

West Saltdean

Housing Needs Assessment (HNA)

August 2023

Quality information

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List of acronyms used in the text:

DLUHC	Department for Levelling Up, Housing and Communities (formerly MHCLG)
HMA	Housing Market Area
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
LA	Local Authority
LHN	Local Housing Need
LHNA	Local Housing Needs Assessment
LPA	Local Planning Authority
LSOA	Lower Layer Super Output Area
MSOA	Middle Layer Super Output Area
NA	Neighbourhood (Plan) Area
NP	Neighbourhood Plan
NPPF	National Planning Policy Framework
OA	Output Area
ONS	Office for National Statistics
PPG	Planning Practice Guidance
PRS	Private Rented Sector
RQ	Research Question
SDNP	South Downs National Park
SDNPA	South Downs National Park Authority
SHMA	Strategic Housing Market Assessment
VOA	Valuation Office Agency

1. Executive Summary

1. West Saltdean is a Neighbourhood Area (NA) located in the unitary authority of Brighton & Hove. The NA is an unparished bespoke area created for the purpose of the Neighbourhood Plan.
2. The 2021 Census recorded 5,870 individuals in West Saltdean, indicating an increase of 274 people since the 2011 Census.
3. There has been some development in West Saltdean in recent years, with Census data recording an increase of 131 dwellings between 2011 and 2021. The current total number of dwellings in the NA is estimated to be 2,809 based on Census data, with the Council's current estimate 2,759 dwellings.
4. This Executive Summary details the conclusions of each chapter of this Housing Needs Assessment (HNA), addressing each of the themes agreed with the Neighbourhood Planning Forum at the outset of the research.
5. Data from the 2021 Census is being released throughout 2023. At present, the available data covers population, households, tenure, and dwelling stock characteristics. Some data from the Census 2021 at the localised level, including parishes, will not be available until later in 2023, as well as data comparing numerous variables. As such this HNA will draw on the latest available data from the 2021 Census where possible and will also continue to use other data sets, including 2011 Census, Valuation Office Agency data, and ONS parish projections where necessary to build up evidence at the neighbourhood level.

Conclusions- Tenure and Affordability

Current tenure profile

6. In 2021 West Saltdean had a significantly higher proportion of households that owned their own home than England and especially Brighton & Hove. Due to the dominance of ownership tenures in the NA, there was a smaller proportion of households renting than the comparator geographies. This is most evident when looking at social rented households, with just 4.4% of households socially renting in West Saltdean compared to 14.9% across Brighton & Hove and 17.1% nationally.

Affordability

7. When looking at house prices in West Saltdean, this is collected at a local authority level and then usually broken down to the NA using parish postcodes. However, due to the NA not being a parished area, the house price data for West Saltdean relates to the ward (Rottingdean Coastal), shown in Figure A-3.
8. Between 2013 and 2022 house prices increased relatively steadily, with some fluctuation between 2015 and 2021. Over the decade the median increased by 79.0%, peaking in 2022 at £499,500. The lower quartile increased to a lesser extent, by 47.7%, peaking in 2021 at £357,500. The 2022 lower quartile house price was £350,000.

9. The 2022 median house price across Brighton & Hove was £425,000, with a lower quartile house price of £306,625, showing that house prices in the NA were generally greater than those across the local authority.
10. Local households on average incomes are unable to access even entry-level homes unless they have the advantage of a very large deposit. The median house price would require an annual income almost 3x higher than the current average. Private renting is generally only affordable to higher earners, with households made up of average or lower quartile earners unable to afford the given rental thresholds.
11. There is a relatively large group of households in West Saltdean who may be able to afford to rent privately but cannot afford home ownership. They are typically earning between around £53,520 and £90,000. This 'can rent, can't buy' cohort may benefit from the range of affordable home ownership products such as First Homes and shared ownership. It is recommended that in West Saltdean First Homes are delivered at a 50% discount, making the product marginally affordable to households on mean incomes. Shared ownership appears to be slightly more affordable than First Homes, with shared ownership at 25% equity marginally affordable to households on mean incomes but 10% equity extending home ownership further than First Homes, with households with two lower quartile earners able to marginally afford this product. Rent to Buy is the least affordable product locally but may be useful for households with little or no savings for a deposit, and this rather than income being the greatest barrier to home ownership.
12. Affordable rented housing is generally affordable to households with two lower quartile earners. However, households with a single lower earner appear only able to afford social rented units. Many such individuals will, if unable to secure a social rented dwelling require additional subsidy through Housing Benefit / Universal Credit to access housing.

The need for Affordable Housing

13. AECOM estimates the need for 13 affordable rented homes per annum in West Saltdean, equating to a total of 92 over the plan period.
14. AECOM also estimates the potential demand for 28 affordable home ownership dwellings per annum in West Saltdean, equating to a total of 196 over the plan period. However, these households are generally adequately housed in the private rented sector or other forms of housing and so the demand is much less acute than the need for social/affordable rented housing.

Affordable Housing policy

15. AECOM's indicative mix for Affordable Housing is chiefly a response to the expectation that the delivery of Affordable Housing will be lower than the needs identified here, the significant backlog on the Housing Register, and the lack of social/affordable rented housing in the NA currently. In this context, affordable rented tenures should be prioritised. AECOM suggests that 65% of Affordable Housing be delivered as affordable rented tenures and 35% affordable home ownership products.
16. Looking specifically at affordable home ownership, 25% of Affordable Housing should be delivered as First Homes, with a 50% discount making it marginally affordable to

households on mean incomes. A further 10% is allocated to shared ownership, with shared ownership at 10% equity more affordable than First Homes, marginally accessible to households with two lower quartile earners.

17. The expected level of delivery does not meet the quantity of demand identified in estimates of the need for Affordable Housing. It is therefore recommended that the policy requirement is met wherever possible and for further avenues for delivering greater quantities of Affordable Housing (such as exception sites) to be explored.
18. 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 neighbourhood development orders, identifying exception sites or developing community land trusts are all ways of boosting the supply of affordable housing.

Conclusions- Type and Size

The current housing mix

19. Census data shows that the majority of households in both 2011 and 2021 in West Saltdean lived in detached dwellings, with notably few households living in terraced dwellings, at just 1.3% in 2021. Over 20% of households in 2021 lived in flats, an increase on the proportion in 2011. There is a clear gap in the mix for more affordable types of housing, namely semi-detached and terraced dwellings. The proportion of households living in detached dwellings in West Saltdean was significantly greater than the comparator geographies, although this is likely in part due to the higher proportion of bungalows in the NA (which Census data counts within the detached and semi-detached categories). Due to the dominance of this dwelling type, the proportion of households living in semi-detached and terraced dwellings was well below the comparator geographies, reducing housing choices.
20. Turning to dwelling size, the greatest proportion of local households lived in mid-sized 3-bedroom dwellings, closely followed by households living in 2-bedroom dwellings, with approximately a third of households living in each of these dwelling sizes in 2021. Almost a quarter of households lived in 4+ bedroom dwellings in 2021, with the remainder living in the smallest 1-bedroom dwellings. West Saltdean had a greater proportion of households living in 4+ bedroom dwellings than the comparator geographies. The proportion of mid-sized dwellings was below national levels but greater than the proportion across Brighton & Hove, where there was a notable lack of 3-bedroom dwellings. The NA had the smallest proportion of households living in 1-bedroom dwellings.

Population characteristics

21. In both 2011 and 2021 the greatest proportion of the population in West Saltdean was aged 45-64. Although the proportion of the population in this age category decreased over the decade, the number of people within this age category grew by 10.5%. The greatest increase over the decade was in the number of people aged 65-84, indicative of an aging population, alongside the increase in the population aged 85+. There was a decrease in

the number and proportion of the population aged 0-14 between 2011 and 2021, with this decrease in the number of children in line with the Neighbourhood Forum's view that the primary school has experienced a reduced intake in recent years.

22. In 2021 West Saltdean had a smaller proportion of the population aged 0-44 than the comparator geographies. This is particularly evident when considering the NA and Brighton & Hove population aged 15-24. This category is high across the local authority area, likely due to the student population, with few students potentially living in West Saltdean. The NA had a greater proportion of the population aged 45 and over than the comparator geographies.
23. Looking at household composition, West Saltdean had a significantly higher proportion of single person households aged 66 and over than the wider local authority and country. The proportion of family households in the NA was broadly in line with England, but significantly above the local authority. As with single person households, West Saltdean had the greatest proportion of family households aged 66 and over (16.7% compared to 5.1% across Brighton & Hove), indicative of an aging population. The NA had a smaller proportion of households with dependent children than the comparator geographies, and a greater proportion of households with no children.

Future population and size needs

24. Population growth can be expected to be driven by the oldest households, with households with a household reference person aged 65 and over in West Saltdean projected to increase by 30% between 2011 and 2030. This would mean that households with a household reference person aged 65 and over would account for 39.2% of households in 2030 compared to 33.9% in 2011. There is also projected to be an increase in the number of households with a household reference person aged 55 to 64, of 16%. Less than 10% change is projected in all of the other categories.
25. AECOM modelling suggests that by the end of the plan period there should be a slight increase in the smallest dwellings, with a decrease in the proportion of 2-bedroom and 4-bedroom dwellings but an increase in the proportion of mid-sized dwellings. In order to achieve the suggested mix it is recommended that the majority of housing in the plan period is delivered as mid-sized 3+ bedroom dwellings, with some delivery of the smallest and largest dwellings. It should be noted that Brighton & Hove's Local Plan (Part 2, Policy H2) requires an indicative mix of 50% 3+ bedroom dwellings on the sites allocated in West Saltdean, highlighting the local authority's commitment to increasing the number of mid-sized and larger dwellings, in line with AECOM's modelling.
26. When considering Affordable Housing specifically, the adopted Brighton & Hove Local Plan outlines that the preferred size mix of Affordable Housing units is 30% 1-bedroom, 45% 2-bedroom, and 25% 3-bedroom. Brighton & Hove's Housing Register shows that there is a clear need for smaller social/affordable rented dwellings (43.2% 1-bedroom and 32.1% 2-bedroom), with 20.2% of households in need of a mid-sized 3-bedroom dwelling, and just 4.2% of households in need of 4+ bedroom dwellings. It should however be noted that there is often a greater smaller social/affordable rented housing stock, meaning there

is more turnover, and so the delivery of some mid-sized social/affordable rented housing is also encouraged.

27. 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.

Conclusions- Specialist Housing for Older People

28. There are currently 10 units of specialist housing for older people in the NA, all of which are available for social rent for those in financial need. There may therefore be a gap in the market for specialist housing for older people who would be ineligible for social rented provision. There are also 44 care home beds in the NA at present.
29. 2021 Census data suggests that at this time there were 774 individuals aged 75+ in West Saltdean, projected to increase to 950 by 2030. By the end of the plan period it is expected that those aged 75+ will account for 14.8% of the NA's population, a significantly higher proportion than across Brighton & Hove as a whole.

Specialist housing for older people

30. 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.
31. These two methods of estimating the future need in West Saltdean produce a range of 44 to 63 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.
32. It is important to take into consideration the breakdown in tenure and care when looking at specialist housing for older people. There is a greater need for market specialist housing than affordable provision. Combined with the present lack of market provision in the NA, this suggests a clear gap in the market. There is a relatively balanced split in terms of levels of care, although there is a slightly greater need for sheltered housing. The greatest sub-category of need is for market sheltered housing, with at least some of this need likely to be able to be met through ensuring that future housing is adaptable and accessible, allowing older households to remain in their own home for longer.
33. Specialist housing for older people should be provided in sustainable, accessible locations, with cost-effectiveness and economies of scale also important factors to consider. It is considered that broadly West Saltdean is a suitable location for specialist accommodation. Wherever specialist housing for older people 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.

Care homes

34. Care home accommodation is defined as institutional accommodation rather than housing. AECOM has estimated the likely need for care home accommodation over the plan period, based on the HLIN SHOP toolkit prevalence rates for residential and nursing care homes for older people (aged 75+). Based on this rate and the expected increase in the older population it is estimated that there would be a need by 2030 of an additional 11 care home beds in the NA, although some of this need may be met through the turnover in existing care home beds. Also, some of the need for care home beds may be met by independent housing accommodation (e.g. extra-care housing) and vice versa.

Adaptable and accessible housing

35. Given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another key avenue to addressing those with relevant needs is to discuss the standards of accessibility and adaptability in new development.
36. The Local Plan outlines targets for the proportion of new housing that might be required to meet national standards for accessibility and adaptability (Category M4(2)). It states that all new housing should meet M4(2). It outlines that 10% of affordable homes and 5% of market homes on sites of 10+ dwellings should be delivered as Category M4(3), suitable for wheelchair users.

Conclusions- Second homes

37. This section of the HNA considers the extent of second home ownership in West Saltdean and related trends.
38. In 2021, West Saltdean contained 2,668 households and 2,809 dwellings, implying that there were 141 dwellings with no usual resident household. This means that 5.0% of dwellings had no usual residents, compared to 7.2% across Brighton & Hove, and around 6.0% nationally.
39. Looking at changes since 2011, at this time there were 133 dwellings with no usual resident household, again accounting for 5.0%.
40. The Neighbourhood Forum are specifically interested in the scale of Airbnb in the NA, with 19 whole properties available for a week rental in peak holiday months. This is likely an under-estimate, with some properties likely already fully booked, and others advertised privately or through alternative holiday let sites. The scale of holiday lets is also generally below the scale of overall second home ownership, with some households using properties solely for personal use, with an overall figure of up to 141 as noted above.
41. The demand for second home ownership in the NA is likely to have an adverse effect on affordability for local people. There is a clear difference in the potential income for owners between the private rented sector and holiday lets identified in the NA. The calculated average monthly cost of a holiday let in West Saltdean is £4,963 compared to the average monthly cost of a private rented dwelling of £1,750. If a holiday let was rented back-to-

back, as it is assumed it would be in the summer months, the income (exclusive of any related costs) associated with the holiday let could be almost 3x greater than associated with longer term private rental.

42. It is not possible to establish a precise causal link between second home ownership and declining affordability because rising prices and declining affordability is affected by other factors such as economic growth at the national level. However, AECOM suggest that it is likely that the second homes market is a factor in the rise in prices and declining affordability in the area. The private rented sector in the NA is smaller than the local authority and country and may be constrained to some extent by the holiday let and second home market. In the context where new housing development is limited, all other things being equal, the expansion of second homes and holiday lets will reduce the availability and affordability of housing for households wishing to live in the area.

2. Context

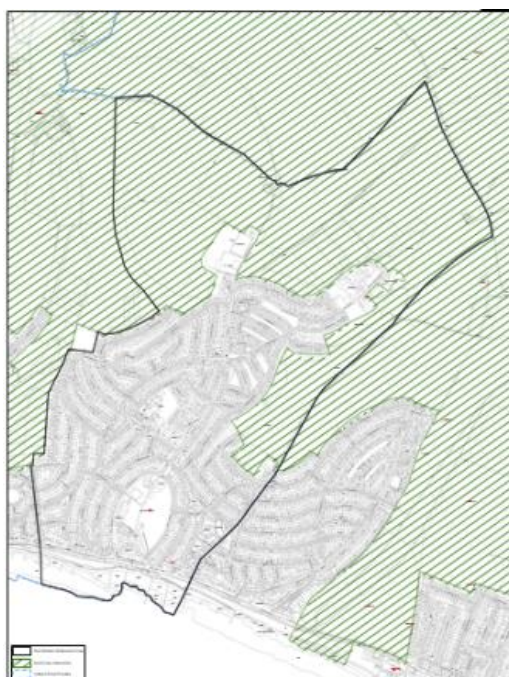
Local context

43. West Saltdean is a Neighbourhood Area (NA) located in the unitary authority of Brighton & Hove in the South East of England. The NA was designated in August 2022.
44. The Neighbourhood Plan is envisaged to start in 2023 and extend to 2030, therefore covering a period of 7 years. The evidence supplied in this report will look forward to the Plan end date of 2030, but where possible will also provide annualised figures which can be extrapolated to a different term if the Plan period changes.
45. West Saltdean NA is part of the village of Saltdean, on the east side of the Brighton & Hove seafront. Moving inland, part of the NA falls within the South Downs National Park (SDNP). The closest train station is Brighton, 5-6 miles west of the NA. This provides connection to London, Southampton, Eastbourne, Lewes, Hastings, Portsmouth, Cambridge, and Bedford alongside other smaller towns. In terms of amenities, the NA has a primary school (with a decreasing intake according to the Neighbourhood Forum), church, pub, lido, café, shop, and multiple businesses.

The NA boundary and key statistics

46. For Census purposes, the NA is made up, like the rest of England, of statistical units called Output Areas (OAs). A breakdown of the OAs relevant to West Saltdean is provided in Appendix A. A map of the Plan area appears below in Figure 2-1.

Figure 2-1: Map of the West Saltdean Neighbourhood Area



Source: Brighton & Hove City Council¹

¹ Available at <https://www.brighton-hove.gov.uk/sites/default/files/2022-08/West%20Saltdean%20NA%20designation%20notice%20Aug%202022.pdf>

47. At the time of the 2011 Census the NA was home to 5,596 residents, formed into 2,545 households and occupying 2,678 dwellings. The 2021 Census indicates population growth of around 274 individuals (or 4.9%) since 2011², recording a total of 5,870 residents and 2,668 households. The average household size grew.
48. 2021 Census data shows that between 2011 and 2021 the number of dwellings in West Saltdean increased by 131, broadly in line with the increase in households noted above (+123). Completions data provided by Brighton & Hove City Council was only available at Ward level, with data provided for Rottingdean Coastal Ward (see Figure A-3 in the Appendix) used as a proxy for West Saltdean. This shows 493 dwellings developed in the Ward between 2011/12 and 2021/22, 88% of which was market housing, and 12% affordable. The Council's current count of dwellings in West Saltdean is 2,759.

The housing market area context

49. Whilst this HNA focuses on West Saltdean NA it is important to keep in mind that neighbourhoods are not self-contained housing market areas (HMAs). Housing market areas are usually wider than local authority areas and often stretch across a number of districts or boroughs. This is because housing market areas are inherently linked to the labour market, employment patterns and travel to work areas.
50. In the case of West Saltdean, the NA sits within the Sussex Coast HMA which covers Brighton & Hove as well as Adur, Chichester, Lewes, and Worthing. This means that when households who live in these authorities move home, the vast majority move within this geography. The housing market area also has links to other neighbouring areas however, including Eastbourne and the South Downs National Park Authority.
51. At the neighbourhood scale it is not possible to be definitive about housing need and demand because neighbourhoods, including West Saltdean, are closely linked to other areas. In the case of West Saltdean, changes in need or demand in settlements nearby is likely to impact on the neighbourhood.
52. In summary, West Saltdean functions within a wider strategic area. As well as fostering good working relationships with the local planning authority (Brighton & Hove City Council), it is therefore useful to think about the *role* of the neighbourhood within the wider area. This HNA can provide evidence to understand this role and the specific features of the neighbourhood within this wider context. Neighbourhood Plans can have a significant impact in shaping their neighbourhoods, enhancing the positive role the neighbourhood plays within the wider housing market, or developing policies to change entrenched patterns and improve housing outcomes in the neighbourhood and wider area.

