



Weymouth Housing Needs Assessment (HNA)

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Quality information

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List of acronyms used in the text:

AH	Affordable Housing (NPPF definition)
AMH	Affordable Market Housing
DC	Dorset Council
HNA	Housing Needs Assessment
HNF	Housing Need Figure
Housing LIN	Housing Learning and Improvement Network
HRP	Household Reference Person
LHN	Local Housing Need
LPA	Local Planning Authority
LQAR	Lower Quartile Affordability Ratio
LTHPD	Long-Term Health Problem or Disability
MAR	Median Affordability Ratio
MH	Market Housing
MHCLG	Ministry for Housing, Communities and Local Government (formerly DCLG)
NA	Neighbourhood (Plan) Area
NDO	Neighbourhood Development Order
NDP	Neighbourhood Development Plan
NP	Neighbourhood Plan
NPPF	National Planning Policy Framework
ONS	Office for National Statistics
PPG	Planning Practice Guidance
PRS	Private Rented Sector
RQ	Research Question
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
VOA	Valuation Office Agency
WTC	Weymouth Town Council

1. Executive Summary

1. Weymouth is a Neighbourhood Plan area located on the Dorset coast. The Neighbourhood Area comprises Weymouth administrative boundary and the proposed Neighbourhood Plan period starts in 2021 and extends to 2038.

1.1 Tenure and Affordability

1.1.1 Affordability Issues

2. The current profile of Weymouth in terms of affordability is not too dissimilar from that of the Dorset area overall. The NA is characterized by:
 - average incomes of £39,929, which is above the national average, and average lower quartile incomes of £14,745 in households with one LQ income and £29,490 in households with two LQ incomes); and
 - average house sale prices unaffordable on average incomes (with an average resale home requiring an income of over £60,000 and a new build requiring on average an income of over £100,000).
3. Those households on two lower quartile incomes (as measured at overall local authority level) cannot afford any of the available tenures in Weymouth without recourse to benefits to top up their incomes, except social and affordable rent. Those households on a single lower quartile income would on average not even be able to afford a social rented property without recourse to benefits.
4. Those on average incomes who do not already own their own home in Weymouth will not be able to afford to buy their own home, but they will be able to rent in the market. The only affordable ways to home ownership on an average income in Weymouth are either through shared ownership at 25% or through a discount market sale scheme, which would have to offer a minimum discount of at least 34%. 20 or 30% discount market sale schemes or 50% shared ownership would still be unaffordable on average incomes in Weymouth (although shared ownership at 50% is only very marginally unaffordable). First Homes will be unaffordable on average incomes at the government proposed 30% discount but may be an appropriate option if higher discounts of over 34% can be negotiated (with the consultation suggesting 40% or 50% could be secured where justified and viable).

1.1.2 Tenure Profile

5. Weymouth has slightly higher than national average levels of owner occupation (67%), similar percentages of private renting (18%) and slightly lower levels of social renting at 14%. Shared ownership makes up the smallest percentage of households, at 0.6%, which is a similar situation as across Dorset and England as a whole. Private renting is the second most popular tenure, after home ownership. In the intercensal period, the largest proportional increase was a 75% rise in private renting in Weymouth. Shared ownership as a tenure also increase by a large percentage of 59%, but in total still only makes up a very small share of households both before and after 2011. Home ownership fell by 4% and social renting increased by just under 10%.

1.1.3 Affordable Housing Need

6. The overall minimum affordable housing need likely to arise over the plan period in line with the most recent SHMA is 1,775 units (1,260 affordable homes needed for rent + 515 affordable homes needed for sale). Supplementary AECOM calculations show that the potential demand for affordable housing for sale could in reality be much higher, up to 2,649 units over the Neighbourhood Plan period. Weymouth's overall housing requirement (and therefore likely delivery) is unlikely to allow affordable housing needs to be met in full over the plan period through planning obligations. To meet identified affordable housing needs, all housing need would need to be met (the HRF assigned to the NP is 3,225) and 55% of all homes would need to be delivered as affordable, with 71% of these as affordable housing for rent and 29% as affordable housing for sale.
7. In line with these assumptions, the maximum Affordable Housing delivery that is likely to come forward over the plan period through planning obligations would be 1,129 units (35% of the total housing requirement of 3,225 in line with the adopted Local Plan, which is similar to the 35% requirement in line with the emerging new Local Plan for the wider Weymouth area, although for Weymouth town centre only 25% is required).

1.1.4 Policy Considerations

8. Note that this assumes that most or all of the expected housing delivery in the NA will take place after the Government's proposal to temporarily lift the site size threshold for Affordable Housing has ended. If that period extends beyond the date on which the Neighbourhood Plan is made and also influences the rate of Affordable Housing delivery on relevant development sites, the quantity of Affordable Housing to be provided in the NA during the Plan period may be lower than this estimate.
9. Two indicative tenure mixes have been provided, which could serve as a guideline for the breakdown of Affordable Housing tenures in Weymouth based on various considerations and evidence. Mix 1 (indicative mix based on local needs) proposes that 90% of affordable homes be provided as rented tenures, and the remaining 10% delivered as affordable routes to home ownership. This is in conformity with the adopted and emerging Local Plan in prioritising the most acute needs as far as possible, delivering a minimum of 70% affordable housing for rent and a minimum 10% for sale. Mix 1 would result in the 1,129 maximum total affordable homes being broken down into a delivery of 1,016 affordable homes for rent and 113 affordable homes for sale. Mix 2 (indicative mix with 25% First Homes requirement) proposes that 70% of affordable homes be provided as rented tenures, with the remaining 30% as affordable housing for sale, with the majority of this (25%) as First Homes. This would break the total 1,126 affordable homes down into 790 for rent and 339 for sale. The latter mix aligns with the direction of proposed national policy, which includes a mandated minimum level of delivery of the Government's new First Homes affordable home ownership product.
10. Please note that these mixes are optimistic and based on the average 35% affordable housing requirement, which in the emerging new Local Plan is assigned to the wider Weymouth area and tallies with the 35% requirement in the adopted Local Plan, rather than the 25% requirement in the emerging Local Plan for Weymouth Town Centre, with the assumption that housing delivery will be spread across the NA. These numbers are likely to represent maximum delivery, which will be lower if housing is primarily delivered in the town centre. It is also worth bearing in mind the recent record of delivery of affordable housing in Weymouth and Portland, which has been only 13% in 2018-19 and 2017-18 and 24% in 2016-17 via planning obligations and which has included no affordable housing delivery at all on exception sites since 2012. As the new Local Plan is currently still in draft and both it and delivery trends may change, we recommend that the group continue to monitor the progress of Dorset's new Local Plan and determine any proposed mix in conversation with the local authority.
11. Expected maximum delivery through planning obligations under neither mix is likely to deliver adequate affordable housing to meet all of the estimated needs for the NA. AECOM therefore recommend that the policy requirement be met wherever possible and that the group may wish to explore further avenues for delivering greater quantities of Affordable Housing. This could include, for example, through a use of community development orders, by identifying exception sites or by developing a community land trust. These are all tried and tested ways of boosting the supply of affordable housing above the minima indicated by Local Plan policy.
12. It is not recommended that the Local Plan policy requirement be exceeded in the neighbourhood plan because such steps are rarely accepted by planning inspectors on the grounds that an extremely high standard of justification is required which goes beyond the scope of this HNA, in particular around the issue of what level of Affordable Housing delivery can be financially viable in the NA. Raising the total percentage of Affordable Housing required could, furthermore, have the effect of discouraging new building from coming forward altogether. There is a possibility of arguing for adoption of a 35% affordable housing target in the Neighbourhood Plan while the currently adopted Local Plan is still in place, as well as a possibility of arguing for a 30% target for Weymouth town centre, in line with the potential ranges mentioned in Figure 4.2 of the emerging Local Plan. While this will not guarantee delivery, it could all be helpful to maximise affordable housing delivery in the NA. Should the group wish to consider such an option, it is advisable to discuss this with the LPA in the first instance. The information contained in this HNA could be used to inform the discussion.
13. The findings of this chapter on the potential for providing affordable and low-cost tenures across the Neighbourhood Plan area align with those of the latest SHMA for Weymouth and Portland. AECOM's affordable housing need calculations also use the SHMA's analysis and data as a starting point. The SHMA identified a net annual need for Weymouth and Portland, based on local housing market conditions, in line with the outputs of an adjusted model based on locally specific affordability assumptions (see SHMA table 5.14). This need was then disaggregated by size and type of home, identifying a predominant need for social/affordable rented properties (71%) as this relates to households who live in unsuitable housing and who cannot afford to access market rents. A proportion of households (29%) were also identified by the SHMA as being likely to afford affordable routes to home ownership such as shared ownership or discount home ownership. This results in a similar split as Mix 2 proposed above. The updated AECOM analysis judges the SHMA estimate of affordable housing need to be a reasonable minimum and that the full extent of

households who may be interested in affordable home ownership could potentially be much higher. However, the latter is a less urgent need as these households are, by and large, adequately housed in the private rented sector. They do not lack their own housing but would prefer to buy rather than rent.

1.2 Type and Size

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

1.2.1 Existing Housing Stock

15. In terms of the existing housing mix, in 2011 Weymouth was home to 23,360 households, living in 5,505 semi-detached, 6,689 terraced houses, and 6,594 flats. Overall, there are fewer detached properties in Weymouth than in Dorset overall and more terraced homes and flats. This type mix also tallies with the size mix in Weymouth, showing more smaller (1-3 room / 1-2 bedroom) properties and fewer very large (7-9 rooms / 4+ bedroom) homes than across Dorset. The most common size of home is 5 rooms / 3 bedrooms both for Weymouth and for Dorset.
16. The local authority's Annual Monitoring Reports for the period from 2012 to 2018, show that delivery in Weymouth and Portland was mainly concentrated on 2-3 bed houses, followed by 1-2 bed flats. Market houses permitted were more commonly 2-3 bed properties and affordable housing was mainly secured as 2 bed homes, with some 1 and 3 bed properties but no larger units at all. This suggests that since the 2011 Census, the prevalence of smaller over larger properties in Weymouth will have increased.

1.2.2 Demographics

17. In terms of age structure, the 2011 Census data reveals that Weymouth, when compared to Dorset, has a similar proportion of under 25s, a slightly higher proportion of 25-44 year olds, a similar proportion of 45-64 year olds and a slightly lower proportion of older people over the age of 65. However, the proportions of children, young and working age people are lower in Weymouth and Dorset than nationally, and the proportion of over 65s is higher. The intercensal data 2001-2011 points towards a decline in the proportion of young families with young children, a rise in families with older children and an increase in older persons as proportions of the population from 2001-2011. Overall, the population of Weymouth is showing an aging trend. This is not too dissimilar from the trends observed across Dorset and England as a whole, although over 85s have shown a much larger increase in Dorset and England than in Weymouth and the younger working age population (25-44) has shown a slight increase across England, compared to a 9% decline in Weymouth and Dorset.
18. In terms of the Weymouth household composition, this is very similar to that of the LA and the rest of the country, with 33% single households, 61% family households and 6% other households. The proportions of single households under the age of 65 and family households over the age of 65 are slightly higher in Weymouth. Between 2001 and 2011, the main changes in household composition were an increase in single households by almost 10%.
19. In terms of dwelling mix by age, the data shows that younger households occupy smaller housing, primarily with 2 bedrooms. The prevalence of 3 and 4 bedroom properties then increases steadily towards the 40-60 year age group. After this, the proportions of 1 and 2 bed properties rises again, with the popularity of 3 and 4 bed properties declining. However, these changes do not return households to the same situation as those under the age of 30. Over 85s occupy a similar size of home as 30-35 year olds. These trends are similar across the country, with households occupying increasingly larger homes as their families and incomes grow towards the middle of their life, and then becoming more likely to occupy a smaller home again later in life as children move out and the family earners retire. However, in older age, many households then under-occupy their home as the incentive to downsize out of their former family home is not sufficiently large.

1.2.3 Future Requirements

20. Over the plan period, the greatest increase in housing stock in Weymouth is required in middle sized homes of three- and two-bedrooms (48 and 35% respectively) with only minor additions of 7-9% needed to the stock in the smaller and larger 1 and 4 bedroom size categories. The lowest increase is required in the largest, 5 or more bedroom category

(0.5%). Therefore, new dwelling stock should provide some mix of all sizes of properties, but primarily deliver 2-3 bed properties. This dwelling mix in percentage terms stands alone from the overall quantity of housing needed or allocated over the Plan period, and could equally apply to windfall development, allocations beyond the plan period, or any other source of housing supply.

21. The SHMA findings generally concur with the findings of our HNA, adding some interesting information, for example projecting a decline in couple with children households and the largest growth being in lone parent households. The model also indicated that new owner-occupied accommodation should principally be 2-4 bedroom homes and new private rented housing should be 1-2 bedroom properties.

1.3 Specialist Housing for Older People

22. This analysis of the need for specialist housing for older people uses two projections, the first from AECOM's tenure-led projection and the second from Housing LIN recommendations. In comparing the outcomes of the tenure-led projections and the Housing LIN recommendations, it is important not to assume direct equivalence of the type of housing deemed suitable for those whose lives are limited 'a little' in Table 6-6 with 'sheltered housing' in Table 6-8 even though both types of housing address the needs of those with relatively limited support needs. This is because there is a range of housing suitable for this group of the population including mainstream housing, whereas the HLIN identifies only sheltered housing specifically.
23. A more accurate result, therefore, can be achieved by comparing the 1,029 dwellings identified in the tenure-led approach for those who require housing with care with the 1,374 specialist dwellings that emerge from the HLIN calculations. By contrast, the total 2,291 figure in the tenure-led projections is also based on those whose day-to-day needs are limited only a little, and whose housing needs therefore have the potential to be provided through adaptations to a conventional home.
24. For this reason, our recommendation would be to treat the outcome of these approaches as a range, with at least 1,029 specialist dwellings being required to service the needs of older people over the Plan period, and the projection of 1,374 dwellings functioning as an upper, more aspirational target, to be provided if other constraints allow.
25. While it is important to maximise the accessibility of all new housing, it is particularly important for specialist housing for older people to be provided in sustainable, accessible locations, for a number of reasons, as follows:
 - so that residents, who often lack cars of their own, are able to access local services and facilities, such as shops and doctor's surgeries, on foot;
 - so that any staff working there have the choice to access their workplace by more sustainable transport modes; and
 - so that family members and other visitors have the choice to access relatives and friends living in specialist accommodation by more sustainable transport modes.
26. Alongside the need for specialist housing to be provided in accessible locations, another important requirement is for cost effectiveness and economies of scale. This can be achieved by serving the specialist elderly housing needs arising from a number of different locations and/or neighbourhood plan areas from a single, centralised point (i.e. what is sometimes referred to as a 'hub-and-spoke' model).
27. It is considered that Weymouth is, in broad terms, a suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above. As such, there is potential for such accommodation to be provided within the Neighbourhood Plan area (while noting there is no specific requirement or obligation to do so if there is potential to meet need arising from Weymouth in other suitable locations near to but outside the Plan area boundaries). Where it is considered for any reason desirable to meet some of the specialist need outside the Neighbourhood Plan area boundaries, there will be a degree of overlap between the number of specialist dwellings to be provided and the overall dwellings target for the Neighbourhood Plan area itself.
28. Wherever specialist housing is to be accommodated, partnership working with specialist developers is recommended, so as to introduce a greater degree of choice into the housing options for older people who wish to move in later life.

2. Context

2.1 Local context

29. Weymouth is a Neighbourhood Plan area located on the Dorset coast. The Neighbourhood Area (NA) boundary comprises Weymouth administrative boundary¹ (although not the entire contiguous urban area) and was designated in May 2020.
30. The proposed Neighbourhood Plan period starts in 2021 and extends to 2038, therefore comprising a planning period of 17 years. This is the same as the plan period for the emerging Dorset Local Plan. At the time of writing this HNA, the Neighbourhood Plan is in the early phase of development, with Weymouth Town Council, who are leading its production, having secured a first grant and looking to form a steering group over the coming month. This HNA is the first piece of evidence being commissioned. The Town Council hopes to have a Neighbourhood Plan approved by 2023.
31. Weymouth is a seaside resort, the third largest settlement in Dorset and the largest town in the Dorset Unitary Council Area. It is dominated by lower-paid employment and has a significant amount of outward commuting to Dorchester and other areas for employment purposes. Unemployment and lower-paid work is a significant local issue. The 2019 Index of Multiple Deprivation (IMD)² shows that the area in and around Weymouth is in the 20% most deprived Lower Super Output Areas (LSOAs) in the country and some of the most deprived in Dorset, while other parts of Weymouth, particularly to the north, are more affluent and in the 20% least deprived category. This makes for a very varied Neighbourhood Plan area with significant contrasts. A number of Weymouth LSOAs feature in the most deprived in Dorset for all domains (categories), including employment, health and disability, barriers to housing and services, education and skills, crime, environment, children, older people. The housing deprivation domain relates to household overcrowding, threat of homelessness and difficulty in accessing owner-occupation due to income, as well as distance to services such as GP, shops, schools and post office.
32. The Weymouth local economy largely depends on tourism, the harbor and local visitor attractions. There are also a significant number of residents working in Defence and Aerospace, mostly employed at the Granby Industrial Estate in Chickerell but also on Portland and at Winfrith and Yeovil. Additionally, there are a large number of people working in the building and housing industry, many of whom commute out of Weymouth to work. The area is on the coast, and the floodplain of the River Wey runs through the town. The Dorset AONB lies to the north, and the Heritage Coast to the west. Parts of Weymouth lie within the East Devon and Dorset World Heritage Site (the Jurassic Coast) and parts of Weymouth are located within the Dorset AONB. The A354 road bridge connects Weymouth to Portland. Major roads include the A354 to Dorchester and Portland, the A353 running east from Weymouth to Warmwell and the A352 to Poole, and the B3157 running west to Bridport. The Weymouth rail station connects the town to London's Waterloo and Paddington stations, as well as Westbury, Bristol and other destinations. Local bus services link Weymouth to destinations including Portland, Dorchester and Poole; as well as including a route which links the towns and villages along the coastline as far as Exeter.
33. For Census purposes, the Neighbourhood Plan area is made up, like the rest of England, of statistical units called Output Areas (OAs) and Middle Layer Super Output Areas (MSOAs). The Plan area equates to the following seven MSOAs, which have been used throughout as a statistical proxy for the NA (Neighbourhood Area) boundary and which can be interrogated for data from both the 2001 and the 2011 Censuses:
- Weymouth and Portland 001: E02004281
 - Weymouth and Portland 002: E02004282
 - Weymouth and Portland 003: E02004283
 - Weymouth and Portland 004: E02004284
 - Weymouth and Portland 005: E02004285

¹ Weymouth includes Littlemoor; areas outside Weymouth but contiguous are included in Chickerell Ward.

² Available at <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019> and in a summary for Dorset Council available at <https://apps.geowessex.com/insights/Reports/Topic/Deprivation>

- Weymouth and Portland 006: E02004286
- Weymouth and Portland 007: E02004287

34. Please note that regarding data for Dorset as a whole, where data is available on a county basis, this includes the area of Christchurch. However, Dorset in its current unitary local authority boundary excludes Bournemouth, Christchurch and Poole. While this does not make a significant difference overall, we have endeavoured to use the data for the correct up to date local authority area wherever possible. In some cases, where no alternative was available, the data for the full county has been used. This is indicated in footnotes and the text where relevant.
35. The statistics show that in the 2011 Census the Neighbourhood Plan area had a total of 52,323 residents.
36. A map of the Plan area appears below in Figure 2.1.

Figure 2-1: Map of the Weymouth Neighbourhood Plan area³



Source: Dorset Council

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

³ Available at <https://www.dorsetcouncil.gov.uk/planning-buildings-land/planning-policy/west-dorset-and-weymouth-portland/neighbourhood-planning/pdfs/neighbourhood-plan/weymouth/weymouth-neighbourhood-area.pdf>

2.2 Planning policy context

38. In line with the Basic Conditions⁴ of neighbourhood planning, Neighbourhood Development Plans (NDPs) are required to be in general conformity with adopted strategic local policies.⁵ Consequently, the relevant elements of the Local Plan are reviewed as part of this Housing Needs Assessment (HNA).
39. In the case of Weymouth, the relevant local planning context is as follows:
40. The **adopted West Dorset, Weymouth and Portland Local Plan** (2011-2031)⁶ is one of five Local Plans currently adopted in Dorset, alongside Purbeck, North Dorset, East Dorset and Swanage Local Plans. Adopted in 2015, it is a joint local plan that forms the main basis for making decisions on planning applications and development in the area until 2031.
41. The **emerging Dorset Council Local Plan**⁷, which was published for Regulation 18 Consultation on the 18 January 2021, as a new local plan for the whole of Dorset. Adoption is expected in 2023.

2.2.1 Policies in the adopted local plan⁸

42. The adopted West Dorset, Weymouth and Portland Local Plan, in its settlement hierarchy as part of Policy SUS2, designates Weymouth as a “Main Town”. It recognises that Chickerell (which has its own Neighbourhood Plan⁹) and parts of Littlemoor form outlying parts of the urban area of Weymouth. Land to the North Of Littlemoor was put forward as a Development Area and lies within Bincombe Parish. However, these are not included in the designated Neighbourhood Plan area, which is therefore smaller than the contiguous urban area. The tight Neighbourhood Plan and administrative boundary also does not reflect the economic catchment and functionality of the area, with a considerable amount of out-commuting happening from Weymouth to Chickerell, Dorchester and other employment areas.
43. Weymouth, together with Dorchester, is designated by the Local Plan as one of the highest priority locations for new development. Within the defined development boundaries, residential, employment and other development to meet the needs of the local area will normally be permitted. Weymouth is the largest town in the Local Plan area. Housing supply for growth (on strategic housing allocation sites) in Weymouth is shown in Local Plan table 3.7 as being capable of accommodating 600+ units, to be delivered 2016-2031. Weymouth is also the location of two key employment sites, one of which showed as proposed in the adopted plan and one as under development.
44. Weymouth’s town centre is one of the five defined town centres in Dorset. The regeneration of the Weymouth town centre is expected to deliver at least 600 new homes and significant commercial opportunities. Weymouth town centre serves a wider catchment than the extent of the Neighbourhood Plan boundary. The local plan area as a whole, during the adopted plan period, has to meet a need for 15,500 new homes (775 dwellings per annum), and Weymouth is the location of some of the higher development pressures within Dorset.
45. While the adopted plan acknowledges that the area has an aging population and that Weymouth will, over the plan period, have a greater proportion of people with their day to day activities limited by long term health issues compared with England as a whole, it does not contain a specific policy on housing for older people which falls under Use Class C3 and would thus be subject to this Housing Needs Assessment (unlike care home accommodation, which is generally Use Class C2 and which is covered by Local Plan policy HOUS5). The Local Plan supporting text acknowledges that it is “important that new homes can adapt to the changing needs of occupiers. It is therefore the intention to work with stakeholders and the local community to develop an approach for adaptable and accessible development in accordance with government guidance. This will ensure inclusive and flexible designs which future proofs development and makes sure it is available to a wide section of the population” (paragraph 2.6.8).

⁴ Available at <https://www.gov.uk/guidance/neighbourhood-planning--2#basic-conditions-for-neighbourhood-plan-to-referendum>

⁵ However, this does not affect the potential for the evidence base underpinning the emerging local plan to inform or form part of the evidence base for the neighbourhood plan.

