



Part of Shakespeare Martineau

## **HORSHAM DISTRICT AND PARTRIDGE GREEN AFFORDABLE HOUSING NEED STATEMENT**

**Land at Partridge Green**

**Prepared on behalf of Croudace Homes**

**September 2024**



# Land at Partridge Green, Horsham District

## Affordable Housing Need Statement

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## 1. INTRODUCTION AND THE NATIONAL HOUSING CRISIS

### Introduction

- 1.1 This affordable housing need statement has been prepared by Marrons national socio-economics team on behalf of Croudace Homes, in support of their proposed development on land at Partridge Green for 101 dwellings, of which 45% (46 dwellings) are proposed to be affordable tenures.
- 1.2 The purpose of the Statement is to provide a review of the affordable housing position in Horsham District, and locally within Partridge Green, drawing on key indicators which are publicly available. These indicators include the following:
  - Affordable housing need;
  - Gross affordable housing delivery;
  - Affordable stock losses;
  - Net affordable housing delivery;
  - Households on the Council housing waiting list;
  - Homelessness;
  - Temporary accommodation;
  - The affordability of housing.
- 1.3 Section 2 of this Statement provides the analysis of the above indicators, but before we consider need we provide some context in terms of the national housing crisis and the need for affordable housing in particular.

### The need for affordable housing nationally

- 1.4 Affordable housing need has become acute across the country as the affordability of housing has worsened over the past two decades, and the loss of affordable stock has accelerated.
- 1.5 The January 2022 House of Lords report 'Meeting Housing Demand' identified "*there were 1,187,641 households on local authority housing waiting lists in 2021*" and "*as of March 2021, 95,450 families had been placed into temporary accommodation by local authorities.*"<sup>1</sup>
- 1.6 Research for the National Housing Federation (NHF) and Crisis in 2018 identified

<sup>1</sup> Paragraph 69, page 36, Meeting housing demand, House of Lords Built Environment Committee, 10 January 2022



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a need for 145,000 new affordable homes per year, of which 90,000 for the next 15 years should be for social rent, 30,000 for affordable rent and 25,000 shared ownership homes.<sup>2</sup>

- 1.7 However to put this into context, only 63,909 new affordable homes were delivered across England in the most recent year for which data is available (2022/23), approximately 27.3% of all net completions (234,397).
- 1.8 However this a gross affordable delivery figure and the Government's statistics show a loss of 27,488 affordable dwellings in 2022/23 to demolitions and sales.
- 1.9 Net affordable completions were therefore only 36,421 (i.e., 15.5% of all housing completions).
- 1.10 Furthermore the House of Lords report stated, "*There has been a steady decline in social rent as a proportion of new supply, from over 75% in 1991/92 to 11% in 2019/20. In 50 local authorities, no homes for social rent were built over the five-year period from 2015/16 to 2019/20*"<sup>3</sup> (our emphasis). There is a severe lack of local authority housing as this statement summarises.
- 1.11 The Department for Levelling Up, Housing and Communities (DLUHC) publishes data on social housing lettings in England. In its latest publication, updated on 6 March 2024, the department reported that there were 1.29 million households on local authority waiting lists as of 31 March 2023. This represented an increase of 73,000 households (6 percent) compared to 31 March 2022. It also was the highest number of households on the waiting list since 2014 when the criteria for accessing the waiting list were tightened under the Localism Act (2011).
- 1.12 The NHF also undertook research in late 2023 which concluded that unless politicians commit to a long-term plan to fix the housing crisis, an extra 1.7 million households will be living in unaffordable homes by 2030 compared with 2020 - an increase of more than a third (35%).
- 1.13 The NHF research also found that by 2030 there will be:
  - 600,000 additional households living in unaffordable private rented homes, taking the total to 2.2 million;
  - 1 million additional homeowners facing unaffordable mortgage costs, taking the total to 1.9 million - more than double current levels;

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<sup>2</sup> Professor Glen Bramley, Crisis and National Housing Federation Housing supply requirements across Great Britain (November 2018)

<sup>3</sup> Paragraph 65, page 33, Meeting housing demand, House of Lords Built Environment Committee, 10 January 2022



- 1.5 million Families will be on the waiting list for social housing, a rise of 350,000 or almost a third (32%);
  - 150,000 children will be homeless and living in emergency accommodation like B&Bs and hostels by 2030 – an increase of 20,000. This is the equivalent of six children in every school in England.<sup>4</sup>
- 1.14 In April 2023 the NHF also found that more than 310,000 children were sharing a bed with their parents or siblings; and the number of homeless children stuck in temporary accommodation reached 130,000 in 2023, the highest number since records began.<sup>5</sup>
- 1.15 Marrons 'Housing 2040' report (April 2024) found that approximately 500,000 more affordable homes would be lost by 2040 to demolitions and sales if recent trends continued.<sup>6</sup>
- 1.16 Bringing the situation up-to-date, data released by the government on 08 August 2024 has revealed the number of children who are homeless and living in temporary accommodation with their families in England has rocketed to 151,630- an increase of 15% in a year - and the highest figure since records began in 2004. This was the figure expected in 2030 by the NHF's research referred to above.
- 1.17 The number of homeless families living in emergency accommodation such as B&Bs and hostels has reached 8,860 – a rise of 29% in a year. This type of emergency accommodation is notoriously overcrowded, expensive and unsuitable.<sup>7</sup>
- 1.18 In the context of the above it is imperative that affordable housing is provided across the country.
- 1.19 In this context it is notable how the '*Proposed reforms to the National Planning Policy Framework and other changes to the planning system*' published on 02 August 2024 by the new Labour government includes a pledge to "*deliver the biggest increase in social and affordable housebuilding in a generation.*"<sup>8</sup>
- 1.20 The following sections of our Statement consider the position in Horsham District and the local area of Partridge Green, analysing and reporting key indicators.

<sup>4</sup> The housing crisis: what will happen if we don't act? NHF, August 2023

<sup>5</sup> Overcrowding in England, NHF, April 2023

<sup>6</sup> Housing 2040, Marrons, April 2024

<sup>7</sup> Record 151,000 children homeless in TA - Shelter England

<sup>8</sup> Proposed reforms to the National Planning Policy Framework and other changes to the planning system - GOV.UK ([www.gov.uk](http://www.gov.uk)), 02 August 2024



## 2.0 AFFORDABLE HOUSING POLICY AND INDICATORS IN HORSHAM

### Introduction

- 2.1 This section of our Statement summarises the key indicators of affordable housing need and delivery in Horsham District.
- 2.2 As part of this summary we have considered Horsham District Council's (HDC's) most recent evidence base documents where relevant.

### Affordable Housing Policy in Horsham District

- 2.3 The existing Local Plan for HDC is the **Horsham District Planning Framework (HDPF) adopted in November 2015**. However the Horsham District Local Plan 2023-2040 was submitted to the Secretary of State for Examination on 26 July 2024 and hearing sessions will be announced imminently at the time of writing.
- 2.4 The existing HDPF stated in Policy 2 (Strategic Development) that the spatial strategy to 2031 is to "*Support the provision of rural housing which contributes towards the provision of affordable housing where there is a demonstrable need.*"<sup>9</sup> (our emphasis)
- 2.5 Section 6 of the HDPF addressed housing in the district, and one of the issues identified was as follows, "*The high cost of housing can act as a barrier to suitable housing for many people who wish to live and work in the district (e.g. young people). Housing needs to be available to all. This includes providing social rented housing but also looking at measures to ensure that housing is more generally affordable (e.g. to first-time buyers) and through other mechanisms including self and custom build.*"<sup>10</sup> (our emphasis)
- 2.6 The position in respect of affordable housing across the district is discussed in more depth in section 6, and the Plan states "*The high cost of housing means that it is difficult for first time buyers to purchase a home, as they will need around ten times their income to afford a home at the bottom of the housing ladder. It is calculated that to keep the number of people on the Council's housing register stable there is a requirement of affordable homes of around 240 units per year. Planning for housing in the district will help to provide homes which local people*

