

# Affordable Housing Statement of Common Ground

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Land East of Ploughley Road, Ambrosden

11 March 2024

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Outline planning application for up to 120 dwellings, vehicular and pedestrian access off Ploughley Road, new pedestrian access to West Hawthorn Road, surface water drainage, foul water drainage, landscaping, public open space, biodiversity and associated infrastructure

Land East of Ploughley Road, Ambrosden

Archstone Ambrosden Ltd, Bellway Homes Ltd and Rosemary May

March 2024

PINS REF: APP/C3105/W/23/3327213

LPA REF: 22/02866/OUT and 23/00091/REF

TKP REF: M23/1007-04.RPT

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# Introduction

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## Section 1

- 1.1 This Affordable Housing Statement of Common Ground is prepared between Tetlow King Planning on behalf of the Appellants, Archstone Ambrosden Ltd, Bellway Homes Ltd and Rosemary May, and the Local Planning Authority, Cherwell District Council ("the LPA").
- 1.2 It is prepared in respect of affordable housing matters for the appeal APP/C3105/W/23/3327213 against the refusal of outline planning application 22/02866/OUT for the proposed development of "*Outline planning application for up to 120 dwellings, vehicular and pedestrian access off Ploughley Road, new pedestrian access to West Hawthorn Road, surface water drainage, foul water drainage, landscaping, public open space, biodiversity and associated infrastructure*" at Land East of Ploughley Road, Ambrosden.
- 1.3 Section 2 identifies areas of agreement between the parties. Section 3 identifies outstanding areas of disagreement between the parties. Section 4 contains the signatures of the parties.

# Areas of Agreement

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## Section 2

### Background

- 2.1 It is agreed that the proposed development comprises up to 120 dwellings, of which 35% or up to 42 dwellings will be affordable, to be secured through a planning obligation.
- 2.2 It is agreed that the tenure split will be 70% affordable housing for rent, 25% First Homes, and 5% shared ownership.
- 2.3 It is agreed that on this basis the proposed affordable housing meets the minimum requirements of policy BSC3 of the adopted Local Plan Part 1 (**CD I1**), and that the tenure split reflects the provisions of the First Homes Interim Policy Guidance Note 2021 (**CD I25**; paragraph 4.7, page 5).
- 2.4 While the parties do not agree on matters of housing land supply and the requirement against which supply should be assessed, including the application of the adopted strategic policies of the Partial Review Local Plan, it is agreed that sites specifically identified as contributing towards part of Oxford's unmet needs require the provision of 50% of the homes as affordable housing, including where planning permission may be granted for sites not allocated in the Partial Review (see Policy PR12b).
- 2.5 It is agreed that the proposed affordable housing is an important material consideration weighing in favour of the proposed development. It is agreed that affordable housing policies are drafted to generate a benefit, rather than to address a harm or be needed in mitigation.
- 2.6 It is agreed that affordable housing delivery is an important priority of Cherwell District Council, as illustrated through Council documents which include the Housing Strategy 2019 to 2024 (**CD I26**); the Homelessness and Rough Sleeping Strategy 2021 to 2026 (**CD I27**); and the Cherwell District Council Business Plan 2023 to 2024 (**CD I33**).
- 2.7 The parties agree there is a need for affordable housing across Cherwell District.

## Affordable Housing Policy Targets and Identified Needs

- 2.8 It is agreed that there is an ongoing annual need for affordable housing in Cherwell District.

### Affordable Housing Needs

- 2.9 The Oxfordshire Strategic Housing Market Assessment 2014 (the “SHMA 2014”) identified a need for 407 net affordable dwellings per annum over the eighteen year period between 2013/14 and 2030/31. The SHMA formed part of the evidence base for the adopted Local Plan Part 1 (being referenced at paragraph B.105 at page 62 of the Local Plan Part 1) and was tested through the Examination of that plan.
- 2.10 The Council’s 2023 Annual Monitoring Report (AMR) (see table 20 and paragraph 4.37 on page 25) monitors progress against 190 affordable housing completions per annum.

