



Chalfont St Peter Housing Needs Assessment (HNA)

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Quality information

Prepared byJessica Cooke
Graduate PlannerJessica Cooke
Graduate Planner**Checked by**Paul Avery
Senior Consultant**Approved by**Paul Avery
Senior Consultant

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Prepared for:

Chalfont St Peter Parish Council

Prepared by:

Jessica Cooke
Graduate Planner

AECOM Infrastructure & Environment UK Limited
Aldgate Tower
2 Leman Street
London E1 8FA
United Kingdom
aecom.com

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List of acronyms used in the text:

AH	Affordable Housing (NPPF definition)
AMH	Affordable Market Housing
CSP	Chalfont St Peter
BC	Buckinghamshire Council
CDC	Chiltern District Council
HNA	Housing Needs Assessment
HNF	Housing Need Figure
Housing LIN	Housing Learning and Improvement Network
HRP	Household Reference Person
LHN	Local Housing Need
LHNA	Local Housing Needs Assessment
LPA	Local Planning Authority
LQAR	Lower Quartile Affordability Ratio
LTHPD	Long-Term Health Problem or Disability
MAR	Median Affordability Ratio
MH	Market Housing
MHCLG	Ministry for Housing, Communities and Local Government (formerly DCLG)
NA	Neighbourhood (Plan) Area
NDO	Neighbourhood Development Order
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
RQ	Research Question
SHLAA	Strategic Housing Land Availability Assessment
VOA	Valuation Office Agency

1. Executive Summary

Tenure and affordability conclusions

The majority of homes in Chalfont St Peter are owner occupied (82%), this is a slightly higher proportion than homes owned at district or national level, this is followed by the next most common tenure of social rented homes (9%) and privately rented homes (8%). There is a lower percentage of homes in shared ownership in the neighbourhood area compared to higher level geographies; however, the general trend across all tenures at each geography is relatively consistent.

The greatest apparent change occurring in Chalfont St Peter during the intercensal period was the increase in shared ownership homes, though this may be linked to the low starting number of 10 shared ownership homes in 2001. In addition, the number of homes which are privately rented increased, although to a far lesser degree than at district or national level. While home ownership and social rented stayed at a steadier rate.

In general, between 2010 and 2019, house prices have increased by approximately 26%, the type of dwelling which has grown the most is terraced, closely followed by flats. Detached dwellings increased by the least however, this is likely due to the high price of this type of dwelling in 2010, at around £625,000.

The income required to buy an average market home for sale is higher than what would be expected to be available to those on average household incomes - as well as those higher quartile dual earning households. In addition, the income required to buy an average entry-level home for sale is higher than the average income of those on lower quartile household incomes.

The LHNA demonstrates the age of owner occupiers across Chiltern and South Bucks. Unsurprisingly, the proportion of those who own their own home has been decreasing for all age groups up to those aged 64. While the proportion of those over 65 owning their own home has increased. This is likely linked to the increasing and general unaffordability of the neighbourhood area, as such there are no home ownership products that are within reach of those on median incomes. The group that has seen the largest fall in home ownership are those aged 25-34 and 35-44.

While the inability of those on lower quartile earnings to afford entry-level market rents and affordable rent suggests that these tenures are not adequate to house those on lower incomes which is likely to push this demographic out of the neighbourhood area unless they can find a subsidy or find a room in a shared house. However, for those on lower incomes in households where there are dual earners, social rent would be a viable option.

Two indicative tenure mixes have been provided, which could serve as a guideline for the breakdown of Affordable Housing tenures in Chalfont St Peter based on various considerations and evidence. Mix 1 (indicative mix based on local needs) proposes that 70% of affordable homes be provided as rented tenures, and the remaining 30% delivered as affordable routes to home ownership. This mix aligns with the Local Plan in prioritising the most acute needs as far as possible. Mix 2 (indicative mix with 25% First Homes requirement) proposes the same general split between affordable rented and for sale. However, the break down within the affordable housing for sale differs as it includes 25% for First Homes and displaces some of the provision for shared ownership. This aligns with the direction of proposed national policy, which includes a mandated minimum level of delivery of the Government's new First Homes affordable home ownership product. It is advised that Mix 1 should be considered most appropriate if First Homes do not come forward in their current form.

It is not recommended that the Local Plan policy requirement, for overall percentage of affordable housing, be exceeded in the neighbourhood plan because such steps are rarely accepted by planning inspectors on the grounds that an extremely high standard of justification is required which goes beyond the scope of this HNA, in particular around the issue of what level of Affordable Housing delivery can be financially viable in the NA. Raising the percentage of Affordable Housing required could, furthermore, have the effect of discouraging new building from coming forward altogether. Should the group wish to consider such an option, it is advisable to discuss this with the LPA in the first instance.

Interestingly, the Newland Park development which was granted planning permission three years ago is only set to deliver 43 (out of a total of 309) dwellings as affordable. This equates to 13%. While we know affordable housing quotas may be reduced due to viability reasons, this may be an additional discussion point between the neighbourhood planners and the LPA for the Neighbourhood Plan to require a higher percentage of affordable housing, given that the proposed amount has not, in recent commitments, been achieved.

Affordable housing is typically provided and made financially viable by its inclusion as a proportion of larger market developments, as guided by Local Plan policy, and implemented by the LPA. However, if the community wishes to boost the supply of affordable housing, there are other, more proactive routes available for its provision. For example, using community

development orders, identifying exception sites or developing community land trusts are all tried and tested ways of boosting the supply of affordable housing above the minima indicated by Local Plan policy.

Type and size conclusions

This analysis provides an indication of the likely need for different types and sizes of homes based on demographic change. It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the NA or on any particular site. These include the characteristics of the existing stock of housing, the role of the NA or site within the wider housing market area (linked to any LA strategies or plans) and site specific factors which may justify a particular dwelling mix.

The 2011 Census shows that there were 5,047 dwellings in Chalfont St Peter, comprising 2,984 detached houses, 1,047 semi-detached, 457 terraced houses, and 533 flats. Compared with Chiltern, Chalfont St Peter is characterised by a much larger proportion of detached dwellings and correspondingly lower proportion of all other types of dwelling.

The LHNA demonstrates the general trend in household sizes between 1991 and 2041 in Chiltern. This shows that the current trend of reducing household size is going to continue and could be as low as an average of 2.15 persons per household. This is largely due to an aging population, given older persons tend to live in smaller households as singles or couples without children. This has implications when looking forward at what size of dwelling to deliver, it suggests that smaller houses with less bedrooms may be more in demand which is contrary to current building patterns.

The results of a life-stage modelling exercise, which looks at the sizes of dwelling occupied by different age groups and projects the growth and decline of those age groups over the Plan period in order to understand what should be built demonstrates that in Chalfont St Peter an appropriate response would be to prioritise the supply relatively smaller to medium sized dwellings (2 and 3 bedrooms). This would also contribute to the affordability issues associated with larger homes being built currently.

In effect, a mix of home sizes will continue to be needed, with 2 and 3 bedroom homes expected to cater best to the ageing population while providing accommodation for smaller families. There appears to be enough of the largest homes already, particularly if smaller homes attractive to those wishing to downsize can be delivered, thereby releasing existing large homes for other occupants.

As demonstrated in the Policy Context Chapter, the Newland Park development which is yet to be delivered has a large focus on 2 and 3 bedroom dwellings; therefore, this development will make a significant contribution to delivering these smaller to medium sized homes which are needed in the NA.

This model, however, operates on the assumption that households can and will wish to occupy only housing specifically suitable for their household size, which is not a realistic prospect given that people are willing to pay for extra bedrooms for a range of reasons. It is not surprising, then, that demand for some larger or smaller dwellings will remain. The provision of these homes should therefore not be inhibited entirely (though some of that demand will be met by natural churn within the market), but to the extent that the community wish to influence the size mix of housing coming forward, mid-sized homes should be the priority.

In the Tenure and Affordability chapter analysis, it was found that market housing for sale and rent is increasingly unaffordable and that those on the median incomes are unable to afford to live outside of the affordable rented sector. While Affordable Housing should be well balanced in terms of size to cater for all circumstances, the provision of smaller homes for sale and rent should make an important contribution to improving affordability more widely. If older households wishing to 'rightsize' and younger ones seeking to form their own independent households are to be able to afford to live in Chalfont St Peter, increasing the provision of smaller sized homes will be crucial.

Specialist housing for older persons conclusions

The potential need for specialist housing with some form of additional care for older people can be estimated by bringing together data on population projections, rates of disability, and what tenure of housing the current 55-75 cohort occupy in the NA. This can be supplemented through the use of a toolkit based on national research and assumptions.

Two methods of estimating need for specialist accommodation for older people (such as housing with additional care services) produce a range of 602 to 687 specialist accommodation units that would be required to meet the needs of Chalfont St Peter's ageing population during the Plan period. Specialist accommodation units assume independent households, which might be composed of a single person or couple.

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As this range relates to the total number of specialist dwellings likely to be required by the end of the Plan period, the final step is to ensure both the upper and the lower estimates are net rather than gross figures by deducting the current supply of specialist housing for older people in Chalfont St Peter and thus to determine a net minimum requirement for provision over the Plan period, broken down by tenure.

There are 260 existing units of specialist housing for older people in Chalfont St Peter, for a 2011 population of 1,309 people aged 75. This suggests the actual rate of provision in Chalfont St Peter is approximately 200 dwellings per 1000 population aged 75+. Referring to the minimum target produced by the Housing LIN-based calculation, this means there are an additional (i.e. net) 342 specialist units (602 – 260) that need to be provided over the Plan period.

In addition, given that specialist housing for older people costs more to build, it is considered that to assume 30% of all specialist housing for older people 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.

This may be applicable in Chalfont St Peter; the Parish Council have communicated that the existing retirement housing in the Neighbourhood area is very expensive which results in older persons who cannot pay the high prices being pushed out of the NA. The majority of the existing specialist housing is supplied as market housing and many are described as 'luxury villages'. Therefore, it is recommended that the Parish Council discuss the viability of delivering affordable specialist housing at a higher rate than 30%.

While it is important to maximise the accessibility of all new housing, it is particularly important for specialist housing for older people 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.

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).

It is considered that Chalfont St Peter is, in broad terms, a suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above. As such, there is potential for such accommodation to be provided within the Neighbourhood Plan area (while noting there is no specific requirement or obligation to do so if there is potential to meet need arising from Chalfont St Peter in other suitable locations near to but outside the Plan area boundaries). Where it is considered for any reason desirable to meet some of the specialist need outside the Neighbourhood Plan area boundaries, there will be a degree of overlap between the number of specialist dwellings to be provided and the overall dwellings need for the Neighbourhood Plan area itself.

It is important to note that the scale of need for specialist accommodation heavily depends on the amount of accessible/adapted mainstream housing in Chalfont St Peter currently – or how far this can successfully be achieved in future. Note that there is no accurate secondary data on this. If the neighbourhood plan were to be particularly ambitious in requiring high standards of accessibility and adaptability, there is arguably less need to deliver specialist accommodation.

Wherever specialist housing 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 older people who wish to move in later life.

Overall key take away points

- A general split between affordable sale at 30% and rented at 70% is suggested, based on a numerous factors. To deliver all potential need identified in this HNA 1,000 homes would need to be delivered in total which is likely undoable. Therefore, considering the number of allocations in the withdrawn local plan as a rough guide the neighbourhood area may be expected to deliver around 400 homes, the local plan requires sites over 15 dwellings should deliver 40% affordable housing. Therefore, 40% of 400 is 160. This is enough to meet rented needs and only a small number of affordable sale dwellings. Social rented is 'need' while the ownership is 'potential demand'. In addition, it was found that home ownership was not affordable to those on median incomes therefore provision of intermediate tenures would only serve those on above average incomes. In considering these factors it seems the most beneficial split would be in line with that of the Local Plan and prioritises social rented.
- The suggested size of dwellings to be delivered in the neighbourhood area is generally a focus on relatively smaller to medium sized dwellings (2 to 3 bed). This size of dwelling generally lends itself to semidetached, flats and maisonettes.
- There is a clear requirement for specialist housing for an ageing population, approximately 342 units would need to be developed over the Plan period (not considering any current deficit in provision).

On a broader note, the impact from the Brexit deal on the housing market, according to the CBRE report¹, predicts that it will have a negative impact on the real estate market; although notes, this has largely already been reflected in prices and the bigger influencer on this market will be the impact of Covid-19. In addition, given there is now a Brexit deal in place the uncertainty around this is declining.

Finally, while the evidence here is focused on housing typologies – broad categories of size and type – there are many other ways in which homes can differ, such as their internal configuration, quantity and type of outdoor space, and various other factors. The demand for such features has increased as a result of the Covid-19 pandemic and its associated impacts.

There is no secondary data available on the specific needs or preferences relating to these variables for Chalfont St Peter. However, a number of overall generalisations can be made about current nationwide trends which are likely to apply in the parish, and which could be drawn upon to justify policy directions in the Neighbourhood Plan:

- Households may increasingly place higher value on more semi-rural locations like Chalfont St Peter, for those who can afford it, based on their experience of spending more time at home and increasing values placed on access to outdoor space.
- There may be a greater focus on the technology available in new homes (smart homes), including broadband quality, energy efficiency and air quality. This will matter in all tenures, but those with higher incomes and wealth will be able to exercise choice and may be prepared to pay more to secure these attributes. Local Authorities may wish to improve standards to secure these attributes in their new social housing stock, recognising the importance of these standards to the wellbeing of households who occupy these homes.
- Similarly, increased time spent in the home and the likelihood that some workers will increase their tendency to work from home on a more regular basis may mean that many households desire more space within their homes. This space may be needed to work or study and ability to use homes flexibly is likely to become more important. Again, this matters in all tenures but those with higher incomes and resources and likely to be able to exercise choice in the market. In the private and social rented sectors, the availability of space in the home is closely linked to household size.
- Households and planners are likely to pay greater attention to green space, gardens and outdoor space and/or accessibility to nearest outdoor space. Some households may be able to afford to exercise choice in the homes they buy or move to; but planners will need to ensure that these attributes are available to households whichever tenure they occupy.

¹ Available at:

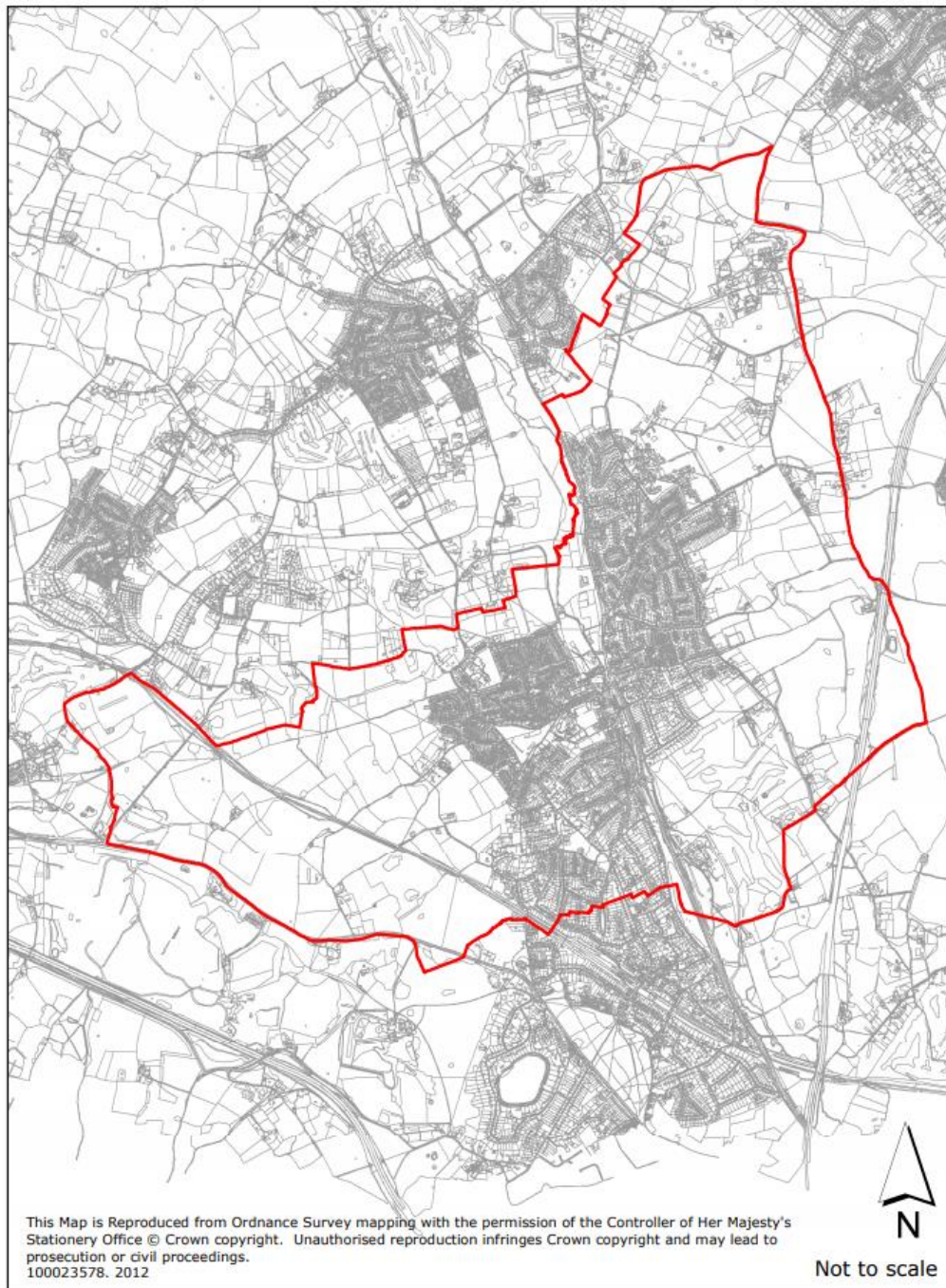
<http://cbre.vo.llnwd.net/grgservices/secure/Real%20Estate%20and%20the%20Brexit%20Endgame.pdf?e=1612189008&h=ba4be4b62c5c6cb9ce098b4e53c00559>

2. Context

2.1 Local context

1. Chalfont St Peter is a Neighbourhood Plan area located in the Chiltern district of Buckinghamshire. The Neighbourhood Area (NA) boundary is synonymous with the parish boundary and was designated in 2012. Since then the Parish Council went on to prepare a Neighbourhood Plan which was formally adopted in November 2016. This made Plan covers the period 2013 to 2028.
2. However, in light of significant changes in the local planning authority, namely the formation of the unitary authority of Buckinghamshire Council as well as the withdrawal of the emerging Chiltern and South Bucks Local Plan, the Parish Council feel there is an opportunity to update their made Neighbourhood Plan due to the lack of up to date local plan policies.
3. The proposed Neighbourhood Plan period starts in 2020 and extends to 2040, therefore comprising a planning period of 20 years.
4. Chalfont St Peter is strategically located between a number of surrounding district centres and is not far from major road and travel networks. The M25 and M40 are within easy reach and Heathrow airport is 30-minute drive away. The nearest train station is located at Gerrards Cross, providing regular services to Birmingham to the north and London to the south.
5. The Census data used throughout this report is for the Chalfont St Peter Parish, which is made up of two Medium Super Output Areas (MSOAs) – geographical units of analysis used in the Census. These are:
 - Chiltern 011; and
 - Chiltern 012.
6. Chalfont St Peter is located in the planning area of Buckinghamshire Council; however, as this is a unitary authority formed relatively recently (April 2020) the majority of the published data and planning documents relevant to this study and the Neighbourhood Plan relate to the smaller Chiltern district area.
7. The statistics show that in the 2011 Census the Neighbourhood Plan area had a total of 12,766 residents.
8. A map of the Plan area appears below in Figure 2-1.

