provision on Market Led Housing Sites’** at page 73 is the principal policy for affordable housing, which sets an expectation that development schemes deliver **40% affordable housing** of which 70% are to be affordable homes for rent.

- 2.11 The Joint Core Strategy also includes a rural exceptions policy (Policy CP4 ‘Affordable Housing on Exception Sites to Meet Local Needs’) to enable smaller scale, affordable housing led schemes to come forward across Winchester District (including that which falls within the National Park)

Corporate Plans and Strategies

- 2.12 Several Corporate Plans and Strategies support the need for more affordable homes.

‘Housing for Winchester’ Housing Strategy 2023 to 2028

- 2.13 The ‘Housing for Winchester’ Housing Strategy sets out the council’s vision and housing objectives to ensure they meet the housing aspirations and needs of their residents. The Introduction to the document summarises the importance of housing; the Council’s past successes; and the challenges that the Council seeks to address going forward.
- 2.14 Page 3 and 4 of the Strategy outlines that *“Average House prices increased by 13.7% between 2018 and 2022, 67.5% of households in the district are homeowners”* and *“The local private housing rented market is expensive, the proportion of net income required to cover housing costs for low income household has increased.”*
- 2.15 Pages 3 and 4 of the Strategy also highlight that *“There are approximately 1,550 households on the councils housing register. Approximately 63% of those are of working age, registered as in work”* and *“The demand for housing options services has been increasing over the past 4 years with a 36% increase in approaches made to the service in 2022/23”*.
- 2.16 Page 8 of the Strategy highlights some of the Council’s previous Housing Strategy (2018-2023) achievements:
- *“Delivered 239 new affordable council homes and 1,383 Registered Provider homes from 2018/19 to 2022/23.*
 - *Introduced higher energy efficiency standards for new council homes.*
 - *Meeting the council housing stock decent Homes Standard.*
 - *Delivering high performing housing management services.*
 - *Maintained low levels of homelessness, rough sleeping and street activity.*
 - *In the top 25% quartile of LA’s for preventing homelessness.”*

2.17 Page 10 of the Strategy outlines the challenges for Winchester given the “popularity of Winchester and its relative affluence”. The Strategy outlines the following challenges and need for intervention in the housing market:

- *“Increasing Homelessness demand and the need to deliver more affordable rented homes by the council or Registered Providers.*
- *A generation that wants to own their home. The need to deliver more low-cost shared ownership homes and/or an affordable private sector housing offer. Parts of the community that need specific homes to meet their needs, older persons, those living with disabilities or support needs. The need to make sure housing development or changes to the existing housing stock better meet those needs, as well as encouraging a market response.”*



2.18 Page 11 of the Strategy ‘Housing Strategy Vision, Mission and Objectives’ lists the 4 Objectives within the document:

- Objective 1 - More Homes for All
- Objective 2 - Greener Homes
- Objective 3 - Homes that Better Meet Different Needs
- Objective 4 - Better Managed Homes, Better Neighbourhoods

2.19 The first objective ‘More Homes for All’ outlines on Page 12 the “Delivery of high quality and affordable new homes that meets identified need and address the climate change emergency”. Page 12 continues, adding

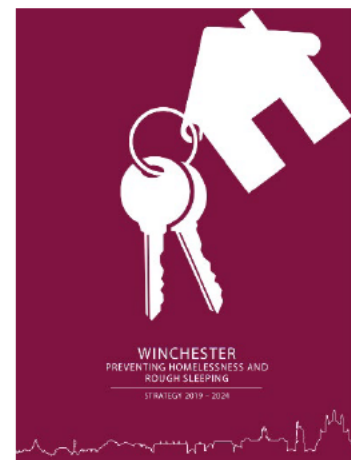
- *“The development of new affordable housing will be targeted to meet needs identified by the council’s housing register demand.*
- *Ensuring all Registered Providers and the council are committed to the delivery of the council’s Development Strategy programme.*
- *Next Generation Winchester - Exploring barriers to buy a home and privately rent.*
- *Ensure there is a joined-up approach for the enabling and council delivery of low cost shared ownerships properties that are affordable.*

- *Maximise Home England investment and funding to deliver more affordable social rented homes.*
- *Work with local communities and Parish Councils to deliver affordable housing in rural areas.*
- *Delivering different tenure offers through the Local Housing Company - Venture Living.”*

2.20 Objective 3 ‘Homes that better meet different needs’ is outlined on page 14, with a focus on *“Improving the housing circumstances of all households”*.

Preventing Homelessness and Rough Sleeping Strategy 2019 to 2024

2.21 The Preventing Homelessness and Rough Sleeping Strategy 2019 to 2024 sets out the Council’s approach to tackling homelessness, working with partner organisations. The Foreword by the Portfolio Holder for Housing at page 4 underlines the importance of the strategy and the increasing demand for housing advice in the District:



“An effective Homelessness Prevention and Rough Sleeping Strategy and its Action Plan are key tools in helping to deliver our objectives in meeting the needs of the most vulnerable and excluded members of our community by providing targeted help and support to enable them to prevent homelessness and sustain tenancies.”

“We have seen an upturn in approaches for housing advice and assistance from people facing homelessness and officers are focussing a great deal of attention on delivering an effective package of preventative measures a key part of our approach in tackling the causes of homelessness.”

2.22 The Introduction at page 6 recognises the impact of housing benefit reforms, placing more households at risk of homelessness and greater difficulty in accessing the Private Rented Sector, stating that “The impact of welfare reform has resulted in many more people being at risk of homelessness. Frozen Local Housing Allowance rates have reduced access to the private rented housing sector for vulnerable households.

- 2.23 The second and third paragraphs at page 6 highlight the need for a multi-agency approach to homelessness, the serious effects of homelessness, and the Council's stated commitment to reduce homelessness:

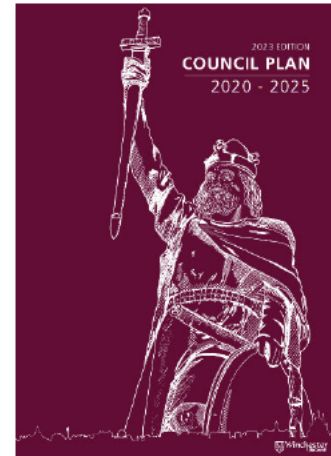
“Homelessness is a complex issue that cannot be solved by one organisation alone with a range of social and economic factors contributing to the causes of homelessness. Many of these issues are not housing related. Childhood trauma has been linked to drug and alcohol abuse in later life as well as domestic abuse and mental health issues often leading to homelessness and rough sleeping. The impact of homelessness can be devastating and damaging with long term consequences for those affected.”

“The Council is committed to tackling the causes of homelessness, to prevent and reduce homelessness and end rough sleeping within the Winchester district by 2023. ‘Delivering quality housing options’ is a key strategic outcome and corporate commitment within the Council strategy with an objective ‘To drive down homelessness across the district and support partner agencies in the drive for an improved life for those in need’.

- 2.24 Page 10 highlights the Council's success to date in addressing homelessness, with the Council's housing options service achieving the Gold Standard set out by central Government. Page 11 highlights that the Council avoids the use of bed-and-breakfast accommodation except in emergencies and has not accommodated young people or families in such accommodation at all since 2012.
- 2.25 The Strategic Objectives across council departments are set out from page 12 onwards. At page 14 the objective of 'Ensuring sufficient supply of accommodation' includes aims to *“Introduce a housing company to drive forward the development of mixed tenure affordable housing options across the district”* and to *“Work with the Council's New Homes Delivery team, developers and Registered Providers to increase a supply of suitable and affordable housing options”*.

Council Plan 2020 to 2025 (2023 Edition)

- 2.26 The Winchester Council Plan sets out the Council's overarching priorities and objectives and was updated earlier in 2023. Page 6 summarises *"The Challenges We Face"* and identifies *"the high costs of buying and renting a home"* as one of the eight key challenges in the District.
- 2.27 Page 14 discusses the topic of "Homes for All", setting out that:



"Housing in our district is expensive and young people and families often struggle to find and retain suitable accommodation they can afford, particularly at a time when costs are rising steeply. We are focused on providing homes for all in the Winchester district – homes that are affordable, sustainable, with low energy usage and low bills, and built in the right areas for our changing communities."

- 2.28 Targets pursuant to this aim include *"Building significantly more homes ourselves, with a target to build 1,000 new homes by 2030"* and *"Strengthening our Local Plan to ensure the right mix of homes is built for all sectors of our society, including young people"*.

Summary

- 2.29 The evidence set out in this section clearly highlights that within adopted policy and other plans and strategies, providing affordable housing has long been established as, and remains, a key issue which urgently needs to be addressed within Winchester District. The Council has an up-to-date suite of corporate plans and policies which, taken together, recognise that there are serious challenges in respect of the availability and affordability of homes.

Regulation 19 Local Plan

Section 3

Emerging Local Plan

- 3.1 On 29 August 2024, Winchester City Council formally began its Regulation 19 Consultation, following on from the Regulation 18 Consultation completed in 2022. The Regulation 19 Consultation will run until 13 October 2024. The focus on affordable housing delivery remains in the Regulation 19 document from the previous consultation.
- 3.2 **Emerging Strategic Policy H1 ‘Housing Provision’** sets out that:
- “Housing will be permitted to provide for the scale, types and tenures of housing needed in the Local Plan area over the Plan period (2020-2040), including a contribution towards the unmet needs of adjoining areas. Provision is made for the development of about 15,115 dwellings (net) in this period (excluding the South Downs National Park area)”*
- 3.3 *Emerging Strategic Policy H1 adds that housing development will be distributed between the three spatial areas as follows:*
- “i. Winchester Town about 5,640 dwellings*
- ii. South Hampshire Urban Areas about 5,650 dwellings*
- iii. Market Towns and Rural Area about 3,825 dwellings.”*
- 3.4 **Emerging Strategic Policy H2 ‘Housing Phasing and Supply’** outlines that *“Phasing will be applied to new greenfield housing sites allocated by this Plan, so as to prioritise the development of previously developed land and achieve a suitable housing trajectory, by holding back most allocated greenfield sites until the later parts of the Plan period.”*
- 3.5 **Emerging Strategic Policy H5 ‘Meeting Housing Needs’** outlines that *“i. At least 40% of affordable dwellings for rent should be 3 bedrooms or more; ii. At least 65% of affordable home ownership dwellings should be 2 or 3 bedroomed houses”*.

