

Warminster, Wiltshire

Housing Needs Assessment 2023

for

Warminster Town Council

Final Report

April 2023

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Executive Summary

What is the aim of the housing need assessment (HNA)?

- 1.1 The aim of this HNA is to provide a housing evidence base to underpin Warminster's future neighbourhood plan policy. The evidence base will also support the town council when responding to housing related planning consultations by Wiltshire Council on strategic matters or planning applications. Key outputs are an assessment of unmet affordable housing need of local households and the factors that drive the need.

What is Warminster's overall housing requirement?

- 1.2 The current Local Plan states that 1,920 additional dwellings are required in Warminster between 2015 and 2026. The emerging replacement local plan supporting documents¹ indicated that the housing requirement may be 2,050 additional dwellings for the period 2016 to 2036. This figure may change as the emerging draft plan is now covering the period 2020 to 2038 and is yet to undergo consultation and examination prior to its adoption planned for late 2024.
- 1.3 Neighbourhood plan practice guidance published by Locality2 suggests that the HNA need not undertake an independent assessment of Warminster's overall housing requirement.

What are the key findings regarding affordable housing?

- 1.4 The future supply of new build affordable housing will be dependent upon the delivery of the overall requirement so it is necessary for this HNA to understand the levels of committed supply of new build affordable housing and the extent to which it will meet the needs of local residents.
- 1.5 The key finding of the HNA is that an estimated flow of 90 households per annum in affordable need are unlikely to have their housing needs met over 5-years from 2023 (table 4.1). This is after supply from vacancies and projected new build is taken into account. This annual flow of households in affordable need whose need is unlikely to be met varies year on year due to differing annual levels of

¹ Wiltshire Council: Planning for Warminster, 2021.

² Housing Needs Assessments at Neighbourhood Plan Level – a toolkit for neighbourhood planners

projected new build supply. The unmet affordable need is mostly for affordable rented housing however there is also significant level of demand for affordable home ownership products. For social and affordable rented housing, the need is mostly for 1 and 2-bedroom dwellings. For affordable home ownership mostly 2 and 3-bedroom housing is needed.

- 1.6 Currently there is less planned supply of new build affordable housing after 2027/8. After the 5-year horizon of this NHA the annual flows of need and supply will have changed and a further HNA should be considered.

What factors are driving this need?

- 1.7 The evidence suggests that:
- based upon census 2021 data, Warminster has a large and growing proportion of households living in private rented housing which normally temporarily houses a high proportion of households in need;
 - analysis of house sales reveals a low supply of entry level housing such as terraced houses and flats;
 - house prices are, on average, similar to Wiltshire as a whole but are not affordable to many younger households especially single income households; and
 - at the Wiltshire Council level, the need for affordable housing is growing annually. Vacancies from affordable housing stock and new house building is not keeping up with the growth in the annual number of households in affordable need;

What are the key findings regarding market housing?

- 1.8 Regarding market housing, much of the demand is from incomers to Warminster This is due to Warminster prices being lower than in Salisbury and Bath as well as east of Warminster toward London. There is a significant level of demand for both market rental and home ownership from current and former members of the armed forces and their families due to the proximity of military bases on Salisbury Plain.
- 1.9 There is a shortage of 2 and 3-bedroom family market rented housing with off street parking. Demand far exceeds supply for market rented housing.
- 1.10 There is a shortage of suitable and specialist housing needed for the growing number of elderly downsizers.

What is the overall conclusion of the HNA?

- 1.11 It may not be possible to meet all the affordable need arising from Warminster households so we now consider the question how much additional housing could be built in Warminster neighbourhood plan area? The neighbourhood plan group needs to consider all the information summarised in this report to decide Warminster's future affordable housing requirement.

- 1.12 The estimate of unmet affordable need (table 4.1) is only one factor that needs to be considered in arriving at a future affordable housing requirement for the Warminster neighbourhood plan area. If all of the information in chapter 4, the planning context in chapter 1, and the Wiltshire Council Housing Land Supply Statement 2021 is taken into account, it is possible to make some general conclusions about how much additional affordable and market housing can reasonably be provided.
- 1.13 Our conclusion is that provided a supply of newbuild affordable housing is maintained annually (and beyond the 5-year horizon of the HNA) it is probable that those local households in urgent need of affordable housing will have their needs met. The challenge for the neighbourhood plan is therefore to enable additional sites to come forward after 2027/8 and influence the size and types of dwellings to be built, in order to meet local priorities, especially older people and newly forming households in order to improve balance and community cohesion.

How have these findings been arrived at?

- 1.14 In line with Government good practice guidance regarding housing needs assessments (HNA), a methodology has been applied that draws on several sources of data and considers current and future levels of affordable housing need. Key features of the methodology are:
- use of official data regarding the profile of Warminster regarding its housing and household characteristics;
 - socio-economic trends have been considered such as population projections and affordability ratios;
 - a snapshot of housing need has been taken from the Wiltshire Council housing register;
 - housing market characteristics and context were obtained from estate and letting agent interviews;
 - the snapshot data are converted into an annual flow of households in affordable need using Basic Needs Assessment Model (BNAM) and this is compared to the annual flow of current and future supply of affordable housing using information provided by the council; and
 - we have measured need and supply flows of social/affordable rented housing and affordable home ownership separately.

1. Introduction

Introduction and summary of this chapter

- 1.15 The aim of this HNA is to provide a housing evidence base to underpin Warminster's future neighbourhood plan policy. The evidence base will also support the town council when responding to housing related planning consultations by Wiltshire Council on strategic matters or planning applications. Key outputs are an assessment of unmet affordable housing need of local households and the factors that drive the need.
- 1.16 The HNA is both a formal housing assessment *and* an evidence base which states the characteristics of local housing and households as well as other information from key literature such as the local plan and other relevant research.
- 1.17 The study also examines the factors that are driving an unmet need for affordable housing such as local imbalances between local housing and households; affordability of housing and population trends.
- 1.18 Findings are based upon several sources of data all of which contribute to a conclusion that aims to ensure that the needs of local residents are met in the long term and the Warminster becomes increasingly sustainable.

The aim and scope of the housing need assessment (HNA)

- 1.19 The aim of this HNA is to provide a housing evidence base to underpin Warminster's future neighbourhood plan policy. The evidence base will also support the town council when responding to housing related planning consultations by Wiltshire Council on strategic matters or planning applications. Key outputs are an assessment of unmet affordable housing need of local households and the factors that drive the need.
- 1.20 The current Local Plan states that 1,920 additional dwellings are required between 2015 and 2026. The emerging replacement local plan supporting documents³ indicated that the housing requirement may be 2,050 additional dwellings for the period 2016 to 2036. This figure may change as the emerging draft plan is now covering the period 2020 to 2038 and is yet to undergo consultation and examination prior to its adoption planned for late 2024.

³ Wiltshire Council: Planning for Warminster, 2021.

- 1.21 Neighbourhood plan practice guidance published by Locality⁴ suggests that the HNA need not undertake an independent assessment of Warminster’s overall housing requirement.
- 1.22 The future supply of new build affordable housing will be dependent upon the delivery of the overall housing requirement so it is necessary for this HNA to understand the levels of committed supply of new build affordable housing and the extent to which it will meet the needs of local residents.

Overview of the study method

- 1.23 In accordance with current and historical government practice guidance⁵, data from several sources are assembled and analysed to enable us to robustly make a balanced assessment of the additional housing that is required by households resident in the study area:
- Census 2021 to enable us to understand how the profiles of the housing stock and households interact;
 - Land Registry, Rightmove and Zoopla data to understand local house prices and define market housing entry level price points and the affordability of prices to local households;
 - both of the above plus the latest ONS population projections to understand trends;
 - data from a household survey to achieve a fine-grained understanding of the housing requirements of households in need;
 - information from the local authority including planning policy context, district wide housing requirements and data from the housing register;
 - supply side information from government data to understand affordable housing supply and council data to understand potential supply from extant planning consents; and
 - use of the basic needs assessment model⁶ (BNAM) to convert snapshots of need and supply data into annual flows.

⁴ Housing Needs Assessments at Neighbourhood Plan Level – a toolkit for neighbourhood planners

⁵ Originally contained in the Housing Needs Assessments – a Guide to Good Practice DETR, 2000 and broadly taken forward in the current NPPG

⁶ See section 4 of this HNA report.

Government Practice guidance relating to housing needs assessments and the National Planning Policy Framework (NPPF) 2021

- 1.24 It is important that readers recognise that this housing needs assessment (HNA) is consistent with the relevant aspects of National planning Policy Guidance (NPPG) and the National Planning Policy Framework (NPPF).
- 1.25 Consideration of the (NPPF) July 2021 is important as it defines the term 'affordable housing'. This definition is crucial to the HNA to distinguish between market housing and affordable housing tenures. Annex 2 of the NPPF defines the following tenures to be classed as affordable some of which are affordable home ownership in addition to affordable rented tenures.

Table 1.1 NPPF 2021 Annex 2, Affordable Housing.

<p>Affordable housing: housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:</p> <p>a) Affordable housing for rent: meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).</p> <p>b) Starter homes: is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.</p> <p>c) Discounted market sales housing: is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.</p> <p>d) Other affordable routes to home ownership: is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to Government or the relevant authority specified in the funding agreement.</p>

Source: NPPF 2021

- 1.26 Current planning policy *guidance* (NPPG 2021) is also relevant as it reflect key principles upon which local housing needs assessments of all types should be based.⁷
- 1.27 For example, NPPG (affordable housing) 2021 contains guidance on:
- data sources (NPPG paragraph 20 and other paragraphs)
 - the need to reflect new household formation and existing households falling into need. (NPPG paragraph 21);
 - that vacancies and committed supply of new build should be taken into account (NPPG paragraph 22);
 - mismatches between current stock of affordable housing and future need (NPPG paragraph 23); and
 - the need for affordable housing to be expressed as annual flows of need and supply (NPPG paragraph 24).
- 1.28 The approach adopted in this HNA is consistent with NPPG. However, throughout this HNA report, there are references to the “good practice guidance”, the detailed guidance published by the Government (DETR year 2000)⁸ which was authored by leading academics and continues to provide relevant good practice which is the historical origin of the current national guidance (NPPG).

The First Homes initiative

- 1.29 The HNA report considers the government’s First Homes scheme. Further information published by government can be found at: <https://www.gov.uk/guidance/first-homes>
- 1.30 An extract from this document follows:

- First Homes are flats and houses built on developments up and down the country. They will be no different from other properties except they will be sold with a discount of at least 30 percent.
- They will be sold to local people who want to stay in the community where they live or work but are struggling to purchase a home at market prices.
- They will be prioritised for first-time buyers. Other local essential workers may be defined by the local authority or a neighbourhood plan.
- The discount will be passed on to future buyers when First Homes are resold so more people can be helped onto the ladder.

⁷ NPPG 2019 2021 affordable housing paragraphs 020 to 024

⁸ Housing Needs Assessments – a Guide to Good Practice DETR, 2000

Planning policy context

- 1.31 A replacement local plan is under preparation. It will cover the period 2020 to 2038.
- 1.32 Currently consultation over issues and options is being assessed and according to the Local Development Scheme (LDS), a full draft plan will not be available until some time between Q3, 2023 and Q2, 2024.
- 1.33 Wiltshire Council published “*Planning for Warminster*” in January 2021. We have referenced information from this document as appropriate throughout this HNA report.

The Wiltshire Core strategy 2015-2026

Key abstracts from policy CP43 (Providing affordable homes)

- 1.34 The following abstracts provide the key information needed if new housing development is to comply with the planning policy of the local planning authority (LPA). It also provides context to the recent supply of new build housing and recently consented future supply for Warminster considered further in section 5 of the HNA.

Core Policy 43

Providing affordable homes

Provision

On sites of five or more dwellings, affordable housing provision of at least 30% (net) will be provided within the 30% affordable housing zone and at least 40% (net) will be provided on sites within the 40% affordable housing zone. Only in exceptional circumstances, where it can be proven that on-site delivery is not possible, will a commuted sum be considered.

The provision of affordable housing may vary on a site-by-site basis taking into account evidence of local need, mix of affordable housing proposed and, where appropriate, the viability of the development. All affordable housing will be subject to an appropriate legal agreement with the council.

This level of provision should be delivered with nil public subsidy, unless otherwise agreed by the council.

Tenure

Tenure will be negotiated on a site-by-site basis to reflect the nature of the development and local needs as set out in Core Policy 45 (Meeting Wiltshire's housing needs).

On site distribution and standards

Affordable housing units will be dispersed throughout a development and designed to a high quality, so as to be indistinguishable from other development. In determining the level of integration that can be achieved, consideration will be given to the practicalities of management and maintenance associated with the proposal whilst still ensuring affordability, particularly in developments of flats.

- 1.35 According to the Revised Wiltshire Planning Obligations Supplementary Planning Document October 2016 Warminster is in the 30% affordable housing zone.
- 1.36 Core policy 45 seeks the creation of mixed and balanced communities and that development proposals should meet the need for the community within which the site is located. This aim is noteworthy and is returned to later in this section.

Core Policy 45**Meeting Wiltshire's housing needs****Type, mix and size**

New housing, both market and affordable, must be well designed to address local housing need incorporating a range of different types, tenures and sizes of homes to create mixed and balanced communities.

Housing size and type, including any distinction between flats and houses, will be expected to reflect that of the demonstrable need for the community within which a site is located. The Wiltshire Strategic Housing Market Assessment identifies the housing needs of Wiltshire. Any variation to this will need to be justified through the production of new, sound evidence from either an updated Strategic Housing Market Assessment or other credible evidence source.

In relation to affordable housing, other sources of credible evidence include the council's housing register and local needs surveys.

1.37 The local plan states that (paragraph 5.156):

“The town has strong functional linkages for employment and shopping with Frome. Warminster has been identified as a location for new strategic employment growth. It is one of the larger market towns and has excellent road (A36/A350) and rail connectivity. The MoD continues to be the largest employer,”

1.38 The local plan spatial strategy identifies Warminster as a market town. Core policy 31 is specific to Warminster:

Core Policy 31

Spatial Strategy: Warminster Community Area

Development in the Warminster Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1.

Market Towns: Warminster

Large Villages: Chapmanslade, Codford, Corsley, Heytesbury, and Sutton Veny

Small Villages: Chitterne, Crockerton, Horningsham, Longbridge Deverill, Maiden Bradley, Stockton and Upton Scudamore

The following Principal Employment Areas will be supported in accordance with Core Policy 35: Crusader Park, Warminster Business Park, Woodcock Road Industrial Estate and Northlands Industrial Estate.

Over the plan period (2006 to 2026), 6 ha of new employment land (in addition to that already delivered or committed at April 2011) and approximately 2,060 new homes will be provided. Of these about 1,920 dwellings should occur at Warminster, including land identified to the west of Warminster, between the existing built form and the A350 for strategic growth.

West Warminster Urban Extension 6 ha employment 900 dwellings

The strategic allocation will be brought forward through a masterplanning process agreed between the community, local planning authority and the developer and should be in accordance with the development templates shown by Appendix A.

Approximately 140 homes will be provided in the rest of the Community Area. Growth in the Warminster Community Area over the plan period may consist of a range of sites in accordance with Core Policies 1 and 2.

Development proposals in the Warminster Community Area will need to demonstrate how the relevant issues and considerations listed in paragraph 5.158 will be addressed.

1.39 The local plan narrative paragraph (5.157) states that:

“The strategy for Warminster is to increase the level of employment, town centre retail and service provision, along with residential development, as part of sustainable growth. New employment development in Warminster supports the overall strategy of concentrating on accessible locations within the A350 corridor. The strategy will respond to the Community Area’s location (in full or part) within a nationally designated landscape. In the Warminster Community Area this includes the Cranborne

Chase and West Wiltshire Downs Area of Outstanding Natural Beauty. It will deliver, within the overall objective of conserving the designated landscape, a modest and sustainable level of development”.

1.40 It goes on to state that (extract of para 5.158)

“it is essential that housing development to the west of Warminster facilitates the early delivery of employment growth, allowing an increased supply of jobs for local people.” and

“Warminster has limited locational opportunities for new development due to a range of environmental constraints such as the Cranborne Chase and West Wiltshire Downs AONB, a Special Landscape Area, a number of SSSIs and County Wildlife Sites. New development will need to be carefully managed to ensure appropriate mitigation is implemented.”