⁶ Available at <https://www.dorsetcouncil.gov.uk/planning-buildings-land/planning-policy/dorset-council-local-plan.aspx>

⁷ Available at <https://www.dorsetcouncil.gov.uk/planning-buildings-land/planning-policy/dorset-council-local-plan.aspx>

⁸ Note that only those policies considered relevant to this Housing Needs Assessment have been reviewed, and that the policies reviewed may have been edited for relevance and/or clarity. As such, this summary of relevant policies should not be considered a full summary of the Local Plan in question.

⁹ Available at <https://www.dorsetcouncil.gov.uk/planning-buildings-land/planning-policy/dorset-council-planning-policy/neighbourhood-plans-in-dorset/chickerell-neighbourhood-plan.aspx>

Table 2-1: Summary of West Dorset, Weymouth and Portland adopted policies having relevance to Weymouth Neighbourhood Plan Housing Needs Assessment

Adopted West Dorset, Weymouth and Portland Local Plan Policy	Provisions
SUS2 – Distribution of Development	The main towns of Dorchester and Weymouth (of which Chickerell and parts of Littlemoor form outlying parts) will be the highest priority locations for new development; Within the defined development boundaries, residential, employment and other development to meet the needs of the local area will normally be permitted. Outside defined development boundaries, development will be strictly controlled;
SUS5 – Neighbourhood Development Plans	i) Neighbourhood Development Plans should: <ul style="list-style-type: none"> • show how they are contributing towards the strategic objectives of this plan and be in general conformity with its strategic approach; • clearly set out how they will promote sustainable development in their area at the same level or over and above that which would otherwise be delivered through the local plan; • have due regard to information on local need for new homes, jobs and facilities, for their plan area and any outlying areas which they may serve; • demonstrate that they are credible, justifiable and achievable. This can be assisted by involving landowners, developers and service providers in their preparation.
HOUS1 – Affordable Housing	i) Where open market housing is proposed affordable housing will be sought, unless the proposal is for replacement or subdivision of an existing home. The level of affordable housing required reflects the viability of development land in the local area and will be 35% in Weymouth. ii) In most cases, where one or more affordable homes are being provided, these should be provided on the open market site. Financial contributions towards the provision of affordable housing will be required for any shortfall that cannot be delivered on the site. iv) Within any affordable housing provision, the councils will seek the inclusion of a minimum of 70% social / affordable rent and a maximum of 30% intermediate affordable housing, unless identified local needs indicate that alternative provision would be appropriate. v) The type, size and mix of affordable housing will be expected to address the identified and prioritised housing needs of the area and should be proportionate to the scale and mix of market housing, resulting in a balanced community of housing ... vi) Where there is an identified local need for specially designed affordable housing to cater for disabled people with particular needs, or affordable housing that can be easily adapted to meet a variety of such needs, developments should prioritise provision of this accommodation.
HOUS2 – Affordable Housing Exception Sites	i) Small scale sites for affordable housing adjoining settlements may be permitted provided that: <ul style="list-style-type: none"> • the council is satisfied that the proposal is capable of meeting an identified, current, local need within the town, local parish or group of parishes, which cannot otherwise be met; • the scheme is of a character, scale and design appropriate to the location; • there are secure arrangements to ensure that the benefits of affordable housing will be enjoyed by subsequent as well as initial occupiers.
HOUS3 – Open Market Housing Mix	i) Wherever possible, residential developments should include a mix in the size, type and affordability of dwellings proposed, taking into account the current range of house types and sizes and likely demand in view of the changing demographics in that locality.
HOUS5 – Residential Care Accommodation	This policy sets out requirements for new care accommodation and major extensions to existing residential care homes. Note that care homes usually fall under Use Class C2 Residential Institutions and are thus not part of a housing needs assessment, which generally covers the need for Use Class C3 (private dwellings) only. There is no policy within the adopted plan on C3 older persons housing.
ENV12 – The Design and Positioning of Buildings	ii) The council will work with stakeholders and the local community to develop an approach for adaptable and accessible homes in accordance with the latest government guidance.

Source: West Dorset, Weymouth and Portland Local Plan (2011-2031)

2.2.2 Policies in the emerging local plan¹⁰

46. The emerging Dorset Council Local Plan was published for consultation during the time of writing this HNA, on 18th January 2020. Consultation extends for an 8 week period until 15 March 2021. The new draft plan was published in a number of volumes and appendices. The ones most relevant to this HNA are as follows:
- Dorset Council Local Plan Options Consultation document – Volume 1 – Strategy and Topics (this part of the plan contains all the policies applicable to the whole local plan area);
 - Dorset Council Local Plan Options Consultation document – Volume 2 – Central Dorset (there are a number of Volume 2s, applying to different geographical areas within Dorset. Weymouth is included in the Central Dorset Volume 2 of the Plan);
 - Dorset Council Local Plan Options Consultation document – Appendices 1-5 (Appendix 2 contains the Neighbourhood Plan Housing requirement for Weymouth; Appendix 3 contains a list of developable sites including estimated capacity); and
 - Dorset Council Local Plan Options Consultation document – Appendix 6 part 1; and Appendix 6 part 2 (These appendix parts contain employment allocations and direct a significant amount of employment land towards Weymouth in the hope of creating jobs in the local area; Part 1 of the appendix is a list of allocations and part 2 contains the associated maps).

Table 2-2: Summary of emerging Dorset Council Local Plan policies having relevance to Weymouth Neighbourhood Plan Housing Needs Assessment

Emerging Dorset Council Local Plan Regulation 18 Publication relevant draft policy / supporting text	Provisions
Para 2.3.11	Settlement hierarchy - Tier 1 - Large built-up areas: In western Dorset this includes the county town of Dorchester and the coastal resort of Weymouth, which is the largest urban area in rural Dorset;
Draft Policy DEV3: Growth in the central Dorset functional area	In the central Dorset functional area, housing growth will be delivered: <ul style="list-style-type: none"> - at the county town of Dorchester, including through major urban extensions at Poundbury and North of Dorchester; - at the major coastal resort of Weymouth, including through town centre regeneration and a major urban extension at Littlemoor; - through regeneration within the settlements on Portland; - through the significant expansion of the town of Chickereil and the larger village of Crossways / Moreton Station and the smaller-scale expansion of the larger villages of Charminster and Puddletown; and - through windfall and infilling within existing settlements defined by local plan or neighbourhood plan development boundaries.
Figure 2.6 – Housing supply from allocations at settlements in Dorset’s functional areas	Weymouth potential supply of new homes from option sites is 550 units.
Draft Policy DEV1: The housing requirement and the need for employment land in Dorset	In the period 2021 to 2038 provision is made for: a deliverable supply of housing land to accommodate a minimum of 30,481 dwellings, which will be delivered at a minimum average annual rate of 1,793 dwellings per annum
Para 2.7.13-14	Neighbourhood plan sites are specific sites (including allocations) that have been identified for development in a ‘made’ or very well advanced neighbourhood plan. The housing supply from allocations in neighbourhood plans are included in this category. Allocations in future neighbourhood plans will also contribute to this source of housing supply. At 01 April 2019, it was estimated that there was a supply of 737 net additional homes from neighbourhood plan sites.

¹⁰ Note that only those policies considered relevant to this Housing Needs Assessment have been reviewed, and that the policies reviewed may have been edited for relevance and/or clarity. As such, this summary of relevant policies should not be considered a full summary of the Local Plan in question.

Emerging Dorset Council Provisions
Local Plan Regulation 18
Publication relevant draft
policy / supporting text

Draft Policy DEV9: Neighbourhood plans	Neighbourhood plans should be prepared to positively contribute to the local plan vision and strategic priorities and be in general conformity with its strategic policies; to identify the infrastructure needed to support development; and to ensure that the policies and proposals are deliverable. Where provision is made for housing, the housing requirement figure for a neighbourhood plan area, set out in appendix 2, should be met and where possible exceeded (see below).
Appendix 2, Table A2: Neighbourhood Plan Housing Requirement	Weymouth Total Neighbourhood Plan Housing Requirement is 3,225 units.
Draft Policy HOUS2: Affordable housing, Part I	Housing on major sites (that is of 10 or more dwellings) and sites of 5 to 9 net additional dwellings in 'designated rural areas' will contribute to the provision of affordable housing.
Draft Policy HOUS2: Affordable housing, Part II and Figure 4.2 Proportions of affordable housing requirements in the 3 zones	In Zone 3, which includes Weymouth Town Centre, there is a stated affordable housing requirement within the range of 25%; Zone 2, which applies to the remainder of the NA carries a requirement of 35%. The exact affordable housing percentages to be sought within each zone will be fixed through a detailed assessment of development viability within each area (Figure 4.2). Figure 4.2 states that 20-30% of the total number of dwellings on sites in Zone 3 should be affordable, and 30-40% in Zone 2, referring back to Policy HOUS2.
Draft Policy HOUS2: Affordable housing, Part V	The affordable homes should be provided at a maximum of 30% (but not less than 10%) affordable home ownership products; a minimum of 30% social rent; and a minimum of 40% affordable rent.
Draft Policy HOUS2: Affordable housing, Part VI	The type, size and mix of affordable housing on a development site should help to address the identified and prioritised affordable housing needs in the local area, resulting in a balanced community
Draft Policy HOUS3: Affordable housing exception sites	An affordable housing exception scheme will be permitted if: I. it is adjoining an existing settlement; II. the proposal is capable of meeting an identified local need for affordable housing within the settlement, parish or group of parishes where the scheme is located, including within the Green Belt, which cannot otherwise be met; III. the character, scale and design of the scheme is appropriate to the location and size of the existing settlement; and IV. there are secure arrangements to ensure the homes remain affordable in perpetuity.
Draft Policy HOUS4: Specialist purpose built accommodation	Proposals for specialist purpose built accommodation will be supported where they: - respond to an identified need in the immediate area; and - provide a range of tenures. (Please note there is also a separate policy HOUS5 for complex dementia and nursing care, but this is not applicable to Use Class C3 housing which is the subject of this HNA)

Source: Dorset Council Local Plan Regulation 18 Publication January 2021

2.2.3 Quantity of housing to provide

47. The NPPF 2019 requires, through paragraphs 65 and 66, Local Authorities to provide neighbourhood groups with a definitive or an indicative number of houses to plan for over the Neighbourhood Plan period. Dorset Council has fulfilled that requirement by providing Weymouth with an indicative figure of 3,225 dwellings to be accommodated within the Neighbourhood Plan area by the end of the Plan period.¹¹
48. Given that the NPPF requirement has already been fulfilled, the question of how many houses to plan for has been answered. It is therefore outside the scope of this Housing Needs Assessment. The issue of quantity has been excluded from the Research Questions (see Chapter 3 below).

¹¹ As per the newly published Local Plan, January 2020, Appendix 2: Neighbourhood Plan Housing Requirement, Table A2: Neighbourhood Plan Housing Requirement. However, please note that the emerging Local Plan is currently still in draft and may be subject to change as it progresses.

49. Note that the Government's August 2020 consultation proposals for 'Changes to the current planning system' include a temporary measure to lift the small sites threshold. This would mean that on sites of up to 40 or 50 units, developers would not need to contribute to Affordable Housing.¹² The purpose of this time-limited change (its duration is currently unknown) is to support small housebuilders as the economy recovers from the impact of Covid-19.
50. It is important to note here that the housing requirement for Weymouth of 3,225 is sufficiently high that even during the period in which this temporary change applies, sufficiently large sites may still be required to deliver Affordable Housing contributions. Turning to the known housing allocations for Weymouth (for example WEY2 – Weymouth town centre for 400+ units, with consent for 228 units included in Volume 2 of the emerging Local Plan), it is expected that at least some sites will meet this threshold.
51. When the temporary period ends, the Affordable Housing requirement in the NA will revert to the relevant adopted Local Plan policy, which, in this case, requires Affordable Housing contributions on all sites delivering more than 1 net additional dwelling (adopted HOUS1), or to the currently emerging policy once this is adopted, which requires affordable housing contributions from all sites delivering at least 10 net additional dwellings, or a minimum of 5 in designated rural areas (emerging HOUS2). It is also important to note that this temporary change does not impact sites allocated solely for Affordable Housing, or any Affordable Housing exception sites identified in the Local or Neighbourhood Plan. Finally, given that the Weymouth Neighbourhood Plan is yet to be made, it is possible that the temporary period will have already elapsed by the time that it comes into force. The neighborhood planners are advised to take note of this proposal as it evolves through the consultation process.

¹² Available at: <https://www.gov.uk/government/consultations/changes-to-the-current-planning-system>

3. Approach

3.1 Research Questions

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

3.1.1 Tenure and Affordability

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

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

3.1.2 Type and Size

56. The neighbourhood planning group is seeking to determine what size and type of housing would be best suited to the local community. One of the specific issues which the group has reported on to AECOM is the presence of a large number of single person households, often male and some of them ex service men in Weymouth, and the need to appropriately and affordably accommodate them.
57. The aim of this research question is to provide neighbourhood planners with evidence on the types and sizes needed by the local community. This will help to shape future development so that it better reflects what residents need.

RQ 2: What type (terrace, semi, bungalows, flats and detached) and size (number of bedrooms) of housing is appropriate for the Plan area over the Neighbourhood Plan period?

3.1.3 Specialist Housing for Older People

58. The neighbourhood planning group wishes to ensure that future housing provision takes into account the needs of older people, as Weymouth's population is aging. In terms of housing, the group is particularly interested in how those needs might be met through a variety of solutions – including mainstream housing which meets the needs of households at all life stages and specialist accommodation which promotes independent living and access to care and support. There is significant overlap between this area and the question of housing type and size, but this question will specifically address the need for specialised housing for older people through the Plan period.

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

3.2 Relevant Data

3.2.1 Local authority evidence base

59. It is appropriate for neighbourhood planners to refer to existing needs assessments prepared by the Local Planning Authority (LPA) as a starting point. As Weymouth Neighbourhood Area is located within Dorset Council's planning area, we therefore turned to the latest relevant Strategic Housing Market Assessment (SHMA), which is the West Dorset and Weymouth & Portland Councils Strategic Housing Market Assessment 2014 Part 1 and 2¹³.

¹³ Available at <https://www.bridport-tc.gov.uk/wp-content/uploads/2019/04/SHMA-part-2-July-2014.pdf> and <https://www.bridport-tc.gov.uk/wp-content/uploads/2019/04/SHMA-part-1-July-2014.pdf>

60. Other relevant documents originally produced for the SHMA include a summary report for the Dorchester Weymouth Housing Market Area (HMA)¹⁴ and a Main Evidence Base document for the two HMAs identified in the SHMA¹⁵. However, they were produced in 2008 and are therefore now very out of date. Since the adoption of the current Local Plan in 2015, the Council has also produced a range of housing monitoring data, including a five-year housing land supply report for the Weymouth Housing Market area, published in 2020¹⁶. The latter concluded that:
- For the period of 2019 to 2024, the councils do not have sufficient supply to meet the government's five-year supply requirement and can only demonstrate a supply of deliverable sites equivalent to 4.83 years;
 - New monitoring information for 2018/19 monitoring year shows a slight worsening of the situation from the previous year mainly due to the tougher deliverable site test now in the NPPF;
 - The shortfall in supply is marginal with the increase in deliverable planning permissions reflective of the councils' proactive management of delivery on sites; and
 - The council also recorded a completion level above the target in the monitoring period 2018/19 with 925 completions against the 775 per annum housing target.
61. For the purpose of this HNA, data from Dorset Council's own evidence base to support their housing policies has been considered applicable and relevant unless it conflicts with more locally specific and/or more recently produced evidence. The housing market evidence draws upon a range of data including population and demographic projections, housing market transactions, and employment scenarios. As such, it contains a number of points of relevance to determining housing need within the Neighbourhood Plan area and has been referenced as appropriate.

3.2.2 Other relevant data

62. In addition to the Dorset Council evidence base, we have assessed other evidence to ensure our study is robust for the purposes of developing policy at the NP level and is locally specific. This includes data from both Census 2001 and 2011, as well as from a wide range of other data sources, including:
- Land Registry data on prices paid for housing within the local market;
 - Population and household projections produced by the Office of National Statistics (ONS);
 - Information on current property asking prices, for housing for sale or rent, from [home.co.uk](https://www.zoopla.co.uk/);
 - The Housing Learning and Improvement Network (LIN)'s SHOP@ tool for estimating the need for differing types of specialist dwellings for older people; and
 - The local authority's Annual Monitoring Reports and Housing Waiting List.
63. Please note that a Weymouth Neighbourhood-level survey and consultation work is still ongoing at the time of writing this HNA and was therefore not yet available to AECOM to take into account.

¹⁴ Available at <https://www.dorsetcouncil.gov.uk/planning-buildings-land/planning-policy/west-dorset-and-weymouth-portland/evidence-base/pdfs/housing/dorchester-weymouth-strategic-housing-market-assessment-shma-final-summary-report.pdf>

¹⁵ Available at <https://www.dorsetcouncil.gov.uk/planning-buildings-land/planning-policy/west-dorset-and-weymouth-portland/evidence-base/pdfs/housing/dorchester-weymouth-strategic-housing-market-assessment-shma-final-summary-report.pdf>

¹⁶ Available at <https://www.dorsetcouncil.gov.uk/planning-buildings-land/planning-policy/west-dorset-and-weymouth-portland/evidence-base/pdfs/monitoring/20200313-five-year-supply-wddc-and-wpbc-final.pdf>

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

RQ1: What Affordable Housing (e.g. social housing, affordable rented, shared ownership, intermediate rented) and other market tenures should be planned for in the housing mix over the Neighbourhood Plan period?

4.1 Introduction

64. This section examines the tenure of dwellings in the current stock and recent supply. It then considers the affordability of housing within the area to local households. Drawing on existing evidence and AECOM's estimates for the neighbourhood area, this section quantifies the need for affordable housing within the NA. This includes Affordable Housing for rent (typically social or affordable rents) and Affordable Housing to buy. The scale of need for these homes can justify policies that guide new developments to provide Affordable Housing.¹⁷

4.2 Definitions

65. Tenure refers to the legal arrangements in place that enable a household to live in their home; it determines householder rights and influences the level of payments to be made in return for these rights. Broadly speaking, tenure falls into two categories, Affordable Housing and Market Housing, depending on whether the household benefits from a subsidy of some sort to enable them to live in their home.
66. It is necessary at this stage of the study to make clear the distinction between Affordable Housing as planning terminology and the colloquial meaning of the phrase. In the course of this study, we refer to Affordable Housing, with capital letters, to denote those forms of housing tenure that fall within the definition of Affordable Housing set out in the current NPPF: social rent, affordable rent, affordable private rent (brought forward by build to rent schemes), and forms products designed to offer affordable routes to home ownership.¹⁸
67. The definition of Affordable Housing set out in the NPPF makes clear the Government's commitment to home ownership (broadening a definition which had previously referred only to social and intermediate housing to include a range of low-cost housing opportunities for those aspiring to own a home). As part of this effort, the Government has recently proposed to introduce First Homes to provide at least a 30% discount on new market housing for sale.¹⁹ However, the NPPF and Homes England funding for Affordable Housing recognises the important role of affordable rent tenures for those unable to afford home ownership.

4.3 Current tenure profile

68. The current tenure pattern is a key characteristic of the local neighbourhood area. Patterns of home ownership, private renting and affordable/social renting reflect demographic characteristics including age (with older households more likely to own their own homes), and patterns of income and wealth which influence whether households can afford to rent or buy and whether they need subsidy to access housing. Table 4-1 below presents Census data from 2011; this table shows the distribution of how households occupy their homes within Weymouth, compared to the rest of Dorset and England.
69. The most common tenure in Weymouth, as across Dorset and the country as a whole, is home ownership (applicable to 67% of households). This is a slightly higher percentage than nationally (63%) and a slightly lower percentage than across Dorset (72%). Shared ownership makes up the smallest part of the local tenure profile (0.6%), as is also typical regionally and nationally. Private renting, as the second most popular tenure in Weymouth, is the tenure of 18% of households, while Social Renting is the tenure of 14% of households. Private renting is more common in Weymouth than across Dorset, at a more similar percentage to that found nationally. Social renting is more akin to the Dorset profile, lower than the national percentage.

¹⁷ PPG Paragraph: 021 Reference ID: 2a-021-20160401, available at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

¹⁸ NPPF 2019.

¹⁹ The latest consultation proposals, published in August 2020, state that 'The minimum discount for First Homes should be 30% from market price which will be set by an independent registered valuer' and 'Local authorities will have discretion to increase the discount to 40% or 50%. This would need to be evidenced in the local plan making process.'

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

Tenure	Weymouth	Dorset ²⁰	England
Owned; total	66.5%	72.0%	63.3%
Shared ownership	0.6%	0.7%	0.8%
Social rented; total	13.7%	12.4%	17.7%
Private rented; total	18.0%	13.3%	16.8%

Sources: Census 2011, AECOM Calculations

70. In Table 4-2, we note the changes in tenure during the intercensal period. The largest increase for Weymouth (75%) was in private renting, similarly to across Dorset and England as a whole. Also similar for all three areas was a significant percentage increase in shared ownership as a tenure, by 59% in the case of Weymouth. However, in total, this still makes up a very small share of households after 2011, as shown above. At the same time, social renting has increased its share, by just under 10% and owner occupation has declined slightly, by 4%. However, it remains by far the most popular tenure, both in 2001 and in 2011.

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

Tenure	Weymouth	Dorset ²¹	England
Owned; total	-4.1%	2.0%	-0.6%
Shared ownership	59.3%	45.1%	30.0%
Social rented; total	9.5%	9.5%	-0.9%
Private rented; total	75.2%	84.9%	82.4%

Sources: Censuses 2001 and 2011, AECOM Calculations

4.4 Affordability

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

4.4.1 House prices

73. 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.
74. **Error! Reference source not found.** on the following page looks at selected measures of house prices in Weymouth. It shows that prices have generally increased from 2011-2020, although not steeply. The trajectories of average house price increases in Weymouth have generally been similar for the mean, median and lower quartile prices, with the only exception being a spike in mean prices, which slightly widened the gap between mean and median prices, in 2013. This was remedied by mean prices dipping again in 2014. Lower quartile prices, by definition, are the lower of the three measures. The mean (average) was consistently higher than the median, and the most volatile of the measures.
75. The median (the “middle” value in the list of house prices arranged from least to most) has shown a similar but slightly lower trajectory than the mean (average). This is the characteristic of a housing market which has a slightly larger number of house prices at the lower end and slightly fewer house prices at the higher end. This would seem to fit with

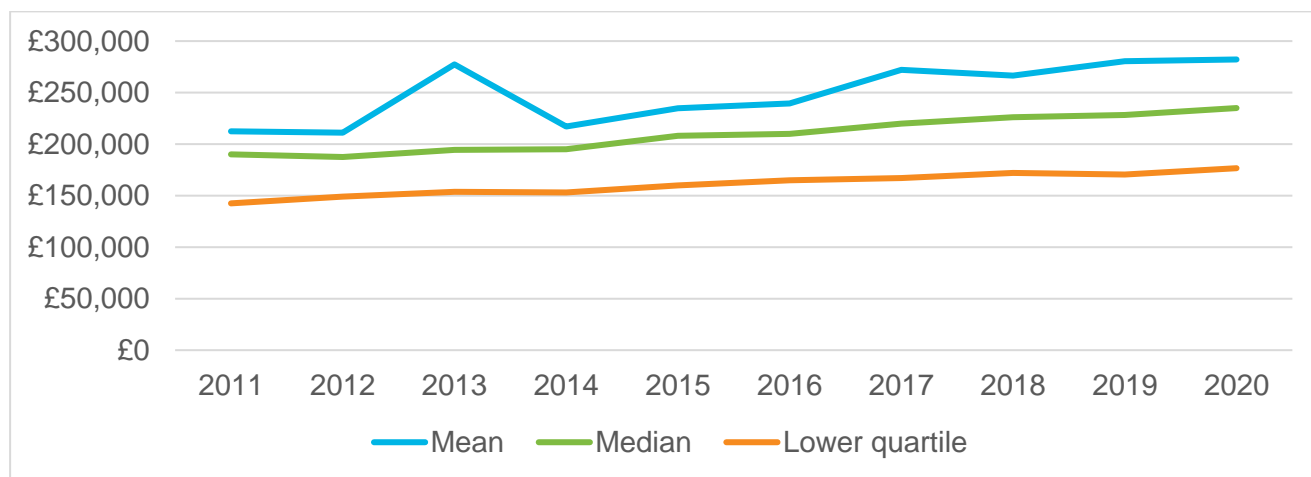
²⁰ Data only available at former Dorset County level rather than at Dorset Local Authority level.