### **Affordable Housing Delivery**

- 2.11 Figure 1 below illustrates the agreed gross additions to overall housing and affordable housing stock (based upon the Council’s Annual Monitoring Report 2023 (**CD K11**)) in the twelve monitoring years since the start of the Local Plan period in 2011/12.

*Figure 1: Gross Additions to Affordable Housing Stock, Cherwell, 2011/12 to 2022/23*

Monitoring Year	Net Overall Housing Completions	Gross Affordable Housing Completions	Gross Affordable Completions as a % of Net Overall Completions
2011/12	356	204	57%
2012/13	340	113	33%
2013/14	410	140	34%
2014/15	946	191	20%
2015/16	1,425	322	23%
2016/17	1,102	278	25%
2017/18	1,387	426	31%
2018/19	1,489	510	34%
2019/20	1,159	400	35%
2020/21	1,192	295	25%
2021/22	1,188	178	15%
2022/23	1,318	181	14%
<b>Total</b>	<b>12,312</b>	<b>3,238</b>	<b>26%</b>
<b>Average per annum</b>	<b>1,026</b>	<b>270</b>	<b>26%</b>

Source: Annual Monitoring Report 2023

2.12 Figure 2 below illustrates the agreed net additions (taking account of Right to Buy sales) to overall housing and affordable housing stock, in the twelve monitoring years since the start of the Local Plan period in 2011/12.

*Figure 2: Calculation of Net Additions to Affordable Housing Stock, Cherwell, 2011/12 to 2022/23*

Monitoring Year	Gross Affordable Housing Completions	Right to Buy Sales from Registered Provider Stock	Net Affordable Housing Additions
2011/12	204	-5	199
2012/13	113	-12	101
2013/14	140	-22	118
2014/15	191	-16	175
2015/16	322	-14	308
2016/17	278	-15	263
2017/18	426	-11	415
2018/19	510	-10	500
2019/20	400	-13	387
2020/21	295	-8	287
2021/22	178	-13	165
2022/23	181	-8	173
<b>Total</b>	<b>3,238</b>	<b>-147</b>	<b>3,091</b>
<b>Average per annum</b>	<b>270</b>	<b>-12</b>	<b>258</b>

Source: Annual Monitoring Report 2023; Private Registered Providers Statistical Data Returns

- Continues overleaf -

2.13 Figure 3 below illustrates the performance against the identified need of 407 affordable dwellings per annum over the ten years from 2013/14 to date, as set out in the 2014 SHMA. This figure is based upon the net completions data in Figure 2 above. A cumulative shortfall of -1,279 affordable dwellings has arisen against this figure. It is agreed that these figures are not a policy target.

*Figure 3: Net Affordable Housing Additions compared with 2014 SHMA Identified Needs, 2013/14 to 2022/23*

Monitoring Year	Net Affordable Housing Additions	Affordable Housing Need: 2014 SHMA (407 dpa)	Surplus / Shortfall	Cumulative Shortfall	Percentage of Needs Met
2013/14	118	407	-289	-289	29%
2014/15	175	407	-232	-521	43%
2015/16	308	407	-99	-620	76%
2016/17	263	407	-144	-764	65%
2017/18	415	407	+8	-756	102%
2018/19	500	407	+93	-663	123%
2019/20	387	407	-20	-683	95%
2020/21	287	407	-120	-803	71%
2021/22	165	407	-242	-1,045	41%
2022/23	173	407	-234	-1,279	43%
<b>Total</b>	<b>2,791</b>	<b>4,070</b>	<b>-1,279</b>		<b>69%</b>
<b>Average</b>	<b>279</b>	<b>407</b>	<b>-128</b>		<b>69%</b>

Source: See Figure 2 above; 2014 SHMA

## Affordability Indicators

### Housing Register and Local Preferences

2.14 It is agreed that DLUHC data shows that on 31 March 2023, there were 2,045 households on Cherwell District Council's housing register. The overall figure is divided into 'Bands' according to the urgency of need. For context, Bands 1 and 2 represent the most urgent need, Band 3 identifies those moderately in need and Band 4 is at the lower end of need for affordable housing. The combined number of people in Bands 1 and 2, at present, is 758.