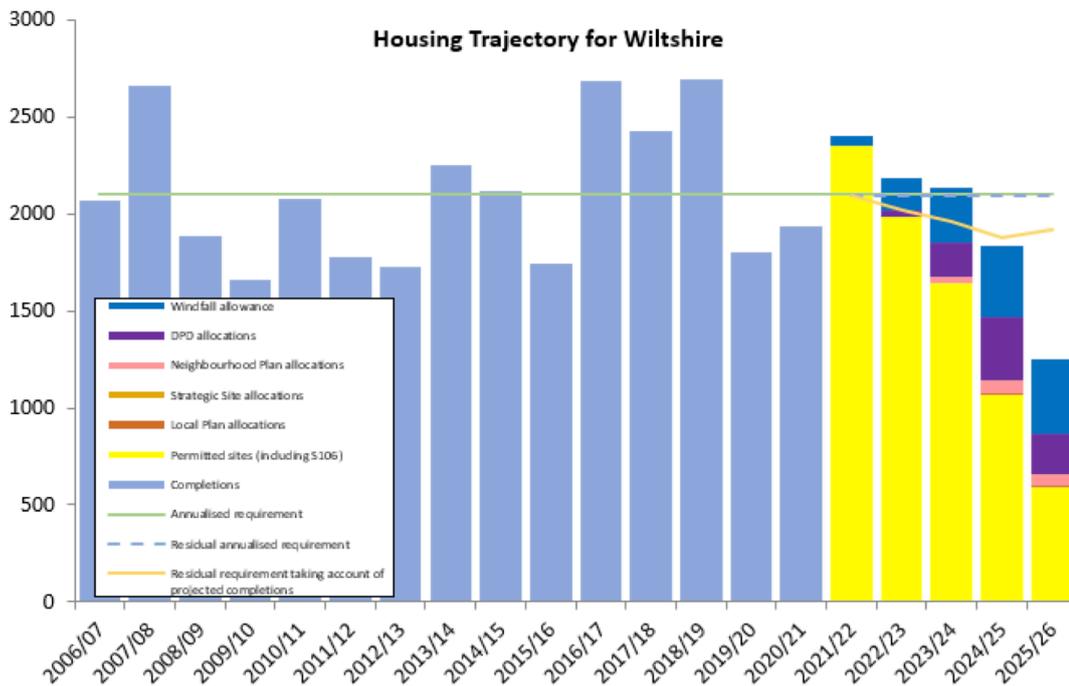
1.41 Table 5.18 of the local plan states the housing requirement of 1,920 dwellings for Warminster:

Table 5.18 Delivery of Housing 2006 to 2026 - Warminster Community Area

	Requirement 2006-26	Housing already provided for		Housing to be identified	
		Completions 2006-14	Specific permitted sites	Strategic sites	Remainder to be identified
Warminster Town	1,920	504	199	900	317
Remainder	140	67	24	0	49
Community Area total	2,060	571	223	900	366

1.42 Delivery of 1,920 dwellings for Warminster town over the full 20-year plan period is 96 net additional dwellings per annum. Delivery of 1,217 dwellings over the 11-years remaining of the plan period is 111 dwellings per annum. This indicates that delivery has been below the rate required over the first 9-years of the plan. This is consistent with the housing trajectory for Wiltshire as reported in the Housing Land Supply Statement 2021 demonstrated in the following screenshot from the document.

Appendix 4: Trajectory graphs for Wiltshire LPA and Wiltshire Core Strategy Housing Market Areas



1.43 In chapter 4 we note that according to the Wiltshire Council Housing Land Supply Statement 2021 an additional capacity of 1,578 dwellings is anticipated by 2028 for Warminster. It is apparent that this trajectory means that there may be an under-delivery of housing planned for the town 1,920 minus 1,578 = 342 dwellings, however some of this is likely to be delivered from small sites and windfall sites. The Wiltshire Council Housing Land Supply Statement 2021, appendix 2, lists several sites for Warminster Community area. These are sites of 1 or 2 dwellings that are unlikely to produce affordable supply, some only have outline consent, few are within the Warminster neighbourhood plan area.

1.44 It is envisaged that 664 dwellings will be delivered over the 5-year life of this HNA (see technical appendix for supporting data).

1.45 The Wiltshire Council document, *Planning for Warminster* proposes a housing requirement for Warminster of 2,050 new homes for the plan period 2016-2036. We are unclear about whether this proposed requirement has changed as the proposed plan period has been extended changed to 2020 to 2038. The document notes that as at April 2019 1,816 additional homes are already in the development pipeline. Chapter 5 of this HNA report takes into account future supply from this pipeline.

Mixed communities

1.46 As noted above, Core Policy 45 of the Local Plan sees to achieve mixed and balanced communities and links this aim to development. The following abstract from the government’s guidance on achieving decent homes is noteworthy as it defines what is meant by a achieving a mixed community.

Decent homes and mixed communities

What is a mixed community?

A mixed communities' approach aims to create better outcomes for the most vulnerable in society and sustainable communities for all. There is no 'one size fits all' approach and how mixed communities are developed will depend on the local context. However, **mixed communities** are areas that:

- attract and retain households with a wide range of incomes;
- have good quality housing in attractive environments with access to good local schools and retail/leisure facilities and other services such as health;
- have a mix of housing size, type and tenure;
- attract and retain households with choice;
- have strong local economies and contribute to strong regional economies;
- are well connected to employment opportunities through neighbourhood design, transport and job access services;
- provide access to other economic and social opportunities for all residents, enhancing their life chances;
- have high quality housing and neighbourhood management; and
- have low levels of crime and provide support services for vulnerable people.

1.47 A mixed and balanced housing supply is key to attracting and retaining people in the neighbourhood to the benefit of the community. Chapters 3, 4 and 5 of this report draw attention to imbalances between the characteristics of the Warminster's housing and households.

2. A profile of Warminster

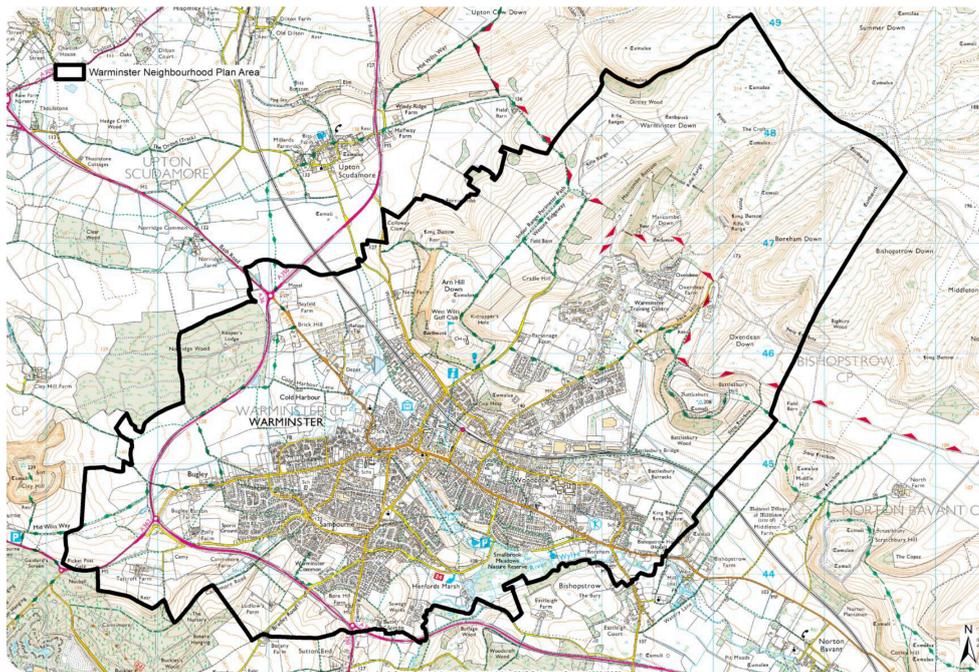
Introduction and summary of the chapter

- 2.1 In Chapter 2, we look closely at specific characteristics of Warminster's housing stock and households.
- 2.2 Using census 2021 household and housing data, alongside population projections, we identify current imbalances that exist and how trends will impact on any imbalances in the future.
- 2.3 As at census day 2021, the predominant house type was the 3-bedroom semi-detached house. These, and all other types are mostly owner occupied, with a majority of those being owned outright without the help of a mortgage. Compared to Wiltshire and England there is a smaller proportion of flats.
- 2.4 The composition of households at census 2021 has a large proportion of single people and families aged 66 or older (28.9% of households). In line with district level population projections the proportion of the population aged 65 and over is projected to grow by over 52.4% by 2043.
- 2.5 The evidence from the census and other sources suggests that housing and household imbalances exist, which may worsen as the population ages.

Geography and Population

- 2.6 The study area is depicted in map 1. The civil parish and neighbourhood plan boundaries are identical.

Map 1 **The study area**



Source: Warminster Neighbourhood Plan 2016

- 2.7 According to the census 2021 there were 18,173 people living in 8,042 households within Warminster. The average household size was 2.26 persons per household which was less than the average for England (2.41) and Wiltshire (2.37). The population and number of households has grown since the previous census in 2011. In 2011, there were 7,543 households living in Warminster, an increase of 499 households over the 10-year period, an average of 50 (rounded) households each year.

Dwelling and household characteristics

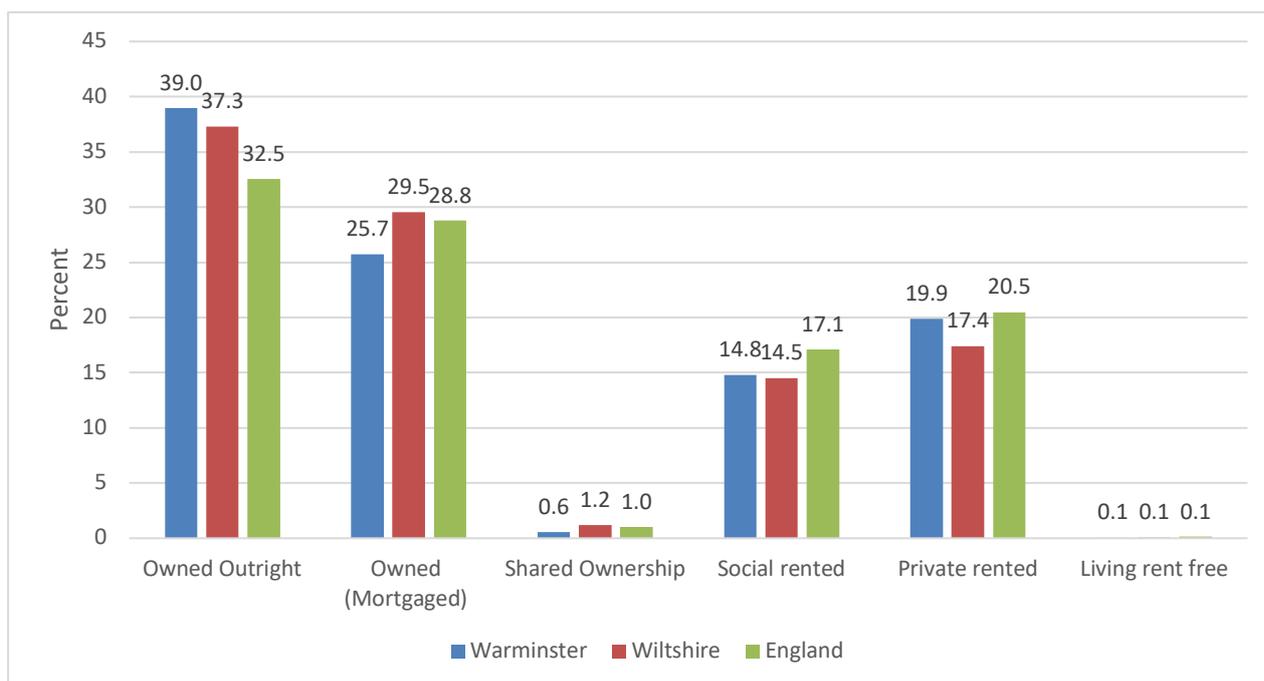
Evidence from the census 2021

- 2.8 This section summarises data from the census 2021. Data in the following figures are presented as proportions (percentages) as this is the most effective means of comparison between geographies. The numbers from which the percentages are derived are stated in the data appendix. Note that the tables record the living circumstances of households rather than the characteristics of dwellings. There may be a greater number of dwellings than households due to dwellings being unoccupied on Census day, e.g. vacancies, second homes, dwellings used as holiday lettings.
- 2.9 The following tables show selected housing and household characteristics that are key to understanding the drivers of housing need^{9,10}. The tables also help to define any apparent mismatches between housing and household characteristics that may lead to local gaps in housing supply.¹¹
- 2.10 Figure 2.1 shows a higher proportion of housing owned outright compared to all other geographies. The proportion of dwellings owned with a mortgage was low in Warminster. There were lower proportions of social rented housing compared to England as a whole.

⁹ Local Housing Need Assessment: A guide to good practice (DETR 2000) para.2.6: an assessment of need is not simply a question of going to one source of data.

¹⁰ Local Housing Need Assessment: A guide to good practice (DETR 2000) para.2.6: it is desirable to draw on additional sources of information to provide a check on the information from particular sources, which may have limitations.

¹¹ Local Housing Need Assessment: A guide to good practice (DETR 2000) para. table 4.2 and paras 6.16-9 mismatch as a driver of housing need.

Figure 2.1 Tenure

Source: Census 2021

2.11 Table 2.1 compares the snapshot of tenure of households as at census day 2011 compared to 2021. It shows that overall, there were 500 additional households resident in Warminster in 2021 compared to 2011.

Tenure	2011		2021		Difference (2021-2011)	
	Number	Percent	Number	Percent	Number	Percent
Owned outright	2,606	34.55	3,133	38.96	527	4.41
Owned (mortgage)	2,321	30.77	2,069	25.73	-252	-5.04
Shared ownership	49	0.65	47	0.58	-2	-0.07
Social rented	1,004	13.30	1,190	14.80	186	1.49
Private rented	1,471	19.50	1,598	19.87	127	0.37
Living rent free	92	1.22	5	0.06	-87	-1.16
All households	7,543	100.00	8,042	100.00	499	0.00

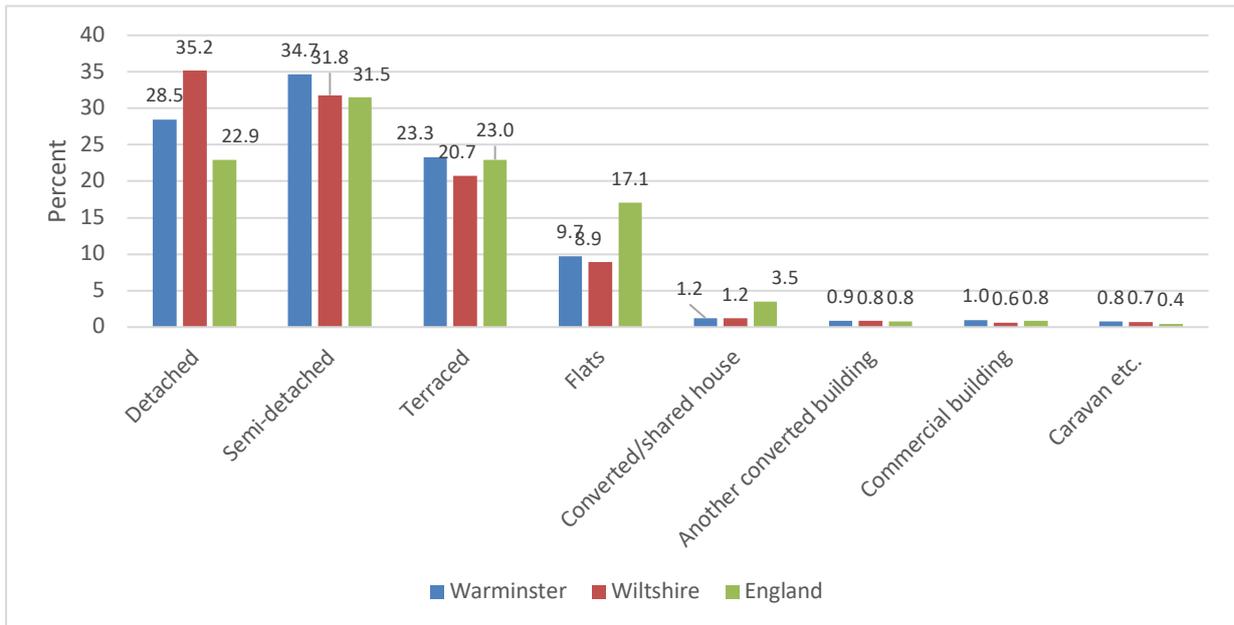
Source: Census 2011 and 2021

2.12 Table 2.1 shows a reduction in the number of homeowners subject to a mortgage and a disproportionate increase in homeowners that own outright. This can be explained partly by existing residents aging over the decade and paying off their mortgages. It is also probable that older households have moved into Warminster. There was a smaller increase in the number of households living in social or private rented housing.

