

Hurst Green Parish Housing Needs Assessment (HNA)

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List of acronyms used in the text:

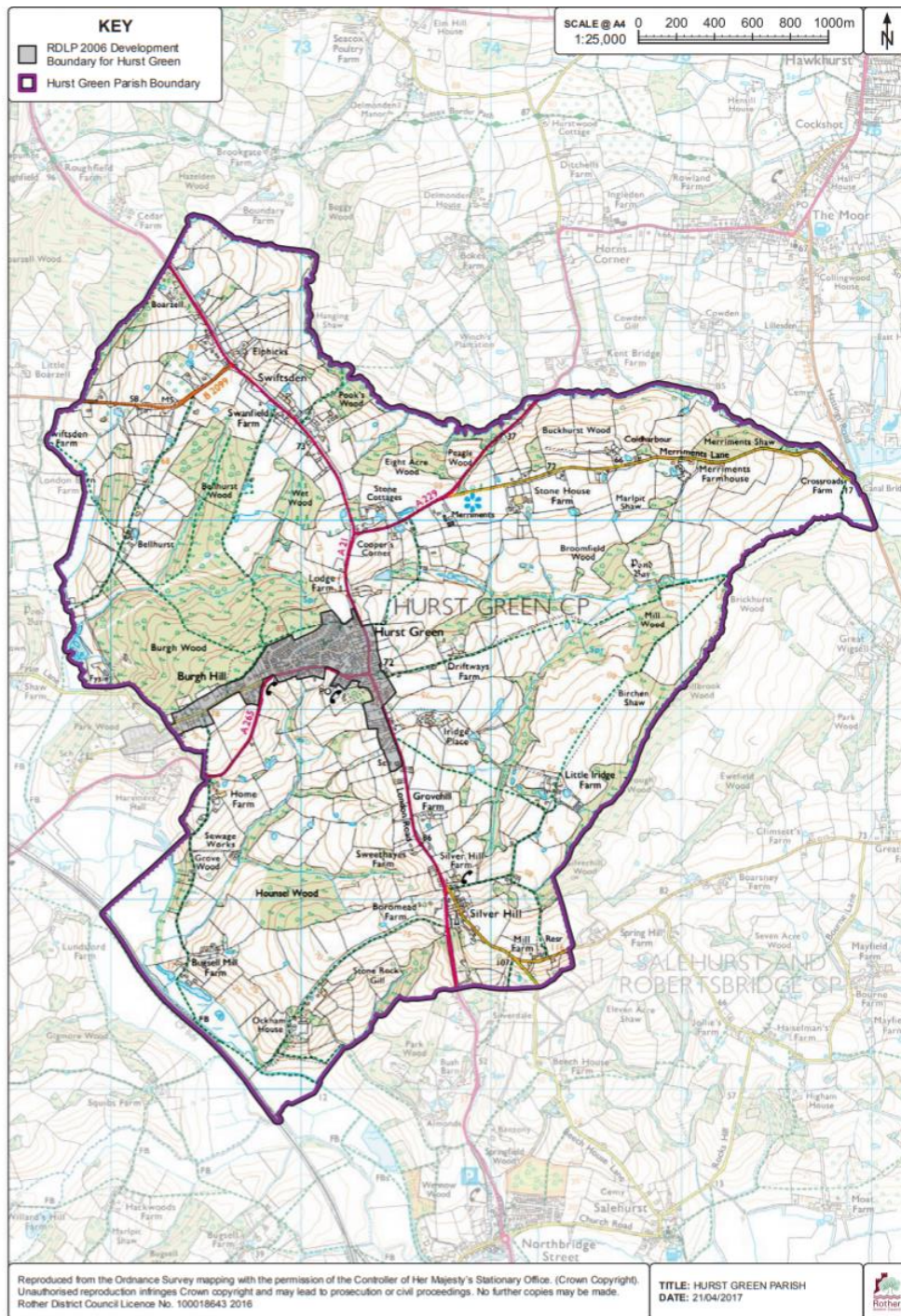
AH	Affordable Housing (NPPF definition)
AMH	Affordable Market Housing
DLA	Disability Living Allowance
HGPC	Hurst Green Parish Council
HNA	Housing Needs Assessment
HNF	Housing Need Figure
HRP	Household Reference Person
LHN	Local Housing Need
LPA	Local Planning Authority
LQAR	Lower Quartile Affordability Ratio
MAR	Median Affordability Ratio
MH	Market Housing
MHCLG	Ministry for Housing, Communities and Local Government (formerly DCLG)
NA	Neighbourhood (Plan) Area
NDP	Neighbourhood Development Plan
NP	Neighbourhood Plan
NPPF	National Planning Policy Framework
ONS	Office for National Statistics
PPG	Planning Practice Guidance
PRS	Private Rented Sector
RDC	Rother District Council
RQ	Research Question
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
VOA	Valuation Office Agency

2. Context

2.1 Local context

1. Hurst Green is a small village in the Rother District of East Sussex, lying approximately halfway between Tunbridge Wells, Kent, and Hastings, East Sussex, around 13 miles each way. The parish is entirely contained within the High Weald Area of Outstanding Natural Beauty.
2. There is one main village within the parish, Hurst Green, alongside two small hamlets (Swiftsden and Silver Hill) and the surrounding rural area.
3. With a population of 1,481 in 2011, the civil parish of Hurst Green is 1.5 miles from the nearby village of Etchingam, which is home to a train station that has an hourly service to London and Hastings.
4. A map of the Plan area appears in Figure 2-1 below.

Figure 2-1: Map of the Hurst Green Neighbourhood Plan Area¹



Source: Rother District Council (2019)

¹ Available at: <http://www.rother.gov.uk/Hurst-Green-Neighbourhood-Plan>

2.2 Planning policy context

5. In line with the Basic Conditions² of neighbourhood planning, Neighbourhood Development Plans (NDPs) are required to be in general conformity with adopted strategic local policies. Consequently, there is a need for the relevant elements of the Local Plan to be reviewed as part of this Housing Needs Assessment (HNA).
6. The current Development Plan is the Rother Core Strategy, adopted September 2014. We have reviewed this below as it remains the most relevant planning policy document in Rother.
7. However, Rother District Council (RDC) is currently in the process of producing a Development and Site Allocations (DaSA) Local Plan. A Consultation Document was published in October 2018 in accordance with Regulation 18 of the Town and Country Planning Regulations (2012) following which consultation closed in December 2018.
8. The emerging DaSA is due for adoption in August 2019 and proposed to run up to 2028. The document currently available is the Rother Development and Site Allocations Local Plan - Proposed Submission; all policies and proposals are in draft form and should not be regarded as final. Nevertheless, for the purpose of this exercise, it is appropriate to conduct a review of both the current Local Plan and the proposed policies in the emerging DaSA document.
9. This is because PPG makes clear that *“Although a draft neighbourhood plan or Order is not tested against the policies in an emerging Local Plan the reasoning and evidence informing the Local Plan process is likely to be relevant to the consideration of the basic conditions against which a neighbourhood plan is tested. For example, up-to-date housing needs evidence is relevant to the question of whether a housing supply policy in a neighbourhood plan or Order contributes to the achievement of sustainable development”*³.
10. The DaSA consultation document is formed of two key parts: Development Policies and Site Allocation Policies. Below we will review the housing chapters and the relevant policies (or parts of policies) that are outlined within it.

2.2.1 Core Strategy & Policies September 2014

11. **Policy OSS1: Overall Spatial Development Strategy** – this policy classifies Hurst Green as a Local Service Village (see Table 2-1 below) which will accommodate some development to help meet local needs. The total number of dwellings to be provided in the District between 2014 and 2028 is 5,700, of which 1,670 should be provided in the villages. This policy states that suitable sites should *“facilitate the limited growth of villages that contain a range of services and contribute to supporting vibrant, mixed rural communities, notably in relation to service provision and local housing needs, and be compatible with the character and setting of the village”*. Additionally, the policy states that in other villages development should *“allow for small-scale infill and redevelopment, and otherwise enable local needs for housing and community facilities to be met”*.
12. **Policy OSS3: Location of development** - In assessing the suitability of a particular location for development, when both allocating land for development and determining planning applications, sites and/or proposals should accord with the relevant policies of this Core Strategy and be considered in the context of the local need for affordable housing.

Table 2-1 – Rural Function of Settlements

Rural Service Centres	Robertsbridge
	Ticehurst
Local Service Villages	Burwash
	Hurst Green
	Sedlescombe
	Northiam
	Westfield
	Peasmarsh
	Catsfield

Source: Rother District Council (2014)

² PPG Paragraph: 065 Reference ID: 41-065-20140306

“The basic conditions are set out in paragraph 8(2) of Schedule 4B to the Town and Country Planning Act 1990 as applied to neighbourhood plans by section 38A of the Planning and Compulsory Purchase Act 2004”

³ PPG Paragraph: 009 Reference ID: 41-009-20160211

13. **Policy RA1: Villages** – In order to meet housing needs and ensure the continued vitality of villages, this policy requires the provision of 1,670 additional dwellings (comprising existing commitments, new allocations and windfalls) in villages over the Plan period 2011 to 2028. This will be subject to refinement in the light of further investigation via the Development and Site Allocations DPD and/or Neighbourhood Plans.

Table 2-2 – Distribution of Rural Housing Allocations

Settlement/Area See Footnote 1	All Net Completions in Plan Period (01/04/2011 to 31/03/2013)	Current Commitments See Footnote 2	Allocations (Remaining from 2006 Local Plan) See Footnote 3	Potential New Sites See Footnote 4 & 7	Total New Housing 2011 - 2028 See Footnote 5
Robertsbridge	2	6	47 (+1)	100	155
Ticehurst	-10	6	0	87	83
Hurst Green	0	6	0	75	81
Northiam	9	61	0	72	142
Broad Oak	2	19	0	50	71
Peasmarsh	5	4	0	50	59
Netherfield	7	0	0	48	55
Catsfield	7	10	0	47	64
Westfield	24	51	0	40	115
Burwash	-7	22	0	35	50
Sedlescombe	12	29	0	35	76
Etchingham	1	22	0	30	53
Staplecross	2	10	0	25	37
Camber	47	32	0	20	99
Fairlight Cove	2	5	17	20	44
Beckley / Four Oaks	2	18	0	20	40
Crowhurst	1	1	0	20	22
Flimwell	0	1	26 (+2)	17	44
Iden	2	4	0	12	18
Three Oaks	0	8	0	0	8
Winchelsea Beach	0	8	0	0	8
Udimore	0	7	0	0	7
Pett Level	1	4	0	0	5
Pett	3	1	0	0	4
Icklesham	1	3	0	0	4
Brede	2	1	0	0	3
Stonegate	0	2	0	0	2
Woods Corner	0	2	0	0	2
Cackle Street	0	2	0	0	2
Mountfield	0	2	0	0	2
Fairlight	0	2	0	0	2
Whatlington	0	2	0	0	2
Ashburnham	0	1	0	0	1
Dallington	1	0	0	0	1
Bodiam	0	1	0	0	1
Guestling Green	0	1	0	0	1
Brightling	0	1	0	0	1
Ewhurst	0	1	0	0	1
Burwash Common	0	0	0	0	0
Normans Bay	0	0	0	0	0
Burwash Weald	0	0	0	0	0
Friars Hill	0	0	0	0	0
Johns Cross	0	0	0	0	0
Winchelsea	0	0	0	0	0
Rural Exception Sites Allowance See Footnote 6					65
Small Site Windfall Allowance in Years 5-15 (2018-2028)					242
TOTAL	116	356	90	803	1,672

Source: RDC (2014)

14. **Policy RA3: Development in the Countryside** – houses may be provided as a 'rural exception site' where they would otherwise not be permitted, to meet an identified local affordable housing need.

15. **Policy CO4: Supporting Young People-** Priority will be given to making growing up, living and working in Rother attractive to young people and families, including through: (i) Provision of housing options, including affordable homes, suited to the needs of young people, especially in Bexhill and the rural areas.
16. **Policy CO5: Supporting Older People** - Initiatives and developments will be supported which: (i) enable older people to live independently in their own home; (ii) increase the range of available housing options with care and support services in accessible locations; (iii) promote active lifestyles; (iv) increase older people's engagement in community life, including through "hubs".
17. **Policy LHN1: Achieving Mixed and Balanced Communities** - In order to support mixed, balanced and sustainable communities, housing developments should:
 - (i) Be of a size, type and mix which will reflect both current and projected housing needs within the district and locally; (ii) In rural areas, provide a mix of housing sizes and types, with at least 30% one and two bedroom dwellings (being mostly 2 bed); (iv) In larger developments (6+ units), provide housing for a range of differing household types; (v) In relation to affordable housing, contribute to an overall balance of 65% social/affordable rented and 35% intermediate affordable housing.
18. **Policy LHN2: Affordable Housing** - On housing sites or mixed use developments, the Council will expect the following percentages of affordable housing within the district:
 - (iv) In the Rural Areas: (a) 40% on-site affordable housing element on schemes of 5 dwellings or more; or (b) a financial contribution, on a sliding scale up to the equivalent of providing 40% affordable housing, in lieu of on-site provision on all residential schemes of less than 5 dwellings.
19. **Policy LHN3: Rural Exception Sites** - In exceptional circumstances, planning permission may be granted for small site residential development outside development boundaries in order to meet a local need for affordable housing in rural areas. Such development will be permitted where the following requirements are met:-
 - (i) It helps to meet a proven local housing need for affordable housing in the village/parish, as demonstrated in an up-to-date assessment of local housing need;
 - (ii) It is of a size, tenure, mix and cost appropriate to the assessed local housing need;
 - (iii) It is well related to an existing settlement and its services, including access to public transport;
 - (iv) The development is supported or initiated by the Parish Council;
 - (v) The local planning authority is satisfied that the identified local housing need cannot be met within the settlement development boundary.
20. **Policy LHN4: Sites for Wholly or Substantially Affordable Housing** - In order to meet identified local need for affordable housing, specific sites may be allocated within the rural areas for wholly or substantially affordable housing either within or adjacent to settlement boundaries. Affordable housing provided on these sites should remain available in perpetuity.

2.2.2 Development and Site Allocations Local Plan (Proposed Submission October 2018)

21. **Policy OVE1: Housing supply and delivery pending plans** - Housing sites sufficient to meet the Core Strategy requirement of at least 5,700 net additional homes over the period to 2028 will be met by allocations and other provisions in this Plan and Neighbourhood Plans. No phasing restrictions will be imposed on development allocations, other than for site-specific, normally infrastructure, reasons. Until such time as a Neighbourhood Plan for the relevant settlement with an outstanding Core Strategy housing requirement is in force, planning applications will be favourably considered for development proposals in those settlements where: (i) they contribute to meeting the housing target for that settlement and accord with the relevant spatial strategy; and (ii) the site and development proposals are otherwise suitable having regard to other relevant policies of the Core Strategy and of this Plan.

Table 2-3 – Residual requirement for individual villages as at 1 April 2018

Settlement	Core Strategy Large Site Requirement	Large Site Completions (04/13 - 03/18)	Large Site Permissions (01/04/18)	Residual requirements
Beckley Four Oaks	26	6	0	20
Broad Oak	50	0	0	50
Burwash	52	0	30	22
Camber	40	20	0	20
Catsfield	53	0	15	38
Crowhurst	20	0	0	20
Etchingham	51	21	10	20
Fairlight Cove	37	0	16	21
Flimwell	43	9	25	9
Hurst Green	75	0	0	75
Iden	12	0	0	12
Netherfield	48	0	25	23
Northiam	123	65	58	6⁵⁴
Peasmarsh	50	0	11	39
Robertsbridge	147	0	17	0 ⁵⁵
Rye Harbour	40	0	0	40
Sedlescombe	49	8	22	0 ⁵⁶
Staplecross	25	0	26	0
Ticehurst	87	21	70	0
Westfield	89	0	39	50
Total (All villages)	1,117	150	251	465

Source: Rother DaSA (2018)

22. **Policy DHG1: Affordable Housing** - On housing sites or mixed use developments, the Council will expect the following percentages of affordable housing within the district:
 - (iv) In the Rural Areas: (a) In the High Weald Area of Outstanding Natural Beauty, 40% onsite affordable housing on schemes of 6 dwellings or more (or 0.2 hectares or more)
23. **Policy DHG2: Rural Exception Sites** - Policy DHG2 below incorporates the following amendments to Core Strategy policy LHN3 and, hence, effectively supersedes that policy.
24. In exceptional circumstances, planning permission may be granted for small scale residential development outside development boundaries in order to meet a local need for affordable housing in rural areas. Such development will be permitted where the following requirements are met: (i) it helps to meet a proven local housing need for affordable housing in the village/parish, as demonstrated in an up-to-date assessment of local housing need; (ii) it is of a size, tenure, mix and cost appropriate to the assessed local housing need; (iii) it is well related to an existing settlement and its services, including access to public transport; (iv) the development is supported or initiated by the Parish Council; (v) The local planning authority is satisfied that the identified local housing need cannot be met within the settlement development boundary
25. **Policy DHG5: Specialist Housing for Older People** - Schemes comprising specialist housing for older people to meet the needs set out in the East Sussex Bedded Care Strategy will be supported on suitable sites in the larger villages and towns. As well as the provision of higher access standards (as set out in policy DHG4) and specialist housing schemes (provided for as site specific allocations within this Plan), regard should be had to the “walkability” to services and public transport in the siting of housing schemes for older people.

2.2.3 Quantity of housing to provide

26. The NPPF 2018 requires, through paragraphs 65 and 66, Local Authorities to provide neighbourhood groups with a definitive or an indicative number of houses to plan for over the Neighbourhood Plan period.

27. Rother has fulfilled that requirement by providing Hurst Green with a figure of 75 dwellings to be accommodated within the Plan area by the end of the Plan period, as set out in Table 2.3 of the emerging DaSA reviewed above.
28. Given that the NPPF requirement has already been fulfilled, the question of how many houses to plan for has already been answered.
29. However, the Parish Council has asked if AECOM is able to calculate a quantity figure applying the standard
30. It is therefore outside the scope of this Housing Needs Assessment; for this reason, the issue of quantity has been excluded from the Research Questions (see Chapter 3 below).
31. While AECOM is aware that the neighbourhood group is seeking further clarity on how the quantity figure was calculated by Rother, this can be done by making appropriate representations through the Local Plan process rather than through this Housing Needs Assessment, which must proceed on the basis of the housing quantity provided by the Council.

3. Approach

3.1 Research Questions

32. Research Questions, abbreviated to 'RQ,' are formulated at the start of the project through discussion with the neighbourhood group. They serve to direct our research and provide the structure for the HNA.
33. Below we set out the RQs relevant to this study, as discussed and agreed with Hurst Green.

3.1.1 Quantity

34. The housing requirement for the District is set out in the Core Strategy (adopted September 2014) which covers the administrative area of Rother and sets out the overall vision and objectives for development in the district up to 2028 and includes policies relating to the scale and distribution of development across its towns and rural areas.
35. The Core Strategy (Figure 12) sets at an allocation of 75 dwellings to allocate within the village of Hurst Green, and the figure of 75 dwellings is re-confirmed within Table 2.3 of the emerging DaSA.
36. As such, the question of how many homes to plan for at Hurst Green over the Plan period to 2028 has been clearly answered by Rother Council and therefore lies outside the scope of this Housing Needs Assessment.

3.1.2 Tenure and affordability

37. The Parish wish to seek the appropriate tenure split for emerging housing sites as well for any additional windfall housing that is likely to come forward in the NPA area. The parish is open to considering a full range of Affordable Housing (AH) tenures, including the wider scope allowed for in the consultation draft of the revised NPPF, issued in 2018. Moreover, there is a need to understand what tenure is required as there are a number of younger residents who are unable to afford market housing in the area and are unable to access Social Rented dwellings.

RQ1: What Affordable Housing (social housing, affordable rented, shared ownership, intermediate rented) and market tenures should be included in the housing mix?

3.1.3 Type and size

38. The group would like to understand what sort of housing would help them meet the needs the village. They are aware that many ageing residents would like to downsize into smaller homes. On the other hand, there is a need to provide adequate housing for younger residents so they can leave the family home and form their own households.

RQ2: What type (terraced, semi, bungalows, flats and detached) and size (number of bedrooms) of housing is most appropriate to meet local needs?

3.1.4 Specialist Housing for the Elderly

39. The neighbourhood planning group wishes to ensure that future housing provision takes into account the needs of the elderly. In terms of housing, the group is particularly interested in how those needs might be met through a variety of solutions – such as smaller units, independent living provision, and so forth – rather than just care homes. There is significant overlap between this area and the question of housing type and size, but this question will specifically address the need for specialised housing for the elderly through the Plan period.

RQ3: What provision should be made for specialist housing for the elderly over the Neighbourhood Plan period?

3.1.5 Housing for Newly-forming households/first-time buyers

40. The neighbourhood planning group is keen to ensure that there is an adequate supply of affordable and suitable dwellings for first-time buyers in the Neighbourhood Plan area, given the well-attested difficulties that younger people have been facing, compared with previous generations, in getting on the home ownership ladder. As such it is appropriate to understand the specific dwelling tenures and types that could be provided to ensure that the Neighbourhood Plan area retains its younger population.