Figure 2-1: Map of the Chalfont St Peter Neighbourhood Plan area²



Source: Buckinghamshire Council, Chilterns Area webpage

9. The neighbourhood planners are interested in exploring the need for Affordable Housing for sale (also known as affordable home ownership) and are therefore eligible for support under the Affordable Housing for sale element of the Neighbourhood Planning Technical Support programme. Analysis and commentary on this issue has been provided where relevant and possible in the HNA.

² Available at <https://www.chiltern.gov.uk/article/7408/Chalfont-St-Peter-Neighbourhood-Plan>

2.2 Planning policy context

11. In line with the Basic Conditions³ of neighbourhood planning, Neighbourhood Development Plans (NDPs) are required to be in general conformity with adopted strategic local policies.⁴ Consequently, the relevant elements of the Local Plan are reviewed as part of this Housing Needs Assessment (HNA).
12. The current development framework for Chalfont St Peter is relatively outdated and comprises the Adopted Local Plan (1997) which was consolidated in 2011 and the Core Strategy for Chiltern District (adopted 2011)⁵.
13. Chiltern and South Bucks were in the process of making a joint Local Plan⁶ which had gone to examination in early 2020. However, the Plan was challenged due to their lack of evidence on duty to cooperate and resulted in the Plan being withdrawn in October 2020.
14. On 1 April 2020 Buckinghamshire Council was created and became the local planning authority for the area previously covered by four local planning authorities, namely Aylesbury Vale District Council, Chiltern District Council, South Bucks District Council and Wycombe District Council, as well as Buckinghamshire County Council, which was responsible for Minerals and Waste Planning.
15. Therefore, moving forward local planning documents will be published by Buckinghamshire Council. However, this process is yet to begin.

2.2.1 Policies in the adopted local plan

Table 2-2: Summary of Chiltern District Council adopted policies having relevance to Chalfont St Peter Neighbourhood Plan Housing Needs Assessment

Policy	Source	Provisions
Policy CS2: Amount and distribution of residential development 2006-2026	Core Strategy for Chiltern District (2011)	This policy identifies Chalfont St Peter as a Main Settlement.
Policy CS8: Affordable Housing	Core Strategy for Chiltern District (2011)	<p>The policy states that in new developments of over 15 dwellings at least 40% should be provided as affordable. In developments of less than 15 dwellings there should be:</p> <ul style="list-style-type: none"> • At least 4 affordable housing units on sites which have 12-14 dwellings; • At least 3 affordable housing units on sites which have 10 or 11 dwellings; • At least 2 affordable housing units on sites of 8 or 9 dwellings; • At least 1 affordable housing unit on sites of 5-7 dwellings; • On sites of 1 to 4 dwellings, a financial contribution for each new dwelling towards the provision of affordable housing elsewhere in the District.
Policy CS10: Affordable Housing Type	Core Strategy for Chiltern District (2011)	Within the affordable housing secured through policy Cs8, this policy seeks a minimum of 70% social rented and a maximum of 30% intermediate housing.

³ Available at <https://www.gov.uk/guidance/neighbourhood-planning-2#basic-conditions-for-neighbourhood-plan-to-referendum>

⁴ However, this does not affect the potential for the evidence base underpinning the emerging local plan to inform or form part of the evidence base for the neighbourhood plan.

⁵ Available at <https://www.chiltern.gov.uk/planning/developmentplan>

⁶ Further information available at <https://www.chiltern.gov.uk/planning/localplan>

Policy	Source	Provisions
Policy CS11: Affordable Housing Size	Core Strategy for Chiltern District (2011)	<p>The policy states that the council will seek and promote the following mix in respect of the affordable element of housing schemes:</p> <ul style="list-style-type: none"> Where less than 10 affordable dwellings are proposed they should all be one and two bedroom dwellings; Where 10-14 affordable dwellings are proposed one three bedroom dwelling shall be provided with the remainder being one and two bedroom dwellings; Where 15-19 affordable dwellings are proposed two three bedroom dwellings shall be provided with the remainder being one and two bedroom dwellings; Where 20 or more affordable dwellings are proposed 20% of those dwellings shall have three bedrooms with the remainder having one and two bedrooms. <p>This is seen as guide and the council will consider varying percentages on a site by site basis.</p>
Policy CS12: Specialist Housing	Core Strategy for Chiltern District (2011)	<p>This policy states that the Council will encourage provision of extra care homes and specialist housing for the elderly in Chalfont St Peter.</p>

2.2.2 Quantity of housing to provide

16. The NPPF 2019 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.
17. Given the newly formed Buckinghamshire Unitary Authority and lack of up to date Local Plan for the area the neighbourhood area has not been given a formal or indicative housing requirement.
18. The question of how many houses to plan for is outside the scope of this Housing Needs Assessment, as discussed and agreed with the Parish Council. The issue of quantity has been excluded from the Research Questions (see Chapter 3 below).
19. Therefore, discourse has not been provided in this assessment on the overall quantity of homes to be delivered and conclusions drawn on what tenure and type or size of dwelling required can be used as a basis for housing policy in the Neighbourhood Plan which any planning application would be required to conform with.
20. Although there is no housing requirement, there has been significant development and commitment in Chalfont St Peter. The Annual Monitoring Report data shows that there have been 278 dwellings built between 2013 and 2019 in Chalfont St Peter, and as of 31/03/2019 there were 60 outstanding planning permissions. This data also highlights that there has been no development of affordable, rented or intermediate tenures, in Chalfont St Peter in that time period.
21. The data goes on to demonstrate that 8 market dwellings were gained via permitted development, through the conversion of office to residential, and no self or custom build dwellings have been permitted across Chiltern between 2013 and 2019.
22. In addition, in 2016 a planning application at Newland Park (Ref. CH/2014/1964/FA) was approved for the redevelopment of the site to provide 309 dwellings. This development is yet to be delivered, however, the developer is in the process of discharging conditions prior to commencement.
23. Once this development is complete it is set to deliver 309 dwellings, this is broken down by 21 x 1 bed, 188 x 2 bed, 50 x 3 bed, 34 x 4 bed, 16 x 6 bed. 43 of which will be delivered as affordable housing. It will also include a mix of housing broken down by 52 houses, 38 terraces, 3 duplex and 216 apartments.
24. In addition, in the withdrawn Chiltern and South Bucks Local Plan there were allocations for 400 dwellings within Chalfont St Peter. While these are now no longer part of policy, given the recent completions, commitments and potential allocations it is likely that the neighbourhood area will be given a fairly substantial housing requirement.

25. Note that the Government's August 2020 consultation proposals for 'Changes to the current planning system' include a temporary measure to lift the small sites threshold. This would mean that on sites of up to 40 or 50 units, developers would not need to contribute to Affordable Housing.⁷ The purpose of this time-limited change (its duration is currently unknown) is to support small housebuilders as the economy recovers from the impact of Covid-19.
26. It is important to note here that as there is no current housing requirement for Chalfont St Peter and the Neighbourhood Plan is not planning to deliver housing through allocations, the ability for the Parish Council to control the size of any potential site coming forward would be challenging and may result in the provision for Affordable Housing being unlikely while this temporary change applies.
27. When the temporary period ends, the Affordable Housing requirement in the NA will revert to the relevant adopted Local Plan policy, which, in this case, requires Affordable Housing contributions on all sites or on site provision on sites over 5 dwellings. It is also important to note that this temporary change does not impact sites allocated solely for Affordable Housing, or any Affordable Housing exception sites identified in the Local or Neighbourhood Plan. Finally, given that the revised Chalfont St Peter Neighbourhood Plan is yet to be made, it is possible that the temporary period will have already elapsed by the time that it comes into force. The neighborhood planners are advised to take note of this proposal as it evolves through the consultation process.

3. Approach

3.1 Research Questions

28. Research Questions, abbreviated to 'RQ;' are formulated at the start of the project through discussion with the neighbourhood group. They serve to direct the research and provide the structure for the HNA.
29. The RQs relevant to this study, as discussed and agreed with Chalfont St Peter, are set out below.

3.1.1 Tenure and Affordability

30. The neighbourhood planning group would like to understand the needs of the community for housing of varying tenures, as well as the relative affordability of those tenures that should be provided to meet local need now and into the future.
31. This evidence will allow Chalfont St Peter to establish the right conditions for new development to come forward that is affordable, both in the broader sense of market housing attainable for first-time buyers, and as Affordable Housing for those who may be currently priced out of the market.

RQ One: What quantity and tenures of Affordable Housing should be planned for over the Neighbourhood Plan period?

3.1.2 Type and Size

32. The neighbourhood planning group is seeking to determine what size and type of housing would be best suited to the local community.
33. A number of specific issues have been raised by the Parish Council including the large size of dwellings, the current building patterns tend to prioritise 4/5 bedroom dwellings on large plots, which are then often extended significantly. This is also the case with bungalows and smaller dwellings which are extended which is having a large impact on affordability in the area.
34. In addition, there is local concern that there has been a lot of committed development through office to residential conversion which is seen to provide small studio type accommodation which seen as neither affordable nor suitable for elderly persons.
35. The imbalance between very large houses and these small/ studio dwellings is seen as a significant problem identified by the Parish Council and is not seen as representing the need of majority of people in the area.

⁷ Available at: <https://www.gov.uk/government/consultations/changes-to-the-current-planning-system>.

36. The aim of this research question is to provide neighbourhood planners with evidence on the types and sizes needed by the local community. This will help to shape future development so that it better reflects what residents need.

RQ Two: What type (terrace, semi, bungalows, flats and detached) and size (number of bedrooms) of housing is appropriate for the Plan area over the Neighbourhood Plan period?

3.1.3 Specialist Housing for Older People

37. The neighbourhood planning group wishes to ensure that future housing provision takes into account the needs of older people. In terms of housing, the group is particularly interested in how those needs might be met through a variety of solutions – including mainstream housing which meets the needs of households at all life stages and specialist accommodation which promotes independent living and access to care and support. 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 older people through the Plan period.

RQ Three: What provision should be made for specialist housing for older people over the Neighbourhood Plan
Relevant Data

3.1.4 Local authority evidence base

38. It is appropriate for neighbourhood planners to refer to existing needs assessments prepared by the Local Planning Authority (LPA) as a starting point. As Chalfont St Peter Neighbourhood Area is located within Buckinghamshire's planning area, we therefore turned to the relevant Local Housing Need Assessment (LHNA), which is known as Chiltern and South Bucks Housing and Economic Needs Assessment (2019).
39. For the purpose of this HNA, data from Chiltern'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 Neighbourhood Plan area and has been referenced as appropriate.

3.1.5 Other relevant data

40. In addition to the Chiltern evidence base, we have assessed 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 both Census 2001 and 2011, as well as from a wide range of 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);
 - Information on current property asking prices, for housing for sale or rent, from [home.co.uk](https://www.home.co.uk);
 - Valuation Office Agency (VOA) data on local housing stock by dwelling type; and
 - The Housing Learning and Improvement Network (LIN)'s SHOP@ tool for estimating the need for differing types of specialist dwellings for older people;

4. RQ One: Tenure, Affordability and the Need for Affordable Housing

RQ One: What Affordable Housing (eg social housing, affordable rented, shared ownership, intermediate rented) and other market tenures should be planned for in the housing mix over the Neighbourhood Plan period?

4.1 Introduction

41. This section examines the tenure of dwellings in the current stock and recent supply. It then considers the affordability of housing within the area to local households. Drawing on existing evidence and AECOM's estimates for the neighbourhood area, this section quantifies the need for affordable housing within the NA. This includes Affordable Housing for rent (typically social or affordable rents) and Affordable Housing to buy. The scale of need for these homes can justify policies that guide new developments to provide Affordable Housing.⁸

4.2 Definitions

42. 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.
43. 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, with capital letters, to denote 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 products designed to offer affordable routes to home ownership.⁹
44. The definition of Affordable Housing set out in the NPPF makes clear the Government's commitment to home ownership (broadening a definition 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). As part of this effort, the Government has recently proposed to introduce First Homes to provide at least a 30% discount on new market housing for sale.¹⁰ However, the NPPF and Homes England funding for Affordable Housing recognises the important role of affordable rent tenures for those unable to afford home ownership.

4.3 Current tenure profile

45. The current tenure pattern is a key characteristic of the local neighbourhood area. Patterns of home ownership, private renting and affordable/social renting reflect demographic characteristics including age (with older households more likely to own their own homes), and patterns of income and wealth which influence whether households can afford to rent or buy and whether they need subsidy to access housing. Table 4-1 below presents Census data from 2011; this table shows the distribution of how households occupy their homes within Chalfont St Peter, compared to the rest of Chiltern and England.
46. The majority of homes in Chalfont St Peter are owned, a slightly higher percentage than at district or national level. This is followed by social rented and privately rented homes. In addition, there is a lower percentage of homes in shared ownership in the neighbourhood area compared to higher level geographies; however, the general trend across all tenures at each geography is relatively consistent.

⁸ PPG Paragraph: 021 Reference ID: 2a-021-20160401, available at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

⁹ NPPF 2019.

¹⁰ The latest consultation proposals, published in August 2020, state that 'The minimum discount for First Homes should be 30% from market price which will be set by an independent registered valuer' and 'Local authorities will have discretion to increase the discount to 40% or 50%. This would need to be evidenced in the local plan making process.'

Table 4-1: Tenure (households) in Chalfont St Peter, 2011

Tenure	Chalfont St Peter	Chiltern	England
Owned; total	82.0%	76.9%	63.3%
Shared ownership	0.4%	0.7%	0.8%
Social rented; total	9.1%	12.4%	17.7%
Private rented; total	7.6%	9.0%	16.8%

Sources: Census 2011, AECOM Calculations

47. In Table 4-2, we note the changes in tenure during the intercensal period. The greatest apparent change occurring in Chalfont St Peter was the increase in shared ownership homes, this may be linked to the low starting number of 10 shared ownership homes in 2001. In addition, the number of homes which are privately rented increased, although to a far lesser degree than at district or national level. While home ownership and social rented stayed at a steadier rate.

Table 4-2: Rates of tenure change in Chalfont St Peter, 2001-2011

Tenure	Chalfont St Peter	Chiltern	England
Owned; total	5.1%	2.1%	-0.6%
Shared ownership	110.0%	27.2%	30.0%
Social rented; total	-1.8%	3.1%	-0.9%
Private rented; total	39.2%	74.6%	82.4%

Sources: Censuses 2001 and 2011, AECOM Calculations

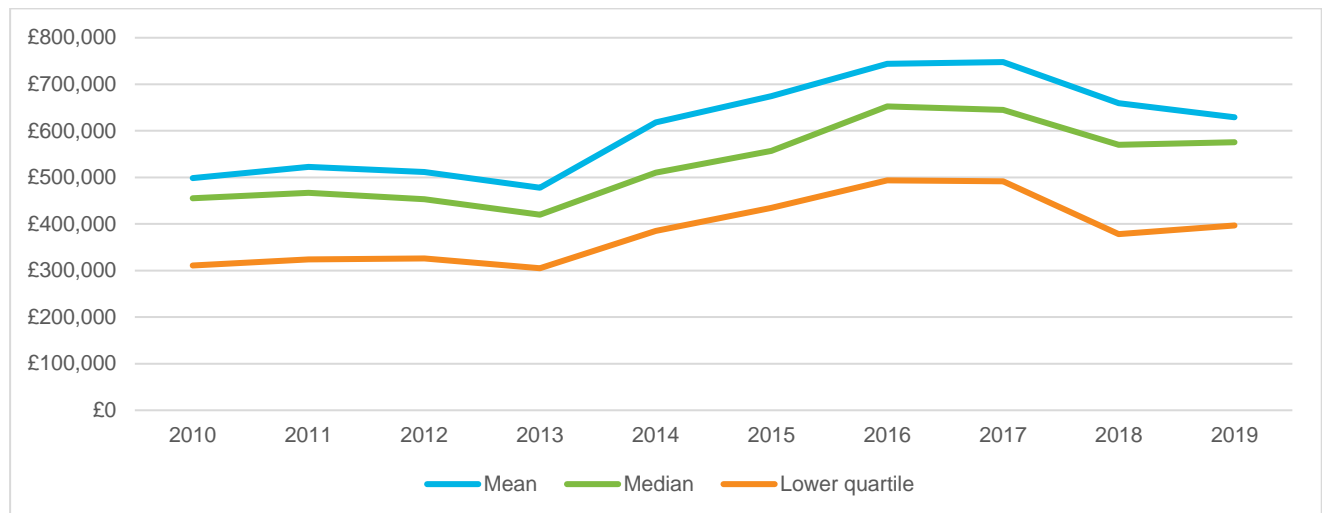
4.4 Affordability

48. Having reviewed the tenure of the existing housing stock in Chalfont St Peter and the findings of the LHNA, this report assesses the affordability of homes to those living in the Neighbourhood Plan area.
49. The following analysis considers house prices and rents in the neighbourhood area and whether these are affordable to local households on the basis of their incomes or earnings. Poor or worsening affordability or homes to rent or buy can indicate the need to provide Affordable Housing.

4.4.1 House prices

50. House prices provide an indication of the level of demand for homes within an area. The relationship between house prices and incomes determines whether housing is affordable to local households and, to a large extent, what tenure, type and size of home they occupy. Changes in affordability over time can indicate pressures in the housing market. As such, it is useful for the evidence base for plans to examine trends in prices and consider what this reveals about the local housing market.
51. Figure 4-1 on the following page looks at selected measures of house prices in Chalfont St Peter. It shows that house prices were fairly stable between 2010 and 2013, while between 2013 and 2016 there was a general increasing trend which has since leveled off again. The general increase in house prices between 2010 and 2019 is not as significant as elsewhere in the country; however, the prices were already high in 2010 which may explain the less dramatic increase in price since then.
52. PPG makes clear that lower-quartile house prices may be used as a benchmark for entry-level home prices.¹¹ Entry-level properties are typically those with one or two bedrooms – either flats or houses.

¹¹ See Paragraph: 021 Reference ID: 2a-021-20190220, available at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

Figure 4-1: House prices by quartile in Chalfont St Peter between 2010 and 2019

Source: Land Registry PPD

53. Table 4-3 below breaks down house prices by type of house, as recorded by Land Registry Price Paid Data (PPD). It shows that house prices in general have increased by approximately 26%, the type of dwellings which has grown in price the most is terraced dwellings, closely followed by flats. Detached dwellings increased by the least; however, this is likely due to the high price of this type of dwelling in 2010, at around £625,000.
54. The Parish Council communicated that homes which have been built recently tend to be large dwellings on large plots, at the same time existing dwellings have had large extensions creating several more bedrooms. This may also link to the increase in prices given that the size of new and many existing dwellings are increasing.

Table 4-3: House prices by type in Chalfont St Peter, 2010-2019, 000's

Type	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	Growth
Detached	£625,921	£670,514	£675,101	£639,064	£828,422	£825,443	£925,574	£946,045	£898,408	£871,379	39.2%
Semi-detached	£397,391	£409,108	£389,697	£420,090	£461,435	£511,315	£557,248	£590,185	£553,407	£586,024	47.5%
Terraced	£288,896	£314,700	£312,971	£325,433	£344,463	£429,204	£449,066	£501,450	£462,990	£495,440	71.5%
Flats	£228,622	£282,026	£268,139	£202,745	£237,989	£365,682	£437,558	£486,395	£388,977	£387,107	69.3%
All Types	£498,312	£522,731	£511,530	£477,935	£617,931	£674,312	£744,300	£747,740	£659,214	£629,344	26.3%

Source: Land Registry PPD

4.4.2 Income

55. Household incomes determine the ability of households to exercise choice in the housing market, and consequently the level of need for affordable housing products. Two sources of data are used to examine household incomes in the NA.
56. The first source is locally specific but limited to the average total household income and the median net annual household income before housing costs (or take-home pay). This is the average household income estimates

published by ONS¹² at the level of the Middle-layer Super Output Area (MSOA)¹³. In the case of Chalfont St Peter, the MSOAs most suitable for use as a proxy for the Neighbourhood Plan area boundary are Chiltern 011 and Chiltern 012. Further details on the extent of this MSA, including a map, and why it was selected as a proxy for the Neighbourhood Plan area, are set out in Appendix A.

