

Affordable Housing Need Report.

Land Paddock Road /Moor Lane, Kirkburton, Huddersfield.

On behalf of Persimmon Homes.

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Executive Summary

This report has been produced by Pegasus Group on behalf of Persimmon Homes to assess the need for affordable homes within the administrative area of Kirklees Council, with a particular focus on the settlement of Kirkburton. The main findings to emerge from the analysis are summarised below:

- National and local planning policy are strongly supportive of the delivery of affordable housing. Policy LP11 of the Kirklees Local Plan (2019) requires the provision of a 20% affordable housing on qualifying sites.
- Demographic evidence indicates that Kirklees has grown by circa 6% since the 2011 census. However, the population of Kirkburton Ward, where the proposed development is set, has decreased over the same period. In addition, Kirkburton has an older age profile when compared to the rest of Kirklees, as well as regional and national comparators. The ageing nature of the population in Kirkburton and reducing population is likely to be, at least in part, due to a limited supply of new housing in the recent past. The Local Plan allocated just 95 dwellings to the settlement of Kirkburton / Highburton over the plan period; this is equivalent to 0.3% of the plan period housing requirement. To reverse these trends and maintain a balanced and sustainable economy, there is a need to deliver housing that also meets the needs of working-age households, including access to affordable housing products to support household formation and retention within the area
- The Kirklees Local Plan Update (2019) makes provision for at least 31,140 dwellings over the plan period (2013–2031) or an average of 1,730 dwellings per annum. However, the plan has failed to deliver this quantum of housing in any year to date. This under-delivery has led to the Council being unable to demonstrate a five-year housing land supply or meet the requirements within the Housing Delivery Test.
- The pro-longed and acute under-delivery is exacerbated by the fact that the current Local Housing Need figure significantly identifies a need for 1,927 dwellings per annum an 11% uplift on the plan requirement. There is, therefore, a clear need for an uplift in housing delivery if the Council is to meet the area's housing needs.
- The delivery of affordable housing has consistently fallen below identified need within the Council's Strategic Housing Market Assessment (SHMA). The Council's evidence indicates an annual requirement for approximately 1,049 affordable homes, this is substantially above the levels delivered throughout the plan period to date. The full need for affordable housing identified in SHMA can only be met if the identified backlog is met over the full 18-years of the plan period. However, this has significant social and economic implications for households in desperate need of appropriate housing now.
- Affordable housing delivery in Kirkburton ward has been especially limited, with only 11 affordable homes delivered since 2021/22 and no affordable completions in the last two monitoring years. This represents a clear localised shortfall when compared with delivery across Kirklees as a whole.
- The demand in Kirkburton is very high. Average bid levels are way more than the limited number of affordable homes advertised over the last three monitoring years. This means many households cannot access the housing they require and demonstrates that local affordable housing supply is not keeping pace with need.

- The following assessment therefore identifies a clear and demonstrable need for additional affordable housing both within the Kirklees area as a whole and specifically within Kirkburton. The provision of affordable housing as part of the proposed development will make a meaningful contribution towards addressing this identified need.

1. Introduction

Scope and Purpose

- 1.1. This report has been produced by Pegasus Group on behalf of Persimmon Homes to assess the need for affordable homes in the administrative area of Kirklees Council focusing on the settlement of Kirkburton. The following issues are considered.
1. **What is the policy context?** The report considers the existing policy context and evidence within the Kirklees Local Plan area.
 2. **How has affordability changed?** The report analyses affordability ratios and house prices in Kirklees and looks at how they have changed over time.
 3. **How has tenure in Kirklees changed over time?** Data is presented from the 2011 and 2021 Census' on how the tenure profile in Kirklees has changed over time compared to regional and national averages.
 4. **How many affordable homes have been delivered in Kirklees?** Data is presented on affordable housing delivery in Kirklees and how delivery has compared to the identified needs for affordable housing.
 5. **What is the current need for affordable housing?** The report analyses data on the current demand for affordable housing within Kirklees and the settlement of Kirkburton.

Proposed Development

- 1.2. This report relates to the proposal by Persimmon Homes of an application for outline planning permission for up to 160 dwellings on land at Paddock Road / Moor Lane, Kirkburton, Huddersfield. This will include the provision of 35% (56) affordable dwellings.



Figure 1– Proposed Site Location Plan

Report Structure

1.3. The report is structured as follows:

- **Section 2** provides an overview of the policy context in relation to affordable housing.
- **Section 3** considers the Council’s existing evidence base in relation to affordable housing in the area.
- **Section 4** presents data on the population and housing dynamics in Kirklees. Data includes population growth, housing affordability and tenure profile. In addition, the affordability of housing within the immediate location of the site is considered.
- **Section 5** looks at housing delivery and demand in Kirklees and the area of Kirkburton, drawing on data provided as part of a Freedom of Information (FoI) request.
- **Section 6** provides a conclusion on the data presented in the preceding sections and what this means for affordable housing need in Kirklees.

2. Planning Policy Context

Introduction

- 2.1. This section provides an overview of the current policy context for affordable housing within the administrative area of Kirklees.

National Policy and Guidance

- 2.2. The National Planning Policy Framework (December 2024), last updated February 2025 sets out the government's planning policies for England and how these are expected to be applied. The National Planning Policy Framework (NPPF) is a material consideration in planning decisions.

- 2.3. Under the heading 'Achieving sustainable development', paragraph 8 of the Framework states:

"Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

- *an economic objective – to help build a strong, responsive and competitive economy, by ensuring that **sufficient land of the right types is available in the right places and at the right time to support growth**, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;*
- *a social objective – to support strong, vibrant and healthy communities, by ensuring that **a sufficient number and range of homes can be provided to meet the needs of present and future generations**; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and*
- *an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy."* (our emphasis).

- 2.4. Paragraph 61 of the NPPF considers the delivery of a sufficient supply of homes' stating:

*"To support the Government's objective of **significantly boosting the supply of homes**, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay. The overall aim should **be to meet an area's identified housing need**, including with an appropriate mix of housing types for the local community."* (our emphasis)

- 2.5. Paragraph 62 identifies that to determine the minimum number of homes required within an area this should be determined by a standard method set out within the Planning Practice Guidance (PPG). At the time of the publication of the NPPF an updated standard

method to determine local housing needs was also introduced. This is discussed in greater detail within the local policy section below.

