

Bridport Area

Neighbourhood Plan
Housing Needs Assessment (HNA)

March 2025

Quality information

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List of acronyms used in the text:

BANP	Bridport Area Neighbourhood Plan
BTC & SPC	Bridport Town Council and Symondsburry Parish Council
DC	Dorset Council
HMA	Housing Market Area
HNA	Housing Needs Assessment
HRF	Housing Requirement Figure (the total number of homes the NA is expected to plan for, usually supplied by LPAs)
HLIN	Housing Learning and Improvement Network
HRP	Household Reference Person
LA	Local Authority
LHN	Local Housing Need
LHNA	Local Housing Needs Assessment
LPA	Local Planning Authority
LSOA	Lower Layer Super Output Area
MHCLG	Ministry of Housing, Communities, and Local Government
MSOA	Middle Layer Super Output Area
NA	Neighbourhood (Plan) Area
NP	Neighbourhood Plan
NPPF	National Planning Policy Framework
OA	Output Area
ONS	Office for National Statistics
PPG	Planning Practice Guidance
PRS	Private Rented Sector
RQ	Research Question
SHMA	Strategic Housing Market Assessment
VOA	Valuation Office Agency

1. Executive Summary

- 1.1.1. The Neighbourhood Area (NA) for Bridport and Symondsburry is located in the County and Combined Authority of Dorset. The Neighbourhood Plan covers the recently reorganised parishes of Bridport and Symondsburry¹. The current Bridport Area Neighbourhood Plan (BANP) was made (adopted) in 2020 and, together with its associated Housing Needs Assessment is now being reviewed.
- 1.1.2. The 2021 Census recorded 15,364 individuals in the NA, indicating an increase of 254 people since the 2011 Census.
- 1.1.3. There has been relatively significant development in the NA in recent years, with significantly more units in the future development pipeline. Dorset Council has provided data showing that 142 new homes have been built since 2021/22, that a further 760 permitted units are in the pipeline, and that a total of 1,797 units are in the trajectory for the NA at the base date of April 2024 to 2039/40, reflecting Dorset Council's latest annual position statement on housing land supply in October 2024². 42% of recent completions and 35% of the pipeline units are Affordable Housing. The current total number of dwellings in the NA at the time of writing is estimated to be around 8,545.
- 1.1.4. This Executive Summary details the conclusions of each chapter of this Housing Needs Assessment (HNA) for the Bridport Area, addressing each of the themes agreed with Bridport Town Council and Symondsburry Parish Council (BTC & SPC) at the outset of the research.
- 1.1.5. Data from the 2021 Census is continuing to be released. At present, the available data covers population, households, tenure, and dwelling stock characteristics. Some data from the Census 2021 at the localised level is not yet available, as well as some data comparing numerous variables. As such this HNA will draw on the latest available data from the 2021 Census where possible and will also continue to use other data sets, including 2011 Census, Valuation Office Agency data, and ONS projections where necessary to build up evidence at the neighbourhood level.
- 1.1.6. This HNA has been undertaken in line with the National Planning Policy Framework (NPPF)³ and practice guidance (both published in December 2024).⁴

¹ When the NA was originally designated in 2014, it covered the former parishes of Allington, Bothenhampton & Walditch, Bradpole, Bridport and Symondsburry, but as of April 2024 former parishes were incorporated into the reorganised Bridport and Symondsburry parishes, as part of changes to community governance.

² [Annual Position Statement - 5 year housing land supply - Dorset Council](#)

³ [National Planning Policy Framework](#) published in December 2024

⁴ [Housing and economic needs assessment - GOV.UK](#) published in December 2024

1.2. Conclusions – Affordability and Affordable Housing

Current tenure profile

- 1.2.1. The NA's current tenure profile is formed predominantly of homeowners, making up around 68% of households, followed by private and social renters, accounting for 16% of households respectively. Only 1% of households live in shared ownership homes. The NA has slightly fewer homeowners and a correspondingly higher percentage of social renters than Dorset as a whole. Proportions at a national level show even less owner occupation and more private and social renting.
- 1.2.2. Over the intercensal period 2011-2021, the proportions of private renting and shared ownership in the NA have increased more significantly than those of private ownership and social renting. However, in absolute terms, the changes in owner occupation and private renting were most significant.

Affordability

- 1.2.3. Between 2014 and 2023 average house prices in the NA have experienced a number of peaks and troughs, leading to an overall significant house price increase of 50% (£97,000). This is close to the national average increase of 45% during the same period. The housing type for which prices increased most were detached homes (rising by 60%), making up the majority of the NA's housing stock and the most expensive type of housing. The price of all types of housing increased substantially during this period, although more dense housing types increased less (between 35-50%).
- 1.2.4. The average annual household income in the NA was £42,033 in 2020 (the most recent year for this data), while the gross lower quartile income for a single earner was £17,280 or £34,560 for dual income households across Dorset (this data is not available for smaller areas and therefore additional information could be helpful if lower quartile income data can be collected at the NA level to supplement our analysis). Dual lower quartile income households (based on the Dorset data) therefore earn 18% less than the NA's average income households.
- 1.2.5. Comparing these local income levels with the cost of different tenures reveals that housing affordability in the NA is relatively poor. All forms of private tenures, including entry level home ownership and market rents are unaffordable to those on average incomes or below. Affordable rented housing and affordable home ownership products are largely affordable to those on average incomes, and some (primarily shared ownership with a lower share and First Homes at a higher discount) extend the possibility of affordable home ownership to households with access to two lower quartile incomes. Households with one lower quartile earner can only afford social rents without recourse to benefits.
- 1.2.6. Affordable home ownership products are likely to be useful in the NA in extending the possibility of home ownership to more of the NA's residents, particularly at lower shares for shared ownership or higher shares of discount market housing. Additionally, most affordable home ownership options appear to involve lower housing

costs than renting in the NA, thereby having the potential of providing housing to those whose needs are currently met neither by market home ownership nor market renting.

The need for Affordable Housing

- 1.2.7. The quantity of Affordable Housing needed in the NA has been approximated in two ways, to produce a range of estimates: Firstly by pro-rating the needs figures from the recent 2021 LHNA produced for Dorset Council; and secondly through an AECOM calculation based on the latest housing waiting list data shared by Dorset Council, specifically for the two parishes making up the NA.
- 1.2.8. The needs figures resulting from both estimates are relatively high, considering the size of the NA. The estimated affordable housing need in the NA is 68-69 units per annum or 1,088-1,104 units over the 16-year BANP period. Of this,
- 30-38 units per year are identified as more urgent need for social and affordable housing (480-608 units over the plan period); and
 - 31-38 units per year as need for affordable housing for sale (496-608 over the plan period),
- 1.2.9. While the estimated need for affordable home ownership makes up just over half of total estimated need, affordable and social rented tenures still clearly fulfil a vital role in the NA, particularly for those on the lower incomes. Therefore, meeting the more urgent need for social and affordable rented units should be prioritised where possible. This is particularly important if housing delivery, and within this affordable housing delivery, is likely to be limited (although this seems to be unlikely to be the case in the NA).
- 1.2.10. Because Dorset Council is not yet able to share a housing requirement figure with BTP & SPC at the time of writing this HNA, it is not possible to recommend an exact split of affordable housing tenure. This should be discussed with the local authority once a housing target has been assigned to the NA.

Affordable Housing policy

- 1.2.11. As explained in Chapter 2 of our HNA, Dorset Council are currently unable to provide a housing requirement for the NA, due to the stage of progress of their emerging Local Plan, and due to recent changes in the NPPF and PPG which were published in December 2024 during the time of writing this HNA. The number of dwellings to be accommodated within the NA by the end of the BANP period will therefore be confirmed by Dorset Council at a later point, once the emerging Local Plan process is at the appropriate stage. It is thus not appropriate for AECOM to provide an alternative or indicative requirement figure for the NA at this point in time.
- 1.2.12. Considering the currently adopted and emerging Dorset Local Plan, the size of the NA, past allocations of growth to the NA, the Dorset-wide housing need under the new NPPF published at the end of 2024, and other possible considerations, the likely scale of future housing growth in the NA is difficult to estimate. the NA may receive a requirement or not, depending on the basis of the apportionment to the BANP, and other considerations.

1.2.13. Meeting the more urgent and acute need for affordable and social rented housing should be prioritised wherever possible, particularly if future housing delivery is constrained, and other avenues of delivering affordable housing can also be explored in discussion with the local authority. While affordable housing is typically provided and made financially viable by its inclusion as a proportion of larger market developments, as guided by Local Plan policy, if the community wishes to boost the supply of affordable housing, there are a number of other, more proactive routes available for its provision. This can for instance include the use of Neighbourhood Development Orders⁵, identification of exception sites, or the development of community land trusts, which are all ways of boosting the supply of affordable housing.

1.3. Conclusions – Type and Size

The current housing mix

- 1.3.1. With regards to the current dwelling type mix, the NA is fairly well balanced, with all different dwelling types reasonably represented. Detached dwellings make up a third of all properties, while terraces, flats, and semi-detached houses each make up around 22% of stock. Approximately 18% of the local housing stock is bungalows. The NA's type mix is not significantly different from that seen across Dorset as a whole, except that the NA has a slightly less pronounced prominence of detached houses, and slightly more dense dwelling types than the wider county.
- 1.3.2. Housing provision in the NA is also quite well balanced in terms of its size mix, with mid-sized two and three bedroom dwellings making up 32-39% of stock each, and the smallest and largest sizes of housing making up 13-17% each respectively. As with type mix, the size mix of the NA shows slightly fewer of the largest homes, and a slightly greater representation of smaller homes. This is generally a feature favorable to promoting affordability.
- 1.3.3. Over the intercensal period the size and type mix in the NA appears to have remained largely unchanged. However, this is likely to be at least partially due to issues with the way that 2021 Census data was collected, which makes comparison with 2011 Census data difficult.

Population characteristics

- 1.3.4. The greatest share of the NA's population is composed of the 65-84 age group, followed closely by the 45-64 age group, representing 30% and 28% of the population respectively. The NA's current demographic profile shows that the population is aging, with the cohort aged 65-84 having grown most since 2011, while all other age groups have declined in proportion. The largest drop (-20%) was in the share of teenagers and young adults aged 15-24.
- 1.3.5. At present, the NA has a majority of couple and family households (60%), but with a very sizable proportion of one person households (37%). The share of single people

⁵ See [Neighbourhood development orders \(inc. community right to build orders\) - Locality Neighbourhood Planning](#) for further information

households in the NA is 6-7% higher than the equivalent proportion across Dorset and England as a whole.

- 1.3.6. Within these categories, the NA has higher shares of older and other single person households, and of older couples, and lower shares of all other sub-categories compared to Dorset as a whole, particularly of families with dependent children. Other households, such as co-living projects and flat shares, make up 3% in the NA, and 5-7% across the county and country.
- 1.3.7. Analysis of over-and under-occupation in the NA shows a significant issue of under-occupation the NA. Three quarters of households have at least one more bedroom than they would be expected to need, with 40% having two or more rooms “spare”. The largest proportion of under-occupying households are in the categories of couples and families where all household members are aged 65+, as well as couples and families under 65 with no children, and single persons aged 65 or over. There are very few households with too few bedrooms, and they are almost solely families with children.

Future population and size needs

- 1.3.8. Household projections reveal that oldest households aged 65+ are expected to increase by 70% by the end of the Plan Period, with the proportion of households aged 55-64 is projected to grow by 5%. All younger household groups are projected to decline in proportion.
- 1.3.9. Combining these household projections with dwelling size patterns gives an indication of what size of new dwellings might be needed by the end of the Plan Period. Our modelling recommends that most new units should have either three or four bedrooms (40-50% each), and that smaller units with one or two bedrooms should make up the remainder (a suggested 0-10% of one bedroom homes and 5-15% for two bedroom homes, which could also be combined in policy terms). This is not because these smaller size categories are not important to meeting need, as they provide crucial variety and play a key part in safeguarding affordability, but because they already make up close to the recommended proportion of local housing. Note also that the proportion of smaller units needed in future may further be downplayed, as our approach embeds existing size preferences and does not anticipate changes in what people want from their homes.
- 1.3.10. Because the NA's housing stock already displays a very positive amount of variety, the suggested housing mix for the end of the plan period in 2036 is not very dissimilar to the current mix, but simply features a marginally greater proportion of mid-sized to larger dwellings with three or more bedrooms, and a slightly smaller proportion of dwellings with one or two bedrooms.
- 1.3.11. New mid-sized units of 2-3 bedrooms have a twofold role to play and should thus be particularly focused on providing variety. This is with the aim of attracting, retaining, and appropriately accommodating both newly forming households on lower budgets and older households with equity from their existing larger homes. While the number of bedrooms required by newly forming households and those looking downsize or

“rightsized” may be similar (typically 2-3 bedrooms), other preferences (such as for accessibility) and levels of purchasing power may be very different.

- 1.3.12. It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the NA or on any particular site. These include the specific characteristics of the nearby stock of housing (such as its condition and design), the role of the NA or site within the wider housing market area (linked to any Local Authority strategies or plans) and site-specific factors.

1.4. Conclusions – Specialist Housing for Older People

Current and projected older population and specialist accommodation

- 1.4.1. There are currently estimated to be around 2,579 individuals aged 75 or over living in the NA, based on the 2021 Census, representing 16.8% of the total population. There are 17 schemes of specialist older persons accommodation in the NA at present, according to the Elderly Accommodation Counsel search tool. These offer a total of 539 accommodation units, which is above the national average provision per head of the population. All of the 539 units are age exclusive / retirement housing, without onsite care, and thus classified as sheltered housing rather than housing offering extra care. Just over half (55%) are socially rented, and most of the remaining units (35%) are offered for leasehold market purchase, with one scheme of 38 units (7% of the total offer), providing an unspecified mix of units for leasehold, shared ownership, and market rent.
- 1.4.2. The vast majority (84%) of households across Dorset aged 55-75 in 2011 (and therefore likely to reach the 75+ bracket by 2036) are owner occupiers, and most of the remainder rent from a social landlord (10%). 6% are private renters. This is important because those currently owning will require specialist accommodation for market purchase, being largely ineligible for subsidised housing, while those in private or social rent will need to rely on subsidised rented housing because they are unlikely to have the funds to buy.

Projected demographic change and need for specialist housing

- 1.4.3. The 75+ population of the NA is projected to increase to 3,745 people over the BANP period, to become 23% of the population in 2036. As established in the previous chapter, the NA has an older population than the district as a whole, which is likely to grow as a proportion of the total in the coming years, unless new development attracts and retains a replacement population of younger families.
- 1.4.4. The growth in the existing older population by 1,166 additional individuals, which, rather than the total is the focus of the estimates of need here, should be converted into households because some older people will be cohabiting in old age. The projected household growth to 2036 among those aged 75+ in the NA is 828.
- 1.4.5. The potential need for specialist housing with some form of additional care for older people can be estimated by bringing together data on population projections, rates of disability, and what tenure of housing the current 55-75 cohort occupy in the NA. This can be sense-checked using a toolkit based on national research and assumptions.