²¹ Data only available at former Dorset County level rather than at Dorset Local Authority level.

the general profile of Weymouth. In this case, the median, which is the middle number when you sort the data from smallest to largest, lies in the lower range of values (where more of the house prices are).

- 76. Because the mean captures the average of all the house prices, both high and low, the few outlying data points on the high end (as in, the smaller number of more expensive homes) cause the mean to increase, making it higher than the median.
- 77. PPG makes clear that lower-quartile house prices may be used as a benchmark for entry-level home prices.²² Entry-level properties are typically those with one or two bedrooms – either flats or houses. In the case of Weymouth, lower quartile prices are just under £50,000 lower than average house prices in 2011, with the gap widening slightly in recent years, to being closer to a £60,000 difference in 2020.

Figure 4-1: House prices by quartile in Weymouth between 2011 and 2020



Source: Land Registry PPD

- 78. flats were selling for just under half the price of a detached property in 2001. By 2020, the price differences between a flat and detached house had become more pronounced, with the average detached house almost two and a half times as expensive as the average flat. This is because prices of flats have risen by only £21,000 on average (15%), while prices of semi-detached and detached properties have risen by an average of £63,000 and £76,000 (31% and 18% respectively). Terraced house prices have risen at a lower rate, closer to that of flats, by just above £32,000 (18%). The average rate of house price increase across all types was 33% or £69,622.
- 79. The fact that the average price growth across all types is higher than for any of the individual type categories can be explained by two facts: Firstly, an increasing proportion of more detached and semi-detached homes in the market compared to terraced homes and flats over time; and secondly by the fact that the mean for all properties is skewed more by the most expensive property sales (most likely in the detached category).
- 80. Table 4-3 below breaks down house prices by type of house as recorded by Land Registry Price Paid Data (PPD). It shows that flats were selling for just under half the price of a detached property in 2001. By 2020, the price differences between a flat and detached house had become more pronounced, with the average detached house almost two and a half times as expensive as the average flat. This is because prices of flats have risen by only £21,000 on average (15%), while prices of semi-detached and detached properties have risen by an average of £63,000 and £76,000 (31% and 18% respectively). Terraced house prices have risen at a lower rate, closer to that of flats, by just above £32,000 (18%). The average rate of house price increase across all types was 33% or £69,622.
- 81. The fact that the average price growth across all types is higher than for any of the individual type categories can be explained by two facts: Firstly, an increasing proportion of more detached and semi-detached homes in the market compared to terraced homes and flats over time; and secondly by the fact that the mean for all properties is skewed more by the most expensive property sales (most likely in the detached category).

²² See Paragraph: 021 Reference ID: 2a-021-20190220, available at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

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

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	PRICE GROWTH
Detached	£299	£291	£294	£313	£333	£342	£363	£378	£369	£376	25%
Semi-Detached	£199	£218	£211	£222	£231	£245	£263	£271	£254	£262	31%
Terraced	£185	£172	£177	£179	£191	£201	£209	£213	£214	£218	18%
Flats	£139	£151	£163	£153	£175	£173	£166	£155	£161	£160	15%
All Types*	£213	£211	£277	£217	£235	£240	£272	£266	£280	£282	33%

Source: Land Registry PPD

4.4.2 Income

82. Household incomes determine the ability of households to exercise choice in the housing market, and consequently the level of need for affordable housing products. Two sources of data are used to examine household incomes in the NA.
83. The first source is locally specific but limited to the average total household income and the median net annual household income before housing costs (or take-home pay). This source is the average household income estimates published by ONS²³ at the level of the Middle-layer Super Output Area (MSOA)²⁴. In the case of Weymouth, the seven MSOAs most suitable for use as a proxy for the Neighbourhood Plan area boundary are the MSOAs Weymouth and Portland 001- 007. Further details on the extent of these MSOAs, including a map, and why they were selected as a proxy for the Neighbourhood Plan area, are set out in Appendix A.
84. The average total household income before housing costs (equalised) across these seven MSOAs equating to the Neighbourhood Area in 2018 was £39,929. This figure is typically used by mortgage lenders to assess a household's ability to afford to borrow.²⁵
85. The second source of data is Lower Quartile (LQ) average earnings. This is helpful for understanding affordability challenges among those with lower than average earnings. However, this data relates to individual earnings and whilst this is an accurate representation of household incomes where households have one earner, it does not represent household income where there are two people earning. It is also only available at the County level.
86. It is derived from ONS annual estimates of paid hours worked and earnings for UK employees to local authority level. Although 2019 provisional data has been published, the revised 2018 data is considered more robust and is therefore used here.
87. Dorset's gross LQ weekly earnings for 2018 was £283.56, or approximately £14,745 per year.²⁶ This is the LQ income before taxes (or benefits) for individual earners and so only correlates with the measure of household incomes above for single-person households. To estimate the income of LQ-earning households with two earners, the annual income is doubled, to £29,490.

4.4.3 Affordability Thresholds

88. In order to gain a clearer understanding of local affordability, it is also useful to understand what levels of income are required to afford different tenures. This is done using 'affordability thresholds'. Purchase thresholds denote the

²³Available at

<https://www.ons.gov.uk/peoplepopulationandcommunity/personalandhouseholdfinances/incomeandwealth/bulletins/smallareamodelbasedincomeestimates/financialyearending2016>

²⁴ An MSOA is a statistical area defined for Census purposes. For further information on MSOAs, see

<https://www.ons.gov.uk/methodology/geography/ukgeographies/censusgeography>

²⁵ Total annual household income is the sum of the gross income of every member of the household plus any income from benefits such as Working Families Tax Credit.

²⁶ Data only available at former Dorset County level rather than at Dorset Local Authority level.

standard household income needed to access mortgage products, and income thresholds denote the maximum share of a family's income that should be spent on accommodation costs.

89. AECOM has determined thresholds for the income required to buy a home in the open market (average and entry-level prices), and the income required to afford private rent and the range of Affordable Housing tenures as set out in NPPF. These calculations are detailed in Appendix A. The key assumptions made in assessing the affordability of different tenures are explained alongside the calculations, but it is worth noting here that we have assumed that the maximum percentage of household income that should be spent on rent is 30% and that mortgage financing will be offered at a maximum of 3.5 times household income.
90. Table 4-4 shows the cost of different tenures and the annual income required to support these costs within Weymouth. The 'income required' column is the annual income needed to support ongoing housing costs, but does not reflect the cost of a deposit (which we have assumed to be 10% of the value to be purchased) or the possibility that households able to access market housing for purchase may already hold equity from an existing property.

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

Tenure	Mortgage Value	Rent	Income required	Affordable on mean incomes?	Affordable on LQ 1 incomes?	Affordable on LQ 2 incomes?
Market Housing						
Median House Price	£211,500	-	£60,429	No	No	No
LA New Build Mean House Price ²⁷	£354,413	-	£101,261	No	No	No
LQ/Entry-level House Price	£158,963	-	£45,418	No	No	No
Average Market Rent	-	£11,313	£37,709	Yes	No	No
Entry-level Market Rent	-	£10,178	£33,925	Yes	No	No
Affordable Home Ownership						
Discounted Market Sale (-20%)	£188,000	-	£48,343	No	No	No
Discounted Market Sale (-30%)	£164,500	-	£42,300	No	No	No
Discounted Market Sale (-40%)	£141,000	-	£36,257	Yes	No	No
Discounted Market Sale (-50%)	£117,500	-	£30,214	Yes	No	No
Shared Ownership (50%)	£117,500	£2,938	£40,006	No	No	No
Shared Ownership (25%)	£52,875	£4,406	£29,795	Yes	No	No
Affordable Rented Housing						
Affordable Rent	-	£6,419	£25,678	Yes	No	Yes
Social Rent	-	£4,986	£19,943	Yes	No	Yes

Source: AECOM Calculations

91. The income required to afford the different tenures is then benchmarked in Table 4-5 against the three measurements of household income set out above. These are the average total household income across the seven MSOAs making up the Neighbourhood Area at £39,929 and the lower quartile gross earnings for Dorset County for single-earners at £14,745 and dual-earning households at £29,490.
92. Taking into consideration the affordability thresholds set out above, it is apparent that the income of £60,429 required to buy an average market home for sale is considerably higher than what would be expected to be available to those on average household incomes in the area. The income required to buy an average entry-level home for sale of

²⁷ Data only available at former Dorset County level rather than at Dorset Local Authority level.

£45,418 is in turn considerably higher than the average income of those on lower quartile household incomes, and also higher than the average income in the area.

93. The inability of those on lower quartile earnings to afford any of the tenures except affordable or social rent, including entry-level market sale prices or rents, suggests that in Weymouth, housing is too expensive for many local people to afford, without the recourse to benefit or publicly subsidised affordable housing. Those on average incomes in Weymouth can also not afford to buy their own home, even if this is a smaller entry level property.
94. Government policy aimed at tackling the housing crisis continues to attach high priority to helping those on modest incomes and others who are unable to afford market housing for purchase, such as younger buyers, to access affordable routes towards homeownership²⁸. In the case of Weymouth, the figure below suggests that the most appropriate tenures to help implement this policy goal locally are either through shared ownership at 25% or through a discount market sale scheme, which would have to offer a discount of 35-40%. 20 or 30% discount market sale schemes or 50% shared ownership would still be unaffordable on average incomes in Weymouth (although shared ownership at 50% is only marginally unaffordable, requiring an income of £40,006, while average incomes are only very slightly lower £39,929).
95. Table 4-5 shows that households with incomes between £33,925 and £45,418 are able to rent in the market but unable to buy. These households may need affordable home ownership options. In the case of Weymouth, this includes everyone at average incomes or below, and even some households on above average earnings. There are a range of affordable routes to home ownership tenures, i.e. those aimed at households unable to afford to buy in the market. With regard to these products and the discounts required, the following observations can be made:
 - The minimum discount on the average market sale price required to enable households on average incomes to afford to buy in Weymouth is 34%.
 - Whether discounted market sale is affordable will depend whether properties are priced in relation to average, new build or entry level homes so developers will view discounts differently. New build homes are often more expensive than properties for sale in the second-hand stock. Please note that as it was not possible to provide robust new build prices at the NA level, LPA prices have been used instead.
 - Discounts on new build or average prices may make homes no more affordable than entry level properties in the existing stock. In Weymouth, a discount of 61% would be required on the LPA level mean new build house price, to be affordable to those on average Weymouth incomes.
 - The products which would extend homeownership to the widest group in Weymouth would be shared ownership at 25% or through a discount market sale scheme, which would have to offer a minimum discount of 34%.
 - Discounted market sale homes may be unviable to develop if the discounted price is close to (or below) build costs. Build costs vary across the country but as an illustration, the build cost for a 2-bedroom home (assuming 70 sq m and a build cost of £1,500 per sq m) would be around £105,000.²⁹ This cost excludes any land value or developer profit. This, in the case of Weymouth, indicates that sufficient discounts might be possible to make homes affordable for those on average incomes, however not for those on lower quartile incomes.
 - The Government's proposed First Homes product would provide a minimum discount of 30% on new homes. New build prices are not available at the neighbourhood level because the number of transactions is too low. However, median average prices provide a reasonable proxy for the price of new homes. In Weymouth a 30% discount on average prices would not be sufficient to extend home ownership to households on average incomes.
 - The income required to access Rent to buy is the same as that required to afford market rents. In Weymouth this would be an income of £37,609. Therefore, Rent to Buy is likely to be one of the affordable routes to home ownership for those on average incomes in Weymouth. Rent to buy would not be affordable to those on lower quartile incomes, even on two incomes and for an entry level home.

²⁸ See the White Paper 'Fixing Our Broken Housing Market', at https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/590464/Fixing_our_broken_housing_market_-_print_ready_version.pdf

²⁹ This estimate is included for illustration purposes. £1,500 build cost per sq m is a reasonable estimate of current costs (mid 2020); 70 sq m for a 2 bedroom property is consistent with the Government's Nationally Described Space Standards

- Neighbourhood Plans and Neighbourhood groups have little control or influence over discounts achieved on market sale properties, but the LPA has a role in this. The LPA already recognises the need for Affordable Housing for rent as well as for sale, as per adopted policy HOUS1 part iv which requires that “within any affordable housing provision, the councils will seek the inclusion of a minimum of 70% social / affordable rent and a maximum of 30% intermediate affordable housing, unless identified local needs indicate that alternative provision would be appropriate”. The emerging Local Plan draft policy HOUS2 part v requires that affordable homes should be provided at a maximum of 30% (but not less than 10%) affordable home ownership products; a minimum of 30% social rent; and a minimum of 40% affordable rent.
 - The group mentioned anecdotal evidence regarding an issue of local households currently in their first own home, struggling to purchase follow-on accommodation as their household grows, particularly if they were only able to purchase their first home with the help of a government scheme to promote home ownership but when no similar assistance is available to enable them to move on once their first home becomes too small for their growing household. This would speak for the appropriateness in Weymouth of promoting affordable home ownership products that are flexible and not restricted to first time buyers, but rather restricted on the basis of income.
96. Table 4-5 below shows what discounts are required in order for properties to be affordable to households on average incomes. The discount required for new homes to be affordable to households on average incomes, at 34%, is higher than the 30% discount envisaged by government in the First Homes product, but not as high as in some parts of the country. A discount of only 12% would be required to entry level sale prices to make them affordable on average incomes. However, new homes are unlikely to be built at these prices and more likely to sell at higher than average resale prices or higher. The discount that would be required on the price of a local authority average price new build home would be as much as 61% to make it affordable on average Weymouth prices.
97. The latest Government consultation on ‘Changes to the current planning system’³⁰ proposes that Local Authorities will have discretion to increase the discount on First Homes to 40% or 50%, but that this would need to be evidenced in the Local Plan making process. Although it is expected that the decision to require a higher discount and the evidence supporting it would be undertaken at district- or borough-wide level, the evidence presented in this HNA may be helpful in advancing that discussion. The evidence gathered here suggests that seeking a higher discounts of 35% or more would certainly be justified in Weymouth.

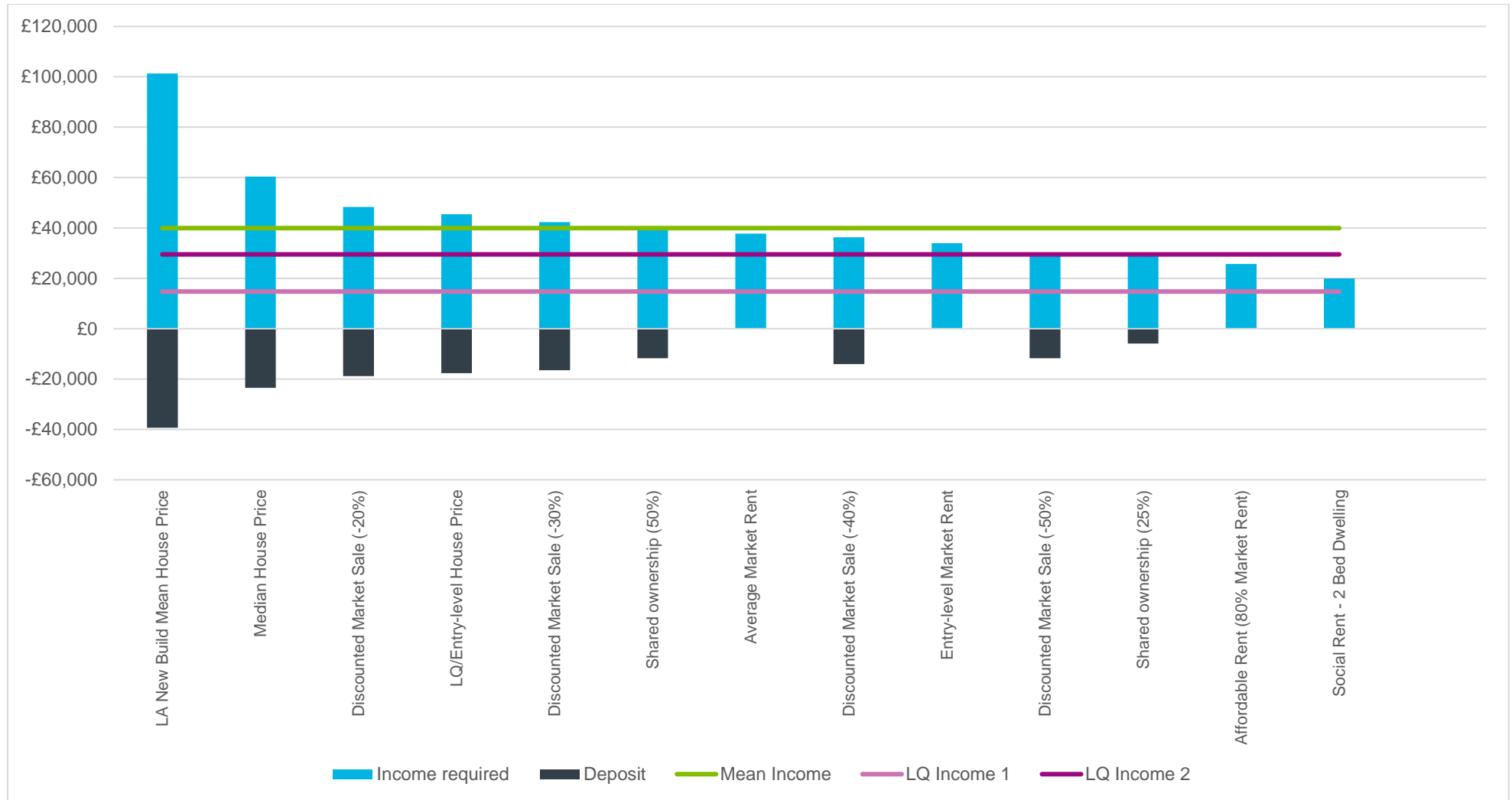
Table 4-5: % Discount on Sale Price Required for Households on Mean Incomes to Afford

Mean household income in NA:	£39,929
Tenure/ product:	Discount on sale price required:
- <i>Market sale (Average)</i>	34%
- <i>New build market sale (Average for LA)</i>	61%
- <i>Entry level sale (LQ)</i>	12%

Source: Land Registry PPD; ONS MSOA total household income

³⁰ Available at: <https://www.gov.uk/government/consultations/changes-to-the-current-planning-system>.

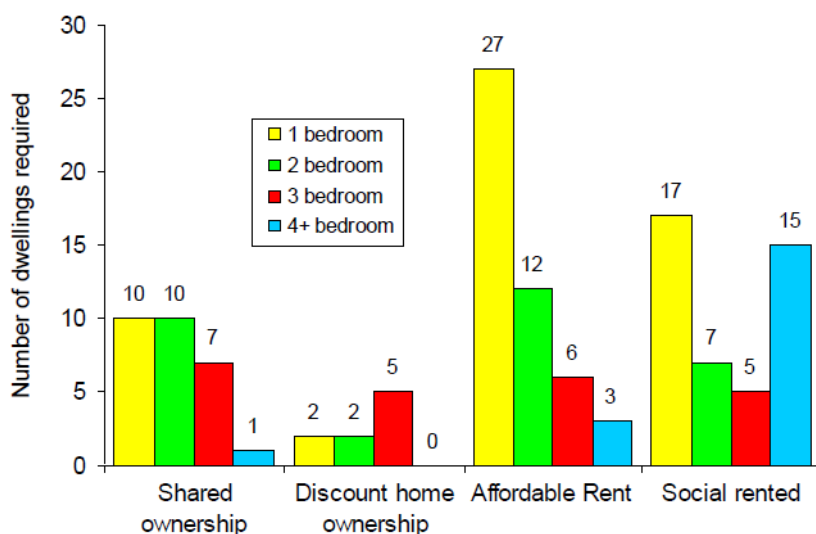
Figure 4-2: Affordability thresholds in Weymouth (income required, £)



Source: AECOM Calculations

4.5 Affordable housing- quantity needed

98. The starting point for understanding the need for affordable housing in Weymouth is the relevant Strategic Housing Market Assessment (SHMA). A SHMA was undertaken for the Weymouth & Portland and West Dorset Councils in 2014. This study estimates the need for affordable housing in the HMA, based on analysis of the Councils' waiting lists and analysis of other data sets in line with Planning Practice Guidance at the time. Despite now being a number of years old, the very positive and unusual aspect of this SHMA is that it breaks all of its need estimates down into fairly detailed geographies. In the case of Weymouth, this relevant geography is Weymouth and Portland, the vast majority of which is taken up by the Weymouth NA.
99. The SHMA identifies a net annual need of 130 affordable units for Weymouth and Portland, based on local housing market condition, in line with the outputs of an adjusted model based on locally specific affordability assumptions (see SHMA table 5.14). This need is then disaggregated by size and type of home as follows (see SHMA figure 5.2):
- 22% require shared ownership
 - 7% require discount home ownership
 - 37% required affordable rent and
 - 34% required social rent.
100. This need is therefore largely for social/affordable rent (71%) as it relates to households who live in unsuitable housing and who cannot afford to access market rents. A proportion of these households (29%) are deemed as likely to be able to afford shared ownership or discount home ownership, because in some cases this is more affordable than market rents, especially when available at a share of 25%. This is definitely still true for Weymouth today, in line with our updated affordability analysis above.
101. The affordable housing need in the SHMA is further broken down into the suggested size of units needed:



Source: Extract from SHMA figure 5.2 – Net annual requirement for affordable housing – Weymouth and Portland

102. The 2011 Census indicated that in 2011 the population of the Borough of Weymouth and Portland was 65,167. The Census further shows a population for the NA of Weymouth of 52,323 residents. Therefore, the population of the Weymouth NA makes up 80.29% of the total Weymouth and Portland population used as the basis for the SHMA calculations of affordable housing need.
103. When the SHMA figures are pro-rated to Weymouth based on its fair share of the population figure used (80.29% of the total Weymouth and Portland population), this equates to roughly 104.4 affordable homes needed per annum (predominately for social/affordable rent) or 1,774 homes over the 17 year Neighbourhood Plan period from 2021-2038. If we use the tenure split percentages proposed by the SHMA, based on its needs analysis, this would suggest a net need for 74.124 homes per year for social/affordable rent (1,260 over 17 years) and 30.276 homes per year as affordable housing for sale (515 over 17 years).