RQ4: What provision should be made in terms of housing for newly forming households/first-time buyers over the Neighbourhood Plan period?

3.1.6 Housing for Disabled People

41. The neighbourhood planning group is keen to ensure that there is an adequate supply of suitable dwellings provided to meet the needs of disabled people in the Neighbourhood Plan area. As such, it is appropriate to understand the specific dwelling tenures and types that could be provided to ensure that the Neighbourhood Plan area retains or provides housing that is suitable for disabled people.

RQ5: What provision should be made in terms of housing for disabled people over the Neighbourhood Plan period?

3.2 Relevant Data

3.2.1 Local authority evidence base

42. Planning Practice Guidance (PPG) states that neighbourhood planners can refer to existing needs assessment prepared by the Local Planning Authority (LPA) as a starting point. As Hurst Green Neighbourhood Area is located within Rother's planning area, one of the sources we have used is the relevant Strategic Housing Market Assessment (SHMA)⁴, i.e. the Hastings and Rother SHMA Update 2013, and its predecessor report (SHMA Update 2009⁵).
43. For the purpose of this HNA, data from Rother's own evidence base to support their housing policies has been considered applicable and relevant unless it conflicts with more locally specific and/or more recently-produced evidence. The housing market evidence draws upon a range of data including population and demographic projections, housing market transactions, and employment scenarios. As such, it contains a number of points of relevance when determining housing need within the Plan area, and has been referenced as appropriate.

3.2.2 Hurst Green 2019 Local Housing Demand Survey

44. In June 2019, Hurst Green Parish Council provided AECOM with the summary results of a parish household survey that they had carried out between March and May 2019. The household survey was responded to by 40% of households, so can be considered relatively robust, although it is suggested that the results from the six households living outside the boundary of the parish (as recorded in Question 1) could be discounted. As such, relevant survey results are quoted in relevant places throughout this study, but with certain caveats, as follows:
- The survey findings comprise a combination of fact and opinion. While the opinion-based findings⁶ are highly relevant for the Neighbourhood Plan evidence base as a whole, and should certainly inform its policies to ensure they meet the Basic Conditions of neighbourhood planning⁷, this Housing Needs Assessment is a technical assessment of evidence and data sources, and therefore statements of local opinion are outside its scope; these are therefore excluded.
 - The scope of the survey is wide, and covers some supply-side issues (for example, preferred number of homes within individual new developments, and listed buildings) as well as demand-side issues. As it is considered important in the planning evidence base to keep issues of demand and supply separate⁸, and this Housing Needs Assessment covers only the demand-side, any survey findings more relevant for the supply-side have been excluded. However, again, it is right and proper for the supply-side findings to inform the emerging Neighbourhood Plan as a whole.

⁴ Available at <http://www.rother.gov.uk/CHttpHandler.ashx?id=20234&p=0>

⁵ Available at https://www.rother.gov.uk/media/pdf/i/n/Hastings_Rother_Strategic_Housing_Market_Assessment.pdf

⁶ For clarity, one example from the survey of such an opinion-based finding is that 72% of households say that the Hurst Green area is their preferred place to live.

⁷ Available at <https://www.gov.uk/guidance/neighbourhood-planning--2#basic-conditions-for-neighbourhood-plan-to-referendum>

⁸ They should be combined only at the point of policy formulation.

- Some survey findings relate to quantity of housing needed, for example the finding that Hurst Green village needs sixteen new dwellings and that other settlements such as Swftsden and Silver Hill also have a quantity figure. As Rother Council has already provided a housing figure to plan for, meaning that quantity of housing is outside the scope of this HNA, findings on specific quantity of housing to plan for have been disregarded. However, it is noted that the assessed need from the survey for 31 homes could well be relatively consistent with the Rother assessment of 75 homes needed, given that the Rother figure also includes households that have not yet moved to the village, and is an assessment of need over the whole of the plan period rather than a 'snapshot in time'.
- The household survey is a 'snapshot in time' as of 2019 and (by necessity) surveys only existing residents. As such, while it is a useful addition to the housing evidence base, it cannot be considered to comprise a definitive picture of demand across the whole of the Neighbourhood Plan period and its findings must therefore be verified and where appropriate moderated with reference to other data sources, such as for example sub-national population projections, that are able to extend to the end of the Neighbourhood Plan period.
- Some survey findings, while they are statements of fact, are not relevant for the purposes of determining future housing demand and have therefore been excluded from this study. Examples of this include the data on how long each household has lived in the parish, how many households have close family also living in the parish, and where households moving into the parish have come from. Again, however, such findings could well be extremely valuable for the Neighbourhood Plan evidence base as a whole.
- Finally, one of the survey findings, the type of dwelling that people currently live in, overlaps directly with Census 2011 data. Although this information is more recent than the Census, its more limited coverage (40% response rate versus the Census' nominal 100% response rate) means that for the purposes of this study, Census data is considered more robust.

3.2.3 Other relevant data

45. In addition to the Rother evidence base and the Hurst Green Household Survey, we have assessed a range of other evidence to ensure our study is robust for the purposes of developing policy at the NP level and is locally specific. This includes data from Censuses 2001 and 2011, as well as from other data sources, including:
- Land Registry data on prices paid for housing within the local market;
 - Population and household projections produced by the Office of National Statistics (ONS);
 - Statistical Data Return compiled by Homes England, which relates to socially rented housing; and
 - Information on current property asking prices, for housing for sale or rent, from [home.co.uk](https://www.home.co.uk);

4. RQ 1: Tenure and Affordability

RQ 1: What Affordable Housing (social housing, affordable rented, shared ownership, intermediate rented) and market tenures should be included in the housing mix?

4.1 Introduction

46. Tenure refers to the legal arrangements in place that enable a household to live in their home; it determines householder rights and influences the level of payments to be made in return for these rights. Broadly speaking, tenure falls into two categories, Affordable Housing and Market Housing, depending on whether the household benefits from a subsidy of some sort to enable them to live in their home.
47. This section will examine the tenure of dwellings in the current stock and recent supply. Then, looking at affordability, we will make an assessment on whether continuation of these trends would meet future needs. We will also investigate whether there are misalignments between the supply of different tenures of housing and local need. Such misalignments can justify policies that guide new developments to prioritise certain tenures, to bring supply and demand into better alignment.⁹

4.2 Definitions

48. It is necessary at this stage of the study to make clear the distinction between Affordable Housing as planning terminology and the colloquial meaning of the phrase. In the course of this study, we refer to Affordable Housing, abbreviated to 'AH'. AH comprises those forms of housing tenure that fall within the definition of Affordable Housing set out in the current NPPF: social rent, affordable rent, affordable private rent (brought forward by build to rent schemes), and forms of AH designed to offer affordable routes to home ownership.¹⁰ To distinguish this from the colloquial definition, we refer to the latter as Affordable Market Housing (AMH).
49. The definition of Affordable Housing set out in the NPPF makes clear the Government's commitment to home ownership, but recognises the important role of social, affordable, and private rent tenures for those not currently seeking home ownership.
50. The revisions seek to broaden the definition of AH (which had previously referred only to social and intermediate housing) to include a range of low-cost housing opportunities for those aspiring to own a home, including starter homes.
51. In paragraph 64 of the NPPF, the Government introduces a recommendation that "*where major housing development is proposed, planning policies and decisions should expect at least 10% of the homes to be available for affordable home ownership*". In line with PPG,¹¹ the assumption should be that a 'major housing development' can be defined as a site of 10 dwellings or more, and that affordable home ownership includes starter homes, shared ownership homes, and homes available for discount market sale.

4.3 Current tenure profile

52. In order to set a baseline for our examination of tenure, it is necessary to present a picture in the NA based on the most recent reliable data.
53. In order to set a baseline for the examination of tenure, it is necessary to present a picture of current tenures in the NPA, based on the most recent reliable data. Table 4-1 below, using Census data from 2011, shows the tenure mix in Hurst Green, Rother, and England. The table highlights the higher percentage of home ownership found in Hurst Green (77.1%) compared to Rother (73.5%) and England (63.3%). It is also noted that there is a lower proportion of residents in Hurst Green who privately rent (11%) when compared to averages for Rother (14%) and England (17.7%), as well as lower levels of social rented housing found in Hurst Green (10.9%) and Rother (14%) in comparison to the average for England (16.8%).

⁹ PPG Paragraph: 021 Reference ID: 2a-021-20160401, available at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

¹⁰ NPPF 2018.

¹¹ PPG 031 Reference ID: 23b-031-20161116, available at <https://www.gov.uk/guidance/planning-obligations>

Table 4-1: Tenure (households) in Hurst Green, 2011

Tenure	Hurst Green	Rother	England
Owned; total	77.1%	73.5%	63.3%
Shared ownership	0.3%	0.5%	0.8%
Social rented; total	10.9%	10.4%	17.7%
Private rented; total	11.0%	14.0%	16.8%

Source: Census 2011, AECOM calculations

54. It is also important to consider how Hurst Green's tenure profile has evolved over time. Table 4-2 below shows how tenures have evolved between the 2001 and 2011 Censuses. Importantly, the table highlights how the number of households owning their homes continued to increase in Hurst Green (0.9%), but at a slower rate than the district average (1.9%). The largest increase noted in Hurst Green is in private rented properties (78.4%); however, this is slightly lower than the district average (88.3%) and the rest of England (82.4%). Social rented properties have also seen an increase (18.2%) significantly higher than the rest of Rother (5%) and England (-0.9%), which has seen a slight decrease.

Table 4-2: Rates of tenure change in Hurst Green, 2001 - 2011

Tenure	Hurst Green	Rother	England
Owned; total	0.9%	1.9%	-0.6%
Shared ownership	0.0%	24.4%	30.0%
Social rented; total	18.2%	5.0%	-0.9%
Private rented; total	78.4%	88.3%	82.4%

Source: Census 2001 and 2011, AECOM calculations

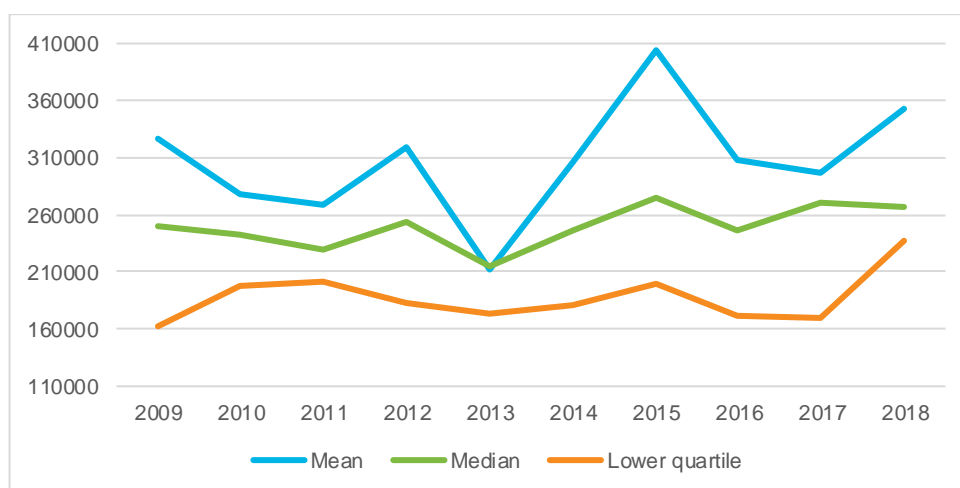
55. To conclude, it is noted that in Hurst Green:

- Home ownership levels are high and continued to increase during 2001 and 2011, but at a slightly lower rate than experienced at the District and higher than the national level.
- There is a slightly higher proportion of social rented housing in Hurst Green when compared to the district level but this is lower than the national level, and this housing tenure significantly increased in numbers between 2001 and 2011, at a much greater rate of change than experienced at the District and national levels.
- There are lower levels of private rented housing in Hurst Green when compared to Rother and England; this tenure saw a significant increase as a proportion of the overall mix between 2001 and 2011, but at a slightly lower rate than Rother and England.

4.4 Affordability

56. In order to understand whether the tenure profile of the current stock reflects the needs of the population currently and over the Plan period, an important starting point is to consider whether this profile provides the community with access to dwellings of a suitable type and size given their household composition.
57. We have considered evidence of affordability by looking specifically at the relationship between lower quartile house prices and incomes, as expressed in the Lower Quartile Affordability Ratio¹² (LQAR) and the Median Affordability Ratio¹³ (MAR). While this is a relatively crude measure of affordability, as it does not take account of the cost of servicing mortgage debt, it is a useful basic measure, firstly, for understanding the ability of people on different levels of household income to access dwellings for sale and, secondly, for benchmarking affordability changes over time. Furthermore, the PPG makes clear that lower quartile house prices should also be used as a benchmark for entry-level house prices.¹⁴
58. Figure 4-1 looks at selected measures of house prices in Hurst Green. The figure shows that whilst price growth has fluctuated over the period 2009 to 2018, with all prices showing an overall increase, mean prices experienced a peak in 2015, and significant falls in 2013. Whilst there is an overall increase in mean prices since 2013, as of 2018 they have not recovered to their peak period values. Lower Quartile prices rose gradually over the period, reaching a peak in 2018.

Figure 4-1: Average house prices in Hurst Green 2009 – 2018



Source: Land Registry Price Paid Data

¹² See glossary

¹³ See glossary

¹⁴ Planning Practice Guidance, Paragraph: 021 Reference ID: 2a-021-20190220

59. Table 4-3 below breaks down house prices by type as recorded in the Land Registry. The table shows that terraced housing (60.5%) has seen the greatest increase in prices over this period, closely followed by semi-detached housing (40.3%). Flats have seen the greatest decrease in priced over the period (-24.9%), closely followed by detached housing (-21.9%). However, it is recognised that for some types, e.g. flats, the absolute numbers are in fact low.

Table 4-3: House prices by type in Hurst Green, 2009 – 2018

Type	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	Growth
Detached	£511,071	£351,318	£309,100	£481,813	£278,313	£445,656	£497,700	£575,350	£481,355	£399,100	-21.9%
Semi-detached	£219,600	£221,222	£241,750	£230,292	£226,400	£263,400	£338,571	£298,167	£300,857	£308,000	40.3%
Terraced	£143,333	£185,000	£130,000	£204,500	£179,667	£207,750	£187,785	£225,143	£187,500	£230,071	60.5%
Flats	£133,225			£137,000	£109,667	£151,333	£164,684	£157,114	£181,190	£100,000	-24.9%
All Types	£327,420	£278,717	£268,221	£319,788	£212,180	£305,897	£404,146	£308,022	£296,106	£353,375	7.9%

Source: Land Registry Price Paid Data

60. For the purposes of this HNA, given the inaccessibility of household income data at the neighbourhood level, data from the Annual Survey of Hours and Earnings¹⁵ available for Rother from 2017 has been utilised. Table 4-4 below shows the Lower Quartile weekly earning is £181.20, which equates to an annual income of £9,422.40. The median income is £307.40 per week, which equates to an annual earning of £15,984.80.

Table 4-4: Household gross weekly pay in Rother quartile, 2012-17

Year	Area (Number of jobs)	Percentiles and gross weekly pay (£)								
		Median	Mean	10	20	25	30	40	60	75
2017	Rother (22,000)	307.4	362	107.8	159.1	181.2	207	253.2	356.7	520.7
	England (21,869,000)	466.0	564.2	145.6	242.4	292.6	327.2	393.0	548.4	710.8
2012	Rother (22,000)	385.5	499.8	113.6	164.8	208.1	255.2	319.6	446.6	614.9
	England (20,095,000)	405.6	496.3	117.2	205.9	243.5	277.5	340.0	482.3	632.1

Source: Annual Survey of Hours and Earnings, 2017

61. From this it is possible to generate an estimated LQAR¹⁶ of 18 (rounded) and a MAR¹⁷ of 16.9 (rounded) in 2018. This compares to an estimated LQAR of 16.8 (rounded) and a MAR of 12.7 (rounded) in 2012. This data shows that the affordability of housing in Hurst Green has declined in the period between 2012 and 2017.

4.5 Affordability thresholds

62. In order to gain a more detailed understanding of affordability, it is also useful to consider what levels of income are required to afford different tenures, and this is done using 'affordability thresholds'.

4.5.1 Market housing

63. Given the limited quantity of Affordable Housing (AH) in the NA, the needs of the majority of people will be served by the market. People on higher incomes will be able to access a variety of market dwellings and their choices will be driven principally by how much they can afford to spend, the extent to which old age is driving their choice of home, and

¹⁵ONS (2018) available at:

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2018>

¹⁶Lowest quartile house price divided by lowest quartile annual gross earnings

¹⁷Median house price divided by median annual gross earnings

personal taste.

64. The operation of the market is the best means of addressing the demand for different types of housing for sale. It is important that planning policy does not place unnecessary burdens on the market and prevent its ability to respond to demand. This is, after all, the principal way in which equilibrium is achieved in the housing market and how house price growth is kept in check. In this respect, the consideration of viability is essential. It is important not to deter development in the context of clear housing need as to do so would not only restrict the delivery of new housing but may also deprive the community of resources for infrastructure improvements.
65. To determine affordability in market housing, two primary indicators are considered: 'Income Thresholds' (IT) which denote the maximum share of a family's income that should be spent on accommodation costs, and 'Purchase Thresholds' (PT) which denote the standard household income requirement to access mortgage products.
66. The starting point for calculating the affordability of a 'for sale' dwelling (PT) for a given household is the loan to value ratio to which most mortgage companies are prepared to agree. This is conservatively estimated to be 3.5. It is noted that to produce a more accurate assessment of affordability, both the savings available for a deposit and the equity in the home from which the buyer is moving (if not a first-time buyer) should be taken into account. However, as this data is not available for Hurst Green, an assumption has been made that a 10% purchase deposit is available to the prospective buyer. The calculation is therefore as follows:
- Value of an 'entry level dwelling'¹⁸ (£237,375)
 - Purchase deposit @ 10% of value (£23,738)
 - Value of dwelling for mortgage purposes; value minus purchase deposit (£213,637)
 - Loan to value ratio (3.5 of value of mortgage)
 - **Purchase Threshold (£213,637/3.5) £61,039**

4.5.2 Private rented sector (PRS)

67. Income thresholds are used to calculate the affordability of other tenures of housing; rented and AH tenures. In this HNA, households are deemed able to afford private rent if the lower quartile private rent price does not exceed 25% of gross household income for households with incomes of less than £40,000 per annum, or 30% of gross household income for households with incomes of more than £40,000 per annum.
68. For the purposes of developing an understanding of lower quartile private rent, an assumption is made that this equates to the average rent paid in Hurst Green for a two bedroom dwelling (enough space for two or three individuals). In order to conform to government guidance on overcrowding¹⁹, such a home would require three habitable rooms (a flat or house with two bedrooms). The property website home.co.uk has been used to establish the rental values for property in the NA. Given the lack of data available for the NPA, the search was extended to within 1 mile of Hurst Green to identify one two-bedroom houses/ flats²⁰, thus establishing an average monthly rent of £725 (rounded.). The Income Threshold for the PRS is therefore calculated as follows:
- Annual rent (£725*12) £8,700 * 4 = **Income Threshold (PRS) £34,800**
69. The new NPPF acknowledges that Build to Rent dwellings have a role to play in providing affordable market homes and may contribute to AH need where they include a component of Affordable Private Rent. It is therefore concluded that it is appropriate for policy in Hurst Green to support Build to Rent development.
70. Overall, the disparity between the PT (**£61,039**), IT (PRS) (**£34,800**) and median annual income for Rother (£15,984.80) indicates the struggle in terms of the affordability of market housing and private renting.

4.5.3 Affordable Housing

71. The different tenures that constitute the definition of Affordable Housing within the NPPF (2019) are: Social Rent and

¹⁸ 'Entry-level dwelling' should be understood to mean the average lower quartile house price in Hurst Green in 2018.

¹⁹ This is based on the notion of the 'room standard', indicating a dwelling is legally overcrowded if two people of the opposite sex have to share a room to sleep in (this does not apply when couples share a room): http://england.shelter.org.uk/housing_advice/repairs/overcrowding

²⁰ 2-bed rental search in Hurst Green on Home.co.uk, 02/05/2019

Affordable Rent, Starter Homes, Discounted Market Sales Housing, and other affordable routes to home ownership.

72. This variety of AH tenures reflects an ambition by the Government to provide a pathway to home ownership to those who seek it, as well as introducing market principles into the provision of subsidised housing for rent. The aim is to divide AH into a series of products designed to appeal to different sectors of the market and, by changing eligibility criteria, bring rents closer in line with people's ability to pay.
73. A good example is, in 2012, the introduction of dwellings for Affordable Rent. Rent for this tenure is set at up to 80% of market rent, with the intention that the additional income is used to help fund the development of new homes. Labelled as an 'intermediate' product, this would be suitable for people with an income that precludes them from eligibility for Social Rented dwellings (those dwellings where the rent is set in accordance with the Government's rent policy), but who cannot afford to access the private market.
74. The overall aim is to reduce the extent of the group who are eligible for Social Rent dwellings to cover only those who have, relatively speaking, very low household incomes. However, within this segment, market principles also apply given the link between rents and size of dwelling, with a strong financial incentive for households to occupy a dwelling deemed suited for them, based on an 'occupancy rating' formula set by the Government.
75. The HNA therefore considers each of the AH tenures in turn before arriving at a recommendation for how the quota of AH yielded by development should be divided between these tenure types in the case of Hurst Green.