- 2.6. Paragraph 63 considers housing needs for different groups and states:

“Within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing (including Social Rent); families with children; looked after children; older people (including those who require retirement housing, housing-with-care and care homes); students; people with disabilities; service families; travellers; people who rent their homes and people wishing to commission or build their own homes.”

Draft NPPF, December 2025

- 2.7. On 16th December 2025 the government published a draft update to the NPPF for consultation. The consultation closed on 10th March 2026. At the time of writing the update to the NPPF remains in draft and hence limited weight should be attached to its contents. It is, however, clear that the government remains committed to the delivery of affordable homes.
- 2.8. The update broadens the definition of affordable homes through the inclusion of Service Family Accommodation. It seeks to support the delivery of social and affordable homes by requiring authorities to set specific requirements for social rent homes, and strengthens support for mixed tenure development, responding to the government’s commitment to better support the provision of social and affordable housing in rural areas.
- 2.9. It also makes clear that development proposals which meet or exceed relevant development plan requirements for affordable housing should benefit from a more flexible approach relating to the size of market homes provided.

Local Plan

- 2.10. The extant Local Plan for the area is the Kirklees Local Plan. This plan was adopted in February 2019.
- 2.11. The Kirklees Local Plan sets out the long-term vision and strategy for growth across the district to 2031. The Plan seeks to deliver sustainable growth that supports the economy, addresses housing needs and reduces inequalities. In doing so, it places significant emphasis on the delivery of a range of housing to meet the needs of all sections of the community.
- 2.12. This vision is reflected within the strategic objectives of the Local Plan, which seeks to ensure that sufficient housing is delivered to meet identified needs, including the provision of affordable homes. The Plan recognises that improving access to housing is fundamental to creating strong, balanced and inclusive communities.
- 2.13. The key policies relating to housing delivery and affordable housing provision are set out below:

Spatial Development Strategy

- 2.14. The spatial development strategy sets out a minimum housing requirement of 31,140 dwellings over the plan period 2013 to 2031, this is at an average rate of 1,730 dwellings per annum (dpa). Development is proposed to be concentrated in the urban areas of Huddersfield and Dewsbury. Other settlements across Kirklees are also anticipated to deliver additional housing. The settlement of Kirkburton / Highburton was identified to deliver 95 homes over the plan period.

Policy LP3: Location of new development

- 2.15. Policy S3 establishes that development proposals will be required to reflect the spatial strategy, reflecting the settlements size and function and the need to provide for new homes and jobs.
- 2.16. The policy further notes that development will be permitted where it supports the delivery of housing and employment growth in a sustainable way, taking account of several criteria, including; the need to maintain a supply of specific deliverable sites and ensuring delivery of housing and jobs in smaller settlements to meet local housing and employment needs.

Policy LP11: Housing Mix and Affordable Housing

- 2.17. The policy sets out the Council's approach to securing affordable housing through new residential development. It recognises a shortfall in affordable homes across Kirklees. The policy identifies that for schemes of 10 or more homes 20% of the houses provided should be affordable. It also seeks to encourage a higher proportion of affordable homes on sites.
- 2.18. The policy also states that sites of 10 or more of 0.4ha or greater will be required to provide an appropriate mix of housing. The policy is supported by an Affordable Housing and Housing Mix SPD, adopted in March 2023. The SPD provides guidance on the implementation of the policy.

Emerging Local Plan

- 2.19. Work on the Kirklees Local Plan update commenced in November 2023 following a review of the Kirklees Local Plan adopted 2019 where it was determined that the plan, including its housing requirement was out of date.
- 2.20. Engagement on the emerging local plan has included a 'Call for Sites' exercise and an 'Early Engagement' consultation in late 2024 to early 2025. Following the publication of the new plan-making regulations on 25th March 2026, the Council has identified that it will commence a new plan under this system, suggesting they will publish a notice of intention to commence Local Plan preparation in July 2026.

Conclusions

- 2.21. National policy and guidance promote well located proposals for housing development. The December 2024 revisions to the NPPF and PPG have primarily focused upon boosting the supply of housing. This has resulted in the introduction of a new standard method for assessing local housing needs.

- 2.22. The need and desire by Government to increase housing delivery was stressed by the Secretary of State for Housing, Communities and Local Government, Angela Rayner MP, who on 12th March 2025 stated in her letter to local authority Leaders and Metro Mayors in England regarding the forthcoming Planning and Infrastructure Bill that:
- “...we all share not just a professional responsibility but a **moral obligation to see more homes built**, underpinned by the infrastructure that supports modern life. And we will only succeed in this mission if we work together... I have been encouraged to see local authorities up and down the country embracing the new rules and starting to approve more applications for more homes. **Policy matters – but it is incumbent on all of us to use it positively to meet the needs of the people we serve...** The Bill will speed up and streamline the delivery of new homes and critical infrastructure, helping us to meet our goals of building 1.5 million safe and decent homes in England...”* (Pegasus emphasis)
- 2.23. The extant local plan provides for at least 31,140 new homes across the district, equating to approximately 1,730dpa. This growth is focused on the urban areas of Huddersfield and Dewsbury with lower levels of growth distributed to other settlements including Kirkburton / Highburton.
- 2.24. The policy framework makes clear that affordable housing is a central component of this growth. The Local Plan, supported by the Affordable Housing and Housing Mix SPD, confirms that affordable housing should be secured on qualifying sites and that provision should be maximised wherever viable.
- 2.25. In this context, the delivery of affordable housing through new residential development in Kirkburton will make an important and necessary contribution toward addressing identified needs. The provision of affordable housing, particularly where it aligns with identified requirements, should therefore be afforded significant weight in the planning balance.

3. Council Evidence

Introduction

- 3.1. This section considers the Council's existing evidence base which supported the development of the local plan and other council strategies in relation to affordable housing.