3.6 The emerging policy text continues, adding that for Build to Rent:

“Proposals for Build to Rent housing will be supported where the site accords with other policies and is in an appropriate location and 20% of the Build to Rent units are provided (and maintained in perpetuity) at affordable private rents (at least a 20% discount to market rents inclusive of service charge).”

3.7 Paragraph 9.36 of the emerging local plan states that *“The affordability of housing in Winchester district continues to be a major issue and therefore the delivery of affordable homes remains a critical priority of the new Local Plan.”*

3.8 **Emerging Policy H6 ‘Affordable Housing’** sets out that all development which increases the supply of housing by 10 dwellings or more (or is on sites of over 0.5 hectares) will be expected to provide at least;

“i. 40% of the gross number of dwellings as affordable housing;

ii. On previously developed land, in recognition of the increased development costs including costs of land, the proportion of affordable housing will be no less than 30%.”

3.9 The emerging policy also sets a lower requirement for previously developed land in the short term, where development is required to mitigate the impact of additional phosphates on the River Itchen SAC. Emerging policy H6 adds that the proportion of affordable housing in these areas will be reduced to no less than

“• 35% on greenfield sites;

• 25% on previously developed land.”

3.10 Emerging policy H6 continues to add that:

“For market led housing schemes, the affordable housing should be provided in accordance with the following proportions;

• 35% as low cost home ownership; and

• 65% as Social Rent or Affordable Rent (with rent levels being a maximum of the Local Housing Allowance level or 80% of market rent where the percentage of affordable housing on site Policy H6 Affordable Housing exceeds the required level under this policy). Rent levels different from this requirement should be agreed via an evidence-based viability assessment.”

- 3.11 Emerging policy H6 adds that *“Affordable housing should be provided on-site, indiscernible from, well integrated with and dispersed throughout the market housing, unless off-site provision would better meet priority housing needs and support the creation of inclusive and mixed communities”*.
- 3.12 Moreover, emerging policy H6 states that *“Affordable housing should remain available in perpetuity. Provision should be by a Registered Provider (regulated by the Regulator of Social Housing), unless otherwise agreed.”*.
- 3.13 Regarding viability, emerging policy H6 states that *“Where schemes do not provide the full level of affordable housing expected, as set out above in this policy, applicants will be required to submit an ‘open book’ viability assessment that sets out how the particular circumstances justify the need for viability assessment and why an exception to policy should be made.”*.
- 3.14 **Emerging Policy H7 ‘Affordable Housing Exception Sites to Meet Local Needs’** sets out the *“Local Planning Authority will exceptionally grant permission or allocate sites for the provision of affordable housing to meet the specific local needs of particular settlements, on land where housing development would not normally be permitted”*. The emerging policy states that development will only be permitted where:
- “i. The proposal is suitable in terms of its location, size and tenure to meet an identified local housing need that cannot be met within the policies applying to the settlement to which that need relates;*
 - ii. The scheme is of a design and character appropriate to its location and avoids harm to the character of the area or to other planning objectives, taking account of the policy objective to maximise affordable housing provision; and*
 - iii. The affordable housing is secured to meet long term affordable housing needs and will remain available in perpetuity (subject to any legislative requirements).”*
- 3.15 Emerging Policy H7 adds that *“Subject to the needs of the local community, the majority of the affordable homes should be for social or affordable rent (with rent levels being a maximum of the Local Housing Allowance level, unless otherwise agreed and evidenced by a viability appraisal).”*.

- 3.16 TKP raise concerns over the appropriateness of policy H6 in terms of the imprecise nature of the policy relating to delivery of affordable housing. For instance, it is unclear what is meant by short term in respect of:

“where development is required to mitigate the impact of additional phosphates on the River Itchen SAC (see policy NE16), the proportion of affordable housing will be reduced to no less than

- *35% on greenfield sites;*
- *25% on previously developed land”.*

- 3.17 Concerns are also raised in respect of the requirements for perpetuity of all affordable housing.

Summary

- 3.18 The evidence set out in this section clearly highlights that within the emerging Regulation 19 Local Plan, providing affordable housing continues to be a key issue which urgently needs to be addressed within Winchester District. In respect of the changes to the flexibility of Policy H6, it inevitably places a greater burden on greenfield sites to deliver the majority of affordable housing. In light of the increased need for affordable housing identified in the most recent needs assessment, the council should leave no stone unturned to locate additional sites, which can deliver at 40% to assist with providing more homes for people in need.

Affordable Housing Needs

Section 4

The Development Plan

- 4.1 The adopted Development Plan does not define a numerical target for the provision of affordable homes. Instead, the adopted Joint Core Strategy seeks 40% affordable housing provision is made from qualifying developments. The Emerging Local Plan continues, at the upper most end of Policy 6, to seek this level of affordable housing provision, despite stating at paragraph 9.38 that *“it was not possible to achieve the full 40% affordable housing target in the current Local Plan in every case”*. The changes to the flexibility of policy H6 are broadly welcomed, but it does ensure that more greenfield sites will need to “top-up” the delivery of affordable housing, such as the land at Pitt Vale site.
- 4.2 As discussed in Section 2 of this Statement, paragraph 7.19 of the Joint Core Strategy does however acknowledge the findings of the 2012 Housing Market and Housing Need Assessment Update which identifies a need for 519 affordable dwellings per annum over the five years between 2012/13 and 2016/17.
- 4.3 In the absence of a defined affordable housing target figure in adopted and/or emerging policy, it is important to consider the objectively assessed need for affordable housing within the most up-to-date assessment of local housing need. In summary, the affordable housing need is calculated by identifying:
- a. the existing housing need as of the base date of the assessment;
 - b. the newly arising need across each year of the assessment period (from newly forming households and from existing households falling into need); and
 - c. the supply of affordable housing through re-lets of existing homes, which can be used to accommodate households in need and therefore deducted from the total.

Housing Market Assessments

- 4.4 Winchester City Council has published two Housing Market Assessments over the course of the past five years, each of which follow the basic needs assessment model contained within the Planning Practice Guidance (and predecessor documents).

Winchester District Strategic Housing Market Assessment Update 2024

- 4.5 The Winchester District Strategic Housing Market Assessment Update 2024 (“2024 SHMA” Update) was published in July 2024 and provides a series of focused updates to the 2020 SHMA including to the assessment of affordable housing need. The 2024 SHMA Update forms part of the evidence base for the Regulation 19 Local Plan and has informed its preparation.
- 4.6 The 2024 SHMA Update adopts a consistent methodology to the 2020 SHMA but includes the latest information on housing costs, incomes, and reflects the latest definition of affordable housing in the NPPF (2024).
- 4.7 The 2024 SHMA Update confirms that there is an increased affordable housing need in Winchester from that identified in the 2020 SHMA. The newly identified affordable housing **need is 495 affordable dwellings per annum between 2020/21 and 2039/40**. Table 3.11 at page 23 sets out that there is a need for 368 rented affordable homes per year in the Plan area, while table 3.19 on page 34 identifies a need for 127 affordable home ownership dwellings. **This equates to a total affordable housing need in the District of 9,405 over the plan period from 2020/21 to 2039/40.**

Winchester District Strategic Housing Market Assessment 2020

- 4.8 The Winchester District Strategic Housing Market Assessment 2020 (“2020 SHMA”) was published in February 2020 and identifies the objectively assessed affordable housing need for Winchester City Council for the 17-year period between 2019/20 and 2035/36. The 2020 SHMA forms part of the evidence base for the Regulation 19 Local Plan.
- 4.9 The 2020 SHMA concludes that there is a **need for 343 affordable dwellings per annum between 2019/20 and 2035/36**. Table 5.15 at page 38 shows a need for 220 affordable rented dwellings per annum, while Table 5.20 at page 44 shows a need for 123 affordable home ownership dwellings per annum. For the total 17-year period from 2019/20 to 2035/36, this equates to 5,831 affordable homes.

Conclusions on Affordable Housing Needs

- 4.10 Figure 4.1 below summarises the identified needs set out in each of the two assessments of affordable housing need discussed above.

Figure 4.1: Summary of Housing Needs Assessments in Winchester City Council

Document	Base date	End date	Annual affordable housing need	Total affordable housing need
2020 SHMA	2019/20	2035/36	343 dwellings	5,831
2024 SHMA Update	2020/21	2039/40	495 dwellings	9,405

4.11 Section 5 of this Statement goes on to consider the Council’s track record of affordable housing delivery against these identified needs.

Affordable Housing Delivery

Section 5

Past Affordable Housing Delivery

5.1 Figure 5.1 illustrates the delivery of affordable housing (“AH”) in Winchester City Council since the start of the Local Plan period in 2011/12.

Figure 5.1: Gross Additions to Affordable Housing Stock, 2011/12 to 2023/24

Monitoring Period	Total Housing Completions (Net)	Additions to AH Stock (Gross)	Gross AH as a %age of total completions
2011/12	345	142	41%
2012/13	235	62	26%
2013/14	500	115	23%
2014/15	290	134	46%
2015/16	440	63	14%
2016/17	601	86	14%
2017/18	575	163	28%
2018/19	838	278	33%
2019/20	664	206	31%
2020/21	832	118	14%
2021/22	1,141	528	46%
2022/23	1,044	383	37%
2023/24	977*	482*	49%
Total	8,481	2,760	33%
Average	652	212	

Source: DLUHC Live Tables 122, 1008C, 691 and 693; Statistical Data Returns data sets for the period 2011/12 to 2022/23, *Freedom of Information response (23 September 2024).