- 1.4.6. These two methods estimate future need in the NA to range between 293 and 409 specialist accommodation units required during the BANP period. These estimates are based on the projected growth of the older population, thereby assuming that today's older households are already well accommodated. If this is found not to be the case, it would justify aspiring to exceed the range identified here.
- 1.4.7. Our AECOM HNA estimates are also broken down by tenure and level of support required. Broadly, 21-36% of the total need is for affordable accommodation, while the remaining 64-79% is required for market purchase. This chimes with the higher propensity of older households to be homeowners. It is worth noting that BANPs cannot set the proportion of specialist housing that should be affordable, which will have to be in line with Local Plan policy for all housing. However, the Town & Parish Councils could discuss the evidence of our HNA with Dorset Council, in relation to how emerging Local Plan policy might be shaped and how adopted policy might be applied specifically on a certain scheme, like the recent application from Churchill Living.
- 1.4.8. Around 55-72% of the specialist housing need is found to be for sheltered housing with limited support, with the remainder (28-45%) of accommodation need being for housing with additional care arrangements. As current supply of specialist accommodation in the NA includes no extra care provision, it may be useful to prioritise housing with onsite care in future schemes, to meet identified need over the plan period, as well as any previous unmet need that may exist due to the current homogeneity of supply.
- 1.4.9. The potential need for care and nursing home beds in the NA to 2036 can be roughly estimated at 128 additional bedspaces. Note that some of the need for care home beds may overlap with the need for housing with extra care.
- 1.4.10. Bridport town itself is deemed a suitable location for further specialist housing development for people who do not want to leave their immediate surroundings and social networks when their housing needs change in old age. However, it may not be considered prudent to prioritise the potential demand from older people to the exclusion of other groups, such as those in need of Affordable Housing, young families and others, in order to maintain a balanced and vibrant community. Furthermore, the more rural parts of the NA are considered relatively less suitable for older persons housing development. The evidence in our HNA can be used to support specialist housing development in Bridport town but does not make that obligatory. How far to promote this is a choice for the Town & Parish Councils and community.

Accessibility and adaptability

- 1.4.11. It is estimated that around 73% of the NA's population aged 75 and over is likely to live in the mainstream housing stock. Based on recent developer interest, it appears likely that further specialist supply could be built in the NA over the Plan period. Aside from this, another key avenue to addressing older persons housing needs, particularly of those persons who do not require onsite care, is through discussing and promoting standards of accessibility and adaptability in new development with Dorset Council.

1.4.12. The currently emerging Dorset Local Plan proposes a requirement for 20% of new homes to be built to Category M4(2) accessibility standards. Based on the evidence in this HNA the Town & Parish Councils may wish to approach Dorset Council to discuss setting higher requirements, based on the projected higher population of older persons over the coming Plan period.

1.5. Conclusions – Second Homes

- 1.5.1. Second homes can have a significant impact on local house prices, spend in the local economy, school rolls, and on town and village life. However, effects are difficult to control via planning. Effects of a principal residence planning policy to control second homes are limited to new homes only (not applicable to existing homes). Unintended side effects may include increasing the interest in existing homes for purchase as second homes, pushing up their price even further; shifting demand and impacts to other communities nearby; deterring investment in and delivery of new housing supply; and difficulties in enforcing such a policy, due to the regular checks and evidence required.
- 1.5.2. The NA clearly has a high rate of second home ownership, with 10% of all dwellings having no usual resident in 2021, 7% of all dwellings listed as self-catering holiday units and premises for tax purposes, and a further uncertain percentage likely to be solely or primarily used as the second home of a single household.
- 1.5.3. There are considerable economic incentives to let a property as a holiday home, as during peak months incomes from holiday lets may be 82% greater than conventional market rents. However, the exact impact on the NA rental market is uncertain, as the private rental sector has grown by a not inconsiderable 18% between 2011-2021. However, rents appear to be unusually high compared to local incomes and cost of other tenures. Furthermore, in 2024 a new tax scheme was introduced to remove tax advantages for holiday lets, which may also help to limit incentives.
- 1.5.4. While the Town & Parish Councils may wish to pursue a principal residence planning policy in the emerging BANP for the NA, impacts, including potential unintended consequences, should be considered carefully and discussed with Dorset Council. The Town & Parish Councils could also seek contact with other Neighbourhood Planning groups who introduced such a policy previously and who may be able to advise on monitored impacts.

2. Context

2.1. Local context

- 2.1.1. Bridport Area is a Neighbourhood Area (NA) located in the unitary authority and county of Dorset. The Bridport Area Neighbourhood Plan (BANP) presently covers the recently reorganised parishes Bridport and Symondsbury. However, when the NA was originally designated in 2014, it covered the former parishes of Allington, Bothenhampton & Walditch, Bradpole, Bridport and Symondsbury. As of April 2024 these parishes were incorporated into the reorganised Bridport and Symondsbury parishes. The old parish names are retained as new Bridport Ward names.
- 2.1.2. The NA boundary map and amended governance arrangements have yet to be formalised by the relevant Town and Parish Councils with Dorset Council, which means that, at the time of writing, the extent of the NA as shown in the adopted NA maps remains the limit of the BANP's powers, and AECOM's HNA data is based on the extent of this area. For the purpose of our housing needs analysis, the overall area is almost identical. However, for any future analysis which may disaggregate data between the two parishes, the land split between Bridport and Symondsbury parish is worth noting. Differences largely relate to the large Vearse Farm (Foundry Lea) allocation, which will now be located in Bridport parish, following the amendment, when it was not previously.
- 2.1.3. The current BANP was made (adopted) in 2020 and is now being reviewed. The new BANP plan period is envisaged to start in 2020 and extend to 2036, therefore covering a period of 16 years⁶. The evidence supplied in this report will look forward to the new Plan end date of 2036, but where possible will also provide annualised figures. These can be extrapolated to a different term if the emerging BANP period changes (for instance to adjust to the emerging Dorset Local Plan). Dorset Council are, at the time of writing, working on producing a new Local Plan to cover the period 2021-2038, on which they last consulted in early 2021.
- 2.1.4. The NA lies just inland from the west coast of Dorset, west of Weymouth, roughly halfway between Bournemouth and Exeter. Bridport town itself is considered a Tier 2 settlement in the settlement hierarchy of Dorset's emerging Local Plan⁷, which includes towns and other main settlements (Tier 1 comprises the 'Large built-up areas' of Bournemouth, Christchurch, Pool, Dorchester, and Weymouth conurbations).
- 2.1.5. The NA is located entirely in the Dorset National Landscape (formerly AONB) and its 'Jurassic Coast' is a UNESCO World Heritage Site and designated Heritage Coast. The NA is also home to numerous statutory and locally listed buildings and six

⁶ Note that it is not unusual for a plan period to start before the plan is adopted. This is to signify the years for which data is captured, for instance counting housing delivered towards meeting a total requirement.

⁷ See paragraphs 2.3.10-2.3.16 of the emerging Dorset Local Plan, setting out the proposed settlement hierarchy ([7e0ff0f0-426f-523d-bd45-cc1fe4d60fac](https://www.dorset.gov.uk/7e0ff0f0-426f-523d-bd45-cc1fe4d60fac)).

Conservation Areas. Other constraints include the floodplains of the River Brit and its tributaries, which run through Bridport town to West Bay.

- 2.1.6. While the NA is largely rural, in the hierarchy of local centres the market town of Bridport town is designated as a Town Centre (the top of the Local Plan's local centres hierarchy) and thus forms the principal centre within its surrounding rural area. It functions as an important service centre providing a range of employment, shops, facilities and services for its rural catchment. the NA is home to a community hospital, medical and dental practices, and schools, amongst other provisions.
- 2.1.7. Private car travel is the main form of transport for most of the NA. There has been no railway station in the NA since Bridport station closed in the 1970s. The nearest train stations are at Maiden Newton, Dorchester, and Axminster, each located at a considerable distance (about 12 miles) from the NA. Some limited public and community bus services connect the NA internally and to other parts of Dorset, including Weymouth and Dorchester, although BTC & SPC report that these services are sparse and unreliable.

2.2. The NA boundary and key statistics

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

Figure 2-1: Map of the Bridport Neighbourhood Area



Source: *Bridport Town Council*⁸

- 2.2.2. At the time of the 2021 Census, the NA was home to 15,364 residents, formed into 7,562 households and occupying 8,403 dwellings. This data indicates population growth of around 254 people (or 1.7%) since 2011, when the Census 2011 recorded a total of 5,110 residents, 7,181 households, and 8,029 dwellings. Comparing Census 2021 dwellings figures with those from 2011 suggests growth of 374 dwellings over the 10-year period.
- 2.2.3. The large discrepancy between the number of households and dwellings indicates a potentially significant number of vacant or second homes in the NA (potentially 10-11% of total stock), which has also been flagged as an issue by BTC & SPC.
- 2.2.4. 2023 Valuation Office Agency (VOA) data shows the presence of 9,580 dwellings in 2023, compared to 8,403 in 2021, and 8,029 in 2011. This indicates an increase of around 1,551 dwellings between 2011 and 2023, which is considerably higher than the increase captured by the Census 2021, since 2011. However, it is worth noting that VOA data is based on council tax reporting and is generally less precise than Census data for our purposes, partially due to the fact that it is only available at a larger scale than the NA boundary (see our Appendix A for more detail on this). Some of this discrepancy is also due to recent completions.

⁸ Available at [Bridport Area BANP Evidence - Bridport Town Council](#) – Original designation was approved by West Dorset District Council which is no longer the planning authority, now that Dorset Council is the combined authority.

2.2.5. Completions data as shared with AECOM by Dorset Council is presented in table 2-1 below and shows 142 net completions since 2021/22. When added to the number of dwellings in the latest Census in 2021 (8,403), this would indicate a total number of dwellings at present of around 8,545. However, as the Census 2021 is likely to underestimate the number of dwellings, due to the way that data was collected during the pandemic, and the VOA may overestimate dwellings due to covering a larger area, the correct number of dwellings is likely to lie somewhere in between this estimate, and the 2023 VOA estimate.

2.2.6. As outlined above, population has grown by 1.7% 2011-2021. We have no data on population growth since then. Using two different estimates set out above (VOA 2023, and Census 2021 + completions to 2023/24), it appears that dwelling numbers may have grown between 6.4%, and 19% 2011-2023/24. BTC & SPC are also aware of another development (St. Michael's trading estate), which currently has outline approval, but which was not included in the table below as shared by Dorset Council (although it is included in the trajectory in Table 2-2 further below).

Table 2-1: Bridport & Symondsburry housing completions 2018/19-2023/24

	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Total	%
Affordable rented	data un-available			6	6	5	17	8%
Affordable home ownership				14	19	9	42	19%
Market housing	29	18	33	20	48	15	163	73%
Total (net) completions	29	18	33	40	73	29	222	100%
1 bed flat	8	2	4	4	15	16	49	21%
2 bed flat	4	4	3	1	23	4	39	17%
3 bed flat						2	2	1%
4 bed flat	2						2	1%
1 bed house		2	2			1	5	2%
2 bed house	9	7	8	14	19	4	61	26%
3 bed house	4	2	9	6	13	3	37	16%
4 bed house	2	3	10	18	2	3	38	16%
Completed dwelling sizes - gross figures	29	20	36	43	72	33	233	100%

Source: Dorset Council

2.2.7. Table 2-2 and 2-3 below present pipeline and housing trajectory data from Dorset Council (note that the first part of the table only captures permitted developments that are on site at the time of writing, while the second part of the table shows the full trajectory as at April 2024, including permissions, allocations, identified sites and windfall, in line with the Dorset Annual Position Statement of Housing Land Supply October 2024⁹). The pipeline shows 760 dwellings to be delivered at Vearse Farm, with phase 1 on site at present. Once this whole development is built out, it will raise the number of dwellings in the NA to 9,305 and represent a further uplift of around 9%

⁹ Annual Position Statement - 5 year housing land supply - Dorset Council

on top of the NA's current dwelling stock. The trajectory shows a total of 1,797 to 2039/40.

Table 2-2: Bridport & Symondsburry housing pipeline and trajectory as at January 2025

Pipeline		Vearse Farm	%	% split
Tenure				
Affordable Housing	Affordable rented	186	35%	70%
	Intermediate housing	80		30%
Market housing		494	65%	
Total pipeline commitments		760	100%	

Table 2-3: Bridport & Symondsburry housing pipeline and trajectory as at January 2025