57. The average total household income before housing costs (equalised) across Chiltern 011 and Chiltern 012 in 2018 was £62,200. This figure is typically used by mortgage lenders to assess a household's ability to afford to borrow.¹⁴
58. The second source of data is Lower Quartile (LQ) average earnings. This is helpful for understanding affordability challenges among those with lower than average earnings. However, this data relates to individual earnings and whilst this is an accurate representation of household incomes where households have one earner, it does not represent household income where there are two people earning. It is also only available at the District level.
59. It is derived from ONS annual estimates of paid hours worked and earnings for UK employees to local authority level. Although 2019 provisional data has been published, the revised 2018 data is considered more robust and is therefore used here.
60. Chiltern's gross LQ earnings for 2018 was approximately £13,826 per year. This is the LQ income before taxes (or benefits) for individual earners and so only correlates with the measure of household incomes above for single-person households. To estimate the income of LQ-earning households with two earners, the annual income is doubled, to £27,652.
61. When looking at the same source of earnings for those in the highest quartile, Chiltern's gross higher quartile average earnings was approximately £35,162 per year. To estimate the income of higher quartile earning households with two earners, the annual income is doubled, to £70,324.

4.4.3 Affordability Thresholds

62. In order to gain a clearer understanding of local affordability, it is also useful to understand what levels of income are required to afford different tenures. This is done using 'affordability thresholds'. Purchase thresholds denote the standard household income needed to access mortgage products, and income thresholds denote the maximum share of a family's income that should be spent on accommodation costs.
63. AECOM has determined thresholds for the income required to buy a home in the open market (average and entry-level prices), and the income required to afford private rent and the range of Affordable Housing tenures as set out in NPPF. These calculations are detailed in Appendix A. The key assumptions made in assessing the affordability of different tenures are explained alongside the calculations, but it is worth noting here that we have assumed that the maximum percentage of household income that should be spent on rent is 30% and that mortgage financing will be offered at a maximum of 3.5 times household income.
64. Table 4-4 shows the cost of different tenures and the annual income required to support these costs within Chalfont St Peter. The income required column is the annual income needed to support ongoing housing costs, but does not reflect the cost of a deposit (which we have assumed to be 10% of the value to be purchased) or the possibility that households able to access market housing for purchase may already hold equity from an existing property.

¹²Available at

<https://www.ons.gov.uk/peoplepopulationandcommunity/personalandhouseholdfinances/incomeandwealth/bulletins/smaller-eamodellbasedincomeestimates/financialyearending2016>

¹³ An MSA is a statistical area defined for Census purposes. For further information on MSAs, see <https://www.ons.gov.uk/methodology/geography/ukgeographies/censusgeography>

¹⁴ Total annual household income is the sum of the gross income of every member of the household plus any income from benefits such as Working Families Tax Credit.

Table 4-4: Affordability thresholds in Chalfont St Peter (income required, £)

Tenure	Mortgage Value	Rent	Income required	Affordable on HQ earnings (single earner)? £35,162	Affordable on HQ earnings (dual earners)? £70,324	Affordable on average household incomes? £62,200	Affordable on LQ earnings (single earner)? £13,826	Affordable on LQ earnings (2 earners)? £27,652
Market Housing								
Market Housing								
Median House Price	£518,175	-	£148,050	No	No	No	No	No
LA New Build Mean House Price	£511,411		£146,117	No	No	No	No	No
LQ/Entry-level House Price	£357,075	-	£102,021	No	No	No	No	No
Average Market Rent	-	£20,940	£69,800	No	Yes	No	No	No
Entry-level Market Rent	-	£21,720	£72,400	No	Marginal	No	No	No
Affordable Home Ownership								
Discounted Market Sale (-20%)	£414,540	-	£118,440	No	No	No	No	No
Discounted Market Sale (-30%)	£362,723	-	£103,635	No	No	No	No	No
Discounted Market Sale (-40%)	£310,905	-	£88,830	No	No	No	No	No
Discounted Market Sale (-50%)	£259,088	-	£74,025	No	Marginal	No	No	No
Shared Ownership (50%)	£259,088	£7,197	£98,015	No	No	No	No	No
Shared Ownership (25%)	£10,795	£35,984	£72,997	No	Marginal	No	No	No
Affordable Rented Housing								
Affordable Rent	-	£8,668	£34,674	Yes	Yes	Yes	No	No
Social Rent	-	£5,909	£23,637	Yes	Yes	Yes	No	Yes

Source: AECOM Calculations

65. The income required to afford the different tenures is then benchmarked, in Figure 4-2 against the three measurements of household income set out above. These are the average total household income for Chiltern 011 and Chiltern 012 at £62,000, the higher quartile gross earnings for Chiltern for single earners at £35,162 and dual earning-households at £70,324 and the lower quartile gross earnings for Chiltern for single-earners at £13,826 and dual-earning households at £27,652.
66. Taking into consideration the affordability thresholds set out above, it is apparent that there is an acute affordability crisis in Chalfont St Peter. The income required to buy an average or even a lower quartile market home for sale is higher than what would be expected to be available to those on average household incomes. Even entry-level renting is not affordable to average earners.
67. Those on higher quartile earnings are also only able to access the affordable rented sector, while dual earning households on higher quartile earnings could afford market rent and have potential to access some heavily discounted market housing for sale.
68. The situation is even more challenging for those on lower quartile earnings, who appear only able to afford social rent when there are two earners in the household, unless they can find a subsidy or find a room in a shared house.

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69. There is evidence to suggest that since Covid-19 there has been an increase of people moving out of London into the surrounding counties, Buckinghamshire included. The 2011 census demonstrates that the proportion of those living in Chiltern but working in London accounted for 0.12% of the population. However, according to estate agents in Buckinghamshire the interest in properties from those looking to move from London has increased by approximately 10% since the start of the pandemic. This is likely to keep the house prices in the area high given the significant demand. Therefore, local people are potentially being priced out by those who are relocating with London salaries. While there is no data for Chalfont St Peter specifically, this trend has been seen across the UK, with people moving out of cities and into the surrounding countryside increasing demand and prices of properties in such areas.
70. Government policy aimed at tackling the housing crisis continues to attach high priority on helping those on modest incomes and others who are unable to afford market housing for purchase, such as younger buyers, to access affordable routes towards homeownership¹⁵. In the case of Chalfont St Peter, the Figure below suggests that the most appropriate tenures to help implement this policy goal locally are rent to buy, shared ownership (25%) and discounted market homes (50%). These options are all slightly out of reach for those on median incomes, however, are the most affordable options and could widen access to ownership for some above-average earners. In addition, in reality more than 30% of income is spent on living arrangements therefore, the tenures noted above could extend home ownership to those on median incomes if households are able to dedicate a larger proportion of their income to housing costs than is assumed here.
71. Table 4-4 shows that households with incomes between £69,800 and £102,021 are able to rent in the market but unable to buy. These households may benefit from affordable home ownership options. There are a range of affordable routes to home ownership tenures, i.e. those aimed at households unable to afford to buy in the market. With regard to these products and the discounts required, the following observations can be made:
- The discount on the average market sale price required to enable households on average incomes to afford to buy is 58%. While an 81% discount would be required for an average market sale price for those LQ dual earning households.
 - Whether discounted market sale is affordable will depend on whether properties are priced in relation to average, new build or entry level homes so developers will view discounts differently. New build homes are often more expensive than properties for sale in the second-hand stock.
 - Discounts on new build or average prices may make homes no more affordable than entry level properties in the existing stock.
 - Discounted market sale homes may be unviable to develop if the discounted price is close to (or below) build costs. Build costs vary across the country but as an illustration, the build cost for a 2 bedroom home (assuming 70 sq m and a build cost of £1,500 per sq m) would be around £105,000.¹⁶ This cost excludes any land value or developer profit.
 - The Government's proposed First Homes product would provide a minimum discount of 30% on new homes. In Chalfont St Peter a 30% discount on new build prices would not be sufficient to extend home ownership to households on average incomes.
 - The income required to access rent to buy is the same as that required to afford market rents. The income required to access average market rent is £69,800 and is therefore almost in reach of those on median incomes, while it is in reach for higher quartile earners in dual earning households, representing the most affordable route to home ownership.
 - There is a limitation of the Neighbourhood Plan and neighbourhood group to control or influence level of discount achieved on market sale properties but the LPA should have a role here.
72. Table 4-4 below shows what discounts are required in order for properties to be affordable to households on average incomes. The discount required is almost 60%, this is substantially higher than the 30% discount envisaged in the First

¹⁵ See the White Paper 'Fixing Our Broken Housing Market', at https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/590464/Fixing_our_broken_housing_market_-_print_ready_version.pdf

¹⁶ This estimate is included for illustration purposes. £1,500 build cost per sq m is a reasonable estimate of current costs (mid 2020); 70 sq m for a 2 bedroom property is consistent with the Government's Nationally Described Space Standards

Chalfont St Peter Neighbourhood Plan Housing Needs
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Homes product. A 39% discount would be required on entry level sale prices, however new homes are unlikely to be built at these prices.

73. The latest Government consultation on 'Changes to the current planning system'¹⁷ proposes that Local Authorities will have discretion to increase the discount on First Homes to 40% or 50%, but that this would need to be evidenced in the Local Plan making process. Though it is expected that the decision to require a higher discount and the evidence supporting it would be undertaken at district- or borough-wide level, the evidence presented in this HNA may be helpful in advancing that discussion. The evidence gathered here suggests that seeking the highest possible discounts would be necessary in Chalfont St Peter.

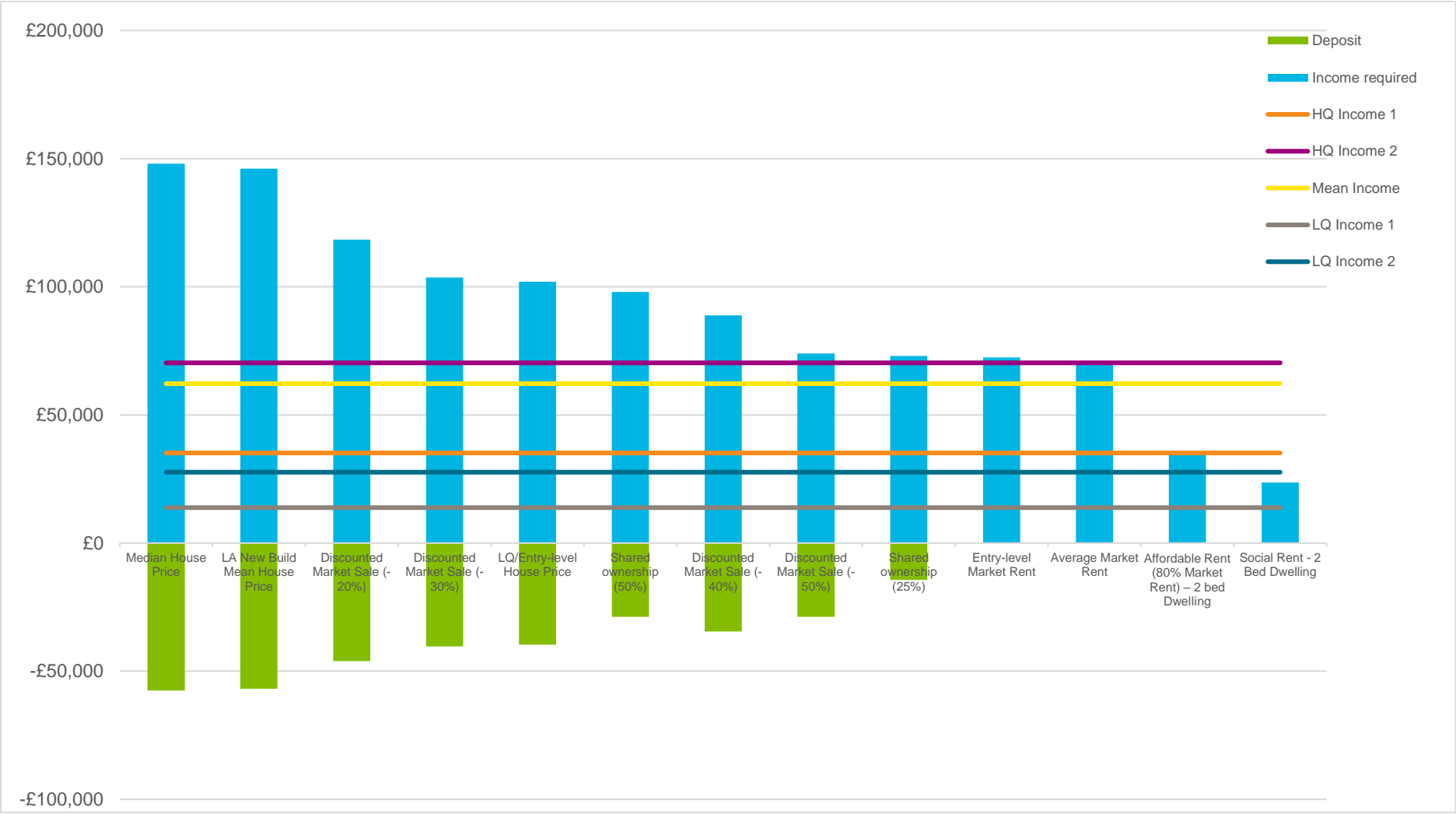
Table 4-4: % Discount on Sale Price Required for Households on Mean Incomes to Afford

Mean household income in NA:	£62,200
<i>Tenure/ product:</i>	Discount on sale price required:
- <i>Market sale (Average)</i>	58%
- <i>New build market sale (Average for LA)</i>	57%
- <i>Entry level sale (LQ)</i>	39%

Source: Land Registry PPD; ONS MSOA total household income

¹⁷ Available at: <https://www.gov.uk/government/consultations/changes-to-the-current-planning-system>.

Figure 4-2: Affordability thresholds in Chalfont St Peter (income required, £)



Source: AECOM Calculations

4.5 Affordable housing- quantity needed

74. The starting point for understanding the need for affordable housing in Chalfont St Peter is the relevant Local Housing Need Assessment (LHNA). A LHNA was undertaken for Chiltern and South Bucks in 2019. This study estimates the need for affordable housing in the District based on analysis of the Council's waiting list and analysis of other data sets in line with Planning Practice Guidance at the time. The LHNA identifies the need for 45 additional affordable homes each year in Chiltern. This need is for social/affordable rent as it relates to households who live in unsuitable housing and who cannot afford to access market rents. A small proportion of these households may be able to afford shared ownership because in some cases it is more affordable than market rents, especially when available at a share of 25%.
75. When the LHNA figures are pro-rated to Chalfont St Peter based on its fair share of the population (14% of Chiltern population), this equates to 6 homes per annum (for social/affordable rent) or 120 homes over the Neighbourhood Plan period 2020 - 2040.
76. For comparison, we have calculated, using PPG as a starting point, an estimate of the total need for affordable rented housing in Chalfont St Peter over the Plan period. It should, however, be noted that the accuracy of the findings generated by the model is only as strong as the evidence we have available to us. For example, Census 2011 data is increasingly out-of-date. However, given the test of proportionality for evidence supporting neighbourhood plans, and the need to be in conformity with Local Authority strategic policies, the calculations set out in Figure 4-3 are considered a reasonable basis for understanding and planning for neighbourhood-level affordable housing need.
77. It should also be noted that figures in Figure 4-3 are largely dependent on information provided by Buckinghamshire Council in its capacity as manager of the local housing waiting list. The data provided by the LPA showed there are 12 households in need in Chalfont St Peter, of those 9 have a one bedroom assessed need and two have a two bedroom assessed need while one has a five bedroom assessed need. In addition, there has been 44 affordable rent re-lets and 86 social rent re-lets over the past 5 years (approximately 26 per year for re-lets in total).
78. The Figure suggests that, over the Plan period, 78 additional households in the neighbourhood Plan area will fall into need; however, given the high level of turnover the model suggests even with this arising need there would be a surplus of this tenure.
79. On the other hand, Chalfont may be expected to meet its share of Chilterns need (approximately 120 dwellings), and furthermore we have found that anyone earning below the average is likely to need affordable rented tenures. There is an obvious contradiction between this suggested surplus and the lack of affordability of any other tenure for those on average incomes. Therefore, there is a good chance that the current snapshot of need might need to be exceeded in the future.
80. It is therefore recommended that affordable rent should still be provided to secure options for local people if circumstances change in the future. It is suggested that the pro-rated SHMA figure could be used as a more reflective figure of (future) need.

Figure 4-3 Estimate of the potential demand for affordable housing for rent in Chalfont St Peter

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current households in need	12.0	Latest waiting list data provided by LPA for Chalfont St Peter
1.2 Per annum	0.6	1.1 divided by the plan period 2020-2040
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	793.2	MHCLG 2014-based household projections for the LA between start and end of plan period. % increase applied to NA
2.2 Proportion of new households unable to rent in the market	9.9%	(1.1 + 2.2.1 + 2.2.2) divided by number of households in NA
2.2.1 Current number of social renters in NA	452	2011 Census
2.2.2 Number of private renters on housing benefits	32	Housing benefit caseload May 2018. Pro rata for NA.
2.3 New households unable to rent	78	2.1 * 2.2
2.4 Per annum	3.9	2.3 divided by plan period 2020-2040
STAGE 3: SUPPLY OF AFFORDABLE HOUSING		
3.1 Supply of social/affordable re-lets (including transfers) %	6%	Assumed proportion of stock re-let each year
3.2 Supply of social/affordable re-lets (including transfers)	24.8	Based on data provided by LPA.
NET SHORTFALL (OR SURPLUS) OF RENTED UNITS PER ANNUM		
Overall shortfall (or surplus) per annum	-20	1.2 + 2.4 - 3.2

81. Figure 4-4 estimates potential demand for affordable home ownership products within Chalfont St Peter. This estimate broadly counts households living in the private rented sector (PRS) who are not on housing benefit and new households likely to form over the plan period who are likely to enter the private rented sector (but not require housing benefit). The model aims to estimate the number of households who can rent but can't buy on the basis of their incomes. There may be other barriers to these households accessing home ownership on the open market, including being unable to save for a deposit, or being unable to afford a home of the right type/size or in the right location. The model discounts 25% of these households, assuming a proportion will be renting out of choice. This leaves around 14 households per annum who may be interested in affordable home ownership (280 over the plan period).

Figure 4-4: Estimate of the potential demand for affordable housing for sale in Chalfont St Peter

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current number of renters in NA	454.7	Census 2011 number of renters x national % increase to 2018
1.2 Percentage renters on housing benefit in LA	14.9%	% of renters in 2018 on housing benefit (based on LA proportion)
1.3 Number of renters on housing benefits in NA	67.9	1.1 x 1.2
1.4 Current need (households)	290.1	Current renters minus those on HB and minus 25% assumed to rent by choice
1.5 Per annum	14.5	1.4/ plan period
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	793.2	LA household projections for plan period (2014 based) pro-rated to NA
2.2 % of households unable to buy but able to rent	6.9%	Current % of households in PRS
2.3 Total newly arising need	54.9	2.1 x 2.2
2.4 Total newly arising need per annum	2.7	2.3/ plan period
STAGE 3: SUPPLY OF AFFORDABLE HOUSING		
3.1 Supply of affordable housing	57.4	Number of shared ownership homes in NA (Census 2011 + new build to 2018/19)
3.2 Supply - intermediate resales	2.9	3.1 x 5% (assume rate of re-sale)
NET SHORTFALL (OR SURPLUS) PER ANNUM		
Shortfall (per annum)	14.4	Shortfall = (Step 1.5 + Step 2.4) – 3.2

Source: AECOM model, using Census 2011, English Housing Survey 2018, CLG 2014 based household projections and net additions to affordable housing stock. Figures may not sum due to rounding.

