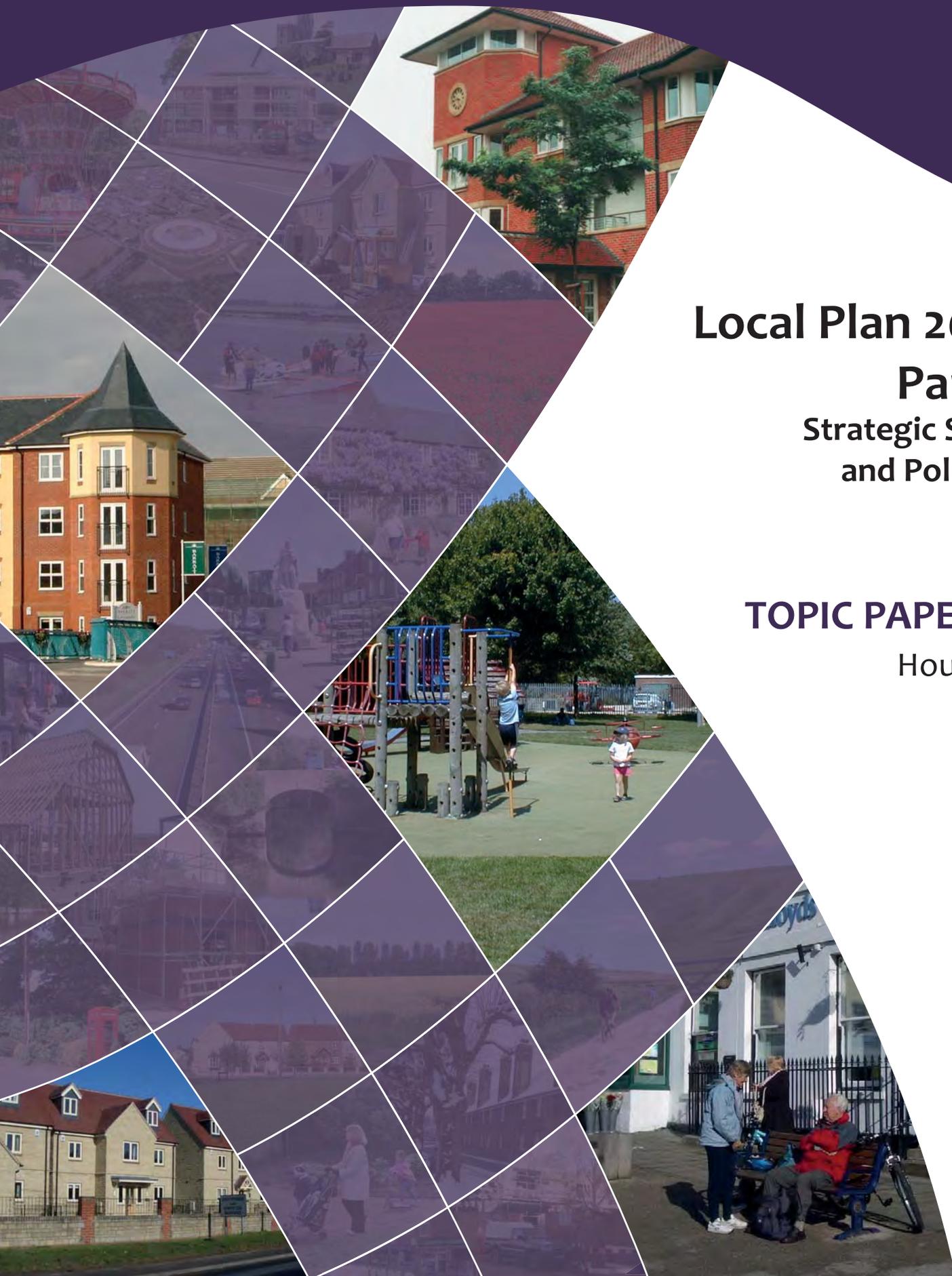




**Vale
of White Horse**
District Council

Publication Version
November 2014



Local Plan 2031
Part 1
Strategic Sites
and Policies

TOPIC PAPER 4
Housing

This paper is one of 9 topic papers, listed below, which form part of the evidence base in support of the draft Vale of White Horse Local Plan 2031 Part 1 (previously referred to as the Local Development Framework Core Strategy).

These topic papers have been produced to present a coordinated view of the evidence that has been considered in drafting the Local Plan. It is hoped that this will make it easier to understand how we have reached our conclusions.

The papers are all available from the council website:

www.whitehorsedc.gov.uk/evidencebase

Topic Papers

1. Duty to cooperate and cross boundary issues
2. Spatial strategy
3. Strategic sites selection
4. Housing
5. Supporting economic prosperity
6. Transport and accessibility
7. Responding to climate change
8. The built and historic environment
9. The natural environment

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1.0 INTRODUCTION

- 1.1 This topic paper provides a summary of our approach to the topic of housing and includes how we have identified our overall housing target. It provides information on how the policies relating to Affordable Housing; housing mix; density; meeting needs of elderly persons and meeting needs of gypsies, travellers and travelling showpeople were derived.
- 1.2 The evidence summarised in this paper has helped to inform the preparation of the Publication Version of the Vale Local Plan 2031 Part 1 – Strategic Sites and Policies.
- 1.3 The Local Plan 2031 Part 1 sets the strategic priorities for the district to deliver sustainable development. It identifies the number of new homes and jobs to be provided in the area for the plan period up to 2031. It also makes appropriate provision for retail, leisure and commercial development and for the infrastructure needed to support them.
- 1.4 Significant work has been carried out to inform the Local Plan, starting in 2007, and several stages of consultation have been undertaken with the public and stakeholders over the last few years. These stages have informed the preparation of the Local Plan 2031 Part 1 and include:
 - Issues and Options (November 2007) – which identified a range of options for how we should plan for the Vale
 - Preferred Options (January 2009) – which outlined the council’s preferred approach for planning for the Vale
 - Additional Consultation (January 2010) – which consulted on a few additional policies relating to specific issues
 - Draft Local Plan Consultation (February 2013) – which consulted on a complete draft of the Local Plan Part 1, and
 - Housing Delivery Update (February 2014) – which consulted on an updated housing target for the district based on objectively assessed housing need identified in the Oxfordshire Strategic Housing market Assessment and the strategic sites package needed to meet the new target
- 1.5 How we plan for housing has historically been strongly influenced by Regional Strategies. In particular, these have set housing targets and often set sub-regional policies. In Oxfordshire, housing targets were previously set out in the South East Plan, which was adopted in 2009.

- 1.6 However, following the abolishment of Regional Strategies in 2013, the responsibility for identifying housing targets and a suitable approach to the distribution of housing, falls much more to individual local authorities.
- 1.7 The purpose of this topic paper is to summarise key evidence that has informed the drafting of policies to be included in the Vale Local Plan 2031 Part 1 relating to housing including the housing target.
- 1.8 It is important that the options we develop for policies are also tested through Sustainability Appraisal (SA). This is a legislative requirement of the plan making process¹ and has taken place alongside the preparation of the plan. The SA helps to identify a preferred policy option to inform the preparation of the plan.
- 1.9 This topic paper is arranged into the following sections:

Section 2: Policy review – a brief summary of how any national, regional and local policies should influence the preparation of the Local Plan

Section 3: Evidence – a short summary of any key issues identified from previous stages of consultation; any key issues identified at a community level; and any other evidence that should inform plan preparation

Section 4: Issues (challenges and opportunities) – a brief summary of any issues identified from Sections 2 and 3 of the paper that the Vale Local Plan 2031: Part 1 will need to respond to

Section 5: Policy options – an overview of those policy options which have been tested for possible inclusion within the Local Plan

Section 6: Recommendations – the key findings for how this topic area should be addressed in the Local Plan

¹ For more information see the Sustainability Appraisal at www.whitehorsedc.gov.uk/evidence

2.0 POLICY REVIEW

National Policy

National Planning Policy Framework 2012

- 2.1 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. The NPPF must be taken into account in the preparation of local and neighbourhood plans and local policies should be consistent with the NPPF.
- 2.2 A principal aim of the NPPF is to boost housing delivery through a more proactive approach to local land supply, supporting the Government's goal for achieving sustainable economic growth. The NPPF highlights that there are three dimensions to sustainable development that are mutually dependent: environmental, social and economic. Gains in each should be sought simultaneously through the planning system². Significant adverse impact on any of these dimensions of sustainable development should be avoided³.

Presumption in favour of sustainable development

- 2.3 A fundamental part of the NPPF is the presumption in favour of sustainable development. The NPPF identifies that for plan making this presumption means that local planning authorities should *'positively seek opportunities to meet the development needs of their area'* and that *'Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the framework or specific policies in the framework indicate development should be restricted⁴'*. Examples are given at footnote 9 of the NPPF regarding the specific policies that regulate development, which include among others the Green Belt, designated heritage assets, Areas of Outstanding Natural Beauty and locations at risk of flooding.

Core principles of planning system relating to housing

- 2.4 Within the 'core planning principles' of the NPPF⁵ it is highlighted that planning should *'proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs'*. It goes on to state that *'every effort should be made to objectively identify and then meet the housing, business and other development needs of an*

² NPPF, paragraph 8

³ NPPF, paragraph 152

⁴ NPPF, paragraph 14

⁵ NPPF, paragraph 17

area and respond positively to wider opportunities for growth’ and that ‘plans should take account of market signals including land values and housing affordability and set out a clear strategy for allocating sufficient land for development in their area’. It also highlights that this should take account of the needs of the residential and business communities.

- 2.5 In terms of housing distribution the NPPF identifies at paragraph 17 that account should be taken of the different roles and character of different areas. It is identified that this will include promoting the vitality of the main urban areas, protecting Green Belts, recognition of the intrinsic character and beauty of the countryside and supporting thriving rural communities. The NPPF also identifies that local planning authorities should actively manage patterns of growth to make the fullest use of public transport, walking and cycling and focus significant development in the areas that are, or can be made, sustainable.

Delivering a wide choice of quality homes

- 2.6 Chapter 6 of the NPPF sets out what local planning authorities need to address in terms of the overall amount and choice of homes. Building on the presumption in favour of sustainable development outlined at paragraph 14 of the NPPF, paragraph 47 states as follows, emphasis added:

“To boost significantly the supply of housing, local planning authorities should:

- use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this NPPF, including identifying key sites which are critical to the delivery of the housing strategy over the plan period
- identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% ... to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% ... to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land, and
- identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15.

- 2.7 The NPPF requires a Local Plan to include a housing trajectory to illustrate the expected rate of housing delivery for the plan period and an implementation strategy for the full range of housing to be

delivered⁶. It states that this should include a description of how the five year supply of housing will be maintained to meet the housing target.

2.8 To deliver a wide choice of homes in sustainable, inclusive and mixed communities the NPPF states that local planning authorities should:

- set out their own approach to housing density to reflect local circumstances (para. 47)
- plan for a mix of housing based on current and future demographic and market trends as well as the needs of different groups in the community (para. 50)
- identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand (para. 50)
- set flexible policies for meeting affordable housing on site that can take account of changing market conditions (para. 50)
- consider the case for setting out policies to resist inappropriate development of residential gardens (para.51)
- be responsive in rural areas to local circumstances and plan housing development to reflect local needs, particularly for affordable housing, including through rural exception sites where appropriate (para. 54), and
- in rural areas locate housing where it will enhance or maintain the vitality of rural communities (para.55)

2.9 In relation to Rural Exception Sites, local authorities should consider whether allowing some market housing would facilitate the provision of significant additional affordable housing to meet local needs⁷.

Plan making in relation to housing

2.10 The NPPF states that Local Plans should set out the strategic priorities for the area in including '*the homes and jobs needed in the area*⁸'.

2.11 Local Plans must be based on adequate, up-to-date and relevant evidence. For housing it identifies that local planning authorities should have a clear understanding of housing needs in their area. The NPPF identifies that this should include⁹:

- a **Strategic Housing Market Assessment (SHMA)** to assess the full housing needs working with neighbouring authorities

⁶ NPPF, paragraph 47

⁷ NPPF, paragraph 54

⁸ NPPF, paragraph 156

⁹ NPPF, paragraph 159

where housing market areas cross administrative boundaries, and

- a **Strategic Housing Land Availability Assessment (SHLAA)** to establish realistic assumptions about the availability, suitability and likely economic viability of land to meet the identified need for housing over the plan period.

2.12 The SHMA should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:

- meets household and population projections, taking account of migration and demographic change
- addresses the need for all types of housing, including affordable housing and the needs of different groups in the community, and
- caters for housing demand and the scale of housing supply necessary to meet this demand¹⁰.

National Planning Practice Guidance (March 2014)

2.13 The Government published National Planning Practice Guidance (NPPG) in March 2014. This is intended to complement and support the NPPF and provide advice on how to deliver its policies.

2.14 The NPPG contains a number of sections that cover a range of topic areas. The main factors that need to be taken into account in relation to housing are outlined below:

Housing and economic development needs assessments

- The NPPG emphasises the importance of objectively assessing both the economic and housing needs (both market and affordable) of an area. The assessment of housing and economic development needs includes the Strategic Housing Market assessment.¹¹
- The assessment should identify the future quantity of housing needed including a breakdown by type, tenure and size.¹²
- Constraints to development are not considered as part of the assessment but would need to be considered as part of the plan making process.¹³

¹⁰ NPPF, paragraph 159

¹¹ NPPG, Paragraph: 001 Reference ID: 2a-001-20140306, Revision date 06 03 2014

¹² NPPG, Paragraph: 002 Reference ID: 2a-002-20140306, Revision date 06 03 2014

¹³ NPPG, Paragraph 004 Reference ID: 2a-004-20140306

- Local planning authorities should demonstrate their development needs working with other local authorities in the relevant housing market area in line with the duty to cooperate.¹⁴
- The national household projections are the starting point for establishing the housing needs. However, they are trend based and would need to be adjusted for changing circumstances such as local demography and household formation rates which are not captured in past trends.¹⁵
- Housing need suggested by household projection should take account of market signals such as house prices, affordability, rates of development, etc. A worsening trend in any of these indicators will require upward adjustment to planned housing numbers compared to ones based solely on household projections.¹⁶
- An assessment of the likely level of job growth based upon past trends and /or future economic forecasts would be required. Plan makers may also need to consider how new housing could help address imbalance if labour supply is less than the projected job growth, which could result in unsustainable commuting patterns and could reduce the resilience of local businesses, taking into account factors such as infrastructure provision and cross boundary migration¹⁷

2.15 The NPPG strongly recommends that SHMA follows the methodology set out in the document “because it will ensure that the assessment findings are transparently prepared”¹⁸.

Housing and economic land availability assessment

2.16 The NPPG recognises that the assessment of land availability is an important step in the preparation of Local Plans. The local planning authority should prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need over the plan period. An assessment should:

- identify sites and broad locations with potential for development;
- assess their development potential;
- assess their suitability for development and the likelihood of development coming forward (the availability and achievability)¹⁹.

¹⁴ NPPG Paragraph: 007 Reference ID: 2a-007-20140306

¹⁵ NPPG, Paragraph: 015 Reference ID: 2a-015-20140306

¹⁶ NPPG, Paragraph: 019 Reference ID: 2a-019-20140306 and Paragraph: 020 Reference ID: 2a-020-20140306

¹⁷ NPPG, Paragraph: 018 Reference ID: 2a-018-20140306

¹⁸ NPPG, Paragraph: 005 Reference ID: 2a-005-20140306

¹⁹ NPPF, Paragraph: 001 Reference ID: 3-001-20140306

- 2.17 The assessment forms a key component of the evidence base to underpin policies in the development plan for housing²⁰. The NPPG recommends that plan makers use the methodology set out in the document for producing their Strategic Housing Land Availability Assessment (SHLAA)²¹.
- 2.18 The NPPG states that “*Local planning authorities should aim to deal with any undersupply [or past shortfalls] within the first 5 years of the plan period where possible. Where this cannot be met in the first 5 years, local planning authorities will need to work with neighbouring authorities under the ‘Duty to Cooperate’*”²².

