

Highworth

Housing Needs Assessment (HNA)

October 2022

Quality information

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List of acronyms used in the text:

HTC	Highworth Town Council
SBC	Swindon Borough Council
DLUHC	Department for Levelling Up, Housing and Communities (formerly MHCLG)
HNA	Housing Needs Assessment
HRF	Housing Requirement Figure (the total number of homes the NA is expected to plan for, usually supplied by LPAs)
HLIN	Housing Learning and Improvement Network
HRP	Household Reference Person
LHN	Local Housing Need
LPA	Local Planning Authority
NA	Neighbourhood (Plan) Area
NP	Neighbourhood Plan
NPPF	National Planning Policy Framework
ONS	Office for National Statistics
PPG	Planning Practice Guidance
PRS	Private Rented Sector
RQ	Research Question
SHMA	Strategic Housing Market Assessment
VOA	Valuation Office Agency

1. Executive Summary

1. Highworth is a Neighbourhood Area located in the local authority area of Swindon Borough. The Neighbourhood Area boundary covers the areas administered by Highworth Town Council (HTC).
2. The statistics show that in the 2011 Census the NA had a total of 8,151 residents, formed into 3,562 households and occupying 3,682 dwellings. The Office for National Statistics (ONS) produces mid-year population estimates for parishes and wards throughout the country. The mid-2020 population estimate for Highworth is 7,954 – indicating population decline of around -2.4% since 2011. It is worth noting that this figure is an estimate only, based on data which is mostly available at local authority level such as administrative registers of births and deaths, data on moves between local authorities, small-area population estimates and official population projections, and not based on a survey count.
3. Completions data provided by Swindon Borough Council (October 2022) has demonstrates there has been an increase 171 dwellings since 2011. The breakdown of size from existing monitoring reports used to inform this HNA was not available from the outputs provided by Swindon Borough Council. However, the increase in 171 dwellings does not align with the projected population decline observed above. Given that the ONS estimate of the population is likely based on higher-scale trends and does not appear to reflect the local picture, it is likely to be an underestimate of the current population. That said, it is possible for a population to decline while the number of homes grows simply through mortality and outward migration (with fewer people occupying a larger number of homes).

Data from the Census 2021 is being released at the local authority level throughout 2022. At present, only population and household data is available, with data on the dwelling stock expected by the end of the year. Data from the Census 2021 at the localised level, including parishes, will not be available until 2023 at the earliest. As such, neighbourhood level HNAs will draw on the latest available data at the local authority level and continue to use other data sets, including Census 2011 and ONS parish projections to build up evidence of demographics at the neighbourhood level. Up to date data is available at the neighbourhood level on the dwelling stock, prices and rents from other sources (including the Valuation Office Agency and Land Registry). As such, most of the data the HNA draws on is not reliant on the Census.

4. This Executive Summary details the conclusions of each chapter of the report, addressing the three research questions formulated at the outset of the research.

Tenure and Affordability

5. Beginning with housing tenures, this chapter finds that ownership tenures are the most common tenure type in Highworth, with 72.7% of residents owning their own home, a proportion that is greater than the local authority (65.5%) and the country (63.3%). Highworth had a significantly lower proportion of households private renting (10.6%), and a lower proportion of households socially renting (14.9%) when compared to the local

authority and national averages.

6. Subsequently, Table 4- breaks down house prices by type, presenting the median within each type. It shows that the median house price growth in Highworth was not equal across house types, with all prices exhibiting a significant level of growth, with the exception of flats (which reduced in price by 11% across the nine-year period). Looking closer at specific housing types reveals that detached housing saw the most growth, at 41.8%, followed closely by terraced at 39.3%.
7. AECOM's affordability threshold calculations (Table 4-3) demonstrated there is a relatively large group of households in Highworth who may be able to afford to rent privately but cannot afford home ownership. They are typically earning between around £32,600 per year (at which point entry-level rents become affordable) and £46,221 (at which point entry-level market sale homes become affordable). This 'can rent, can't buy' cohort may benefit from the range of affordable home ownership products such as First Homes and shared ownership. Shared ownership appears to be more affordable than First Homes but is broadly accessible to the same groups
8. The expected level of delivery shown in Table 4-7 does not meet the quantity of demand identified in estimates of the need for affordable rent in Highworth. However it does marginally exceed the quantity of demand identified in estimates for affordable rent in Highworth. As such, it is recommended that the policy requirement be met wherever possible, and for further avenues for delivering greater quantities of Affordable Housing (such as exception sites) be explored. 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.
9. 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. 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 ways of boosting the supply of affordable housing. Overall, an 65% rent to 35% ownership split is suggested for new Affordable Housing in the area to strike a balance between fulfilling the most important renting needs in the area, whilst also providing a smaller offering of Affordable Homes ownership tenures for households struggling with the affordability thresholds of ownership in the area.

Type and Size

10. This study 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 parish or on any particular site. These include the specific characteristics of the nearby stock of housing (such as its condition and design), the role of the NA or site within the wider housing market area (linked to any Local Authority strategies or plans) and site-specific factors which may justify a particular dwelling mix.
11. The most common type of housing in the NA in 2011 was detached dwellings, accounting for 28.2% in 2021. While there is a balanced offering of semi-detached and terraced homes, there are relatively few flats.
12. Turning to dwelling size, 3-bedroom dwellings are the most common in Highworth, at similar proportions to Swindon and England. This is also true when comparing the proportion of 2-bedroom dwellings for all three geographies. However, Highworth has a higher proportion of 4+bedroom dwellings and a smaller proportion of 1-bedroom dwellings, when compared to Swindon and England.
13. There is a high proportion of individuals in the 45-64 and 65-84 category in Highworth – significantly higher than the national equivalent, and the borough proportions. The opposite trend can be seen in the age bands below 45-64, with the proportion of each band lower in Highworth compared to the borough and country. Finally, the proportion of 85 and over is also higher than the borough and national proportions, indicative of an older population in the NA. More recent estimates suggest that the population is ageing.
14. There is an overall trend of under-occupancy in Highworth, especially in families aged 65+ and families aged under 65 with no children. This suggests that larger housing within Highworth is being occupied by the people with the most wealth and/or by older people who have been unable or unwilling to downsize into smaller properties rather than by the largest families.
15. Modelling based on population change and the NA's existing dwelling stock suggests that to achieve Highworth's 'ideal' size mix by 2036 the civil parish needs an increase in the proportions of smaller dwellings in the area. The chapter suggests that the proportion of two and three-bedroom dwellings should both be increased by a significant amount, whereas it is recommended that four-bedroom sized dwellings increase their proportion in the civil parish's size mix by only 4%.
16. Namely, over 53% of future developments should be three-bedroom dwellings to achieve the NA's ideal dwelling size mix by 2036. The remaining housing delivery should be split between one-bedroom dwellings (roughly 20%), two-bedroom dwellings (24%) and a small percentage of four-bedrooms (roughly 4%). The calculations suggest that Highworth does not need any more five-or-more-bedroom dwellings up to the end of the Plan period.

Specialist Housing for Older People

17. To begin with, this chapter finds that there are a total of 165 units of specialist accommodation in the NA at present. This largely consists of retirement housing for social rent but also includes specialist care housing, in addition to age exclusive housing, and a care home with 27 bedspaces (Grove Hill care home).
18. ONS 2020 population estimates suggest that there are currently around 1,043 individuals aged 75 or over in Highworth. This suggests that current provision is in the region of 158 units per 1,000 of the 75+ population (a common measure of specialist housing supply). The number of people aged 75+ in Highworth is expected to grow from 778 individuals in 2011 to 1,483 by 2036.
19. 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 sense-checked using a toolkit based on national research and assumptions.
20. These two methods of estimating the future need in Highworth produce a range of 177 to 222 specialist accommodation units that might be required during the Plan period. These estimates are based on the projected growth of the older population, thereby assuming that today's older households are already well accommodated. If this is found not to be the case, it would justify aspiring to exceed the range identified here.
21. With reference to the breakdown in range between levels of care and tenure, the NA largely consists of flats (2-bedroom, 3 bedroom) such as retirement housing, extra care housing, in addition to age exclusive housing for social rent (62%) or for leasehold (38%).
22. The Neighbourhood Plan can't set the proportion that should be affordable – that usually has to be in line with Local Plan policy for all housing however any additional provision the Neighbourhood Plan could potentially fill a different gap in the market. In Highworth this might be satisfied by making sure all new housing is accessible and adaptable for people with lower support needs.
23. Given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another avenue open to the Neighbourhood Plan is therefore to require standards of accessibility and adaptability in new development to be met at more ambitious levels than those mandated in the Local Plan, and to encourage the adaptation of existing properties through grant schemes and other means (though it is acknowledged the Neighbourhood Plan may have less influence over changes to the existing stock).
24. With reference to the emerging Local Plan, policy DM7 (Housing for Older People) stipulates that proposals for specialist housing designed to specifically meet the needs of elderly residents shall be supported where they are accessible to local facilities and services and can demonstrate that they have been designed to meet specific needs of occupants with: individual dwellings with inbuilt flexibility in accordance with optional Building Regulations M4(2) Category 2: Accessible and Adaptable dwellings, in order to enable easy adaptation to meet changing needs over time; and makes provisions that at

least 50% of dwellings should be suitable for occupation by wheelchair users, or easily adaptable for residents who are wheelchair users (M4(3)).

25. The provision of housing sites (C3) to meet the needs of active older people will be supported where evidence establishes the need for such housing as part of the wider market housing mix throughout the Borough.
26. The emerging Local Plan also recognises that locally there is an ageing population, with people living longer and needing more accessible accommodation and that this will necessitate the provision of different types of adaptable accommodation such as lifetime homes and lifetime neighbourhoods, with nearby access to facilities and services required particularly by the elderly.
27. This is reinforced by emerging Local Plan Policy DM8 (Accessible Housing) which states that development proposals of 10 dwellings or more should provide all new housing in accordance with M4(2): Category 2 Accessible and Adaptable dwellings, or any subsequent update; and development proposals for 25 dwellings or more should provide at least 10% of the dwellings to be suitable for occupation by wheelchair users.
28. 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.
29. 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).
30. It is considered that Highworth 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 Area (while noting there is no specific requirement or obligation to do so if there is potential to meet need arising from Highworth in other suitable locations near to but outside the Plan area boundaries). However, the group also highlighted that Highworth is often overlooked in relation to the much larger settlement of Swindon, and so the provision of specialist accommodation could be focussed on Highworth initially if this is felt to be to the community's benefit.
31. 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 Highworth 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.

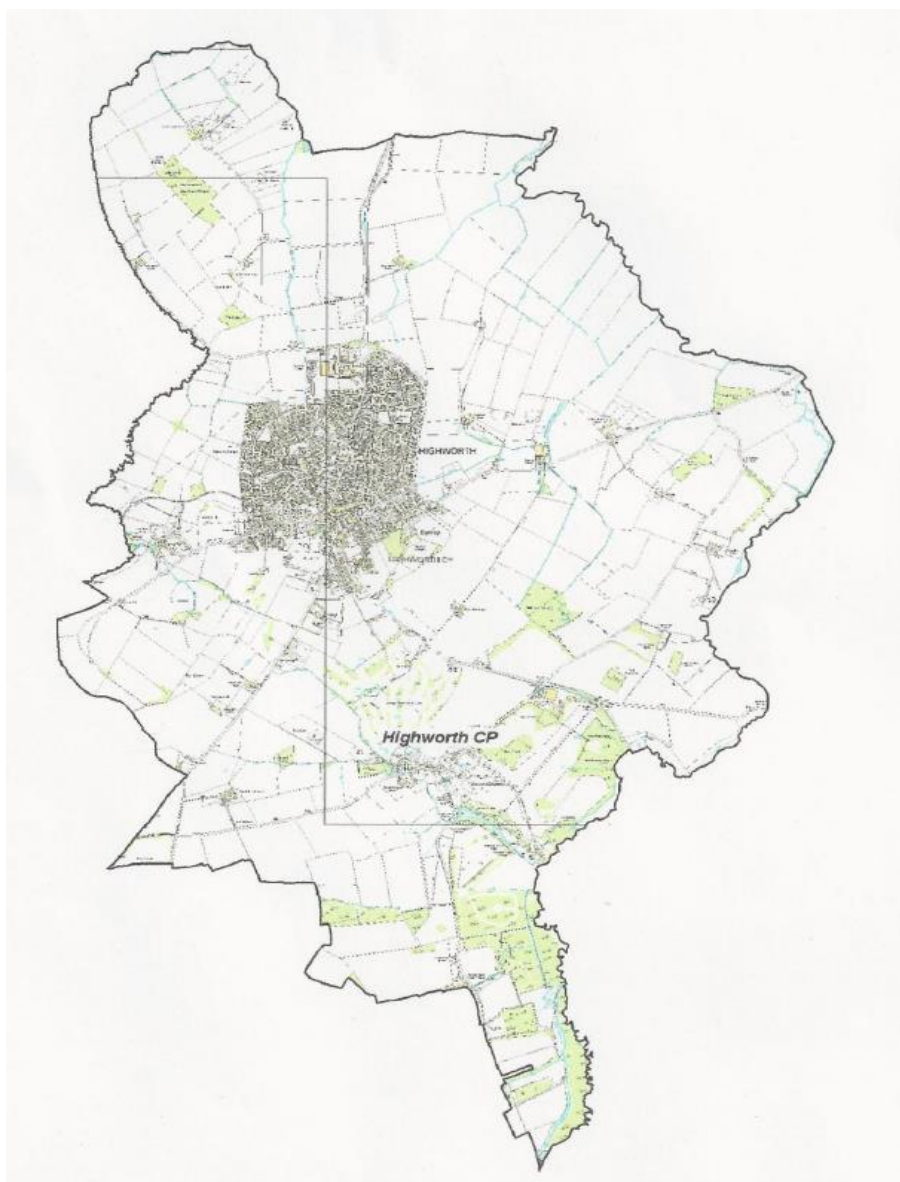
32. Wherever specialist housing is to be accommodated, partnership working with specialist developers is recommended, so as to introduce a greater degree of choice into the housing options for older people who wish to move in later life.

2. Context

Local context

33. Highworth is a Neighbourhood Area located in Wiltshire. The Neighbourhood Area (NA) boundary aligns with the civil parish of Highworth and was designated in March 2015. The proposed Neighbourhood Plan period starts in 2022 and extends to 2036, therefore comprising a planning period of 14 years. The evidence supplied in this report will look forward to the Plan end date of 2036, but where possible will also provide annualised figures which can be extrapolated to a different term if the Plan period changes.
34. Highworth is located approximately seven miles northeast from Swindon. It is a market town located along the A361. Highworth has a well-defined historic centre with a range of services including two primary schools, a secondary school, four churches, a library, and a youth and community centre. In addition, Highworth has a broad employment base that includes a business park at Blackworth Industrial Estate.
35. For Census purposes, the Neighbourhood Area is made up, like the rest of England, of statistical units called Output Areas (OAs). These make up Lower Layer Super Output Areas (LSOAs), which in turn make up Middle Layer Super Output Areas (MSOAs). The NA equates to the following LSOAs and OAs, which have been used throughout as a statistical proxy for the NA boundary and which can be interrogated for data from both the 2001 and the 2011 Censuses:
- LSOA E01015519;
 - LSOA E01015520;
 - LSOA E01015521;
 - LSOA E01015522;
 - LSOA E01015524;
 - OA E00078500;
 - OA E00078496;
 - OA E00078495;
 - OA E00078491; and
 - OA E00078490.
36. A map of the Plan area appears below in Figure 2-1.