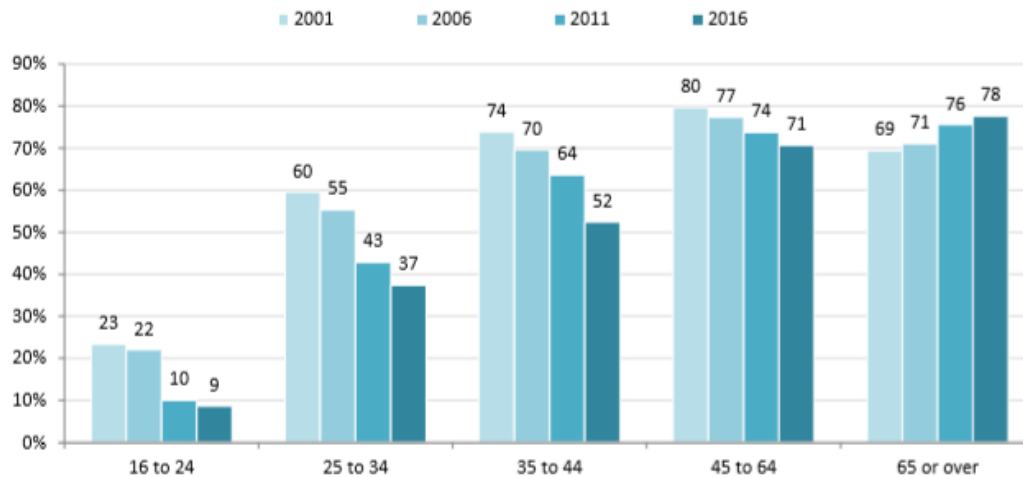
82. It is important to keep in mind that the households identified in the estimate in Figure 4-3 are, by and large, adequately housed in the private rented sector. They do not lack their own housing but would prefer to buy rather than rent.
83. There is no policy or legal obligation on the part either of the Local Authority or neighbourhood planners to meet affordable housing needs in full, either within or outside the Neighbourhood Plan area, though there are tools available to neighbourhood planners that can help ensure that it is met to a greater extent if resources permit (eg the ability to allocate sites for affordable housing).
84. It is also important to remember that even after the Chalfont St Peter, or indeed any other, Neighbourhood Plan is adopted, the assessment of need for Affordable Housing, the allocation of affordable rented housing to those in need and the management of the housing waiting list all remain the responsibility of the local authority rather than neighbourhood planners.
85. In this sense, it must be acknowledged that neighbourhood plans are by their nature relatively constrained in terms of the extent to which they can meet affordable housing need, unless there is a specific policy on the housing supply-side (e.g. the identification of one or more housing exception sites over and above those required by the Local Plan).

4.5.1 Additional LHNA findings

86. Interestingly, the LHNA demonstrates the age of owner occupiers across Chiltern and South Bucks. Unsurprisingly, the proportion of owning their own home has been decreasing for all age groups up to those aged 64. While the proportion of those over 65 owning their own home has increased. This is likely linked to the increasing and general unaffordability of the neighbourhood area. As noted by the neighbourhood planning group, there is a tendency for younger people to go to university and not return back to Chalfont St Peter likely due to preference and/or affordability.

87. As demonstrated above, there are no home ownership products that are within reach of those on median incomes. The group that has seen the largest fall in home ownership are those aged 25-34 and 35-44.

Figure 4-4 Percentage of Owner Occupiers by Age Group 2001- 2016



Source: Chiltern and South Bucks Housing and Economic Needs Assessment 2019

4.5.2 Affordable Housing Policies in Chalfont St Peter

88. The Neighbourhood Plan may wish to develop policies in relation to the delivery of Affordable Housing within Chalfont St Peter. The Chiltern Core Strategy policy in relation to Affordable Housing delivery requires 40% of all new homes on sites of 15 dwellings or more to be delivered as Affordable Housing in Policy CS8. This policy would apply in Chalfont St Peter, subject to sites coming forward for development with 15 or more dwellings. In addition, smaller sites are also expected to deliver some affordable housing on site, starting at sites of 5 dwellings or more.
89. Note, however, that the Government's August 2020 consultation proposals for 'Changes to the current planning system' include a temporary measure to lift the small sites threshold. This would mean that developers would not need to contribute to Affordable Housing on sites of up to 40 or 50 units. This represents a significant increase on the threshold sought in the Local Plan (cited above), and therefore may reduce the delivery of Affordable Housing on normal development sites during the temporary period in which it applies.
90. It is expected that this temporary period will be short and, being introduced to combat the economic impacts of Covid-19 on small builders, may have already elapsed by the time the Neighbourhood Plan is made. Nevertheless, it could have an impact on Affordable Housing delivery in the short term, and warrants the attention of the neighborhood planners as the Government consultation proceeds. For more detail on this proposal in relation to the overall quantity of housing expected in the NA during the Plan period and a link to the consultation document, see the 'Quantity of housing to provide' section at the start of this report (section 2.2.3).
91. The neighbourhood group may wish to develop policies on the mix of Affordable Housing delivered in Chalfont St Peter. It is not the role of the HNA to develop policy, as there are a wider set of factors which apply and need to be considered by the neighbourhood planners. However, the following evidence and considerations may be used as a starting point in the development of policy. On the balance of the evidence in this HNA, AECOM set out a judgement on the starting point for an appropriate tenure mix in Chalfont St Peter below.
- A. **Evidence of need for Affordable Housing:** AECOM's estimate of the potential demand for affordable home ownership options suggest there may be a need for these homes in Chalfont St Peter to address the aspirations of households who can rent but can't buy. AECOM's estimate identified the potential demand for 280 homes over the plan period. If Chalfont St Peter was to meet its share of Chiltern's need for social/affordable rented housing this would imply 120 affordable rented homes over the plan period (considered an aspirational target). The relationship between these two estimates suggests that there is a

far larger need for intermediate housing than social housing, although the former is potential demand from higher earners while the latter have more urgent and acute housing needs.

- B. **Can Affordable Housing needs be met in full?** The NA does not currently have a housing requirement figure. Therefore, it is difficult to predict whether housing development in Chalfont St Peter across the Plan period would be able to deliver the level of housing required to ensure 400 (280+120) affordable units were provided. Assuming 40% of dwellings were built as affordable, to deliver 400 affordable dwellings a total of 1000 dwellings would need to be built in the NA. This may not be practical or have local appetite for such a scenario therefore the neighbourhood planners may wish to seek alternative ways to deliver, at least, some of the affordable housing, such as through rural exception sites that often deliver 100% affordable housing. There may also be a case to prioritise the more urgent need for social and affordable rented housing within the potentially limited quantity of affordable housing overall.
- C. **Government policy (eg NPPF) requirements:** current NPPF policy requires 10% of all homes to be delivered for affordable home ownership. There can be exceptions to this requirement if it would prevent the delivery of other forms of Affordable Housing. Based on the findings of this HNA there is evidence that, in the context of large housing needs and potentially limited delivery, going beyond the 10% threshold in Chalfont St Peter may prejudice the provision of more urgently needed affordable rented homes.

Emerging policy: the Government is currently consulting on the introduction of First Homes (to provide at least 30% discount on new build home prices). The most recent consultation outlines the Government's intention to require that a minimum of 25% of all Affordable Housing secured through developer contributions should be first homes.¹⁸ The outcome of this consultation and the policy which emerges may shape the provision of different forms of Affordable Housing on new development sites, and the neighbourhood group will need to keep this emerging policy in mind when developing its Neighbourhood Plan policies.

The August 2020 proposals relating to First Homes convey the Government's intention to require that 25% of all Affordable Housing is delivered as First Homes. The 25% First Homes requirement is likely to displace other affordable home ownership products in the first instance. Those affordable home ownership products providing the lowest discount should be displaced first. However, affordable rented products may also be affected depending on the tenure mix sought (i.e. if more than 75% of affordable housing is intended as affordable rent, this would need to be reduced to a maximum of 75% affordable rent so that First Homes can constitute 25% of all affordable housing). As yet, it is unclear whether there will be any flexibility over this 25% requirement to take account of local circumstances.

The August 2020 proposals also present options on how the make-up of the tenure mix of the remaining 75% of affordable housing is determined, with one option to maintain as far as possible the affordable rented proportions in the local plan, while a second option would allow greater flexibility. It is unknown at this time which option will be pursued.

- D. **Local Plan policy:** Chiltern adopted Local Plan requires a tenure mix of 70% rented and 30% intermediate housing. The August 2020 proposals relating to First Homes convey the Government's intention to require that 25% of all Affordable Housing is delivered as First Homes. The adopted policy therefore has the potential to comply with this new directive.
- E. **Viability:** HNAs cannot take into consideration the factors which affect viability in the neighbourhood area or at the site specific level. Viability issues are recognised in the Council's adopted Local Plan and it is acknowledged that this may affect the provision of affordable housing and/or the mix of tenures provided.
- F. **Funding:** the availability of funding to support the delivery of different forms of Affordable Housing may also influence what it is appropriate to provide at a particular point in time or on any one site. The neighbourhood

¹⁸The original proposals are available at:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/864265/First_Homes_consultation_document.pdf. The latest proposals are available at: <https://www.gov.uk/government/consultations/changes-to-the-current-planning-system>. Note that the latest proposals are not final, and could potentially be subject to further change.

group may wish to keep this in mind so that it can take up any opportunities to secure funding if they become available.

- G. **Existing tenure mix in Chalfont St Peter:** Evidence suggests there is limited Affordable Housing for sale within the NA at present whereas there is a much higher number of social rented dwellings. This suggests that some provision of Affordable Housing would offer a wider choice of homes for local residents and, importantly, may allow those on lower incomes including newly forming households and younger families to remain in or move to the area.
 - H. **Views of registered providers:** it is not within the scope of this HNA to investigate whether it would be viable for housing associations (registered providers) to deliver and manage affordable rented homes in this area.
 - I. **Wider policy objectives:** the neighbourhood group may wish to take account of broader policy objectives for Chalfont St Peter and/or the wider District. These could include, but are not restricted to, policies to attract younger households, families or working age people to the Neighbourhood Area. These wider considerations may influence the mix of Affordable Housing provided.
92. In Table-4-5 below, two alternative scenarios for the tenure mix of Affordable Housing in Chalfont St Peter are presented. Note that we assume, in accordance with current practice, that most Affordable Housing will be brought forward through developer contributions. If the neighbourhood planners are considering delivering Affordable Housing through other means, the national policy requirements reflected here may not apply.
 93. The headline split between affordable sale at 30% and rented at 70% is based on a number of factors. It is apparent that to deliver all identified potential need 1,000 homes would need to be delivered in total which is likely unfeasible (and does not justify increasing the overall housing requirement). Therefore, considering the number of allocations in the withdrawn local plan as a rough guide the neighbourhood area may be expected to deliver around 400 homes, 40% of which is 160. This is enough to deliver some rented and only a small number of affordable sale dwellings. In addition, it was found that home ownership was not affordable to those on median incomes therefore provision of intermediate tenures would only serve those on above average incomes. While those on average or below average incomes are only able to afford social/affordable rented tenures. In considering these factors it seems the most beneficial split would be in line with that of the Local Plan and prioritises social rented.
 94. The first scenario (Mix 1 – Indicative mix based on local needs) most closely reflects local needs in Chalfont St Peter as identified in the HNA evidence.
 95. The second scenario (Mix 2 – Indicative mix with 25% First Homes requirement) is aligned with the direction of travel in the Government's most recent policy proposals, in which it is intended that 25% of all Affordable Housing will be required to be provided as First Homes. This outcome is more likely than the first scenario, because the Government proposals are at an advanced stage of development. However, this is proposed here as one of two alternative scenarios in case the First Homes policy proposals do not progress. Given that First Homes have been found to be generally not affordable to local people in Chalfont St Peter, if the Government proposal requiring 25% First Homes does not come forward as currently proposed, it is recommended that the neighbourhood planners revert to the other indicative mix as their starting point for policy development in this area.
 96. Note also that the Government proposals state that if First Homes are required at 25% of Affordable Housing that comes forward through developer contributions and this results in displacing other tenures within the affordable mix, the tenure products providing the lowest effective discount should be displaced in the first instance. In this case, the suggested routes to home ownership are not displaced equally. Shared ownership is far more expensive than rent to buy therefore, only shared ownership should be displaced in Mix 2.
 97. Where the neighbourhood planners wish to develop policy that requires a different mix to that set out in the Local Plan, it is important that they liaise with the LPA to gather more detailed income and viability information, and to ensure that departures from the district-level policy context have the LPA's support. Liaising with the LPA will be particularly important where the Local Plan tenure split can be expected to be adjusted in light of the latest Government proposals, to ensure that the Neighbourhood Plan's approach in reflecting these changes is in line with the LPA approach. Another option when developing Neighbourhood Plan policies on tenure splits is to add caveats to the policy in question, to the effect that the precise mix of affordable housing will be considered on the basis of site-by-site circumstances in addition to this evidence.

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98. AECOM cannot provide guidance on the appropriate share of social/affordable rented homes as this will depend on the level of funding available to housing associations which will determine at what level rents can be set. Registered providers (eg housing associations) may be reluctant to deliver small numbers of homes where there are ongoing management costs involved. For this reason, the proportion of rented homes which can be secured may depend on the willingness of local housing association to maintain and manage small numbers of homes.
99. Mix 2 put forward below aligns as closely as possible with emerging Government policy as currently proposed. If those proposals do not go forward, the recommended starting point for the tenure mix in the NA will be Mix 1 below. However, the considerations detailed above will remain relevant for determining a more appropriate mix in the light of national policy changes or other unexpected developments.

Table 4-5: Indicative tenure split (Affordable Housing)

Tenure	Mix 1. Indicative mix based on local needs	Mix 2. Indicative mix with 25% First Homes requirement	Considerations and uncertainties
Routes to home ownership, of which	30%	30%	Government proposing min 25% requirement for First Homes. Uncertainty over extent of requirement until policy finalised.
First Homes	0%	25%	Product untested so uncertainties around viability, developer, lenders and buyer appetite etc
Shared ownership	15%	2.5%	Proposed changes to the model to allow purchases of 10% share ¹⁹ - impact on viability unknown RPs business plans currently reliant on shared ownership model. Impact of displacement by First Homes unknown.
Rent to buy	15%	2.5%	Emerging product with popularity and effectiveness as yet unknown Impact of displacement by First Homes unknown
Affordable Housing for rent, of which	70%	70%	
Social rent	To be set by Registered Providers	To be set by Registered Providers	Uncertain how much funding available to support this tenure in local area Uncertain whether RPs willing to own/manage stock in this area
Affordable rent	To be set by Registered Providers	To be set by Registered Providers	Uncertain whether RPs willing to own/manage stock in this area

Source: AECOM calculations

100. Assuming that the Government's proposal that 25% of all affordable Housing should be First Homes is formalised, the neighbourhood group will need to take account of how this could impact on affordable housing policies (particularly the tenure mix) in the Neighbourhood Plan. The evidence gathered here suggests that this proposal would not impact on the ability of Chalfont St Peter to accommodate those with the most acute needs, but First Homes remain a less appropriate tenure in this area.

¹⁹ <https://www.gov.uk/government/news/jenrick-unveils-huge-12-billion-boost-for-affordable-homes>

101. It is recommended that consideration is also given to alternative mechanisms capable of helping to meet local need, where appropriate (i.e. rural/entry-level exception sites or community led housing etc.).
102. However, the neighbourhood planners should note that the First Homes product has not been formally implemented, and should await the outcome of the Government consultation.

4.6 Conclusions- Tenure and Affordability

103. The majority of homes in Chalfont St Peter are owner occupied (82%), this is a slightly higher proportion than homes owned at district or national level, this is followed by the next most common tenure of social rented homes (9%) and privately rented homes (8%). There is a lower percentage of homes in shared ownership in the neighbourhood area compared to higher level geographies; however, the general trend across all tenures at each geography is relatively consistent.
104. The greatest apparent change occurring in Chalfont St Peter during the intercensal period was the increase in shared ownership homes, though this may be linked to the low starting number of 10 shared ownership homes in 2001. In addition, the number of homes which are privately rented increased, although to a far lesser degree than at district or national level. While home ownership and social rented stayed at a steadier rate.
105. In general, between 2010 and 2019, house prices have increased by approximately 26%, the type of dwelling which has grown the most is terraced, closely followed by flats. Detached dwellings increased by the least however, this is likely due to the high price of this type of dwelling in 2010, at around £625,000.
106. The income required to buy an average market home for sale is higher than what would be expected to be available to those on average household incomes as well as high quartile single earners. In addition, the income required to buy an average entry-level home for sale is higher than the average income of those on lower quartile household incomes.
107. The LHNA demonstrates the age of owner occupiers across Chiltern and South Bucks. Unsurprisingly, the proportion of owning their own home has been decreasing for all age groups up to those aged 64. While the proportion of those over 65 owning their own home has increased. This is likely linked to the increasing and general unaffordability of the neighbourhood area, as such there are no home ownership products that are within reach of those on median incomes. The group that has seen the largest fall in home ownership are those aged 25-34 and 35-44.
108. While the inability of those on lower quartile earnings to afford entry-level market rents and affordable rent suggests that these tenures are not adequate to house those on lower incomes which is likely to push this demographic out of the neighbourhood area unless they can find a subsidy or find a room in a shared house. However, for those on lower incomes in households where there are dual earners, social rent would be a viable option.
109. Two indicative tenure mixes have been provided, which could serve as a guideline for the breakdown of Affordable Housing tenures in Chalfont St Peter based on various considerations and evidence. Mix 1 (indicative mix based on local needs) proposes that 70% of affordable homes be provided as rented tenures, and the remaining 30% delivered as affordable routes to home ownership. This mix aligns with the Local Plan in prioritising the most acute needs as far as possible. Mix 2 (indicative mix with 25% First Homes requirement) proposes the same general split between affordable rented and for sale. However, the break down within the affordable housing for sale differs as it includes 25% for First Homes and displaces some of the provision for shared ownership. This aligns with the direction of proposed national policy, which includes a mandated minimum level of delivery of the Government's new First Homes affordable home ownership product.
110. However, It is not recommended that the Local Plan policy requirement be exceeded in the neighbourhood plan because such steps are rarely accepted by planning inspectors on the grounds that an extremely high standard of justification is required which goes beyond the scope of this HNA, in particular around the issue of what level of Affordable Housing delivery can be financially viable in the NA. Raising the percentage of Affordable Housing required could, furthermore, have the effect of discouraging new building from coming forward altogether. Should the group wish to consider such an option, it is advisable to discuss this with the LPA in the first instance.
111. Interestingly, the development mentioned in the previous Chapter called Newland Park which is only set to deliver 43 (out of a total of 309) dwellings as affordable. This equates to 13%. While we know affordable housing quotas may be reduced due to viability reasons this may be an additional discussion point between the neighbourhood planners and the LPA for the Neighbourhood Plan to require a high percentage of affordable housing, given that the proposed amount has not, in recent commitments, been achieved. Additionally, Newland Park is a greenfield site suggesting there would be greater viability; however, even on such sites developments are falling short of their affordable housing commitments.

112. Additionally, as shown in the Specialist Housing chapter there is likely to be a large need for specialist housing for older people arising over the Plan period. Therefore, given consideration to the future demographic it might be of interest to the neighbourhood planners to consider delivering a percentage of the affordable housing as specialist housing to help meet this future need as well as address the affordability challenges. The Parish Council noted that due to very high prices for smaller properties some residents who would like to 'rightsize' are put off as it is not economically effective to do so. This results in people staying in their houses for longer reducing the availability of these larger properties coming on the market, driving prices up.
113. Affordable housing is typically provided and made financially viable by its inclusion as a proportion of larger market developments, as guided by Local Plan policy, and implemented by the LPA. However, if the community wishes to boost the supply of affordable housing, there are other, more proactive routes available for its provision. For example, using community development orders, identifying exception sites or developing community land trusts are all tried and tested ways of boosting the supply of affordable housing above the minima indicated by Local Plan policy.

5. RQ Two: Type and Size

RQ Two: What type (terrace, semi, bungalows, flats and detached) and size (number of bedrooms) of housing is appropriate for the Plan area over the Neighbourhood Plan period?