National Planning Policy for Traveller Sites 2012

- 2.19 This document sets out the Government’s planning policy for traveller sites and should be read in conjunction with the NPPF. The stated aims include that need should be assessed by local planning authorities and it encourages working collaboratively to develop fair and effective strategies to meet need through the identification of land for sites²³. Another key aim is to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply through the plan making process whilst reducing the number of unauthorised developments and encampments.
- 2.20 The policy requires²⁴ local planning authorities when producing their Local Plan to:
- identify and update annually, a supply of specific deliverable sites sufficient to provide five years’ worth of sites against their locally set targets
 - identify a supply of specific, developable sites or broad locations for growth, for years six to ten and, where possible, for years 11-15
 - consider production of joint development plans that set targets on a cross-authority basis
 - relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population’s size and density, and
 - protect local amenity and environment

²⁰ NPPG, Paragraph: 005 Reference ID: 3-005-20140306

²¹ NPPG, Paragraph: 002 Reference ID: 3-002-20140306

²² NPPG, Paragraph: 035 Reference ID: 3-035-20140306

²³ Paragraph 4

²⁴ Paragraphs 9, 10

- 2.21 It goes on to identify that criteria should be set to guide land supply allocations where there is identified need²⁵. Where there is no identified need, criteria-based policies should be included to determine applications that may come forward.
- 2.22 The national policy highlights that local planning authorities should ensure that traveller sites are sustainable economically, socially and environmentally. The relevant considerations are set out in paragraphs 11 to 14 of the policy and include:
- the need to ensure that the scale of sites in rural or semi-rural locations do not dominate the nearest settled community, and
 - gypsy and traveller sites are inappropriate development in the Green Belt.

Designing Gypsy and Traveller Sites: Good Practice Guide 2008

- 2.23 This guidance outlines that when addressing need it is important to ensure that new gypsy and traveller provision should:
- be sustainable, safe and easy to manage and maintain
 - be of a decent standard, equitable to that which would be expected for social housing in the settled community, and
 - support harmonious relations between Gypsies and Travellers and the settled community²⁶.
- 2.24 Sites should not be identified for Gypsy and Traveller use in locations that are inappropriate for ordinary residential dwellings, unless exceptional circumstances apply²⁷. The guidance states that where possible, sites should be developed near to housing for the settled community as part of mainstream residential developments²⁸.

Housing Standards Review

- 2.25 The Government launched a Housing Standards Review consultation in August 2013 seeking views on whether minimum standards and optional higher standards should be introduced for a range of issues. The purpose of the Housing Standards Review is to simplify the framework of building regulations, guidance and local codes and standards, including winding down the Code for Sustainable Homes. Of particular relevance to the Housing topic is the review of accessibility standards, including Lifetime Homes Standard and Wheelchair Housing Design Guidance, and internal and external space standards.

²⁵ Paragraph 10

²⁶ Paragraph 1.11

²⁷ Paragraph 3.6

²⁸ Paragraph 3.7

- 2.26 The most recent round of consultation on the proposed measures closes 7 November 2014. In relation to accessibility standards, the consultation shows that minimum standards for 'Visitable Dwellings' will be included in Part M of the Building Regulations as Category 1. Category 2 – Accessible and adaptable dwellings (equivalent to Lifetime Homes Standards) and Category 3 – Wheelchair user dwellings will be optional standards that local authorities can set in planning policy and will be included in planning conditions to any relevant planning permission. Local authorities will need to produce sufficient evidence to support a policy for increased standards.
- 2.27 In relation to space standards, the consultation sets out a single set of figures for new dwellings. It will not be set through Building Regulations but will be a nationally described standard triggered by planning policy and conditions where justified by need and subject to viability.
- 2.28 In relation to external space standards and 'bin blight', the Government intends to produce clearer guidance on how this issue can be tackled.

Policy review – regional policy

South East Plan 2009

- 2.29 Until recently, the overarching policies for individual regions across the UK were set out within Regional Strategies, such as the South East Plan, which includes Oxfordshire. However, the South East Plan has now been revoked and Local authorities are responsible for establishing their own strategies including the level of local housing provision in their area, in collaboration with neighbouring authorities within the Housing Market Area, and identifying a long term supply of housing land.
- 2.30 The South East Plan (SEP) was extant until March 2013 and therefore was used to inform the development of the Local Plan 2031 until this point. When producing the policies for the February 2013 consultation an assessment of the SEP policies was made to ascertain any important considerations that might need to be taken forward once the plan was revoked (see Table 2.1 in Appendix 1).
- 2.31 Policy H1 of the SEP required that 578 homes per annum are delivered in the Vale of White Horse between 2006 and 2026. With this policy revoked, the NPPF requires the Council to use its evidence base to ensure the Local Plan meets its full objectively assessed need for market and affordable housing.
- 2.32 The SEP sought to focus housing in the area to Central Oxfordshire, which covered Bicester, Didcot and Wantage and Grove. The

assessment in Table 2.1 in Appendix 1 explains that setting a housing target for Central Oxfordshire is not consistent with the NPPF because it states that housing distribution should be based on local circumstances and evidence. It also states that the 40% target for Affordable Housing is not consistent with the NPPF because the target should be set based on local evidence from the SHMA.

Policy review – local policy

Vale of White Horse Local Plan 2011

2.33 The NPPF provides guidance on the status of existing Local Plans and the impact of the introduction of the NPPF on them. The Vale of White Horse Local Plan 2011 was adopted in 2006 in accordance with the Town and Country Planning Act (1990) rather than the 2004 Act. In such circumstances, the NPPF states (emphasis added):

*“due weight should be given to relevant policies in existing plans **according to their degree of consistency with this framework** (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)”²⁹.*

2.34 An assessment of the consistency of the saved Local Plan 2011 policies is available at www.whitehorsedc.gov.uk. The majority of policies within the saved Local Plan remain consistent with the NPPF. The main areas of inconsistency relate to the current five year housing land supply shortfall in the district.

2.35 In terms of housing policies, the assessment has identified some areas that are partially consistent and could be reviewed. The relevant saved policies and potential review actions are set out in Table 2.2 in Appendix 1. This demonstrates that the following policies need to be reviewed as part of developing the Vale Local Plan 2031 Part 1:

- H10: Development in the Five Main Settlements
- H11: Development in the Larger Villages
- H12: Development in the Smaller Villages
- H13: Development Elsewhere
- H15: Housing Densities
- H16: Size of Dwelling and Lifetime Homes
- H17: Affordable Housing
- H18: Affordable Housing on Exception Sites
- H19: Special Housing Needs, and
- H22: Sites for Gypsies.

²⁹ NPPF Annex 1 paragraph 215

- 2.36 Saved Local Plan 2011 policies H3, H5 and H7 are housing allocations that have not yet been built out and will continue to be saved. Housing policies H4, H6 and H8 are competed housing allocations that do not need to be saved. Policy H23 relates to open space in housing developments and this is reviewed as part of the Natural Environment Topic Paper.
- 2.37 Some of the Local Plan 2011 policies were not saved as they were covered by policies in the South East Plan or other legislation – H1, H2, H9, H21 and H24. The reasons why these were not saved remain relevant as they are sufficiently covered in other legislation or policies. This is summarised in Table 2.3 in Appendix 1.

3.0 EVIDENCE

Summary of previous consultation stages and key issues

3.1 The Council has completed a number of stages of consultation over the past few years as we have developed the Local Plan. The responses to each stage of consultation have been used to help inform the Vale Local Plan 2031 Part 1. The main stages of consultation completed to date include:

- Issues and Options 2007
 - Preferred Options 2009
 - Additional Consultation 2010
 - Draft Local Plan Consultation 2013
 - Housing Delivery Update 2014
- The key areas that are relevant to the considerations of this topic paper that attracted comments in the previous consultations were the amount of housing planned and affordable housing provision.

Amount of housing

- 3.2 Throughout the preparation of the Local Plan concerns have been raised that the housing figures in the South East Plan were too high and that there was insufficient infrastructure to support them. There was also some support for planning to meet the South East Plan figures as well as a number of responses that indicated we should provide for more than the plan target to enable flexibility in the supply of homes. Comments in support of maintaining the South East Plan figures centred on the fact that the figures are based on robust and credible evidence that was supported through an examination in public.
- 3.3 Many of the concerns raised related to the proposal for relying on relatively few large sites and comments around the need for contingency.

Affordable housing

- 3.4 There was general support to the approach to affordable housing although there were comments that the proposed requirement was too high and the threshold at which it was to be applied was too low. These objections were often due to concerns around viability.

Draft Local Plan Consultation 2013

- 3.5 The 2013 consultation draft Local Plan was based on the South East Plan target of 578 dwellings per annum. However, the document emphasised that the council was in the process of updating the Strategic Housing Market Assessment (SHMA), which may have

implications for the housing target that would be included in the final plan.

- 3.6 A summary of the responses to the February 2013 Consultation Draft Local Plan Part 1 are set out below.

Housing Target

- 3.7 The majority of comments around housing target related either to the target being too low or too high. Responses stated that it was contrary to the NPPF to use the South East Plan housing figure and not a more up-to-date, locally derived evidence base. A higher target would enable allocation of a larger range of sites, to enable smaller sites to come forward in the early years of the plan. This would help address the five year housing land supply issues.
- 3.8 Concerns were also raised that the target was unrealistic because the high level of jobs expected was unachievable and because of a lack of infrastructure capacity.

Housing Mix

- 3.9 Concerns were centred on the need for predominantly one and two bedroom houses for younger households and downsizing by older households.
- 3.10 Other responses related to the mix policy not being supported by any up-to-date evidence and that the policy should allow for a different mix to address specific local need, for example, retirement housing or need set out in a neighbourhood plan.

Housing Density

- 3.11 Concerns were raised that the density policy should be stating a maximum density and conversely that it should be stating a minimum density. Other comments suggested that the policy should be more place specific and that neighbourhood plans should be allowed to set their own densities.

Affordable Housing

- 3.12 Comments related to the Affordable Housing target both being too high and too low. There was also concern that the policy was not supported by an up-to-date SHMA or any evidence to ensure development would be viable or the plan deliverable. Other suggestions were that separate Affordable Housing targets should be set for urban and rural settlements to ensure the residents do not suffer from social exclusion or deprivation.

Rural Exceptions sites

- 3.13 The concern relating to the Rural Exceptions policy was around ensuring the community supported the development and that it would not just be speculative schemes, particularly as the policy allowed for some market housing as part of a Rural Exception scheme. Specific comments were that the policy should not apply in smaller settlements, that poor public transport network and high car dependency would make such development unsustainable in rural villages, and that it would adversely impact on the character and setting of villages by permitting development outside the built-up area.

Accommodating Current and Future needs of the aging population

- 3.14 Concern was raised about requiring all homes to be built to Lifetime Homes Standards and that this would adversely impact on the viability of schemes and that there was no evidence to justify it. It was pointed out that the Housing Standards Review may result in such standards being included in Building Regulations. It was suggested that Lifetime Home Standards should apply to above ground flats and that a proportional target should be set to allow for a more flexible approach.
- 3.15 In relation to elderly accommodation, it was suggested that a target should be included for the number of homes that were required to address the housing needs of the elderly on strategic sites or in other locations. The policy should consider wider issues and challenges faced by the elderly such as public transport and health facilities. For these reasons, homes designed for the elderly should be located in urban areas or larger settlements, with easy access to local facilities and services. There was concern that that Affordable Housing policy should not apply to homes for the elderly because this would impact on viability and deliverability of such schemes.

Meeting the housing needs of Gypsy, Travellers and Show people

- 3.16 Greater clarity was required in relation to criterion (viii): sites to be located within a 'reasonable distance' of key local services.

Self build housing

- 3.17 A few comments were raised drawing attention to the lack of reference in the plan to self build or co-housing. It was suggested that a strategy for encouraging self build and an allocation on strategic sites should be included.

Local Plan Part 1 2031 Housing delivery update Consultation document (2014)

- 3.18 The majority of comments relating to housing were in relation to the Strategic Housing Market Assessment (SHMA) and the Objectively Assessed Need. Specific comments included:

- Contrary to the NPPF, the Local Plan has accepted the objectively assessed housing needs (OAN) identified by the SHMA, as a target. The OAN should be tested against constraints such as the environment (ie AONB, Green Belt) and infrastructure, to assess whether it can be sustainability accommodated.
 - Concern that the OAN has been overstated by the ambitious job forecasts of the Oxfordshire Strategic Economic Plan. This was produced by an unelected private sector organisation.
 - The OAN is unduly high, undeliverable and unsustainable. It is based upon economic models that are prone to uncertainty and error.
 - Questioning whether the SHMA methodology is reliable and valid for calculating the OAN. The OAN is not justified by the ONS population projections/needs of Oxfordshire residents, and is strongly influenced by ambitious economic projections of the LEP.
 - The Vale Local Plan does not make any provision to address Oxford City's expected un-met housing need based on the Oxfordshire SHMA 2014.
 - The 2013 Plan identified a need for 14,300 jobs and 143 hectares of employment land. However, there is now a need for 22,980 new jobs and no additional employment land to accommodate this. Hence, the scale of housing is not justified.
- 3.19 In relation to the five year housing land supply, there was concern that the higher housing target will make it more difficult to maintain the five year land supply and prevent speculative development in unsustainable locations. Non strategic (ie smaller) sites are more deliverable and should be allocated in Local Plan Part 1.

Other relevant evidence

Population and Household Change in the Vale

- 3.20 Population increase is caused by natural change (number of births minus number of deaths) and migration (in-migration minus out-migration).
- 3.21 The population of the district is rising. It increased by 6.9% between 1991 and 2010 112,089 to 119,810 or by 5% between 2001 and 2011 from 115,627 to 120,988³⁰. Between 2001 and 2010 overall natural

³⁰ Figures from 2001 Census and 2011 Census

change accounted for 91% of the population increase and net migration and other factors accounted for the remainder³¹.

- 3.22 Looking to the future, The DCLG 2011-based Household Projections predict that from 2011 to 2021 the number of households in the Vale will increase by 7.8% (49,781 to 53,656)³².
- 3.23 It is not just the population increase that results in a need for additional housing. Average household size fell from 2.52 persons per dwelling in 2001 to 2.41 in 2011³³ and is predicted to continue to fall. This means that in the future more homes will be needed to house the same number of people.
- 3.24 Another important trend is that the district's population is ageing. The Vale has an above average proportion of population aged over 40. The greatest change between 2001 and 2011 was in people over the age of 45³⁴. The projected change in population of older persons across the plan period (55+) is expected to increase by 49.7%³⁵.

Oxfordshire Strategic Housing Market Assessment (2014)³⁶

- 3.25 The Oxfordshire Strategic Housing Market Assessment' (SHMA) was published in April 2014³⁷. A summary document has also been published for Vale of White Horse District Council³⁸.
- 3.26 The SHMA methodology is consistent with the 'Strategic Housing Market Assessment' (SHMA) guidance, 'Planning Practice Guidance on Housing and Economic Development Needs Assessments' (March 2014).³⁹ The guidance makes clear that the SHMA itself should not take account of supply-side factors such as development constraints, although these are appropriate considerations in the plan-making process in setting a housing target.
- 3.27 Figure 1 provides a high-level overview of the main stages of the SHMA methodology, following the guidance in the NPPG.

³¹ ONS components of change for England and Wales – annual tables

³² The Oxfordshire SHMA 2014 identified and applied local evidence of higher recent migration trends to the effect that the increase is more likely to be 8.4% (49,781 to 53,985). These figures only look at demographic trend and do not consider employment growth or housing need.

