

Coombe Bissett and Homington Neighbourhood Plan (CB&HNP – Summary of Housing Need Evidence Base

Prepared by Dr. Amy Burnett (Development in Transition, DinT) for Coombe Bissett Parish Council and Coombe Bissett and Homington Neighbourhood Plan (CB&HNP) steering group; this version has been updated to reflect Wiltshire Council's response to provisional housing need calculations.

3rd July 2020¹

Table of Contents

List of Abbreviations.....	2
Document Purpose	2
Executive Summary	3
Evidence gathered thus far indicates that:.....	4
Locally-gathered information (i.e. the WC Housing Needs Survey and the Community Questionnaire) indicates that:	5
AECOM's Housing Needs Assessment suggests:	6
Contradictions in the evidence gathered so far:	7
Working objectives for the Neighbourhood Plan.....	11
Appendix A - Additional Analysis of Community Questionnaire Housing Need Responses	12
Appendix B - Locally-defined Housing Need Calculations.....	13

¹ The October 2018 version revised based on Wiltshire Council's feedback in January 2020.

List of Abbreviations

Acronym	Full name
AECOM	Architecture, Engineering, Consulting, Operations and Maintenance Technology Corporation
AONB	Area of Outstanding Natural Beauty
BnB	Bed and Breakfast
CB&HNP	Coombe Bissett and Homington Neighbourhood Plan
CCWWD AONB	Cranborne Chase and West Wiltshire Downs Area of Outstanding Natural Beauty
DinT	Development in Transition
HNS	Housing Need Survey
NPPF	National Planning Policy Framework
Qu	Question
WC	Wiltshire Council

Document Purpose

This document assesses the data collated thus far on housing need in order to inform potential site allocations for residential development through the Coombe Bissett and Homington Neighbourhood Plan (CB&HNP). Reasons to consider small-scale development in the parish would be to ensure the vitality of the community, and the sustainable use and provision of local services in the future. The document is based on the following sources of information²:

- The Wiltshire Council (WC) Housing Needs Survey (2018)
- The CB&HNP Community Questionnaire (2018/9)
- The AECOM Housing Needs Assessment (2019)

Executive Summary

A Housing Needs Assessment was carried by AECOM out to inform the plan's potential housing policies for the CB&HNP, but did not specify an exact housing target for the parish. Wiltshire Council stated that they would consider (but did not indicate whether or not they would support) the calculation of a quantity figure to inform the Neighbourhood Plan by any third party³. WC have subsequently said they are keen to work with local groups to understand local needs to inform development priorities into the next Local Plan period. A draft of this document (October 2019) was used as a basis to establish an initial dialogue with WC about desirable levels of housing in the parish. This Topic Paper has been updated to reflect Wiltshire Council's support in principle for a **housing figure of between 13-15 dwellings in the parish over the plan period up to 2036** (inclusive of the next Local Plan period)⁴. The Parish Council also supported this figure in principle, taking into consideration the evidence reviewed thus far. Wiltshire Council also agreed that the evidence base suggests a need for predominately 1, 2 and 3 bedrooms in the parish.

There is currently no strategic requirement for housing in the parish (due to Wiltshire Council's prioritisation of development in Downton), however this could change within the next Local Plan review and the steering group is keen to ensure that actual local housing needs are duly considered. Indeed, it has also become apparent from the Wiltshire Council Briefing Note 20-20 on Wiltshire Housing Land Supply that there is a deficiency in the 5-year land supply in the county; as such, the Core Strategy Core Policy 2, Delivery Strategy which sets out defined limits for development and an overall housing target for the country (and by Housing Market Area) is considered out-of-date (NPPF, 2019, para 11). Until a five year land supply can be demonstrated, this leaves some areas more susceptible to speculative planning applications, although areas of Local Green Space or within the Cranborne Chase and West Wiltshire Downs Area of Outstanding Natural Beauty (AONB) will have greater protections. The Briefing Note indicates that having a Neighbourhood Plan in place significantly outweighs the benefits of conflicting with such policies on housing allocations and meeting local housing need.