Strategic Housing Market Assessment, 2016 (SHMA)

- 3.2. The SHMA provides the principal evidence base on affordable housing need within Kirklees and was used to support the development of policies within the extant local plan. It identifies need through analysis of existing backlog (current unmet need), newly arising need, and available affordable housing supply, resulting in a net annual requirement (or "imbalance") figure.
- 3.3. The SHMA identifies a net annual affordable housing need of 1,049 dwellings. This is based upon delivering the accrued backlog in affordable housing need (6,513) over a five-year period from the baseline of the assessment. This need is also split across the various areas of Kirklees identified in table 3.1 below. This suggests a high-level of need across most of the plan area.

Table 3.1: Net Affordable Need by sub-area

Sub-area	Net Affordable Need
Batley and Spen	315
Dewsbury and Mirfield	69
Huddersfield North	195
Huddersfield South	182
Kirklees Rural – East	106
Kirklees Rural – West	182
Total	1,049

Source: Kirklees SHMA, Table 7.8

- 3.4. During the examination of the Kirklees Local Plan an examination note (ref: ID8) was provided by the authors of the SHMA (Arc4). This stated that the:
- 3.5. *"...PPG does not specify the period over which backlog is cleared, but variant analysis indicates that the annual imbalance would reduce to 397 if the backlog was cleared over 10 years and an annual imbalance of 108 if the over the plan period (18 years)."*
- 3.6. The note went on to comment that because the Local Plan had set a 20% affordable housing target, this would equate to 346 affordable dwellings each year and was used as

justification for not increasing the housing requirement. It does, however, mean that a significant proportion of the backlog would not be delivered for a long period of time.

- 3.7. In addition to overall scale, the SHMA identifies the tenure split required to meet affordable housing needs, recommending a provision of approximately 55% affordable or social rent and 45% intermediate housing (such as shared ownership). This reflects both the need to support lower-income households unable to access market housing and the role of intermediate products in assisting access to home ownership.
- 3.8. Overall, the SHMA indicates that while there is a significant short-term pressure for affordable housing driven by backlog need, the underlying long-term requirement is comparatively modest and capable of being met through policy-compliant delivery.
- 3.9. It is understood that the Council is in the process of undertaking a detailed update to its SHMA. However, at the time of writing no details are available. It is, however, considered that a full review is long overdue. At the time of writing the SHMA has become 10-years old. Since this time there have been significant shifts in macro-economics, with issues such as the Covid-19 Pandemic and on-going costs of living crisis. In addition, there has been significant policy shifts including the introduction of a new method to determine local housing needs (LHN). Based upon a May 2026 calculation the LHN for Kirklees is now 1,927dpa.

Kirklees Dwelling Mix Analysis (2020–2031)

- 3.10. This document does not revise this headline affordable housing need figure but instead refines the understanding of affordable housing requirements, focusing on tenure balance, dwelling size, and spatial distribution across sub-areas. Overall, the 2020 evidence supports the strategic conclusions of the 2016 SHMA, while shifting emphasis towards the qualitative composition of affordable housing supply rather than increasing the overall requirement.

Kirklees Housing Strategy 2018–2023

- 3.11. The housing strategy sets out a long-term vision to ensure that residents have access to good-quality, affordable homes that support health, wellbeing and economic prosperity. It aims to create a balanced housing market by increasing the supply of new homes—particularly affordable and mixed-tenure properties—while also improving the quality, safety and energy efficiency of existing housing stock. Central priorities include meeting diverse housing needs, tackling homelessness, and delivering sustainable housing growth that supports thriving, attractive communities. The strategy emphasises partnership working between the council, developers and other stakeholders, recognising that collaborative action is essential to deliver more homes, reduce inequalities and enhance overall quality of life across Kirklees.
- 3.12. It is understood that work is currently underway to prepare a new Housing Strategy.

Kirklees Preventing Homelessness and Rough Sleeping Strategy (2024–2029)

- 3.13. The Kirklees Preventing Homelessness and Rough Sleeping Strategy (2024–2029) sets out a targeted approach to reducing homelessness and supporting vulnerable residents. Its core priorities include strengthening collaboration to secure appropriate accommodation, delivering early intervention to prevent homelessness, and improving access to safe, affordable long-term housing and temporary accommodation.

Kirklees Housing Delivery Test Action Plan, May 2025

- 3.14. The Kirklees Housing Delivery Test Action Plan (May 2025) has been prepared in response to the Council's failure to meet the relevant delivery targets in the Housing Delivery Test (HDT), which assesses whether local authorities are delivering sufficient new homes against their housing requirement. In respect of the most recent HDT result (2023) Kirklees' has only delivered 54% of its housing requirement over the preceding three years.

- 3.15. On 20 November 2025, new information was published on the number of net additional dwellings and bedspaces in residential institutions that were completed up until 2025. From this, Pegasus Group has estimated the likely 2024 and 2025 HDT results. In terms of the 2024 and 2025 results the Pegasus estimates suggest that whilst Kirklees performance will improve slightly it will still only achieve 58% and 62% respectively. The NPPF (paragraph 79) is clear that:

"where delivery falls below 75% of the requirement over the previous three years, the presumption in favour of sustainable development applies..."

- 3.16. The Action Plan provides commentary on the factors constraining housing delivery in the area. These include issues such as the availability and viability of housing sites, infrastructure constraints, market conditions, and delays in bringing forward allocated sites. It also reflects wider strategic challenges, including the absence of an up-to-date Local Plan housing requirement and pressures on maintaining a robust five-year housing land supply.
- 3.17. In response, the plan sets out a series of short- to medium-term actions aimed at accelerating housing delivery. These typically include proactive measures such as improving the supply and pipeline of deliverable sites, supporting the build-out of existing permissions, working closely with developers to overcome viability and infrastructure barriers, and using planning flexibilities where appropriate to bring sites forward more quickly.

Conclusions

- 3.18. The council's evidence base, most notably the SHMA, identifies a substantial and persistent need for affordable housing across the Kirklees, equating to approximately 1,049 dpa if the backlog is met over a five-year period. This represents a significant proportion of the overall housing requirement and highlights the scale of the challenge associated with meeting identified need.
- 3.19. The SHMA is now 10 years old, and the Council acknowledge that it needs updating. There have been significant socio-economic issues since its publication including more recent

economic and demographic data, including the release of 2021 Census data, the Covid-19 pandemic and the ongoing cost-of-living pressures and changes to housing affordability. These factors are likely to have further exacerbated existing affordability issues, particularly in areas such as Kirkburton where it was acknowledged that housing is relatively expensive when compared to other areas of Kirklees.