- 5.2 Between 2011/12 and 2023/24, a total of 8,481 dwellings were delivered in Winchester district, equivalent to 652 per annum. Of these, 2,760 dwellings were affordable tenures, equivalent to 212 per annum. This equates to **33% gross affordable housing delivery**.
- 5.3 However, it is important to note that the gross affordable completions figure does not take into account any losses from the affordable housing stock through demolitions nor through Right to Buy (“RtB”) sales from existing Council and Registered Provider¹ (“RP”) affordable housing stock.
- 5.4 Dwellings sold under the Right to Buy are lost permanently from the existing affordable housing stock and can no longer be used to accommodate households in need. In Winchester, the affordable housing stock is held by both the Council and by Registered Providers (“RPs”). Councils are able to use some Right to Buy receipts to acquire existing homes for use as affordable housing and data on these acquisitions is available from 2017 onwards.
- 5.5 Figure 5.2 below calculates the affordable housing delivery per annum since the start of the Joint Core Strategy period in 2011/12, net of Right to Buy sales and associated acquisitions. In total, 252 dwellings were sold from the Council’s own stock and a further 23 dwellings were sold from RP stock. Another 55 dwellings were acquired for use as affordable housing, using receipts from these sales. This results in an overall deduction of 220² affordable dwellings over this period which equates to 8% of the gross affordable housing completions of 2,760 affordable dwellings over the 13-year period.

¹ RtB data on RP sales of affordable housing to RP tenants is contained in the annual Statistical Data Returns (‘SDR’) data sets for the period 2011/12 to 2023/24 published by the Regulator of Social Housing. These figures have been combined on an annual basis to produce total Right to Buy sales.

² (252 dwellings sold from Council stock + 23 dwellings sold from RP stock) – 55 acquisitions = 220 net sales

Figure 5.2: Net of Right to Buy Additions to Affordable Housing Stock, 2011/12 to 2023/24

Monitoring Period	Total housing completions (Net)	Additions to AH Stock (Gross)	LPA Acquisitions	LPA RtB sales	RP RtB sales	Additions to AH Stock (Net of RtB)	Additions to AH Stock (Net of RtB) as a %age of total completions
	A	B	C	D	E	F <i>(B + C) - (D + E)</i>	G <i>(F / A) X 100</i>
2011/12	345	142	0	4	3	135	39%
2012/13	235	62	0	15	4	43	18%
2013/14	500	115	0	21	5	89	18%
2014/15	290	134	0	24	2	108	37%
2015/16	440	63	0	19	6	38	9%
2016/17	601	86	0	37	1	48	8%
2017/18	575	163	0	15	0	148	26%
2018/19	838	278	0	20	0	258	31%
2019/20	664	206	10	24	0	192	29%
2020/21	832	118	4	19	0	103	12%
2021/22	1,141	528	3	27	2	502	44%
2022/23	1,044	383	18	27	0	374	36%
2023/24	977	482	20	0*	0*	502	51%
Total	8,481	2,760	55	252	23	2,540	30%
Average	652	212	8	21	2	195	

Source: DLUHC Live Tables 122, 1008C, 691 and 693; Statistical Data Returns data sets for the period 2011/12 to 2022/2, Freedom of Information response (23 September 2024). *Data not yet available

- 5.6 Figure 4.2 demonstrates that on average between 2011/12 and 2023/24, the Council has added just 195 affordable dwellings per annum net of Right to Buy sales and additions from acquisitions, equivalent to 30% of the total average number of net housing completions. This figure is likely to fall even further if demolitions to existing stock were to be accounted for.
- 5.7 The above evidence clearly demonstrates that Right to Buy sales are depleting the affordable housing stock across Winchester City Council faster than the replacements from acquisitions.
- 5.8 The impact of losses as a result of Right to Buy was acknowledged by the Inspector presiding over the appeal at land at the site of the former North Worcestershire Golf Club Ltd, Hanging Lane, Birmingham which was allowed in July 2019³. Paragraph 14.108 of the Inspector's Report sets out that:
- “Mr Stacey’s unchallenged evidence shows that only 2,757 new affordable homes were provided in the City over the first 6 years of the plan period. This represents less than half of the target provision and a net increase of only 151 affordable homes if Right to Buy sales are taken into account. On either measure there has been a very low level of provision against a background of a pressing and growing need for new affordable homes in Birmingham” (emphasis added).*
- 5.9 This was later endorsed by the Secretary of State, who stated that the 800 family homes, including up to 280 affordable homes is a benefit of significant weight.
- 5.10 The seriousness of the impact was considered in a Newspaper article in the Independent newspaper in June 2020. The article is attached as **Appendix TKP3**. The reporter considered how Council housing sell-off continues as government fails to replace most homes sold under Right to Buy.

³ SoS decision reference: 3192918

- 5.11 It advised that, *“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.”* It went on to say that *“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”.*
- 5.12 The articles goes on to quote Jon Sparkes, chief executive at homelessness charity Crisis, who 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.”*
- 5.13 It is important therefore that gains and losses to affordable housing stock through the Right to Buy and acquisitions are taken into account, to reflect the actual level of affordable houses available.
- 5.14 The comments of Crisis underline the serious effect this is having upon the supply of affordable homes and for those people in housing need. For the purposes of subsequent analysis, the net of Right to Buy figures have been applied.

Affordable Housing Delivery Compared to Affordable Housing Needs

2020 SHMA

- 5.15 Figure 5.3 illustrates net affordable housing delivery compared to the affordable housing need of 343 net affordable dwellings per annum between 2019/20 and 2023/24, as set out in the 2020 SHMA.

Figure 5.3: Net of Right to Buy Additions to Affordable Housing Stock vs Needs Identified in the 2020 SHMA, 2019/20 to 2023/24

Monitoring Period	Additions to AH Stock (Net of RtB)	2020 SHMA AH Needs Per Annum (Net)	Annual Shortfall / Surplus	Cumulative Shortfall	Additions as a %age of Needs
2019/20	192	343	-151	-151	56%
2020/21	103	343	-240	-391	30%
2021/22	502	343	+159	-232	146%
2022/23	374	343	+31	-201	109%
2023/24	502	343	+159	-42	146%
Total	1,673	1,715	-42		98%
Average	335	343	-8		

Source: DLUHC Live Tables 122, 1008C, 691 and 693; Statistical Data Returns data sets for the period 2011/12 to 2022/23; 2020 SHMA, Freedom of Information response (23 September 2024).

5.16 Since the start of the 2020 SHMA period in 2019/20 affordable housing completions (net of Right to Buy) have averaged 335 net affordable dwellings per annum, against a need of 343 net affordable dwellings per annum. A shortfall of -42 affordable dwellings has arisen over the five-year period, equivalent to an average annual shortfall of -8 affordable dwellings.

2024 SHMA Update

5.17 Figure 5.4 illustrates net affordable housing delivery compared to the affordable housing need of 495 net affordable dwellings per annum between 2020/21 and 2023/24, as set out in the 2024 SHMA Update.

5.18 As outlined in Section 4 of this report, the revised affordable housing need figure identified in the 2024 SHMA Update is greater than the figure given in the 2020 SHMA.

Figure 5.4: Net of Right to Buy Additions to Affordable Housing Stock vs Needs Identified in the 2024 SHMA Update, 2020/21 to 2023/24

Monitoring Period	Additions to AH Stock (Net of RtB)	2024 SHMA Update AH Needs Per Annum (Net)	Annual Shortfall / Surplus	Cumulative Shortfall	Additions as a %age of Needs
2020/21	103	495	-392	-392	21%
2021/22	502	495	+7	-385	101%
2022/23	374	495	-121	-506	76%
2023/24	502	495	+7	-499	101%
Total	1,481	1,980	-499		75%
Average	370	495	-125		

Source: DLUHC Live Tables 122, 1008C, 691 and 693; Statistical Data Returns data sets for the period 2011/12 to 2022/23; 2020 SHMA, Freedom of Information response (23 September 2024).

5.19 Since the start of the 2024 SHMA Update period in 2020/21 affordable housing completions (net of Right to Buy) have averaged just 370 net affordable dwellings per annum, against a need of 495 net affordable dwellings per annum. A shortfall of -499 affordable dwellings has arisen over the four-year period, equivalent to an average annual shortfall of -125 affordable dwellings.

Conclusions on Affordable Housing Delivery

5.20 The above evidence demonstrates that across Winchester City Council, the delivery of affordable housing has fallen persistently short of meeting identified needs.

5.21 In the 13-year period since the start of the Joint Core Strategy period in 2011 net affordable housing delivery represented just 30% of overall housing delivery (against a policy expectation of 40%), equating to just 195 affordable dwellings per annum.

5.22 When viewing against the identified needs in the 2020 SHMA, a shortfall of -42 affordable dwellings has arisen over the five-year period, equivalent to an average annual shortfall of -8 affordable dwellings. This is despite an unusually strong year of delivery in 2021/22 in which 528 net affordable dwellings were delivered.

5.23 The affordable housing completions figures can again be compared to the most recent 2024 SHMA Update, in which a shortfall of -499 affordable dwellings has arisen over the four-year period, equivalent to an average annual shortfall of -125 affordable dwellings.