2.13 Figure 2.2 shows that there was a smaller proportion of detached dwellings in Warminster compared to England as a whole, and a particularly small proportion of

flats. The largest group of homes in Warminster were semi-detached dwellings with just over one third of the overall number of households living in this type of housing. The census does not distinguish between houses and bungalows.

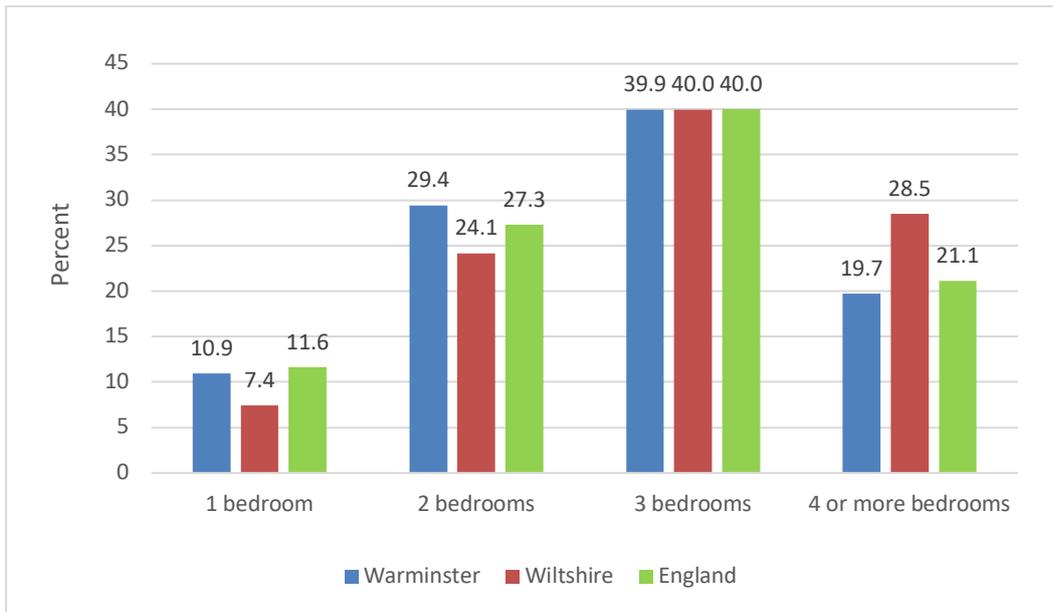
Figure 2.2 Dwelling type



Source: Census 2021

2.14 Figure 2.3 shows that, 3-bedroom dwellings were the most numerous (39.9%) in the housing stock of Warminster and are at a very similar level to the wider geographies. There was a slightly larger proportion of 2-bedroom dwellings in Warminster compared to Wiltshire and England as a whole, and a smaller proportion of 4 or more-bedroom dwellings.

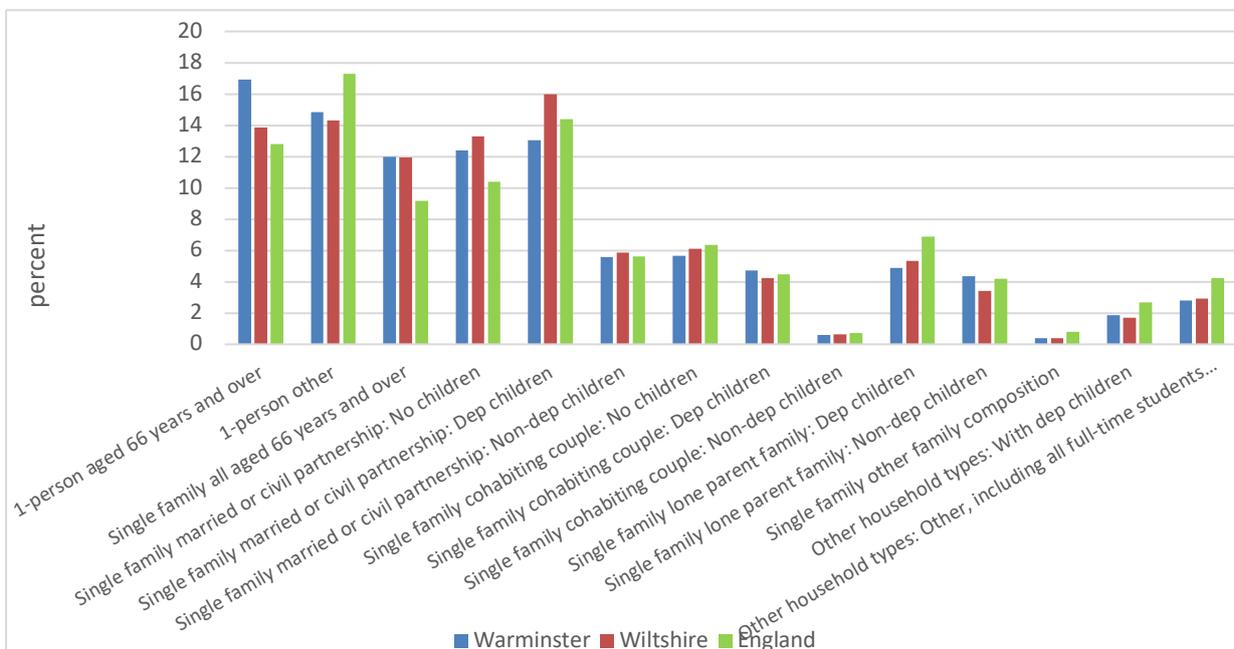
Figure 2.3 Number of bedrooms



Source: Census 2021

2.15 Figure 2.4 shows the household composition as at 2021. Data is presented in the data appendix (table A2.4).

Figure 2.4 Household composition



Source: Census 2021 (dep=dependent)

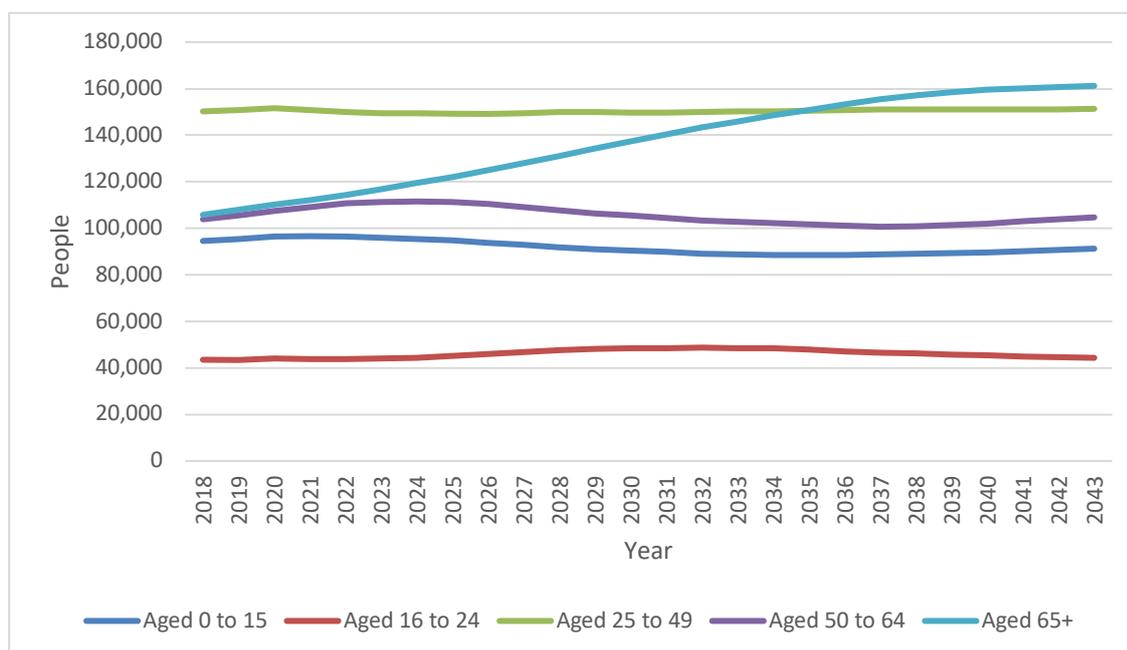
2.16 In Warminster, there was a slightly larger proportion of single people and families aged 66 or above, with these groups taking up 28.9% of the population, compared to 25.8% across Wiltshire, and 22% across England. Single person households of any age

made up 31.7% of Warminster's household population which is a larger proportion than the wider geographies. There was a slightly smaller proportion of households with dependent children in Warminster (24.5%, compared to 27.2% and 28.5% respectively). 10.6% of Warminster's households have non-dependent children living with them which was a similar proportion to the wider geographies.

Population projections

- 2.17 Population projections are available at district level and are not available at ward or parish level. They are 2018 based and show a projected change in the structure of the population between 2018 to 2043. They show that there are changes in the population structure and the changing nature of housing need.¹² We have presented all of the information rather than that of the new local plan period to 2020 to 2038.
- 2.18 Figure 2.5 shows that the proportion of people aged 65 or over is set to grow by 55,411 or 52.4% which is a faster rate than the other age groups. However, most age groups will grow in number over the period to 2043. The only age group which will decline over this period is the 0-15 age group, which is likely to decline by 3,310 (-3.5%).
- 2.19 Overall, the district population will increase by 54,966 people which is an increase of 11% over the population in 2018. This means that over the period 2018 to 2043 a significant amount of additional housing will be needed in the district in order to support this growing elderly population. The data for this can be viewed in the appendix.

¹² Local Housing Need Assessment: A guide to good practice (DETR 2000) para 2.2 HNA essential requirements: HNA must project need forward over the strategy period

Figure 2.5 Population projections 2018-2043 (Wiltshire Council area only)

Source: Nomis

Key findings from the Census 2021 and population projections

- 2.20 As at census day 2021, the key features of the housing stock were, when compared to wider geographies, the predominance of semi-detached dwellings (34.7%) and lower proportion of detached dwellings (28.5%) and flats (9.7%). Regarding number of bedrooms, similar to the wider geographies 3-bedroom dwellings formed the highest proportion of the housing stock at 39.9%. The majority of dwellings were owner-occupied dwellings (including those held with a mortgage) which formed 64.7% of the housing stock.
- 2.21 28.9% of households in Warminster were single persons aged 66 and over, and families aged 66 and over. These were a higher proportion of all households compared to the wider geographies. The proportion of households with dependent children is lower than present in the wider geographies.
- 2.22 The population projections for the district reveals an aging population set to grow significantly over the coming years.
- 2.23 The evidence suggests that, to improve the imbalance between housing and households moving forward housing should be delivered partly to enable older person households to downsize within their community.
- 2.24 In conclusion, the key imbalances are the disproportionate number of single person households many of whom are elderly. There is also a significant lack of affordable home ownership in Warminster. This information should provide context and improves the understanding of what is driving housing need trends in the characteristics of need moving forward.

3. Local house prices, rents and affordability

Introduction and summary of the chapter

- 3.1 In Chapter 3, we look closely at the price and affordability of the housing tenures and compare these factors to district and national levels.
- 3.2 This will help us to understand the extent to which house prices and rents drive the need for affordable housing and other options available to households. Data will provide context for our overall findings¹³.
- 3.3 Our analysis is in some depth. It is necessary to look beyond broad average prices to understand the extent to which households can afford more suitable housing.
- 3.4 Key findings are that:
 - house prices were almost identical in the Warminster neighbourhood plan area compared with the district, and rents were slightly lower than comparable prices across Wiltshire as a whole. Entry level prices would generally be unaffordable to many first-time buyer households;
 - the additional income required is significant to service a mortgage if households need to upsize.

Housing market context

- 3.5 Interviews with Estate and letting agents were undertaken to understand local housing market drivers and the impact on demand for market and affordable housing. These drivers affect prices and affordability, the analysis of which is the aim of this chapter.
- 3.6 Agents told us that as much as 50% of sales of new build and resale market rented and market sale housing were occupied by incomers to Warminster. The main reason for this is that although Warminster's prices are comparable to Wiltshire as a whole, they are lower than price hotspots of Bristol, Bath, Frome, Salisbury and east toward London. Good road and rail networks enable commuting to the place of work.
- 3.7 The other market drivers are families of current and former members of the armed forces in the military bases nearby and the aging population discussed in the previous chapter. The impact of the armed forces will change from time to time in line with government policy and operational needs.

¹³ Local Housing Need Assessment: A guide to good practice (DETR 2000) paragraphs 4.18 to 4.29

Market rental

- 3.8 Agents told us that demand greatly outstripped supply. One agent told us that they hold a waiting list of 300 applicants and at the time of the interview there were 2 vacancies. The shortage is particularly acute for 2 and 3-bedroom family semi-detached houses with off street parking. A significant part of the demand comes from families that have undergone a relationship breakdown many of which are armed forces families. Families prefer to remain in Warminster because their children are settled in local schools. Premium rentals are often taken by senior Army officers who prefer to live off base. There is also an element of re-locating households who rent before they buy. We were told that investors are mostly investors with small portfolios who are not seeking additional investment. They are mostly willing to take on tenants who are working households on low income who need benefit support.

Market housing for sale

- 3.9 Agents were generally of the view that there were no major gaps in supply other than bungalows or other accommodation needed to suit elderly downsizers. They thought that due to recent and planned new build housing there was likely to be a surplus of 4 or more-bedroom homes and Town Houses.
- 3.10 We were told that prices and demand were resilient to recent mortgage rate increases and the cost of living crisis. Recently demand had been particularly strong from first time buyers.
- 3.11 Agents told us that newcomers to the area tended to stay and, as a consequence, the communities of older people and those from a military background were prevalent. This was in some part due to the quality of local schools.

Benchmark rents and house prices

- 3.12 Many tables in this chapter state prices at benchmark levels. The 25th percentile of house prices and rents is a particularly significant benchmark as this is widely accepted¹⁴ as the entry level market level, being the lowest price at which there is a reasonable supply of housing in reasonable condition.
- 3.13 The percentile value is calculated by listing all lettings or sales in a given period in ascending order according to their price or rent. The number of sales or rentals is divided by 100. The percentile price or rent corresponding to each percentile can be read off. The percentiles most frequently used in this study are the 25th (or lower quartile price point) or the 50th (the median price point).

¹⁴ Local Housing Need Assessment: A guide to good practice (DETR 2000) paragraph 4.22

Local rents and the household income required to service a rent

- 3.14 Table 3.1 shows the 25th and 50th the average percentile price point for all private rented housing in Warminster and the district of Wiltshire. It is evident that the average rental prices in Wiltshire are higher than in Warminster.

Table 3.1 Assessment of benchmark rent levels		
	Percentile 25 (lower quartile) £pcm	Percentile 50 (Median) £pcm
Warminster	605	763
Wiltshire	693	823

Source: Zoopla 2021

- 3.15 Table 3.2 states the household income required to service local rents at benchmark levels. This is using an assumed rental to gross income ratio of 25%.

