

New Alresford

Neighbourhood Plan
Housing Needs Assessment (HNA)

March 2025



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Quality information

Prepared by

Kerry Parr, Associate
Director

Checked by

Paul Avery, Principal
Housing Consultant

Approved by

Una McGaughrin
Director

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Prepared for: New Alresford Neighbourhood Planning Advisory Group

Prepared by:

AECOM Limited
Aldgate Tower
2 Lemn Street
London E1 8FA
United Kingdom
aecom.com

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List of acronyms used in the text:

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
MHCLG	Ministry of Housing, Communities, and Local Government
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
SHMA	Strategic Housing Market Assessment
VOA	Valuation Office Agency
WCC	Winchester City Council

1. Executive Summary

- 1.1.1. New Alresford is a Neighbourhood Plan area located in Winchester District, in Hampshire. The Neighbourhood Area (NA) boundary corresponds to the civil parish of New Alresford and was designated in 2021.
- 1.1.2. The proposed Neighbourhood Plan period starts in 2020 and extends to 2040, therefore comprising a planning period of 20 years. The evidence supplied in this report will look forward to the Plan end date of 2040, but where possible will also provide annualised figures which can be extrapolated to a different term if the Plan period changes.
- 1.1.3. At the time of the 2021 Census New Alresford was home to 5,344 residents, formed into 2,508 households and occupying 2,663 dwellings. This data indicates population decline of around 87 people (or -1.6%) since 2011, when the Census 2011 recorded a total of 5,431 residents and 2,420 households. The number of households has increased 2011-2021 with household size declining. Comparing Census 2021 dwellings figures with 2011 (2,495) suggests growth of 168 in the number of dwellings over the 10 year period.
- 1.1.4. Winchester City Council's data shows that 165 net new completions delivered over the 10 year period 2011-2021, consistent with the growth recorded by the Census. There have been further new housing completions since 2021 and the latest Annual Monitoring Report for Winchester District records 212 completions in New Alresford since 2011, suggesting a further 47 completions since the Census 2021.
- 1.1.5. Whilst this HNA focuses on New Alresford neighbourhood area it is important to keep in mind that neighbourhoods are not self contained housing market areas. Housing market areas are usually wider than local authority areas and often stretch across a number of districts or boroughs. In the case of New Alresford, the parish sits within a strategic housing market area which covers the northern part of Winchester District, Southampton, Test Valley and part of the New Forest District.¹ The housing market area also has links to other neighbouring areas however, including East Hampshire and the South Downs National Park area.
- 1.1.6. At the neighbourhood scale it is not possible to be definitive about housing need and demand because neighbourhoods, including New Alresford, are closely linked to other areas. In the case of New Alresford, changes in need or demand in settlements nearby, particularly Winchester City, is likely to impact on the neighbourhood.
- 1.1.7. Winchester City Council provided New Alresford with a requirement to provide 500 dwellings over the adopted Local Plan period (2011 to 2031).¹ In March 2024, 212 dwellings had been completed between since 2011 in New Alresford. The remaining 288 dwellings are under construction at the Sun Lane development site (permitted for 320 homes) with a further 80 permissions outstanding. If these dwellings are

¹ As confirmed in policy MTRA 2 in the adopted Local Plan.

developed out within the existing Local Plan period (by 2031) the total would equate to 565 dwellings, exceeding the requirement for the NA.

- 1.1.8. The emerging Winchester District Local Plan will cover the period 2020 to 2040 and sets out proposed provision for 1,375 homes across the two Market Towns (New Alresford and Bishops Waltham). 100 homes are proposed as a new allocation in New Alresford although this allocation is phased for after 2030. It is unclear what, if any share, of the remaining Market Towns provision proposed in the emerging Local Plan is anticipated to be delivered in New Alresford.
- 1.1.9. This Executive Summary details the conclusions of each chapter of this Housing Needs Assessment (HNA), addressing each of the themes agreed with the New Alresford Neighbourhood Planning Advisory Group at the outset of the research.
- 1.1.10. Data from the 2021 Census is continuing to be released. At present, the available data covers population, households, tenure, and dwelling stock characteristics. Some data from the Census 2021 at the localised level is not yet available, as well as some data comparing numerous variables. As such this HNA draws 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 projections where necessary to build up evidence at the neighbourhood level.
- 1.1.11. This HNA has been undertaken in line with the National Planning Policy Framework (NPPF)² and practice guidance (both published in December 2024).³

1.2. Affordability and Affordable Housing

- 1.2.1. The majority of households in New Alresford are home owners (72.6%), a rate that is higher than Winchester District (65.6%) and England (61.3%) as whole. The proportion of home owners in the NA has fallen slightly since 2011.
- 1.2.2. The proportion of households living in Social Rented homes is small (12.5%) compared to the District (15.3%) and England (17.1%). The private rented sector is also relatively small (14.1%) but has grown substantially since 2011 when the share was just 9.4%. The number and proportion of shared owners appears to have fallen since 2011 but this may reflect some households staircasing to the full value of their home rather than a share, or that some properties have been sold on the open market over time (permitted if a new shared owner cannot be found for resale).
- 1.2.3. Completion since Census 2021 are not reflected in the figures but these are not substantial enough to shift the share of households living in this sector. However, construction is just beginning on the Sun Lane development which will add 128 Affordable Homes to the stock in the NA in the coming years.
- 1.2.4. Average (median) house prices were £477,500 in 2023 having increased by 52% since 2014. Lower quartile prices have increased by a similar rate since 2014, resulting in a +£118,500 absolute growth in the price of the cheapest properties in

² National Planning Policy Framework published in December 2024

³ Housing and economic needs assessment - GOV.UK published in December 2024

the area to £350,000 in 2023. This underlines the challenge in accessing home ownership for younger households and first time buyers in the area.

- 1.2.5. Households would need an income of around £90,000 to afford a lower quartile priced property but average incomes in New Alresford are estimated to be around £51,900. House prices are out of reach for households on average incomes therefore, unless they have substantial deposits, equity or other financial resources.
- 1.2.6. Average market rents are also unaffordable to households on average incomes. Average income households are likely to be able to afford entry level rents but there are few of these properties available at any time. Households on lower incomes or lower quartile earnings are unable to afford market housing to rent or buy. Social/affordable rents are critical to meeting the needs of households on lower incomes who are unable to afford market rents.
- 1.2.7. Affordable home ownership products have the potential to extend home ownership to households currently priced out of the market, but large discounts are required to reach households on average incomes. First Homes or Discounted Market Sale housing would need to be discounted by 50% in New Alresford in order to be affordable to households on average incomes. Shared ownership appears relatively more affordable than First Homes but is likely only to be affordable to average and lower income households at smaller shares of 10-25%.
- 1.2.8. The latest evidence on the scale of need for affordable housing, the Winchester SHMA Update 2024, suggests there is need for 17 Affordable Rented homes each year and an additional 6 affordable home ownership properties each year in New Alresford, on the basis of its share of the District population, to meet needs of households who cannot afford to rent or to buy.

1.3. Housing Mix: Type and Size

- 1.3.1. The age structure of the population of Alresford has been shifting towards older groups in the population in recent years, in line with the ageing of the population. New Alresford has an older bias to its population compared to Winchester District and England as a whole. Almost one third of the population in 2021 (32.1% of people) were aged 65+, up from 25.9% in 2011. Older households now account for the largest share of households in the NA with 38.7% of households aged over 65 in 2021. There is a particularly high share of single older people (22.7%), compared to Winchester District (14.1%).
- 1.3.2. Families with children remain an important group in the NA (20.7% of households), although the population of younger people and households has fallen over time. The neighbourhood planning group have expressed concern about the perceived decline in younger households in the area over recent years.
- 1.3.3. The housing stock in the NA has a large share of detached properties (33.2%), though lower than the district (36.2%). This larger bias to the stock is confirmed in the data on the size of dwellings which shows that properties with 3 or more bedrooms account for around two thirds of homes in the NA.

- 1.3.4. There is a relatively small share of flats in New Alresford (14.6%) and 9.7% of homes have 1 bedroom. However, both flats and 1 bedroom homes have increased their share in the stock over the last 10 years, improving the availability of smaller properties for those who might need or only be able to afford them.
- 1.3.5. Recent completions of mainstream housing have been broadly balanced between smaller (1-2 beds) and larger (3-4 bed) homes. But the delivery of older persons housing in recent years has skewed delivery towards smaller dwellings. A scheme of 55 older persons close care units was delivered as exclusively 1 and 2 bedroom properties.
- 1.3.6. This study provides an indication of the likely need for different types and sizes of homes based on demographic change. It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the parish or on any particular site. These include the specific characteristics of the nearby stock of housing (such as its condition and design), the role of the NA or site within the wider housing market area (linked to any Local Authority strategies or plans) and site-specific factors which may justify a particular dwelling mix.
- 1.3.7. Modelling future dwelling requirements suggests that there is a need for new homes of all sizes in New Alresford. This is consistent with the Winchester SHMA Update 2024 evidence. However, evidence on house prices and affordability suggests that the continued provision of some smaller properties may help to achieve affordability improvements alongside the provision of Affordable Housing. This could benefit younger households who might otherwise struggle to afford to live within New Alresford. Similarly, provision of family sized Affordable Housing can enable families to move to, or remain, in the NA and the group has reported perceived increases in family households as a result of new Affordable Housing in the NA.

1.4. Specialist Housing for Older People

- 1.4.1. The population of New Alresford has an older bias and is ageing in line with national trends. In 2011, there were 688 older people aged 75+ in the NA, by 2021 this had risen to 956 and is projected to increase to 1,573 by the end of the plan period in 2040. The increase in the older population (aged 75+) between the estimated level in 2021 and the end of the plan period is likely to result in an additional 425 households aged over 75.
- 1.4.2. The majority of older people in the NA live in mainstream housing. There are 155 specialist older persons homes, though most of these are described as a retirement housing and do not offer on-site care. There is one extra care (or assisted living scheme) which has on-site care and may be capable of accommodating older people with more intensive support needs. Most of the existing specialist provision is leasehold, with limited provision of social rented units (50 in total).
- 1.4.3. 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 in the older population, and what tenure of housing they occupy in the NA.

This can be sense-checked using a toolkit based on national research and assumptions.

- 1.4.4. These two methods of estimating the future need for specialist accommodation in New Alresford produce a range of 155 to 186 homes that might be required during the Neighbourhood Plan period (to 2040). These estimates are based on the projected growth of the older population, thereby assuming that today's older households are already well accommodated.
- 1.4.5. It is considered that New Alresford is, in broad terms, a suitable location for specialist accommodation on the basis of the accessibility criteria and considerations of cost-effectiveness. As such, there is potential for such accommodation to be provided within the Neighbourhood Area but there is no specific requirement or obligation to do so if there is potential to meet need arising from New Alresford in other suitable locations near to but outside the Plan area.
- 1.4.6. 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.
- 1.4.7. 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 these rates, applied to the growth in the older population (+617 people between 2021 and 2040), it is estimated that in 2040 there would be a need for 40 residential care beds and 28 nursing care beds to meet the needs of residents in the NA. There are no care homes within New Alresford at present, with the closest care home located in Old Alresford and various other facilities in Winchester City.
- 1.4.8. 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, around 84% of the New Alresford population aged 75 and over is likely to live in the mainstream housing stock.
- 1.4.9. Given that there is unlikely to be a large volume of additional specialist supply during the Neighbourhood Plan period, a key avenue to addressing needs is to improve the standards of accessibility and adaptability in new development.
- 1.4.10. The emerging Winchester District Local Plan Policy H5 requires development to accommodate specific groups such as older people. The proposed policy states that:
 - 1.4.11. *'Subject to site suitability, on sites of 10 homes or more 5% of all new market homes should be built to wheelchair adaptable standards to meet the requirements of Building Regulations M4(3)(2)(a) and 10% of all new affordable homes should be built to wheelchair accessible standards to meet the requirements of Building Regulations M4(3)(2)(b).'*
 - 1.4.12. *'Subject to site suitability, all new homes not built as wheelchair user dwellings to meet the requirements of Part M4(3) should be built to accessible and adaptable standards to meet the requirements of Building Regulations M4(2).'*

1.4.13. The evidence gathered in this HNA would strongly support applying these proposed increased standards in New Alresford to improve the standard of accessibility and adaptability in the future housing stock.

2. Context

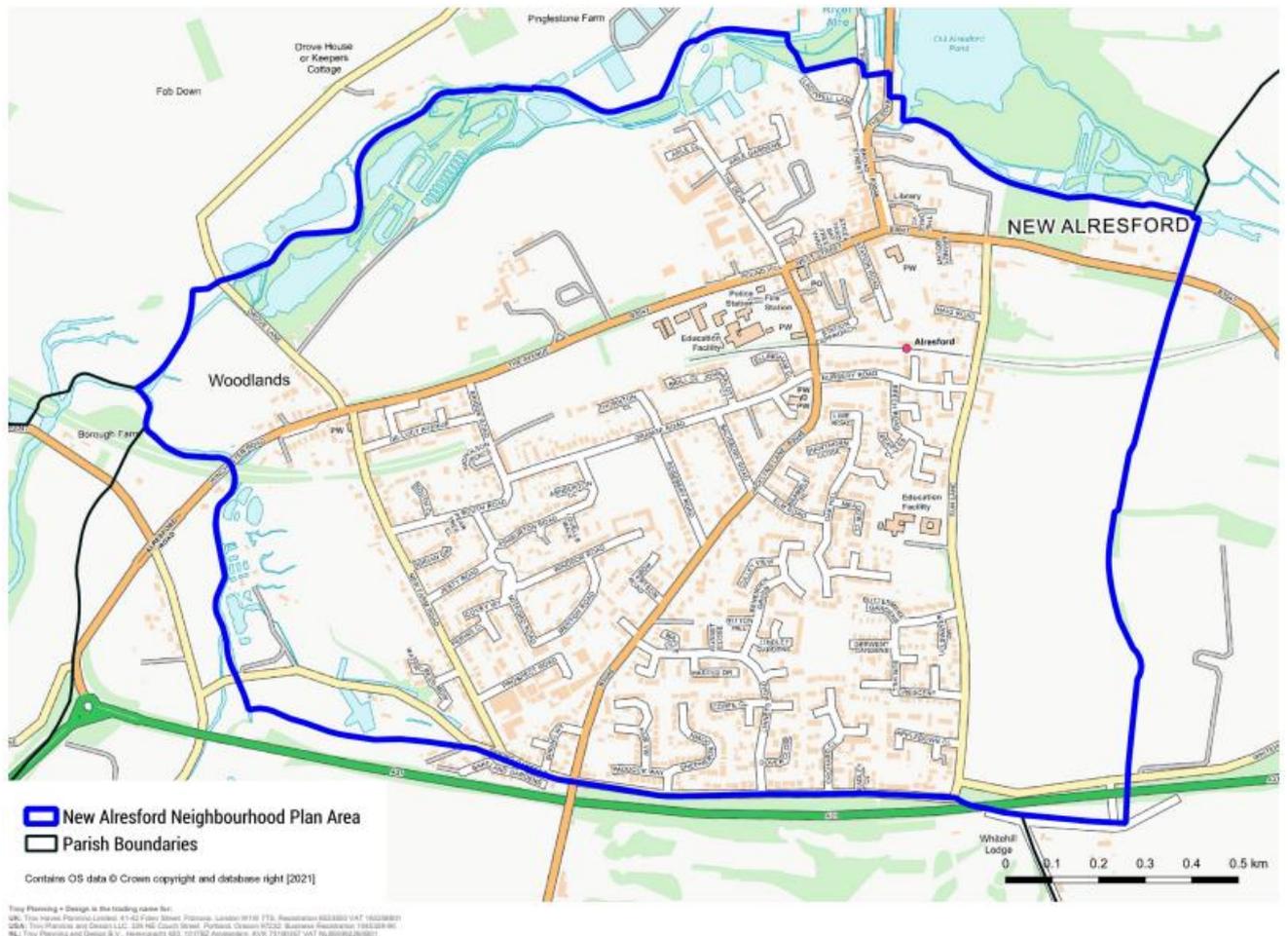
2.1. Local context

- 2.1.1. New Alresford is a Neighbourhood Plan area located in Winchester District, in Hampshire. The Neighbourhood Area (NA) boundary corresponds to the civil parish of New Alresford and was designated in 2021 (see Figures 2-1 and 2-2 in this section).
- 2.1.2. The proposed Neighbourhood Plan period starts in 2020 and extends to 2040, therefore comprising a planning period of 15 years. The evidence supplied in this report will look forward to the Plan end date of 2040, but where possible will also provide annualised figures which can be extrapolated to a different term if the Plan period changes.
- 2.1.3. New Alresford lies around 5 miles to the north east of Winchester City and on the north side of the A31. The proximity to the eastern side of Winchester also allows relatively easy access to the M3 motorway via the A31. New Alresford sits just outside of the South Downs National Park with the boundary of the park wrapping around the south western corner of the settlement.
- 2.1.4. The Winchester District Local Plan Part 2 (para 4.5.1) describes New Alresford as 'a small market town known for its colourful Georgian architecture, open airy streets and quaint passageways. It is set on the edge of the Alresford marshlands, in the Upper Itchen Valley countryside, to the east of Winchester.'