- 5.24 The shortfall of -802 against the revised housing need figure in the 2024 SHMA Update is considerably larger than the shortfall of -42 derived from the 2020 SHMA needs figure. It is clear that more sites are needed in Winchester to accommodate this increasing affordable housing need identified in the latest evidence base.
- 5.25 Further under provision of affordable housing can be found when looking at the earlier monitoring period of the adopted Local Plan (2013)⁴. The Winchester 2012 Housing Market and Housing Need Assessment “2012 HNA” concluded that there was a need for 519 affordable dwellings per annum between 2012/13 and 2016/17. During the five-year 2012 HNA period, affordable housing completions (net of Right to Buy) averaged just 65 net affordable dwellings per annum. A shortfall of -2,269 affordable dwellings arose over the five-year period, equivalent to an average annual shortfall of -454 affordable dwellings.
- 5.26 It is clear that a ‘step change’ in affordable housing delivery is needed now in the Winchester City Council authority area to address these shortfalls and ensure that the future authority-wide needs for affordable housing can be met.

⁴ Full 2012 HNA analysis at Appendix TKP4

Affordable Housing Indicators

Section 6

Market Signals

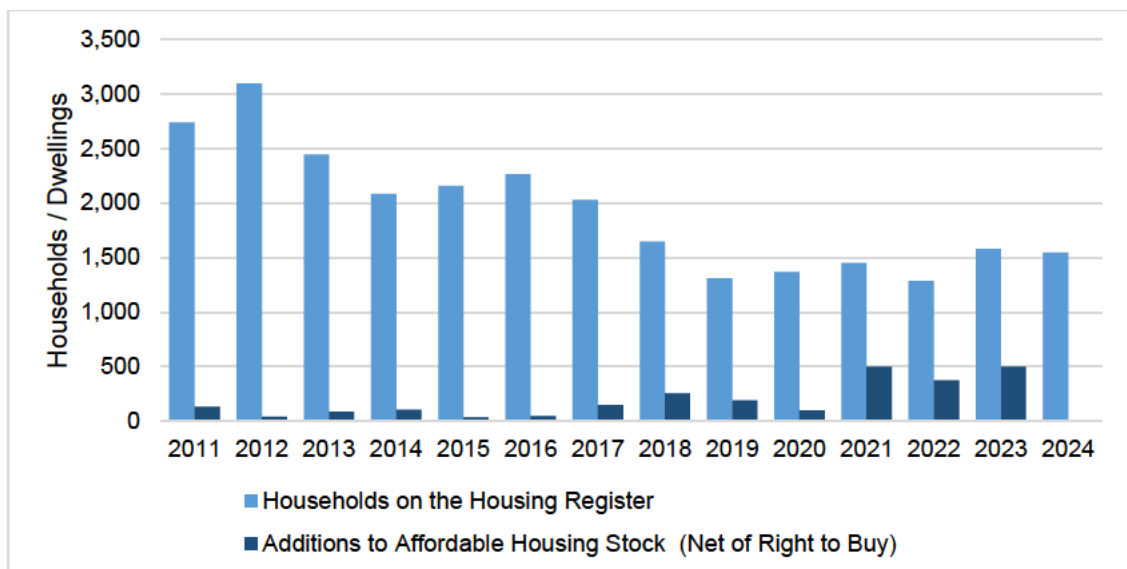
6.1 The PPG recognises the importance of giving due consideration to market signals as part of understanding affordability in the context of plan making.

Housing Register

6.2 The Council's Freedom of Information response (**Appendix TKP2**) confirms that on 31 March 2024 there were **1,544 households on the Housing Register** in Winchester District.

6.3 Figure 6.1 provides a comparative analysis of the number of households on the Housing Register and affordable housing delivery (net of Right to Buy) across Winchester City Council since the start of the Local Plan period in 2011.

Figure 6.1: Number of Households on the Housing Register Compared with Additions to Affordable Housing Stock (Net of Right to Buy), 2011/12 to 2024/25



Source: Freedom of Information response (23 September 2024); DLUHC Live Table 600; analysis in Figure 4.2 above.

Note: completions figures are not yet available for the 2024/25 monitoring period

6.4 Footnote 4 of DLUHC⁵ Live Table 600 highlights that:

“The Localism Act 2011, which came into force in 2012, gave local authorities the power to set their own qualification criteria determining who may or may not go onto the housing waiting list. Previously, local authorities were only able to exclude from their waiting list people deemed guilty of serious unacceptable behaviour. The Localism Act changes have contributed to the decrease in the number of households on waiting lists since 2012” (Emphasis added).

6.5 Evidently the result of the Localism Act is that many local authorities, including Winchester City Council, have been able to exclude applicants already on Housing Register waiting lists who no longer meet the new narrower criteria but who are still in need of affordable housing.

6.6 Following the 2012 changes brought about by the Localism Act, Winchester City Council published a revised Housing Allocations Scheme in 2013 (as part of the Hampshire Home Choice Allocations Framework) with several incremental changes made since then, as set out in the FoI response.

6.7 Whilst restricting the entry of applicants on to the Housing Register may temporarily reduce the number of households on the waiting list, this does not reduce the level of need, it merely displaces it.

6.8 Notwithstanding this, each of the 1,544 households on the Housing Register in Winchester have met the qualifying criteria and have been accepted by the Council as being in housing need.

6.9 The importance of the Housing Register was recognised in the appeal decision at Oxford Brookes University Campus at Wheatley⁶, Inspector DM Young asserted at paragraph 13.101 of his report that in the context of a lengthy housing register of 2,421 households:

“It is sometimes easy to reduce arguments of housing need to a mathematical exercise, but each one of those households represents a real person or family in urgent need who have been let down by a persistent failure to deliver enough affordable houses” (Emphasis added).

⁵ Department for Levelling Up, Housing and Communities

⁶ SoS decision reference: 3230827

- 6.10 The Inspector went on to state at paragraph 13.102 that: *“Although affordable housing need is not unique to this district, that argument is of little comfort to those on the waiting list”* before concluding that *“Given the importance attached to housing delivery that meets the needs of groups with specific housing requirements and economic growth in paragraphs 59 and 80 of the Framework, these benefits are considerations of substantial weight”*.
- 6.11 In undertaking the planning balance, the Inspector stated at paragraph 13.111 of the report that:
- “The Framework attaches great importance to housing delivery that meets the needs of groups with specific housing requirements. In that context and given the seriousness of the affordable housing shortage in South Oxfordshire, described as “acute” by the Council, the delivery of up to 500 houses, 173 of which would be affordable, has to be afforded very substantial weight”*.
- 6.12 In determining the appeal, the Secretary of State concurred with these findings, thus underlining the importance of addressing needs on the Housing Register, in the face of acute needs and persistent under delivery.

Waiting Times

- 6.13 The Council’s FOI response shows that successful applicants face lengthy waiting times to be allocated an affordable home, as illustrated in figure 5.2 below.
- 6.14 For those households in high priority need⁷ within Band 2 the wait to be housed in an affordable home within the area ranges from 11 months for a 1-bed affordable home, through to 2 years 6 months for a 4-bed+ affordable home.
- 6.15 For those in medium priority need⁸ within Band 3, the wait to be housed in an affordable home within the area ranges from 3 years for a 1-bed affordable home, through to 5 years for a 4-bed+ affordable home.

⁷ The Hampshire Home Choice Allocations Framework explains that applicants will qualify for Band 2 where the Council has a statutory duty in relation to their existing or anticipated homelessness; or where households are experiencing severe overcrowding, severe disrepair, a high medical or welfare reason; or where a house move will free up an existing under-occupied or adapted home or where a management transfer is expected.

⁸ Applicants will qualify for Band 3 where they are experiencing overcrowding (by one bedroom); temporary or insecure accommodation; lacking or sharing facilities; a medium medical or welfare reason; or are existing social housing tenants in certain circumstances.

- 6.16 Over the twelve months between 31 March 2023 and the same date in 2024, the average waiting time has increased for half of the affordable housing bands and sizes of affordable property. The starkest increase has been seen in Band 3 2-bedroom properties, which has increased by 1 year and 11 months.

Figure 6.2: Housing Register Average Waiting Times, March 2023 to March 2024

Priority Band	Size of Affordable Property	Average Waiting Time to be Housed at 31 March 2023	Average Waiting Time to be Housed at 31 March 2024	Change
Band 2 (high priority)	1-bedroom	10 months	11 months	+1 month
	2-bedroom	9 months	1 year 1 month	+4 months
	3-bedroom	1 year 4 months	1 year	-4 months
	4+bedroom	2 years	2 years 6 months	+6 months
Band 3 (medium priority)	1-bedroom	3 years	3 years	n/a
	2-bedroom	1 year	2 years 11 months	+1 year 11 months
	3-bedroom	3 years 7 months	2 years 4 months	-15 months
	4+bedroom	5 years 1 month	5 years	-1 months

Source: Freedom of Information response (23 September 2024).

Help to Buy Register

- 6.17 It is important to note that the Housing Register is only part of the equation relating to housing need. The housing register does not constitute the full definition of affordable housing need as set out in the NPPF – Annex 2 definitions i.e. affordable rented, starter homes, discounted market sales housing and other affordable routes to home ownership including shared ownership, relevant equity loans, other low-cost homes for sale and rent to buy, provided to eligible households whose needs are not met by the market.
- 6.18 In short, there remains a group of households who fall within the gap of not being eligible to enter the housing register but who also cannot afford a market property and as such are in need of affordable housing. It is those in this widening affordability gap who, TKP suggests, the Government intends to assist by increasing the range of affordable housing types in the most recent NPPF.

- 6.19 Further evidence in respect of the need across Winchester for affordable housing is provided in information from Help to Buy South, which was one of three agents appointed by the Government to administer Help to Buy schemes across England, prior to the closure of the Help to Buy scheme in 2023. Households who were seeking shared ownership homes were required to register with Help to Buy South so that they may apply for properties.
- 6.20 The Help to Buy Register provides details of those seeking shared-ownership accommodation in the south of England. This demonstrates that as of 28 March 2023, **1,031 households were seeking a shared ownership home** in Winchester District.