5.1 Introduction

114. The Chalfont St Peter Neighbourhood Plan may benefit from the inclusion of policies informed by evidence 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 options within the housing market at all stages of life.
115. 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 Chalfont St Peter. Demographic shifts in age and household composition will then be considered. Finally, the future demand for housing by size and type is determined by the way different household types currently occupy their dwellings in the wider Local Authority area, and then applying demographic projections of how the Neighbourhood Plan area population is likely to change by the end of the Plan period.

5.2 Existing types and sizes

5.2.1 Background and definitions

116. 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.
117. 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 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 to demographics, household type and size.
118. 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' can be translated as follows²⁰:

- 1 room = bedsit

²⁰ At <https://www.nomisweb.co.uk/census/2011/qs407ew>

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- 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 3 bedrooms and 2 reception rooms and a kitchen, or 4 bedrooms and one reception room and a kitchen
- 7+ rooms = house with 4 or more bedrooms

119. 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.²¹ 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.

120. 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 address who share cooking facilities and share a living room or sitting room or dining area."²² 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.

5.2.2 Dwelling type

121. The 2011 Census shows that there were 5,047 dwellings in Chalfont St Peter, comprising 2,984 detached houses, 1,047 semi-detached, 457 terraced houses, and 533 flats (with the remainder of the total being unknown or inaccurately recorded). Compared with Chiltern, Chalfont St Peter is characterised by much larger proportion of detached dwellings and correspondingly lower proportion of all other types of dwelling (see Table 5-1 below).

Table 5-1: Accommodation type (households), Chalfont St Peter 2011

Dwelling type		Chalfont St Peter	Chiltern	England
Whole house or bungalow	Detached	59.1%	43.7%	22.4%
	Semi-detached	20.7%	24.7%	31.2%
	Terraced	9.1%	16.5%	24.5%
Flat, maisonette or apartment	Purpose-built block of flats or tenement	7.6%	11.5%	16.4%
	Parts of a converted or shared house	1.5%	1.7%	3.8%
	In commercial building	1.5%	1.2%	1.0%

Source: ONS 2011, AECOM Calculations

5.2.3 Specific housing types

122. The neighbourhood group considers that bungalows can play an important role in meeting the current and future needs of older people and people with accessibility needs.

123. As the ONS Census data does not capture bungalows as a distinct type, we have used Valuation Office Agency data to investigate their presence in Chalfont St Peter. The result is presented in Table 5-2 below. The data shows that the neighbourhood area and district have a similar proportion of bungalows at similar sizes. The main difference is that

²¹ At <https://www.gov.uk/guidance/dwelling-stock-data-notes-and-definitions-includes-hfr-full-guidance-notes-and-returns-form>

²² Ibid.

there is a slightly higher percentage of 2 bedroom and less 3 bedroom bungalows in Chalfont compared to Chiltern.

Table 5-2: Number of bungalows by property size, 2019

	Chalfont St Peter (numbers)	Chalfont St Peter (%)	Chiltern (numbers)	Chiltern (%)
1 bedroom	40	7%	330	7%
2 bedrooms	250	46%	1,860	40%
3 bedrooms	170	31%	1,740	38%
4 bedrooms +	70	13%	650	14%
Unknown	10	2%	30	1%
Total	540	10%	4,610	12%
Total properties	5,410	100%	39,990	100%

Source: Valuation Office Agency, Council tax: stock of properties, 2019, Table CTSOP3.0 and CTSOP3.1

5.2.4 Dwelling size

124. Table 5-3 below sets out the distribution of the number of rooms by household space. The housing stock in Chalfont St Peter is characterised by larger dwellings with 6 rooms or more and few dwellings with 5 rooms or less than Chiltern as a whole.

Table 5-3: Number of rooms per household in Chalfont St Peter, 2011

Number of Rooms	2011 Chalfont St Peter	2011 Chiltern
1 Room	0.2%	0.2%
2 Rooms	1.2%	1.3%
3 Rooms	3.9%	5.8%
4 Rooms	11.4%	14.7%
5 Rooms	14.4%	17.2%
6 Rooms	17.1%	17.4%
7 Rooms	14.7%	12.8%
8 Rooms or more	14.6%	11.7%
9 Rooms or more	22.5%	18.8%

Source: ONS 2011, AECOM Calculations

125. It is also relevant to consider how the number of rooms occupied by households changed between the 2001 and 2011 Censuses. The main change from the 2001 Census findings is that the number of dwellings with 1 room have decreased while the proportion of dwellings with 2, 3 or 8 or more rooms have increased. This is a similar pattern to what is seen at both district and national level.

Table 5-4: Rates of change in number of rooms per household in Chalfont St Peter, 2001-2011

Number of Rooms	Chalfont St Peter	Chiltern	England
1 Room	-50.0%	-43.8%	-5.2%
2 Rooms	25.5%	14.6%	24.2%
3 Rooms	10.5%	15.7%	20.4%
4 Rooms	-5.3%	4.1%	3.5%
5 Rooms	-4.5%	-5.2%	-1.8%
6 Rooms	0.7%	-3.9%	2.1%
7 Rooms	-3.5%	2.9%	17.9%
8 Rooms or more	18.5%	17.1%	29.8%

Source: ONS 2001-2011, AECOM Calculations

126. Returning to the most recent Census data, it is also useful to compare the figures for number of rooms with figures for the number of bedrooms for each household. Table 5-5 below summarises the proportion of households occupying each size of home in terms of the number of bedrooms. This data shows that Chalfont St Peter has a significant proportion of 3 and 4 bedroom dwellings, as well as a higher proportion of dwellings with 5 or more bedrooms and a lower proportion with 1 or 2 bedrooms than can be seen at district or national level.
127. It is apparent that Chalfont St Peter's housing skews larger than the district in terms of rooms and bedrooms, it may be concluded from this that housing in the NA is likely to have more bedrooms as well as being bigger in general with more reception rooms and other living space.

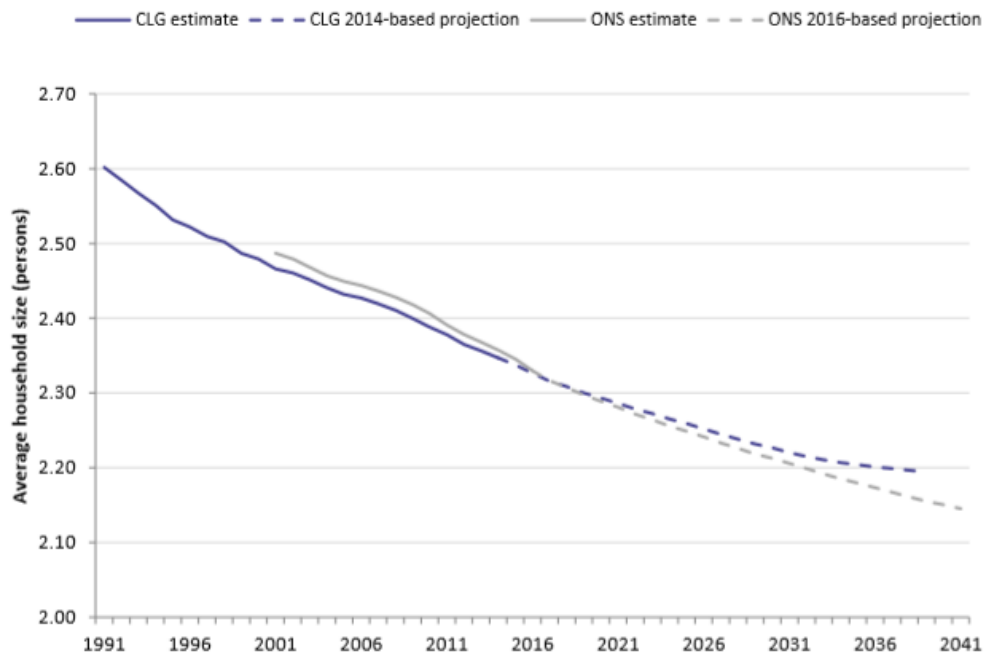
Table 5-5: Number of bedrooms in household spaces in Chalfont St Peter, 2011

Bedrooms	Chalfont St. Peter		Chiltern		England	
All categories: no. of bedrooms	4,884	100.0%	36,946	100.0%	22,063,368	100.0%
No. bedrooms	6	0.1%	51	0.1%	54,938	0.2%
1 bedroom	259	5.3%	2,540	6.9%	2,593,893	11.8%
2 bedrooms	833	17.1%	7,949	21.5%	6,145,083	27.9%
3 bedrooms	1,548	31.7%	12,678	34.3%	9,088,213	41.2%
4 bedrooms	1,526	31.2%	9,281	25.1%	3,166,531	14.4%
5 or more bedrooms	712	14.6%	4,447	12.0%	1,014,710	4.6%

Source: ONS 2011, AECOM Calculations

5.3 LHNA findings

128. The LHNA demonstrates the general trend in household sizes between 1991 and 2041 in Chiltern. This shows that the current trend of declining household size is going to continue and could be as low as an average of 2.15 persons per household. This is largely due to an aging population, given older persons tend to live in smaller households as singles or couples without children.
129. This has implications when looking forward at what size of dwelling to deliver, it suggests that smaller houses with less bedrooms may be more in demand which is contrary to current building patterns.

Figure 5-1 Chiltern average household size estimate and projections for the period 1991-2041

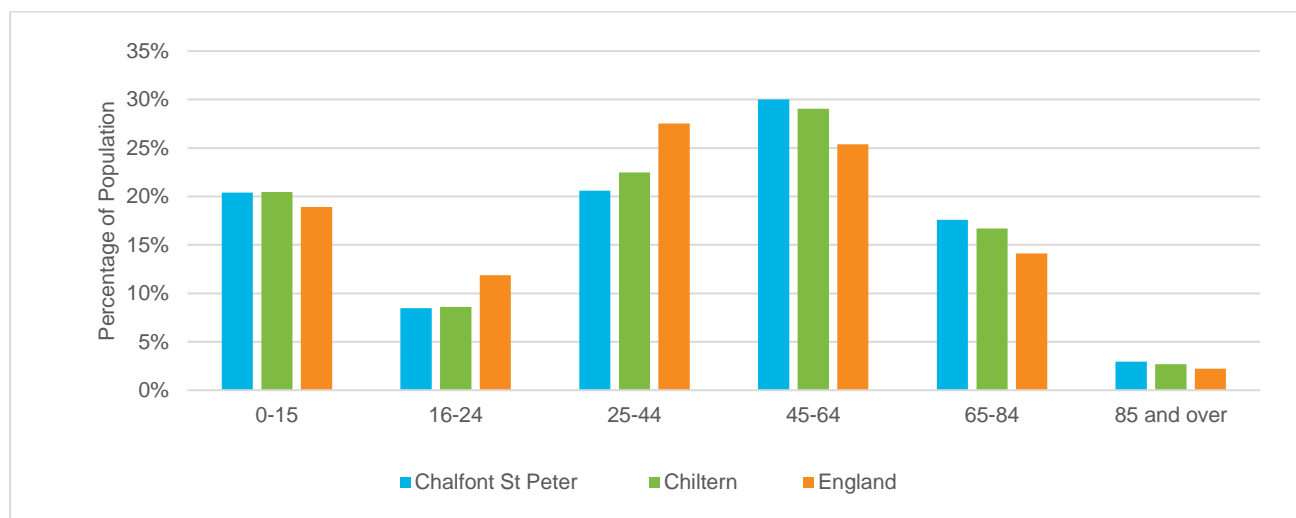
Source: Chiltern and South Bucks Housing and Economic Needs Assessment 2019

5.4 Household composition and age structure

130. Having established the current stock profile of Chalfont St Peter and identified recent changes in its composition, the evidence assembled below examines the composition and age structure of households in the 2011 Census and in future years. Through a consideration of the types of households projected to form over the Neighbourhood Plan period, and the mix of age groups suggested by demographic projections, it becomes possible to consider the type and size of housing needed in the Neighbourhood Plan area by the end of the planning period.

5.4.1 Age structure

131. The 2011 Census data reveals that Chalfont St Peter has a higher proportion of people over 45 than at wider geographies. Many of those in the categories 45-64 and 65-85 are likely either retired or will reach retirement age over the Plan period. Again, as reflected in the LHNA, given this weighting towards an older population it is likely Chalfont St Peter will require smaller dwellings better suited to couples and single persons. However, there is a fairly high proportion of those aged 0-15 likely due to the still high proportion of those aged 45-64 with families. It will be critical that over the Plan period that smaller, more affordable, dwellings are delivered in the NA if this age group is to be retained in the area as they grow up. As currently there is a small proportion of those aged 16-24 and 25-44 likely pointing to an inadequate housing stock for this group (see Figure 5-2 below).

Figure 5-2: Age structure in Chalfont St Peter, 2011

Source: ONS 2011, AECOM Calculations

132. In terms of the changing age structure of the Neighbourhood Plan area population, Census data shows that since 2001 the NA population has generally seen a drop in those aged under 44, at the same time seeing an increase in those aged 45 and above. Interestingly, however, the growth in those aged 85 and over was much less than at district and national level. This may indicate a lack of specialist housing for this group in Chalfont St Peter causing a many people to move out of the area to more suitable living arrangements (see Table 5-6 below).
133. The Parish Council have communicated that there is a lack of specialist housing for older persons, especially that which is generally affordable.

Table 5-6: Rate of change in the age structure of Chalfont St Peter population, 2001-2011

Age group	Chalfont St Peter	Chiltern	England
0-15	1.4%	3.6%	1.2%
16-24	-23.6%	1.9%	17.2%
25-44	-17.4%	-10.8%	1.4%
45-64	9.7%	8.9%	15.2%
65-84	16.9%	17.8%	9.1%
85 and over	4.7%	31.7%	23.7%

Source: ONS 2001-2011, AECOM Calculations

5.4.2 Household composition

134. Household composition (i.e the mix of adults and children in a dwelling) is an important factor in driving the size (and to an extent, the type) of housing needed over the Neighbourhood Plan period.
135. In assessing Census data on household composition, we see that Chalfont St Peter is similar to Chiltern (Table 5-7). The only notable difference is that Chalfont St Peter has slightly fewer one person households and correspondingly more one family households. Note that non-dependent children refer to households in which adult children are living at home, or students still call their primary residence despite living for most of the year near to university. Though this category can often indicate the relative unaffordability of entry-level homes in an area as many such young people may wish to move out and form their own households if they were financially able.

Table 5-7: Household composition (by household), Chalfont St Peter, 2011

Household composition		Chalfont Peter	St Chiltern	England
One person household	Total	23.0%	24.8%	30.2%
	Aged 65 and over	13.7%	13.5%	12.4%
	Other	9.4%	11.4%	17.9%
One family only	Total	71.7%	69.8%	61.8%
	All aged 65 and over	12.4%	11.6%	8.1%
	With no children	16.6%	17.9%	17.6%
	With dependent children	31.7%	30.4%	26.5%
	All children Non-Dependent ²³	11.0%	9.8%	9.6%
Other household types	Total	5.3%	5.4%	8.0%

Source: ONS 2011, AECOM Calculations

136. Again, it is relevant to consider rates of change in this indicator during the period between Censuses. Between 2001 and 2011, the main changes in household composition were the decrease in families with no children and the increase in families with dependent children, likely pointing to the lack of affordable options in the area reducing the ability this demographic from moving into their own home (see Table 5-8).

Table 5-8: Rates of change in household composition, Chalfont St Peter, 2001-2011

Household type		Percentage change, 2001-2011		
		Chalfont St Peter	Chiltern	England
One person household	Total	4.9%	7.4%	8.4%
	Aged 65 and over	2.0%	1.7%	-7.3%
	Other	9.3%	15.0%	22.7%
One family only	Total	3.6%	2.8%	5.4%
	All aged 65 and over	4.8%	5.5%	-2.0%
	With no children	-4.9%	-6.6%	7.1%
	With dependent children	8.0%	8.4%	5.0%
	All children non-dependent	4.5%	2.3%	10.6%
Other household types	Total	20.1%	19.7%	28.9%

Source: ONS 2001-2011, AECOM Calculations

5.5 Dwelling mix determined by life-stage modelling

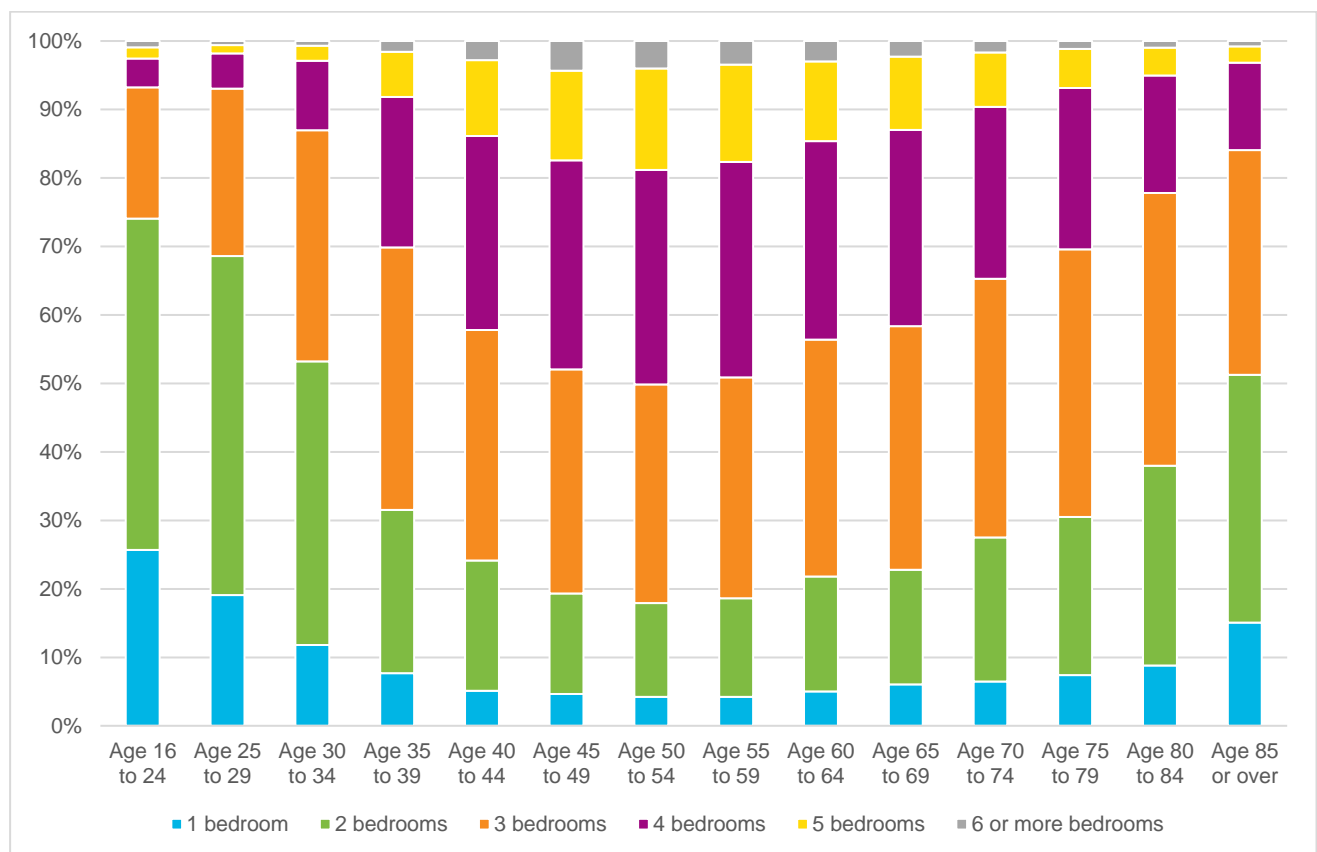
137. Recognising the fact that households of different ages may have different housing needs, the housing mix needed to meet demographic change by the end of the Plan period is estimated by an approach based on current occupation patterns – that is, the propensity of households of different ages to occupy different types of accommodation – will persist into the future. For example, projected growth in households aged under 24 will lead to an increase in the need for the type of housing currently occupied by households of that age.