Planning policy context

53. Neighbourhood Plans are required to be in general conformity with adopted strategic

² 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.

local policies.³ In the case of West Saltdean, the relevant adopted Local Plan consists of the Brighton & Hove City Plan Part 1⁴ (adopted March 2016) and the City Plan Part 2⁵ (adopted October 2022). Together these plans look to 2030. Part 2 of the Local Plan supports the implementation and delivery of Part 1, building on the strategic framework and allocating additional development sites.

54. There is currently no emerging Local Plan for Brighton & Hove.
55. The South Downs National Park Authority's Local Plan is the South Downs Local Plan, adopted in July 2019, which runs from 2014 to 2033. The policies in this Plan apply to the areas of the NA in the South Downs National Park, shown in Figure 2-1.
56. A detailed breakdown of the Local Plan policies relevant to housing need is provided in Appendix B. Here, it is worth summarising the most important points of the adopted Brighton & Hove Local Plans:
 - Adopted Local Plan Part 1 Policy CP1 identifies an overall housing target of 13,200 additional homes between 2010 and 2030 for the entire local authority area;
 - Part 1 Policy C20 states that 40% of all new dwellings are expected to be delivered as Affordable Housing on sites of 15+ homes. On sites of 10-14 homes 30% Affordable Housing will be expected onsite (or as financial contribution) whilst on sites of 5-9 homes 20% Affordable Housing will be expected as financial contribution. The suggested tenure mix within Affordable Housing is to be informed by the latest evidence;
 - Part 2 Policy DM1 sets out an expectation that all new homes will be built to Category M4(2) accessibility standards and on sites of 10+ dwellings 10% of affordable and 5% of homes will be delivered to Category M4(3) wheelchair accessible standards.
57. It is also worth summarising the most important points of the South Downs National Park Authority Local Plan:
 - Policy SD26 outlines that the National Park Authority will make overall provision for approximately 4,750 additional homes between 2014 and 2033;
 - Policy SD27 states that development proposals will be permitted for residential development that provides flexible and adaptable accommodation to meet the needs of people who are less mobile or have adult homecare requirements; and
 - Policy SD28 requires a minimum of 50% Affordable Housing delivery on sites of 11 or more homes, of which a minimum of 75% will provide a rented affordable tenure. On sites of between 3 and 10 homes, a proportion of affordable homes will be provided on a sliding scale, outlined in full in Table B-3 in the Appendix.

³ 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>

⁴ Available at: https://www.brighton-hove.gov.uk/sites/default/files/migrated/article/inline/FINAL%20version%20cityplan%20March%202016compreswith%20forward_0.pdf

⁵ Available at: <https://www.brighton-hove.gov.uk/sites/default/files/2022-10/City%20Plan%20Part%20Two%20Adoption%20Version%20Oct%202022%20PRINT%20version%20%281%29.pdf>

Quantity of housing to provide

58. The NPPF 2021 (paragraphs 66 and 67) requires LPAs to provide neighbourhood groups upon request with a definitive or an indicative number of houses to plan for over the Neighbourhood Plan period.
59. Brighton & Hove City Council has fulfilled that requirement by providing West Saltdean with an indicative figure of 83 dwellings to be accommodated within the NA by the end of the Plan period, based on the sum of Local Plan allocations. However, the Neighbourhood Forum note that Coombe Farm development is delivering 72 dwellings (Local Plan notes 65 dwellings), increasing the indicative figure to 90 dwellings.

3. Objectives and approach

Objectives

60. This Housing Needs Assessment (HNA) is structured according to a number of themes or topics that were agreed at the outset of the research with the West Saltdean Neighbourhood Planning Forum. These themes are broadly aligned with the kinds of housing policy areas available to neighbourhood plans, and each will form a distinct chapter of this report. The sub-sections below give a brief overview of the objectives of each chapter.

Affordability and Affordable Housing

61. Neighbourhood plans may include policies that influence the scale of Affordable Housing provision and the mix of different tenures and products provided through new housing development.

62. This chapter has three aims, each given its own sub-section:

- To establish the existing **tenure** of homes within the NA at present (owner occupied, private rented, social/affordable rented, shared ownership);
- To examine the **affordability** of different tenures by considering house prices, rents, local incomes and earnings; and
- To estimate the scale of **need** for Affordable Housing, including the need for those who cannot afford to rent and those who cannot afford to buy.

63. The evidence gathered here can be used to justify planning policies in the Neighbourhood Plan, but it is likely that other supporting evidence may be needed, for example on viability. Local Plans typically include policies on Affordable Housing and whilst the Neighbourhood Plan must be in general conformity with these strategic policies, there is scope for Neighbourhood Plan policies to adopt some local variety where this is supported by the evidence.

Type and Size

64. It is common for neighbourhood plans to include policies that influence what form new housing should take in terms of type and size. This requires evidence of what local people need.

65. The focus of this chapter is to identify relevant trends and potential gaps in the market that can be used to justify planning policies. It has three aims, each given its own sub-section:

- To establish what **mix** of housing exists in the NA at present;
- To describe relevant characteristics of the local **population**; and
- To look to the **future**, considering how the population is likely to evolve and what mix of homes would be most appropriate to build.

66. In addition to the direction of travel revealed by statistics, a variety of reasons sit behind people's housing choices that are less easy to predict, including wealth, accessibility requirements and personal preference. The conclusions and recommendations given here are sufficient for justifying planning policies but are not definitive. It is also appropriate to take into account other factors and evidence if desired.

Specialist Housing for Older People

67. It may be appropriate for neighbourhood plans in areas with aging populations to include policies relating to specialist housing for older persons.

68. 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. Its approach is as follows:

- To review the **current provision** of specialist housing in the NA;
- To estimate the **potential demand** for this form of accommodation with reference to the projected growth in the older population and current rates of mobility limitation; and
- To discuss the potential for meeting this need through adaptations to the mainstream stock and other **additional considerations**.

69. This element of the HNA recognises that the majority of older people will live in the mainstream housing stock and that there is no single way to meet their needs. It may also be inappropriate to focus excessively on the needs of one group or to promote a specialist scheme in a location that lacks adequate services. These issues will be drawn out.

Second Homes

70. This chapter considers the potential scale of second homes ownership, including commercial holiday lets, in the NA. The approach is as follows:

- To estimate the **current level** of second home ownership (including commercial holiday lets);
- To estimate the **financial incentive** for home owners to use their properties for commercial holiday lets as opposed to long term private rentals; and
- To discuss the potential **policy options** relating to second homes in the NA.

Approach

71. This HNA assesses a range of evidence to ensure its findings are robust for the purposes of developing policy at the neighbourhood plan level. This includes data from the 2021 and 2011 Censuses and a range of other data sources, including:

- ONS population and household projections for future years;
- ONS population age estimates for parishes (as 2021 Census data does not yet include age profile at small scales);
- 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 Rightmove.co.uk;
- Local Authority housing waiting list data; and
- Objectively Assessed Need (OAN) for Housing: Brighton & Hove, June 2015⁶.

72. Data from the 2021 Census continues to be released throughout 2023. At present, the available data covers population, households, tenure, and dwelling stock characteristics. Some data at the localised level, including parishes, will not be available until later in 2023, as well as data comparing numerous variables. As such, neighbourhood level HNAs will draw on the latest available data from the 2021 Census where possible and will also continue to use other data sets, including 2011 Census, Valuation Office Agency data, and ONS parish projections to build up evidence at the neighbourhood level.

⁶ Available at <https://www.brighton-hove.gov.uk/sites/default/files/migrated/article/inline/GL%20Hearn%20HSG%20OAN%20Rprt%20%20Jun%202015.pdf>

4. Affordability and Affordable Housing

Introduction

73. Neighbourhood plans may include policies that influence the scale of Affordable Housing provision and the mix of different tenures and products provided through new housing development.
74. This chapter has three aims, each given its own sub-section:
- To establish the existing **tenure** of homes within the NA at present (owner occupied, private rented, social/affordable rented, shared ownership);
 - To examine the **affordability** of different tenures by considering house prices, rents, local incomes and earnings; and
 - To estimate the scale of **need** for Affordable Housing, including the need for those who cannot afford to rent and those who cannot afford to buy.
75. The evidence gathered here can be used to justify planning policies in the Neighbourhood Plan, but it is likely that other supporting evidence may be needed, for example on viability. Local Plans typically include policies on Affordable Housing and whilst the Neighbourhood Plan must conform with these policies, there is scope for Neighbourhood Plan policies to adopt some local variety where this is supported by the evidence.

Definitions

76. This section uses a range of technical terms which are useful to define at the outset:
- **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).
 - **Affordability** refers to the relationship between the cost of housing to buy or rent and the incomes and earnings of households.
 - The definition of **Affordable Housing** is set out in the NPPF 2021 (Annex 2) as 'Housing for sale or rent, for those whose needs are not met by the market...' We refer to Affordable Housing, with capital letters, to denote the specific tenures that are classified as affordable in the current NPPF (Annex 2). A relatively less expensive home for market sale may be affordable but it is not a form of Affordable Housing.
 - A range of affordable home ownership opportunities are included in the Government's definition of Affordable Housing, to meet the needs of those aspiring

to own a home. As part of this, the Government has introduced a new product called First Homes, although this is not yet reflected in Annex 2 of the NPPF.⁷

- **First Homes** is a new product and expected to be an important part of the strategy for improving access to home ownership. Its key features are explained in greater detail in Appendix C.

Current tenure profile

77. The current tenure profile is a key feature of the Neighbourhood 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.

78. Table 4-1 presents data on tenure in West Saltdean compared with Brighton & Hove and England from the 2021 Census. This shows that the NA had a significantly higher proportion of households that owned their own home (76.9%) than England (61.3%), and especially than Brighton & Hove (51.4%). West Saltdean also had the greatest proportion of households living in shared ownership dwellings. Due to the dominance of ownership tenures in the NA, there was a smaller proportion of households renting than the comparator geographies. This is most evident when looking at social rented households, with just 4.4% of households socially renting in West Saltdean compared to 14.9% across Brighton & Hove and 17.1% nationally.

Table 4-1: Tenure (households) in West Saltdean and comparator geographies, 2021

Tenure	West Saltdean	Brighton & Hove	England
Owned	76.9%	51.4%	61.3%
Shared ownership	1.6%	0.8%	1.0%
Social rented	4.4%	14.9%	17.1%
Private rented	17.1%	32.9%	20.6%

Sources: Census 2021, AECOM Calculations

79. It is also worth comparing how the tenure mix has changed in the last ten years, using the 2011 Census (see Table 4-2). The greatest increase in tenure was in households living in private rented dwellings, with an increase of 59.1% over the decade, potentially indicative of the worsening affordability of home ownership in West Saltdean. There was also a clear increase in the number of households social renting. The greatest decline was in the number of households living in shared ownership dwellings, potentially due to households fully staircasing these properties to outright ownership.

⁷ 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>.

Table 4-2: Tenure change (households) in West Saltdean, 2011-2021

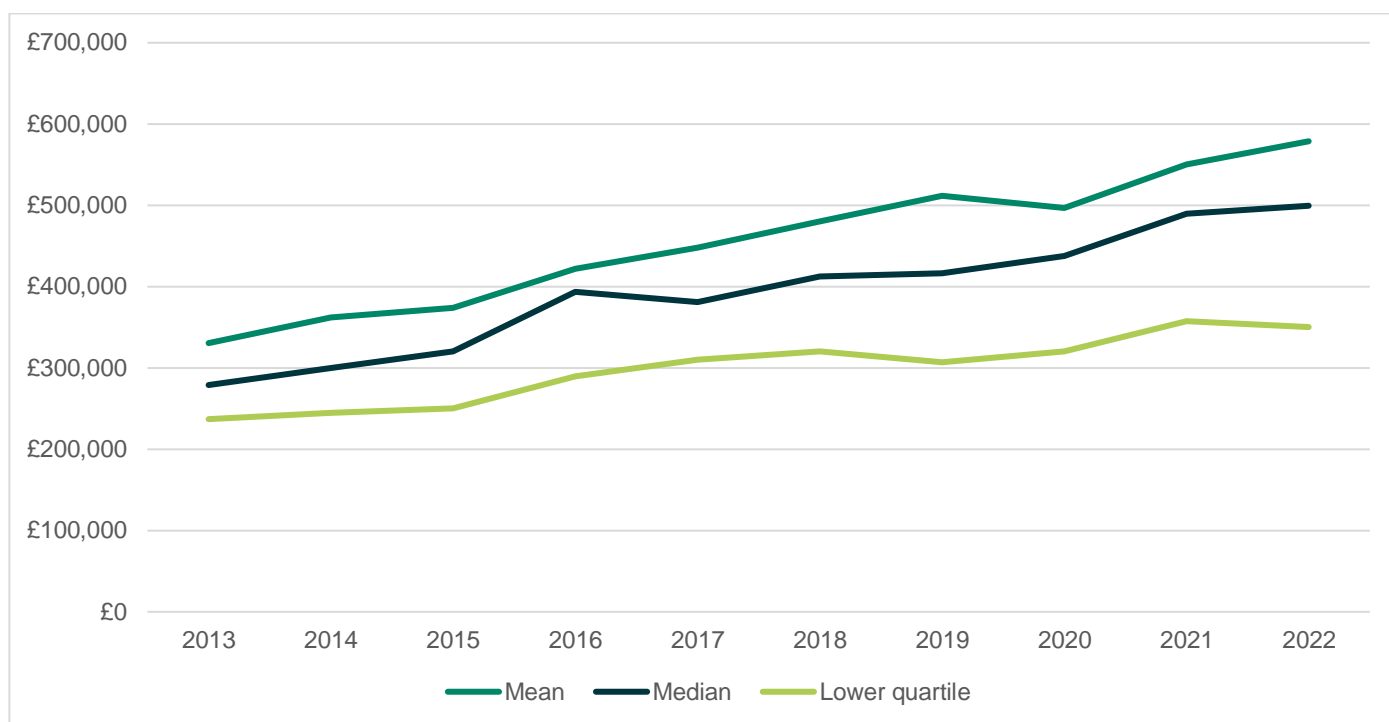
Tenure	2011	2021	% Change
Owned	2,092	2,052	-1.9%
Shared ownership	62	43	-30.6%
Social rented	82	118	+43.9%
Private rented	286	455	+59.1%

Sources: Census 2021 and 2011, AECOM Calculations

Affordability

House prices

80. 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.
81. When looking at house prices in West Saltdean, this is collected at a local authority level and then usually broken down to the NA using a list of postcodes associated with parishes. However, due to the NA not being a parished area, the house price data for West Saltdean relates to the ward (Rottingdean Coastal), shown in Figure A-3.
82. Figure 4-1 looks at the average and lower quartile house prices in Rottingdean Coastal based on sales price data published by the Land Registry. It shows that between 2013 and 2022 house prices increased relatively steadily, with some fluctuation between 2015 and 2021. Between 2013 and 2022 the median house price (the middle number when the data is sorted from smallest to largest) increased by 79.0%, peaking in 2022 at £499,500. The lower quartile price (the middle figure of the lowest 50% of prices and a good representation of entry-level housing) increased to a lesser extent, by 47.7% in this time, peaking in 2021 at £357,500. The 2022 lower quartile house price was £350,000.
83. The 2022 median house price across Brighton & Hove was £425,000, with a lower quartile house price of £306,625, showing that house prices in the NA were greater than those across the local authority, suggesting it is a higher-value area.

Figure 4-1: House prices by quartile in West Saltdean, 2013-2022

Source: Land Registry PPD

84. Table 4-3 breaks down house prices by type, presenting the median within each type. It shows that the greatest growth was in detached house prices, with a 93.0% increase between 2013 and 2022. Detached house prices were also the greatest each year. There is some fluctuation in prices year-on-year within the dwelling types. This is because the annual average by type is derived from a smaller sample size within each category, meaning that other factors, such as the size, location, and condition of dwelling are likely to have a greater impact on the average price.

Table 4-3: Median house prices by type in West Saltdean, 2013-2022

Type	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Growth
Detached	£355,000	£370,000	£442,500	£423,000	£497,500	£540,000	£520,000	£585,000	£600,000	£685,000	93.0%
Semi-detached	£264,900	£329,250	£300,975	£331,600	£365,000	£388,950	£409,000	£425,000	£430,000	£449,500	69.7%
Terraced	£385,000	£385,000	£451,000	£445,000	£490,000	£465,000	£482,500	£469,250	£465,000	£640,000	66.2%
Flats	£247,000	£245,000	£270,000	£385,500	£310,000	£325,000	£304,000	£285,000	£343,500	£349,000	41.3%
All Types	£279,000	£300,000	£320,000	£393,250	£381,000	£412,500	£416,250	£438,000	£490,000	£499,500	79.0%

Source: Land Registry PPD

Income

85. 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.

86. 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 locally was £44,200 in 2018 (the most

recent year for this dataset). Discussion about the area to which this data applies is provided in Appendix A.

87. 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. Brighton & Hove's gross individual lower quartile annual earnings were £18,118 in 2022. To estimate the income of households with two lower quartile earners, this figure is doubled to £36,236.
88. 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

89. 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.
90. AECOM has determined thresholds for the income required in West Saltdean 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 C.
91. 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. These are standard assumptions across housing needs assessments at neighbourhood and local authority scale although different approaches are sometimes taken and a case can be made for alternatives. This is discussed in more detail at the start of Appendix C.
92. Table 4-4 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.

Table 4-4: Affordability thresholds in West Saltdean (income required, £)

Tenure	Mortgage value (90% of price)	Annual rent	Income required	Affordable on average incomes? £44,200	Affordable on LQ earnings (single earner)? £18,118	Affordable on LQ earnings (2 earners)? £36,236
Market Housing						
Median House Price	£449,550	-	£128,443	No	No	No
Estimated NA New Build Entry-Level House Price	£324,265		£92,647	No	No	No
LQ/Entry-level House Price	£315,000	-	£90,000	No	No	No
LA New Build Median House Price	£393,750	-	£112,500	No	No	No
Average Market Rent	-	£21,000	£70,000	No	No	No
Entry-level Market Rent	-	£16,056	£53,520	No	No	No
Affordable Home Ownership						
First Homes (-30%)	£226,985	-	£64,853	No	No	No
First Homes (-40%)	£194,559	-	£55,588	No	No	No
First Homes (-50%)	£162,132	-	£46,324	Marginal	No	No
Shared Ownership (50%)	£162,132	£4,504	£61,336	No	No	No
Shared Ownership (25%)	£81,066	£6,756	£45,680	Marginal	No	No
Shared Ownership (10%)	£32,426	£8,107	£36,287	Yes	No	Marginal
Affordable Rented Housing						
Affordable Rent	-	£8,322	£27,713	Yes	No	Yes
Social Rent	-	£5,362	£17,855	Yes	Yes	Yes

Source: AECOM Calculations

93. Before considering each tenure category in turn, it is important to stress that these affordability thresholds have been calculated to give an 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

94. 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 almost three times higher than the current average.