Temporary Accommodation

- 6.21 The FOI response details that 61 households were housed in temporary accommodation within the Winchester City Council region at 31 March 2024. Winchester City Council has a responsibility to house these households.
- 6.22 Whilst Winchester City Council avoids the use of bed-and breakfast accommodation except for in emergencies and does not place households with children in such accommodation at all, the use of temporary accommodation nonetheless poses significant challenges for those households who would otherwise be facing the prospect of no home at all.
- 6.23 The *“Bleak Houses: Tackling the Crisis of Family Homelessness in England”* report published in August 2019 by the Children’s Commissioner found that temporary accommodation presents serious risks to children’s health, wellbeing, and safety, particularly families in B&Bs where they are often forced to share facilities with adults engaged in crime, anti-social behaviour, or those with substance abuse issues.
- 6.24 Other effects include lack of space to play (particularly in cramped B&Bs where one family shares a room) and a lack of security and stability. The report found (page 12) that denying children their right to adequate housing has a *“significant impact on many aspects of their lives”*.

Homelessness

- 6.25 DLUHC statutory homelessness data shows that in the 12 months between 1 April 2022 and 31 March 2023, the Council accepted 222 households in need of homelessness prevention duty⁹, and a further 133 households in need of relief duty¹⁰ from the Council.
- 6.26 The Winchester Preventing Homelessness and Rough Sleeping Strategy 2019-2024 sets out the ways the Council will achieve its aims and objectives, and it is relevant to note that page 17 of the Strategy outlines the challenges facing the District. With regard to affordability, it states that “*The district has a high quality housing market average housing prices significantly exceeding both the Central and South Hampshire market areas*” adding that “*There are fewer homes within the sector that are affordable for households on lower incomes facing homelessness*”.
- 6.27 Furthermore a 2017 report by the National Audit Office (“NAO”) found that:

“The ending of private sector tenancies has overtaken all other causes to become the biggest single driver of statutory homelessness in England. The proportion of households accepted as homeless by local authorities due to the end of an assured shorthold tenancy increased from 11% during 2009-10 to 32% during 2016-17. The proportion in London increased during the same period from 10% to 39%. Across England, the ending of private sector tenancies accounts for 74% of the growth in households who qualify for temporary accommodation since 2009-10. Before this increase, homelessness was driven by other causes. These included more personal factors, such as relationship breakdown and parents no longer being willing or able to house children in their own homes. The end of an assured shorthold tenancy is the defining characteristic of the increase in homelessness that has occurred since 2010.” (Emphasis in original).

⁹ The Prevention Duty places a duty on housing authorities to work with people who are threatened with homelessness within 56 days to help prevent them from becoming homeless. The prevention duty applies when a local authority is satisfied that an applicant is threatened with homelessness and eligible for assistance.

¹⁰ The Relief Duty requires housing authorities to help people who are homeless to secure accommodation. The relief duty applies when a local authority is satisfied that an applicant is homeless and eligible for assistance.

6.28 The NAO report also noted that “*The affordability of tenancies is likely to have contributed to the increase in homelessness*” and that “*Changes to Local Housing Allowance are likely to have contributed to the affordability of tenancies for those on benefits and are an element of the increase in homelessness*”; the latter theme in respect of welfare reform is identified in Winchester City Council’s own Preventing Homelessness and Rough Sleeping Strategy.

Lower Quartile Affordability Ratios

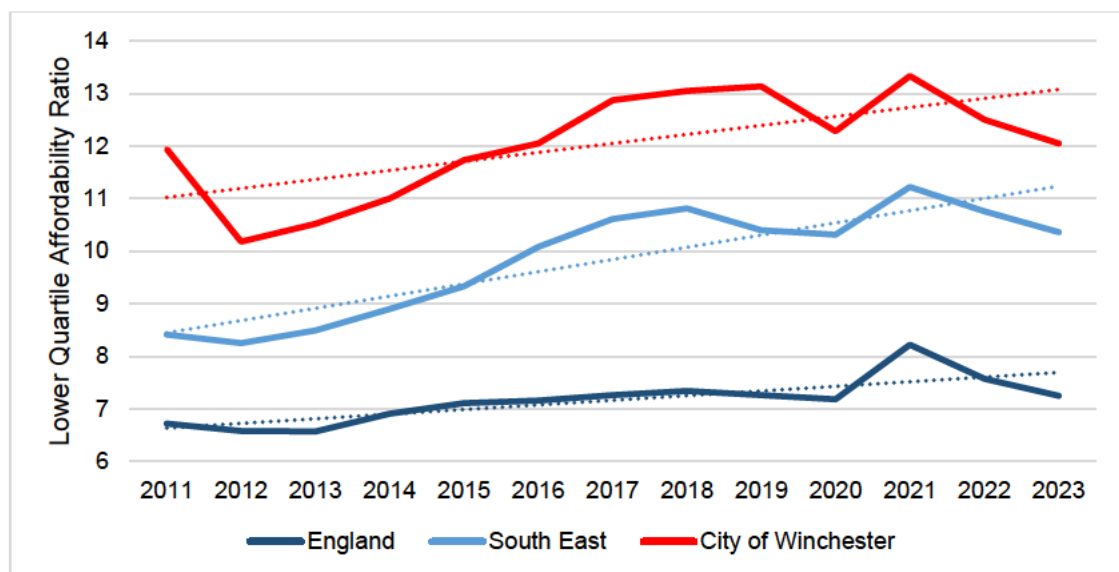
6.29 For those seeking a lower quartile priced property (typically considered to be the ‘more affordable’ segment of the housing market), **the ratio of lower quartile house price to incomes in Winchester City Council now stands at 12.05.**

6.30 This means that those on lower quartile incomes in Winchester City Council, seeking to purchase a lower quartile priced property, now need to find more than 12 times their annual income to do so.

6.31 It is also worth noting that mortgage lending is typically offered on the basis of up to 4.5 times earnings (subject to individual circumstances). Here, the affordability ratio is some 168% higher than that.

6.32 Figure 6.4 shows that the lower quartile ratio in Winchester City Council stands significantly above the national average of 7.37 and the South East average of 10.69.

Figure 6.4: Lower Quartile Workplace-Based Affordability Ratio comparison, 2011 to 2023

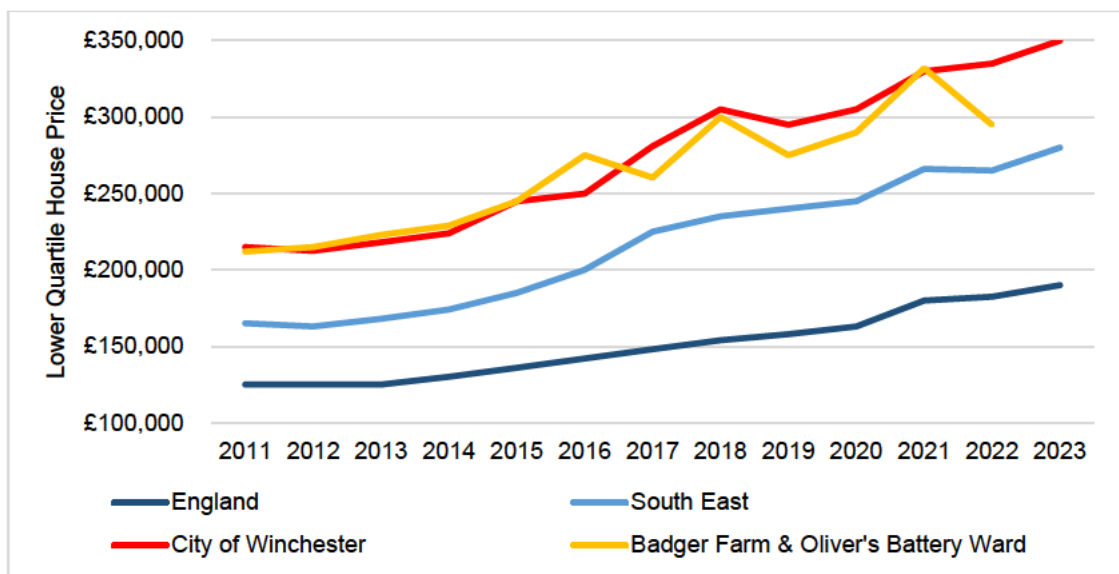


Source: ONS Ratio of House Price to Work-place Based Earnings

Lower Quartile House Prices

- 6.33 Figure 6.5 illustrates the lower quartile house sale prices for England, South East, the City of Winchester and the Badger Farm & Oliver's Battery Ward¹¹. It demonstrates that they have increased dramatically between the start of the Local Plan period in 2011/12 and 2023/24.
- 6.34 The lower quartile house price across the Badger Farm & Oliver's Battery Ward has risen by 39% from £212,000 in 2011/12 to £295,000 in 2022/23. This compares to a 56% increase across the City of Winchester, a 61% increase across the South East and a national increase of 46% over the same period.
- 6.35 In 2022 lower quartile house prices in the Badger Farm & Oliver's Battery Ward (£295,000) were 11% higher than across the South East (£265,000) and 62% higher than the national figure (£182,500).