Trajectory							
Status	Location	app no	Decision date	2024/25-2028/29	2029/30-2033/34	2034/35-2038/39	2039/40
n/s	CONEYGAR LODGE, CONEYGAR PARK, BRIDPORT, DT6 3BA	P/FUL/2022/03411	29/05/2019	7	0	0	0
n/s	LAND REAR OF, ASSEMBLY ROOMS, GUNDRY LANE, BRIDPORT	P/FUL/2021/01209	12/05/2022	5	0	0	0
n/s	19 South Street, Bridport, Dorset, DT6 3NR	P/FUL/2022/01539	23/08/2022	2	0	0	0
n/s	LITTLE PADDOCK, BROAD LANE, BRIDPORT, DT6 5JY	P/RES/2022/02839	21/07/2022	1	0	0	0
n/s	LAND WEST OF, WATTON LANE, BRIDPORT	P/RES/2022/01802	17/01/2020	1	0	0	0
n/s	Bramley House, Retail Unit Chancery Lane, Bridport, Dorset, DT6 3PX	P/FUL/2023/04772	22/11/2023	1	0	0	0
n/s	Beach And Barnicott 6 South Street, Bridport, DT6 3NQ	P/PAMF/2023/06016	05/12/2023	1	0	0	0
n/s	St Marys School Gundry Lane, Bridport DT6 3RL	P/FUL/2023/01148	08/12/2023	2	0	0	0
n/s	11A Crock Lane Bridport, Dorset, DT6 4DE	P/CLE/2023/02045	23/06/2023	1	0	0	0
n/s	West Rivers House 13 West Allington Bridport Dorset DT6 5BJ	P/FUL/2021/00148	18/06/2021	4	0	0	0
u/c	10 WEST STREET, BRIDPORT, DT6 3QP	WD/D/20/000016	12/10/2020	3	0	0	0
u/c	New House Farm Mangerton Lane, Bridport, DT6 3SF	P/FUL/2021/04811	05/02/2022	1	0	0	0
u/c	Upper Floors, 2-4 West Street, Bridport, DT6 3QP	P/FUL/2021/02865	21/07/2022	5	0	0	0

u/c	37 West Street DT6 3QW	WD/D/16/001209	12/10/2016	1	0	0	0
u/c	TUCKERS COTTAGE, WATTON LANE, BRIDPORT, DT6 5JZ	WD/D/19/001996	21/11/2019	1	0	0	0
u/c	POST BOX HOUSE, WEST ROAD, BRIDPORT, DT6 6AE	WD/D/18/001369	29/11/2018	1	0	0	0
u/c	CARLOWAY, LEE LANE, BRIDPORT, DT6 4AJ	WD/D/19/001448	02/04/2020	1	0	0	0
u/c	The Wood Yard Spinners Lane Walditch DT6 4LQ	P/FUL/2021/03423	09/03/2022	1	0	0	0
u/c	58 West Street Bridport DT6 3QP	P/FUL/2021/00547	15/12/2021	1	0	0	0
u/c	Ground Floor Shop Chancery House Chancery Lane Bridport Dorset DT6 3JT	P/FUL/2021/00628	04/11/2021	2	0	0	0
u/c	4 Folly Mill Lane Bridport Dorset DT6 3PP	WD/D/20/003068	12/07/2021	-2	0	0	0
u/c	LAND SOUTH OF LANGDON GREEN, MARROWBONE LANE, BOTHENHAMPTON	WD/D/20/002660	19/08/2021	1	0	0	0
u/c	Chancery House, Chancery House Day Centre Chancery Lane Bridport DT6 3JT	P/FUL/2021/00316	21/01/2022	8	0	0	0
u/c	Brigade Hall Rax Lane, Bridport, DT6 3JJ	P/FUL/2023/02831	27/06/2023	3	0	0	0
u/c residual of 1	Pymore Mills	1/W/04/000198	17/03/2004	1	0	0	0
n/s	BRID1: Vearse Farm (Hallam Land)	P/RES/2021/04848	02/05/2019	400	393	0	0
n/s	BRID5: St Michaels Trading Estate	1/D/11/002012		9	83	0	0
n/s	Eypes Mouth Country Hotel Mount Lane, Eype, Bridport, DT6 6AL	P/FUL/2023/00888	18/12/2023	-1	0	0	0
u/c	Cliff Cottage West Cliff, West Bay, DT6 4HS	P/FUL/2022/00457	12/05/2022	1	0	0	0
Residual allocation	BRID1: Vearse Farm (South East - Doug Crammond)			0	80	0	0
Residual allocation	BRID1: Vearse Farm (Residual)			0	40	0	0

Residual allocation	BRID1: Vearse Farm buildings			0	0	50	0
Residual allocation	BRID3: Land east of Bredy Vets Centre		Brownfield Site	0	70	0	0
Large identified site	St Swithins Road, Bridport	LA/BRID/006	Brownfield Site	0	0	12	0
Large identified site	Proton Garage and Works, West Allington	LIS_B2	Brownfield Site	0	7	0	0
Large identified site	Lilliput Buildings adjoining 40 St Michaels Lane DT6 3TP LBC	WD/D/16/002852	Brownfield Site	0	9	0	0
Large identified site	Flood Lane	LIS_B3	Brownfield Site	0	150	0	0
Large identified site	Bradfords Builders Merchants	LIS_B4	Brownfield Site	0	0	27	0
Large identified site	St Andrews Trading Estate	LIS_B5	Brownfield Site	0	80	0	0
Large identified site	Rope Walks Car Park, Bridport	LIS_B6	Brownfield Site	0	0	20	0
Large identified site	Sidney Gale House Site	LA/BRID/001	Brownfield Site	0	0	24	0
Large identified site	Church Hayes Farm	LA/BOTH/001		0	24	0	0
Large identified site	Land West of Coronation Road	LA/SYMO/008		0	48	0	0
Large identified site	Coach Station Square, Bridport		Brownfield Site	0	0	40	0
Minor windfall	Estimated minor windfall			37	64	64	12.8
Total	1,797			499	1,048	237	13

Source: Dorset Council

2.3. The housing market area context

- 2.3.1. Whilst this Housing Needs Assessment (HNA) focuses on the NA, it is important to keep in mind that neighbourhoods are not self-contained housing market areas. Housing market areas are usually wider than local authority areas and often stretch across a number of counties, districts, or boroughs. This is because housing market areas are inherently linked to the labour market, employment patterns and travel to work areas.
- 2.3.2. The NA covering Bridport and Symondsburys sits within a wider housing market area, which covers all of Dorset.¹⁰ This means that when households who live in Dorset move home, the vast majority move within the combined authority area. However, the housing market area also has links with, and population flows to and from, other neighbouring areas. These include the Bournemouth, Christchurch and Poole area (BCP, with whom Dorset shares its most recent local authority level Housing Needs Assessment), as well as the New Forest, South Somerset, Southampton, Wiltshire, Winchester, and East Devon areas. The local authority Housing Needs Assessment also mentions, with reference to Bridport town specifically, that there was continued demand for holiday homes as well as an increase in demand from people with flexibility in terms of workplace or to work from home, typically young professional couples, moving to the area from larger cities such as Birmingham and London.
- 2.3.3. This illustrates that at the neighbourhood scale it is not possible to be definitive about housing need and demand, because neighbourhoods are closely linked to other areas. In the case of the NA, changes in demand and supply of housing in settlements such as Weymouth and Portland, are likely to impact on the neighbourhood, and can cause both in-migration to the parish (for instance of those from more expensive areas looking for a more affordable housing purchase), as well as out-migration from it (for example, young persons looking for more employment opportunities). Furthermore, older persons looking to move upon retirement, mobile young professionals, or households looking for a second home, may compare the NA with other locations across the country near the seaside in terms of their relative merits and affordability. Therefore, even changes in house demand, supply and affordability in cities as far away as London or Birmingham may have an impact on housing demand in the NA.
- 2.3.4. In summary, the NA functions within a wider strategic area. As well as fostering good working relationships with the local planning authority (Dorset Council), which happens to be the unitary authority for the entire local housing market area, it is therefore useful to think about the *role* of the neighbourhood within the wider area. This HNA can provide evidence to understand this role and the specific features of the neighbourhood within the wider context. BANPs can have a significant impact in shaping their neighbourhoods, enhancing the positive role the neighbourhood plays within the wider housing market, or developing policies to change entrenched patterns and improve housing outcomes in the neighbourhood and wider area.

¹⁰ Dorset and BCP Local Housing Needs Assessment 2021 available at caac9843-8acc-66bd-91f3-554b75c70091

2.4. Planning policy context

- 2.4.1. BANPs are required to be in general conformity with adopted strategic local policies.¹¹ In the case of Dorset, the adopted Local Plan with relevance to the NA consists of the West Dorset, Weymouth & Portland Local Plan¹², adopted by Weymouth & Portland Borough Council and West Dorset District Council in 2015, with a plan period of 2011-2031.
- 2.4.2. Since Dorset Council became the relevant unitary local authority in 2019, they have been preparing a new Dorset Local Plan, published first for consultation in its early stages in 2021¹³. However, based on the latest Local Development Scheme published by the Council, this new Local Plan to 2042 is not expected to be published in full Draft until 2026 and not adopted until 2027.
- 2.4.3. A detailed breakdown of the Local Plan policies relevant to housing need is provided in Appendix B. Here, it is worth summarising the most important points of the adopted and emerging Local Plan:
- In terms of an overall housing requirement,
 - Adopted Local Plan Policy SUS1 sets a requirement of 15,500 new homes (775 per year), making provision to deliver 14,855 new homes (743 per year) of which around 800 are allocated to Bridport in policies BRID1-3, with a shortfall of about 645 homes in total across Dorset; and
 - Emerging Local Plan draft policy DEV1 makes provision for 30,481 dwellings (1,793 per year) across Dorset, currently showing zero new homes from option sites in Bridport, as the major extension of Bridport at Vearse Farm (see also Draft Policy DEV5) was already an allocation in the adopted plan and had planning permission when the new Local Plan was drafted.
 - In terms of a settlement hierarchy,
 - In adopted Policy SUS2, Bridport is designated as a second tier settlement (alongside other market and coastal towns and the village of Crossways), which are the secondary focus for future development, following the first tier main towns of Dorchester and Weymouth which are the highest priority for development; and
 - The emerging Local Plan's settlement hierarchy retains Bridport as a Tier 2 settlement (towns and other main settlements);

(Note that none of the other settlements in the NA are mentioned by name and thus fall into Tier 4 – Villages without 'Local Plan Development Boundaries' or villages included within / washed over by the Green Belt).

¹¹ A description of the Basic Conditions of Neighbourhood Planning is available at <https://www.gov.uk/guidance/neighbourhood-planning--2#basic-conditions-for-neighbourhood-plan-to-referendum>

¹² [e6f329e7-ec5b-52fc-7364-4a8726877184](https://www.gov.uk/guidance/neighbourhood-planning--2#basic-conditions-for-neighbourhood-plan-to-referendum)

¹³ [Dorset Council Local Plan January 2021 consultation - Dorset Council](#)

- In terms of affordable housing,
 - Adopted Policy HOUS1 states that 35% of all new dwellings in West Dorset (which includes the NA) are expected to be delivered as Affordable Housing. The suggested tenure mix within Affordable Housing is minimum 70% social / affordable rent and maximum 30% intermediate housing / affordable home ownership; and
 - Emerging Policy HOUS2 states that 35% of all new dwellings in Bridport (as part of the emerging Plan's Affordable Housing Zone 2 and part of a 'designated rural area') are expected to be delivered as Affordable Housing on sites providing 5 or more net additional dwellings. The suggested tenure mix within Affordable Housing is minimum 30% social rent, minimum 40% affordable rent, and maximum 30% / minimum 10% affordable home ownership.
- Finally, regarding accessibility,
 - Adopted Policy ENV12 states that 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, but does not set a percentage target for a proportion of new homes to be built a certain accessibility standard; while
 - Emerging Policy HOUS1 sets out an expectation that on major residential development sites, at least 20% of all dwellings across all tenures should be provided at the Accessible and Adaptable Dwellings standard (M4[2]) as established through building regulations, unless robust justification is provided to explain why this cannot be achieved on site.

2.5. Quantity of housing to provide

- 2.5.1. The NPPF 2024 (paragraphs 69 and 70) requires LPAs to provide designated neighbourhood areas with a housing requirement which reflects the overall strategy for the pattern and scale of development and any relevant allocations. Where it is not possible for the LPA to provide a requirement figure for an NA the NPPF states that the LPA should provide an indicative figure, if requested to do so by the neighbourhood planning body.
- 2.5.2. Dorset Council have responded to AECOM's query regarding setting a housing requirement for the NA and have explained that they are indeed willing to provide such a requirement for the BANP, but that this is unfortunately not possible during the time period of this Locality HNA support package.
- 2.5.3. This is due to the fact that, during the time of writing this HNA, in December 2024 national government published a new National Planning Policy Framework (NPPF) and new information on the Standard Methodology for determining housing need. Now this has been published, Dorset Council and other local authorities will require time to consider their Local Plan strategy and the methodology of apportioning housing requirements to neighbourhood areas. This will subsequently be consulted on during the Regulation 19 Local Plan consultation, likely in 2026, which may result

in further changes. Therefore, any requirement set at the present time would not carry sufficient weight to base any analysis on it.

2.5.4. It is nevertheless possible for AECOM to set out some broad parameters which are useful to consider in the meantime, in relation to any future housing requirement:

- The adopted West Dorset Local Plan (2011-2031) sets out a requirement of 15,500 new homes, making provision to deliver 14,855 new homes, with a shortfall of about 645 homes in total, and capacity for 800 units in Bridport (5% of the total Local Plan sites' capacity);
- Local authority completions and pipeline data (see tables 2-1 and 2-2) shows 142 net completions since 2021/22, and 760 dwellings in the pipeline to be delivered at Vearse Farm, with Phase 1 already onsite at the time of writing this HNA (and a further outline permission has been granted for the St Michael's development, although this was not included in table 2-1 data as shared by Dorset Council);
- the NA's population and dwellings in 2021 make up 4% and 5% of Dorset's total population and dwellings;
- Dorset's adopted and emerging Local Plans describe Bridport as a second tier settlement in their settlement hierarchy (i.e. secondary focus of growth after the first tier), and in the hierarchy of local centres the market town of Bridport itself is designated as a Town Centre (the top of the Local Plan's local centres hierarchy), offering a range of employment, shops, facilities and services for its rural catchment;
- The emerging Regulation 18 Dorset Local Plan consultation documents published in 2021 set out an intention to provide 30,481 dwellings (1,793 per year) across the Plan area, which is however likely to change in light of the new NPPF and standard method to around 3,219 per year¹⁴, so a 79% uplift;
- The emerging Dorset Local Plan shows no draft allocations for the NA. It states that in the western Dorset functional area, housing growth will be delivered primarily at the market town of Bridport, including through a major urban extension at Vearse Farm (which is already permitted and being built); and
- The presence of the Dorset National Landscape and other designations restricts growth in and around the NA.

2.5.5. On the basis of the above, the NA may be allocated no new additional homes on the basis of an existing large allocation; or it may be allocated further new growth in the new Local Plan to help achieve the recent uplift in Dorset's housing requirement. Regardless, the situation is far from certain, and the NA may or may not receive a new requirement, depending on the policy, strategy, and evidence basis of the apportionment to the BANP.

¹⁴ See: [Proposed reforms to the National Planning Policy Framework and other changes to the planning system - GOV.UK](#); and [lhn-outcome-of-the-new-method.ods](#)

2.5.6. We recommend that the BTP & SPC continue to engage with the LPA to confirm the final housing requirement for the BANP once Dorset Council's emerging Plan is more advanced.

3. Objectives and approach

3.1. Objectives

3.1.1. This HNA is structured according to a number of themes or topics that were agreed at the outset of the research with BTP & SPC. These themes are broadly aligned with the kinds of housing policy areas available to BANPs, and each will form a distinct chapter of this report. The sub-sections below give a brief overview of the objectives of each chapter.

Affordability and Affordable Housing

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

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

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

3.1.4. The evidence gathered here can be used to justify planning policies in the BANP, but it is likely that other supporting evidence may be needed, for example on viability¹⁵. Local Plans typically include policies on Affordable Housing and whilst the BANP must be in general conformity with these strategic policies, there is scope for BANP policies to adopt some local variety where this is supported by the evidence.

Housing Mix: Type and Size

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

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

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

¹⁵ For more information see [Locality-Viability-Toolkit-final-1.pdf](#)

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

Specialist Housing for Older People

3.1.8. It may be appropriate for BANPs in areas with aging populations to include policies relating to specialist housing for older persons.