Table 3.2 Average market rents and income required		
	Percentile 25	Median
Monthly rental price (£ per calendar month (PCM))	605	763
Annual gross household income required £	29,040	36,624

Source: Zoopla and arc4

- 3.16 Table 3.3 states the 2022 value of the local housing allowance that applies to the Warminster area noting that this is the West Wiltshire BRMA (broad rental market area). This is the maximum rent level that is eligible for housing benefit. Any household eligible for housing benefit and seeking a private rental would need to 100% fund any rent above this level. The significance of this information is that any low-income household eligible for housing benefit, seeking more than a 1-bedroom rental in the area would probably not have the full cost of the rental met by housing benefit as the allowance is lower than local entry level prices.
- 3.17 It should be noted that any dwellings let at housing allowance rates and below could be counted as affordable supply. However a comparison of BRMA levels and table 3.2 and 3.3 shows that benefit claimants would have to pay a significant top up to afford entry level market prices. Using 2-bedroom dwellings as an example the lowest price advertised is £575 compared to the BRMA maximum rent of £524. Readers are advised that when interviewed, estate and letting agencies are noting significant rises in rentals and house prices during the cost-of-living crisis prevailing in 2022 and 2023.

Dwelling type	£ per week	£ pcm	Income needed to service £ p.a.
Shared accommodation	78.59	341	16,347
1-bedroom	119.67	519	24,891
2-bedrooms	149.59	648	31,115
3-bedrooms	182.96	793	38,056
4-bedrooms	230.14	997	47,869

Source: VOA

House prices and the income required to service a mortgage

Warminster house prices compared to Wiltshire as a whole

- 3.18 Table 3.4 shows that the broad average local lower quartile price across all dwelling types for calendar year 2022-2023 for Warminster as published by the Land Registry is estimated at £240,000. Similarly, the broad average local median price is estimated at £325,000.
- 3.19 Table 3.4 shows that *on average*, lower quartile prices are similar in the local area compared to the rest of the district. The lower quartile value is regarded by the government and HNA practice guidance as the entry level price for market housing. The lower quartile point is regarded as the lowest price that a reasonable supply of housing is available in reasonable condition.
- 3.20 However, much of the following analysis in chapters 3 and 4 is based upon lower quartile values for different sizes and type of dwelling. This value is taken as the point at which households would require affordable housing if they are living in unsuitable housing and could not afford lower quartile prices or higher, for the number of bedrooms they need. 25% of supply is, by definition below the lower quartile price and will be bought by households or investors. However, there is a risk that such households will find their accommodation unsuitable in some way possibly by virtue of its location, layout, poor energy efficiency or state of repair.

	Percentile 25 (lower quartile) £	Percentile 50 (median) £
Warminster	240,000	325,000
Wiltshire	240,000	318,000

Source: Land Registry price paid 2022

Prices by dwelling type

- 3.21 Whilst Land Registry price paid averages are quoted above, the only further analysis possible is by dwelling type.
- 3.22 Prices vary considerably by house type (table 3.5) with the difference between detached and semi-detached of particular note. Also noteworthy is the supply of housing by house type. Around 40% of all sales are detached houses. Detached houses are significantly more expensive than entry level types such as flats and terraced houses and sales of this volume will be an important factor in the average median prices quoted in table 3.4. Estate agents told us they thought there was potentially an over stock of 4-bedroom detached houses.

Type	Percentile 25 £	Median £	Percentile 75 £	Count
Detached	351,250	450,000	644,750	130
Flat	85,000	124,995	163,500	25
Semi-detached	261,600	292,500	360,000	70
Terraced	207,500	250,000	300,000	81

Source: Land Registry 2022/3

Prices by number of bedrooms

- 3.23 Many households consider the number of bedrooms needed to be a primary factor in their need to move home and their choice of housing. The Land Registry does not publish sales by number of bedrooms. The following information is taken from the Rightmove website which is based upon Land Registry registered transactions cross referenced to its database in most but not all cases. There is enough information to indicate the extent to which price varies by number of bedrooms.

	1-bedroom £	2-bedroom £	3-bedroom £	4-bedroom £	5 or more- bedroom £
Lower quartile £	132,500	181,000	225,000	340,000	540,000
Median £	133,000	202,500	272,500	440,000	665,000
Range from £	132,000	125,000	124,800	340,000	330,000
Range to £	136,500	297,750	545,000	512,500	1,500,000
Number in sample	3	24	27	10	5

Source: Land Registry and Rightmove 2022/3

3.24 Table 3.7 below calculates the income required to service lower quartile (entry level prices) by number of bedrooms. This is a significant calculation.

	1-bedroom £	2-bedroom £	3-bedroom £	4-bedroom £	5 or more- bedroom £
Purchase price	132,500	181,000	225,000	356,250	540,000
Minimum deposit (10%)	13,250	18,100	22,500	35,625	54,000
Mortgage required	119,250	162,900	202,500	320,625	486,000
Annual gross household Income required to service the mortgage	26,500	36,200	45,000	71,250	108,000

Source: Land Registry, Rightmove and arc4

3.25 The lack of supply of 1-bedroom dwellings (table 3.6) and low numbers of flats (table 3.5) is significant. This is because flats are regarded entry level dwellings into the market for many households.

3.26 The importance of table 3.8 building on table 3.7, is the indication of increase in purchase price affecting moving households needing to upsize and broad implications for affordability. The gap between 3 and 4-bedroom is a substantial impact for growing families. Table 3.8 uses the average lower quartile prices stated in table 3.6. Table 3.6 also indicates the range of prices by number of bedrooms which is significant for all but 1-bedroom homes. Prices will vary by location, the area of living space and garden or grounds, on or off-street parking. Further, from Rightmove data we are unable to distinguish between one or two person bedrooms which will be an important factor for some households.

	Increase in price £	Increase in income required to fund £
1 to 2-bedroom	48,500	9,700
2 to 3-bedroom	44,000	8,800
3 to 4-bedroom	131,250	26,250
4 to 5 or more-bedroom	183,750	36,750

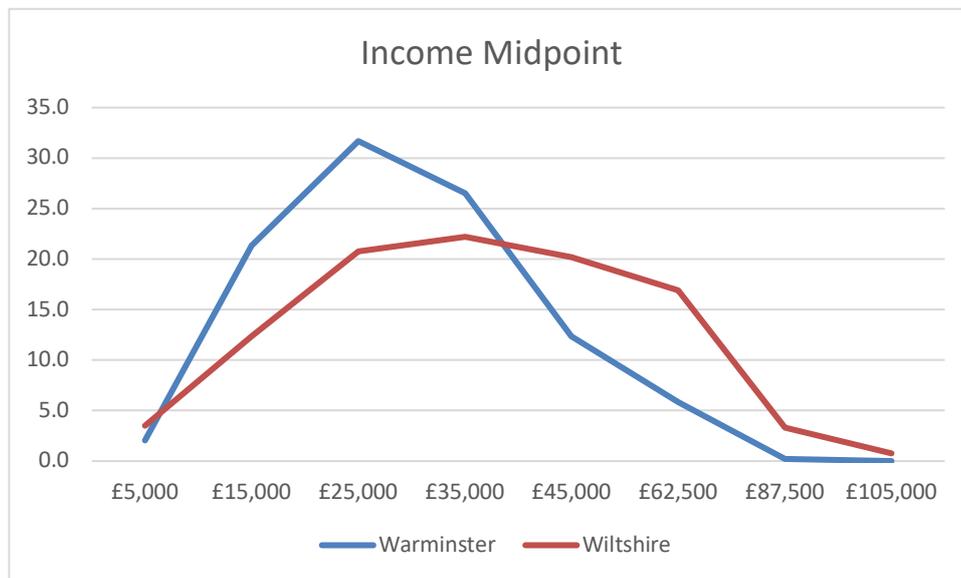
Source: derived from tables 3.6 and 3.7

Household income levels

3.27 In figure 3.1, the data suggests a lower level of income for households in Warminster when compared to the district. The biggest difference comes at £25,000 – where

20.8% of households in Warminster report earnings at this level compared to 31.7% in Warminster, and at £62,500, where 16.9% of households in the district have this level of earnings, compared to 5.8% in Warminster. Income is only one factor in a household’s financial standing. Figure 2.4 shows that Warminster has higher proportions of older person households and lower proportions of married or civil partnership households with children than in Wiltshire as a whole. Retired older person households are likely to have lower income and greater capital (savings and house equity) than younger households. This may partly explain the difference in the income profile in figure 3.1.

Figure 3.1 Income midpoint in Warminster compared with Wiltshire.



Source: TransUnion UK CAMEO

Affordability

3.28 So far in this section we have examined prices and the income needed to service rental or purchase of housing. Next, we seek to establish the extent to which prices are affordable generally and specifically to certain household types.

Affordability Trends

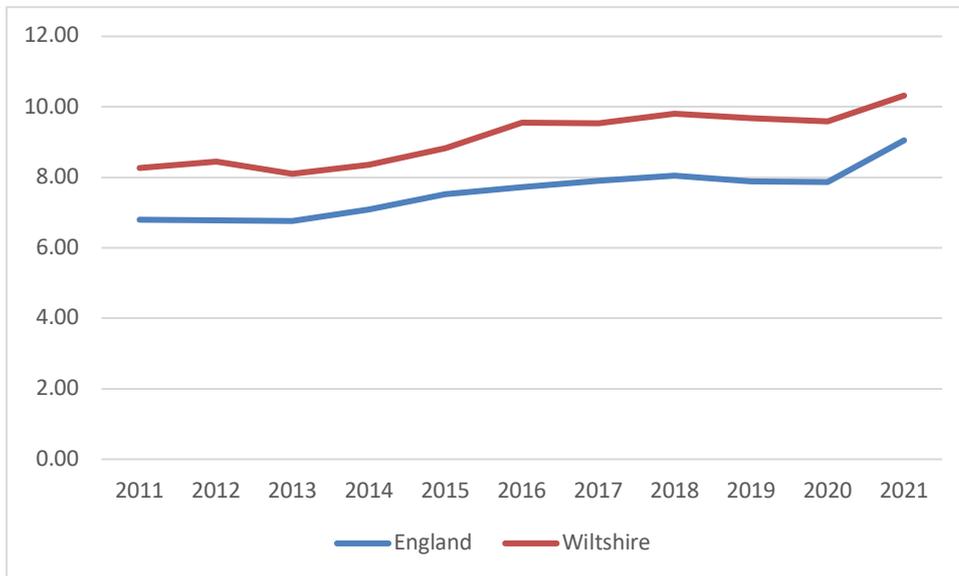
3.29 Figures 3.2 and 3.3 show that affordability is worsening according to the widely accepted broad measure of affordability, the ratio of county house prices (Median and Lower quartile) to work based earnings. Data is reported in the data appendix.

3.30 At median prices, the ratio has increased by 2.05 for Wiltshire which is a little lower than for England as a whole at 2.25.

3.31 At lower quartile prices, the ratio has increased by 2.36 for Wiltshire which higher than for England as a whole at 1.32.

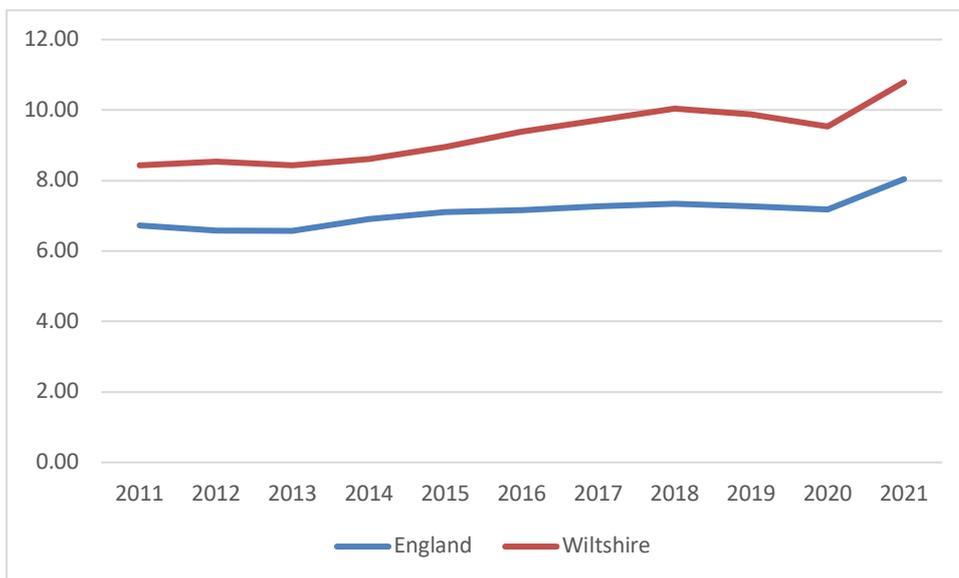
3.32 There is a noteworthy upward spike in the ratio during 2021 as covid restrictions eased.

Figure 3.2 Median ratio of house price to work-place based earnings



Source: ONS and land registry (price paid)

Figure 3.3 Lower Quartile ratio of house price to work-place based earnings



Source: ONS and land registry (price paid)

The affordability of entry level market housing for sale

3.33 It is useful to understand how affordability affects groups of households present in the local community.

3.34 The following tables examine the affordability of market housing at the average lower quartile level price both generally and for selected key worker and low income groups

using national pay scales. Several household configurations are examined. Additional tables show the income needed for selected affordable home ownership products.

- 3.35 Throughout the following affordability analysis, it must be borne in mind that a larger deposit, whether funded through savings, equity or ‘the bank of mum and dad’ will reduce the size of the loan and the income required to service it. It should also be recognised that household circumstances will dictate whether the household is eligible for a mortgage, the maximum that a lender is willing to offer and at what interest rate. Factors such as household expenditure, debt, savings and credit score are all assessed, and ‘stress tested’ by lenders.
- 3.36 In table 3.9, using average dwelling prices for the local area, we estimate the income required to service a mortgage or loan based upon standard assumptions of a 10% deposit and 4.5 income multiplier. The income multiplier used here is that which is contained in the Governments “First Homes” guidance. In practice this will vary as lenders base lending offers on a customer’s credit rating.

	Price Level - Warminster		Price Level - District	
	Lower quartile £	Median £	Lower quartile £	Median £
Purchase price	240,000	325,000	240,000	318,000
Minimum deposit (10%)	24,000	32,500	24,000	31,800
Mortgage required	216,000	292,500	216,000	286,200
Annual gross household income required to service the mortgage	48,000	65,000	48,000	63,600

Source: Land Registry price paid and arc4

- 3.37 We have already noted that lower quartile prices in Warminster are similar to the district of Wiltshire. At the median price point, there is a slight difference in that the house prices are slightly more expensive in Warminster. At the median price point, individuals would need an additional £1,400 of income to afford to live in Warminster.
- 3.38 Table 3.10 estimates the affordability of average lower quartile prices for selected key worker occupations. It is apparent that using the 4.5 income multiplier no single income household at entry level (qualified) or pay after 3-year’s service (or average for the occupation in the case of nurses) could afford the average entry level price of £240,000. The table also indicates the house price that could be afforded at these household income levels. Households with multiple incomes may be able to afford entry level prices subject to their financial status and credit rating.
- 3.39 Table 3.10 also estimates the affordability of average lower quartile prices for minimum and living wage workers in various configurations. It is apparent that using the 4.5 income multiplier none of these household types could afford lower quartile house prices either.

Table 3.10 House Purchase Affordability (selected key workers and national minimum and living wages)				
Status	Annual Gross income	Value of mortgage based upon income	Salary required to fund LQ price	LQ price 2022/2023
Police Constable				
Newly qualified	£31,143	£140,144	£48,000	£240,000
3-years experience	£34,728	£156,276	£48,000	£240,000
Nurse				
Newly qualified	£27,055	£121,748	£48,000	£240,000
Average	£35,000	£157,500	£48,000	£240,000
Fireman				
Newly qualified	£32,224	£145,008	£48,000	£240,000
3-year's experience	£34,269	£154,211	£48,000	£240,000
Teacher				
Newly qualified	£28,000	£126,000	£48,000	£240,000
3-year's experience	£31,750	£142,875	£48,000	£240,000
Minimum Wage				
1 x full time	£18,525	£83,363	£48,000	£240,000
1 x full time, 1 x part time	£28,405	£127,823	£48,000	£240,000
2 x full time	£37,050	£166,725	£48,000	£240,000
Living Wage				
1 x full time	£21,225	£95,513	£48,000	£240,000
1 x full time, 1 x part time	£32,591	£146,660	£48,000	£240,000
2 x full time	£42,510	£191,295	£48,000	£240,000

Source: national pay scales 2022, Land Registry 2022/3 and arc4

- 3.40 In table 3.11 we consider the affordability of low-cost housing home ownership (LCHO) products defined as affordable housing within the NPPF 2021 annexe B definitions. Here we use the average lower quartile price as a benchmark before discount as most dwellings coming onto the market would be new build which tends to be offered at a higher price than resale housing. There is no local data to enable us to determine prices by type and number of bedrooms.
- 3.41 10% shared ownership would be the most affordable option. The minimum share that can be purchased has been reduced to 10%. The income needed to fund this product would be £30,267 p.a. Provided the household had savings for a deposit, this product would be affordable to minimum and living wage households with a second income. All key worker households except entry level nurses and teachers could potentially afford this product.
- 3.42 The second most affordable product is 30% discounted sale, potentially a First Homes product available only to first time buyers. In this example an income of £33,600 p.a. would be needed to fund a mortgage. This would be affordable to living wage households with two incomes. It would potentially also be affordable to single income key workers with 3-years' experience. A wider appreciation of the role and affordability of "First Homes" appears in section 4 of this HNA.