The document concludes with recommendations based on a review of this evidence and suggested working objectives for housing policies are set out in Table 3. Any identified priorities

³ See the Housing Needs Assessment (AECOM, 2019, para 37).

⁴ The current Core Strategy period is 2015-2026.

and rationale underpinning the Plan’s objectives will be shared for feedback from the community in the July Community Online Survey and should be consistent with the work currently being undertaken by WC in the Local Plan Review (for the period up to 2036). This document should be read alongside the Site Assessment Topic Paper which consolidates the evidence of possible site allocations (and any other subsequent Topic Papers⁵ produced for the CB&HNP).

Evidence Gathered To Date

Evidence gathered thus far indicates that:

- I. There is a higher than average distribution of older people (i.e. 65+ residents) in the parish.
- II. Most respondents are owner-occupants (i.e. private ownership with/without a mortgage).
- III. The majority of dwellings are detached, with few flats or terraced properties.
- IV. There is a significant proportion of larger properties in the parish, i.e. 4 bed+ detached compared to Wiltshire and national averages.
- V. Household occupancy is slightly smaller than across Wiltshire, despite a comparatively larger number of rooms and bedrooms.
- VI. It appears additional 1, 2 and 3 bedroom properties are required to meet local housing demand, in particular 2 and 3 bedroom properties⁶.
- VII. There is a moderate demand for retirement/older persons’ accommodation and suitable homes for families.

⁵ Topic papers are being prepared to provide background to and justification to the CB&H steering group and the Parish Council to evidence emerging objectives and policies within the CB&HNP.

⁶ See AECOM’s Housing Need Assessment and Table 5.

Locally-gathered information (i.e. the WC Housing Needs Survey and the Community Questionnaire) indicates that:

- I. The majority of people are satisfied with their current housing.
- II. The WC Housing Needs Survey (Qu. 12) revealed a significant majority of respondents (89%) were in support of some new housing in Coombe Bissett. The most popular option was for between 4 -10 new homes followed by 11-20 homes⁷.

Qu. 12 How many homes would you support being built in your parish?	2018 Results, approx. values
0	11%
1-3	12%
4-10	42%
11-20	26%
21-40	6%
40+	4%

Figure 1 – Wiltshire Council Housing Needs Survey Qu.12 Results (May 2018)

- III. The WC Housing Needs Survey (Qu. 13) revealed the following community preferences for development:

Qu. 13 What types of development would you support? Please tick all that apply.	2018 Results, approx. values
NONE	12%
OLDER PEOPLE'S ACCOMMODATION	52%
SHARED OWNERSHIP SCHEMES	30%
SUPPORTED ACCOMMODATION FOR TENANTS WITH DISABILITIES	23%
CHEAP STARTER HOMES FOR YOUNG PEOPLE	65%

Figure 2 - Wiltshire Council Housing Needs Survey Qu.13 Results (May 2018)

- IV. There appears to be a low demand for affordable housing. In the WC Housing Needs Survey, the most popular option for affordable housing (pre-screening on eligibility) was

⁷ There is no actual figure in Chart 5 in the Wiltshire Council Housing Needs Survey results, therefore these % are approximate values. See section Contradictions in the evidence gathered so far: which discusses issues with presenting actual need vs. general community preferences on housing figures and issues with incomparable ranges.

for one or two-bedroom homes (37% respectively); respondents also expressed a need for properties with three and four bedrooms (c. 13% respectively).

AECOM’s Housing Needs Assessment suggests:

- I. The AECOM Housing Needs Assessment suggests that the dwelling size of new builds should be adjusted proportionally to address an oversupply of larger (i.e. 4+ detached properties). The report recommends that 18% of new homes should be 1-bedroom, 39% should be 2-bedroom and a further 43% as 3-bedroom properties.
- II. It also recommends that tenure split should be weighted towards rented properties, including affordable housing (social rent) based on a comparison with national trends, which implied there was a significant lack of rented accommodation that should be addressed through the CB&H Neighbourhood Plan.