95. Private renting is generally only affordable to higher earners. Households made up of average or 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

96. There is a relatively large group of households in West Saltdean who may be able to afford to rent privately but cannot afford home ownership. They are typically earning between around £53,520 per year (at which point entry-level rents become affordable) and £90,000 (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.
97. 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.
98. This report has estimated the income required to afford First Homes and tested the implications of 30%, 40% and 50% discount levels. It is recommended that in West Saltdean First Homes are delivered at a 50% discount, making the product marginally affordable to households on mean incomes.
99. It is important to note that this evidence based on affordability does not provide a complete picture: evidence about the financial viability of development is also relevant. The question is whether demanding higher discount levels on First Homes will create a financial burden on developers that leads them to argue either that the discount level is not feasible or that the total amount of Affordable Housing may need to be decreased. This could effectively sacrifice the provision of affordable rented housing to provide a more attractive First Homes product. The issue of development viability is a specialist matter involving analysis of land values and build costs that is outside the scope of this assessment. If the Neighbourhood Forum intend to set a higher First Homes discount level than that set at local authority level, further discussions with the LPA are advised.
100. Shared ownership appears to be slightly more affordable than First Homes. Shared ownership at 25% equity is marginally affordable to households on mean incomes, with shared ownership at 10% equity extending home ownership further than First Homes, with households with two lower quartile earners able to marginally afford this product.
101. Government has recently announced that the minimum equity share for shared ownership will fall to 10% of the property value.⁸ As discussed above, if this is delivered 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.

⁸ 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 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/hws48>.

102. Rent to Buy provides households with the option to rent at a discount whilst saving for a deposit to buy their property within a set period (usually within 7 years). The income required to access Rent to Buy is assumed to be the same as that required to afford market rents. However, affordability to local households would depend on how rents are set. If Rent to Buy is offered at a discount to *entry level* rents or *average* rents the household income required would be greater than First Homes (at 50% discount) and shared ownership (at 25% and 10% equity). However, for some households, the availability of a deposit rather than income level per se is the key barrier to accessing home ownership. Rent to Buy may therefore offer a useful product to meet the needs of some households.
103. These three affordable home ownership 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.

Affordable rented housing

104. Affordable rents set out in the table above are substantially below market rents. Whilst affordable rents can be set at up to 80% of market rents, in many locations Registered Providers (housing associations) set them to ensure that they are affordable to those claiming housing benefit, i.e. at or below Local Housing Allowance levels. This means that they are in practice below 80% of market levels. This appears to be the case in West Saltdean.
105. Affordable rented housing is generally affordable to households with two lower quartile earners depending on their household size (average earning households are unlikely to be eligible). However, households with a single lower earner appear only able to afford social rented units. Many such individuals will, if unable to secure a social rented dwelling require additional subsidy through Housing Benefit / Universal Credit to access housing.

106. The evidence in this chapter suggests that the affordable rented sector performs a vital function in West Saltdean 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 means 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.

Estimates of the need for Affordable Housing

107. This section seeks to quantify the long-term potential need for Affordable Housing, which should be considered separately for affordable rented housing and affordable routes to ownership. The appropriate approach is taken based on the evidence available at Local Authority and NA scale.

Evidence in the OAN

108. An OAN for housing was undertaken for Brighton & Hove in June 2015. This study estimates the need for Affordable Housing but is significantly dated and does not calculate separate needs for affordable rented housing and affordable home ownership. Therefore, AECOM has undertaken these calculations in Table 4-5 and Table 4-6 below for West Saltdean specifically.

AECOM Estimates

109. AECOM estimates the need for 13 affordable rented homes per annum in West Saltdean, equating to a total of 92 over the plan period. The estimate and assumptions used are detailed in Appendix D and summarised in Table 4-5 below. This need is largely for social/affordable rent as it relates to households who live in unsuitable housing and who cannot afford to access market rents.

Table 4-5: Estimate of need for Affordable Housing for rent in West Saltdean

Component of need or supply in the AECOM estimate	Per annum
Current need	15.0
Newly arising need	1.6
Supply	3.5
Net shortfall	13.1

Source: AECOM model summary of estimates. Full estimate included in Appendix D

110. AECOM estimate potential demand for 28 affordable home ownership dwellings per annum in West Saltdean, equating to a total of 196 over the Neighbourhood Plan period. The estimate and assumptions used is detailed in Appendix D and summarised in Table 4-6 below.
111. It is important to keep in mind that the households identified in this estimate are, by and large, adequately housed in the private rented sector, Affordable Housing, or living in other circumstances. They do not necessarily lack their own housing but would prefer to buy rather than rent. They have been included in the national planning definition of those in need of Affordable Housing, but their needs are less acute than those on the waiting list for affordable rented housing.

Table 4-6: Estimate of need for Affordable Housing for sale in West Saltdean

Component of need or supply in the AECOM estimate	Per annum
Current need	29.6
Newly arising need	0.5
Supply	2.2
Net shortfall	28.0

Source: AECOM model summary of estimates. Full estimate included in Appendix D

112. The Forum are aware of a number of development sites that are under construction (e.g. Coombe Farm) or upcoming developments (e.g. Saltdean Nursery) that may go some way to meet the need for housing and Affordable Housing in West Saltdean. However, this cannot be quantified at this stage, in part due to the developments not being completed, but also as these may not be allocated to West Saltdean residents specifically, but rather be meeting the needs of wider Brighton & Hove.

Additional evidence of Affordable Housing needs

113. Brighton & Hove were only able to provide Housing Register data for the entirety of the local authority area, with this showing that as of June 2023 there were 4,962 households on the waiting list for affordable rented housing. AECOM pro-rated this to West Saltdean to give an estimated waiting list for the NA of 105 households.
114. When looking at the entire Housing Register for Brighton & Hove, this is broken down into the need for different dwelling sizes as follows:
- 1-bedroom - 43.2%;
 - 2-bedroom – 32.1%;
 - 3-bedroom – 20.2%;
 - 4-bedroom – 3.0%;
 - 5-bedroom – 1.1%; and
 - 6-bedroom – 0.06%.

Affordable Housing policies in Neighbourhood Plans

115. This section outlines a common Neighbourhood Plan policy level around the tenure mix of affordable housing, provides a recommendation and summarises relevant considerations.

Application of Local Plan policies

116. Brighton & Hove's adopted policy on this subject C20 requires 40% of all new housing to be affordable on sites of 15+ dwellings (this varies on smaller sites, shown in Table B-1). Given that Affordable Housing made up just 12% of new housing in Rottingdean Coastal Ward over the last decade according to Brighton & Hove completions figures, this target is not generally met locally.

117. Policy SD28 of the SDNP Local Plan requires a minimum of 50% Affordable Housing delivery on sites of 11+ dwellings. On smaller sites there is a sliding scale of requirement, outlined in full in Table B-3.
118. 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 emphasizing 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. Changing or influencing the overall proportion of housing that must be affordable is uncommon in Neighbourhood Plans and would demand a high standard of evidence to depart from the Local Plan. If this is of interest, it should first be discussed with the LPA to ensure their support and to determine what additional evidence (e.g. about development viability) would be needed.
119. 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 to be informed by the latest evidence according to the Brighton & Hove Local Plan. In the areas of West Saltdean within the SDNP a minimum of 75% of Affordable Housing should be in rented tenures.

Affordable Housing at Neighbourhood level

120. The HNA can provide more localised evidence and this may be used to support Neighbourhood Plan policies. This section suggests an Affordable Housing tenure mix that might be suitable for West Saltdean on the basis of identified housing need and a range of other considerations detailed in Appendix D.
121. This indicative mix is chiefly a response to the expectation that the delivery of Affordable Housing will be lower than the needs identified here, the significant backlog on the Housing Register, and the lack of social/affordable rented housing in the NA currently. In this context, affordable rented tenures should be prioritised even though the demand for affordable home ownership is greater, as the latter households are generally adequately housed in the private rented sector. AECOM's indicative mix suggests an Affordable Housing tenure split of 65% affordable rented tenures and 35% affordable home ownership products, which complies with national requirements (based on 40% Affordable Housing delivery).
122. Looking specifically at affordable home ownership, it is suggested that, in line with national requirements, 25% of Affordable Housing is delivered as First Homes. It is recommended that this product is delivered at a 50% discount, subject to viability, making it marginally affordable to households on mean incomes. In the interests of diversity and maximising choice, a further 10% is allocated to shared ownership, with shared ownership at 10% equity appearing more affordable than First Homes, marginally accessible to households with two lower quartile earners. Rent to Buy does not feature in the recommended mix as it was considered the least affordable tenure locally due to the high cost of equivalent market rents.
123. Where the Neighbourhood Forum 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 Brighton & Hove to determine what additional evidence (notably about development viability) may be needed, and to ensure that departures from the local policy context have their support.

Table 4-7: 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

Conclusions- Tenure and Affordability

Current tenure profile

124. In 2021 West Saltdean had a significantly higher proportion of households that owned their own home than England and especially Brighton & Hove. Due to the dominance of ownership tenures in the NA, there was a smaller proportion of households renting than the comparator geographies. This is most evident when looking at social rented households, with just 4.4% of households socially renting in West Saltdean compared to 14.9% across Brighton & Hove and 17.1% nationally.

Affordability

125. When looking at house prices in West Saltdean, this is collected at a local authority level and then usually broken down to the NA using parish postcodes. However,

due to the NA not being a parished area, the house price data for West Saltdean relates to the ward (Rottingdean Coastal), shown in Figure A-3.

126. Between 2013 and 2022 house prices increased relatively steadily, with some fluctuation between 2015 and 2021. Over the decade the median increased by 79.0%, peaking in 2022 at £499,500. The lower quartile increased to a lesser extent, by 47.7%, peaking in 2021 at £357,500. The 2022 lower quartile house price was £350,000.
127. The 2022 median house price across Brighton & Hove was £425,000, with a lower quartile house price of £306,625, showing that house prices in the NA were generally greater than those across the local authority.
128. Local households on average incomes are unable to access even entry-level homes unless they have the advantage of a very large deposit. The median house price would require an annual income almost 3x higher than the current average. Private renting is generally only affordable to higher earners, with households made up of average or lower quartile earners unable to afford the given rental thresholds.
129. There is a relatively large group of households in West Saltdean who may be able to afford to rent privately but cannot afford home ownership. They are typically earning between around £53,520 and £90,000. This 'can rent, can't buy' cohort may benefit from the range of affordable home ownership products such as First Homes and shared ownership. It is recommended that in West Saltdean First Homes are delivered at a 50% discount, making the product marginally affordable to households on mean incomes. Shared ownership appears to be slightly more affordable than First Homes, with shared ownership at 25% equity marginally affordable to households on mean incomes but 10% equity extending home ownership further than First Homes, with households with two lower quartile earners able to marginally afford this product. Rent to Buy is the least affordable product locally but may be useful for households with little or no savings for a deposit, and this rather than income being the greatest barrier to home ownership.
130. Affordable rented housing is generally affordable to households with two lower quartile earners. However, households with a single lower earner appear only able to afford social rented units. Many such individuals will, if unable to secure a social rented dwelling require additional subsidy through Housing Benefit / Universal Credit to access housing.

The need for Affordable Housing

131. AECOM estimates the need for 13 affordable rented homes per annum in West Saltdean, equating to a total of 92 over the plan period.
132. AECOM also estimates the potential demand for 28 affordable home ownership dwellings per annum in West Saltdean, equating to a total of 196 over the plan period. However, these households are generally adequately housed in the private rented sector or other forms of housing and so the demand is much less acute than the need for social/affordable rented housing.

Affordable Housing policy

133. AECOM's indicative mix for Affordable Housing is chiefly a response to the expectation that the delivery of Affordable Housing will be lower than the needs identified here, the significant backlog on the Housing Register, and the lack of social/affordable rented housing in the NA currently. In this context, affordable rented tenures should be prioritised. AECOM suggests that 65% of Affordable Housing be delivered as affordable rented tenures and 35% affordable home ownership products.
134. Looking specifically at affordable home ownership, 25% of Affordable Housing should be delivered as First Homes, with a 50% discount making it marginally affordable to households on mean incomes. A further 10% is allocated to shared ownership, with shared ownership at 10% equity more affordable than First Homes, marginally accessible to households with two lower quartile earners.
135. Table 4-8 summarises West Saltdean'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. 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 plans for more housing (and therefore more affordable housing) than the local plan, or if the group decides to influence the tenure mix in other ways), or as a result of site-specific constraints.

Table 4-8: Estimated delivery of Affordable Housing in West Saltdean

	Step in Estimation	Expected delivery
A	Sum of allocations	90
B	Affordable housing quota (%) in LPA's Local Plan	40%
C	Potential total Affordable Housing in NA (A x B)	36
D	Rented % (e.g. social/ affordable rented)	65%
E	Rented number (C x D)	23.4
F	Affordable home ownership % (e.g. First Homes, Rent to Buy)	35%
G	Affordable home ownership number (C x F)	12.6

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

136. This expected level of delivery does not meet the quantity of demand identified in estimates of the need for Affordable Housing. It is therefore recommended that the

policy requirement is met wherever possible and for further avenues for delivering greater quantities of Affordable Housing (such as exception sites) to be explored.

137. 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 neighbourhood development orders, identifying exception sites or developing community land trusts are all ways of boosting the supply of affordable housing.

5. Type and Size

Introduction

138. It is common for neighbourhood plans to include policies that influence what form new housing should take in terms of type and size. This requires evidence of what local people need.
139. This can be done using statistics to identify relevant trends and potential gaps in the market. That is the focus of this chapter of the HNA. The evidence gathered here can be used to justify planning policies either on its own or in combination with survey results expressing the specific wants and concerns of local residents. It will also build up a picture of the population and existing range of homes that may provide useful context for the neighbourhood plan.
140. This chapter has three aims, each given its own sub-section:
- To establish what **mix** of housing exists in the NA at present;
 - To describe characteristics of the local **population** that are relevant to housing need; and
 - To look to the **future**, considering how the population is likely to evolve and what mix of homes would be most appropriate to build.
141. It is important to keep in mind that housing need is not an exact science. To get from a set of facts about the population to an ideal mix of homes requires making assumptions. For example, there are clear patterns about what size of home families tend to live in at different stages of life. However, a variety of other reasons sit behind people's housing choices that are less easy to predict, including wealth, accessibility requirements and personal preference. Some trends can also change rapidly over time, such as the increasing preference for home working.
142. The conclusions and recommendations given here are therefore not definitive. Rather, they are what the statistics suggest future needs will look like based on current trends. This is sufficient for justifying planning policies, but it is also appropriate to take into account other factors and evidence if desired.

Definitions

- **Dwelling type:** whether a home is detached, semi-detached, terraced, a flat, bungalow or other type. Which a household chooses to occupy tends to be more about wealth and preference than a specific need.
- **Dwelling size:** how many rooms or bedrooms a home contains. While this could also mean floor area or number of storeys, the number of bedrooms is most reliably recorded in housing statistics. Bedroom numbers are also closely linked to family size and life stage.
- **Household:** a unit of people who live together, commonly a family, couple or single person. Not all dwellings contain a household, including properties that are vacant

and second homes, so the number of dwellings and the number of households in an area is usually different.

- **Household composition:** the specific combination of adults and children who form a household. The Census offers a number of categories, for example distinguishing between families with children who are dependent or non-dependent (i.e. adults). 'Other' households in the Census include house-sharers, groups of students, and multi-family households.
- **Household life stage:** the age of the lead member of a household – usually the oldest adult, or what used to be called the 'head of household'. Life stage is correlated with dwelling size as well as wealth.
- **Housing mix:** the range of home sizes and types in an area.
- **Over- and under-occupancy:** the degree to which the size and composition of a household lines up with the number of bedrooms in their home. If there are more bedrooms than the household would be expected to need, the home is considered under-occupied, and vice versa.

The current housing mix

143. This section establishes the current housing mix of West Saltdean, highlighting recent changes to it and comparing the mix to wider averages.

Dwelling type

144. Table 5-1 below shows that the majority of households in both 2011 and 2021 in West Saltdean lived in detached dwellings, with the proportion decreasing slightly over the decade to 63.4%. Notably few households lived in terraced dwellings, at just 1.3% in 2021. Over 20% of households in 2021 lived in flats, an increase on the proportion in 2011. There is a clear gap in the mix for more affordable types of housing, namely semi-detached and terraced dwellings.
145. Unfortunately, Census data does not count bungalows as a separate category, but rather within other dwelling types (mainly detached and semi-detached). Valuation Office Agency (VOA) data does count bungalows as an individual category but at a slightly larger geography than the NA (see Figure A-1). 2021 VOA data indicates that 44.1% of dwellings in the NA were bungalows, likely constituting a significant proportion of the detached dwellings highlighted in Table 5-1. The proportion of bungalows was well above levels across the local authority area (6.7%) and the country (9.2%).
146. The Forum notes that West Saltdean had a high proportion of bungalows, with many originally built in the 1930s, however a number of these have since been extended, including bedrooms in the loft. The actual proportion of ground floor only bungalows may therefore be lower at present than VOA data reflects.

Table 5-1: Accommodation type, West Saltdean, 2011-2021

Type	2011	%	2021	%
Detached	1,792	66.9%	1,698	63.4%
Semi-detached	330	12.3%	344	12.9%
Terrace	33	1.2%	34	1.3%
Flat	522	19.5%	599	22.4%
Total	2,678	-	2,677	-

Source: ONS 2021 and 2011, VOA 2021, AECOM Calculations

147. Table 5-2 compares the NA mix to wider benchmarks. It shows that the proportion of households living in detached dwellings in West Saltdean was significantly greater than the comparator geographies, although is likely in part due to the high proportion of bungalows identified above. Due to the dominance of this dwelling type, the proportion of households living in semi-detached and terraced dwellings was well below Brighton & Hove and England, likely reducing housing choices for households in West Saltdean. The proportion of households living in flats was in line with national levels but well below Brighton & Hove, highlighting the less dense housing stock of West Saltdean when compared to the wider local authority area.

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

Type	West Saltdean	Brighton & Hove	England
Detached	63.4%	10.3%	22.9%
Semi-detached	12.9%	19.7%	31.5%
Terrace	1.3%	19.8%	23.0%
Flat	22.4%	50.0%	22.2%

Source: Census 2021, AECOM Calculations

Dwelling size

148. Table 5-3 below presents the current housing mix in terms of size. It shows that in both 2011 and 2021, the greatest proportion of households lived in mid-sized 3-bedroom dwellings, although the proportion decreased over the decade. In 2021 this was closely followed by households living in 2-bedroom dwellings, with approximately a third of households living in each of these dwelling sizes in 2021. Almost a quarter of households lived in 4+ bedroom dwellings in 2021, with the remainder living in the smallest 1-bedroom dwellings.

149. Brighton & Hove City Council provided completions data for the Rottingdean Coastal ward (see Figure A-3). These indicate that over half of the development between 2011 and 2022 was 2-bedroom dwellings. Census data for West Saltdean shows a decrease in the proportion of households living in this dwelling size, which could be for a number of reasons, including:

- A smaller proportion of households living in 2-bedroom dwellings over the decade due to extensions to dwellings in this time outweighing development of this dwelling size;

- The smaller dwelling development taking place outside of West Saltdean but still within the Rottingdean Coastal; and/or
- The dwelling size data below recorded as household data, and so there may be a greater number of 2-bedroom dwellings in the NA that are simply unoccupied and so are not captured in the household data.