4.5.4 Social Rent

76. Rents in social rented properties reflect a 'formula rent' based on a combination of individual property values and average earnings in each area, maintaining substantial discounts to market rents. As such, this tenure is suitable for the needs of those on low incomes and is subject to strict eligibility criteria.
77. In determining social rent levels, data from Homes England has been utilised which provides a proxy at the District level. Homes England's Statistical Data Return (SDR) provides data about rents and the size and type of stock owned and managed by Private Registered Providers (PRPs), which is presented in Table 4-5 below.

Table 4-5: Gross social rent levels (£) in Rother

Size	1 bed	2 beds	3 beds	4 beds	All
Average social rent PCM	£81	£94	£107	£119	£97
Annual average	£4,198	£4,899	£5,555	£6,206	£5,043
Income needed	£16,792	£19,598	£22,219	£24,823	£20,173

Source: Homes England Statistical Data Return 2017 to 2018, AECOM calculations

78. The lower quartile average annual income of £9,422.40 (derived previously from Table 4-4) is significantly lower than the indicated income required for all homes available for social rent.

4.5.5 Affordable Rent

79. Commentators have raised concerns about Affordable Rent not constituting a realistic form of AH, given that in many areas this reduces rent to levels that are still beyond the means of the target group, i.e. those on incomes substantially below the mean.
80. The SDR is also used to determine Affordable Rent prices, which are displayed in Table 4-6 below. Affordable rent is controlled at no more than 80% of the local market rent, but remains significantly higher than the Lower Quartile average annual income.

Table 4-6: Gross Affordable Rent levels (£) in Rother

Affordable Rent	Factor
Entry-level rent	£8,700
Affordable Rent	£6,960
Income Threshold (AR)	£27,840

Source: Homes England Statistical Data Return 2017 to 2018, AECOM calculations

4.5.6 Intermediate tenures

81. Intermediate housing means homes for sale and rent provided at a cost above social rent, but below market levels, subject to the criteria in the Affordable Housing definition above. It can include shared equity (shared ownership and equity loans), other low-cost homes for sale and intermediate rent, but not affordable rented housing.

4.5.7 Starter Homes

82. The Housing and Planning Act 2016 (HPA) introduces a general duty on planning authorities in England to promote the supply of 'Starter Homes,' and a specific duty to require a minimum number or proportion of 'Starter Homes' on certain residential development sites. In paragraph 64 of the NPPF (2018), the Government introduces a recommendation that "where major housing development is proposed, planning policies and decisions should expect at least 10% of the homes to be available for affordable home ownership".
83. This is a fulfilment of the direction of travel set in the Housing White Paper. It states that, "in keeping with our approach to deliver a range of affordable homes to buy, rather than a mandatory requirement for 'Starter Homes,' we intend to amend the NPPF to introduce a clear policy expectation that housing sites deliver a minimum of 10% affordable home ownership units. It will be for local areas to work with developers to agree an appropriate level of delivery of 'Starter Homes', alongside other affordable home ownership and rented tenures".
84. This is a substantial watering-down of the 'Starter Home' requirement as envisaged when policy contained in the Housing and Planning Act was first conceived. In effect, it leaves it to local groups, including neighbourhood plans, to decide an appropriate level of affordable home ownership products, while taking note of the 10% policy expectation.
85. A Starter Home is a new build home with a value not exceeding £250,000 outside London; they are eligible for first time buyers aged under 40.
86. The decision whether to treat Discounted Market Sale Homes (DMSH) as AH should be determined by whether lowering the asking price of new build homes of a size and type suitable to first time buyers by 20% would bring them within reach of people currently unable to access Affordable Market Housing for purchase.
87. To provide a conservative assessment of suitability of DMSH, we propose to use the value we have estimated for an entry-level dwelling of £237,375. Applying a discount of 20% (-£47,475) gives an approximate selling price of £189,900. Allowing for a 10% deposit (-£18,990) further reduces the value of the property to £170,910. The IT at a multiple of 3.5 is £48,831. The income required is therefore significantly above the median annual income for Rother of £15,984.80, indicating that Discounted Market Sale Homes would make housing likely in Hurst Green slightly more accessible to some local residents.
88. Given the gap between the IT for PRS (£34,800), the Purchase threshold (£61,039), and the median annual income (£15,984.80) it is plausible that Starter Homes will also provide a more affordable route to home ownership to those currently renting. As such, it is considered appropriate for this tenure to be included in the housing mix in Hurst Green.

4.5.8 Shared Ownership

89. As we have seen, there is a relatively low level of shared ownership dwellings in Hurst Green (two at the time of the last Census). Nevertheless, it is worth considering its future role.
90. Shared ownership involves the purchaser buying an initial share in a property, typically of between 25% and 75%, and paying rent on the share retained by the provider. Shared ownership is flexible in two respects, both in the share which can be purchased and in the rental payable on the share retained by the provider. Both of these are variable. The share owned by the leaseholder can be varied by 'stair-casing'. Generally, stair casing will be upward, increasing the share owned. In exceptional circumstances (as a result of financial difficulties, and where the alternative is repossession), and at the discretion of the provider, shared owners may staircase down, thereby reducing the share they own. Shared equity is available to both first-time buyers, people who have owned a home previously and council and housing association tenants with a good credit rating whose household income does not exceed £60,000.
91. To determine the affordability of shared ownership, calculations have been based on the lower quartile house price of £237,375 in 2018²¹. The amount of the deposit available to the prospective purchaser is assumed to be 10% of the value of the dwelling; the standard loan to value ratio of 3.5 is used to calculate the income required to obtain a mortgage.

²¹ It is important to note that this is based on new build sales only. The current shared ownership models are only available for new build homes, with the assumed cost therefore differing from the cost of open market housing, which also include resale properties.

The income required to cover the rental component of the dwelling is based on the assumption that a household spends no more than 25% of its income on rent (as for the IT for PRS).

92. A 25% equity share of £237,375 is £59,344, from which a 10% deposit of £5,934 is deducted to give the mortgage value of £53,409. This is then divided by 3.5 to identify that securing a mortgage of £53,409 requires an annual income of £15,260. In addition to the mortgage costs, rent is charged on the remaining 75% shared ownership equity, comprising the unsold value of £178,031. An ongoing annual rent equivalent to 2.5% of the value of the unsold equity is assumed, which is £4,451 and requires an income of £17,803. Therefore, an income of around £33,063 (£15,260+ £17,803) is required to afford a 25% shared equity purchase of an entry-level house with annual rent.
93. A 50% equity share of £237,375 is £118,688, from which a 10% deposit of £11,869 is deducted to give the mortgage value of £106,819. This is then divided by 3.5 to identify that securing a mortgage of £106,819 requires an annual income of £30,520. In addition to the mortgage costs, rent is charged on the remaining 50% shared ownership equity, i.e. the unsold value of £118,688. An ongoing annual rent equivalent to 2.5% of the value of the unsold equity is assumed, which corresponds to £2,967 and requires an income of £11,869. Therefore, an annual income of around £42,388 (£30,520 + £11,869) is required to afford a 50% shared equity purchase of an entry-level house with annual rent.
94. A 75% equity share of £237,375 is £75,000, from which a 10% deposit of £7,500 is deducted to give the mortgage value of £67,500. This is then divided by 3.5 to identify that securing a mortgage of £67,500 requires an annual income of £19,285.71. In addition to the mortgage costs, rent is charged on the remaining 25% shared ownership equity, comprising the unsold value of £25,000. An on-going annual rent equivalent to 2.5% of the value of the unsold equity is assumed, which corresponds to £625 and requires an income of £2,500. Therefore, an annual income of around £21,785.71 (£19,285.71+ £2,500) is required to afford a 75% shared equity purchase of an entry-level house with annual rent.
95. Given these values, and again noting the gap between the PT (**£61,039**), IT (PRS) (**£34,800**) and median annual income for Rother (£15,984.80), it is plausible that Shared Ownership offers an alternative to people currently in rented accommodation seeking to move to a tenure that offers a route to home ownership. Therefore, it is reasonable to include this tenure within the housing mix at Hurst Green.

4.6 Affordable housing- quantity

4.6.1 Local policy requirements

96. The quantity of affordable housing to plan for at Hurst Green can be determined by referring back to the quantity figure for all housing that has already been provided for the village by Rother - 75 dwellings.
97. Within these 75 dwellings, Policy LHN2 of the adopted Local Plan and Policy DHG1 of the emerging Local Plan both expect a 40% on-site affordable housing element. Within the adopted policy LHN2, the 40% affordable housing would be required on schemes at Hurst Green of 5 dwellings or more, or a financial contribution in lieu of the dwellings themselves for schemes of less than five dwellings. Within the emerging policy DHG1, the 40% affordable housing would be required on schemes in Hurst Green of 6 dwellings or more (or 0.2 hectares or more).
98. As 40% of 75 dwellings is 30 dwellings, this means that under both the adopted and the emerging Local Plan, a requirement for 30 affordable dwellings has been provided to Hurst Green.
99. However, there is the potential for these thirty not to be delivered within the plan period, for example if a proportion (or all) schemes that come forward under the adopted Local Plan are five dwellings or less, and/or if a proportion (or all) schemes that come forward under the emerging Local Plan, once adopted, are six dwellings or less.
100. For this reason, it is recommended that the Parish Council monitor closely the amount of affordable housing being delivered as a component of all schemes that come forward over the Plan period. Where it appears that the 30 affordable dwellings that Rother has assessed the village needs may not come forward, there is potential, under adopted policy LHN3 or emerging policy DHG2, for a rural exception site²² to be designated to boost the supply of affordable housing needed.

²² Rural exception sites are defined by the National Planning Policy Framework as 'small sites used for affordable housing in perpetuity where sites would not normally be used for housing'. Such sites can only be provided in rural areas, including AONBs, and should be located where housing will enhance or maintain the vitality of rural communities, especially where this will support local services. Rural exception

101. In line with those policies, a rural exception site at Hurst Green may be granted planning permission outside development boundaries where it helps to meet a proven local housing need for affordable housing in the village/parish, as demonstrated in an up-to-date assessment of local housing need.
102. The proven local housing need could be evidenced by the Household Survey work already carried out by the Parish Council, and/or by its successor(s) later in the Plan period. The size, tenure, mix and cost of the housing to be provided, as required by Rother policy, can be evidenced on the basis of this report.
103. The other conditions for development of a rural exception site are that it would need to be well related to the existing settlement and its services, including access to public transport, the development would need to be supported or initiated by the Parish Council, and Rother would need to be satisfied that the identified local housing need cannot be met within the settlement development boundary.
104. To these policy requirements should be added the obvious requirement, arising from AECOM's own Site Assessment work: that land suitable for development needs to be found. If a suitable exception site can be identified where the land is already owned by the Parish Council and/or a Community Land Trust, so much the better, as it means that neighbourhood planners can retain control of when the site is delivered, its size, and the quantity, type and tenure of the housing to be provided.
105. If no such suitable land can be found, it is recommended that the Parish Council consult with Rother over the potential for the rural exception site to be provided in a suitable alternative location outside the parish boundary.

4.6.2 National policy requirements

106. If there emerges a need for a rural exception site at Hurst Green but no suitable land can be identified within the Parish boundary, the NPPF is helpful. It states (paragraph 78) that where there are groups of smaller settlements, development in one village may support services in a village nearby. This policy can help inform any dialogue required between the Parish Council and Rother in terms of where the housing could be provided, if not at Hurst Green itself.
107. The NPPF also states that a proportion of market homes may be allowed on the rural exception site at the local planning authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.

4.7 Hurst Green 2019 Local Housing Demand Survey

108. In the Household Survey carried out by the Parish Council in early 2019, with the reminder that the survey is only a snapshot in time, three households were seeking social rented accommodation, and two of these households are seeking a three-bedroom detached house. However, the survey does not make it clear if these households are already on the Sussex Homemove affordable housing register (though it does state elsewhere that one household indicated it was currently on the register)²³. A further four households are seeking rental accommodation, and a further two had been accepted for a shared/low-cost home ownership scheme.
109. The survey does indicate that of the 45 households seeking new homes, the majority (nearly 2/3) would be able to afford a property on the open market, and over a quarter said that they would be able to afford a new home outright, i.e. without a mortgage.
110. The household survey's detailed findings on affordability from the twenty households who provided information on how much they were prepared to pay for new housing are as follows:
 - Five households said they could afford a deposit of £70,000 to £99,000, which, on the assumption used elsewhere in this report that a deposit is 10% of purchase price means they could afford a home worth £700,000-£990,000, well above the Hurst Green 2018 average house price of £353,375 (Table 4-3).
 - Four households said they could afford a deposit of £30,000-£49,999, meaning they could afford a house worth £300,000-£499,999, i.e. around the Hurst Green 2018 average price, including the average detached price.

sites should also 'address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection'.

²³ The survey results also note elsewhere that there were only 'a limited number of households who indicated they had been accepted onto the Sussex Homemove housing register'.

- Three households said they could afford a deposit of £10,000 to £19,000, meaning they could afford a house worth £100,000-£190,000. This would suggest they would only be able to afford a flat if they were to stay in Hurst Green.
- Two households said they could afford a deposit of £10,000 to £19,000, meaning they could afford a house worth £100,000-£190,000. This would suggest they would only be able to afford a flat if they were to stay in Hurst Green.
- Two households said they could afford a deposit of £100,000 or over, which means they could afford a home worth £1million or more, well above the Hurst Green 2018 average house price.
- One household is seeking shared ownership but states they have £100,000 or more available for a deposit. A household with this level of savings would not qualify for shared ownership and would be able to afford on the open market.
- One household said they could afford a deposit of £1,000-£4,999, meaning they could afford a house worth £10,000-£49,999. As it is unlikely that there are any properties on the open market for this price anywhere in the South East of England, it is recommended that these households place themselves on the affordable housing register, if they have not yet done so, and/or seek private rental property.
- The one household that stated they could afford a deposit of £5,000 to £9,999, meaning they could afford a house worth £5,000 to £99,999, may be just about able to afford a flat in Hurst Green, (average 2018 price £100,000 as per Table 4-3) but it is likely there is only a limited supply.
- One household is looking for a shared ownership dwelling but has stated that they have less than £1,000 available. This strongly suggests that the household income is lower than the £33,063 required even for 25% Shared Ownership (see section 4.5.8 above) and it is therefore recommended that this household applies for a place on the Sussex affordable housing register, if it has not yet done so, and/or seek private rental property.
- If the one household that stated a preference for a shared ownership dwelling and has £1000-£4999 available has a household income of £33,063 or more, then a shared ownership dwelling at 25% would be achievable. If not, it is recommended that this household applies for a place on the Sussex affordable housing register, if it has not yet done so, and/or seek private rental property.

4.8 Conclusions- tenure and affordability

111. Table 4-7 below summarises the annual cost of different tenures and the income required (excluding deposits saved) to support these costs within Hurst Green.

Table 4-7: Affordability Thresholds

Tenure	Cost of purchase	Annual rent	Income required
Entry-level Market Sale	£213,638	N/A	£61,039
Shared Ownership (75%)	£160,228	£5,934	£51,714
Starter Homes	£170,910	N/A	£48,831
Entry-level Market Rent	N/A	£8,700	£34,800
Shared Ownership (50%)	£106,819	£11,869	£42,388
Shared Ownership (25%)	£53,409	£17,803	£33,063
Affordable Rent	N/A	£6,960	£27,840
Social Rent – 3 Bed Dwelling	N/A	£5,555	£22,219
Social Rent – 2 Bed Dwelling	N/A	£4,899	£19,598

Source: AECOM calculations

112. The income required to afford these different tenures is benchmarked against two measurements of household income: the median annual household income and the lower quartile household income for the District set out above, which are £15,984.80 and £9,422.40 respectively.

113. The Affordability Thresholds indicate that residents on low incomes (based on the lower quartile household income) will

struggle to access an appropriate tenure. However, 25% Shared Ownership schemes may potentially offer these residents an affordable route to home ownership, and as such should be encouraged within Hurst Green.

- 114. Affordable Rent and Social Rent houses are also more closely aligned with the median annual household income, and as such are less likely to support residents on low incomes. Therefore, the effectiveness of this tenure type in Hurst Green is likely to be more limited.
- 115. The findings indicate that given the median annual income, even at the lower quartile entry -level price, market homes remain out of reach for many residents. Therefore, an appropriate tenure mix in Hurst Green should include Starter Homes and Shared Ownership Homes to support local residents on low incomes in accessing routes to home ownership.
- 116. On the basis of this evidence, Table 4-8 below identifies the split of AH tenures that is suggested for Hurst Green:

Table 4-8: Suggested tenure split (Affordable Housing)

Affordable Routes to home ownership	80%
(within which) Starter Homes	40%
Shared Ownership	60%
Affordable Housing for rent	20%
(within which) Social Rent	60%
Affordable Rent	40%

Source: AECOM calculations

- 117. In terms of the quantity of affordable housing to plan for during the Neighbourhood Plan period, under both the adopted and the emerging Rother Local Plans, a requirement for 30 affordable dwellings has been provided to Hurst Green over the Neighbourhood Plan period. The Hurst Green Household Survey provides clear evidence of affordable housing need in the parish currently, and it is recommended that any respondents who have stated in the survey that they are in need of affordable housing, but are not already registered with Sussex Homemove, register now so that they can prove a local connection and qualify for an affordable dwelling as they are provided over the Plan period.
- 118. It is recommended that the Parish Council monitor closely the amount of affordable housing being delivered as a component of all schemes that come forward over the Plan period. Where it appears that the 30 affordable dwellings that Rother has assessed the village needs may not come forward (for example, if only smaller market schemes are coming forward), there is potential, under adopted policy LHN3 or emerging policy DHG2, for a rural exception site²⁴ to be designated to boost the supply of affordable housing needed.
- 119. In line with those policies, a rural exception site at Hurst Green may be granted planning permission outside development boundaries where it helps to meet a proven local housing need for affordable housing in the village/parish, as demonstrated in an up-to-date assessment of local housing need, and as long as it conforms with relevant local and national policy requirements.
- 120. To these policy requirements should be added the obvious requirement, arising from AECOM's own Site Assessment work: that land suitable for development needs to be found. If a suitable exception site can be identified where the land is already owned by the Parish Council and/or a Community Land Trust, so much the better, as it means that neighbourhood planners can retain control of when the site is delivered, its size, and the quantity, type and tenure of the housing to be provided.
- 121. If no such suitable land can be found, it is recommended that the Parish Council consult with Rother over the potential for the rural exception site to be provided in a suitable alternative location outside the parish boundary.

²⁴ Rural exception sites are defined by the National Planning Policy Framework as 'small sites used for affordable housing in perpetuity where sites would not normally be used for housing'. Such sites can only be provided in rural areas, including AONBs, and should be located where housing will enhance or maintain the vitality of rural communities, especially where this will support local services. Rural exception sites should also 'address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection'.

5. RQ 2: Type and Size

RQ 2: What type (terraced, semi, bungalows, flats and detached) and size (number of bedrooms) of housing is most appropriate to meet local needs?

5.1 Introduction

122. The Hurst Green Neighbourhood Plan will need to include policies informed by robust data on what sizes and types of housing would be best suited to the local community. This will help ensure that future developments give local people at all stages of life the options they require, while keeping the market operating efficiently.
123. PPG recommends a consideration of the existing housing provision and its suitability, having regard to demographic shifts in age and household composition, to address future, as well as current community need. For this reason, we firstly consider the type and size of the existing housing stock in Rother. Demographic shifts in age and household composition will then be considered. Finally, the future demand for housing by size and type will be determined by the way different household types currently occupy their dwellings in the LPA, and then applying to that baseline assessment demographic projections of how the Plan area population is likely to change by the end of the Neighbourhood Plan period.