<sup>9</sup> Page 23, Horsham District Planning Framework, November 2015

<sup>10</sup> Page 53, Horsham District Planning Framework, November 2015



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*can afford; meet the needs of the community and support the economy.”<sup>11</sup> (our emphasis)*

- 2.7 In order to meet affordable housing need, Policy 16 stated how all developments of 5 or more homes would be required to deliver affordable housing. On sites providing 15 or more dwellings, or on sites over 0.5 hectares, the Council required 35% of dwellings to be affordable. On sites providing between 5 and 14 dwellings, the Council required 20% of dwellings to be affordable or where on-site provision was not achievable a financial contribution equivalent to the cost of the developer of providing the units on site.
- 2.8 Croudace Homes proposed scheme would include 45% affordable provision and therefore exceeds the policy requirement by 10% (46 affordable homes rather than 35).
- 2.9 Policy 17 (Exceptions Housing Schemes) states how “*in exceptional circumstances limited amounts of greenfield land, that would not otherwise be released for general market housing, may be released for the development of affordable homes.*”<sup>12</sup> (our emphasis)
- 2.10 Policy 17 goes on to state how this will only be allowed where there “*is an identified local need for such homes and no suitable alternatives exist within the locality to meet that need*” and that “*the development would solely meet the needs of a particular parish (or that parish plus its immediately adjoining parishes within Horsham district).*”<sup>13</sup>
- 2.11 This could be for “*People with the offer of a job in the parish who cannot take up the offer because of a lack of affordable housing.*”<sup>14</sup> (our emphasis)
- 2.12 The theme of affordable housing remains pertinent in the **Horsham District Local Plan 2023-2040** (HDLP) recently submitted for examination.
- 2.13 Chapter 10 (Housing) states, “*The median house price in Horsham District is around 13 times higher than average annual earnings. The cost of private renting also remains high. This creates a high demand for affordable housing, which is available at less than market value. This includes providing higher levels of social/affordable rented housing whilst looking at measures to ensure that housing is more generally affordable (e.g. to first time buyers) and through other*

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<sup>11</sup> Page 54, Horsham District Planning Framework, November 2015

<sup>12</sup> Page 59, Horsham District Planning Framework, November 2015

<sup>13</sup> Page 59, Horsham District Planning Framework, November 2015

<sup>14</sup> Page 59, Horsham District Planning Framework, November 2015



*mechanisms including self and custom build and the creation of community land trusts.”<sup>15</sup> (our emphasis)*

- 2.14 Strategic Policy 39 (Affordable Housing) moves on to set out the criteria that will be applied to developments in respect of affordable housing delivery. A minimum of 45% affordable housing will apply on greenfield sites, with a minimum 10% on brownfield, and between 35% and 40% on strategic sites. Older person’s specialist housing will be expected to provide a minimum 30%. Build to rent will be expected at 20% to 40% dependent on whether they are brown or greenfield.<sup>16</sup>
- 2.15 Policy 41 (Rural Exception Homes) continues the approach made in Policy 17 of the HDPF in so far as there “*is an identified local need for such homes as demonstrated by an up-to-date housing needs survey and, and there are no other more suitable alternatives exist within the locality to meet that need.*”<sup>17</sup>
- 2.16 The criteria set out above in Policy 17 of the 2015 HDPF is reproduced in proposed policy 41 of the HDLP.
- 2.17 In this context it is important to reiterate Croudace’s commitment to provide 45% affordable housing provision which significantly exceeds the policy requirements of the Council in the adopted Plan whilst meeting the emerging Plan requirement.

#### **Horsham District Council’s Affordable Housing Need Evidence Base**

- 2.18 The most recent assessment of affordable housing need for Horsham is set out in section 7 of the November 2019 Northern West Sussex SHMA. The SHMA considers housing need in Horsham District and Crawley Borough from 2019-2039.
- 2.19 The SHMA determines that net affordable need in Horsham is 503 affordable dpa<sup>18</sup>. This would represent 65% of overall housing provision determined by the Council and set out in the Draft Plan (777 dpa).<sup>19</sup>
- 2.20 Based on average provision of 35% on every site, the SHMA states that “*notionally over 1,400 homes would be needed each year in Horsham to meet the affordable housing need in full.*”<sup>20</sup> It is important to note how slightly lower provision at 30% would require nearly 1,700 dpa overall to meet affordable need in full, significantly higher than the Council’s proposed housing requirement of 777 dpa.

<sup>15</sup> Page 127, Horsham District Local Plan, January 2024

<sup>16</sup> Page 139-140, Horsham District Local Plan, January 2024

<sup>17</sup> Page 144, Horsham District Local Plan, January 2024

<sup>18</sup> Table 67, page 156, Northern West Sussex Strategic Housing Market Assessment, November 2019

<sup>19</sup> Page 132, Horsham District Local Plan, January 2024

<sup>20</sup> Paragraph 7.59, page 88, Northern West Sussex SHMA, November 2019



- 2.21 In the context of the affordable need in the District, the SHMA authors conclude “*The scale of affordable housing need is significant and justifies planning policies seeking to maximise affordable housing provision on eligible development sites, subject to viability. It also provides some basis for considering through the plan-making process and sustainability appraisal higher levels of overall housing provision*”<sup>21</sup> (our emphasis).
- 2.22 Prior to the 2019 SHMA, the May 2009 Northern West Sussex SHMA determined affordable need to be between 260 and 327 affordable dpa<sup>22</sup> and following this the October 2014 Northern West Sussex Housing Market Area Affordable Housing Needs Model Update determined the need to range between 225 and 404 affordable dpa, 2014-2024.<sup>23</sup>

#### Affordable Housing Need and Delivery – Horsham District

- 2.23 As we have set out above, Horsham’s evidence base concludes there is a net need for 503 affordable dpa, 2019-2039. Prior to this the need was considered to range between 225 and 404 dpa (2014-2024) and 260-327 dpa before that.
- 2.24 In this context Table 2.1 sets out the affordable delivery published in HDC’s Annual Monitoring Reports (AMRs) set against the need discussed above.

**Table 2.1: Gross Affordable Housing Completions vs Need (per annum) in HDC, 2011/12 to 2022/23**

	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	Total (average per annum)
Completions	98	147	239	245	130	224	249	319	222	226	80	9	2,188
Need	260-327	260-327	260-327	225-404	225-404	225-404	225-404	225-404	503	503	503	503	3,917 – 5,013

Source: Horsham District Authority Monitoring Reports

- 2.25 As Table 2.1 illustrates, according to HDC’s AMRs there has been gross delivery of 2,188 affordable dwellings over the past 12 years.
- 2.26 This represents a shortfall from need of between 1,729 and 2,825 affordable dwellings (or between a 44% and 56% shortfall) on the face of it, but doesn’t account for losses to the existing affordable housing stock. These losses need to be subtracted to arrive at a net affordable delivery figure.

<sup>21</sup> Page 90, Northern West Sussex SHMA, November 2019

<sup>22</sup> Figure 9.19, page 189, Northern West Sussex SHMA, 2009

<sup>23</sup> Paragraph 5.21, page 86, Northern West Sussex HMA – Affordable Housing Needs Update, October 2014



2.27 Table 2.2 sets out the losses to stock in HDC since 2011/12.

**Table 2.2: DLUHC figures on the disposal of social housing stock: Horsham District**

Year	Demolition	LCHO Sales	Other sales	Sales to sitting tenants	Grand Total
2011-12		5		2	7
2012-13		15		7	22
2013-14	17	5		15	37
2014-15		9	1	7	17
2015-16		33	2	7	42
2016-17		9		13	22
2017-18	27	11	4	15	57
2018-19		9	6	20	35
2019-20		23	10	6	39
2020-21	55	16	18	3	92
2021-22	3	19	9	5	36
2022-23	17	11	11	5	44
<b>Total</b>	<b>119</b>	<b>165</b>	<b>61</b>	<b>105</b>	<b>450</b>

Source: Social housing sales and demolitions open data, [www.gov.uk](http://www.gov.uk)

2.28 Table 2.2 shows there to have been 450 losses to stock over the 2011/12 to 2022/23 period. This revises Table 2.1 as summarised in Table 2.3 below.

