

Housing need and demand:

We NEED to build socially and environmentally beneficial housing

24th March 2022

Jackie Copley, Planning Manager, CPRE Lancashire, Liverpool City Region and Greater Manchester

Andrew Wood, Spatial Planning Lead, national CPRE



Spatial inequality: There is a 20-minute walk between these two photos, and a 20-year difference in healthy life expectancy.



People without decent homes

Published 8 October 2020

The data shows that:

- in the 2 years to March 2019, an average of 18% of White British households lived in a non-decent home
- households from the Mixed White and Asian (4%), Chinese (5%) and Indian (11%) ethnic groups were less likely to live in a non-decent home than White British households
- Mixed White and Black African households (33%) were more likely to live in a non-decent home than White British households

People **NEED** decent homes, and they aren't getting them

People **NEED** homes they can afford to heat, but they aren't getting them

[Cost of living crisis: Poorly insulated homes to face £320 'surcharge' in April - The Big Issue](#)

Six million poorly insulated homes to face £320 'surcharge' from April



The government is looking at scrapping a scheme that makes low-income homes more energy efficient.

EVIE BREESE | 1 Mar 2022

Families living in homes with an **energy efficiency** rating E or worse will face annual heating bills at least £320 higher than those living in C-rated homes from April, according to new research from the Resolution Foundation.

People **NEED** to be able to access their homes without depending on cars, but they can't

[CPRE-Transport-Deserts-A-summary-Apr-2020.pdf](#)



Top stats:

- Across the north east and south west of England, 56% of small towns have become transport deserts or are at risk of becoming one.
- Approximately 200,000 people living in small towns in these areas have access to just one commuter bus per hour at peak times for their whole community.
- Two-thirds of small towns across the north east and south west of England have no train station connecting them to the national rail network.

People **NEED** outside space for children and for social cohesion, but they don't get it



The amount of land devoted to the car often means that homes are crowded together and with few urban trees or grass verges and pavements the effect is far from village-like. Gardens are small.



Do these people live on a street or a car park? We saw new estates for garden towns which really had hardly any garden.

[garden-village-visions.pdf](#)
([transportfornewhomes.org.uk](#))



Street names often pertained to village and country themes but walking connections to the real countryside were it seemed, neglected.



We saw that a number of garden communities would be hard to connect to other places by pedestrian or cycle routes because big roads posed a barrier.

Table 2. Average density of residential addresses within the Green Belt and outside of the Green Belt. Data Source: MHCLG Land use change statistics ⁸

	Within the Green Belt	Outside the Green Belt
2013-2014	18	32
2014-2015	16	32
2015-2016	14	32
2016-2017	21	32
2017-2018	14	31
2018/2019	N/A	N/A