5.2 Existing types and sizes

124. Before beginning our consideration of dwelling type and size, it is important to understand how different types of households occupy their homes. Crucially, and unsurprisingly, household 'consumption' of housing (in terms of housing size) tends to increase alongside wages, with the highest earning households consuming relatively more (i.e. larger) housing than those on lower incomes. Similarly, housing consumption tends to increase, alongside wealth, income, and age, such that older households tend to have larger homes than younger households, often as a result of cost and affordability.
125. In this context, even smaller households (those with fewer than three inhabitants) may be able to choose to live in larger homes than they require, and thus would be defined in Census terms as under-occupying their homes. This is a natural feature of the housing market, and can distort considerations of future housing needs, with market dynamics and signals giving a very different picture than demographics, household type and size would suggest for future years.
126. In order to understand the terminology surrounding dwelling size analysis, it is important to note that the number of rooms recorded in Census data excludes some rooms such as bathrooms, toilets and halls. Dwelling size data is collected by determining the number of rooms being occupied by each household. In the section that follows, 'dwelling sizes' should thus be translated as follows²⁵:
- 1 room = bedsit
 - 2 rooms = flat/house with one bedroom and a reception room/kitchen
 - 3 rooms = flat/house 1-2 bedrooms and one reception room and/or kitchen
 - 4 rooms = flat/house with 2 bedroom, one reception room and one kitchen
 - 5 rooms = flat/house with 3 bedrooms, one reception room and one kitchen
 - 6 rooms = house with 2 bedrooms and 2 reception rooms and a kitchen, or 3 bedrooms and one reception room and a kitchen
 - 7+ rooms = house with 3, 4 or more bedrooms
127. It is also useful to clarify the Census terminology around dwellings and households spaces. These can be confusing where different terminologies such as flats, apartments, shared and communal dwellings, and houses in multiple occupation, are used. Dwellings are counted in the Census by combining address information with Census returns on whether people's accommodation is self-contained.²⁶ As such, all dwellings are classified into either "shared" or "unshared" dwellings. Household spaces make up the individual accommodation units forming part of a shared dwelling.
128. The key measure of whether a dwelling is shared or unshared relates to the Census' definition of a household. A household is defined as "*One person living alone or a group of people (not necessarily related) living at the same*

²⁵ At <https://www.nomisweb.co.uk/census/2011/qs407ew>

²⁶ At <https://www.gov.uk/guidance/dwelling-stock-data-notes-and-definitions-includes-hfr-full-guidance-notes-and-returns-form>

address who share cooking facilities and share a living room or sitting room or dining area.”²⁷ On this basis, where unrelated residents of a dwelling share rooms other than a kitchen, this would be considered a single household in an unshared dwelling, whilst where only a kitchen is shared, each resident would be considered their own household, and the dwelling would be considered shared.

5.2.1 Dwelling type

129. Table 5-1 below shows the mix of types of dwelling in the NA and how this compares with district and national geographies.

130. Hurst Green has a similar proportion of detached homes in comparison with the District (44.9% against 41.9%), which is significantly higher than the national average (22.4%) However, there is a higher proportion of semi-detached homes in the NA (27.5% against 21.8%) and terraced properties (17.7% against 13.4%). Meanwhile there are less flats in the NA compared to the District average (7% against 14.1%).

Table 5-1: Accommodation type (households) in Hurst Green, 2011

Dwelling type		Hurst Green	Rother	England
Whole house or bungalow	Detached	44.9%	41.9%	22.4%
	Semi-detached	27.5%	21.8%	31.2%
	Terraced	17.7%	13.4%	24.5%
Flat, maisonette or apartment	Purpose-built block of flats or tenement	7.0%	14.1%	16.4%
	Parts of a converted or shared house	1.4%	6.6%	3.8%
	In commercial building	1.1%	1.8%	1.0%

Source: ONS 2011, AECOM Calculations

5.2.2 Size

131. It is also relevant to consider how the number of rooms occupied by households has changed between the 2001 and 2011 censuses. This metric provides a proxy for the size of dwellings in a given geography. This data is presented below in Table 5-2 and shows quite clearly that there has been a decrease in smaller homes of 1-2 rooms. Notably, homes of 2 rooms have decreased by 56%, although this equates to a loss of only five homes given that absolute numbers are low. There has been an increase in medium-sized homes of 3 and 4 rooms (15.7% and 2.8%) in the NA, significantly above the District average. Homes of 6 and 7+ rooms have increased by 16.5% and 22.7% respectively in the NA, above the district and national average.

²⁷ Ibid.

Table 5-2: Rates of change in number of rooms per household in Hurst Green, 2001-2011

Number of Rooms	Hurst Green	Rother	England
1 Room	0.0%	-0.5%	-5.2%
2 Rooms	-55.6%	9.1%	24.2%
3 Rooms	25.7%	10.7%	20.4%
4 Rooms	2.8%	0.0%	3.5%
5 Rooms	-15.8%	-1.9%	-1.8%
6 Rooms	16.5%	9.4%	2.1%
7 Rooms or more	22.7%	17.5%	17.9%

Source: ONS 2011, AECOM Calculations

132. Table 5-3 below sets out the distribution of the number of rooms by household space. From this data, it is apparent that there is a predominance of larger dwellings, not only in Hurst Green but also in Rother, whilst there are few houses of one to three habitable rooms.
133. 91.8% of the stock in Hurst Green can be considered family dwellings (four rooms or more) and 58.9% of them are large properties (with 6 rooms or more). The remaining 32.9% of homes are of medium size (four to five habitable rooms). These figures are slightly higher than the distribution of housing in Rother. In Rother 89.3% of the stock can be considered family dwellings and 46.1% of these are large properties. Meanwhile only 8% of homes in Hurst Green have one to three rooms, compared to a slightly higher 11% in Rother.

Table 5-3: Number of rooms per household space, 2011

	Hurst Green		Rother	
	Frequency	%	Frequency	%
1 Room	1	0.2	196	0.5
2 Rooms	4	0.7	795	1.9
3 Rooms	44	7.3	3363	8.2
4 Rooms	74	12.4	8538	20.9
5 Rooms	123	20.5	9155	22.4
6 Rooms	120	20.0	7352	18.0
7 Rooms	92	15.4	4495	11.0
8 Rooms or more	62	10.4	3078	7.5
9 Rooms or more	79	13.2	3905	9.6
Total	599	100%	196	100%

Source: ONS 2011, AECOM Calculations

134. It is also useful to cross-reference this data with Census estimates of the number of bedrooms for each household in Hurst Green and Rother. **Error! Reference source not found.**-4 below summarises the proportion of households occupying each size of home in terms of the number of bedrooms. The data shows that the distribution of bedrooms in Hurst Green is fairly similar to that of Rother. The main difference being noted is for 2 bedroom properties, (13% of Hurst

Green vs 17.3% of Rother). Additionally, when looking at larger properties, 43.5% of Hurst Green residents occupied 4+ bedroom properties which is higher than Rother (37.5%).

Table 5-4: Number of bedrooms in household spaces, 2011

All categories: Number of bedrooms	338		16,318	
1 bedroom	6	1.8	223	1.4
2 bedrooms	44	13.0	2,817	17.3
3 bedrooms	141	41.7	7,151	43.8
4 bedrooms or more	147	43.5	6,127	37.5

Source: ONS 2011 (QS411EW), AECOM Calculations

5.2.3 Summary- housing size

135. In summary, homes in Hurst Green are mostly medium and large in size, and this reflects the housing distribution of the District. Recent trends suggest that medium-sized homes are in high supply in the NA, as there has been a significant increase in the amount of these homes delivered over the intercensal period. Meanwhile, there has been a slight reduction in the amount of smaller properties available in the NA, which is in contrast to the steady growth of small properties in the wider District.

5.3 SHMA findings

136. The SHMA Update 2013 covers only quantity of housing, and not type, but its predecessor the SHMA Update 2009 does. It concludes (page 92) that Rother will see a future substantial increase in single person households and a reduction in couples housing.

137. The SHMA goes on to state that the majority of growth within singles households will occur amongst older households – single elderly people living alone, and that these new households are likely to occupy broadly equal proportions of 1, 2 and 3+ bedroom homes. The majority of single person households in the market sector occupy homes with 2 or more bedrooms and this is particularly the case amongst older households as downsizing was relatively limited at the time (though, as a caveat, this SHMA conclusion is now ten years old).

5.4 Household composition and age structure

138. Having established the current stock profile of Hurst Green, and identified recent changes in its composition, the evidence assembled in this section shows the composition of households both now and how they are likely to change in future years. Through a consideration of the types of households forming, and the mix of age groups, it is possible to develop recommendations as to how the size of housing in Hurst Green should be influenced through planning policy.

5.4.1 Current Household Composition

139. Household composition is a fundamental factor driving the size of housing that will be needed in Hurst Green in the future. As of 2011, the NA had 599 households, representing 1.5% of the District's total.

140. In **Error! Reference source not found.** below, we present data relating to household composition drawn from Census 2011 in the NA. Overall, the findings differ slightly with those of the District. In the NA, families constitute 68.6% of households, while in the District they form 60.9%, a difference of 7.7%; one person households form a slightly smaller proportion of all households in the NA than the District (24.9% as against 34%). There is a higher proportion of families with children in Hurst Green compared to the District (28.7% against 20.1%). Moreover, whilst there are fewer one person householders aged 65 and over in the NA than the District (10.9% against 14.1%) the opposite is true for households of families that are all aged 65 and over (16% against 11.7%).

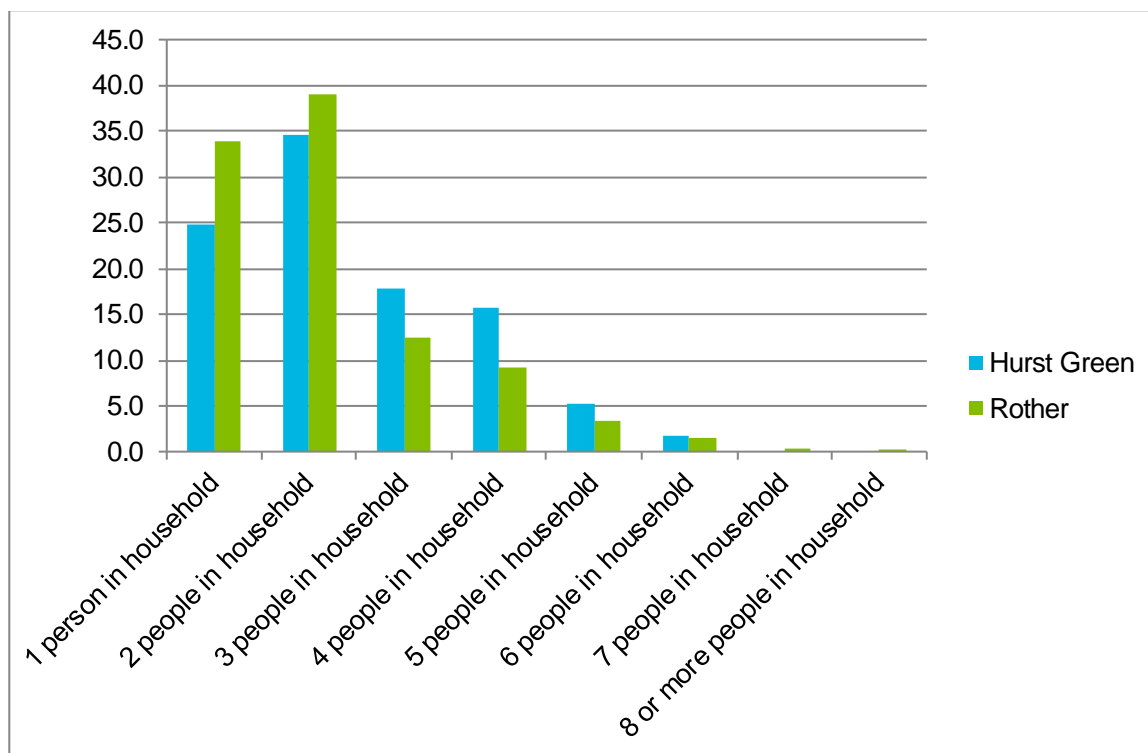
Table 5-5: Household composition (by household) in Hurst Green, 2011

		Hurst Green	Rother	England
One person household	Total	24.9%	34.0%	30.2%
	Aged 65 and over	11.4%	19.8%	12.4%
	Other	13.5%	14.2%	17.9%
One family only	Total	68.6%	60.9%	61.8%
	All aged 65 and over	8.5%	13.8%	8.1%
	With no children	20.2%	19.0%	17.6%
	With dependent children	28.7%	20.1%	26.5%
	All children Non-Dependent	11.2%	7.9%	9.6%
Other household types	Total	6.5%	5.1%	8.0%

Source: ONS 2011, AECOM Calculations

141. As seen in Figure 5-1 below, the most dominant household size is that of 2 persons which accounts for 34.6% of all housing in Hurst Green, which is also the most dominant for Rother, at 39%. This is followed by one person households in Rother at 34%, which is significantly higher than in Hurst Green (24.9%). There is a higher proportion of 3 (17.9%) and 4 (15.7%) person per household dwellings in Hurst Green compared to Rother (9.2% and 3.4%), highlighting that the households in Hurst Green are larger, and potentially highlights the higher number of families in the NA.
142. Nevertheless, Hurst Green is fairly similar to Rother in terms of household size distribution and therefore, District-wide policies regarding type and size are likely to be relevant in Hurst Green.

Figure 5-1: Household Size



Source: ONS 2011, AECOM Calculations

5.4.2 Consideration of age

143. The data presented below classifies households in Hurst Green and Rother according to the age of the Household Reference Person (HRP). Size and type of housing is not only influenced by household composition, but also by the age of the HRP. The following observations can be highlighted from the data presented in **Error! Reference source not found.** below:

- The distribution of household types among different life stages in the NA and the District is fairly similar. However, it is evident that Hurst Green has a slightly larger middle-aged population, with higher proportions of those aged 35 to 64.
- The most dominant population group in Hurst Green is those aged 35 to 54, which forms 43% of the population, which is significantly higher than the rest of Rother (31%). People in this category are also the most likely to have dependent children.
- Households headed by older people (65 and over) also form a significant proportion of households in Hurst Green at 26%. This is a smaller proportion compared to the wider Rother District which has 41% of its homes headed by those aged 65 and older.

Figure 5-6: Households by age of the HRP

Household Lifestage	Hurst Green	Hurst Green %	Rother	Rother %
All categories: Household lifestage	599		40,877	
Age of HRP under 35: Total	66	11	3,341	8
Age of HRP under 35: One person household	12	18	727	22
Age of HRP under 35: Two or more person household: No dependent children	15	23	902	27
Age of HRP under 35: Two or more person household: With dependent children	39	59	1,712	51
Age of HRP 35 to 54: Total	256	43	12,694	31
Age of HRP 35 to 54: One person household	36	14	2,716	21
Age of HRP 35 to 54: Two or more person household: No dependent children	81	32	3,465	27
Age of HRP 35 to 54: Two or more person household: With dependent children	139	54	6,513	51
Age of HRP 55 to 64: Total	122	20	8,116	20
Age of HRP 55 to 64: One person household	33	27	2,362	29
Age of HRP 55 to 64: Two or more person household: No dependent children	76	62	5,088	63
Age of HRP 55 to 64: Two or more person household: With dependent children	13	11	666	8
Age of HRP 65 and over: Total	155	26	16,726	41
Age of HRP 65 and over: One person household	68	44	8,084	48
Age of HRP 65 and over: Two or more person household: No dependent children	86	55	8,516	51
Age of HRP 65 and over: Two or more person household: With dependent children	1	1	126	1

Source: ONS 2011 (qs111ew), AECOM Calculations

5.4.3 Future household composition and age mix

144. We now consider how household composition has shifted over the 2001-11 inter-Census period, before examining how it is expected to evolve towards the end of the Plan period.
145. Table 5-2 below shows that one person households have increased in Hurst Green by 11.2%, which is at a slightly higher rate than Rother (10.3%) and England (8.4%). The number of one person households aged 65 and over has seen a slight decrease (-1.4%); however, this is less significant when compared to Rother (-3/9%) and the rest of England (-7.3%).
146. Overall, households occupied by one family have seen a slight increase (1.7%); however, this increase is less than can be noted for Rother (5%) and the rest of England (5.4%). Of one family households, those with non-dependent children have seen the largest increase (31.45%), which is significantly above the average across Rother (23.55%) and the rest of England (10.6%). Additionally, households with no children have also increased significantly (18.6%) when compared to Rother (14.95) and the rest of England (7.1%).

Table 5-2: Rates of change in household composition in Hurst Green, 2001-2011

Household type		Percentage change, 2001-2011		
		Hurst Green	Rother	England
One person household	Total	11.2%	10.3%	8.4%
	Aged 65 and over	-1.4%	-3.9%	-7.3%
	Other	24.6%	39.0%	22.7%
One family only	Total	1.7%	5.0%	5.4%
	All aged 65 and over	-10.5%	-10.7%	-2.0%
	With no children	18.6%	14.9%	7.1%
	With dependent children	-11.3%	3.1%	5.0%
	All children non-dependent	31.4%	23.5%	10.6%
Other household types	Total	77.3%	14.8%	28.9%

Source: ONS 2011, AECOM Calculations

147. It would be helpful also to consider how households in Hurst Green are projected to change in the future and whether the trends observed in the inter-Census period will continue. Unfortunately, detailed projections of future populations are not available for individual towns or parishes, so it is necessary to turn to projections for Rother as a whole.
148. MHCLG publishes bi-annual household projections for all local authorities in England and Wales, broken down by household type, and also provides projections of the average household size and age.
149. Table 5-3 shows that there are significant increases in household projections in Rother for most household types, especially couples and one or more other adult and other (33.9 % and 30.9% respectively). There is also a fairly significant increase in one person households (25.6%) and couple and no other adults (20.55). The least growth is projected in households with dependent children (12.5%).

Table 5-3: MHCLG Household projections for Rother by household type

	One person	Couple and no other adult	Couple and one or more other adult	Households with dependent children	Other
2014	14,391	13,917	2,749	8,863	2,006
2039	19,345	17,514	4,159	10,129	2,904
% Increase between 2014 and 2039	25.6%	20.5%	33.9%	12.5%	30.9%

Source: MHCLG 2014-based household projections, ONS 2011/AECOM Calculations

150. The projections for Rother also consider the increases in each household age group up to 2039. The biggest increase projected for the District is for older households of those aged 85 and over, which may experience a 54% increase between 2014 and 2039.

Table 5-4: MHCLG Household projections for Hurst Green by household age

	Under 25	25-34	35-44	45-54	55-64	65-74	75-84	85+
2014	773	2,869	4,633	7,282	7,600	9,089	6,500	3,180
2039	789	2,706	4,942	6,903	8,556	11,637	11,534	6,984
% Increase between 2014 and 2039	2.03	-6.02	6.25	-5.49	11.17	21.90	43.64	54.47

Source: MHCLG 2014-based household projections, MHCLG 2011-based household projections

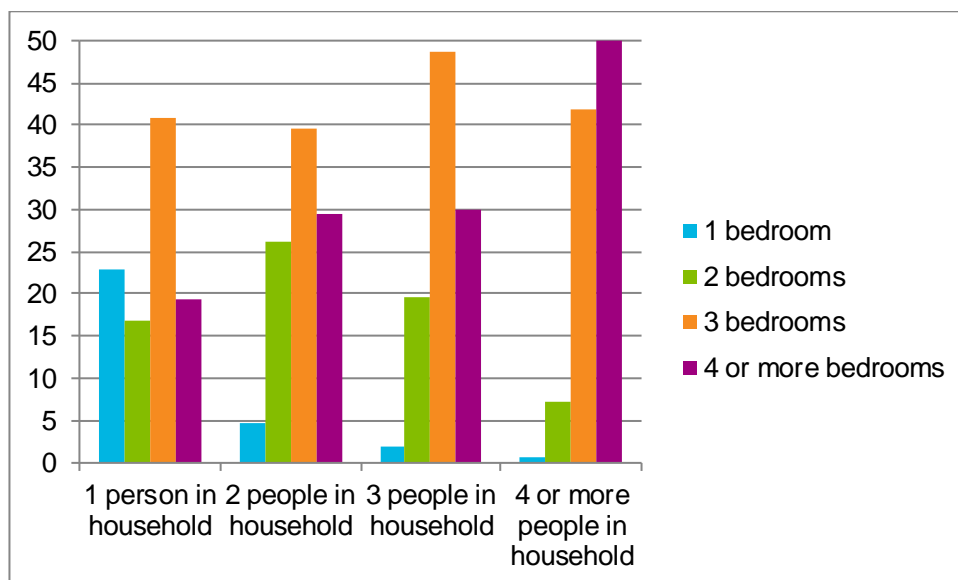
5.5 Current patterns of occupation

151. To estimate the housing mix needed by the end of the Plan period, we adopt an approach which assumes that the housing mix needed by households will reflect current occupation patterns. We estimate the housing likely to be required in the future based on the current propensity of households of different ages to occupy different sizes of dwelling. For example, a growth in single person households aged 65-74 will lead to an increase in the need for the type of housing currently occupied by single person households of this age.