2.2. The NA boundary and key statistics

- 2.2.1. 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 New Alresford is provided in Appendix A. A map of the Plan area appears below in Figure 2-1.

Figure 2-1: Map of the New Alresford Neighbourhood Area



Source: Troy Planning + Design

Figure 2-2: New Alresford Neighbourhood Plan Area



Source: www.nomis.web

2.2.2. At the time of the 2021 Census the NA was home to 5,344 residents, formed into 2,508 households and occupying 2,663 dwellings. This data indicates population decline of around 87 people (or -1.6%) since 2011, when the Census 2011 recorded a total of 5,431 residents and 2,420 households. The

number of households has increased 2011-2021 with household size declining. Comparing Census 2021 dwellings figures with 2011 (2,495) suggests growth of 168 in the number of dwellings over the 10 year period.

- 2.2.3. Completions data from 2011/12 to 2020/2021 has been provided by the Council so it is possible to cross check whether the scale of housing growth is consistent with the estimated change in population. The Council's data shows that 165 net new completions were delivered over the 10 year period, 16.5 per annum, consistent with the Census data. There have been further new housing completions since 2021 and the latest Annual Monitoring Report for Winchester District records 212 completions in New Alresford since 2011, suggesting a further 47 completions since the Census 2021.

2.3. The housing market area context

- 2.3.1. Whilst this HNA focuses on New Alresford neighbourhood area it is important to keep in mind that neighbourhoods are not self contained housing market areas. 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. In the case of New Alresford, the parish sits within a strategic housing market area which covers the northern part of Winchester District, Southampton, Test Valley and part of the New Forest District.¹ 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 East Hampshire and the South Downs National Park area. The latter is not a self contained housing market but can be seen as a distinctive sub market.
- 2.3.2. At the neighbourhood scale it is not possible to be definitive about housing need and demand because neighbourhoods, including New Alresford, are closely linked to other areas. In the case of New Alresford, changes in need or demand in settlements nearby, particularly Winchester City, is likely to impact on the neighbourhood.
- 2.3.3. In summary, New Alresford functions within a wider strategic area which includes both Winchester City and Southampton to the south and west. As well as fostering good working relationships with the local planning authority (Winchester District), 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.

2.4. Planning policy context

2.4.1. Neighbourhood Plans are required to be in general conformity with adopted strategic local policies.⁴ In the case of New Alresford, the relevant adopted Local Plan for Winchester District consists of:

- The Local Plan Part 1 Joint Core Strategy (adopted 2013)
- The Local Plan Part 2 Development Management and Site Allocations (adopted 2017)

2.4.2. 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 emerging Local Plan which was submitted for Examination in August 2024 and is known as the Regulation 19 Version:

- Emerging Local Plan Strategic Policy H1 identifies an overall housing requirement of 15,115 for the district (excluding 300 homes in the South Downs National Park Area) over the plan period 2020-2024;
- New Alresford is designated as a Market Town which, along with Bishops Waltham, is identified for around 1,375 homes over the plan period (between the two towns), with 100 delivered through a proposed new allocation in New Alresford;
- Policy H6 states that 40% of all new dwellings are expected to be delivered as Affordable Housing on sites larger than 10 homes. The target is 30% on previously developed land. The tenure mix within Affordable Housing is 65% social/affordable rent to 35% affordable home ownership;
- Policy H5 sets out an expectation that all new homes will be built to Category M4(2) accessibility standards with 5% of market homes built to wheelchair adaptable standards M4(3)(2)a and 10% of affordable homes built to wheelchair accessible standards M4(3)(2)b.

2.5. Quantity of housing to provide

2.5.1. The NPPF 2024 (paragraphs 69 and 70) requires LPAs to provide designated neighbourhood areas with a housing requirement which reflects the overall strategy for the pattern and scale of development and any relevant allocations. Where it is not possible for the LPA to provide a requirement figure for a neighbourhood area the NPPF states that the LPA should provide an indicative figure, if requested to do so by the neighbourhood planning body.

2.5.2. Winchester City Council fulfilled this requirement by providing New Alresford with a requirement to provide 500 dwellings over the adopted Local Plan period (2011 to 2031).⁵ This level of housing provision equated to 25 homes each year in the NA.

⁴ 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>

⁵ As confirmed in policy MTRA 2 in the adopted Local Plan.

- 2.5.3. In March 2024 (the most up to date Winchester District Annual Monitoring Report), 212 dwellings had been completed between 2011 and 2024 in New Alresford. The remaining 288 dwellings are under construction at the Sun Lane development site (permitted for 320 homes) with a further 80 permissions outstanding. If these dwellings are developed out within the existing Local Plan period (by 2031) the total would equate to 565 dwellings, exceeding the requirement for the NA.
- 2.5.4. The emerging Local Plan will cover the period 2020 to 2040 and sets out provision for 1,375 homes across the two Market Towns (New Alresford and Bishops Waltham). 100 homes are proposed as a new allocation in New Alresford though this allocation is phased for after 2030. It is unclear what, if any share, of the remaining Market Towns provision proposed in the emerging Local Plan is anticipated to be delivered in New Alresford.

3. Objectives and Approach

3.1. Objectives

3.1.1. This HNA is structured according to a number of themes or topics that were agreed at the outset of the research with the New Alresford Neighbourhood Planning Advisory Group. 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

3.1.2. 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.

3.1.3. 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.

3.1.4. 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 add detail and nuance to reflect localized circumstances where this is supported by the evidence.

Housing Mix: Type and Size

3.1.5. 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 households need.

3.1.6. The focus of this section 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 change over time and what mix of homes would be most appropriate to build.

3.1.7. In addition to the direction of travel revealed by data, a variety of reasons sit behind the choices that households make that are less easy to predict, including wealth, accessibility requirements and personal preference. The evidence in this section provides a starting point for developing and justifying planning policies but does not provide definitive recommendations as it may be appropriate to take into account other factors and site specific circumstances.

Specialist Housing for Older People

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

3.1.9. This chapter supplements the demographic evidence in the previous section (Housing Mix: 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**.

3.1.10. 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.

3.2. Approach

3.2.1. 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;
- Valuation Office Agency (VOA) data on the current stock of housing;
- Land Registry data on prices paid for housing within the local market;
- Rental prices from [Home.co.uk](https://www.home.co.uk);
- Local Authority housing waiting list data; and
- The Winchester District SHMA 2020 and 2024 Update (Iceni consultants).

3.2.2. Data from the 2021 Census continues to be released. At present, the available data covers population, households, tenure, and dwelling stock

characteristics. Some data at the localised level, including for parishes, and some datasets which compare numerous variables, has not yet been made available. As such, this HNA draws 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 projections to build up evidence at the neighbourhood level.

4. Affordability and Affordable Housing

4.1. Introduction

4.1.1. 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.

4.1.2. 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.

4.1.3. 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.

4.1.4. This HNA has been undertaken in line with the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG) (published 2024).

4.2. Definitions

4.2.1. 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 2024 (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 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 products are included in the Government's definition of Affordable Housing, to meet the needs of those aspiring to own a home. This includes discounted market sales housing and other affordable routes to home ownership (shared ownership, rent to buy etc) which are defined in Annex 2. First Homes are also part of the range of affordable home ownership products, but the definition of First Homes and policy is covered in a Ministerial Statement (2021) and not defined in Annex 2.⁶

4.3. Current tenure profile

- 4.3.1. 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.
- 4.3.2. Table 4-1 presents data on tenure in New Alresford compared with Winchester District and England from the 2021 Census. The majority of households are home owners (72.6%), substantially above the share in Winchester District and England as a whole. There are an additional 0.8% shared owners but the share of this tenure has fallen over the last 10 years which is likely due to owners staircasing fully or selling properties on the open market if new shared owners cannot be found.
- 4.3.3. The share of households in the Social Rented sector is small (12.5%) compared to Winchester (15.3%) and England (17.1%). The private rented sector accounts for 14.1% of households in 2021, having increased in size and share over the last 10 years. In 2011, the PRS accounted for just 9.4% of households. The growth of this sector reflects national trends and reflects both worsening affordability of home ownership and lack of availability of Affordable Housing, leading to more households accommodated in the private rented sector.
- 4.3.4. Table 4-1 draws on the latest available data on tenure from the Census 2021. However, it does not reflect any completions since 2021 which may have added to the supply of Affordable Housing. The share of Affordable Housing in the stock as a whole is unlikely to have changed noticeably. However, anecdotally, the Neighbourhood Plan Advisory Group have noticed the take up of some of the new Affordable Homes by younger families, with likely positive benefits for the NA's local schools. There will be substantial delivery of new Affordable Housing as the new development at Sun Lane is built out, with construction just starting on site. As this new development is expected to

⁶ 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>.

add 128 homes to the Affordable Housing supply, this will expand the stock by over one third compared to its size in 2021.

Table 4-1: Tenure (households) in New Alresford and comparator geographies, 2021

Tenure	New Alresford	Winchester District	England
Owned	72.6%	65.6%	61.3%
Shared ownership	0.8%	1.4%	1.0%
Social rented	12.5%	15.3%	17.1%
Private rented	14.1%	17.7%	20.6%

Sources: Census 2021, AECOM Calculations

4.3.5. It is also worth comparing how the tenure mix has changed in the last ten years, using the 2011 Census (see Table 4-2). There has been some limited growth in the number of home owners though their share of households has fallen slightly over the 10 year period (from 73.6% of households in 2011). The number of households living in Social Rented homes has remained broadly stable. An apparent fall in the number of shared owners may be explained by some of these households staircasing within their properties (ie becoming full owners). The growth of the PRS is most notable, having grown in size by 23% 2011-2021.

Table 4-2: Tenure change (households) in New Alresford, 2011-2021

Tenure	2011	2021	% Change
Owned	1,782	1,831	2.7%
Shared ownership	36	19	-47.2%
Social rented	313	316	1.0%
Private rented	289	356	23.2%

Sources: Census 2021 and 2011, AECOM Calculations

4.4. Affordability

House prices

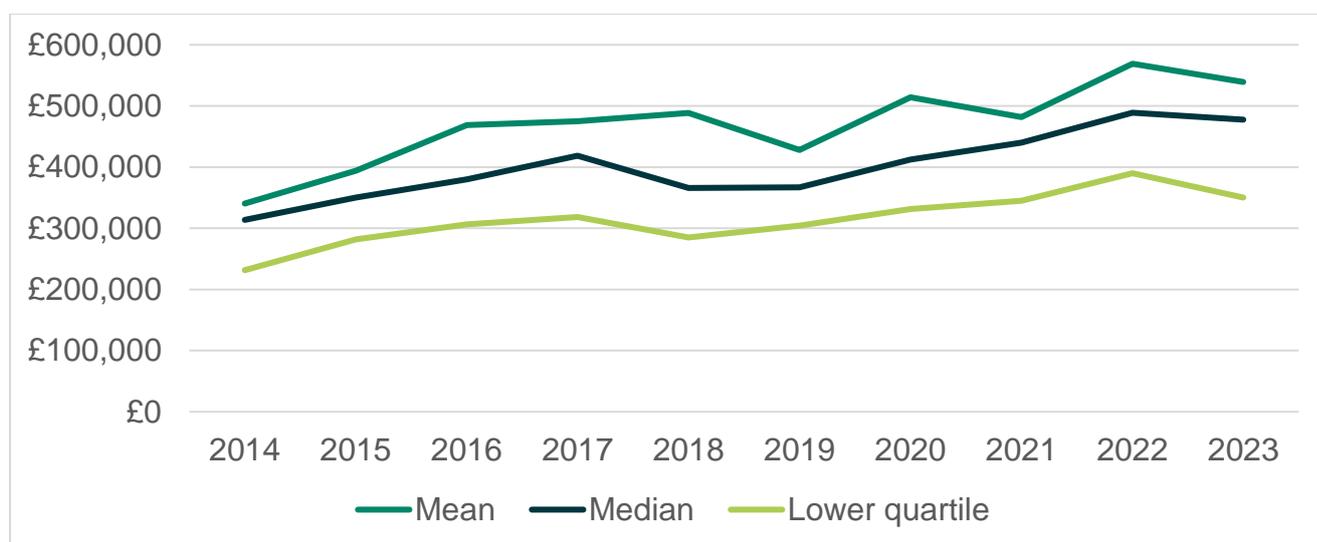
4.4.1. House prices provide an indication of the level of demand for homes within an area. The relationship between house prices and incomes determines whether housing is affordable to local households and, to a large extent, what tenure, type and size of home they occupy. Changes in affordability over 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.

4.4.2. Figure 4-1 looks at the average and lower quartile house prices in New Alresford based on sales price data published by the Land Registry. It shows that prices have increased substantially over the last 10 years. Current median average prices are £477,500 (2023), having grown by 52.3% since 2014. The median price is the middle number when you sort the data from smallest to largest and is usually more representative of average prices than the mean price where a small number of very high priced properties cause the mean to

increase. The mean average price in 2023 was £539,094. Full data for the year 2024 is not yet recorded by Land Registry so 2023 is likely to represent the most reliable up to date figures on prices.