Figure 2-1: Map of the Highworth Neighbourhood Plan area¹



Source: Highworth Neighbourhood Plan (Final Version March 2017)

Planning policy context

37. Neighbourhood Plans are required to be in general conformity with adopted strategic local policies.² In the case of Highworth, the relevant adopted Local Plan for Swindon is the Swindon Local Plan 2026, adopted in March 2017.
38. The emerging Local Plan for Swindon updates the adopted plan, looking to 2036. This is currently at Regulation 19 consultation stage, with a revised draft published for consultation between July and October 2021. This is the latest published version of the plan. Since the publication of this draft, Councillors decided in January 2022 to remove the proposed Highworth Golf Course allocation of approximately 350 dwellings. As this

¹ Nomis (2022) Highworth Parish Available at [Nomis - Official Census and Labour Market Statistics - Nomis - Official Census and Labour Market Statistics \(nomisweb.co.uk\)](https://www.nomisweb.co.uk/)

² A description of the Basic Conditions of Neighbourhood Planning is available at <https://www.gov.uk/guidance/neighbourhood-planning--2#basic-conditions-for-neighbourhood-plan-to-referendum>

constitutes a major change, a further Regulation 19 consultation is expected to take place. It is currently unknown whether these 350 dwellings will be allocated elsewhere in Highworth.

Policies in the adopted local plan

39. Table 2-1 below summarises adopted Local Plan policies that are relevant to housing need and delivery in Highworth.

Table 2-1: Summary of relevant adopted policies in the Swindon Local Plan 2026

Policy	Provisions
Policy SD2: The Sustainable Development Strategy	<p>Outside Swindon, rural development will be located primarily at Highworth and Wroughton, which (of the rural settlements) are the most accessible and maintain the largest range of facilities.</p> <p>Sustainable economic and housing growth will be delivered in Swindon Borough during the plan period through the provision of about, but not less than, 22,000 dwellings between 2011 and 2026.</p> <p>At least 200 of these dwellings will be delivered in Highworth between 2011 and 2026.</p>
Policy HA1: Mix, Types and Density	<p>There should be a variety of densities, house types, and sizes to meet local needs as identified within the Swindon SHMA and in line with the Swindon Borough Housing Strategy.</p> <p>Large development proposals will be expected to consider the contribution self-build can make to the mix and type of development.</p>
Policy HA2: Affordable Housing	<p>On all developments of 15 homes or more (or sites larger than 0.5 hectares), a target of 30% affordable homes should be delivered on-site.</p> <p>Where affordable homes are to be provided on-site, Affordable Housing should be integrated within the design and layout of a development and of a mix and tenure that reflects current need.</p>
Policy HA3: Wheelchair Accessible Housing	<p>Development proposals for 50 dwellings or more should provide at least 2% of the dwellings to be suitable for occupation by wheelchair users.</p>
Policy RA1: Highworth	<p>Development at Highworth shall be in accordance with Policies SD1 and SD2 and should support the following local priorities:</p> <ul style="list-style-type: none"> to maintain the separate identity of Highworth as a hilltop market town and respect its landscape setting;

Policy	Provisions
	<ul style="list-style-type: none"> • rejuvenation of Highworth Town Centre to create a lively, thriving and attractive focus for the town (details outlined in the full policy); • support a sustainable market town economy for Highworth (details outlined in the full policy); • prevention of significant adverse environmental impact; • provision of a range of social and recreational facilities; and • protection and enhancement of the role of Pentylands Park as a place to visit for recreational purposes and related activities.

Land north of Blackworth Industrial Estate is allocated for B Use Class employment use, with no more than 50% of it being used for B8-Use Class.

Source: SBC

Policies in the emerging local plan

40. Table 2-2 below summarises emerging Local Plan policies that are relevant to housing need and delivery in Highworth.

Table 2-2: Summary of relevant adopted policies in the Swindon Borough Local Plan 2036 Revised Proposed Submission Draft (July 2021)³

Policy	Provisions
SP2: The Spatial Strategy	<p>Sufficient land will be allocated, which together with commitments and dwellings completed since 2018, will deliver at least 21,100 dwellings over the plan period 2018-2036.</p> <p>Outside of Swindon and Strategic Allocations, a graduated dispersal strategy to development is applied so that:</p> <ol style="list-style-type: none"> a. development will be located primarily at Highworth and Wroughton, which (of the rural settlements) are the most accessible and maintain the largest range of facilities; b. South Marston will be extended as part of the allocated strategic New Eastern Villages allocation; c. at the other villages in the Borough, proportional to their size and function, development will be supported within the rural settlement boundaries; and d. outside the settlement boundaries and strategic and local allocations (including Neighbourhood Plan allocations)

³ Available at: https://swindon-consult.objective.co.uk/portal/lpr/lps/local_plan_submission_revised_draft_plan?pointId=5464358

Policy	Provisions
	<p>development is not supported unless allowed for by other policies in the Plan.</p>
	<p>Housing allocations for Highworth total 866 dwellings (this will be 516 once the 350-golf club allocation is removed).</p>
	<ul style="list-style-type: none"> • Land east of Roundhills Mead – 250 dwellings; • Land at Shrivenham Road – 200 dwellings; • Redlands Park, Phase 2 – 41 dwellings; • Land west of Lechlade Road – 25 dwellings; and • Land at Highworth Golf Club – 350 dwellings. This has since been removed from the Local Plan and it is unknown whether an alternative allocation for this number of dwellings will be allocated in Highworth.
LA18: Land east of Roundhills Mead, Highworth	<p>Land east of Roundhills Mead is allocated for residential development of about 250 dwellings. Full details are outlined in the policy.</p>
LA19: Land at Shrivenham Road, Highworth	<p>Land at Shrivenham Road is allocated for about 200 dwellings. Full details are outlined in the policy.</p>
LA20: Land at Redlands, Highworth	<p>Land at Redlands is allocated for about 41 dwellings. Full details are outlined in the policy.</p>
LA21: Land at Lechlade Road, Highworth	<p>Land at Lechlade Road is allocated for residential development of up to 25 dwellings. Full details are outlined in the policy.</p>
LA34: Land at Highworth Golf Club	<p>Land at Highworth Golf Club is allocated for about 350 dwellings. Full details are outlined in the policy.</p>
	<p>It is important to note that this allocation has now been removed from the emerging Local Plan. It is unknown if the 350 dwellings will be reallocated to Highworth.</p>
DM5: Mix of Residential Accommodation	<p>The unit size mix of market housing will be determined in response to market demand. However, all significant development comprising dwellings – with the exception of specialist housing developments – should provide a variety of dwelling sizes to facilitate choice in the marketplace.</p>
	<p>A market assessment of each site should consider:</p> <ol style="list-style-type: none"> a. the location and character of the site, with a higher proportion of one- and two-bedroom apartments appropriate to central urban locations;

Policy	Provisions
	<ul style="list-style-type: none"> b. the potential for one and two bed dwellings to meet specific sections of the market such as first time buyers and elderly persons; c. promoting mixed and inclusive neighbourhoods; and d. higher end market housing at appropriate locations. <p>The unit size mix of social or affordable rented housing should be determined in consultation with the local planning authority housing department based on the most up to date evidence of housing need using the pre-application process.</p>
<p>DM6: Affordable Housing</p>	<p>Except in Swindon Town Centre, on all major residential developments 10% of all dwellings should be provided on site as affordable home ownership housing and 20% of dwellings proposed in the development should be provided as affordable or social rented housing.</p> <p>On-site Affordable Housing should be integrated within the design and layout of development so as not to be distinguishable from housing for open market sale in groups of no more than 15 units.</p>
<p>DM7: Housing for Older People</p>	<p>Proposals for specialist housing designed to specifically meet the needs of elderly residents shall be supported where they are accessible to local facilities and services and can demonstrate that they have been designed to meet specific needs of occupants with:</p> <ul style="list-style-type: none"> a. individual dwellings with inbuilt flexibility in accordance with optional Building Regulations M4(2) Category 2: Accessible and Adaptable dwellings in order to enable easy adaptation to meet changing needs over time; b. at least 50% of dwellings suitable for occupation by wheelchair users, or easily adaptable for residents who are wheelchair users (M4(3): Wheelchair user dwellings); <p>Further details are outlined in the full policy.</p> <p>The provision of housing sites (C3) to meet the needs of active older people will be supported where evidence establishes the need for such housing as part of the wider market housing mix throughout the Borough.</p>
<p>DM8: Accessible Housing</p>	<p>In order to provide homes which are suitable for a range of occupants with differing needs and which will allow adaptation to meet the changing needs of occupants over time:</p> <ul style="list-style-type: none"> a. development proposals of 10 dwellings or more should provide all new housing in accordance with M4(2): Category 2 Accessible and Adaptable dwellings, or any subsequent update; and b. development proposals for 25 dwellings or more should provide at least 10% of the dwellings to be suitable for occupation by

Policy	Provisions
DM12: Custom and Self Build Housing	<p>wheelchair users in accordance with M4(3): Category 3 Wheelchair User dwellings, or subsequent update.</p> <hr/> <p>The Council will support proposals for self-build and custom-build projects that are delivered in accordance with policies in the Development Plan.</p> <p>On sites of 50 or more houses the Council will seek a proportion of the developable plots to be set aside for self-build and custom-build. The proportion will be determined by the needs derived from the Council's Custom and Self-Build Housing Register.</p>

Source: SBC

Quantity of housing to provide

41. The NPPF 2021 (paragraphs 66 and 67) requires Local Authorities to provide neighbourhood groups upon request with a definitive or an indicative number of houses to plan for over the Neighbourhood Plan period.
42. In the adopted Swindon Local Plan SBC provided Highworth with an indicative figure of at least 200 dwellings to be accommodated within the Neighbourhood Plan area (or 13.3 per year from 2011-2026)⁴. Planning permissions and recent completions have accounted for 88 of these homes already, and the Highworth Plan is therefore allocating residential development sites for a minimum of 112 further homes.
43. The emerging Local Plan identifies a number of development sites in Highworth that totals 516. It is key to note that Land at Highworth Golf Club for 350 dwellings, has recently been removed and is not included in the Local Plan total. It is unknown whether an alternative allocation for this number of dwellings will be allocated in Highworth.

⁴ Swindon Local Plan 2026.

3. Approach

Research Questions

44. The following research questions were formulated at the outset of the research through discussion with Highworth Town Council. They serve to direct the research and provide the structure for the HNA.

Tenure and Affordability

45. 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.
46. This evidence will allow Highworth 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.
47. 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.

RQ 1: What quantity and tenures of Affordable Housing should be planned for over the Neighbourhood Plan period?

Type and Size

48. The neighbourhood planning group is seeking to determine what size and type of housing would be best suited to the local community. HTC perceive that there is a need for more affordable housing, and highlighted the need for more rented housing which is in limited supply.
49. 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.
50. While this study is not able to advise on space standards or home configurations, it may reveal imbalances between the available stock and demographic trends.
51. Note, however, that the evidence gathered here takes the current population as its starting point and projects forward trends that exist today. It therefore risks embedding features of the housing stock and occupation patterns that the community may actually wish to change. In that sense, the findings in this report might be viewed as the baseline scenario on top of which the community's objectives and primary evidence should be layered to create a more complete picture and vision for the future.

RQ 2: 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?

Specialist Housing for Older People

52. This chapter supplements the demographic evidence relating to Type and Size, including the potential demand for downsizing, to consider the quantity and characteristics of need for housing for older people with some form of additional care.

RQ 3: What provision should be made for specialist housing for older people over the Neighbourhood Plan period?

Relevant Data

53. This HNA assesses a range of evidence to ensure its findings are robust for the purposes of developing policy at the Neighbourhood Plan level and is locally specific. This includes data from data sources, including:

- Census 2011 and Census 2021 (the latter only available at the local authority level at present);
- Other Office of National Statistics (ONS) datasets providing more up-to-date demographic information;
- ONS population and household projections for future years;
- Valuation Office Agency (VOA) data on the current stock of housing;
- Land Registry data on prices paid for housing within the local market;
- Rental prices from Home.co.uk;
- Local Authority housing waiting list data; and
- Swindon and Wiltshire Strategic Housing Market Assessment (update 2017).

54. Data from the Census 2021 is being released at the local authority level throughout 2022. At present, only population and household data is available, with data on the dwelling stock expected by the end of the year. Data from the Census 2021 at the localised level, including parishes, will not be available until 2023 at the earliest. As such, neighbourhood level HNAs will draw on the latest available data at the local authority level and continue to use other data sets, including Census 2011 and ONS parish projections to build up evidence of demographics at the neighbourhood level. Up to date data is available at the neighbourhood level on the dwelling stock, prices and rents from other sources (including the Valuation Office Agency and Land Registry). As such, most of the data the HNA draws on is not reliant on the Census.

4. RQ 1: Tenure, Affordability and the Need for Affordable Housing

RQ 1: What Affordable Housing (e.g. social housing, affordable rented, shared ownership, discounted market sale, intermediate rented) and other market tenures should be planned for in the housing mix over the Neighbourhood Plan period?

Introduction

55. This section approaches the question of affordability from two perspectives. First, it examines what tenure options are currently available in the parish and which of them might be most appropriate going forward, based on the relationship between how much they cost and local incomes. Second, it estimates the quantity of Affordable Housing that might be required during the Neighbourhood Plan period. The scale of need for these homes can justify planning policies to guide new development.

56. Tenure refers to the way a household occupies their home. Broadly speaking, there are two categories of tenure: market housing (such as homes available to purchase outright or rent from a private landlord) and Affordable Housing (including subsidised products like social rent and shared ownership). We refer to Affordable Housing, with capital letters, to denote the specific tenures that are classified as affordable in the current NPPF. A relatively less expensive home for market sale may be affordable but it is not a form of Affordable Housing.

57. The definition of Affordable Housing set out in the NPPF 2021 makes clear the Government's commitment to home ownership by broadening the definition 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 introduced a new product called First Homes.⁵

58. Because the First Homes product is new and expected to be an important part of the strategy for improving access to home ownership, it is worth summarising its key features and implications:

- First Homes should be available to buy with a minimum discount of 30% below their full market value (i.e. the value of an equivalent new home);
- The discount level can be set higher than 30% – at 40% or 50% – where this can be suitably evidenced. The setting and justifying of discount levels can happen at neighbourhood as well as local authority scale;
- After the discount is applied the initial sale price must not exceed £250,000 (or £420,000 in Greater London), and lower caps can be set locally;

⁵ The shape that the new First Homes product will take is set out in a Ministerial Statement issued in May 2021, available here: <https://questions-statements.parliament.uk/written-statements/detail/2021-05-24/hlws48>. The relevant update to PPG is available here: <https://www.gov.uk/guidance/first-homes#contents>.