The completions data also shows significant development of mid-sized and larger dwellings, with limited delivery of the smallest dwelling type (1-bedroom), although there was still an increase in the proportion of households living in this dwelling size over the decade.

Table 5-3: Dwelling size (bedrooms), West Saltdean, 2011-2021

Number of bedrooms	2011	%	2021	%	Rottingdean Coastal completions 2011-2022
1	199	7.8%	239	8.9%	9.9%
2	925	36.3%	884	33.1%	54.8%
3	899	35.3%	890	33.3%	20.3%
4+	522	20.5%	659	24.7%	15.0%
Total	2,545	-	2,672	-	-

Source: ONS 2021 and 2011, AECOM Calculations

150. Again, it is useful to look at the breakdown of dwelling sizes in comparison with the wider local authority and country. Table 5-5 shows that West Saltdean had a greater proportion of households living in 4+ bedroom dwellings than the comparator geographies. The proportion of mid-sized dwellings was below national levels but greater than the proportion across Brighton & Hove, where there was a notable lack of 3-bedroom dwellings. The proportion of households living in smaller 2-bedroom dwellings was greatest in West Saltdean, although the NA had the smallest proportion of households living in 1-bedroom dwellings.

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

Number of bedrooms	West Saltdean	Brighton & Hove	England
1	8.9%	24.7%	11.6%
2	33.1%	31.2%	27.3%
3	33.3%	26.1%	40.0%
4+	24.7%	18.1%	21.1%

Source: Census 2021, AECOM Calculations

Population characteristics

151. This section examines key characteristics of the local population that have a bearing on what housing might be needed in future years. Where available, recent data is used. However, for some information it is necessary to fall back on the 2011 Census.

Age

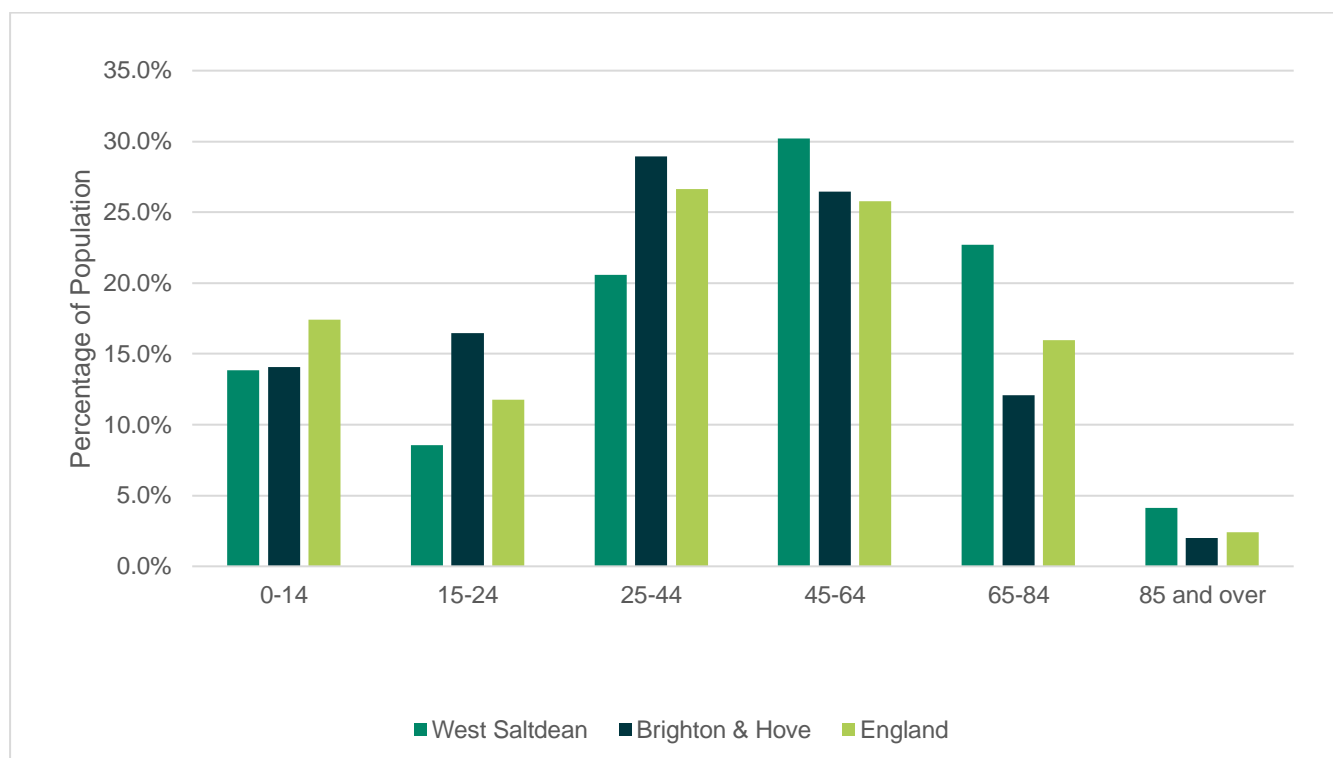
152. Table 5-6 shows the most recent age structure of the NA population, alongside 2011 Census figures. In both 2011 and 2021 the greatest proportion of the population in West Saltdean was aged 45-64. Although the proportion of the population in this age category decreased over the decade (from 28.6% to 30.2%), the number of people within this age category grew by 10.5%. In 2021 the second greatest age category was 65-84, with 22.7% of the population falling within this category. The greatest increase over the decade was in the number of people in this age category, indicative of an aging population, alongside the increase in the population aged 85+.
153. There was a decrease in the number and proportion of the population aged 0-14 between 2011 and 2021, with this decrease in the number of children in line with the Neighbourhood Forum's view that the primary school has seen a lower intake in recent years. The number of people aged 25-44 also decreased, potentially indicative, alongside the decrease in the number of children, of a reduction in the number of families in the NA.

Table 5-6: Age structure of West Saltdean, 2011 and 2021

Age group	2011 (Census)		2021 (Census)		Change
0-14	837	15.0%	814	13.9%	-2.7%
15-24	524	9.4%	501	8.5%	-4.4%
25-44	1,328	23.7%	1,208	20.6%	-9.0%
45-64	1,603	28.6%	1,772	30.2%	+10.5%
65-84	1,094	19.5%	1,333	22.7%	+21.8%
85 and over	210	3.8%	242	4.1%	+15.2%
Total	5,596	-	5,870	-	+4.9%

Source: ONS 2011, ONS 2021, AECOM Calculations

154. Census data shows that between 2011 and 2021 the population of West Saltdean grew by 4.9%, greater than the growth across the local authority as a whole (1.4%).
155. For context, it is useful to look at the NA population structure alongside that of the local authority and country. Figure 5-1 (using 2021 Census data) shows that West Saltdean had a smaller proportion of the population aged 0-44 than the comparator geographies. This is particularly evident when considering the NA and Brighton & Hove population aged 15-24. This category is high across the local authority area, likely due to the student population, with few students potentially living in West Saltdean. Figure 5-1 also shows that West Saltdean had a greater proportion of the population aged 45 and over than both Brighton & Hove and England, indicative of a more aging population in the NA.

Figure 5-1: Age structure in West Saltdean, 2021

Source: ONS 2021, AECOM Calculations

Household composition and occupancy

156. Household composition (the combination and relationships of adults and children in a dwelling) is an important factor in the kinds of housing needed over the Neighbourhood Plan period. Table 5-7 shows that West Saltdean had a greater proportion of single person households than England, but a smaller proportion than Brighton & Hove. Despite this, West Saltdean had a significantly higher proportion of single person households aged 66 and over than the comparator geographies.
157. When looking at the proportion of family households, the NA was relatively in line with the national trend, but significantly above the local authority. As with single person households, West Saltdean had the greatest proportion of family households aged 66 and over (16.7% compared to 5.1% across Brighton & Hove), indicative of an older population. The NA had a smaller proportion of households with dependent children than the comparator geographies, and a greater proportion of households with no children.
158. It is also interesting to note the changes over the last decade. 2011 and 2021 Census data shows that in this time the number of households aged 65/66⁹ in West Saltdean increased by 53.8% despite increasing by less than 10% across the local authority and country, indicative of an aging population. Also notable was the increase in the number of households with non-dependent children in both West Saltdean (+19.4%) and Brighton & Hove as a whole (+25.0%) when compared to the increase nationally (+3.5%). Non-dependent children tends to

⁹ 2011 Census counts households aged 65+ whilst the 2021 Census counts households aged 66+

refer to adult children (including students) living in the family home, with an increase such as that in the NA and the local authority indicating worsening affordability as adult children are less able to form households of their own.

Table 5-7: Household composition, West Saltdean and comparator geographies, 2021

Household composition		West Saltdean	Brighton & Hove	England
One person household	Total	31.3%	34.7%	30.1%
	Aged 66 and over	16.7%	11.4%	12.8%
	Other	14.6%	23.3%	17.3%
One family only	Total	62.9%	54.1%	63.1%
	All aged 66 and over	16.7%	5.1%	9.2%
	With no children	19.3%	18.1%	16.8%
	With dependent children	20.7%	21.8%	25.8%
	With non-dependent children ¹⁰	9.7%	7.9%	10.5%
Other household types	Total	5.7%	11.2%	6.9%

Source: ONS 2021, AECOM Calculations

159. 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.
160. Under-occupancy was relatively common in the NA, with 78.1% of households in West Saltdean living in a dwelling with more bedrooms than necessary based on their household size. This is most common in family households aged 66+ (97.6% under-occupancy), single person households aged 66+ (91.4% under-occupancy), and family households (under 66) with no children (90.8% under-occupancy). This suggests that dwellings in West Saltdean are not necessarily occupied by households with the most family members, but by households with the most wealth or by older households that have been unable or unwilling to downsize.
161. There is also some over-occupancy in the NA, with 5.5% of families with dependent children and 2.3% of families with adult children living in a dwelling with too few bedrooms for their household size. Approximately 19.8% of households lived in a dwelling with the 'correct' number of bedrooms for their household size.

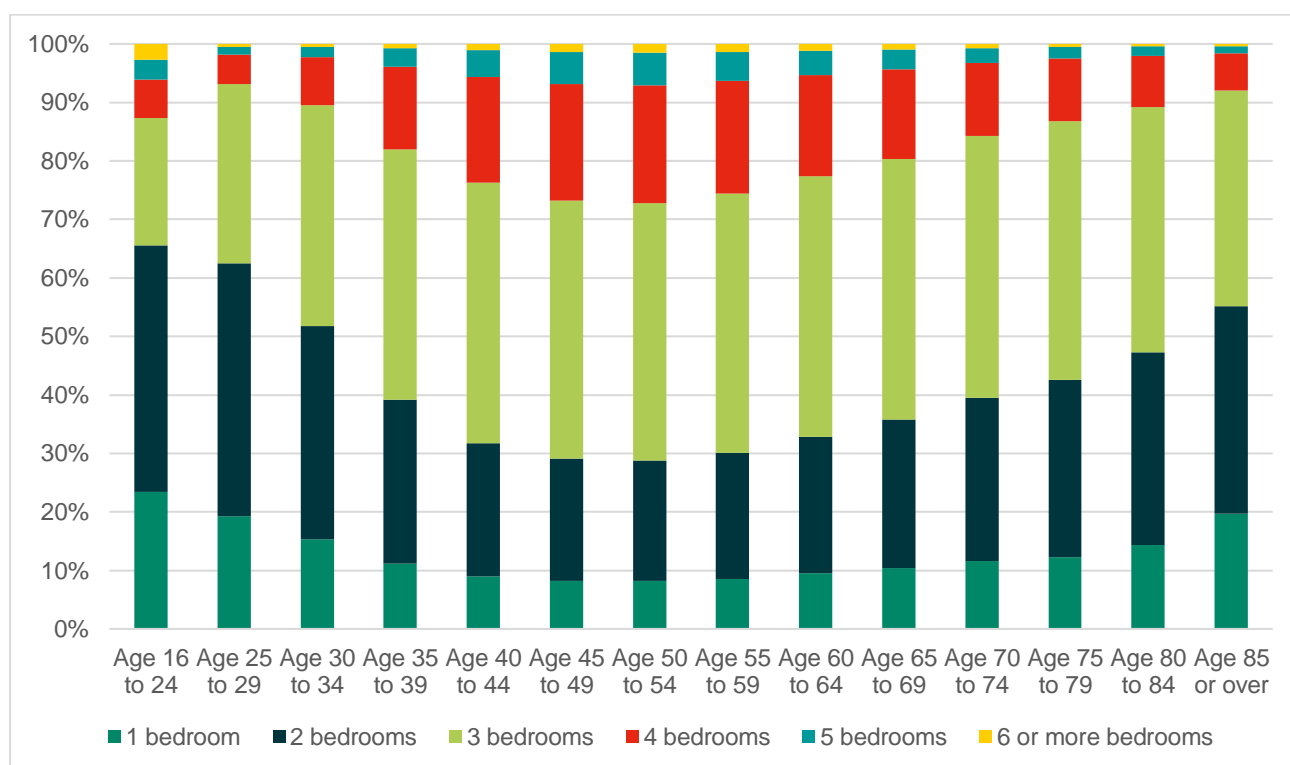
¹⁰ Refers to households containing children who are older than 18 e.g students or young working people living at home.

Table 5-8: Occupancy rating by age in West Saltdean, 2021

Household type	+2 rating	+1 rating	0 rating	-1 rating
Family 66+	66.2%	31.5%	2.4%	0.0%
Single person 66+	39.6%	51.8%	8.6%	0.0%
Family under 66 - no children	57.8%	33.0%	9.2%	0.0%
Family under 66 - dependent children	26.3%	36.7%	31.6%	5.5%
Family under 66 - adult children	31.1%	39.3%	27.2%	2.3%
Single person under 66	28.0%	38.9%	33.2%	0.0%
All households	40.1%	38.0%	19.8%	2.1%

Source: ONS 2021, AECOM Calculations

162. As noted in the introduction to this chapter, the life stage of households is strongly correlated with the size of home they tend to occupy. Figure 5-2 sets out this relationship for Brighton & Hove in 2011 (because this data is not available at smaller scales). The graph shows how the youngest households tend to 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 5-1: Age of household reference person by dwelling size in Brighton & Hove, 2011

Source: ONS 2011, AECOM Calculations

Future population and size needs

163. This section projects the future age profile of the population in West Saltdean at the end of the Neighbourhood Plan period and then estimates the mix of dwelling sizes they may need.

Age

164. The result of applying Local Authority level household projections to the age profile of West Saltdean households in 2011 is shown in Table 5-8. This makes clear that population growth can be expected to be driven by the oldest households, with households with a household reference person aged 65 and over projected to increase by 30% between 2011 and 2030. This would mean that households with a household reference person aged 65 and over would account for 39.2% of households in 2030 compared to 33.9% in 2011.
165. There is also projected to be an increase in the number of households with a household reference person aged 55 to 64, of 16%. Less than 10% change is projected in all of the other categories.

Table 5-8: Projected age of households, West Saltdean, 2011 - 2030

Year	24 and under	25 to 34	35 to 54	55 to 64	65 and over
2011	45	205	953	480	862
2030	48	215	923	556	1,121
% change 2011-2030	+7%	+5%	-3%	+16%	+30%

Source: AECOM Calculations

166. The demographic change discussed above can be translated into an ideal mix of dwelling sizes. This is usually achieved through a model that maps the dwelling size preferences by life stage in the local authority shown earlier (in Figure 5-2) to the projected age profile for the NA in Table 5-8 immediately above. The resulting 'ideal' future mix of dwelling sizes can then be compared to the current stock of housing to identify how future development might best fill the gaps and bring the NA mix closer to that of the local authority.
167. However, due to the size mix of Brighton (as shown in Table 5-4) being significantly skewed towards smaller dwellings, with a distinct lack of mid-sized family housing, it was considered that aligning West Saltdean more closely with the mix of Brighton & Hove in terms of housing would not be appropriate or effective in meeting local needs. Therefore, Table 5-9 looks to align West Saltdean more closely with the mix for England & Wales, making the housing mix more balanced.
168. This approach has limitations, in that it embeds existing size preferences and does not anticipate changes in what people want from their homes. As such, it is appropriate for the results 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 appropriate for the purpose of drafting neighbourhood plan policies.
169. The result of this exercise is presented in Table 5-9. It suggests that by the end of the plan period there should be a slight increase in the smallest dwellings,

with a decrease in the proportion of 2-bedroom and 4-bedroom dwellings but an increase in the proportion of mid-sized dwellings. In order to achieve the suggested mix it is recommended that the majority of housing in the plan period is delivered as mid-sized 3+ bedroom dwellings, with some delivery of the smallest and largest dwellings. It should be noted that Brighton & Hove's Local Plan (Part 2, Policy H2) requires an indicative mix of 50% 3+ bedroom dwellings on the sites allocated in West Saltdean, highlighting the local authority's commitment to increasing the number of mid-sized and larger dwellings, which is corroborated by AECOM's modelling.

170. As noted above, the modelling works to align the NA housing size mix with England and Wales rather than Brighton & Hove (with the local authority usually used within this modelling). If Brighton & Hove had been used then the modelling suggested that 98% of housing during the plan period was delivered as 1-bedroom dwellings (and 2% 5+ bedroom), which is clearly not appropriate. This is due to the Brighton & Hove size mix being significantly skewed towards smaller dwellings, something which the local authority appear to be trying to rebalance.

Table 5-9: Suggested dwelling size mix to 2030, West Saltdean

Number of bedrooms	Current mix (2011)	Suggested mix (2030)	Balance of new housing to reach suggested mix
1	7.7%	11.5%	27.5%
2	36.3%	27.0%	0.0%
3	35.3%	42.6%	65.6%
4	16.9%	14.5%	0.0%
5+	3.7%	4.4%	7.0%

Source: AECOM Calculations

171. The following points sense-check the results of the model against other evidence and suggest ways to interpret them when thinking about policy options.
- The preceding chapter found that affordability is a serious and worsening challenge in the parish. 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, although it should be considered whether large numbers of 1-bedroom homes are suitable given the area's character and the current aims of Brighton & Hove City Council.
 - To best meet the needs of the growing cohort of older households expected to be present by the end of the Plan period, it should also 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 are built in future to attract both newly forming households on lower budgets and older households with equity from their existing larger homes. While the number of bedrooms required may be similar, other preferences and levels of purchasing power could be very different. Facilitating downsizing among older households may also release those larger homes for use by families who need more bedrooms if the existing stock of larger homes is sufficiently affordable.