- 3.20. Poor rates of housing delivery as identified in the Housing Delivery Test Action Plan will place further pressures onto the housing market. The actions identified in the action plan should assist in overcoming some of these delivery issues but analysis by Pegasus Group suggests significant progress is still required.
- 3.21. Notwithstanding this, the evidence clearly demonstrates that there is a significant and ongoing need for affordable housing across the district, with clear pressures evident across Kirklees, including its rural areas, such as Kirkburton. The Council recognises the importance of addressing these needs through its Local Plan and supporting guidance. In line with national policy, which seeks to boost the supply of housing and meet identified needs in full, there is a clear requirement for positive action through the planning system to maximise affordable housing delivery wherever possible.

4. Population and Market Dynamics

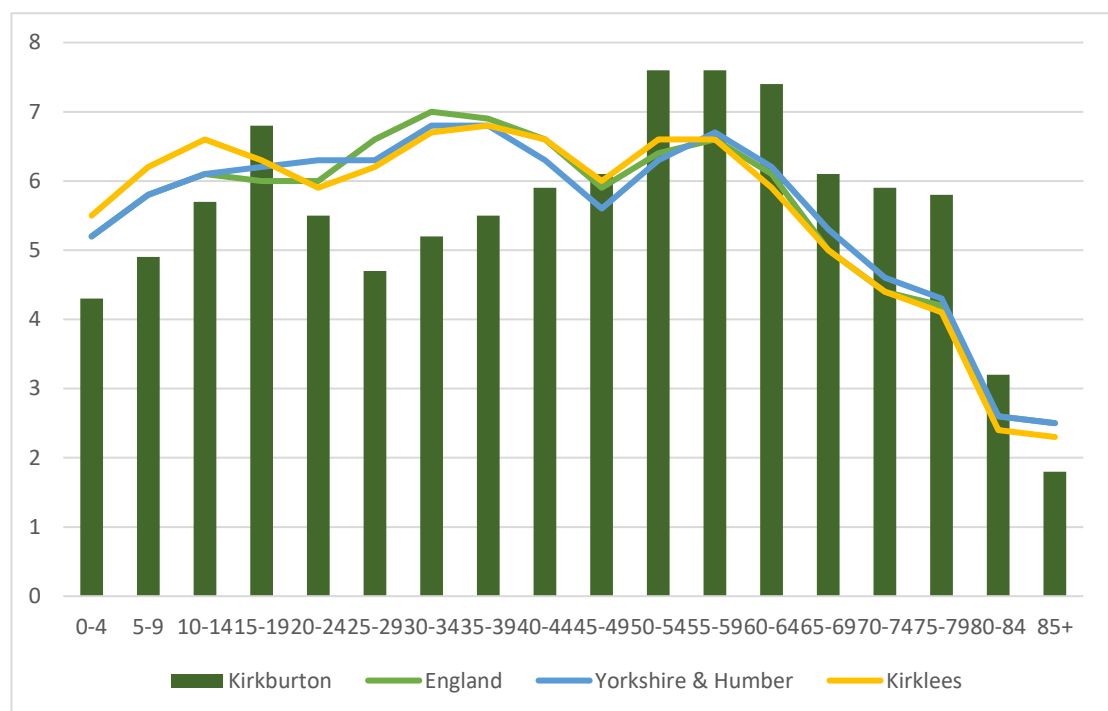
Introduction

- 4.1. This section considers the population and housing market dynamics of Kirklees and the Kirkburton ward, which represents the best fit small area geography for the Proposed Development.

Population

- 4.2. The ONS estimate that the population of Kirklees in 2024 was 447,847 people, approximately 4% of this population live in the Kirkburton ward (16,249 persons). Since the 2011 census Kirklees has seen a growth of circa 25,000 people, a 6% growth rate. In comparison Kirkburton ward has seen a decline in population of circa 350 people, a circa 2% reduction in the population.

Figure 4.1: Population Structure (2024) % by age group



Source: ONS

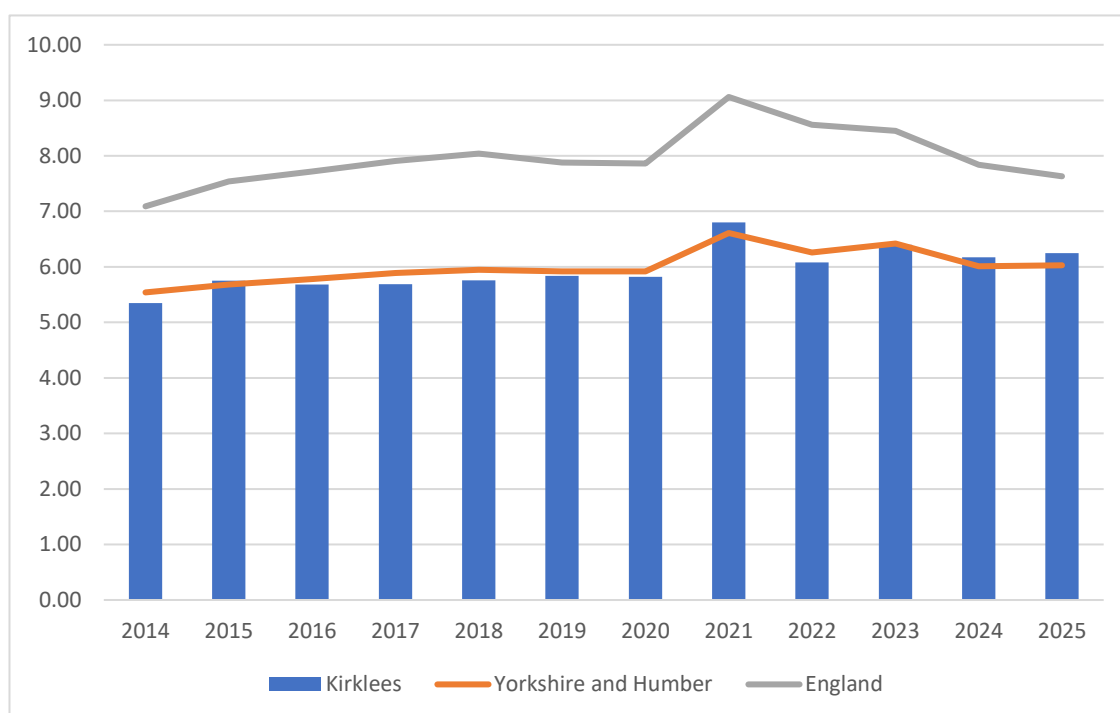
- 4.3. Figure 4.1 shows the population structure of Kirkburton ward in comparison to Kirklees, Yorkshire and Humber and England. It is notable that Kirkburton has a significantly greater proportion of older people (65+) compared to all comparator areas. Indeed, those 65 and over make up circa 23% of the population, compared to 18% in Kirklees and 19% in Yorkshire and the Humber and England.
- 4.4. Figure 4.1 also shows a distinct lack of younger people, particularly those aged in the 20 to 39 age groups. The 2024 ONS report 'Our changing population is there for all to see' identifies that half of young people had moved out of their parents' home by age 24 in 2021. The Council's Dwelling Mix Analysis 2020-2031: Technical Note (Table 2.2A) identifies that