- Purchasers must be first-time buyers with an income less than £80,000 (or £90,000 in Greater London), and First Homes can be prioritised for local people and/or key workers;
- They will be subject to legal restrictions ensuring the discount is retained for future occupants, and renting out or sub-letting will not normally be permitted;
- In addition to setting the discount level, local authorities and neighbourhood planning groups can apply additional criteria, such as a lower income cap, local connection test or prioritisation for key workers through adopted plans, emerging policy or Supplementary Planning Documents.
- 25% of all homes delivered through section 106 developer contributions on sites enabled through the planning process should be sold as First Homes. In simpler terms, 25% of all subsidised Affordable Housing on mainstream housing developments should be First Homes. This is likely to mean that First Homes will take the place of shared ownership housing in many circumstances, and in some cases may also displace social or affordable rented homes.

Current tenure profile

59. The current tenure profile is a key feature of the Neighbourhood Plan Area (NA). 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.
60. Table 4-1 below presents data on tenure in Highworth compared with Swindon and England from the 2011 Census, which is the most recent available source of this information. It shows that the majority of Highworth's households own their own home (72.7%), a proportion that is greater than the local authority (65.5%) and the country (63.3%). Highworth had a significantly lower proportion of households private renting (10.6%), and a lower proportion of households socially renting (14.9%) when compared to the local authority and national averages.
61. There is no current data on the proportion of housing that is rented because the choice to let out a property does not require planning permission or other changes that would be recorded centrally. The 2021 Census will provide the most robust and up-to-date picture of this when the results are released in the coming months. However, it is interesting to observe the change recorded between the 2001 and 2011 Census: in Highworth the private rented sector expanded by 100% in that period, a rate of growth that is marginally higher than England but significantly lower than Swindon (190.9%).

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

Tenure	Highworth	Swindon	England
Owned; total	72.7%	65.5%	63.3%
Shared ownership	0.4%	1.3%	0.8%
Social rented; total	14.9%	16.3%	17.7%
Private rented; total	10.6%	16.0%	16.8%

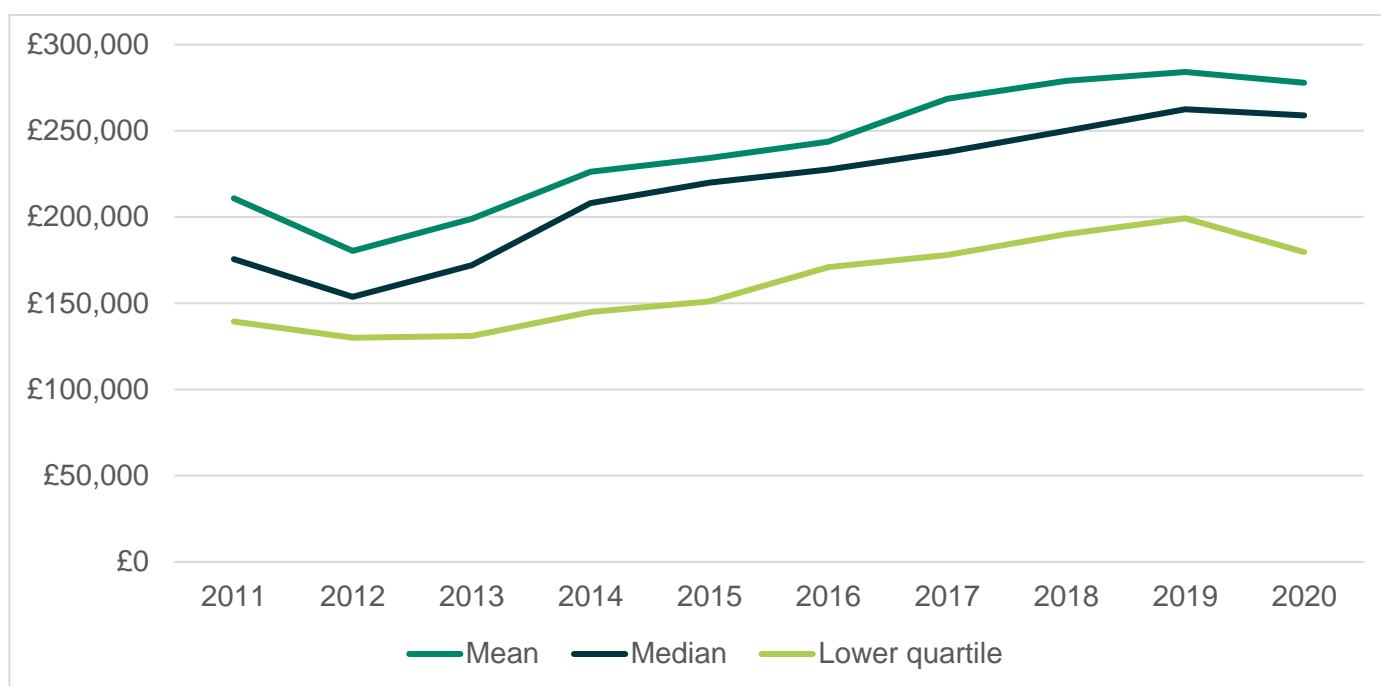
Sources: Census 2011, AECOM Calculations

Affordability

House prices

62. 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.
63. Figure 4-1 looks at selected measures of house prices in Highworth and examines the change in mean (the sum of all values divided by the total number of values), median (the middle value when the values are listed in order), and lower quartile (the value below which the lowest 25% of values fall) for house prices in the NA. Over the 10-year period examined in the graph, house prices across all featured measures have experienced a fairly steady increase, especially for the period of 2013-2018 which exhibits consecutive years of gains before 2019, where a decrease across all three measures are observed.
64. Because the mean captures the average of all the house prices, both high and low, the few outlying data points on the high end cause the mean to increase, making it consistently higher than the median as illustrated in Figure 4-1 .
65. The lower quartile price in 2020 is £179,750, having grown by 28.9% since 2011. The median growth in this time was greater, at 47.6%, with the 2020 median house price £259,000.

Figure 4-1: House prices by quartile in Highworth, 2011-2020



Source: Land Registry PPD

66. Table 4- breaks down house prices by type, presenting the median within each type. It shows that the median house price growth was not equal across house types, with all prices exhibiting a significant level of growth, with the exception of flats (which reduced in price by 11% across the nine-year period). Looking closer at specific housing types reveals that detached housing saw the most growth, at 41.8%, followed closely by terraced at 39.3%.

Table 4-2: Median house prices by type in Highworth, 2011-2020

Type	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Growth
Detached	£261,000	£250,000	£275,000	£312,500	£323,000	£305,000	£410,000	£370,000	£355,000	£369,998	41.8%
Semi-detached	£175,000	£160,000	£172,000	£220,000	£200,000	£227,750	£239,000	£267,000	£262,995	£236,000	34.9%
Terraced	£144,250	£130,000	£140,000	£155,000	£159,998	£185,000	£214,000	£210,000	£202,500	£200,908	39.3%
Flats	£132,000	£130,000	£105,000	£109,498	£119,250	£119,000	£128,000	£125,000	£132,000	£117,500	-11.0%
All Types	£175,500	£153,725	£172,000	£208,000	£220,000	£227,500	£237,750	£250,000	£262,498	£259,000	47.6%

Source: Land Registry PPD

Income

67. 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.

68. The first source is ONS's estimates of incomes in small areas. This is locally specific but limited to the overall average income (i.e. it does not provide the average income of

lower earners). The average total household income before housing costs locally was £44,500 in 2018. A map of the area to which this data applies is provided in Appendix A.

69. The second source is ONS's annual estimates of UK employee earnings. This provides lower quartile average earnings (i.e. the income of the lowest 25% of earners). However, it is only available at the Local Authority level. It also relates to individual earnings. While this is an accurate representation of household incomes where there is only one earner, it does not represent household income where there are two or more people earning. Swindon's gross individual lower quartile annual earnings were £17,718 in 2020. To estimate the income of households with two lower quartile earners, this figure is doubled to £35,436.
70. It is immediately clear from this data that there is a large gap between the spending power of average earning households and those earning the lowest 25% of incomes, particularly where the household in question has one earner only.

Affordability Thresholds

71. To gain a clearer understanding of local affordability, it is useful to understand what levels of income are required to afford different tenures. This is done using 'affordability thresholds': the estimated amount of annual income required to cover the cost of rent or a mortgage given local housing prices.
72. AECOM has determined thresholds for the income required in Highworth 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 the NPPF. These calculations are detailed and discussed in more detail in Appendix A.
73. 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.
74. Table 4- summarises the estimated cost of each tenure, the annual income required to support these costs within the NA, and whether local incomes are sufficient. The income required column assumes the household already has access to a deposit (which we have assumed to be 10% of the value to be purchased) but does not reflect the possibility that households may already hold equity from an existing property. Although these factors may be crucial to whether housing will be affordable, they are highly dependent on individual circumstances that cannot be anticipated here.
75. The same information is presented as a graph in Figure on a subsequent page, with selected measures from the table presented for clarity.

Table 4-3: Affordability thresholds in Highworth (income required, £)

Tenure	Mortgage value (90% of price)	Annual rent	Income required	Affordable on average incomes? £44,500	Affordable on LQ earnings (single earner)? £17,718	Affordable on LQ earnings (2 earners)? £35,436
Market Housing						
Median House Price	£233,100	-	£66,600	No	No	No
LA New Build Mean House Price	£274,496		£78,427	No	No	No
LQ/Entry-level House Price	£161,775	-	£46,221	No	No	No
Average Market Rent	-	£10,692	£35,640	Yes	No	Marginal
Entry-level Market Rent	-	£9,780	£32,600	Yes	No	Yes
Affordable Home Ownership						
First Homes (-30%)	£146,853	-	£41,958	Yes	No	No
First Homes (-40%)	£125,874	-	£35,964	Yes	No	Marginal
First Homes (-50%)	£104,895	-	£29,970	Yes	No	Yes
Shared Ownership (50%)	£116,550	£3,238	£44,092	Yes	No	No
Shared Ownership (25%)	£58,275	£4,856	£32,838	Yes	No	Yes
Shared Ownership (10%)	£23,310	£5,828	£26,085	Yes	No	Yes
Affordable Rented Housing						
Affordable Rent	-	£6,683	£22,255	Yes	No	Yes
Social Rent	-	£5,295	£17,631	Yes	Yes	Yes

Source: AECOM Calculations

76. Before considering each tenure category in turn, it is important to stress that these affordability thresholds have been calculated to give a sufficiently robust indication of the costs of various tenures to inform Neighbourhood Plan policy choices. These figures rely on existing data and assumptions, and it is not possible to estimate every possible permutation. The income figures also disguise a large degree of variation. For simplicity the analysis below speaks in terms of tenure products being 'affordable' or 'not affordable' for different groups, but individual circumstances and the location, condition and other factors of specific properties in each category have a large impact. These conclusions should therefore be interpreted flexibly.

Market housing for purchase and rent

77. Thinking about housing for purchase on the open market, it appears that local households on average incomes are unable to access even entry-level homes unless they have the advantage of a very large deposit. Market housing, even with the benefit of a higher-than-average income, is likely to remain out of reach to most. The median house price would require an annual income 50% higher than the current average.

78. Entry-level private renting is generally only affordable to average earners (and above) and average private renting is only affordable for above average earners. Households made up of one or two lower quartile earners cannot afford the given rental thresholds. Affordability is improved if households are able or willing to dedicate a larger proportion of their incomes to rental costs, although this has repercussions for other quality of life aspects and cannot be assumed to suit all individuals' circumstances.

Affordable home ownership

79. There is a relatively large group of households in Highworth who may be able to afford to rent privately but cannot afford home ownership. They are typically earning between around £32,600 per year (at which point entry-level rents become affordable) and £46,221 (at which point entry-level market sale homes become affordable). This ‘can rent, can’t buy’ cohort may benefit from the range of affordable home ownership products such as First Homes and shared ownership.
80. First Homes are to be offered at a discount of at least 30% on equivalent market prices (i.e. new build, entry-level properties). Local authorities and neighbourhood plan qualifying bodies will have discretion to increase the discount on First Homes to 40% or 50% where there is evidence to suggest this is appropriate.
81. This report has estimated the income required to afford First Homes and tested the implications of 30%, 40% and 50% discount levels. For these calculations, the data suggests that 30%, 40% and 50% discounts would reduce house prices to within affordable levels for average earners in the area. Moreover, with a 50% discount, households made up of two lower quartile earners would also be able to afford First Homes in the area. While higher discounts widen the pool of potential occupants, this imperative conflicts with the need to make other forms of affordable housing more viable. Considering the above, First Homes should be offered at a 30% discount on the basis of affordability considerations.
82. Table 4-4 below shows the discount required for First Homes to be affordable to the three income groups. Because it is not possible to estimate the cost of a typical First Home due to a lack of data on new build entry-level house prices in the NA, it is worth considering the discounts required for some additional price benchmarks. The table above uses median house prices in the NA as the best proxy for the cost of a newly built entry-level home in the area, because this reflects the local market and accounts for the price premium usually associated with newly built housing (which would bring the price closer to the price of median existing homes than existing entry-level homes). However, it is worth thinking about First Homes in relation to the cost of new build prices in the wider area, and of entry-level existing prices locally to get a more complete picture. The discount levels required for these alternative benchmarks are given below.

Table 4-4: Discount on sale price required for households to afford First Homes

Tenure/product	Mean Income	LQ Income x1	LQ Income x2
NA Median house price	33%	73%	47%
LA New build mean house price	43%	77%	55%
NA Entry-level house price	4%	62%	23%

Source: Land Registry PPD; ONS MSOA total household income

83. Shared ownership appears to be more affordable than First Homes but is broadly accessible to the same groups. Government has recently announced that the minimum equity share for shared ownership will fall to 10% of the property value.⁶ If this is delivered

⁶ The previous minimum equity share was 25%. This change took effect from 28 June 2021 and transitional arrangements are in place for planning policy documents that are prepared during the implementation timeframe. Changes are also introduced to make the process of

in the NA, it will make shared ownership easier to access for more people. However, while the income threshold for a 10% equity shared ownership home is lower, this product may not necessarily be more attractive than the alternatives (such as shared ownership at higher equity shares and First Homes) for those who can afford them.

84. The transition from 10% to 100% ownership would be long, and during this period the rent on the 90% unsold value would not be subsidised, meaning that monthly costs for occupants will remain relatively high and the build-up of equity will be relatively slow. This product would therefore only be a realistic route to full ownership for households prepared to take a long-term view.
85. The income required to access rent to buy is assumed to be the same as that required to afford market rents. On that basis, Rent to Buy appears to be a similarly affordable product to First Homes although less affordable than shared ownership generally.
86. These three products need to be considered in relation to what they offer occupants in the long term beyond simply being affordable to access or not.
- First Homes allow for a greater ownership stake in the property, enabling occupiers to benefit from price appreciation over time. Monthly outgoings are also limited to mortgage costs alone, which tend to be cheaper than renting.
 - Shared ownership at high equity shares performs a similar function to First Homes, but there are additional costs associated with the rented portion.
 - Shared ownership at low equity shares can usually be accessed by lower earning households (than First Homes) and requires a smaller deposit. However, this is a potentially less attractive route to eventual ownership because monthly outgoings remain high. The occupant has to pay a significant monthly rent as well as service charges and other costs, so it can be harder for them to save funds to buy out a greater share in the property over time.
 - Rent to buy requires no deposit, thereby benefitting those with sufficient incomes but low savings. It is more attractive than renting but results in a much slower accumulation of the funds that can provide an eventual route to ownership than the other tenures discussed above.
87. In conclusion, all of these products would provide value to different segments of the local population, with shared ownership at a lower than 25% equity share potentially allowing lower earning households to get a foot on the housing ladder, while rent to buy is helpful to those with little or no savings for a deposit, and First Homes (especially at 50% discount) may provide a better long-term investment to those who can afford to access it.