³³ SHMA 2014, para 5.64

³⁴ SHMA 2014

³⁵ SHMA 2014, Table 69

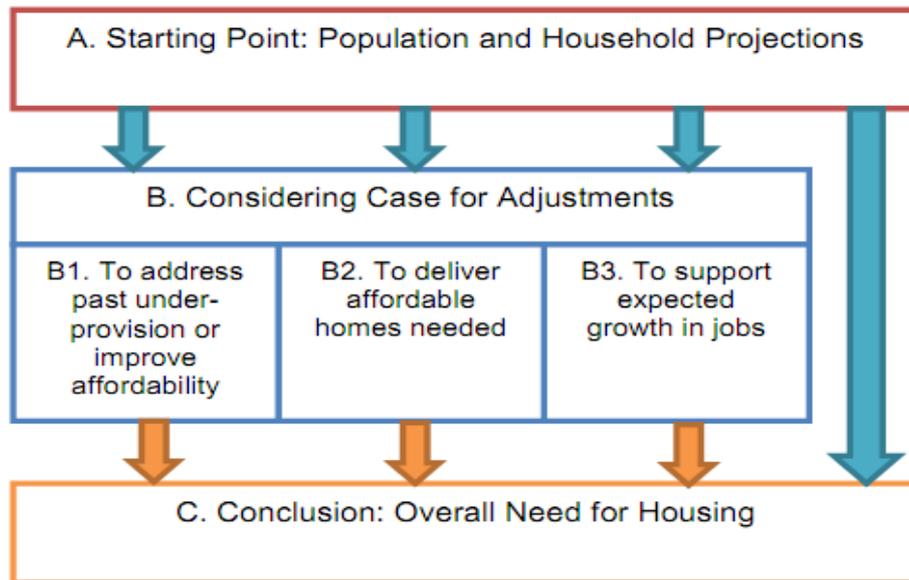
³⁶ www.whitehorsedc.gov.uk/evidence

³⁷ http://www.whitehorsedc.gov.uk/sites/default/files/2014-04-14_Final%20SHMA%20Report.pdf

³⁸ <http://www.whitehorsedc.gov.uk/sites/default/files/2014-02-20%20Vale%20SHMA%20Summary%20FINAL.pdf>

³⁹ <http://planningguidance.planningportal.gov.uk/blog/guidance/housing-and-economic-development-needs-assessments/>

Figure 1: The SHMA model summary



- 3.28 The NPPG sets out that the starting point should be the latest household projections published by the Department for Communities and Local Government (CLG)⁴⁰.
- 3.29 In relation to employment trends, the NPPG sets out that where the supply of working age population that is economically active is less than the projected job growth, this could result in unsustainable commuting patterns. It indicates that planning authorities will therefore need to consider the location of new housing and infrastructure development to help counteract such patterns.
- 3.30 Where there is a high level of need for affordable housing this may justify an increase in the level of overall housing provision to help meet identified affordable housing needs.

Key findings

- 3.31 The SHMA sets out the objectively assessed housing need for each of the districts in the Oxfordshire Housing Market Area (see Table 3.1). The key finding of the SHMA for the Local Plan is that an objectively assessed housing need of 1028 dwellings per annum (2011-31) should be accommodated within the Vale of White Horse District area. This incorporates previous under supply, and demographic labour market and market signal-based adjustments in accordance with the NPPG.

⁴⁰ NPPG, March 2014, 'Housing and economic development needs assessments'

Table 3.1: SHMA conclusions on housing need per annum 2011-2031

District	Homes
Cherwell	1140*
Oxford	1400*
South	775*
Vale of White Horse	1028
West Oxfordshire	660*
Oxfordshire	5003*

*Midpoint of expressed need range, except Vale
Source: SHMA 2014 table 90

3.32 The other key findings of the SHMA are:

- A County-wide mix target of 25% intermediate: 75% rent would be appropriate for Affordable Housing
- Data suggests that the Vale requirement for affordable homes is for around 62% to be one or two bedroom homes with around 38% for homes with three or more bedrooms⁴¹.
- For market housing the following mix is recommended for the HMA⁴²:
 - 5% 1-bed properties
 - 25% 2-bed properties
 - 45% 3-bed properties
 - 25% 4+ bed properties

However, such prescriptive figures should not be included in the plan making process and the 'market' is, to some degree, a better judge of what is the most appropriate profile of homes to deliver at any point in time.

- The older person population of Oxfordshire is projected to increase significantly up until 2031. Older persons are more likely to under-occupy homes.
- The growing older population will result in growth in households with specialist housing needs. The analysis suggests a 98% growth in older population with dementia and an 82% increase in the older population with mobility problems. Some of these people will require specialist housing such as sheltered or extra care provision. There is a potential need for between 280-450 additional housing units to be specialist accommodation across the County to meet the needs of the older person population each year until 2031. The indicative net need for specialist housing for

⁴¹ SHMA 2014 table 66

⁴² SHMA 2014 table 67

older people in the Vale is 1635-2371 additional units 2011-2031⁴³.

- Currently 22% of households contain someone with a long-term health problem or disability. Demographic trends are expected to lead to a significant growth in the population and number of households with disabilities over the period until 2031.
- An analysis of younger person households shows a high reliance on rented housing.

Local Plan Viability Study October 2014⁴⁴

- 3.33 The Council commissioned HDH Planning and Development Ltd. to undertake a viability assessment of the Local Plan including both strategic policies and proposed strategic sites identified through the plan making processes. The Local Plan Viability Study (LPVS) informed the Strategic Housing Land Availability Assessment (SHLAA). It also includes an assessment of the viability of Community Infrastructure Levy (CIL) rates that the Council might set to ensure it does not threaten delivery of the Plan as a whole.
- 3.34 In line with the NPPF (Para 173, 174), in relation to the Local Plan the aims of the LPVS are to
- ensure that the scale of obligations (eg infrastructure) and policy burdens (eg affordable housing) will not adversely impact the viability of the sites
 - ensure that the sites allocated provide a competitive return to the landowner and developer to help confirm that the development is deliverable, and
 - assess the cumulative impact of standards, requirements and policies in the Local Plan and supplementary planning guidance, when added to national standards, to ensure that the cumulative impact of these will not adversely impact the deliverability of the Local Plan.
- 3.35 The LPVS uses the Residual Value method to assess viability, which compares the gross development value of a site against costs of development allowing for reasonable developer profit. In summary, the residual value is the maximum a developer could offer for a site and still make a satisfactory profit margin. For a site to be viable and likely to come forward for development the residual value must also exceed

⁴³ SHMA table 75 and paragraph 8.41

⁴⁴ www.whitehorsedc.gov.uk/evidence

the existing use value of a site by a sufficient amount to induce the land owner to sell it.

- 3.36 Significant qualitative /quantitative research was undertaken to make informed assumptions in relation to house prices, construction costs, infrastructure requirements/costs and a competitive return for developers, etc. Also stakeholders, such as landowners, infrastructure providers and developers were consulted to ensure that that the assumptions made were realistic.
- 3.37 The LPVS included the testing of potential housing locations to ensure that the proposed strategic sites are viable, and to help demonstrate a five year land supply of deliverable housing sites. The study assessed the viability of housing locations⁴⁵ to accommodate a significant proportion of the objectively assessed housing needs of the area and demonstrate the deliverability of the plan. Potential broad locations above 400 units were individually modelled. Smaller sites were represented by a set of modelled typologies that were fully representative of both the proposed strategic sites (200+ units) and the large range of smaller sites identified as potentially suitable for housing in the SHLAA.
- 3.38 In terms of potential housing sites, the LPVS tested a range of scenarios taking into account the proposed Local Plan 2031 Part 1 policy requirements relating to housing mix, density, sustainable design and construction etc. The Base Appraisal assumed the full Local Plan policy requirements applied on all of the sites and the following requirements:
- a. Affordable Housing - 30% Affordable Rented and 10% Intermediate (threshold 3 units or 0.1 hectares).
 - b. Enhanced part L Building Regulations environmental standards (BCIS costs + 1.5%)
 - c. CIL and s106 costs reflecting the Infrastructure Delivery Plan requirements, or for smaller site typologies £2,500 per unit (market and affordable)
 - d. Developers' return of 20% of gross development value.
- 3.39 Other scenarios tested higher developer/CIL contributions, different affordable housing requirements, changes in house prices or construction costs etc to sensitivity test the viability of the sites and inform policy development.

⁴⁵ See table 1.1 and 1.2 of the document for details ([www.whitehorsedc.gov.uk](http://www.whitehorsedc.gov.uk/sites/default/files/2014-02-21%20SHLAA%20Viability%20Assessment%20ADCON%20FINAL.pdf))
<http://www.whitehorsedc.gov.uk/sites/default/files/2014-02-21%20SHLAA%20Viability%20Assessment%20ADCON%20FINAL.pdf>

Key findings

- 3.40 The LPVS appraisal results test the effectiveness of the Local Plan 2031 Part 1. The test for the examination of Local Plans is whether the cumulative impact of the policies in the Plan puts the Development Plan at serious risk. The LPVS confirms that all of the modelled sites have a positive residual value, in excess of the viability threshold. The cumulative impact of the policies, including the 40% affordable housing and the site specific s106 costs, but excluding further infrastructure contributions, does not put the Local Plan or strategic sites at serious risk (most sites are viable). However, it is a concern that as the level of financial contribution increases, the Residual Value falls significantly reducing the cushion or margin by which the Residual Value exceeds the Viability Threshold.
- 3.41 Bearing in mind the levels of infrastructure funding required, the LPVS recommends that the Council moves to the lower level of affordable housing of 35% across all sites (including older people's housing). Whilst this would not bring more sites into viability, it would increase the cushion or margin between the Viability Threshold and the Residual Value and also enable CIL developer contributions in the range £80/m² to £140/m² to be paid without threatening development.
- 3.42 Two large strategic sites in Wantage and Grove (Monks Farm and Crab Hill) are shown as being unviable when considered on a gross area basis. Both, however, generate a Residual Value of over £600,000/ net ha. This suggests that these sites will still come forward and are able to bear the infrastructure and mitigation costs.
- 3.43 The report also considered the retirement and extracare sectors separately. In practice, extracare housing falls under the definition of residential institution rather than dwelling house so it would not be subject the Affordable Housing policy. Sheltered housing is shown to be viable on both greenfield and brownfield sites, including the recommended Affordable Housing requirement.
- 3.44 Sensitivity testing identifies some sensitivity to cost and price variations. The LPVS recommends a review is undertaken three yearly or in the event of a 10% change in house prices.

Meeting the 'Objectively Assessed Need' for housing⁴⁶

- 3.45 The Council engaged HDH Planning and Development Ltd to advise on the deliverability of the Objectively Assessed Need (OAN) as set out in the Strategic Housing Market Assessment (SHMA). In particular, the Council had concerns over the actual rate at which housing will come forward, on the basis that the SHMA OAN requirement of 1028 dwellings per annum 2011-2031 is more than twice the current average rate of delivery over the last 8 years.

⁴⁶ www.whitehorsedc.gov.uk/evidence

- 3.46 The report acknowledges that increasing the delivery rate of housing will be challenging and that the rate of housing delivery is not something that the Council can control. Whether there is an adequate land supply is within the Council's sphere of influence. However, simply allocating land for housing does not mean that housing will come forward quickly. The appetite for new homes is finite and, within geographical areas, competition between sites will be a real factor.
- 3.47 When considering the site allocations and the release of sites, in order to maximise delivery it will be necessary to ensure that there is a range of sites that will be suitable for a range of housing products, so as to meet the widest possible market. This is more than just house / unit size, it is about the full range of factors including, size, price, style, location and situation. In addition, it is necessary that there is the widest possible range of products in terms of tenure including (but not limited to) affordable to rent, affordable to buy, market housing, older people's (sheltered / retirement) housing, student housing etc. Within the market sectors a range of priced products is also required.

Key findings

- 3.48 After assessing the evidence, the report concludes that the Council has a reasonable prospect of delivering the housing required over the plan period - but it will be challenging. A strategy that includes allocation of a range of small – medium scale strategic housing sites in a variety of locations provides the best chance of delivering the number of houses required. However, it will still take some time for the required increased delivery rate to build up. On this basis, the report suggests that in the first five years (2015/16 - 2019/20) the Plan would be able to deliver between 6,700 and 6,900 dwellings (about 1,350 dwellings per annum), assuming market conditions remain broadly favourable and developers are not unduly cautious.
- 3.49 It also assumes that infrastructure will be brought forward to support development in a timely manner. The Council will be reliant, in part, on statutory undertakers such as Thames Water to bring forward infrastructure promptly.

Science Vale Housing and Employment Study⁴⁷

- 3.50 GL Hearn was commissioned by South Oxfordshire District Council and Vale of White Horse District Council in April 2014 to carry out a study quantifying housing and employment growth within the Science Vale area. The aim of this Study is to consider the interaction between future job and housing growth in the Science Vale area as a whole and the parts of it which fall in each of the two local authority areas, with a view to informing future planning policy. The underlying ambition of the

⁴⁷ www.whitehorsedc.gov.uk/evidence

Councils is to see balanced growth in homes and jobs (i.e. a similar scale of growth in the resident workforce and employment) where possible to support local living and working. This follows on from GL Hearn's work in undertaking a Strategic Housing Market Assessment and Cambridge Econometrics work on employment projections.

- 3.51 In line with the SHMA, the report provided an economic led assessment of population growth in each of the four areas, those being:
- Vale of White Horse within the Science Vale (Vale SV);
 - Remainder of Vale of White Horse (Vale Rest);
 - South Oxfordshire within the Science Vale (SO SV); and
 - the remainder of South Oxfordshire (SO Rest).
- 3.52 The report then considers the amount of housing needed to service the level of jobs and population indicated.
- Key findings
- 3.53 In summary, substantial growth is expected across the two districts with the majority of jobs and dwellings focused in the Science Vale area. Owing to differences in the population structure, the level of population growth differs between those areas within and outside of the Science Vale.
- 3.54 Over the period from 2011-31, the analysis indicates housing need and job growth for:
- 4,895 homes and 5,215 jobs within the South Oxfordshire part of the Science Vale; and
 - 11,850 homes and 15,850 jobs within the Vale of White Horse part of the Science Vale; giving
 - A total housing need for 16,745 homes and 21,070 jobs in the Science Vale 2011-31.
- 3.55 This level of need represents 45% of the total housing need identified across the two Districts.
- 3.56 However, the exact location of employment and housing growth will be dependent on the availability of housing and employment land as well as demand for housing and employment land growing as predicted. It is likely given current allocations and availability, that the majority of the B-class employment growth will be located within the Science Vale (see figure 2).
- 3.57 Within the Science Vale, the focus of development is within the Vale of White Horse. This includes almost 80% of the Science Vale's job growth and 74% of the dwellings growth located within the Vale of White Horse.

Strategic Housing Land Availability Assessment (SHLAA) 2014

- 3.58 The availability of suitable and deliverable sites is crucial to determining the strategy we take forward. Our latest SHLAA was published in February 2014. This assesses land within and immediately adjoining the towns and larger villages. It provides technical information on what land may be available and suitable for housing.
- 3.59 The methodology used takes into account the comments on the draft methodology consulted on in January 2013 and updated guidance published in 2014⁴⁸. The SHLAA focused on assessing sites capable of accommodating ten or more units. Smaller sites capable of accommodating five or more dwellings have been assessed only when such sites were submitted to the Council as part of the call for sites and where they were located within or on the edge of the towns or larger villages (including Harwell Campus).
- 3.60 The SHLAA showed that there are a very limited number of brownfield sites or sites within existing settlements capable of accommodating ten or more homes. Very few sites submitted to us were in built up areas and none of those that were are located in the larger settlements (towns or local service centres).
- 3.61 The general availability of potentially suitable housing sites around our towns, local service centres and larger villages provides evidence of the deliverability of the spatial strategy in Local Plan 2031 Part 1. It also indicates that sufficient land is likely to be available to bring forward smaller housing sites allocations through Local Plan 2031 Part 2: Local Sites and Detailed Policies or through neighbourhood plans.
- 3.62 The assessment showed that, theoretically, within the first five years of the plan there is suitable and available land (that does not yet have planning consent) that could accommodate 6,295 dwellings across the district and land to accommodate 21,146 dwellings could be available in years 6-15.

Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment (February 2013) and Update (September 2014)

- 3.63 The main objective of this study was to provide the council with robust evidence about the accommodation needs of gypsies, travellers and travelling showpeople in the period until 2029. The assessment was commissioned jointly with Oxford City Council and South Oxfordshire District Council. The study was updated to extend the study to 2031

⁴⁸ NPPG, Housing and economic land availability assessment

and incorporate experience from Local Plan examinations and inquiries elsewhere⁴⁹ into the assessment methodology.