- 4.4.3. The lower quartile is the middle figure of the lowest 50% of prices and a good representation of entry-level housing. Lower quartile prices in New Alresford in 2023 were £350,000, again having increased by 51.2% over the decade. In absolute terms, LQ prices were £118,500 higher in 2023 than in 2014, illustrating the difficulty that first time buyers are likely to face in accessing home ownership over time.
- 4.4.4. Mean average prices were higher in Winchester District at £610,509 in 2023, but this may reflect the mix of properties sold across the district with some high value properties impacting on the mean price in both the rural areas and in prime areas of Winchester City. The median and LQ price in the district was not substantially different to New Alresford.

Figure 4-1: House prices by quartile in New Alresford, 2014-2023



Source: Land Registry PPD

- 4.4.5. Table 4-3 breaks down house prices by type, presenting the median within each type. Unsurprisingly, the price of detached houses is highest, with average prices around £682,500 in 2023, having grown by 87% over 10 years. The average price of flats (£312,884) has increased by 85.1% since 2014, faster than both terraces and semi detached properties.
- 4.4.6. Note that this data should be approached with caution since the annual average by type is derived from a smaller sample size within each category that can mean that variation in the homes that happen to be sold in a given year (and their characteristics in terms of size, location and condition) can have a large impact on the average.

Table 4-3: Median house prices by type in New Alresford, 2014-2023

Type	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Growth
Detached	£365,000	£460,000	£450,000	£552,500	£552,500	£510,000	£579,000	£570,000	£650,000	£682,500	87.0%
Semi-detached	£327,500	£347,500	£380,000	£425,000	£393,750	£400,000	£405,625	£445,000	£450,000	£477,500	45.8%
Terraced	£257,500	£318,500	£347,750	£350,000	£300,000	£365,000	£370,000	£360,000	£445,500	£382,500	48.5%
Flats	£169,000	£158,250	£208,500	£216,000	£222,500	£315,135	£351,000	£319,750	£240,346	£312,884	85.1%
All Types	£313,750	£350,000	£380,000	£418,750	£366,000	£367,000	£412,500	£440,000	£489,000	£477,500	52.2%

Source: Land Registry PPD

Income

- 4.4.7. Household incomes determine the ability of most 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.
- 4.4.8. 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 £51,900 in 2020 (the most recent year for this dataset). Discussion about the area to which this data applies is provided in Appendix A.
- 4.4.9. 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. Winchester District's gross individual lower quartile annual earnings were £22,072 in 2024 (provisional data). To estimate the income of households with two lower quartile earners, this figure is doubled to £44,152.
- 4.4.10. It is clear from this data that there is a gap between the spending power of average income households and those earning the lowest 25% of earnings, particularly where the household in question has one earner only.

Affordability Thresholds

- 4.4.11. 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 assessed using 'affordability thresholds': the estimated amount of annual income required to cover the cost of rent or a mortgage given local housing prices.
- 4.4.12. AECOM has determined thresholds for the income required in New Alresford to buy a home in the open market (average and entry-level prices), and the

income required to afford private rents 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.

- 4.4.13. 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.
- 4.4.14. The analysis in Table 4-4 does not take account of wealth (beyond savings sufficient for a 10% deposit) or existing housing equity which may provide substantial additional financial resources for many existing home owners. Wealth and equity resources are difficult to measure, particularly at the localized level. Furthermore, the affordability analysis in HNAs is primarily focused on access to different housing options for those entering the market for the first time, either to rent or buy, and developing policies that support those who have difficulty accessing market housing. Nevertheless, many households will have additional resources that are not factored into this analysis. This is particularly the case for older owner occupiers since many own their homes outright, and/or have built up substantial equity in their existing homes over time.
- 4.4.15. 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 New Alresford (income required, £)

Tenure	Mortgage value (90% of price)	Annual rent	Income required	Affordable on average incomes? £51,900	Affordable on LQ earnings (single earner)? £22,076	Affordable on LQ earnings (2 earners)? £44,152
Market Housing						
Median House Price	£429,750	-	£122,786	No	No	No
Estimated NA New Build Entry-Level House Price	£376,518	-	£107,576	No	No	No
LQ/Entry-level House Price	£315,000	-	£90,000	No	No	No
LA New Build Median House Price	£359,996	-	£102,856	No	No	No

Average Market Rent (and Rent to Buy)	-	£21,492	£71,640	No	No	No
Entry-level Market Rent (and Rent to Buy)	-	£15,120	£50,400	Yes	No	No
Affordable Home Ownership						
Discounted Market Sale (-20%)	£301,214	-	£86,061	No	No	No
First Homes (-30%)	£263,562	-	£75,304	No	No	No
First Homes (-40%)	£225,911	-	£64,546	No	No	No
First Homes (-50%)	£188,259	-	£53,788	Marginal	No	No
Shared Ownership (50%)	£188,259	£5,229	£71,220	No	No	No
Shared Ownership (25%)	£94,129	£7,844	£53,041	Marginal	No	No
Shared Ownership (10%)	£37,652	£9,413	£42,134	Yes	No	Yes
Affordable Rented Housing						
Affordable Rent	-	£8,601	£28,671	Yes	No	Yes
Social Rent	-	£5,556	£18,521	Yes	Yes	Yes

Source: AECOM Calculations

4.4.16. 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

4.4.17. 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 of over £122k, more than double the current average household income in the NA.

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

4.4.19. However, there are very few rental properties on the market in New Alresford. At the time of writing, there were only 4 entry level properties available. The neighbourhood planning advisory group raised this as an

issue and confirmed that properties are limited in availability and are let quickly when they do come onto the market.

Affordable home ownership

- 4.4.20. There is a relatively large group of households in New Alresford who may be able to afford to rent privately but cannot afford home ownership. They are typically earning between around £50,400 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 Discounted Market Sale, First Homes, Shared Ownership and Rent to Buy.
- 4.4.21. Discounted Market Sale homes are offered at a discount at least 20% on market prices. First Homes are offered at a discount of at least 30% on market prices (i.e. new build, entry-level properties). Local authorities and neighbourhood plan qualifying bodies have discretion to increase the discount on First Homes to 40% or 50% where there is evidence to suggest this is appropriate.
- 4.4.22. This report has estimated the income required to afford discounts of 20-50% to cover the range of discounts likely to be available on these different products. Based on our estimate of entry level new build prices (see Appendix C for detail), only the most substantial discounts are likely to bring prices to a level which is affordable to households on average incomes. This would imply discounts of 50% for First Homes or Discounted Market Sale properties. If properties can be delivered at lower open market values, eg smaller flats for example), this may enable them to be delivered as affordable at lower discounts.
- 4.4.23. 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. In some case, higher discount levels could create a financial burden on a scheme which leads developers to argue either that the discount level is not feasible or that the total amount of Affordable Housing may need to be reduced. The latter might put at risk the delivery of Social/ Affordable rented housing which may be an unintended consequence. 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 New Alresford Neighbourhood Planning Advisory Group intend to set higher discount levels (eg on First Homes) than that set at district level, further discussions with the LPA are advised. The difficulty in making First Homes affordable to local residents in the district as a whole is noted in the Winchester District SHMA 2024 Update. The analysis in this HNA is consistent with the picture presented for the district as a whole.
- 4.4.24. Shared ownership appears to be more affordable than Discounted Market Sale/First Homes but is broadly accessible to the same groups. The minimum

equity share for shared ownership is 10% of the property value.⁷ If this is delivered in the NA, it will make shared ownership easier to access for more households, including those on average incomes. 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 or discounted market sale products) for those who can afford them.

4.4.25. Rent to Buy provides households with the option to rent at a discount (an intermediate rent at least 20% lower than the market rent) in order that they can save for a deposit to buy their property within a set period. 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, this would expand this route to home ownership quite significantly, including to households on average incomes. 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.

4.4.26. The range of 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:

- Discounted Market Sale and 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 DMS/First Homes, but there are additional costs associated with the rented portion.
- Shared ownership at low equity shares can usually be accessed by lower income 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 likely to be 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.

⁷ 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/hlws48>.

Social and Affordable Rented housing

- 4.4.27. Social and Affordable Rented housing performs a critical role in supporting households with the most acute housing needs. These households are likely to be on the lowest incomes and unable to afford market housing without subsidy.
- 4.4.28. 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 New Alresford, based on Affordable Rents within the district as a whole (see Appendix C).
- 4.4.29. Affordable rented housing is generally affordable to households with two lower earners depending on their household size. However, households with a single lower earner may only be able to afford Social Rented homes on the basis of their earnings. Many households eligible for Social/Affordable Rented homes will require additional subsidy through Housing Benefit/Universal Credit to access housing.
- 4.4.30. The NPPF 2024 makes explicit reference of the need to set out the proportion of Social Rented homes needed as part of the Affordable Housing to be delivered in a local authority area (paragraph 64, NPPF)⁸.
- 4.4.31. Social Rents are cheaper than Affordable Rents and, in theory, would leave households on lower earnings better off and better able to afford their other living costs, such as food and fuel etc. This is particularly the case for households who are supported by Housing Benefit and subject to the overall benefit cap since their benefit income is limited by the cap and they may not be able to claim enough to cover the Affordable Rent.
- 4.4.32. Where households are supported by housing benefit and not affected by benefit caps, 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 these households may be no better off in social rented accommodation because they receive a lower rate of housing benefit to cover their rent.
- 4.4.33. Households who are not supported by benefits, for example those whose earnings are higher and making them ineligible for benefits, would clearly benefit by the lower Social Rent levels because it would reduce their outgoings. However, these households are less likely to be in acute need on housing waiting lists. Rather, this scenario might apply to those already living in Social Rented housing where their financial circumstances have improved.
- 4.4.34. On balance, the relative need for Social Rented homes versus Affordable Rented homes is a complex area because of the interaction of benefits, rents and earnings. AECOM suggests that the local authority is best placed to

⁸ [National Planning Policy Framework](#)

assess what proportion of Affordable Housing should be provided as Social Rent, drawing on their waiting list data and more detailed evidence in the SHMA. The SHMA 2024 update considers this issue and concludes that around 30% of Affordable Housing should be provided at Social Rents and that both Social and Affordable Rent levels should be set below Local Housing Allowance Rates so that, in theory, they are affordable to those reliant on Housing Benefit. The emerging Local Plan policy does not specify the proportion of Social Rented housing that should be provided but does reflect the requirement to ensure rents are set below LHA levels. If the neighbourhood group wishes to develop localised policy in this area, this will be best achieved through liaison with the LPA (and local housing officers) as well as local registered providers.

4.5. Estimates of the need for Affordable Housing

4.5.1. This section estimates the need for Affordable Housing which should be considered separately for Social/ Affordable rented housing and affordable home ownership. The appropriate approach is taken based on the evidence available at Local Authority and NA scale.

Evidence in the SHMA

4.5.2. The starting point for understanding the need for affordable housing in New Alresford is the relevant Strategic Housing Market Assessment (SMNA). A SHMA for Winchester was undertaken in 2020 by Icenl Consultants and updated in 2024. This study estimates the need for affordable housing in the District based on analysis of the Council's waiting list and analysis of other data sets in line with Planning Practice Guidance at the time. The 2024 update distinguishes between the Winchester District Plan area and the part of the district that is covered by the South Downs National Park Area. New Alresford is located just outside of the SDNPA. The SHMA provides two estimates of the need for Affordable Housing, taking into account the difference between acute needs from those who cannot afford any market housing and need or potential demand for affordable home ownership from households who can afford to rent but cannot afford to buy.

4.5.3. The SHMA 2024 Update identifies the need for 411 homes each year for households in Winchester District (Plan area and part in SDNPA) who cannot afford market housing. 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.

4.5.4. When the SHMA figures are pro-rated to New Alresford based on its fair share of the population (4.2% of the LPA's population in 2021), this equates to 17.3 homes per annum (predominately for social/affordable rent) or 345 (rounded) homes over the Neighbourhood Plan period (2020-2040). However, pro-rating District level estimates of affordable housing need to neighbourhood areas can present problems in practice.

- 4.5.5. The District level figures are likely to represent higher needs in the urban areas of the District, primarily Winchester City, where there is a large social housing stock and larger numbers of households living in the PRS on housing benefit. Both of these factors tend to generate higher needs. By contrast, in villages like New Alresford the more limited stock of social housing means there is more limited need generated from households already living in the sector. Similarly, households who may need social housing often move away to areas where their needs are more likely to be met (either because there is social housing available or more private rented housing). This means it is difficult to accurately identify need for social/affordable rented housing within New Alresford.
- 4.5.6. It is relevant to note that there are currently 76 households on Hampshire Home Choice's housing who have a local connection to New Alresford. This provides further evidence of the need for affordable rented homes in the parish, alongside the SHMA. In the most recent year, 23 social/affordable rented homes were available for letting within the NA. However, all but 1 of these homes was a 1 or 2 bedroom property, with half of the overall lets being bungalows and likely to be prioritised to those with need for level access and older people.
- 4.5.7. Turning to Affordable Housing providing a route to home ownership, the SHMA 2024 Update also estimates the potential demand in Winchester District as 147 homes per annum. Again, pro rating the District figure to the population of New Alresford suggests the annual need or potential demand for 6.2 homes affordable home ownership homes per annum (124 homes over the Neighbourhood Plan period 2020-2040).
- 4.5.8. It is important to keep in mind that the households identified in this estimate are, by and large, 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.
- 4.5.9. 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).
- 4.5.10. 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.

4.6. Affordable Housing policies in Neighbourhood Plans

4.6.1. 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

4.6.2. Winchester District's adopted policy on this subject CP3 requires 40% of all new housing to be affordable. Data on affordable housing delivery in recent years is incomplete but many of the developments completed 2011-2021 fell below the affordable housing threshold. The Sun Lane development, which recently began construction includes 320 dwellings and policy compliant 40% affordable housing – equating to 128 additional affordable homes once the scheme is completed.

4.6.3. The overall proportion of housing that must be affordable is not an area of policy that a Neighbourhood Plan can usually influence, but it is worth emphasising that the HNA finds there to be robust evidence of need for Affordable Housing in the NA, and every effort should be made to maximise delivery where viable.

4.6.4. 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 also specified in CP3 in the adopted Local Plan. The policy states that '70% of the affordable homes should be for rent (with rent levels being determined having regard to local incomes of those living in priority housing need), with the balance being Intermediate Affordable Housing.' Policy H6 in the emerging Local Plan 2020-2040 carries forward the target of 40% Affordable Housing on sites of 10 dwellings or more, with a 30% target on previously developed sites. There is a slightly different tenure mix proposed in Policy H6 with the majority (65%) sought as Social/Affordable Rented homes and 35% as low cost home ownership.

4.6.5. The HNA can supply more localised evidence, and this section summarises the factors that might be taken into account before proposing a suggested Affordable Housing tenure mix that might be suitable for New Alresford specifically.

Affordable Housing at Neighbourhood level

4.6.6. 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 New Alresford on the basis of identified housing need and a range of other considerations detailed in Appendix D.