104. To compare with this prorated SHMA figure, AECOM have also looked at some more up to date waiting list information available from the local authority. It should be noted that these figures are largely dependent on information provided by Dorset Council in its capacity as manager of the local housing waiting list. The current number of households on the council's Affordable Housing register / waiting list who live in the Weymouth Neighbourhood Plan area or have a local connection is 1,401. This can be broken down as follows:

- Single/couple requiring 1 Bed: 821
- Family requiring 2 Bed: 352
- Family requiring 3 Bed: 170
- Family requiring 4 Bed 47
- Family requiring 4+ Bed: 11
- **Total:** **1,401³¹**

105. There are therefore currently about 1,401 households in Weymouth unable to access affordable rented homes suitable to their needs. Based on household projections, current levels of social renting and housing benefits in the area, a further number of households will fall into need per year over the plan period. A proportion of this need will be housed in local affordable housing relets. While the local stock of affordable housing in the area is reasonably ample, not all of the large number of households currently showing as in need of social / affordable renting and likely to fall into need over the plan period are likely to be housed through re-lets.

106. Based on the detailed geographies used by the SHMA, on the fact that its analysis includes need for rented as well as for sale affordable housing, and that its assumptions tally with the more recent data used in our HNA, we therefore believe the estimate of affordable housing need for rent prorated from the SHMA to be reasonable.

107. AECOM have furthermore looked at more up to date information to check against the affordable housing for sale estimates in the SHMA. Table 4-6: Estimate of the potential demand for affordable housing for sale in Weymouth

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current number of renters in NA	5116.1	Census 2011 number of renters * national % increase to 2018
1.2 Percentage renters on housing benefit in LA	35.7%	% of renters in 2018 on housing benefit
1.3 Number of renters on housing benefits in NA	1828	Step 1.1 * Step 1.2
1.4 Current need (households)	2465.8	Current renters minus those on HB and minus 25% assumed to rent by choice
1.5 Per annum	145.0	Step 1.4 divided by plan period
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	451.5	LA household projections for plan period (2018 based) pro rated to NA
2.2 % of households unable to buy but able to rent	66.2%	(Step 1.4 + Step 3.1) divided by number of households in NA estimated in 2020
2.3 Total newly arising need	299.0	Step 2.1 * Step 2.2
2.4 Total newly arising need per annum	23.0	Step 2.3 divided by plan period
STAGE 3: SUPPLY OF AFFORDABLE HOUSING		
3.1 Supply of affordable housing	136	Number of shared ownership homes in NA (Census 2011 + LA (local authority) new build to 2018/19 pro rated to NA)
3.2 Supply - intermediate resales	6.8	Step 3.1 * 5% (assume rate of re-sale)
NET SHORTFALL (OR SURPLUS) PER ANNUM		
Overall shortfall (or surplus) per annum	161.2	(Step 1.5 + Step 2.4) - Step 3.2
Overall shortfall (or surplus) over the plan period	2,649	(Step 1.4 + Step 2.3) - Step 3.2 * number of years to end of plan period

³¹ Communicated by Dorset Council via email on 22 January 2021.

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

108. Regardless of which estimate of need for affordable housing for sale is used, it is important to keep in mind that the households identified as in need of affordable housing for sale (in the lower prorated SHMA estimate as well as in the higher estimate in Figure 4-9) are, by and large, adequately housed in the private rented sector. They do not lack their own housing but are likely to prefer to buy rather than rent.
109. There is no policy or legal obligation on the part either of the Local Authority or neighbourhood planners to meet affordable housing needs in full, either within or outside the Neighbourhood Plan area, although there are tools available to neighbourhood planners 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).
110. It is also important to remember that even after the Weymouth, or indeed any other, Neighbourhood Plan is adopted, the assessment of need for Affordable Housing, the allocation of affordable rented housing to those in need and the management of the housing waiting list all remain the responsibility of the local authority rather than neighbourhood planners.
111. In this sense, it must be acknowledged that neighbourhood plans are by their nature relatively constrained in terms of the extent to which they can meet affordable housing need, unless there is a specific policy on the housing supply-side (e.g. the identification of one or more housing exception sites over and above those required by the Local Plan), if this is something the group wish to explore.
112. Therefore, AECOM recommend adhering to the pro-rated SHMA estimates of need for affordable housing for rent as a minimum, more urgent need (74 homes per annum or 1,260 units over the Neighbourhood Plan period). Regarding the affordable housing for sale need, AECOM view the need for 30 units identified in the SHMA as a reasonable starting point in estimating need for affordable home ownership products per year (515 over the Neighbourhood Plan period), but wish to point out that the actual number of households interested in home ownership but unable to buy in Weymouth is likely to be much higher, potentially requiring up to 161 units per year (2,649 over the Neighbourhood Plan period), if all of this need were to be met.
113. 4-6 below makes an estimate of potential demand for affordable home ownership products within Weymouth, based on the percentage of renters in the NA, and the assumption that a majority of these are likely to have aspirations of homeownership.
114. This estimate broadly counts households living in the private rented sector (PRS) who are not on housing benefit and new households likely to form over the plan period who are likely to enter the private rented sector (but not require housing benefit). The model aims to estimate the number of households who can rent but can't buy on the basis of their incomes. There may be other barriers to these households accessing home ownership on the open market, including being unable to save for a deposit, or being unable to afford a home of the right type/size or in the right location. The model discounts 25% of these households, assuming a proportion will be renting out of choice. This leaves an estimate of as many as 161 household per annum in Weymouth who may be interested in affordable home ownership (2,649 over the plan period). Therefore, this results in a significantly higher need estimated for affordable housing for sale (161 units per year) than the 2014 SHMA prorated figure (30 units per year). This higher figure represents the potential upper extent of households in Weymouth who are likely to be renting but would prefer to buy their own home if they could.
115. The reason that this number is considerably higher than that in the SHMA is because it is based on the substantial number of renters and the low number of intermediate housing units in Weymouth, rather than primarily on a proportion of the housing waiting list data. It is assumed that many households able to rent privately but not able to buy are unlikely to be on the local authority's affordable housing waiting list.

Table 4-6: Estimate of the potential demand for affordable housing for sale in Weymouth

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current number of renters in NA	5116.1	Census 2011 number of renters * national % increase to 2018
1.2 Percentage renters on housing benefit in LA	35.7%	% of renters in 2018 on housing benefit
1.3 Number of renters on housing benefits in NA	1828	Step 1.1 * Step 1.2
1.4 Current need (households)	2465.8	Current renters minus those on HB and minus 25% assumed to rent by choice

1.5 Per annum	145.0	Step 1.4 divided by plan period
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	451.5	LA household projections for plan period (2018 based) pro rated to NA
2.2 % of households unable to buy but able to rent	66.2%	(Step 1.4 + Step 3.1) divided by number of households in NA estimated in 2020
2.3 Total newly arising need	299.0	Step 2.1 * Step 2.2
2.4 Total newly arising need per annum	23.0	Step 2.3 divided by plan period
STAGE 3: SUPPLY OF AFFORDABLE HOUSING		
3.1 Supply of affordable housing	136	Number of shared ownership homes in NA (Census 2011 + LA (local authority) new build to 2018/19 pro rated to NA)
3.2 Supply - intermediate resales	6.8	Step 3.1 * 5% (assume rate of re-sale)
NET SHORTFALL (OR SURPLUS) PER ANNUM		
Overall shortfall (or surplus) per annum	161.2	(Step 1.5 + Step 2.4) - Step 3.2
Overall shortfall (or surplus) over the plan period	2,649	(Step 1.4 + Step 2.3) - Step 3.2 * number of years to end of plan period

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

116. Regardless of which estimate of need for affordable housing for sale is used, it is important to keep in mind that the households identified as in need of affordable housing for sale (in the lower prorated SHMA estimate as well as in the higher estimate in Figure 4-9) are, by and large, adequately housed in the private rented sector. They do not lack their own housing but are likely to prefer to buy rather than rent.
117. There is no policy or legal obligation on the part either of the Local Authority or neighbourhood planners to meet affordable housing needs in full, either within or outside the Neighbourhood Plan area, although there are tools available to neighbourhood planners 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).
118. It is also important to remember that even after the Weymouth, or indeed any other, Neighbourhood Plan is adopted, the assessment of need for Affordable Housing, the allocation of affordable rented housing to those in need and the management of the housing waiting list all remain the responsibility of the local authority rather than neighbourhood planners.
119. In this sense, it must be acknowledged that neighbourhood plans are by their nature relatively constrained in terms of the extent to which they can meet affordable housing need, unless there is a specific policy on the housing supply-side (e.g. the identification of one or more housing exception sites over and above those required by the Local Plan), if this is something the group wish to explore.
120. Therefore, AECOM recommend adhering to the pro-rated SHMA estimates of need for affordable housing for rent as a minimum, more urgent need (74 homes per annum or 1,260 units over the Neighbourhood Plan period). Regarding the affordable housing for sale need, AECOM view the need for 30 units identified in the SHMA as a reasonable starting point in estimating need for affordable home ownership products per year (515 over the Neighbourhood Plan period), but wish to point out that the actual number of households interested in home ownership but unable to buy in Weymouth is likely to be much higher, potentially requiring up to 161 units per year (2,649 over the Neighbourhood Plan period), if all of this need were to be met.

4.5.1 Additional SHMA findings

121. Additional findings from the 2015 SHMA update which are relevant to the subject of tenure and affordability in Weymouth include the following:

- Weymouth & Portland contain a lower proportion of the population that are of working age than is found regionally and nationally, due largely to a higher than average proportion of people of pensionable age;
- The area has had a notable growth in part-time employment in the years preceding the SHMA;

- Weymouth & Portland contains proportionally fewer residents working in managerial jobs than is found regionally and nationally and a higher than average level of working-age residents without any qualifications;
- Incomes are lower than regionally and nationally;
- It is estimated that in Weymouth & Portland in 2013 just over 50% of households in the private rented sector were supported by Housing Benefit or Local Housing Allowance, compared to around 25% nationally;
- Housing market gaps analysis shows that there is a large income gap between the social rented sector and market entry and that Affordable Rent (shared ownership and discounted market rent) are all products that fit into this gap (note that this is contiguous with our analysis above, showing a potentially very large upper end needs figure for affordable housing for sale in the Weymouth area); and
- In terms of the accommodation required to provide housing market balance over the period to 2031, the SHMA model which is based on secondary data, suggested that of the new housing required up to 2031, 36% should be owner-occupied, 35% private rented, 1% shared ownership and 28% social rent/Affordable Rent.

4.5.2 Affordable Housing Policies in Weymouth

122. The Neighbourhood Plan may wish to develop policies in relation to the delivery of Affordable Housing within Weymouth. Dorset's adopted Local Plan policy in relation to Affordable Housing delivery requires 35% of all new homes to be delivered as Affordable Housing (adopted Local Plan policy HOUS1). This policy would currently apply in Weymouth and further suggests a split of minimum 70% social / affordable rent and maximum 30% intermediate affordable housing, unless identified local needs indicate that alternative provision would be appropriate.
123. The emerging new Local Plan contains a similar but slightly more detailed policy (draft policy HOUS2) which states an affordable housing requirement for Weymouth Town Centre of 25% and a requirement of 35% for the remainder of the NA (expressed as a range of 20-30% and 30-40% in draft Local Plan figure 4.2). HOUS2 also states that housing on major sites (that is of 10 or more dwellings) and sites of 5 to 9 net additional dwellings in 'designated rural areas' will contribute to the provision of affordable housing. The proposed split in the same policy is maximum 30% (but not less than 10%) affordable home ownership products; minimum 30% social rent; and minimum 40% affordable rent (thus a total minimum of 70% affordable housing for rent).
124. Note, however, that the Government's August 2020 consultation proposals for 'Changes to the current planning system' include a temporary measure to lift the small sites threshold. This would mean that developers would not need to contribute to Affordable Housing on sites of up to 40 or 50 units. This represents a significant increase on the threshold sought in the adopted and emerging Local Plans (cited above), and therefore may reduce the delivery of Affordable Housing on normal development sites during the temporary period in which it applies.
125. It is expected that this temporary period will be short and, being introduced to combat the economic impacts of Covid-19 on small builders, may have already elapsed by the time the Neighbourhood Plan is made. Nevertheless, it could have an impact on Affordable Housing delivery in the short term and warrants the attention of the neighborhood planners as the Government consultation proceeds. For more detail on this proposal in relation to the overall quantity of housing expected in the NA during the Plan period and a link to the consultation document, see the 'Quantity of housing to provide' section at the start of this report (section 2.2.3).
126. Table 4-9 at the end of this chapter estimates the number of affordable homes likely to come forward based on the overall housing requirement for the NA and the application of affordable housing policies.
127. On small scale developments, such as some of those expected to come forward over the plan period in Weymouth, only small numbers of affordable homes are likely to be delivered through the application of this policy. For this reason, the neighbourhood group may wish to consider identifying sites specifically for the provision of affordable housing. This would enable more substantial provision of Affordable Housing, and could also act as a suitable way forward if the Government's proposal to temporarily lift the small sites Affordable Housing threshold is likely to have a significant impact on provision in the NA.
128. The neighbourhood group may wish to develop policies on the mix of Affordable Housing delivered in Weymouth. It is not the role of the HNA to develop policy, as there are a wider set of factors which apply and need to be considered by the neighbourhood planners. However, the following evidence and considerations may be used as a starting point in the development of policy. On the balance of the evidence in this HNA, AECOM set out a judgement on the starting point for an appropriate tenure mix in Weymouth.

- A. **Evidence of need for Affordable Housing:** AECOM's estimate of the potential demand for affordable home ownership options suggest there may be a need for these homes in Weymouth to address the aspirations of households who can rent but can't buy. AECOM's estimate identified the potential demand for up to 161 homes per year (2,649 over the plan period). If Weymouth was to meet its share of the need for social/affordable rented housing as identified by the latest SHMA, this would imply a minimum need for 1,260 affordable rented homes over the plan period. The SHMA also states an additional need of 30 affordable units for sale per year in Weymouth (equating to 515 over the Neighbourhood Plan period). This figure, AECOM take again to represent a minimum, with more affordable housing for sale desirable if possible. The proposed total minimum need for affordable housing over the Neighbourhood Plan period for Weymouth is therefore 1,775 units (1,260 most urgently needed affordable housing for rent + 515 affordable housing for sale).
- B. **Can Affordable Housing needs be met in full?** The proposed HRF for Weymouth NA in the emerging new Local Plan is 3,225. If this requirement was met in full, and if 35% of the requirement were delivered as affordable in line with adopted policy (which is similar to the emerging policy, if the assumption is that housing will be delivered across the NA and not primarily in the town centre), this would therefore result in a maximum affordable housing delivery of 1,129. If the emerging new Local Plan is adopted and housing is primarily delivered in the town centre, this delivery is likely to be lower, at about 25% and thus 806 units. If the majority or even just some of Weymouth's HRF is expected to come forward in the form of small infill developments in future, once the new Local Plan is adopted, those schemes are unlikely to be large enough to meet the threshold of 10 dwellings, above which the emerging Affordable Housing policy will apply in the urban area of Weymouth. If that is the case, the potential delivery of Affordable Housing is likely to be lower still. The likely level of housing delivery is thus highly unlikely to allow affordable housing needs to be met in full. This suggests some form of prioritisation will be required. In most cases, Councils will wish to prioritise the delivery of social/affordable rented homes to meet acute needs. However, considerations can differ subject to other considerations.
- C. **Government policy (e.g. NPPF) requirements:** current NPPF policy requires 10% of all homes to be delivered for affordable home ownership. There can be exceptions to this requirement if it would prevent the delivery of other forms of Affordable Housing. Based on the findings of this HNA, delivery of 10% of homes as affordable home ownership would impact on the ability to deliver social/affordable rented homes, as the need for housing for affordable rent in Weymouth exceeds the total estimated maximum delivery of all affordable housing in line with adopted or emerging Local Plan policy.
- D. **Emerging government policy:** The Government is currently consulting on the introduction of First Homes (to provide at least 30% discount on new build home prices). The most recent consultation outlines the Government's intention to require that a minimum of 25% of all Affordable Housing secured through developer contributions should be first homes.³² The outcome of this consultation and the policy which emerges may shape the provision of different forms of Affordable Housing on new development sites, and the neighbourhood group will need to keep this emerging policy in mind when developing its Neighbourhood Plan policies.
- The August 2020 proposals relating to First Homes convey the Government's intention to require that 25% of all Affordable Housing is delivered as First Homes. The 25% First Homes requirement is likely to displace other affordable home ownership products in the first instance. Those affordable home ownership products providing the lowest discount should be displaced first. However, affordable rented products may also be affected depending on the tenure mix sought (particularly in Weymouth as the most urgent need for affordable housing for rent exceeds likely total delivery of affordable housing i.e. as more than 75% of affordable housing would be recommended to be intended as affordable rent to cover the most urgent need, this would need to be reduced to a maximum of 75% affordable rent so that First Homes can constitute 25% of all affordable housing). As yet, it is unclear whether there will be any flexibility over this 25% requirement to take account of local circumstances.
- E. **Local Plan policy:** Dorset's adopted Local Plan policy suggests a split of minimum 70% social / affordable rent and maximum 30% intermediate affordable housing, unless identified local needs indicate that

³²The original proposals are available at:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/864265/First_Homes_consultation_document.pdf. The latest proposals are available at: <https://www.gov.uk/government/consultations/changes-to-the-current-planning-system>.

Note that the latest proposals are not final, and could potentially be subject to further change.

alternative provision would be appropriate; and the emerging new Local Plan proposes a similar split of maximum 30% (but not less than 10%) affordable home ownership products and minimum of 70% affordable housing for rent (social and affordable rent together). The August 2020 proposals relating to First Homes convey the Government's intention to require that 25% of all Affordable Housing is delivered as First Homes, which could be accommodated within either split.

- F. **Viability:** HNAs cannot take into consideration the factors which affect viability in the neighbourhood area or at the site specific level. Viability issues are recognised in the Council's adopted/emerging Local Plan and it is acknowledged that this may affect the provision of affordable housing and/or the mix of tenures provided.
- G. **Funding:** the availability of funding to support the delivery of different forms of Affordable Housing may also influence what it is appropriate to provide at a particular point in time or on any one site. The neighbourhood group may wish to keep this in mind so that it can take up any opportunities to secure funding if they become available.
- H. **Existing tenure mix in Weymouth:** In line with Census data, the tenure mix of current households in Weymouth includes a sizable share of households living locally in socially rented properties (13.7%, which is higher than the Dorset average but lower than the national percentage), while only 0.6% of households live in shared ownership (similarly to the regional and national average). This suggests that some provision of Affordable Housing for sale would offer a wider choice of homes for local residents and, importantly, may allow those on lower incomes including newly forming households and younger families to remain in or move to the area and realise aspirations of home ownership.
- I. **Views of registered providers:** it is not within the scope of this HNA to investigate whether it would be viable for housing associations (registered providers) to deliver and manage affordable rented homes in this area.
- J. **Wider policy objectives:** the neighbourhood group may wish to take account of broader policy objectives for Weymouth and/or the wider Dorset area. These could include, but are not restricted to, policies to attract more younger households, families or working age people to the Neighbourhood Area or to appropriately and affordably accommodate local older people or single households with limited means. These wider considerations may influence the mix of Affordable Housing provided.
129. In Table 4-9 below, two alternative scenarios for the tenure mix of Affordable Housing in Weymouth are presented. Note that we assume, in accordance with current practice, that most Affordable Housing will be brought forward through developer contributions. If the neighbourhood planners are considering delivering Affordable Housing through other means, the national policy requirements reflected here may not apply.
130. The first scenario (Mix 1 – Indicative mix based on local needs) most closely reflects local needs in Weymouth as identified in the HNA evidence, considering that despite the very considerable need for affordable housing for rent, some affordable housing for sale supply is also advisable to ensure variety. This also conforms to the target tenure split set out in the adopted and emerging Local Plan, of a minimum 70% affordable housing for rent and a minimum of 10% affordable home ownership products - with 90% of affordable homes as rented tenures and 10% as routes to ownership.
131. The second scenario (Mix 2 – Indicative mix with 25% First Homes requirement) is aligned with the direction of travel in the Government's most recent policy proposals, in which it is intended that 25% of all Affordable Housing will be required to be provided as First Homes. This outcome is more likely than the first scenario, because the Government proposals are at an advanced stage of development. However, this is proposed here as one of two alternative scenarios in case the First Homes policy proposals do not progress. Given that First Homes have been found to be generally not affordable to local people in Weymouth, if the Government proposal requiring 25% First Homes does not come forward as currently proposed, it is recommended that the neighbourhood planners revert to the other indicative mix as their starting point for policy development in this area.
132. Note also that the Government proposals state that if First Homes are required at 25% of Affordable Housing that comes forward through developer contributions and this results in displacing other tenures within the affordable mix, the tenure products providing the lowest effective discount should be displaced in the first instance. In this case, the suggested affordable routes to home ownership which is relatively less affordable to local households in line with our analysis (the 5% proposed for rent to buy) would be displaced, with a further 20% of affordable rented homes also replaced by First Homes.
133. As noted previously, the August 2020 proposals in relation to First Homes present options on how the make-up of the tenure mix of the remaining 75% of affordable housing should be determined. Option one is to maintain as far as

possible the affordable rented proportion, while a second option would allow greater flexibility. It is unknown at this time which option will be pursued. In the case of Weymouth, the evidence here suggests that if flexibility is available for the remaining 75%, then the ratio of affordable housing for rent should be adjusted down to allow for a small quantity of shared ownership products because these appear particularly suitable in this location, and this would help to preserve diversity and choice within the affordable mix. However, if the Government pursue option one then it could be the case that Mix 2 would comprise 25% First Homes and 75% affordable housing for rent. Although this should be discussed with the local authority if a specific policy in this area is considered suitable for the Neighbourhood Plan. These are also only recommendations based on the indicators reviewed here. The community may have other priorities or interpretations of those indicators, and are free to take forward a different approach in the Neighbourhood Plan than that recommended here.

134. Where the neighbourhood planners wish to develop policy that requires a different mix to that set out in the Local Plan, it is important that they liaise with the LPA to gather more detailed income and viability information, and to ensure that departures from the district-level policy context have the LPA's support. Liaising with the LPA will be particularly important where the Local Plan tenure split can be expected to be adjusted in light of the latest Government proposals, to ensure that the Neighbourhood Plan's approach in reflecting these changes is in line with the LPA approach. Another option when developing Neighbourhood Plan policies on tenure splits is to add caveats to the policy in question, to the effect that the precise mix of affordable housing will be considered on the basis of site-by-site circumstances in addition to this evidence.
135. AECOM cannot provide guidance on the appropriate share of social/affordable rented homes as this will depend on the level of funding available to housing associations which will determine at what level rents can be set. Registered providers (e.g. housing associations) may be reluctant to deliver small numbers of homes where there are ongoing management costs involved. For this reason, the proportion of rented homes which can be secured in reality may depend on the willingness of local housing association to maintain and manage small numbers of homes.
136. Mix 2 put forward below aligns as closely as possible with emerging Government policy as currently proposed. If those proposals do not go forward, the recommended starting point for the tenure mix in the NA will be Mix 1 below. However, the considerations detailed above will remain relevant for determining a more appropriate mix in the light of national policy changes or other unexpected developments.