this is similar within Kirklees. These age groups also coincide with typical ages for family formation. The lack of young adults within Kirkburton compared to Kirklees, England and Yorkshire and Humber averages, therefore suggests a lack of appropriate available housing within the area.

Affordability

- 4.5. An affordability ratio is calculated by dividing the median price paid for a house in an area by the median annual workplace-based salary of the area. Figure 4.2 shows the affordability ratio in Kirklees alongside regional and national comparators from 2014 through to 2025. In 2014 the affordability ratio in Kirklees was 5.35 and peaked in 2021 at 6.80. By 2025 it had improved slightly to 6.25, albeit this improvement is thought to be a factor of the cost of living crisis rather than an actual improvement in the housing market.
- 4.6. The affordability ratio within Kirklees is slightly higher than the regional average and whilst it is lower than the average for England (7.63 in 2025) it is still greater than the 4 to 4.5 times gross income that lenders will provide for mortgages. This makes home ownership out of reach for many households.

Figure 4.2: Median house price to workplace-based affordability ratio



Source: ONS

- 4.7. Affordability ratios are not provided for smaller than local authority areas. However, a review of house prices across Kirklees identifies that Kirkburton is circa 16% greater than the Kirklees average. The difference in price is greatest in semi-detached and detached properties (20% greater).

Table 4.1: Average house prices Kirklees and Kirkburton (latest year)

Property type	Kirklees	Kirkburton ward
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Detached	£387,361	£465,588
Semi-detached	£228,012	£273,917
Terraced	£174,858	£183,977
Overall	£239,523	£279,008

Source: Rightmove

Housing Composition

- 4.8. In 2021 there were 177,989 households within Kirklees, approximately 4% of these were within Kirkburton ward (6,609). Table 4.1 below identifies the split of households across Kirklees and Kirkburton. Kirkburton has a significantly greater proportion of households who either own outright or own with a mortgage (82%) when compared to 66% across Kirklees. Conversely, just 18% of properties in Kirkburton are rented and only 6% are social rented. This is significantly lower than the Kirklees average.

Table 4.2: % Tenure of household (2021)

Tenure	Kirklees	Kirkburton ward
Owens outright	35	44
Owens with mortgage or loan or shared ownership	31	38
Social rented	15	6
Private Rented or lives rent free	19	12

Source: Census 2021

- 4.9. In terms of bedrooms, Kirkburton has a greater proportion of 4+ bedroom properties and fewer 1 and 2-bed properties compared to the Kirklees average.

Table 4.3: % Number of Bedrooms

Bedrooms	Kirklees	Kirkburton ward
1-bed	11	5
2-bed	29	20
3-bed	40	41
4+ bed	21	35

Source: Census 2021

Conclusions

- 4.10. The population of Kirkburton has stagnated since 2011 showing a marginal decrease in size. This is contrary to a 6% increase across Kirklees. In addition, the population is getting older and has a greater proportion of those aged 65 and over (23%) compared to Kirklees (18%) and regional (19%) and national (19%) comparators. The corollary is a significantly lower proportion of younger adults. To balance the population, additional family housing is required to attract younger age groups.
- 4.11. Affordability of housing is not as significant within Kirklees as other areas, but it is marginally above regional averages. However, market housing is still out of reach of many within the district. Kirkburton is more expensive than the Kirklees average making affordability in this area more acute. Kirkburton also has far fewer social rented properties (just 6%) when compared to the district average (15%), making access to housing even more difficult for those on lower incomes.