²³ Refers to households containing children who are older than 18 e.g students or young working people living at home.

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138. It is important to keep in mind that this exercise provides an estimate based on demographic trends and occupancy patterns alone. It does not take into account income and wealth, other than in an indirect way through the propensity of households to occupy more or less space than they 'need'. This approach also embeds existing patterns of occupancy which may or may not be desirable. This is particularly important to keep in mind in areas where housing affordability has worsened because it means that many households are forced to occupy less space than they need or want.
139. However, no data on housing size occupation by age of the Household Reference Person (HRP- a more modern term for 'head of household') is available at neighbourhood level. For this reason, Local Authority (LA) level data needs to be used as the closest proxy.
140. Figure 5-3 below sets out the relationship in the 2011 Census at LA level between the age of the HRP and the size of dwelling occupied. This provides the starting point for determining the most appropriate dwelling size mix by the end of the Neighbourhood Plan period. The data shows that whilst the majority of Chiltern residents live in 1 and 2 bedroom properties until the age of 30, the preference then turns to 3 or more bedrooms up until the age of 85, when the preference for smaller homes again exceeds 50% of households. However, between the ages of 45 and 59 almost half of the population live in dwellings of 4 bedrooms or more. Generally speaking, households tend to start small at earlier life stages, then moving to larger properties and finally moving back to smaller properties in later life stages.

Figure 5-3: Age of household reference person by dwelling size in Chiltern, 2011



Source: ONS 2011, AECOM Calculations

141. Household projections provided by MHCLG are then used to understand the future distribution of households by the age of the HRP. Again, this data is only available at the Local Authority level and for the years 2014 and 2039. Therefore, the distribution of households by the age of the HRP would be in 2040, i.e. the end of the Neighbourhood Plan period, is estimated (red in the table). The data is presented in Table 5-9 below.

Table 5-9: Projected distribution of households by age of HRP, Chiltern

Year	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	432	2,855	15,107	7,054	11,498
2014	363	2,586	14,689	6,794	13,126
2039	261	2,006	14,020	7,987	19,239
2040	257	1,982	13,993	8,035	19,484

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

142. It is then necessary to extrapolate from this Local Authority-level data an estimate of the corresponding change in the age structure of the population in Chalfont St Peter. To do so, the percentage increase expected for each group across Chiltern, derived from the data presented above was mapped to the population of Chalfont St Peter. The results of this calculation are detailed in Table 5-10 below:

Table 5-10: Projected distribution of households by age of HRP, Chalfont St Peter

Year	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	31	260	2,052	962	1,579
2014	26	235	1,995	927	1,803
2040	18	181	1,901	1,096	2,676
% change 2011-2040	-41.9%	-30.3%	-7.3%	13.9%	69.4%

Source: AECOM Calculations

143. Finally, having established the likelihood shown by households at different life-stages towards dwellings of different sizes in Figure 5-3, and the approximate number of households in Chiltern and Chalfont St Peter falling into each of these stages by the end of the Plan period in 2040, it is possible to estimate how the housing stock might evolve in terms of size over the Neighbourhood Plan period in response to demographic change (see Table 5-11 below).
144. The table takes in turn each projected age group in 2040, estimating how many of the households in that age bracket will want or need to occupy each size of dwelling. This is repeated for each age bracket and added together to arrive at an estimation of what proportion of each size of dwelling will be required overall.

Table 5-11: Ideal dwelling size distribution in Chalfont St Peter by the end of the Plan period, based on modelled household life-stages (totals may not sum due to rounding)

Size	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
Households 2040	18	181	1,901	1,096	2,676	-
1 bedroom	5	26	99	51	222	403
2 bedrooms	9	80	327	171	645	1,232
3 bedrooms	4	55	642	367	992	2,059
4 bedrooms	1	15	543	331	599	1,489
5+ bedrooms	0	4	288	177	217	688

Source: Census 2011, AECOM Calculations. Figures may not sum due to rounding

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145. It is now possible to compare the 2011 housing mix in terms of size with the projected requirement based on the estimates set out in Table 5-11 above modelling the change in the age structure of the population in Chalfont St Peter.
146. Table 5-12 below indicates that, by 2040, the size distribution of dwellings should maintain its focus on 3 bedroom dwellings, followed by 4 and 2 bedroom dwellings but with less emphasis on larger homes and more emphasis on smaller options.

Table 5-12: 2011 housing sizes compared to ideal distribution at end of Plan period, Chalfont St Peter

Number of bedrooms	2011		2040	
1 bedroom	259	5.3%	403	6.9%
2 bedrooms	833	17.1%	1,232	21.0%
3 bedrooms	1,548	31.7%	2,059	35.1%
4 bedrooms	1,526	31.2%	1,489	25.4%
5 or more bedrooms	712	14.6%	688	11.7%
Total households	4,884	100.0%	5,871	100.0%

Source: Census 2011, AECOM Calculations

147. Table 5-13 below sets out the estimated misalignment between future demand for housing, based on the modelled preferences of households at different life-stages, and the current stock available in the Neighbourhood Plan area.

Table 5-13: Future potential misalignments of supply and demand for housing, Chalfont St Peter

Number of bedrooms	2011	2040	Change to housing mix	Recommended split
1 bedroom	259	403	144	13.6%
2 bedrooms	833	1,232	399	37.9%
3 bedrooms	1,548	2,059	511	48.5%
4 bedrooms	1,526	1,489	-37	0.0%
5 or more bedrooms	712	688	-24	0.0%

Source: AECOM Calculations

148. The result of this life-stage modelling exercise is to suggest that, in terms of demographic change, new development might involve the following share of dwelling sizes: 14% as 1 bedroom, 38% as two bedrooms, 49% as three bedrooms, 0% as four bedrooms and 0% as 5 or more bedrooms.
149. Note that the changes to the housing mix given above for 4 and 5 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 4 or more bedrooms, we have instead 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. In other words, the interim results of the life-stage modelling suggest that there will be no need for further 4 or 5 or more bedroom dwellings over the Neighbourhood Plan period. It is important to stress that there may be other good reasons to provide a particular size or type of dwelling in the NA, for example the need to improve the mix of homes in a particular location, improving choice or meeting needs in the wider housing market area.
150. Note that only the percentage mix in the right-hand column is relevant to the purposes of this HNA and the neighbourhood planning process. The actual numbers of dwellings required to adjust the size mix do not reflect that actual quantity of housing needed in the NA and are simply a step in the calculation necessary to produce a percentage split. As a general point, this dwelling mix in percentage terms stands alone from the overall quantity of housing needed or allocated over the Plan period, and could equally apply to windfall development, allocations beyond the plan period, or any other source of housing supply.

5.6 Conclusions- Type and Size

151. This analysis provides an indication of the likely need for different types and sizes of homes based on demographic change. It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the NA or on any particular site. These include the characteristics of the existing stock of housing, the role of the NA or site within the wider housing market area (linked to any LA strategies or plans) and site specific factors which may justify a particular dwelling mix.
152. The 2011 Census shows that there were 5,047 dwellings in Chalfont St Peter, comprising 2,984 detached houses, 1,047 semi-detached, 457 terraced houses, and 533 flats. Compared with Chiltern, Chalfont St Peter is characterised by a much larger proportion of detached dwellings and correspondingly lower proportion of all other types of dwelling.
153. The LHNA demonstrates the general trend in household sizes between 1991 and 2041 in Chiltern. This shows that the current trend of reducing household size is going to continue and could be as low as an average of 2.15 persons per household. This is largely due to an aging population, given older persons tend to live in smaller households as singles or couples without children. This has implications when looking forward at what size of dwelling to deliver, it suggests that smaller houses with less bedrooms may be more in demand which is contrary to current building patterns.
154. However, the impact of Covid-19 is likely to impact the size and composition of dwellings. Due to increased time spent in the home and the likelihood that some workers will increase their tendency to work from home on a more regular basis may mean that many households desire more space within their homes. This space may be needed to work or study and ability to use homes flexibly is likely to become more important. Again, this matters in all tenures but those with higher incomes and resources and likely to be able to exercise choice in the market. In the private and social rented sectors, the availability of space in the home is closely linked to household size.
155. The results of a life-stage modelling exercise, which looks at the sizes of dwelling occupied by different age groups and projects the growth and decline of those age groups over the Plan period in order to understand what should be built demonstrates that in Chalfont St Peter an appropriate response would be to prioritise the supply relatively smaller sized dwellings (2 and 3 bedrooms). This would also contribute to the affordability issues associated with larger homes being built currently.
156. In effect, a mix of home sizes will continue to be needed, with 2 and 3 bedroom homes expected to cater best to the ageing population while providing accommodation for smaller families. There appears to be enough of the largest homes already, particularly if smaller homes attractive to those wishing to downsize can be delivered, thereby releasing existing large homes for other occupants. While types of dwellings are considered much more as a matter of wealth and preference over need, it could be suggested that given the acute affordability challenges and the need for smaller and mid-sized homes terraces and flats or maisonettes could be promoted specifically. Additionally, given the high level of need for specialist homes for older persons (as shown in the following chapter) the Neighbourhood Plan may wish to promote the development of bungalows.
157. This model, however, operates on the assumption that households can and will wish to occupy only housing specifically suitable for their household size, which is not a realistic prospect given that people are willing to pay for extra bedrooms for a range of reasons. It is not surprising, then, that demand for some larger or smaller dwellings will remain. The provision of these homes should therefore not be inhibited entirely (though some of that demand will be met by natural churn within the market), but to the extent that the community wish to influence the size mix of housing coming forward, mid-sized homes should be the priority.
158. As demonstrated in the Policy Context Chapter, the Newlands Park development which is yet to be delivered has a large focus on 2 and 3 bedroom dwellings; therefore, should this development come forward it would make a significant contribution to delivering these smaller homes which are needed in the NA.
159. There is scope for the Neighbourhood Plan, if identified as a topic to be addressed by the community, to focus on multi-generational living through the provision of sufficiently spacious, flexible and well-configured housing. Despite the benefits of mitigating rising care costs and reducing loneliness, housing tailored to this growing trend is a relatively rare offering and provides an opportunity for Chalfont St Peter to set an ambitious example. The Councils are recommended to respond positively to applications that demonstrate features including downstairs reception rooms that can be used as bedrooms, wide corridors, easy conversion of garages to annexes, and general flexibility to internal subdivision and external extension. Homes suited to this and other bespoke purposes can also be delivered through self and custom build.

160. In the Tenure and Affordability chapter analysis, it was found that market housing for sale and rent is increasingly unaffordable and that those on the median incomes are unable to afford to live outside of the affordable rented sector. While Affordable Housing should be well balanced in terms of size to cater for all circumstances, the provision of smaller homes for sale and rent should make an important contribution to improving affordability more widely. If older households wishing to 'rightsize' and younger ones seeking to form their own independent households are to be able to afford to live in Chalfont St Peter, increasing the provision of relatively smaller sized homes will be crucial. In terms of the types of dwellings required, the current predominance of detached dwellings, compared with District and national trends, suggests that there may be some unmet demand for generally more affordable dwelling types, such as terraced homes and apartments. The size recommendation for smaller to mid-sized homes would align with this.

6. RQ Three: Specialist housing for older people

RQ Three: What provision should be made for specialist housing for older and disabled people over the Neighbourhood Plan period?

6.1 Introduction

161. This chapter considers in detail the specialist housing needs for older and disabled people in Chalfont St Peter. It considers the quantity and tenure of dwellings that might be required. It is important to keep in mind that there is no formal definition of 'old age'. People experience ageing differently and much depends on their health, lifestyle and relationship with work. Some people live healthy and active lives into advanced old age whilst others may need support and care much earlier in their lives. It is useful to think of two main stages in later life: the '3rd age' – where people are healthy and active and may or may not continue to work and the '4th age' – where older people need care and support to meet their health needs.²⁴ These two stages are not necessarily related to age though most people in advanced old age (85+) will need care or support at some point in their lives. The housing needs of these two groups can be markedly different.
162. In the Planning Practice Guidance (PPG), the Government states that plans need to provide for specialist housing for older people where a need exists. Innovative and diverse housing models will need to be considered where appropriate.²⁵
163. It is important to note that, as stated in the PPG, the need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the overall (i.e. the total) housing need figure. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method.²⁶
164. In considering the need or demand for specialist housing for older people it is appropriate to consider the population aged 75+ since this group is more likely to access this type of housing. The needs of this sector of the population have been 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) tool²⁷, which is based on best practice nationally and sets a recommended level of provision per 1,000 head of population.
165. Housing needs assessment covers the need for houses that fall for the purposes of the planning system into Use Class C3 (private dwellings)²⁸. Any assessment of need for residences that fall into Use Class C2 (residential institutions, which include prisons, boarding schools and some care homes for the elderly) would be a separate exercise outside the scope of a standard HNA. Unfortunately, however, the dividing line between care homes for older people that fall into use class C2 and those where accommodation is counted as C3 is blurred. In some cases, extra care schemes, particularly those where independent living is emphasised and care provision is more limited, will be counted as C3. However, in other cases, particularly where care provision is higher, they will be counted as C2. There is no hard and fast rule- clear differentiation between the two has not been set in government policy.
166. As such, existing and future specialist housing for older people may be either C2 or C3, but the important point is that it is not possible to state definitively at the time of assessment whether any new provision forecast to be needed on the basis of current evidence will fall into use class C2 or C3. The distinction is important because accommodation in C2 buildings would not count towards overall housing numbers for the neighbourhood plan areas whereas C3 accommodation units do. Therefore, it is not possible to state at this point the extent of overlap, if any, between the overall quantity of specialist housing forecast to be required and the overall housing quantity figure for the plan area.

²⁴ University of Sheffield & DWELL (2016) Designing with Downsizers

²⁵ See Paragraph: 012 Reference ID: 63-012-20190626 at <https://www.gov.uk/guidance/housing-for-older-and-disabled-people#identifying-the-housing-requirements-of-older-and-disabled-people>

²⁶ See Paragraph: 017 Reference ID: 2a-017-20190220, at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

²⁷ Available at <https://www.housinglin.org.uk/Topics/browse/HousingExtraCare/ExtraCareStrategy/SHOP/SHOPv2/>

²⁸ For a full description of Planning Use Classes, please refer to https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use

6.2 Housing for older people - context

167. MHCLG's guidance on housing for older and disabled people states that the need to provide housing for older people is critical. People are living longer lives and the proportion of older people in the population is increasing. In mid-2016 there were 1.6 million people aged 85 and over; by mid-2041 this is projected to double to 3.2 million.
168. Almost a third of UK homes are occupied by the 55+ age group, yet only 7% of UK stock is currently recognised as meeting minimum accessibility standards, which means few older people can find options that will improve their quality of life. This is reflected in evidence that just 3.4% of 50+ households move home each year, which is half as many moves as rest of population. Perhaps surprisingly, just under half of moves result in fewer habitable rooms because many older people need or want to retain space for activities, to retain a life time of possessions, accommodating visitors or caring for grandchildren. For some, social status can be a in deciding to move to a home with significantly fewer rooms.²⁹
169. The concept of 'rightsizing' (formally referred to as downsizing) recognizes that the situations, desires and needs of the older population are no less diverse than their family circumstances. The actual choices available to older people, however, are limited to the housing provisions that are both available and accessible to them. Not surprisingly the vast majority of older people currently tend to age in place until circumstances mean their home environment becomes a decisive barrier to their well-being. Research indicates that very few properties are designed to support ageing in place (see below). Thus whilst many people do not wish to move home, there is also evidence that there is large scale unmet demand to move³⁰ with many older people stuck in a 'rightsizing gap'.³¹
170. 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.³²
171. Indeed, 76% of those in homes of three or more bedrooms wished to rightsize, and this increased to 99% of those in homes of five or more bedrooms, with two bedrooms the preferred choice for both.³³ However, in spite of evidence of high demand, currently only 5% of older people's housing is made up of specialist homes,³⁴ with Demos suggesting that, "the chronic under-supply of appropriate housing for older people is the UK's next housing crisis",³⁵ and local authorities are often, "accused of reluctance to approve development plans for specialist housing....out of fear of increased care costs".³⁶ Indeed, whilst many of those surveyed may consider moving, the percentage that ultimately do is likely to be relatively low, and many who downsize may move into mainstream housing.
172. Offering older people a better choice of accommodation to suit their changing needs can help them live independently for longer, feel more connected to their communities and help reduce costs to the social care and health systems. Therefore, an understanding of how the ageing population in Chalfont St Peter affects housing needs is something to be considered from the early stages of plan-making through to decision-taking.³⁷
173. The need to access housing with support or care is often driven by health considerations, particularly disabilities. Disabilities can include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs, which may generate a range of housing requirements which can change over time. Unsuitable housing or housing which is not capable of adaptation can have a negative impact on occupants and their carers. Disability is strongly linked to age and an ageing population will see the numbers of disabled people continuing to increase. It is important to plan early to meet their needs throughout their lifetime.

²⁹ Rightsizing: Reframing the housing offer for older people, 2018, Phase and Manchester School of Architecture

³⁰ Pannell et al., 2012

³¹ Rightsizing: Reframing the housing offer for older people, 2018, Phase and Manchester School of Architecture

³² <https://www.demos.co.uk/files/TopoftheLadder-web.pdf?1378922386>

³³ Ibid.

³⁴ https://www.housinglin.org.uk/assets/Resources/Housing/OtherOrganisation/for-future-living_Oct2014.pdf

³⁵ <https://www.demos.co.uk/files/TopoftheLadder-web.pdf?1378922386>

³⁶ <http://researchbriefings.files.parliament.uk/documents/CBP-7423/CBP-7423.pdf>

³⁷ Available at <https://www.gov.uk/guidance/housing-for-older-and-disabled-people#identifying-the-housing-requirements-of-older-and-disabled-people>

174. 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. The latest PPG³⁸ adopts the following planning approach:
- a. Where an identified need exists, plans are expected to make use of the optional technical housing standards (footnote 46 of the National Planning Policy Framework) to help bring forward an adequate supply of accessible housing. In doing so planning policies for housing can set out the proportion of new housing that will be delivered to the following standards:
 - i. M4(1) Category 1: Visitable dwellings (the minimum standard that applies where no planning condition is given unless a plan sets a higher minimum requirement)
 - ii. M4(2) Category 2: Accessible and adaptable dwellings
 - iii. M4(3) Category 3: Wheelchair user dwellings
 - b. Planning policies for accessible housing need to be based on evidence of need, viability and a consideration of site specific factors.
175. In the case of Chalfont St Peter, this HNA, together with any local housing survey conducted will form the evidence required to justify policies proposing the Category 2 or 3 standards above for both market and affordable housing and the two main types of specialist housing for older people - sheltered housing and extra care (see Appendix B for definitions).
176. 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.³⁹ This situation reflects historic patterns of development, significant constraints on the delivery of such housing in the market sector as well as changing aspirations and expectations amongst older people today in comparison with previous generations.
177. Local planning authorities can plan for older co-housing communities through their implementation of the Self-build and custom-build legislation 2015⁴⁰, as some communities will be looking to build the development themselves. Local authorities can also identify sites suitable for older co-housing communities as part of their overall assessment of land available for housing over the plan period.⁴¹
178. 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

179. In accordance with NPPF guidance, 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 Census data relating to mobility limitations and overall health.⁴² 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 Chiltern.
180. Clearly, this calculation represents an assumption, with the actual decision for an older or disabled person to enter specialist housing highly dependent on individual circumstances. As already noted, the actual proportion of older people that can be considered in need of specialist housing is affected both by overall levels of health as well as by

³⁸ Housing for Older and disabled people, Guidance June 2019, MHCLG

³⁹ 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

⁴⁰ <https://www.gov.uk/guidance/self-build-and-custom-housebuilding>

⁴¹ See Paragraph: 011 Reference ID: 63-011-20190626 at <https://www.gov.uk/guidance/housing-for-older-and-disabled-people#identifying-the-housing-requirements-of-older-and-disabled-people>

⁴² <https://www.gov.uk/guidance/housing-for-older-and-disabled-people#identifying-the-housing-requirements-of-older-and-disabled-people>

individual lifestyle choices, given that the vast majority of older people currently choose to continue to live in their homes for their entire lives.