Table 3.11 The income required to fund selected low-cost home ownership products	
Discounted sale (20% discount)	Costings/income required
Full price (based on 25th percentile)	£240,000
Starter home price (20% off full price)	£192,000
10% deposit on equity share	£19,200
Mortgaged amount	£172,800
Income required for mortgage	£38,400
Discounted sale (30% discount, potentially First Home scheme)	Costings/income required
Full price (based on 25th percentile)	£240,000
Starter home price (30% off full price)	£168,000
10% deposit on equity share	£16,800
Mortgaged amount	£151,200
Income required for mortgage	£33,600
Shared ownership 50%	Costings/income required
Full price (based on 25th percentile)	£240,000
Equity 50%	£120,000
10% deposit on equity share	£12,000
Mortgaged amount	£108,000
Service Charge (monthly)	£30
Rent (per month based on 2.75% on remaining equity pa)	£275
Income required for mortgage	£24,000
Income required for rent/service charge	£14,640.00
TOTAL	£38,640
Shared ownership 10% (minimum share)	Costings/income required
Full price (based on 25th percentile)	£240,000
Equity 10%	£24,000
10% deposit on equity share	£1,200
Mortgaged amount	£22,800
Service Charge (monthly)	£30
Rent (per month based on 2.75% on remaining equity pa)	£495
Income required for mortgage	£5,067
Income required for rent/service charge	£25,200.00
TOTAL	£30,267
Help to buy	Costings/income required
Full price (based on 25th percentile)	£240,000
Equity 75%	£180,000
Loan 20%	£48,000
Deposit 5%	£12,000
Mortgaged amount	£180,000
Income required for mortgage	£40,000
Loan fee (1.75% in year 6)	£840

Source: Land Registry and arc4

Intermediate (Affordable) housing ‘bandwidth’

- 3.44 When the definition of affordable housing within the NPPF is taken into account necessary to distinguish between affordable products for rent and affordable home ownership products. Practice guidance is clear on this point.¹⁵ The term intermediate housing is generally applied to the cap between social rents and entry level market housing.
- 3.45 Selective relevant quotes from the NPPF (February 2021) are (our emphasis):
- Annexe B, definition, affordable housing: housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions (list is selectively reproduced here);
 - Annexe B, definition, affordable housing (C) Discounted market sales housing is that sold at a discount of at least 20% below local market value. *Eligibility is determined with regard to local incomes and local house price*;
 - Annexe B, definition, affordable housing (D) Other affordable routes to home ownership: is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low-cost homes for sale (at a price equivalent to at least 20% below local market value);
 - Paragraph 62: Where a need for affordable housing is identified, planning policies should specify the type of affordable housing required; and
 - Paragraph 71: Local planning authorities should support the development of entry-level exception sites, suitable for first time buyers (or those looking to rent their first home).
- 3.46 So affordable housing applies to households whose needs are not met by the market and this is understood to be in terms of affordability and supply. This is why we use the 25th percentile price (both market sale and market rent) as a proxy for both affordability and supply. Our analysis of affordable need has two components. Firstly, those in need of housing that can only afford social rented prices and secondly those that can afford more than a social rent but not market prices. However, the affordability of market prices differs considerably between market rent and market sale which is illustrated in tables 3.12 and 3.13.

¹⁵ Local Housing Need Assessment: A guide to good practice (DETR 2000) paragraphs 2.23 and 4.48-4.51

Rented housing

- 3.47 Table 3.12 shows that on average, within Warminster, a household in housing need, seeking rented housing with a combined gross income of up to £29,040 could be regarded as being in affordable need.

Table 3.12 Difference in income needed to service a social rent and a minimum market rent			
	Social rent* £	Minimum Market rent **(Lower Quartile) £	Difference £
Weekly rent	99.27	139.62	40.35
Calendar monthly equivalent	430	605	175
Income required	20,648.16	29,040	8,391.84

Source: *Social Housing Regulator query tool 2021; **Zoopla 2020;

Affordable home ownership

- 3.48 Table 3.13 shows that on average, within Warminster, a household in housing need, with a combined gross income of up to £48,000 seeking affordable home ownership, could be regarded as being in affordable need.

Table 3.13 Difference in income needed to service a social rent and a minimum market price			
	Social rent* (£PCM)	Minimum Market price ** (LQ)	Difference £
Price	430	240,000	n/a
Income required	20,648.16	48,000	27,351.84

Source: *Social Housing Regulator query tool 2021; **Land registry 2020;

Key findings: local house prices, rents and affordability

- 3.49 In summary, the housing market has seen a high level of supply in terms of the proportion of detached 3 or more-bedrooms. Prices in Warminster are similar to the substantially wider district, and entry level housing is unaffordable to many household groups including those on living wage and key workers.
- 3.50 It is noteworthy that the gap between lower quartile prices of 3 and 4-bedroom homes is sizeable. Around £26,000 extra income per annum would need to be found by the households and it will be a challenge many younger households to be able to afford to upsize within Warminster.
- 3.51 House price and income data enables us to define the parameters for the affordable home ownership products locally defined in the NPPF. For the purposes of this HNA,

households would need a minimum income of £30,267 annum income to afford the lowest cost affordable home ownership option (10% shared ownership (table 4.7)). An income of £48,000 per annum would be required to fund the entry level market house price (table 4.5).

Concluding remarks: affordable housing and truly affordable housing

- 3.52 This chapter contains information on local house prices, rents and the income needed to service these housing costs. In chapter 2, table 2.1 we state the Government's definition of affordable housing¹⁶ in relation to affordable rented housing and affordable home ownership.
- 3.53 It is clear that affordability is generally worsening over time. New build housing that meets the NPPF definitions of affordable home ownership housing may not be affordable to many households that aspire to it in areas with high house prices and low income. This is because affordable home ownership prices are based upon market prices and discounts may be insufficient to enable housing to be affordable to some local households.

¹⁶ NPPF 2021 Annex 2

4. Assessing unmet housing need

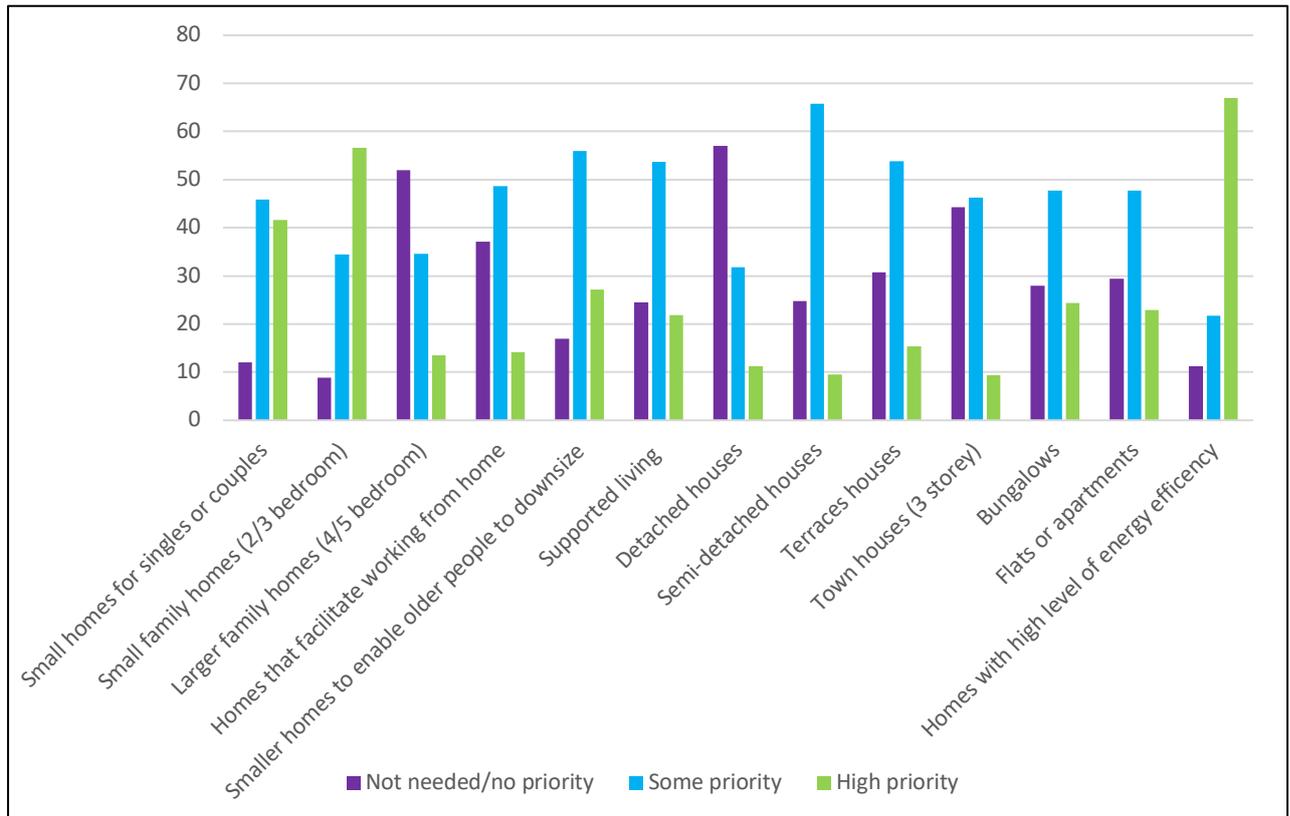
Introduction and summary of the chapter

- 4.1 This section uses data from the local authority housing register as a basis for estimating the unmet need for affordable housing in Warminster in accordance with practice guidance. The characteristics of demand for affordable home ownership and market housing are also considered.
- 4.2 Housing register data is a snapshot of need which, in accordance with practice guidance is converted into an annual flow, fully reflecting affordable need as defined by the National Planning Policy Framework (NPPF). Need is estimated for the Warminster neighbourhood plan area and for the Warminster community area. The annual supply flow from vacancies and new build housing is deducted from the annual flow of need to arrive at the annual flow of unmet need.
- 4.3 Over the next 5-years, it is estimated that there will be a minimum shortfall of 90 affordable dwellings for the Warminster neighbourhood plan area. For the community area the 5-year unmet need rises to 105 dwellings.
- 4.4 The section also considers the level of specialist need for infirm elderly people.
- 4.5 The section concludes with a discussion about the level of the future affordable housing requirement, considering the environmental constraints on the land supply for housing.

Qualitative information about priorities for meeting unmet need for additional housing.

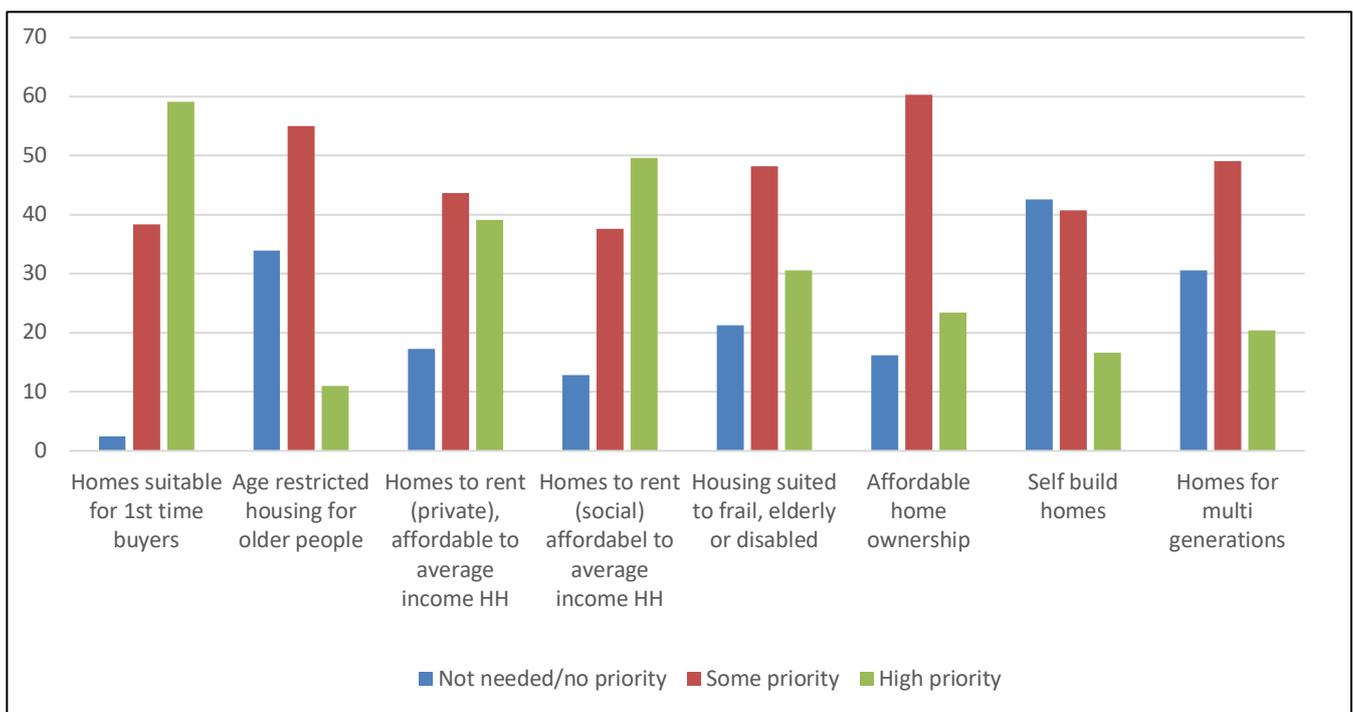
- 4.6 A four-week public consultation period was held by the neighbourhood plan group in March and April 2023 whereby the local community and stakeholders could provide their feedback on the evidence gathered to date and contribute their thoughts on the draft neighbourhood plan including the potential visions, objectives and policies.
- 4.7 Consultees were invited to express their view about the priorities for new build housing in Warminster. There were two questions:
 - If new homes were to be built in the future in Warminster which types would you consider a priority for the community? and
 - Which household groups should be considered a priority for the community?
- 4.8 Results are presented in figures 4.1 and 4.2. Figure 4.1 show that consultees felt that the highest priorities should be for homes with high levels of energy efficiency and small family homes (2/3 bedroom). The lowest priority was for larger family homes and detached houses. Figure 4.2 shows that the highest priority groups are first time buyers and those needing social rented housing. The lowest priority was for self-builders.

Figure 4.1 If new homes were to be built in the future in Warminster, which types would you consider a priority for the community?



Source: WTC household survey 2023

Figure 4.2 Which household (HH) groups should be considered a priority for the community?



Source: WTC household survey 2023

- 4.9 These findings are similar to the views expressed by estate and letting agents reported in section 3.

Housing need and future affordable housing requirement

What is affordable need and how might it be estimated?