3.64 The research methodology for identifying the housing needs of gypsies and travellers adopted in this report was largely based upon face to face interviews with gypsies and travellers across the three authorities.

3.65 The survey had a number of objectives. One objective was to analyse the provision of services on existing sites to assess if more, or improved, service provision was required within the existing sites. Another main objective was to review travelling patterns and likely future household formation to analyse the future need for extra site provision. The study also included extensive engagement with council officers from the three authorities within the study area, neighbouring councils and other stakeholders. The aim of this engagement was to help understand the current situation in the study area and also to discuss 'duty to cooperate' issues relating to traveller provision with neighbouring councils.

3.66 The study identified that there is a need for 13 additional gypsy and traveller pitches (allowing for two vacant pitches available) and no need for additional travelling showpeople plots within the district to 2031. The report outlines the new pitch requirement by 5 year periods based on the ORS Housing Market Model as follows:

Table 3.2: Extra Site Provision for the period 2012-/29

	2012-19	2020-25	2026-31	Total
Extra gypsy and traveller site provision required	3	5	5	13

A Framework for an Oxfordshire Extra Care Housing (ECH) Strategy (2008)

3.67 This strategy was developed as a reference point, so that ECH in Oxfordshire means housing built to a defined standard with a set of defined characteristics.

3.68 The report identified that ECH can take many forms and one 'model' will not fit all circumstances, particularly in terms of the rural context of much of the County. The future Extra Care Housing market must be

⁴⁹ The main changes include assuming a zero net movement from migration, and an annual population growth rate reduced from 3% to 2%

based on choice. A variety of research clearly indicates that older people want choice in considering their future housing options.

- 3.69 The report identified that the County Council, with its partners, has a specific responsibility to quantify need. It also has a responsibility to facilitate the provision of services for the whole population of older people and not just those who will eventually rely on the services provided by the Council. This means also taking a view on the potential demand for Extra Care Housing as well as the need.
- 3.70 The strategy identified that 7,832 ECH units would be required by 2025 across Oxfordshire. The number of units at social rents will account for between 24% and 37% of the total for Oxfordshire. For Vale it was estimated that 1,603 ECH units would be required between 2009 and 2025, this equates to approximately 100 per annum. Of this some will need to be socially rented units. The projection of the need for socially rented ECH units has been estimated taking into account the relevant district level of owner occupation and the demographic growth amongst the older population. For Vale this was estimated at 403 ECH units by 2025, which is approximately 25% of the overall requirement.
- 3.71 The strategy identifies that the first goal should be to establish a number of schemes in each district by taking advantage of the early opportunities provided by building on strategic sites, remodelling existing sheltered housing schemes and redeveloping residential care. A second stage would see an expansion of provision to meet targets required to enable a substantial reduction in reliance on residential care and meet the demographic challenge by 2025. The private sector should be encouraged to develop the much greater availability of ECH units required to offer it as a mainstream housing option.

4.0 Issues (challenges and opportunities)

- 4.1 It is important the Vale Local Plan 2031 Part 1 is informed by national, regional and local policy and by appropriate and up-to-date evidence, including the responses to each stage of our consultation processes.
- 4.2 A number of Issues (challenges and opportunities) have been identified in the preceding sections of this topic paper (Sections 2 and 3) relating to the topic of housing. Overall, four main areas have been identified, which are:
- the total amount of housing to be provided, including
 - local plan housing target
 - maintaining a five year housing land supply
 - unmet housing need from elsewhere in the housing market area in particular Oxford city
 - affordable housing
 - meeting our housing needs, and
 - housing density.
- 4.3 The key issues in relation to each of the topic areas raised so far are outlined below.
- 4.4 Note that the strategy for locating housing development is covered in the Spatial Strategy topic paper. The Strategic Site Selection topic paper sets out the process for assessing and selecting potential strategic housing sites including the alternatives considered.

The total amount of housing to be provided

Local Plan housing target

- 4.5 The assessment of the policy context has made clear that the amount of housing set out in the Local Plan 2031 Part 1 must be based on objectively assessed need based on up-to-date local evidence, rather than a target set at a regional level. This is why the Vale, along with the other Oxfordshire authorities, commissioned a new Oxfordshire Strategic Housing Market Assessment (SHMA).
- 4.6 The SHMA identifies an objectively assessed need requirement of 1028 homes per annum to be found in the Vale 2011-2031. It is recognised that the SHMA housing requirement does not take into account any constraints that may make such a target undeliverable. However, the NPPF makes clear that local planning authorities should do whatever they can to sustainably meet their own objectively assessed housing (and other) needs in full. Where they cannot meet

their need in full, authorities should engage with neighbouring authorities through the duty to cooperate to identify whether and how unmet needs can be addressed.

- 4.7 Potentially appropriate land to allocate for housing to address objectively assessed need has been identified by producing a Strategic Housing Land Availability Assessment (SHLAA)⁵⁰. This showed that the district is capable of theoretically accommodating 21,146 dwellings in addition to homes already consented or on sites already allocated as at February 2014.

Housing ringfence to support the spatial strategy

- 4.8 The SHMA looked at local circumstances and identified the objectively assessed need for the district. This was based on, amongst other things, the jobs forecast to be provided in Science Vale particularly in the two Enterprise Zones but also elsewhere taking into account indirect employment growth⁵¹.
- 4.9 The council, in accordance with the NPPF and the Local Plan spatial strategy, is seeking to concentrate houses close to jobs to allow for sustainable growth where provision of jobs and homes are spatially aligned to help minimise the need to travel, and mutually supported by appropriate infrastructure provision. The spatial strategy focuses development in the Science Vale area in particular.
- 4.10 To enable our development potential to be realised, our plans for significantly enhancing and delivering new infrastructure are also focused on the Science Vale area. This infrastructure cannot currently be delivered to support economic growth without the expected developer contributions from planned housing in this area (CIL and s106), and other sources including retained business rates income from the Enterprise Zone (receipt of which will also be dependent to an extent on supportive and enabling housing and infrastructure provision).
- 4.11 To ensure an appropriate amount of housing is provided in Science Vale, a study was commissioned to identify the number of jobs likely to be located in Science Vale, and the corresponding number of homes needed in Science Vale to accommodate this employment growth (alongside demographic change). The study showed that 15,850 additional jobs are likely to be located within the Vale of White Horse part of the Science Vale by 2031, which would require provision of 11,850 homes in the period 2011 to 2031 to achieved aligned housing and employment provision.

⁵⁰ www.whitehorsedc.gov.uk/evidence

⁵¹ www.whitehorsedc.gov.uk/evidence

- 4.12 Delivery of the Local Plan in accordance with the spatial strategy focus on, and supporting Science Vale, is critically dependent on the aligned delivery of housing and infrastructure to support economic and employment growth. If housing growth does not take place where it will support Science Vale, Enterprise Zone and other business growth prospects would be harmed and business rates' contributions to infrastructure provision jeopardised.
- 4.13 The housing sites proposed for allocation in the Science Vale area, together with relevant housing completions and commitments, would deliver this jobs-to-homes alignment over the full plan period. However, many of the sites within the Science Vale area are large, rely on large infrastructure, and are expected to deliver over the plan period as a whole, rather than in the short term
- 4.14 The lead in time required to build delivery momentum in the Science Vale area is offset by allocations in the rest of the district that will deliver more homes in the short term. This is illustrated in the housing delivery trajectory in appendix 3, which shows projected housing delivery for the Science Vale area as well as for the district as a whole (discussed further in the next section).
- 4.15 To help ensure that the spatial strategy is achieved and the Science Vale ambition is successfully delivered, the council has created a housing ringfence for the key development locations in the Science Vale area (further support will be provided by the Science Vale Area Action Plan which is focusing on implementation and delivery). The ringfence has its own housing target and will be monitored separately for housing land supply. It complements a Didcot ringfence policy in the South Oxfordshire Adopted Core Strategy that covers most of the adjoining Science Vale area within that district.
- 4.16 Without a ringfence, were the Science Vale sites to deliver more slowly than the timetable currently projected, it could jeopardise the whole-district five year housing land supply. In these circumstances, under the presumption in favour of sustainable development the council might face planning applications for alternative sites elsewhere in the district that would not support the delivery of Science Vale, jeopardising the Local Plan strategy as a whole.
- 4.17 With a ringfence, any temporary⁵² five year supply shortfall that might arise in the ringfence area would in be addressed by additional growth coming forward within the Science Vale area, where it would be more consistent with the overall Local Plan Spatial Strategy, including contributing towards the Science Vale infrastructure package.

⁵² If, rather than delays to progress Science Vale ringfence, housing sites substantially and persistently failed to deliver a plan review would be required.

Five year housing land supply

- 4.18 The NPPF also explains that local planning authorities must maintain a supply of deliverable sites sufficient to provide at least five years' housing supply based on the Local Plan target, plus a delivery buffer brought forward from later in the plan period. Authorities should prepare a housing trajectory to illustrate the expected rate of housing delivery for the plan period.
- 4.19 A 20% buffer is applied to five year housing land supply in areas where there has been persistent housing under-provision, as has been applicable to the Vale in the period whilst the Local Plan 2031 Part 1 was being prepared.
- 4.20 The NPPG advises that any previous undersupply should be made up in the first five years of the plan where possible. Where this cannot be achieved, local authorities will again need to work with neighbouring authorities under the Duty to Cooperate⁵³.
- 4.21 Table 4.1 sets out the housing supply position as at April 2015 based on the housing trajectory in appendix 3 which includes the site allocations in the submission draft Local Plan as well as other commitments and sources of supply. In other words, it shows the 2015/16 district land supply position as if the emerging Local Plan were adopted with the sites and target proposed – to help demonstrate that the Local Plan is, and will be, effective.

Table 4.1: Five year housing land supply position 2015/16-2019/20

Housing Supply (1 Apr 2015 - 31 Mar 2020)		5 years	
Deliverable housing supply		8,047	

Housing Requirement (1 Apr 2015 - 31 Mar 2020)		Annual	5 years
Sedgefield method without buffer		1,444	7,221
Sedgefield method incl. 20% buffer		1,733	8,665
Liverpool method incl. 20% buffer		1,390	6,948

Rolling Five Year Housing Land Supply with Local Plan Part 1					
As at September 2014	2015/16	2016/17	2017/18	2018/19	2019/20
Liverpool approach	5.8	6.2	6.6	6.6	6.5
Sedgefield approach	4.6	5.1	5.6	6.1	6.6

- 4.22 Table 4.1 includes both the 'Sedgefield' approach to five year supply whereby any backlog is made up in the first five years to 31 March 2020, and the 'Liverpool' approach whereby backlog is made up over the full remaining plan period to 2031. The former is the approach

⁵³ NPPG, Paragraph: 035 Reference ID: 3-035-20140306

preferred in National Planning Practice Guidance, but based on case law⁵⁴ both are accepted methodologies for calculating five year supply.

- 4.23 The trajectory projects a deliverable five year supply of 8,047 homes in the period 2015/16-2019/20. 8,047 homes is sufficient to meet the housing target and make up backlog in five years (requiring delivery of 7,221 homes by 31 March 2020), but insufficient to do so with the addition of a 20% supply buffer applicable to districts that have experienced persistent under-delivery of housing (requiring delivery of 8,665 homes). We do not have suitable sites available to allocate that would make up this shortfall in a sustainable manner, and even if we did it is unlikely they could deliver additional homes fast enough to improve completion rates in 2015/16⁵⁵.
- 4.24 Note this position reflects current expectations on completions and commitments for the 2014/15 year in progress, as well as for the five year supply period 2015/16 – 2019/20. It also takes into account that in addition to Local Plan 2031 Part 1 proposed allocations the district has a planning pipeline of over 8,500 homes already consented, allocated or with a resolution to grant planning permission subject to completion of a Section 106 Legal Agreement (and excluding windfalls)(as at September 2014).
- 4.25 Our housing trajectory together with the evidence study “Meeting the ‘Objectively Assessed Need’ for housing”⁵⁶ also demonstrates that the Council cannot fully make up its previous undersupply within the first five years of the plan because when a 20% supply buffer is included the sheer scale of frontloaded growth required to do so it is not realistically deliverable (taking into account the delivery implications of bringing forward multiple sites in close proximity are considered, ie. market behaviour and competition).
- 4.26 Further and related to this, as documented in the Infrastructure Delivery Plan⁵⁷ (IDP) and Water Cycle Study⁵⁸, development in the first five years of the plan will be affected by the number and scale of upgrades required to ensure the water and waste water infrastructure is able to cope with the demand from growth⁵⁹. Thames Water has stated that it would be preferable to backload the housing trajectory to ensure such infrastructure is delivered in time to support housing.

⁵⁴ Bloor Homes judgement para 9, <http://www.south-norfolk.gov.uk/planning/media/D34-Bloor-HomesvSSCLG-and-Hinckley-and-Bosworth-BC-19-March-2014.pdf>

⁵⁵ To do so in the five year supply period 2015/16-2019/20 would require allocation of 6 additional strategic sites of 200+ homes based on our housing trajectory approach, in sustainable locations where infrastructure needs and/or the extent of competition from existing allocations and commitments would not delay delivery.

⁵⁶ www.whitehorsedc.gov.uk

⁵⁷ www.whitehorsedc.gov.uk

⁵⁸ www.whitehorsedc.gov.uk

⁵⁹ The IDP makes a financial allowance of £500 per dwelling on most strategic sites to cover the interest costs to Thames Water of taking out loans to accelerate the provision of water treatment upgrades. This has been included in the local plan viability testing.

Oxfordshire Unmet Housing Need

- 4.27 As set out above, we are proposing in the first instance to meet our own objectively assessed housing needs in full, as set out in the SHMA, within our own administrative boundary. However the Council recognises that other Oxfordshire authorities, in particular, Oxford City Council, may not be able to accommodate the whole of their housing requirement, within their own administrative boundaries. The extent to which they can do so is still being quantified as at 31 October 2014.
- 4.28 The Vale, along with the other Oxfordshire authorities, has signed up to the Oxfordshire Statement of Cooperation⁶⁰. This is the primary mechanism by which the council is engaging under the Duty to Cooperate with the wider Oxfordshire housing market area to consider and agree how any unmet need from Oxford City or elsewhere in the housing market area will be accommodated in the other Oxfordshire authorities.
- 4.29 The Oxfordshire authorities are working through the combined Oxfordshire Growth Board, with critical friend support including a representative from the Department of Communities and Local Government, to devise a robust methodology and process to determine how any unmet need shall be accommodated within the county / housing market area. Reasonable alternative options will need to be considered with due regard to national policy and guidance, the Strategic Environmental Assessment regulations and the Habitats Regulations Assessment to establish how and where any un-met need might best be accommodated within the Oxfordshire Housing Market Area. This process is likely to take 12-18 months to complete.
- 4.30 However, in view of the scale housing needed in this district, the national economic importance of the Science Vale area and the current district lack of a five year housing land supply, we consider it unreasonable to delay progress on our own Local Plan whilst the appropriate solution to meeting needs elsewhere in the housing market area is identified. The Council will therefore first seek to meet its own housing needs in full, to help ensure that the needs of both the district and the housing market area as a whole are met as quickly as possible.
- 4.31 While it is important that Vale progresses with the adoption of its own Local Plan for the reasons stated above, it is also important that, in parallel, we are proactive in working with all the Oxfordshire authorities to determine the quantum of unmet housing need for the whole of the Oxfordshire area, and to agree how to address it. We are committed to doing so.

⁶⁰ <https://www.oxfordshire.gov.uk/cms/content/spatial-planning-and-infrastructure-partnership>.

Affordable Housing

- 4.32 The NPPF allows for local authorities to set flexible policies for meeting Affordable Housing, taking account of market conditions. Previous consultation responses have raised concerns about 40% Affordable Housing on sites of 3 or more dwellings as both too low and too high.
- 4.33 The SHMA shows that a mix target of 25% intermediate and 75% rent would be appropriate County wide.
- 4.34 The Local Plan Viability Study shows that whilst 40% Affordable Housing does not make the plan generally unviable, 35% is recommended as it improves the margin of development viability and increases the amount of funding available to be spent on infrastructure to support and enable housing delivery.