3.1.9. This chapter supplements the demographic evidence relating to Type and Size, including the potential demand for downsizing, to consider the quantity and characteristics of need for housing for older people with some form of additional care. Its approach is as follows:

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

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

Second Homes

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

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

3.2. Approach

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

- ONS population and household projections for future years;

- Valuation Office Agency (VOA) data on the current stock of housing (2023);
- Land Registry data on prices paid for housing within the local market;
- Rental prices from home.co.uk;
- Local Authority housing waiting list data; and
- The Dorset and BCP Local Housing Needs Assessment 2021.

3.2.2. Data from the 2021 Census continues to be released. At present, the available data covers population, households, tenure, and dwelling stock characteristics. Some data at the localised level, including for parishes, and some datasets which compare numerous variables, has not yet been made available. As such, this HNA draws on the latest available data from the 2021 Census where possible and will also continue to use other data sets, including 2011 Census, Valuation Office Agency data, and ONS projections to build up evidence at the neighbourhood level.

4. Affordability and Affordable Housing

4.1. Introduction

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

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

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

4.1.3. The evidence gathered here can be used to justify planning policies in the BANP, but it is likely that other supporting evidence may be needed, for example on viability (to show proposed development plan requirements in the round would not threaten deliverability of development). Local Plans typically include policies on Affordable Housing and whilst the BANP must conform with these policies, there is scope for BANP policies to adopt some local variety where this is supported by the evidence (for instance, a policy supporting an affordable housing exception site in a suitable location, to meet identified need not likely to be met through existing sites and local authority affordable housing requirements). The possible extent to which BANP policies on affordable housing can add to and vary from Local Plan requirements can be discussed with Dorset Council.

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

4.2. Definitions

4.2.1. This section uses a range of technical terms which are useful to define at the outset:

- **Tenure** refers to the way a household occupies their home. Broadly speaking, there are two categories of tenure: market housing (such as homes available to purchase outright or rent from a private landlord) and Affordable Housing (including subsidised products like social rent and shared ownership).
- **Affordability** refers to the relationship between the cost of housing to buy or rent and the incomes and earnings of households.
- The definition of **Affordable Housing** is set out in the NPPF 2024 (see NPPF Annex 2) as 'Housing for sale or rent, for those whose needs are not met by the market...' We refer to Affordable Housing, with capital letters, to denote the specific tenures that are classified as affordable in the NPPF (see NPPF Annex

2). A relatively less expensive home for market sale may be affordable but it is not a form of Affordable Housing.

- A range of affordable home ownership products are included in the Government’s definition of Affordable Housing, to meet the needs of those aspiring to own a home. This includes discounted market sales housing and other affordable routes to home ownership (shared ownership, rent to buy etc) which are defined in NPPF Annex 2. First Homes are also part of the range of affordable home ownership products, but the definition of First Homes and policy is covered in a Ministerial Statement (2021) and not defined in NPPF Annex 2.¹⁶

4.3. Current tenure profile

4.3.1. The current tenure profile is a key feature of the Neighbourhood Area (NA). Patterns of home ownership, private renting and affordable/social renting reflect demographic characteristics including age (with older households more likely to own their own homes), and patterns of income and wealth which influence whether households can afford to rent or buy and whether they need subsidy to access housing.

4.3.2. Table 4-1 presents data on tenure in the NA compared with Dorset and England from the 2021 Census.

4.3.3. The majority of households in the NA are owner occupiers (68%), followed by private and social renters (16% respectively). This is not too dissimilar to the profile across Dorset, but across Dorset as a whole, there are slightly more owner occupiers (70%) and correspondingly fewer social renters (12%). Proportions at a national level show less owner occupation and more private and social renting.

4.3.4. Notice that Shared Ownership, as a form of tenure, only represents 1% of households nationally, and a similar proportion across Dorset and the NA respectively. This is due to its more recent introduction and low provisions and take-up of this form of accommodation.

Table 4-1: Tenure (households) in the NA and comparator geographies, 2021

Tenure	the NA	Dorset	England
Owned	67.7%	70.4%	61.3%
Shared ownership	0.9%	1.0%	1.0%
Social rented	15.5%	12.3%	17.1%
Private rented	15.9%	16.3%	20.6%

Sources: Census 2021, AECOM Calculations

4.3.5. It is also worth comparing how the tenure mix has changed in the last ten years, using the 2011 Census (see Table 4-2). Between the 2011 and 2021 Censuses, the proportion of private renting and shared ownership in the NA have increased more significantly than those of private ownership and social renting. However, the

¹⁶ The shape that the new First Homes product will take is set out in a Ministerial Statement issued in May 2021, available here: <https://questions-statements.parliament.uk/written-statements/detail/2021-05-24/hlws48>. The relevant update to PPG is available here: <https://www.gov.uk/guidance/first-homes#contents>.

percentage increases appear more significant due to the small size of the samples, particularly for shared ownership. In absolute terms, the changes in owner occupation and private renting were most significant.

Table 4-2: Tenure change (households) in the NA, 2011-2021

Tenure	2011	2021	% Change
Owned	4,998	5,117	2.4%
Shared ownership	53	71	34.0%
Social rented	1,112	1,171	5.3%
Private rented	1,018	1,203	18.2%

Sources: Census 2021 and 2011, AECOM Calculations

4.4. Affordability

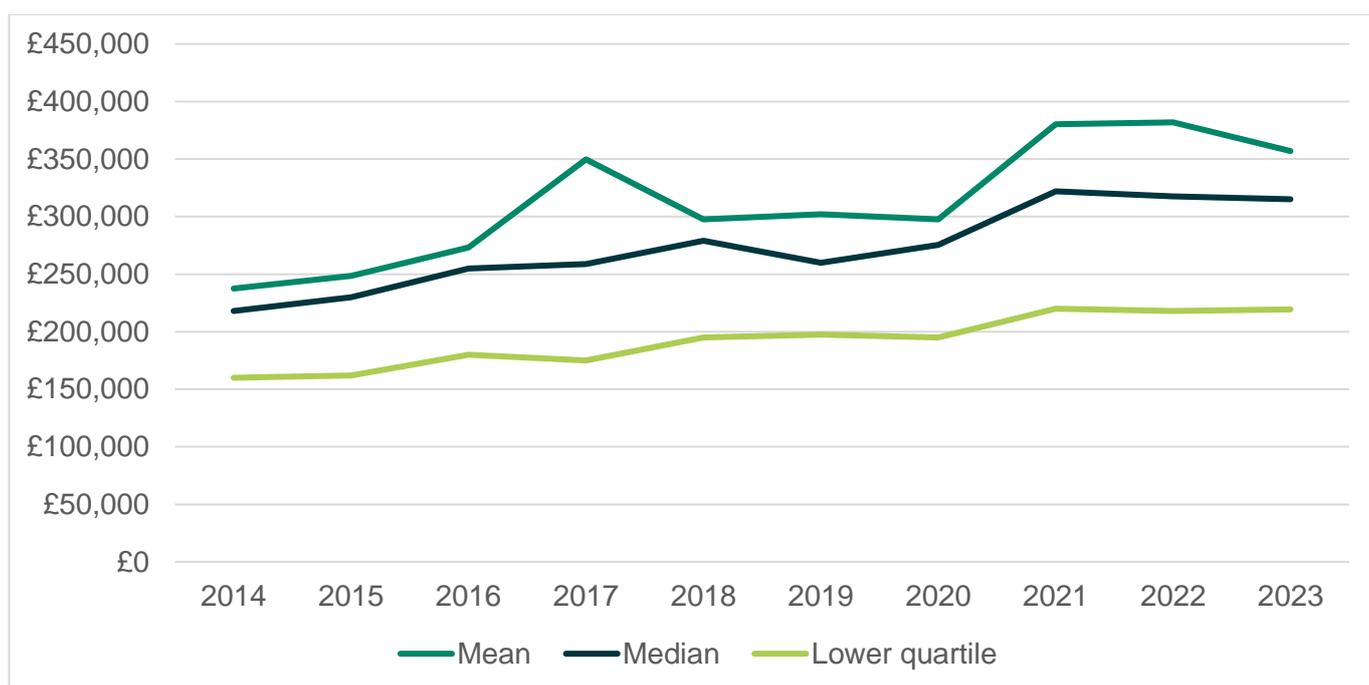
House prices

- 4.4.1. House prices provide an indication of the level of demand for homes within an area. The relationship between house prices and incomes determines whether housing is affordable to local households and, to a large extent, what tenure, type and size of home they occupy. Changes in affordability over time can indicate pressures in the housing market. As such, it is useful for the evidence base for plans to examine trends in prices and consider what this reveals about the local housing market.
- 4.4.2. Figure 4-1 looks at the average and lower quartile house prices in the NA based on sales price data published by the Land Registry. It shows that between 2014 and 2023, mean house prices in the NA (the average, where the sum of all house price values is divided by the total number of sales) have experienced roughly two peaks (in 2017 and 2021-2022), and two troughs where prices remained at a lower level (2014-2015 and 2018-2020). Overall, there has been a price increase of 50% or £97,000. This is close to the national average price increase of 45% during the same time period.
- 4.4.3. It is also worth noting the relatively large sample size used to generate our data, with 6,430 sales recorded in the NA during this period, with several properties showing as sold multiple times during this ten-year period. This is a little unusual for the size of settlements concerned, and may potentially be related to a higher level of second home ownership in the NA, although there is no confirmed correlation.
- 4.4.4. A slightly more steady increase, with less extensive fluctuations, could be observed in the median average. The median house price is the middle number when the data is sorted from smallest to largest. Overall, median prices rose by a slightly lower percentage than the mean (by 45%). Because the mean captures the average of all the house prices, both high and low, a few outlying data points on the high end can cause the mean to increase, making it higher than the median.
- 4.4.5. The lower quartile is the middle figure of the lowest 50% of prices and a good representation of entry-level housing. The lower quartile average house price in the NA in 2023 was £219,500, having increased by 37% (£59,500) since 2014. This is a more modest rate of increase than the median and mean. This confirms that there

have been some outliers at the upper end of the house price scale, which have risen more substantially during this time period. Comparatively, the prices at the lower end of the scale have risen less quickly.

4.4.6. The mean house price in 2023 for Dorset as a whole was £422,936, which is 19% (£65,885) higher than the NA average mean of £357,051 in the same year. This shows that on average, other parts of Dorset are more expensive to own a home in than the NA. This also chimes with the fact that there is a higher proportion of larger and less dense housing sizes and types across Dorset compared to the NA specifically (this is explored in more detail in our Type and Size chapter).

Figure 4-1: House prices by quartile in the NA, 2014-2023



Source: Land Registry PPD

4.4.7. Table 4-3 breaks down house prices by type, presenting the median within each type. It shows that between 2014 and 2023 the greatest price increase was for detached homes (65%), which remain the most expensive house types at the start and at the end of the time period (detached homes incidentally make up the majority of the NA housing stock, at 33%). Semi-detached homes experienced the second highest price increase (of 50%) and remain the second most expensive type of housing locally, followed by less dense housing types of terraces and flats. The prices for flats and terraces also grew substantially during this time, although at a marginally more modest rate of 41% and 35% respectively. Overall, median house prices grew by a considerable 45% in 2014-2023.

4.4.8. There is also some year-on-year fluctuation in house prices within each of the housing types. This is likely caused by the fact that the annual average by type is derived from a smaller sample size within each category. This means that variations in characteristics outside of type (such as the size, location, and condition of dwelling) can have a greater impact on the average. This data ought to thus be approached with caution, although the large sample size of sales in the NA overall is helpful to establish a more reliable average in general terms.

Table 4-3: Median house prices by type in the NA, 2014-2023

	Detached	Semi-detached	Terraced	Flats	All Types
2014	£299,950	£235,000	£196,000	£132,500	£218,000
2015	£325,000	£236,000	£196,000	£134,750	£230,000
2016	£340,000	£258,000	£213,750	£133,500	£255,000
2017	£365,000	£245,000	£218,000	£160,000	£258,725
2018	£348,500	£275,000	£230,000	£169,000	£279,017
2019	£386,500	£275,000	£220,000	£177,250	£260,000
2020	£372,500	£261,500	£232,000	£160,000	£275,500
2021	£452,500	£308,250	£252,000	£168,000	£321,975
2022	£520,000	£330,000	£285,000	£192,500	£317,500
2023	£495,000	£350,000	£264,500	£186,250	£315,000
Growth	+65.0%	+48.9%	+34.9%	+40.6%	+44.5%

Source: Land Registry PPD

Income

- 4.4.9. 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.
- 4.4.10. The first source is ONS's estimates of incomes in small areas. This is locally specific but limited to the overall average income (i.e. it does not provide the average income of lower earners). The average total household income locally was £42,033 in 2020 (the most recent year for this dataset). Discussion about the area to which this data applies is provided in Appendix A.
- 4.4.11. The second source is ONS's annual estimate of UK employee earnings. This provides lower quartile average earnings (i.e. the income of the lowest 25% of earners). However, it is only available at the Local Authority level. It also relates to individual (rather than household) earnings. While this is an accurate representation of household incomes where there is only one earner, it does not represent household income where there are two or more people earning. Dorset's gross individual lower quartile annual earnings were £17,280 in 2023. To estimate the income of households with two lower quartile earners, this figure is doubled to £34,560.
- 4.4.12. It is immediately clear from this data that there is a significant gap between the spending power of average earning households and those earning the lowest 25% of incomes, particularly where the household in question has one earner only.

Affordability Thresholds

- 4.4.13. To gain a clearer understanding of local affordability, it is useful to understand what levels of income are required to afford different tenures. This is done using 'affordability thresholds': the estimated amount of annual income required to cover the cost of rent or a mortgage given local housing prices.
- 4.4.14. AECOM has determined thresholds for the income required in the NA to buy a home on the open market (average and entry-level prices), and the income required to afford private rent and the range of Affordable Housing tenures as set out in the NPPF. These calculations are detailed and discussed in more detail in Appendix C.
- 4.4.15. The key assumptions made in assessing the affordability of different tenures are explained alongside the calculations, but it is worth noting here that we have assumed that the maximum percentage of household income that should be spent on rent is 30% and that mortgage financing will be offered at a maximum of 3.5 times household income. These are standard assumptions across housing needs assessments at neighbourhood and local authority scale although different approaches are sometimes taken and a case can be made for alternatives. This is discussed in more detail at the start of Appendix C.
- 4.4.16. Table 4-4 summarises the estimated cost of each tenure, the annual income required to support these costs within the NA, and whether local incomes are sufficient. The income required column assumes the household already has access to a deposit (which we have assumed to be 10% of the value to be purchased) but does not reflect the possibility that households may already hold equity from an existing property.