5. Housing Delivery and Demand

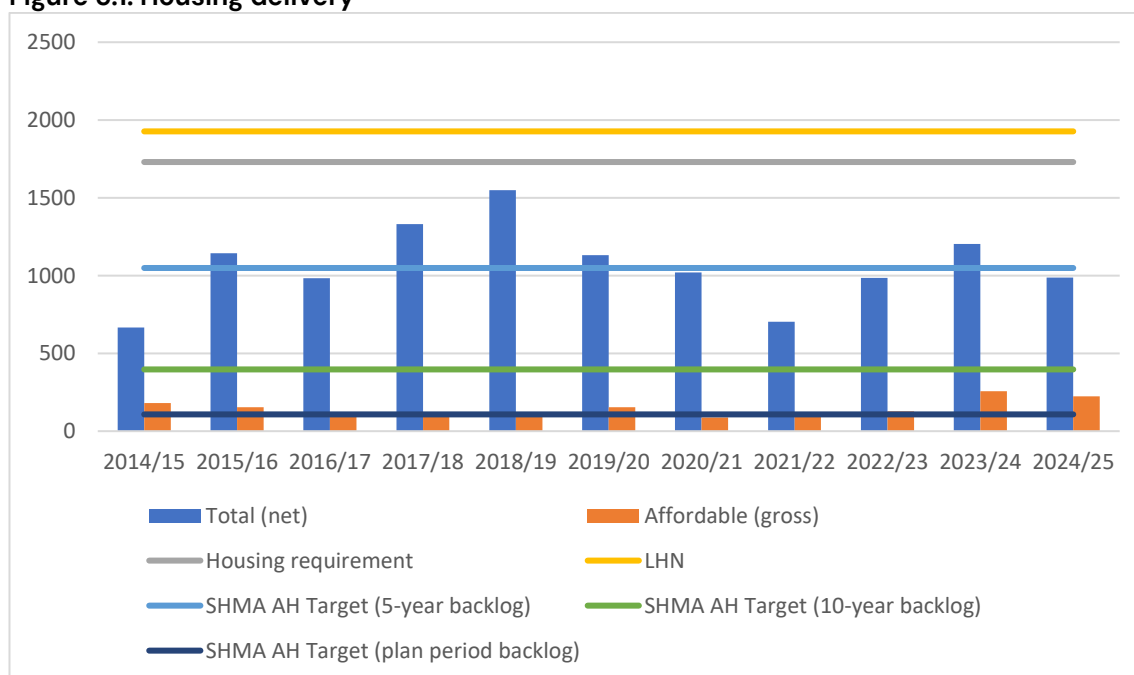
Introduction

- 5.1. This section considers overall and affordable housing delivery as well as evidence upon the need for further affordable housing within Kirklees and Kirkburton ward. The data has been sourced from publicly available data and a Freedom of Information (Fol) request made on 8th May 2026. The Council partially responded on 15th July 2026.

Housing Completions

- 5.2. Figure 5.1 provides information on the net overall and affordable housing delivery over the plan period to date. The figure clearly illustrates that since 2014 delivery has consistently been below the plan targets of 1,730 net dwellings and 1,049 net affordable dwellings per annum. The levels of delivery to date suggest average net completions of 1,064dpa. Average affordable housing completions (gross¹) identify 148 affordable homes are delivered on average per annum.
- 5.3. It is notable that the average level of overall delivery stands below the current calculation of LHN (1,927dpa²). The LHN figure has not been surpassed on any occasion over the last 11-years. Average levels of delivery are just 62% of the plan requirement and 55% of the LHN.

Figure 5.1: Housing delivery



Source: Kirklees AMR 2024/25

¹ Net figures not available for affordable housing completions

² Calculated May 2026

- 5.4. Whilst the data in figure 5.1 demonstrates a clear failure to meet current and former housing targets, the situation in relation to affordable housing is far worse. This is because the data within figure 5.1 does not take any account of affordable housing stock losses through Right to Buy (RtB). Whilst RtB is a useful mechanism to aid families to get onto the housing ladder, it reduces the stock available for those needing to access affordable housing.
- 5.5. Figure 5.2 below shows that on average, 24 affordable homes per year are removed from the affordable housing stock and that in many years, despite the delivery of new affordable homes, this has been outweighed by losses through RtB.

Figure 5.2: Affordable housing delivery, taking account of RtB



Source: Kirklees AMR 2024/25 & Gov.UK Live Table 691

- 5.6. In terms of the Kirkburton ward, the Fol request identifies that a total of 497 dwellings have been delivered between 2017/18 and 2024/25. This represents circa 5.6% of all delivery (gross) over the same period. Unfortunately, data upon affordable housing completions at ward level are only available from 2021/22 onwards and data upon losses through RtB is not available. However, as demonstrated in Table 5.1 below, Kirkburton has delivered just 11 affordable homes (gross) since 2021/22 and none since 2023/24. This represents just 7% of the overall delivery in the ward between 2021/22 and 2024/25.
- 5.7. In contrast there has been 715 affordable dwellings delivered across Kirklees between 2021/22 and 2024/25. This represents 18.4% of overall delivery over this period. It is, therefore, clear that affordable housing delivery has been poor within the Kirkburton ward.

Table 5.1: Market and Affordable Housing Delivery: Kirklees and Kirkburton Ward

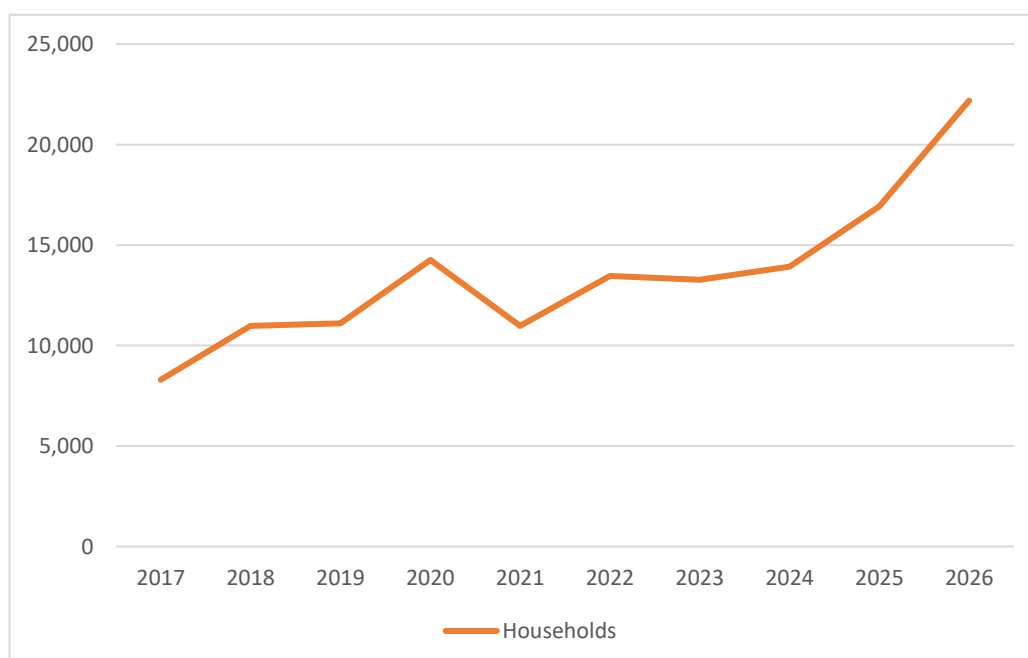
Monitoring Year		17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25
Total Dwellings	Kirklees	1,330	1,550	1,131	1,021	704	985	1,204	988
	Kirkburton Ward	60	131	111	38	49	42	43	23
Affordable Dwellings	Kirklees	100	118	155	89	109	127	256	223
	Kirkburton Ward	Not Available	Not Available	Not Available	Not Available	9	2	0	0

Source: Fol Response, dated 15/07/2026

Housing Waiting List

- 5.8. The housing waiting list has been variable but shows a significant increase since 2017, starting at 8,299 households, rising to a high of 22,190 households on 15th June 2026³. This represents a circa 167% increase since 2017. This indicates that demand for housing in Kirklees remains high and continues to outstrip the number of homes available. The implication is that not everyone on the housing register will receive an offer of housing, particularly those in lower priority bands.