**Table 2.3: Gross Affordable Housing Completions vs Need (per annum) in HDC, 2011/12 to 2022/23**

Step		2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	Total
<b>A</b>	<b>Gross completions</b>	98	147	239	245	130	224	249	319	222	226	80	9	2,188
<b>B</b>	<b>Losses to stock</b>	7	22	37	17	42	22	57	35	39	92	36	44	450
<b>C</b>	<b>Net completions (A-B)</b>	91	125	202	228	88	202	192	284	183	134	44	-35	1,738
<b>D</b>	<b>Affordable Need</b>	260-327	260-327	260-327	225-404	225-404	225-404	225-404	503	503	503	503	3,917-5,013	
<b>E</b>	<b>Shortfall/Surplus (C-D)</b>	-169 /	-135 /	-58 /	+3 /	-137 /	-23 /	-33 /	+59 /	-320	-369	-459	-538	-2,179 to -3,275

Source: Horsham District Authority Monitoring Reports

2.29 Table 2.3 shows how there has only been two years in which need may have been met by net delivery (based on minimum affordable need). However based on the maximum need none of the years have seen delivery met.

2.30 In total there has been a shortfall of between 2,179 and 3,275 affordable dwellings over the 12 year period analysed. This means that a maximum of 44% affordable need has been delivered over this time.



### **Households on the Council's Housing Register – Horsham District**

- 2.31 The number of homes on the Housing Register can also provide an indication of the need for affordable housing. Table 2.4 provides register data from 2014 when changes to the criteria for accessing housing waiting lists was introduced by the Government in October 2013.
- 2.32 These changes in 2013 allowed councils to consider whether prospective council tenants had a 'local connection' to the area – usually by living in the area, but occasionally working, a condition previously applied to a council's homelessness duty.

**Table 2.4: Horsham District Housing Waiting List 2014-2024**

	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Households	482	508	520	656	592	582	675	782	705	740	754

Source: DLUHC live table 600: local authority waiting lists, and Freedom of Information request (Appendix 1)

- 2.33 Table 2.4 shows how the number of households on the waiting list has risen by 56% between 2014 and 2024, and there are now 754 households on the waiting list.
- 2.34 It is important to note that these figures are households, which could contain several people. The number of people on the waiting list is therefore significantly higher.
- 2.35 This is considered to emphasise the need for affordable housing in Horsham District.
- 2.36 The Freedom of Information request received back from the Council has confirmed that of 754 households on the waiting list as of 2024, there are 136 households whose preferred location for housing is West Grinstead parish.



### **Homelessness – Horsham District**

2.37 In respect of homelessness, Table 2.5 sets out the data collected by DLUHC for the last five financial years.

**Table 2.5: Homelessness in Horsham, 2018/19 to 2022/23**

<b>Year</b>	<b>Number of households assessed</b>	<b>Total households owed a duty</b>	<b>Threatened with homelessness - Prevention duty owed</b>	<b>Homeless - Relief duty owed</b>
2022/23	412	395	167	228
2021/22	448	418	225	193
2020/21	348	342	185	157
2019/20	456	454	284	170
2018/19	454	440	232	208

Source: DLUHC

2.38 Table 2.5 shows how the number of households assessed for homelessness and whether they are owed a prevention or relief duty has hovered around 400 per year over the past five years.

2.39 However what is notable is that the most recent year has seen the highest number of households (228) assessed as actually being homeless.

### **Summary**

2.40 In summary the key points from this section are as follows:

- Affordable need has been between 225 and 503 dpa since 2011;
- There have been 1,738 net affordable completions, 2011/12 to 2022/23;
- Affordable need has been a minimum 3,917 and a maximum 5,013 dwellings over the same period;
- Net affordable completions have therefore delivered a minimum 35% and a maximum 44% of affordable need over the past 12 years;
- The number of households on the waiting list has risen by over 50% since 2014;
- Of 754 households on the Council's register as of 2024, there are 136 households whose preferred location for housing is West Grinstead parish;
- The most recent year (2022/23) saw the highest number of households assessed as being homeless across the District over the past five years.



### 3.0 HOUSING AFFORDABILITY IN HORSHAM DISTRICT AND PARTRIDGE GREEN

- 3.1 As the January 2022 House of Lords report 'Meeting Housing Demand' states "*Affordability has worsened dramatically over the past 20 years: in England the ratio of median house prices to median earnings has almost doubled while in London it has more than doubled*"<sup>24</sup> (our emphasis).
- 3.2 In 1997, the median full-time worker in England could expect to pay about 3.5 times their annual earnings to buy a home; this had more than doubled by 2020 to 7.7. Homes in the private rented sector have become increasingly unaffordable. In 1980, the average working-age family renting privately spent 12% of its income on housing; in 2020 it spent almost three times this proportion (32%).<sup>25</sup>
- 3.3 This trend has resulted in worsening living conditions and increases in overcrowding and the number of concealed households (where two or more households are living together) across the country.
- 3.4 Various actions are required to improve affordability, not least boosting supply across the country. The House of Lords report includes a statement from the UK Collaborative Centre for Housing Evidence which said "*It is certainly the case that large, sustained increases in housing supply are necessary if the objective is to improve affordability ... But, even then, it is most unlikely that increases in supply alone could bring house price to earnings ratios even close to a value of 4.0.*"<sup>26</sup>
- 3.5 Furthermore, the National Planning Policy Framework's (NPPF) existing standard method for calculating minimum housing need is set in the context of Government's ambition to build 300,000 homes per annum by the mid-2020s.
- 3.6 However, the House of Lords report includes evidence from Professor Glen Bramley. Professor Bramley's analysis concludes that 340,000 homes per annum would be required to address "*future household projections, backlog of housing need and scale of homelessness.*"<sup>27</sup> This indicates a significant increase in need from that determined nationally under the existing standard method.

<sup>24</sup> Paragraph 1, page 11, Meeting housing demand, House of Lords Built Environment Committee, 10 January 2022

<sup>25</sup> Paragraph 52, page 29, Meeting housing demand, House of Lords Built Environment Committee, 10 January 2022

<sup>26</sup> Paragraph 31, page 20, Meeting housing demand, House of Lords Built Environment Committee, 10 January 2022

<sup>27</sup> Paragraph 30, page 19, Meeting housing demand, House of Lords Built Environment Committee, 10 January 2022