5.5.1 Size

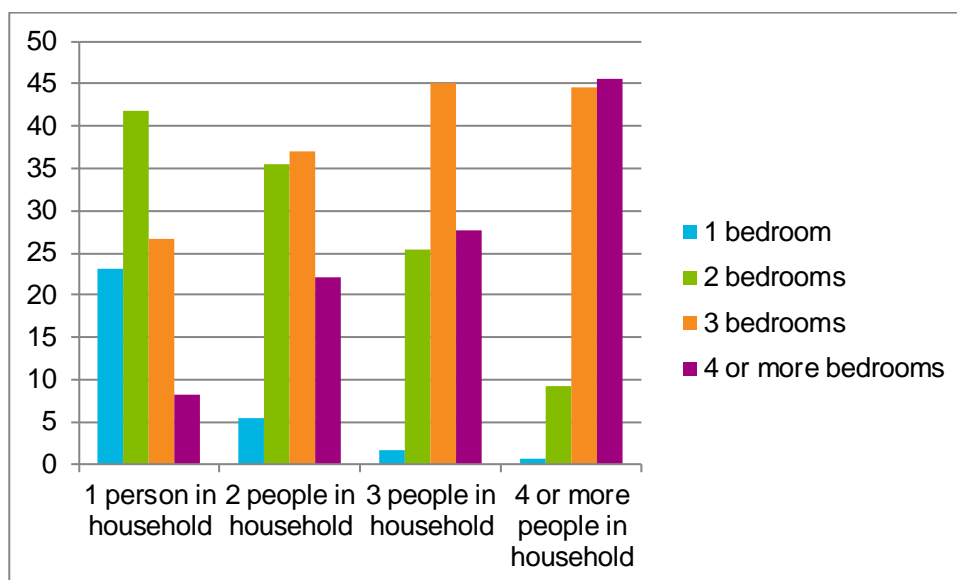
152. Figure 5-2 shows household size cross tabulated against the number of bedrooms in their property, for both Hurst Green and Rother. In both the NA and the District, households with three or more residents generally have at least three bedrooms. Among households with fewer members, the number of spare bedrooms increases. 42% of properties in the NA have three or more bedrooms and 77% of single person households have two or more bedrooms. As we showed before, smaller households occupy larger dwellings than their size suggests- indicating that this phenomenon, originally noted in the 2009 SHMA Update, persists.

Figure 5-2: Number in households by numbers of bedrooms in Hurst Green 2011



Source: ONS 2011 (LC4405EW), AECOM Calculations

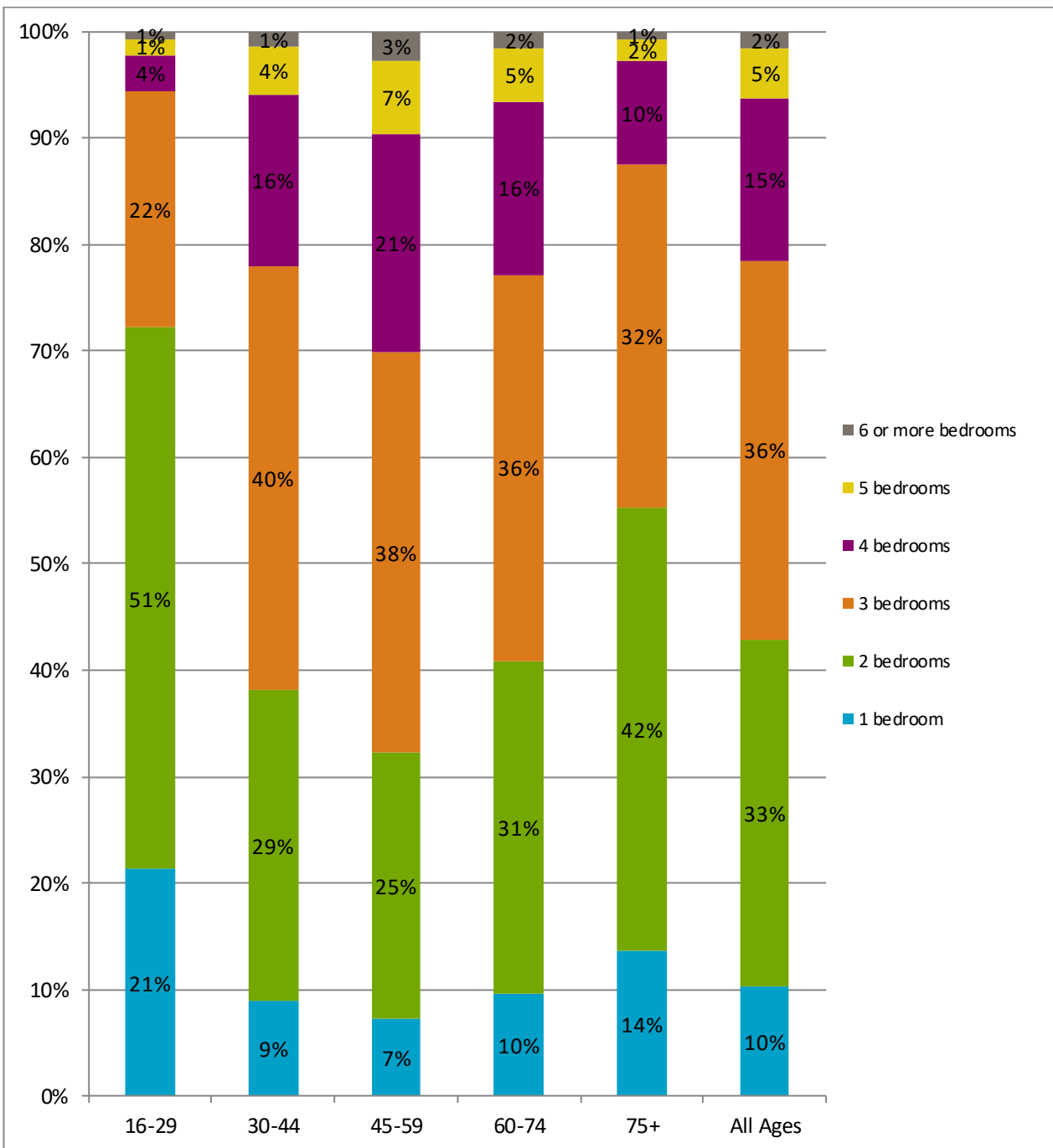
Figure 5-4: Number in households by numbers of bedrooms in Rother, 2011



Source: ONS 2011 (LC4405EW), AECOM Calculations

153. The housing mix is also influenced by household life stage. This data is presented in Figure 5-5 below, and shows the size of property occupied by different age groups. In Rother, younger households aged 16-29 are most likely to live in smaller properties, with the majority being 2 bedrooms (51%). This is also the same for those aged 75+, where 2 bedroom properties make up the majority of households (42%). However, here there remains a high proportion in this age group in larger properties of 3 bedrooms or more (45%). In all other age groups, 3 bedroom households make up the majority of households. However, for those households aged 45-50 there is a fairly large proportion of households that are 3 bedrooms (21%). This is also likely true in Hurst Green due to the similarities in Figures 6-3 and 6-4 above.

Figure 5-5: Age of household reference person to size in Rother, 2011

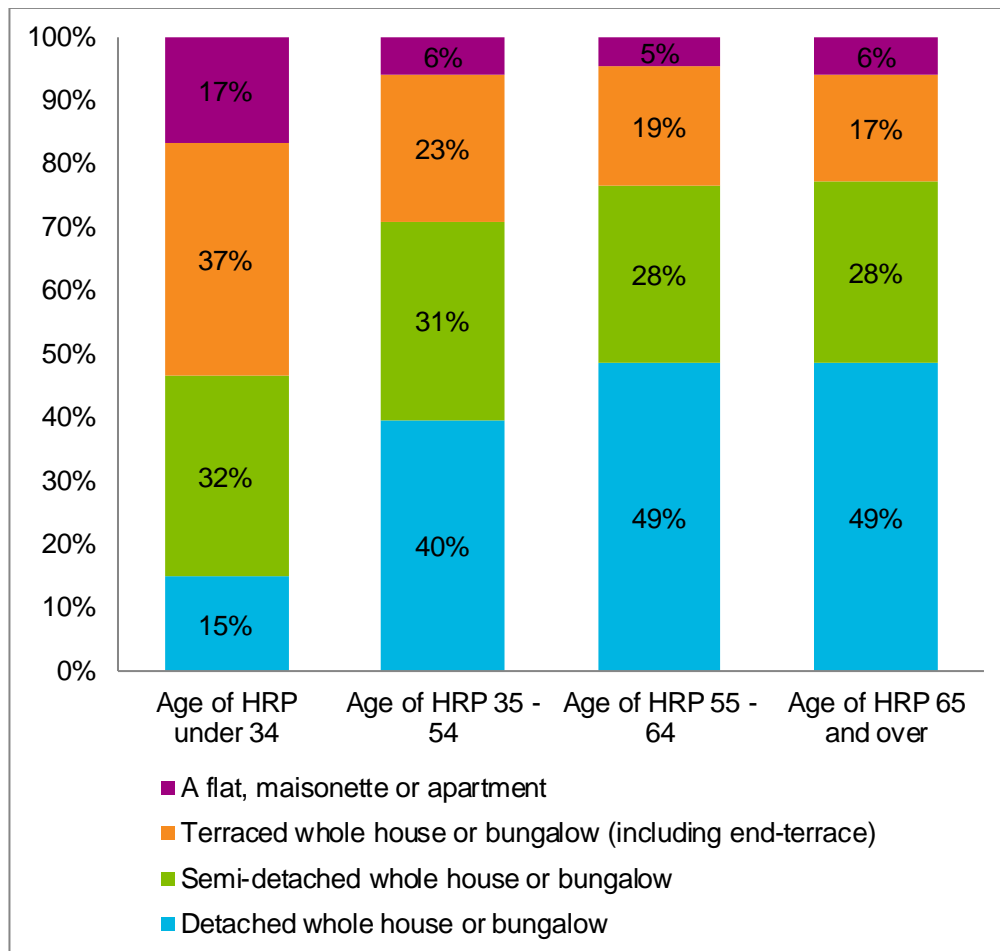


Source: ONS 2011 (CT0621), AECOM Calculations

5.5.2 Type

154. Census data also shows the type of housing occupied by HRPs in different age groups at the District level, and this is summarised below in Figure 5-3. Age does not seem to influence the type of housing, with the exception of younger households under 35, who are more likely to live in terraced or semi-detached homes.

Figure 5-3: Age of household reference person to type in Hurst Green, 2011



Source: ONS 2011, AECOM Calculations

5.6 Dwelling mix determined by life-stage modelling

155. In this section, we provide an estimate of the mix of sizes of home needed by the end of the Plan period by matching future household composition to current patterns of occupation by age (working from the reasonable assumption set out at the start of this section that the same household types are likely to wish to occupy the same size of homes in 2028 as they did in 2011).

156. First, we use household projections provided by MHCLG to achieve an understanding of the future distribution of households by the age of the Household Reference Person (HRP). This data is only available at the District level and for the years 2014 and 2039. Therefore, we had to estimate what the distribution of households, by the age of the HRP, would be in 2028. The data is presented in

158. below.

Table 5-5: Projected distribution of households by age of HRP (Rother)

	Age of HRP 24 and under	Age of HRP 25 to 34	Age of HRP 35 to 54	Age of HRP 55 to 64	Age of HRP 65 and over
2011	677	12,664	12,694	8,116	16,726
2014	773	2,869	11,915	7,600	18,769
2028	726	2,778	11,876	8,135	25,145
2039	689	2,706	11, 845	8,556	30,155

Source(s): MHCLG 2014-based household projections, ONS 2011(QS111EW) (LC4201EW), AECOM Calculations

159. At this point it is necessary to derive an estimate of the change to the age structure of the population in Hurst Green. To do so, the percentage of increase expected for each group in Rother, derived from the data presented in

161. , was applied onto the population of Hurst Green. The results of our calculation are detailed in Table 5-6 below:

Table 5-6: Projected distribution of households in Hurst Green by age of HRP

	Age of HRP 24 and under	Age of HRP 25 to 34	Age of HRP 35 to 54	Age of HRP 55 to 64	Age of HRP 65 and over
2011	14	52	256	122	155
2014	16	12	241	115	174
2028	15	12	241	123	231
2039	14	11	241	129	277

Source: ONS 2011(QS111EW) (LC4201EWAECOM Calculations)

162. In Table 5-7 below, we work from the same dataset as **Error! Reference source not found.** (which provides a more detailed data set than is available at the local level) and set out the distribution of dwellings of different sizes according to the age of the HRP.

Table 5-7: Age of household reference person to size, grouped (Rother)

1 bedroom	28%	14%	8%	8%	12%
2 bedrooms	54%	45%	26%	27%	39%
3 bedrooms	15%	32%	39%	37%	35%
4 bedrooms	2%	7%	19%	19%	12%
5+ bedrooms	1%	1%	4%	4%	2%

Source(s): MHCLG 2014-based household projections, ONS 2011 (CT0621), AECOM Calculations

163. Having established the preference shown by households at different life-stages towards dwellings of different sizes, and the approximate number of households in Rother and Hurst Green falling into each of these stages at the end of the Plan period in 2028, it is possible to develop recommendations as to how the housing stock should evolve in terms of size over the Plan period to overcome any misalignments between supply of dwellings and demand.

Table 5-8: Ideal size distribution in Hurst Green in 2028, according to household life-stages

	Age of HRP 16 to 24	Age of HRP under 35	Age of HRP 35 to 54	Age of HRP 55 to 64	Age of HRP 65 and over	Total Households requiring dwelling sizes
Pop 2028	15	12	241	123	231	622
1 bedroom	4	2	19	10	28	4
2 bedrooms	8	5	63	33	90	8
3 bedrooms	2	4	94	46	81	2
4 + bedrooms	0	1	55	28	28	0

Source: Census 2011, AECOM Calculations

164. It is now possible to compare the housing mix in terms of size in 2011 against the projected requirement based on the ideal size distribution in Hurst Green set out above. Table 5-9 below indicates that, by 2028, the distribution of dwellings should be weighted more towards the smaller end of the size spectrum, with a particular focus on dwellings of 2 and 3 bedrooms.

Table 5-9: Size distribution in 2011 compared to ideal distribution in 2028 (Hurst Green)

Number of bedrooms	2011		2028	
	Count	Percentage	Count	Percentage
1 bedroom	6	2%	63	10%
2 bedrooms	44	13%	199	33%
3 bedrooms	141	42%	226	38%
4 bedrooms	147	43%	113	19%
Total households	338		601	

Source: Census 2011, AECOM Calculations

165. Table 5-10 below sets out the misalignment between demand for housing, based on the preferences expressed by households at different life-stages, and the current stock available in the NA.

Table 5-10: Misalignments of supply and demand for housing

Number of bedrooms	2011	2028	Change to housing mix	Recommended split
1 bedroom	6	63	57	19%
2 bedrooms	44	199	155	52%
3 bedrooms	141	226	85	29%
4 or more bedrooms	147	113	-34	0%

Source: AECOM Calculations

166. In order to avoid misalignment between supply and demand and to re-equilibrate the stock, we recommend that 20% of houses in new developments be one-bedroom homes, 50% two-bedroom, 30% three-bedroom and 0% four-bedroom. Most of the need will be for one, two and three-bedroom homes and there will be no need to build further large properties with four or more bedrooms.

167. Note that the changes to the housing mix given above for four or more bedroom dwellings are negative numbers. Because in light of the national and local housing shortage, it is rarely advisable or practicable to remove dwellings from the available stock, as would otherwise be suggested here for dwellings with four or more bedrooms, we have set the recommended split at 0% rather than a negative number, and rebalanced the other sizes as percentages of the additional dwellings they represent in total.

168. The type of home (detached, semi-detached, terraced or flat) is more a matter of taste than need and is therefore of secondary importance in the context of a Housing Needs Assessment. Notwithstanding this, the housing types that are most likely to meet the needs, based on the current stock and recent transactions, are detached homes. Additionally,

bungalows appeal to the elderly population and this particular type should be promoted so as to meet the demand of a growing elderly population.

5.7 Hurst Green 2019 Local Housing Demand Survey

169. In the Household Survey carried out by the Parish Council in early 2019, 22% of households reported that they were living in accommodation not suitable for their needs. This finding can be taken as a snapshot of accommodation mismatch as of 2019, and indicates there is a need to supply a mix of new dwellings, in line with Rother's requirement for the parish to plan for 75 new dwellings.
170. The Household survey also indicated that in terms of dwelling type, based on expressed local preference, there appears to be an oversupply of flats, terraced and semi-detached housing and an undersupply of detached homes.
171. Elsewhere in the survey, it is stated that there is perceived need for all types of housing except for large family houses (i.e. of six or more bedrooms).
172. Perhaps most helpful in terms of determining dwelling type preference is that survey recorded the types of dwellings being sought by households currently looking for new homes within Hurst Green. Within the 31 homes that were being sought, 15 (48%) were detached, 6 (19%) were 'non-detached', a further 6 (19%) were undecided which type of home they were seeking, 2 (6%) were seeking a bungalow and 1 (3%) wanted a flat. The one household recorded as requiring retirement/sheltered housing is excluded from this summary as this is a kind of housing tenure rather than a type of housing, but it is referenced in the chapter on specialist housing for the elderly below.
173. While the data on households looking to move was also broken down by settlement within the parish, this has been disregarded for the purposes of this study, because at this very small geographic scale, where housing is provided is determined to a much greater extent by supply-side factors (covered in AECOM's Site Assessment report- for example, the availability and suitability of land for development) than by demand-side preferences.

5.8 Conclusions- type and size

174. Homes in Hurst Green are mostly medium and large in size, and this reflects the housing distribution of the District as a whole. Recent trends suggest that medium sized homes are in high supply in the NA, as there has been a significant increase in the amount of these homes delivered over the intercensal period. Meanwhile, there has been a slight reduction in the amount of smaller properties available in the NA, which is in contrast to the steady growth of small properties in the wider District.
175. The greatest increase over the intercensal period has been in the number of households living in dwellings of 3 rooms during this period, which equates to 1-2 bedroom homes. However, we also note the slight reduction in the amount of smaller properties available in the NA, which is in contrast to the steady growth of small properties in the wider District, and suggests that supply may not be keeping pace with demand for smaller dwellings.
176. Whilst an analysis of property types and sizes in the intercensal period suggest that there is an increasing supply of medium to large properties in the NA (5 rooms or more/ 3 bedrooms or more), it is evident from the life stage modelling that demand for slightly smaller homes may increase significantly in the NA (2-3 bedroom homes) due to a growing older population. Given the current stock, to avoid any misalignment, about 70% of new homes should be between 1 or 2 bedrooms, while 30% should be 3 bedrooms. This modelling based on population projections is supported by the findings of the Hurst Green Household Survey.
177. Whilst the demand for three-bedroom homes will remain significant, it is important to acknowledge that building slightly more 1 or 2 bedrooms will cater for the growing older population and allow older households to downsize (which will make larger family housing available for those in need). Moreover, it will also allow younger households to form, stay in the area, or relocate.
178. As a result of existing larger homes being made available due to older households downsizing, it is therefore recommended, if possible, to encourage even more 1 and 2 bedroom homes than our recommendation/life stage modelling suggests.
179. In terms of housing type to provide, both the existing context and the results of the survey indicate that detached homes are the most popular locally, and flats/apartments least popular.
180. The overall conclusion is that to satisfy the requirements of increasingly smaller and older households, but also to enable younger households to remain in the area, it is recommended that around **30% of houses in new developments**

should be three-bedroom homes, around 50% should be two-bedroom homes and around 20% should be one-bed homes. Bungalows appeal to older people and this particular type should also be promoted to meet the demand of a growing elderly population, as also noted in the Household Survey,

6. RQ3: Specialist housing for the elderly

RQ3: What provision should be made for specialist housing for the elderly over the Neighbourhood Plan period?

6.1 Introduction

181. This chapter considers in detail the specialist housing needs for the elderly population in Hurst Green. It considers the quantity, tenure and size of dwellings to plan for.
182. Specialist housing for the elderly is appropriate to consider for the population aged 75+. The needs of this sector of the population are assessed through two methods. The first is a tenure-led projection, based on the tenure of dwellings typically occupied by people in this age group. The second, included for the purposes of comparison, is based on the Housing Learning and Improvement Network's (HLIN) Strategic Housing for Older People (SHOP) tool²⁸, which is based on best practice nationally and sets a recommended level of provision per 1,000 head of population.

6.2 Housing for older people- context

183. Older people typically occupy a broad range of accommodation types and tenures depending on their individual needs, including both market housing and more specialist accommodation. Two main types of specialist accommodation for older people include sheltered housing and extra care housing (see Appendix A for definitions).
184. Between 1974 and 2015, the population aged 65 and over in England grew 47% and the population aged 75 and over grew by 89%.²⁹ A Demos survey of over 60s conducted in 2013 found a "considerable appetite" amongst this age group to move to a new property, with one quarter of all those surveyed suggesting they would be interested in buying a specialist property, and one quarter considering renting a specialist home.³⁰
185. Indeed, 76% of those in homes of three or more bedrooms wished to downsize, and this increased to 99% of those in homes of five or more bedrooms, with two bedrooms the preferred choice for both.³¹ However, in spite of evidence of high demand, currently only 5% of elderly people's housing is made up of specialist homes,³² with Demos suggesting that "the chronic under-supply of appropriate housing for older people is the UK's next housing crisis",³³ and local authorities often "accused of reluctance to approve development plans for specialist housing....out of fear of increased care costs".³⁴ Indeed, whilst many of those surveyed may consider moving, the percentage that ultimately does is likely to be relatively low, and many who downsize may move into general needs housing, for example market sale bungalows.
186. In 2014, there were approximately 450,000 units of sheltered social rented and private sector retirement housing in England, with approximately one quarter of these in private sector and the rest provided at social rent levels.³⁵ This situation reflects the significant constraints on the delivery of such housing in the market sector, as well as the improved health of older people today in comparison with previous generations.
187. Given that the vast majority of people over 75 live in their own homes, but that the current stock is primarily for social rent, AECOM has developed a 'tenure-led' approach to calculating the need for specialist housing, which also takes into account the health and mobility of population of the Neighbourhood Plan area so as to develop projections for future need for specialist housing provided with some level of care or other services.