Table 4-7: Indicative tenure split (Affordable Housing)

Tenure	Mix 1. Indicative mix based on local needs	Mix 2. Indicative mix with 25% First Homes requirement	Considerations and uncertainties
Routes to home ownership, of which	10%	30%	Government proposing min 25% requirement for First Homes. Uncertainty over extent of requirement until policy finalised.
First Homes ³³	0%	25%	Product untested so uncertainties around viability, developer, lenders and buyer appetite etc
Shared ownership	5%	5%	Proposed changes to the model to allow purchases of 10% share ³⁴ - impact on viability unknown RPs business plans currently reliant on shared ownership model. Impact of displacement by First Homes unknown.
Rent to buy	5%	0%	Emerging product with popularity and effectiveness as yet unknown Impact of displacement by First Homes unknown
Affordable Housing for rent, of which	90%	70%	

³⁴ <https://www.gov.uk/government/news/jenrick-unveils-huge-12-billion-boost-for-affordable-homes>

Social rent	To be set by Registered Providers	To be set by Registered Providers	Uncertain how much funding available to support this tenure in local area Uncertain whether RPs willing to own/manage stock in this area
Affordable rent	To be set by Registered Providers	To be set by Registered Providers	Uncertain whether RPs willing to own/manage stock in this area

Source: AECOM calculations

137. Assuming that the Government's proposal that 25% of all affordable Housing should be First Homes is formalised, the neighbourhood group will need to take account of how this could impact on affordable housing policies (particularly the tenure mix) in the Neighbourhood Plan. The evidence gathered here suggests that this proposal would impact on the ability of Weymouth to accommodate those with the most acute needs, as these exceed the total likely delivery of affordable housing.
138. It is recommended that consideration is also given to alternative mechanisms capable of helping to meet local need, where appropriate (i.e. exception sites or community led housing), as it is likely that total affordable housing delivery will not meet identified need, if this is solely secured through planning obligations on market led development.
139. However, the neighbourhood planners should note that the First Homes product has not been formally implemented, and should await the outcome of the Government consultation.

4.6 Conclusions- Tenure and Affordability

140. The current profile of Weymouth in terms of tenure and affordability is not too dissimilar from that of the Dorset area overall. The NA is characterized by:
- average incomes of £39,929, which is above the national average, and average lower quartile incomes of £14,745 in households with one LQ income and £29,490 in households with two LQ incomes); and
 - average house sale prices unaffordable on average incomes (with an average resale home requiring on income of over £60,000 and a new build requiring on average an income of over £100,000).
141. Those households on two lower quartile incomes (as measured at overall local authority level) cannot afford any of the available tenures in Weymouth without recourse to benefits to top up their incomes, except social and affordable rent. Those households on a single lower quartile income would on average not even be able to afford a social rented property without recourse to benefits.
142. Weymouth has slightly higher than national average levels of owner occupation (67%), similar percentages of private renting (18%) and slightly lower levels of social renting at 14%. Shared ownership makes up the smallest percentage of households, at 0.6%, which is a similar situation as across Dorset and England as a whole. Private renting is the second most popular tenure, after home ownership. In the intercensal period, the largest proportional increase was a 75% rise in private renting in Weymouth. Shared ownership as a tenure also increase by a large percentage of 59%, but in total still only makes up a very small share of households both before and after 2011. Home ownership fell by 4% and social renting increased by just under 10%.
143. Those on average incomes who do not already own their own home in Weymouth, will not be able to afford to buy their own home, but they will be able to rent in the market. The only affordable ways to home ownership on an average income in Weymouth are either through shared ownership at 25% or through a discount market sale scheme, which would have to offer a minimum discount of at least 34%. 20 or 30% discount market sale schemes or 50% shared ownership would still be unaffordable on average incomes in Weymouth (although shared ownership at 50% is only very marginally unaffordable). First Homes will be unaffordable on average incomes at the government proposed 30% discount but may be an appropriate option if higher discounts of over 34% can be negotiated (with the consultation suggesting 40% or 50% could be secured where justified and viable).
144. The overall minimum affordable housing need likely to arise over the plan period in line with the most recent SHMA is 1,775 units (1,260 affordable homes needed for rent + 515 affordable homes needed for sale). Supplementary AECOM calculations show that the potential demand for affordable housing for sale could in reality be much higher, up to 2,649 units over the Neighbourhood Plan period. Weymouth's overall housing requirement (and therefore likely delivery) is unlikely to allow affordable housing needs to be met in full over the plan period through planning obligations. To meet identified affordable housing needs, all housing need would need to be met (the HRF assigned to

the NP is 3,225) and 55% of all homes would need to be delivered as affordable, with 71% of these as affordable housing for rent and 29% as affordable housing for sale.

145. In line with these assumptions, the maximum Affordable Housing delivery that is likely to come forward over the plan period through planning obligations would be 1,129 units (35% of the total housing requirement of 3,225 in line with the adopted Local Plan, which is similar to the 35% requirement for the wider Weymouth Area in the emerging Local Plan). If housing primarily comes forward in Weymouth town centre under the emerging Local Plan, a lower affordable housing delivery of 806 units is more likely (in line with the 25% requirement for Weymouth town centre applied to the HRF of 3,225 in line with the emerging new Local Plan). Table 4-10 below summarises Weymouth's position with regards to the expected delivery of Affordable Housing, and how this might ideally be apportioned among sub-categories of tenure to meet local needs over the Plan period (90% affordable housing for rent and 10% affordable housing for sale). 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 each of the tenure mixes proposed in this HNA were rigidly enforced. In this sense it is hypothetical, and the outcomes in practice may differ, either as a result of measures taken in the neighborhood plan (e.g. if the group plan for more housing, and therefore more affordable housing, than the local plan, or if the group decide to influence the tenure mix in other ways), or as a result of site-specific constraints.
146. Note that this table assumes that most or all of the expected housing delivery in the NA will take place after the Government's proposal to temporarily lift the site size threshold for Affordable Housing has ended. If that period extends beyond the date on which the Neighbourhood Plan is made and also influences the rate of Affordable Housing delivery on relevant development sites, the quantity of Affordable Housing to be provided in the NA during the Plan period may be lower than the estimate below.
147. Two indicative tenure mixes have been provided, which could serve as a guideline for the breakdown of Affordable Housing tenures in Weymouth based on various considerations and evidence. Mix 1 (indicative mix based on local needs) proposes that 90% of affordable homes be provided as rented tenures, and the remaining 10% delivered as affordable routes to home ownership. This is in conformity with the adopted and emerging Local Plan in prioritising the most acute needs as far as possible, delivering a minimum of 70% affordable housing for rent and a minimum 10% for sale. Mix 2 (indicative mix with 25% First Homes requirement) proposes that 70% of affordable homes be provided as rented tenures, with the remaining 30% as affordable housing for sale, with the majority of this (25%) as First Homes. This aligns with the direction of proposed national policy, which includes a mandated minimum level of delivery of the Government's new First Homes affordable home ownership product.
148. Please note that this mix is optimistically based on the 35% affordable housing requirement in the adopted Local Plan and the 35% requirement for the wider Weymouth area in the emerging new Local Plan, rather than the 25% requirement for Weymouth town centre in the emerging Local Plan, with the assumption that housing will be delivered across the NA and not only at Weymouth town centre. If housing is delivered primarily in the town centre, affordable housing delivery will be lower. It is also worth bearing in mind the recent record of delivery of affordable housing in Weymouth and Portland, which has been only 13% in 2018-19 and 2017-18 and 24% in 2016-17 via planning obligations and which has included no affordable housing delivery at all on exception sites since 2012³⁵. This supports the assumption that 1,129 is likely to be the maximum affordable housing delivery to be expected through planning obligations in the NA. As the new Local Plan is currently still in draft and both it and delivery trends may change, we recommend that the group continue to monitor the progress of Dorset's new Local Plan and determine any proposed mix in conversation with the local authority.

Table 4-8: Estimated delivery of Affordable Housing in Weymouth, in line with the 25% affordable housing requirement proposed in the emerging new Local Plan

	Step in Estimation	Mix 1 based on local needs	Mix 2 with 25% First Homes requirement
A	Provisional capacity figure (based on the Weymouth NP HRF in the emerging Local Plan)	3,225	3,225
B	Affordable housing quota (%) in LPA's Local Plan (using the emerging Local Plan target of 35% for Zone 2, which	35%	35%

³⁵ See West Dorset, Weymouth and Portland Annual Monitoring Reports, available at <https://www.dorsetcouncil.gov.uk/planning-buildings-land/planning-policy/west-dorset-and-weymouth-portland/evidence-base/monitoring-west-dorset-weymouth-portland.aspx>

	applies across the NA, except to Weymouth town centre)		
C	Potential total Affordable Housing in NA (A x B)	1,129	1,129
D	Rented % (e.g. social/ affordable rented)	90%	70%
E	Rented number (C x D)	1,016	790
F	Affordable home ownership % (e.g. First Homes, Rent to Buy)	10%	30%
G	Affordable home ownership number (C x F)	113	339

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

149. Expected delivery under neither mix is likely to deliver adequate affordable housing to meet all of the estimated needs for the NA. AECOM therefore recommend that the policy requirement be met wherever possible and that the group may wish to explore further avenues for delivering greater quantities of Affordable Housing. This could include, for example, through a use of community development orders, by identifying exception sites or by developing a community land trust. These are all tried and tested ways of boosting the supply of affordable housing above the minima indicated by Local Plan policy.
150. It is not recommended that the Local Plan policy requirement be exceeded in the neighbourhood plan because such steps are rarely accepted by planning inspectors on the grounds that an extremely high standard of justification is required which goes beyond the scope of this HNA, in particular around the issue of what level of Affordable Housing delivery can be financially viable in the NA. Raising the total percentage of Affordable Housing required could, furthermore, have the effect of discouraging new building from coming forward altogether. There is a possibility of arguing for adoption of a 35% affordable housing target in the Neighbourhood Plan while the currently adopted Local Plan is still in place, as well as a possibility of arguing for a 30% target for Weymouth Town Centre in line with the potential range mentioned in Figure 4.2 of the emerging Local Plan. While this will not guarantee delivery, it could all be helpful to maximise affordable housing delivery in the NA. Should the group wish to consider such an option, it is advisable to discuss this with the LPA in the first instance. The information contained in this HNA could be used to inform the discussion.
151. The findings of this chapter on the potential for providing affordable and low-cost tenures across the Neighbourhood Plan area align with those of the latest SHMA for Weymouth and Portland. AECOM's affordable housing need calculations also use the SHMA's analysis and data as a starting point. The SHMA identified a net annual need for Weymouth and Portland, based on local housing market conditions, in line with the outputs of an adjusted model based on locally specific affordability assumptions (see SHMA table 5.14). This need was then disaggregated by size and type of home, identifying a predominant need for social/affordable rented properties (71%) as this relates to households who live in unsuitable housing and who cannot afford to access market rents. A proportion of households (29%) were also identified by the SHMA as being likely to afford affordable routes to home ownership such as shared ownership or discount home ownership. This results in a similar split as Mix 2 proposed above. The updated AECOM analysis judges the SHMA estimate of affordable housing need to be a reasonable minimum and that the full extent of households who may be interested in affordable home ownership could potentially be much higher. However, the latter is a less urgent need as these households are, by and large, adequately housed in the private rented sector. They do not lack their own housing but would prefer to buy rather than rent.

5. RQ 2: Type and Size

RQ 2: What type (terrace, semi, bungalows, flats and detached) and size (number of bedrooms) of housing is appropriate for the Plan area over the Neighbourhood Plan period?

5.1 Introduction

152. The Weymouth Neighbourhood Plan may benefit from the inclusion of policies informed by evidence on what sizes and types of housing would be best suited to the local community. This will help ensure that future developments give local people options within the housing market at all stages of life. This is also something of particular interest to the group, as they have mentioned anecdotal evidence of a larger than average local population of older people and single households, whom they wish to ensure are adequately housed throughout the Neighbourhood Plan period.

153. PPG recommends a consideration of the existing housing provision and its suitability, having regard to demographic shifts in age and household composition, to address future, as well as current community need. For this reason, we firstly consider the type and size of the existing housing stock in Weymouth. Demographic shifts in age and household composition will then be considered. Finally, the future demand for housing by size and type is determined by the way different household types currently occupy their dwellings in the wider Local Authority area, and then applying demographic projections of how the Neighbourhood Plan area population is likely to change by the end of the Plan period.

5.2 Existing types and sizes

5.2.1 Background and definitions

154. Before beginning our consideration of dwelling type and size, it is important to understand how different types of households occupy their homes. Crucially, and unsurprisingly, household 'consumption' of housing (in terms of housing size) tends to increase alongside wages, with the highest earning households consuming relatively more (i.e. larger) housing than those on lower incomes. Similarly, housing consumption tends to increase, alongside wealth, income, and age, such that older households tend to have larger homes than younger households, often as a result of cost and affordability.

155. In this context, even smaller households (those with fewer than three inhabitants) may be able to choose to live in larger homes than they require and would be defined in Census terms as under-occupying their homes. Conversely, larger and growing households may become "stuck" in unsuitably small accommodation due to not being able to access or afford suitably sized follow on accommodation, thus over-occupying their home. Both of these situations are natural features of the housing market, and can distort considerations of future housing needs, with market dynamics and signals giving a very different picture to demographics, household type and size.

156. In order to understand the terminology surrounding dwelling size analysis, it is important to note that the number of rooms recorded in Census data excludes some rooms such as bathrooms, toilets and halls. Dwelling size data is collected by determining the number of rooms being occupied by each household. In the section that follows, 'dwelling sizes' can be translated as follows³⁶:

- 1 room = bedsit
- 2 rooms = flat/house with one bedroom and a reception room/kitchen
- 3 rooms = flat/house 1-2 bedrooms and one reception room and/or kitchen
- 4 rooms = flat/house with 2 bedrooms, one reception room and one kitchen
- 5 rooms = flat/house with 3 bedrooms, one reception room and one kitchen
- 6 rooms = house with 3 bedrooms and 2 reception rooms and a kitchen, or 4 bedrooms and one reception room and a kitchen
- 7+ rooms = house with 4 or more bedrooms

³⁶ At <https://www.nomisweb.co.uk/census/2011/qs407ew>

157. It is also useful to clarify the Census terminology around dwellings and households spaces. These can be confusing where different terminologies such as flats, apartments, shared and communal dwellings, and houses in multiple occupation, are used. Dwellings are counted in the Census by combining address information with Census returns on whether people's accommodation is self-contained.³⁷ As such, all dwellings are classified into either "shared" or "unshared" dwellings. Household spaces make up the individual accommodation units forming part of a shared dwelling.
158. The key measure of whether a dwelling is shared or unshared relates to the Census' definition of a household. A household is defined as "One person living alone or a group of people (not necessarily related) living at the same address who share cooking facilities and share a living room or sitting room or dining area."³⁸ On this basis, where unrelated residents of a dwelling share rooms other than a kitchen, this would be considered a single household in an unshared dwelling, whilst where only a kitchen is shared, each resident would be considered their own household, and the dwelling would be considered shared.

5.2.2 Dwelling type

159. The 2011 Census shows that there were 23,360 households in Weymouth, living in 5,505 semi-detached, 6,689 terraced houses, and 6,594 flats³⁹. Compared with Dorset as a whole, Weymouth is characterised by a significantly smaller share of detached houses (25% versus 41%) and correspondingly more terraced homes (26% rather than 20%) and flats (26% versus 16%) (see Table 5-1 below). In this, the Weymouth spread between different accommodation types is more similar to the national than the Dorset picture. In terms of semi-detached homes, the Weymouth percentage share is similar to that in Dorset overall.

Table 5-1: Accommodation type (households), Weymouth 2011

Dwelling type		Weymouth	Dorset ⁴⁰	England
Whole house or bungalow	Detached	25.1%	40.6%	22.4%
	Semi-detached	21.7%	22.1%	31.2%
	Terraced	26.3%	19.7%	24.5%
Flat, maisonette or apartment	Purpose-built block of flats or tenement	17.5%	12.3%	16.4%
	Parts of a converted or shared house	6.8%	2.9%	3.8%
	In commercial building	1.7%	1.2%	1.0%

Source: ONS 2011, AECOM Calculations

5.2.3 Dwelling size

160. Table 5-2 below sets out the distribution of the number of rooms by household space. The housing stock in Weymouth is characterised by more small (1-3 rooms) and fewer very large (7-9 rooms) homes than Dorset, which appears to correlate with the above mentioned greater prevalence of terraced and flats over detached homes. The most common size of home is however the same in the NA as across the county, at 5 rooms, occupied by 23 and 24% of the total number of households respectively. The proportions of 4 and 6 room properties are also similar in both areas.

Table 5-2: Number of rooms per household in Weymouth, 2011

Number of Rooms	Weymouth	Dorset ⁴¹
1 Room	0.4%	0.3%
2 Rooms	2.9%	1.9%

³⁷ At <https://www.gov.uk/guidance/dwelling-stock-data-notes-and-definitions-includes-hfr-full-guidance-notes-and-returns-form>

³⁸ Ibid.

³⁹ Please note that these numbers do not add up exactly, which is not an error. This is a very common issue, resulting from discrepancies common in the Census data, as well as due to the existence of second / holiday homes etc.

⁴⁰ Data only available at former Dorset County level rather than at Dorset Local Authority level.

⁴¹ Data only available at former Dorset County level rather than at Dorset Local Authority level.

3 Rooms	11.3%	7.5%
4 Rooms	19.9%	18.3%
5 Rooms	22.6%	23.8%
6 Rooms	19.9%	19.6%
7 Rooms	11.4%	12.1%
8 Rooms or more	6.4%	8.0%
9 Rooms or more	5.0%	8.5%

Source: ONS 2011, AECOM Calculations

161. It is also relevant to consider how the number of rooms occupied by households changed between the 2001 and 2011 Censuses. The most significant percentage change from the 2001 Census findings is that the proportion of one room homes has decreased significantly (although the total proportion of these homes in the market was not significant even before this decline). The proportion of 5 and 6 room properties also declined, but only marginally, with the biggest % increases recorded in the largest category of 7 and 8+ room properties, as well as a significant increase in 2-3 room properties. While the percentage changes are slightly more pronounced than across the county and nationally, the trends observed are nevertheless similar across all three geographies.

Table 5-3: Rates of change in number of rooms per household in Weymouth, 2001-2011

Number of Rooms	Weymouth	Dorset ⁴²	England
1 Room	-46.7%	-27.3%	-5.2%
2 Rooms	9.3%	13.0%	24.2%
3 Rooms	21.7%	19.8%	20.4%
4 Rooms	1.9%	-2.8%	3.5%
5 Rooms	-4.0%	-4.6%	-1.8%
6 Rooms	-0.4%	8.4%	2.1%
7 Rooms	15.4%	20.7%	17.9%
8 Rooms or more	22.2%	27.0%	29.8%

Source: ONS 2001-2011, AECOM Calculations

162. LPA Annual Monitoring Report (AMR) 2018-19 data for West Dorset, Weymouth and Portland⁴³ unfortunately does not consistently show the type and size of dwellings developed in Weymouth. The only scheme for which the AMR 2018-19 states size and type, was a development comprising of one detached 4-bedroom house, six 3-bedroom flats and three 2-bedroom flats. The same AMR shows a total delivery of 929 dwellings completed in the monitoring year, exceeding the annual target of 775 dwellings per annum.
163. The AMR 2017-18 however does include data on delivery dwelling size in Weymouth and Portland (however detailed by bedrooms not rooms per dwelling):

⁴² Data only available at former Dorset County level rather than at Dorset Local Authority level.

⁴³ Available at <https://www.dorsetcouncil.gov.uk/planning-buildings-land/planning-policy/west-dorset-and-weymouth-portland/evidence-base/monitoring-west-dorset-weymouth-portland.aspx>

Houses	WPBC			
Type	2014/15	2015/16	2016/17	2017/18
1 Bed	12	6	0	7
2 Bed	19	25	44	55
3 Bed	20	42	47	72
4 Bed+	9	18	26	14
Sub Total	60	91	117	148
Flats	WPBC			
Type	2014/15	2015/16	2016/17	2017/18
1 Bed	23	55	35	37
2 Bed	25	42	49	19
3 Bed	0	12	8	7
4 Bed+	0	1	0	1
Sub Total	48	110	92	64
Total	108	201	209	212

Source: Extract from AMR 2017-18, Figure 7.4: HOUS3 – All completed units mix provided 2017/18

164. This shows that delivery in Weymouth and Portland from 2014-2018 was mainly concentrated on 2-3 bed houses, followed by 1-2 bed flats (this includes market and affordable units). The AMRs for 2012-13 and 2013-14 show a similar concentration in permissions of 2-3 bed properties in market housing, with affordable housing mainly delivered as 2 bed homes, with some 1 and 3 bed properties also being secured, but no larger units at all.
165. This suggests that since the 2011 Census, delivery and approvals appear to have concentrated more so on smaller properties, especially in the affordable sector, which suggests that the prevalence of smaller over larger properties in Weymouth will have increased since the 2011 Census.
166. Returning to the most recent Census data, it is also useful to compare the figures for number of rooms with figures for the number of bedrooms for each household (the latter being the same measure as used in the AMRs). Table 5-4 below summarises the proportion of households occupying each size of home in terms of the number of bedrooms. This data shows that most homes in Weymouth, as in Dorset, have 2-4 bedrooms, with the most prevalent size being 3 bedrooms in both. Weymouth shows slightly higher percentages again of the smaller properties with 1 and 2 bedrooms than Dorset and lower percentages of large properties of 4+ beds.

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

Bedrooms	Weymouth		Dorset ⁴⁴		England	
All categories: no. of bedrooms	23,360	100.0%	180,213	100.0%	22,063,368	100.0%
No. bedrooms	52	0.2%	343	0.2%	54,938	0.2%
1 bedroom	3,096	13.3%	15,687	8.7%	2,593,893	11.8%
2 bedrooms	6,908	29.6%	51,104	28.4%	6,145,083	27.9%
3 bedrooms	9,252	39.6%	73,400	40.7%	9,088,213	41.2%
4 bedrooms	3,167	13.6%	30,476	16.9%	3,166,531	14.4%
5 or more bedrooms	885	3.8%	9,203	5.1%	1,014,710	4.6%

Source: ONS 2011, AECOM Calculations

⁴⁴ Data only available at former Dorset County level rather than at Dorset Local Authority level.

5.3 SHMA findings

167. The SHMA again is very informative, including on the subject of size and type of housing, as its geography is so close to that of the NA:

- Since 2001 the dwelling stock had increased by 8.5%;
- The private rented sector has grown considerable in Weymouth and Portland since 2001 and it is estimated that in Weymouth & Portland in 2013 just over 50% of households in the private rented sector are supported by Housing Benefit or Local Housing Allowance, compared to around 25% nationally;
- Data shows that whilst prices have remained largely static since the economic downturn, the number of property sales has fallen dramatically;
- The 2001-07 trend based projections indicated that whilst most household groups in Weymouth & Portland will increase in number to 2031, couple with children households are projected to fall. The largest growth will be in lone parent households; and
- The model also indicated that new owner-occupied accommodation should principally be 2-4 bedroom homes and new private rented housing should be 1-2 bedroom properties.