- 4.10 Our aim is to assess the future affordable housing requirement arising from residents in affordable need and those with a local connection to Warminster minus the supply that is likely to be available to them.
- 4.11 Practice guidance has been produced by the government in the form of National Planning Policy Guidance (NPPG). The government also published “Housing needs Assessments: a Guide to Good Practice. These are considered in more detail in chapter 1. Locality has also issued a “Housing Needs Assessment Toolkit”.
- 4.12 A distillation of the above produces a number of principles followed by this assessment:
- there is no definitive method for assessing the quantity of housing need in a locality. In practice, a number of methods should be employed and considered; and
 - housing need should not be expressed as a simple number of households in need but an annual flow of households after the annual flow of supply is taken into account.
- 4.13 There are many methods available, but each has limitations:
- household surveys provide partial data as only a fraction of households choose to participate. Household surveys are incapable of measuring local connection need;
 - housing registers are voluntary and will not capture need from households seeking social or affordable rented housing that choose not to register. Some households will be unable to register if they do not meet eligibility criteria. Registers do not include households in the process of forming or households in affordable need expressing a preference for affordable home ownership;
 - neither of the above sources of data are wholly objective as policy filters are applied such as eligibility for affordable housing and shortage of supply will deter households from registering; and
 - prevalence rates are potentially the most objective method but are not widely accepted and are insensitive to local prices and shortage of supply.
- 4.14 The factors listed above suggest that findings from a survey or the housing register should be:
- regarded as minimum numbers; and
 - households seeking either social/affordable rent or affordable home ownership should be counted separately.

- 4.15 A detailed account of how the following numbers have been arrived at, data sources and any assumptions made appears in the technical appendix at the end of this report.

Warminster gross affordable need

- 4.16 Gross need is a measure of households in affordable need without netting off supply. Supply is considered below.
- 4.17 We have based our estimates of housing register data supplied by Wiltshire Council. We have added to register data to account for households in affordable need and who are either likely to form or have expressed a preference for affordable home ownership (AHO).
- 4.18 In consultation with Wiltshire Council, we have estimated the flow of unmet affordable need in 2-scenarios:
- households in affordable need resident in Warminster neighbourhood plan area; and
 - households in affordable need resident within the Warminster community area.
- 4.19 The Warminster community area is significant as it is described in the local plan. See chapter 1 of this HNA report.
- 4.20 Wiltshire Council also provided information about households with a local connection to the community area however this number has not been taken into account after discussion with the council as we were told there is likely to be some double counting i.e. a local connection exists to more than one parish or village within the community area.
- 4.21 We have sense checked these scenarios with:
- housing need prevalence rates; and
 - county wide housing register data pro-rata to Warminster.
- 4.22 Findings are presented in the table at the end of this section. More supporting information is stated in the technical appendix.

Data regarding affordable home ownership

- 4.23 Most local authorities do not keep a waiting list for affordable home ownership. They provide affordable home ownership according to their policy, supported by their housing evidence base such as a local authority wide housing need assessment or a strategic housing market assessment (SHMA). Therefore, we have based our estimate of need in tables 4.1 and 4.2 on the council's affordable policy of a 60%/40% social or affordable rent/affordable home ownership.
- 4.24 The only available data on affordable home ownership *demand* is maintained by Homes England and this is limited to rent to buy and shared ownership. We have obtained data for the county using a Freedom of Information Act request.

- 4.25 The following information is *demand not need*. If a household is interested in applying for a registered provider shared ownership dwelling, they need to register with the local Help to Buy Agent which reports to Homes England.
- 4.26 The data is very difficult to interpret as it is collected for operational not statistical purposes. Applicants can register for any number of sites where shared ownership is being built and are not restricted to their county or district of residence. For the purposes of this HNA we have filtered the data to include only Wiltshire residents seeking shared ownership accommodation in Warminster.
- 4.27 There were 4,019 Wiltshire based households registered for at least 1 development containing shared ownership related products in Wiltshire.
- 4.28 There were 39 households resident in Wiltshire seeking shared ownership in Warminster of which:
- 50% were seeking either resale or a new build home;
 - 50% were seeking a new build home only;
 - 33% were considering the rent to buy option alongside other shared ownership options;
 - 50% were seeking a 2-bedroom home, 40% were seeking a 3-bedroom home, 10% a 1-bedroom home;
 - 23 households were private renters, 7 were living with family or friends, 2 were in armed forces accommodation, 2 were exiting shared owners; and
 - 2 households were considering extra care older persons shared ownership.
- 4.29 We have undertaken similar shared ownership studies across Bedfordshire, Buckinghamshire and Hertfordshire and have concluded that demand for shared ownership is significant and is supply led. In other words, if shared ownership is offered in Warminster, it will attract demand from existing and new registrations.
- 4.30 We return to the policy implications of enabling affordable home ownership supply in our conclusions.

Warminster affordable supply

- 4.31 The good practice guidance is clear that the terms housing stock and housing supply should not be confused. Supply arises from vacancies within the stock on an annual basis. New build housing creates a vacancy on first lettings and sales and adds to the size of the stock so over time the number of vacancies annually, will increase.
- 4.32 Supply therefore has 2 components:
- annual supply from vacancies (social/affordable rent and affordable home ownership); and
 - projected annual supply of first lettings and sales from future new build over the 5-year horizon of the HNA (social/affordable rent and affordable home ownership).

- 4.33 Supply from vacancies (social/affordable rent and affordable home ownership) has been supplied by the council but is adjusted to estimate supply that is likely to be let to resident households or those with a local connection. Data has been provided by the council to support this adjustment.
- 4.34 Projected supply from new build housing is only counted if there is some certainty as evidenced in the Wiltshire Council 5-year land supply data. Small windfall sites that will not produce affordable housing or larger sites without full planning consent are noted. Larger sites without full planning permission are disregarded in our calculation unless they appear in the Wiltshire Council 5-year land supply report as otherwise there is no evidence that they will be built out. The data supporting our new build supply findings is complex and is considered in detail in section 7 of this report.
- 4.35 Table 4.1 is a summary of the flow of affordable housing that is needed (the last 3 columns shaded green) which takes into account:
- the annual flow of households in affordable need (first 3 columns (shaded grey)); minus
 - current supply from vacancies (second group of 3 columns); minus
 - future supply from first lettings and sales (third group of 3 columns).
- 4.36 Findings are presented in the table at the end of this section. More supporting information is stated in the technical appendix.

Estimates of the net flow of need (need minus supply)

- 4.37 Table 4.1 is the first of the 2 scenarios listed above in paragraph 4.15. It shows that of the adjusted need from Warminster residents, if supply from vacancies and new build is taken into account, there is an under supply of affordable housing in years 1-3 and a potential surplus to Warminster's needs in years 4 and 5. The potential surplus would be successfully let to households that are not Warminster residents through the Homechoice system meeting Wiltshire Council's strategic need. If a 5-year view is taken there is a net shortage of 90 homes for Warminster residents, mostly those seeking social or affordable rented housing.
- 4.38 Table 4.1 is a key finding of the HNA as it relates purely to households in housing need resident within the neighbourhood plan designated area.
- 4.39 In scenario 2 (table 4.2): the Warminster Community Area, a similar pattern emerges, however, the overall 5-year shortage is greater at 105 dwellings mostly those seeking social or affordable rented housing. This scenario is for information, recognising that Warminster is connected to a number of parishes known as the Warminster Community Area as described in the local plan. Affordable housebuilding may not be possible in these smaller areas due to Wiltshire Council's planning policy and households in need may seek more suitable housing at Warminster. The difference in supply is mainly due to a site under construction outside but adjacent to the Warminster neighbourhood plan area. This is described in table 7.5 in the appendix.

- 4.40 Key assumptions are that the supply levels from vacancies are similar for each of the following 5-years. Vacancy numbers have been supplied by the council for the last 12 months and may vary in future year on year. New build is taken from council projections stated in tables 7.3 and 7.5 in the appendix.

Table 4.1 Detailed analysis of the flow of supply and affordable need (Warminster NEIGHBOURHOOD PLAN AREA)																
	Gross flow of need			Supply flow from vacancies			Supply flow from first lettings and sales			Supply flow from all sources			Imbalance between supply and need			
	Affordable rent	Affordable home ownership	Affordable total	Affordable rent	Affordable home ownership	Total	Affordable rent	Affordable home ownership	Total	Affordable rent	Affordable home ownership	Total	Affordable rent	Affordable home ownership	Total	
Year 1	81	27	108	46	4	50	9	6	15	55	10	65	-26	-17	-43	
Year 2	81	27	108	46	4	50	14	9	23	60	13	73	-22	-14	-35	
Year 3	81	27	108	46	4	50	14	9	23	60	13	73	-21	-14	-35	
Year 4	81	27	108	46	4	50	40	26	66	86	30	116	5	3	8	
Year 5	81	27	108	46	4	50	44	29	73	90	33	123	9	6	15	
5-year totals	406	134	540	230	20	250	121	79	200	351	99	450	-55	-35	-90	

Table 4.2 Detailed analysis of the flow of supply and affordable need (Warminster COMMUNITY AREA)																
	Gross flow of need			Supply flow from vacancies			Supply flow from first lettings and sales			Supply flow from all sources			Imbalance between supply and need			
	Affordable rent	Affordable home ownership	Affordable total	Affordable rent	Affordable home ownership	Total	Affordable rent	Affordable home ownership	Total	Affordable rent	Affordable home ownership	Total	Affordable rent	Affordable home ownership	Total	
Year 1	85	27	112	46	4	50	13	9	22	59	13	72	-26	-14	-40	
Year 2	86	27	112	46	4	50	14	9	23	60	13	73	-26	-14	-39	
Year 3	86	27	112	46	4	50	14	9	23	60	13	73	-26	-14	-39	
Year 4	86	27	112	46	4	50	40	26	66	86	30	116	0	3	4	
Year 5	86	27	112	46	4	50	44	29	73	90	33	123	4	6	11	
5-year totals	428	134	562	230	20	250	125	82	207	355	102	457	-73	-32	-105	

Notes

Rounding errors are present as all data are presented as whole numbers

A negative number in the right 3 columns indicates a shortfall in supply

See the technical appendix for a full list of data sources and any assumptions made

Number of bedrooms needed

- 4.41 In both scenarios bedroom requirements are similar and a summary is presented in table 4.3. Bedrooms needed for shared ownership are stated in paragraph 4.24.

Type	Percent
1-bedroom	41
2-bedroom	32
3-bedroom	20
4-bedroom	6
5-bedroom	1

Source: Wiltshire Housing Register. Numbers are rounded.

Market supply

- 4.42 Market housing is the predominant tenure in Warminster. Table 7.3 in the technical appendix shows land supply capacity for 1,578 dwellings which are in the development pipeline for the neighbourhood plan area using the Wiltshire Council 5-year land supply trajectory. Assuming these are delivered, minus the estimated 473 affordable units that are likely to be delivered as affordable units there will be an additional 1,105 market dwellings. Growth of this level is stated as necessary to meet social and economic needs of the town in the Wiltshire Core Strategy over the life of the Local Plan (to 2026). The supply trajectory demonstrates that this capacity will not be delivered within the current local plan timescale.
- 4.43 There is also significant supply from the existing stock. Table 3.5 in section 3 of this report shows a supply of 306 registered sales over the latest year. This is at best a 6% turnover or “churn rate” to avoid double counting as the land registry numbers include new build.
- 4.44 The term *market housing* will also include rentals let at market prices. The English Housing Survey estimates churn rates for each tenure and these are stated in paragraph 5.10 in section 5 below. They are applied in table 5.5. If we apply the churn rate to the private rented sector stock at above lower quartile prices, using rounded numbers, market rental supply can be estimated at around 250 vacancies per annum.
- 4.45 We return to market supply when considering the Warminster neighbourhood plan area housing requirement later in this section.

What role will “First Homes” fulfil?

- 4.46 First Homes are likely to have little impact over the 5-year horizon of this HNA as most large sites, listed in the technical appendix, were consented or were completed before

the introduction of the scheme. However, if First Homes are to be effective there are several issues that neighbourhood plan makers should consider.

- 4.47 NPPG paragraph 17 (December 2021) (Plan and Decision-Making) defines matters that neighbourhood planners may wish to consider in plan making:

How can neighbourhood plans support the provision of affordable homes for sale, including First Homes?

Neighbourhood planning groups can support the provision of all forms of affordable housing for sale, including [First Homes](#), by including relevant policies and identifying suitable sites within neighbourhood plans for these homes.

In addition to this neighbourhood planning groups can also put in place neighbourhood development orders, able to grant planning permission directly for schemes that can incorporate affordable homes for sale, including First Homes.

Depending on the content of relevant strategic policies in the local plan or spatial development strategy, neighbourhood plans may be able to vary the types of affordable housing that will be expected, or to allocate additional sites that will provide affordable housing, where this will better meet the needs of the neighbourhood area. Neighbourhood plans can also develop policies that make use of the flexibilities afforded to them under [First Homes policy](#).

- 4.48 NPPG paragraph 17 (December 2021) (Plan and Decision-Making) refers to First Homes exception sites:

A First Homes exception site is an exception site (that is, a housing development that comes forward outside of local or neighbourhood plan allocations to deliver affordable housing) that delivers primarily First Homes as set out in the First Homes Written Ministerial Statement.

- 4.49 As outlined in Section 1 of this HNA, First Homes is a house builder rather than a registered provider led affordable housing product. Key features of the product are:
- prices are discounted in perpetuity;
 - the minimum discount is 30%;
 - local authorities and neighbourhood planning groups [have] the discretion to require a higher minimum discount of either 40% or 50% if they can demonstrate a need for this;
 - there is a price cap of £250,000 (outside Greater London) after discount;
 - local authorities and neighbourhood planning groups have the discretion to set lower price caps which should be determined with regard to local income levels, local house prices and mortgage requirements;

- the scale of the discount will be fixed by the local authority to ensure that the product is affordable;
- eligibility is limited to first time buyers who should not have a combined income not exceeding £80,000 per annum (outside Greater London);
- other groups may be prioritised by the LPA or in a neighbourhood plan;
- First Homes are the government's preferred discounted market tenure and should account for at least 25% of all affordable housing units delivered by developers through planning obligations; and
- they should be regarded as "affordable housing" for planning purposes.

4.50 A key question is are First Home products likely to be affordable to Warminster first time buyers? This is difficult to assess because of the wide range of household financial circumstances and the potentially misleading use of broad average house prices and incomes.

4.51 In table 3.11 this HNA has calculated the affordability of First Homes and compared the income and deposit required to fund a purchase using a set of basic assumptions across a range of affordable home ownership products including shared ownership.

4.52 These comparisons, although informative, may not reflect 'real world' offers so we have recalculated the cost of ownership using different assumptions:

- the value before discount is based upon a median price (rather than lower quartile in table 3.11) to reflect the new build premium associated with new build housing;
- a range of price to income ratios are presented to reflect different household financial circumstances; and
- some lenders offer less advantageous funding offers, as resales are subject to a restrictive covenant. Mortgagees however have the protection of a Mortgagee Exclusion Clause to enable them to recover funds in the event of a mortgagee defaulting.

4.53 The following is based upon the median prices drawn from tables 3.5 and 3.6.

Type	Median Price	Less 30% discount	Less 10% deposit	Amount to fund	3.5 multiplier	4.5 multiplier
Flat	124,995	87,497	8,750	78,747	22,499	17,499
Terraced	250,000	175,000	17,500	157,500	45,000	35,000
Semi-detached	292,500	204,750	20,475	184,275	52,650	40,950
Detached	644,750	451,325	45,133	406,193	116,055	90,265

Type	Median Price £	Less 30% discount	Less 10% deposit	Amount to fund	3.5 multiplier	4.5 multiplier
1-bedroom	133,000	93,100	9,310	83,790	23,940	18,620
2-bedroom	202,500	141,750	14,175	127,575	36,450	28,350
3-bedroom	272,500	190,750	19,075	171,675	49,050	38,150
4-bedroom	440,000	308,000	30,800	277,200	79,200	61,600
5 or more- bedroom	665,000	465,500	46,550	418,950	119,700	93,100

Source: Land Registry, Rightmove and arc4

- 4.54 It is apparent that in both tables the income required is well below the household income cap of £80,000 per annum except for 5 or more-bedroom houses., but how affordable is the income required to fund the mortgage? This is difficult to define as household financial circumstances are almost infinite. Arguably it is best reflected in the lender's assessment.
- 4.55 We have measured this from the point of view of the intermediate housing bandwidth (table 3.13) and key worker income (table 3.10).
- 4.56 Key workers are regarded as a significant group in the guidance. NPPG paragraph 8 (December 2021) (First Home definition and eligibility requirements) refers to local key workers:

First Homes are designed to allow people to get on the housing ladder in their local area, and in particular to ensure that key workers providing essential services are able to buy homes in the areas where they work. Authorities can therefore prioritise key workers for First Homes, and are encouraged to do so, especially if they have an identified local need for certain professions. The definition of a key worker should be determined locally and could be any person who works in any profession that is considered essential for the functioning of a local area.