6.3 Approach

188. This chapter applies a three stage process to determine the potential incidence of need for specialist housing for the elderly, based on tenures, projections of the future population of elderly people in the Neighbourhood Plan area, and

²⁸ Available at <https://www.housinglin.org.uk/Topics/browse/HousingExtraCare/ExtraCareStrategy/SHOP/SHOPv2/>

²⁹ <http://researchbriefings.files.parliament.uk/documents/CBP-7423/CBP-7423.pdf>

³⁰ <https://www.demos.co.uk/files/TopoftheLadder-web.pdf?1378922386>

³¹ Ibid.

³² https://www.housinglin.org.uk/assets/Resources/Housing/OtherOrganisation/for-future-living_Oct2014.pdf

³³ <https://www.demos.co.uk/files/TopoftheLadder-web.pdf?1378922386>

³⁴ <http://researchbriefings.files.parliament.uk/documents/CBP-7423/CBP-7423.pdf>

³⁵ https://www.ageuk.org.uk/globalassets/age-uk/documents/reports-and-publications/reports-and-briefings/safe-at-home/rb_july14_housing_later_life_report.pdf

Census data relating to mobility limitations and overall health. These are then compared with rates of provision that have been recommended by the Housing Learning and Improvement Network (HLIN), as well as with existing rates of provision across Rother.

189. Clearly, this calculation represents an assumption, with the actual decision for an elderly person to enter specialist housing highly dependent on individual circumstances. As already noted, the actual proportion of elderly people that can be considered in need of specialist housing is affected both by overall levels of health as well as by individual lifestyle choices, given that the vast majority of elderly people currently choose to continue to live in their homes into their old age.
190. The charity Age UK suggests that “inaccessible housing should not force anyone out of their home or local community against their wishes. It’s much better to have ‘pull factors’ that attract older people towards housing alternatives.”³⁶ By understanding the tenure breakdown of specialist housing need, we are able to better understand the extent to which demand will be a factor in this market segment.

6.3.1 Current supply of specialist housing for older people

191. When determining a final target for the need for specialist dwellings, it is necessary first to take account of current supply. There are a number of ways to do this. Data may be available within Rother’s housing evidence base. Alternatively, data may be collated manually on the amount of specialist housing within a given area using the search function on the Elderly Accommodation Councils Website: <http://www.housingcare.org>.
192. It is important to note that bed spaces in communal establishments such as live-in care homes are not included in the calculation below.³⁷ This is because for the purposes of the UK planning system, such institutions occupy a different land-use class from other housing (use class C2, which comprises residential institutions, versus C3, which comprises private dwellings)³⁸. However, all other types of specialist housing for older people fall within use class C3 and, as such, are within the scope of this Housing Needs Assessment. Having said this, we will note the existing provision of such institutional accommodation where it exists in Hurst Green.
193. The 2011 Census highlights the number of residents living in different types of communal establishments. Within Hurst Green, it identified two residents living in such accommodation. Though the precise type of communal establishment is not specified, this indicates that there are no care homes within the parish, because these would not be provided at such a small scale.³⁹
194. There is a single development of retirement housing in Hurst Green, as detailed in **Error! Reference source not found.** below. This gives a total of **40** specialist dwellings (or bed spaces), for a 2011 population aged 75+ of **101**. This suggests the actual rate of provision in Hurst Green is around 396 dwellings per 1000 population aged 75+.
195. **Table 6-1: Existing specialist housing for the elderly in Hurst Green**

	Name	Description	Bed spaces	Tenure	Type
1	Burghwood House	25 flats. Built in 1981. Sizes 1 bedroom, 2 bedroom.	40* ⁴⁰	Rent (Social Landlord)	Retirement Housing

Source: <http://www.housingcare.org>

³⁶ See <https://www.ageuk.org.uk/documents/EN-GB/Political/Age%20UK%20ID201813%20Housing%20Later%20Life%20Report%20-%20final.pdf?dtrk=true>

³⁷ Further details on the definition of different types of housing within the English planning system are available at <https://www.gov.uk/guidance/definitions-of-general-housing-terms>

³⁸ See Paragraph: 009 Reference ID: 13-009-20140306 at <https://www.gov.uk/guidance/when-is-permission-required>

³⁹ ONS, 2011 (KS405EW)

⁴⁰ *This is an approximate figure sourced from <http://www.rothemembersbulletin.co.uk/CHttpHandler.ashx?id=30672&p=0>

6.4 Future needs for specialist housing for the elderly

6.4.1 Modelling change in the population over 75 by the end of the Plan period

196. Table 6-2 below identifies the growth in the population of residents over 75 between 2011 and 2028 and shows an estimate of the number of residents aged 75+ in 2028 (**149**).

Table 6-2: Modelled projection of elderly population in Hurst Green by end of Plan period

Age group	2011		2028	
	Hurst Green (Census)	Rother (Census)	Hurst Green (AECOM Calculation)	Rother (ONS SNPP 2014)
All ages	1,481	90,588	1,688	103,234
75+	101	13,498	149	19,949
%	6.8%	14.9%	8.8%	19.3%

197. The method we use to arrive at this number can only be an estimate given that MHCLG population projections do not provide data at the NA level. AECOM uses the following four-step method to arrive at the estimate:

- i. Using MHCLG population projections, we take the size of the total population (103,234) and population aged 75+ (19,949) at the end of the Plan period for the local authority.
- ii. Using Census data 2011, we take the population size for Hurst Green NA and Rother together with the number of those aged 75+.
- iii. We arrive at an estimate of the size of the total population in Hurst Green NA at the end of the Plan period by assuming it is the same proportion of the Rother population as in 2011, which produces a number of **1,688**;
- iv. To arrive at an estimate of the 75+ population in Hurst Green NA at the end of the Plan period, we assume it is the same proportion of the Rother population aged 75+ as in 2011, which produces a number of **149**.

198. In both the NA and the UA, the proportion of people aged 75+ is expected to increase by 2028. It is forecasted that this population will form 8.8% of the total population in Hurst Green NA and 19.3% in the UA. In Hurst Green, this results in **an increase of 48 people aged 75+** between 2011 and 2028.

6.4.2 Housing LIN-recommended provision

199. In arriving at an appropriate type of housing for older people, we have applied the Housing Learning and Improvement Network's Strategic Housing for Older People Analysis (SHOP@) tool and its suggested numbers per 1,000 of the 75+ population⁴¹. This tool was published to show the prevalence rates for different types of specialist housing for persons aged 75 and over, and is reproduced in Figure 6-1 below.

⁴¹ Housing LIN (2011) Strategic Housing for Older People: Planning, designing and delivering housing that older people want, available online at: <http://www.housinglin.org.uk/library/Resources/Housing/SHOP/SHOPResourcePack.pdf>

Figure 6-1: Older persons prevalence rate

FORM OF PROVISION	ESTIMATE OF DEMAND PER THOUSAND OF THE RELEVANT 75+ POPULATION
Conventional sheltered housing to rent	60
Leasehold sheltered housing	120
Enhanced sheltered housing (divided 50:50 between that for rent and that for sale) ²⁶	20
Extra care housing for rent	15
Extra care housing for sale	30
Housing based provision for dementia	6

Source: Housing LIN (2011)

200. Based on 2016-based Rother-level population projections⁴², Hurst Green is forecast to have an over-75 population of 149 by the end of the Plan period, an estimated increase of 48 people from the 2011 Census. According to the HLIN recommendations, and assuming that a range of suitable accommodation was already available in 2011, this should mean there will be an additional need as follows:

- Conventional sheltered housing to rent = 3
- Leasehold sheltered housing = 6
- Enhanced sheltered housing (divided 50:50 between that for rent and that for sale) = 1
- Extra care housing for rent = 1
- Extra care housing for sale = 1
- Housing based provision for dementia = 0

201. This produces an overall total of 12 net additional specialist dwellings.

202. **Error! Reference source not found.** below sets out the HLIN recommendations by tenure.

Table 6-3: HLIN estimate of specialist housing need in Hurst Green by the end of the Plan period

Type	Affordable	Market	Total
Housing with care (e.g. extra care)	Includes: enhanced sheltered housing for rent + extra care housing for rent + housing based provision for dementia	Includes: enhanced sheltered housing for sale + extra care housing for sale	3
	1	2	
Sheltered housing	Conventional sheltered housing for rent	Leasehold sheltered housing	9
	3	6	
Total	4	8	12

Source: Housing LIN, AECOM calculations

6.5 SHMA findings

203. As noted previously, there is no document more recent than the 2009 SHMA Update that makes recommendations at the Rother level for provision of homes for the elderly. Nevertheless, the conclusions of the SHMA Update remain relevant and are well-aligned with the findings of this Housing Needs Assessment.

⁴² <https://www.ons.gov.uk/releases/subnationalpopulationprojectionsforengland2016basedprojections>

204. The SHMA Update states (Recommendation 6, page 96) that in addition to ensuring that the mainstream housing stock is capable of meeting the needs and demands of older households, Rother may also wish to consider:

- a) Identifying suitable locations for the provision of specific accommodation by the market for older people, e.g. sheltered housing, extra care or hubs which provide a range of accommodation choices;
- b) addressing under-occupation of properties amongst older households by providing or encouraging the provision of attractive alternatives (which may be smaller mainstream homes well located for local services or sheltered accommodation in attractive locations). Rother will have greater influence over those older households in the social rented stock but it is likely that any initiatives to address under occupation will need to provide attractive incentives.
- c) Increasing the proportion of homes built to Lifetime Homes Standards. In doing this, the authorities will need to be mindful of the affect this will have on the viability of schemes, at least in the short term until developers/ build costs adjust to the additional requirements.

6.6 Hurst Green Local Housing Demand Survey

205. In the Household Survey carried out by the Parish Council in early 2019, with the reminder that the survey is only a snapshot in time, one household was seeking a socially-rented retirement home/sheltered housing.

6.7 Conclusions- specialist housing for the elderly

206. Recall that there are 40 existing units of specialist housing for older people in Hurst Green, for a 2011 population of 101 people aged 75+. This suggests the actual rate of provision in Hurst Green is approximately 396 dwellings per 1000 population aged 75+, which is well over the Housing LIN recommendation for 251 dwellings per 1000 population aged 75+. In terms of quantity, therefore, it appears that Hurst Green’s existing and future residents over 75 are well -provided for, but it is the type of specialist accommodation set out in the Housing LIN recommendation that is more important across the 12 specialist units that it forecasts are needed to be over the Plan period. These are set out in Table 6-5 below.

Table 6-4: Final recommendation for additional specialist housing provision to 2028

	Affordable	Market	Total
Extra care housing	1	2	3
Sheltered housing or adaptations	3	6	9
Total	4	8	12

Source: Housing LIN, <https://housingcare.org>, AECOM Calculations

207. In addition, given that specialist housing for the elderly costs more to build, it is considered that to assume 40% of all specialist housing for the elderly should comprise AH tenures is reasonable and realistic, midway between the tenured and Housing LIN projections. This midpoint target should be monitored for viability as it is implemented, with neighbourhood planners seeking a higher proportion where appropriate.

208. While it is important to maximise the accessibility of all new housing, it is particularly important for specialist housing for the elderly to be provided in sustainable, accessible locations, for a number of reasons, as follows:

- so that residents, who often lack cars of their own, are able to access local services and facilities, such as shops and doctor’s surgeries, on foot;
- so that any staff working there have the choice to access their workplace by more sustainable transport modes; and
- so that family members and other visitors have the choice to access relatives and friends living in specialist accommodation by more sustainable transport modes.

209. Alongside the need for specialist housing to be provided in accessible locations, another important requirement is for cost effectiveness and economies of scale. This can be achieved by serving the specialist elderly housing needs arising

from a number of different locations and/or neighbourhood plan areas from a single, centralised point (i.e. what is sometimes referred to as a 'hub-and-spoke' model).

210. It is considered that Hurst Green's position in the settlement hierarchy makes it a relatively less suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above. As such, noting that there is no specific requirement or obligation to provide the specialist accommodation need arising from Hurst Green entirely within the Neighbourhood Plan area boundaries, it is recommended it could be provided in a 'hub and spoke' model. In the case of Hurst Green, nearby larger settlements such as, for example, Hawkhurst or Robertsbridge are considered to have potential to accommodate the specialist housing need arising from the Neighbourhood Plan area (i.e. to be the hub in the hub-and-spoke model). If this were to take place, then the number of specialist dwellings to be provided and the overall dwellings target for the Neighbourhood Plan area itself would not overlap.
211. Wherever the specialist housing need is to be accommodated, partnership working with specialist developers is recommended, so as to introduce a greater degree of choice into the housing options for elderly people who wish to leave their family homes in their old age.

7. RQ 4: Newly forming households/first-time buyers

RQ4: What provision should be made in terms of housing for newly forming households/first-time buyers over the Neighbourhood Plan period?

7.1 Introduction

212. The neighbourhood group have asked AECOM to consider the housing needs of newly forming households in Hurst Green. For the purpose of this HNA, we define newly forming households as those where the HRP is aged between 18 and 35 and is looking to form their own independent household.

7.2 Assessment

213. In order to understand the needs of newly-forming households, we start by interrogating the ONS 'Age by Single Year' dataset.⁴³ This reveals that there were 250 individuals aged between 18 and 35 in the Neighbourhood Plan area in 2011. This represents 16.9% of the population. These individuals may or may not have formed their own households.

214. **Error! Reference source not found.** below shows that there is a total of 66 households with an HRP aged under 35, or around 11% of all 599 households in Hurst Green. To estimate the number of individual residents aged between 18 and 35 this represents, we use the following approach:

- i. Multiply the number of households under 35 by the average household size in the Neighbourhood Plan area (2.47 individuals per household), which results in 163 individuals. ($66 * 2.47 = 163$)
- ii. We then discount all children (i.e. individuals under the age of 18). As 39 households live with at least one dependent child, we estimated there were about 39 children among these households. ($163 - 39 = 124$)
- iii. Therefore, among the 250 individuals who are between 18 and 35, 124 have formed their own household and 126 have not. ($250 - 124 = 126$)
- iv. This represents 51 households that could potentially be formed (126 divided by 2.47).

215. We make the reasonable assumption that those individuals with the potential to form new households who have not yet done so are, in most cases, still living with their parents. They will not yet have formed their own household for many potential reasons, but most likely the absence of suitable affordable tenures.

216. Census data about household composition shows that 51 households include non-dependent children. The figure of 51 above can therefore be considered a broadly reasonable estimate.

217. Therefore, around 51 households in Hurst Green had the potential to form their own household, but had not yet done so, at the time of the last Census in 2011 (8.5 % of the total number of households).

Table 7-1: Households in Hurst Green with HRP under the age of 35, 2011

Household composition	Number
Age of HRP under 35: One person household	12
Age of HRP under 35: Two or more person household: No dependent children	15
Age of HRP under 35: Two or more person household: With dependent children	39
Age of HRP under 35: Total	66

Source: ONS, 2011

218. Now that we have identified the number of households with potential to form but who have not yet done so, we need to determine the type of tenures they are most likely to occupy. To do so, we assess the tenures of households in the Neighbourhood Plan area where the HRP is aged 24 or younger, as well as those with HRPs aged 25 to 49. The results are set out in **Error! Reference source not found.** below.

⁴³ ONS, Census 2011: QS103EW.

219. The table shows a direct contrast between the two age groups. Rented is the most popular form of tenure among those aged 24 or under, representing 80% of that age group. The majority of these are private renters. In comparison, home ownership is the most popular tenure amongst 25 to 49 year olds, with just over 70% choosing that form of tenure.

Table 7-2: Tenures occupied by HRP under the age of 50, Hurst Green, 2011

Tenure	Age 24 and under		Age 25 to 49	
	Number	Percent	Number	Percent
All categories: Tenure	14	100.0%	225	100.0%
Owned or shared ownership: Total	3	21.4%	165	73.3%
Owned: Owned outright	1	7.1%	26	11.6%
Owned: Owned with a mortgage or loan or shared ownership	2	14.3%	139	61.8%
Rented or living rent free: Total	11	78.6%	60	26.7%
Rented: Social rented	4	28.6%	19	8.4%
Rented: Private rented or living rent free	7	50.0%	41	18.2%

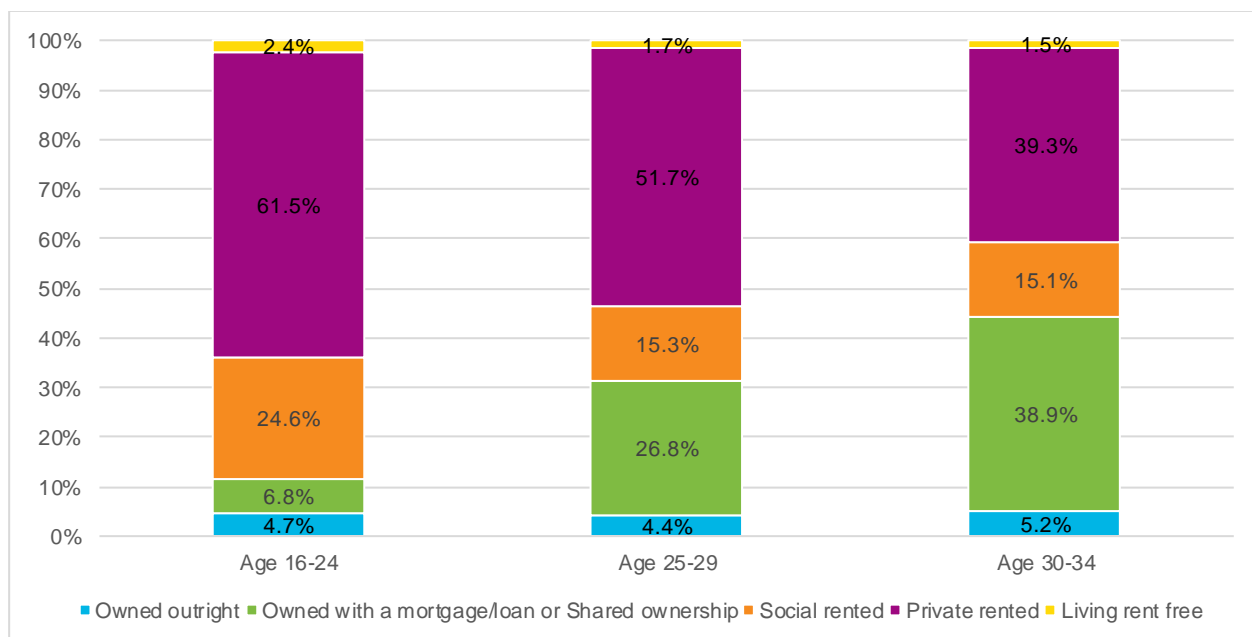
Source: ONS, 2011

220. The data we have just examined considers the tenure of households with HRPs aged 49 and under as a single group. However, the tenures occupied by different households can vary significantly between these ages.

221. Such data is only available at the level of Rother. This data, presented in **Error! Reference source not found.** below, reveals that the popularity of tenures such as private rented and social rented decreases with each increasing age group. Conversely, home ownership, whether owned outright or through other forms, increases with each age group. This conclusion mirrors the findings found at NA level.

222. The data also indicates that a relatively young age group, those aged 25-29, can be considered the turning point for this tenure change in Rother (i.e. from rented to home ownership), with the two categories split almost 50:50.

Figure 7-1: Tenure by age of HRP, Rother, 2011



Source: ONS, 2011

7.3 SHMA findings

223. Conclusions from the 2009 SHMA Update on housing suitable for younger people are presented below, again with the significant caveat that this data is now ten years old.

- 224. The SHMA Update recommends (page 93) that Rother focus on a modest target of 30% smaller properties in rural areas where there is limited choice in the housing stock. At the time, the specific recommendation was for 2 bed homes rather than 1 bed. This would provide the opportunity to deliver these smaller units as houses rather than relying on the need to deliver flats to meet this policy requirement.
- 225. The SHMA Update states that two bed homes also offer more flexibility in terms of occupation in the long term, appealing to a wider range of households – young and old. Such a policy can be justified by the limited number of smaller homes in the rural areas of the District which serves to restrict choice.
- 226. Finally, the SHMA Update points out that the nature of development on specific sites needs to be considered in the context of the surrounding neighbourhood. These considerations should include whether there is an existing bias towards younger or older households and how the new development will fit into this context.

7.4 Conclusions- newly-forming households/first-time buyers

- 227. It can therefore be concluded that, on the basis of ONS Census 2011 data, that about 126 individuals below 35 had not formed their own household by that year. This represents around 51 new households with the potential to form.
- 228. Based on the average of the numbers in **Error! Reference source not found.** and Figure 7-1, an estimated tenure split of new-build homes can be calculated, having regard to the specific tenure needs of newly forming households. It should be noted that this estimated split emphasizes the importance to such households of both entry-level market sales (including affordable routes to home ownership) and private rent.
- 229. It is recommended that neighbourhood planners seek to promote these tenures within new housing developments if the policy goal is to ensure that suitable and affordable housing for younger people can be provided within the Neighbourhood Plan area.