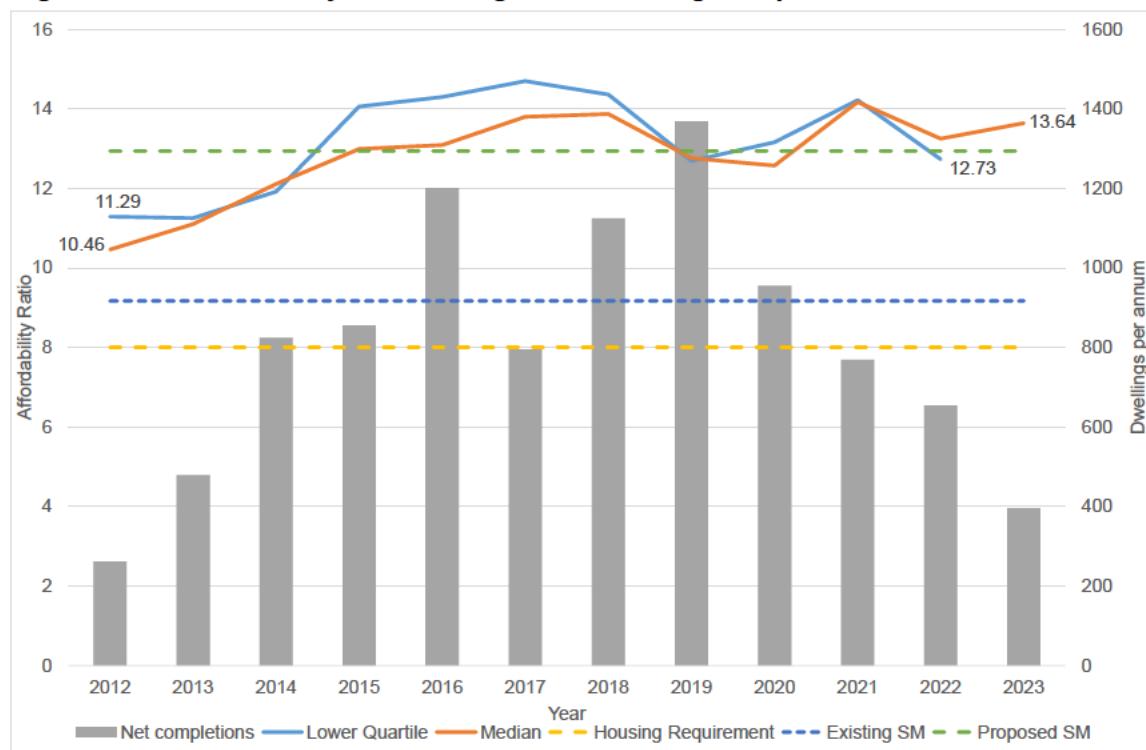
- 3.7 In this context the 'Proposed reforms to the National Planning Policy Framework and other changes to the planning system' published by the new Labour government in August 2024 proposes to *increase* the adjustment for affordability constraints under the NPPF's existing standard method.
- 3.8 If adopted the reforms would increase the need nationally to 370,000 dpa, with the target of the new government to deliver 300,000 per annum.
- 3.9 Below we consider the affordability position in Horsham and Partridge Green.

### **Housing delivery and affordability in Horsham**

- 3.10 The correlation between net completions and the affordability of housing across Horsham District reveals an important pattern, which is summarised below.
- 3.11 The lower quartile and median affordability ratios are published every 12 months by the Office for National Statistics (ONS) and the median ratio is used to calculate the National Planning Policy Framework's (NPPF) standard method of minimum housing need.
- 3.12 Figure 3.1 presents the change in the lower and median affordability ratios for Horsham since 2011/12 against the housing requirement and the NPPF's existin and proposed standard methods for calculating minimum housing need. Net overall housing completions are included to measure performance against the requirement/need.



Figure 3.1: Affordability ratio change and housing completions in Horsham



Sources: ONS, Authority Monitoring Reports

- 3.13 Figure 3.1 illustrates a 13% increase in Horsham's lower quartile affordability ratio, 2011/12-2021/22. A lower quartile property (supposedly the most reasonable in an area) cost nearly 13 times lower quartile earnings in Horsham as of 2022.
- 3.14 The median ratio change between 2011/12 and 2022/23 has been 30%. This is higher than the England average (22% increase).
- 3.15 The Council have delivered in excess of their 2015 Local Plan housing requirement (800 dwellings per annum) in six of the past 12 years, however this must be considered in the context of the Plan being adopted nearly a decade ago and housing need being significantly higher under the existing standard method (between 900 and 1,000 per annum) since 2019, and the government's proposed changes to housing need which would see Horsham's need increase to over 1,200 per annum.
- 3.16 If assessed against the most recent calculations of housing need the Council would have under-delivered, and this appears to be borne out in respect of the affordability ratios increasing over the past decade.
- 3.17 The recently submitted Draft Local Plan highlights the affordability issues endemic across Horsham. The introduction to the Draft Plan's 'Housing' section states "*The median house price in Horsham District is around 13 times higher than average*



*annual earnings. The cost of private renting also remains high. This creates a high demand for affordable housing, which is available at less than market value. This includes providing higher levels of social/affordable rented housing whilst looking at measures to ensure that housing is more generally affordable (e.g. to first time buyers) and through other mechanisms including self and custom build and the creation of community land trusts.”<sup>28</sup>*

### **House Prices in Horsham District**

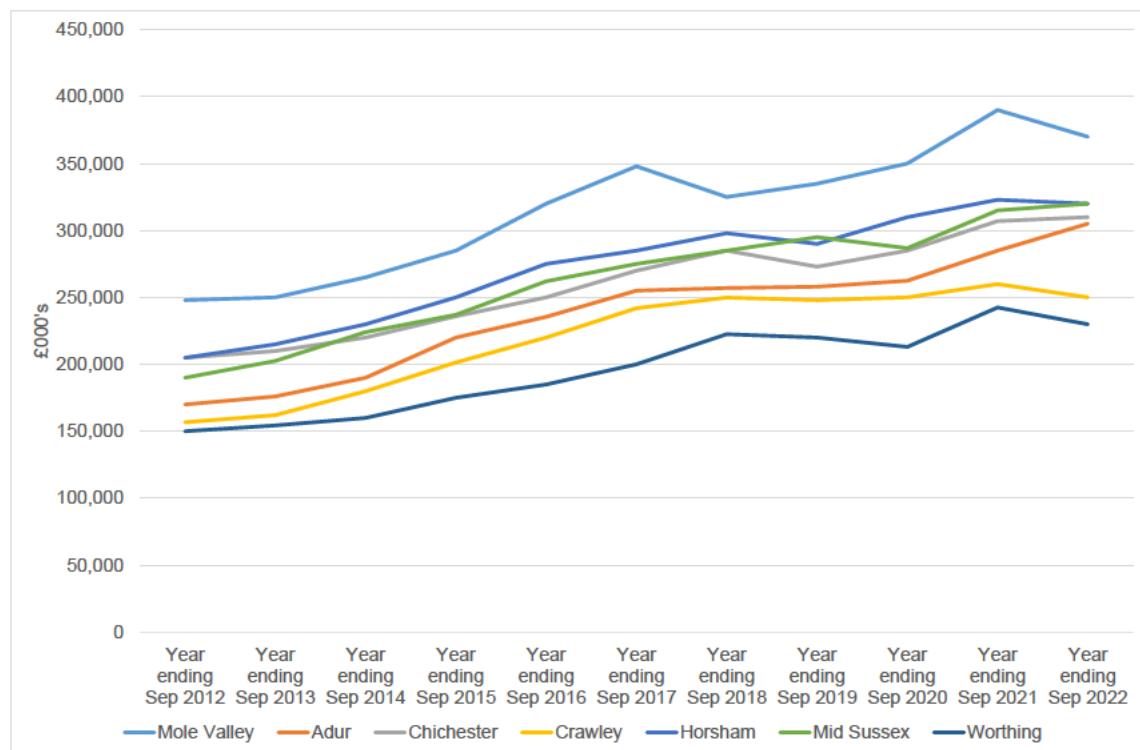
- 3.18 The increase in house prices across the country over the recent past has been significant. Horsham District experienced a 59% increase in its average lower quartile (i.e. the most affordable) house price between 2011/12 and 2021/22.
- 3.19 We have compared this with the figures for the other authorities which share a boundary with Horsham (see Figure 3.2).
- 3.20 This analysis shows how the price of a lower quartile homes has increased by 56% in Horsham in a decade, from £205,000 (2012) to £320,000 (2022). This is a higher proportional increase than neighbouring Mole Valley, Chichester, and Worthing, but lower than Adur, Crawley, and Mid Sussex.
- 3.21 The increase in Horsham is higher than the 44% increase experienced nationally.
- 3.22 Furthermore as of 2022 Horsham’s lower quartile house price is higher than all neighbouring authorities with the exception of Mole Valley.
- 3.23 It is therefore clear that the homes which should be the most affordable in Horsham are particularly unaffordable.