- 4.57 Using the example in table 4.4 and data regarding key worker incomes in table 3.10, it is clear that single income key worker household could afford the mortgage for a median priced flat or 1-bedroom dwelling. Those a little higher up the pay scale or eligible for a 4.5X income multiplier might be able to afford a terraced or 2-bedroom dwelling. Access to a higher deposit (according to First Homes policy, not more than 50% of the discounted price) would increase affordability. Note that at time of writing not all key worker public sector groups have achieved a pay award, which in current economic circumstances is likely to be substantial and would improve affordability.
- 4.58 The intermediate housing bandwidth calculation, table 3.13 (using lower quartile (entry level market prices) provides an alternative measure of local affordability. This shows that households could have earnings of up to £48,000 before being able to afford average entry level (lower quartile) market housing.

- 4.59 ONS published data on average household income mostly focusses on disposable income rather than gross income and does not therefore feature in this analysis.
- 4.60 In conclusion NPPG paragraph 4 states that *“The [affordability] assessment will enable an evidence-based planning judgement to be made about the need for a higher minimum discount level in the area, and how it can meet the needs of different demographic and social groups”*. Our analysis demonstrates that such a judgement is not without difficulty, particularly at the present time.
- 4.61 Finally, it must be remembered that First Homes will carry additional benefits. Compared to older resale housing new build housing will be more energy efficient and in the early years of occupation repairs and improvements will be avoided.

Households with special needs

Special needs of younger person households

- 4.62 The Swindon and Wiltshire Strategic Housing Market Assessment SHMA (2017) presents evidence of housing need from a variety of client groups.
- 4.63 Specifically, it considers the need for supported housing and presents evidence which Wiltshire Council might use to justify adoption of optional technical standards M4(2) and M4(3) of the building regulations.
- 4.64 Regarding the need for supported housing, SHMA figure 95 demonstrates the scope and scale of need from residents of Swindon and Wiltshire.

Figure 95: Estimates of Vulnerable and Older People Needs in Swindon and Wiltshire 2011-21 (Source: Homes and Communities Agency Vulnerable and Older People Needs Estimation Toolkit)

	2011	2021	Change 2011-21
People aged under 18 in need			
Teenage parents	1,372	1,316	-56
Young people aged 16-17	134	125	-9
People aged 18-64 in need			
Alcohol misuse	2,228	2,211	-17
Learning disabilities	1,121	1,139	18
Mental health problems	1,533	1,569	36
Offenders	913	935	22
Moderate physical or sensory disability	799	849	50
Serious physical or sensory disability	239	259	20
Refugees	53	54	1
Rough sleepers	17	18	1
Single homeless with support needs	1,169	1,197	28

- 4.65 SHMA paragraph 5.99 concludes that compared to the younger population as a whole, numbers are relatively low, and this is why this HNA has not undertaken a pro-rata assessment for Warminster. This is not to say that need of this nature does not exist in Warminster. Health and social care services are available as well as services such as home adaptations. Wiltshire Council as a unitary authority (with social care functions)

will be aware specific needs in individual villages, towns and cities and will commission specialist residential accommodation where justified.

- 4.66 There is the wider issue of the adoption of housing design standards for new build housing under part 4 of the building regulations.
- 4.67 The SHMA (para 5.8) concludes that the evidence supports the adoption of category 2 (accessible and adaptable dwellings) requirements for all new dwellings subject to viability.
- 4.68 The SHMA (paras 5.93 and 5.94) concludes that the evidence supports the adoption of category 3 (wheelchair accessible dwellings) requirements new dwellings: 7% of market housing and 10% of affordable housing and all specialist housing for older people, subject to viability.

Special needs of older person households

- 4.69 Older person needs are of a significant and growing scale, and these are considered further.
- 4.70 The following table is based upon prevalence rates devised by the Housing Learning and Information Council (Housing LIN) for Wiltshire, reduced pro rata for the Warminster. It shows how need will intensify over the decade for each type of housing.

Table 4.4 Estimates of demand per 1,000 of the 75+ population 2022 to 2033					
		Year:	2022	2033	Change
Wiltshire population 75 and over:			59,176	73,452	14,276
Pro rata ratio for Warminster (per 1,000 population):			2.22	2.75	0.53
Type needed	Housing LIN Prevalence rate per 1,000 population	Number of each type needed (prevalence rate x pro-rata ratio)			
Conventional sheltered housing to rent	60	133	165	32	
Leasehold sheltered housing	120	266	330	64	
Enhanced sheltered housing (divided 50:50 between that for rent and for sale)	20	44	55	11	
Extra care housing for rent	15	33	41	8	
Extra care housing for sale	30	66	83	16	
Housing-based provision for dementia	6	13	17	3	
TOTAL	N/a	556	690	134	

Source Housing LIN and ONS population projections

- 4.71 In addition, there is significant support from Wiltshire health and social care services with the aim of assisting older people to remain living independently in the community for as long as possible. A crucial service to help meet this aim is that of adapting dwellings to suit the needs of people with limited mobility.

- 4.72 Findings regarding Part M of the Building regulations, considered above, applies to older person households who may benefit when moving into new build housing or subsequent resales/relets of housing built to these standards.

Summary and key findings of section 4

- 4.73 Over the next 5-years, it is estimated that there will be a minimum shortfall of 90 affordable dwellings for the Warminster neighbourhood plan area. For the community area the 5-year unmet need rises to 105 dwellings. The level of unmet need varies annually due to the irregular levels of newbuild supply.
- 4.74 Demand for shared ownership is strong across the county, however it is supply led. Further shared ownership supply in Warminster would attract households county wide from the Zone Agent's register of interest as well as attract new registrations.
- 4.75 Over 1,000 new market homes are in the development pipeline for Warminster.
- 4.76 In addition, there is a significant level of specialist need for specialist housing for older people with care and support needs across a range of products.
- 4.77 Public consultation undertaken by Warminster Town Council in connection with the neighbourhood plan, and consultation with estate and letting agents undertaken by us, indicates that there is thought to be sufficient detached houses (4 or more bedrooms) in the market housing stock and a shortage of smaller family homes (2 or 3-bedroom). Public consultation attached high priority first time buyers and households needing affordable rented housing.

5. Summary of evidence to underpin Warminster’s affordable housing requirement, general conclusions, and policy implications.

Introduction and summary of the chapter

- 5.1 This chapter balances information from previous chapters. It acknowledges that the level of unmet need described in chapter 4 may be more than what can be delivered.
- 5.2 Strategies for prioritising housing supply are considered and recommendations are made as to monitoring the situation in future.

How much additional affordable housing is required in Warminster?

- 5.3 It may not be possible to meet all the affordable need estimated to be arising from Warminster households¹⁷ so we now consider the question ‘how much additional housing could be built in Warminster neighbourhood plan area?’. The neighbourhood plan group needs to consider all the information summarised here to decide Warminster’s future affordable housing requirement.
- 5.4 As noted in section 1 of this HNA, a full draft of the replacement plan is still to be published and there will be no certainty over the local plan housing requirement until the plan is examined and adopted. The Wiltshire Council publication ‘*Planning for Warminster*’ indicates a future housing requirement (all tenures) of 2,050 dwellings over the period 2016 to 2036, of which 1,816 are in the development pipeline. This is an increased requirement over the existing plan requirement of 1,920 homes over the plan period 2016-26.
- 5.5 The estimate of unmet affordable need (table 4.1) is only one factor that needs to be considered in arriving at a future affordable housing requirement for the Warminster neighbourhood plan area. If all of the information in this chapter, the planning context in chapter 1, and the Wiltshire Housing Land Supply Statement 2021 is taken into account, it is possible to make some general conclusions about how much additional affordable and market housing can reasonably be provided.
- 5.6 An assessment of planned new build supply and actual and projected delivery for the Warminster neighbourhood plan area is presented in section 7 of the HNA. In summary:

¹⁷ Housing Needs Assessments at Neighbourhood Plan Level – a toolkit for neighbourhood planners (Locality/AECOM 2021) page 43 para. B

- the local plan adopted in 2015, set a housing requirement of 1,920 additional dwellings for Warminster and envisaged delivery of 1,217 dwellings over the 11-years remaining of the plan period which is 111 dwellings per annum;
 - the scale of growth was driven by a Wiltshire Council strategy that aims to expand local employment and enable the housing growth needed to sustain it;
 - according the 5-year Wiltshire Council Land supply (2021) land capacity has been identified for 1,578 dwellings and are in the development pipeline;
 - it is envisaged that 664 dwellings will be delivered over the 5-year life of this HNA;
 - of the 664 dwellings it is estimated that (30%) 199 will be affordable (average 40 per annum); and
 - there is likely to be a minimum overall shortfall of around 90 affordable dwellings over the 5-year horizon of the HNA.
- 5.7 The Local Plan states that there are severe constraints on further house building near to the Warminster area due to the impact on SSSI and AONB designations.
- 5.8 Delivery against the local plan strategy presented in section 7 must be considered in the light of the affordability of housing to local people, the national shortage of housing, the aging population, and the supply of land for housing purposes. Further, housing is not the only consideration for the use of available land.
- 5.9 It is possible to take a wider view of affordable supply than considered in table 4.1. For example, market housing priced below the lower quartile threshold whether for sale or rent *could* be considered affordable. This segment may be more affordable in real terms than new build discounted sale affordable housing such as First Homes. Regarding market rentals, smaller units below market price would need to be near or below the Local Housing Allowance rates (table 3.3 above.)
- 5.10 The reason we do not take into account supply from market housing priced below lower quartile prices in table 4.1 is because it may be in poor condition or would prove unsuitable in some way that is reflected in the price. However, we recognise that it is mostly occupied so it is fulfilling a role in the local housing market.
- 5.11 So how much annual affordable supply might we consider that lower priced market housing may deliver? We note from paragraph 4.32 that the churn rate of market housing for sale in Warminster is around 6%. The Survey of English Housing (SEH) headline report 2021/2 (paras 170 to 173) state that on average the length of time that occupiers live in their current address are:
- owners with a mortgage 9.4 years;
 - owners without a mortgage 24.5 years;
 - private renters 4.4 years; and
 - social tenants 12.7 years.
- 5.12 Table 5.5 below uses census 2021 and SEH findings to estimate the level of annual supply of below lower quartile priced market housing.

Tenure	Number in stock*	Number under lower quartile price**	Supply per annum***
Owner with mortgage	2,069	517	55
Outright owner	3,133	783	32
Private rented	1,598	400	91
Potential affordable supply per annum:			178

* Census 2021

** divide by 4 (25%)

*** annualise: divide by Survey of English Housing length of residency factor

All numbers are rounded to the nearest whole number

- 5.13 As a reality check, if we divide the total home ownership (5,202) by the combined average residency for homeowners with and without a mortgage (348) this gives a churn rate of 6.7% which is close to the churn rate of 6% for 2022/3 using Land Registry data (see table 3.5 and paragraph 4.32 above).
- 5.14 We should not take the impact on unmet affordable need of an annual supply of 178 lower priced market homes at face value. In reality, the lower priced market vacancies might be occupied by non-residents of Warminster this is reflected in evidence from estate and letting agents. Also, they also may be occupied by people who can afford market housing and would not be eligible for social or affordable rented housing. As previously noted, this supply may also consist of 1 or 2-bedroom flats and terraced houses which will not be suitable for larger families. Finally, households moving into this sector may still be living in unsuitable housing and be in housing need, having selected the least worst option available to them.
- 5.15 Neither should we take the gross affordable need at face value. Earlier in this section we argue that the annual gross need numbers should be regarded as a minimum. However, we base our findings on the total number of households on the housing register, some of whom are not in high priority for housing.
- 5.16 Table 4.1 shows that an irregular supply of new build affordable housing is forecast annually, and our narrative draws attention to the importance of new build supply as it has an immediate impact on need.
- 5.17 A pragmatic conclusion and recommendation is as follows. Provided a supply of newbuild affordable housing is maintained annually (and beyond the 5-year horizon of the HNA) it is probable that a high proportion of households in urgent need will have their needs met. The challenge for the neighbourhood plan is therefore to enable additional sites to come forward after 2027/8 and influence the size and types of dwellings to be built in order to meet local priorities, especially older people and newly forming households in order to improve balance and a cohesive community.

Wider conclusions and recommendations

- 5.18 The aim of this HNA is to compile an evidence base to support future neighbourhood plan policy. A key output is the extent to which the housing needs of local residents are being met. Recent data from Wiltshire Council shows that a high level of local social and affordable vacancies are let to local people, However this can change as Wiltshire residents in need can access Warminster vacancies.
- 5.19 Tables 4.1, 7.3-5 show that the future additional supply of affordable housing is irregular and is market led.
- 5.20 Based upon evidence from estate and letting agents it is probable that planned future growth in market housing is sustainable because demand is driven by households migrating from higher priced areas and a significant military presence. The level of the military presence may vary for operational reasons.
- 5.21 We recommend that Warminster Council and the neighbourhood plan group engages directly with registered providers and considers enabling community led housing schemes. The latter, if established would enable local households in need to be prioritised and have more influence over the types of affordable homes being built.
- 5.22 We recommend that Warminster Council monitors new build completions, affordable lettings and sales and planning applications and consents for residential housing. If the housing register is also monitored the summary table (table 4.1) can easily be regularly updated. The HNA has a 5-year horizon after which it should be renewed.
- 5.23 We recommend that Warminster Council and the neighbourhood plan group seek to influence the mix of future newbuild market housing with lower proportions of 4-bedroom detached houses for sale and encourage the building of suitable dwelling types to support the aging population.

6. Appendix: Data

6.1 These tables provide the data to support figures 2.1 to 2.5. Numbering is the same with a prefix of A. The source is census 2021 except for the population projections which are published by ONS. Further tables provide the data to support the affordability ratios summarised in figures 3.2 and 3.3.