Although these factors may be crucial to whether housing will be affordable, they are highly dependent on individual circumstances that cannot be anticipated here.

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

Tenure	Mortgage value (90% of price)	Annual rent	Income required	Affordable on average incomes? (£42,033)	Affordable on LQ earnings (single earner)? (17,280)	Affordable on LQ earnings (2 earners)? (34,560)
Market Housing						
Median House Price	£283,500	-	£81,000	No	No	No
Estimated NA New Build Entry-Level House Price	£209,002	-	£59,715	No	No	No
LQ/Entry-level House Price	£197,550	-	£56,443	No	No	No
LA New Build Median House Price	£328,500	-	£93,857	No	No	No
Average Market Rent	-	£18,000	£60,000	No	No	No
Entry-level Market Rent	-	£13,200	£44,000	No	No	No
Affordable Home Ownership						
Discounted Market Sale (-20%)	167,202	-	£47,772	No	No	No
First Homes (-30%)	£146,302	-	£41,800	Yes	No	No
First Homes (-40%)	£125,401	-	£35,829	Yes	No	No
First Homes (-50%)	£104,501	-	£29,857	Yes	No	Yes
Shared Ownership (50%)	£104,501	£2,903	£39,533	Yes	No	No
Shared Ownership (25%)	£52,251	£4,354	£29,443	Yes	No	Yes
Shared Ownership (10%)	£20,900	£5,225	£23,388	Yes	No	Yes
Affordable Rented Housing						
Affordable Rent	-	£7,228	£24,093	Yes	No	Yes
Social Rent	-	£4,680	£15,600	Yes	Yes	Yes

Source: AECOM Calculations

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

Market housing for purchase and rent

4.4.18. Thinking about housing for purchase or renting on the open market, it appears that local households on average incomes are unable to access even entry-level homes to buy or rent unless they have the advantage of a very large deposit. Market housing

for sale or rent, even with the benefit of a higher than average income, is likely to remain out of reach to most.

- 4.4.19. The median house price for purchase would require an annual income that is nearly twice the current average. Private renting in turn would require an income of £60,000 for an average property, compared to average household incomes of £42,000. Households made up of one or two lower quartile earners are even less able to afford to buy or rent on the open market in the NA. Affordability could be improved if average earning households are able or willing to dedicate a larger proportion of their incomes to housing costs, although this has repercussions for other quality of life aspects and cannot be assumed to suit all individuals' circumstances.

Affordable home ownership

- 4.4.20. There is a relatively large group of households in the NA who may be able to afford to rent privately but cannot afford home ownership. They are typically earning between around £44,000 per year (at which point entry-level rents become affordable) and £56,443 (at which point entry-level market sale homes become affordable). This 'can rent, can't buy' cohort may benefit from the range of affordable home ownership products such as Discounted Market Sale, First Homes, Shared Ownership, and Rent to Buy. However, it is worth noting that this whole range lies above the average local income in the NA, due to rents being comparatively high.
- 4.4.21. Discounted Market Sale homes are offered at a discount at least 20% on market prices. First Homes are offered at a discount of at least 30% on market prices (i.e. new build, entry-level properties). Local authorities and BANP qualifying bodies have discretion to increase the discount on First Homes to 40% or 50% where there is evidence to suggest this is appropriate.
- 4.4.22. This report has estimated the income required to afford discounts of 20-50% to cover the range of discounts likely to be available on these different products. A minimum 30% discount would be required to make discounted home ownership products affordable to those on average local incomes in the NA. At the highest-level discount of 50%, First Homes also become affordable to those households with two lower quartile earners. The incomes required to afford First Homes range between £29,857-£41,800. The income required to afford Discounted Market Sale homes at 20% discount is £47,772. Incidentally, most forms of affordable home ownership products appear to require lower incomes to afford than private rents in the NA, and thus have the potential of providing housing to those whose needs are currently met neither by market home ownership nor market renting.
- 4.4.23. It is important to note that this evidence based on affordability does not provide a complete picture: evidence about the financial viability of development is also relevant. In some case, higher discount levels could create a financial burden on a scheme which leads developers to argue either that the discount level is not feasible or that the total amount of Affordable Housing may need to be reduced. The latter might put at risk the delivery of Social/ Affordable rented housing which may be an unintended consequence. The issue of development viability is a specialist matter involving analysis of land values and build costs that is outside the scope of this

assessment. If BTP & SPC intend to set higher discount levels (e.g. on First Homes) than that set at district/borough level, further discussions with Dorset Council are advised.

- 4.4.24. Dorset's emerging Local Plan at Regulation 18 stage suggests that "First Homes, delivered at 25% of the overall affordable housing supply on a site, will fall into the definition of Affordable Home Ownership and therefore make up part of the (Local Plan's maximum) 30% requirement" for affordable home ownership products. Paragraph 4.3.12 of the emerging Plan further states that "Evidence suggests that provision of affordable home ownership products at about 30% of the total will meet a proportion of the need, though provision at levels above this are likely to oversupply this type of product". However, it is worth noting that this text was written prior to changes to the NPPF in December 2024, and thus prior to the introduction of Discounted Market Sale homes offered at a discount at least 20% on market prices.
- 4.4.25. When comparing different types of affordable home ownership products, Shared Ownership appears to be more affordable in the NA than Discounted Market Sale and First Homes. The incomes required to afford shared ownership range between £23,388-£39,533, and thus lie below the local average income level. The income required to afford Discounted Market Sale homes at 20% discount (£47,772) lies above the local average. The minimum equity share for shared ownership is 10% of the property value.¹⁷ If this is delivered in the NA, it will make shared ownership easier to access for more people. However, while the income threshold for a 10% equity shared ownership home is lower, this product may not necessarily be more attractive than the alternatives (such as shared ownership at higher equity shares and First Homes) for those who can afford them.
- 4.4.26. Rent to Buy provides households with the option to rent at a discount (an intermediate rent at least 20% lower than the market rent) in order that they can save for a deposit to buy their property within a set period. The income required to access Rent to Buy is assumed to be the same as that required to afford market rents, which in the NA are relatively high compared to incomes required to afford other tenures. While affordability to local households generally depends on how rents are set, neither Rent to Buy offered at a discount to *entry level* rents, nor at a discount to *average* rents, would be affordable to those on average incomes or less in the NA. However, for some households, the availability of a deposit rather than income level per se is the key barrier to accessing home ownership. Rent to Buy may therefore offer a useful product to meet the needs of some limited households, even though they would need to earn above the local average.

¹⁷ The previous minimum equity share was 25%. This change took effect from 28 June 2021 and transitional arrangements are in place for planning policy documents that are prepared during the implementation timeframe. Changes are also introduced to make the process of staircasing to full ownership more gradual with lower minimum increments of 1%. The ministerial statement confirming and detailing the changes is available here: <https://questions-statements.parliament.uk/written-statements/detail/2021-05-24/hlws48>.

4.4.27. The range of affordable home ownership products need to be considered in relation to what they offer occupants in the long term beyond simply being affordable to access or not:

- Discounted Market Sale and First Homes allow for a greater ownership stake in the property, enabling occupiers to benefit from price appreciation over time. Monthly outgoings are also limited to mortgage costs alone, which tend to be cheaper than renting.
- Shared ownership at high equity shares performs a similar function to DMS/First Homes, but there are additional costs associated with the rented portion.
- Shared ownership at low equity shares can usually be accessed by lower income households (than First Homes) and requires a smaller deposit. However, this is a potentially less attractive route to eventual ownership because monthly outgoings remain high. The occupant has to pay a significant monthly rent as well as service charges and other costs, so it can be harder for them to save funds to buy out a greater share in the property over time.
- Rent to Buy requires no deposit, thereby benefitting those with sufficient incomes but low savings. It is likely to be more attractive than renting but results in a much slower accumulation of the funds that can provide an eventual route to ownership than the other tenures discussed above.

Social and Affordable rented housing

4.4.28. Social and Affordable Rented housing performs a critical role in supporting households with the most acute housing needs. These households are likely to be on the lowest incomes and unable to afford market housing without subsidy.

4.4.29. Affordable rents set out in the table above are substantially below market rents. Whilst affordable rents can be set at up to 80% of market rents, in many locations Registered Providers (housing associations) set them to ensure that they are affordable to those claiming housing benefit, i.e. at or below Local Housing Allowance levels. This means that they are in practice below 80% of market levels. This appears to be the case in the NA, where affordable rents are about 40-55% of market rent. Housing Benefit at Local Housing Allowance Rates appears to cover the cost of affordable renting in the NA (more detail is provided in Appendix C).

4.4.30. Affordable rented housing is generally affordable to households with two lower earners depending on their household size (average earning households are unlikely to be eligible). However, households with a single lower earner appear unable to afford any of the tenures except social renting. Many households eligible for Social/Affordable Rented homes will require additional subsidy through Housing Benefit to access housing.

4.4.31. The NPPF 2024 makes explicit reference of the need to set out the proportion of Social Rented homes needed as part of the Affordable Housing to be delivered in a local authority area (paragraph 64, NPPF)¹⁸.

¹⁸ National Planning Policy Framework

- 4.4.32. Social Rents are cheaper than Affordable Rents and, in theory, would leave households on lower earnings better off and better able to afford their other living costs, such as food and fuel etc. This is particularly the case for households who are supported by Housing Benefit and subject to the overall benefit cap since their benefit income is limited by the cap and they may not be able to claim enough to cover the Affordable Rent.
- 4.4.33. Where households are supported by housing benefit and not affected by benefit caps, the difference in the cost of Affordable and Social rents may be irrelevant as the level of housing benefit flexes according to the rent. This means that these households may be no better off in social rented accommodation because they receive a lower rate of housing benefit to cover their rent.
- 4.4.34. Households who are not supported by benefits, for example those whose earnings are higher making them ineligible for benefits, would clearly benefit by the lower Social Rent levels because it would reduce their outgoings. However, these households are less likely to be in acute need on housing waiting lists. Rather, this scenario might apply to those already living in Social Rented housing where their financial circumstances have improved.
- 4.4.35. On balance, the relative need for Social Rented homes versus Affordable Rented homes is a complex area because of the interaction of benefits, rents and earnings. AECOM suggests that the local authority is best placed to assess what proportion of Affordable Housing should be provided as Social Rent, drawing on their waiting list data and more detailed evidence in LHNAs. If the neighbourhood group wishes to develop localised policy in this area, this will be best achieved through liaison with the LPA (and local housing officers) as well as local registered providers.

4.5. Estimates of the need for Affordable Housing

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

Evidence in the Dorset Local Housing Needs Assessment (LHNA) 2021

- 4.5.2. An LHNA was undertaken for Dorset Council in 2021. The study estimates the need for affordable housing, drawing on information from the local authority's Waiting List, CORE lettings data, data on prices and rents, household incomes, and demographic projections, in line with the requirements of national planning policy and PPG guidance.
- 4.5.3. The LHNA estimates that there is a need for 950 affordable and social rented homes each year in Dorset to meet the needs of households that are unable to afford to rent privately. These households are typically in acute housing need and are unable to meet their needs in the market. The LHNA also estimates needs for different parts of Dorset, stating that the need in Western Dorset specifically is 71 units per year.

- 4.5.4. Within Dorset, it is additionally estimated that there are 767 households each year with a need for affordable home ownership products (58 households specifically in Western Dorset). These households are typically living in the private rented sector and would prefer to own their own home but cannot afford to buy in the open market. The LHNA points out that “in interpreting this figure, it should be noted that there could be additional supply from resales of market homes (below a lower quartile price) which arguably would mean there is a more limited need for AHO” (affordable home ownership products).
- 4.5.5. Taken together, these estimates suggest the need for 1,717 affordable homes per annum over the plan period in Dorset as a whole, and 129 specifically for Western Dorset.
- 4.5.6. If we prorate this need to the population of the NA (which constitutes 4% of Dorset’s population on the basis of the 2021 Census¹⁹), this results in the following estimate:
- 38 units needed of affordable rented housing per year (or 608 over a 16-year BANP period 2020-2036), and
 - 31 units needed of affordable housing for sale per year (491 over the plan period),
 - Producing a total need for 69 units of affordable housing per year in the NA (1,104 over the 16-year BANP period).
- 4.5.7. It is worth noting that pro-rating District level estimates of affordable housing need to a neighbourhood area such as Bridport Area, which is largely rural, can present a number of problems in practice. In some cases, the Local Authority level figures can include higher needs from urban areas where there is a larger social housing stock and larger numbers of households living in private rented homes on housing benefit. Both of these factors tend to generate higher needs. In contrast, many rural parishes often have lower level of provision of social rented housing, which can mean that there is less need generated from households already living in the sector. Similarly, households who may need social housing often move away to areas where their needs are more likely to be met (either because there is social housing available or more private rented housing).
- 4.5.8. However, in the NA, a higher proportion of households actually live in affordable rented housing (16%) than across Dorset as a whole (12%) at present. Also, the relative size of the private rented sector (which also often also accommodates households on housing benefit) is the same for the NA as across Dorset as a whole (16%). This means that in the case of the NA, it is more likely that pro-rating the Dorset estimate of affordable housing need is appropriate as a starting point, although it may slightly underestimate need in the case of the NA, due to the reasons set out above. As 1,242 households presently live in social / affordable rented or shared ownership housing in the NA, this pro-rated estimate would mean that supply of affordable housing would need to nearly double over the BANP period.

¹⁹ Note that the West Dorset figures cannot be prorated to the NA as AECOM does not have data to identify what proportion of Western Dorset’s population lives in the NA.

4.5.9. This estimate can also be supplemented with evidence from the Housing Waiting List, based on data shared by the local authority. This data shows that a total of 770 persons on the Council’s housing waiting list for affordable housing in November 2024 (see Appendix D for more detail) either have a local connection to the NA (i.e. Bridport or Symondsburry parish) or have listed one of the two parishes in the NA as a preferred area to live. This total for the NA represents approximately 12% of the total waiting list of 6,621 persons across Dorset, i.e. about three times more than would be expected, based on the percentage of Dorset’s population living in the NA (i.e. 4%). This again would lead to the conclusion that if anything, prorating the LHNA figure of affordable housing need is more likely to underestimate the need for affordable housing in the NA, rather than overestimating it.

AECOM Alternative Estimate for comparison

4.5.10. AECOM has produced an alternative estimate, for comparison purposes, on the basis of NA-specific housing waiting list data, shared by Dorset Council in November 2024. This alternative estimate results in a need for 30 social/affordable rented homes per annum in the NA, totalling to 482 homes over the plan period. The estimate and assumptions used are detailed in Appendix D and summarised in Table 4-5 below. This needs estimate is largely for social/affordable rent as it relates to households who live in unsuitable housing and who cannot afford to access market rents.