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<sup>28</sup> Page 127, Horsham District Local Plan, January 2024



Figure 3.2: Lower Quartile House Price Change 2012-2022



Source: ONS 2022 Lower Quartile Affordability Ratios, March 2023

### Housing Delivery in West Grinstead Parish/Partridge Green

- 3.24 There appears to be some confusion in the Freedom of Information request submitted to and returned by Horsham District Council (see Appendix 1).
- 3.25 The response to question 9 (housing completions) states there to have been a total of 82 net housing completions in West Grinstead Parish between 2011/12 and 2022/23 inclusive. However the information for the individual years only amounts to net delivery of 4 dwellings over that period.
- 3.26 The 2021 Census only records 1,222 households in the Parish, a net decline of 2 households from the number of households recorded by the 2011 Census (1,224).
- 3.27 This indicates that the data presented for the individual years, amounting to net delivery of just 4 dwellings in the parish, is the correct figure.
- 3.28 More locally in the settlement of Partridge Green alone, 931 households were recorded by the 2011 Census, and only 927 in the 2021 Census, meaning a net decline of 4 households in the village.
- 3.29 The change in tenure of housing in Partridge Green between the 2011 and 2021 Censuses is set out in Table 3.1:



**Table 3.1: West Grinstead Parish Households by Tenure, 2011-2021**

	2011	2021	2011-2021
All households	1,224	1,218	-6
<b>Owned</b>	<b>999</b>	<b>1,007</b>	<b>8</b>
Owned: Owned outright	470	576	106
Owned: Owned with a mortgage or loan	529	431	-98
<b>Private rented</b>	<b>123</b>	<b>146</b>	<b>23</b>
Private rented: Private landlord or letting agency	110	120	10
Private rented: Other	13	26	13
Living rent free	28	0	-28
Shared ownership (part owned and part rented)	2	4	2
<b>Social rented</b>	<b>72</b>	<b>61</b>	<b>-11</b>
Social rented: Rented from council (Local Authority)	7	7	0
Social rented: Other	65	54	-11

Source: Table KS402EW (2011 Census); Table TS054 (2021 Census)

- 3.30 As Table 3.1 illustrates, West Grinstead Parish experienced an overall decline of -6 households during the 2011-2021 period (marginally different from the overall households data referred to above) based on this dataset, indicating again that there has been minimal net delivery or a net decline over the 2011-2021 period.
- 3.31 In respect of what can be considered affordable housing (shared ownership and social rented) there was a net loss of -9 households, all of which were social rented. Excluding the settlements of Dial Post and West Grinstead there was a decline of -6 households in Partridge Green itself.
- 3.32 The FoI (Appendix 1) confirms there to have been no affordable housing completions in Partridge Green or the wider West Grinstead parish since 2016 when the Council began to keep records.
- 3.33 It is therefore considered that the indications of the Census that there has been a net loss of affordable housing between 2011 and 2021 in Partridge Green and the wider West Grinstead parish is robust.

#### Affordability in Partridge Green

- 3.34 The ratio of median house prices to net annual household income (equivalised) before housing costs, by property type is available at sub-district level for the year ending March 2020 (published in June 2024).
- 3.35 The smallest area of geography this data is available at is Middle Super Output Area (MSOA) which is larger than West Grinstead parish in area, but only includes



one additional settlement of any size (Cowfold) beyond the settlements in West Grinstead parish (Dial Post and West Grinstead).

- 3.36 Notwithstanding this larger area there are 16 MSOAs within Horsham District and this provides us with robust evidence of affordability in sub-markets of the district.
- 3.37 Table 3.2 displays the 16 MSOAs along with their median affordability ratios, ranked by their median ratio as of March 2020.
- 3.38 As Table 3.2 illustrates, the median ratio was at 7.54 in Cowfold and Partridge Green when the last MSOA level affordability ratios were collected.
- 3.39 Given the intervening period since the 2020 ratios, these are expected to have remained similar or increased.
- 3.40 Notwithstanding this, a median ratio of 7.54 meant that housing ownership would have been beyond the majority in 2020 based on most lenders offering a maximum of 4.5 times earnings for a mortgage.

**Table 3.2: Ratio of median house price (year ending Mar 2020) to gross annual household income (financial year ending 2020) in Horsham District**

MSOA Name	All properties	Detached	Semi-Detached	Terraced	Flats/ Maisonettes
Rudgwick, Slinfold & Barns Green	9.87	12.43	6.78	5.3	[x]
West Chiltington Common	9.63	11.12	6.48	5.46	[x]
Steyning & Upper Beeding	8.49	11.41	8.57	6.47	4.87
Henfield & Small Dole	8.44	11.96	8.01	6.65	3.9
Horsham South, Mannings Heath & Nuthurst	8.36	10.76	6.21	5.11	3.29
Amberley, Pulborough & Storrington	8.12	12.47	7.59	6.94	4.67
Cowfold & Partridge Green	7.54	10.04	7.31	5.23	1.9
Ashington & Washington	7.53	9.35	6.66	5.31	[x]
Billingshurst	7.17	8.99	6.79	5.74	3.06
Broadbridge Heath & Warnham	7.16	11.59	7.65	5.99	3.92
Rusper, Faygate & Leechpool	6.67	9.35	6.62	5.87	4
Southwater	6.59	9.31	6.59	5.62	3.16
Horsham Central	6.34	11.4	7.31	7.21	4.38
Horsham East & Roffey	6.11	10.04	6.78	5.75	4.06
Littlehaven	5.72	7.36	5.95	4.57	3.14
Horsham West	5.49	8.16	6.62	5.14	4.07

Middle layer Super Output Area (MSOA), England and Wales, ONS, 14 June 2024



### Sub-District Analysis of House Prices

- 3.41 The lack of affordability in Partridge Green within Horsham District as a whole is further emphasised by more recent house price data published as part of the ONS' 'House Price Statistics for Small Areas' (HPSSA) series, the most recent of which (21 June 2023) published lower quartile house prices for the year ending December 2022.
- 3.42 HPSSA dataset 48 provides lower quartile house prices by Lower Super Output Area (LSOA) in England and Wales. This is a more local area of geography than the MSOA data used for the affordability ratios and LSOAs 0011B and 0011D cover the settlement of Partridge Green.
- 3.43 We have set out all 81 Horsham LSOAs in Table 3.3 (below).

**Table 3.3: Lower quartile house prices (December 2022) in Horsham District by LSOA**

LSOA	£	LSOA	£	LSOA	£	LSOA	£
Horsham 012A		Horsham 006F		Horsham 002D		Horsham 016D	
Horsham 015E		Horsham 015A		Horsham 002B		Horsham 009D	
Horsham 012D		Horsham 014C		Horsham 002F		Horsham 004B	
Horsham 008B		Horsham 013A		Horsham 001D		Horsham 008A	
Horsham 005A		Horsham 003D		Horsham 002A		Horsham 009F	
Horsham 012B		Horsham 014A		Horsham 003C		Horsham 016A	
Horsham 007D		Horsham 011D		Horsham 007A		Horsham 003A	
Horsham 011B	■■■	Horsham 014D		Horsham 016B		Horsham 010C	
Horsham 012C		Horsham 006B		Horsham 013C		Horsham 014E	
Horsham 010A		Horsham 002H		Horsham 004D		Horsham 003E	
Horsham 008D		Horsham 009B		Horsham 013E		Horsham 006C	
Horsham 006E		Horsham 011C		Horsham 007C		Horsham 001B	
Horsham 005B		Horsham 008C		Horsham 005C		Horsham 003B	
Horsham 005D		Horsham 004C		Horsham 013B		Horsham 013D	
Horsham 008E		Horsham 009E		Horsham 014B		Horsham 004E	
Horsham 016E		Horsham 010B		Horsham 010E		Horsham 006D	
Horsham 002G		Horsham 016C		Horsham 007B		Horsham 001A	
Horsham 015B		Horsham 015C		Horsham 009A		Horsham 006A	
Horsham 009C		Horsham 002C		Horsham 001C			
Horsham 011A		Horsham 002E		Horsham 010D			
Horsham 015D		Horsham 013F		Horsham 004A			

Source: HPSSA dataset 48

- 3.44 As Table 3.3 illustrates, the most reasonable (lower quartile) properties in Partridge Green average between ■■■ and ■■■ making lower quartile properties in Partridge Green some of most expensive of 81 LSOAs in Horsham District.