Affordable rented housing

88. Affordable rented housing is generally affordable to households with two lower earners depending on their household size (average earning households are unlikely to be eligible). Households with a single lower earner appear able to only afford social rented

staircasing to full ownership more gradual with lower minimum increments of 1%. The ministerial statement confirming and detailing the changes is available here: <https://questions-statements.parliament.uk/written-statements/detail/2021-05-24/hlws48>.

dwellings. If unable to secure a social rented dwelling, individuals may require additional subsidy through Housing Benefit to access housing.

89. The evidence in this chapter suggests that the affordable rented sector performs a vital function in Highworth as the only option for a large segment of those in the greatest need. Social rents are cheaper and would therefore leave households on lower earnings better off and better able to afford their other living costs, such as food and fuel etc. Where households are supported by housing benefit the difference in the cost of affordable and social rents may be irrelevant as the level of housing benefit flexes according to the rent. This mean that households supported by housing benefit may be no better off in social rented accommodation because they receive a lower rate of housing benefit to cover their rent.

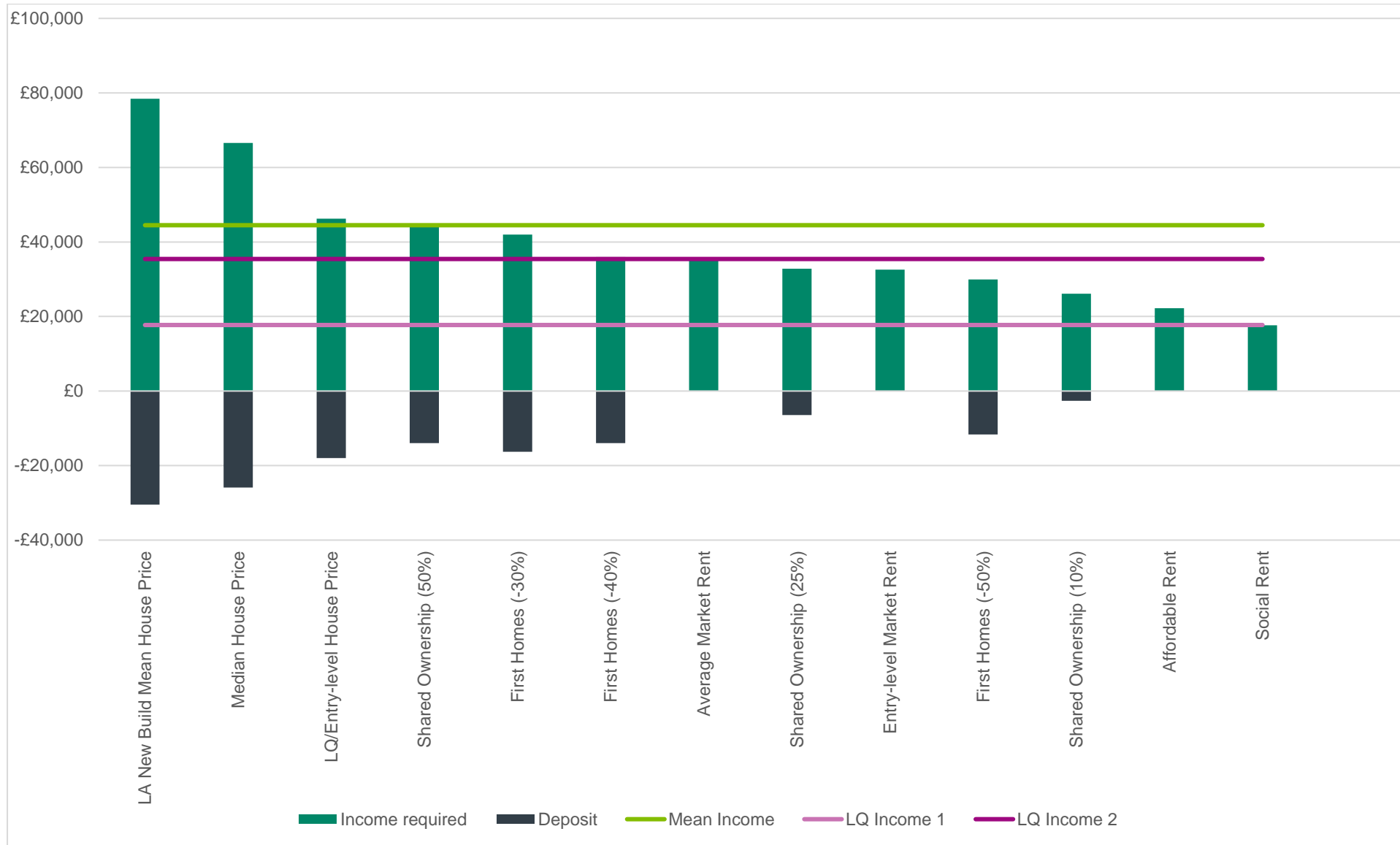
SBC Housing Department Findings (August 2016)

90. Affordable housing, of which shared ownership is one type, is generally in high demand in Highworth. It is expected that around 70% of affordable housing will be available to rent in line with the evidenced need (SBC Housing Department August 2016) according to 'Help to Buy South' April 2015.

91. Evidence of housing need shows a demand in Highworth for shared ownership properties. This method of purchase, by allowing a part of the property to be bought and part rented, assists people into owner occupation who are unable to afford the full market price of a dwelling. The cost of housing in Highworth is above average for Swindon Borough.

92. One of the main objectives of the Highworth Neighbourhood Plan is to promote shared ownership schemes as part of the affordable housing provision.

Figure 4-2: Affordability thresholds in Highworth, income required (additional cost of deposit in black)



Source: AECOM Calculations

Affordable housing- quantity needed

93. The starting point for understanding the need for affordable housing in Highworth is the relevant Strategic Housing Market Assessment (SHMA). A SHMA was undertaken for Swindon and Wiltshire in 2017. This study estimates the need for affordable housing in the borough based on analysis of the Council's waiting list and analysis of other data sets in line with Planning Practice Guidance at the time. Note that the 2017 SHMA is considered relatively dated and therefore should be drawn on to a lesser degree than any emerging SHMAs. The SHMA identified the need for 8,500 affordable homes over the local plan period in the Swindon local authority area specifically (or 425 affordable dwellings a year) which should be split into 6,600 for affordable rent and 1,900 for affordable housing.
94. When the SHMA figures are pro-rated to the NA based on its fair share of the population (3.9% of the LPA's population based on 2011 Census), this equates to 16.6 homes per annum or 232.4 homes over the Neighbourhood Plan period 2022-2036, predominately (181) for social/affordable rent and 51 for affordable homeownership.
95. However, pro-rating borough level estimates of affordable housing need to rural areas presents problems in practice. The borough level figures are likely to represent higher needs in the larger settlements in the borough, such as Highworth, where there is a large social housing stock and larger numbers of households living in the PRS on housing benefit. Both of these factors tend to generate higher needs. This means it is difficult to identify need for social/affordable rented housing within the NA.

Additional SHMA findings

96. According to the SHMA, across Swindon and Wiltshire, just over a quarter of the Affordable Housing need (28%) is a need for flats with almost three quarters for houses. It outlines that the need for Affordable Housing with four or more bedrooms accounts for only 5% of the overall need, although it should be noted that the delivery of larger affordable dwellings is important as the stock is often smaller, with much of this need likely from households living in overcrowded accommodation.
97. The SHMA suggests that around three quarters of households in need of Affordable Housing need affordable rented housing (or social rented housing), and many would need housing benefit to pay their rent. Nevertheless, up to a quarter could afford intermediate products, such as shared equity or other forms of low-cost home ownership. Marginally higher proportions of need for 2–3-bedroom properties (27-28%) is for intermediate affordable housing, but very few households that need 1-bedroom flats and houses with 4 or more bedrooms could afford the cost of intermediate affordable housing (15% and 19% respectively).

Affordable Housing policy guidance

98. SBC's adopted policy on this subject HA2 requires 30% of all new housing to be affordable. The breakdown of market and affordable completions was not available from the outputs provided by SBC. It cannot be ascertained whether the target is usually met or not.
99. The emerging policy (DM6 Affordable Housing) notes that all major residential developments (except in Swindon Town Centre), must provide 10% of all dwellings as affordable home ownership housing and 20% of dwellings proposed in the development should be provided as affordable or social rented housing. On-site Affordable Housing should be integrated within the design and layout of development so as not to be distinguishable from housing for open market sale in groups of no more than 15 units.
100. The overall proportion of housing that must be affordable is not an area of policy that a Neighbourhood Plan can usually influence, but it is worth emphasising that the HNA finds there to be robust evidence of need for Affordable Housing in the NA, and every effort should be made to maximise delivery where viable.
101. How the Affordable Housing that comes forward through mainstream development sites is broken down into specific tenures – such as the balance between rented tenures and routes to home ownership – is specified in the Local Plan. The HNA can supply more localized evidence, and this section summarises the factors that might be taken into account before proposing a suggested Affordable Housing tenure mix that might be suitable for Highworth specifically.
102. The following evidence and considerations may be used as a starting point in the development of policy concerning the Affordable Housing mix:

- A. **Evidence of need for Affordable Housing:** This study estimates that Highworth requires roughly of affordable home ownership over the Plan period. Both forms of Affordable Housing appear to be valuable in meeting the needs of people on various incomes.

The calculation set out in the SHMA, which is pro-rated to the NA, suggests that Highworth may require around 232 affordable homes over the Neighbourhood Plan period. Of which 181 are for social/affordable rent and and 51 for affordable homeownership.

The relationship between these figures suggests that affordable rent should be prioritized over affordable homeownership, purely because the need for the former is larger than the potential demand for the latter. However, as noted above, these figures are not directly equivalent: the need for affordable renting refers to the identified need of a group with acute needs and no alternative options; the demand for affordable ownership expresses potential demand from a group who are generally adequately housed in rented accommodation and may not be able to afford the deposit to transition to ownership.

If the quantity of new housing overall were unlimited, 78% affordable rented housing to 22% offered as a route to ownership may be an appropriate affordable tenure mix.

- B. Can Affordable Housing needs be met in full?** How far the more urgently needed affordable rented housing should be prioritised in the tenure mix depends on the quantity of overall housing delivery expected.

If the Local Plan target of 30% were achieved on every site, up to around 155 affordable homes might be expected in the NA based on the residual housing requirement figure of 516. If the majority of Highworth's HRF is expected to come forward in the form of small infill developments, those schemes are unlikely to be large enough to meet the threshold of 15 dwellings, above which the Affordable Housing policy applies. If that is the case, the potential delivery of Affordable Housing is likely to be lower still. This is not sufficient to satisfy the total potential demand for Affordable Housing identified here.

As a result, affordable rented housing should have a higher weighting in the tenure mix to ensure that the most acute needs are met as a priority. But given the expected volume of future delivery it is reasonable to assume that supply will be limited, and affordable rented accommodation should be prioritised. The 66% rented 33% ownership guideline mix in the Local Plan may offer an appropriate benchmark. This split is implied by Policy DM6 in the emerging Local Plan which states that 10% of all dwellings should be provided on site as affordable home ownership housing and 20% of dwellings proposed in the development should be provided as affordable or social rented housing.

- C. Government policy (eg NPPF) requirements:** current NPPF policy requires 10% of all homes to be delivered for affordable home ownership. For 10% of all housing to be affordable ownership in SBC, where 30% of all housing should be affordable, 33% of Affordable Housing should be for affordable ownership. This does not appear to comply with the guideline tenure split sought in the Local Plan.

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 no evidence that meeting the 10% threshold in Highworth would prejudice the provision of much needed affordable rented homes.

- D. Local Plan policy:** As noted above, the adopted Local Plan seeks a tenure split of 66% rented and 33% ownership mix.
- E. First Homes policy:** the Government recently concluded a consultation on the introduction of First Homes (to provide at least 30% discount on new build home prices). The proposals have now been enacted through a ministerial statement. A minimum of 25% of all Affordable Housing secured through developer contributions are now required to be First Homes.

This new minimum requirement may have the effect of displacing other products in any established tenure mix and will reduce the amount of social or affordable rent if this was proposed to be more than 75% of Affordable Housing. Based on the emerging Swindon Local Plan recommended tenure split, this will have an impact on the delivery of new homes in Highworth.

After the 25% First Homes requirement has been met, the remaining 75% of Affordable Housing units should as a first priority protect the provision for social rent set out in the Local Plan. The remaining units should then be allocated to other tenure products in the relative proportions set out in the Local Plan.

This guidance generally applies to district-level policy, and there may still be potential for a neighbourhood plan tenure mix to deviate from how the other tenures are rebalanced if appropriate.

- F. **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 Local Plan, and it is acknowledged that this may affect the provision of affordable housing, the mix of tenures provided and the discounts that can be sought on First Homes properties.
- G. **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 planning group may wish to keep this in mind so that it can take up any opportunities to secure funding if they become available.
- H. **Existing tenure mix in Highworth:** According to the 2011 Census data, approximately 73% of households in the NA owned their own home in Highworth. Social renting, private renting, and affordable home ownership accounted for approximately 15%, 11%, and <0.5% of tenures, respectively. 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.

There is some uncertainty regarding the overall split between social and affordable rented housing at present, as completions data since 2011 is not broken down into market and affordable data.

- I. **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 the parish. The funding arrangements available to housing associations will determine rent levels.
- J. **Wider policy objectives:** the neighbourhood planning group may wish to take account of broader policy objectives for Highworth 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 NA. These wider considerations may influence the mix of Affordable Housing provided.

103. On the basis of the considerations above, Table 4-6 below proposes an indicative Affordable Housing tenure mix that might be sought through Neighbourhood Plan policy.
104. This indicative mix is chiefly a response to the expectation that the delivery of Affordable Housing will be lower than the needs identified here. In this context, affordable rented tenures should be prioritised.
105. Whilst the Local Plan guideline mix of 66% rented to 33% ownership rightly emphasises rented tenures, it does not appear to offer a suitable benchmark since it does not comply with the various minimum requirements mandated nationally. This HNA therefore recommends a 35% rented to 65% ownership tenure split for new Affordable Housing in Highworth.
106. Since First Homes appears to be an affordable and helpful option locally, and assuming it can be offered at the appropriate discount level, 25% appears to offer a suitable benchmark in Highworth which conforms to the national policy that First Homes should represent 25% of the affordable mix. In the interests of diversity and maximizing choice, ownership at 10% would also be a suitable addition considering its usefulness to two lower quarterly earners. Rent to buy does not feature on this mix..
107. This mix should be viewed as a starting point, based primarily on secondary evidence, which should be reconsidered in light of considerations F to J above, and in particular the views and objectives of the community.
108. Where the neighbourhood planning group wish to develop policy that deviates from that outlined in the Local Plan – either by differing from the headline split between renting and ownership or by specifying a greater level of detail around sub-tenures, it is important that they liaise with SBC to gather more detailed income and viability information, and to ensure that departures from the local policy context have their support.
109. 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.