Figure 6.5: Lower Quartile House Prices, 2011 to 2023



Source: ONS HPSSA Datasets

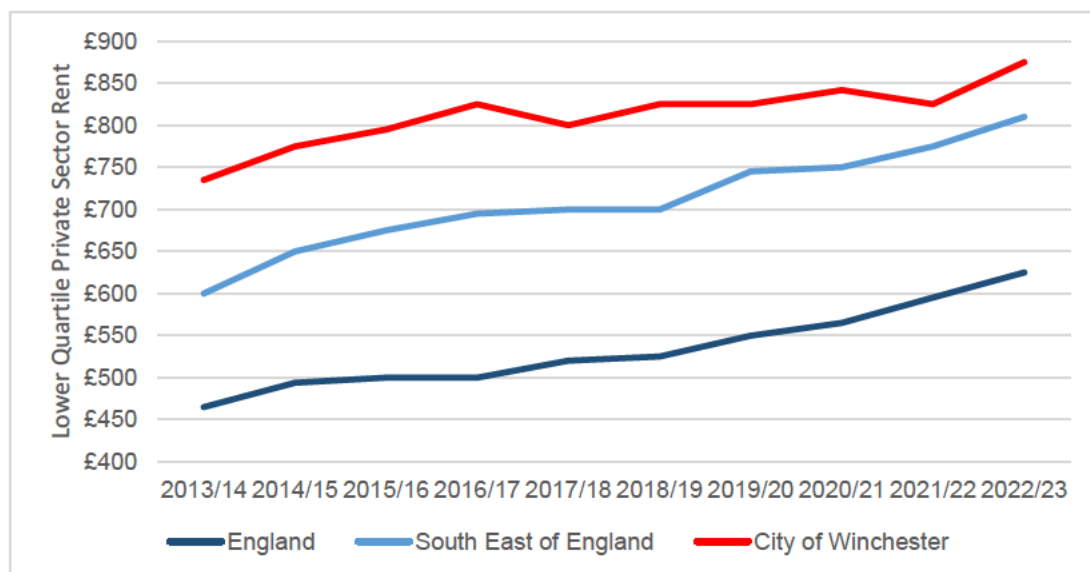
Note: Lower quartile house price figures are not yet available at Badger Farm & Oliver's Battery Ward for the 2023/24 monitoring periods

¹¹ Whilst the site is located in Hursley Civil Parish, the Office for National Statistics report their lower quartile house price data at ward level, rather than parish.

Private Rental Market

- 6.36 Lower quartile private sector rents are representative of the ‘entry level’ of the private rented sector and include dwellings sought by households on lower incomes.
- 6.37 Valuation Office Agency (“VOA”) and Office for National Statistics (“ONS”) data (first produced in 2013/14) show that the lower quartile private rent in Winchester City Council stood at £875 per calendar month (“pcm”) in 2022/23. This represents a 19% increase from 2013/14 where median private rents stood at £735 pcm.

Figure 6.6: Lower Quartile Private Sector Rents, 2013/14 to 2022/23



Source: VOA and ONS Private Rental Market Statistics

Conclusions on Affordability Indicators

- 6.38 As demonstrated through the analysis in this section, affordability across Winchester City Council has been and continues to be, in crisis.
- 6.39 House prices and rent levels across the lower quartile segment of the market are increasing whilst at the same time the stock of affordable homes is failing to keep pace with the level of demand. This only serves to push buying or renting in Winchester City Council out of the reach of more and more people.
- 6.40 Whilst this report analyses the Badger Farm & Oliver’s Battery Ward, further analysis could be made from the affordability indicators in the remaining wards within the City Council area.

- 6.41 Analysis of market signals is critical in understanding the affordability of housing. In the view of Tetlow King Planning, there is an acute housing crisis in Winchester City Council, exemplified by the lower quartile house price to average income ratio of 12.05, and 1,544 households on the Housing Register on 31 March 2024.
- 6.42 Market signals indicate a worsening trend in affordability in Winchester City Council and within the Badger Farm & Oliver's Battery Ward. By any measure of affordability, this is an authority in the midst of an affordable housing crisis, and one through which urgent action must be taken to deliver more affordable homes.

Conclusions and Recommendations

Section 7

Affordable Housing Offer

- 7.1 The promotion site at land at Pitt Vale is made up of a 23.7 hectare greenfield site, with the potential to accommodate up to 350 dwellings. The emerging Local Plan policy retains the 40% affordable housing requirement from the adopted Local Plan for greenfield sites, which when applied to the promotion site equates to 140 affordable units.
- 7.2 The emerging Local Plan outlines at Policy H6 a revised affordable housing policy, which allows more flexibility, and lower thresholds at previously developed sites. As such, in order to ensure sufficient affordable homes, the majority of Winchester's affordable housing is likely to be achieved from larger greenfield sites, in the absence of sites such as the land at Pitt Vale, it is unclear how Winchester City Council will boost the supply of affordable housing and maximum the opportunities to assist people with their housing need.

Policy Position

- 7.3 The adopted Development Plan for Winchester currently comprises the Joint Core Strategy, which was adopted in 2013; its policy CP3 seeks 40% affordable housing on all qualifying sites.
- 7.4 This Statement clearly highlights that within adopted policy and a wide range of other plans and strategies, providing affordable housing has long been established as, and remains, a key priority for Winchester City Council. Against this policy background, it is vital that the emerging Local Plan takes every opportunity to maximise affordable housing delivery, as soon as possible, through the allocation of a sufficient number of sites to meet the need. There is undoubtedly a greater burden on greenfield sites to deliver affordable housing, in lieu of the flexibility approach to Policy H6.

Affordable Housing Needs

- 7.5 The 2020 SHMA concluded that there is a **need for 343 affordable dwellings per annum between 2019/20 and 2035/36**. Over the 17-year period of the SHMA, this equates to 5,831 affordable dwellings.

- 7.6 However, the most recent 2024 SHMA Update, which forms part of the evidence base for the emerging Local Plan, concluded that there is a need for 495 affordable dwellings per annum between 2020/21 and 2039/40. This equates to 9,405 affordable dwellings over the 19-year SHMA monitoring period. This greater level of affordable housing is unlikely to be achieved from existing allocations and even more so in light of the flexible approach advocated by Policy H6. Consequently, additional greenfield sites, such as the land at Pitt Vale, that can deliver at 40% should be included in the plan as a housing allocation.
- 7.7 Furthermore, given that the emerging Local Plan is seeking to provide 15,115 new homes over its monitoring period, the affordable housing need of 9,405 is 62% of this total figure. This means the Local Plan will massively fail in addressing the affordable housing need of the area with its current flexible affordable housing policy requiring between 25 and 40% provision on major developments.

Affordable Housing Delivery

- 7.8 There are historic shortfalls in the delivery of affordable housing. When looking at the need for 343 affordable dwellings per annum set out in the 2020 SHMA, the comparative analysis of recorded affordable housing completions (net of RtB) over the first five years 2019/20 to 2023/24 demonstrates a shortfall in the delivery of affordable housing of some -42 affordable homes against an identified need for 1,715 affordable homes over the same period.
- 7.9 However, when looking at the need for 495 affordable dwellings per annum set out in the 2024 SHMA Update, the comparative analysis of affordable housing completions (net of RtB) over the first four years 2020/21 to 2023/24 demonstrates a shortfall in the delivery of affordable housing of some -499 affordable homes against an identified need for 1,980 affordable homes over the same period.
- 7.10 Given the recognised shortfalls in affordable housing across Winchester, the proposed development site can contribute significantly towards addressing this key corporate priority.

Affordability

- 7.11 In addition to the current shortfalls in delivery against the objectively assessed need for affordable housing identified in the 2012 HNA and the more recent 2020 SHMA, other indicators further point to an affordability crisis in Winchester. The Planning Practice Guidance makes clear that market signals are important in understanding affordability issues.

7.12 Set out below are the key findings in respect of affordability across Winchester District:

Housing Needs

- As of 31 March 2024, there were 1,544 households on the Housing Register;
- Half of the waiting times for successful applicants have worsened between 2023 and 2024, and vary significantly depending upon the size of the property with the longest waits being for family-sized three- and four-bedroom dwellings;
- A Help to Buy register of 1,031 households as of March 2023;
- Pressure on temporary accommodation and homelessness services in 2022/23, with 222 households accepted by the Council as being in need of homelessness prevention duty, and a further 133 households in need of relief duty;

House Prices

- Lower quartile house prices in the Badger Farm & Oliver's Battery Ward (£295,000) in 2022/23 were 11% higher than across the South East and 62% higher than England as a whole; and

Private Rents

- The lower quartile private rent in Winchester City Council stood at £875 per calendar month in 2022/23. This represents a 19% increase from 2013/14 where median private rents stood at £735 pcm.

7.13 All these factors combine to create a challenging situation for anybody in need of affordable housing to rent or to buy in Winchester District and the Council's own planning and corporate publications recognise the scale of this challenge.

7.14 This demonstrates an acute need for affordable housing in Winchester and one which the Council and decision takers need to do as much as possible to seek to address as required to do so, proactively, by the NPPF (2024).

Conclusions

7.15 There are serious and persistent affordability challenges across Winchester. This is exemplified by the affordability indicators which show a poor and worsening affordability across the authority area.

- 7.16 It is the opinion of Tetlow King Planning that there is an acute housing crisis in Winchester, exemplified by the lower quartile house price to income ratio of 12.05. Mortgage lending is typically offered on the basis of up to 4.5 times earnings (subject to individual circumstances). Here, the affordability ratio is some 168% higher than that and rising.
- 7.17 Boosting the supply of affordable homes will mean that households needing affordable housing will spend less time on the waiting list and in unsuitable accommodation. This will improve the lives of those real households who will benefit from the provision of high quality, affordable homes that meet their needs.
- 7.18 Evidently, there can be no doubt that the provision of new affordable dwellings at the promotion site can assist in helping those in acute need in Winchester and supports the case for their allocation. Given the recognised and significant shortfall in affordable housing across Winchester, and the significant ongoing annual need for affordable housing, added to which the more flexible approach to Policy H6, there can be no doubt that without additional viable development sites, such as land at Pitt Vale at 40% affordable housing, the needs of households in Winchester will continue to go unmet, which can lead to real life consequences for those households in desperate need for assistance with their housing.
- 7.19 TKP recommend that additional greenfield sites are allocated to ensure the greatest level of affordable housing delivery can be achieved. There should be no stone left unturned on the consideration of sites to meet this need, such as the land at Pitt Vale.