- 4.6.7. The tenure mix required in the emerging Local Plan is 65% social/affordable rented and 35% affordable home ownership. The emerging Local Plan guideline mix appears to offer a suitable benchmark for New Alresford because it prioritises the delivery of Social/Affordable Rent and also provides scope to deliver affordable home ownership products. Both of these tenures are needed in New Alresford.
- 4.6.8. The delivery of Affordable Housing overall will be lower than the needs identified in this HNA. At present, the emerging Local Plan proposes a new allocation of 100 homes in the NA although it is proposed that this allocation would not be built out before 2030 to fit in with phasing proposals in the emerging Local Plan. In this context, Social/Affordable Rented tenures are likely to be prioritized because of the acute needs these households face and the limited supply that is likely to come forward.
- 4.6.9. AECOM suggest shared ownership is prioritized within the mix of affordable home ownership as it is more affordable to households on average incomes and the SHMA 2024 Update notes the delivery and successful update of this product in the district as a whole, further indicating demand for it. However, First Homes or Discounted Market Sale properties with substantial discounts on open market values (around 50%) would be affordable to average income households and could be considered as part of the range of products which might be offered locally if such discounts can be achieved. Rent to Buy offers an option for households who lack savings or deposits and this is likely to be a key barrier for some households in this NA (including those on higher than average incomes). If this product could be offered on the basis of entry level rental prices, it would be accessible to households on average incomes.
- 4.6.10. The NPPF 2024 makes explicit reference of the need to set out the proportion of Social Rented homes needed as part of the Affordable Housing to be delivered in a local authority area (paragraph 64, NPPF)⁹.
- 4.6.11. On balance, the relative need for Social Rented homes versus Affordable Rented homes is a complex area because of the interaction of benefits, rents and earnings. AECOM suggests that the local authority is best placed to assess what proportion of Affordable Housing should be provided as Social Rent, drawing on their waiting list data, housing benefit data, more detailed evidence in LHNAs and viability assessments. If the neighbourhood group wishes to develop localised policy in this area, this will be best achieved through liaison with the LPA (and local housing officers) as well as local registered providers.
- 4.6.12. Where the New Alresford Neighbourhood Planning Advisory Group wish to develop policy that deviates from that outlined in the Local Plan – either by differing from the headline split between renting and ownership or by specifying a greater level of detail around sub-tenures, it is important that they liaise with Winchester City Council to determine what additional evidence

⁹ [National Planning Policy Framework](#)

(notably about development viability) may be needed, and to ensure that departures from the local policy context have their support.

4.7. Conclusions- Affordability and Affordable Housing

- 4.7.1. The majority of households in New Alresford are home owners (72.6%), a rate that is higher than Winchester District and England as whole but has fallen slightly since 2011. The proportion of households living in social renting is small (12.5%) compared to the District and England and the private rented sector is also relatively small (14.1%) but has grown substantially since 2011 when the share was just 9.4%.
- 4.7.2. The new development at Sun Lane is just beginning construction. This will include 128 Affordable Homes which, when completed, will impact substantively on the number of Affordable Homes within the NA, increasing the stock by over one third compared to its size in 2021.
- 4.7.3. Average (median) house prices were £477,500 in 2023 having increased by 52% since 2014. Lower quartile prices have increased by a similar rate since 2011, resulting in a £118,500 absolute growth in the price of the cheapest properties in the area to £350,000 in 2023. This underlines the challenge in accessing home ownership for younger households and first time buyers in the area.
- 4.7.4. Households would need an income of around £90,000 to afford a lower quartile priced property but average incomes in New Alresford are estimated to be around £51,900. House prices are out of reach for households on average incomes therefore, unless they have substantial deposits, equity or other financial resources.
- 4.7.5. Average market rents are also unaffordable to households on average incomes and below but entry level rents are affordable to those on average incomes. Average income households are likely to be able to afford entry level rents but there are few of these properties available at any time. Social/affordable rents are critical to meeting the needs of households on lower incomes who are unable to afford market rents.
- 4.7.6. Affordable home ownership products have the potential to extend home ownership to households currently priced out of the market but large discounts are required to reach households on average incomes. First Homes or Discounted Market Sale housing would need to be discounted by 50% in order to be affordable to households on average incomes. Shared ownership is required at smaller shares of 10-25% to reach these households but appears relatively more affordable than First Homes.
- 4.7.7. The latest evidence on the scale of need for affordable housing, the Winchester SHMA Update 2024, suggests there is need for 17 Affordable Rented homes each year and an additional 6 affordable home ownership properties each year in New Alresford on the basis of its share of the District

population to meet needs of households who cannot afford to rent or to buy. There appears to be substantial demand for affordable rented housing on the Hampshire Home Choice housing register within New Alresford. 76 households are currently registered with a local connection.

- 4.7.8. Table 4-5 summarises New Alresford'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 Neighbourhood 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 4-5: Estimated delivery of Affordable Housing in New Alresford

Step in Estimation		Expected delivery
A	Proposed new allocation (post 2030)	100
B	Affordable housing quota (%) in LPA's Local Plan	40%
C	Potential total Affordable Housing in NA (A x B)	40
D	Rented % (e.g. social/ affordable rented)	65%
E	Rented number (C x D)	26
F	Affordable home ownership % (e.g. Shared Ownership, Discounted Market Sale, First Homes, Rent to Buy)	35%
G	Affordable home ownership number (C x F)	14

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

- 4.7.9. Affordable housing is typically provided and made financially viable by its inclusion as a proportion of larger market developments, as guided by Local Plan policy. However, if the community wishes to boost the supply of affordable housing, there are other, more proactive routes available for its provision. For example, using neighbourhood development orders, identifying exception sites or developing community land trusts.

5. Housing Mix: Type and Size

5.1. Introduction

- 5.1.1. It is common for neighbourhood plans to include policies that influence what form new housing should take in terms of the type and size of new homes. This requires evidence of what local households need.
- 5.1.2. This can be done using statistics to identify relevant trends and potential gaps in the market. That is the focus of this section 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 aspirations 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.
- 5.1.3. This section 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.
- 5.1.4. It is important to keep in mind that housing need is not an exact science. To move 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 households tend to live in at different stages of life. However, a variety of other reasons sit behind their housing choices that are less easy to predict, including wealth, accessibility requirements and personal preferences. Some trends can also change rapidly over time, such as the increasing preference for home working in some sectors of the economy.
- 5.1.5. The analysis and conclusions provided in this section are therefore not definitive. Rather, they are what the data 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 where appropriate.

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.

5.2. The current housing mix

5.2.1. This section establishes the current housing mix of New Alresford, highlighting recent changes to it and comparing the mix to wider averages.

Dwelling type

- 5.2.2. Table 5-1 below shows that detached properties make up the largest proportion of dwellings within the NA (33.2%). This is lower than the proportion in Winchester District (36.2%) but substantially higher than the England average (22.9%). The dominance of detached properties has an impact on average prices within the NA, as discussed in Section 4.
- 5.2.3. The proportion of semi detached properties and terraces is similar to Winchester District. Unsurprisingly, the proportion of flats within the NA is lower at 14.6% in 2021, compared to 16.7% in the district and 22.2% in England. The number and share of flats has increased over the last 10 years however (see Table 5-2).
- 5.2.4. Bungalows are not counted separately within the Census data but an indication is provided by VOA data which suggests that 18.3% of properties in the NA are bungalows. Note that the VOA data is not a precise match to the NA boundary as it excludes a small area of the parish. However, the data suggests that the neighbourhood area has a substantial proportion of bungalows when compared to the District (10.4%) and England (9.4%) as a whole.
- 5.2.5. It is relevant to note that the data in Tables 5-1 and 5-2 is based on households occupying dwellings. The Census 2021 recorded 2,663 dwellings in total with a proportion of dwellings not usually occupied by

households at time of Census 2021. Unoccupied dwellings accounted for around 5% of the dwelling stock in total, slightly lower than in England as a whole (6%).

Table 5-1: Accommodation type, New Alresford and comparator geographies, 2021

Type	New Alresford	Winchester District	England
Detached	33.2%	36.2%	22.9%
Semi-detached	26.1%	25.8%	31.5%
Terrace	24.6%	20.1%	23.0%
Flat	14.6%	16.7%	22.2%

Source: Census 2021, AECOM Calculations

5.2.6. Table 5-2 examines the change in the type of dwellings occupied by households 2011-2021. This suggest that there have been modest increases in the number and share of semi detached homes, terraces and flats but a small decline in the number and share of detached homes. This may be explained by some redevelopment of detached homes on large plots and replacement by smaller dwellings.

Table 5-2: Accommodation type, New Alresford, 2011-2021

Type	2011	%	2021	%
Detached	859	34.4%	836	33.2%
Semi-detached	649	26.0%	658	26.1%
Terrace	617	24.7%	620	24.6%
Flat	327	13.1%	367	14.6%
Total	2,495		2,519	

Source: ONS 2021 and 2011, AECOM Calculations

Dwelling size

5.2.7. Table 5-3 below presents the current housing mix in terms of size compared to the wider district and country. It shows New Alresford is dominated by larger 3 bed plus properties, which account for more than two thirds of the stock in 2021. There is a relatively small share of small (1 bed properties) at 9.7% of the stock with 2 bedroom properties a similar share to England as a whole (27.8%) but higher than the share in Winchester District.

Table 5-3: Dwelling size (bedrooms), New Alresford and comparator geographies, 2021

Number of bedrooms	New Alresford	Winchester District	England
1	9.7%	10.1%	11.6%
2	27.8%	23.1%	27.3%
3	34.4%	32.9%	40.0%
4+	28.1%	34.0%	21.1%

Source: Census 2021, AECOM Calculations

5.2.8. Table 5-4 shows that the share of different sized properties has not changed substantially over the last 10 years. However, there have been increases in the number of all sizes of dwelling, with the exception of 3 bedroom homes. The largest absolute increase has been in 4+ bedroom properties with an additional 65 homes between 2011 and 2021. This is likely to be explained by the extension of existing smaller homes (particularly 3 bedrooms) over time, as well as new build supply.

Table 5-4: Dwelling size (bedrooms), New Alresford, 2011-2021

Number of bedrooms	2011	%	2021	%
1	218	9.0%	244	9.7%
2	686	28.3%	700	27.8%
3	872	36.0%	866	34.4%
4+	644	26.6%	709	28.1%
Total	2,420		2,519	

Source: ONS 2021 and 2011, AECOM Calculations

5.3. Population characteristics

5.3.1. 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

5.3.2. Table 5-4 shows the most recent age structure of the NA population, alongside 2011 Census figures. The largest group within the population is aged 45-64, followed by those aged 65-84. The group aged 65-84 has also increased by the highest rate (almost 20%) over the last 10 years. The number of people in the oldest age group (85+) has increased substantially (by 37.9%) and now accounts for over 5% of the population in 2021.

5.3.3. In contrast, the number of people in the younger age groups account for a smaller share of the population and their number and share has declined over the last 10 years. The share of younger children in the population has declined from 16% of the population in 2011 to 13.8% of the population in 2021. There has been a similar decline in the number and share of younger working age adults (aged 25-44) over the 10 year period.

5.3.4. It is relevant to note that the population of the NA has fallen slightly since 2011, consistent with the ageing pattern within the population. However, the Census 2021 data does not include the most recent completions and likely in-migration of people and households to take up new homes at the Sun Hill development.

Table 5-4: Age structure of New Alresford, 2011 and 2021

Age group	2011 (Census)		2021 (Census)		Change
0-14	869	16.0%	738	13.8%	-15.1%
15-24	483	8.9%	464	8.7%	-3.9%

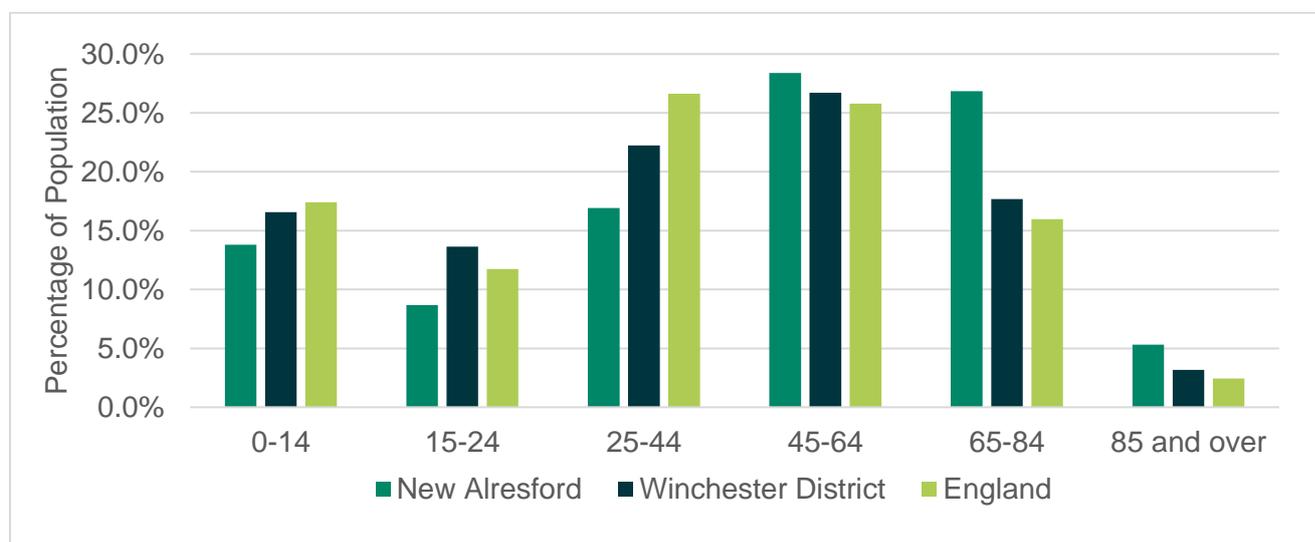
25-44	1,125	20.7%	905	16.9%	-19.6%
45-64	1,547	28.5%	1,518	28.4%	-1.9%
65-84	1,201	22.1%	1,435	26.9%	19.5%
85 and over	206	3.8%	284	5.3%	37.9%
Total	5,431	100.0%	5,344	100.0%	-1.6%

Source: ONS 2011, ONS 2021, AECOM Calculations

5.3.5. For context, it is useful to look at the NA population structure alongside that of the district and country. Figure 5-1 (using 2021 Census data) shows that New Alresford has an older bias to its population compared to both Winchester District and England as a whole. This is particularly notable for the 65-84 age group where the share of people in New Alresford in this cohort is significantly higher than in Winchester. Unsurprisingly, the bias towards older people compared to the District and England as a whole is pronounced. This is a feature in common with many villages and more rural areas of the country but raises issues and policy challenges in the provision of housing and public services.

5.3.6. Conversely, the NA has smaller shares of the younger age groups than Winchester and England. The presence of Winchester City within a short distance of the NA is likely to draw many younger people away from the NA when they are able to live independently or when attending higher education.

Figure 5-1: Age structure in New Alresford, 2021



Source: Census 2021, AECOM Calculations

Household composition and occupancy

5.3.7. 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 5-5 shows that Table 5-7 shows that the largest proportion of households are single older people (22.7%) in 2021. Families with dependent children account for 20.7% of households in 2021, compared to 25% of households in 2011. It is important to keep this in mind given the trends towards an ageing population – families remain a core

group within the area and the build out of new homes at Sun Lane, which will include Affordable Housing, is likely to have provide opportunities for families to move into the NA. However, this proportion is currently below the share in both the District and England as a whole.