3.45 The average lower quartile house price in Partridge Green is therefore higher than the average across Horsham District (████████). It is also significantly higher than the South East average (████████) and emphasises the lack of affordability in Partridge Green.

### **Summary**

3.46 In summary the key points to note from this section are as follows:

- Partridge Green is one of the least affordable areas of Horsham District, with a lower quartile house price higher than the District and regional averages;
- The March 2020 median affordability ratio for the MSOA in which Partridge Green is located was 7.54 meaning home ownership was out of reach for most;
- Lower quartile house price data shows that housing is more expensive in Partridge Green than most of Horsham District and is more expensive than the regional average;
- The FOI received from the Council confirms there to have been no affordable housing completions in Partridge Green or West Grinstead parish since the Council began keeping records in 2016;
- Across Horsham district as a whole, the lower quartile affordability ratio (12.73 in 2022) and the median affordability ratio (13.64 in 2023) illustrate the lack of affordability across the district.

3.47 This analysis shows how Partridge Green and Horsham district have affordability issues indicating a need for new housing to drive down prices and make housing more affordable for all. This is particularly acute in the lower quartile house price banding, those market properties which are supposed to be the cheapest and most accessible to prospective buyer.



## **4. FUTURE AFFORDABLE HOUSING NEED IN HORSHAM**

### **Introduction**

- 4.1 The previous sections of this report focussed on the delivery of affordable housing in Horsham District and Partridge Green over the past decade, alongside analysis of affordability.
- 4.2 This analysis has shown there to have been a significant shortfall against the need determined by the Council's evidence base. Furthermore there are a significant number of households on the Council's Housing Register (754 as of 2024, of which 136 have listed West Grinstead parish as their preferred location) and affordable housing need has increased over the Plan period.
- 4.3 As we identified earlier in this report, the shortfall against need since 2011 is between 3,917 and 5,013 affordable dwellings (54% to 65% shortfall). Horsham have therefore failed to deliver even half of their need over this period.
- 4.4 This section of our report considers past undersupply and future need to calculate the affordable need over the next five years.

### **Future affordable need across Horsham District**

- 4.5 Our Freedom of Information (FoI) request to the Council states how the Council would expect 35% of their five year supply (4,555 dwellings) to be delivered as affordable housing. This would equate to 1,594 dwellings.
- 4.6 However the FoI has also stated how there are only 134 affordable homes with planning permission which are yet to be built across the entirety of Horsham District.
- 4.7 The FoI received from Horsham District Council (see Appendix 1) has also confirmed there are no affordable dwellings with existing planning permission for Partridge Green or the wider parish of West Grinstead.
- 4.8 However it should be noted that 'Strategic Policy HA12: Partridge Green' of the emerging Local Plan allocates 255 dwellings to 3 different sites in Partridge Green, all of which are green field sites and would therefore require the provision of 45% affordable housing in line with Strategic Policy 39: Affordable Housing. This would equate to 115 affordable dwellings.



- 4.9 As of August 2024, there are two outline applications (DC/23/2279 and DC/24/0428) for 201 of these homes being considered by Horsham District Council.
- 4.10 The supporting documentation to DC23/2779 states how 40% of the proposed 81 dwellings will be affordable. This equates to 32 affordable dwellings. Application reference DC/24/0428 states that 'up to 45% or 54 units' of affordable housing will be delivered as part of the proposal. However both applications remain at outline stage and the delivery of these homes is not imminent.
- 4.11 The most recent assessment of affordable need for the district is for 503 affordable dwellings per annum, or 2,515 affordable dwellings over the next five years.
- 4.12 So, even if 35% affordable provision was achieved as stated in the Fol received from the Council, there would be a shortfall of 921 affordable dwellings over the next five years.
- 4.13 However this should also be considered in the context of only 134 affordable dwellings benefitting from planning permission across the district as of the date the Fol was completed by the Council, indicating the delivery over the next five years is likely to be significantly lower than 1,594 affordable dwellings.
- 4.14 Notwithstanding the lack of affordable dwellings with planning permission, once the shortfall over the Plan period to date (between 2,179 and 3,275 affordable dwellings 2011-2023) is factored in we have calculated there to be total need for between 4,694 and 5,790 affordable dwellings over the next five years (2,515 newly arising need plus 2,179 to 3,275 units of backlog need).
- 4.15 This would mean the 35% provision expected by the Council (1,594 affordable dwellings) would only deliver between 28% and 34% of the full affordable need (past shortfall and future need) required over the next five years.
- 4.16 This would leave an outstanding need of between 3,100 and 4,196 affordable dwellings over the next five years (see Table 4.1 below), or 620 to 839 per annum.
- 4.17 This is considered a conservative estimate of the shortfall given there are only 134 affordable dwellings benefitting from planning permission across the District (with a maximum of 86 with any chance of being delivered in the near future in Partridge Green through outline applications DC/23/2779 and DC/24/0428).



**Table 4.1: Minimum Affordable Housing Need incorporating Backlog Needs since 2011 for Horsham District (applying the Sedgefield Approach)**

Step	Description	Households
A	Affordable housing need <b>per annum</b> for the period 2011/12 to 2022/23 identified in the Council's evidence base*	225 to 503
B	Affordable housing need for the period 2011/12 to 2022/23 (A x 12)	3,917 to 5,013
C	<b>Gross</b> Affordable housing completions for the period 2011/12 to 2022/23 (Council AMRs)	2,188
D	<b>Losses</b> to affordable housing disposals (i.e., demolitions and sales) recorded by DLUHC live tables	450
E	<b>Net</b> affordable housing completions 2011/12 to 2022/23 (C – D)	1,738
F	Shortfall/backlog of affordable housing need for the period 2011/12 to 2022/23 (B – E)	2,179 to 3,275
G	Baseline affordable housing need required 2023/24 to 2028/29 (503 x 5)	2,515
H	Full affordable housing need for the period 2023/24 to 2028/29 (F + G)	4,694 to 5,790
I	Expected affordable housing provision stated by HDC	1,594
J	Shortfall in affordable housing delivery in Horsham District 2023/24 to 2028/29 (H – I)	3,100 to 4,196

\* Based on 260-327 dwellings per annum (2011-2013), 225-404 dwellings per annum (2014-2019), and 503 dwellings per annum 2020-2023



## 5.0 THE WEIGHT ATTRIBUTED TO AFFORDABLE HOUSING NEED

### Introduction

- 5.1 The importance of affordable housing as a material consideration has been reflected in a number of Secretary of State (SoS) and appeal decisions.
- 5.2 Of particular interest is the amount of weight which has been afforded to affordable housing relative to other material considerations; many decisions recognise affordable housing as an individual benefit with its own weight in the planning balance.