Appendix TKP1

Freedom of Information Correspondence dated 27 July and
21 August 2023



Nathan Price

From: Denise Jenkins <djenkins2@winchester.gov.uk>
Sent: 21 August 2023 16:28
To: Nathan Price
Subject: Freedom of information request 13302
Attachments: Version 11 - HHC Allocation Framework master Nov 2015 DO NOT USE.pdf; Version 12 - HHC Allocation Framework master Dec 2015 DO NOT USE.pdf; Version 13 - HHC Allocation Framework master Sep 2017 DO NOT USE.pdf; Version 14 - HHC Allocation Framework master Apr 2018 DO NOT USE.pdf; Version 15 - HHC Allocation Framework master May 2019 DO NOT USE.pdf; Version 16 - HHC Allocation Framework master July 2020 DO NOT USE.pdf; Version 17 - HHC Allocation Framework master 20.01.2021 DO NOT USE.pdf; Version 18 - HHC Allocation Framework master 29.04.2021 DO NOT USE.pdf; Version 19 - HHC Allocation Framework master 01.06.2021 DO NOT USE.pdf; Version 20 - HHC Allocation Framework master 29.10.2021 DO NOT USE.pdf; Version 21 - HHC Allocation Framework master 09.08.2022 DO NOT USE.pdf; Version 22 - HHC Allocation Framework master 26.08.2022 CURRENT 2.pdf

Hello

Please find below in red the response to your FOI, and attached documents

Housing Register

The total number of households on the Council's Housing Register at 31 March 2023. **1,579**

2. The average waiting times at 31 March 2023 for the following types of affordable property across the Authority:

1-bed affordable dwelling; **Band 2 – 10 months Band 3 – 3 years**
2-bed affordable dwelling; Flat: **Band 2 – 9 months, Band 3 – 1 year, House - Band 2 – 10 months, Band 3 – 2 years**
3-bed affordable dwelling; **Band 2 – 1 year 4 months, Band 3 – 3 years 7 months**
A 4+ bed affordable dwelling. **Band 2 – 2 years, Band 3 – 5 years 1 month**

The average waiting times at 31 March 2022 for the following types of affordable property across the Authority:

1-bed affordable dwelling; **Band 2 – 11 months, Band 3 – 2 years 5 months**
2-bed affordable dwelling; Flat: **Band 2 – 4 months, Band 3 – 10 months, House, Band 2 – 1 year 2 months, Band 3 – 2 years 3 months**
3-bed affordable dwelling; **Band 2 – 8 months, Band 3 – 2 years 6 months**
A 4+ bed affordable dwelling. **Band 2 – 1 year 1 months, Band 3 – 3 years 5 months**

The total number of households on the Council's Housing Register at 31 March 2023 specifying the following locations as their preferred choice of location:

Location
Household Preferences
(31 March 2023)
Hursley Civil Parish

We are unable to provide retrospective data in relation to housing need on the Housing Register. We can however provide this information based on the data available today (31 July 2023). As of 31 July 2023, 13 households have selected on their application Hursley as being a preference area:

- Preference 1 area:
 - 6 x 1 bed households
 - 3 x 3 bed households
- Preference 2 area:
 - 1 x 1 bed households
 - 3 x 3 bed households
- Preference 3 area: - No applicants have selected Hursley as a third preference area.

We have checked the Housing Need in Hursley based on applicants with a verified local connection to Hursley and there are 6 applicants:

- 1 Bed Need – 4
- 2 Bed Need – 2
- 3 Bed Need – 0
- 4 Bed Need – 0

The number of properties advertised, and the average number of bids per property over the 2022/23 monitoring period for the following types of affordable property in the locations listed below:

Between 1 April 2022 and 31 March 2023, 4 properties have been advertised and let in Hursley. These were 'social rented' properties.

Type of affordable property
Hursley Civil Parish
Number of properties advertised
Average Bids per Property

1-bed affordable dwelling - 1 x 1 Bed Bungalow (age 60+) 29 bids

2-bed affordable dwelling - 2 x 2 Bed Bungalow (age criteria 60+) 30 bids, 1 x 2 bed House 77 bids

3-bed affordable dwelling - None

4+ bed affordable dwelling - None

Any changes the Council has made to its Housing Register Allocations Policy since 2011 including:

The date they occurred;
What they entailed; and
Copies of the respective documents

The Hampshire Home Choice (HHC) Allocations Framework was reviewed in 2012 and the existing Qualification criteria was introduced in 2013. The HHC Framework is due to be reviewed in 2023. Since 2013 there have been amendments to the HHC Framework to meet the introduction of Legislation, Regulations and Guidance:

- Allocation of Accommodation: Guidance for Local housing Authorities

in England (2020, MHCLG) “the Code”.

- Providing social housing for local people: Statutory Guidance on social housing allocations for local authorities in England (DCLG, December 2013) “Supplementary Code”.
- Improving Access to Social Housing for Victims of Domestic Abuse in Refuges or Other Types of Temporary Accommodation: Statutory guidance on social housing allocations for local authorities in England(MHCLG, November 2019) “Supplementary Code”.
- Improving access to social housing for members of the Armed Forces (MHCLG, 27 June 2020) “Supplementary Code”.
- Homelessness Reduction Act 2017.
- Domestic Abuse Act 2021
- The Allocation of Housing and Homelessness (Eligibility) (England) (Amendment) (No. 2) Regulations 2018 (SI 2018/1056).
- Allocation of Housing (Qualification Criteria for Armed Forces)(England) Regulations 2012, SI 2012/1869.
- Housing Act 1996 (Additional Preference for Armed forces) (England) Regulations 2012, SI 2012/2989.
- Allocation for Housing (Qualification Criteria for Right to Move) (England) Regulations 2015, SI 2015/967.

- The Data Protection Act 2018 and General Data Protection Regulation (GDPR)

The HHC Framework has also been updated to reflect minor amendments to existing wording, Council’s brand/Logo changes.

Please find details of changes made to the HHC Allocations Framework which were not as a result of the above:

Version 21 dated 9 August 2022

- A maximum savings/asset threshold in relation to applicants with savings/assets and/or who own a property was introduced.

Version 17 dated 20 January 2021

- The HHC Framework, Operational Procedures and Management Moves Policies were combined into one document (The HHC Framework).

Version 16 dated 14 July 2020

- The Suspension Policy in relation to rent arrears and the Priority Date assessment was amended.
- There was a minor amendment to the Health and Welfare Assessment process.

Version 13 dated 27 September 2017

- Introduced the ability to apply flexibility when allocating adapted properties in villages which are not subject to a S106 preference cascade for the allocation of the property.
- Introduced an additional housing need category which allowed social housing tenants living in a bedsit/studio flat (in the East Hampshire, Eastleigh, Havant, Test Valley, and Winchester Council areas) for a period of 2 years; to qualify to be considered for one bedroom accommodation.

Versions 11 – 22 of the HHC Framework are available and have been attached. Previous versions are no longer available as these have been removed from our system in accordance with the retention schedule for the removal of documents.

Social Housing Stock

The total number of social housing dwelling stock at 31 March 2023 in the following locations:

Location

Total Social Housing Stock (31 March 2023) **5048**

Hursley Civil Parish **27**

Social Housing Lettings

The number of social housing lettings in the period between 1 April 2021 and 31 March 2022; and between 1 April 2022 and 31 March 2023 in the following locations:

Location

Social Housing Lettings

1 April 2021 to

31 March 2022

1 April 2022 to

31 March 2023

Between 1 April 2022 and 31 March 2023, 4 properties have been advertised and let in Hursley. These were 'social rented' properties.

1-bed affordable dwelling

- 1 x 1 Bed Bungalow (age 60+)

o 29 bids

2-bed affordable dwelling

- 2 x 2 Bed Bungalow (age criteria 60+)

o 30 bids

- 1 x 2 bed House

o 77 bids

3-bed affordable dwelling

- None

4+ bed affordable dwelling

- None

Temporary Accommodation

The number of households on the Housing Register housed in temporary accommodation within and outside the Winchester City Council region on the following dates:

Households in Temporary Accommodation

31 March 2022 **47**

31 March 2023 **54**

Households Housed within Winchester City Council

31 March 2022 - **47**

31 March 2023 - **54**

Households Housed outside Winchester City Council

31 March 2022 - 0

31 March 2023 - 0

Total Households

31 March 2022 - 47

31 March 2023 - 54

Housing Completions

The number of NET housing completions in the Winchester City Council region broken down on a per annum basis for the period between 2000/01 and 2022/23.

The number of NET affordable housing completions in the Winchester City Council region broken down on a per annum basis for the period between 2000/01 and 2022/23.

The number of NET housing completions in Hursley Civil Parish broken down on a per annum basis for the period between 2000/01 and 2022/23.

The number of NET affordable housing completions in Hursley Civil Parish broken down on a per annum basis for the period between 2000/01 and 2022/23.

Collated information is not held, however the Council's Annual Monitoring Reports provide, on an annual basis, information on new overall/affordable supply both across the Winchester LPA area and broken down by site/settlement - [Authorities' Monitoring Report \(AMR\) - Winchester City Council](#). Data is not yet available for 2022/23. Please note that part of the City Council area lies within the South Down National Park Authority LPA (not Hursley) and so figures for that area are not contained within the reports and will be additional. Figures will, however, be available from the SDNPA.

Data is not yet available for 2022/23. Please note that part of the City Council area lies within the South Down National Park Authority LPA (not Hursley) and so figures for that area are not contained within the reports and will be additional. Figures will, however, be available from the SDNPA.

"Right of review

If you do have any queries about the way the request has been handled or interpreted, I would encourage you to contact me in the first instance so we can try to resolve the matter informally.