Figure 5.3: Housing Waiting List (Households)



Source: Gov.uk Live table 600, 2026 data from Fol request

³ Based upon Fol request

- 5.9. It is important to note that the Housing Register does not include all households who need affordable housing. This is because the housing register does not constitute the full definition of affordable housing need as set out in the NPPF Annex 2 definition i.e. affordable rented, starter homes, discounted market sales housing and other affordable routes to home ownership including shared ownership, relevant equity loans, other low-cost homes for sale and rent to buy, provided to eligible households whose needs are not met by the market.

Social Housing Stock

- 5.10. Despite the clear need for additional affordable homes demonstrated by the expanding housing waiting list, the stock of social housing within Kirklees has decreased by 376 homes since 2023/24. The same is also true in Kirkburton Ward where the stock has decreased from 335 homes to 330 homes and Kirkburton village where it has decreased by 1 home since 2023/24.

Table 5.2: Social Housing Stock

Location	Total Social Housing Stock (31 March 2024)	Total Social Housing Stock (31 March 2025)	Total Social Housing Stock (31 March 2026)
Kirklees Council administrative area	21,590	21,599	21,214
Kirkburton Ward	335	333	330
Kirkburton Village	110	110	109
Highburton Village	0	0	0

Source: FOI Request

- 5.11. Similarly social housing lettings have also decreased across Kirklees over the same period, reducing from 1,345 between 1st April 2023 and 31st March 2024 to 1,195 31st March 2026. Whilst the number of lettings at ward level has bucked this trend this is on a very low absolute number.

Table 5.3: Social Housing Lettings

Location	Social Housing Lettings		
	1 April 2023 to 31 March 2024	1 April 2024 to 31 March 2025	1 April 2025 to 31 March 2026
Kirklees Council administrative area	1345	1226	1195
Kirkburton Ward	18	17	19
Kirkburton Village	6	4	2

Highburton Village	0	0	1
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Source: FOI request

Demand in Kirkburton

- 5.12. The Council's FOI response confirms that in the 2025/26 monitoring year, 16 1-bed and 5 2-bed affordable properties were advertised in Kirkburton ward, these received 47 and 153 bids each on average (see Table 5.4). Just two of these properties were situated within Kirkburton Village and none were in Highburton Village. The number of properties advertised over the last 3 monitoring years has been low with a cumulative total of just 46 dwellings. Just 13 of these were situated within Kirkburton or Highburton village.
- 5.13. In contrast the number of bids for each property has been extremely high, ranging from 47 bids for 1-bed properties in the ward in 2025/26 to 497 bids for 3-bed properties in the ward in 2024/25. These figures mean that hundreds of households have missed out on appropriate properties within Kirkburton ward and Kirkburton and Highburton villages over the last 3 years alone.
- 5.14. The evidence within Table 5.4 clearly demonstrates a need for additional affordable homes within the ward and both villages.

Table 5.4: Average bids per affordable home property type (Southbourne Ward)

Area	Monitoring Year	Type of affordable dwelling			
		1-bed	2-bed	3-bed	4-bed
Kirkburton Ward	2025/26	16 (47 bids av.)	5 (153 bids av.)	0	0
	2024/25	9 (145 bids av.)	0	3 (497 bids av.)	0
	2023/24	10 (131 bids av.)	6 (199 bids av.)	3 (358 bids av.)	0
Kirkburton Village	2025/26	2 (59 bids av.)	0	0	0
	2024/25	2 (226 bids av.)	0	0	0
	2023/24	4 (134 bids av.)	3 (303 bids av.)	1 (488 bids)	0
Highburton Village	2025/26	0	0	0	0
	2024/25	0	0	1 (443 bids)	0
	2023/24	0	0	0	0

- 5.15. To determine the future pipeline of affordable housing delivery the FOI request sought information upon the sites the Council has included within its five-year housing land supply. Unfortunately, at the time of writing this information has declined to provide this information and as such the future pipeline of sites across Kirklees and within the Kirkburton Ward cannot be ascertained.

Temporary Accommodation

- 5.16. The lack of stock across Kirklees and high demand has led to significant costs associated with temporary accommodation. The total amount of expenditure upon homelessness within Kirklees in 2024/25 was £13,447,000. This is an increase of over £2.1 million over the previous monitoring year. The lack of appropriate social housing does not just have social consequences but is also a significant drain on Council funds and diverts money away from other Council services.

Conclusions

- 5.17. Housing delivery across Kirklees has consistently fallen below both the adopted Local Plan requirement and the current Local Housing Need figure, with average delivery substantially below the level required to meet identified needs. Affordable housing delivery has also remained well below the level of need identified in the SHMA.
- 5.18. Within Kirkburton ward, affordable housing delivery has been particularly limited, with only 11 affordable homes recorded since 2021/22 and no affordable completions in the last two monitoring years. This is markedly below the proportion delivered across Kirklees as a whole and highlights a localised shortfall in affordable provision.
- 5.19. When Right to Buy losses are considered, the position on affordable housing delivery is worse still. Figure 5.2 shows that an average of 24 affordable homes per year net are removed, making finding appropriate affordable housing more difficult for those in need.
- 5.20. The Housing Register provides clear evidence of substantial and increasing demand for affordable housing across Kirklees, rising to 22,190 households by June 2026. This does not capture the full extent of affordable housing need, meaning actual demand is likely to be greater than the register alone suggests.
- 5.21. At the same time, the stock of social housing in Kirklees, Kirkburton ward and Kirkburton village has reduced since 2023/24, while social housing lettings across the district have also decreased. This limits turnover and reduces opportunities for households in need to access suitable affordable accommodation.
- 5.22. Demand for affordable homes in Kirkburton is acute, with very high average bid levels for the limited number of properties advertised over the last three monitoring years. This demonstrates that supply is not keeping pace with local need.
- 5.23. The continuing reliance on temporary accommodation, and the associated increase in homelessness expenditure, reinforces the social and financial consequences of insufficient affordable housing supply. New residential development therefore has an important role in increasing affordable housing delivery and helping to address evidenced need within Kirklees and Kirkburton.