Table 4-5: Estimate of need for Affordable Housing for rent in the NA

Component of need or supply in the AECOM estimate	Per annum
Current need	48
Newly arising need	17
Supply	35
Net shortfall	30

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

4.5.11. Turning to affordable home ownership, AECOM’s alternative estimate of potential demand is for 38 such dwellings per annum in the NA, equating to a total of 600 homes over the BANP period. The estimate and assumptions used are again detailed in Appendix D and summarised in Table 4-6 below.

4.5.12. It is important to keep in mind that the households identified in this particular estimate are, by and large, adequately housed in the private rented sector, Affordable Housing, or living in other circumstances. They do not necessarily lack their own housing but would prefer to buy rather than rent. They have been included in the national planning definition of those in need of Affordable Housing, but their needs are less acute than those on the waiting list for affordable rented housing.

Table 4-6: Estimate of need for Affordable Housing for sale in the NA

Component of need or supply in the AECOM estimate	Per annum
Current need	36
Newly arising need	5
Supply	4
Net shortfall	38

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

4.5.13. Together, this alternative AECOM estimate produces a need of 1,088 homes (68 per annum). This is almost identical to the pro-rated LHNA figure of 1,104, as well as close to the current social housing stock in the NA of 1,242.

4.5.14. We therefore estimate that the affordable housing need in the NA is 68-69 units per annum or 1,088-1,104 units over the 16-year BANP period. Of this, 30-38 units per year are the identified need for social and affordable housing. This confirms that, based on our two estimates, the total affordable housing stock in the NA would be required to almost double to meet identified need in full.

Additional evidence of Affordable Housing needs

4.5.15. There is no recent household survey which needs to be taken into account. However, should such a survey be carried out, the Town & Parish Councils could explore further into the local need for affordable housing and the extent of local earnings, particularly at the lower end of the scale, to afford local housing costs in different tenures.

4.6. Affordable Housing policies in BANPs

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

Application of Local Plan policies

4.6.2. Dorset Council’s adopted policy HOUS1 requires 35% of all new housing to be affordable. Given that Affordable Housing made up 42% of new housing completed in the NA since 2021 (see Table 2-1), and 35% of pipeline schemes currently being delivered on site, with a split of 70% rented and 30% intermediate tenures (see Table 2-2), according to Dorset Council completions and pipeline figures, it is understood that this target is typically met or exceeded on sites in the NA, at least recently.

4.6.3. The overall proportion of housing that must be affordable is not an area of policy that a BANP can usually influence, but it is worth emphasising that the HNA finds there to be robust evidence of need for Affordable Housing in the NA, and every effort should be made to maximise delivery where viable. Changing or influencing the overall proportion of housing that must be affordable is uncommon in BANPs and would demand a high standard of evidence to depart from the Local Plan. If this is of interest, it should first be discussed with the LPA to ensure their support and to determine what additional evidence (e.g. about development viability) would be needed.

- 4.6.4. How the Affordable Housing that comes forward through mainstream development sites is broken down into specific tenures – such as the balance between rented tenures and routes to home ownership – is contained in the suggested tenure mix within Affordable Housing in the adopted Local Plan. This is set out within the same policy HOUS1 as a minimum 70% social and affordable rent and maximum 30% affordable home ownership.
- 4.6.5. Emerging Dorset Local Plan Draft Policy HOUS2 specifies the same affordable housing requirement for the NA of 35%, with a suggested tenure mix of minimum 30% social rent, minimum 40% affordable rent, and maximum 30% and minimum 10% affordable home ownership.

Affordable Housing at Neighbourhood level

- 4.6.6. The HNA can provide more localised evidence and this may be used to support BANP policies. This section suggests an Affordable Housing tenure mix that might be suitable for the NA on the basis of identified housing need and a range of other considerations detailed in Appendix D.
- 4.6.7. We suggest that in light of the evidence in this HNA, and in light of the recent changes made by national Government to the NPPF, the emerging Local Plan guideline tenure mix appears to offer a suitable benchmark, because it prioritises the delivery of Social and Affordable Rent, enables a level of flexibility, and also provides scope to deliver some affordable home ownership products. Within this guideline mix, it may be appropriate for the NA to prioritise social and affordable rented properties, if it is assumed that delivery of Affordable Housing overall will be lower than the needs identified in this HNA. This will depend on the NA's eventual housing requirement, once this is provided by Dorset Council.
- 4.6.8. Within regards to split between affordable and social rented housing, the NPPF 2024 makes explicit reference of the need to set out the proportion of Social Rented homes needed as part of the Affordable Housing to be delivered in a local authority area (paragraph 64, NPPF)²⁰.
- 4.6.9. On balance, the relative need for Social Rented homes versus Affordable Rented homes is a complex area because of the interaction of benefits, rents and earnings, particularly the neighbourhood scale. AECOM therefore suggests that the local authority Dorset Council is best placed to assess what proportion of Affordable Housing should be provided as Social Rent, drawing on their waiting list data, housing benefit data, more detailed evidence in LHNAs and viability assessments. If the neighbourhood group wishes to develop localised policy in this area, this will be best achieved through liaison with the LPA (and local housing officers) as well as local registered providers.
- 4.6.10. Within the category of affordable home ownership, AECOM suggest priority is given to shared ownership, as this is more affordable than Discounted Market Sale at 20% and First Homes at 30-40% discount, and thus extends home ownership more widely. First Homes at a higher discount of 50% may also provide some useful variety and

²⁰ National Planning Policy Framework

could thus be included in the mix. We do not suggest that Rent to Buy should be part of the options offered in the NA, as it is less affordable here than other affordable home ownership options (as illustrated by the affordability thresholds in Table 4-4 above). A more precise split should be discussed with the local authority once a housing target has been assigned to the NA.

- 4.6.11. Where the Town & Parish Councils wish to develop policy that deviates from that outlined in the adopted or emerging Dorset Local Plan, either by differing from the headline split between renting and ownership or by specifying a greater level of detail around sub-tenures, it is important that they liaise with Dorset Council to determine what additional evidence (notably about development viability) may be needed, and to ensure that departures from the local policy context have their support.

4.7. Conclusions- Affordability and Affordable Housing

Current tenure profile

- 4.7.1. the NA's current tenure profile is formed predominantly of homeowners, making up around 68% of households, followed by private and social renters, accounting for 16% of households respectively. Only 1% of households live in shared ownership homes. the NA has slightly fewer homeowners and a correspondingly higher percentage of social renters than Dorset as a whole. Proportions at a national level show even less owner occupation and more private and social renting.
- 4.7.2. Over the intercensal period 2011-2021, the proportions of private renting and shared ownership in the NA have increased more significantly than those of private ownership and social renting. However, in absolute terms, the changes in owner occupation and private renting were most significant.

Affordability

- 4.7.3. Between 2014 and 2023 average house prices in the NA have experienced a number of peaks and troughs, leading to an overall significant house price increase of 50% (£97,000). This is close to the national average increase of 45% during the same period. The housing type for which prices increased most were detached homes (rising by 60%), making up the majority of the NA's housing stock and the most expensive type of housing. The price of all types of housing increased substantially during this period, although more dense housing types increased less (between 35-50%).
- 4.7.4. The average annual household income in the NA was £42,033 in 2020 (the most recent year for this data), while the gross lower quartile income for a single earner was £17,280 or £34,560 for dual income households across Dorset (this data is not available for smaller areas and therefore additional information could be helpful if lower quartile income data can be collected at the NA level to supplement our analysis). Dual lower quartile income households (based on the Dorset data) therefore earn 18% less than average income households.
- 4.7.5. Comparing these local income levels with the cost of different tenures reveals that housing affordability in the NA is relatively poor. All forms of private tenures, including

entry level home ownership and market rents are unaffordable to those on average incomes or below. Affordable rented housing and affordable home ownership products are largely affordable to those on average incomes, and some (primarily shared ownership with a lower share and First Homes at a higher discount) extend the possibility of affordable home ownership to households with access to two lower quartile incomes. Households with one lower quartile earner can only afford social rents without recourse to benefits.

- 4.7.6. Affordable home ownership products are likely to be useful in the NA in extending the possibility of home ownership to more of the NA's residents, particularly at lower shares for shared ownership or higher shares of discount market housing. Additionally, most affordable home ownership options appear to involve lower housing costs than renting in the NA, thereby having the potential of providing housing to those whose needs are currently met neither by market home ownership nor market renting.

The need for Affordable Housing

- 4.7.7. The quantity of Affordable Housing needed in the NA has been approximated in two ways, to produce a range of estimates: Firstly by pro-rating the needs figures from the recent 2021 LHNA produced for Dorset Council; and secondly through an AECOM calculation based on the latest housing waiting list data shared by Dorset Council, specifically for the two parishes making up the NA.

- 4.7.8. The needs figures resulting from both estimates are relatively high, considering the size of the NA. The estimated affordable housing need in the NA is 68-69 units per annum or 1,088-1,104 units over the 16-year BANP period. Of this,

- 30-38 units per year are identified as more urgent need for social and affordable housing (480-608 units over the plan period); and
- 31-38 units per year as need for affordable housing for sale (496-608 over the plan period),

- 4.7.9. While the estimated need for affordable home ownership makes up just over half of total estimated need, affordable and social rented tenures still clearly fulfil a vital role in the NA, particularly for those on the lower incomes. Therefore, meeting the more urgent need for social and affordable rented units should be prioritised where possible. This is particularly important if housing delivery, and within this affordable housing delivery, is likely to be limited (although this seems to be unlikely to be the case in the NA).

- 4.7.10. Because Dorset Council is not yet able to share a housing requirement figure with BTP & SPC at the time of writing this HNA, it is not possible to recommend an exact split of affordable housing tenure. This should be discussed with the local authority once a housing target has been assigned to the NA.

Affordable Housing policy

- 4.7.11. As explained in Chapter 2 of our HNA, Dorset Council are currently unable to provide a housing requirement for the NA, due to the stage of progress of their emerging Local Plan, and due to recent changes in the NPPF and PPG which were published in

December 2024 during the time of writing this HNA. The number of dwellings to be accommodated within the NA by the end of the BANP period will therefore be confirmed by Dorset Council at a later point, once the emerging Local Plan process is at the appropriate stage. It is thus not appropriate for AECOM to provide an alternative or indicative requirement figure for the NA at this point in time.

- 4.7.12. Considering the currently adopted and emerging Dorset Local Plan, the size of the NA, past allocations of growth to the NA, the Dorset-wide housing need under the new NPPF published at the end of 2024, and other possible considerations, the likely scale of future housing growth in the NA is difficult to estimate. the NA may receive a requirement or not, depending on the basis of the apportionment to the BANP, and other considerations.
- 4.7.13. Meeting the more urgent and acute need for affordable and social rented housing should be prioritised wherever possible, particularly if future housing delivery is constrained, and other avenues of delivering affordable housing can also be explored in discussion with the local authority. While affordable housing is typically provided and made financially viable by its inclusion as a proportion of larger market developments, as guided by Local Plan policy, if the community wishes to boost the supply of affordable housing, there are a number of other, more proactive routes available for its provision. This can for instance include the use of Neighbourhood Development Orders, identification of exception sites, or the development of community land trusts, which are all ways of boosting the supply of affordable housing.

5. Type and Size

5.1. Introduction

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

Definitions

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

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

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

5.2. The current housing mix

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

Dwelling type

5.2.2. Table 5-1 below shows that the NA’s mix of dwelling sizes is fairly well-balanced, with detached dwellings, as the least dense and most common dwelling type in the NA, making up a third (33.3%) of all properties. More dense dwelling types, which include terraces, flats, and semi-detached homes, each make up around 22% of the local dwelling stock.

5.2.3. The NA’s type mix is also not significantly different from that seen across Dorset as a whole. While the largest percentage of homes in the NA is detached, compared to the county and country as a whole, the proportion of detached houses is lower and the proportion of more dense dwelling types, including terraces and flats, is a little higher.

Table 5-1: Accommodation type, the NA and comparator geographies, 2021

Type	the NA	Dorset	England
Detached	33.3%	39.7%	22.9%
Semi-detached	21.6%	22.7%	31.5%
Terrace	22.4%	19.3%	23.0%
Flat	22.4%	16.9%	22.2%

Source: Census 2021, AECOM Calculations

5.2.4. Table 5-2 looks at the change between the 2011 and 2021. It shows no significant changes in the proportions of different housing types in the NA. However, it is worth noting here that it is difficult to highlight meaningful differences in recent years because of a change in the way the Census counts properties: in 2011 the total aligned with the number of dwellings, while in 2021 it aligned with the number of

households. Because some dwellings are not occupied by a household (vacant or second homes for instance), the 2021 data tends to slightly undercount the number of dwellings and therefore may give the impression here that the total number of dwellings in the NA has increased less than it probably has in reality. It also makes it seem as if certain dwelling types actually declined in number (e.g. terraces) which is unlikely to be the case. The data issue may also be more pronounced in the NA specifically, due to the fact flagged by the Town & Parish Councils, that second homes are common in the NA.

- 5.2.5. The Census also divides dwellings into a standard set of categories that does not include bungalows. For instance, a detached bungalow will be counted only as a detached house, and so forth. It is therefore useful to refer to Valuation Office Agency (VOA) data, which is based on council tax reporting and is in other respects less precise, but which does separate out bungalows as a separate category.
- 5.2.6. The VOA counts 1,720 bungalows in the NA in 2023. This represents 18% of all homes. Bungalows make up a slightly lower proportion in the NA than across wider Dorset (19%), but a much higher proportion than nationally (9%). Bungalows tend to appeal to older households and those with mobility limitations (alongside other properties with level access or flats with lifts), so this element of the NA's housing stock may be linked to the age profile of the population, considered later in this chapter, as well as in our following chapter.

Table 5-2: Accommodation type, the NA, 2011-2021

Type	2011	%	2021	%
Detached	2,637	32.8%	2,795	33.3%
Semi-detached	1,719	21.4%	1,819	21.6%
Terrace	1,894	23.6%	1,884	22.4%
Flat	1,774	22.1%	1,879	22.4%
Total	8,029		8,403	

Source: ONS 2021 and 2011, AECOM Calculations

Dwelling size

- 5.2.7. Table 5-3 below presents the current housing mix in terms of size, compared to the wider local authority and country. It shows that compared to wider Dorset, the NA has fewer large homes with three or more bedrooms and more smaller homes with one or two bedrooms. This chimes with the fact that Dorset has a higher proportion of detached houses and fewer flats and terraces than the NA. Similarly to the housing type mix, the NA also appears to have a fairly well-balanced size mix, with mid-sized two and three bedroom dwellings making up most of the stock, and the smallest and largest sizes of housing adding a level of variety.