Table 1 – AECOM recommended tenure split (HNA)

Tenure	Recommended proportion
Home ownership	1%
Entry-level market sales/intermediate ownership product	5%
Social rent	17%
Private rent	77%

Source: AECOM calculations

- III. The report also concluded that ten older persons’ bedspaces or dwellings should be constructed to meet the needs of older people in the parish (which could be met in Salisbury than in the parish itself). AECOM suggested that 30% of older persons’ dwellings should be affordable (e.g. 3 out of 10 recommended older persons’ dwellings).

Table 2 – AECOM recommended tenure split for older persons’ accommodation

	Affordable	Market	TOTAL
Adaptations, sheltered or retirement living	2	5	7
Housing with care	1	2	3
TOTAL	3	7	10

Contradictions in the evidence gathered so far:

Housing Needs Survey

- I. The Wiltshire Council Housing Needs Survey (HNS) did not expand on identified current/future housing need, unless Part II on affordable housing was answered. 6.3% of total respondents of Part I indicated a housing need now or in the future (i.e. 93.7% satisfaction) while 48 respondents (i.e. 55% answering 4 or 5) indicated they were satisfied with their existing housing in Community Questionnaire. The reason for such a discrepancy could be a result a different profile of the populating tending to answer a WC Housing Needs Survey (even Part I and/or the Community Questionnaire). However, as indicated in Table 5 (results from the Community Questionnaire), several individuals responded to a strong housing need (5 out of 5) in the next five years that merits consideration when considering potential sites to allocate through the Plan.
- II. The figures on development preferences in the Wiltshire Council Housing Needs Survey are an *indication* of levels of development that might be supported by the community, but these are not necessarily correlated to *actual* need (i.e. for those not eligible for affordable housing who answered Part II). The scale of development supported is not consistent – with varying intervals that are not comparable (i.e. we don't know how many people support 10-15 homes and if this would change the level of support in the 10+ range, see Figure 1). Also, the Housing Needs Survey did not give a timeframe for the provision of development and certainly did not consider the extended plan period into the next Local Plan to 2036, which suggests that a slightly higher amount of housing than the most common preference of up to 10 (see Figure 1) should be delivered into this longer timeframe. The Community Questionnaire, on the other hand, asked about immediate housing needs in the next five years.
- III. The WC Housing Needs Survey found no need for subsidised rented properties from those answering Part II of the survey, despite this being the most sought-after option (c.63%) for the eight respondents to Part II of the questionnaire. The fact that these needs were screened out by Wiltshire Council's own allocation tests indicates the discrepancy between need and Wiltshire Council conditions. The Community Questionnaire found

four people requiring affordable rent or purchase, respectively (i.e. with a need of 4 or 5; one person indicated they needed both rented and/or purchase).⁸

AECOM's Housing Needs Assessment

- I. AECOM's Housing Needs Assessment indicates that most new dwellings should be for private rented accommodation. However, the Community Questionnaire did not find a demand for this tenure type (see Table 5). It appears national trends have been applied rather than specific local ones.
- II. The WC Core Strategy Core Policy 43, Affordable Housing, sets out that on any development of five units or more developers will be expected to make on-site provision for affordable housing and tenure split is considered on a case-by-case basis. Therefore, there is **no obligation** for the Parish Council to agree to the tenure split suggested by AECOM's Housing Need Assessment.
- III. AECOM suggested that 17% of the tenure split should be for social rent in the plan period. However, given that many local people may not qualify for affordable (rented) housing this does not seem to meet the *actual* need for low-cost rented properties in the parish, or other lower-cost tenure types. Indeed, the fact that four affordable homes recently⁹ facilitated by the Parish Council (with a view of supporting local people in need of such housing) were not occupied by local people indicates the challenge of matching supply of affordable homes to local people, even when a local connection is stipulated.
- IV. AECOM's suggestion for 30% affordable dwellings for older peoples' housing (see Table 2) runs counter to the results of the Wiltshire Council Housing Needs Survey, which did not identify a need for any affordable sheltered housing. The parish is also within a 40% affordable housing area as defined by the Wiltshire Council Core Strategy.¹⁰ Moreover, if people are typically downsizing from larger properties, it is questionable whether those wishing to downsize would require affordable dwellings. Nevertheless, depending on available sites and capacity, the split would need to be negotiated with Wiltshire Council's Planning team (see below re: Core Policy 43).
- V. The Housing Needs Assessment suggests that 10 extra bed spaces/dwellings should be built to meet the needs of older people, but these need not be in the village. However,