Tenure

172. The recommendation discussed immediately above applies to all housing in the NA over the Plan period. This is considered proportionate for devising policy at neighbourhood scale. However, in practice different size mixes may be appropriate for market housing and Affordable Housing. While this distinction may not be appropriate to make in Neighbourhood Plan policy, since Local Authorities tend to define the precise mix of Affordable Housing required on applicable sites, it is worth thinking through the factors at play.
173. Generally speaking, the size mix needed within affordable tenures, particularly affordable and social rent, is smaller than the size mix of market housing. This is because there tend to be higher proportions of single people and couples in need of affordable rented housing, and they are likely to be eligible only for 1 or 2 bedroom properties. In contrast, people buying their own homes tend to want more space than they technically 'need', such as spare rooms for guests, home working or other uses. This fact is established in the data on under-occupancy presented earlier in this chapter.
174. There are some key sources of information for thinking through the size needs of different categories. These are:
 - The 2015 OAN for Brighton & Hove indicates that between 2010 and 2030 housing generally should be delivered as 60% 1-2 bedroom and 40% 3+ bedroom, indicating a clear need for smaller dwellings across the local authority. It is highlighted that there is a greater need for smaller dwellings when considering Affordable Housing, with a greater demand for larger dwellings on the open market. The Neighbourhood Planning Forum may therefore wish to prioritise a greater proportion of smaller 2-bedroom dwellings than the modelling above suggests (including potentially reallocating some 1-bedroom dwellings as 2-bedroom dwellings depending on local preferences and objectives). The adopted Brighton & Hove Local Plan (Policy C20) outlines that the preferred size mix of Affordable Housing units is 30% 1-bedroom, 45% 2-bedroom, and 25% 3-bedroom.
 - The SDNPA Local Plan provides a much more prescriptive size mix (see Table B-3 in the Appendix) for housing delivered within the South Downs National Park.
 - The waiting list for affordable rented housing, kept by Brighton & Hove City Council, provides a current snapshot of the size needs of applicant

households across the local authority area. As this changes over time, individual planning applications can be decided in ways that meet evolving needs. Brighton & Hove's Housing Register shows that there is a clear need for smaller social/affordable rented dwellings (43.2% 1-bedroom and 32.1% 2-bedroom), with 20.2% of households in need of a mid-sized 3-bedroom dwelling, and just 4.2% of households in need of 4+ bedroom dwellings. This highlights that when looking at the delivery of Affordable Housing, there should be some deviation to the overall suggested size mix as there is a clear need for smaller dwellings (which is less apparent on the open market). It should however be noted that there is often a greater smaller social/affordable rented housing stock, meaning there is more turnover, and so the delivery of some mid-sized social/affordable rented housing is also encouraged.

175. To summarise, the overall size mix recommendation presented above applies generally to new housing in the NA. Within this mix, Affordable Housing might require a greater weighting towards smaller sizes while market homes focus on mid-sized homes and some larger options. It is not necessary (and is potentially not appropriate) for Neighbourhood Plans to be prescriptive about the size mix within different tenures, but a range of data sources exist that indicate a direction of travel, which Local Planning Authorities will draw upon when determining applications, and which it is possible for the neighbourhood planners to monitor.

Type

176. Planning policy also tends to be less prescriptive about the mix of dwelling types that are needed than the mix of home sizes. This is because the choice to occupy a terraced rather than a detached home, for example, is primarily a matter of wealth, personal preference, and the amount of outdoor space or other features sought than 'need' in the strict sense. This stands in contrast to the matter of dwelling size, where it can be more clearly established that a household with a certain number of members, closely correlated with age, requires a particular number of bedrooms.
177. The key distinctions when it comes to dwelling type are between flats and houses and, to a lesser extent, bungalows, each of which tend to appeal to occupants with different life circumstances. However, it remains difficult to generalise about this, particularly when drawing on demographic evidence.
178. The benefits of delivering a certain blend of dwelling types are more closely related to affordability, which is clearly established as an issue in West Saltdean, and which favours more dense options (e.g. terraces and flats). This imperative to improve affordability is often in conflict with matters of character, which in areas tend to favour lower density options. This is particularly relevant in the case of flats, a large block of which may not be a welcome proposition in the NA. That said, it is possible to deliver flats in the form of low-rise maisonettes that resemble terraces from street level, which can counter this issue.

179. In summary, there is a balance to be struck between, on the one hand, improving affordability and choice in the market by encouraging flats and terraces, and, on the other hand, preserving the distinctive character and other features that residents like about the NA today. How far the Neighbourhood Plan should guide on this issue, and in what direction, is a policy decision for the Neighbourhood Forum and community to consider.

Conclusions- Type and Size

The current housing mix

180. Census data shows that the majority of households in both 2011 and 2021 in West Saltdean lived in detached dwellings, with notably few households living in terraced dwellings, at just 1.3% in 2021. Over 20% of households in 2021 lived in flats, an increase on the proportion in 2011. There is a clear gap in the mix for more affordable types of housing, namely semi-detached and terraced dwellings. The proportion of households living in detached dwellings in West Saltdean was significantly greater than the comparator geographies, although this is likely in part due to the higher proportion of bungalows in the NA (which Census data counts within the detached and semi-detached categories). Due to the dominance of this dwelling type, the proportion of households living in semi-detached and terraced dwellings was well below the comparator geographies, reducing housing choices.
181. Turning to dwelling size, the greatest proportion of local households lived in mid-sized 3-bedroom dwellings, closely followed by households living in 2-bedroom dwellings, with approximately a third of households living in each of these dwelling sizes in 2021. Almost a quarter of households lived in 4+ bedroom dwellings in 2021, with the remainder living in the smallest 1-bedroom dwellings. West Saltdean had a greater proportion of households living in 4+ bedroom dwellings than the comparator geographies. The proportion of mid-sized dwellings was below national levels but greater than the proportion across Brighton & Hove, where there was a notable lack of 3-bedroom dwellings. The NA had the smallest proportion of households living in 1-bedroom dwellings.

Population characteristics

182. In both 2011 and 2021 the greatest proportion of the population in West Saltdean was aged 45-64. Although the proportion of the population in this age category decreased over the decade, the number of people within this age category grew by 10.5%. The greatest increase over the decade was in the number of people aged 65-84, indicative of an aging population, alongside the increase in the population aged 85+. There was a decrease in the number and proportion of the population aged 0-14 between 2011 and 2021, with this decrease in the number of children in line with the Neighbourhood Forum's view that the primary school has experienced a reduced intake in recent years.
183. In 2021 West Saltdean had a smaller proportion of the population aged 0-44 than the comparator geographies. This is particularly evident when considering the NA and Brighton & Hove population aged 15-24. This category is high

across the local authority area, likely due to the student population, with few students potentially living in West Saltdean. The NA had a greater proportion of the population aged 45 and over than the comparator geographies.

184. Looking at household composition, West Saltdean had a significantly higher proportion of single person households aged 66 and over than the wider local authority and country. The proportion of family households in the NA was broadly in line with England, but significantly above the local authority. As with single person households, West Saltdean had the greatest proportion of family households aged 66 and over (16.7% compared to 5.1% across Brighton & Hove), indicative of an aging population. The NA had a smaller proportion of households with dependent children than the comparator geographies, and a greater proportion of households with no children.

Future population and size needs

185. Population growth can be expected to be driven by the oldest households, with households with a household reference person aged 65 and over in West Saltdean projected to increase by 30% between 2011 and 2030. This would mean that households with a household reference person aged 65 and over would account for 39.2% of households in 2030 compared to 33.9% in 2011. There is also projected to be an increase in the number of households with a household reference person aged 55 to 64, of 16%. Less than 10% change is projected in all of the other categories.
186. AECOM modelling suggests that by the end of the plan period there should be a slight increase in the smallest dwellings, with a decrease in the proportion of 2-bedroom and 4-bedroom dwellings but an increase in the proportion of mid-sized dwellings. In order to achieve the suggested mix it is recommended that the majority of housing in the plan period is delivered as mid-sized 3+ bedroom dwellings, with some delivery of the smallest and largest dwellings. It should be noted that Brighton & Hove's Local Plan (Part 2, Policy H2) requires an indicative mix of 50% 3+ bedroom dwellings on the sites allocated in West Saltdean, highlighting the local authority's commitment to increasing the number of mid-sized and larger dwellings, in line with AECOM's modelling.
187. When considering Affordable Housing specifically, the adopted Brighton & Hove Local Plan outlines that the preferred size mix of Affordable Housing units is 30% 1-bedroom, 45% 2-bedroom, and 25% 3-bedroom. Brighton & Hove's Housing Register shows that there is a clear need for smaller social/affordable rented dwellings (43.2% 1-bedroom and 32.1% 2-bedroom), with 20.2% of households in need of a mid-sized 3-bedroom dwelling, and just 4.2% of households in need of 4+ bedroom dwellings. It should however be noted that there is often a greater smaller social/affordable rented housing stock, meaning there is more turnover, and so the delivery of some mid-sized social/affordable rented housing is also encouraged.
188. 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.

6. Specialist housing for older people

Introduction

189. It is relatively common for neighbourhood plans in areas with aging populations to include policies relating to specialist housing for older people. This chapter considers in detail the specialist housing needs of older people in West Saltdean. It focuses on specialist forms of provision but recognises that the majority of older people will live in the mainstream housing stock. The approach is as follows:

- To review the **current provision** of specialist housing in the NA;
- To estimate the **potential demand** for this form of accommodation with reference to the projected growth in the older population and current rates of mobility limitation; and
- To discuss the potential for meeting this need through adaptations to the mainstream stock and other **additional considerations**.

190. 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.

191. 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 opposed to the projected new households which form the baseline for estimating housing need overall.¹¹

192. This study covers the need for housing, i.e. buildings that the planning system classifies as Use Class C3 (private dwellings).¹² Residences that fall into Use Class C2 (institutions including prisons, boarding schools and some care homes for older people) are largely beyond the scope of this research. However, it is possible to estimate the likely need for residential and nursing care over the Neighbourhood Plan period.

193. The distinction 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. C3 specialist accommodation is typically self-contained with its own front door, made available on an individual basis with support provided

¹¹ See Paragraph: 017 Reference ID: 2a-017-20190220, at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>)

¹² For a full description of Planning Use Classes, please refer to https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use

in the home or not at all if the resident does not require it, and offered for sale or rent on the open market.

Definitions

- **Older people:** people over retirement age, ranging from the active newly retired to the very frail elderly. Their housing needs tend to encompass accessible and adaptable general needs housing as well as the full spectrum of retirement and specialised housing offering additional care.
- **Specialist housing for older people:** a wide range of housing types specifically aimed at older people, which may often be restricted to those in certain older age groups. This could include residential institutions, 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.
- **Sheltered Housing**¹³: self-contained flats or bungalows where all the residents are older people. Schemes on the whole provide independent, self-contained homes, either to rent or buy. Properties in most schemes have features like raised electric sockets, lowered worktops, walk-in showers, and so on, as well as being linked to an emergency alarm service. Some will be designed to accommodate wheelchair users. Managed schemes will also usually have some shared or communal facilities such as a lounge for residents to meet, a laundry, guest flats and gardens.
- **Extra Care Housing:** housing which usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required. Residents are able to live independently with 24-hour access to support services and staff, and meals are often also available. 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.
- **Category M4(2):** accessible and adaptable dwellings.
- **Category M4(3):** wheelchair user dwellings.

Specialist housing for older people

194. There is a total of 10 units of specialist accommodation in the NA at present, all of which are available for social rent for those in financial need. Details are provided in Appendix E. The Forum note that some family homes have been converted into assisted living in the NA.
195. In addition, there are two care homes in the NA (The Whitehouse and Arundel Park Lodge), catering for 44 residents.

¹³ See <http://www.housingcare.org/jargon-sheltered-housing.aspx>

196. The 2021 Census records that there are currently around 774 individuals aged 75 or over in West Saltdean. This suggests that current provision, not including care homes, is in the region of 13 units per 1,000 of the 75+ population (a common measure of specialist housing supply).

Demographic characteristics

197. The starting point for estimating the need for specialist housing for older people is to project how the overall number of older people in West Saltdean is likely to change in future. This is calculated by extrapolating population projections from the ONS Sub-National Population Projections for Brighton & Hove. The results are set out in Table 6-1. This shows that in 2021 there were 774 individuals aged 75+ living in the NA, with this projected to increase to 950 by 2030. In 2030 it is expected that those aged 75+ will account for 14.8% of the population in West Saltdean compared to 7.2% across Brighton & Hove. This is indicative of an older, and aging, population in the NA.
198. A key assumption for the estimate given at the end of this section 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). As such, the growth in the older population rather than the total at the end of the Plan period is the key output of this calculation.

Table 6-1: Modelled projection of older population in West Saltdean by end of Plan period

Age group	2021		2030	
	West Saltdean	Brighton & Hove	West Saltdean	Brighton & Hove
All ages	5,870	277,103	6,418	302,963
75+	774	17,789	950	21,827
%	13.2%	6.4%	14.8%	7.2%

Source: ONS SNPP 2020, AECOM Calculations

199. The next step is to consider the need for different tenures of dwelling for older people. 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.
200. 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 2030. The top row in Table 6-2 outlines the tenure mix among households aged 55-75 at Local Authority level, which indicates that in 2011 73.8% of households in this age bracket owned their own home, significantly higher than the proportion

across all age categories shown in Table 4-1. The remaining 26.2% of households rented, with the majority of these social renting, at 19.2% of all households.

201. The expected growth in the 75+ population in the NA is 176 additional individuals by the end of the plan period. This can be converted into 130 households based on the average number of people per household aged 75+ at Local Authority scale. Multiplying this figure by the percentages of 55-75 year olds occupying each tenure gives a breakdown of which tenures West Saltdean households are likely to need in 2030 and is shown in the bottom row of Table 6-2.

Table 6-2: Tenure of households aged 55-75 in Brighton & Hove (2011) and projected aged 75+ in West Saltdean (2030)

	All owned	Owned outright	Owned (mortgage) or Shared Ownership	All Rented	Social rented	Private rented	Living rent free
Brighton & Hove (2011 mix)	73.8%	48.7%	25.1%	26.2%	19.2%	6.5%	0.5%
West Saltdean (2030 projection)	96	63	33	34	25	8	1

Source: Census 2011

202. It is also important to consider rates of disability by tenure. 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. 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 E-2 in Appendix E presents this data for West Saltdean from the 2011 Census.

Future needs for specialist accommodation and adaptations

203. Based on the evidence outlined above, the number of households falling into potential need for specialist accommodation over the Plan period is calculated to be 63.
204. AECOM's modelling, summarised in Table 6-3, is based on the assumption that those whose day-to-day activities are limited a lot may need housing with care (e.g. extra care housing, with significant on-site services, including potentially medical services), while those with their day to day activities limited only a little may simply need adaptations to their existing homes, or alternatively sheltered or retirement living that can provide some degree of oversight or additional services. However, it is important to note that, even those people who have high support or care needs can often be supported to live in their own homes. This is often reflected in policy of local authorities, with explicit aim to reduce the need to commission increasing numbers of care home beds.

205. It is important to take into consideration the breakdown in tenure and care when looking at specialist housing for older people. Table 6-3 shows that there is a greater need for market specialist housing than affordable provision. Due to the lack of non-socially rented provision in the NA currently, there is therefore a clear gap in the market. The table shows a relatively balanced split in terms of levels of care, although there is a slightly greater need for sheltered housing. The greatest sub-category of need is for market sheltered housing, with at least some of this need likely to be able to be met through ensuring that future housing is adaptable and accessible, allowing older households to remain in their own home for longer.

Table 6-3: AECOM estimate of specialist housing for older people need in West Saltdean by the end of the Plan period

Type	Affordable	Market	Total
Housing with care	10 (15.9%)	20 (31.7%)	30 (47.6%)
Adaptations, sheltered, or retirement living	9 (14.3%)	24 (38.1%)	33 (52.4%)
Total	19 (30.2%)	44 (69.8%)	63

Source: Census 2011, AECOM Calculations

206. 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 E-3 in Appendix E reproduces the key assumptions of HLIN's Strategic Housing for Older People (SHOP) toolkit. Applying those assumptions to the growth in the older population of West Saltdean results in a total of 44 specialist dwellings that might be required to the end of the Plan period. This is set out in Table 6-4.

Table 6-4: HLIN estimate of specialist housing for older people need in West Saltdean by the end of the Plan period

Type	Affordable	Market	Total
Housing with care	5 (11.4%)	7 (15.9%)	12 (27.3%)
Adaptations, sheltered, or retirement living	11 (25.0%)	21 (47.7%)	32 (72.7%)
Total	16 (36.4%)	28 (63.6%)	44

Source: Housing LIN, AECOM calculations

Further considerations

207. The above estimates suggest that potential need for specialist accommodation could be in the range of 44-63 units over the Neighbourhood Plan period. However, it may not be possible or appropriate to deliver this scale of new accommodation. It is proportionally high in relation to the overall housing

delivery expectation in the NA, and therefore should not necessarily be prioritised to the exclusion of other groups, such as those in need of Affordable Housing.

208. In addition, specialist housing for older people should only be provided in sustainable, accessible locations that offer services and facilities, public transport options, and the necessary workforce of carers and others.
209. Alongside the need for specialist housing to be provided in accessible locations, another important requirement is for cost effectiveness and economies of scale. This can be achieved by serving the specialist older persons housing needs arising from a number of different locations and/or Neighbourhood Areas from a single, centralised point (i.e. what is sometimes referred to as a 'hub-and-spoke' model).
210. It is considered that West Saltdean 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 West Saltdean in other suitable locations near to but outside the Plan area boundaries).
211. It is also important to emphasise that the potential need for specialist housing for older people overlaps with the need for care home bedspaces and the need for adaptations to mainstream housing. These topics are considered in the sections below.
212. The Neighbourhood Forum are also aware of a number of facilities, in both West Saltdean (the NA) and neighbouring East Saltdean, providing supported living for adults with physical and learning disabilities. These facilities are not specifically for older people but there may be some overlap in need or provision with the specialist housing for older people provision.

Care homes

213. Residential and nursing care homes are not defined as housing because they do not provide self-contained accommodation where an older person can live independently. Care home accommodation is defined as institutional accommodation rather than housing.
214. However, residents of care homes may be similar in terms of their care and support needs as those living in specialist housing, or even mainstream housing with appropriate care and support delivered in their homes. There may be some scope for older people who would otherwise have been accommodated in care homes to meet their needs within specialist or mainstream housing if sufficient appropriate accommodation can be provided. Nevertheless, there is likely to be continued need for care home accommodation to meet more acute and severe needs, and to offer choice to some older people and their families about how they are cared for and supported.

215. Given the overlap between people who might enter care home accommodation and those who might take up specialist housing or care and support in their own home if available, estimates of the future need for care home accommodation, as with estimates of the need for specialist housing above, are uncertain and depend on both local and national policies, delivery, and the appetite of private developers.
216. AECOM has estimated the likely need for care home accommodation over the plan period, based on the HLIN SHOP toolkit prevalence rates for residential and nursing care homes for older people (aged 75+). This estimate applied the prevalence rates in the 'More Choice, Greater Voice' 2008 report which informed the development of the HLIN toolkit. This report suggested that 65 residential care beds per 1,000 people aged 75+ was an appropriate rate. Based on this rate, applied to the growth in the older population for consistency with the calculations above, it is estimated that in 2030 there would be a need for an additional 11 care homes beds in the NA. It is worth noting that some of this need could be met through the turnover in existing care home spaces in West Saltdean.
217. It is important to note that as these estimates relate to care homes (or the population in institutions) rather than independent housing, these figures are in addition to the overall need for housing in the NA. However, as discussed in this section, some of the need for care home beds might be met by independent housing accommodation and vice versa.