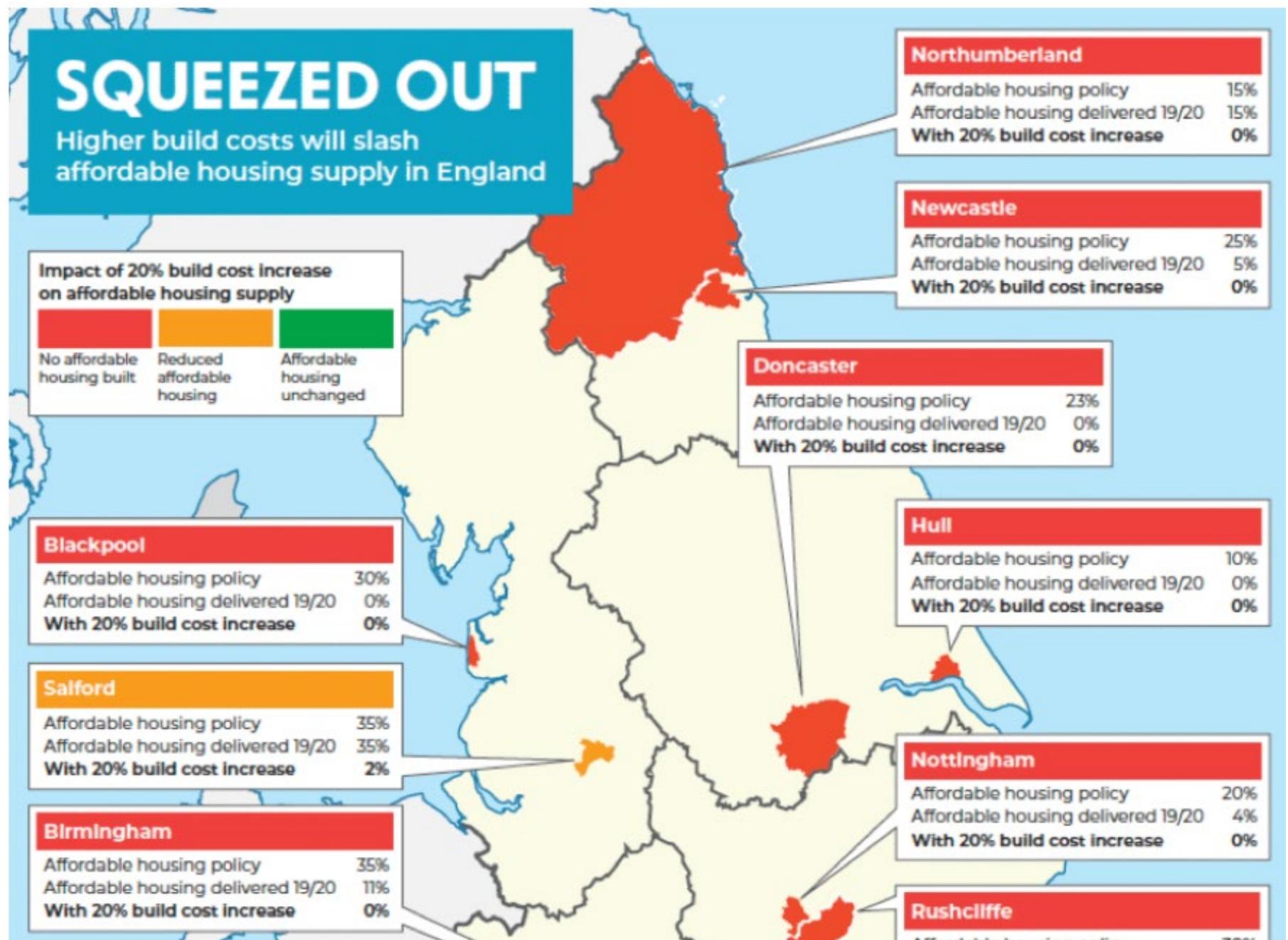
[CPRE-State-of-the-Green-Belt-report February-2021.pdf](#)

People **NEED** land to be used efficiently through increased housing densities, to maintain access to nature and open space. But when Green Belt land is developed, it happens at very low densities.

People **NEED** homes that will be habitable in a changing climate, but they aren't getting them.



At the very least, people **NEED** existing policies to be implemented, but they aren't





The system is currently only really benefitting one sector.

Construction Enquirer

Persimmon makes £66,000 profit per house

Grant Prior

3 weeks ago

Share



Persimmon has unveiled pre-tax profits of £966.8m for last year while making margins of 31.4%.

The house building giant completed 14,551 homes in 2021 with an average selling price of £237,078 and an average profit of £66,442 per home.

Shareholders received dividends of £748m during 2021 with similar returns earmarked for this year.

[Persimmon makes £66,000 profit per house | Construction Enquirer News](#)

**Thinking about numerical housing targets:
How many houses should the UK build in future which:**

- Are not zero-carbon and low energy?
- Lack decent internal space standards?
- Reinforce, rather than address, spatial inequalities?
- Are in car-dependent locations?
- Are at densities too low to support walkable amenities and public transport?

**Thinking about the presumption in favour of sustainable development:
What are the social, environmental and economic impacts of building
homes which:**

- Are not zero-carbon and low energy?
- Lack decent internal space standards?
- Are beyond the price range of people who don't currently have a home that suits their needs?
- Are in car-dependent locations?
- Are at densities too low to support walkable amenities and public transport?