⁸ These people may or may not have been the same people responding to the WC Housing Needs Survey and it is not known if they would qualify for affordable housing under WC's Allocations Policy.

⁹ Occupied in 2018.

¹⁰ 'Extra-care' facilities are not exempt from affordable housing provision (see Core Policy 46).

many older people in the village may prefer to remain in their community. Some retirement accommodation may have more than 1-bedroom and as such 'bed spaces' may be a misleading target. One potential way to enable older persons to live independently, but with shared facilities, is through co-housing schemes for older people.

Other market trends

The growing popularity of short-term house-sharing platforms such as Air BnB can result in a loss of available housing stock (see Figure 3 for current marketed properties in the parish). Additional thought may be required regarding tourism/Air B&B in terms of use of occupancy and dwelling availability over the plan period, also considering the potential longer-term impacts of Coronavirus on this sector.

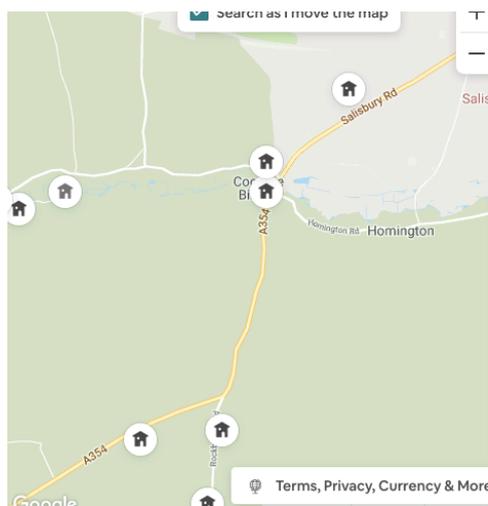


Figure 3 – Current properties marketed on Air BnB in and adjacent to the parish (August 2019)

Conclusions

Given the level of support for new homes in the Wiltshire Council Housing Needs Survey (i.e. weighted towards 4-10 homes but with an unclear split between 11-15 homes, see Figure 1), the actual level of demand indicated by the Community Questionnaire, and an extended plan period, the evidence above suggests **a working housing number of around 13-15 dwellings up to the period 2036** (see calculations in Table 4).

The Community Questionnaire indicated a clear locally-identified demand for owner-occupied dwellings. It is suggested that market tenure (i.e. private rent or owner-occupied) would likely not necessarily need to be decided at the outset of development (i.e. contrary to AECOM's Housing Need Assessment).

Since there is no current strategic allocation for additional housing in the plan period, wherever possible, housing could be phased within across several sites so that the village can absorb new people and adapt its facilities accordingly, if appropriate and/or viable. There would also be the potential of 'windfall' sites where individual developments are constructed.

The split for number of bedrooms in new development could broadly reflect the AECOM Housing Need Assessment, which mirrors the existing demand suggested by those responding to the Community Questionnaire (see Table 5); any demand for 4 or 5 bedroom dwellings can expect to be met through turnover of the existing housing stock. A policy encouraging self-build could also include local demand for this type of development and sites could be assessed based on their suitability for this type of development.