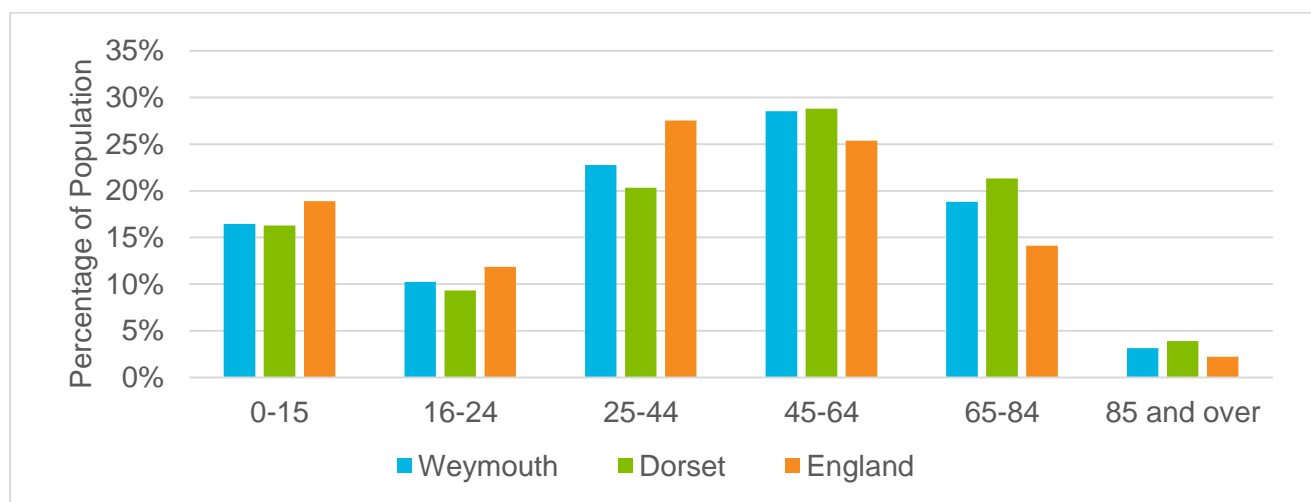
5.4 Household composition and age structure

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

5.4.1 Age structure

169. The 2011 Census data reveals that Weymouth, when compared to Dorset, has a similar proportion of under 25s, a slightly higher proportion of 25-44 year olds, a similar proportion of 45-64 year olds and a slightly lower proportion of older people over the age of 65. (see Table 5-5 below). However, the proportions of children, young and working age people are lower in Weymouth and Dorset than nationally, and the proportion of over 65s is higher.

Table 5-5: Age structure in Weymouth, 2011



Source: ONS 2011, AECOM Calculations

170. In terms of the changing age structure of the Neighbourhood Plan area population, Census data shows that since 2001 the NA population has seen a pronounced increase in 16-24 year olds, as well as in 46-64 year olds. Significant increases were also taking place in the over 65s (65-84 and 85 and over age groups). At the same time, there were decreases in the 25-44 year age group and in 0-15 years olds (see Table 5-6 below). This therefore points towards a decline in the proportion of young families with young children, a rise in families with older children and an increase in

older persons as proportions of the population from 2001-2011. Overall, the population of Weymouth is showing an aging trend.

171. This is not too dissimilar from the trends observed across Dorset and England as a whole, although over 85s have shown a much larger increase in Dorset and England than in Weymouth and the younger working age population (25-44) has shown a slight increase across England, compared to a 9% decline in Weymouth and Dorset.

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

Age group	Weymouth	Dorset ⁴⁵	England
0-15	-7.3%	-3.6%	1.2%
16-24	18.5%	18.2%	17.2%
25-44	-9.2%	-9.5%	1.4%
45-64	11.1%	14.1%	15.2%
65-84	10.5%	11.2%	9.1%
85 and over	4.4%	31.5%	23.7%

Source: ONS 2001-2011, AECOM Calculations

5.4.2 Household composition

172. Household composition (i.e. the mix of adults and children in a dwelling) is a critical factor in driving the size (and to an extent, the type) of housing needed over the Neighbourhood Plan period.
173. In assessing Census data on household composition, we see that Weymouth shows a very similar household composition to the LA and the rest of the country (Table 5-7). None of the differences are very pronounced, but the largest differences comprise a slightly higher prevalence of younger single households under the age of 65 in Weymouth than in Dorset (4.2% divergence) and slightly more older family households over 65 (3.1% difference).
174. Note that the category of families with non-dependent children below refers to households in which adult children are living at home, or students still call their primary residence despite living for most of the year near to university. This category can often indicate the relative unaffordability of entry-level homes in an area as many such young people may wish to move out and form their own households if they were financially able. In Weymouth, this part of the population is similar to across Dorset and slightly lower than across England.

Table 5-7: Household composition (by household), Weymouth, 2011

Household composition		Weymouth	Dorset ⁴⁶	England
One person household	Total	32.5%	29.8%	30.2%
	Aged 65 and over	15.1%	16.7%	12.4%
	Other	17.4%	13.2%	17.9%
One family only	Total	61.1%	65.0%	61.8%
	All aged 65 and over	10.8%	13.9%	8.1%
	With no children	19.1%	20.0%	17.6%
	With dependent children	22.6%	22.1%	26.5%
	All children Non-Dependent ⁴⁷	8.7%	8.9%	9.6%
Other household types	Total	6.3%	5.2%	8.0%

Source: ONS 2011, AECOM Calculations

⁴⁵ Data only available at former Dorset County level rather than at Dorset Local Authority level.

⁴⁶ Data only available at former Dorset County level rather than at Dorset Local Authority level.

⁴⁷ Refers to households containing children who are older than 18 e.g. students or young working people living at home.

175. Again, it is relevant to consider rates of change in this indicator during the period between Censuses. Between 2001 and 2011, the main changes in household composition were an increase in single households by almost 10% and an increase in family households by just under 2% (see Table 5-8). Certain types of family households declined in proportion of the total population. These were family households over the age of 65 and those with dependent children. However, these declines were not very significant. Trends were roughly similar across Dorset. The main difference was a smaller increase in younger single households in Weymouth than across Dorset.

Table 5-8: Rates of change in household composition, Weymouth, 2001-2011

Household type		Percentage change, 2001-2011		
		Weymouth	Dorset ⁴⁸	England
One person household	Total	9.4%	11.1%	8.4%
	Aged 65 and over	0.4%	1.2%	-7.3%
	Other	18.7%	26.9%	22.7%
One family only	Total	1.8%	4.6%	5.4%
	All aged 65 and over	-3.9%	-1.1%	-2.0%
	With no children	2.6%	7.3%	7.1%
	With dependent children	-0.7%	1.0%	5.0%
	All children non-dependent	15.6%	19.9%	10.6%
Other household types	Total	18.4%	21.1%	28.9%

Source: ONS 2001-2011, AECOM Calculations

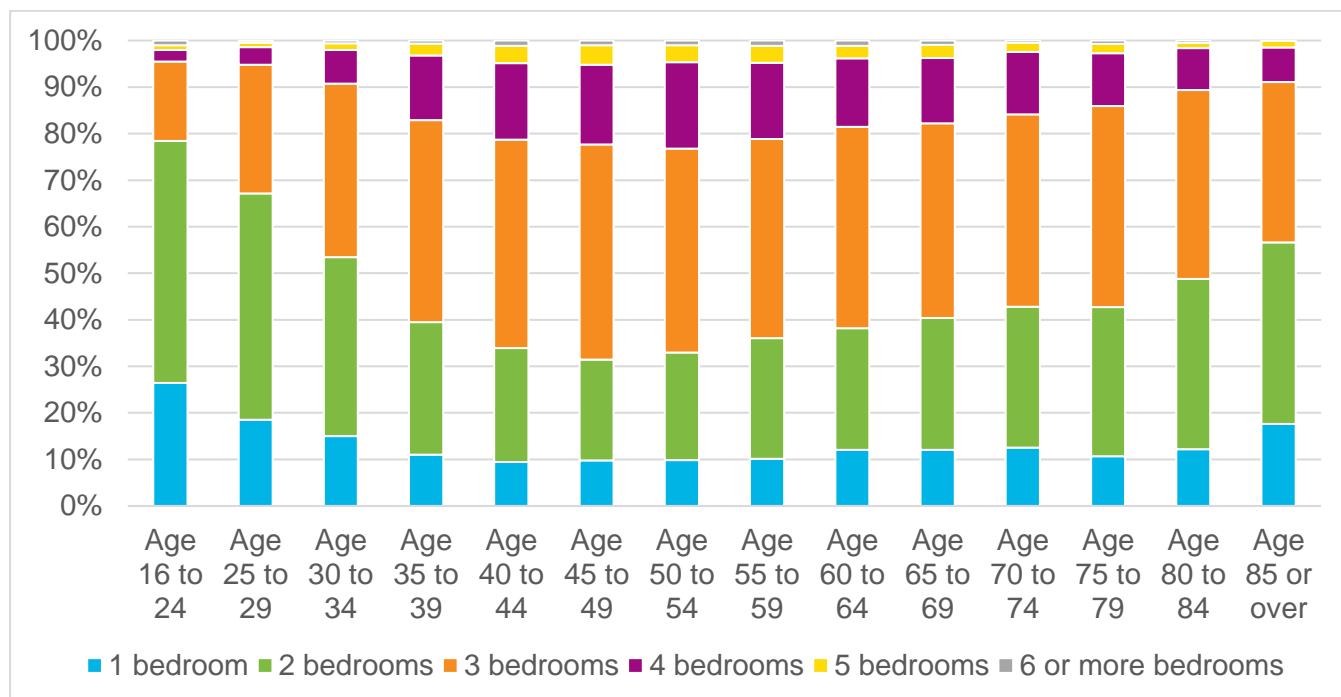
5.5 Dwelling mix determined by life-stage modelling

176. Recognising the fact that households of different ages may have different housing needs, the housing mix needed to meet demographic change by the end of the Plan period is estimated by an approach based on current occupation patterns – that is, the propensity of households of different ages to occupy different types of accommodation – will persist into the future. For example, projected growth in households aged under 24 will lead to an increase in the need for the type of housing currently occupied by households of that age.
177. It is important to keep in mind that this exercise provides an estimate based on demographic trends and occupancy patterns alone. It does not take into account income and wealth, other than in an indirect way through the propensity of households to occupy more or less space than they 'need'. This approach also embeds existing patterns of occupancy which may or may not be desirable. This is particularly important to keep in mind in areas where housing affordability has worsened because it means that many households are forced to occupy less space than they need or want.
178. However, no data on housing size occupation by age of the Household Reference Person (HRP- a more modern term for 'head of household') is available at neighbourhood level. For this reason, LA-level data needs to be used as the closest proxy. In the case of Weymouth this is very representative as data is available at the former Weymouth and Portland LA level.
179. Table 5-9 below sets out the relationship in the 2011 Census at the former Weymouth and Portland LA level between the age of the HRP and the size of dwelling occupied. This provides the starting point for determining the most appropriate dwelling size mix by the end of the Neighbourhood Plan period. The data shows that overall, younger households typically occupy smaller housing, primarily with 2 bedrooms, but also some 1 and 3 bedroom properties. The prevalence of 3 and 4 bedroom properties then increases steadily, with these sizes most popular for households with a reference person aged 40-60. After this, the proportions of 1 and 2 bed properties rises again, with the popularity of 3 and 4 bed properties declining at the same time. However, these changes do not return households to the same situation as those under the age of 30. Over 85s occupy a similar size of home as 30-35 year olds, rather

⁴⁸ Data only available at former Dorset County level rather than at Dorset Local Authority level.

than reverting to the smaller house sizes prevalent in the youngest age groups. These trends are similar across the country, with households occupying increasingly larger homes as their families and incomes growth towards the middle of their life, and then down-size again later in life as children move out and the family earners retire. However, in older age, many households continue to under-occupy their home as the incentive to downsize out of their former family home is not sufficiently large.

Table 5-9: Age of household reference person by dwelling size in former Weymouth and Portland LA, 2011



Source: ONS 2011, AECOM Calculations

180. Household projections provided by MHCLG are then used to understand the future distribution of households by the age of the HRP. Again, this data is only available at the Local Authority level and for the years 2014 and 2039. Therefore, the distribution of households by the age of the HRP would be in 2038 is estimated, i.e. the end of the Neighbourhood Plan period (red in the table). The data is presented in Table 5-10 below.

Table 5-10: Projected distribution of households by age of HRP, former Weymouth and Portland LA

Year	Age of HRP 24 and under	Age of HRP 25 to 34	Age of HRP 35 to 54	Age of HRP 55 to 64	Age of HRP 65 and over
2011	889	3,008	10,247	5,462	8,929
2018	649	2,851	9,419	5,777	10,956
2038	579	2,726	8,561	5,820	15,842
2043	561	2,695	8,346	5,831	17,064

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

181. It is then necessary to extrapolate from this LA-level data an estimate of the corresponding change in the age structure of the population in Weymouth. To do so, the percentage increase expected for each group across the former Weymouth and Portland LA, derived from the data presented above was mapped to the population of Weymouth. The results of this calculation are detailed in Table 5-11 below:

Table 5-11: Projected distribution of households by age of HRP, Weymouth

Year	Age of HRP 24 and under	Age of HRP 25 to 34	Age of HRP 35 to 54	Age of HRP 55 to 64	Age of HRP 65 and over
2011	710	2,452	8,284	4,394	7,520
2018	518	2,324	7,615	4,647	9,227

2038	462	2,222	6,921	4,682	13,342
% change 2011-end of Plan period	-35%	-9%	-16%	7%	77%

Source: AECOM Calculations

182. This shows that by the end of the plan period, the proportion of young households under the age of 54 is projected to decline significantly, with the proportion of those households with an HRP under the age of 24 projected to decline most (by 35%). At the same time households with an HRP of 55 or older are projected to grow extensively, with the largest increase expected in those over retirement age, who are projected to grow by a very significant 77%.
183. Finally, having established the likelihood shown by households at different life-stages towards occupying dwellings of different sizes in Table 5-9, and the approximate number of households in Dorset and Weymouth falling into each of these stages by the end of the Plan period in 2038, it is possible to estimate how the housing stock might evolve in terms of size over the Neighbourhood Plan period in response to demographic change (see Table 5-12 below).
184. The table takes in turn each projected age group in 2038, estimating how many of the households in that age bracket will want or need to occupy each size of dwelling. This is repeated for each age bracket and added together to arrive at an estimation of what proportion of each size of dwelling will be required overall.

Table 5-12: Ideal dwelling size distribution in Weymouth by the end of the Plan period, based on modelled household life-stages (totals may not sum due to rounding)

Size	Age of HRP 16 to 24	Age of HRP under 35	Age of HRP 35 to 54	Age of HRP 55 to 64	Age of HRP 65 and over	Total households requiring dwelling sizes
Households 2038	462	2,222	6,921	4,682	13,342	27,630
1 bedroom	122	369	689	522	1,709	3,411
2 bedrooms	240	957	1,667	1,218	4,341	8,423
3 bedrooms	79	732	3,091	2,014	5,417	11,333
4 bedrooms	11	126	1,157	727	1,533	3,555
5+ bedrooms	9	38	317	201	342	908

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

185. It is now possible to compare the 2011 housing mix in terms of size with the projected requirement based on the estimates set out in Table 5-12 above modelling the change in the age structure of the population in Weymouth.
186. Table 5-13 below indicates that, by 2038, the size distribution of dwellings should ideally be as follows: The majority of properties, at just over 40%, should be 3 bedroom homes, followed by 2 bedroom homes at just over 30%. Only 3% of properties should be in the largest size category of over 5 bedrooms. The remainder should be split relatively evenly between 1 and 4 bed properties, at 12-13% each.

Table 5-13: 2011 housing sizes compared to ideal distribution at end of Plan period, Weymouth

Number of bedrooms	2011		2038	
1 bedroom	3,096	13.3%	3,411	12.3%
2 bedrooms	6,908	29.6%	8,423	30.5%
3 bedrooms	9,252	39.6%	11,333	41.0%
4 bedrooms	3,167	13.6%	3,555	12.9%
5 or more bedrooms	885	3.8%	908	3.3%
Total households	23,360	100.0%	27,630	100.0%

Source: Census 2011, AECOM Calculations

187. Table 5-14 below sets out the estimated misalignment between future demand for housing, based on the modelled preferences of households at different life-stages, and the current stock available in the Neighbourhood Plan area. This comparison of the ideal distribution with the current stock available, shows what will need to be built in Weymouth over the plan period to adjust the mix towards what is likely to be needed.

Table 5-14: Future potential misalignments of supply and demand for housing, Weymouth

Number of bedrooms	2011	2038	Change to housing mix	Recommended split
1 bedroom	3,096	3,411	315	7.3%
2 bedrooms	6,908	8,423	1,515	35.0%
3 bedrooms	9,252	11,333	2,081	48.2%
4 bedrooms	3,167	3,555	388	9.0%
5 or more bedrooms	885	908	23	0.5%

Source: AECOM Calculations

188. The result of this life-stage modelling exercise is to suggest that, in terms of demographic change, new development might involve the following share of dwelling sizes: 7.3% as 1 bedroom, 35% as two bedrooms, 48% as three bedrooms, 9% as four bedrooms and 0.5% as 5 or more bedrooms.
189. Note that only the percentage mix in the right-hand column is relevant to the purposes of this HNA and the neighbourhood planning process. The actual numbers of dwellings required to adjust the size mix do not reflect that actual quantity of housing needed in the NA and are simply a step in the calculation necessary to produce a percentage split. As a general point, this dwelling mix in percentage terms stands alone from the overall quantity of housing needed or allocated over the Plan period, and could equally apply to windfall development, allocations beyond the plan period, or any other source of housing supply.

5.6 Conclusions- Type and Size

190. The analysis in this part of our HNA provides an indication of the likely need for different types and sizes of homes based on demographic change. It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the NA or on any particular site. These include the characteristics of the existing stock of housing, the role of the NA or site within the wider housing market area (linked to any LA strategies or plans), and site-specific factors which may justify a particular dwelling mix.
191. In terms of demographic characteristics, in 2011 Weymouth was home to 23,360 households, living in 5,505 semi-detached, 6,689 terraced houses, and 6,594 flats. Overall, there are fewer detached properties in Weymouth than in Dorset overall and more terraced homes and flats. This type mix also tallies with the size mix in Weymouth, showing more smaller (1-3 room / 1-2 bedroom) properties and fewer very large (7-9 rooms / 4+ bedroom) homes than across Dorset. The most common size of home is 5 rooms / 3 bedrooms both for Weymouth and for Dorset.
192. The local authority's Annual Monitoring Reports for the period from 2012 to 2018, show that delivery in Weymouth and Portland was mainly concentrated on 2-3 bed houses, followed by 1-2 bed flats. Market houses permitted were more commonly 2-3 bed properties and affordable housing was mainly secured as 2 bed homes, with some 1 and 3 bed properties but no larger units at all. This suggests that since the 2011 Census, the prevalence of smaller over larger properties in Weymouth will have increased.
193. The SHMA findings generally concur with the findings of our HNA, adding some interesting information, for example showing that in Weymouth & Portland in 2013 just over 50% of households in the private rented sector were supported by Housing Benefit or Local Housing Allowance, compared to around 25% nationally, and that the private rented sector had growth significantly. The SHMA data also projected a decline in couple with children households and the largest growth being in lone parent households. The model also indicated that new owner-occupied accommodation should principally be 2-4 bedroom homes and new private rented housing should be 1-2 bedroom properties.
194. In terms of age structure, the 2011 Census data reveals that Weymouth, when compared to Dorset, has a similar proportion of under 25s, a slightly higher proportion of 25-44 year olds, a similar proportion of 45-64 year olds and a slightly lower proportion of older people over the age of 65. However, the proportions of children, young and working age people are lower in Weymouth and Dorset than nationally, and the proportion of over 65s is higher. The

intercensal data 2001-2011 points towards a decline in the proportion of young families with young children, a rise in families with older children and an increase in older persons as proportions of the population from 2001-2011. Overall, the population of Weymouth is showing an aging trend. This is not too dissimilar from the trends observed across Dorset and England as a whole, although over 85s have shown a much larger increase in Dorset and England than in Weymouth and the younger working age population (25-44) has shown a slight increase across England, compared to a 9% decline in Weymouth and Dorset.

195. In terms of the Weymouth household composition, this is very similar to that of the LA and the rest of the country, with 33% single households, 61% family households and 6% other households. The proportions of single households under the age of 65 and family households over the age of 65 are slightly higher in Weymouth. Between 2001 and 2011, the main changes in household composition were an increase in single households by almost 10%.
196. In terms of dwelling mix by age, the data shows that younger households occupy smaller housing, primarily with 2 bedrooms. The prevalence of 3 and 4 bedroom properties then increases steadily towards the 40-60 year age group. After this, the proportions of 1 and 2 bed properties rises again, with the popularity of 3 and 4 bed properties declining. However, these changes do not return households to the same situation as those under the age of 30. Over 85s occupy a similar size of home as 30-35 year olds. These trends are similar across the country, with households occupying increasingly larger homes as their families and incomes grow towards the middle of their life, and then becoming more likely to occupy a smaller home again later in life as children move out and the family earners retire. However, in older age, many households then under-occupy their home as the incentive to downsize out of their former family home is not sufficiently large.
197. Over the plan period, the greatest increase in housing stock in Weymouth is required in middle sized homes of three- and two-bedrooms (48 and 35% respectively) with only minor additions of 7-9% needed to the stock in the smaller and larger 1 and 4 bedroom size categories. The lowest increase is required in the largest, 5 or more bedroom category (0.5%). Therefore, new dwelling stock should provide some mix of all sizes of properties, but primarily deliver 2-3 bed properties. This dwelling mix in percentage terms stands alone from the overall quantity of housing needed or allocated over the Plan period, and could equally apply to windfall development, allocations beyond the plan period, or any other source of housing supply.

6. RQ 3: Specialist housing for older people

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

6.1 Introduction

198. This chapter considers in detail the specialist housing needs for older and disabled people in Weymouth. It considers the quantity, tenure and size of dwellings that might be required. Weymouth has an ageing population and it is expected that the population over 75 will almost double over the plan period. This will substantially increase the demand for specialist accommodation. Our analysis in this chapter shows that there is likely to be a need of at least 1,029 additional specialist dwellings for older people over the plan period, and up to a need for 1,374 additional specialist dwellings. The range of 1,029 to 1,374 dwellings is considered to be a reliable reflection of the additional needs which will be generated over the plan period to 2038.
199. It is important to keep in mind that there is no formal definition of 'old age'. People experience ageing differently and much depends on their health, lifestyle and relationship with work. Some people live healthy and active lives into advanced old age whilst others may need support and care much earlier in their lives. It is useful to think of two main stages in later life: the '3rd age' – where people are healthy and active and may or may not continue to work and the '4th age' – where older people need care and support to meet their health needs.⁴⁹ These two stages are not necessarily related to age though most people in advanced old age (85+) will need care or support at some point in their lives. The housing needs of these two groups can be markedly different.
200. In the Planning Practice Guidance (PPG), the Government states that plans need to provide for specialist housing for older people where a need exists. Innovative and diverse housing models will need to be considered where appropriate.⁵⁰
201. It is important to note that, as stated in the PPG, the need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the overall (i.e. the total) housing need figure. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method.⁵¹
202. In considering the need or demand for specialist housing for older people it is appropriate to consider the population aged 75+ since this group is more likely to access this type of housing. The needs of this sector of the population have been assessed through two methods. The first is a tenure-led projection, based on the tenure of dwellings typically occupied by people in this age group. The second, included for the purposes of comparison, is based on the Housing Learning and Improvement Network's (HLIN) Strategic Housing for Older People (SHOP) tool⁵², which is based on best practice nationally and sets a recommended level of provision per 1,000 head of population.
203. Housing needs assessment covers the need for houses that fall for the purposes of the planning system into Use Class C3 (private dwellings)⁵³. Any assessment of need for residences that fall into Use Class C2 (residential institutions, which include prisons, boarding schools and some care homes for the elderly) would be a separate exercise outside the scope of a standard HNA. Unfortunately, however, the dividing line between care homes for older people that fall into use class C2 and those where accommodation is counted as C3 is blurred. In some cases, extra care schemes, particularly those where independent living is emphasised and care provision is more limited, will be counted as C3. However, in other cases, particularly where care provision is higher, they will be counted as C2. There is no hard and fast rule- clear differentiation between the two has not been set in government policy.
204. As such, existing and future specialist housing for older people may be either C2 or C3, but the important point is that it is not possible to state definitively at the time of assessment whether any new provision forecast to be needed on the basis of current evidence will fall into use class C2 or C3. The distinction is important because accommodation in

⁴⁹ University of Sheffield & DWELL (2016) Designing with Downsizers

⁵⁰ See Paragraph: 012 Reference ID: 63-012-20190626 at <https://www.gov.uk/guidance/housing-for-older-and-disabled-people#identifying-the-housing-requirements-of-older-and-disabled-people>

⁵¹ See Paragraph: 017 Reference ID: 2a-017-20190220, at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>)

⁵² Available at <https://www.housinglin.org.uk/Topics/browse/HousingExtraCare/ExtraCareStrategy/SHOP/SHOPv2/>

⁵³ For a full description of Planning Use Classes, please refer to https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use

C2 buildings does not count towards the overall housing target for the neighbourhood plan areas whereas C3 accommodation units do. Therefore, it is not possible to state at this point the extent of overlap, if any, between the overall quantity of specialist housing forecast to be required and the overall housing quantity figure for the plan area.