- 5.3.8. Older households (aged 65 +) make up a substantial proportion of the household population with 22.7% single older households and 16.2% older couples. Taken together, older households accounted for 38.9% of households in New Alresford in 2021. This proportion has grown since 2011 when the proportion was 32.6%, in line with the ageing population trends described above.
- 5.3.9. Note that non-dependent children refer to households in which adult children are living at home, or which students still call their primary residence despite living for most of the year near to university. A marked increase in this category can be taken to indicate the relative unaffordability of entry-level homes, where young people are financially unable to move out and form their own households. The share of households with non dependent children in the NA is slightly higher than in Winchester district but below that in England. It is interesting to observe that this category grew by 20% between 2011 and 2021 in the NA – in line with the district average but more rapidly than in England as a whole.
- 5.3.10. It is important to note that the Census 2021 was undertaken during a national lockdown in the Spring of 2021 due to the Covid 19 Pandemic. At the time, many universities moved their learning on line and many students moved back to the family home to avoid isolation or reduce their living costs. It is likely that this has affected household composition data in some locations. This is likely to have had a modest effect on New Alresford’s demographic data. For example, the 15-24 age group experienced only a slight decline in number over 2011-2021 in contrast to more substantial falls in other younger age groups.

Table 5-5: Household composition, New Alresford and comparator geographies, 2021

Household composition		New Alresford	Winchester District	England
One person household	Total	34.8%	27.7%	30.1%
	Aged 66 and over	22.7%	14.1%	12.8%
	Other	12.1%	13.6%	17.3%
One family only	Total	62.0%	66.5%	63.1%
	All aged 66 and over	16.2%	11.9%	9.2%
	With no children	15.4%	19.2%	16.8%
	With dependent children	20.7%	26.2%	25.8%
	With non-dependent children ¹⁰	9.6%	8.8%	10.5%

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

Other household types	Total	3.3%	5.8%	6.9%
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Source: ONS 2021, AECOM Calculations

5.3.11. The tendency of households to over- or under-occupy their homes is another relevant consideration to the future size needs of the NA. A household 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.

5.3.12. The majority of households (just under 80%) under occupy their homes ie they have more bedrooms than needed for their household size. This is particularly true amongst older households. This is a common pattern and reflects the fact that larger housing is not necessarily occupied by households with the most family members, but by the people with the most wealth or by older people who have not chosen or been able to move to smaller properties.

5.3.13. A small number of households (30 in total recorded in the Census 2021) over occupy their homes ie they do not have enough bedrooms for their household size and may be regarded as overcrowded. Most of these households are families with children or non dependent children and provides an indicator of housing need to support the evidence in Section 4.

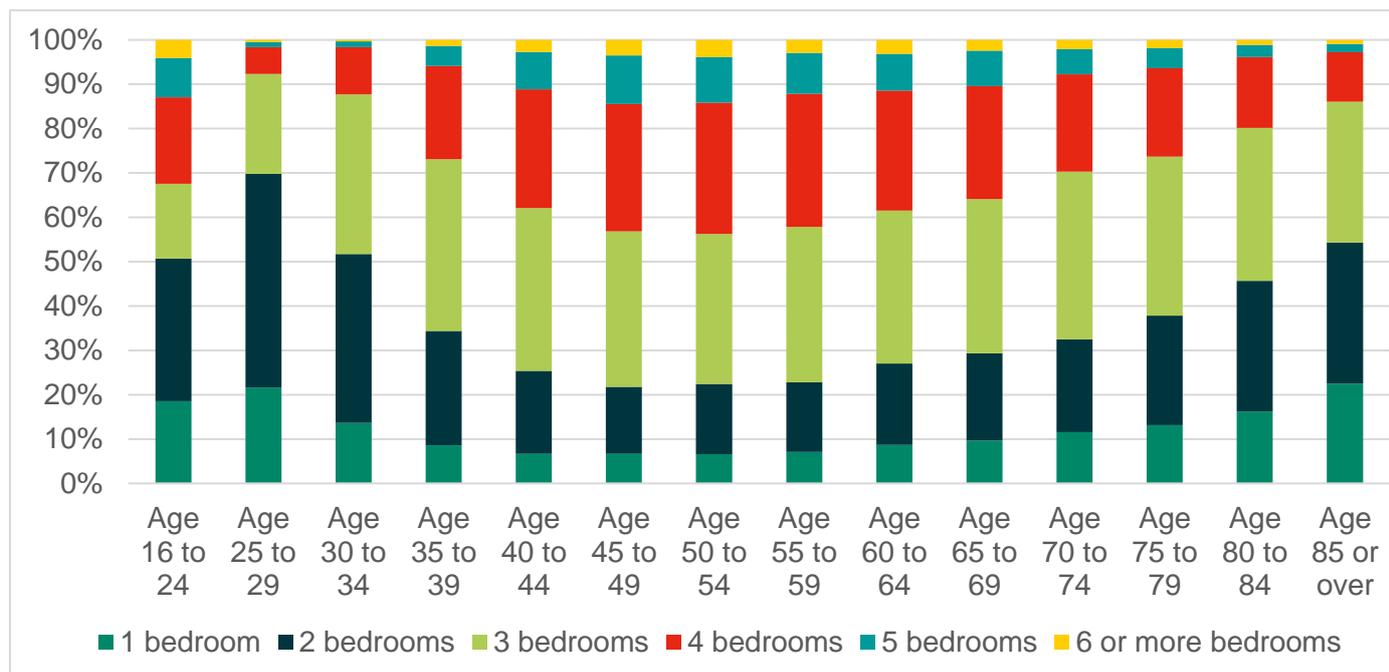
Table 5-6: Occupancy rating by age in New Alresford, 2021

Household type	+2 rating	+1 rating	0 rating	-1 rating
Family 66+	69.4%	27.5%	3.2%	0.0%
Single person 66+	41.4%	37.9%	20.7%	0.0%
Family under 66 - no children	68.1%	25.5%	6.5%	0.0%
Family under 66 - dependent children	28.6%	39.2%	29.6%	2.7%
Family under 66 - adult children	31.2%	37.6%	28.7%	2.5%
Single person under 66	33.9%	39.2%	26.9%	0.0%
All households	45.0%	34.2%	19.6%	1.2%

Source: Census 2021, AECOM Calculations

5.3.14. 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 Winchester District 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 5-2: Age of household reference person by dwelling size in Winchester District, 2011



Source: ONS 2011, AECOM Calculations

5.4. Future population and size needs

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

Age

5.4.2. The result of applying Local Authority level household projections to the age profile of New Alresford households in 2011 is shown in Table 5-7. This makes clear that population growth can be expected to be driven by the oldest households, with three quarters of the growth in households from 2011 to 2040 accounted for by those aged 65 and over.

5.4.3. There were around 800 households with all household members aged 65 and over in 2011. Table 5-7 shows a higher figure for 2011 because it includes older households with non dependent children living with them. By 2021, there were 976 households with all household members aged 65 years and over. Census data for 2021 does not allow consistent comparison for the additional number of older households with non dependent children. If the additional older households with non dependent children in 2011 is added to the 2021 figure for older households this would suggest there are around 1,040 older households in 2021. This demonstrates substantial growth has occurred over the last 10 years in older households and it is reasonable to assume the projections in Table 5-7 below for 2040 are realistic.

Table 5-7: Projected age of households, New Alresford, 2011 - 2040

Year	24 and under	25 to 34	35 to 54	55 to 64	65 and over
2011	21	168	807	462	962
2040	22	157	752	512	1,698
% change 2011-2040	3%	-7%	-7%	11%	77%

Source: AECOM Calculations

- 5.4.4. The demographic change discussed above can be translated into an ideal mix of dwelling sizes. This is achieved through a model that maps the dwelling size preferences by life stage shown earlier (in Figure 5-2 (rainbow bar graph)) onto the projected age profile for the NA in Table 5-7 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.
- 5.4.5. 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.
- 5.4.6. The result of this exercise is presented in Table 5-8. It suggests that a range of different property sizes is required to meet demographic changes in light of the existing stock. In short, new homes of all sizes are needed to meet the NA's needs in the future. Despite the existing bias towards 3 bedroom and larger properties, this model suggests substantial provision of these larger properties is needed, as well as a significant proportion of 1 bedroom homes. It is important to emphasise that this estimate reflects existing patterns of occupancy in Winchester District, including the fact that most older households live in larger properties. As such, as the older population grows, they are expected to continue to occupy larger homes.

Table 5-8: Suggested dwelling size mix to 2040, New Alresford

Number of bedrooms	Current mix (2021)	Suggested mix (end of Plan period)	Balance of new housing to reach suggested mix	Indicative policy range
1	9.7%	11.5%	18.8%	10-20%
2	27.8%	22.8%	2.6%	5-10%
3	34.4%	34.9%	37.0%	30-40%
4+	28.1%	30.8%	41.6%	35-45%

Source: AECOM Calculations

5.4.7. 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 Winchester District SHMA Update 2024 provides analysis of the size mix of different tenures of housing in the district as a whole. The table below (Table 4.24 in the SHMA Update 2024) provides a summary of the conclusions on housing mix in the district. In the market sector, these conclusions are broadly in line with AECOM’s modelling and suggested policy range in Table 5-8. In general, the size mix for Affordable Homes is smaller than for market, however, the SHMA 2024 estimates substantial need for larger general needs Social/Affordable Rented housing, reflecting the acute needs of larger households and limited turnover of larger properties to meet these. This concurs with the AECOM Housing team’s experience in many authority areas.

Table 4.24 Strategic Conclusions on Mix of Homes Needed

	Market	Affordable home ownership	Affordable housing (rented)	
			General needs	Older persons
1-bedroom	30%	20%	20%	55%
2-bedrooms		45%	40%	45%
3-bedrooms	45%	35%	30%	
4+-bedrooms	25%			10%

Source: Icení Analysis

- The preceding chapter found that affordability is a serious and worsening challenge in the NA. While the provision of Affordable Housing (subsidised tenure products) is one way to combat this, another is to ensure that homes come forward which are of an appropriate size, type and density for local residents’ budgets.
- Continuing to provide smaller homes with fewer bedrooms would help to address this situation, although it should be considered whether large numbers of 1 bedroom homes are suitable given the inflexibility of these properties and that they are typically only provided as flats.
- To best meet the needs of the growing cohort of older households expected to be present by the end of the Neighbourhood 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 they existing stock of larger homes is sufficiently affordable.

Tenure

- 5.4.8. The recommendation discussed immediately above applies to all housing in the NA over the Neighbourhood 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.
- 5.4.9. Generally speaking, the size mix estimated as needed within affordable tenures, particularly Affordable and Social rent, is smaller than the size mix of market housing. This is because under local authority allocation policies, which reflect the shortage of Affordable Housing overall, households are only eligible for the minimum sized home that meets their needs. This means that single people and couples will generally only be entitled to one bedroom properties. Families with two young children are only likely to be eligible for two bedroom properties (with the expectation that children share rooms until a certain age). 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.
- 5.4.10. There are three key sources of information for thinking through the size needs of different categories. These are:
- The relevant SHMA in Winchester District which sets out the projected need by size within each tenure over the long-term. In this case, the SHMA indicates that there are a range of sizes need in all tenures, with a slightly stronger bias to larger properties in the market sector, as discussed above.
 - The waiting list for affordable rented housing, kept by the Local Authority. This provides a more current snapshot of the size needs of applicant households. As this changes over time, individual planning applications can be decided in ways that meet evolving needs.
 - The pattern of lettings within the existing stock of Social/Affordable Rented housing. Whilst there may be more households eligible for smaller properties, the availability of larger properties is often severely limited which puts pressure on these larger homes and often results in long waits for those needing larger family sized accommodation. This issue is noted in the SHMA 2024 update and is likely to apply in New Alresford as well.
 - Any relevant household survey or consultation work in the NA can also highlight any specific gaps in the market within particular segments of the population.

5.4.11. 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 to reflect the eligibility of those on the waiting list, while market homes focus on mid-sized homes and some larger options. That said, there is often acute pressure on larger Social/Affordable Rented homes because their availability through lettings is often limited. 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

- 5.4.12. 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.
- 5.4.13. 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.
- 5.4.14. The benefits of delivering a certain blend of dwelling types are more closely related to affordability, which is clearly established as an issue in New Alresford, 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 rural areas tend to favour lower density options that blend in with the existing built environment. 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.
- 5.4.15. 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 New Alresford Neighbourhood Planning Advisory Group and community to consider.

5.5. Conclusions- Type and Size

- 5.5.1. The age structure of the population of Alresford has been shifting towards older groups in the population in recent years, in line with the ageing of the population. New Alresford has an older bias to its population compared to Winchester District and England as a whole. Almost one third of the population in 2021 (32.1% of people) were aged 65+, up from 25.9% in 2011. Older households now account for the largest share of households in the NA with 38.9% of households aged over 65 in 2021. There is a particularly high share of single older people (22.7%), compared to 14.1% in Winchester District.
- 5.5.2. However, families with children remain an important group in the NA (20.7% of households), although the population of younger people and family households with children has fallen over time. The neighbourhood planning group have expressed concern about the perceived decline in younger households in the area over recent years.
- 5.5.3. The housing stock in the NA has a large share of detached properties (33.2%), though lower than the district (36.2%). This larger bias to the stock is confirmed in the data on the size of dwellings which shows that properties with 3 or more bedrooms account for around two thirds of homes.
- 5.5.4. There is a relatively small share of flats in New Alresford (14.6%) and 9.7% of homes have 1 bedroom. However, both flats and 1 bedroom homes have increased their share in the stock over the last 10 years, improving the availability of smaller properties for those who might need or only be able to afford them.
- 5.5.5. Recent completions of mainstream housing have been broadly balanced between smaller (1-2 beds) and larger (3-4 bed) homes. But the delivery of older persons housing in the last two years has skewed delivery towards smaller dwellings. A scheme of 55 older persons close care units was delivered as exclusively 1 and 2 bedroom properties.
- 5.5.6. This study provides an indication of the likely need for different types and sizes of homes based on demographic change. It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the parish or on any particular site. These include the specific characteristics of the nearby stock of housing (such as its condition and design), the role of the NA or site within the wider housing market area (linked to any Local Authority strategies or plans) and site-specific factors which may justify a particular dwelling mix.
- 5.5.7. Modelling future dwelling requirements suggests that there is a need for new homes of all sizes in New Alresford. This is consistent with the Winchester SHMA evidence. However, evidence in the previous chapter on house prices and affordability suggests that the continued provision of some smaller properties may help to achieve affordability improvements alongside the provision of Affordable Housing. This could benefit younger households and

families who might otherwise struggle to afford to live within New Alresford. Similarly, provision of family sized Affordable Housing can enable families to move to or remain in the NA and the group has reported perceived increases in family households as a result of new Affordable Housing development at Sun Land.

- 5.5.8. It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the NA or on any particular site. These include the 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

6.1. Introduction

6.1.1. It is relatively common for neighbourhood plans in areas with ageing populations to include policies relating to specialist housing for older people. This chapter considers in detail the specialist housing needs of older people in New Alresford. 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**.

6.1.2. 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.

6.1.3. 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

6.1.4. 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.