Table A2.1 Tenure						
	Warminster		Wiltshire		England	
	Number	%	Number	%	Number	%
Owned outright	3,133	39.0	80,220	37.3	3,133	39.0
Owned (mortgage)	2,069	25.7	63,547	29.5	2,069	25.7
Shared ownership	47	0.6	2,546	1.2	47	0.6
Rented from council	144	1.8	7,845	3.6	144	1.8
Other social rented	1,046	13.0	23,383	10.9	1,046	13.0
Private landlord or letting agency	1,124	14.0	27,674	12.9	1,124	14.0
Other private rented	474	5.9	9,748	4.5	474	5.9
Living rent free	5	0.1	118	0.1	5	0.1
Total	8,042	100.0	215,081	100.0	8,042	100.0

Table A2.2 House type						
	Warminster		Wiltshire		England	
	Number	%	Number	%	Number	%
Detached	2,285	28.5	75,628	35.2	5,368,859	22.9
Semi-detached	2,782	34.7	68,361	31.8	7,378,304	31.5
Terraced	1,870	23.3	44,590	20.7	5,381,432	23.0
In a purpose-built block of flats or tenement	780	9.7	19,107	8.9	3,999,771	17.1
Part of a converted or shared house, including bedsits	99	1.2	2,681	1.2	821,153	3.5
Part of another converted building, for example, former school, church or warehouse	71	0.9	1,818	0.8	188,705	0.8
In a commercial building, for example, in an office building, hotel or over a shop	77	1	1,371	1	197,967	1
A caravan or other mobile or temporary structure	62	1	1,525	1	99,894	0

Total: All households	8,026	100	215,081	100	23,436,085	100
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Table A2.3 Number of bedrooms						
	Warminster		Wiltshire		England	
	Number	%	Number	%	Number	%
1 bedroom	878	10.9	15,972	7.4	2,723,171	11.6
2 bedrooms	2,364	29.4	51,905	24.1	6,394,723	27.3
3 bedrooms	3,211	39.9	85,975	40.0	9,373,469	40.0
4 or more bedrooms	1,587	19.7	61,227	28.5	4,944,722	21.1
Total: All households	8,040	100	215,079	100	23,436,085	100

Table A2.4 Household composition						
	Warminster		Wiltshire		England	
	Number	%	Number	%	Number	%
1-person aged 66 years and over	1,362	16.9	29,804	13.9	3,001,789	12.8
1-person other	1,195	14.8	30,770	14.3	4,050,440	17.3
Single family all aged 66 years and over	964	12.0	25,704	12.0	2,145,278	9.2
Single family married or civil partnership: No children	999	12.4	28,617	13.3	2,440,210	10.4
Single family married or civil partnership: Dep children	1,052	13.1	34,340	16.0	3,375,402	14.4
Single family married or civil partnership: Non-dep children	448	5.6	12,630	5.9	1,314,182	5.6
Single family cohabiting couple: No children	455	5.7	13,168	6.1	1,486,961	6.3
Single family cohabiting couple: Dep children	380	4.7	9,077	4.2	1,053,001	4.5
Single family cohabiting couple: Non-dep children	48	0.6	1,392	0.6	169,017	0.7
Single family lone parent family: Dep children	392	4.9	11,460	5.3	1,617,076	6.9
Single family lone parent family: Non-dep children	351	4.4	7,334	3.4	977,825	4.2
Single family other family composition	31	0.4	835	0.4	183,971	0.8
Other household types: With dep children	150	1.9	3,682	1.7	630,340	2.7

Other household types: Other, including all full-time students and all aged 66 years and over	226	2.8	6,268	2.9	990,594	4.2
Total: All households	8,053	100	215,081	100	23,436,086	100

Table A2.5 Population projections in broad age bands						
Projected Year	Aged 0 to 15	Aged 16 to 24	Aged 25 to 49	Aged 50 to 64	Aged 65+	All Ages
2018	94,516	43,614	150,262	103,835	105,837	498,064
2019	95,462	43,425	150,727	105,673	108,149	503,436
2020	96,525	44,075	151,649	107,547	110,169	509,964
2021	96,641	43,840	150,838	109,225	112,186	512,729
2022	96,424	43,784	150,040	110,705	114,407	515,363
2023	96,025	44,028	149,479	111,432	116,881	517,842
2024	95,407	44,452	149,334	111,557	119,468	520,213
2025	94,731	45,079	149,264	111,230	122,101	522,406
2026	93,803	45,977	149,298	110,399	124,974	524,449
2027	92,828	46,910	149,594	109,034	127,992	526,360
2028	91,906	47,672	149,932	107,623	131,058	528,192
2029	91,143	48,120	149,988	106,407	134,243	529,899
2030	90,434	48,482	149,785	105,476	137,347	531,520
2031	89,837	48,598	149,840	104,419	140,412	533,108
2032	89,175	48,756	149,989	103,398	143,383	534,697
2033	88,795	48,572	150,169	102,786	145,973	536,297
2034	88,543	48,363	150,318	102,181	148,504	537,907
2035	88,555	47,810	150,561	101,674	150,868	539,471
2036	88,616	47,233	150,887	101,152	153,180	541,068
2037	88,774	46,605	151,242	100,699	155,385	542,709
2038	89,037	46,144	151,229	100,858	157,151	544,419
2039	89,371	45,751	151,159	101,390	158,474	546,144
2040	89,760	45,378	151,229	102,009	159,488	547,864
2041	90,200	44,955	151,201	102,979	160,250	549,585
2042	90,685	44,670	151,195	104,026	160,733	551,310
2043	91,206	44,479	151,337	104,756	161,248	553,030
Change (No)	-3,310	865	1,075	921	55,411	54,966
Change (%)	-3.5%	2.0%	0.7%	0.9%	52.4%	11.0%

Source: Nomis

Affordability ratios

Table A3.2 Affordability (Median Prices)			Table A3.3 Affordability (Lower Quartile Prices)		
Year	England	Wiltshire	Year	England	Wiltshire
2011	6.80	8.27	2011	6.72	8.43
2012	6.77	8.44	2012	6.58	8.53
2013	6.76	8.10	2013	6.57	8.43
2014	7.09	8.35	2014	6.91	8.61
2015	7.52	8.83	2015	7.11	8.95
2016	7.72	9.55	2016	7.16	9.38
2017	7.91	9.54	2017	7.26	9.72
2018	8.04	9.80	2018	7.34	10.04
2019	7.88	9.68	2019	7.26	9.88
2020	7.86	9.58	2020	7.18	9.54
2021	9.05	10.32	2021	8.04	10.79

Source: ONS and Land Registry (price paid)

7. Appendix: Technical Appendix (explanation of key assumptions made in section 4)

Gross affordable need

- 7.1 We compare findings using data from housing register snapshot data (3 scenarios). This is sense checked with arc4 prevalence rate data and live table data from Gov.uk. Snapshot data is annualised using the basic needs assessment model (BNAM) as described in the good practice guidance.
- 7.2 Key outputs are reported in section 4 of the HNA. The following table underpins these outputs.

Row ref. #	Step	arc4 prevalence rates	Housing register Warminster NP area	Housing register Warminster community area	Housing register local connection	Housing register (pro rata)	Notes
1	Number of households in the area	8,053	N/A	N/A	N/A	N/A	Census 2021
2	Existing households in need	805.30	200.00	222.00	408.00	281	Affordable rented need
3	Proportion in affordable need	0.40	100%	100%	100%	100%	
4	Existing households in affordable need	322.12	200.00	222.00	408.00	281	Row 2 x row 3
5	Divide by 5 to convert to annual need	64.42	40.00	44.40	81.60	56.20	
6	Newly Forming households 5-year	624.11	624.11	624.11	624.11	624.11	SEH derived prevalence rate

7	Proportion in affordable need	66.00%	66.00%	66.00%	66.00%	66.00%	Arc4 prevalence rate
8	Newly forming household in affordable need 5 years	411.91	411.91	411.91	411.91	411.91	Row 6 x row 7
9	Newly forming households per annum	82.38	82.38	82.38	82.38	82.38	
10	Deduct those seeking to leave Warminster	41.19	41.19	41.19	41.19	41.19	50% may wish to leave (estimate)
11	Uplift to register data for affordable home ownership demand	N/A	26.74	26.74	26.74	38.96	assumed 40% of rows values 5+8 (Core policy 43)
12	Total GROSS annual flow of households in affordable need (rounded)	106	108	112	150	136	Sum of rows 5, 10 and 11 as applicable

- 7.3 Row 12 is presented as rounded numbers. It is noteworthy that the findings based upon prevalence rates, Warminster and Warminster community area needs are very similar.
- 7.4 Regarding the uplift for affordable home ownership, we have assumed a 40:60 ratio affordable home ownership to affordable rented need based upon Local Plan Core Policy 43.
- 7.5 Regarding the housing register pro rata sense check:

- the aim is to establish what share of the districts affordable need would apply to Warminster using the district level housing register numbers. NB the snapshot number supplied by the council should be regarded as net of supply.
- the Warminster to Wiltshire household number ratio is taken from the census 2021 i.e. $8,053/215,081 = 3.744171\%$;
- we have taken the average of 3 years completions from LT1011C and new lettings from CORE social housing lettings; and
- we have used the latest housing register number as supplied by the council.

7.6 The computation of gross and net need at district and Warminster level is as follows.

Table 7.2 Arriving at gross and net need from existing households form the district level housing register

					District	Warminster pro Rata	Rounded output
Current housing register per local authority					4,912	183.91367	184
Social and affordable vacancies (CoRe)							
	Year 1	Year 2	Year 3	Average			
	18/19	19/20	20/21				
	2234	2220	1870	2,108	78.9271205		
Completions (LT1011c)							
	18/19	19/20	20/21				
Social rent	2	19	61				
Affordable rent	511	496	351				
Total rent	513	515	412	480	17.9720198		
Shared ownership	264	304	297	288	10.7956925		
Total					28.7677123		
Summary							
		Gross need	Supply plus net need	7,500	280.81		281
		Supply	2108+480	2,588	96.89		97
		Net need		4,912	183.91		184

7.7 Arc4 prevalence rates for existing households in affordable need are derived by aggregating recent household surveys undertaken by arc4. When weighted, the sample is some 2.5m households across England. Prevalence rates for newly forming households are derived from the Survey of English Housing (average value over 3 years).

Assumptions made in estimating future affordable housing supply

- 7.8 Our experience and the good practice guidance tell us that it is very difficult to get an accurate reading of the flow of affordable housing supply:
- stock is often confused with supply;
 - it fluctuates on an annual basis;
 - new build housing distorts the background level of supply (and need);
 - whilst we acknowledge that it is important to take future new build housing into account there is no certainty that sites with planning consent will be developed;
 - in line with the NPPF, supply of social and affordable rented housing must be separated from supply of affordable home ownership such as shared ownership; and
 - there is currently a negligible supply of affordable home ownership vacancies in most local authority areas.
- 7.9 Taking all of the above into account, we have developed a supply model that improves upon the basic needs assessment model. This appears as table 5.14 in the report.

Summary of extant planning consents and allocated sites as of February 2023

- 7.10 We only take into account committed future supply for newbuild housing. This is obtained from the Wiltshire Council planning portal and documents that detail the council's 5-year land supply trajectory as at 2021, published in 2022.
- 7.11 The following screenshot compilation summarises sites in the trajectory affecting Warminster.

Site Address	Site reference	Committed dwellings outstanding at April 2021	Units under construction	Completions to date	Losses to date	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	Settlement / CA Remainder
North and West Wiltshire HMA													
Grand Total		12,870	740	2,024	67	1,359	1,288	1,285	1,178	759	1,322	1,256	
Total Small permitted sites (see Appendix 2)		1,098	53	29	11	363	311	163	58	27	15	7	
Land at the proposed West Warminster Urban Extension North of Victoria Road & to the West of Bath Road Comprising approx. 84 hectares Warminster	15/01800/OUT	1000	0	0	0	0	0	0	70	75	100	100	Warminster
Land East of Damask Way and East of Upper Marsh Road and North of Smallbrook Lane, Warminster BA12 9PP	17/12348/OUT	28	0	0	0	0	0	0	0	0	13	15	Warminster
Land north of Grovelands Way Warminster BA12 8TB	W17.5360	72	0	0	0	0	0	0	0	0	30	30	Warminster
Land north of Grovelands Way Warminster BA12 8TB	W17.5360	45	0	0	0	0	0	0	0	0	0	0	Warminster
Land to west of St Andrews Road Warminster Wiltshire	W17.11145	45	45	157	0	45	0	0	0	0	0	0	Warminster
Former Commercial Nursery, Barbers Farm, High Street, Chapmanslade, Wiltshire, BA13 4AL	18/06223/FUL	43	0	0	0	0	20	23	0	0	0	0	Warminster CA Remainder
3 High Street, Warminster, BA12 9AG	19/04315/FUL	11	0	0	0	0	0	5	6	0	0	0	Warminster
Land North of Folly Farm Warminster	19/09428/FUL	46	0	0	0	0	20	26	0	0	0	0	Warminster
Land North West Of Boreham Mill Bishopstrow Road Warminster	19/07647/REM	34	0	0	0	0	17	17	0	0	0	0	Warminster
Total Large permitted and 'subject to S106' sites		8,950	687	1,995	56	968	850	823	633	314	512	506	
West of Warminster (South of Victoria Road/Bugley Barton - Persimmon)	WCS/NW7	227	0	0	0	0	0	0	0	0	47	60	Warminster
Bore Hill Farm	H2.8	70	0	0	0	0	0	0	0	0	30	40	Warminster
Total adopted Site Allocations Plan allocations		2,043	0	0	0	0	25	96	196	115	333	325	

7.12 The following table 7.3, is a summary of sites in the 5-year land supply trajectory. These numbers feed into our net affordable need table 4.1 first scenario – sites within the neighbourhood plan boundary.

Table 7.3 Within neighbourhood plan area per 5-year Wiltshire Council land supply 2021							
Site	Capacity	2023/4	2024/5	2025/6	2026/7	2027/8	Total delivered 2023/28
West Warminster Urban Extension	1,000	0	70	75	100	100	345
East of Damansk Way	28	0	0	0	13	15	28
North of Grovelands Way	72	0	0	0	30	30	60
North of Grovelands Way	45	0	0	0	0	0	0
West of St Andrews Road	45	0	0	0	0	0	0
3 High St	11	5	6	0	0	0	11
North of Folly Farm	46	26	0	0	0	0	26
North West of Boreham Mill	34	17	0	0	0	0	17
West of Warminster	227	0	0	0	47	60	107
Bore Hill Farm	70	0	0	0	30	40	70
Totals	1,578	48	76	75	220	245	664
30% affordable housing yield	473	14	23	23	66	74	199
Social/Affordable rent (60%)	284	9	14	14	40	44	120
Affordable home ownership (40%)	189	6	9	9	26	29	80

7.13 Table 7.4 summarises additional sites that the neighbourhood plan steering group brought to our attention. Affordable housing implications of the first site are unclear at this early stage of the planning process.

Table 7.4 Within neighbourhood plan area extra to the 5-year Wiltshire Council land supply 2021

Site	Capacity	2023/4	2024/5	2025/6	2026/7	2027/8	Total to be delivered 2023/28
*Police Cottages station road	8	0	0	0	0	0	Uncertain at this point
**Crescent Place 35 Portway	43	13	30	0	0	0	43
Totals	51	0	0	0	0	0	0
30% affordable housing yield	N/A	0	0	0	0	0	0
Social/Affordable rent (60%)	0	0	0	0	0	0	0
Affordable home ownership (40%)	0	0	0	0	0	0	0
* Prior approval application under consideration ref PL/2023/00227. Delivery is uncertain.							
** See officer's report 20/06550/FUL. No affordable housing on or offsite.							

7.14 Table 7.5 indicates the implications of a site outside the neighbourhood plan boundary but within the community area and feeds into Table 4.2.

Table 7.5 Outside but adjacent to the neighbourhood plan area per 5-year Wiltshire Council land supply 2021

Site	Capacity	2023/4	2024/5	2025/6	2026/7	2027/8	Total delivered 2023/28
Barters Farm	43	23	0	0	0	0	0
Totals	43	23	0	0	0	0	0
30% affordable housing yield	13	7	0	0	0	0	0
Social/Affordable rent (60%)	8	4	0	0	0	0	4
Affordable home ownership (40%)	5	3	0	0	0	0	3

The emerging Local Plan

7.15 Here we consider the impact of the emerging local plan and the future housing requirement for Warminster.

7.16 The emerging replacement Local Plan (2020 to 2038) needs to be acknowledged in this technical appendix. The Wiltshire Council publication, *Planning for Warminster* published in 2021, indicates a housing requirement for Warminster of 2,050 additional dwellings 2016 to 2036. This is an increase over the current local plan number of 1,920. The document also lists 9 sites that have been identified to enable delivery, noting that 1,816 homes were in its delivery pipeline as at 2019.

7.17 A number of uncertainties and inconsistencies are noteworthy.

- 7.18 The emerging plan period has changed from 2016 to 2026 and we have no information as to whether the indicative housing requirement has also changed.
- 7.19 There is no certainty about the housing requirement that will be in the new local plan when it is adopted as a consultation draft is not yet published, the plan is yet to be inspected and the Government method for arriving at the LPA housing need and requirement is under review.
- 7.20 It is difficult to reconcile the development pipeline stated in *Planning for Warminster* to our assessment of the pipeline as stated above as:
- the naming of the 9 sites listed in *Planning for Warminster* is not consistent with the 10 sites listed in table 7.3, so comparison is difficult (although they are all sites identified within Wiltshire Strategic Land Availability Assessment).
 - the brief for this HNA is to consider the scale of unmet housing need for the Warminster Neighbourhood Plan area which differs from the Warminster Community area;
 - as identified by the neighbourhood plan steering group, some sites may be outside the neighbourhood plan area (table 7.5).
 - our definition of committed supply differs to the council's development pipeline as we do not regard sites without planning consent as being committed supply.
- 7.21 Because of the above factors the basis for this HNA is an estimate of future unmet housing need per annum over a 5-year period taking into account supply from vacancies and supply from future new build that is grounded in evidence of actual delivery rather than forecast delivery.