Table 4-6: Indicative tenure split (Affordable Housing)

Tenure	Indicative mix	Considerations and uncertainties
Routes to home ownership, of which	35%	
First Homes	25%	Product untested so uncertainties around viability, developer, lenders and buyer appetite etc.
Shared ownership	10%	Recently confirmed changes to the model to allow purchases of 10% share - impact on viability unknown. RPs business plans currently reliant on shared ownership model. Impact of displacement by First Homes unknown.
Rent to buy	0%	Emerging product with popularity and effectiveness as yet unknown. Impact of displacement by First Homes unknown.
Affordable Housing for rent, of which	65%	
Social rent	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	Uncertain whether RPs willing to own/manage stock in this area.

Source: AECOM calculations

110. Table 4-7 below summarises Highworth's position with regards to the expected delivery of Affordable Housing, and how this might ideally be apportioned among sub-categories of tenure to meet local needs over the Plan period.
111. This exercise simply applies the housing requirement figure for the area to the Local Plan policy expectation and shows the quantities of affordable housing for rent and sale that would be delivered if the tenure mix proposed in this HNA were to be rigidly enforced. In this sense it is hypothetical, and the outcomes in practice may differ, either as a result of measures taken in the neighbourhood plan (e.g. if the group plan for more housing (and therefore more affordable housing) than the local plan, or if the group decide to influence the tenure mix in other ways), or as a result of site-specific constraints.

Table 4-7: Estimated delivery of Affordable Housing in Highworth

	Step in Estimation	Expected delivery
A	Total allocations	516
B	Affordable housing quota (%) in LPA's Local Plan	30%
C	Potential total Affordable Housing in NA (A x B)	155
D	Rented % (e.g. social/ affordable rented)	65
E	Rented number (C x D)	101
F	Affordable home ownership % (e.g. First Homes, Rent to Buy)	35
G	Affordable home ownership number (C x F)	54

Source: AECOM estimate based on LPA's affordable housing policies, AECOM's indicative tenure mix

Conclusions- Tenure and Affordability

112. Beginning with housing tenures, this chapter finds that ownership tenures are the most common tenure type in Highworth, with 72.7% of residents owning their own home, a proportion that is greater than the local authority (65.5%) and the country (63.3%). Highworth had a significantly lower proportion of households private renting (10.6%), and a lower proportion of households socially renting (14.9%) when compared to the local authority and national averages.
113. Subsequently, Table 4- breaks down house prices by type, presenting the median within each type. It shows that the median house price growth in Highworth was not equal across house types, with all prices exhibiting a significant level of growth, with the exception of flats (which reduced in price by 11% across the nine-year period). Looking closer at specific housing types reveals that detached housing saw the most growth, at 41.8%, followed closely by terraced at 39.3%.
114. AECOM's affordability threshold calculations (Table4-3) demonstrated there is a relatively large group of households in Highworth who may be able to afford to rent privately but cannot afford home ownership. They are typically earning between around £32,600 per year (at which point entry-level rents become affordable) and £46,221 (at which point entry-level market sale homes become affordable). This 'can rent, can't buy' cohort may benefit from the range of affordable home ownership products such as First Homes and shared ownership. Shared ownership appears to be more affordable than First Homes but is broadly accessible to the same groups
115. The expected level of delivery shown in Table 4-7 does not meet the quantity of demand identified in estimates of the need for affordable rent in Highworth. However it does marginally exceed the quantity of demand identified in estimates

for affordable rent in Highworth. As such, it is recommended that the policy requirement be met wherever possible, and for further avenues for delivering greater quantities of Affordable Housing (such as exception sites) be explored. 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.

116. 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. 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 ways of boosting the supply of affordable housing.
117. Overall, an 65% rent to 35% ownership split is suggested for new Affordable Housing in the area to strike a balance between fulfilling the most important renting needs in the area, whilst also providing a smaller offering of Affordable Homes ownership tenures for households struggling with the affordability thresholds of ownership in the area.

5. RQ 2: Type and Size

RQ 2: 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?

Introduction

118. The evidence in this chapter is intended to give a snapshot of the existing dwelling stock in Highworth in terms of type and size, as well as some of the population characteristics that tend to influence housing needs. From this, it is possible to develop an understanding of what sort of housing would be appropriate going forward.
119. It is worth emphasising that this evidence assumes that existing demographic and occupation patterns will persist into the future. It can therefore be thought of as the baseline or default scenario, into which the community may wish to intervene – for example to attract a different or more balanced demographic. The recommendations in this chapter, particularly the final suggested size mix, are a starting point that may be adjusted in light of other community objectives and primary evidence.

Existing types and sizes

Background and definitions

120. Before beginning to explore issues of dwelling type and size, it is important to note that the demand for housing by size and type tends to be determined primarily by wealth – with those having more buying power choosing to occupy larger homes, and often preferring detached properties to denser types, such as flats.
121. This study is concerned primarily with need rather than demand. Need for homes of different sizes is chiefly determined by the number of people occupying the home. In the strict sense, there is no ‘need’ for dwellings of any particular type, other than the specific needs of those with certain disabilities for level access properties, for example.
122. The best proxy for the number of people in a household is age or ‘life stage’, with younger and then older households tending to have one or two people, and those in between these poles more likely to have larger families including children. Life stage is therefore a main indicator considered here for the size of housing needed. But it is worth pointing out that wealth is also correlated with age, so it is not possible to attain a pure view of what is needed from the secondary data alone.
123. It is also useful to clarify the terminology around dwellings and households. Dwellings are counted in the Census by combining address information with Census returns on whether people’s accommodation is self-contained. As such, all dwellings are classified as either shared or unshared dwellings. Households are groups of people who live together as a coherent unit (such as a family), and

a dwelling is shared where there is more than one household occupying it (e.g. two families or a group of individual students). Hence, there is usually a different number of households and dwellings in any given area. The number of dwellings can also exceed that of households in areas with large numbers of holiday or second homes.

124. As noted in the Context section of this report, there is no perfect data source for the current mix of dwellings in the NA. As the local authority data does not break down completions into the type or size of dwellings delivered, Valuation Office Agency (VOA) must be used for the current housing mix. This data covers a slightly wider area than the NA but is considered a reasonable proxy and accurate when looking at the percentage breakdown of the dwelling stock.

Dwelling type

125. **Error! Reference source not found.** shows that the NA's housing type mix is generally weighted towards less dense housing types. There is a large number of detached homes in Highworth, which made up the highest proportion of accommodation types in 2011 (32.7%) and in 2021 (28.2%). The apparent decline noted here is likely due to the two data sources not being directly comparable: the 2011 Census counts bungalows within each of the other categories rather than independently, hence the apparent decline in both detached and semi-detached dwellings between 2011 and 2021.

126. Terraced dwellings were the second most common type of accommodation, accounting for 29.0% in 2011, although falling to 25.1% in 2021 (for the same reason as above). Both years show a notably small proportion of flats in the NA, with only 12.6% recorded in both 2011 and 2021.

Table 5-1: Accommodation type, Highworth, 2011 and 2021

Dwelling type	2011 (Census)	2021 (VOA)
Bungalow	-	14.9%
Flat	12.6%	12.6%
Terrace	29.0%	25.1%
Semi-detached	25.9%	19.0%
Detached	32.7%	28.2%
Unknown/other	-	0.3%

Source: ONS 2011, VOA 2021, AECOM Calculations

127. To understand the mix further, it is useful to look at the percentage breakdown of accommodation types, and compare these to the wider district and country, provided in **Error! Reference source not found.** The data in **Error! Reference source not found.** shows that the trends discussed in relation to Highworth's housing type profile in **Error! Reference source not found.** are not comparable to Swindon Borough and England's housing profiles. For example, the NA's mix of detached houses is almost two times the proportion of England. In contrast the NA's proportion of semi-detached and flats are significantly lower than the borough and National average.

Table 5-2: Accommodation type, various geographies, 2021

Dwelling type	Highworth	Swindon	England
Bungalow	14.9%	6.8%	9.4%
Flat	12.6%	18.8%	23.0%
Terrace	25.1%	33.5%	26.4%
Semi-detached	19.0%	22.5%	23.8%
Detached	28.2%	17.9%	15.9%
Unknown/other	0.3%	0.4%	1.4%

Source: VOA 2021, AECOM Calculations

Dwelling size

128. Table 5-3 looks at the changes in dwelling size in Highworth between 2011 and 2021. In broad terms, Highworth is dominated dwellings with 3 or more bedrooms, which account for approximately 64.9% of the stock in 2011, decreasing slightly to 63.2% of the total stock in 2021. The proportion of 1-bedroom dwellings also fell slightly in this time, whilst the proportion of 2-bedroom dwellings grew from 25.4% of the stock to 27.3%.

Table 5-3: Dwelling size (bedrooms), Highworth, 2011 and 2021

Number of bedrooms	2011 (Census)	2021 (VOA)
Studio	0.0%	-
1	9.7%	9.5%
2	25.4%	27.3%
3	41.8%	43.6%
4	17.6%	16.5%
5+	5.5%	3.1%

Source: ONS 2011, VOA 2021, AECOM Calculations

129. Again it is useful to look at the percentage breakdown of dwelling sizes in comparison with the wider district and country. **Error! Reference source not found.** shows that all three geographies share a common trait – the proportion of 3-bedroom dwellings is above 40% and is also the most common dwelling size. This is also true when comparing the proportion of 2-bedrooms which is around 27% throughout. However, the proportions of all other sizes are less alike: Highworth has a higher proportion of 4+ bedroom household spaces, but a smaller proportion of 1-bedroom dwellings when compared to Swindon and England. Overall, this means that the civil parish has a ‘larger-sized’ housing stock than both Swindon and England.

Table 5-4: Dwelling size (bedrooms), various geographies, 2021

Number of bedrooms	Highworth	Swindon	England
1	9.5%	11.2%	12.3%
2	27.3%	27.5%	28.1%
3	43.6%	45.3%	43.4%
4	16.5%	13.7%	12.2%
5+	3.1%	2.2%	3.3%

Age and household composition

130. Having established the current stock profile of Highworth and identified recent changes to it, the evidence gathered below examines the composition and age structure of households living in the NA. Many of these indicators have a bearing on what housing might be needed in future years.

Age structure

131. Table 5-5 below shows the most recent estimated age structure of the NA population, alongside 2011 Census figures. Between 2011 and 2020, Highworth's total population appears to have reduced by around 2.4%. As noted in the introductory chapter, this is unlikely to be a true reflection of population change given the rise in the number of homes. The population age distribution, however, remains a useful indicator of demographic change.

132. In 2011, the largest category of the population in Highworth was that aged 45-64, accounting for 30.6% of the total mix. This remains true looking 2020, with the proportion decreasing slightly to 29.8%. Table 5-5 also shows that the 65-85 age band has grown significantly between 2011 and 2020, from 17.7% to 25.0%. The 0-15, 16-24, and 25-44 age groups all contracted within the same period. This trend is indicative of an aging population.

133. Note that ONS advises exercising caution with population estimates by single year of age (from which this 2020 data has been derived), as patterns of variance and bias make it relatively less accurate compared to Census data.

134. It is also worth noting that only the age structure of the population (individuals) can be brought up to date in this way. The life stage of households, which forms the basis of the subsequent analysis of future dwelling size needs, is not estimated each year. The 2011 Census therefore remains the most accurate basis to use in those areas, and the brief comparison here demonstrates that the change from 2011-2020 has not been so significant as to invalidate the 2011 household data used in modelling later in this chapter.

Table 5-5: Age structure of Highworth population, 2011 and 2020

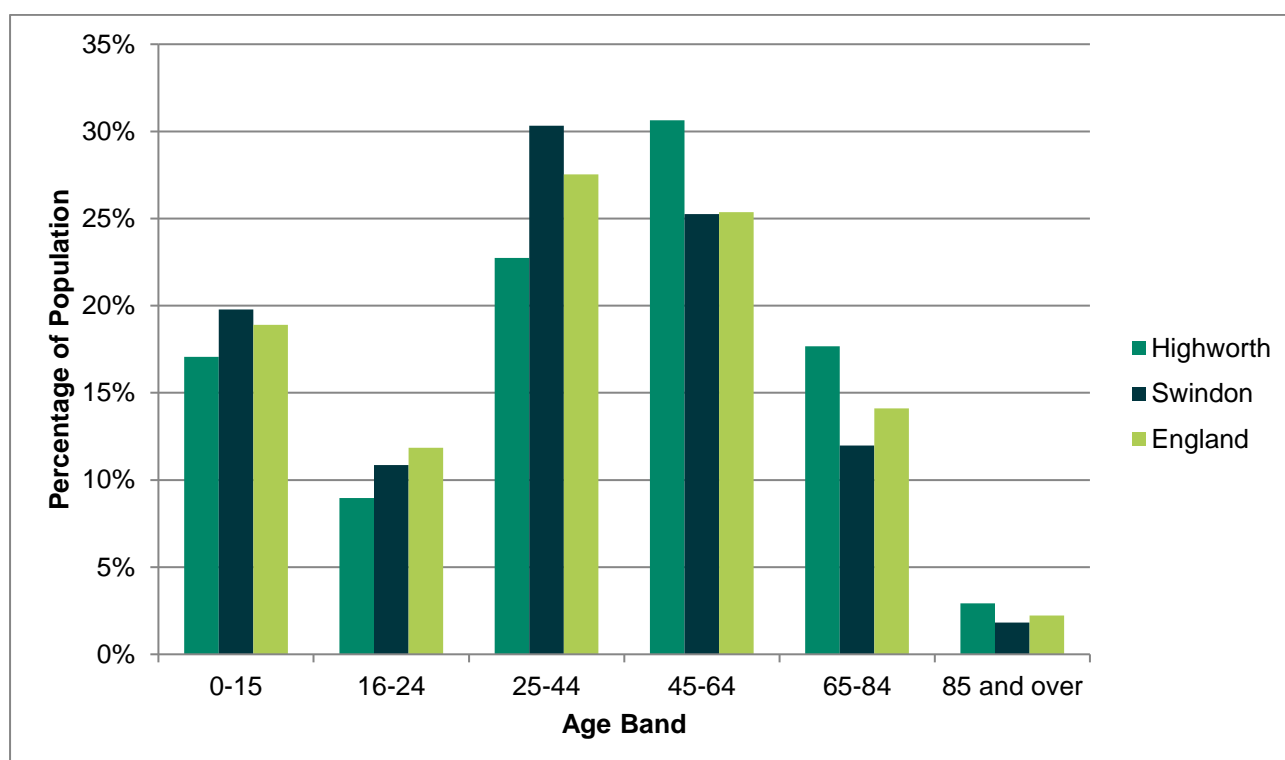
Age group	2011 (Census)		2020 (ONS, estimated)	
0-15	1,391	17.1%	1,234	15.5%
16-24	731	9.0%	689	8.7%
25-44	1,853	22.7%	1,390	17.5%
45-64	2,497	30.6%	2,371	29.8%
65-84	1,441	17.7%	1,990	25.0%
85 and over	238	2.9%	280	3.5%
Total	8,151	100.0%	7,954	100.0%

Source: ONS 2011, ONS mid-2020 population estimates, AECOM Calculations

135. For context, it is useful to look at the parish population structure alongside that of the borough and country. Figure 5-1 (using 2011 Census data) shows that Highworth’s high proportion of individuals in the 45-64 and 65-84 category is significantly higher than the national and borough equivalent. The opposite trend can be seen in the age bands below 45-64, with the proportion of each band lower in Highworth compared to Swindon and England. The proportion of people aged 85 and over is also higher than the borough and country.