The Role of Mainstream Housing

218. The majority of older people live in mainstream housing and will continue to do so all of their lives. Based on the estimated number of older people and the tally of the existing stock in Appendix E, around 93% of the West Saltdean population aged 75 and over is likely to live in the mainstream housing stock¹⁴.
219. It is not possible to be precise about how well older people are accommodated within mainstream housing, in terms of whether their accommodation is suitable to their needs and whether adequate care or support is provided within the home when they need.
220. However, given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another key avenue to addressing those with relevant needs is to discuss the standards of accessibility and adaptability in new development to be met in the Local Plan with Brighton & Hove.
221. It is relatively common for Local Plans to require that all or a majority of new housing meets Category M4(2) standards in response to the demographic shifts being observed nationwide. Government is considering mandating M4(2) on

¹⁴ 774 over 75s in 2021, of which 10 are accommodated in specialist housing and a further 44 in care homes, leaving 720 people living in mainstream housing. This is approximate since some people in specialist housing and care homes will be under the age of 75.

newly erected dwellings¹⁵, although changes to Building Regulations have not yet been made.

222. The current adopted Brighton & Hove Local Plan policy DM1 provides explicit encouragement for housing suitable for older people. It sets specific targets for the proportion of new housing that might be required to meet national standards for accessibility and adaptability (Category M4(2)), or for wheelchair users (Category M4(3)). It outlines that all homes should be delivered as Category M4(2) and 10% of affordable homes and 5% of market homes on sites of 10+ dwellings should be delivered as Category M4(3).
223. Adopted SDNP Local Plan policy SD27 states that development proposals will be permitted for residential development that provides flexible and adaptable accommodation to meet the needs of people who are less mobile or have adult homecare requirements.
224. The proportion of new housing that might accommodate those using wheelchairs is harder to define at small scales. Typically, at Local Authority scale, this might be set with reference to the proportion of Affordable Housing applicants in the Local Authority area falling into this category or to wider data from surveys and other sources where available.
225. Table 6-5 sets out the proportion of wheelchair users in England as a whole, either using a wheelchair all of the time (0.6% of the population) or part of the time (3% of the population). As a crude estimate, these percentages are applied to the expected level of housing delivery for West Saltdean to suggest the number that might be encouraged to be wheelchair friendly or adaptable. This would imply a potential need for 1-3 wheelchair accessible dwellings over the Plan period. It is worth noting that these national figures are for all age categories, not just older persons, although it is likely that a significant proportion of households using a wheelchair will be older persons.

Table 6-5: Wheelchair use Nationally Applied to West Saltdean

	Percentage in England	% applied to NA housing requirement figure (90 to end of plan period)
Households using wheelchair all the time	0.6%	0.5
Households using wheelchair either indoors or outdoors	3.0%	2.7

Source: Survey of English Housing 2018/19

Conclusions- Specialist Housing for Older People

226. There are currently 10 units of specialist housing for older people in the NA, all of which are available for social rent for those in financial need. There may therefore be a gap in the market for specialist housing for older people who

¹⁵ 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)

would be ineligible for social rented provision. There are also 44 care home beds in the NA at present.

227. 2021 Census data suggests that at this time there were 774 individuals aged 75+ in West Saltdean, projected to increase to 950 by 2030. By the end of the plan period it is expected that those aged 75+ will account for 14.8% of the NA's population, a significantly higher proportion than across Brighton & Hove as a whole.

Specialist housing for older people

228. 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.
229. These two methods of estimating the future need in West Saltdean produce a range of 44 to 63 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.
230. It is important to take into consideration the breakdown in tenure and care when looking at specialist housing for older people. There is a greater need for market specialist housing than affordable provision. Combined with the present lack of market provision in the NA, this suggests a clear gap in the market. There is a relatively balanced split in terms of levels of care, although there is a slightly greater need for sheltered housing. The greatest sub-category of need is for market sheltered housing, with at least some of this need likely to be able to be met through ensuring that future housing is adaptable and accessible, allowing older households to remain in their own home for longer.
231. Specialist housing for older people should be provided in sustainable, accessible locations, with cost-effectiveness and economies of scale also important factors to consider. It is considered that broadly West Saltdean is a suitable location for specialist accommodation. Wherever specialist housing for older people 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.

Care homes

232. Care home accommodation is defined as institutional accommodation rather than housing. AECOM has estimated the likely need for care home accommodation over the plan period, based on the HLIN SHOP toolkit prevalence rates for residential and nursing care homes for older people (aged 75+). Based on this rate and the expected increase in the older population it is estimated that there would be a need by 2030 of an additional 11 care home beds in the NA, although some of this need may be met through the turnover in

existing care home beds. Also, some of the need for care home beds may be met by independent housing accommodation (e.g. extra-care housing) and vice versa.

Adaptable and accessible housing

233. Given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another key avenue to addressing those with relevant needs is to discuss the standards of accessibility and adaptability in new development.
234. The Local Plan outlines targets for the proportion of new housing that might be required to meet national standards for accessibility and adaptability (Category M4(2)). It states that all new housing should meet M4(2). It outlines that 10% of affordable homes and 5% of market homes on sites of 10+ dwellings should be delivered as Category M4(3), suitable for wheelchair users.

7. Second Homes

Introduction

235. Neighbourhood Plan policies controlling second home ownership are typically evidenced by demonstrating a high or rapidly increasing rate of second home ownership within a context of acute affordability challenges and/or serious constraints in the availability of overall housing.
236. The existence of second or holiday homes is not necessarily a problem in and of itself. It becomes a problem when it creates intense competition for local home buyers (or renters), inflates prices, or reduces the resident population to the extent that local services, employment, and community vitality are impacted.
237. West Saltdean clearly exhibits some of these wider challenges, with fairly extreme affordability issues, as demonstrated in Chapter 4, and development constraints such as the SDNP and coastline.
238. This section of the HNA gathers the limited available data on the rate of second home ownership in West Saltdean that may be used to support policy decisions in this area. The approach is as follows:
- To estimate the **current level** of second home ownership (including commercial holiday lets);
 - To estimate the **financial incentive** for home owners to use their properties for commercial holiday lets as opposed to long term private rentals; and
 - To discuss the potential **policy options** relating to second homes in the NA.

Second and Holiday Homes Data

239. Before looking at second home ownership levels in the NA, it is important to understand the levels of second home ownership, and specifically holiday lets, across the country. According to the English Housing Survey 2018-2019, 2.4 million households in England reported having at least 1 additional residence, with 772,000 of these second homes (including homes primarily used as holiday homes, holiday lets, or working away from home). It was also noted that 57% of second homes were in the UK. Therefore, it could be estimated in 2018/19 that there were at least 440,040 second homes in the UK from households in England, assuming each of 772,000 households above had just 1 additional home.
240. The impact of this nationally is more simply understood as a percentage of all dwellings. There were an estimated 28.9 million dwellings in the UK in 2019¹⁶, meaning that second homes (of which the households that owned them lived in England) in the UK accounted for around 1.5% of total dwellings. The UK

¹⁶ Collated dwelling stock data from GOV.UK, GOV.WALES, National Records of Scotland, and Northern Ireland Department of Finance.

second home ownership levels would of course be higher than this when also taking into account second homes owned by households in Wales, Scotland, and Northern Ireland.

241. Turning to the NA specifically, according to the Census West Saltdean contained 2,668 households and 2,809 dwellings in 2021, implying that there were 141 dwellings (or 'household spaces') with no usual resident household. 5.0% of dwellings therefore had no usual residents. Due to the Neighbourhood Forum being concerned about a growing number of holiday lets in the NA, and the location of West Saltdean, it is assumed that the majority of these empty dwellings are second homes or commercial holiday lets.
242. For comparison, the rate of dwellings that had no usual residents across Brighton & Hove as a whole in 2021 was 7.2%, higher than West Saltdean, indicating the NA has a lower concentration of holiday lets and second homes than the district as a whole.
243. For England, the rate was 6.0%. It is worth noting that across the country (or even the local authority area), dwellings will be empty for different reasons (including being uninhabitable), not just second home ownership. Due to the location of the NA it is assumed that the majority of dwellings without usual residents are second homes, either personal or for holiday let.
244. Looking back to 2011, the NA contained 2,545 households according to the Census, with 2,678 dwellings. This implies that there were 133 dwellings (or 'household spaces') with no usual resident, with empty dwellings accounting for 5.0% of all housing. This shows that the rate of empty dwellings in both 2011 and 2021 was the same, although the actual number of empty dwellings increased by 8 dwellings.
245. It is likely that with higher than national estimated levels of second home ownership in the NA, and the demand for second homes, that this has had some adverse effect on affordability for local people. It may be worth assessing here the difference in potential income between private landlords and holiday lets in West Saltdean. In order to undertake this comparison, the number of whole property holiday lets available for a week rental in peak holiday season was established from holiday rental site Airbnb¹⁷, with a total of 19 advertised. It was then determined the average letting price, which could then be compared to the average rental price of private rented properties in West Saltdean. This process is outlined below:
 - Average nightly cost of West Saltdean holiday let from Airbnb properties = £177
 - Average weekly cost of above = $£177 * 7 = £1,241$
 - Average monthly cost of above = $£1,241 * 4 = £4,963$
 - Average monthly cost of private rented dwelling in the NA¹⁸ = £1,750

¹⁷ Search of properties as of 21st July 2023. Looks at holiday let availability in August/September 2023 and May/June 2024

¹⁸ As of June 2023 – covering the private rented sector proxy area discussed in the Appendix.

246. These calculations show that if a holiday let was rented back-to-back, as it is assumed it would be in the summer months, the income (exclusive of any related costs) associated with the holiday let would be almost 3x greater than associated with longer term private rental. This may go some way to explain the rates of holiday lets in the NA. The impact on the private rental sector in West Saltdean can also be seen to an extent, with the proportion of households living in the private rental sector in the NA 17.1% compared to 32.9% across the local authority and 20.6% nationally.
247. Although the potential income difference is clear to see above, there are other factors to be taken into consideration. These include the fact that holiday lets may not be occupied for the whole year, as well as running and maintenance costs (which would be associated with both holiday lets and private rentals), and the greater amount of work potentially required with holiday lets in terms of weekly cleaning and booking administration.

Policy Considerations

248. It is not only West Saltdean that experiences housing challenges relating to second home ownership, with some NAs taking forward policies to mitigate the impacts. The Georgeham Neighborhood Plan¹⁹ (North Devon), Made in January 2022, outlines several policies to address second home ownership. Policy H1 (Principal Residence Occupancy) in the Neighbourhood Plan ensures that “the development of new housing within the Plan area will be permitted for principal residence occupancy only”. The plan goes further to apply restrictions to existing housing stock as well as new build housing. Policy H4 (Balancing Housing Supply) outlines that “proposals to change housing use from residential (C3) to holiday let” must meet several criteria, including those relating to parking, traffic, noise, and amenities.
249. The affordability evidence establishes a clear context of poor affordability in West Saltdean that prevents local people from moving to homes better suited to their needs within the neighbourhood and prevents younger households without significant financial help from accessing suitable housing.
250. It is not possible to establish a precise causal link between second home ownership and declining affordability because rising prices and declining affordability is affected by other factors such as economic growth at the national level. AECOM suggest that the second homes market may be a factor in the price in prices and declining affordability in the area, although levels are lower than the wider local authority area. There are substantial financial incentives to let properties to holiday makers rather than long term tenants in the private rented sector. The private rented sector in the NA is significantly smaller than the wider local authority, at 17.1% and 32.9% respectively, as well as being below national levels (20.6%). This may be constrained somewhat by the growth of the holiday let and second home market. In the context where new housing development is limited, all other things being equal, the expansion of

¹⁹ https://www.georgehamparishcouncil.gov.uk/files/ugd/46adf9_92a560635c904b17ab84ea1a7b97c060.pdf

second homes and holiday lets will reduce the availability of housing for households wishing to live in the area. Reduced availability (or supply) when demand is the same or growing, leads to increased prices and rents.

Conclusions- Second homes

251. This section of the HNA considers the extent of second home ownership in West Saltdean and related trends.
252. In 2021, West Saltdean contained 2,668 households and 2,809 dwellings, implying that there were 141 dwellings with no usual resident household. This means that 5.0% of dwellings had no usual residents, compared to 7.2% across Brighton & Hove, and around 6.0% nationally.
253. Looking at changes since 2011, at this time there were 133 dwellings with no usual resident household, again accounting for 5.0%.
254. The Neighbourhood Forum are specifically interested in the scale of Airbnb in the NA, with 19 whole properties available for a week rental in peak holiday months. This is likely an under-estimate, with some properties likely already fully booked, and others advertised privately or through alternative holiday let sites. The scale of holiday lets is also generally below the scale of overall second home ownership, with some households using properties solely for personal use, with an overall figure of up to 141 as noted above.
255. The demand for second home ownership in the NA is likely to have an adverse effect on affordability for local people. There is a clear difference in the potential income for owners between the private rented sector and holiday lets identified in the NA. The calculated average monthly cost of a holiday let in West Saltdean is £4,963 compared to the average monthly cost of a private rented dwelling of £1,750. If a holiday let was rented back-to-back, as it is assumed it would be in the summer months, the income (exclusive of any related costs) associated with the holiday let could be almost 3x greater than associated with longer term private rental.
256. It is not possible to establish a precise causal link between second home ownership and declining affordability because rising prices and declining affordability is affected by other factors such as economic growth at the national level. However, AECOM suggest that it is likely that the second homes market is a factor in the rise in prices and declining affordability in the area. The private rented sector in the NA is smaller than the local authority and country and may be constrained to some extent by the holiday let and second home market. In the context where new housing development is limited, all other things being equal, the expansion of second homes and holiday lets will reduce the availability and affordability of housing for households wishing to live in the area.

8. Next Steps

Recommendations for next steps

257. This Neighbourhood Plan housing needs assessment aims to provide West Saltdean Neighbourhood Planning Forum 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 Brighton & Hove City Council 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 Brighton & Hove City Council;
 - 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 Brighton & Hove City Council.
258. 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.
259. Bearing this in mind, it is recommended that the Neighbourhood Forum should monitor carefully strategies and documents with an impact on housing policy produced by the Government, Brighton & Hove City Council, or any other relevant party and review the Neighbourhood Plan accordingly to ensure that general conformity is maintained.
260. 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 : Assessment geography

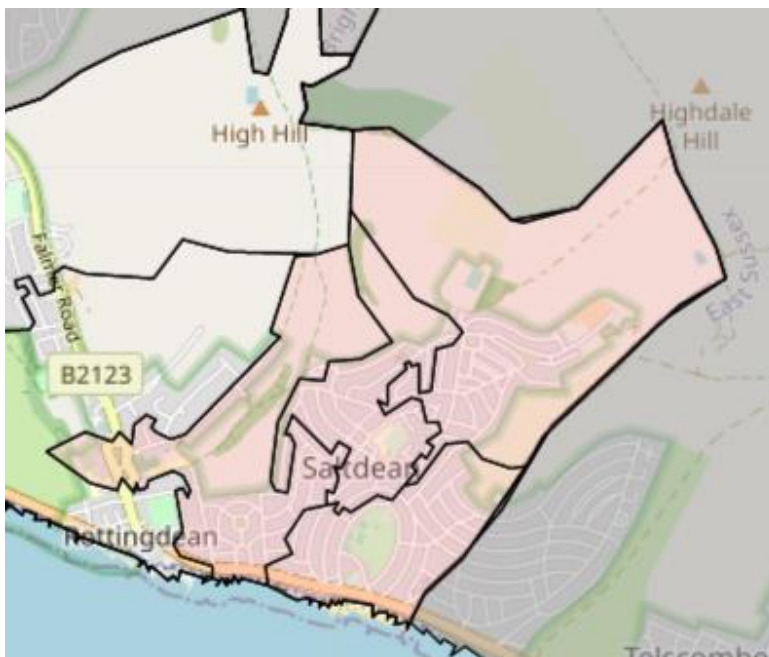
261. For Census purposes, the whole of England is divided into statistical units of similar population size called Output Areas (OAs) and their larger equivalents. OAs are the smallest units. They make up Lower Layer Super Output Areas (LSOAs), which in turn make up Middle Layer Super Output Areas (MSOAs). The NA equates to the following combination of LSOAs and OAs:

- LSOA E01016956;
- LSOA E01016958;
- LSOA E01016961;
- OA E00085635; and
- OA E00085636.

262. Many other datasets besides the Census itself make use of OAs, but not necessarily down to the same level of detail. For example, Valuation Office Agency (VOA) data, which can be used to understand the type and size mix of housing, is only available down to the scale of LSOAs. The most relevant combination of LSOAs in this case, which will need to be used as a proxy for the NA, is:

- LSOA E01016956;
- LSOA E01016958;
- LSOA E01016959; and
- LSOA E01016961.

Figure A-1: LSOA area for VOA data



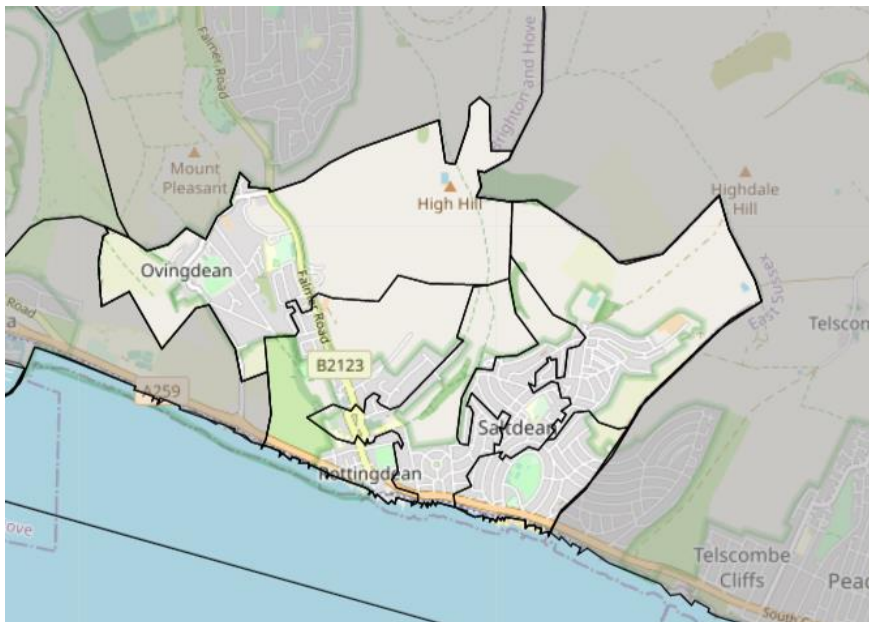
Source: NOMIS

263. As noted in the analysis of affordability in the main body of the report, household income data for small areas is only provided down to the scale of MSOAs. The

relevant MSOA, in which the NA is located and which will need to serve as a proxy for it, is:

- MSOA E02003523.