If you are dissatisfied with the handling of your request or the outcome, you have the right to ask for an internal review. Internal review requests should be submitted within two months of the date of receipt of the response to your original letter and should be addressed to: Service Lead – Legal, Winchester City Council, City Offices, Colebrook Street, Winchester, and Hampshire. SO23 9LJ. Email: legal@winchester.gov.uk.

Your complaint will be considered by a senior officer who has not already been involved with this response.

Please remember to quote the reference number above in any future communications. If you are not content with the outcome of the internal review, you have the right to apply directly to the

Information Commissioner for a decision. The Information Commissioner can be contacted at: Information Commissioner's Office, Wycliffe House, Water Lane, Wilmslow, Cheshire, SK9 5AF; or the request can be made electronically using the procedure at:

<https://ico.org.uk/make-a-complaint/official-information-concerns-report/official-information-concern/official-information-concerns-report/>

Dee

Dee Jenkins (she/her)
Housing Projects & Performance Manager

Winchester City Council
Colebrook Street,
Winchester
SO23 9LJ

Tel: 01962 848 523



winchester.gov.uk
visitwinchester.co.uk



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Appendix TKP2

Freedom of Information Correspondence dated 23 August and
23 September 2024



Nathan Price

From: Lisa Chaffey <lchaffey@winchester.gov.uk>
Sent: 23 September 2024 08:16
To: Nathan Price
Subject: FOI - 14664 - Housing Data
Attachments: FOI - 14664 - Housing Data.pdf

Dear Mr Price

I am writing in response to your freedom of information request. Please find attached a copy of your request & response.

If you are dissatisfied with the handling of your request or the outcome, you have the right to ask for an internal review. Internal review requests should be submitted within two months of the date of receipt of the response to your original letter and should be addressed to:

Service Lead – Legal,
Winchester City Council, City Offices,
Colebrook Street, Winchester,
Hampshire.
SO23 9LJ.
Email: legal@winchester.gov.uk

Your complaint will be considered by a senior officer who has not already been involved with this response.

Please remember to quote the reference number above in any future communications.

If you are not content with the outcome of the internal review, you have the right to apply directly to the Information Commissioner for a decision. The Information Commissioner can be contacted at:

Information Commissioner's Office,
Wycliffe House,
Water Lane,
Wilmslow,
Cheshire,
SK9 5AF;

or the request can be made electronically using the procedure at: [Information Commissioner's Office \(ICO\)](#).

Kind regards

Mrs Lisa Chaffey
Assistant Programme Support Officer

Winchester City Council
Colebrook Street
Winchester
SO23 9LJ

Tel: 01962 848 508
Ext: 2508



From: Nathan Price <nathan.price@tetlow-king.co.uk>
Sent: Friday, August 23, 2024 10:28 AM
To: CustomerService <CustomerService@winchester.gov.uk>
Cc: Jamie Roberts <Jamie.Roberts@tetlow-king.co.uk>
Subject: Freedom of Information Request - Housing Data

Caution: This email originated from outside of the organisation. Do not click links or open attachments unless you recognise the sender and know the content is safe.

Dear Sir/Madam,

I hope this email finds you well. I write to you to make a request under the Freedom of Information Act 2000 in respect of housing matters in Hursley Civil Parish, as well as the Winchester City Council area.

Please see below the FOI request. Please let me know if you have any queries or require any clarification; I look forward to hearing from you within the relevant timescales.

Confirmation of receipt would be greatly appreciated.

Freedom of Information Request Below

Questions 1 to 8 of this request relate to data held by the Housing Department.
Questions 9 to 12 of this request relate to data held by the Planning Department.

Housing Register

1. The total number of households on the Council's Housing Register at 31 March 2024.
2. The average waiting times at 31 March 2024 for the following types of affordable property across the Authority:
 1. 1-bed affordable dwelling;
 2. 2-bed affordable dwelling;
 3. 3-bed affordable dwelling; and
 4. A 4+ bed affordable dwelling.
3. The total number of households on the Council's Housing Register at 31 March 2024 specifying the following locations as their preferred choice of location:

Location	Household Preferences (31 March 2023)
----------	------------------------------------------

4. The number of properties advertised, and the average number of bids per property over the 2023/24 monitoring period for the following types of affordable property in the locations listed below:

Type of affordable property	Hursley Civil Parish	
	Number of properties advertised	Average Bids per Property
1-bed affordable dwelling		
2-bed affordable dwelling		
3-bed affordable dwelling		
4+ bed affordable dwelling		

5. Any changes the Council has made to its Housing Register Allocations Policy since 2011 including:

- The date they occurred;
- What they entailed; and
- Copies of the respective documents

Social Housing Stock

6. The total number of social housing dwelling stock at 31 March 2024 in the following locations:

Location	Total Social Housing Stock (31 March 2023)
Hursley Civil Parish	

Social Housing Lettings

7. The number of social housing lettings in the period between 1 April 2023 and 31 March 2024 in the following locations:

Location	Social Housing Lettings
	1 April 2023 to 31 March 2024
Hursley Civil Parish	

Temporary Accommodation

8. The number of households on the Housing Register housed in temporary accommodation within and outside the Winchester City Council region on the following dates:

Households in Temporary Accommodation	31 March 2024
Households Housed within Winchester City Council	
Households Housed outside Winchester City Council	

Total Households	
------------------	--

Housing Completions

9. The number of **NET** housing completions in the Winchester City Council region broken down on a per annum basis for the period 2023/24.

10. The number of **NET** affordable housing completions in the Winchester City Council region broken down on a per annum basis for the period 2023/24.

11. The number of **NET** housing completions in Hursley Civil Parish broken down on a per annum basis for the period 2023/24.

12. The number of **NET** affordable housing completions in Hursley Civil Parish broken down on a per annum basis for the period 2023/24.

Glossary of Terms

Housing Register	The housing register is a waiting list of households in a given authority area who are eligible and in need of an affordable home.
Affordable Property	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); and which complies with one or more of the following definitions: <ol style="list-style-type: none"> 1. Affordable housing for rent 2. Starter Homes 3. Discounted market sales housing; and 4. Other affordable routes to home ownership.[1]
Housing Completion	A dwelling is counted as completed when construction has ceased, and it becomes ready for occupation. This includes new build dwellings, conversions, changes of use and redevelopments. Housing completions should be provided as net figures.
Net	Net refers to total (gross) figures minus any deductions (for example, through demolitions).
Monitoring Period	From 1 April in any given calendar year through until 31 March in the following calendar year.
Prevention Duty	The prevention duty applies when a local authority is satisfied that an applicant is threatened with homelessness and eligible for assistance.
Relief Duty	The relief duty applies when a local authority is satisfied that an applicant is homeless and eligible for assistance.
Parish	The smallest unit of local government.
Ward	A division of a city or town, for representative, electoral, or administrative purposes.

[1] As defined by Annex 2 of the National Planning Policy Framework (2021) which can be viewed [here](#).

I look forward to hearing from you. If there are any issues with providing any of the data then please get in touch.

Kind regards,

Nathan Price BA (Hons) MSc
Assistant Planner
TETLOW KING PLANNING



Unit 2, Eclipse Office Park, High Street, Staple Hill, Bristol, BS16 5EL

E: nathan.price@tetlow-king.co.uk
T: 0117 9561916
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W: tetlow-king.co.uk



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[1] As defined by Annex 2 of the National Planning Policy Framework (2021) which can be viewed [here](#).

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Appendix TKP3

Independent Article, June 2020



Independent PremiumUK news

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 [REDACTED]



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.

Appendix TKP4

2012 HNA Analysis



Appendix 4 – 2012 HNA Analysis

Winchester Housing Market and Housing Need Assessment Update 2012

- 1.1 The Winchester Housing Market and Housing Need Assessment (“2012 HNA”) was published in 2012/13 and identifies the objectively assessed affordable housing need for Winchester City Council for the five-year period between 2012/13 and 2016/17. The 2012 HNA pre-dates the National Planning Policy Framework’s publication in 2012.
- 1.2 The 2012 HNA concluded that there is a **need for 519 affordable dwellings per annum between 2012/13 and 2016/17**. Paragraph 7.52 at page 53 summarises the assessment and shows that this comprises 371 affordable rented dwellings per annum to meet priority needs, and a further 148 affordable home ownership dwellings per annum.

Affordable Housing Delivery Compared to Affordable Housing Needs

- 1.3 Figure 1.1 illustrates net affordable housing delivery compared to the affordable housing need of 519 net affordable dwellings per annum between 2012/13 and 2016/17, as set out in the 2012 HNA.

Figure 1.1: Net Additions to Affordable Housing Stock vs Needs Identified in the 2012 HNA, 2012/13 to 2016/17

Monitoring Period	Additions to AH Stock (Net of RtB)	2012 HNA AH Needs Per Annum (Net)	Annual Shortfall	Cumulative Shortfall	Additions as a %age of Needs
2012/13	43	519	-476	-476	8%
2013/14	89	519	-430	-906	17%
2014/15	108	519	-411	-1,317	21%
2015/16	38	519	-481	-1,798	7%
2016/17	48	519	-471	-2,269	9%
Total	326	2,595	-2,269		13%
Average	65	519	-454		

Source: Figure 5.2

- 1.4 During the five-year 2012 HNA period from 2012/13 to 2016/17, affordable housing completions (net of Right to Buy) averaged just 65 net affordable dwellings per annum, against a need of 519 net affordable dwellings per annum. A shortfall of -2,269

affordable dwellings has arisen over the five-year period, equivalent to an average annual shortfall of -454 affordable dwellings.

- 1.5 As demonstrated by Figure 1.1, the delivery of only 326 affordable homes net of Right to Buy over the period means that just 13% of identified affordable housing needs were met.