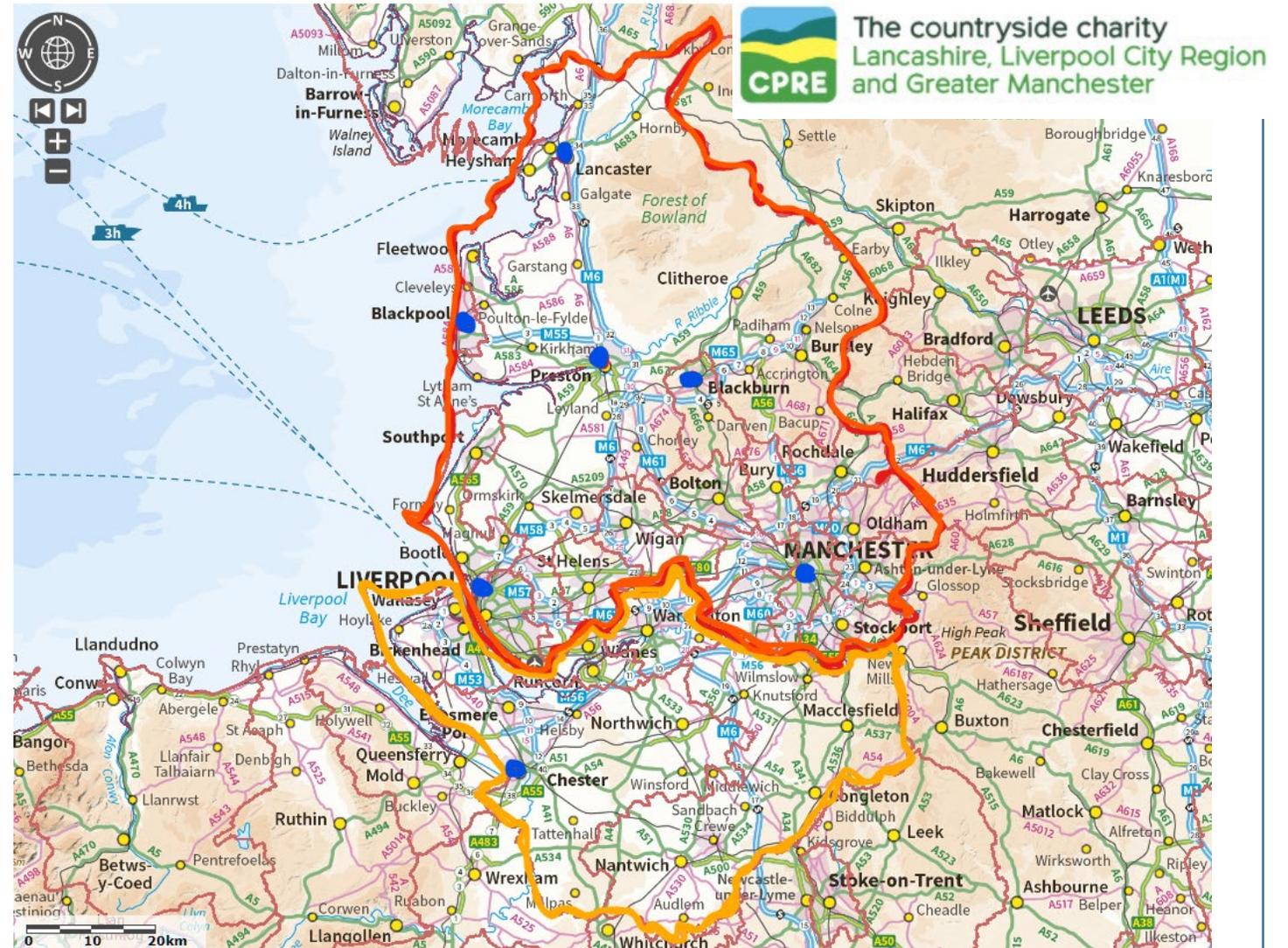
Do these impacts outweigh the benefits of meeting numerical targets?

Lancashire, Liverpool City Region, Greater Manchester is in the red and Cheshire in orange.

The cities of Blackpool, Blackburn, Chester, Lancaster, Liverpool, Manchester, Preston and towns. They share an industrial legacy with accessible brownfield sites.

Countryside areas are focused on the Forest of Bowland, Fylde Peninsula, West Lancashire, Pennine Hills and Cheshire plain with estuarine habitats of the Wirral Peninsula.