6.1.5. 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

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

support provided 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 Housing¹³:** 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. These standards can be applied to mainstream housing as well as in specialist accommodation such as sheltered housing and extra care.
- **Category M4(3):** dwellings which are capable of adaptation for wheelchair users, or are already built for use of wheelchair throughout. These standards can be applied to mainstream housing as well as in specialist accommodation such as sheltered housing and extra care.

6.2. Specialist housing for older people

6.2.1. There is a total of 155 units of specialist accommodation in the NA at present, around two thirds of which are leasehold (market sale) properties, with a small number of market rental properties. The remaining third are available for social rent. All but one scheme are retirement homes with no on-site care provision

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

and as such, may not offer significant additional features to the mainstream housing stock. One assisted living/ extra care scheme provides 50 units with onsite care available and dining facilities. There is some shared ownership available in this scheme but it is largely only available to those who can afford market prices. Details are provided in Appendix E.

- 6.2.2. The 2021 Census indicates that at this time there were 956 individuals aged 75 or over in New Alresford. This suggests that current provision is in the region of 162 units per 1,000 of the 75+ population (a common measure of specialist housing supply). It is relevant to note that the national average for England is 136 units per 1,000 of the 75+ population¹⁴, so provision in the NA is higher than the national average.

Demographic characteristics

- 6.2.3. The starting point for estimating the need for specialist housing for older people is to project how the overall number of older people in New Alresford is likely to change in future. This is calculated by extrapolating population projections from the ONS Sub-National Population Projections for Winchester District. The results are set out in Table 6-1 and show that by 2040 it is expected that 27.8% of New Alresford's population will be aged 75 and over, up from 17.9% in 2021. This equates to an additional 617 people aged 75 and over by 2040. It is relevant to note that the population of over 75s grew by 268 people between 2011-2021, broadly consistent with the rate of future growth anticipated by population projections.
- 6.2.4. 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 Neighbourhood Plan period is the key output of this calculation.

Table 6-1: Modelled projection of older population in New Alresford by end of Plan period

	2021	2021	2040	2040
Age group	New Alresford	Winchester District	New Alresford	Winchester District
All ages	5,344	127,445	5,650	134,731
75+	956	13,170	1,573	21,669
%	17.9%	10.3%	27.8%	16.1%

Source: ONS SNPP 2020, AECOM Calculations

¹⁴ Table 22, 'More Choice Greater Voice' (2008), published by Housing LIN for CLG (now MHCLG) and the Care Services Improvement Partnership

- 6.2.5. 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.
- 6.2.6. The 2011 55-75 age bracket is considered the best proxy for the group likely to fall into need for specialist accommodation during the Neighbourhood Plan period to 2040. The top row in Table 6-2 outlines the tenure mix among households aged 55-75 at Local Authority level, which indicates that the vast majority of these households are home owners but a substantial minority (20.9%) live in the rented sector.
- 6.2.7. The expected growth in the 75+ population in the NA is 617 additional individuals by the end of the plan period. This can be converted into 425 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 New Alresford households are likely to need in 2040, and is shown in the bottom row of Table 6-2. In summary, the majority of additional older households (aged 75+) are likely to need or want to own their homes but there will be continued need for rented, particularly Social/Affordable Rented options for those who need Affordable Housing.

Table 6-2: Tenure of households aged 55-75 in Winchester District (2011) and projected aged 75+ in New Alresford (2040)

	All owned	Owned outright	Owned (mortgage) or Shared Ownership	All Rented	Social rented	Private rented	Living rent free
Winchester District (2011 mix)	79.1%	56.3%	22.8%	20.9%	13.3%	5.7%	1.9%
New Alresford (2040)	337	239	97	89	57	24	8

Source: Census 2011

- 6.2.8. 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 New Alresford from the 2011 Census.

Future needs for specialist accommodation and adaptations

- 6.2.9. Based on the evidence outlined above, the number of households falling into potential need for specialist accommodation over the Neighbourhood Plan period is calculated to be 187.
- 6.2.10. 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.
- 6.2.11. Whilst the majority of households needing specialist housing are likely to need limited support/ care, a substantial number are likely to need housing with care in the form of extra care or assisted living schemes (or intensive care/support provided within their own home).

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

Type	Affordable	Market	Total
Housing with care	27	51	79
Adaptations, sheltered, or retirement living	23	85	108
Total	50	136	186

Source: Census 2011, AECOM Calculations

- 6.2.12. 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. HLIN calculations
- 6.2.13. Ta3 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 New Alresford results in a total of 155 specialist dwellings that might be required to the end of the Neighbourhood Plan period. This is set out in Table 6-4 and is broadly of the same scale as AECOM's estimates, with slightly lower need anticipated for housing with care accommodation.

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

Type	Affordable	Market	Total
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Housing with care	19	25	44
Adaptations, sheltered, or retirement living	37	74	111
Total	56	99	155

Source: Housing LIN, AECOM calculations

Further considerations

- 6.2.14. The above estimates suggest that potential need for specialist accommodation could be in the range of 155-186 units over the Neighbourhood Plan period (2020-2040). 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.
- 6.2.15. 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.
- 6.2.16. 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).
- 6.2.17. It is considered that New Alresford 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 New Alresford in other suitable locations near to but outside the Plan area boundaries).
- 6.2.18. 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.

6.3. Care homes

- 6.3.1. 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.
- 6.3.2. 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.

- 6.3.3. 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.
- 6.3.4. 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. For nursing care beds this is an extra 45 care beds per 1,000 people aged 75+. Based on these rates, applied to the growth in the older population (+617 people between 2021 and 2040) for consistency with the calculations above, it is estimated that in 2040 there would be a need for 40 residential care beds and 28 nursing care beds in the NA. There are no care homes within New Alresford at present, with the closest care home located in Old Alresford and various other facilities in Winchester City.
- 6.3.5. 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.

6.4. The Role of Mainstream Housing

- 6.4.1. 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 84% of the New Alresford population aged 75 and over is likely to live in the mainstream housing stock¹⁵.
- 6.4.2. 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.

¹⁵ 956 over 75s in 2021, of which 155 are accommodated in specialist, leaving 801 people living in mainstream housing. This is approximate since some people in specialist housing and care homes will be under the age of 75.

- 6.4.3. However, given that there is unlikely to be a large volume of additional specialist supply during the Neighbourhood 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 Winchester City Council.
- 6.4.4. 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 newly erected dwellings¹⁶, although changes to Building Regulations have not yet been made.
- 6.4.5. The emerging Local Plan policy H5 provides explicit encouragement for development to accommodate specific groups such as older people. The proposed policy states that:
- 6.4.6. *'Subject to site suitability, on sites of 10 homes or more 5% of all new market homes should be built to wheelchair adaptable standards to meet the requirements of Building Regulations M4(3)(2)(a) and 10% of all new affordable homes should be built to wheelchair accessible standards to meet the requirements of Building Regulations M4(3)(2)(b).*
- 6.4.7. *Subject to site suitability, all new homes not built as wheelchair user dwellings to meet the requirements of Part M4(3) should be built to accessible and adaptable standards to meet the requirements of Building Regulations M4(2).'*
- 6.4.8. The evidence gathered here may justify the New Alresford Neighbourhood Planning Advisory Group approaching the LPA to discuss setting requirements on accessibility and adaptability at district level. It is unclear whether Neighbourhood Plans can set their own requirements for the application of the national standards of adaptability and accessibility for new housing and so discussions with the LPA are advised if this is a key priority.
- 6.4.9. 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.
- 6.4.10. 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 New Alresford 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 Neighbourhood Plan period. It is worth noting that these national figures

¹⁶ 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)

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 New Alresford

	Percentage in England	% applied to emerging NA housing allocation figure (100 home to end of plan period)
Households using wheelchair all the time	0.6%	1
Households using wheelchair either indoors or outdoors	3.0%	3

Source: Survey of English Housing 2018/19

6.5. Conclusions- Specialist Housing for Older People

- 6.5.1. The population of New Alresford has an older bias, and is ageing in line with national trends. In 2011, there were 688 older people aged 75+ in the NA, by 2021 this had risen to 956 and is projected to increase to 1,573 by the end of the plan period in 2040. The increase in the older population (aged 75+) between the estimated level in 2021 and the end of the plan period is likely to result in an additional 425 households.
- 6.5.2. The majority of older people in the NA live in mainstream housing. There are 155 specialist older persons homes, though most of these are described as a retirement housing and do not offer on site care. There is one extra care (or assisted living scheme) which has on site care and may be capable of accommodating older people with more intensive support needs. Most of the existing specialist provision is leasehold, with limited provision of social rented unit (50 in total).
- 6.5.3. 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.
- 6.5.4. These two methods of estimating the future need in New Alresford produce a range of 155 to 186 specialist accommodation units that might be required during the Neighbourhood Plan period (to 2040). 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.
- 6.5.5. It is considered that New Alresford 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 New Alresford in other suitable locations near to but outside the Plan area boundaries).

- 6.5.6. 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.
- 6.5.7. 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 these rates, applied to the growth in the older population (+617 people between 2021 and 2040), it is estimated that in 2040 there would be a need for 40 residential care beds and 28 nursing care beds in the NA. There are no care homes within New Alresford at present, with the closest care home located in Old Alresford and various other facilities in Winchester City.
- 6.5.8. 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.
- 6.5.9. 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, around 84% of the New Alresford population aged 75 and over is likely to live in the mainstream housing stock.
- 6.5.10. Given that there is unlikely to be a large volume of additional specialist supply during the Neighbourhood Plan period, another key avenue to addressing those with relevant needs is to improve the standards of accessibility and adaptability in new development.
- 6.5.11. The emerging Local Plan policy H5 provides explicit encouragement for development to accommodate specific groups such as older people. The proposed policy states that:
- 6.5.12. *'Subject to site suitability, on sites of 10 homes or more 5% of all new market homes should be built to wheelchair adaptable standards to meet the requirements of Building Regulations M4(3)(2)(a) and 10% of all new affordable homes should be built to wheelchair accessible standards to meet the requirements of Building Regulations M4(3)(2)(b).'*
- 6.5.13. *'Subject to site suitability, all new homes not built as wheelchair user dwellings to meet the requirements of Part M4(3) should be built to accessible and adaptable standards to meet the requirements of Building Regulations M4(2).'*
- 6.5.14. The evidence gathered would strongly support applying these proposed increased standards in New Alresford

7. Next Steps

7.1. Recommendations for next steps

7.1.1. This Neighbourhood Plan housing needs assessment aims to provide New Alresford Neighbourhood Planning Advisory Group 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 Winchester 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 Winchester 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 Winchester City Council.

7.1.2. 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.

7.1.3. Bearing this in mind, it is recommended that the New Alresford Neighbourhood Planning Advisory Group should monitor carefully strategies and documents with an impact on housing policy produced by the Government, Winchester City Council or any other relevant party and review the Neighbourhood Plan accordingly to ensure that general conformity is maintained.

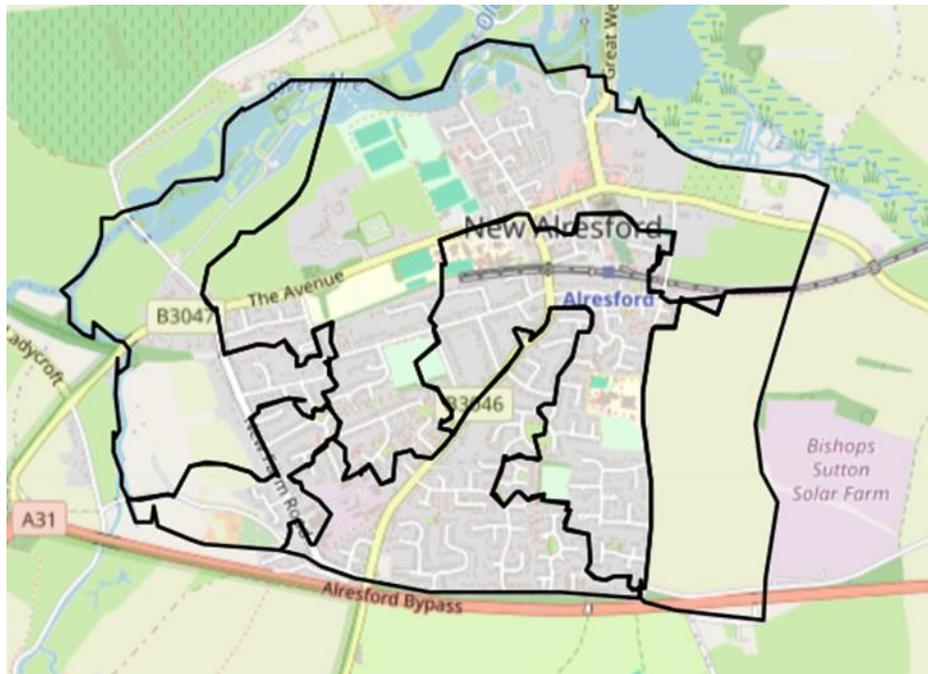
7.1.4. At the same time, monitoring on-going demographic or other trends over the Neighbourhood Plan period will help ensure the continued relevance and credibility of its policies.

Appendix A : Assessment geography

A.1 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 and parish equates to the following combination of OAs:

- LSOA: E01023278
- LSOA: E01023279
- LSOA: E01023281
- OA: E00118275
- OA: E00118278

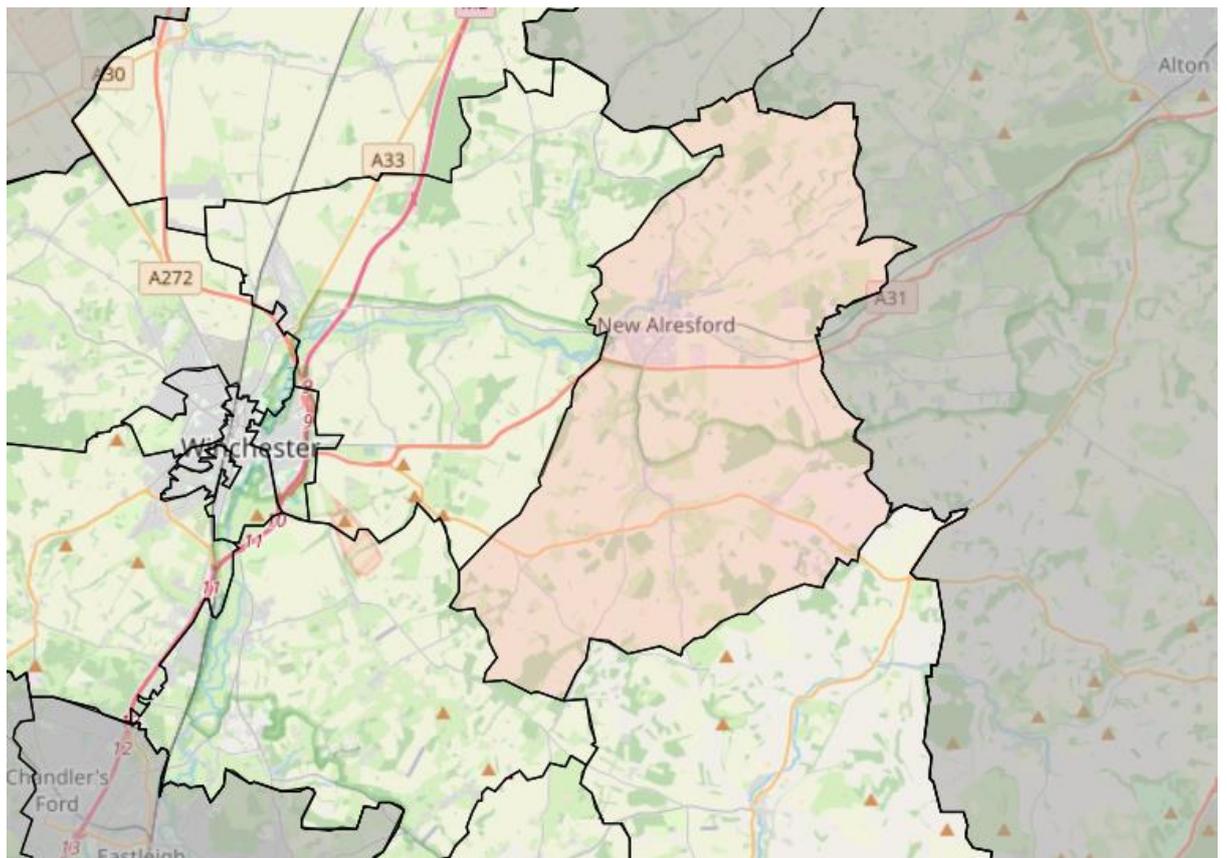
Figure A-1: LSOAs and OAs which make up New Alresford Neighbourhood Area



Source: NOMIS

A.2 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. As such, when calculating affordability thresholds, an MSOA needs to be selected that is a best-fit proxy for the Neighbourhood Plan area. In the case of New Alresford, it is considered that MSOA E02004832 is the closest realistic proxy for the Neighbourhood Plan area boundary, and as such, this is the assessment geography that has been selected. A map of this area appears below in Figure A-1. Whilst it is not a match for the neighbourhood plan boundary, it contains most of the NA and is the best fit area available.