136. Based on the 2020 population estimates, it is likely that there have not been any significant changes in the trends identified in **Error! Reference source not found.** since 2011. In fact, it is probable that the differences have become more pronounced, since the older age bands have all increased over that time period.

Figure 5-1: Age structure in Highworth, 2011



Source: ONS 2011, AECOM Calculations

Household composition

137. Household composition (i.e. the combination and relationships of adults and children in a dwelling) is an important factor in the size (and to an extent, the type) of housing needed over the Neighbourhood Plan period. Table 5-6 presents household composition data for the NA, Swindon, and England from the 2011 Census. It shows that almost two thirds of the NA’s households are families, a higher rate than across the borough and the country. Consequently, Highworth’s proportion of single person households is slightly lower when making the same comparisons.

138. Looking at the household type sub-categories confirms that the NA’s household composition is older than Swindon and England, with a higher proportion of single

persons and families aged 65 and over in Highworth than the comparator areas. In contrast, Highworth has a lower proportion of families with dependent children.

139. Note that non-dependent children refer to households in which adult children are living at home, or which students still call their primary residence despite living for most of the year near to university. A marked increase in this category can be taken to indicate the relative unaffordability of entry-level homes, where young people are financially unable to move out and form their own households. While the data is quite old at this point, it is interesting to observe that this category grew by only 0.3% between 2001 and 2011 in the parish – at a much slower rate than the district and national average, which grew by 16.7% and 10.6%, respectively.

Table 5-6: Household composition, Highworth, 2011

Household composition		Highworth	Swindon	England
One person household	Total	29.5%	29.6%	30.2%
	Aged 65 and over	15.7%	10.2%	12.4%
	Other	13.8%	19.4%	17.9%
One family only	Total	66.3%	63.5%	61.8%
	All aged 65 and over	10.8%	7.1%	8.1%
	With no children	21.0%	19.6%	17.6%
	With dependent children	24.6%	28.3%	26.5%
	All children Non-Dependent ⁷	10.0%	8.5%	9.6%
Other household types	Total	4.1%	6.9%	8.0%

Source: ONS 2011, AECOM Calculations

Occupancy ratings

140. The tendency of households to over- or under-occupy their homes is another relevant consideration to the future size needs of the NA. A person is considered to under-occupy their home when there are more bedrooms in their home than a family of their size and composition would normally be expected to need. This is expressed as an occupancy rating of +1 or +2, indicating that there is one surplus bedroom or at least two surplus bedrooms (respectively). Over-occupancy works in the same way, with a rating of -1 indicating at least one bedroom too few.
141. Table 5-7 shows an overall trend of under-occupancy in Highworth, with approximately 76.0% of households having at least one extra bedroom compared to their household size. This is most common in families aged 65+ and families under 65 with no children. This may suggest that larger housing within Highworth is being occupied by the people with the most wealth and/or by older people who have remained within family homes due to being unable or unwilling to downsize into smaller dwellings.

⁷ Refers to households containing children who are older than 18 e.g. students or young working people living at home.

Table 5-6: Occupancy rating by age in Highworth, 2011

Household type	+2 rating	+1 rating	0 rating	-1 rating
Family 65+	62.9%	27.2%	9.7%	0.3%
Single person 65+	35.2%	34.7%	30.1%	0.0%
Family under 65 - no children	72.4%	24.4%	3.2%	0.0%
Family under 65 - dependent children	17.7%	42.5%	36.1%	3.8%
Family under 65 - adult children	26.8%	45.4%	23.1%	4.8%
Single person under 65	43.6%	36.5%	19.9%	0.0%
All households	41.2%	34.8%	22.0%	2.0%

Source: ONS 2011, AECOM Calculations

Dwelling mix determined by life-stage modelling

Suggested future dwelling size mix

142. As noted above, there is a strong link between the life stage of a household and the size of dwelling that household can be expected to need. The final part of this chapter presents the results of a model that aims to estimate the dwelling size needs of the parish at the end of the Neighbourhood Plan period. The steps involved in this model are not presented in full, but can be summarised – along with the underpinning assumptions and some limitations – as follows:

- The starting point is the age distribution of Highworth households in 2011.
 - The life stage of a household is determined by the age of the household reference person (HRP), a more modern term for the head of household.
 - As noted above, household life stages are not estimated annually, so the older Census data must be used.
- This life stage data is then projected forward to the end of the Plan period by applying the growth rates for each household age group as suggested by the latest household projections. This allows for an estimate of how the parish population might evolve in future.
 - ONS household projections are produced every two years but are only available at Local Authority level. The growth rates are therefore applied to the 2011 starting household age profile of the NA.
- Next, we turn to a Census dataset that shows the occupation patterns or preferences of each household life stage (e.g. what proportion of households aged under 24 tend to live in 1-bedroom homes as opposed to 2-, 3- or 4-bedroom homes). This data is mapped to the distribution of the projected NA population for each life stage and each dwelling size category to form a picture of what mix of homes might be appropriate in future.
 - This occupation data is again only available at Local Authority scale, so it does risk embedding any unusual characteristics present in the area.
 - The model also assumes that today's occupation patterns persist into the future, which is not a given, particularly with the change in

preferences for home working space and other features arising from the Covid-19 pandemic. However, there is no better indication of what those patterns might look like. It is considered more appropriate to adjust the end mix that results from this model to reflect such trends than to build further speculative assumptions into the model.

- Finally, this 'ideal' future mix of dwelling sizes can be compared to the current stock of housing in the NA. From this we can identify how future development might best fill the gaps.
 - The 2011 dwelling size mix is used for consistency, so any imbalances in new development since then may justify adjustments to the final results.

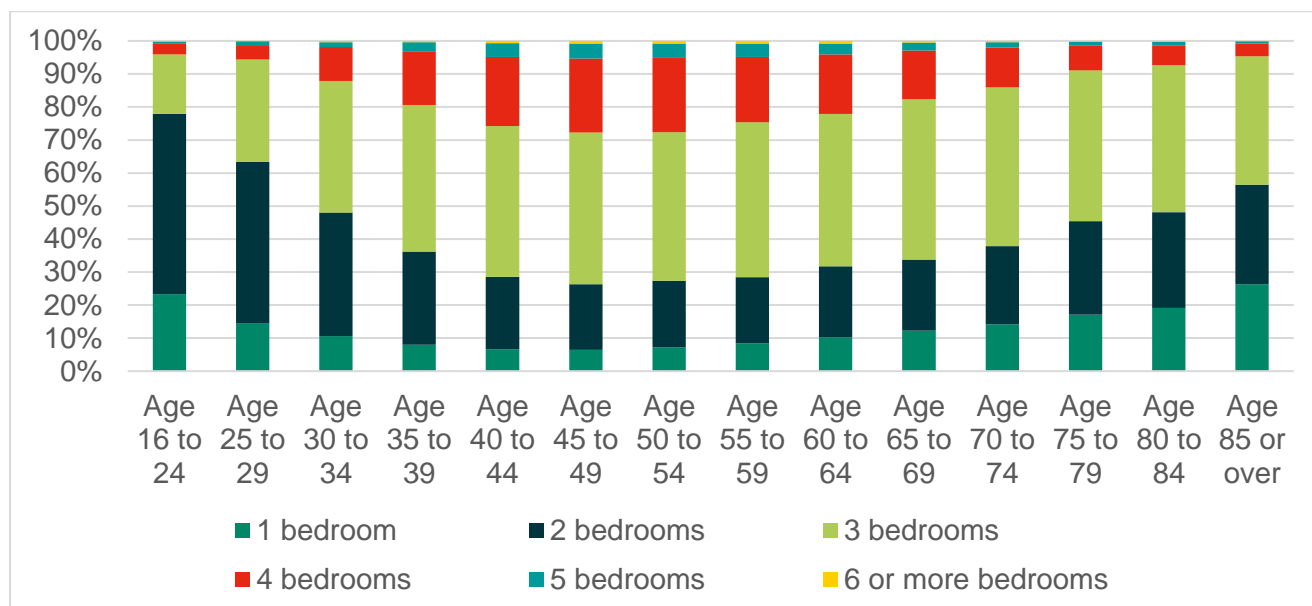
143. It is important to keep in mind that housing need is not an exact science, and this exercise provides an estimate based on demographic trends and occupancy patterns alone. It does not take into account income and wealth, other than in an indirect way through the tendency of households to occupy more or less space than they 'need'. It also does not anticipate changes in how people may wish to occupy their homes in response to social and technological change.

144. The approach therefore embeds existing patterns of occupancy which may or may not be desirable. As such, it is appropriate for the result of this model to be taken as a baseline scenario – what would occur if current trends persisted. It may well be the intention of the community to intervene to produce a different outcome more in line with their interpretation of emerging trends and their place- and community-shaping objectives. Layering these factors on top of the indicative picture provided by this model is considered entirely appropriate for the purpose of drafting neighbourhood plan policy.

145. Before presenting the results of this exercise, it may be interesting to review two of the inputs described above.

146. The first, given as Figure 5-2 below, sets out the relationship between household life stage and dwelling size for Swindon in 2011. This shows how the youngest households occupy the smallest dwellings, before rapidly taking up larger homes as their families expand, and then more gradually downsizing to smaller homes again as they age.

Figure 5-2: Age of household reference person by dwelling size in SBC, 2011



Source: ONS 2011, AECOM Calculations

147. The second dataset of note is the result of applying Local Authority level household projections to the age profile of Highworth households in 2011 and the updated estimates of household numbers described in the bullets above. Table 5-8 suggests that population growth can be expected to be driven by the oldest households, especially the '65 and over' age band, which is expected to increase 81% by 2036. The middle age bands are expected to show comparatively smaller changes such as age 35-54, at 0% growth.

148. There are two age bands expected to decline, which are 24 and under, and 25-34, expected to decrease by -19% and -6% respectively. This may be explained by households in this age category ageing into the older age bands by 2036, but not being replaced by the same quantity as the number of young households in 2011 in Highworth is relatively low.

Table 5-8: Projected distribution of households by age of HRP, Highworth

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	45	319	1,311	747	1,140
2036	37	299	1,317	985	2,069
% change 2011-2036	-19%	-6%	0%	32%	81%

Source: AECOM Calculations

149. The final result of this exercise is presented in Table below. The model suggests that Highworth would benefit from an increase in the proportion of smaller dwellings in the area. **Error! Reference source not found.** suggests that the proportion of one to three-bedroom dwellings should be increased by a significant amount, whereas it is recommended that 5 or more bedrooms sized dwellings keep their proportion at 0% to reach target mix.

150. To achieve the NA's ideal dwelling size mix by 2036, approximately 53% of future developments should be three-bedroom dwellings. The remaining housing delivery should be split between one-bedroom dwellings (~20%), two-bedroom dwellings (~24%) and a small percentage of four-bedrooms (roughly 4%). The calculations suggest that Highworth does not need any more five-or-more-bedroom dwellings for the period up to 2036.

Table 5-9: Suggested dwelling size mix to 2036, Highworth

Number of bedrooms	Current mix (2011)	Indicative mix (2036)	Balance of new housing to reach target mix
1 bedroom	9.7%	12.3%	19.7%
2 bedrooms	25.4%	25.2%	23.5%
3 bedrooms	41.8%	44.9%	52.6%
4 bedrooms	17.6%	14.4%	4.2%
5 or more bedrooms	5.5%	3.2%	0.0%

Source: AECOM Calculations

151. The result of this model is a relatively blunt measure of what could be beneficial given population change and existing imbalances in housing options. It is a starting point for thinking about how best to address the more nuanced needs of the future population.

152. For example, the young starter families and downsizing older households mentioned above may both need 'mid-sized' homes but are likely to have extremely different requirements and degrees of purchasing power. There is limited scope for Neighbourhood Planning policy to influence the more detailed characteristics of new housing, but additional guidance and prioritisation could be informed by further primary research.

153. The preceding chapter found that affordability is a serious and worsening challenge in the NA. While the provision of Affordable Housing (subsidised tenure products) is one way to combat this, another is to ensure that homes come forward which are of an appropriate size, type and density for local residents' budgets. Continuing to provide smaller homes with fewer bedrooms would help to address this situation.

154. To best meet the needs of the large cohort of older households expected to be present by the end of the Plan period, it should be considered whether the existing options are well tailored to older people's requirements in terms of space, flexibility, quality, location and accessibility. Variety should be sought within the mid-sized homes that come forward in future to attract both newly forming households on lower budgets and older households with substantial equity from their existing larger homes. Facilitating downsizing among older households may release those larger homes for use by families who need more bedrooms.

155. That said, it may not be realistic to expect growing families to be able to afford the larger detached homes that are currently under-occupied in the parish. Reducing the issue of dwelling size to a number of bedrooms is potentially

unhelpful in this case. There may be a strong justification to continue supplying larger homes despite their abundance because a different kind of larger home is needed to accommodate growing families with less buying power. This is too speculative to quantify in a percentage size mix but is among the good reasons not to inhibit any size of dwelling entirely, as is proposed for the 5+ bedroom category here.

156. More generally, it would be unwise for any new housing that does come forward to be delivered in an unbalanced way. Those wishing to move within or relocate to the area will have a range of circumstances and preferences, and they should be offered a range of choices. As such, it is recommended that priority is given to smaller/mid-sized homes but that this is done to a degree that aligns with the wider objectives of the community and does not limit choice or threaten viability. The evidence in this section represents a starting point for further thought and consultation.

The SHMA findings

157. The SHMA identifies the need for market housing and affordable housing of different types and sizes for Swindon & Wiltshire. Overall, most of the market housing need is for housing 98%, with the need for flats accounting for just over 2%. The need for affordable housing is also predominantly for housing (72%) with flats accounting for around 28% of need.

Conclusions- Type and Size

158. This study 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 parish or on any particular site. These include the specific characteristics of the nearby stock of housing (such as its condition and design), the role of the NA or site within the wider housing market area (linked to any Local Authority strategies or plans) and site-specific factors which may justify a particular dwelling mix.
159. The most common type of housing in the NA in 2011 was detached dwellings, accounting for 28.2% in 2021. While there is a balanced offering of semi-detached and terraced homes, there are relatively few flats.
160. Turning to dwelling size, 3-bedroom dwellings are the most common in Highworth, at similar proportions to Swindon and England. This is also true when comparing the proportion of 2-bedroom dwellings for all three geographies. However, Highworth has a higher proportion of 4+bedroom dwellings and a smaller proportion of 1-bedroom dwellings, when compared to Swindon and England.
161. There is a high proportion of individuals in the 45-64 and 65-84 category in Highworth – significantly higher than the national equivalent, and the borough proportions. The opposite trend can be seen in the age bands below 45-64, with the proportion of each band lower in Highworth compared to the borough and

country. Finally, the proportion of 85 and over is also higher than the borough and national proportions, indicative of an older population in the NA. More recent estimates suggest that the population is ageing.