181. 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.”⁴³ By understanding the tenure breakdown of specialist housing need, it is possible 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

182. When determining a final figure 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 Chiltern’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 Counsel’s Website: <http://www.housingcare.org>.
183. It is important to note that bed spaces in communal establishments such as live-in care homes are not included in the calculation below.⁴⁴ 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)⁴⁵. 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 Chalfont St Peter.
184. The 2011 Census highlights the number of residents living in different types of communal establishments. Within Chalfont St Peter, it identified 183 residents living in care homes with nursing and 116 in care homes without nursing.⁴⁶
185. Given that communal establishments (care homes) are generally outside the scope of housing needs assessments for the reasons described above, these are discounted from this analysis, and the remaining specialist housing for older people, which should be within use class C3 and thus within the scope of this assessment, is presented in Table 6-1 below. This gives a total of **260** specialist dwellings (or bed spaces), for a 2011 population aged 75+ of **1,309**. This suggests the actual rate of provision in Chalfont St Peter is approximately **200** dwellings per 1000 population aged 75+.

Table 6-1: Existing specialist housing for the elderly (excluding care homes) in Chalfont St Peter

	Name	Description	Bed spaces	Tenure	Type
1	Rutherford House	Extra Care Housing	39	Market rent and shared ownership	1 and 2 bedroom flats
2	Austenmead	Retirement Housing	11	Social rented	1 bedroom flats
3	Graham House	Retirement Housing / Close Car Housing	5	Social rented	1 bedroom flats
4	Glebe House	Retirement Housing	32	Social rented	1 and 2 bedroom flats
5	Edith Bell House	Retirement Housing	31	Social rented	1 bedroom flats
6	Audley Chalfont Dene	Extra Care Housing (luxury retirement village)	142	Market sale	1, 2 and 3 bedroom flats

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

⁴³ See <https://www.ageuk.org.uk/documents/EN-GB/Political/Age%20UK%20ID201813%20Housing%20Later%20Life%20Report%20-%20final.pdf?dtrk=true>

⁴⁴ 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>

⁴⁵ See Paragraph: 009 Reference ID: 13-009-20140306 at <https://www.gov.uk/guidance/when-is-permission-required>

⁴⁶ ONS, 2011 (KS405EW)

6.3.2 Tenure-led projections

186. Turning to determining future need for specialist housing, the first step is to review data on the tenure of households aged 55-75 across Chiltern, as this is the smallest geography for which tenure by age bracket data is available. The age cohort-based approach is taken because it is these households which, over the next 20 years, will be reaching the age of 75+, where the need for specialist housing provision is more likely. The existing tenure split within this cohort is used to project forward the need for specialist housing according to different tenure.
187. The projection is based on the premise that those currently occupying their own home will also wish to do so for as long as practicably possible in future, even where downsizing or moving into specialist accommodation. Equally, those who currently rent, either in the private or social sectors, are projected to need affordable rented accommodation of some kind.
188. According to Table 6-2 below, the vast majority of households in Chiltern aged 55 - 75 own their own home, most of whom own their home outright. There is a low incidence of renting within the group, but within those who do the prevalence is for social renting rather than private renting.

Table 6-2: Tenure of households aged 55-75 in Chiltern, 2011

All owned	Owned outright	Owned with a mortgage or loan or Shared Ownership	All Rented	Social rented	Private rented	Living free rent
85.7%	61.5%	24.2%	14.3%	9.8%	3.7%	0.8%

Source: Census 2011

189. The next step is to project how the overall number of older people in Chalfont St Peter is likely to change in future, by extrapolating from the ONS Sub-National Population Projections for Chiltern at the end of the Plan period. The figure must be extrapolated from the Local Authority level data because such projections are not available at neighbourhood level. The results are set out in the number of older residents in the NA is likely to grow from 1,309 to 2,434 over the Plan period, which equates to an 86% increase.
190. **Table 6-3** below.
191. This calculation indicates that the number of older residents in the NA is likely to grow from 1,309 to 2,434 over the Plan period, which equates to an 86% increase.

Table 6-3: Modelled projection of elderly population in Chalfont St Peter by end of Plan period

Age group	2011		2040	
	Chalfont (census)	Chiltern (census)	Chalfont (AECOM estimate)	Chiltern (ONS SNPP 2014)
All ages	12,766	92,635	14,005	101,626
75+	1,309	8,636	2,434	16,055
%	10.3%	9.3%	17.4%	15.8%

Source: ONS SNPP 2016, AECOM Calculations

192. The results of this exercise provide us with a projection of the number of people in Chalfont St Peter living in each tenure in the 55-75 cohort by 2011, as shown in the table below. This projection is calculated by multiplying the projected number of people aged 75 and over by the end of the Plan period by the tenure split for Chiltern presented in Table 6-2 above, and is set out in Table 6-4 below.

Table 6-4: Projected tenure of households aged 75+ in Chalfont St Peter to the end of the Plan period

Owned	Owned outright	Owned with a mortgage or loan or	All rented	Social rented	Private rented	Living free rent
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shared ownership						
2,085	1,496	589	349	238	90	20

Source: Census 2011, ONS SNPP 2013, AECOM Calculations

193. The population figures in Table 6-4 above are then translated into households, as set out in Table 6-5 below. The translation factor used was 1.4 persons per household, which was the rate in Chiltern for people aged over 75 in the Census 2011.

Table 6-5: Projected tenure by household aged 75+ in the NA by the end of the plan period

Owned	Owned outright	Owned with a mortgage or loan or shared ownership	All rented	Social rented	Private rented	Living rent free
1,489	1,069	421	249	170	64	14

Source: Census 2011, ONS SNPP 2013, AECOM Calculations

194. Next the incidence of mobility limitations is considered, as defined by the Census, within each tenure group for those aged 65+ in Chalfont St Peter. This allows us to link the levels of need (as defined by extent of mobility limitations within the population) to tenure (based on the premise that such needs can be used as a proxy for the need for specialist housing in this age group).
195. The tendency for people in rented housing to have higher dependency levels is well established. It arises partly because people with higher dependency levels tend to have lower incomes; they are therefore less able to afford to buy, even at earlier stages in their lives. It also reflects the fact that as people develop support and care needs, they may find that the only suitable and affordable option to them is available in the social rented sector.

Table 6-6: Tenure and mobility limitations of those aged 65+ in Chalfont St Peter, 2011

Tenure	All categories: Long-term health problem or disability	Day-to-day activities limited a lot		Day-to-day activities limited a little		Day-to-day activities not limited	
All categories: Tenure	2,440	372	15.2%	574	23.5%	1,494	61.2%
<i>Owned or shared ownership: Total</i>	2,156	276	12.8%	489	22.7%	1,391	64.5%
Owned: Owned outright	1,932	248	12.8%	441	22.8%	1,243	64.3%
Owned: Owned with a mortgage or loan or shared ownership	224	28	12.5%	48	21.4%	148	66.1%
<i>Rented or living rent free: Total</i>	284	96	33.8%	85	29.9%	103	36.3%
Rented: Social rented	218	77	35.3%	65	29.8%	76	34.9%
Rented: Private rented or living rent free	66	19	28.8%	20	30.3%	27	40.9%

Source: DC3408EW Health status

196. Focusing on those whose activities are limited a lot, the calculations suggest that of the 249 renters and 1,489 owners in Chalfont St Peter in this age group, there could be a need for 191 specialist homes for owner occupiers (12.8% x 1,489) and 84 for renters of all kinds (33.8% x 249), or 275 new specialist homes in total.

197. These findings are set out in the table below, based on the assumption that those whose day-to-day activities are limited a lot may need housing with care (e.g. extra care housing, with significant on-site services, including potentially medical services), while those with their day to day activities limited only a little may simply need adaptations to their existing homes, or alternatively sheltered or retirement living that can provide some degree of oversight or additional services. However, it is important to note that, even those people who have high support or care needs can often be supported to live in their own homes. This is often reflected in policy of local authorities, with explicit aim to reduce the need to commission increasing numbers of care home beds.

Table 6-7: AECOM estimate of specialist housing need in Chalfont St Peter by the end of the Plan period

Type	Affordable	Market	Total (rounded)
Housing with care (e.g. extra care)	Multiply the number of people across all rented tenures (not just social rent as those aged 65+ who need to rent are overwhelmingly likely to need Affordable Housing) by the percent of occupiers in that tenure who have day to day activity limitations limited a lot	Multiply the number of people across all owner-occupied housing by the percent of occupiers in that tenure who have day to day activity limitations limited a lot	275
	84	191	
Adaptations, sheltered, or retirement living	Multiply the number of people across all rented housing by the percent of occupiers in that tenure who have day to day activity limitations limited a little	Multiply the number of people across all owned housing by the percent of occupiers in that tenure who have day to day activity limitations limited a little	412
	74	338	
Total	158	529	687

Source: Census 2011, AECOM Calculations

198. The number of households falling into potential need for specialist accommodation is therefore 687, which is 27% of the 2,434 households in total aged 75 and above projected to live in Chalfont St Peter by the end of the Plan period.

6.3.3 Housing LIN-recommended provision

199. It is worth comparing these findings with the recommendations of the Housing Learning and Improvement Network (HLIN), one of the respected models for planning for the housing needs of older people. In Table 6-8 below we reproduce the key table from their Strategic Housing for Older People (SHOP) toolkit. The table serves as a guide, based on best practice research, to the numbers of specialist dwellings for older people that should be provided given the increase in their numbers over the Plan period, and how these should be split into the different tenures.

Table 6-8: Recommended provision of specialist housing for older people from the SHOP toolkit

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) ³⁶	20
Extra care housing for rent	15
Extra care housing for sale	30
Housing based provision for dementia	6

Source: Housing LIN SHOP Toolkit

200. As the number of older residents in the NA is likely to grow from 1,309 to 2,434 over the Plan period, which equates to an 86% increase.
201. **Table 6-3** shows, Chalfont St Peter is forecast to have an over-75 population of 2,434 by the end of the Plan period. According to the HLIN tool, this translates into need as follows:
- Conventional sheltered housing to rent = $60 \times 2.4 = 144$
 - Leasehold sheltered housing = $120 \times 2.4 = 288$
 - Enhanced sheltered housing (divided 50:50 between that for rent and that for sale) = $20 \times 2.4 = 48$
 - Extra care housing for rent = $15 \times 2.4 = 36$
 - Extra care housing for sale = $30 \times 2.4 = 72$
 - Housing based provision for dementia = $6 \times 2.4 = 14$
202. This produces an overall total of 602 specialist dwellings which might be required by the end of the plan period. This can be compared to the current stock of specialist housing in Table 6-1 to indicate the likely shortfall of different types of accommodation. It was identified that there are currently 260 units of specialist accommodation in Chalfont St Peter; therefore, when this is taken away from the HLIN estimate of need it leaves a residual requirement for 342 ($602 - 260$) dwellings to be delivered over the plan period as a minimum.
203. Table 6-9 below sets out the HLIN recommendations in the same format as Table 6-7 above. It is important to stress that the SHOP toolkit embeds assumptions that uplift the provision of specialist accommodation compared to current rates. This means that the requirements expressed by the SHOP toolkit are higher than those implied by a straightforward projection based on the growth of the over 75 population.

Table 6-9: HLIN estimate of specialist housing need in Chalfont St Peter 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	170
	74	96	
Sheltered housing	Conventional sheltered housing for rent	Leasehold sheltered housing	432
	144	288	
Total	218	384	602

Source: Housing LIN, AECOM calculations

6.4 Conclusions- Specialist Housing for the Older People

204. The potential need for specialist housing with some form of additional care for older people can be estimated by bringing together data on population projections, rates of disability, and what tenure of housing the current 55-75 cohort occupy in the NA. This can be supplemented through the use of a toolkit based on national research and assumptions.
205. The Parish Council's view is that the elderly population are not adequately catered for in the neighbourhood area, with many recent developments (such as the office to residential permitted development) and build to rent schemes (such as Chalfont Park, Gerrards Cross) which are not suitable for the needs of this demographic. For example, bedroom sizes in such developments are not seen as appropriate. Often when providing dwellings for 'downsizing' this results in smaller rooms which is not always desirable. In Parish Council's opinion the elderly population either move into a care home, downsize, or live in an adapted bungalow. Therefore, as well as the amount of specialist housing need arising over the Plan period as discussed below, it may be beneficial for the neighbourhood planners to discuss the most appropriate and potential options for delivering suitable housing with the LPA and/or local specialist housing providers.
206. In addition, the Parish Council also noted that the existing specialist housing in the area is very oversubscribed, a factor which isn't captured in the below conclusions given the lack of robust/ accessible data on this issue.
207. The two methods of estimating need for specialist accommodation for older people (such as housing with additional care services) produce a range of 602 to 687 specialist accommodation units that would be required to meet the needs of Chalfont St Peter's ageing population during the Plan period. Specialist accommodation units assume independent households, which might be composed of a single person or couple.
208. As this range relates to the total number of specialist dwellings likely to be required by the end of the Plan period, the final step is to ensure both the upper and the lower estimates are net rather than gross figures by deducting the current supply of specialist housing for older people in Chalfont St Peter and thus to determine a net minimum requirement for provision over the Plan period, broken down by tenure.
209. Recall that there are 260 existing units of specialist housing for older people in Chalfont St Peter, for a 2011 population of 1,309 people aged 75. This suggests the actual rate of provision in Chalfont St Peter is approximately 200 dwellings per 1000 population aged 75+. Referring to the minimum target produced by the Housing LIN-based calculation, this means there are an additional (i.e. net) 342 specialist units (602 – 260) that need to be provided over the Plan period.
210. Based on the tenure categories across current supply, the net additional supply required can be deducted by tenure category from the Housing LIN-recommended targets. Table 6-10 provides the final recommendation.

Table 6-10: Final recommendation for additional specialist housing provision by the end of the plan period

	Affordable	Market	Total
Extra care housing	74	$96 - 181 = -85$	-11
Sheltered housing or adaptations	$144 - 79 = 65$	288	353
Total	139	203	342

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

211. In addition, given that specialist housing for older people costs more to build, it is considered that to assume 30% of all specialist housing for older people 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.
212. This may be applicable in Chalfont St Peter; the Parish Council have communicated that the existing retirement housing in the Neighbourhood area is very expensive which results in older persons who cannot pay the high prices being pushed out of the NA. As can be seen from the table above the majority of the existing specialist housing is supplied as market housing and many are described as 'luxury villages'. Therefore, it is recommended that the Parish Council discuss the viability of delivering affordable specialist housing at a higher rate than 30%.
213. While it is important to maximise the accessibility of all new housing, it is particularly important for specialist housing for older people 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.
214. 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).
215. It is considered that Chalfont St Peter is, in broad terms, a suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above. As such, there is potential for such accommodation to be provided within the Neighbourhood Plan area (while noting there is no specific requirement or obligation to do so if there is potential to meet need arising from Chalfont St Peter in other suitable locations near to but outside the Plan area boundaries). Where it is considered for any reason desirable to meet some of the specialist need outside the Neighbourhood Plan area boundaries, there will be a degree of overlap between the number of specialist dwellings to be provided and the overall dwellings need for the Neighbourhood Plan area itself.
216. It is important to note that the scale of need for specialist accommodation heavily depends on the amount of accessible/adapted mainstream housing in Chalfont St Peter currently – or how far this can successfully be achieved in future. Note that there is no accurate secondary data on this. If the neighbourhood plan were to be particularly ambitious in requiring high standards of accessibility and adaptability, there is arguably less need to deliver specialist accommodation.
217. Wherever specialist housing 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 older people who wish to move in later life.

7. Conclusions

7.1 Overview

218. Table 7-1 below sets out in full the conclusions and recommendations of this Neighbourhood Plan housing needs assessment, based on the evidence reviewed and analysed.

Table 7-1: Summary of study findings specific to Chalfont St Peter with a potential impact on Neighbourhood Plan housing policies

Chalfont St Peter Neighbourhood Plan Housing Needs
Assessment

Issue	Source(s) (see Chapter 3)	Summary of evidence and data assessed	Conclusions and recommendations
Housing tenure and affordability	Land Registry, ONS, Home.co.uk	<p>The majority of homes in Chalfont St Peter are owner occupied (82%), this is a slightly higher proportion than homes owned at district or national level, this is followed by the next most common tenure of social rented homes (9%) and privately rented homes (8%). The greatest apparent change occurring in Chalfont St Peter during the intercensal period was the increase in shared ownership homes, this may be linked to the low starting number of 10 shared ownership homes in 2001. In addition, the number of homes which are privately rented increased, although to a far lesser degree than at district or national level.</p> <p>In general, between 2010 and 2019, house prices have increased by approximately 26%, the type of dwelling which has grown in price the most is terraced, closely followed by flats. Detached dwellings increased by the least however, this is likely due to the high price of this type of dwelling in 2010, at £625,000.</p> <p>The income required to buy an average market home for sale is higher than what would be expected to be available to those on average household incomes as well as higher quartile single earners. In addition, the income required to buy an average entry-level home for sale is higher than the average income of those on lower quartile household incomes.</p> <p>While the inability of those on lower quartile earnings to afford entry-level market rents and affordable rent suggests that these tenures are not adequate to house those on lower incomes unless they can find a subsidy or find a room in a shared house. However, for those on lower incomes in dual earning households, social rent would be a viable option.</p>	<p>Two indicative tenure mixes have been provided, which could serve as a guideline for the breakdown of Affordable Housing tenures in Chalfont St Peter based on various considerations and evidence. Mix 1 (indicative mix based on local needs) proposes that 70% of affordable homes be provided as rented tenures, and the remaining 30% delivered as affordable routes to home ownership. This mix aligns with the Local Plan in prioritising the most acute needs as far as possible. Mix 2 (indicative mix with 25% First Homes requirement) proposes the same general split between affordable rented and for sale. However, the break down within the affordable housing for sale differs as it includes 25% for First Homes and displaces some of the provision for shared ownership. This aligns with the direction of proposed national policy, which includes a mandated minimum level of delivery of the Government's new First Homes affordable home ownership product.</p> <p>Affordable housing is typically provided and made financially viable by its inclusion as a proportion of larger market developments, as guided by Local Plan policy, and implemented by the LPA. However, if the community wishes to boost the supply of affordable housing, there are other, more proactive routes available for its provision. For example, using community development orders, identifying exception sites or developing community land trusts are all tried and tested ways of boosting the supply of affordable housing above the minima indicated by Local Plan policy.</p>