Meeting our housing needs (housing type, size, and mix)

- 4.35 The NPPF states that the Local Plan should plan for a mix of housing based on current and market trends as well as the needs of different groups in the community. It should identify the size, type, tenure and range of housing that is required. The SHMA identifies a housing mix of market and Affordable Housing based on evidence. The main concern from the consultation stages in relation to mix of housing was regarding the need for providing smaller units to allow for downsizing and for young people to start on the property ladder.
- 4.36 Evidence has shown a need for more elderly accommodation in the district to meet the needs of an aging population (280-450 units per annum across the County). Consultation has shown that homes designed for the elderly should be located in urban areas or larger settlements with easy access to local facilities and services.
- 4.37 The Housing Standards Review will be setting accessibility standards such as Lifetime Homes through Building Regulations. The proposals for a minimum accessibility standard and two optional higher standards are out for consultation at the time of writing this paper. Local authorities will need to use evidence to demonstrate requiring optional higher standards. Such standards will need to be required in planning policy.
- 4.38 The Local authority is also required to identify and update annually, a five year supply of sites to accommodate gypsies, travellers and travelling showpeople and set broad locations for growth in years 6 -10. The evidence studies show that the Vale currently has a five year supply of such sites.
- 4.39 The NPPF sets out Rural Exception Sites as a way of meeting rural housing needs. This includes considering whether allowing some market housing would facilitate the provision of Affordable Housing to

meet local need. Particular concerns raised through consultation relate to the policy relating to areas where there is poor public transport and a high dependency on the car, which would be unsustainable in rural villages.

Housing density

- 4.40 The NPPF states that local authorities should set their own approach to housing density to reflect local circumstances. Concerns were raised at consultation stage relating to whether a maximum or a minimum density should be set. Other comments suggested that the policy should allow densities to be place specific and to be set through neighbourhood plans.

5.0 Strategic policy options

- 5.1 The issues identified in Section 4 to be addressed directly in the Vale Local Plan 2031 Part 1, have been considered in the context of the evidence, to generate reasonable options for how each policy area could be addressed in accordance with Government guidance⁶¹. These options have been tested as part of the Sustainability Appraisal (SA) and wider evidence and the findings are summarised briefly below. All options have been tested against the 'business as usual' position of maintaining existing Local Plan 2011 saved policies.
- 5.2 Having determined the preferred options, policy wording was then drafted and reassessed through the Sustainability Appraisal. We did not generate reasonable alternatives for some of the policy areas. These were therefore assessed in the Sustainability Appraisal (SA) for the first time at this point.
- 5.3 The policy areas considered in this section are:
- the total amount of housing to be provided, including:
 - Local Plan housing target
 - maintaining a five year housing land supply
 - unmet housing need from elsewhere in the housing market area in particular Oxford City
 - affordable housing
 - meeting our housing needs,
 - housing mix
 - housing for older people
 - meeting the needs of gypsies, travellers and travelling show people, and
 - rural exception sites
 - housing density.

Local Plan Housing Target

- 5.4 When work began on devising a housing target for the February 2013 consultation document the South East Plan was still extant, though Government had made clear that it was to be revoked in the future. On this basis, five reasonable alternative options were worked up and tested through the Sustainability Appraisal⁶². These options were:

Option A - Plan to meet the number of homes set out in the South East Plan (Total = 13,294).

⁶¹ A Practical Guide to the Strategic Environmental Assessment Directive, ODPM, 2005

⁶² These options were to address housing need until 2029.

Option B - Plan to provide more houses than the South East Plan in line with the need identified in the Housing Needs Assessment 2008 (Total = 19,688)

Option C – Plan to provide the number of homes in Option A and increased homes to be identified in LPP2 (Total = 14,308)

Option D - Plan to provide the number of homes set out in the South East Plan plus a specific target for Extra Care Housing (Total = 13,294 + 2,300 Extra Care Homes)

Option E - Plan to provide the number of homes set out in Option C plus a specific target for Extra Care Housing (Total = 14,308 + 2,300 Extra Care Homes)

Option F - Plan to provide the number of homes set out in the South East Plan plus adding an additional amount to the target for general housing based on adding all the identified alternative strategic sites and an increased amount in the remaining rural areas based on an initial assessment of capacity of suitable sites (Total = 15,898).

5.5 These options were based on the Housing Needs Assessment 2008, which was the best available evidence before the SHMA was published⁶³. Following the publication of the SHMA these options were no longer reasonable alternatives because they would not meet the Objectively Assessed Need until 2031.

5.6 Therefore a further Option G was developed

Option G - Plan to provide the number of homes set out in the Oxfordshire Strategic Housing Market Assessment (2014) based on the broad spatial approach of ‘building on our strengths’ along with development at the larger villages (20,560 over the plan period).

5.7 The SA identifies that there is a set of trade offs in regard to sustainability and housing numbers. Higher housing numbers would provide more housing and affordable housing stock, addressing identified issues in the Vale. These approaches therefore perform the best against SA objective 1, which is to ‘Provide sufficient suitable homes, including affordable homes’. In this sense, Options B and G perform the best and would have clear significant positive effects on a number of objectives. However, the appraisal identifies that this level of growth has consequences, namely the likely significant negative effects against a number of ‘environmental’ issues such as biodiversity and natural resource consumption / efficiency.

⁶³ Whilst the methodology behind how these numbers were derived is no longer relevant for the current iteration of the Local Plan 2031 Part 1, more information can be found in the previous iteration of the Housing topic paper.

- 5.8 In this context the options that promote a higher level of housing growth are likely to lead to an increased requirement for trade-offs, in particular where harm relating to environmental issues is accepted because it is offset by the benefits on social or economic factors. However, with appropriate measures to avoid or mitigate harm, it may be possible to limit some of these potential effects. This will help reduce the range of trade-offs required when taking forward higher growth options.
- 5.9 Option G was chosen as the preferred option because the significant positive effects achieved through providing more housing outweigh the negative effects caused, which can be reduced through mitigation measures.

Housing Ring-fence

- 5.10 The evidence and subsequent issues raised in section 4 of this topic paper demonstrate that a Science Vale ring-fence could help ensure that houses will be focused in close proximity to jobs. The options for tested were as follows and are mapped in Figures 14.1 to 14.3 of the SA⁶⁴:

Option A – The Science Vale ring-fence would apply to the whole of the Science Vale area (within the District) and all of the settlements contained within this area. It would cover an area broadly akin to the South East Vale Sub-Area. Settlements affected include Grove, Wantage, Sutton Courtenay, Steventon, Harwell and Chilton.

Option B – The Core Area ring-fence would apply to a smaller, core area within eastern Science Vale and all of the settlements contained within it. This would focus on East of Harwell (Valley Park), Harwell Oxford Campus and the East Harwell Oxford Campus. Settlements affected include Sutton Courtenay, Chilton and Harwell.

Option C – The ring fence is a subset of the wider Science Vale geographical area that encompasses the most sustainable locations for development and intentionally excludes its more rural parts, including those subject to flood risk. The ring fence covers selected main settlements and villages where growth is proposed in the Local Plan 2031 and land consented or allocated for development around them. The ring fence area comprises the settlement areas of Wantage, Grove, Harwell and Milton and land in the Vale adjoining the Didcot urban area; together with sites for strategic housing and employment growth at Didcot A Power Station, Milton Park, Harwell Campus, Chilton Fields, Milton Heights, Great Western Park and Valley Park

Option D – No ring fence

⁶⁴ www.whitehorsedc.gov.uk/evidence

- 5.11 The Council's preferred option is Option C because it would maintain the spatial strategy by developing in the most sustainable locations. The risk of not maintaining a five-year housing land supply has the potential to undermine the spatial strategy. All of the ring fence options would seek to limit 'leakage' from the Science Vale area to less sustainable locations around the District but Option C is closest to following the spatial strategy.
- 5.12 The SA found that Options A – C all performed more favourably than Option D but that Option C performed the best because it followed the spatial strategy the closest.

Five year housing land supply

- 5.13 The previous section of this report explained the position with regard to the five year housing land supply and that the Council will take the 'Liverpool' approach. The 'Sedgefield' approach is not a reasonable alternative because delivery and infrastructure constraints prevent the Council from making up the full backlog in the first five years. On this basis, there are no reasonable alternative options to SA with regard to five year housing land supply.

Unmet Oxfordshire housing need

- 5.14 The Vale is currently working with the other Oxfordshire authorities to agree a process for meeting Oxford City's unmet need in accordance with the Oxfordshire Statement of Cooperation. Until this process is completed there is no basis by which the districts can arrive at both an evidence-based quantum of unmet need and an appropriate approach to address it within the housing market area. The Vale will therefore not be including any of the City's needs in this iteration of the Local Plan. On this basis, there are no spatial options to test through SA at this time.
- 5.15 The option to delay the Local Plan until such time as Oxford City's unmet need is quantified and a robust distribution approach identified was not considered to be a reasonable alternative for SA and therefore was not assessed. It would delay meeting the district's own housing needs and, by doing so, slow down the meeting of the needs of the housing market area as a whole. It would also delay restoration of a district five year housing land supply and the delivery of Science Vale economic growth and supporting infrastructure.
- 5.16 The Local Plan recognises in policy that an early review or partial review of the Local Plan may be necessary to address any unmet need.

Affordable housing

- 5.17 There are two strands to the options for affordable housing – the percentage target and the site size threshold at which the target is applied. In terms of the affordable housing target the approach for Exceptions Sites also needs to be considered.

Affordable housing target

- 5.18 The option considered against our business as usual scenario (a 40% target) is to:

Option A - Adopt 50% as a target for greenfield sites and 40% for all other sites

- 5.19 We discounted some other potential options prior to assessment in the SA:
- a. We have not included an option to introduce a sliding scale of affordable housing thresholds and percentages as this approach was not supported by evidence and conclusions of the Affordable Housing Viability Assessment.
 - b. Options were not included in relation to setting specific affordable rent targets. There is no evidence to fix a specific affordable rent target. Instead the policy wording reflects the recommendations of the SHMA, that a tenure split of 75% social rented/affordable rent and 25% intermediate housing will be sought.
- 5.20 The Sustainability Appraisal identified that increasing the target from 40% to 50% could lead to significant positive effects in terms of the housing objectives by creating an overall increase in the delivery of affordable housing given that much of the new development in the Vale is to be located on greenfield land.
- 5.21 In terms of whether to increase the target from a district wide 40% to 50% on greenfield sites and 40% on brownfield sites we considered that this increase in the context of a lower site threshold may be too onerous in terms of viability. Therefore Option A was not the preferred option.
- 5.22 The SHMA objectively assessed need housing target of 1028 dwellings per annum in the Vale is based on needs arising from supporting economic growth. The annual housing target required to meet the Vale's Affordable Housing need is much lower than this (683 homes needed to provide 273 Affordable Homes at 40%). On this basis the

Council was able to explore a lower Affordable Housing threshold without affecting the ability to meet the Affordable Housing need.

- 5.23 The Viability Study showed that the Vale could reduce the Affordable Housing target to 35%, which would provide additional funding for much needed infrastructure. This is the preferred option.

Affordable housing threshold

- 5.24 The next consideration is the site size threshold at which the target is applied. The main options in relation to the threshold at which the affordable housing target is applied are:

Option A - Reduce the threshold across the district to five and remove the classification of the settlements by population size

Option B - Reduce the threshold across the district to three and remove the classification of the settlements by population size

- 5.25 The Sustainability Appraisal identifies that both options would be expected to increase the number of affordable homes being delivered overall, particularly in rural areas. It highlights that Option B (threshold of three), by implementing a lower threshold, should logically result in more affordable housing being delivered. As a result, Option B has more significant positive effects against the objectives than Option A (threshold of five).
- 5.26 We consider that lowering the threshold to 3 units in line with Option B will maximise the opportunity to deliver affordable housing across a wider range of sites including in smaller settlements and rural areas. However we accept that it will not be feasible or viable on all sites and this will be reflected in the policy wording. This approach fully reflects the findings of the sustainability appraisal, which identified that it is likely to have significant positive effects against the sustainability objectives.

Rural Exception Sites

- 5.27 Policy H18 of the current Local Plan is an exception policy that aims to bring forward more affordable housing in areas where housing would not have otherwise been acceptable subject to certain criteria. This is partially consistent with the NPPF. However the NPPF in paragraph 54 also recommends that consideration is given to allowing some market housing where it would facilitate the provision of significant additional affordable housing to meet local needs.
- 5.28 Owing to the shortage of affordable homes identified in the SHMA and in order to 'boost housing supply' as required in the NPPF this policy will need updating in the Vale Local Plan 2031 Part 1. There is no evidence to set a specific target for affordable housing on exception

sites where they require some enabling market housing on viability grounds, and the circumstances in terms of viability would vary. Therefore, there are no options to SA and an updated criteria based policy will be required.

Meeting Housing needs

Housing Mix

- 5.29 We need to ensure that we deliver a variety of housing to meet identified needs:
- Option A** – Include the specific size and mix requirements from the SHMA as a requirement for all sites
- Option B** – A flexible policy that does not have specific housing mix requirements but seeks a mix on all residential developments to meet the needs of current and future households
- 5.30 The Council's preferred approach is a hybrid of the two options. The Sustainability Appraisal identified that neither of the two options had significant negative effects. Both options have merits. For example the SA identified that Option A would enable the Council to have more control over the mix of housing sizes to be achieved on new housing sites and would also give developers and stakeholders more certainty regarding requirements. Therefore the appraisal identified that Option A would have significant positive effects in this regard. The appraisal also identified that housing size requirements may change over time and that there is a need for flexibility in the application of requirements, which was offered by Option B.
- 5.31 Therefore, the proposed approach incorporates some of the flexibility for local circumstances and viability that was offered by Option B whilst still using the SHMA as the starting point to provide more certainty for developers and stakeholders. The housing need will be updated over the course of the plan to ensure that it remains an up to date evidence document for mix requirements to be based upon.
- 5.32 The proposed policy indicates that an appropriate mix of dwelling types and sizes to meet the needs of the current and future households will be sought on all new residential developments but also indicates that this should be in accordance with the current housing needs assessment unless justified by robust evidence on housing need of a specific settlement or viability constraints.
- 5.33 The longer term objective is to provide better balanced stock to address demographic change and the needs of smaller households. This will not be achieved without a higher delivery of smaller units over

the life of the plan. However over the short term due to current economic conditions the approach to housing mix will need to be flexible. In addition there may be situations where robust local evidence demonstrates a more appropriate mix than that recommended in the SHMA and the policy approach should be designed so situations like this can be accommodated.

- 5.34 We consider that the proposed approach takes on board the findings of the SA and SHMA in regard to the need for flexibility within the policy to ensure that although a rebalancing of the stock is important to address housing need over the longer term there may be situations, particularly in the shorter term where viability constraints require more flexibility or where robust local evidence indicates a more appropriate mix for a specific site. This is achieved by tying the policy to the Council's current housing needs assessment as this can be kept current through regular review. In addition the clause of the policy about more local evidence and viability constraints enables greater flexibility over the implementation of the housing mix to ensure the delivery of mixed communities that respond to specific circumstances.

Housing for Older People

- 5.35 Given that the District has an ageing population and a large need identified for older people's housing we need to consider how this should be addressed in policy terms. The options are as follows:

Option A - Adopt a district wide specific target for extra care housing including criteria based approach for delivery

Option B - Adopt a criteria based policy for older persons housing but no specific target

- 5.36 The Sustainability Appraisal identified that Option B would lead to a significant increase in the supply of more flexible and adaptable housing and would have significant positive effects against Objective four, which relates to improving the health and well-being of Vale residents.