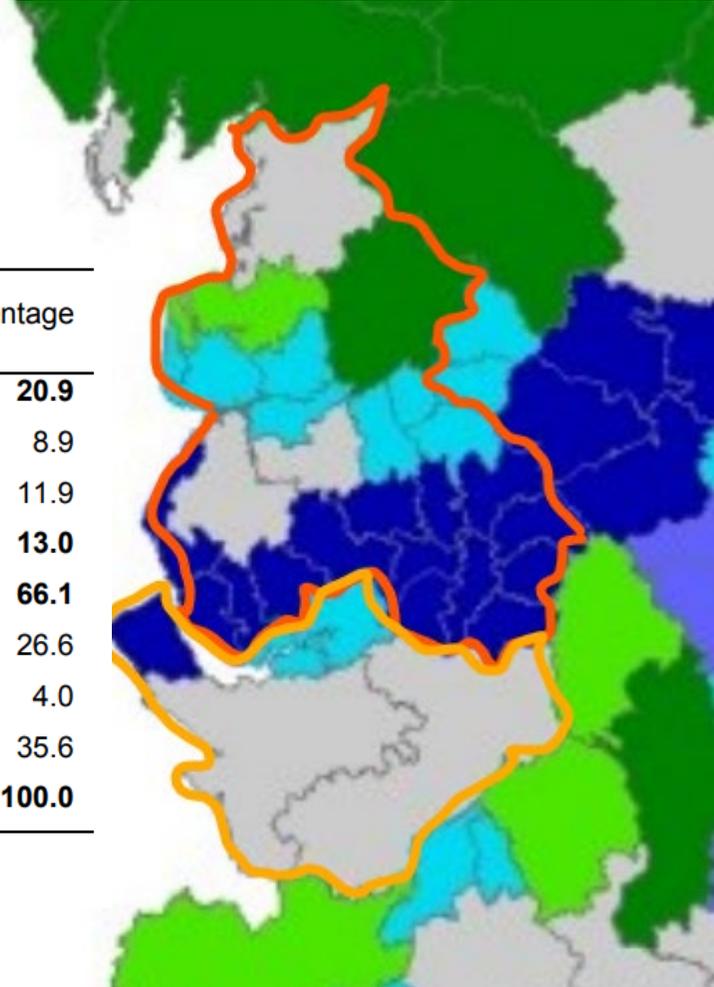
Developers seem to target housing in rural areas as land is more affordable and values are high. A higher profit.



Green is predominately rural with >50% of the population lives in a rural area. Blue >74% lives in urban area.

	Rural-urban category	Resident population	Percentage
	Predominantly rural	11,058,000	20.9
1	 <i>Mainly rural</i>	4,723,000	8.9
2	 <i>Largely rural</i>	6,335,000	11.9
5	 Urban with significant rural	6,898,000	13.0
	Predominantly urban	35,057,000	66.1
9	 <i>Urban with city and town</i>	14,078,000	26.6
0	 <i>Urban with minor conurbation</i>	2,107,000	4.0
15	 <i>Urban with major conurbation</i>	18,872,000	35.6
	Total England	53,013,000	100.0

Source: Rural-Urban Classification applied to 2011 Census data



The Table shows HDT performance.

The highest performance is at the top. 24 LPAs achieved more than 100%. Burnley was highest with 434%. These have no HDT consequence.

The lowest performance is at the bottom, Bury with 52%. Along with Rossendale and Warrington it achieved <75% and has the consequence of a presumption. Local Plan absent in these cases (N.B. Rossendale adopted its in Dec 2021).

Trafford and Bolton have a buffer applied <85%. Also local plans are out of date. Tameside, Oldham and Stockport require action plans as they achieved <95%. The Greater Manchester Spatial Plan is awaiting examination

Arguably, if Government's NPPF was working we should see at the top of the table the blue authorities and green at the bottom.