Figure A-2: MSOA E02004832 used as a best-fit geographical proxy for the Neighbourhood Plan area



Source: NOMIS

Appendix B : Local Plan context

Policies in the adopted local plan

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

Table B-1: Summary of relevant adopted policies in Winchester District Local Plan (Part 1 Joint Core Strategy (2013) and Part 2 Development Management and Site Allocations (2017))

Policy	Provisions
DS1 – Development Strategy and Principles	<p>The policy specifies that the Market Towns and Rural Area will make provision for about 2,500 new homes, and support economic and community development that serves local needs in the most accessible and sustainable locations, promotes the vitality and viability of communities, and maintains their rural character and individual settlement identity.</p>
MTRA1 – Development Strategy Market Towns and Rural Area	<p>The policy states that the spatial planning vision for the Market Towns and Rural Area will be achieved through:</p> <ul style="list-style-type: none"> • identifying and providing for the needs of each settlement, to fulfil its needs relative to its role and function; • the provision of new homes to meet the local housing needs of the settlements in this spatial area. A range of housing types, sizes and tenures, including affordable housing, should be provided to meet a range of requirements, including those of older persons and people with disabilities and support needs to ensure social inclusion; • retention or redevelopment of existing employment land and premises, and development of new sites or buildings, to provide and improve local employment opportunities for both existing and new businesses and to support entrepreneurship; • the retention and improvement of rural shops and community facilities, including expansion at an appropriate scale in keeping with the location and the community they serve and their role in the hierarchy of retail centres; • development proposals which maintain and enhance important local character and built or natural features and retain settlement identity; • development should be of an appropriate scale so as not to exceed the capacity of existing services and infrastructure or should be accompanied by any required improvements to physical and community infrastructure provision, including rural transport initiatives and communications technology.

Policy	Provisions
MTRA 2 – Market Towns and Larger Villages	<p>The policy supports the evolution of the larger settlements in the Market Towns and Rural Area to maintain and improve their role and function and to meet a range of local development needs through. This includes provision of around 500 homes in both Bishops Waltham and New Alresford.</p> <p>Housing, employment, retail and services should be accommodated through development and redevelopment opportunities within existing settlement boundaries in the first instance.</p> <p>Sites outside settlement boundaries will only be permitted where, following an assessment of capacity within the built-up area, they are shown to be needed, or to meet a community need or realise local community aspirations identified through a Neighbourhood Plan or other process which demonstrates clear community support.</p> <p>All new development should be appropriate in scale and design and conserve each settlement’s identity, countryside setting, key historic characteristics and local features, particularly as identified in Village Design Statements, the District Landscape Assessment or other guidance. Development should protect areas designated for their local, national, or international importance, such as Gaps and the South Downs National Park.</p>
CP1 – Housing Provision	<p>Provision will be made within the District for the provision of about 12,500 dwellings (net) in the period April 2011 to March 2031, distributed between the three spatial areas as follows: Winchester Town 4,000 dwellings South Hampshire Urban Areas 6,000 dwellings Market Towns and Rural Area 2,500 dwellings (which includes New Alresford). Around 8,000 of this total will be within major developments at North Winchester (2,000), West of Waterlooville (2,500) and North Whiteley (3,500).</p>
CP 2 – Housing Provision and Mix	<p>The policy states that new residential development should meet a range of community housing needs and deliver a wide choice of homes, with priority being given to the provision of new affordable housing.</p> <p>Development should provide a range of dwelling types, tenures and sizes and, as appropriate to the site size, location and characteristics, this should include a mix of market homes for sale, affordable homes and homes attractive to the private rented sector, particularly on larger sites.</p> <p>Specialist forms of accommodation such as extra care housing for older persons and homes for those with disabilities and support needs should be provided, where appropriate, taking into account local housing needs.</p>

Policy	Provisions
	<p>A majority of homes should be in the form of 2 and 3 bed houses, unless local circumstances indicate an alternative approach should be taken, including where there is an imbalance of housing types and sizes in particular parts of the District.</p>
<p>CP 3 – Affordable Housing Provision on Market Led Housing Sites</p>	<p>The policy states that all development which increases the supply of housing will be expected to provide 40% of the gross number of dwellings as affordable housing, unless this would render the proposal economically unviable.</p> <p>Normally, 70% of the affordable homes should be for rent (with rent levels being determined having regard to local incomes of those living in priority housing need), with the balance being Intermediate Affordable Housing.</p> <p>Affordable housing should be provided on-site, indiscernible from and well integrated with market housing, unless off-site provision would better meet priority housing needs and support the creation of inclusive and mixed communities.</p> <p>On sites of less than 5 dwellings a financial contribution in lieu of on-site provision will be accepted.</p> <p>Affordable housing should remain available for as long as a need exists. In considering housing proposals the aim will be to balance housing needs, the economics of provision and local circumstances.</p>
<p>CP4 – Affordable Housing on Exception Sites to Meet Local Needs</p>	<p>The policy states that in order to maximise affordable housing provision to meet identified affordable housing needs the Local Planning Authority will exceptionally grant permission or allocate sites for the provision of affordable housing to meet the specific local needs of particular settlements, on land where housing development would not normally be permitted, and in addition to general housing provision in Policy CP1. This will include meeting community aspirations identified through a Neighbourhood Plan to provide affordable housing where this is consistent with other policies in this Local Plan.</p> <p>Development will only be permitted where:</p> <ul style="list-style-type: none"> • the proposal is suitable in terms of its location, size and tenure to meet an identified local housing need that cannot be met within the policies applying to the settlement to which that need relates; • the scheme is of a design and character appropriate to its location and avoids harm to the character of the area or to other planning objectives, taking account of the policy objective to maximise affordable housing provision;

Policy	Provisions
	<ul style="list-style-type: none"> • the affordable housing is secured to meet long-term affordable housing needs, and will remain available in perpetuity (subject to any legislative requirements); • Subject to the needs of the local community the affordable homes should be for rent (with rent levels being determined by reference to local incomes of those in priority housing need). In exceptional circumstances a modest element of other tenures may be allowed on the most suitable identified sites in order to enable a development to proceed, providing no less than 70% of the homes proposed meet priority local affordable housing needs. In these circumstances the applicant should demonstrate that the proposal has community support and that alternative forms of housing are required due to the economics of provision. The quantity, tenure and type of that housing should be limited to that which allows the affordable housing development to proceed.
NA2 – The Dean Housing Allocation	Land at The Dean (in New Alresford) is allocated for the development of about 75 dwellings, commercial and parking uses. Planning permission will be granted provided that detailed proposals accord with the Development Plan and meet the following specific development requirements:
NA3 – Sun Lane Mixed Use Allocation	Land east of Sun Lane (in New Alresford) is allocated for a mixed use development comprising about 10 hectares of residential development (about 325 dwellings), 5 hectares of employment uses (B1, B2 and/or B8), and 15 hectares of informal and recreational open space and a burial ground.
DM1 – Location of New Development	Development that accords with the Development Plan will be permitted within the defined boundaries of the following settlements, as shown on the Policies Map: Bishop’s Waltham, Colden Common, Compton Down, Denmead, Hursley, Kings Worthy, Knowle, Littleton, Micheldever, Micheldever Station, New Alresford, Old Alresford, Otterbourne, South Wonston, Southdown, Southwick, Sparsholt, Sutton Scotney, Swanmore, Waltham Chase, Whiteley, Wickham, Winchester Town. Limited infilling will also be permitted in other settlements listed under Policy MTRA3 in the circumstances outlined in that policy. Outside of these areas, countryside policies will apply and only development appropriate to a countryside location will be permitted, as specified in Policies MTRA4, MTRA5, DM10 – DM13, etc.
DM2 – Dwelling Sizes	In order to provide for a suitable mix of housing, in accordance with Policy CP2, all new dwellings constructed in the District should exceed a minimum gross internal floor area of 39 sq.m. Affordable dwellings should meet the relevant ‘nationally described space standards’ in full and, where practical and viable, be constructed to Part M4 Category 2 of the Building Regulations standards.

Policy	Provisions
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Source: Winchester District Local Plan Part 1 and Part 2

Policies in the emerging local plan

B.2 Table B-2 below summarises the Winchester District Local Plan 2020-2040: Proposed Submission Local Plan (Regulation 19) policies that are relevant to housing need and delivery in New Alresford.

Table B-2: Summary of relevant policies in the emerging Local Plan (Regulation 19 Version August 2024)

Policy	Provisions
H1 – Housing provision	<p>Makes provision for 15,115 net additional dwellings in the district over the plan period 2020-2040, excluding the area within the South Downs National Park. Housing development will be distributed between the three spatial areas as follows:</p> <ul style="list-style-type: none"> • Winchester Town about 5,640 dwellings • South Hampshire Urban Areas about 5,650 dwellings • Market Towns and Rural Area about 3,825 dwellings
H2 – Housing Phasing and Supply	<p>Phasing will be applied to new greenfield housing sites allocated by the Plan, so as to prioritise the development of previously developed land and achieve a suitable housing trajectory, by holding back most allocated greenfield sites until the later parts of the Plan period. The following sites will not be permitted in advance of April 2030 unless they are needed to overcome a district level housing land supply shortfall or would deliver housing which is demonstrated to be in priority need in the locality at the time: NA3 – Alresford Neighbourhood Plan, New Alresford (100 dwellings).</p>
H3 – Spatial Housing Distribution	<p>Housing provision of 1,375 dwellings over the plan period for the Market Towns (including Bishops Waltham and New Alresford), of which 200 (100 in New Alresford) through proposed new allocations.</p>
H5 – Meeting Housing Needs	<p>Development proposals should deliver a range of types and sizes to meet housing need in accordance with the most recent evidence. Unless compelling evidence is provided to the contrary, proposals should include a reasonable mix of dwelling sizes.</p> <p>For development of 10 dwellings or more, this should include the following unless evidence of local needs or the circumstances of the site justifies an amended approach (part dwellings rounded up) – i. At least 40% of affordable dwellings</p>

Policy

Provisions

for rent should be 3 bedrooms or more; ii. At least 65% of affordable home ownership dwellings should be 2 or 3 bedroomed houses; and iii. At least 30% of market housing should be 1 or 2 bedrooms.

Subject to site suitability, on sites of 10 homes or more 5% of all new market homes should be built to wheelchair adaptable standards to meet the requirements of Building Regulations M4(3)(2)(a) and 10% of all new affordable homes should be built to wheelchair accessible standards to meet the requirements of Building Regulations M4(3)(2)(b).

Subject to site suitability, all new homes not built as wheelchair user dwellings to meet the requirements of Part M4(3) should be built to accessible and adaptable standards to meet the requirements of Building Regulations M4(2).

Proposals for well designed specialist and supported housing (including older persons housing) will be supported where the site is in accordance with other policies and is an appropriate location to allow integration into the local community, in close proximity to local facilities and services, and can be easily accessed by sustainable transport and an appropriate tenure mix is provided. Schemes of 50 dwellings or more should include an element designed and marketed to meet the needs of older persons, or other local specialist needs, and affordable units should be provided in the same proportion as the requirements for the site as a whole. The amount of specialist and supported housing should be in line with local needs, market intelligence and site viability. In applying this policy the Council will take account of the nature of the scheme and the practicalities of providing and managing affordable units.

H6 – Affordable Housing

In order to help meet affordable housing needs, all development which increases the supply of housing by 10 dwellings or more (or is on sites of over 0.5 hectares) will be expected to provide at least; i. 40% of the gross number of dwellings as affordable housing; ii. On previously developed land, in recognition of the increased development costs including costs of land, the proportion of affordable housing will be no less than 30%.

For market led housing schemes, the affordable housing should be provided in accordance with the following proportions;

35% as low cost home ownership; and

65% as Social Rent or Affordable Rent (with rent levels being a maximum of the Local Housing Allowance level or 80% of market rent where the percentage of affordable housing on site exceeds the required level under this policy). Rent levels different from this requirement should be agreed via an evidence based viability assessment.

Policy	Provisions
H7 – Affordable Housing Exception Sites to Meet Local Needs	<p>The Local Planning Authority will exceptionally grant permission or allocate sites for the provision of affordable housing to meet the specific local needs of particular settlements, on land where housing development would not normally be permitted. In particular, proposals that are community driven or have gained the support of the community will be looked upon favourably.</p> <p>The majority of the affordable homes should be for social or affordable rent (with rent levels being a maximum of the Local Housing Allowance level, unless otherwise agreed and evidenced by a viability appraisal). In exceptional circumstances a modest element of other tenures may be allowed on the most suitable identified sites in order to enable a development to proceed, providing no less than 70% of the homes proposed meet priority local affordable housing needs.</p>

Source: [Local Plan Examination - Winchester District Local Plan](#)

Appendix C : Affordability calculations

C.1 This section outlines how the affordability thresholds discussed in the Affordability and Affordable Housing have been calculated.

Market housing

C.2 Market housing is not subsidised and tends to be primarily accessible to people on higher incomes.

Market sales

C.3 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.

C.4 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 New Alresford, 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.

C.5 The calculation for the purchase threshold for market housing is as follows:

- Value of a median NA house price (2023) = £477,500;
- Purchase deposit at 10% of value = £47,750;
- Value of dwelling for mortgage purposes = £429,750;
- Divided by loan to income ratio of 3.5 = purchase threshold of £122,786.