Lifetime Homes

- 5.37 The second issue relating to delivering homes that will meet the current and future needs of the ageing population is considering whether to require the Lifetime Homes Standards on developments of market and affordable housing for older people to ensure their future adaptability. This is particularly relevant given the ageing population. The options for this include:

Option A - Adopt an overall target for 10% of market homes on sites of 10 or more and all affordable homes to be delivered to the current Lifetime Homes Standards

Option B – Adopt an approach that requires all new homes for older people to be built to current Lifetime Homes standards⁶⁵

- 5.38 Option B, which requires all new homes for older people to be built to Lifetime Homes Standards (excluding first floor flats) is the preferred of the two options. This is because it will ensure that older people's homes are built to be more flexible and adaptable to enable people to stay in their own homes if their needs change. This is particularly important in the context of this district where the trend for an ageing population is above the national average. Therefore the preferred approach maximises the opportunity to accommodate the current and future needs of the ageing population across the full range of housing locations and types.
- 5.39 The Local Plan Viability Study assumed that Lifetime Homes standards would apply to all dwellings for older people. Option B is therefore broadly viable when taken alongside other preferred options in the Local Plan. It is not considered necessary to limit the application of Lifetime homes (as set out Option A) to 10% of market housing delivered on sites of 10 or more and all affordable homes. The policy does include a clause about viability as there may be cases where a specific site cannot viably deliver all homes to the current Lifetime Homes Standards. It also allows for flexibility if standards are changed through the Building Regulations.

Gypsies, Travellers and Travelling Show People

- 5.40 The options to meet identified requirement for travellers' accommodations are:

Option A - Set a specific target for the plan period and identify specific deliverable sites for the full requirement in Local Plan 2031 Part 1.

Option B –Set a specific target for the plan period, identify specific deliverable sites in Local Plan 2031 Part 1 to provide supply to 2017 (expected adoption of LPP2) and identify broad locations for remainder to be allocated in Local Plan Part 2 including criteria for site allocations.

Option C - Adopt an approach that sets a specific target for the plan period and accommodate the full requirement on the strategic housing site allocations in Local Plan 2031 Part 1.

⁶⁵ The SA refers to assessment of Lifetime Homes Standards for all homes. This is a typographical error and it should be as shown in this Topic Paper.

Option D - Adopt an approach that sets a specific target for the plan period, incorporate supply to 2017 (expected adoption of LPP2) on the strategic housing site allocations and identify broad locations for remainder to be allocated in Local Plan 2031 Part 2 including criteria for site allocations.

- 5.41 The national policy requirement is to 'identify and update annually, a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets and identify a supply of specific, developable sites or broad locations for growth, for years six to ten and, where possible, for years 11-15'⁶⁶.
- 5.42 The Sustainability Appraisal tested the four options and identified that all of them would have significant positive effects in terms of providing sufficient suitable homes for the gypsy and traveller community.
- 5.43 The preferred option is Option B. The Gypsy and Traveller Needs Assessment Addendum identified a need for 13 pitches to 2031. A recent planning permission⁶⁷ for 8 pitches provides approximately 11 years of supply. The remaining five pitches will be identified in LPP2.
- 5.44 This option is preferred as there is not sufficient evidence available on sites to allocate the full pitch requirement in Local Plan 2031 Part 1 (as in Option A). Work is continuing on identifying sites and this evidence will be used to inform land allocations in Local Plan Part 2. Options C and D both involve including the requirement for pitches on the greenfield neighbourhoods. We acknowledge that it is important to locate pitches near to housing for the settled community. However, these specific options are unlikely to be deliverable following further evidence on the viability of the sites and the capacity of them to accommodate gypsy and traveller pitches alongside the other infrastructure requirements. Appropriate and deliverable sites for these communities could still be located close to the settled community, in sustainable locations without being accommodated on the strategic housing sites.

Housing Density

- 5.45 It is necessary to look at options relating to density due to the requirements of paragraph 47 of the Framework. The options considered are as follows:

⁶⁶ National Planning Policy for Traveller Sites, March 2012, paragraph 9

⁶⁷ Land South western side of Highworth Road, Watchfield planning reference P12/V1901/FUL

Option A - Adopt an approach that sets a minimum density of 30 dwellings per hectare (net) unless specific local circumstances indicate a lower density is appropriate.

Option B – Adopt an approach that sets a minimum density of 25 dwellings per hectare (net) unless specific local circumstances indicate a lower density is appropriate.

Option C - Adopt a policy that is criteria based and assesses each site on a case by case basis

- 5.46 The Sustainability Appraisal (SA) identifies that none of the three options⁶⁸ are expected to have any significant negative effects on the sustainability objectives. The SA stated that Option A is expected to have the greatest number of significant positive effects across the social and economic objectives although had fewer against the environmental objectives. For Option C the SA identified more uncertain effects and highlighted that this option could lead to more prolonged negotiations about density.
- 5.47 In regard to the two options to set minimum densities, the SA states that ‘it is unlikely that developers would deliberately elevate densities beyond the minimum requirement’. This statement is not reinforced by evidence or local experience. In order for a site to be acceptable density must respond to its setting and this would be a requirement of any policy with or without a minimum. Having a minimum density is also important in applying other threshold based policies within the development plan eg affordable housing. In some locations a lower density will be more appropriate for example in more rural locations. Whereas in some urban areas a higher density than the minimum may be more appropriate. The importance of the local context of the site will be reflected in the policy wording and this will mitigate any potential negative environmental effects.
- 5.48 Option A (minimum density of 30dph) has been identified as the preferred option. This is because it provides a balance between trying to ensure that land is used efficiently and ensuring that the policy is responsive to the local context. The Council’s draft Design Guide provides advice about densities in different settlement types and locations. This shows that it is normally in relatively exceptional circumstances that lower than 30 dwellings per hectare would be necessary. In regard to the concern in the SA about developers being unlikely to elevate densities above the minimum it is considered appropriate that the policy clearly outlines that higher and lower densities may be appropriate in certain contexts for example higher densities may be more appropriate in urban areas.

⁶⁸ Option A minimum density of 30dph, Option B minimum density of 25dph and Option C is a criteria based approach

6.0 Recommendations

- 6.1 This topic paper summarises our approach to housing in the draft Vale Local Plan 2031 Part 1 and provides a detailed account of our approach to developing our housing target. This includes consideration of national, regional and local policy and evidence, as well as comments made at earlier stages of consultation.
- 6.2 We have considered a number of options for the overall housing requirement and each option has been subject to Sustainability Appraisal. We have concluded that Option G, based on the Strategic Housing Market Assessment, is the most appropriate because it is based on an up-to-date evidence base and it would allow the Council to meet its full objectively assessed need. The Sustainability Appraisal shows that this option would provide significant benefits with regard to provision of housing but would incur negative effects, particularly environmental. These effects can be reduced through mitigation so it is considered that the positive benefits outweigh the negative effects.
- 6.3 Evidence has shown that a ring fence would be beneficial to maintaining development in the Science Vale area where it will be close to jobs and will be supported by significant infrastructure. The preferred option for a ring fence is to focus on the settlements and key business parks taking an allocation for housing or employment in the Local Plan 2031 Part 1, as these are the most sustainable locations for development in Science Vale.
- 6.4 The Council has committed to meeting its full objectively assessed need, as required by national policy, and would do so over the full plan period. However, it is unable to fully make up the past undersupply of houses within the first five years, as preferred by national policy, falling about 10% short in 2015/16 only. This is because evidence has shown that it would be undeliverable to meet the housing target under a 'Sedgefield' approach at the beginning of the plan period, even by spreading the growth by allocating smaller sites in a variety of locations across the District. Considerations include the time required for sites to start to deliver, competition in local markets and potential market saturation, and constraints on the water and wastewater network that first need to be resolved before growth can occur.
- 6.5 We have also considered affordable housing provision and considered options for both the overall percentage target and the size threshold at which the housing target is applied. In view of viability and delivery of infrastructure, a target of 35% for all sites is proposed to be retained, with a lowering of the threshold to 3 units. This will allow the Council to meet its Affordable Housing need balanced with the need to provide infrastructure to support growth.

- 6.6 Consideration has also been given to the housing mix on new development sites and whether to adopt a Lifetime Homes approach to ensure that new housing is built to ensure its future adaptability to meet changing needs, particularly as people grow older. Our approach on housing mix is to achieve an appropriate mix of dwelling types and sizes on all new residential development, taking account of local housing needs assessments in the SHMA. We also propose that all new housing for older people, except flats above ground level, should meet Lifetime Homes standards. However, the policy on Lifetime Homes will need to remain flexible to take into account standards set through Building Regulations as proposed in the Housing Standards Review.
- 6.7 With regard to Rural Exception Sites, we recommend that a policy should be included to reflect national policy, which includes allowing for some market housing where it is necessary to ensure the viability and deliverability of a scheme.
- 6.8 Options for meeting the needs of gypsies, travellers and travelling show people were considered and, based on the Gypsy and Traveller Needs Assessment, we have identified a need for 13 gypsy and traveller pitches to be provided by 2031. Therefore we do not need to look to allocate any further sites in Local Plan 2031 Part 1 and can look to address any additional need through Local Plan 2031 Part 2.

Appendix 1: Assessments of policy

Table A1.1: Evaluation of South East Plan policies relating to housing and their consistency with the national Planning Policy Framework

Policy	Summary of South East Plan (SEP) policy requirement	Officer comments on Consistency with the Framework
SP3: Urban focus and urban renaissance	<p>Local planning authorities should formulate policies to:</p> <ul style="list-style-type: none"> - concentrate development within or adjacent to the region's urban areas - seek to achieve at least 60% of all new development on previously developed land and through conversions of existing buildings - ensure that developments in and around urban areas, are well designed and consistent with the principles of urban renaissance and sustainable development - use strategic land availability assessments to identify the scope for redevelopment and intensification of urban areas, seeking opportunities for intensification around transport hubs and interchanges 	<p>Partially consistent</p> <p>Specific target on brownfield land not reflected in national policy but core planning principle number 8 of the Framework is to <i>'encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided it is not of high environmental value.'</i></p> <p>In addition the urban focus is also reflected in the Framework in the core planning principles. Number 5 of the principles states that planning should <i>'take account of the different roles and character of different areas, promoting the vitality of our main urban areas...'</i> In addition number 11 of the core planning principles on the Framework states that planning should <i>'actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling'</i>.</p> <p>The Framework continues to advocate the use of SHLAAs to assess the availability, suitability and economic viability of sites.</p>
CC5 Supporting an Ageing Population	<p>Policies should address the following issues:</p> <ul style="list-style-type: none"> - make provision in new housing developments and sheltered and extra care housing to support older people living independent lives in their own homes - the provision of reasonable access to services, through the provision of public transport and the extension of communications and information technology - the provision of leisure, recreational and community facilities (including greenspace) that help older people maintain active and 	<p>Fully Consistent</p> <p>Paragraph 50 of the Framework refers to the need to deliver a wide choice of high quality homes that are based on current and future demographic trend, market trends and the needs of different groups.</p> <p>Core planning principle number 11 refers to locating development in order to make the fullest possible use of public transport and highlights that development should be located in locations, which are or can be made sustainable. Further detail is then provided in section 4 of the</p>

Policy	Summary of South East Plan (SEP) policy requirement	Officer comments on Consistency with the Framework
	<p>healthy lifestyles</p> <ul style="list-style-type: none"> - facilitating access to training and development opportunities that support available employment for the workforce beyond the existing retirement age. 	<p>framework.</p> <p>Core planning principle 12 states that planning should take account and support local strategies to <i>'improve health, social and cultural wellbeing for all and deliver sufficient community and cultural facilities to meet local needs'</i>.</p>
H1 Regional Housing Provision	<p>Local planning authorities will allocate sufficient land and facilitate the delivery of the relevant housing targets between 2006 and 2026. The relevant figures are:</p> <ul style="list-style-type: none"> - Vale of White Horse - 578 homes per annum 	<p>Not consistent</p> <p>The Framework states that local planning authorities should use their evidence base to ensure that their Local Plan meets the full objectively assessed needs for market and affordable housing in the housing market area as far is consistent with the policies set out in the Framework. The SEP figures were based on evidence of need balanced against sustainability and will form part of the evidence base upon which the housing requirements for the Vale are considered.</p>
H2 Managing the delivery of regional housing provision	<p>In planning for the delivery of the housing provision, local planning authorities will take account of the following considerations:</p> <ul style="list-style-type: none"> - the need to facilitate any proposals that are agreed for Growth Points and eco-towns - ability to accelerate the rate of housing delivery in Growth Areas and New Growth Points - possibility of maximising the scale and the pace of housing delivery on named strategic locations identified - scope to identify additional sources of supply elsewhere by encouraging opportunities on suitable previously developed sites. This includes appropriate opportunities for change of use of non-residential development sites to secure either mixed use residential development or residential development - realising opportunities for intensification - providing a sufficient quantity and mix of housing including affordable housing in rural areas to ensure the long term sustainability of rural communities - feasibility of maximising the delivery capacity unlocked by 	<p>Partially consistent</p> <p>The growth points and maximisation of scale and pace of housing in this policy are consistent with the pro growth elements of the Framework and the need to maintain a five year housing land supply.</p> <p>The need to consider opportunities for additional sources of supply including appropriate opportunities for change of use of non-residential development sites to secure either mixed use residential development or residential development is reflected in paragraphs 28 and 51 of the Framework.</p> <p>Providing for sufficient quantity and mix of housing is covered in section 6 of the Framework and in particular is covered in paragraphs 54 and 55 for rural areas and more generally in paragraph 50.</p> <p>Delivery of infrastructure and the delivery of capacity unlocked by its provision is consistent with the core planning principles of the Framework and paragraph 162.</p>

Policy	Summary of South East Plan (SEP) policy requirement	Officer comments on Consistency with the Framework
	<p>investment in infrastructure at the earliest possible opportunity</p> <ul style="list-style-type: none"> - the need to address any backlog of unmet housing needs within the housing market areas they relate to, in the first 10 years of the Plan. 	<p>The requirement to make up backlog within the first ten years of the plan is not carried forward into the Framework. The need to deliver unmet need within the market area is covered by the 'duty to cooperate'. In addition, the requirements of the Framework in relation to housing land supply and the relevant buffers reflecting under delivery is how the Framework addresses poor historic performance in delivery of housing.</p>
H3 Affordable Housing	<p>A substantial increase in the delivery of affordable housing to be achieved by:</p> <ul style="list-style-type: none"> - basing policy and funding decisions on a sound evidence base, gathered through the strategic housing market assessment process. Assessments should examine housing need and demand in relation to both affordable and market housing and where markets cross boundaries should be conducted jointly between authorities - development and inclusion of targets for the provision of affordable housing, taking account of housing need and having regard to the overall regional target that 25% of all new housing should be social rented accommodation and 10% intermediate affordable housing. Where indicative targets for sub-regions are set out in the relevant sections of this RSS, these should take precedence over the regional target setting affordable housing targets which are supported by evidence of financial viability and the role of public subsidy in the light of guidance from the regional planning body and the regional housing board - the incorporation of locally set thresholds covering the size of site above which an affordable housing contribution will be required. These may vary across a local authority area depending on the anticipated pattern of new development. Such thresholds will have regard to an assessment of economic viability, scale of need and impact on overall levels of housing delivery - working with local communities in rural areas to secure small 	<p>Partially consistent</p> <p>This is covered in the Framework at paragraphs 50, 54 and 159.</p> <p>The Framework does not set specific targets but instead states that it should be based on local needs.</p>