Table 7-3: Tenures recommended in Hurst Green to meet the needs of newly forming households

Tenure	Recommended proportion
Home ownership	6%
Entry-level market sales/intermediate ownership product	11%
Social rent	27%
Private rent	57%

Source: AECOM calculations

8. RQ 5: Housing for disabled people

RQ5: What provision should be made in terms of housing for disabled people over the Neighbourhood Plan period?

8.1 Introduction

230. The neighbourhood planning group is keen to ensure that there is an adequate supply of suitable dwellings provided to meet the needs of disabled people in the Neighbourhood Plan area. As such, it is appropriate to understand the specific dwelling tenures and types that could be provided to ensure that the Neighbourhood Plan area retains or provides housing that is suitable for disabled people.
231. It is important to note that there will understandably be a significant and unspecifiable degree of overlap between this section and the section on the needs of the elderly – who represent the largest constituent group of the disabled with mobility impairments.

8.2 Method

232. Using Census data, it is possible to examine the current population with disabilities at various geographies and from various perspectives, and to model how that population will change in future. This presents a strong statistical basis with which to plan for the specialised housing needs of those with disabilities.
233. We refer to Census data on people with a long-term health problem or disability (LTHPD), which is defined as a health-problem or disability that limits that person’s day-to-day activities and has lasted or is expected to last at least 12 months. The data is broken down by whether the respondent’s activities are perceived to be limited ‘a lot’ or ‘a little’. **Error! Reference source not found.** below shows the total number of residents in Hurst Green reporting an LTHPD, broken down by the degree of activity limitation, and compared with the wider geographies of Rother and England overall.
234. The data indicates that the proportion of those with a long-term health problem or disability in the NA is in fact lower than that across Rother district (14% compared to 23%), as well as England as a whole.

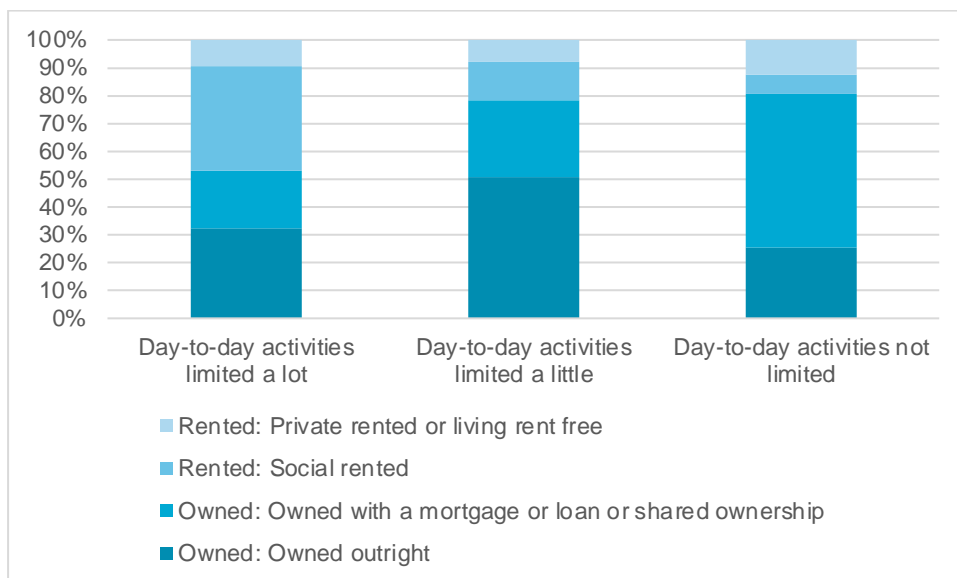
Table 8-1: Current population with LTHPD at various geographies

	Hurst Green		Rother		England
	Total	Percentage	Total	Percentage	Percentage
All usual residents	1,481		90,588		
Total with a LTHPD	202	14%	21,242	23%	18%
Day-to-day activities limited a lot	75	5.1%	9,651	10.7%	8%
Day-to-day activities limited a little	127	8.6%	11,591	12.8%	9%

Source: 2011 Census

235. Next, we look at the prevalence of long-term disability among different tenure groupings. **Error! Reference source not found.** below shows the tenure mix occupied by people with LTHPDs in Rother, as well as those without an LTHPD (‘day-to-day activities not limited’). The data shows that the proportion of people whose day to day activities are limited a lot are split fairly equally between home ownership and rented forms of tenure, whereas those whose activities are only limited a little are more likely to be home owners (almost 80%). The same applies to those whose activities are not limited (just over 80%).
236. An interesting trend to note is that the proportion of those choosing social rent as a tenure increases as day-to-day activities become more limited. At the same time, home ownership in the form of mortgages, loans or shared ownership decreases.

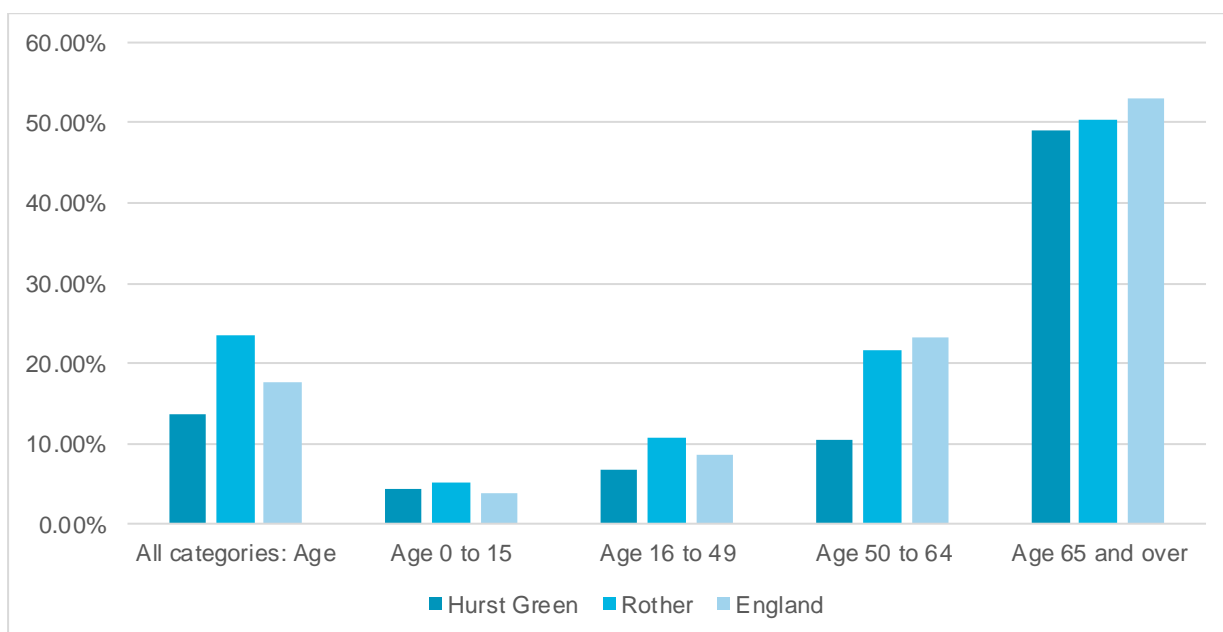
Figure 8-1: Tenure of people with LTHPD, Hurst Green



Source: 2011 Census

237. We next consider the prevalence of long-term disability and mobility by age group. **Error! Reference source not found.** below clearly shows that the incidence of long-term disability and age are strongly correlated – and therefore the large degree of specialised housing need that will be counted in this section overlaps clearly with the section on housing for the elderly.
238. Naturally, LTHPD is most prominent amongst elderly people, aged 65 and above, who account for almost 50% of those with disabilities, just below the district and national proportions. On average though, Hurst Green has a lower incidence of LTHPD than the district, when comparing all age categories.

Figure 8-2: Incidence of LTHPD by age group at various geographies



Source: 2011 Census

239. We now apply the prevalence of long-term disabilities by age group to the projected population of Rother by age group at the end of the Plan period (see **Error! Reference source not found.** below).

Table 8-2: Population of Rother with a disability by the end of the plan period

Age bracket	Total population	% of whom have LTHPD	Population with LTHPD
Age 0 to 15	14,640	5.14%	753
Age 16 to 49	29,743	10.61%	3,156
Age 50 to 64	21,728	21.57%	4,686
Age 65 and over	37,122	50.27%	18,661
Total	103,234	23.45%	24,207

Source: 2011 Census, ONS 2016-based projections, AECOM calculations

240. This can now be compared with the current population (2011 Census) with LTHPD (**Error! Reference source not found.** below). The total increase of 81,992 is, not unexpectedly, driven by growth in the older population. However, all age groups below 65 are likely to see reduced numbers of people with LTHPD. Despite this, the overall increase may require a potential uplift in specialist housing for people with disabilities that should be planned for in the context of the overall increase in housing provision afforded by the NDP.

Table 8-3: Increase in disabled population in Rother by end of the plan period

	2011	2028	Change (%)
Age 0 to 15	732	753	3
Age 16 to 49	3,247	3,156	-3
Age 50 to 64	4,312	4,686	9
Age 65 and over	12,951	18,661	44
Total	21,242	24,207	14

Source: 2011 Census, ONS 2016-based projections, AECOM calculations

241. Within Hurst Green, the population with a LTHPD represents 1.08% of the Rother population with a LTHPD. As such, this percentage is applied to the forecasted increase of people with a LTHPD to identify increases at the neighbourhood level.

Table 8-4: Increase in disabled population in Hurst Green in 2028

	Population with LTHPD in Hurst Green	Change over plan period (%)
Age 0 to 15	13	0
Age 16 to 49	40	-1
Age 50 to 64	38	3
Age 65 and over	163	50
Total	230	28

Source: 2011 Census, ONA 2016-based projections, AECOM calculations

8.3 SHMA findings

242. The SHMA Update 2009 considered the housing needs of the disabled but drew the vast majority of its data from the then-current Census 2001. As such, its findings can now be superseded by the Census 2011 data presented across the remainder of this chapter.

243. However, the SHMA Update does state that another measure which can be used to indicate the scale of disability within the population is the number and proportion of Disability Living Allowance (DLA) claimants. DLA is a non-contributory, non means-tested and tax-free contribution towards the disability-related extra costs of severely disabled people who claim help with those costs before the age of 65. DLA therefore provides an indication of the number of people in the younger, working age groups, who are disabled and who have personal care needs, mobility needs or both.

8.4 DLA Claimants

244. Noting that recording the proportion of DLA claimants can be helpful in determining the exact proportions of the disabled population in Hurst Green, AECOM has updated the SHMA Update conclusions for the purposes of Census 2011, with the results presented in Table 8-5 below.

Table 8-5: Proportion of Disability Living Allowance Claimants in Hurst Green, 2011

	Total population (Census 2011)	DLA claimants (May 2011) ⁴⁴	Approximate proportion of DLA claimants (April/May 2011) (%)
Salehurst Ward ⁴⁵	4,602	170	3.69
Rother	90,588	4,370	4.82
England	53,012,456	2,634,745	4.97

Source: Census 2011, Nomis (Benefit Claimants - Disability Living Allowance for Small Areas), AECOM Calculations

245. Table 8-5 shows that the proportion of DLA claimants is significantly lower within Salehurst Ward than the Rother average, with the Rother average itself being slightly lower than the England average.

246. In the most recent data available (November 2018) at the time of writing, the total number of claimants in Salehurst Ward has dropped to 110, but because the exact population of the ward is not publically available between Censuses, it is not possible to determine if this has also led to a drop in the proportion of all residents claiming DLA. However, both the 2011 and the more recent data suggests that there is a lower proportion of disabled people in Hurst Green than the local and national average.

8.5 Conclusions on Housing for Disabled People

247. The current number of residents in Hurst Green with a long-term health problem or disability is 202, 14% of the NA population.

248. These residents are split fairly equally between rented and owned forms of tenure. Comparatively, those who are more able, are much more likely to be home owners.

249. Naturally, the prevalence of LTHPD increases with age, however it is worth noting that both Census and DLA data show that Hurst Green in fact has a lower overall proportion of this group than its comparative geographies.

250. The four most common adaptations required by households containing people with a disability or other health-related challenge are a grab hand rail (40%), a bath or shower seat (30%), a specialist toilet seat (25%), and a shower to replace a bath (19%).⁴⁶ It is relatively easy for new housing to be suitable to be adapted in these ways at relatively low cost, and requiring through policy this minimum measure of adaptability across new housing in Hurst Green would be reasonable given the evidence of a growing population of people with disabilities, even given the fact that the current absolute proportion of disabled people in Hurst Green is below the local and the national average.

⁴⁴ DLA claimant data was not gathered as part of the April 2011 Census. As such, the number of claimants as at May 2011 was gathered, as this is the date closest to that of the Census.

⁴⁵ Salehurst Ward is the Rother Ward within which Hurst Green sits; it also includes Robertsbridge and Bodiam. Unfortunately, data on claimants is not available at a lower geographical level.

⁴⁶ English Housing Survey 2014-15: Adaptations and Accessibility

9. Conclusions

9.1 Overview

251. Table 9-1 below sets out in full the conclusions and recommendations of this Neighbourhood Plan housing needs assessment, based on the evidence reviewed and analysed.

Table 9-1: Summary of study findings specific to Hurst Green with a potential impact on Neighbourhood Plan housing policies

Issue	Evidence
Quantity of housing to plan for	Rother have allocated, through both the emerging and the adopted Local Plan framework, 75 dwellings to Hurst Green over the Plan period.
Housing tenure and affordability	<p>For households on lower incomes, options for housing in Hurst Green are very limited. The majority of residents on low incomes struggle to access an appropriate tenure. However, 25% Shared Ownership schemes offer these residents an affordable route to home ownership, and as such should be encouraged within Hurst Green.</p> <p>Affordable Rent and Social Rent houses are more closely aligned with median incomes, and as such are less likely to support residents on low incomes. Therefore, the effectiveness of this tenure type in Hurst Green is likely to be less pronounced.</p> <p>The findings indicate that given the median annual income, even at the lower quartile entry-level price, market homes remain out of reach for many residents and an appropriate tenure mix in Hurst Green should therefore include Starter Homes and Shared Ownership Homes to support these residents in accessing routes to home ownership.</p> <p>The overall recommended tenure split for the affordable housing to be provided is 80% offering 'routes to home ownership' of which 40% should be Starter Homes and 60% Shared Ownership, and 20% Affordable Housing for rent of which 60% should be Social Rent and 40% Affordable Rent.</p> <p>In terms of the quantity of affordable housing to plan for during the Neighbourhood Plan period, under both the adopted and the emerging Rother Local Plans, a requirement for 30 affordable dwellings has been provided to Hurst Green over the Neighbourhood Plan period. The Hurst Green Household Survey provides clear evidence of affordable housing need in the parish currently, and it is recommended that any respondents who have stated in the survey that they are in need of affordable housing, but are not already registered with Sussex Homemove, register now so that they can prove a local connection and qualify for an affordable dwelling as they are provided over the Plan period.</p> <p>It is recommended that the Parish Council monitor closely the amount of affordable housing being delivered as a component of all schemes that come forward over the Plan period. Where it appears that the 30 affordable dwellings that Rother has assessed the village needs may not come forward (for example, if only smaller market schemes are coming forward), there is potential, under adopted policy LHN3 or emerging policy DHG2, for a rural exception site⁴⁷ to be designated to boost the supply of affordable housing needed.</p>

⁴⁷ Rural exception sites are defined by the National Planning Policy Framework as 'small sites used for affordable housing in perpetuity where sites would not normally be used for housing'. Such sites can only be provided in rural areas, including AONBs, and should be located where housing will enhance or maintain the vitality of rural communities, especially where this will support local services. Rural exception sites should also 'address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection'.

Issue	Evidence
	<p>In line with those policies, a rural exception site at Hurst Green may be granted planning permission outside development boundaries where it helps to meet a proven local housing need for affordable housing in the village/parish, as demonstrated in an up-to-date assessment of local housing need, and as long as it conforms with relevant local and national policy requirements.</p> <p>To these policy requirements should be added the obvious requirement, arising from AECOM's own Site Assessment work: that land suitable for development needs to be found. If a suitable exception site can be identified where the land is already owned by the Parish Council and/or a Community Land Trust, so much the better, as it means that neighbourhood planners can retain control of when the site is delivered, its size, and the quantity, type and tenure of the housing to be provided.</p> <p>If no such suitable land can be found, it is recommended that the Parish Council consult with Rother over the potential for the rural exception site to be provided in a suitable alternative location outside the parish boundary.</p>
<p>Housing type and size</p>	<p>Homes in Hurst Green are mostly medium and large in size, and this reflects the housing distribution of the District as a whole. Recent trends suggest that medium sized homes are in high supply in the NA, as there has been a significant increase in the amount of these homes delivered over the intercensal period. Meanwhile, there has been a slight reduction in the amount of smaller properties available in the NA, which is in contrast to the steady growth of small properties in the wider District.</p> <p>The greatest increase over the intercensal period has been in the number of households living in dwellings of 3 rooms during this period, which equates to 1-2 bedroom homes. However, we also note the slight reduction in the amount of smaller properties available in the NA, which is in contrast to the steady growth of small properties in the wider District, and suggests that supply may not be keeping pace with demand for smaller dwellings.</p> <p>Whilst an analysis of property types and sizes in the intercensal period suggest that there is a increasing supply of medium to large properties in the NA (5 rooms or more/ 3 bedrooms or more), it is evident from the life stage modelling that demand for slightly smaller homes may increase significantly in the NA (2-3 bedroom homes) due to a growing older population. Given the current stock, to avoid any misalignment, about 70% of new homes should be between 1 or 2 bedrooms, while 30% should be 3 bedrooms. This modelling based on population projections is supported by the findings of the Hurst Green Household Survey.</p> <p>Whilst the demand for three-bedroom homes will remain significant, it is important to acknowledge that building slightly more 1 or 2 bedrooms will cater for the growing older population and allow older households to downsize (which will make larger family housing available for those in need). Moreover, it will also allow younger households to form, stay in the area, or relocate. As a result of existing larger homes being made available due to older households downsizing, it is therefore recommended, if possible, to encourage even more 1 and 2 bedroom homes than our recommendation/life stage modelling suggests.</p> <p>In terms of housing type to provide, both the existing context and the results of the survey indicate that detached homes are the most popular locally, and flats/apartments least popular.</p> <p>The overall conclusion is that to satisfy the requirements of increasingly smaller and older households, but also to enable younger households to remain in the area, it is recommended that around 30% of houses in new developments should be three-bedroom homes, around 50% should be two-bedroom homes and around 20% should be one-bed homes. Bungalows appeal to older people and this particular type should also be promoted to meet the demand of a growing elderly population, as also noted in the Household Survey.</p>

Issue	Evidence																
Specialist housing for older people	<p>There are 40 existing units of specialist housing for older people in Hurst Green, for a 2011 population of 101 people aged 75+. This suggests the actual rate of provision in Hurst Green is approximately 396 dwellings per 1000 population aged 75+, which is well over the Housing LIN recommendation for 251 dwellings per 1000 population aged 75+. In terms of quantity, therefore, it appears that Hurst Green’s existing and future residents over 75 are well-provided for, but it is the type of specialist accommodation set out in the Housing LIN recommendation that is more important across the 12 specialist units that it forecasts are needed to be over the Plan period. These are set out below.</p> <p>Final recommendation for additional specialist housing provision to 2028</p> <table border="1" data-bbox="416 607 1431 871"> <thead> <tr> <th></th> <th>Affordable</th> <th>Market</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>Extra care housing</td> <td>1</td> <td>2</td> <td>3</td> </tr> <tr> <td>Sheltered housing or adaptations</td> <td>3</td> <td>6</td> <td>9</td> </tr> <tr> <td>Total</td> <td>4</td> <td>8</td> <td>12</td> </tr> </tbody> </table> <p><i>Source: Housing LIN, https://housingcare.org, AECOM Calculations</i></p> <p>In addition, given that specialist housing for the elderly costs more to build, it is considered that to assume 40% of all specialist housing for the elderly should comprise AH tenures is reasonable and realistic, midway between the tenure-led and Housing LIN projections. This midpoint target should be monitored for viability as it is implemented, with neighbourhood planners seeking a higher proportion where appropriate.</p> <p>It is considered that Hurst Green’s position in the settlement hierarchy makes it a relatively less suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above. As such, noting that there is no specific requirement or obligation to provide the specialist accommodation need arising from Hurst Green entirely within the Neighbourhood Plan area boundaries, it is recommended it could be provided in a ‘hub and spoke’ model. In the case of Hurst Green, nearby larger settlements such as, for example, Hawkhurst or Robertsbridge are considered to have potential to accommodate the specialist housing need arising from the Neighbourhood Plan area (i.e. to be the hub in the hub-and-spoke model). If this were to take place, then the number of specialist dwellings to be provided and the overall dwellings target for the Neighbourhood Plan area itself would not overlap.</p> <p>Wherever the specialist housing need is to be accommodated, partnership working with specialist developers is recommended, so as to introduce a greater degree of choice into the housing options for elderly people who wish to leave their family homes in their old age.</p>		Affordable	Market	Total	Extra care housing	1	2	3	Sheltered housing or adaptations	3	6	9	Total	4	8	12
	Affordable	Market	Total														
Extra care housing	1	2	3														
Sheltered housing or adaptations	3	6	9														
Total	4	8	12														