6.2 Housing for older people - context

205. MHCLG's guidance on housing for older and disabled people states that the need to provide housing for older people is critical. People are living longer lives and the proportion of older people in the population is increasing. In mid-2016 there were 1.6 million people aged 85 and over; by mid-2041 this is projected to double to 3.2 million.
206. Almost a third of UK homes are occupied by the 55+ age group, yet only 7% of UK stock is currently recognised as meeting minimum accessibility standards, which means few older people can find options that will improve their quality of life. This is reflected in evidence that just 3.4% of 50+ households move home each year, which is half as many moves as rest of population. Perhaps surprisingly, just under half of moves result in fewer habitable rooms because many older people need or want to retain space for activities, to retain a life time of possessions, accommodating visitors or caring for grandchildren. For some, social status can be a in deciding to move to a home with significantly fewer rooms.⁵⁴
207. The concept of 'rightsizing' (formally referred to as downsizing) recognizes that the situations, desires and needs of the older population are no less diverse than their family circumstances. The actual choices available to older people, however, are limited to the housing provisions that are both available and accessible to them. Not surprisingly the vast majority of older people currently tend to age in place until circumstances mean their home environment becomes a decisive barrier to their well-being. Research indicates that very few properties are designed to support ageing in place (see below). Thus whilst many people do not wish to move home, there is also evidence that there is large scale unmet demand to move⁵⁵ with many older people stuck in a 'rightsizing gap'.⁵⁶
208. A Demos survey of over 60s conducted in 2013 found a "considerable appetite" amongst this age group to move to a new property, with one quarter of all those surveyed suggesting they would be interested in buying a specialist property, and one quarter considering renting a specialist home.⁵⁷
209. Indeed, 76% of those in homes of three or more bedrooms wished to rightsize, and this increased to 99% of those in homes of five or more bedrooms, with two bedrooms the preferred choice for both.⁵⁸ However, in spite of evidence of high demand, currently only 5% of older people's housing is made up of specialist homes,⁵⁹ with Demos suggesting that, "the chronic under-supply of appropriate housing for older people is the UK's next housing crisis",⁶⁰ and local authorities are often, "accused of reluctance to approve development plans for specialist housing....out of fear of increased care costs".⁶¹ Indeed, whilst many of those surveyed may consider moving, the percentage that ultimately do is likely to be relatively low, and many who downsize may move into mainstream housing.
210. Offering older people a better choice of accommodation to suit their changing needs can help them live independently for longer, feel more connected to their communities and help reduce costs to the social care and health systems. Therefore, an understanding of how the ageing population in Weymouth affects housing needs is something to be considered from the early stages of plan-making through to decision-taking.⁶²
211. The need to access housing with support or care is often driven by health considerations, particularly disabilities. Disabilities can include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs, which may generate a range of housing requirements which can change over time. Unsuitable housing or housing which is not capable of adaptation can have a negative impact on occupants and their carers. Disability is strongly linked to age and an ageing population will see the numbers of disabled people continuing to increase. It is important to plan early to meet their needs throughout their lifetime.

⁵⁴ Rightsizing: Reframing the housing offer for older people, 2018, Phase and Manchester School of Architecture

⁵⁵ Pannell et al., 2012

⁵⁶ Rightsizing: Reframing the housing offer for older people, 2018, Phase and Manchester School of Architecture

⁵⁷ <https://www.demos.co.uk/files/TopoftheLadder-web.pdf?1378922386>

⁵⁸ Ibid.

⁵⁹ https://www.housinglin.org.uk/assets/Resources/Housing/OtherOrganisation/for-future-living_Oct2014.pdf

⁶⁰ <https://www.demos.co.uk/files/TopoftheLadder-web.pdf?1378922386>

⁶¹ <http://researchbriefings.files.parliament.uk/documents/CBP-7423/CBP-7423.pdf>

⁶² Available at <https://www.gov.uk/guidance/housing-for-older-and-disabled-people#identifying-the-housing-requirements-of-older-and-disabled-people>

212. Older people typically occupy a broad range of accommodation types and tenures depending on their individual needs, including both market housing and more specialist accommodation. The latest PPG⁶³ adopts the following planning approach:
- a. Where an identified need exists, plans are expected to make use of the optional technical housing standards (footnote 46 of the National Planning Policy Framework) to help bring forward an adequate supply of accessible housing. In doing so planning policies for housing can set out the proportion of new housing that will be delivered to the following standards:
 - i. M4(1) Category 1: Visitable dwellings (the minimum standard that applies where no planning condition is given unless a plan sets a higher minimum requirement)
 - ii. M4(2) Category 2: Accessible and adaptable dwellings
 - iii. M4(3) Category 3: Wheelchair user dwellings
 - b. Planning policies for accessible housing need to be based on evidence of need, viability and a consideration of site specific factors.
213. In the case of Weymouth, this HNA, together with any local housing survey conducted will form the evidence required to justify policies proposing the Category 2 or 3 standards above for both market and affordable housing and the two main types of specialist housing for older people - sheltered housing and extra care (see Appendix B for definitions).
214. In 2014, there were approximately 450,000 units of sheltered social rented and private sector retirement housing in England, with approximately one quarter of these in private sector and the rest provided at social rent levels.⁶⁴ This situation reflects historic patterns of development, significant constraints on the delivery of such housing in the market sector as well as changing aspirations and expectations amongst older people today in comparison with previous generations.
215. Local planning authorities can plan for older co-housing communities through their implementation of the Self-build and custom-build legislation 2015⁶⁵, as some communities will be looking to build the development themselves. Local authorities can also identify sites suitable for older co-housing communities as part of their overall assessment of land available for housing over the plan period.⁶⁶
216. Given that the vast majority of people over 75 live in their own homes, but that the current stock is primarily for social rent, AECOM has developed a 'tenure-led' approach to calculating the need for specialist housing, which also takes into account the health and mobility of population of the Neighbourhood Plan area so as to develop projections for future need for specialist housing provided with some level of care or other services.

6.3 Approach

217. In accordance with NPPF guidance, this chapter applies a three stage process to determine the potential incidence of need for specialist housing for the elderly, based on tenures, projections of the future population of elderly people in the Neighbourhood Plan area, and Census data relating to mobility limitations and overall health.⁶⁷ These are then compared with rates of provision that have been recommended by the Housing Learning and Improvement Network (HLIN), as well as with existing rates of provision across Dorset.
218. Clearly, this calculation represents an assumption, with the actual decision for an older or disabled person to enter specialist housing highly dependent on individual circumstances. As already noted, the actual proportion of older people that can be considered in need of specialist housing is affected both by overall levels of health as well as by individual lifestyle choices, given that the vast majority of older people currently choose to continue to live in their homes for their entire lives.

⁶³ Housing for Older and disabled people, Guidance June 2019, MHCLG

⁶⁴ https://www.ageuk.org.uk/globalassets/age-uk/documents/reports-and-publications/reports-and-briefings/safe-at-home/rb_july14_housing_later_life_report.pdf

⁶⁵ <https://www.gov.uk/guidance/self-build-and-custom-housebuilding>

⁶⁶ See Paragraph: 011 Reference ID: 63-011-20190626 at <https://www.gov.uk/guidance/housing-for-older-and-disabled-people#identifying-the-housing-requirements-of-older-and-disabled-people>

⁶⁷ <https://www.gov.uk/guidance/housing-for-older-and-disabled-people#identifying-the-housing-requirements-of-older-and-disabled-people>

219. The charity Age UK suggests that “inaccessible housing should not force anyone out of their home or local community against their wishes. It’s much better to have ‘pull factors’ that attract older people towards housing alternatives.”⁶⁸ By understanding the tenure breakdown of specialist housing need, it is possible to better understand the extent to which demand will be a factor in this market segment.

6.3.1 Current supply of specialist housing for older people

220. When determining a final target for the need for specialist dwellings, it is necessary first to take account of current supply. There are a number of ways to do this. Data may be available within Dorset’s housing evidence base. Alternatively, data may be collated manually on the amount of specialist housing within a given area using the search function on the Elderly Accommodation Counsel’s Website: <http://www.housingcare.org>.

221. It is important to note that bed spaces in communal establishments such as live-in care homes are not included in the calculation below.⁶⁹ This is because for the purposes of the UK planning system, such institutions occupy a different land-use class from other housing (use class C2, which comprises residential institutions, versus C3, which comprises private dwellings)⁷⁰. However, all other types of specialist housing for older people fall within use class C3 and, as such, are within the scope of this Housing Needs Assessment. Having said this, we will note the existing provision of such institutional accommodation where it exists in Weymouth.

222. The 2011 Census highlights the number of residents living in different types of communal establishments. Within Weymouth, it identified 66 residents living in care homes with nursing and 380 in care homes without nursing.⁷¹

223. Given that communal establishments (care homes) are generally outside the scope of housing needs assessments for the reasons described above, these are discounted from this analysis, and the remaining specialist housing for older people, which should be within use class C3 and thus within the scope of this assessment, is presented in Table 6-1 below. This gives a total of **1,163** specialist dwellings (or bed spaces), for a 2011 population aged 75+ of **5,505**. This suggests the actual rate of provision in Weymouth is approximately **211** dwellings per 1,000 population aged 75+.

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

	Name	Description	Bed spaces	Tenure	Type
1	Beachview Close	70 bungalows. Sizes 1 bedroom, 2 bedroom.	70	Rent (social landlord)	Bungalows
2	Bincombe Court	118 flats, bungalows. Sizes 1 bedroom.	118	Rent (social landlord)	Bungalows
3	Compton Lodge	16 flats. Sizes 1 bedroom, 2 bedroom.	16	Leasehold	Flats
4	Devenish Close	25 flats, bungalows. Sizes 2 bedroom.	25	Rent (social landlord)	Sheltered housing
5	Dorset Close	61 flats, bungalows. Sizes 1 bedroom, 2 bedroom.	61	Rent (social landlord)	Bungalows
6	Fiveways	122 bungalows. Sizes 1 bedroom, 2 bedroom.	122	Rent (social landlord)	Bungalows
7	George Thorne House	23 flats. Sizes studio, 1 bedroom.	23	Rent (social landlord)	Sheltered housing
8	Harbour Lights Court	43 flats. Sizes 1 bedroom, 2 bedroom.	43	Leasehold	Flats
9	Hardys Court	38 flats. Sizes 1 bedroom, 2 bedroom.	38	Leasehold	Flats
10	Holly Court	34 flats. Sizes studio, 1 bedroom.	34	Rent (social landlord)	Sheltered housing
11	Jenner Court	60 flats. Sizes 1 bedroom, 2 bedroom.	60	Leasehold and Rent (market)	Flats
12	Jonathan & Rebecca Edwards Charity	11 bungalows. Sizes 1 bedroom.	11	Rent (social landlord)	Bungalows

⁶⁸ See <https://www.ageuk.org.uk/documents/EN-GB/Political/Age%20UK%20ID201813%20Housing%20Later%20Life%20Report%20-%20final.pdf?dtrk=true>

⁶⁹ Further details on the definition of different types of housing within the English planning system are available at <https://www.gov.uk/guidance/definitions-of-general-housing-terms>

⁷⁰ See Paragraph: 009 Reference ID: 13-009-20140306 at <https://www.gov.uk/guidance/when-is-permission-required>

⁷¹ ONS, 2011 (KS405EW)

13	Lawrance Court	24 flats. 1 bedroom.	24	Rent (social landlord)	Sheltered housing
14	Littlefield Court	11 bungalows. Sizes 2 bedroom.	11	Freehold	Bungalows
15	Macpherson House	10 flats. Sizes studio, 1 bedroom.	10	Rent (social landlord)	Sheltered housing
16	Nightingale Court	42 flats.	42	Leasehold	Sheltered housing
17	Pinnacle Care & Retirement Village	195 flats. Sizes 1 bedroom, 2 bedroom.	195	Leasehold	Extra care supported living
18	Rochester Court	12 flats. Sizes studio, 1 bedroom.	12	Rent (social landlord)	Flats
19	Ryan Court	18 flats. Sizes 1 bedroom, 2 bedroom.	18	Leasehold	Flats
20	Sedgefield Close	74 flats, bungalows. Sizes 1 bedroom, 2 bedroom.	74	Rent (social landlord)	Flats, bungalows
21	Swannery Court	69 flats. Sizes 1 bedroom, 2 bedroom.	69	Leasehold	Sheltered housing
22	The Anchorage	33 flats. Sizes 1 bedroom.	33	Leasehold	Sheltered housing
23	Westhaven House	54 flats. Sizes 1 bedroom, 2 bedroom.	54	Rent (social landlord)	Extra care supported living.

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

6.3.2 Tenure-led projections

224. Turning to determining future need for specialist housing, the first step is to review data on the tenure of households aged 55-75 across Weymouth and Portland, as this is the smallest geography for which tenure by age bracket data is available. The age cohort-based approach is taken because it is these households which, over the next 20 years, will be reaching the age of 75+, where the need for specialist housing provision is more likely. The existing tenure split within this cohort is used to project forward the need for specialist housing according to different tenure.
225. The projection is based on the premise that those currently occupying their own home will also wish to remain owner occupiers for as long as practicably possible in future, even where downsizing or moving into specialist accommodation. Equally, those who currently rent, either in the private or social sectors, are projected to need affordable rented accommodation of some kind.
226. According to Table 6-2 below, the tenure of households in Weymouth and Portland aged 55-75 shows a higher proportion of owner occupied than the general population, at 84.4% compared to 72% nationally, as would be expected. The proportion social renting in this age group remains considerable at 11.8%, whereas the proportion private renting at 3.6% is much lower than for the general population. This suggests that households in the 55-75 age bracket in Weymouth are more likely to own their homes, as likely to social rent, and less likely to private rent than the average household across the country.

Table 6-2: Tenure of households aged 55-75 in Weymouth and Portland, 2011

All owned	Owned outright	Owned with a mortgage or loan or Shared Ownership	All Rented	Social rented	Private rented	Living rent free
84.4%	60.1%	24.3%	15.6%	11.8%	3.6%	0.2%

Source: Census 2011

227. The next step is to project how the overall number of older people in Weymouth is likely to change in future, by extrapolating from the ONS Sub-National Population Projections for Weymouth and Portland at the end of the Plan period. The figure must be extrapolated from the Local Authority level data because such projections are not available at neighbourhood level. The results are set out in Table 6-3 below.
228. This calculation indicates that the proportion of residents aged 75 or over in Weymouth will significantly increase, almost doubling from 10.5% in 2011 to 19.8% in 2038, from 5,505 to 10,981. This represents a growth in the population aged 75+ of 5,476.

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

Age group	2011		2038	
	Weymouth (Census)	Weymouth and Portland (Census)	Weymouth (AECOM)	Weymouth and Portland (ONS SNPP 2018)
All ages	52,323	65,617	55,425	69,507
75+	5,505	6,435	10,981	12,836
%	10.5%	9.8%	19.8%	18.5%

Source: ONS SNPP 2018, AECOM Calculations

229. The following projection is calculated by multiplying the projected growth in the number of people aged 75+ by the end of the Plan period by the tenure split for the local authority area presented in Table 6-2 above, and is set out in Table 6-4 below.

230. A key assumption made here is that, for the purposes of determining the proportion of households aged 75+ falling into different tenures in 2038, and consequently the number of specialist units they might need, the growth in the overall population of those aged 75 is used. To calculate the number of households from the population, the average household size of those aged 75+ in Weymouth in 2011 is then used. At the 2011 Census there were 5,505 individuals occupying 4,618 households, therefore with an average occupancy rate of 1.19 individuals per household. The total growth in the population aged 75+ of 5,476 is divided by 1.19, meaning that the forecast growth in households aged 75+ is therefore 4,594.

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

Owned	Owned outright	Owned with a mortgage or loan or shared ownership	All rented	Social rented	Private rented	Living free	rent
3,877	2,759	1,117	717	543	167	8	

Source: Census 2011, ONS SNPP 2018, AECOM Calculations

231. Next, the incidence of mobility limitations is considered, as defined by the Census, within each tenure group for those aged 65+ in Weymouth. This allows us to link the levels of need (as defined by extent of mobility limitations within the population) to tenure (based on the premise that such needs can be used as a proxy for the need for specialist housing in this age group).

232. The tendency for people in rented housing to have higher dependency levels is well established. It arises partly because people with higher dependency levels tend to have lower incomes; they are therefore less able to afford to buy, even at earlier stages in their lives. It also reflects the fact that as people develop support and care needs they may find that the only suitable and affordable option to them is available in the social rented sector.

Table 6-5: Tenure and mobility limitations of those aged 65+ in Weymouth, 2011

Tenure	All categories: Long-term health problem or disability	Day-to-day activities limited a lot	Day-to-day activities limited a little	Day-to-day activities not limited			
All categories: Tenure	11,041	2,497	22.6%	3,037	27.5%	5,507	49.9%
Owned or shared ownership: Total	9,173	1,826	19.9%	2,469	26.9%	4,878	53.2%
Owned: Owned outright	8,085	1,557	19.3%	2,210	27.3%	4,318	53.4%

Owned: Owned with a mortgage or loan or shared ownership	1,088	269	24.7%	259	23.8%	560	51.5%
Rented or living rent free: Total	1,868	671	35.9%	568	30.4%	629	33.7%
Rented: Social rented	1,124	449	39.9%	351	31.2%	324	28.8%
Rented: Private rented or living rent free	744	222	29.8%	217	29.2%	305	41.0%

Source: DC3408EW Health status

233. Focusing on those whose activities are limited a lot, the calculations suggest that of the 717 renter and 3,877 owner households in Weymouth in the 75+ age group, there could be a need for 772 specialist homes for owner occupiers (19.9% x 3,877) and 258 for renters of all kinds (35.9% x 717), or 1,029 new specialist homes in total.
234. These findings are set out in the table below, based on the assumption that those whose day-to-day activities are limited a lot may need housing with care (e.g. extra care housing, with significant on-site services, including potentially medical services), while those with their day to day activities limited only a little may simply need adaptations to their existing homes, or alternatively sheltered or retirement living that can provide some degree of oversight or additional services. However, it is important to note that, even those people who have high support or care needs can often be supported to live in their own homes. This is often reflected in policy of local authorities, with explicit aim to reduce the need to commission increasing numbers of care home beds.

Table 6-6: AECOM estimate of specialist housing need in Weymouth by the end of the Plan period

Type	Affordable	Market	Total (rounded)
Housing with care (e.g. extra care)	Multiply the number of people across all rented tenures (not just social rent as those aged 65+ who need to rent are overwhelmingly likely to need Affordable Housing) by the percent of occupiers in that tenure who have day to day activity limitations limited a lot	Multiply the number of people across all owner-occupied housing by the percent of occupiers in that tenure who have day to day activity limitations limited a lot	1,029
	258	772	
Adaptations, sheltered, or retirement living	Multiply the number of people across all rented housing by the percent of occupiers in that tenure who have day to day activity limitations limited a little	Multiply the number of people across all owned housing by the percent of occupiers in that tenure who have day to day activity limitations limited a little	1,262
	218	1,043	
Total	476	1,815	2,291

Source: Census 2011, AECOM Calculations

235. The number of households falling into potential need for specialist accommodation is therefore 1,029, which is 11.2% of the 9,213 households in total aged 75 and above projected to live in Weymouth by the end of the Plan period.

6.3.3 Housing LIN-recommended provision

236. It is worth comparing these findings with the recommendations of the Housing Learning and Improvement Network (HLIN), one of the respected models for planning for the housing needs of older people. In Table 6-7 below we reproduce the key table from their Strategic Housing for Older People (SHOP) toolkit. The table serves as a guide, based on best practice research, to the numbers of specialist dwellings for older people that should be provided given the increase in their numbers over the Plan period, and how these should be split into the different tenures.

Table 6-7: Recommended provision of specialist housing for older people from the SHOP toolkit

FORM OF PROVISION	ESTIMATE OF DEMAND PER THOUSAND OF THE RELEVANT 75+ POPULATION
Conventional sheltered housing to rent	60
Leasehold sheltered housing	120
Enhanced sheltered housing (divided 50:50 between that for rent and that for sale) ³⁶	20
Extra care housing for rent	15
Extra care housing for sale	30
Housing based provision for dementia	6

Source: Housing LIN SHOP Toolkit

237. As Table 6-3 shows, Weymouth is forecast to see an increase in the over-75 population of 5,476 by the end of the Plan period. According to the HLIN tool, this translates into need as follows:

- Conventional sheltered housing to rent = $60 \times 5.476 = 329$
- Leasehold sheltered housing = $120 \times 5.476 = 657$
- Enhanced sheltered housing (divided 50:50 between that for rent and that for sale) = $20 \times 5.476 = 110$
- Extra care housing for rent = $15 \times 5.476 = 82$
- Extra care housing for sale = $30 \times 5.476 = 164$
- Housing based provision for dementia = $6 \times 5.476 = 33$

238. This produces an overall total of 1,374 specialist dwellings which might be required by the end of the plan period.

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

Table 6-8: HLIN estimate of specialist housing need in Weymouth by the end of the Plan period

Type	Affordable	Market	Total
Housing with care (e.g. extra care)	Includes: enhanced sheltered housing for rent + extra care housing for rent + housing based provision for dementia	Includes: enhanced sheltered housing for sale + extra care housing for sale	389
	170	219	
Sheltered housing	Conventional sheltered housing for rent	Leasehold sheltered housing	986
	329	657	
Total	498	876	1,374

Source: Housing LIN, AECOM calculations

6.4 Conclusions- Specialist Housing for the Older People

240. In comparing the outcomes of the tenure-led projections and the Housing LIN recommendations, it is important not to assume direct equivalence of the type of housing deemed suitable for those whose lives are limited 'a little' in Table 6-6 with 'sheltered housing' in Table 6-8 even though both types of housing address the needs of those with relatively limited support needs. This is because there is a range of housing suitable for this group of the population including mainstream housing, whereas the HLIN identifies only sheltered housing specifically.