This consolidated evidence base has been shared with Wiltshire Council who broadly share the conclusions of this report. This evidence will also be presented to the community at a Community Feedback Consultation in July 2020 to clarify local perspectives on development preferences. In particular, whether there might be demand for the provision of older person dwellings (i.e. whether the low-level of services available in the community would affect the take-

up of older persons’ properties and their suitability on potential sites) or whether smaller, standard homes could meet this demand (i.e. designed with Lifetime Homes principles)¹¹.

Working objectives for the Neighbourhood Plan

The evidence presented above suggests that the following issues and potential working objectives for the Housing section of the Neighbourhood Plan related to local housing needs:

Table 3- Working objectives for Housing section of the Neighbourhood Plan based on a review of the housing need evidence base

Theme	Issue	Working objective – for discussion
Housing for older persons	The housing mix does not meet the needs of older people in CB&H who wish to downsize.	To promote the suitable provision of accommodation for older persons, including bungalows to allow for churn in the existing housing stock.
Ensuring the on-going vitality of the community with an appropriate housing mix	There is a lack of suitable homes for young families who may require smaller properties than currently on the market.	To deliver properties of three bedrooms or less to meet the needs of newly forming households, families or those wishing to downsize.

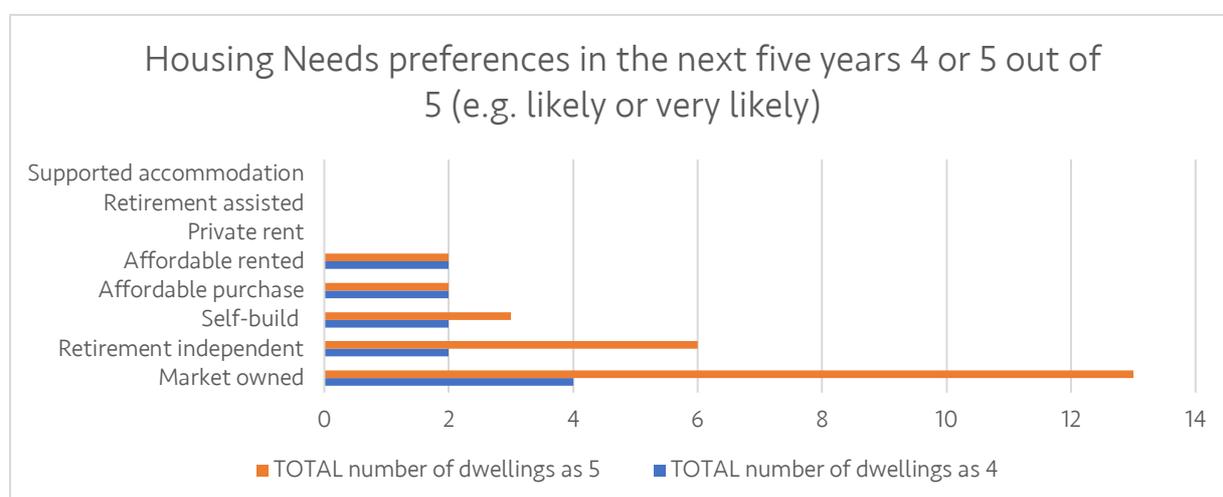
Self-build and/or community-led housing and affordable housing objectives tbc pending further community engagement.

¹¹ <https://www.habinteg.org.uk/lifetime-homes-design-guide>

Appendix A - Additional Analysis of Community Questionnaire Housing Need Responses

Additional analysis of the 2018 Community Questionnaire on housing needs for respondents answering either 4 or 5 (out of 5) on Question 7 indicates that there is a demand for owner-occupied dwellings, independent retirement accommodation (roughly reflecting AECOM’s figure of 10 older person dwellings)¹² and some limited affordable housing (rent/owned).¹³ There was no demand for private rented accommodation or assisted accommodation from the responses scoring 4 or 5.

Figure 4 – Housing Need by tenure (Additional analysis of Community Questionnaire Qu. 7 data responses 4 or 5).