Chalfont St Peter Neighbourhood Plan Housing Needs
Assessment

Issue	Source(s) (see Chapter 3)	Summary of evidence and data assessed	Conclusions and recommendations
Housing type and size	ONS	<p>Compared with Chiltern, Chalfont St Peter is characterised by much larger proportion of detached dwellings and correspondingly lower proportion of all other types of dwelling.</p> <p>The 2011 Census data reveals that Chalfont St Peter has a higher proportion of people over 45 than at wider geographies. Many of those in the categories 45-64 and 65-85 are likely either retired or will reach retirement age over the Plan period. Again, as reflected in the LHNA, given this weighting towards an older population it is likely Chalfont St Peter will require smaller dwellings better suited to couples and single persons. However, there is a fairly high proportion of those aged 0-15 likely due to the high proportion of those aged 45-64 with families. It will be critical that over the Plan period that smaller, more affordable, dwellings are delivered in the NA if this age group is to be retained in the area as they grow up. As currently there is a small proportion of those aged 16-24 and 25-44 likely pointing to an inadequate housing stock for this group.</p> <p>The results of a life-stage modelling exercise, which looks at the sizes of dwelling occupied by different age groups and projects the growth and decline of those age groups over the Plan period in order to understand what should be built demonstrates that in Chalfont St Peter an appropriate response would be to prioritise the supply relatively smaller to medium sized dwellings (2 and 3 bedrooms). This would also contribute to the affordability issues associated with larger homes being built currently.</p>	<p>As demonstrated in the Policy Context Chapter, the Newland Park development which is yet to be delivered has a large focus on 2 and 3 bedroom dwellings; therefore, should this development come forward it would make a significant contribution to delivering these smaller homes which are needed in the NA.</p> <p>A mix of home sizes will continue to be needed, with 2 and 3 bedroom homes expected to cater best to the ageing population while providing accommodation for smaller families. There appears to be enough of the largest homes already, particularly if smaller homes attractive to those wishing to downsize can be delivered, thereby releasing existing large homes for other occupants. While types of dwellings are considered much more as a matter of wealth and preference over need it could be suggested that given the acute affordability challenges and the need for smaller and mid-sized homes terraces and flats or maisonettes could be promoted specifically.</p> <p>In the Tenure and Affordability chapter analysis, it was found that market housing for sale (as opposed to market housing for rent and all types of Affordable Housing) is increasingly unaffordable and that those on the median incomes are unable to afford to live outside of the affordable rented sector. While Affordable Housing should be well balanced in terms of size to cater for all circumstances, the provision of smaller homes for sale and rent should make an important contribution to improving affordability more widely. If older households wishing to 'rightsize' and younger ones seeking to form their own independent households are to be able to afford to live in Chalfont St Peter, increasing the provision of small and medium sized homes will be crucial.</p>

Chalfont St Peter Neighbourhood Plan Housing Needs
Assessment

Specialist housing for older people	ONS, HLIN	<p>In comparing the outcomes of the tenure-led projections and the Housing LIN recommendations, it is important not to assume direct equivalence of the type of housing deemed suitable for those whose lives are limited 'a little' in with 'sheltered housing', even though both types of housing address the needs of those with relatively limited support needs. This is because there is a range of housing suitable for this group of the population including mainstream housing, whereas the HLIN identifies only sheltered housing specifically.</p> <p>A more accurate result, therefore, can be achieved by comparing the 687 dwellings identified in the tenure-led approach for those who require housing with care with the 602 specialist dwellings that emerge from the HLIN calculations. By contrast, the 687 figure in the tenure-led projections is based on those whose day-to-day needs are limited only a little, and whose housing needs therefore have the potential to be provided through adaptations to a conventional home.</p> <p>For this reason, our recommendation would be to treat the outcome of these approaches as a range, with at least 602 specialist dwellings being required to service the needs of older people over the Plan period, and the projection of 687 dwellings functioning as an upper, more aspirational target, to be provided if other constraints allow.</p> <p>As this range relates to the total number of specialist dwellings likely to be required by the end of the Plan period, the final step is to ensure both the upper and the lower estimates are net rather than gross figures by deducting the current supply of specialist housing for older people in Chalfont St Peter and thus to determine a net minimum requirement for provision over the Plan period, broken down by tenure.</p>	<p>There are 260 existing units of specialist housing for older people in Chalfont St Peter, for a 2011 population of 1,309 people aged 75. This suggests the actual rate of provision in Chalfont St Peter is approximately 200 dwellings per 1000 population aged 75+. Referring to the minimum target produced by the Housing LIN-based calculation, this means there are an additional (i.e. net) 342 specialist units (602 – 260) that need to be provided over the Plan period.</p> <p>In addition, given that specialist housing for older people costs more to build, it is considered that to assume 30% of all specialist housing for older people 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 Chalfont St Peter is, in broad terms, a suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above. As such, there is potential for such accommodation to be provided within the Neighbourhood Plan area (while noting there is no specific requirement or obligation to do so if there is potential to meet need arising from Chalfont St Peter in other suitable locations near to but outside the Plan area boundaries). Where it is considered for any reason desirable to meet some of the specialist need outside the Neighbourhood Plan area boundaries, there will be a degree of overlap between the number of specialist dwellings to be provided and the overall dwellings target for the Neighbourhood Plan area itself.</p> <p>Wherever specialist housing is to be accommodated, partnership working with specialist developers is recommended, so as to introduce a greater degree of choice into the</p>
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Issue	Source(s) (see Chapter 3)	Summary of evidence and data assessed	Conclusions and recommendations
			housing options for older people who wish to move in later life.

7.2 Recommendations for next steps

219. This Neighbourhood Plan housing needs assessment aims to provide Chalfont St Peter 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 Buckinghamshire Council with a view to agreeing and formulating draft housing policies, bearing the following in mind:

- All Neighbourhood Planning Basic Conditions, but in particular the following: 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 strategic policies of the adopted development plan;
- The views of Buckinghamshire Council– 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 and estate agents;
- The numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by Buckinghamshire Council, 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 Buckinghamshire Council and the neighbourhood plan areas within it.

220. This assessment 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.

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

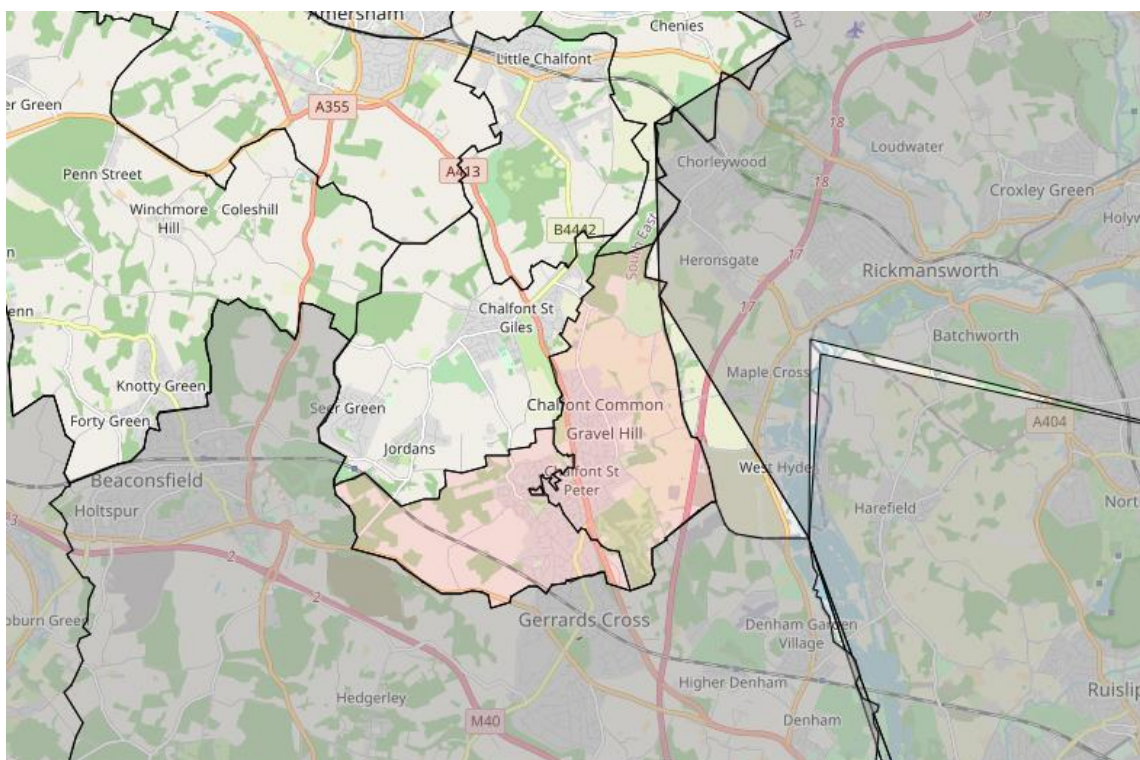
222. At the same time, monitoring on-going demographic or other trends over the Neighbourhood Plan period will help ensure the continued relevance and credibility of its policies.

Appendix A : Calculation of Affordability Thresholds

A.1 Assessment geography

223. As noted in the Tenure and Affordability chapter above, affordability thresholds can only be calculated on the basis of data on incomes across the Neighbourhood Plan area. Such data is available at MSOA level but not at the level of neighbourhood plan areas.
224. As such, when calculating affordability thresholds, an MSOA needs to be selected that is a best-fit proxy for the Neighbourhood Plan area. In the case of Chalfont St Peter, it is considered that MSOAs Chiltern 011 and Chiltern 012 are the closest realistic proxy for the Neighbourhood Plan area boundary, and as such, this is the assessment geography that has been selected. A map of both MSOA appears below in Figure 7-1.

Figure 7-1: MSOA Chiltern 011 and Chiltern 012 used as a best-fit geographical proxy for the Neighbourhood Plan area



Source: ONS

A.2 Market housing

225. Market dwellings are accessible to people on higher incomes. Choices in the housing market are driven principally by spending power, life stage, and personal taste.
226. The operation of the housing market is, in most circumstances, the best means of addressing the demand for different types of housing for sale. For this reason, it is important that planning policy does not place unnecessary burdens on the market preventing its ability to respond to demand, because this is the principal way equilibrium is achieved in the market and thus house price growth kept in check.
227. In this sense, the notion of development viability is essential. It is important not to deter development in the context of clear housing need; to do so will not only frustrate the delivery of new housing but also may deprive the community of resources for infrastructure improvements.
228. To determine affordability in market housing, the assessment considers two primary indicators: income thresholds, which denote the maximum share of a family's income that should be spent on accommodation costs, and purchase

thresholds, which denote the standard household income required to access mortgage products.

i) Market sales

229. The starting point for calculating the affordability of a dwelling for sale (i.e. the purchase threshold) from the perspective of a specific household is the loan to income ratio which most mortgage companies are prepared to agree. This ratio is conservatively estimated to be 3.5.
230. 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, this data is not available for Chalfont St Peter. As such, a reasonable assumption is therefore made that a 10% purchase deposit is available to the prospective buyer.
231. The value of an entry-level dwelling is considered the best representation of the segment of market housing most likely to be accessible to those on lower incomes.⁴⁷ The value of an entry level dwelling used here is the lower quartile average house price from sales data from Land Registry over the year 2019.
232. The calculation is therefore:
- Value of an 'entry level dwelling' = £396,750
 - Purchase deposit = £39,675 @10% of value;
 - Value of dwelling for mortgage purposes = £357,075;
 - Loan to income ratio = value of dwelling for mortgage purposes divided by 3.5;
 - **Purchase threshold = £102,021.**

ii) Private Rented Sector (PRS)

233. Income thresholds are used to calculate the affordability of rented and affordable housing tenures. Households are deemed able to afford a private rented property if the lower quartile private rent does not exceed 30% of gross household income.
234. It is assumed that lower quartile private rent equates to the average rent paid in the Neighbourhood Plan area for a two-bedroom dwelling (enough living space for two or three individuals). In order to be in conformity with the Government guidance on overcrowding,⁴⁸ such a home would require three habitable rooms (a flat or house with two bedrooms).
235. The property website [Home.co.uk](https://www.home.co.uk) shows rental values for property in the Neighbourhood Plan area. The best available data is derived from properties available for rent within the SL9 postcode area, which covers a larger area than the Plan area itself but can be used as a reasonable proxy for it. Moreover, because it forms a larger geography with a greater number of rental properties offered, the larger sample size is likely to generate more robust findings.
236. According to [home.co.uk](https://www.home.co.uk), there are 20 two-bed properties currently listed for rent across SL9, with an average price of £1,810 per calendar month.
237. It is possible to derive from this data the estimated income threshold for private rental sector dwellings in the Neighbourhood Plan area; the calculation is therefore:
- Annual entry-level rent = £1,810 x 12 = £21,720;
 - Multiplied by 3.33 (so that no more than 30% of income is spent on rent) = £72,400;
 - **Income threshold (private rental sector) = £72,400.**

⁴⁷ 'Entry-level dwelling' can be understood to comprise a property that costs the average value of dwellings falling into the lower quartile of house prices in the Neighbourhood Plan area, as set out in the Tenure and Affordability chapter above.

⁴⁸ This is based on the concept of the 'room standard', which indicates 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). See: http://england.shelter.org.uk/housing_advice/repairs/overcrowding

238. The NPPF 2019 acknowledges that build-to-rent dwellings have a role to play in providing affordable market homes and may meet affordable housing need where they include a component of affordable private rent.

A.3 Affordable Housing

239. There are a range of tenures that constitute the definition of Affordable Housing within the 2019 NPPF: social rent and affordable rent, discounted market sales housing, and other affordable routes to home ownership.

240. This variety of tenures reflects an ambition by the Government to provide a pathway to home ownership for more households, as well as introducing market principles into the provision of subsidised housing for rent. The aim is to divide affordable housing 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.

241. We consider each of the affordable housing tenures in turn.

i) Social rent

242. Rents in socially rented properties reflect a 'formula rent' based on a combination of individual property values and average earnings in each area, resulting in 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.

243. To determine social rent levels, data and statistical return from Homes England is used. This data is only available at the LPA level so must act as a proxy for Chalfont St Peter. This data provides information about rents and the size and type of stock owned and managed by private registered providers and is presented for Chiltern in the table below.

244. To determine the income needed, it is assumed that no more than 30% of income should be spent on rent. This HNA uses two bedroom homes in the main report tables to illustrate affordability of this tenure. These homes are a good proxy for affordability in this tenure as they are typically the most numerous property size.

Table A-1: Social rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average social rent per week	£108	£111	£121	£131	£114
Annual average	£5,635	£5,794	£6,286	£6,788	£5,909
Income needed	£22,541	£23,177	£25,143	£27,150	£23,637

Source: Homes England, AECOM Calculations

ii) Affordable rent

245. Affordable rent is controlled at no more than 80% of the local market rent. However, registered providers who own and manage affordable rented housing may also apply a cap to the rent to ensure that it is affordable to those on housing benefit (where under Universal Credit the total received in all benefits to working age households is £20,000). Even an 80% discount on the market rent may not be sufficient to ensure that households can afford it, particularly when they are dependent on benefits. Registered Providers in some areas have applied caps to larger properties where the higher rents would make them unaffordable to families under Universal Credit. This may mean that the rents are actually 50-60% of market levels rather than 80%.

246. Data on the most realistic local affordable rent costs is obtained from the same source as social rent levels for Chiltern (above). Again, it is assumed that no more than 30% of income should be spent on rent.

Table A-2: Affordable rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average affordable rent per week	£137.74	£173.03	£198.11	£218.64	£166.70
Annual average	£7,162	£8,998	£10,302	£11,369	£8,668
Income needed	£28,650	£35,990	£41,207	£45,477	£34,674

Source: *Homes England, AECOM Calculations*

iii) Intermediate tenures

247. Intermediate housing includes 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. They can include shared equity (shared ownership and equity loans), other low-cost homes for sale and intermediate rent, but not affordable rented housing.

Discounted Market Homes

248. In paragraph 64 of the NPPF 2019, 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”. The most recent proposals for ‘Changes to the current planning system’ suggest that 25% of all Affordable Housing should be First Homes – the Government’s new flagship discounted market sale product. When the NPPF is next updated, it is expected that the 10% requirement referenced above may be replaced by the First Homes requirement.

249. Whether to treat discounted market sale homes as affordable housing or not depends on whether discounting the asking price of new build homes of a size and type suitable to first time buyers would bring them within reach of people currently unable to access market housing for purchase.

250. Applying a discount of 30% - as in the Government’s proposed First Homes product – provides an approximate selling price of £403,025 (30% discount on median average prices of £575,750). Allowing for a 10% deposit further reduces the value of the property to £362,723. The income threshold at a loan to income ratio of 3.5 is £103,635.

251. In practice, developers are likely to price these homes in relation to new build prices, particularly in locations where discounting in relation to entry level prices may not make these homes viable to develop in relation to build costs. When new build prices are discounted by 30%, they may not offer any discount on entry level prices.

252. The income thresholds analysis in the Tenure and Affordability chapter also compares local incomes with the costs of a 20%, 40% and 50% discounted home. This would require an income threshold of £118,440, £88,830 and £74,025 respectively.

Shared ownership

253. 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, 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 ‘staircasing’. Generally, staircasing will be upward, thereby increasing the share owned over time.

254. In exceptional circumstances (for example, 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 first-time buyers, people who have owned a home previously and council and housing association tenants with a good credit rating whose annual household income does not exceed £80,000.

255. To determine the affordability of shared ownership, calculations are based on the median house price of £575,750.⁴⁹ The deposit available to the prospective purchaser is assumed to be 10% of the value of the dwelling, and the standard loan to income ratio of 3.5 is used to calculate the income required to obtain a mortgage. The income required to cover

⁴⁹ It is important to note that current shared ownership models are only available for new build homes, which are assumed to cost more than this average taken from all open market housing, which also includes property re-sale.

the rental component of the dwelling is based on the assumption that a household spends no more than 30% of the income on rent (as for the income threshold for the private rental sector).

256. A 25% equity share of £575,750 is £143,938, from which a 10% deposit of £14,394 is deducted. The mortgage value of £129,544 (£143,938 - £14,394) is then divided by 3.5. To secure a mortgage of £129,544, an annual income of £37,013 (£129,544/3.5) is therefore needed. In addition to mortgage costs, rent is charged on the remaining 75% shared ownership equity, i.e. the unsold value of £431,813. An ongoing annual rent equivalent to 2.5% of the value of the unsold equity is assumed, which is £10,795 and requires an income of £35,984.38 (multiplied by 3.33 so that no more than 30% of income is spent on rent). Therefore, an income of around **£72,997** (£37,013 + £35,984.38) is required to afford a 25% shared equity purchase of an entry-level home. The same calculations were undertaken for equity shares of 50% and 75%, producing income thresholds of **£98,015** and **£123,032** respectively.

Appendix B : 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 housing 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 = £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) 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.

c) 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 methods⁵⁰.

Age-Restricted General Market Housing

⁵⁰ The Tenant Services Authority has issued an explanatory note on these methods at <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

A type of housing which is generally for people aged 55 and over and the active elderly. It may include some shared amenities such as communal gardens but does not include support or care services.

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 Standard⁵¹

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 Order⁵²

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)⁵³

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.

⁵¹ See <https://www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-household-report>

⁵² See <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

⁵³ 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 Housing or Housing-With-Care

Housing which usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required, through an onsite care agency registered through the Care Quality Commission (CQC). Residents are able to live independently with 24 hour access to support services and staff, and meals are also available. There are often extensive communal areas, such as space to socialise or a wellbeing centre. In some cases, these developments are included in retirement communities or villages - the intention is for residents to benefit from varying levels of care as time progresses.

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.

First Homes

The Government is consulting on the introduction of First Homes as a new form of discounted market homes which will provide a discount of at least 30% on the price of new homes. The intention is that these homes are available to first time buyers as a priority but other households will be eligible depending on agreed criteria. New developments are likely to be required to provide 25% of Affordable Housing as First Homes.

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.

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.

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 years⁵⁴, 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.

⁵⁴ 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.

Retirement Living or Sheltered Housing

Housing for older people which usually consists of purpose-built flats or bungalows with limited communal facilities such as a lounge, laundry room and guest room. It does not generally provide care services, but provides some support to enable residents to live independently. This can include 24 hour on-site assistance (alarm) and a warden or house manager.

Residential Care Homes and Nursing Homes

Housing for older people comprising of individual rooms within a residential building and provide a high level of care meeting all activities of daily living. They do not usually include support services for independent living. This type of housing can also include dementia care homes.

Rightsizing

Households who wish to move into a property that is a more appropriate size for their needs can be said to be rightsizing. This is often used to refer to older households who may be living in large family homes but whose children have left, and who intend to rightsize to a smaller dwelling. The popularity of this trend is debatable as ties to existing communities and the home itself may outweigh issues of space. Other factors, including wealth, health, status and family circumstance also need to be taken into consideration, and it should not be assumed that all older households in large dwellings wish to rightsize.

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 Housing⁵⁵

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

⁵⁵ See <http://www.housingcare.org/jargon-sheltered-housing.aspx>

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 (LHNA) 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 LHNAs 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 LHNAs are combined with Economic 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.⁵⁶

⁵⁶ See <http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing>