#### **Land west of Trowes Lane and north of Charlton Lane, Swallowfield, Wokingham, RG7 1RT (19 July 2024)**

- 5.3 This recent appeal concerned the erection of 81 dwellings, of which 40% were to be affordable.
- 5.4 In his planning balance the Inspector commented that the development “*would conflict with the spatial strategy of the development plan*” because “*the site lies outside the settlement limits of Swallowfield and does not constitute development appropriate in a countryside location.*”
- 5.5 The Inspector also found the proposal “*would harm the character and appearance of the landscape*”, albeit the harm was limited, and “*accessibility to facilities and services is constrained.*”
- 5.6 In terms of benefits the Inspector commented as follows:

**“Set against these conflicts are a number of benefits that would flow from the appeal scheme. The most important would be the provision of 81 new dwellings in a range of sizes. That would be of particular importance given the demand for housing in the area and the lack of available land on which to build new dwellings. Forty per cent of the dwellings would also be affordable housing tenures. I was presented with evidence at the inquiry which showed there to be a real problem of affordability in the area, with a persistent unmet demand from those unable to afford housing on the open market. The scheme would help to address that need. I give both these benefits substantial weight.” (Our emphasis)**

- 5.7 The Inspector therefore concluded that “*the adverse impacts of the proposed development would not significantly and demonstrably outweigh the substantial benefits of the scheme*” and planning permission was therefore granted.



**Land lying to the east of Hartfield Avenue and fronting on to Barnet Lane, Elstree, Hertfordshire (25 March 2024)**

- 5.8 This appeal concerned the proposal for up to 74 dwellings with associated landscaping, amenity space, Self-Build plots, sustainable urban drainage (SuDs), and associated works.
- 5.9 The Site was located in the Green Belt within Hertsmere Borough and it was common ground between the parties that the development comprised inappropriate development in the Green Belt, and very special circumstances for the development needed to be justified.
- 5.10 Having considered the evidence the Inspector allowed the appeal, concluding as follows as paragraph 172:

**“To my mind, the combination of the housing benefits, set against the failure of the development plan and the plan-making process, in their widest sense, and the overwhelming deficiency in the five-year housing land supply, and the other benefits described, clearly outweigh the harm to the Green Belt by reason of inappropriateness and any other harm resulting from the proposal. Overall, I consider that very special circumstances exist which justify the development.”**

- 5.11 As part of the decision the Inspector considered that the appellant's provision of 45% affordable housing provision merited 'very substantial' weight. The Inspector commented as follows at paragraphs 130-133:

**“The proposal would deliver 45% affordable housing, compared to the policy requirement of at least 35%, amounting to up to 33 dwellings. The difference between the parties is again one of weight, with the Council favouring substantial weight and the Appellant claiming very substantial weight.”**

**...taking account of the totality of Appellant's undisputed evidence, the anticipation of up to 33 affordable units being delivered within the five-year period also merits very substantial weight.** (Our emphasis)

**Land North and South of Chiswell Green Lane, Chiswell Green, St. Albans (22 March 2024)**

- 5.12 This appeal was called in by the Secretary of State (SoS) and incorporated two appeals in St Albans District, for 391 dwellings (Appeal A) and 330 discounted affordable homes for key workers (Appeal B).



- 5.13 In terms of Appeal B and the provision of 100% affordable housing the Inspector commented as follows in paragraph 591:

**“Such a scheme is unquestionably a positive aspiration that would go a long way towards boosting the Council’s supply of affordable housing. In the context of such a great housing need, I attach very substantial weight to the proposed housing.” (Our emphasis)**

- 5.14 In concluding on Appeal B the Inspector stated the following in paragraph 610:

**“There would be very substantial benefits from the scheme in terms of housing provision.”**

- 5.15 The appeals were subsequently called-in by the SoS who stated the following in terms of the housing provision at paragraphs 28 and 29.

**“The Secretary of State agrees with the Inspector that there is a very substantial need for housing in the district which is persistently going unmet, that the Local Plan housing requirement is hopelessly out of date, and that, using the standard method, the Council can demonstrate just a two-year housing land supply at best. He also notes that the latest HDT has been failed by some margin. Therefore, the presumption in favour of sustainable development is triggered, in accordance with footnote 8 to paragraph 11(d) of the Framework.**

**For the reasons given in IR586-591, the Secretary of State agrees with the Inspector that in the context of such a great housing need, very substantial weight should be attached to the proposed housing.”**

#### **Land West of Marston Lane, Frome BA11 4DL (16 February 2023)**

- 5.16 The proposal in this appeal secured 45 affordable homes as part of the overall provision of 150 dwellings. In respect of the affordable housing provision in the local authority the Inspector stated the following at paragraph 52:

**“The 2016 Somerset Strategic Housing Market Assessment (SHMA) identifies the net annual affordable housing need in Mendip to be 240 dpa for the SHMA period 2014-2039. There is a cumulative shortfall of 251 affordable dwellings delivered against this Local Plan requirement as of 2022. As a result of this, Mendip still need to deliver 1,680 affordable homes by the end of the plan period and it is common ground that affordable housing need is significant. The waiting list of people needing an affordable home has increased by 56% in four years, and the affordability ratio has increased by 40% in ten years and is the highest ratio in Somerset. These statistics sit in the middle of a much**



wider socio-economic conversation, but the under-delivery of affordable homes will have contributed to the worsening of these factors.” (Our emphasis)

5.17 The Inspector subsequently concluded as follows:

“The affordable housing offer is policy compliant but does not go beyond the minimum policy level of 30% of homes, as set out in Policy DP11 of LPP1. However, in the light of the poor delivery and the significant need for affordable housing, I place substantial positive weight on the proposed affordable housing, in-accordance with the same weight I have applied to housing in general.” (Our emphasis)

#### **Land off Watmore Lane/Maidensfield, Winnersh, Berkshire (06 March 2024)**

- 5.18 This appeal decision concerned the provision of 234 homes within Wokingham Borough itself. The appeal was allowed on the basis that “*the adverse impacts of the appeal scheme would not significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole.*”
- 5.19 One of these benefits was the provision of affordable housing and having heard evidence on the need the Inspector concluded as follows:

“when considered in the round, the sizeable contribution to the provision of affordable housing would still be a notable benefit which attracts more weight than suggested by the Council but less than advocated by the appellant. I afford the matter significant weight.”

#### **Land at Duckmoor, East of Billingshurst, Horsham District, RH14 9DZ (18 January 2023)**

- 5.20 This appeal in Billingshurst, approximately 7 miles to the north west of Partridge Green, concerned the development of 83 residential units of which 35% (29 dwellings) were proposed as affordable.
- 5.21 The appeal was allowed by the Inspector, who cited the provision of affordable housing as a key benefit of the scheme.
- 5.22 The Inspector commented on the affordable housing provision as follows:

“In terms of the benefits of the scheme, the provision of 83 additional residential units would provide a meaningful increase in units and accord with the Government’s objective to significantly boost the supply of housing. This merits substantial weight in favour of the scheme. Additionally the Council accept that there is a significant



need and recognised shortfall in the delivery of affordable housing across the plan area. The provision of a policy compliant 35% (29 units) of affordable housing is a significant benefit and I attach this benefit substantial weight in its own right.”

- 5.23 This decision is important in the context of the proposal in Partridge Green, insofar as the Inspector noted the significant need and recognised shortfall of affordable housing across the district.