Table 5-3: Dwelling size (bedrooms), the NA and comparator geographies, 2021

Number of bedrooms	the NA	Dorset	England
1	12.5%	8.8%	11.6%
2	32.4%	27.1%	27.3%
3	38.6%	40.2%	40.0%
4+	16.5%	24.0%	21.1%

Source: Census 2021, AECOM Calculations

5.2.8. Table 5-4 below presents the current housing mix in terms of size, compared to that in 2011. This shows a size mix which is largely unchanged. However, this may also be due to issues with the 2021 Census dwellings data, as explained in our paragraph 5.2.1.

Table 5-4: Dwelling size (bedrooms), the NA, 2011-2021

Number of bedrooms	2011	%	2021	%
1	911	12.7%	944	12.5%
2	2413	33.6%	2,450	32.4%
3	2727	38.0%	2,924	38.6%
4+	1130	15.7%	1,253	16.5%
Total	7,181		7,571	

Source: ONS 2021 and 2011, AECOM Calculations

5.3. Population characteristics

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

Age

5.3.2. Table 5-5 shows the most recent age structure of the NA population, alongside 2011 Census figures. This shows the pace of ageing of the NA's population. The population in the cohort aged 65-84 has expanded by a sizeable 30% in the past decade. All other age groups have declined in proportion, with the largest proportionate drop in the share of teenagers and young adults aged 15-24, which decreased by 20%. Interestingly, unlike some areas with a similar pace of aging, the oldest age group aged 85 and over has not yet grown in the NA. However, this is likely to change in the near future. The ageing population will represent the key driver of housing need in the NA over the BANP period, as more people enter age groups associated with changing accommodation requirements.

5.3.3. At the same time, the proportionate decline in the younger population, particularly those aged 0-44 (representing the bulk of working age adults and families with young children), may present a future challenge to the balance and vibrancy of the local community and economy. This trend could present a justification to use new residential development to attract and retain young families to support the continued thriving of local businesses and facilities such as schools, in addition to serving the evolving needs of older people.

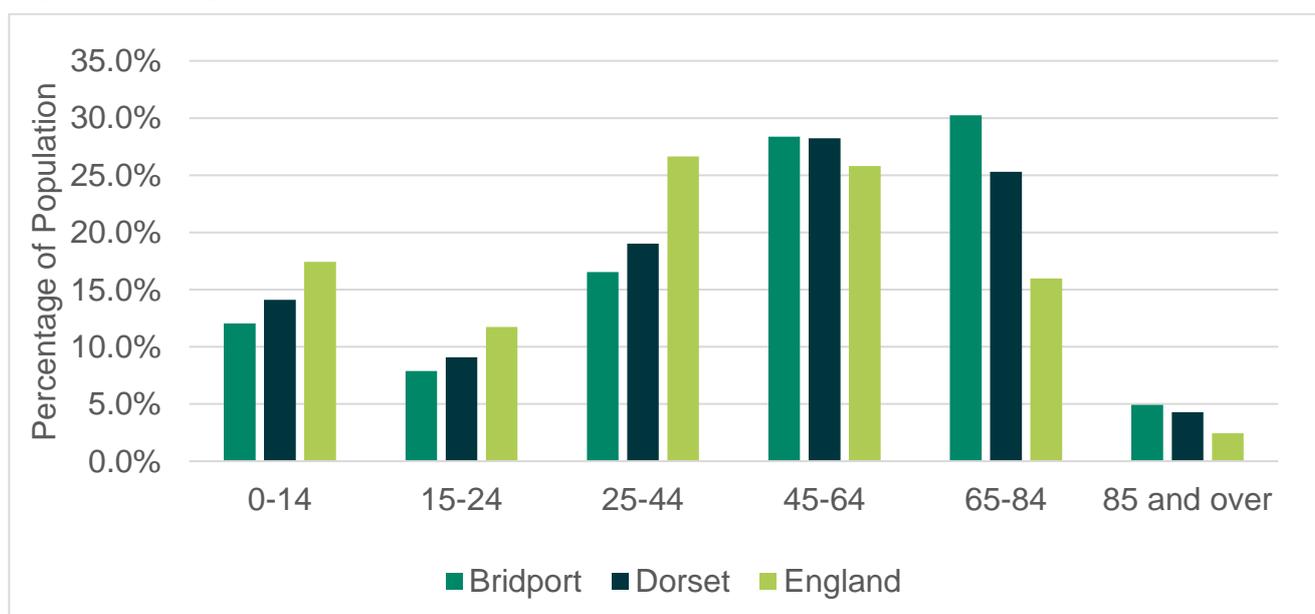
Table 5-5: Age structure of the NA, 2011 and 2021

Age group	2011 (Census)		2021 (Census)		Change
0-14	2,020	13.4%	1,849	12.0%	-8.5%
15-24	1,509	10.0%	1,213	7.9%	-19.6%
25-44	2,809	18.6%	2,541	16.5%	-9.5%
45-64	4,423	29.3%	4,359	28.4%	-1.4%
65-84	3,583	23.7%	4,645	30.2%	+29.6%
85 and over	766	5.1%	757	4.9%	-1.2%
Total	15,110	100.0%	15,364	100.0%	+1.7%

Source: ONS 2011, ONS 2021, AECOM Calculations

5.3.4. For context, it is also useful to look at the NA’s population structure alongside that of the county and country. Figure 5-1 (using 2021 Census data) shows that the population of the NA is older than that of Dorset in general, which is in turn older than the national average. The large 65-84 age cohort in the NA in particular is likely to translate into a significant increase in the 85+ cohort over the Plan period. This in turn may increase people’s needs for accessibility adaptations or additional care and support.

Figure 5-1: Age structure in the NA, 2021



Source: ONS 2021, AECOM Calculations

Household composition and occupancy

5.3.5. Household composition (the combination and relationships of adults and children in a dwelling) is an important factor in the kinds of housing needed over the BANP period. Table 5-6 shows that the NA has a slightly higher proportion of single-person households than Dorset, and a correspondingly lower proportion of family and couple households. Nevertheless, most households in the NA (60%) are still composed of couples or families. Looking at sub-categories within these groupings, the NA has higher shares of older single and other single person households, and of older couples, and lower shares of all other sub-categories, compared to Dorset as a whole.

5.3.6. The only two sub-categories with substantial growth since 2011 are single and couple/family households aged 65 and over. These have grown by 22% and 26% respectively since the 2011 Census. All other sub-categories have declined in their share. The only exception is family households with non-dependent children, which have grown by 7%.

Table 5-6: Household composition, the NA and comparator geographies, 2021

Household composition		the NA	Dorset	England
One person household	Total	37.0%	30.6%	30.1%
	Aged 66 and over	21.9%	17.6%	12.8%
	Other	15.1%	13.0%	17.3%
One family only	Total	59.8%	64.9%	63.1%
	All aged 66 and over	16.7%	16.0%	9.2%
	With no children	17.5%	18.7%	16.8%
	With dependent children	17.0%	20.4%	25.8%
	With non-dependent children ²¹	8.3%	9.4%	10.5%
Other household types	Total	3.2%	4.5%	6.9%

Source: ONS 2021, AECOM Calculations

5.3.7. The tendency of households to over- or under-occupy their homes is another relevant consideration to the future size needs of the NA. A person is considered to under-occupy their home when there are more bedrooms in their home than a family of their size and composition would normally be expected to need. This is expressed as an occupancy rating of +1 or +2, indicating that there is one surplus bedroom or at least two surplus bedrooms (respectively). Over-occupancy works in the same way, with a rating of -1 indicating at least one bedroom too few.

5.3.8. Table 5-7 shows that 36% of households in the NA have one more bedroom than they would be expected to need, and 40% have at least two more. This means that three quarters of households in the NA currently under-occupy their home. This is unsurprising as this is particularly common for older households and households without children. The largest proportion of under-occupying households are in the categories of couples and families where all household members are aged 65+, as well as couples and families under 65 with no children, and single persons aged 65 or over. This suggests that the NA's larger housing is not necessarily being occupied by households with the most family members, but by the people with the most wealth or by older people who have not chosen or not been able to move to properties sized more appropriately for their household size.

5.3.9. There are very few households in the NA with too few bedrooms for the size of their household, and these are almost solely families with children. This suggests that affordability difficulties are causing a small number of family households with children

²¹ Refers to households containing children who are older than 18 e.g. students or young working people living at home.

to live in overcrowded accommodation. This further supports the potential need for more affordable family accommodation to attract and retain families with children in the NA.

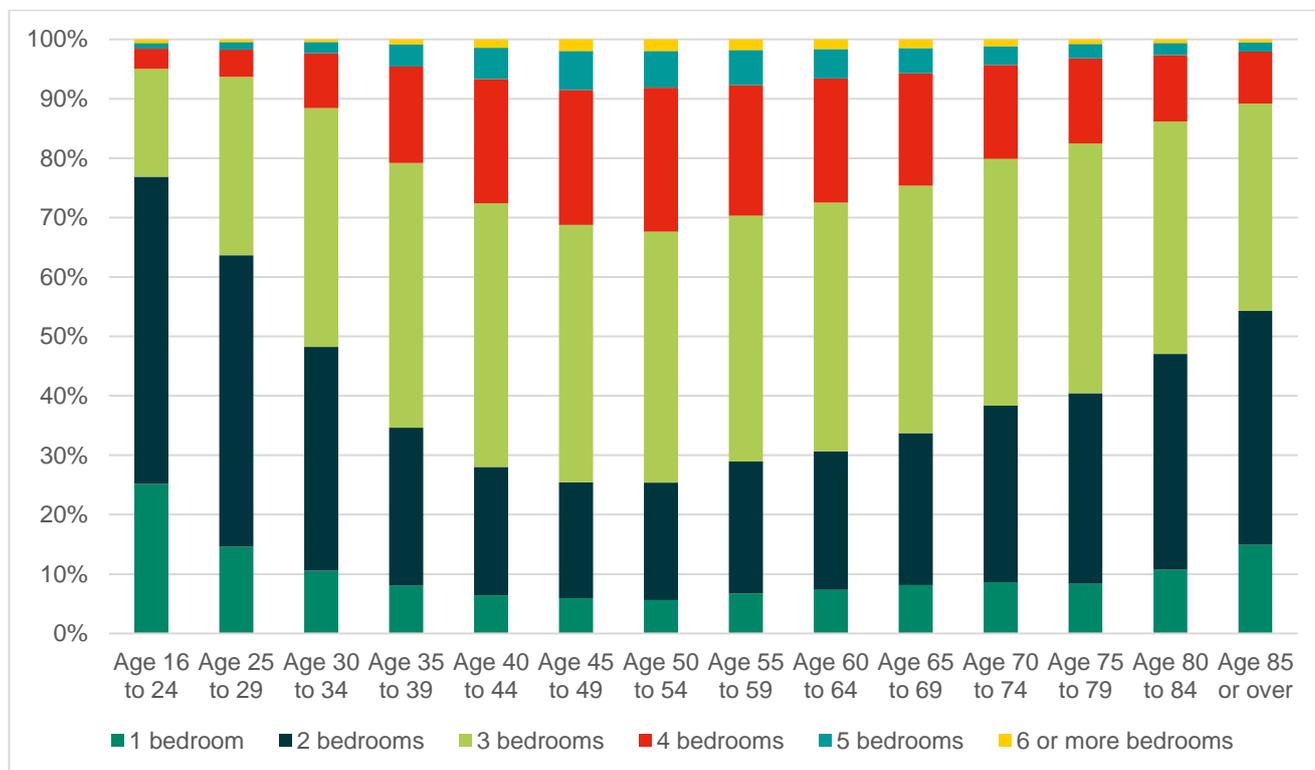
Table 5-7: Occupancy rating by age in the NA, 2021

Household type	+2 rating	+1 rating	0 rating	-1 rating
Family 66+	65.6%	30.2%	4.0%	0.2%
Single person 66+	37.5%	38.7%	23.8%	0.0%
Family under 66 - no children	61.7%	31.4%	6.9%	0.0%
Family under 66 - dependent children	13.9%	36.1%	44.9%	5.1%
Family under 66 - adult children	22.2%	44.6%	30.7%	2.5%
Single person under 66	27.2%	39.0%	33.8%	0.0%
All households	39.0%	35.8%	23.7%	1.5%

Source: ONS 2021, AECOM Calculations

5.3.10. As noted in the introduction to this chapter, the life stage of households is strongly correlated with the size of home they tend to occupy. Figure 5-2 sets out this relationship for Dorset in 2011 (because this data is not available at smaller scales). The graph shows how the youngest households tend to occupy the smallest dwellings, before rapidly taking up larger homes as their families expand, and then more gradually downsizing to smaller homes again as they age. However, the graph also shows that even as some households downsize as they age, an average older household never returns to live in as small a property as the youngest households live in.

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



Source: ONS 2011, AECOM Calculations

5.4. Future population and size needs

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

Age

5.4.2. The result of applying Local Authority level household projections to the age profile of households in the NA in 2011 is shown in Table 5-8. This makes clear that population growth can be expected to be driven by the oldest households, with a 70% growth in households aged 65 and over and 5% growth in the proportion of households aged 55-64. The share of all younger household groups is projected to decline.

Table 5-8: Projected age of households, the NA, 2011 – 2036 (end plan period)

Year	24 and under	25 to 34	35 to 54	55 to 64	65 and over
2011	194	517	2,140	1,476	2,854
2036 (End of Plan period)	123	514	1,888	1,554	4,839
% change 2011-2036	-36%	-1%	-12%	5%	70%

Source: AECOM Calculations

5.4.3. The demographic change discussed above can be translated into an ‘ideal’ mix of dwelling sizes. This is achieved through a model that maps the dwelling size preferences by life stage shown earlier (in Figure 5-2 (the rainbow bar graph)) onto the projected age profile for the NA in Table 5-8 immediately above. The resulting ‘ideal’ future mix of dwelling sizes can then be compared to the current stock of housing to identify how future development might best fill the gaps.

5.4.4. This approach has limitations, in that it embeds existing size preferences and does not anticipate changes in what people want from their homes. As such, it is appropriate for the results to be taken as a baseline scenario, as in what would occur if current trends persisted. It may well be the intention of the community to intervene to produce a different outcome more in line with their interpretation of emerging trends and their place- and community-shaping objectives. Layering these factors on top of the indicative picture provided by this model is appropriate for the purpose of drafting BANP policies.

5.4.5. The result of this exercise is presented in Table 5-9. It suggests that, based on demographic trends, the NA’s new stock should be focused primarily on 3- and 4-bedroom dwellings (48% and 43% respectively). No additional 1-bedroom dwellings and only a small proportion (9%) of additional 2-bedroom dwellings appear to be required. This is not because these size categories are not important to meeting need, but because they already make up close to the recommended proportion of local housing, based on current occupancy patterns (including for instance, the tendency for older households to under-occupy their homes).