Area Name	Rural/Urban	HDT Result	Consequence
Burnley	Urban with city or town	434%	None
Knowsley	Urban with major conurbation	410%	None
Preston	Pendle	393%	None
Ribble Valley	Mainly Rural	369%	None
Hyndburn	Urban with city or town	353%	None
Cheshire West and Chester	Urban with Rural	340%	None
Blackburn with Darwen	Urban with city or town	313%	None
Cheshire East	Urban with Rural	300%	None
Blackpool	Urban with city or town	295%	None
Salford	Urban with major conurbation	287%	None
West Lancashire	Urban with Rural	272%	None
South Ribble	Urban with city or town	243%	None
Pendle	Urban with city or town	227%	None
Halton	Urban with city or town	196%	None
Fylde	Urban with city or town	194%	None
St. Helens	Urban with major conurbation	187%	None
Wyre	Predominately rural	176%	None
Wigan	Urban with major conurbation	174%	None
Liverpool	Urban with major conurbation	172%	None
Manchester	Urban with major conurbation	169%	None
Rochdale	Urban with major conurbation	169%	None
Chorley	Urban with Rural	141%	None
Lancaster	Urban with Rural	137%	None
Wirral	Urban with major conurbation	99%	None
Stockport	Urban with major conurbation	92%	Action plan
Oldham	Urban with major conurbation	91%	Action plan
Tameside	Urban with major conurbation	91%	Action plan
Trafford	Urban with major conurbation	79%	Buffer
Bolton	Urban with major conurbation	77%	Buffer
Warrington	Urban with city or town	72%	Presumption
Rossendale	Urban with city or town	57%	Presumption
Bury	Urban with major conurbation	52%	Presumption

Lancashire authorities

Rossendale is least well performing with 294 homes delivered over the past 3 years rather than target of 515 equal to 57% and a presumption.

All other authorities have exceeded the target with 9 achieving over 200%.

Should we see Ribble Valley a mainly rural area over delivering housing by 369%? Decline in brownfield development.

Many off local plan sites have come forward, often at appeal. HDT means LPAs will not defend decisions. Surrender.

Liverpool City area is seeking to encroach into West Lancashire as the SHELMA states it is part of the functioning housing market area.



Liverpool City Region

Argued for less housing. Even GL Hearn who wrote the SHELMA said due to economic uncertainty a reduced scale would be identified today.

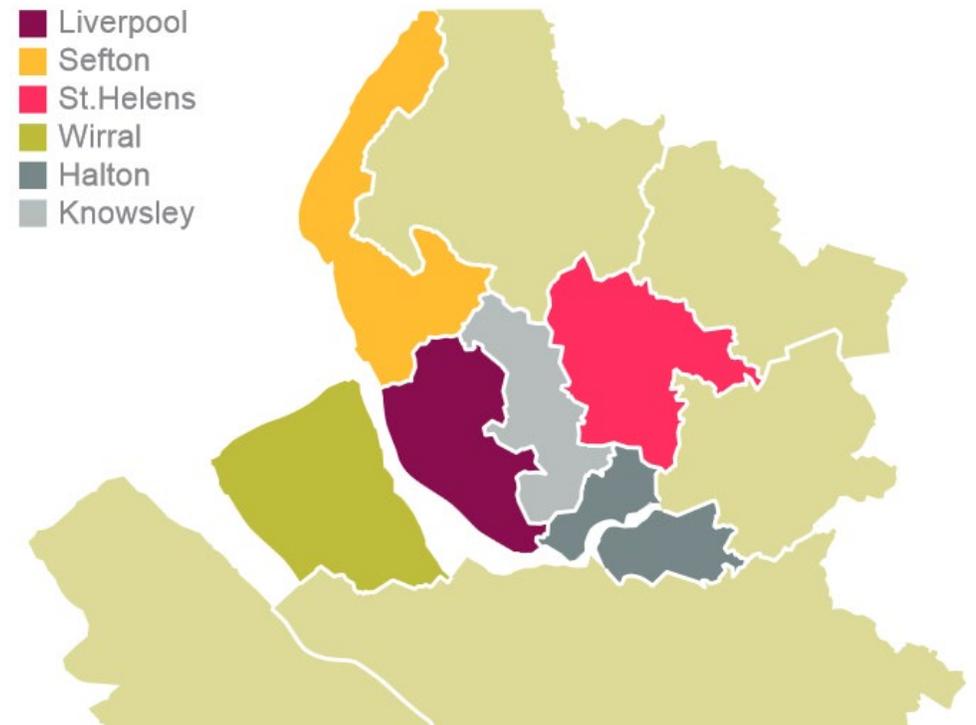
Sefton – hired a demographer, John Hollis. Inspector said with info before him he agreed with a mid range forecast and not optimistic.