**Land off Mytham Road, Prestolee Road, Boscow Road, Hall Lane And Newbury Road, Little Lever, Bolton (30 January 2023)**

- 5.24 In this appeal decision the Inspector noted the development would be providing affordable housing in excess of Local Plan requirements, and noted the historical shortfall and number of households on the Council's register. At paragraph 60 the Inspector stated the following:

**“Policy SC1 of the CS requires provision of affordable housing at 35% of total provision, or 15% in the case of development on previously developed land. The proposal would be well in excess of these policy requirements, delivering some 61%, or 154 affordable homes, including houses and apartments. As with market housing, there has been very significant under-delivery of affordable homes. There has been a shortfall in delivery of almost 2,000 affordable homes over the plan period and in October 2022 there were 15,848 people on the Housing Register.”**

- 5.25 Following this, in paragraph 61 the Inspector concluded the following:

**“These figures show an acute level of need for affordable homes. The development would make a very significant contribution towards addressing that need. I give very significant weight to this consideration.” (Our emphasis)**

**Land at Fryatts Way, Bexhill, East Sussex (06 January 2023)**

- 5.26 This appeal concerned outline planning application for up to 210 residential dwellings (including up to 30% affordable housing). The Inspector concluded that the housing supply boost outweighed the harm arising from greenfield homes. At paragraph 84 the Inspector summarised this as follows:

**“The appeal scheme would deliver 30% affordable housing (up to 63 homes). This is a policy requirement but is a benefit nonetheless. This matter needs to be considered in the context that delivery is failing to keep up with need, meaning the backlog is getting worse. This is demonstrated**



in the Affordable Housing Needs Statement at Appendix 1 of Mr Lee's proof. Some of the pertinent points in this document, undisputed by the Council, are that house prices are 13.82 times the medium income in Rother, that a high number of households cannot afford to rent or buy in the district, and that the need has likely increased from 97 homes per annum between 2011-2028 to 295 homes per annum between 2019-39. The provision of up to 63 affordable homes would therefore be a very significant benefit." (Our emphasis)

5.27 In concluding, at paragraph 87 the Inspector stated the following:

**"In conclusion, the appeal scheme would have high order benefits that would deliver positively against several policies in the Framework. Most notably the aim to significantly boost the supply of housing, including delivery of affordable housing. Against this there would be moderate harm occurring in the context of others, as well as the policies of the development plan. Overall, the adverse impacts of the appeal scheme would not significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole. Accordingly, on this occasion other considerations indicate the decision should be taken otherwise than in accordance with the development plan."** (Our emphasis)

#### **Phase 4, Land North East of Rectory Lane, Rivenhall (05 January 2023)**

5.28 This appeal concerned the delivery of 230 dwellings including 30% affordable homes. In summarising the affordable housing provision the Inspector stated the following at paragraph 55:

**"Of the up to 230 dwellings, the s106 secures that 30% would be affordable housing dwellings. The Strategic Housing Market Assessment 2015 sets a target for affordable housing delivery of 218 dwellings per annum (dpa). The current delivery rate is 140 dpa and the shortfall this has created means that the current required delivery rate is likely much higher than 218 dpa. I therefore place substantial positive weight on the proposed affordable housing."** (Our emphasis)

#### **Summary**

5.29 This section of our Technical Note has provided a brief summary of the weight attributed affordable housing in recent appeal decisions. This is a small selection of such decisions but highlights how the provision is often afforded very substantial weight by the Secretary of State and the Planning Inspectorate, including in Horsham district. This should be the case in respect of Croudace's proposed development which will deliver 45% affordable housing, significantly exceeding the existing policy requirement of the Council's Development Plan.



## 6.0 SUMMARY AND CONCLUSIONS

- 6.1 This affordable housing need statement has been prepared in support of Croudace's proposed residential development in Partridge Green, and specifically the proposal to deliver 45% affordable housing, exceeding the existing policy requirement for affordable housing in the adopted Local Plan and meeting the requirement of the emerging Local Plan.
- 6.2 The statement has provided a detailed analysis of affordable housing need and affordability in Horsham District and the West Grinstead parish area, alongside a consideration of the weight afforded to evidence of affordable housing need in appeal decisions issued by the Planning Inspectorate.
- 6.3 The statement should be considered in the context of the emerging Horsham Local Plan (January 2024) which has recently been submitted to the Secretary of State for examination and states, "*The median house price in Horsham District is around 13 times higher than average annual earnings. The cost of private renting also remains high. This creates a high demand for affordable housing, which is available at less than market value. This includes providing higher levels of social/affordable rented housing whilst looking at measures to ensure that housing is more generally affordable (e.g. to first time buyers) and through other mechanisms including self and custom build and the creation of community land trusts.*"<sup>29</sup> (our emphasis)
- 6.4 Furthermore the statement should be considered in the context of the most recent housing need assessment for the district which states, "*The scale of affordable housing need is significant and justifies planning policies seeking to maximise affordable housing provision on eligible development sites, subject to viability.*" (our emphasis)
- 6.5 Nationally we are in the midst of a housing crisis for all types of housing, but as the evidence in this note has outlined the need for genuinely affordable housing is acute.
- 6.6 This is evidenced by the research of the National Housing Federation (NHF) and Marrons as we have summarised in section 1 of this note, amongst other organisations such as Shelter.
- 6.7 In Horsham district, less than half of the minimum affordable need determined in the Council's evidence base has been delivered since the start of the adopted Plan

<sup>29</sup> Page 127, Horsham District Local Plan, January 2024



period (2011/12). The shortfall amounts to between 2,179 and 3,275 affordable dwellings.

- 6.8 The number of households on the Council's housing waiting list has risen by 56% (2014-2024) across Horsham district to 754 households. More locally, 136 of these households have cited West Grinstead parish as their preferred location.
- 6.9 Furthermore the number of households assessed as homeless across the District (228 households in 2022/23) is the highest it has been in the past five years.
- 6.10 Across Horsham district as a whole, the lower quartile affordability ratio (12.73 in 2022) and the median affordability ratio (13.64 in 2023) illustrates the lack of affordability across the district.
- 6.11 In Partridge Green the median affordability ratio was 7.54 in 2020, meaning market housing was out of reach for the majority of people nearly five years ago.
- 6.12 Furthermore, out of 81 Lower Super Output Areas (LSOAs) in Horsham District the two LSOAs covering Partridge Green have a lower quartile house price which is higher than the district and regional averages as of December 2022.
- 6.13 In terms of affordable housing delivery, Census data and evidence from the Freedom of Information (FoI) received from the Council (see Appendix 1 to this statement) shows there to have been a net decline in affordable housing provision across West Grinstead parish and in Partridge Green between 2011 and 2021.
- 6.14 The FoI confirms there has been no delivery since 2016 when the Council started keeping record of this delivery.
- 6.15 The FoI also confirms there is no upcoming delivery of affordable housing in West Grinstead parish, with planning permission or through the five year housing land supply determined by the Council.
- 6.16 However it should be noted that 115 affordable homes could come forward as part of three allocations for Partridge Green in the emerging Local Plan, albeit the time frame for their delivery remains uncertain with the examination of the emerging Local Plan yet to begin at the time of writing.
- 6.17 Two of the allocations (providing up to 86 affordable dwellings) remain at outline application stage and are yet to be determined, meaning the proposed provision is unlikely to be delivered imminently.
- 6.18 Across Horsham District the Council have confirmed through the FoI there are only



134 affordable homes with planning permission. In the context of the identified backlog (2,179 to 3,275 affordable dwellings) and future need determined by the Council's evidence base (2,515 affordable dwellings over the next five years) this provides a minimal contribution to a significant level of need.

- 6.19 Our analysis of a small sample of recent appeal decisions emphasises the importance placed on affordable housing provision by the Secretary of State and the Planning Inspectorate, with provision regularly being given very substantial weight in the planning balance including in respect of an appeal decision for development in nearby Billingshurst.
- 6.20 The evidence is therefore clear – affordable housing delivery across Horsham and locally in Partridge Green has not met need, leading to unaffordable conditions for most.
- 6.21 Croudace propose to deliver 45% of their proposed development in Partridge Green as affordable housing, significantly exceeding the Development Plan's existing policy requirement. This should weigh heavily in the proposal's favour.
- 6.22 The proposed delivery of affordable housing by Croudace as part of their proposed development in Partridge Green should therefore be given very substantial weight by Horsham District Council when considering this planning application.