Policy	Summary of South East Plan (SEP) policy requirement	Officer comments on Consistency with the Framework
	<p>scale affordable housing sites within or well-related to settlements, possibly including land which would not otherwise be released for development</p>	
<p>H4 Type and Size of New Housing</p>	<p>Local authorities should identify the full range of existing and future housing needs required in their areas working with adjoining local authorities where appropriate. Local development documents should require an appropriate range and mix of housing opportunities by identifying:</p> <ul style="list-style-type: none"> - the likely profile of household types requiring market housing - the size and type of affordable housing required. <p>Local authorities should seek to identify a mix of site allocations in each five year period, preparing development briefs as necessary, to encourage a range of housing types to be provided.</p>	<p>Fully consistent Consistent with paragraph 47, 50 and 159 of the Framework.</p>
<p>H5 Housing Design and Density</p>	<p>Local planning authorities should:</p> <ul style="list-style-type: none"> - encourage positive measures to raise the quality of new housing, reduce its environmental impact and facilitate future adaptation to meet changes in accommodation needs; - prepare guidelines for the design of new housing in their areas that encourage the use of sustainable construction methods and address the implications of changing lifestyles for new housing design; - Encourage high housing densities with an overall regional target of 40 dwellings per hectare over the Plan period. Local authorities will reflect this target with appropriate local variations in their local development documents. 	<p>Partially consistent In terms of design section 7 of the Framework outlines the importance of high quality design as a key aspect of sustainable development in particular paragraphs 56, 57 and 58.</p> <p>In terms of sustainable construction the SEP policy is consistent with the advice contained within section 10 of the framework, which encourages sustainable construction. Of particular relevance in the context of the SEP policy is paragraph 95 of the Framework.</p> <p>In relation to density of new development the Framework is not as prescriptive as the SEP. Instead of setting a minimum it leaves it to local authorities to set their own approach to housing density to reflect local circumstances (para. 47).</p>
<p>CO1: Core strategy</p>	<p>The strategy for Central Oxfordshire is to strive to be a world leader in education, science and technology by building on the sub-region's economic strengths. The most relevant part of the policy for housing supply and distribution is summarised below:</p> <ul style="list-style-type: none"> - make best use of previously developed land within urban 	<p>Partially consistent This policy sets a spatial strategy for Central Oxfordshire area.</p> <p>The elements of the policy taken form the main SEP housing policy, including making best use of previously developed land and the</p>

Policy	Summary of South East Plan (SEP) policy requirement	Officer comments on Consistency with the Framework
	<p>areas to reduce the need for greenfield development</p> <ul style="list-style-type: none"> - concentrate development where the need to travel, particularly by single occupancy car use, can be reduced. <p>The policy states that the main locations for development in Central Oxfordshire will be Bicester, Didcot, and Wantage and Grove to improve their self- containment, and within and immediately adjacent to the built-up area of Oxford. Elsewhere limited development will be permitted to support the social and economic well-being of local communities.</p>	<p>concentration of development on areas where the need to travel can be reduced are consistent with the Framework in particular core planning principles 8 and 11.</p>
CO3 Scale and Distribution of Housing in Central Oxfordshire	<p>The Vale of White Horse Central Oxfordshire part of their total allocation is 512 homes per annum.</p> <p>The policy highlights that the figure for Vale of White Horse includes 2,750 at Didcot.</p> <p>The policy states that 40% of all new housing in the Central Oxfordshire area should be affordable including housing for key workers.</p>	<p>Not consistent</p> <p>The segregation of the Vale housing target into Central Oxfordshire and remainder is not advocated in the Framework, which highlights that housing distribution, should be based on local circumstances and evidence. The target of 40% for affordable housing is not consistent with the Framework, which states that the housing target including affordable housing should be set at a level based on local evidence from a SHMA (paragraphs 50 and 159).</p>

Table A1.2: Assessment of housing policies in Local Plan 2011 consistency with the National Planning Policy Framework

Policy No.	Policy title	Assessment of policies consistency with the Framework	Action for Local Plan 2029 Part One (LPP1)
H3	Housing sites in Botley	Fully Consistent	Parts (iv) and (v) of this policy have not yet been granted permission. As a result this policy will need to be saved to ensure that the two remaining allocations are not lost.
H4	Housing sites in Faringdon	Fully Consistent	These sites have been granted permission and are underway or fully delivered. Therefore, the policy does not need to be saved.
H5	Strategic housing site west of Grove	Fully Consistent	This policy relates to the development of Grove Airfield, which is at planning application stage. Therefore this policy will need to be saved to ensure that the allocation remains extant.

Policy No.	Policy title	Assessment of policies consistency with the Framework	Action for Local Plan 2029 Part One (LPP1)
H6	Housing site in Wantage	Fully Consistent	These sites have been granted permission and are underway or fully delivered. Therefore, the policy does not need to be saved.
H7	Major development west of Didcot	Fully Consistent	This policy relates to the development of Great Western Park. The outline permission has been granted however the reserved matters application relating to development in the Vale is outstanding. Therefore this policy will be saved to ensure that the allocation remains extant.
H8	Housing on the Harwell Science and Innovation Campus	Fully Consistent	This site has been granted permission and is being built out. Therefore, the policy does not need to be saved.
H10	Development in the five main settlements	Fully Consistent	Development in the main settlements will be considered as part of Local Plan Part 1 as part of the distribution strategy in the context of the up to date housing target for the district. As a result this policy is likely to be replaced/updated in Local Plan Part One.

Policy No.	Policy title	Assessment of policies consistency with the Framework	Action for Local Plan 2029 Part One (LPP1)
H11	Development in the larger villages	<p>Not Consistent</p> <p>The policy is not consistent with paragraphs 47 and 49 of the Framework. The policy does not provide the basis for establishing a five year housing land supply.</p> <p>However, the policy may be considered alongside the Framework when a five year housing land supply is established.</p> <p>The saved policy caps on housing development within settlement boundaries were set when the district had a five year housing land supply, and formed part of an overall housing supply strategy for a much lower housing target. They are no longer appropriate in the current housing land supply circumstances. It will be a matter of planning judgement whether housing development on sites larger than 0.5 hectares or for more than 15 homes would be appropriate and 'sustainable development' within any given larger village, on any given site.</p>	<p>Development in the larger villages will be considered as part of Local Plan Part 1 in the distribution strategy in the context of the up to date housing target for the district. As a result this policy is likely to be replaced/updated in Local Plan Part One. The categorisation of the different villages within the settlement hierarchy will also be reviewed as part of this process.</p>
H12	Development in the smaller villages	<p>Not Consistent</p> <p>The policy is not consistent with paragraphs 47 and 49 of the Framework. The policy does not provide the basis for establishing a five year housing land supply.</p> <p>However, the policy may be considered alongside the Framework when a five year housing land supply is established.</p> <p>It will be a matter of planning judgement whether housing development for more than 4 homes would be appropriate and 'sustainable development' on any given site within a smaller village.</p>	<p>Development in the smaller villages will be considered as part of Local Plan Part 1 in the distribution strategy in the context of the up to date housing target for the district. As a result this policy is likely to be replaced/updated in Local Plan Part One. The categorisation of the different villages within the settlement hierarchy will also be reviewed as part of this process.</p>

Policy No.	Policy title	Assessment of policies consistency with the Framework	Action for Local Plan 2029 Part One (LPP1)
H13	Development elsewhere	<p>Consistent, in part, with the Framework</p> <p>The policy is not consistent with paragraph 47 of the Framework but the aim of the policy is consistent with paragraph 55 of the Framework, which supports sustainable development in rural areas where it will enhance or maintain the vitality of rural communities.</p> <p>Due consideration should be given to this policy alongside the requirements set out in the Framework.</p> <p>It will be a matter of planning judgement whether infill housing development for more than 1-2 homes would be appropriate and 'sustainable development' in other rural areas.</p>	<p>Development in the smaller villages will be considered as part of Local Plan Part 1 in the distribution strategy in the context of the up to date housing target for the district. As a result this policy is likely to be replaced/updated in Local Plan Part One (LPP1). The categorisation of the different villages within the settlement hierarchy will also be reviewed as part of this process.</p>
H14	The sub-division of dwellings	<p>Fully Consistent</p>	<p>No immediate action required in the Local Plan Part One as the current policy is fully consistent with the Framework. The policy will be looked at alongside other development management policies in a later part of the Local Plan.</p>
H15	Housing densities	<p>Fully Consistent</p>	<p>The housing density requirements will be reviewed in LPP1 to ensure appropriate densities for the given the local context are delivered. This is particularly relevant given the increased amount of housing planned and the removal of the regional/national minimum densities under which H15 was developed. One option to test will be saving this policy against other options.</p>

Policy No.	Policy title	Assessment of policies consistency with the Framework	Action for Local Plan 2029 Part One (LPP1)
H16	Size of dwelling and lifetime homes	<p>Consistent, in part, with the Framework</p> <p>The policy is consistent with the overarching aim of the Framework to deliver a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community.</p> <p>However, paragraph 173 of the Framework states that the scale of any obligations to achieve this should not threaten the viability of the proposal.</p> <p>On this basis, a robust viability appraisal will be required for any relaxation of Policy H16 to be considered.</p>	<p>The housing mix and design standards will be reviewed as part of Local Plan Part One to ensure that the new housing developments planned are development to an appropriate mix and standard based on evidence that considers the impact on viability of development.</p>

Policy No.	Policy title	Assessment of policies consistency with the Framework	Action for Local Plan 2029 Part One (LPP1)
H17	Affordable housing	Fully Consistent The policy is consistent with the overarching aim of the Framework to meet an identified need for affordable housing and create mixed and balanced communities. Although paragraphs 50 and 173 of the Framework refer to flexibility to changing market conditions and the scale of obligations not threatening viability, these matters are adequately addressed by the Affordable Housing Supplementary Planning Guidance (2008).	This policy is fully consistent with the Framework. Due to the higher housing target and the identified shortfall in the district in relation to affordable housing this policy will be reviewed as part of Local Plan Part One taking account of what can be achieved viably in the district using an appropriate evidence base.
H18	Affordable housing on rural exception sites	Partially Consistent ⁶⁹	Policy H18 is an exception policy that aims to bring forward more affordable housing in areas where housing may not have otherwise been acceptable subject to certain criteria and this is partially consistent with the Framework. The Framework in paragraph 54 also recommends that consideration is given to allowing some market housing to facilitate the provision of significant additional affordable housing to meet local needs. Therefore this will need to be addressed in the Local Plan. Due to the large shortage of affordable homes identified in the needs assessment in order to 'boost housing supply' as required in the Framework this policy will need updating in LPP1.
H19	Special housing needs	Fully Consistent	This policy is fully consistent with the Framework. Due to the higher housing target and the identified shortfall in the district in relation to specialist housing this policy will be reviewed as part of Local Plan Part One (LPP1) taking account of what can be achieved using an appropriate evidence base.
H20	Accommodation for dependant relatives	Fully Consistent	No immediate action required in the Local Plan Part One as the current policy is fully consistent with the Framework. The policy will be looked at alongside other development management policies in a later part of the Local Plan.

⁶⁹ This is an updated officer view from that published on the website

Policy No.	Policy title	Assessment of policies consistency with the Framework	Action for Local Plan 2029 Part One (LPP1)
H22	Sites for gypsies	<p>The Government policy for traveller sites is set out in 'Planning policy for traveller sites' (2012); published alongside the Framework.</p> <p>Although Policy H22 reiterates many of the requirements of the national policy, 'Planning policy for traveller sites' (2012) does outline additional criteria which should be considered.</p> <p>On this basis, due consideration should be given to Policy H22 alongside the requirements set out in 'Planning policy for traveller sites' (2012).</p>	The targets for gypsies, travellers and travelling show people will be reviewed as part of Local Plan Part One and a replacement policy will be included.
H25	Garden extensions	Fully Consistent	No immediate action required in the Local Plan Part One as the current policy is fully consistent with the Framework. The policy will be looked at alongside other development management policies in a later part of the Local Plan.

Table A1.3: Assessment of non-saved Local Plan 2011 policies

Policy No.	Policy Title	Comments re why not saved made at time	Is the reason still relevant?	Is a new policy needed?
H1	The Managed Release of Sites	This policy is not needed as there is no reason to manage the release of allocated sites.	Yes	No
H2	Housing Sites in Abingdon	Sites specified in policy have been developed.	Yes	No
H9	The former Dow Agro Sciences site in Letcombe Regis	This site is now under construction	Yes	No
H21	Mobile Homes Providing Temporary Residential Accommodation	Not needed – covered by national and regional policies	Yes	No
H24	Extensions to Dwellings and Erection of Ancillary Buildings and Structures	These aspects of development are covered by policies DC1, DC5 & DC9.	Yes	No

Appendix 2: Abbreviations/ Glossary

Term	Acronym	Explanation
Affordable Housing		<p>Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices.</p> <p>Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.</p> <p>Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.</p> <p>Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).</p> <p>Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.</p> <p>Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, are not affordable housing for planning purposes.</p>

Affordable Housing Viability Assessment	AHVA	An evidence base study that assesses the viability of different levels of affordable housing provision across the district. For more information please visit: http://www.whitehorsedc.gov.uk/services-and-advice/planning-and-building/planning-policy/local-development-framework/core-strateg-7
Extra Care Housing	ECH	Extra Care Housing is a type of self contained housing that offers care and support that falls somewhere between traditional sheltered housing and residential care.
Housing Need		The quantity of housing required for households who are unable to access suitable housing without financial assistance.
Housing Need Assessment	HNA	A district wide assessment of predominately affordable housing need including a district wide housing needs survey.
Lifetime Homes		Lifetime Homes are ordinary homes incorporating 16 Design Criteria that can be universally applied to new homes. Each design feature supports the changing needs of individuals and families at different stages of life.
Local Plan Part 1	LPP1	This document contains long-term spatial vision and strategic policies that guide growth in the district.
Liverpool Approach		An approach calculating five year housing targets and land supply whereby any backlog (shortfall against past targets) is made up over the full remaining plan period. Government prefers the Sedgefield approach.
Local Plan Part 2	LPP2	This document will contain the more detail development management policies and site allocations for non-strategic sites.
National Planning Policy Framework	The Framework or NPPF	This sets out the Government's planning policies for England and how these are expected to be applied at a local level.
National Planning Practice Guidance	NPPG	This is a web based resource providing detailed information to help practitioners interpret the National Planning Policy Framework.
Older People		People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize

		from family housing and the full range of retirement and specialised housing for those with support or care needs.
Rural Exception Site		Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable unites without grant funding.
Sedgefield approach		An approach calculating five year housing targets and land supply whereby any backlog (shortfall against past targets) is made up within five years. Government prefers this to the alternative Liverpool approach.
Strategic Housing Land Availability Assessment	SHLAA	An assessment of the land capacity across the District with the potential for housing.
Strategic Housing Market Assessment	SHMA	An assessment of existing and future housing need and demand within a defined housing market area, focussing on all aspects of the housing market. More details are available in paragraph 159 of the NPPF
Sustainability Appraisal	SA	The process of assess the economic, social and environmental effects of a proposed plan. This process implements the requirements of the SEA Directive.