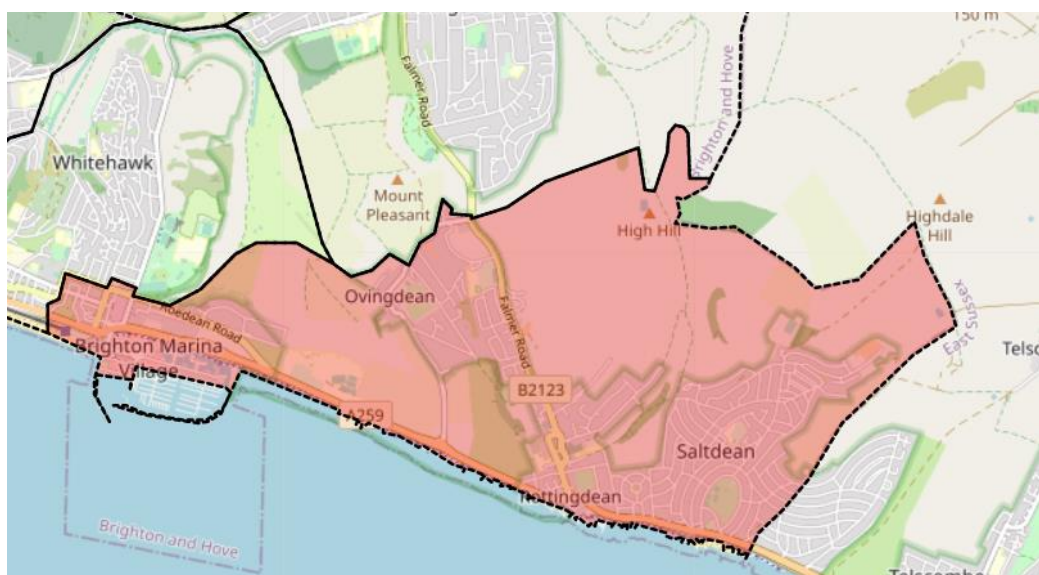
Figure A-2: MSOA area for income data



Source: NOMIS

264. When looking at house prices in West Saltdean, this is collected at a local authority level and then usually broken down to the NA using lists of parish postcodes. However, due to the NA not being a parished area, the NA house price data relates to the ward (Rottingdean Coastal), shown in Figure A-3.

Figure A-3 Map of Rottingdean Coastal Ward – NA house price data geography



Source: NOMIS

Appendix B : Local Plan context

Policies in the adopted local plan

265. Table B-1 below summarises adopted Local Plan policies that are relevant to housing need and delivery in West Saltdean.

Table B-1: Summary of relevant adopted policies in the Brighton & Hove City Plan Part One²⁰

Policy	Provisions
SA1: The Seafront	<p>West Saltdean is identified as East of the Marina.</p> <p>The Council will work in partnership to ensure the on-going regeneration and maintenance of the seafront in an integrated and coordinated manner.</p>
SA4: Urban Fringe	<p>Where appropriate, the Council will promote and support the careful use and management of land within the urban fringe.</p> <p>Development within the urban fringe will not be permitted except where a site has been allocated for development in a development plan document or a countryside location can be justified. It must also be early demonstrated that the proposal has had regard to the downland landscape setting of the city, any adverse impacts of development and minimised and appropriately mitigated, and the proposal helps achieve the policy objectives.</p> <p><i>Note that most of West Saltdean settlement is shown on SA4 map as part of the built up area, with part of the NA (north) considered urban fringe, and the remaining northern part of the NA part of the National Park.</i></p>
SA5: The Setting of the South Downs National Park	<p>Proposals within the setting of the National Park must have regard to the impact on the National Park. Development within the setting of the National Park:</p> <ol style="list-style-type: none"> Should be consistent with and not prejudice National Park purposes and where appropriate, the duty of the National Park Authority; Must respect and not significantly harm the National Park and its setting, in accordance with Section 62 of the Environment Act 1995. Any adverse impacts must be minimised and appropriate mitigation or compensatory measures included. Such measures, including proposed

²⁰ Available at: https://www.brighton-hove.gov.uk/sites/default/files/migrated/article/inline/FINAL%20version%20cityplan%20March%202016compreswith%20forward_0.pdf

Policy	Provisions
	<p>enhancements, should have regard to landscape character and impacts; and</p> <p>c) Should have due regard to the City Council's priorities for the South Downs where appropriate.</p>
SA6: Sustainable Neighbourhoods	<p>Identified city-wide priorities for sustainable neighbourhoods are to deliver balanced communities through the requirement for new residential development to provide an appropriate amount of affordable housing, mix of dwelling sizes and tenure types, and through the City Plan Part 2 ensure new housing meets optional technical standards for access and the nationally described space standards. In areas where there is a high concentration of social rented housing, a better choice of housing tenures will be sought.</p> <p>Further priorities are outlined in the full policy.</p>
CP1: Housing Delivery	<p>The Council will make provision for at least 13,200 new homes to be built over the plan period 2010-2030 (an annual average rate of 660 dwellings).</p> <p>This will be achieved by:</p> <ul style="list-style-type: none"> a) Focussing new development in accessible areas of the city and those with the most capacity to accommodate new homes; b) Promoting the efficient use and development of land/sites across the city, including higher densities in appropriate locations; c) Making strategic site allocations in this Plan for at least 3,635 additional new homes; d) Preparing Part 2 of the City Plan to allocate additional sites to help ensure housing delivery is maintained over the plan period; and e) Ensuring that all new housing development contributes to the creation and/or maintenance of mixed and sustainable communities. <p>Approximately 4,130 homes will be delivered within the built up area, with 1,060 within the urban fringe.</p>
CP14: Housing Density	<p>Residential development should be of a density that is appropriate to the identified positive character of the neighbourhood and be determined on a case-by-case basis. Development will be permitted at higher densities than those</p>

Policy	Provisions
	<p>typically found in the locality where it can be adequately demonstrated that the proposal:</p> <ol style="list-style-type: none"> 1. Would be of a high standard of design and would help maintain or create a coherent townscape; 2. Would respect, reinforce, or repair the character of the neighbourhood and contribute positively to its sense of place; 3. Would include a mix of dwelling types, tenures, and sizes that reflect identified local needs; 4. Is easily accessible by sustainable transport or has the potential to be easily accessible; 5. Is well served by local services and community facilities; and 6. Provides for outdoor recreation space appropriate to the demand it would generate and contributes towards the 'green network' where an identified gap exists. <p>New residential development in Brighton & Hove will be expected to achieve a minimum net density of 50 dwellings per hectare, provided it contributes positively to creating or maintaining sustainable neighbourhoods.</p>
CP19: Housing Mix	<p>The City Plan (Parts 1 and 2) will set out policies and site allocations responding to key objectives set out in the Council's Housing Strategy.</p> <p>At site level, a housing mix (in terms of housing type, size, and tenure) may be set for individual sites identified in Parts 1 and 2 of the City Plan; Area Action Plans; Supplementary Planning Documents, and Site Planning Briefs.</p> <p>Sites coming forward as 'windfall' development will be required to demonstrate that proposals have regard to housing mix considerations and have been informed by local assessments of housing demand and need.</p> <p>All new residential development will have regard to the characteristics of existing neighbourhoods and communities to ensure that development makes a positive contribution to the achievement of mixed and sustainable communities.</p>
C20: Affordable Housing	<p>The Council will require the provision of Affordable Housing on all sites of 5 or more dwellings (net) and will negotiate to achieve the following affordable housing targets:</p> <ol style="list-style-type: none"> a) 40% onsite Affordable Housing provision on sites of 15 or more (net) dwellings;

Policy	Provisions
	<p>b) 30% onsite Affordable Housing provision on sites of between 10 and 14 (net) dwellings or as an equivalent financial contribution;</p> <p>c) 20% Affordable Housing as an equivalent financial contribution on sites of between 5 and 9 (net) dwellings.</p> <p>Affordable Housing provision should incorporate a mix of tenures. The exact tenure split on each site will be a matter for negotiation and should be informed by up-to-date assessments of local housing need and individual site and/or neighbourhood characteristics.</p> <p>In terms of the Affordable Housing unit size mix, the preferred mix to be achieved across the city is 30% 1-bedroom units; 45% 2-bedroom units; and 25% 3-bedroom units.</p>

Source: Brighton & Hove City Council

Table 2-2: Summary of relevant adopted policies in the City Plan Part Two²¹

Policy	Provisions
DM1: Housing Quality, Choice, and Mix	<p>Proposals for new residential development will be required to:</p> <p>a) Incorporate a range of dwelling types, tenures, and sizes that reflect and respond to the city's identified housing needs; and</p> <p>b) Make provision for a range and mix of housing/accommodation formats subject to the character, location, and context of the site for example, self and custom build housing, build for rent, community led housing, starter homes, and other types of provision supported by national and local policy.</p> <p>In addition, planning applications for new residential development (including residential extensions and residential accommodation falling outside Use Class C3) will be expected to comply with the following requirements:</p> <p>c) All residential units should meet the nationally described space standards;</p> <p>d) All residential units should as a minimum be accessible and adaptable in accordance with Building Regulation M4(2);</p>

²¹ Available at: <https://www.brighton-hove.gov.uk/sites/default/files/2022-10/City%20Plan%20Part%20Two%20Adoption%20Version%20Oct%202022%20PRINT%20version%20%281%29.pdf>

Policy	Provisions
	<p>e) For proposals providing 10 or more dwellings, 10% of the affordable residential units and 5% of all the residential units should be suitable for occupation by a wheelchair user in accordance with Building Regulation M4(3); and</p> <p>f) All new residential development will be required to provide useable private outdoor amenity space appropriate to the scale and character of the development.</p>
DM3: Residential Conversions and the Retention of Smaller Dwellings	<p>Planning permission for the conversion of dwellings into smaller units of self-contained accommodation will be granted where all the following criteria are met;</p> <p>a) The original floor area is greater than 120sqm or the dwelling has 4 or more bedrooms as originally built;</p> <p>b) At least one unit of the accommodation provided is suitable for family occupation and has a minimum of two bedrooms; and</p> <p>c) The proposal provides a high standard of accommodation that complies with the requirements set out in DM1.</p> <p>Exceptions are outlined in the full policy.</p>
DM4: Housing and Accommodation for Older Persons	<p>The Council will seek to ensure there is a sufficient supply and range of housing and accommodation suitable for older people.</p> <p>The Council will seek an element of Affordable Housing provision for older persons as part of appropriate market-led developments for older people.</p> <p>Where the Council is satisfied that development involving the loss of accommodation for older persons is justified, the priority will be for an alternative form of supported housing or general housing (Use Class C3) including an appropriate amount of Affordable Housing.</p>
DM5: Supported Accommodation (Specialist and Vulnerable Needs)	<p>The Council will seek to ensure there is an appropriate range and supply of residential accommodation for people with special needs, including supported housing not covered by Policy DM4.</p>
DM6: Build to Rent	<p>Proposals for the development of Build to Rent housing will be required to meet all of the following criteria:</p> <p>a) The development will improve housing choice and make a positive contribution to the achievement of mixed and sustainable communities;</p>

Policy	Provisions
	<p>b) all of the dwellings are self-contained and let separately;</p> <p>c) the homes are held as build to rent under a covenant for at least 15 years;</p> <p>d) the build to rent housing is under unified ownership and will be subject to common management;</p> <p>e) the development will provide professional and on-site management;</p> <p>f) the development will offer tenancies of at least 3 years available to all tenants with defined in-tenancy rent reviews; and</p> <p>g) the development provides a high standard of accommodation that complies with the requirements in Policy DM1</p> <p>Build to rent developments will be expected to contribute towards meeting the city's identified need for affordable housing. The council will negotiate to achieve the following requirements:</p> <p>a) provision of up to 20% affordable housing at genuinely affordable rents to be agreed with the Council;</p> <p>b) eligibility criteria for the occupants of the affordable homes to be agreed with the council and included in the S106 agreement;</p> <p>c) the size mix of affordable housing units to be agreed with the Council in accordance with Policy CP20; and</p> <p>d) the affordable homes to be secured in perpetuity.</p>
H2: Housing Sites – Urban Fringe	<p>Urban fringe allocations relevant to West Saltdean include:</p> <ul style="list-style-type: none"> • Land at former nursery, Saltdean (site 46a) – 18 units – 50% 3+ bedroom dwellings; • Cluster at Coombe Farm and Saltdean Boarding Kennels, Westfield Avenue North, Saltdean (sites 48, 48a, 48b, 48c) – 65 units – 50% 3+ bedroom dwellings; and <p>Further requirements are outlined in the full policy.</p>

Source: Brighton & Hove City Council

Table 2-3: Summary of relevant adopted policies in the South Downs Local Plan 2014-2033²²

Policy	Provisions
SD1: Sustainable Development	When considering development proposals that accord with relevant policies in this Local Plan and with National Park

²² Available at https://www.southdowns.gov.uk/wp-content/uploads/2019/07/SD_LocalPlan_2019_17Wb.pdf

Policy	Provisions
	<p>purposes, the Authority will take a positive approach that reflects the presumption in favour of sustainable development.</p>
SD3: Major Development	<p>In determining what constitutes major development the National Park Authority will consider whether the development, by reason of its scale, character, or nature has the potential to have a significant adverse impact on the natural beauty, wildlife, or cultural heritage of, or recreational opportunities provided by, the National Park.</p> <p>Planning permission will be refused for major developments in the National Park except in exceptional circumstances, and where it can be demonstrated they are in the public interest.</p>
SD25: Development Strategy	<p>The principle of development within listed settlements will be supported in line with the full policy (not including West Saltdean). Exceptionally, development will be permitted outside of settlement boundaries, where it complies with relevant policies in the Local Plan, responds to the context of the relevant broad area or river corridor, and:</p> <ul style="list-style-type: none"> a) It is allocated for development or safeguarded for the use proposed as part of the Development Plan; or b) There is an essential need for a countryside location; or c) In the case of community infrastructure, there is a proven need for the development that demonstrably cannot be met elsewhere; or d) It is an appropriate reuse of a previously developed site, excepting residential gardens, and conserves and enhances the special qualities of the National Park.
SD26: Supply of Homes	<p>The National Park Authority will make overall provision for approximately 4,750 net additional homes over a 19 year period between 2014 and 2033.</p> <p>These will be delivered through the development of strategic sites and the allocation of land for housing in the Local Plan and NDPs, the implementation of planning permissions, and the development of windfall sites.</p> <p>There is no outlined provision of housing in West Saltdean.</p> <p>Neighbourhood Development Plans that accommodate higher levels of housing than is set out will be supported by the National Park Authority providing that they meet local housing need and are in general conformity with the strategic policies of the development plan.</p>

Policy	Provisions
SD27: Mix of Homes	<p>Planning permission will be granted for residential development that delivers a balanced mix of housing to meet projected future household needs for the local area. Proposals should provide numbers of dwellings of sizes to accord with the relevant broad mix.</p> <p>a) Proposals for affordable housing delivered as part of a market housing scheme should provide the following approximate mix of units:</p> <ul style="list-style-type: none"> • 1-bedroom dwellings: 35%* • 2-bedroom dwellings: 35% • 3-bedroom dwellings: 25% • 4-bedroom dwellings: 5% <p>b) Proposals for market housing should provide the following mix of units:</p> <ul style="list-style-type: none"> • 1-bedroom dwellings: at least 10% • 2-bedroom dwellings: at least 40% • 3-bedroom dwellings: at least 40% • 4+ bedroom dwellings: up to 10% <p>Development proposals will be permitted for residential development that provides flexible and adaptable accommodation to meet the needs of people who are less mobile or have adult home care requirements.</p> <p>Development proposals of 5 or more homes will be permitted where it is clearly demonstrated that evidence of local need for older people's or specialist housing is reflected in the types of homes proposed.</p> <p>*1 bedroom affordable dwellings may be substituted with 2 bedroom affordable dwellings</p>
SD28: Affordable Homes	<p>Development proposals for new residential development will be permitted that maximise the delivery of Affordable Housing to meet local need, and provided that, as a minimum, the following are met:</p> <p>a) On sites with gross capacity to provide 11 or more homes, a minimum of 50% of new homes created will be provided as affordable homes on site, of which a minimum 75% will provide a rented affordable tenure.</p>

Policy**Provisions**

- b) On sites with gross capacity to provide between 3 and 10 homes, a proportion of affordable homes will be provided in accordance with the following scale:

3 homes	Meaningful financial contribution, to be negotiated case-by-case
4 – 5 homes	1 affordable home
6 – 7 homes	2 affordable homes, at least 1 of which is a rented affordable tenure
8 homes	3 affordable homes, at least 1 of which is a rented affordable tenure
9 homes	3 affordable homes, at least 2 of which is a rented affordable tenure
10 homes	4 affordable homes, at least 2 of which is a rented affordable tenure

Occupancy conditions and local connection criteria will be applied to Affordable Housing to ensure local needs are met. Specific criteria will be determined by the Authority, in close partnership with established community-led and legally constituted organisations or CLTs where applicable.

**SD29: Rural
Exception Sites**

Proposals for new residential development of 100% Affordable Housing outside of settlement boundaries will be permitted provided that the following are met:

- a) Affordable housing is provided in perpetuity;
- b) The site selection process has considered all reasonable options, and the most suitable available site in terms of landscape, ecosystem services, and overall sustainability has been chosen;
- c) The scale and location relates well to the existing settlement and landscape character; and
- d) It is shown that effective community engagement has fed into the design, layout, and types of dwellings proposed.

The size (number of bedrooms), type, and tenure of affordable homes for each proposal will be based on robust and up-to-date evidence of local community need.

Occupancy conditions and local connection criteria will be applied to Affordable Housing to ensure local needs are met. Specific criteria will be determined by the Authority, in close partnership with established community-led and legally constituted organisations or CLTs where applicable.

Source: South Downs National Park Authority

Appendix C : Affordability calculations

266. This section outlines how the affordability thresholds discussed in the Affordability and Affordable Housing have been calculated.

C.1 Market housing

267. Market housing is not subsidised and tends to be primarily accessible to people on higher incomes.

i) Market sales

268. The starting point for calculating the affordability of a dwelling for sale 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. In practice this can be highly variable. Multipliers up to 4.5 or even above 5 times income increasingly available, although the actual average in practice tends to be lower, particularly where applicants are dual earning. The Financial Conduct Authority uses 3.5 or more as its standard assumption for single applicants and 2.75 or more for dual applicants.

269. 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 West Saltdean, 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.

270. The calculation for the purchase threshold for market housing is as follows:

- Value of a median NA house price (2022) = £499,500;
- Purchase deposit at 10% of value = £49,950;
- Value of dwelling for mortgage purposes = £449,550;
- Divided by loan to income ratio of 3.5 = purchase threshold of £128,443.

271. 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 2022 was £350,000, and the purchase threshold is therefore £90,000.

272. It is also 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 recorded no sales of new build properties in the NA in 2022. It is, however, important to understand the likely cost of new housing

because new housing is where the Neighbourhood Plan has most influence and is the appropriate benchmark for understanding the costs of affordable home ownership tenures (considered below).