### Help to Buy Register

- 2.15 It is agreed that data from Help to Buy South shows that upon the closure of the Help to Buy Register in March 2023, 1,184 households were seeking affordable home ownership in Cherwell district.

### Affordability Ratios

- 2.16 It is agreed that in 2022 the Office for National Statistics published ratio of median house prices to median gross annual workplace based earnings in Cherwell is 9.55 times earnings.
- 2.17 It is agreed that in 2022 the Office for National Statistics published ratio of lower quartile house prices to lower quartile gross annual workplace based earnings in Cherwell is 10.77 times earnings.

### Median House Prices

- 2.18 It is agreed that for the year ending March 2023, the House Price Statistics for Small Areas (dataset 15) states the median selling price in Cherwell was £350,000; this is 9% less than in the South East (£385,000) but 21% more than in England as a whole (£290,000).
- 2.19 It is agreed that for the year ending March 2023, the House Price Statistics for Small Areas (dataset 39) states that the median selling price in the Bicester South and Ambrosden ward (within which the appeal site lies) was £345,000. This was 2% lower than in Cherwell as a whole (£350,000).

### Lower Quartile House Prices

- 2.20 It is agreed that for the year ending March 2023, the House Price Statistics for Small Areas (dataset 15) states the lower quartile selling price in Cherwell was £270,000; this is 4% less than in the South East (£280,000) but 42% more than in England as a whole (£190,000).
- 2.21 It is agreed that for the year ending March 2022 (the last year for which ward level data is available), the House Price Statistics for Small Areas (dataset 39) states that the lower quartile selling price in the Bicester South and Ambrosden ward (within which the appeal site lies) was £255,000. This was 2% lower than in Cherwell as a whole (£260,000).

### Private Sector Rents

- 2.22 It is agreed that in 2022/23 the Office for National Statistics Private Rental Market Summary Statistics state that the median rent in Cherwell was £1,000, which is £2 or <1% more than in the South East (£998) and £175 or 21% more than in England as a whole (£825).
- 2.23 It is agreed that in 2022/23 the Office for National Statistics Private Rental Market Summary Statistics state that the lower quartile rent in Cherwell was £873, which is £63 or 8% more than in the South East (£810) and £248 or 40% more than in England as a whole (£625).

# Areas of Disagreement

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## Section 3

### **Future Supply of Affordable Housing**

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

### **Housing Needs**

#### 2020 HENA

- 3.2 The weight to be attached to the Oxfordshire Housing and Economic Needs Assessment 2022 is not agreed.

#### 2014 SHMA

- 3.3 The Council do not see the 407 SHMA figure as being a policy target to measure completions against. Therefore, the weight attached to that figure is disputed.

#### Figure 3: Net Affordable Housing Additions compared with 2014 SHMA Identified Needs, 2013/14 to 2022/23

- 3.4 Whilst the Council does not dispute the SHMA figures, it considers table 20, on page 25 of the Council's 2023 Annual Monitoring Report (published December 2023), to contain the most relevant annual monitoring figure of affordable housing completions. It considers this table to be a more relevant figure than the SHMA 2014 figure.

- 3.5 The level of weight to attach to the SHMA figures are not agreed.

### **Affordability Indicators**

- 3.6 There is a disagreement about whether the affordability indicators support giving increased weight to the provision of affordable housing in Cherwell District.

#### **'Acute'**

- 3.7 There is disagreement over the use of the term 'acute'.

### **Weight to be attributed to the proposed affordable housing**

- 3.8 The parties agree that the proposed affordable housing is an economic and social benefit but do not agree on the weight that this carries in the planning balance:
- a. It is the Council's case that the weight is 'significant'.
  - b. It is the Appellant's case that the weight is 'substantial'.

# Signatures

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## Section 4

### On behalf of the Appellant:

Signed: 

Dated: 11/3/2024

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Name: Jamie Roberts

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Position: Associate, Tetlow King Planning

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### On behalf of the Local Planning Authority:

Signed: 

Dated: 11.3.2024

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Name: Tom Webster

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Position: Principal Planner, South Area  
Majors Team

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