C.6 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 2023 was £350,000, and the purchase threshold is therefore £90,000.

C.7 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 records 0 sales of new build properties in the NA in

2023. There were too few recent sales in the NA specifically to determine an accurate average for the cost of new build housing in New Alresford. 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).

- C.8 An estimate has been calculated by using the average new build house price of £418,353 in 2021 when there was a sufficient sample size (10 properties) to produce a reasonably robust estimate. Most of the new build sales in 2021 were flats and terraces and so this figure provides a reasonable estimate of entry level new build properties. It is possible that cheaper entry level properties could be delivered if they are focused on flats as new build prices for flats in the same year were closer to £300,000 but these properties are not suitable for all purchasers, particularly families, and so the average figure can be justified to reflect the likely desire to deliver a range of new build homes. This estimate would imply a purchase threshold of £107,576.
- C.9 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 Winchester District in 2023. The median cost of new build dwellings in Winchester District was £399,995, with a purchase threshold of £102,855.

Private Rented Sector (PRS)

- C.10 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.
- C.11 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.
- C.12 The property website Home.co.uk shows rental values for property in the Neighbourhood Area.
- C.13 According to home.co.uk, there were 11 properties for rent at the time of search in January, 2025, with an average monthly rent of £1,179. There were

4 two-bed properties listed, with an average price of £1,260 per calendar month.

C.14 The calculation for the private rent income threshold for entry-level (2 bedroom) dwellings is as follows:

- Annual rent = £1,260 x 12 = £15,120;
- Multiplied by 3.33 (so that no more than 30% of income is spent on rent) = income threshold of £50,400.

C.15 The calculation is repeated for the overall average to give an income threshold of £71,640.

Affordable Housing

C.16 There are a range of tenures that constitute the definition of Affordable Housing within the NPPF 2024: social rent and affordable rent, discounted market sales housing, and other affordable routes to home ownership. The First Homes product was introduced in 2021 but is not included in the NPPF Annex 2 definitions. Each of the affordable housing tenures are considered below.

Social rent

C.17 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.

C.18 To determine social rent levels, 2021 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 New Alresford. This data provides information about rents and the size and type of stock owned and managed by private registered providers and local authorities and is presented for Winchester District in Table C-1.

C.19 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	£91.96	£106.25	£119.98	£133.48	£106.85
Annual average	£4,782	£5,525	£6,239	£6,941	£5,556
Income needed	£15,940	£18,417	£20,797	£23,137	£18,521

Source: Homes England, AECOM Calculations

Affordable rent

- C.20 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 capped).
- C.21 Even a 20% 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%.
- C.22 Data on the most realistic local affordable rent costs is obtained from the same source as social rent levels for Winchester District. Again it is assumed that no more than 30% of income should be spent on rent, and the overall average is taken forward.
- C.23 Comparing this result with the average 2 bedroom annual private rent above indicates that affordable rents in the NA are actually closer to 50% 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	£130.36	£159.82	£193.42	£266.91	£165.41
Annual average	£6,779	£8,311	£10,058	£13,879	£8,601
Income needed	£22,596	£27,702	£33,526	£46,264	£28,671

Source: Homes England, AECOM Calculations

Affordable home ownership

- C.24 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 First Homes product), shared ownership, and Rent to Buy. These are considered in turn below.

Discounted Market Sale/ First Homes

- C.25 Discounted market sale homes are affordable home ownership products which offer a discount of at least 20% on market values.
- C.26 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.
- C.27 The starting point for considering whether Discounted Market Sale/First Homes are affordable is the estimated cost of new build entry-level housing in the NA noted above of £304,344.
- C.28 For a discount of 30% the purchase threshold can be calculated as follows:
- Value of a new home (estimated NA new build entry-level) = £418,352;
 - Discounted by 30% = £292,847;
 - Purchase deposit at 10% of value = £29,285;
 - Value of dwelling for mortgage purposes = £75,305;
 - Divided by loan to income ratio of 3.5 = purchase threshold of £45,782.
- C.29 The income thresholds analysis in the Affordability and Affordable Housing chapter also compares local incomes with the costs of a 20%, 40% and 50% discounted home. This would require an income threshold of £86,061, £64,564 and £53,788 respectively.
- C.30 All of the income thresholds calculated here for First Homes are below the income cap of £80,000 above which households are not eligible. Discounted market sale homes with 20% discounts would require households to have incomes higher than £80,000 and this would make those households ineligible for affordable home ownership properties.
- C.31 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. m¹⁷) would be around £122,500. This cost excludes any land value or developer profit. This would not appear to be an issue in New Alresford.

- C.32 Table C-3 shows the discount required for market homes to be affordable to the three income groups. The cost of a typical discounted market sale property/First Home is calculated using an estimate for new build entry-level housing in the NA (likely to represent new build flats rather than other dwelling types). However, it is worth thinking about these properties 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

House price benchmark	Mean household income	Single LQ earner	Dual LQ earning household
NA median house price	58%	82%	64%
NA estimated new build entry-level house price	52%	79%	59%
NA entry-level house price	42%	75%	51%
LA median new build house price	50%	79%	57%

Source: Land Registry PPD; ONS MSOA total household income

Shared ownership

- C.33 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 rent 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'.
- C.34 In exceptional circumstances (for example, as a result of financial difficulties, and where the alternative is repossession), and at the discretion of the provider, shared owners may staircase down, thereby reducing the share they own. Shared equity is available to first-time buyers, people who have owned a home previously and council and housing association tenants with a good credit rating whose annual household income does not exceed £80,000.
- C.35 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.

¹⁷ 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/>

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).

C.36 The affordability threshold for a 25% equity share is calculated as follows:

- A 25% equity share of £418,353 is £104,588;
- A 10% deposit of £10,459 is deducted, leaving a mortgage value of £94,129;
- This is divided by the loan to value ratio of 3.5 to give a purchase threshold of £26,894;
- Rent is charged on the remaining 75% shared ownership equity, i.e. the unsold value of £313,765;
- The estimated annual rent at 2.5% of the unsold value is £7,844;
- This requires an income of £26,147 (annual rent multiplied by 3.33 so that no more than 30% of income is spent on rent).
- The total income required is £53,041 (£26,894 plus £26,147).

C.37 The same calculation is repeated for equity shares of 10% and 50% producing affordability thresholds of £42,134 and £71,220 respectively.

Rent to Buy

C.38 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.

Appendix D : Affordable Housing need and policy

Affordable housing policy

D.1 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 17 units of social/affordable rented housing and 6 units of affordable home ownership homes per annum over the Neighbourhood 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 affordable rented housing should be prioritized over affordable home ownership.</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, assuming the delivery of the NA's emerging housing allocation for 100 homes overall, up to 40 affordable homes might be expected in the NA over Neighbourhood Plan period.</p> <p>This level of potential affordable housing delivery would not be sufficient to meet all of the need identified. In this scenario it is likely that the more urgent and acute need for rented housing should be prioritized.</p>
<p>C. Government policy (eg NPPF) requirements:</p> <p>There is no required tenure mix set out in national policy (NPPF 2024) but local authorities are required to set out the minimum proportion of Social Rented housing</p>	<p>Implicit prioritisation of Social Rented homes within Affordable Housing policy at the national level but local authorities have flexibility to set out the proportion needed in their areas. Local Plan tenure mix provides the starting point. The SHMA 2024 Update suggests that within the Social/Affordable</p>

needed in their areas as part of their Affordable Housing requirements.	Rent component of Affordable Housing, at least 30% should be provided as Social Rent. Winchester District's emerging Local Plan policy H6 also requires that both Social and Affordable Rents are set within LHA rates for the area.
D. Local Plan policy:	The adopted Local Plan seeks a tenure split of 70% affordable rent and 30% intermediate (affordable home ownership). The emerging Local Plan 2020-2040 proposes a tenure split of 65% Social/Affordable Rent, 35% low cost home ownership.
E. Viability:	HNAs cannot take into consideration the factors which affect viability in the neighbourhood area or at the site-specific level. Viability issues are recognised in the 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 affordable home ownership properties.
F. Funding: The availability of funding to support the delivery of different forms of Affordable Housing may also influence what it is appropriate to provide at a particular point in time or on any one site.	The New Alresford Neighbourhood Planning Advisory Group may wish to keep this in mind so that it can take up any opportunities to secure funding if they become available.
G. Existing tenure mix in New Alresford: 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.	There is a relatively small share of Affordable Housing within the existing stock in the NA. Just 12.5% of households live in the social rented sector and 0.8% are shared owners. Both are substantially lower levels than in the district as a whole and in England. The numbers of Affordable Homes will increase in coming years as Sun Lane is built out but the share of these homes in the stock is likely to remain broadly the same. Additional Affordable Housing would therefore provide greater choice to households locally.
H. Views of registered providers:	It is not within the scope of this HNA to investigate whether it would be viable for housing associations (registered providers) to

	<p>deliver and manage social/affordable rented homes in the NA. The funding arrangements available to housing associations will also influence rent levels.</p>
<p>I. Wider policy objectives:</p>	<p>The New Alresford Neighbourhood Planning Advisory Group may wish to take account of broader policy objectives for New Alresford and/or the wider district. These could include, but are not restricted to, policies to attract younger households (and children to attend the local schools), 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, New Alresford

	Name	Description	Dwellings	Tenure	Type
1	Wayfarer Place	McCarthy Stone scheme of 50 units with a mix of 1 + 2 beds Onsite dining, onsite care, Age 70+	50	Leasehold, market rent, shared ownership	Assisted living/ extra care
2	Makins Court	41 flats and bungalows; mix of 1 + 2 beds	41	Social rent	Retirement housing
3	Stonewater	37 flats and bungalows (mainly 2 bedrooms)	37	Leasehold	Retirement housing
4	Bailey House	9 flats, communal areas, resident management staff	9	Social rent	Retirement housing
5	Orchard Dean	12 houses (3 bedrooms); age 55+	12	Leasehold	Retirement housing
6	Evelyn Mews	6 flats (1-2 bedrooms); age 55+	6	Freehold	Age Exclusive

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

Table E-2: Tenure and mobility limitations of those aged 65+ in New Alresford, 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	256	18.2%	357	25.4%	794	56.4%
Owned Total	175	15.3%	289	25.3%	680	59.4%
Owned outright	159	15.5%	263	25.6%	606	58.9%
Owned (mortgage) or shared ownership	16	13.8%	26	22.4%	74	63.8%
Rented Total	81	30.8%	68	25.9%	114	43.3%

Social rented	65	34.4%	49	25.9%	75	39.7%
Private rented or living rent free	16	21.6%	19	25.7%	39	52.7%

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

E.1 As Table 6-1 in the main report shows, New Alresford is forecast to see an increase of 617 individuals aged 75+ by the end of the Neighbourhood Plan period. According to the HLIN tool, this translates into need as follows:

- Conventional sheltered housing to rent = $60 \times .617 = 37$
- Leasehold sheltered housing = $120 \times .617 = 74$
- Enhanced sheltered housing (divided 50:50 between that for rent and that for sale) = $20 \times .617 = 12.34$
- Extra care housing for rent = $15 \times .617 = 9.25$
- Extra care housing for sale = $30 \times .617 = 18.51$
- Housing based provision for dementia = $6 \times .617 = 3.70$

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 = $\frac{£200,000}{£25,000} = 8$, (the house price is 8 times income).

Affordable Housing (NPPF Definition)

Affordable housing: 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) Social Rent: meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent; (b) the landlord is 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.

b) Other affordable housing for rent: meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for 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).

c) Discounted market sales housing: is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local

house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.

d) Other affordable routes to home ownership: is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to Government or the relevant authority specified in the funding agreement.

Affordable rented housing

Rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). The national rent regime is the regime under which the social rents of tenants of social housing are set, with particular reference to the Guide to Social Rent Reforms (March 2001) and the Rent Influencing Regime Guidance (October 2001). Local market rents are calculated using the Royal Institution for Chartered Surveyors (RICS) approved valuation methods¹⁸.

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 Standard¹⁹

¹⁸ The Tenant Services Authority has issued an explanatory note on these methods at <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

¹⁹ See <https://www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-household-report>

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

Co-living

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

Community-led developments (NPPF definition)

A development taken forward by, or with, a not-for-profit organisation, that is primarily for the purpose of meeting the needs of its members or the wider local community, rather than being a primarily commercial enterprise. The organisation should be created, managed and democratically controlled by its members, and membership of the organisation should be open to all beneficiaries and prospective beneficiaries of that organisation. It may take any one of various legal forms including a co-operative society, community benefit society and company limited by guarantee. The organisation should own, manage or steward the development in a manner consistent with its purpose, potentially through a mutually supported arrangement with a Registered Provider of Social Housing. The benefits of the development to the community should be clearly defined and consideration given to how those benefits can be protected over time, including in the event of the organisation being wound up.

Community Right to Build Order

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. The NPPF 2024 specifically defines it as follows: An Order made by the local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a sitespecific development proposal or classes of development.

Concealed Families (Census definition)²⁰

The 2021 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

²⁰ See http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp171776_350282.pdf

family; the latter are reported in an ONS analysis on increasing numbers of young adults living with parents.

Equity Loans/Shared Equity

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

Extra Care Housing or Housing-With-Care

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

Fair Share

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

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. 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 Need (NPPG 2024 definition)

Housing need is an unconstrained assessment of the minimum number of homes needed in an area. Assessing housing need is the first step in the process of deciding how many homes need to be planned for. It should be undertaken separately from assessing land availability, establishing a housing requirement figure and preparing policies to address this such as site allocations.

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 Requirement (NPPF 2024 Definition)

The housing requirement is the minimum number of homes that a plan seeks to provide during the plan period. Once local housing need has been assessed, as set out in this guidance, authorities should then make an assessment of the amount of new homes that can be provided in their area. This should be justified by evidence on land availability, constraints on development and any other relevant matters.

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 Neighbourhood 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/>. Lifetime Homes standards have been broadly wrapped up into the M4(2) optional building regulations standards which relate to accessibility and adaptability of dwellings.

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 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 years²¹, 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

²¹ See <https://www.which.co.uk/news/2017/08/how-your-income-affects-your-mortgage-chances/>

containing a minimum of 100 persons with an average of 300 persons. Lower Super Output Areas consist of higher geographies of between 1,000-1,500 persons (made up of a number of individual Output Areas) and Middle Super Output Areas are higher than this, containing between 5,000 and 7,200 people, and made up of individual Lower Layer Super Output Areas. Some statistics are only available down to Middle Layer Super Output Area level, meaning that they are not available for individual Output Areas or parishes.

Overcrowding

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

Planning Condition

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

Planning Obligation

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

Purchase Threshold

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

Proportionate and Robust Evidence

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

Private Rented

The Census tenure private rented includes a range of different living situations in practice, such as private rented/ other including households living "rent free". Around 20% of the private rented sector are in this category. 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 Housing²²

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 range in size from studio flats

²² See <http://www.housingcare.org/jargon-sheltered-housing.aspx>

(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 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 Neighbourhood 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 (former NPPF 2012 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. SHMAs generally identify the scale and mix of housing and the range of tenures the local population likely to be needed over the Neighbourhood 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.²³

²³ See <http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing>