Issue	Evidence										
<p>Newly-forming households/first-time buyers</p>	<p>It can be concluded that, on the basis of ONS Census 2011 data, that about 126 individuals below 35 had not formed their own household by that year. This represents around 51 new households with the potential to form. This means an estimated tenure split of new-build homes can be calculated, having regard to the specific tenure needs of newly forming households. It should be noted that this estimated split emphasizes the importance to such households of both entry-level market sales (including affordable routes to home ownership) and private rent.</p> <p>It is recommended that neighbourhood planners seek to promote these tenures within new housing developments if the policy goal is to ensure that suitable and affordable housing for younger people can be provided within the Neighbourhood Plan area.</p> <p>Tenures recommended in Hurst Green to meet the needs of newly forming households</p> <table border="1" data-bbox="416 663 1433 954"> <thead> <tr> <th data-bbox="416 663 1038 719">Tenure</th> <th data-bbox="1038 663 1433 719">Recommended proportion</th> </tr> </thead> <tbody> <tr> <td data-bbox="416 719 1038 779">Home ownership</td> <td data-bbox="1038 719 1433 779">6%</td> </tr> <tr> <td data-bbox="416 779 1038 840">Entry-level market sales/intermediate ownership product</td> <td data-bbox="1038 779 1433 840">11%</td> </tr> <tr> <td data-bbox="416 840 1038 900">Social rent</td> <td data-bbox="1038 840 1433 900">27%</td> </tr> <tr> <td data-bbox="416 900 1038 954">Private rent</td> <td data-bbox="1038 900 1433 954">57%</td> </tr> </tbody> </table>	Tenure	Recommended proportion	Home ownership	6%	Entry-level market sales/intermediate ownership product	11%	Social rent	27%	Private rent	57%
Tenure	Recommended proportion										
Home ownership	6%										
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<p>Housing for Disabled People</p>	<p>The current number of residents in Hurst Green with a long-term health problem or disability is 202, 14% of the NA population.</p> <p>These residents are split fairly equally between rented and owned forms of tenure. Comparatively, those who are more able are much more likely to be home owners.</p> <p>Naturally, the prevalence of LTHPD increases with age, however it is worth noting that both Census and DLA data show that Hurst Green in fact has a lower overall proportion of this group than its comparative geographies.</p> <p>The four most common adaptations required by households containing people with a disability or other health-related challenge are a grab hand rail (40%), a bath or shower seat (30%), a specialist toilet seat (25%), and a shower to replace a bath (19%). It is relatively easy for new housing to be suitable to be adapted in these ways at relatively low cost, and requiring through policy this minimum measure of adaptability across new housing in Hurst Green would be reasonable given the evidence of a growing population of people with disabilities, even given the fact that the current absolute proportion of disabled people in Hurst Green is below the local and the national average.</p>										

9.2 Recommendations for next steps

252. This Neighbourhood Plan housing needs assessment aims to provide Hurst Green with evidence on a range of housing trends and issues from a range of relevant sources. We recommend that the neighbourhood planners should, as a next step, discuss the contents and conclusions with Rother with a view to agreeing and formulating draft housing policies, bearing the following in mind:

- Neighbourhood planning Basic Condition A, namely that the Neighbourhood Plan has regard to national policies and advice contained in guidance issued by the Secretary of State; Condition D, that the making of the Neighbourhood Plan contributes to the achievement of sustainable development; and Condition E, which is the need for the Neighbourhood Plan to be in general conformity with the adopted strategic development plan;
- The views of Rother – in particular in relation to the quantity of housing that should be planned for;
- The views of local residents;
- The views of other relevant local stakeholders, including housing developers;
- The numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by Rother, including but not limited to the Strategic Housing Land Availability Assessment (SHLAA);
- The recommendations and findings of this study; and
- The impact of the Government's Standard Methodology on calculating housing need for Rother and the neighbourhood plan areas within it.

253. This advice note has been provided in good faith by AECOM consultants on the basis of housing data, national guidance and other relevant and available information current at the time of writing.

254. Bearing this in mind, we recommend that the steering group should monitor carefully strategies and documents with an impact on housing policy produced by the Government, Rother or any other relevant party and review the Neighbourhood Plan accordingly to ensure that general conformity is maintained.

255. At the same time, monitoring on-going demographic or other trends over the Neighbourhood Plan period will help ensure the continued relevance and credibility of its policies.

Appendix A : Housing Needs Assessment Glossary

Adoption

This refers to the final confirmation of a local plan by a local planning authority.

Affordability

The terms 'affordability' and 'affordable housing' have different meanings. 'Affordability' is a measure of whether housing may be afforded by certain groups of households. 'Affordable housing' refers to particular products outside the main housing market.

Affordability Ratio

Assessing affordability involves comparing house costs against the ability to pay. The ratio between lower quartile house prices and the lower quartile income or earnings can be used to assess the relative affordability of housing. The Ministry for Housing, Community and Local Governments publishes quarterly the ratio of lower quartile house price to lower quartile earnings by local authority (LQAR) as well as median house price to median earnings by local authority (MAR) e.g. income = £25,000, house price = £200,000. House price: income ratio = $\frac{£200,000}{£25,000} = 8$, (the house price is 8 times income).

Affordable Housing (NPPF Definition)

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:

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).

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.

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.

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.

Affordable rented housing

Rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). The national rent regime is the regime under which the social rents of tenants of social housing are set, with particular reference to the Guide to Social Rent Reforms

(March 2001) and the Rent Influencing Regime Guidance (October 2001). Local market rents are calculated using the Royal Institution for Chartered Surveyors (RICS) approved valuation methods⁴⁸.

Annual Monitoring Report

A report submitted to the Government by local planning authorities assessing progress with and the effectiveness of a Local Development Framework.

Basic Conditions

The Basic Conditions are the legal tests that are considered at the examination stage of neighbourhood development plans. They need to be met before a plan can progress to referendum.

Backlog need

The backlog need constitutes those households who are eligible for Affordable Housing, on account of homelessness, overcrowding, concealment or affordability, but who are yet to be offered a home suited to their needs.

Bedroom Standard⁴⁹

The bedroom standard is a measure of occupancy (whether a property is overcrowded or under-occupied, based on the number of bedrooms in a property and the type of household in residence). The Census overcrowding data is based on occupancy rating (overcrowding by number of rooms not including bathrooms and hallways). This tends to produce higher levels of overcrowding/under occupation. A detailed definition of the standard is given in the Glossary of the EHS Household Report.

Co-living

Co-living denotes people who do not have family ties sharing either a self-contained dwelling (i.e., a 'house share') or new development akin to student housing in which people have a bedroom and bathroom to themselves, but share living and kitchen space with others. In co-living schemes each individual represents a separate 'household'.

Community Led Housing/Community Land Trusts

Housing development, provision and management that is led by the community is very often driven by a need to secure affordable housing for local people in the belief that housing that comes through the planning system may be neither the right tenure or price-point to be attractive or affordable to local people. The principle forms of community-led models include cooperatives, co-housing communities, self-help housing, community self-build housing, collective custom-build housing, and community land trusts. By bringing forward development which is owned by the community, the community is able to set rents and/or mortgage payments at a rate that it feels is appropriate. The Government has a range of support programmes for people interested in bringing forward community led housing.

Community Right to Build Order⁵⁰

A community right to build order is a special kind of neighbourhood development order, granting planning permission for small community development schemes, such as housing or new community facilities. Local community organisations that meet certain requirements or parish/town councils are able to prepare community right to build orders.

Concealed Families (Census definition)⁵¹

The 2011 Census defined a concealed family as one with young adults living with a partner and/or child/children in the same household as their parents, older couples living with an adult child and their family or unrelated families sharing a household. A single person cannot be a concealed family; therefore one elderly parent living with their adult child and family or an adult child returning to the parental home is not a concealed family; the latter are reported in an ONS analysis on increasing numbers of young adults living with parents.

⁴⁸ The Tenant Services Authority has issued an explanatory note on these methods at <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

⁴⁹ See <https://www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-household-report>

⁵⁰ See <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

⁵¹ See http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp171776_350282.pdf

Equity Loans/Shared Equity

An equity loan which acts as a second charge on a property. For example, a household buys a £200,000 property with a 10% equity loan (£20,000). They pay a small amount for the loan and when the property is sold e.g. for £250,000 the lender receives 10% of the sale cost (£25,000). Some equity loans were available for the purchase of existing stock. The current scheme is to assist people to buy new build.

Extra Care Housing⁵²

New forms of sheltered housing and retirement housing have been pioneered in recent years, to cater for older people who are becoming frailer and less able to manage day-to-day tasks without assistance. Extra Care Housing is housing designed with the needs of frailer older people in mind and with varying levels of care and support available on site. People who live in Extra Care Housing have their own self-contained homes, their own front doors and a legal right to occupy the property. Extra Care Housing is also known as very or enhanced sheltered housing, assisted living, or simply as 'housing with care'. It comes in many built forms, including blocks of flats, bungalow estates and retirement villages. It is a popular choice among older people because it can sometimes provide an alternative to a care home. In addition to the communal facilities often found in sheltered housing (residents' lounge, guest suite, laundry), Extra Care often includes a restaurant or dining room, health & fitness facilities, hobby rooms and even computer rooms. Domestic support and personal care are available, usually provided by on-site staff. Properties can be rented, owned or part owned/part rented. There is a limited (though increasing) amount of Extra Care Housing in most areas and most providers set eligibility criteria which prospective residents have to meet.

Fair Share

'Fair share' is an approach to determining housing need within a given geographical area based on a proportional split according to the size of the area, the number of homes in it, or its population.

Habitable Rooms

The number of habitable rooms in a home is the total number of rooms, excluding bathrooms, toilets and halls.

Household Reference Person (HRP)

The concept of a Household Reference Person (HRP) was introduced in the 2001 Census (in common with other government surveys in 2001/2) to replace the traditional concept of the head of the household. HRPs provide an individual person within a household to act as a reference point for producing further derived statistics and for characterising a whole household according to characteristics of the chosen reference person.

Housing Market Area

A housing market area is a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. It might be the case that housing market areas overlap.

The extent of the housing market areas identified will vary, and many will in practice cut across various local planning authority administrative boundaries. Local planning authorities should work with all the other constituent authorities under the duty to cooperate.

Housing Needs

There is no official definition of housing need in either the National Planning Policy Framework or the National Planning Practice Guidance. Clearly, individuals have their own housing needs. The process of understanding housing needs at a population scale is undertaken via the preparation of a Strategic Housing Market Assessment (see below).

Housing Needs Assessment

A Housing Needs Assessment (HNA) is an assessment of housing needs at the Neighbourhood Area level.

⁵² See <http://www.housingcare.org/jargon-extra-care-housing.aspx>

Housing Products

Housing products simply refers to different types of housing as they are produced by developers of various kinds (including councils and housing associations). Housing products usually refers to specific tenures and types of new build housing, such as Starter Homes, the Government's flagship 'housing product'.

Housing Size (Census Definition)

Housing size can be referred to either in terms of the number of bedrooms in a home (a bedroom is defined as any room that was intended to be used as a bedroom when the property was built, any rooms permanently converted for use as bedrooms); or in terms of the number of rooms, excluding bathrooms, toilets halls or landings, or rooms that can only be used for storage. All other rooms, for example, kitchens, living rooms, bedrooms, utility rooms, studies and conservatories are counted. If two rooms have been converted into one they are counted as one room. Rooms shared between more than one household, for example a shared kitchen, are not counted.

Housing Type (Census Definition)

This refers to the type of accommodation used or available for use by an individual household (i.e. detached, semi-detached, terraced including end of terraced, and flats). Flats are broken down into those in a purpose-built block of flats, in parts of a converted or shared house, or in a commercial building.

Housing Tenure (Census Definition)

Tenure provides information about whether a household rents or owns the accommodation that it occupies and, if rented, combines this with information about the type of landlord who owns or manages the accommodation.

Income Threshold

Income thresholds are derived as a result of the annualisation of the monthly rental cost and then asserting this cost should not exceed 35% of annual household income.

Intercensal Period

This means the period between the last two Censuses, i.e. between years 2001 and 2011.

Intermediate Housing

Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low-cost homes for sale and intermediate rent, but not affordable rented housing. Homes that do not meet the above definition of affordable housing, such as 'low-cost market' housing, may not be considered as affordable housing for planning purposes.

Life Stage modelling

Life Stage modelling is forecasting need for dwellings of different sizes by the end of the Plan period on the basis of changes in the distribution of household types and key age brackets (life stages) within the NA. Given the shared behavioural patterns associated with these metrics, they provide a helpful way of understanding and predicting future community need. This data is not available at neighbourhood level so LPA level data is employed on the basis of the NA falling within its defined Housing Market Area.

Life-time Homes

Dwellings constructed to make them more flexible, convenient adaptable and accessible than most 'normal' houses, usually according to the Lifetime Homes Standard, 16 design criteria that can be applied to new homes at minimal cost <http://www.lifetimehomes.org.uk/>.

Life-time Neighbourhoods

Lifetime neighbourhoods extend the principles of Lifetime Homes into the wider neighbourhood to ensure the public realm is designed in such a way to be as inclusive as possible and designed to address the needs of older people, for example providing more greenery and more walkable, better connected places.

Local Development Order

An Order made by a local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a specific development proposal or classes of development.

Local Enterprise Partnership

A body, designated by the Secretary of State for Communities and Local Government, established for the purpose of creating or improving the conditions for economic growth in an area.

Local housing need (NPPF definition)

The number of homes identified as being needed through the application of the standard method set out in national planning guidance (or, in the context of preparing strategic policies only, this may be calculated using a justified alternative approach as provided for in paragraph 60 of this Framework).

Local Planning Authority

The public authority whose duty it is to carry out specific planning functions for a particular area. All references to local planning authority apply to the District Council, London Borough Council, County Council, Broads Authority, National Park Authority or the Greater London Authority, to the extent appropriate to their responsibilities.

Local Plan

This is the plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies form part of the Local Plan and are known as 'Development Plan Documents' (DPDs).

Lower Quartile

The bottom 25% value, i.e. of all the properties sold, 25% were cheaper than this value and 75% were more expensive. The lower quartile price is used as an entry level price and is the recommended level used to evaluate affordability; for example for first time buyers.

Lower Quartile Affordability Ratio

The Lower Quartile Affordability Ratio reflects the relationship between Lower Quartile Household Incomes and Lower Quartile House Prices, and is a key indicator of affordability of market housing for people on relatively low incomes.

Market Housing

Market housing is housing which is built by developers (which may be private companies or housing associations, or Private Registered Providers), for the purposes of sale (or rent) on the open market.

Mean (Average)

The mean or the average is, mathematically, the sum of all values divided by the total number of values. This is the more commonly used "average" measure as it includes all values, unlike the median.

Median

The middle value, i.e. of all the properties sold, half were cheaper and half were more expensive. This is sometimes used instead of the mean average as it is not subject to skew by very large or very small statistical outliers.

Median Affordability Ratio

The Lower Quartile Affordability Ratio reflects the relationship between Median Household Incomes and Median House Prices, and is a key indicator of affordability of market housing for people on middle-range incomes.

Mortgage Ratio

The mortgage ratio is the ratio of mortgage value to income which is typically deemed acceptable by banks. Approximately 75% of all mortgage lending ratios fell below 4 in recent years⁵³, i.e. the total value of the mortgage was less than 4 times the annual income of the person who was granted the mortgage.

Neighbourhood Development Order (NDO)

An NDO will grant planning permission for a particular type of development in a particular area. This could be either a particular development, or a particular class of development (for example retail or housing). A number of types of development will be excluded from NDOs, however. These are minerals and waste development, types of development that, regardless of scale, always need Environmental Impact Assessment, and Nationally Significant Infrastructure Projects.

Neighbourhood plan

A plan prepared by a Parish or Town Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

Older People

People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.

Output Area/Lower Super Output Area/Middle Super Output Area

An output area is the lowest level of geography for publishing statistics, and is the core geography from which statistics for other geographies are built. Output areas were created for England and Wales from the 2001 Census data, by grouping a number of households and populations together so that each output area's population is roughly the same. 175,434 output areas were created from the 2001 Census data, each containing a minimum of 100 persons with an average of 300 persons. Lower Super Output Areas consist of higher geographies of between 1,000-1,500 persons (made up of a number of individual Output Areas) and Middle Super Output Areas are higher than this, containing between 5,000 and 7,200 people, and made up of individual Lower Layer Super Output Areas. Some statistics are only available down to Middle Layer Super Output Area level, meaning that they are not available for individual Output Areas or parishes.

Overcrowding

There is no single agreed definition of overcrowding, however, utilising the Government's bedroom standard, overcrowding is deemed to be in households where there is more than one person in the household per room (excluding kitchens, bathrooms, halls and storage areas). As such, a home with one bedroom and one living room and one kitchen would be deemed overcrowded if three adults were living there.

Planning Condition

A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.

Planning Obligation

A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal.

Purchase Threshold

Purchase thresholds are calculated by netting 10% off the entry house price to reflect purchase deposit. The resulting cost is divided by 4 to reflect the standard household income requirement to access mortgage products.

⁵³ See <https://www.which.co.uk/news/2017/08/how-your-income-affects-your-mortgage-chances/>

Proportionate and Robust Evidence

Proportionate and robust evidence is evidence which is deemed appropriate in scale, scope and depth for the purposes of neighbourhood planning, sufficient so as to meet the Basic Conditions, as well as robust enough to withstand legal challenge. It is referred to a number of times in the PPG and its definition and interpretation relies on the judgement of professionals such as Neighbourhood Plan Examiners.

Private Rented

The Census tenure private rented includes a range of different living situations in practice, such as private rented/ other including households living "rent free". Around 20% of the private rented sector are in this category, which will have included some benefit claimants whose housing benefit at the time was paid directly to their landlord. This could mean people whose rent is paid by their employer, including some people in the armed forces. Some housing association tenants may also have been counted as living in the private rented sector because of confusion about what a housing association is.

Rural Exception Sites

Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable dwellings without grant funding.

Shared Ownership

Housing where a purchaser part buys and part rents from a housing association or local authority. Typical purchase share is between 25% and 75%, and buyers are encouraged to buy the largest share they can afford. Generally applies to new build properties, but re-sales occasionally become available. There may be an opportunity to rent at intermediate rent level before purchasing a share in order to save/increase the deposit level

Sheltered Housing⁵⁴

Sheltered housing (also known as retirement housing) means having your own flat or bungalow in a block, or on a small estate, where all the other residents are older people (usually over 55). With a few exceptions, all developments (or 'schemes') provide independent, self-contained homes with their own front doors. There are many different types of scheme, both to rent and to buy. They usually contain between 15 and 40 properties, and range in size from studio flats (or 'bedsits') through to 2 and 3 bedrooomed. Properties in most schemes are designed to make life a little easier for older people - with features like raised electric sockets, lowered worktops, walk-in showers, and so on. Some will usually be designed to accommodate wheelchair users. And they are usually linked to an emergency alarm service (sometimes called 'community alarm service') to call help if needed. Many schemes also have their own 'manager' or 'warden', either living on-site or nearby, whose job is to manage the scheme and help arrange any services residents need. Managed schemes will also usually have some shared or communal facilities such as a lounge for residents to meet, a laundry, a guest flat and a garden.

Strategic Housing Land Availability Assessment

A Strategic Housing Land Availability Assessment (SHLAA) is a document prepared by one or more local planning authorities to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the Plan period. SHLAAs are sometimes also called LAAs (Land Availability Assessments) or HELAAs (Housing and Economic Land Availability Assessments) so as to integrate the need to balance assessed housing and economic needs as described below.

Strategic Housing Market Assessment (NPPF Definition)

A Strategic Housing Market Assessment (SHMA) is a document prepared by one or more local planning authorities to assess their housing needs under the 2012 version of the NPPF, usually across administrative boundaries to encompass the whole housing market area. The NPPF makes clear that SHMAs should identify the scale and mix of housing and the range of tenures the local population is likely to need over the Plan period. Sometimes SHMAs are combined with Economic

⁵⁴ See <http://www.housingcare.org/jargon-sheltered-housing.aspx>

Development Needs Assessments to create documents known as HEDNAs (Housing and Economic Development Needs Assessments).

Specialist Housing for the Elderly

Specialist housing for the elderly, sometimes known as specialist accommodation for the elderly, encompasses a wide range of housing types specifically aimed at older people, which may often be restricted to those in certain older age groups (usually 55+ or 65+). This could include residential institutions, sometimes known as care homes, sheltered housing, extra care housing, retirement housing and a range of other potential types of housing which has been designed and built to serve the needs of older people, including often providing care or other additional services. This housing can be provided in a range of tenures (often on a rented or leasehold basis).

Social Rented Housing

Social rented housing is owned by local authorities and private registered providers (as defined in Section 80 of the Housing and Regeneration Act 2008.). Guideline target rents for this tenure are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with Homes England.⁵⁵

⁵⁵ See <http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing>