162. There is an overall trend of under-occupancy in Highworth, especially in families aged 65+ and families aged under 65 with no children. This suggests that larger housing within Highworth is being occupied by the people with the most wealth and/or by older people who have been unable or unwilling to downsize into smaller properties rather than by the largest families.
163. Modelling based on population change and the NA's existing dwelling stock suggests that to achieve Highworth's 'ideal' size mix by 2036 the civil parish needs an increase in the proportions of smaller dwellings in the area. The chapter suggests that the proportion of two and three-bedroom dwellings should both be increased by a significant amount, whereas it is recommended that four-bedroom sized dwellings increase their proportion in the civil parish's size mix by only 4%.
164. Namely, over 53% of future developments should be three-bedroom dwellings to achieve the NA's ideal dwelling size mix by 2036. The remaining housing delivery should be split between one-bedroom dwellings (roughly 20%), two-bedroom dwellings (24%) and a small percentage of four-bedrooms (roughly 4%). The calculations suggest that Highworth does not need any more five-or-more-bedroom dwellings up to the end of the Plan period.

6. RQ3: Specialist housing for older people

RQ 3: What provision should be made for specialist housing for older people over the Neighbourhood Plan period?

Introduction

165. This chapter considers in detail the specialist housing needs of older people in Highworth. The level of care associated with specialist housing products can vary widely, and is broadly categorised, in descending order from highest to lowest care level, as follows

- Specialist schemes that have 24-hour onsite care and support, typically including onsite catering (e.g. extra care, flexicare, and enhanced care);
- Specialist housing that is designed with the relevant group in mind. This may be suitable for receiving care or support, but this is not typically provided onsite or at all times of day (e.g. sheltered housing); and
- Mainstream housing that is adapted or capable of adaptation so that the inhabitant can live independently, and care or support can be provided in the home.

166. People experience ageing differently. Much depends on their health, lifestyle and relationship with work. Some people live healthy and active lives into advanced old age while others may need support and care much earlier in their lives. Some will be interested in moving to a suitable home closer to services while for others ageing independently in place will be key to their wellbeing.

167. Because of the wide variation in the level of support needed, as well as the financial capabilities of those affected, the estimates of need presented here should be viewed with caution – as an idea of the broad scale of potential need rather than an obligatory target that must be met.

168. The specialist housing needs of older people (75+) are assessed below using two methods. The first is a tenure-led projection, based on rates of mobility limitation among this age group and the tenure of housing they currently occupy. The second, included for the purposes of comparison, is based on the Housing Learning and Improvement Network (HLIN) Strategic Housing for Older People (SHOP) tool,⁸ which is based on best practice nationally and sets a recommended level of provision per 1,000 head of population.

169. It is important to note that the need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the total housing need or requirement. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline

⁸ Available at <https://www.housinglin.org.uk/Topics/browse/HousingExtraCare/ExtraCareStrategy/SHOP/SHOPv2/>

as opposed to the projected new households which form the baseline for estimating housing need overall.⁹

170. This study covers the need for housing, i.e. buildings that the planning system classifies as Use Class C3 (private dwellings).¹⁰ Residences that fall into Use Class C2 (institutions including prisons, boarding schools and some care homes for the elderly) are not within the scope of this research. 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. As such, the findings of this chapter may justify the provision of extra-care C3 housing and/or C2 care home units, but it is not possible to state definitively how much of each would be required.

Current supply of specialist housing for older people

171. When determining a final target for the need for specialist dwellings, it is necessary first to take account of current supply. Information on the current stock is collated manually using the search function on the Elderly Accommodation Counsel's Website: <http://www.housingcare.org>.

Table 6-1: Existing specialist housing for the elderly in Highworth

	Name	Description	Units	Tenure	Type
1	Newburgh House	Affordable retirement homes & apartments in a purpose-built retirement village.	52	Social Rent	Extra Care Housing
2	Squires Court	New residents accepted from 55 years of age.	13	Leasehold	Age Exclusive Housing
3	Hanover House	Apartments with shared gardens, residents' lounge and guest facilities.	28	Rent (social landlord)	Retirement Housing
4	Parsonage Court	A range of flats built in 1986. New residents accepted from 55 years of age.	50	Leasehold	Retirement Housing
5	Cobbett Court	Whole site accessible by wheelchair.	49	Leasehold	Retirement Housing
6	Grove Hill Residential Home	The home is in an urban location.	27	Social Rent	Residential Home

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

172. Table 6-1 counts a total of 165 units of specialist accommodation in the NA at present, excluding 27 units for Grove Hill care home. This largely consists of flats

⁹ See Paragraph: 017 Reference ID: 2a-017-20190220, at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

¹⁰ For a full description of Planning Use Classes, please refer to https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use

(2-bedroom, 3 bedroom) such as retirement housing, extra care housing, in addition to age exclusive housing for social rent (62%) or for leasehold (38%).

173. ONS 2020 population estimates suggest that there are currently around 1,043 individuals aged 75 or over in Highworth. This suggests that current provision is in the region of 1.3 units per 1,000 of the 75+ population (a common measure of specialist housing supply).

Tenure-led projections

174. Turning to determining future need for specialist housing, the first step is to review data on the tenure of households aged 55-75 across Swindon, as this is the most recent and smallest geography for which tenure by age bracket data is available.

175. The 2011 55-75 age bracket is considered the best proxy for the group likely to fall into need for specialist accommodation during the Plan period to 2036. It is assumed that those currently occupying their own home will 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 specialist accommodation.

176. According to Table 6-2, most households within the 55-75 age bracket owned their own home, at 89.4% of households. The remaining 10.6% rented their home, with the greatest proportion socially renting at 8.9% of all households.

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

All owned	Owned outright	Owned with a mortgage or loan or Shared Ownership	All Rented	Social rented	Private rented	Living rent free
89.4%	60.0%	29.5%	10.6%	8.9%	1.4%	0.3%

Source: Census 2011

177. The next step is to project how the overall number of older people in Highworth is likely to change in future, by extrapolating from the ONS Sub-National Population Projections for Swindon 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 Table below.

178. The data in Table 6-3 reinforces conclusions made throughout this report suggesting that the future population of Highworth will continue to age towards the end of the NP period. This is demonstrated by the number of individuals aged 75+ expecting to increase by 511 between 2011 and 2036 and account for a larger share of the population mix, increasing by approximately 6.2 percentage points.

Table 6-3: Modelled projection of elderly population in Highworth by end of Plan period

Age group	2011		2036	
	Highworth	Swindon	Highworth	Swindon
All ages	8,151	209,156	9,464	242,855
75+	778	13,694	1,483	26,105
%	9.5%	6.5%	15.7%	10.7%

Source: ONS SNPP 2016, AECOM Calculations

179. A key assumption for the next stages of the calculation is that the older people living in the NA currently are already suitably accommodated, either because they occupy the existing stock of specialist accommodation, have made appropriate adaptations to their own homes or do not require support or adaptations. This is unlikely to be completely true, but it is not possible to determine how many such individuals are inadequately housed without evidence from a household survey (which itself may not give a complete picture).

180. The people whose needs are the focus of the subsequent analysis are therefore the additional 705 individuals expected to join the 75+ age group by the end of the Plan period. This figure should also be converted into households with reference to the average number of people per household with a life stage of 75+ in Swindon Borough in 2011 (the smallest and most recent dataset to capture households). In 2011 there were 13,694 individuals aged 75+ and 9,935 households headed by a person in that age group. The average household size is therefore 1.39, and the projected growth of 705 people in Highworth can be estimated to be formed into around 511 households.

181. The next step is to multiply this figure by the percentages of 55–75-year-olds occupying each tenure (shown in the table above). This is set out in Table 6- below. This provides a breakdown of which tenures those households are likely to need.

Table 6-4: Projected tenure of households aged 75+ in Highworth to 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
457	307	151	54	45	7	1

Source: Census 2011, ONS SNPP 2013, AECOM Calculations

182. Next, rates of disability by tenure are considered. The tendency for people in rented housing to have higher disability levels is well established. It arises partly because people with more limiting disabilities tend to have lower incomes.

183. 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 6-2 below presents this data for Highworth from the

2011 Census. Note that the closest proxy for the 75+ age group in the Census is the 65+ age group.

Table 6-2: Tenure and mobility limitations of those aged 65+ in Highworth, 2011

Tenure	Day-to-day activities limited a lot		Day-to-day activities limited a little		Day-to-day activities not limited	
All categories: Tenure	341	20.6%	415	25.1%	897	54.3%
<i>Owned or shared ownership: Total</i>	211	16.3%	322	24.9%	761	58.8%
Owned: Owned outright	187	16.1%	287	24.7%	688	59.2%
Owned: Owned with a mortgage or loan or shared ownership	24	18.2%	35	26.5%	73	55.3%
<i>Rented or living rent free: Total</i>	130	36.2%	93	25.9%	136	37.9%
Rented: Social rented	111	36.8%	80	26.5%	111	36.8%
Rented: Private rented or living rent free	19	33.3%	13	22.8%	25	43.9%

Source: DC3408EW Health status

184. It is now possible to multiply the projected number of 75+ households occupying each tenure by the rates of mobility limitation for that tenure to arrive at the final tenure-led estimate for specialist housing needs. The number of households falling into potential need for specialist accommodation over the Plan period is 222
185. These findings are set out in Table 6-6, 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.
186. 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 6-6: AECOM estimate of specialist housing need in Highworth 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	94
	20	74	
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	128
	14	114	
Total	34	188	222

Source: Census 2011, AECOM Calculations

Housing LIN-recommended provision

187. It is worth comparing these findings with the recommendations of the Housing Learning and Improvement Network (HLIN), one of the simplest and widely used models estimating for the housing needs of older people. Table 6-7 below reproduces the key assumptions of HLIN's Strategic Housing for Older People (SHOP) toolkit. The table serves as a guide 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. It is worth highlighting that the HLIN model suggests that the level of unmet demand for specialist housing for older people of all kinds is approximately 251 units per 1,000 of the population aged 75+.

Table 6-7: 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

188. As Table 6-8 (below) shows, Highworth is forecast to see an increase of 705 individuals aged 75+ by the end of the Plan period. According to the HLIN tool, this translates into need as follows:

- Conventional sheltered housing to rent = $60 \times 0.075 = 42$
- Leasehold sheltered housing = $120 \times 0.075 = 85$
- Enhanced sheltered housing (divided 50:50 between that for rent and that for sale) = $20 \times 0.075 = 14$
- Extra care housing for rent = $15 \times 0.075 = 11$
- Extra care housing for sale = $30 \times 0.075 = 21$
- Housing based provision for dementia = $6 \times 0.075 = 4$

189. This produces an overall total of 177 specialist dwellings which might be required by the end of the plan period.

190. Table 6-8 below sets out the HLIN recommendations in the same format as Table 6-6 above. It is important to stress that the SHOP toolkit embeds assumptions that uplift the provision of specialist accommodation compared to current rates.

Table 6-8: HLIN estimate of specialist housing need in Highworth 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	50
	22	28	
Sheltered housing	Conventional sheltered housing for rent	Leasehold sheltered housing	127
	42	85	
Total	64	1134	177

Source: Housing LIN, AECOM calculations

Conclusions- Specialist Housing for the Older People

191. To begin with, this chapter finds that there are a total of 165 units of specialist accommodation in the NA at present. This largely consists of retirement housing for social rent but also includes specialist care housing, in addition to age exclusive housing, and a care home with 27 bedspaces (Grove Hill care home).

192. ONS 2020 population estimates suggest that there are currently around 1,043 individuals aged 75 or over in Highworth. This suggests that current provision is in the region of 1.3 units per 1,000 of the 75+ population (a common measure of specialist housing supply).

193. The number of people aged 75+ in Highworth is expected to grow from 778 individuals in 2011 to 1,483 by 2036.
194. 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 sense-checked using a toolkit based on national research and assumptions.
195. These two methods of estimating the future need in Highworth produce a range of 177 to 222 specialist accommodation units that might be required during the Plan period. These estimates are based on the projected growth of the older population, thereby assuming that today's older households are already well accommodated. If this is found not to be the case, it would justify aspiring to exceed the range identified here.
196. With reference to the breakdown in range between levels of care and tenure, the NA largely consists of flats (2-bedroom, 3 bedroom) such as retirement housing, extra care housing, in addition to age exclusive housing for social rent (62%) or for leasehold (38%).
197. The Neighbourhood Plan can't set the proportion that should be affordable – that usually has to be in line with Local Plan policy for all housing however any additional provision the Neighbourhood Plan could potentially fill a different gap in the market. In Highworth this might be satisfied by making sure all new housing is accessible and adaptable for people with lower support needs.
198. Given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another avenue open to the Neighbourhood Plan is therefore to require standards of accessibility and adaptability in new development to be met at more ambitious levels than those mandated in the Local Plan, and to encourage the adaptation of existing properties through grant schemes and other means (though it is acknowledged the Neighbourhood Plan may have less influence over changes to the existing stock).
199. The adopted Local Plan policy HA4 'Subdivision of Housing' provides explicit encouragement for development to accommodate specific groups such as older people. However, it does not set specific targets for the proportion of new housing that might be required to meet national standards for accessibility and adaptability (Category M4(2)). The evidence gathered here would appear to justify applying such a target in the Neighbourhood Plan if this avenue has the support of the LPA. Government is considering mandating M4(2) on newly erected dwellings¹¹, although changes to Building Regulations have not yet been made.
200. In contrast HA3: 'Wheelchair Accessible Housing' does address national standards (Category M4(3)) for wheelchair users. This policy states that development proposals for 50 dwellings or more should provide at least 2% of the

¹¹ See [Raising accessibility standards for new homes: summary of consultation responses and government response - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/raising-accessibility-standards-for-new-homes)

dwellings to be suitable for occupation by wheelchair users to ensure all delivered housing is of a high quality and there is a wide choice of housing available.

201. With reference to the emerging Local Plan, policy DM7 (Housing for Older People) stipulates that proposals for specialist housing designed to specifically meet the needs of elderly residents shall be supported where they are accessible to local facilities and services and can demonstrate that they have been designed to meet specific needs of occupants with: individual dwellings with inbuilt flexibility in accordance with optional Building Regulations M4(2) Category 2: Accessible and Adaptable dwellings in order to enable easy adaptation to meet changing needs over time; and makes provisions that at least 50% of dwellings should be suitable for occupation by wheelchair users, or easily adaptable for residents who are wheelchair users (M4(3)).
202. The provision of housing sites (C3) to meet the needs of active older people will be supported where evidence establishes the need for such housing as part of the wider market housing mix throughout the Borough.
203. This is reinforced by emerging Local Plan Policy DM8 (Accessible Housing) which states that development proposals of 10 dwellings or more should provide all new housing in accordance with M4(2): Category 2 Accessible and Adaptable dwellings, or any subsequent update; and development proposals for 25 dwellings or more should provide at least 10% of the dwellings to be suitable for occupation by wheelchair users in accordance with M4(3): Category 3 Wheelchair User dwellings. This will help provide homes which are suitable for a range of occupants with differing needs, and which will allow adaptation to meet the changing needs of occupants over time:
204. The emerging Local Plan also recognises that locally there is an ageing population, with people living longer and needing more accessible accommodation and that this will necessitate the provision of different types of adaptable accommodation such as lifetime homes and lifetime neighbourhoods, with nearby access to facilities and services required particularly by the elderly.
205. 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.
206. 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).