241. A more accurate result, therefore, can be achieved by comparing the 1,029 dwellings identified in the tenure-led approach for those who require housing with care with the 1,374 specialist dwellings that emerge from the HLIN calculations. By contrast, the total 2,291 figure in the tenure-led projections is also based on those whose day-to-day needs are limited only a little, and whose housing needs therefore have the potential to be provided through adaptations to a conventional home.
242. For this reason, our recommendation would be to treat the outcome of these approaches as a range, with at least 1,029 specialist dwellings being required to service the needs of older people over the Plan period, and the projection of 1,374 dwellings functioning as an upper, more aspirational target, to be provided if other constraints allow.
243. While it is important to maximise the accessibility of all new housing, it is particularly important for specialist housing for older people to be provided in sustainable, accessible locations, for a number of reasons, as follows:
- so that residents, who often lack cars of their own, are able to access local services and facilities, such as shops and doctor's surgeries, on foot;
 - so that any staff working there have the choice to access their workplace by more sustainable transport modes; and
 - so that family members and other visitors have the choice to access relatives and friends living in specialist accommodation by more sustainable transport modes.
244. Alongside the need for specialist housing to be provided in accessible locations, another important requirement is for cost effectiveness and economies of scale. This can be achieved by serving the specialist elderly housing needs arising from a number of different locations and/or neighbourhood plan areas from a single, centralised point (i.e. what is sometimes referred to as a 'hub-and-spoke' model).
245. It is considered that Weymouth is, in broad terms, a suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above. As such, there is potential for such accommodation to be provided within the Neighbourhood Plan area (while noting there is no specific requirement or obligation to do so if there is potential to meet need arising from Weymouth in other suitable locations near to but outside the Plan area boundaries). Where it is considered for any reason desirable to meet some of the specialist need outside the Neighbourhood Plan area boundaries, there will be a degree of overlap between the number of specialist dwellings to be provided and the overall dwellings target for the Neighbourhood Plan area itself.
246. Wherever specialist housing is to be accommodated, partnership working with specialist developers is recommended, so as to introduce a greater degree of choice into the housing options for older people who wish to move in later life.

7. Conclusions

7.1 Overview

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

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

Issue	Source(s) (see Chapter 3)	Summary of evidence and data assessed	Conclusions and recommendations
Quantity of affordable housing to plan for	SHMA Census Local Authority Housing Waiting List ONS projections	<p>Weymouth has an above national average income of £39,929 and average lower quartile incomes of £14,745 in households with one LQ income and £29,490 in households with two LQ incomes.</p> <p>Average house sale prices are unaffordable on average incomes, but private renting is affordable. Average resale homes require on income of over £60,000 and a new build home requires on average an income of over £100,000.</p> <p>Households on two lower quartile incomes cannot afford any tenures except social and affordable rent. Single lower quartile income households cannot even afford a social rented property without recourse to benefits.</p>	<p>The overall minimum affordable housing need likely to arise over the plan period, in line with the most recent SHMA, is 1,775 units (1,260 affordable homes needed for rent + 515 affordable homes needed for sale). AECOM calculations show that potential demand for affordable housing for sale could however be much higher, up to 2,649 units over the plan period.</p> <p>Weymouth’s overall housing requirement (HRF) of 3,225 is unlikely to allow affordable housing needs to be met in full. To meet identified needs, the full HRF would have to delivered and 55% of all homes would need to be affordable, with 71% of these for rent and 29% as affordable housing for sale.</p> <p>Maximum Affordable Housing delivery over the plan period through planning obligations is likely to be 1,129 units (35% of the total housing requirement of 3,225 in line with the adopted Local Plan and in line with emerging Plan requirements for Zone 2 which applies across the NA except for Weymouth town centre). If housing is primarily delivered in Weymouth town centre, affordable housing delivery will be lower, around 806 units (25% of 3,225 in line with the emerging new Local Plan requirement for Zone 3).</p>

Issue	Source(s) (see Chapter 3)	Summary of evidence and data assessed	Conclusions and recommendations
Housing tenure and affordability	SHMA Census Land registry data ONS projections Annual Monitoring Reports Property asking prices on home.co.uk	<p>The Weymouth tenure and affordability profile is similar to the Dorset picture.</p> <p>Weymouth has slightly higher than national average levels of owner occupation (67%), similar percentages of private renting (18%) and slightly lower levels of social renting at 14%. Shared ownership makes up the smallest percentage of households, at 0.6%.</p> <p>The SHMA findings generally concur with our HNA, also showing a significant growth of the PRS, with over half of PRS households supported by Housing Benefit or Local Housing Allowance, compared to 25% nationally.</p> <p>Adopted Local Plan policy affordable housing requirement is 35%, which is the same in the emerging plan for the NA except for Weymouth town centre, where only 25% is required. The AMR shows an affordable housing delivery record of 13% in 2018-19 and 2017-18 and 24% in 2016-17 via planning obligations and zero affordable housing delivered on exception sites since 2012.</p> <p>Therefore 35% affordable housing delivery through planning obligations is likely to represent an optimistic maximum.</p>	<p>The only affordable routes to home ownership on an average income in Weymouth are either through shared ownership at 25% or through a discount market sale scheme offering a minimum discount of 34%. First Homes at 30% discount would be unaffordable on average incomes.</p> <p>An indicative mix based on local needs (Mix 1) proposes that 90% of affordable homes be provided as rented and 10% for sale (in conformity with adopted and emerging Local Plans). An indicative mix with 25% First Homes requirement (Mix 2) proposes 70% of affordable homes be provided as rented and 30% for sale, with the majority of this (25%) as First Homes, aligned with proposed national policy. Both align broadly with SHMA recommendations (71% affordable rented and 29% for sale).</p> <p>Expected delivery through planning obligations under either mix is likely to be inadequate to meet all of the estimated affordable housing needs for the NA. AECOM recommend that the policy requirement be met wherever possible and that the group may wish to explore further avenues for delivering greater quantities of Affordable Housing, such as exception sites.</p>

Issue	Source(s) (see Chapter 3)	Summary of evidence and data assessed	Conclusions and recommendations
Housing type and size	SHMA Census Land registry data ONS projections Property asking prices on home.co.uk Local Authority Annual Monitoring Reports (AMRs)	<p>Based on the Census, Weymouth has fewer larger (7-9 rooms / 4+ bedroom) and detached properties and more smaller (1-3 room / 1-2 bedroom) terraced homes and flats than across Dorset (most common size of home is 3 bedrooms).</p> <p>Annual Monitoring Reports show that delivery in was mainly concentrated on 2-3 bed houses, followed by 1-2 bed flats, typically with market houses larger (2-3 bed) and affordable housing smaller (2 bed).</p> <p>Weymouth has a similar age structure to Dorset, with the proportions of children, young and working age people lower and the proportion of over 65s is higher than nationally. 2001-2011 the proportion of young families declined and families with older children and older persons households increased.</p> <p>Weymouth household composition is very similar to the LA and the rest of the country, with 33% single, 61% family, and 6% other households. The proportions of younger single households and older family households are higher in Weymouth. 2001-2011 single households increased by 10%.</p> <p>Younger households occupy smaller housing (typically 2 bed); 3-4 bed properties are most popular for ages 40-60 year. As households age, house size declines again, with over 85s occupying a similar size of home as 30-35 year olds.</p>	<p>Over the plan period, the greatest increase in housing stock in Weymouth is required in middle sized homes of three- and two-bedrooms (48 and 35% respectively) with only minor additions of 7-9% needed to the stock in the smaller and larger 1- and 4-bedroom size categories. The lowest increase is required in the largest, 5- or more bedroom category (0.5%).</p> <p>New dwelling stock should provide some mix of all sizes of properties, but primarily deliver 2-3 bed properties.</p>

Issue	Source(s) (see Chapter 3)	Summary of evidence and data assessed	Conclusions and recommendations
Specialist housing for older people	Census 2011 http://www.housingcare.org ONS SNPP 2018 DC3408EW Health status Housing Lin	<p>Data from http://www.housingcare.org gives a total of 1,163 specialist dwellings (or bed spaces), for a 2011 population aged 75+ of 5,505. This suggests a rate of provision of 211 per 1,000 population aged 75+.</p> <p>Census data on the current tenure for households aged 55-75 and ONS SNPP 2018 projections of the growth in population aged 75+ by the end of the plan period can then be combined to project a tenure mix of households aged 75+ at the end of the plan period.</p> <p>Next the DC3408EW Health Status Census data on the incidence of mobility limitations is considered. Our tenure led approach projects a need for 1,029 specialist dwellings, comprised of 258 for rent and 772 for owner occupiers.</p> <p>The Housing Lin approach produces a need for 1,374 specialist dwellings.</p>	<p>Weymouth has an ageing population and the population over 75 is forecast to almost double from 5,505 to 10,981 over the plan period. Our projections forecast that by 2038 there will be a growth of 4,594 households aged 75+ comprised of 3,877 owner occupiers and 717 renters.</p> <p>To determine an estimate of specialist housing need our models then use census data on mobility limitations. This produces a total need figure of 1,029 specialist dwellings, of which 258 for rent and 772 for owner occupiers.</p> <p>The Housing Lin approach is a respected model which is useful for comparison and produces a higher range minimum need figure of 1,374 specialist dwellings.</p> <p>Therefore, the additional need for specialist dwellings for older people is likely to fall between 1,029 and 1,374 dwellings by the end of the plan period.</p>

7.2 Recommendations for next steps

248. This Neighbourhood Plan housing needs assessment aims to provide Weymouth 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 Dorset Council with a view to agreeing and formulating draft housing policies, bearing the following in mind:

- All Neighbourhood Planning Basic Conditions, but in particular the following: Condition A, namely that the Neighbourhood Plan has regard to national policies and advice contained in guidance issued by the Secretary of State; Condition D, that the making of the Neighbourhood Plan contributes to the achievement of sustainable development; and Condition E, which is the need for the Neighbourhood Plan to be in general conformity with the strategic policies of the adopted development plan;
- The views of Dorset Council – in particular in relation to the quantity of housing that should be planned for;
- The views of local residents;
- The views of other relevant local stakeholders, including housing developers and estate agents;
- The numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by Dorset Council, including but not limited to the Strategic Housing Land Availability Assessment (SHLAA);
- The recommendations and findings of this study; and

- The impact of the Government's Standard Methodology on calculating housing need for Dorset Council and the neighbourhood plan areas within it.

249. 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.

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

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

Appendix A : Calculation of Affordability Thresholds

A.1 Assessment geography

252. As noted in the Tenure and Affordability chapter above, affordability thresholds can only be calculated on the basis of data on incomes across the Neighbourhood Plan area. Such data is available at MSOA level but not at the level of neighbourhood plan areas.

253. 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 Weymouth, it is considered that a combination of seven MSOAs (Weymouth and Portland 001-007) is the closest realistic proxy for the Neighbourhood Plan area boundary, and as such, this is the assessment geography that has been selected throughout as a statistical proxy for the NA boundary and which can be interrogated for data from both the 2001 and the 2011 Censuses:

- Weymouth and Portland 001: E02004281
- Weymouth and Portland 002: E02004282
- Weymouth and Portland 003: E02004283
- Weymouth and Portland 004: E02004284
- Weymouth and Portland 005: E02004285
- Weymouth and Portland 006: E02004286
- Weymouth and Portland 007: E02004287

254. A map of the seven MSOAs appears below.

Figure 7-2: Seven MSOAs used as a best-fit geographical proxy for the Weymouth Neighbourhood Plan area (pink shading)



Source: ONS

A.2 Market housing

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

i) Market sales

259. The starting point for calculating the affordability of a dwelling for sale (i.e. the purchase threshold) from the perspective of a specific household is the loan to income ratio which most mortgage companies are prepared to agree. This ratio is conservatively estimated to be 3.5.
260. To produce a more accurate assessment of affordability, both the savings available for a deposit and the equity in the home from which the buyer is moving (if not a first-time buyer) should be taken into account. However, this data is not available for Weymouth. As such, a reasonable assumption is therefore made that a 10% purchase deposit is available to the prospective buyer.
261. The value of an entry-level dwelling is considered the best representation of the segment of market housing most likely to be accessible to those on lower incomes.⁷² The value of an entry level dwelling used here is the lower quartile average house price from sales data from Land Registry over the year 2019.
262. The calculation is therefore:
- Value of an 'entry level dwelling' = £176,625
 - Purchase deposit = £17,663 @10% of value;
 - Value of dwelling for mortgage purposes = £158,963;
 - Loan to income ratio = value of dwelling for mortgage purposes divided by 3.5;
 - Purchase threshold = £45,418.

ii) Private Rented Sector (PRS)

263. Income thresholds are used to calculate the affordability of rented and affordable housing tenures. Households are deemed able to afford a private rented property if the lower quartile private rent does not exceed 30% of gross household income.
264. It is assumed that lower quartile private rent equates to the average rent paid in the Neighbourhood Plan area for a two-bedroom dwelling (enough living space for two or three individuals). In order to be in conformity with the Government guidance on overcrowding,⁷³ such a home would require three habitable rooms (a flat or house with two bedrooms).
265. The property website [Home.co.uk](https://www.home.co.uk) shows rental values for property in the Neighbourhood Plan area. The best available average rent data is derived from properties available for rent within the DT3 and DT4 postcode areas, which covers a larger area than the Plan area itself but can be used as a reasonable proxy for it. Moreover, because it forms a larger geography with a greater number of rental properties offered, the larger sample size is likely to generate more robust findings. However, for determining average rent for an entry level (2 bedroom) property, the area of search had to be expanded even further, to cover the five postcodes of DT1-DT5 (covering Dorchester, Weymouth and Portland), to ensure that a reasonably sized sample was available.
266. Even using this larger area, according to [home.co.uk](https://www.home.co.uk), there are only 8 two-bed properties currently listed for rent across the DT1-5 postcode areas. These properties are on offer for an average rent of £848 per calendar month.
267. It is possible to derive from this data the estimated income threshold for private rental sector dwellings in the Neighbourhood Plan area; the calculation is therefore:
- Annual entry-level rent = £848 x 12 = £10,178;
 - Multiplied by 3.33 (so that no more than 30% of income is spent on rent) = £33,929;
 - Income threshold (private rental sector) = £33,929.

⁷² 'Entry-level dwelling' can be understood to comprise a property that costs the average value of dwellings falling into the lower quartile of house prices in the Neighbourhood Plan area, as set out in the Tenure and Affordability chapter above.

⁷³ This is based on the concept of the 'room standard', which indicates a dwelling is legally overcrowded if two people of the opposite sex have to share a room to sleep in (this does not apply when couples share a room). See: http://england.shelter.org.uk/housing_advice/repairs/overcrowding

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

A.3 Affordable Housing

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

270. This variety of tenures reflects an ambition by the Government to provide a pathway to home ownership for more households, as well as introducing market principles into the provision of subsidised housing for rent. The aim is to divide affordable housing into a series of products designed to appeal to different sectors of the market and, by changing eligibility criteria, bring rents closer in line with people's ability to pay.

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

i) Social rent

272. Rents in socially rented properties reflect a 'formula rent' based on a combination of individual property values and average earnings in each area, resulting in substantial discounts to market rents. As such, this tenure is suitable for the needs of those on low incomes and is subject to strict eligibility criteria.

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

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

Table A-1: Social rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average social rent per week	£82.87	£94.51	£102.85	£110.89	£95.88
Annual average	£4,309	£4,915	£5,348	£5,766	£4,986
Income needed	£17,237	£19,658	£21,393	£23,065	£19,943

Source: Homes England, AECOM Calculations

ii) Affordable rent

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

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

Table A-2: Affordable rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average affordable rent per week	£101.37	£123.66	£140.85	£169.96	£123.45
Annual average	£5,271	£6,430	£7,324	£8,838	£6,419

Income needed	£21,085	£25,721	£29,297	£35,352	£25,678
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Source: Homes England, AECOM Calculations

iii) Intermediate tenures

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

Discounted Market Homes

278. In paragraph 64 of the NPPF 2019, the Government introduces a recommendation that “where major housing development is proposed, planning policies and decisions should expect at least 10% of the homes to be available for affordable home ownership”. The most recent proposals for ‘Changes to the current planning system’ suggest that 25% of all Affordable Housing should be First Homes – the Government’s new flagship discounted market sale product. When the NPPF is next updated, it is expected that the 10% requirement referenced above may be replaced by the First Homes requirement.
279. Whether to treat discounted market sale homes as affordable housing or not depends on whether discounting the asking price of new build homes of a size and type suitable to first time buyers would bring them within reach of people currently unable to access market housing for purchase.
280. Applying a discount of 30% - as in the Government’s proposed First Homes product – provides an approximate selling price of £164,500 (30% discount on median average prices of £235,000). Allowing for a 10% deposit further reduces the value of the property to £148,050. The income threshold at a loan to income ratio of 3.5 is £42,300.
281. In practice, developers are likely to price these homes in relation to new build prices, particularly in locations where discounting in relation to entry level prices may not make these homes viable to develop in relation to build costs. When new build prices are discounted by 30% they may not offer any discount on entry level prices.
282. The income thresholds analysis in the Tenure and Affordability chapter also compares local incomes with the costs of a 20%, 40% and 50% discounted home. This would require an income threshold of £48,343, £36,257 and £330,214 respectively.

Shared ownership

283. Shared ownership involves the purchaser buying an initial share in a property typically of between 25% and 75% and paying rent on the share retained by the provider. Shared ownership is flexible in two respects, in the share which can be purchased and in the rental payable on the share retained by the provider. Both of these are variable. The share owned by the leaseholder can be varied by ‘staircasing’. Generally, staircasing will be upward, thereby increasing the share owned over time.
284. 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.
285. To determine the affordability of shared ownership, calculations are based on the median house price of £235,000.⁷⁴ The deposit available to the prospective purchaser is assumed to be 10% of the value of the dwelling, and the standard loan to income ratio of 3.5 is used to calculate the income required to obtain a mortgage. The income required to cover 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).
286. A 25% equity share of £235,000 is £58,750, from which a 10% deposit of £5,875 is deducted. The mortgage value of £52,875 (£58,750 - £5,875) is then divided by 3.5. To secure a mortgage of £52,875, an annual income of £15,107 (£52,875/3.5) is therefore needed. In addition to mortgage costs, rent is charged on the remaining 75% shared ownership equity, i.e. the unsold value of £176,250. An ongoing annual rent equivalent to 2.5% of the value of the unsold equity is assumed, which is £4,406 and requires an income of £14,688 (multiplied by 3.33 so that no more than 30% of income is spent on rent). Therefore, an income of around **£29,795** (£15,107 + £14,688) is required to afford a

⁷⁴ It is important to note that current shared ownership models are only available for new build homes, which are assumed to cost more than this average taken from all open market housing, which also includes property re-sale.

25% shared equity purchase of an entry-level home. The same calculations were undertaken for equity shares of 50% and 75%, producing income thresholds of £40,006 and £50,217 respectively.

Appendix B : Housing Needs Assessment Glossary

Adoption

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

Affordability

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

Affordability Ratio

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

Affordable Housing (NPPF Definition)

Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:

a) Affordable housing for rent: meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).

b) Discounted market sales housing: is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.

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

Affordable rented housing

Rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). The national rent regime is the regime under which the social rents of tenants of social housing are set, with particular reference to the Guide to Social Rent Reforms (March 2001) and the Rent Influencing Regime Guidance (October 2001). Local market rents are calculated using the Royal Institution for Chartered Surveyors (RICS) approved valuation methods⁷⁵.

Age-Restricted General Market Housing

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

⁷⁵ The Tenant Services Authority has issued an explanatory note on these methods at <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

Annual Monitoring Report

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

Basic Conditions

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

Backlog need

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

Bedroom Standard⁷⁶

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

Co-living

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

Community Led Housing/Community Land Trusts

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

Community Right to Build Order⁷⁷

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

Concealed Families (Census definition)⁷⁸

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

Equity Loans/Shared Equity

An equity loan which acts as a second charge on a property. For example, a household buys a £200,000 property with a 10% equity loan (£20,000). They pay a small amount for the loan and when the property is sold e.g. for £250,000 the lender

⁷⁶ See <https://www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-household-report>

⁷⁷ See <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

⁷⁸ See http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp171776_350282.pdf

receives 10% of the sale cost (£25,000). Some equity loans were available for the purchase of existing stock. The current scheme is to assist people to buy new build.

Extra Care Housing or Housing-With-Care

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

Fair Share

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

First Homes

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

Habitable Rooms

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

Household Reference Person (HRP)

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

Housing Market Area

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

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

Housing Needs

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

Housing Needs Assessment

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

Housing Products

Housing products simply refers to different types of housing as they are produced by developers of various kinds (including councils and housing associations). Housing products usually refers to specific tenures and types of new build housing.

Housing Size (Census Definition)

Housing size can be referred to either in terms of the number of bedrooms in a home (a bedroom is defined as any room that was intended to be used as a bedroom when the property was built, any rooms permanently converted for use as bedrooms);

or in terms of the number of rooms, excluding bathrooms, toilets halls or landings, or rooms that can only be used for storage. All other rooms, for example, kitchens, living rooms, bedrooms, utility rooms, studies and conservatories are counted. If two rooms have been converted into one they are counted as one room. Rooms shared between more than one household, for example a shared kitchen, are not counted.

Housing Type (Census Definition)

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

Housing Tenure (Census Definition)

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

Income Threshold

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

Intercensal Period

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

Intermediate Housing

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

Life Stage modelling

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

Life-time Homes

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

Life-time Neighbourhoods

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

Local Development Order

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

Local Enterprise Partnership

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

Local housing need (NPPF definition)

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

Local Planning Authority

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

Local Plan

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

Lower Quartile

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

Lower Quartile Affordability Ratio

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

Market Housing

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

Mean (Average)

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

Median

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

Median Affordability Ratio

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

Mortgage Ratio

The mortgage ratio is the ratio of mortgage value to income which is typically deemed acceptable by banks. Approximately 75% of all mortgage lending ratios fell below 4 in recent years⁷⁹, 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

⁷⁹ See <https://www.which.co.uk/news/2017/08/how-your-income-affects-your-mortgage-chances/>

will be excluded from NDOs, however. These are minerals and waste development, types of development that, regardless of scale, always need Environmental Impact Assessment, and Nationally Significant Infrastructure Projects.

Neighbourhood plan

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

Older People

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

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

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

Overcrowding

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

Planning Condition

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

Planning Obligation

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

Purchase Threshold

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

Proportionate and Robust Evidence

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

Private Rented

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

Retirement Living or Sheltered Housing

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

Residential Care Homes and Nursing Homes

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

Rightsizing

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

Rural Exception Sites

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

Shared Ownership

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

Sheltered Housing⁸⁰

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

Strategic Housing Land Availability Assessment

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

Strategic Housing Market Assessment (NPPF Definition)

A Strategic Housing Market Assessment (SHMA) is a document prepared by one or more local planning authorities to assess their housing needs under the 2012 version of the NPPF, usually across administrative boundaries to encompass the whole

⁸⁰ See <http://www.housingcare.org/jargon-sheltered-housing.aspx>

housing market area. The NPPF makes clear that SHMAs should identify the scale and mix of housing and the range of tenures the local population is likely to need over the Plan period. Sometimes SHMAs are combined with Economic Development Needs Assessments to create documents known as HEDNAs (Housing and Economic Development Needs Assessments).

Specialist Housing for the Elderly

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

Social Rented Housing

Social rented housing is owned by local authorities and private registered providers (as defined in Section 80 of the Housing and Regeneration Act 2008.). Guideline target rents for this tenure are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with Homes England.⁸¹

⁸¹ See <http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing>