While overall needs for development are suggested through those responding they had a likely need (e.g. 4 or 5 out of 5), in order to ensure the assessment of local need is as accurate as possible, we have used only responses that indicated an *actual* need of 5 out of 5 in the housing need calculations in the following section. There is also the potential for a proportion of the local housing need to be met by turnover in the existing housing stock, where people move to a new house (which could be larger or smaller dwellings, or even the same size but newer etc).¹⁴

¹² Compare this to the 2012 Parish Plan data which found that 16 households wished to downsize and 8 sought sheltered housing. The number of households which responded to the Parish Plan questionnaire was 155 (however each adult in a household could respond so there were multiple responses per household), whereas the Community Questionnaire had 95 households respond (with only one response per household allowed for) which may explain the higher figures in the Parish Plan survey.

¹³ As stated earlier, out of a total of 95 households, there were 48 households who did not have any additional housing need in the questionnaire.

¹⁴ The working target doesn’t consider local movement of housing stock or inward/outward migration and would require comparison with any WC data to this effect.

Appendix B - Locally-defined Housing Need Calculations

Table 4 – Detailed rationale for housing figures and further adjustment based on under-occupancy levels

Housing type	Responses - Very likely (5 out of 5)	Adjustments	Adjusted figure
Market	13	See below	13
Retirement - Independent	6	Market housing can encompass retirement (independent) properties if suitably adapted. There is no requirement to deliver independent retirement homes in the parish and in order to ensure intergenerational uses of housing types and contribute to a sustainable and vibrant community, this figure can be absorbed within an overall housing figure for market housing.	0
Self-build	3	Market housing can encompass self-build (if supported through enabling policies for this type of development).	0
Affordable	2	Either affordable rented or purchase. A figure of two properties corresponds to the findings of the Wiltshire Council Housing Needs Survey. In the Wiltshire Council Core Strategy, affordable dwellings are a requirement of sites over 5 dwellings. Since not all sites may deliver over five sites there should be some flexibility in the delivery of affordable dwellings. If specific older persons homes are delivered this could also absorb the suggested two affordable dwellings for adapted and independent dwellings in the AECOM Housing Need Assessment (see Table 2), although this would need to be adjusted for the overall number of older persons' dwellings built, if any.	~2
TOTAL	24	This figure also reflects the level of support for development in the community in the Wiltshire Council Housing Needs Survey (Qu. 12).	13-15*

* Note the adjusted figure therefore includes Retirement- Independent and Self-build in the Market category.

Table 5 (below) indicates local housing need as provided by those responding to the Community Questionnaire, broken down by number of bedrooms and the % of overall need for 1-5 bed properties from these results (i.e. a locally-driven housing need assessment). On average, 30% respondents responded to more than one option (i.e. selections marked 4 or 5 and above).

Table 5 - Housing Need by tenure and bedroom type (Additional analysis of Community Questionnaire Qu. 7 data responses 5 out of 5).

Number of bedrooms required (per dwelling type)	Market owned	Private rent	Affordable purchase	Affordable rented	Self-build	Retirement independent	Retirement assisted	Supported accommodation	Other accommodation	TOTAL	% of total
1 bedroom	0	0	1	0	0	0	0	0	0	1	4%
2 bedrooms	2	0	1	2	1	3	0	0	0	9	32%
3 bedrooms	10	0	0	0	1	3	0	0	0	14	50%
4 bedrooms	0	0	0	0	1	0	0	0	0	2	7%
5 bedrooms	1	0	0	0	0	0	0	0	0	1	4%
TOTAL number of dwellings, number of beds/ dwelling type	13	0	2	2	3	6	0	0	1 ¹⁵	28	96%

¹⁵ NB: there was a '5' indicated for 'other' but no number of bedrooms or number of householders requiring this dwelling type was indicated other than 'bungalow, hence why the figures do not amount to 100% in Table 5.