273. Therefore an estimate has been calculated by determining the uplift between all house prices in 2022 across Brighton & Hove and new build house prices in 2022 in the same area. This percentage uplift (or 'new build premium') is then applied to the 2022 lower quartile house price in the NA to give an estimated NA new build entry-level house price of £360,294 and purchase threshold of £92,647.
274. In order to provide a comparison with the wider local authority area, it is helpful to also look at the cost of new build housing across Brighton & Hove in 2022. The median cost of new build dwellings in Brighton & Hove was £437,500, with a purchase threshold of £112,500.

ii) Private Rented Sector (PRS)

275. It is assumed here that rented housing is affordable if the annual rent does not exceed 30% of the household's gross annual income. The percentage of income to be spent on rent before the property is considered affordable varies considerably for individuals, and it is increasingly common for households to dedicate a larger proportion of their earnings to rent. When considering affordability it is considered good practice to be conservative, and the 30% benchmark is used as ONS's current standard assumption.
276. 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.
277. The property website Rightmove.co.uk shows rental values for property in the Neighbourhood Area. The best available data is derived from properties available for rent within Saltdean, Rottingdean, and Ovingdean, which covers a larger area than the Plan area itself but can be used as a reasonable proxy for it. Moreover, because it forms a larger geography with a greater number of rental properties offered, the larger sample size is likely to generate more robust findings.
278. According to Rightmove.co.uk, there were 17 properties for rent at the time of search in May 2023, with 14 entry-level (1-bedroom and 2-bedroom) properties with an average monthly rent of £1,338. There were 3 3+ bedroom properties listed, with an average price of £1,750 per calendar month.

279. The calculation for the private rent income threshold for entry-level (1- and 2-bedroom) dwellings is as follows:

- Annual rent = £1,338 x 12 = £16,056;
- Multiplied by 3.33 (so that no more than 30% of income is spent on rent) = income threshold of £53,520.

280. The calculation is repeated for 3+ bedroom dwellings to give an income threshold of £70,000.

C.2 Affordable Housing

281. 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

282. 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.

283. To determine social rent levels, data and statistical return from Homes England is used. This data is only available at Local Authority scale so must act as a proxy for West Saltdean. This data provides information about rents and the size and type of stock owned and managed by private registered providers and is presented for Brighton & Hove in Table C-1.

284. 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 C-1: Social rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average social rent per week	£93.24	£104.44	£112.15	£124.57	£103.11
Annual average	£4,848	£5,431	£5,832	£6,478	£5,362
Income needed	£16,145	£18,085	£19,420	£21,571	£17,855

Source: Homes England, AECOM Calculations

ii) Affordable rent

285. 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).

286. 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%.
287. Data on the most realistic local affordable rent costs is obtained from the same source as social rent levels for Brighton & Hove. Again it is assumed that no more than 30% of income should be spent on rent, and the overall average is taken forward.
288. Comparing this result with the average 1/2 bedroom annual private rent above indicates that affordable rents in the NA are actually closer to 30% of market rates than the maximum of 80%, a feature that is necessary to make them achievable to those in need.

Table C-2: Affordable rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average affordable rent per week	£141.22	£173.72	£192.82	£221.73	£160.04
Annual average	£7,343	£9,033	£10,027	£11,530	£8,322
Income needed	£24,454	£30,081	£33,389	£38,395	£27,713

Source: Homes England, AECOM Calculations

iii) Affordable home ownership

289. 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.
290. In paragraph 65 of the NPPF 2021, the Government introduces a recommendation that “where major development involving the provision of housing is proposed, planning policies and decisions should expect at least 10% of the total number of 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

291. Because First Homes are a new tenure product, it is worth explaining some of their key features:

- 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;
- 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.

292. The starting point for considering whether First Homes are affordable is the estimated cost of new build entry-level housing in the NA noted above of £360,294.

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

- Value of a new home (estimated NA new build entry-level) = £360,294;
- Discounted by 30% = £252,206;
- Purchase deposit at 10% of value = £25,221;
- Value of dwelling for mortgage purposes = £226,985;
- Divided by loan to income ratio of 3.5 = purchase threshold of £64,853.

294. The income thresholds analysis in the Affordability and Affordable Housing chapter also compares local incomes with the costs of a 40% and 50% discounted First Home. This would require an income threshold of £55,588 and £46,324 respectively.

295. 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 price of First Homes at a 30% discount is above the cap of £250,000 and so would fail to meet the criteria. Therefore, a greater discount is likely justified, or smaller or lower value properties would need to be delivered than our assumed benchmark.
296. 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 £1,750 per sq. m²³) would be around £122,500. This cost excludes any land value or developer profit. This would not appear to be an issue in West Saltdean.
297. Table C-3 shows the discount required for First Homes to be affordable to the four income groups. The cost of a typical First Home is calculated using an estimate for new build entry-level housing in the NA. However, it is worth thinking about First Homes in relation to the cost of new build prices in the wider area, as well as median and entry-level existing prices locally to get a more complete picture. The discount levels required for these alternative benchmarks are given below.

Table C-3: Discount on sale price required for households to afford First Homes

House price benchmark	Mean household income	Single LQ earner	Dual LQ earning household
NA median house price	66%	86%	72%
NA estimated new build entry-level house price	52%	80%	61%
NA entry-level house price	51%	80%	60%
LA median new build house price	61%	84%	68%

Source: Land Registry PPD; ONS MSOA total household income

Shared ownership

298. 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'.
299. 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

²³ It is estimated that in 2022, build costs for a house are between £1,750 and £3,000 per square metre - <https://urbanistarchitecture.co.uk/cost-to-build-a-house-uk/>

previously and council and housing association tenants with a good credit rating whose annual household income does not exceed £80,000.

300. 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).
301. The affordability threshold for a 25% equity share is calculated as follows:
 - A 25% equity share of £360,294 is £90,074;
 - A 10% deposit of £9,007 is deducted, leaving a mortgage value of £81,066;
 - This is divided by the loan to value ratio of 3.5 to give a purchase threshold of £23,162;
 - Rent is charged on the remaining 75% shared ownership equity, i.e. the unsold value of £270,221;
 - The estimated annual rent at 2.5% of the unsold value is £6,756;
 - This requires an income of £22,518 (annual rent multiplied by 3.33 so that no more than 30% of income is spent on rent).
 - The total income required is £45,680 (£23,162 plus £22,518).
302. The same calculation is repeated for equity shares of 10% and 50% producing affordability thresholds of £36,287 and £61,336 respectively.
303. All of the income thresholds are below the £80,000 cap for eligible households.

Rent to Buy

304. 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)

305. 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.
306. It is important to note that this product widens access to market housing but does not provide an affordable home in perpetuity.

Appendix D : Affordable Housing need and policy

Affordable Housing estimates

307. In Table D-1 AECOM has calculated, using PPG as a starting point,²⁴ an estimate of the total need for affordable rented housing in West Saltdean over the Plan period. It should, however, be noted that the accuracy of the findings generated by the model is only as strong as the evidence available. However, given the test of proportionality for evidence supporting neighbourhood plans, and the need to be in conformity with Local Authority strategic policies, the calculations set out here are considered a reasonable basis for understanding and planning for neighbourhood-level affordable housing need.
308. It should also be noted that figures in Table D-1 are largely dependent on information provided by Brighton & Hove City Council in its capacity as manager of the local housing waiting list.

²⁴ Paragraphs 024-026 Reference ID: 2a-026-20140306, at <https://www.gov.uk/guidance/housing-and-economic-land-availability-assessment>

Table D-1: Estimate of need for Affordable Housing for rent in West Saltdean

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current households in need	105.2	Brighton & Hove Housing Register pro-rated to West Saltdean.
1.2 Per annum	15.0	Step 1.1 divided by the plan period to produce an annualised figure.
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	76.1	DLUHC 2018-based household projections for the LA between start and end of plan period. % increase applied to NA.
2.2 Proportion of new households unable to rent in the market	15.0%	(Steps 1.1 + 2.2.1 + 2.2.2) divided by number of households in NA.
2.2.1 Current number of social renters in the NA	118.0	2021 Census social rented occupancy
2.2.2 Number of private renters on housing benefits	178.8	Housing benefit caseload May 2018. Pro rata for NA.
2.3 New households unable to rent	11.4	Step 2.1 x Step 2.2.
2.4 Per annum	1.6	Step 2.3 divided by plan period.
STAGE 3: TURNOVER OF AFFORDABLE HOUSING		
3.1 Supply of social/affordable re-lets (including transfers) %	3.0%	Assumed proportion of stock re-let each year.
3.2 Supply of social/affordable re-lets (including transfers)	3.5	Step 3.1 x NA social rented stock (2.2.1).
NET SHORTFALL OF RENTED UNITS PER ANNUM		
Overall shortfall per annum	13.1	Step 1.2 + Step 2.4 - Step 3.2
Overall shortfall over plan period	91.9	Above x plan period

Source: AECOM model, using Census 2011, English Housing Survey 2018, DLUHC 2018 based household projections and net additions to affordable housing stock. 2018 is the latest reliable data for some datasets so is used throughout for consistency. Figures may not sum up due to rounding.

309. Turning to Affordable Housing providing a route to home ownership, Table D-2 estimates the potential demand in West Saltdean. This model aims to estimate the number of households that might wish to own their own home but cannot afford to. The model is consistent with methods used at Local Authority scale in taking as its starting point households currently living in or expected to enter the private rented sector who are not on housing benefit.

310. There may be other barriers to these households accessing home ownership on the open market, including being unable to save for a deposit, or being unable to afford a home of the right type/size or in the right location. The model also discounts 25% of households potentially in need, assuming a proportion will be renting out of choice. This assumption is based on consistent results for surveys and polls at the national level which demonstrate that most households (typically 80% or more) aspire to home ownership.²⁵ No robust indicator exists

²⁵ <http://www.ipsos-mori-generations.com/housing.html>

for this area or a wider scale to suggest aspirations may be higher or lower in the NA.

Table D-2: Estimate of the potential demand for affordable housing for sale in West Saltdean

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current number of renters in the NA	455.0	Census 2021 private rented occupancy.
1.2 Percentage renters on housing benefit in LA	39.3%	% of renters in 2018 on housing benefit.
1.3 Number of renters on housing benefits in the NA	178.8	Step 1.1 x Step 1.2.
1.4 Current need (households)	207.1	Current renters minus those on housing benefit and minus 25% assumed to rent by choice. ²⁶
1.5 Per annum	29.6	Step 1.4 divided by plan period.
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	76.1	LA household projections for plan period (2018 based) pro rated to NA.
2.2 % of households unable to buy but able to rent	9.4%	(Step 1.4 + Step 3.1) divided by number of households in NA.
2.3 Total newly arising need	7.1	Step 2.1 x Step 2.2.
2.4 Total newly arising need per annum	0.5	Step 2.3 divided by plan period.
STAGE 3: SUPPLY OF AFFORDABLE HOUSING		
3.1 Supply of affordable housing	43.0	Number of shared ownership homes in the NA (Census 2021).
3.2 Supply - intermediate resales	2.2	Step 3.1 x 5% (assumed rate of re-sale).
NET SHORTFALL PER ANNUM		
Overall shortfall per annum	28.0	(Step 1.5 + Step 2.4) - Step 3.2.
Overall shortfall over the plan period	195.9	Above x plan period

Source: AECOM model, using Census 2011, English Housing Survey 2018, DLUHC 2018 based household projections and net additions to affordable housing stock. 2018 is the latest reliable data for some datasets so is used throughout for consistency.

311. There is no policy or legal obligation on the part either of the Local Authority or Neighbourhood Plan to meet affordable housing needs in full, though there are tools available to the Steering Group that can help ensure that it is met to a greater extent if resources permit (e.g. the ability to allocate sites for affordable housing).

²⁶ The assumption of approximately 25% preferring to rent and 75% preferring to buy is AECOM's judgement, based on national level polls which consistently reveal that most households who prefer home ownership e.g. <http://www.ipsos-mori-generations.com/housing.html> and informed by our experience across numerous neighbourhood level HNAs. The assumption is based on the fact that some households choose to rent at certain stages in their life (e.g. when young, when needing flexibility in employment market, or when new migrants move into an area). While most households prefer the added security and independence of owning their own home, private renting is nevertheless a tenure of choice at a certain points in many households' journey through the housing market. The actual percentage of preference will differ between areas, being higher in large metropolitan areas with younger households and more new migrants, but lower in other areas. 25% is used as a reasonable proxy and for consistency across HNAs and similar assumptions are used in some larger scale assessments such as LHNAs and SHMAs. If the neighbourhood planning group feel this is not an appropriate assumption in their particular locality they could use the results of a local residents survey to refine or confirm this calculation.

312. It is also important to remember that even after the Neighbourhood Plan is adopted, the assessment of need for Affordable Housing, the allocation of affordable rented housing to those in need, and the management of the housing waiting list all remain the responsibility of the Local Authority rather than the neighbourhood planning group.

Affordable housing policy

313. The following table reviews the relevant factors in developing a policy on the Affordable Housing tenure mix, which inform the recommendation given in the main body of the report.

Table D-3: Wider considerations in developing Affordable Housing mix policy

Consideration	Local Evidence
<p>A. Evidence of need for Affordable Housing:</p> <p>The need for affordable rent and affordable home ownership is not directly equivalent: the former expresses the identified need of a group with acute needs and no alternative options; the latter 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.</p>	<p>This HNA suggests that the NA requires around 92 units of affordable rented housing and 196 units of affordable home ownership homes over the Plan period. Both forms of Affordable Housing appear to be valuable in meeting the needs of people on various incomes.</p> <p>The relationship between these figures suggests that there is a greater demand for affordable home ownership products, although the need for affordable rented housing is more acute and so should be prioritised.</p>
<p>B. Can Affordable Housing needs be met in full?</p> <p>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.</p>	<p>If the Local Plan target of 40% were achieved on every site of 15+ dwellings, assuming the delivery of the NA's housing requirement for 90 homes overall (all of which are on sites of 15+ dwellings), up to 36 affordable homes might be expected in the NA over Plan period.</p> <p>This level of potential affordable housing delivery would not be sufficient to meet all of the needs identified and so it is recommended that the most acute need for rented housing is prioritised.</p>
<p>C. Government policy (e.g. NPPF) requirements:</p>	<p>For 10% of all housing to be affordable ownership in West Saltdean, where 40% of all housing should be affordable (on sites of 15+ dwellings outside of the SDNP), 25% of</p>

<p>Current NPPF policy requires 10% of all homes to be delivered for affordable home ownership. There can be exceptions to this requirement if it would prevent the delivery of other forms of Affordable Housing.</p>	<p>Affordable Housing should be for affordable ownership. There is no guideline tenure split sought in the Brighton & Hove Local Plan.</p>
<p>D. Local Plan policy:</p>	<p>The adopted Brighton & Hove Local Plan outlines that the Affordable Housing tenure mix should be informed by the latest evidence.</p>
<p>E. First Homes policy:</p> <p>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.</p> <p>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.</p> <p>AECOM is aware that some Local Planning Authorities are considering 'top slicing' their affordable housing quota to provide 25% First Homes and then allocating the remaining proportion according to their existing policy tenure split. Some LPAs are considering this approach because of the existing business models of registered providers which have relied on shared ownership to cross subsidise affordable rented housing and uncertainty over whether First Homes could replace this model.</p>	<p>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. This does not appear to be an issue in Brighton & Hove.</p>

<p>F. Viability:</p>	<p>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.</p>
<p>G. Funding:</p> <p>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.</p>	<p>The Neighbourhood Planning Forum may wish to keep this in mind so that it can take up any opportunities to secure funding if they become available.</p>
<p>H. Existing tenure mix in West Saltdean:</p> <p>The current stock of homes in an area, in terms of balance between ownership, rented and affordable provision may be a consideration in the mix of tenures provided on new development sites.</p>	<p>2021 Census data shows a clear lack of Affordable Housing in West Saltdean, with just 6.0% of households living in Affordable Housing compared to 15.7% across Brighton & Hove and 18.1% nationally.</p> <p>Notably, the proportion of households living in shared ownership dwellings was greatest in West Saltdean (1.6% compared to 0.8% across the local authority as a whole), further highlighting the lack of social/affordable rented housing in the NA.</p>
<p>I. Views of registered providers:</p>	<p>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.</p>
<p>J. Wider policy objectives:</p>	<p>The Neighbourhood Planning Forum may wish to take account of broader policy objectives for West Saltdean and/or the wider local authority. 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.</p>

Appendix E : Specialist housing for older people

Background data tables

Table E-1: Existing specialist housing supply, West Saltdean

	Name	Description	Dwellings	Tenure	Type
1	Lustrells Vale	2-bedroom bungalows	10	Rent (social landlord)	Age exclusive housing

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

Table E-2: Tenure and mobility limitations of those aged 65+ in West Saltdean, 2011 (65+ is the closest proxy for 75+ in this data)

Tenure	Day-to-day activities limited a lot		Day-to-day activities limited a little		Day-to-day activities not limited	
All categories	261	20.7%	320	25.4%	679	53.9%
<i>Owned Total</i>	240	20.2%	302	25.4%	648	54.5%
Owned outright	209	19.7%	265	25.0%	585	55.2%
Owned (mortgage) or shared ownership	31	23.7%	37	28.2%	63	48.1%
<i>Rented Total</i>	21	30.0%	18	25.7%	31	44.3%
Social rented	4	23.5%	6	35.3%	7	41.2%
Private rented or living rent free	17	32.1%	12	22.6%	24	45.3%

Source: DC3408EW Health status

HLIN calculations

Table E-3: Recommended provision of specialist housing for older people from the HLIN 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

314. As Table 6-1 in the main report shows, West Saltdean is forecast to see an increase of 176 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 = $60 \times 0.176 = 11$
- Leasehold sheltered housing = $120 \times 0.176 = 21$
- Enhanced sheltered housing (divided 50:50 between that for rent and that for sale) = $20 \times 0.176 = 4$
- Extra care housing for rent = $15 \times 0.176 = 3$
- Extra care housing for sale = $30 \times 0.176 = 5$
- Housing based provision for dementia = $6 \times 0.176 = 1$

Appendix F : 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 methods²⁷.

Age-Restricted General Market Housing

A type of housing which is generally for people aged 55 and over and active older people. 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 Standard²⁸

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.

²⁷ The Tenant Services Authority has issued an explanatory note on these methods at <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

²⁸ See <https://www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-household-report>

Co-living

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

Community Led Housing/Community Land Trusts

Housing development, provision and management that is led by the community is very often driven by a need to secure affordable housing for local people in the belief that housing that comes through the planning system may be neither the right tenure or price-point to be attractive or affordable to local people. The principal 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 Order²⁹

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)³⁰

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 older 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.

²⁹ See <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

³⁰ See http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp171776_350282.pdf

Extra Care Housing or Housing-With-Care

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

Fair Share

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

First Homes

First Homes is another form of discounted market housing which will provide a discount of at least 30% on the price of new homes, introduced in 2021. 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 years³¹, 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 very frail older people, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.

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

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

Overcrowding

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

³¹ See <https://www.which.co.uk/news/2017/08/how-your-income-affects-your-mortgage-chances/>

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 Housing³²

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 bedroomed. Properties in most schemes are designed to make life a little easier for older people - with features like raised electric sockets, lowered worktops, walk-in showers, and so on. Some will usually be designed to accommodate wheelchair users. And they are usually linked to an emergency alarm service (sometimes called 'community alarm service') to call help if needed. Many schemes also have their own 'manager' or 'warden', either living on-site or nearby, whose job is to manage the scheme and help arrange any services residents need. Managed schemes will also

³² See <http://www.housingcare.org/jargon-sheltered-housing.aspx>

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 Older People

Specialist housing for Older People, sometimes known as specialist accommodation for older people, 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.³³

³³ See <http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing>