St Helens, Inspector not convinced to reduce.

Wirral Green Space Alliance – Success at Submission plan focused on brownfield with no Green Belt for housing or safeguarding.

Halton - local plan being progressed

Knowsley – as soon as local plan adopted, a Garden Village in Green Belt was promoted at Halsneed.



Greater Manchester

As shown in the HDT performance all LPAs are performing at the bottom of the table.

In February the Places for Everyone Spatial Plan was submitted for examination.

Brownfield Preference, although Green Belt sites identified.

Stockport dropped out of the Joint Development Plan due to Green Belt loss threatened and is going it alone.

Piers Elias provided opinion that housing number was 30k too high and the figure was reduced by this amount.

Government housing deal on basis of ONS 2014



Cheshire

Area Name	Number of homes required			Total number of homes required	Number of homes delivered			Total number of homes delivered	Housing Delivery Test: 2021 measurement	Housing Delivery Test: 2021 consequence
	2018-19	2019-20	2020-21		2018-19	2019-20	2020-21			
Warrington	887	786	569	2243	503	541	571	1615	72%	Presumption
Trafford	1335	1247	911	3493	970	723	1076	2769	79%	Buffer
Stockport	1087	1009	718	2814	729	1299	551	2579	92%	Action plan
Wirral	794	731	519	2044	632	818	565	2015	99%	None
Halton	264	233	164	660	597	601	97	1295	196%	None
Cheshire East	1101	1004	711	2816	3016	3094	2331	8442	300%	None
Cheshire West and Chester	641	557	389	1586	2154	1861	1373	5387	340%	None

DEMAND SIDE

- Best practice requires use of up to date data
- Commissioned demographers to argue against the high housing requirements –find flaws in calculations.
- Call for more affordable housing in rural places. Definition is problematic.

SUPPLY SIDE

- Brownfield Land Register Toolkit – help identify more sites. Too many sites considered ‘unsuitable’. How can unsuitable sites more to suitable?
- A local plan ought to support a more genuine brownfield preference with targets.
- Density

How to fix the problem: some ideas #1

Move away from algorithmic approaches and focus on how to develop PLACES to make them more sustainable:

- Housing market assessment and affordability are key evidence, but “here’s a big number, how will you distribute it?” is not strategic. (35% urban uplift is especially arbitrary)
- Redefine affordability by household income compared to housing overheads (mortgage, rent, utilities).
- Stop conflating need and demand: genuine need must be the strategic priority, and focusing on demand appears to reinforce spatial inequalities.
- Most neighbourhoods will have some unsustainable characteristics: how can new development address them?

How to fix the problem: some ideas #2

Enable tenure mix to be locked in at site allocation stage:

- May need changes Use Classes Order and Article 4 provisions changes
- Would enable land supply to be segmented so total housing number does not translate into land only for volume housebuilders – instead ensures land is available for other providers.
- Could also help increase diversity of parties seeking to influence plan-making.

How to fix the problem: some ideas #3

Make strategic carbon reduction (and therefore energy performance and walkability) key tests of soundness for local plans (so that housing targets are not the only measure).

How to fix the problem: some ideas #4

Break the market's dominance of the evidence base that feeds into planning:

- The previous three changes could help this by default
- Academic and NGO research – vital for social impacts/inequalities
- Authenticating citizen-generated data – especially biodiversity and heritage
- Citizen's Assembly model – already working for climate action planning

Some resources from CPRE and partners

[Recycling our land : state of brownfield 2021](#)

[Countryside next door: state of the Green Belt 2021](#)

[Local Green Space: a tool for people and nature's wellbeing 2022](#)

[Transport for New Homes: Garden Villages and Towns – Visions and Reality 2020](#)

[Outpriced and overlooked: Why young people feel forced to leave rural areas 2021](#)

[Investing in rural affordable housing after the pandemic 2020](#)