6. Conclusions

- 6.1. The National Planning Policy Framework and the Kirklees Local Plan Update (2019), provide a clear and consistent framework for the delivery of affordable housing. Policy LP11 establishes minimum requirements for affordable housing provision, which have been viability tested and are expected to be achieved in most cases. The policy framework therefore provides strong and explicit support for the delivery of affordable housing through new residential development.
- 6.2. The demographic and market evidence identifies that Kirklees is experiencing continued population growth. The ward of Kirkburton has bucked this trend by decreasing slightly over the last 11-years. In addition, Kirkburton has a significantly greater proportion of older persons and significantly fewer young adults. This divergence from the trends across Kirklees is likely to be, at least partially, due to limited housing growth. To support a balanced and sustainable economy, there is a clear need to deliver housing that is accessible to working-age households, including a sufficient supply of affordable homes.
- 6.3. Evidence on housing affordability demonstrates that, whilst overall affordability across the Kirklees has improved, purchasing a property remains out of reach for many. This is particularly true in Kirkburton where house prices are on average 16% higher than the Kirklees average.
- 6.4. Housing completions have failed to deliver the Local Plan housing target in any year, delivering less than two-thirds of the need identified in the plan. The more recent LHN assessment of housing need pushes the need even higher and as such the 'gulf' between delivery and need is likely to expand without clear and decisive action. The SHMA identifies a need for approximately 1,049 affordable dwellings each year but this level of delivery has not been met in any single year.
- 6.5. Affordable housing delivery in Kirkburton ward has been especially limited, with only 11 affordable homes delivered since 2021/22 and none in the last two monitoring years. This shortfall is compounded by Right to Buy losses, a rising housing register, declining social housing stock and lettings, and very high bid levels for the small number of affordable homes advertised locally.
- 6.6. Taken together, the evidence identifies a clear, significant and ongoing need for more affordable homes across Kirklees and within Kirkburton. The existing supply is not sufficient to meet current demand, while losses from the affordable stock and increasing pressure on temporary accommodation reinforce the need for additional affordable provision through new residential development. The proposed development at land off Paddock Road /Moor Lane therefore represents an important opportunity to make a meaningful contribution toward addressing this unmet need, which should be provided significant weight in the planning balance.
- 6.7. This position is supported by numerous appeal and Secretary of State decisions. A summary of several relevant appeal decisions to this application are included in table 6.1 below.

Table 6.1: Weight afforded to the provision of affordable housing

Decision	Weight afforded	Commentary
Land off Ashland Road West, Sutton in Ashfield (Ref: 3274818)	Substantial weight	A 10% affordable housing contribution was proposed. The Inspector highlighted the need for affordable housing and at paragraph 85 notes: <i>"...Having regard to the Government's objective of significantly boosting the supply of homes, the proposed development would have the benefit of contributing up to 300 dwellings towards the supply of housing in the District. Of those dwellings, the proposed 10% contribution to the local supply of affordable housing would be an added benefit, particularly due to the likely numbers involved and the clear need for such housing in the District. Such combined benefits attract substantial weight, particularly in the scenario whereby the Council is not only unable to demonstrate a 5-year HLS but that the deficit concerned is significant."</i>
Land east of High Street, Silsoe (3170248)	Significant weight	The appellant was providing a policy compliant level of affordable housing to which the Council had applied limited weight (paragraph 65). In considering this the Inspector noted (paragraph 66): <i>"Notwithstanding the view of the Uttlesford Inspector, the fact that the proposals would realise a substantial proportion of affordable units, in a situation where there is a considerable shortfall, means that this would go some way to addressing a pressing pre-existing need; if the development didn't go ahead there would be no such benefit. On this basis, the affordable housing element of the proposals represents a considerable benefit to which I accord significant weight."</i>
Land east of Park Lane, Coalpit Heath, South Gloucestershire (3191477)	Substantial weight	Similar to the Silsoe decision the proposals were delivering policy compliant levels of affordable housing. In considering this the Inspector noted (paragraph 61): <i>"There are three different components of housing that would be delivered: market housing, affordable housing (AH) and custom-build housing (CBH). They are all important and substantial weight should be attached to each component for the reasons raised in evidence by the appellants, which was not substantively challenged by the Council, albeit they all form part of the overall housing requirement and supply. The fact that the much-needed AH and CBH are elements</i>

Decision	Weight afforded	Commentary
		<i>that are no more than required by policy is irrelevant – they would still comprise significant social benefits that merit substantial weight.”</i>
Land South of (East of Griffin Place) Radwinter Road, Saffron Waldon (3296426)	Substantial weight	Once again, a policy compliant amount of affordable housing was proposed. In considering this the Inspector noted (paragraph 68): <i>“Turning to consider the benefits of the proposal, there is a general imperative to boost the supply of housing land. The delivery of dwellings in an authority which does not have a 5 year supply of housing sites attracts substantial weight. In addition, the proposal would provide 40% affordable housing as well as 5% custom build housing. The delivery of affordable housing would accord with the objectives of policy H9 of the UDLP. Based on the evidence I heard in relation to this matter, in a district where there is a clear need for such provision to be made, these factors also attract substantial weight.”</i>
Land at Junction with Carr Road and Hollin Busk Lane, Sheffield (3267168)	Substantial benefit	This scheme in neighbouring Sheffield proposed 10% of the total GIA was to be provided as affordable. In considering this the Inspector (paragraph 147) states: <i>“The proposal would deliver a number of benefits. The Framework emphasises the importance of delivery of housing and the provision of up to 85 new homes will contribute to meeting the current shortfall that I have identified above. This requires me to attach substantial weight to the provision of market housing. Of those new homes, at least 10% GIA of the total GIA of all dwellings would be affordable housing, for which there is an undisputed need both locally and nationally. Such benefit would be consistent with the social dimension of sustainable development and is also a substantial benefit to be weighed in the planning balance.”</i>



Town & Country Planning Act 1990 (as amended)
Planning and Compulsory Purchase Act 2004

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