Appendix 3: Housing trajectory and five year housing land supply 2015/16 forecast including LPP1 sites

3.1 2015/16 five year land supply forecast including LPP1 site allocations for the full district, Science Vale ringfence area and rest of district

Housing Supply (1 Apr 2015 - 31 Mar 2020)	5 years
Deliverable housing supply	8,047

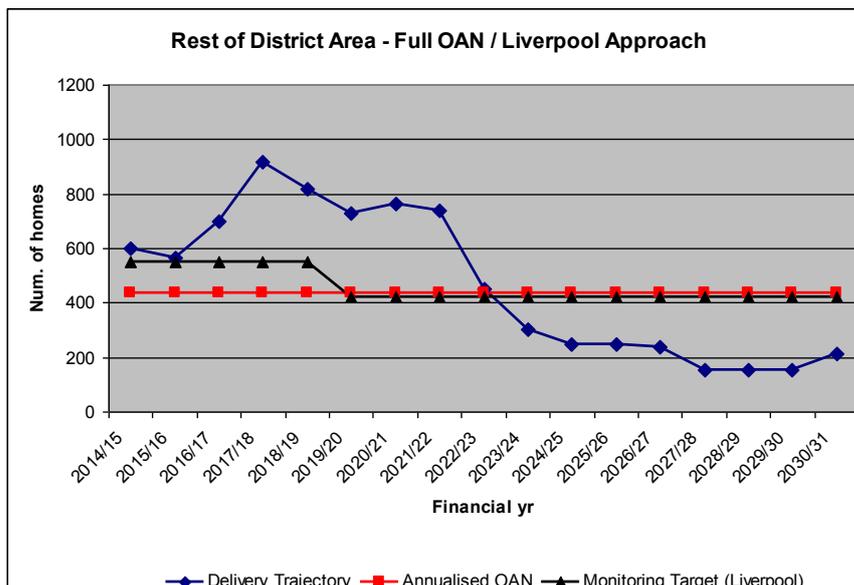
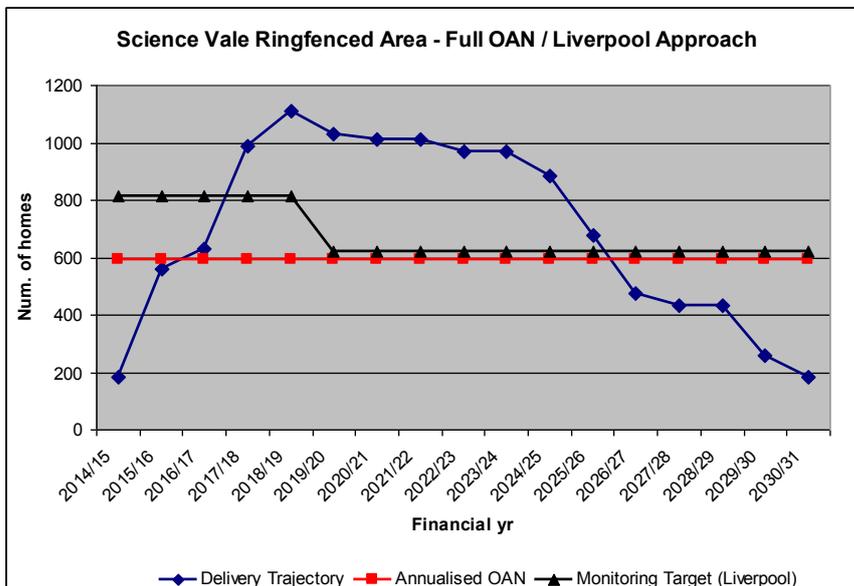
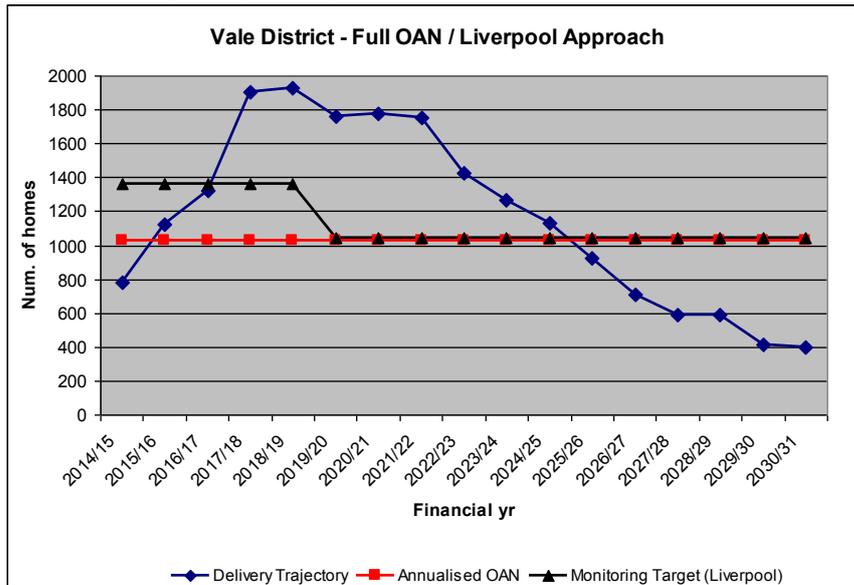
Housing Requirement (1 Apr 2015 - 31 Mar 2020)	Annual	5 years
Sedgefield method without buffer	1,444	7,221
Sedgefield method incl. 20% buffer	1,733	8,665
Liverpool method incl. 20% buffer	1,390	6,948

Rolling Five Year Housing Land Supply with Local Plan Part 1

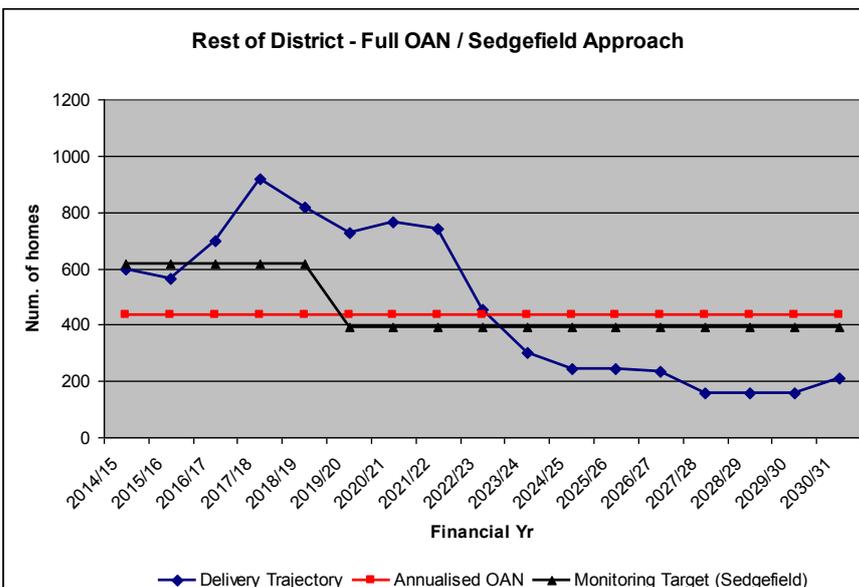
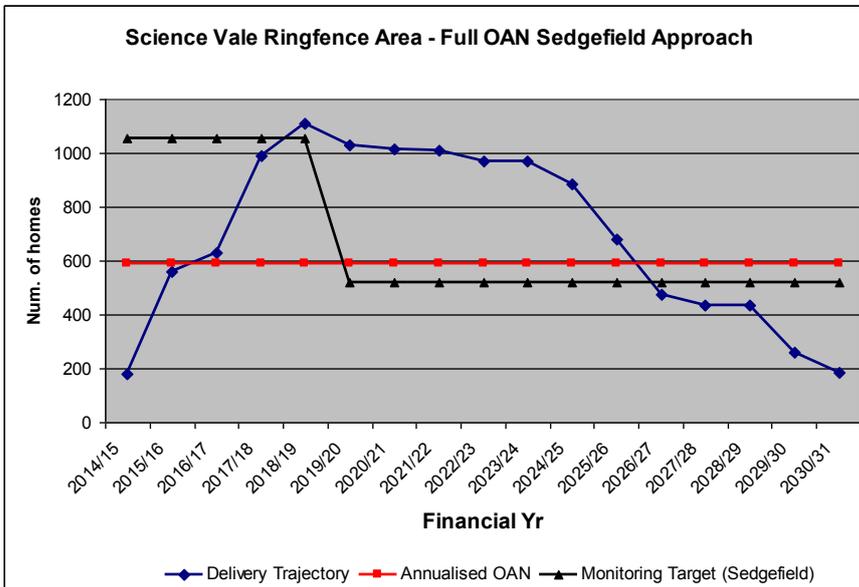
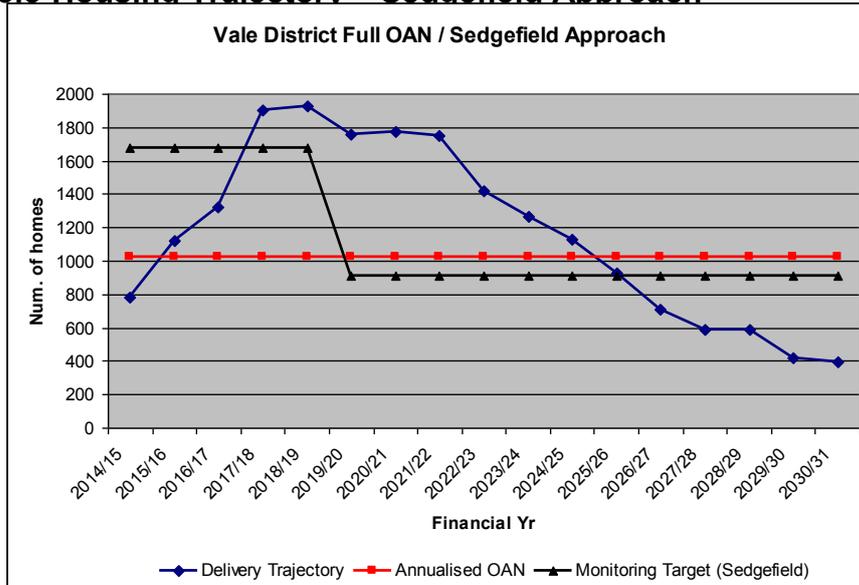
Liverpool approach	2015/16	2016/17	2017/18	2018/19	2019/20
Science Vale ring-fence	5.1	5.5	5.9	6.1	6.2
Rest of District	6.9	7.4	7.8	7.6	7.1
Vale	5.8	6.2	6.6	6.6	6.5

Sedgefield approach	2015/16	2016/17	2017/18	2018/19	2019/20
Science Vale ring-fence	3.7	4.1	4.5	4.9	5.4
Rest of District	6.4	7.2	8.2	9.5	10.8
Vale	4.6	5.1	5.6	6.1	6.6

3.2 Housing Trajectory – Liverpool Approach



3.3 Housing Trajectory – Sedgfield Approach



3.4 Vale of White Horse Local Plan Part 1 Housing Delivery Trajectory					Known completions		Delivery projections for remaining plan period (1 April - 31 March)																			
Type	Site	Homes	Ringfence Area	Parish area	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31		
Small - completions	n/a	220	Rest of District	n/a	95	60	65																			
		37	Science Vale	n/a	12	22	3																			
Small - extent permissions	n/a	444	RoD	n/a				89	89	89	89	89														
		102	SV	n/a				20	20	20	20	20														
Large - completed	98-100 West Way, Botley	12	RoD	North Hinksey			12																			
	Abbey House, Stirlings Rd	10	SV	Wantage	10																					
	Ambulance Station, Ormond Rd	11	SV	Wantage			11																			
	Arney Plc, Appleford Rd	15	RoD	Sutton Courtenay	15																					
	Champion House, 12 Wootton Rd	24	RoD	Abingdon			24																			
	Former bus depot site, Grove St & Limborough Rd	30	SV	Wantage	6	24																				
	Land adj to police HQ, Colwell Drive	9	RoD	Abingdon	9																					
	Land opp Shepherds Hey & Southbourne, Bessels Way	14	RoD	Blewbury	14																					
	Manor Farm, Fernham	4	RoD	Fernham		4																				
	St Johns Court, Oxford Ln	10	SV	Grove		10																				
	St Marys School, Newbury St	56	SV	Wantage	21	35																				
Large - under construction	46 Newbury Street	23	SV	Wantage			21	2																		
	Former Tree Nursery & Cricket Club & Jespers Hill, Park Rd	253	RoD	Great Faringdon	186	33	31	3																		
	Land adj 31 & 34 Simpsons Way	16	RoD	Kennington		15	1																			
	Land adj Coxwell House & Winslow House, Coxwell Rd	35	RoD	Great Faringdon			7	28																		
	Land adj to Folly Park, Park Rd	28	RoD	Great Faringdon			7	21																		
	Land at Didcot Road, Great Western Park	794	SV	Harwell			69	69	69	69	69	69	69	69	69	69	69	69	35							
	Land between Station Rd & Townsend Rd	31	RoD	Shrivenham			25	6																		
	Land east of Chainhill Rd	85	SV	Wantage			16	16	16	16	5															
	Land off Lime Rd, Botley	136	RoD	North Hinksey			16	40	50	30																
	Land South of Faringdon Rd, Southmoor	50	RoD	Kingston Bagpuize with Southmoor			11	39																		
	Land south of Majors Rd, opp Shrivenham Hundred Business Park	120	RoD	Watchfield			40	40																		
	Land to the South of Chilton Field	275	SV	Chilton		76	75	49																		
	Nalder Estate & The Old Canal Building, Main St	71	RoD	East Challow			1	23	23	24																
	The Old Gaol Leisure Centre	61	RoD	Abingdon		20	25	16																		
	Timbmet Ltd, Cumnor Hill	192	RoD	Cumnor	8	27	157																			
Large - Full permission	17 to 20 Millbrook Sq	11	SV	Grove						11																
	33 West, St Helen	0	RoD	Abingdon																						
	66 Cumnor Hill, Oxford	11	RoD	Cumnor																				11		
	Berkeley House, 20 Marcham Rd, Abingdon	14	RoD	Abingdon																				14		
	Broadwater, Manor Rd	18	SV	Wantage									18													
	Challow Country Club, Woodhill Ln	14	RoD	East Challow					14																	
	Cowan's Camp Depot, High St	100	RoD	Watchfield					30	50	20															
	East of Highworth Rd	36	RoD	Shrivenham				36																		
	Faringdon Tennis Club, Southampton St	11	RoD	Great Faringdon				11									0									
	Land adj NE & NW of Tilbury Ln, Botley	150	RoD	Cumnor, North Hinksey					10	70	70															
	Land at Causeway Farm, The Causeway	31	RoD	Steventon					15	16																
	Land at Stockham Farm, Denchworth Rd	200	SV	Grove					50	50	50	50														
	Land East of A338, Crown Meadow, East Hanney	25	RoD	East Hanney				12	13																	
	Land East of Drayton Road	160	RoD	Abingdon					40	40	40	40														
	Land North of Priory Lane	18	RoD	Marcham				18																		
	Land off Draycott Road	98	RoD	Kingston Bagpuize with Southmoor				50	48																	
	Land off Rectory Farm CI	13	RoD	West Hanney				13																		
	Land off Walnut Trees Hill	18	RoD	Ashbury				18																		
	Land South of Alfreds Place	15	RoD	East Hanney				15																		
	Land West of Portway Villas, Reading Rd	21	RoD	East Hendred				21																		
	Land West of the A417	73	RoD	Stanford in the Vale				50	23																	
	Milton Road, Sutton Courtenay	65	RoD	Sutton Courtenay				50	15																	
Large - resolution to grant full permission	Land South of Downsview Rd (Stockham Farm Phase 2)	90	SV	Grove; East Challow						30	30	30														
	Land at Highworth Rd, Shrivenham	35	RoD	Shrivenham					35																	
	Land to rear of Station Rd, Uffington	31	RoD	Uffington						15	15	1														
	Land to the rear of Saxon Gate, East Hanney	16	RoD	East Hanney						15	1															
Large - Outline permission	Alder View, Land South of Grove Road, Harwell	65	SV	Harwell					5	30	30															
	Chailey House, Bessels Way, Blewbury	30	RoD	Blewbury																				30		
	Harwell Oxford Campus, Phase 1	107	SV	Harwell						27	40	40														
	King's Field, Sheepstead Rd, Marcham	43	RoD	Marcham						20	23															
	Land off Barnett Rd	50	RoD	Steventon							50															
	Land off Colton Rd, Shrivenham	68	RoD	Shrivenham						68																
	Land South of Park Rd	350	RoD	Great Faringdon				60	80	80	80	50														
	Land West of Witney Road and South of A420	108	RoD	Kingston Bagpuize with Southmoor				14	14	14	14	14	14	14	10											
	Major Arney's Site	140	RoD	Sutton Courtenay					70	70																
	Monks Farm, Phase 1, Land West of Old Station Rd	133	SV	Grove				25	50	50	8															
Large - resolution to grant outline permission	Crab Hill, North East Wantage	1500	SV	Grove; Wantage; Lockinge				150	150	150	150	150	150	150	150	150	150	150								
	Fernham Fields, Land East of Coxwell Rd	200	RoD	Great Coxwell				35	65	65	35															
	Land at Grove Air Field, Denchworth Rd	2500	SV	Grove				175	175	175	175	175	175	175	175	175	175	175	175	175	175	175	175	50		
	Land North of 92-112 Milton Rd	34	RoD	Sutton Courtenay				10	24																	
	Land West of Faringdon Rd, Cumnor	22	RoD	Cumnor					7	15																
	Land adj Drayton Rd, Milton	18	SV	Milton						15	3															
	Willow Farm, Packhorse Lane, Marcham	54	RoD	Marcham						15	15	15	9													
	Bow Farm Rd, Stanford in the Vale	20	RoD	Stanford in the Vale						15	5															
Large - Local Plan Part 1 strategic housing site allocation	Monks Farm, Phase 2 plus, Land West of Old Station Rd	877	SV	Grove																						

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email, easy read and alternative languages

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