207. It is considered that Highworth 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 Area (while noting there is no specific requirement or obligation to do so if there is potential to meet need arising from Highworth in other suitable locations near to but outside the Plan area boundaries). However, the group also highlighted that Highworth is often overlooked in relation to the much larger settlement of Swindon, and so the provision of specialist accommodation could be focussed on Highworth initially if this is felt to be to the community's benefit.

208. 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 Highworth 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.

209. 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.

Recommendations for next steps

210. This Neighbourhood Plan housing needs assessment aims to provide Highworth 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 SBC with a view to agreeing and formulating draft housing policies, bearing the following in mind:

- All Neighbourhood Planning Basic Conditions, but in particular 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 SBC;
- The views of local residents;
- The views of other relevant local stakeholders, including housing developers and estate agents; and
- The numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by SBC.

211. 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.

212. 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, SBC or any other relevant party and review the Neighbourhood Plan accordingly to ensure that general conformity is maintained.

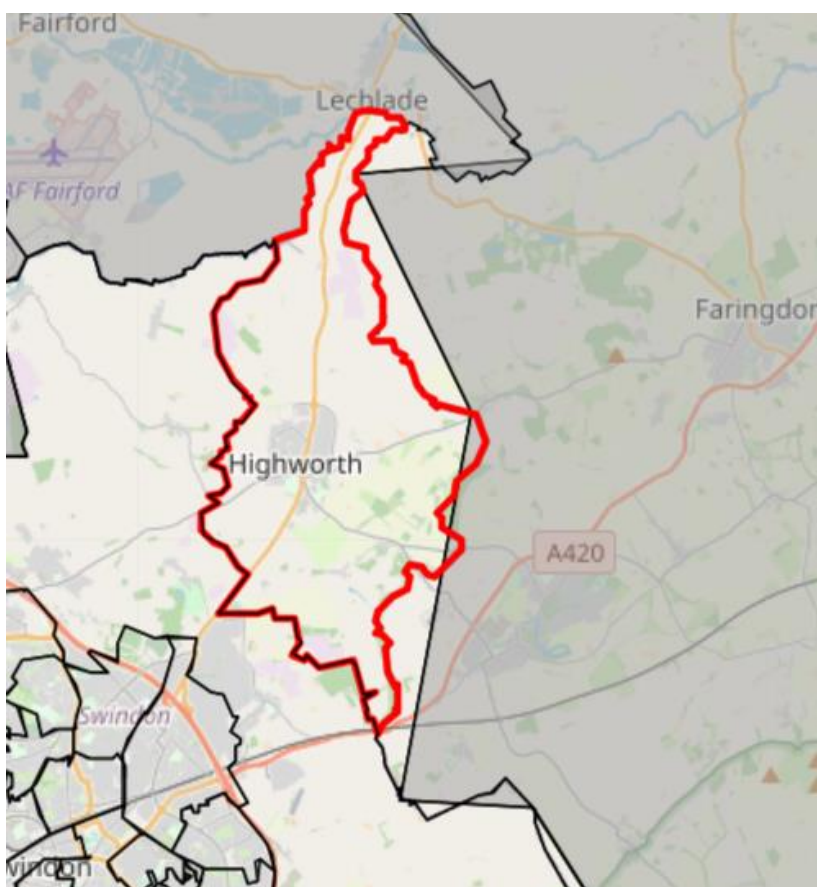
213. At the same time, monitoring on-going demographic or other trends over the Neighbourhood Plan period will help ensure the continued relevance and credibility of its policies.

Appendix A : Calculation of Affordability Thresholds

A.1 Assessment geography

214. 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.
215. 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 Highworth, it is considered that MSOA E02003212 is the closest realistic proxy for the Neighbourhood Plan area boundary. A map of MSOA E02003212 appears below in Figure A-1. This layer was selected as it is the MSOA that overlaps to the greatest extent with the Neighbourhood Plan area; it is the MSOA that contains the majority of the Neighbourhood Plan area population; however it also includes the 2011 output area E00078507, which is not part of the Highworth NA

Figure A-1: MSOA E02003212 used as the NA best-fit geographical proxy



Source: ONS

A.2 Market housing

216. Market housing is not subsidised and tends to be primarily accessible to people on higher incomes.
217. To determine affordability in market housing, this 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

218. 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.
219. To produce a more accurate assessment of affordability, the savings required for a deposit should be taken into account in addition to the costs of servicing a mortgage. However, unlike for incomes, data is not available for the savings available to households in Highworth, and the precise deposit a mortgage provider will require of any buyer will be determined by their individual circumstances and the state of the mortgage market. An assumption is therefore made that a 10% purchase deposit is required and is available to the prospective buyer. In reality it is possible that the cost of the deposit is a greater barrier to home ownership than the mortgage costs.
220. The calculation for the purchase threshold for market housing is as follows:
- Value of a median NA house price (2020) = £259,000;
 - Purchase deposit at 10% of value = £25,900;
 - Value of dwelling for mortgage purposes = £233,100;
 - Divided by loan to income ratio of 3.5 = purchase threshold of £66,600.
221. The purchase threshold for an entry-level dwelling is a better representation of affordability to those with lower incomes or savings, such as first-time buyers. To determine this threshold, the same calculation is repeated but with reference to the lower quartile rather than the median house price. The lower quartile average in 2020 was £179,750, and the purchase threshold is therefore £46,221.
222. Finally, it is worth assessing the purchase threshold for new build homes, since this most closely represents the cost of the new housing that will come forward in future. Land Registry records show three sales of new build properties in the NA in 2020. The sample size is therefore considered too small to be reliable at this scale. As such, the new build prices for homes in the whole local authority area are used. It is likely that new build prices across the local authority area are slightly higher than those in the NA but provide a reasonable proxy for new build prices in

Highworth. The average price of a new build property in the borough was £304,995 with a purchase threshold of £78,427.

ii) Private Rented Sector (PRS)

223. Income thresholds are used to calculate the affordability of rented and affordable housing tenures. It is assumed here that rented housing is affordable if the annual rent does not exceed 30% of the household's gross annual income.

224. This is an important assumption because it is possible that a household will be able to afford tenures that are deemed not affordable in this report if they are willing or able to dedicate a higher proportion of their income to housing costs. It is becoming increasingly necessary for households to do so. However, for the purpose of planning it is considered more appropriate to use this conservative lower benchmark for affordability on the understanding that additional households may be willing or able to access housing this way than to use a higher benchmark which assumes that all households can afford to do so when their individual circumstances may well prevent it.

225. The property website [Home.co.uk](https://www.home.co.uk) shows rental values for property in the Neighbourhood Plan area.

226. According to [home.co.uk](https://www.home.co.uk), there were 10 properties for rent at the time of search in August 2022, with an average monthly rent of £891. There were 5 two-bed properties listed, with an average price of £815 per calendar month.

227. The calculation for the private rent income threshold for entry-level (2 bedroom) dwellings is as follows:

- Annual rent = £815 x 12 = £9,780;
- Multiplied by 3.33 (so that no more than 30% of income is spent on rent) = income threshold of £32,600.

228. The calculation is repeated for the overall average to give an income threshold of £35,640.

A.3 Affordable Housing

229. There are a range of tenures that constitute the definition of Affordable Housing within the NPPF 2021: social rent and affordable rent, discounted market sales housing, and other affordable routes to home ownership. More recently, a new product called First Homes has been introduced in 2021. Each of the affordable housing tenures are considered below.

i) Social rent

230. Rents in socially rented properties reflect a formula based on 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 the lowest incomes and is subject to strict eligibility criteria.

231. 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 Highworth. This data provides information about rents and the size and type of stock owned and managed by private registered providers and is presented for SBC in the table below.

232. To determine the income needed, it is assumed that no more than 30% of income should be spent on rent. This is an assumption only for what might generally make housing affordable or unaffordable – it is unrelated to the eligibility criteria of Affordable Housing policy at Local Authority level. The overall average across all property sizes is taken forward as the income threshold for social rent.

Table A-1: Social rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average social rent per week	£91.65	£101.27	£111.83	£129.09	£101.82
Annual average	£4,766	£5,266	£5,815	£6,713	£5,295
Income needed	£15,870	£17,536	£19,364	£22,353	£17,631

Source: Homes England, AECOM Calculations

ii) Affordable rent

233. 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).

234. Even an 80% discount on the market rent may not be sufficient to ensure that households can afford this tenure, 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%.

235. Data on the most realistic local affordable rent costs is obtained from the same source as social rent levels for Swindon Borough. Again it is assumed that no more than 30% of income should be spent on rent, and the overall average is taken forward.

236. Comparing this result with the average 2-bedroom annual private rent above indicates that affordable rents in the NA are actually closer to 65% of market rates than the maximum of 80%, a feature that is necessary to make them achievable to those in need.

Table A-2: Affordable rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average affordable rent per week	£101.05	£121.46	£151.48	£189.23	£128.52
Annual average	£5,255	£6,316	£7,877	£9,840	£6,683
Income needed	£17,498	£21,032	£26,230	£32,767	£22,255

Source: Homes England, AECOM Calculations

iii) Affordable home ownership

237. Affordable home ownership tenures include products for sale and rent provided at a cost above social rent, but below market levels. The three most widely available are discounted market housing (a subset of which is the new First Homes product), shared ownership, and rent to buy. These are considered in turn below.

238. In paragraph 65 of the NPPF 2021, 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 recently issued Ministerial Statement and updates to PPG state 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% affordable home ownership requirement referenced above may be replaced by the First Homes requirement.

First Homes

239. Whether to treat discounted market housing as affordable 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 buy market housing.

240. The starting point for these calculations is therefore the estimated cost of new build housing in Highworth derived from the 2020 median house price, noted above as noted above of £259,000.

241. For the minimum discount of 30% the purchase threshold can be calculated as follows:

- Value of a new home (NA median) = £259,000;
- Discounted by 30% = £163,170;
- Purchase deposit at 10% of value = £16,317;
- Value of dwelling for mortgage purposes = £146,853;
- Divided by loan to income ratio of 3.5 = purchase threshold of £41,958.

242. The income thresholds analysis in the Tenure and Affordability chapter also compares local incomes with the costs of a 40% and 50% discounted First Home. This would require an income threshold of £35,964 and £29,970, respectively.

243. All of the income thresholds calculated here for First Homes are below the cap of £80,000 above which households are not eligible. The discounted values are also all below the cap of £250,000.

244. Note that 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. This cost excludes any land value or developer profit. This would not appear to be an issue in Highworth, but a discount of 50% may make viability challenging

Shared ownership

245. Shared ownership involves the purchaser buying an initial share in a property, typically of between 25% and 75% (but now set at a minimum of 10%), 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 occupant can be increased over time through a process known as 'staircasing'.

246. 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.

247. To determine the affordability of shared ownership, calculations are again based on the estimated costs of new build housing as discussed above. 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 rental component is estimated at 2.5% of the value of the remaining (unsold) portion of the price. The income required to cover 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).

248. The affordability threshold for a 25% equity share is calculated as follows:

- A 25% equity share of £259,000 is £64,750;
- A 10% deposit of £6,475 is deducted, leaving a mortgage value of £58,275;
- This is divided by the loan to value ratio of 3.5 to give a purchase threshold of £16,650;
- Rent is charged on the remaining 75% shared ownership equity, i.e. the unsold value of £194,250;
- The estimated annual rent at 2.5% of the unsold value is £4,856;
- This requires an income of £16,188 (annual rent multiplied by 3.33 so that no more than 30% of income is spent on rent).

- The total income required is £32,838 (£16,650 plus £16,188).

249. The same calculation is repeated for equity shares of 10% and 50% producing affordability thresholds of £26,085 and £44,092 respectively.

250. The data above shows that shared ownership options at 10%, 25%, and 50% equity are all below the £80,000 income threshold cap.

Rent to buy

251. Rent to buy is a relatively new and less common tenure, which through subsidy allows the occupant to save a portion of their rent, which is intended to be used to build up a deposit to eventually purchase the home. It is therefore estimated to cost the same as private rents – the difference being that the occupant builds up savings with a portion of the rent.

Help to Buy (Equity Loan)

252. The Help to Buy Equity Loan is not an affordable housing tenure but allows households to afford market housing through a loan provided by the government. With a Help to Buy Equity Loan the government lends up to 20% (40% in London) of the cost of a newly built home. The household must pay a deposit of 5% or more and arrange a mortgage of 25% or more to make up the rest. Buyers are not charged interest on the 20% loan for the first five years of owning the home.

253. It is important to note that this product widens access to market housing but does not provide an affordable home in perpetuity.

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 methods¹².

Age-Restricted General Market Housing

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, over-crowding, concealment or affordability, but who are yet to be offered a home suited to their needs.

Bedroom Standard¹³

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

¹² The Tenant Services Authority has issued an explanatory note on these methods at <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

¹³ See <https://www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-household-report>

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 Order¹⁴

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)¹⁵

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.

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.

¹⁴ See <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

¹⁵ See http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp171776_350282.pdf

First Homes

The Government has recently confirmed the introduction of First Homes as a new form of discounted market housing which will provide a discount of at least 30% on the price of new homes. These homes are available to first time buyers as a priority but other households will be eligible depending on agreed criteria. New developments will be required to provide 25% of Affordable Housing as First Homes. A more detailed explanation of First Homes and its implications is provided in the main body of the HNA.

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 years¹⁶, 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

¹⁶ See <https://www.which.co.uk/news/2017/08/how-your-income-affects-your-mortgage-chances/>

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.

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% (though this was lowered in 2021 to a minimum of 10%), 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 Housing¹⁷

Sheltered housing (also known as retirement housing) means having your own flat or bungalow in a block, or on a small estate, where all the other residents are older people (usually over 55). With a few exceptions, all developments (or 'schemes') provide independent, self-contained homes with their own front doors. There are many different types of scheme, both to rent and to buy. They usually contain between 15 and 40 properties, and range in size from studio flats (or 'bedsits') through to 2 and 3 bed roomed. 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.

¹⁷ See <http://www.housingcare.org/jargon-sheltered-housing.aspx>

And they are usually linked to an emergency alarm service (sometimes called 'community alarm service') to call help if needed. Many schemes also have their own 'manager' or 'warden', either living on-site or nearby, whose job is to manage the scheme and help arrange any services residents need. Managed schemes will also usually have some shared or communal facilities such as a lounge for residents to meet, a laundry, a guest flat and a garden.

Strategic Housing Land Availability Assessment

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

Strategic Housing Market Assessment (NPPF Definition)

A Strategic Housing Market Assessment (SHMA) is a document prepared by one or more local planning authorities to assess their housing needs under the 2012 version of the NPPF, usually across administrative boundaries to encompass the whole housing market area. The NPPF makes clear that SHMAs should identify the scale and mix of housing and the range of tenures the local population is likely to need over the Plan period. Sometimes SHMAs are combined with Economic 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.¹⁸

¹⁸ See <http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing>