5.4.6. The suggested housing mix for the end of the plan period in 2036 is not very dissimilar to the current mix, but simply features a marginally greater proportion of dwellings with three bedrooms or with four or more bedrooms (those categories slightly under-represented compared to the rest of the county), and a slightly smaller proportion of dwellings with one or two bedrooms.

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

Number of bedrooms	Current mix (2011)	Suggested mix (2036; end of Plan period)	Balance of new housing to reach suggested mix	Indicative policy range
1	12.5%	9.0%	0.0%	0-10%
2	32.4%	29.1%	9.5%	5-15%
3	38.6%	40.7%	47.7%	40-50%
4+	16.5%	21.1%	42.8%	40-50%

Source: AECOM Calculations

5.4.7. The following points sense-check the results of the model against other evidence and suggest ways to interpret them when thinking about policy options.

- The Town & Parish Councils have confirmed to AECOM that there is currently no resident or household survey results that need to be taken into account as part of this HNA. However, if any such surveys are undertaken in future to underpin the review of the BANP, we recommend that questions are included on the housing size needs and preferences of residents, to check whether these validate or point to an adjustment of our model.
- The Dorset and BCP LHNA 2021, undertaken by Iceni, includes a table on size mix recommendations copied below. This states that across Dorset, housing for market sale and affordable home ownership is primarily required to be mid-sized properties with 2 and 3 bedrooms, while for affordable renting, the emphasis is more so on 1 and 2, as well as 3 bedroom properties. However, it is worth bearing in mind that this is based on the now superseded 2011 Census, as well as on the demographic and dwelling profile of Dorset as a whole, which (as outlined above) is different from that of the NA.

Table 5-101: Appropriate mix of affordable and market homes across Dorset 2021-2038

Dorset	1-bedroom	2-bedrooms	3-bedrooms	4+-bedrooms
Market	5%	35%	45%	15%
Affordable home ownership	20%	40%	30%	10%
Affordable housing (rented)	35%	35%	25%	5%

Source: Dorset and BCP LHNA 2021

- The findings of the LHNA could still be used to justify rebalancing our HNA's recommendations, if this is in line with the objectives of the community (for example seeking more 1 and 2 bedroom homes specifically aimed at older

households looking to move to a new home which is more appropriately sized for their household). One potential approach to rebalancing the size requirements would be to combine size categories in BANP policy and allow for greater flexibility between them, for example by requiring 25% of new homes to have 1-2 bedrooms, rather than specifying percentages for each.

- The preceding chapter found that affordability is a serious and worsening challenge in the NA. While the provision of Affordable Housing (subsidised tenure products) is one way to combat this, another is to ensure that homes come forward which are of an appropriate size, type, and density for local residents' budgets. Continuing to provide some smaller homes with fewer bedrooms would help to improve affordability, as these tend to be cheaper. However, if the primary category struggling with affordability in the NA are larger family households with young children on a limited income, this will be less useful. A survey may again help to explore these nuances.
- To best meet the needs of the growing cohort of older households expected to be present by the end of the BANP period, it should also be considered whether the existing options are well tailored to older people's requirements in terms of space, flexibility, quality, location and accessibility. Facilitating downsizing among older households would help to ensure these households are appropriately accommodated in accessible and otherwise suitable homes (more detail on this in our Chapter 6). At the same time, it may also help to release larger homes for use by families who need more bedrooms, but only if the existing stock of larger homes is sufficiently affordable.
- To balance out different categories of need, variety should particularly be sought within the mid-sized homes (2-3 bedrooms) that are built. These should aim to attract and retain both newly forming households on lower budgets and older households with equity from their existing larger homes. While the number of bedrooms these different types of households require may be similar, other preferences and levels of purchasing power could be very different.
- Finally, it is worth bearing in mind that the evidence points towards the NA having a higher than average percentage of vacant or second homes, although this is difficult to substantiate. As mentioned in our Chapter 2, this may make up as much as 10-11% of the NA's housing stock. It is therefore worth considering and promoting the types of properties more suitable to cater for the needs of those living or looking to live in the NA permanently, as opposed to those looking to purchase a second home (more on this subject is included in our Chapter 7). Again, a residents' survey may be helpful for this purpose.

Tenure

- 5.4.8. The recommendations discussed immediately above apply to all housing in the NA over the BANP period. This is considered proportionate for devising policy at neighbourhood scale. However, in practice different size mixes may be appropriate for market housing and Affordable Housing, as shown in the table taken from the local authority LHNA (Table 5-10 above). While this distinction may not be appropriate to

make in BANP policy, since Local Authorities tend to define the precise mix of Affordable Housing required on applicable sites, it is worth thinking through the factors at play.

5.4.9. Generally speaking, the size mix estimated as needed within affordable tenures, particularly Affordable and Social rent, is smaller than the size mix of market housing. This is because under local authority allocation policies, which reflect the shortage of Affordable Housing overall, households are only eligible for the minimum sized home that meets their needs. This means that single people and couples will generally only be entitled to one bedroom properties. Families with two young children are only likely to be eligible for two bedroom properties (with the expectation that children share rooms until a certain age). In contrast, people buying their own homes tend to want more space than they technically ‘need’, such as spare rooms for guests, home working or other uses, if they can afford this. This fact is established in the data on under-occupancy presented earlier in this chapter.

5.4.10. There are three key sources of information for thinking through the size needs of different categories. These are:

- The relevant LHNA for the Local Authority, which sets out the projected need by size within each tenure over the long-term (see Table 5-10 above).
- The waiting list for affordable rented housing, which is kept by the Local Authority. This provides a more current snapshot of the size needs of applicant households. As this changes over time, individual planning applications can be decided in ways that meet evolving needs. In the case of the NA, Dorset Council has shared the current housing waiting list data for Bridport and Symondsburys parishes, including details on sizes needed, as at end of November / start of December 2024 (see Table 5-11 below). This shows that affordable housing need in the NA is, as is common, primarily for smaller properties with one bedroom, with some need also for 2 and 3 bedroom properties, and only a very low percentage need for larger properties, due to eligibility criteria.

Table 5-11: Housing Waiting List Data for parishes of Bridport and Symondsburys parishes

Bedrooms	1	2	3	4	5+	Total
Symondsburys - Local Connection	2	3	8	2	0	15
Symondsburys - Preferred Area	28	10	17	3	1	59
Bridport - Local Connection	182	81	41	11	2	317
Bridport - Preferred Area	248	70	40	16	5	379
Total - Bridport & Symondsburys Parishes²²	460	164	106	32	8	770
%	60%	21%	14%	4%	1%	100%

²² Note that Dorset Council have confirmed that the needs for those listing Bridport or Symondsburys as a preferred area do not overlap with those with a local connection to either parish, and can thus be treated as separate figures. The ‘local connection’ figures represent only residents who have the direct connection on the housing register, whereas figures for ‘preferred area’ shows residents in other locations without the direct local connection willing to be allocated in Bridport or Symondsburys if a property was available.

Source: Dorset Council

- The local authority has also shared some data with AECOM on the number of property bids in Bridport parish as at the start of December 2024 (see Table 5-12 below)²³. This shows 54 properties bid on in the Bridport area during the 2024-2025 financial year at that point in time. The data shows that the vast majority of bids were for either a 1 or a 2 bedroom property, with only very few bids for larger homes.

Table 5-12: Bridport Property Bids for financial year 2024-2025 (at 12th December 2024)

Number of Bedrooms	20-29	30-39	40-49	50-59	60-69	70-79	90-99	100-109	110-119	130-139	140-149	170-179	Total
1	1	1	2	2	5	3	0	0	0	1	3	1	25
2	9	4	1	1		1	2	0	2	0	0	0	24
3	0	0	0	0	0	0	0	2	1	1	1	0	5
Total													54

5.4.11. This highlights that whilst there may be fewer households eligible for smaller properties (the waiting list data seems to show that 5% of applicants are eligible and waiting for a property of 4 or more bedrooms), the availability of larger properties is also, as is common, rather limited. This tends to put pressure on the few larger homes that exist and can result in long waits for those needing larger family sized accommodation.

5.4.12. No properties larger than 3 bedrooms appear on the property bids list for Bridport parish. Communications with Dorset Council explained that the reason for this is likely twofold, that there do not tend to be larger properties of 4 or more bedrooms available for social rent, as well as that there are generally fewer bids for the larger properties. Again, a future household survey or consultation work in the NA could be helpful in highlighting any specific gaps or issues in the market overall, or within particular segments of the population.

5.4.13. To summarise, the overall size mix recommendation presented above applies generally to new housing in the NA. Within this mix, Affordable Housing might require a greater weighting towards smaller sizes to reflect the eligibility of those on the waiting list (although a small number of large properties with 4 or more bedrooms may be needed to fill a specific gap in the supply), while market homes focus primarily on mid-sized homes and some larger options.

5.4.14. It is not necessary (and is potentially not appropriate) for BANPs to be prescriptive about the size mix within different tenures, but a range of data sources exist that indicate a direction of travel, which Local Planning Authorities will draw upon when determining applications, and which it is possible for neighbourhood planners to

²³ Note that Dorset Council officers also checked to see if there are any equivalent figures for Symondsburry, but no current data was showing any applications for rental properties in that area

monitor and discuss with Dorset Council, to shape the policies of the revised BANP together.

Type

- 5.4.15. Planning policy also tends to be less prescriptive about the mix of dwelling types that are needed than the mix of home sizes. This is because the choice to occupy a terraced rather than a detached home, for example, is primarily a matter of wealth, personal preference, and the amount of outdoor space or other features sought than 'need' in the strict sense. This stands in contrast to the matter of dwelling size, where it can be more clearly established that a household with a certain number of members, closely correlated with age, requires a particular number of bedrooms.
- 5.4.16. The key distinctions when it comes to dwelling type are between flats and houses and, to a lesser extent, bungalows, each of which tend to appeal to occupants with different life circumstances. However, it remains difficult to generalise about this, particularly when drawing on demographic evidence.
- 5.4.17. The benefits of delivering a certain blend of dwelling types are more closely related to affordability, which is clearly established as an issue in the NA and which favours more dense options (e.g. terraces and flats). This imperative to improve affordability also helpfully reduces the land take of development, but is often in conflict with matters of character, which in rural areas tend to favour lower density options that blend in with the existing built environment. This is particularly relevant in the case of flats, a large block of which may not be a welcome proposition in the NA. That said, it is possible to deliver flats in the form of low-rise maisonettes that resemble terraces from street level, which can counter this issue.
- 5.4.18. In summary, there is a balance to be struck between, on the one hand, improving affordability and choice in the market by encouraging flats and terraces, and, on the other hand, preserving the distinctive character and other features that residents like about the NA today. How far the BANP should guide on this issue, and in what direction, is a policy decision for the BTP & SPC and community to consider.

5.5. Conclusions- Type and Size

The current housing mix

- 5.5.1. With regards to the current dwelling type mix, the NA is fairly well balanced, with all different dwelling types reasonably represented. Detached dwellings make up a third of all properties, while terraces, flats, and semi-detached houses each make up around 22% of stock. Approximately 18% of the local housing stock is bungalows. The NA's type mix is not significantly different from that seen across Dorset as a whole, except that the NA has a slightly less pronounced prominence of detached houses, and slightly more dense dwelling types than the wider county.
- 5.5.2. Housing provision in the NA is also quite well balanced in terms of its size mix, with mid-sized two and three bedroom dwellings making up 32-39% of stock each, and the smallest and largest sizes of housing making up 13-17% each respectively. As with type mix, the size mix of the NA shows slightly fewer of the largest homes, and a

slightly greater representation of smaller homes. This is generally a feature favourable to promoting affordability.

- 5.5.3. Over the intercensal period the size and type mix in the NA appears to have remained largely unchanged. However, this is likely to be at least partially due to issues with the way that 2021 Census data was collected, which makes comparison with 2011 Census data difficult.

Population characteristics

- 5.5.4. The greatest share of the NA's population is composed of the 65-84 age group, followed closely by the 45-64 age group, representing 30% and 28% of the population respectively. Bridport's current demographic profile shows that the population is aging, with the cohort aged 65-84 having grown most since 2011, while all other age groups have declined in proportion. The largest drop (-20%) was in the share of teenagers and young adults aged 15-24.
- 5.5.5. At present, the NA has a majority of couple and family households (60%), but with a very sizable proportion of one person households (37%). The share of single people households in the NA is 6-7% higher than the equivalent proportion across Dorset and England as a whole.
- 5.5.6. Within these categories, the NA has higher shares of older and other single person households, and of older couples, and lower shares of all other sub-categories compared to Dorset as a whole, particularly of families with dependent children. Other households, such as co-living projects and flat shares, make up 3% in the NA, and 5-7% across the county and country.
- 5.5.7. Analysis of over-and under-occupation in Bridport shows a significant issue of under-occupation in the NA. Three quarters of households have at least one more bedroom than they would be expected to need, with 40% having two or more rooms "spare". The largest proportion of under-occupying households are in the categories of couples and families where all household members are aged 65+, as well as couples and families under 65 with no children, and single persons aged 65 or over. There are very few households with too few bedrooms, and they are almost solely families with children.

Future population and size needs

- 5.5.8. Household projections reveal that oldest households aged 65+ are expected to increase by 70% by the end of the Plan Period, with the proportion of households aged 55-64 is projected to grow by 5%. All younger household groups are projected to decline in proportion.
- 5.5.9. Combining these household projections with dwelling size patterns gives an indication of what size of new dwellings might be needed by the end of the Plan Period. Our modelling recommends that most new units should have either three or four bedrooms (40-50% each), and that smaller units with one or two bedrooms should make up the remainder (a suggested 0-10% of one bedroom homes and 5-15% for two bedroom homes, which could also be combined in policy terms). This is not because these smaller size categories are not important to meeting need, as they provide crucial

variety and play a key part in safeguarding affordability, but because they already make up close to the recommended proportion of local housing. Note also that the proportion of smaller units needed in future may further be downplayed, as our approach embeds existing size preferences and does not anticipate changes in what people want from their homes.

- 5.5.10. Because the NA's housing stock already displays a very positive amount of variety, the suggested housing mix for the end of the plan period in 2036 is not very dissimilar to the current mix, but simply features a marginally greater proportion of mid-sized to larger dwellings with three or more bedrooms, and a slightly smaller proportion of dwellings with one or two bedrooms.
- 5.5.11. New mid-sized units of 2-3 bedrooms have a twofold role to play and should thus be particularly focused on providing variety. This is with the aim of attracting, retaining, and appropriately accommodating both newly forming households on lower budgets and older households with equity from their existing larger homes. While the number of bedrooms required by newly forming households and those looking downsize or "rightsize" may be similar (typically 2-3 bedrooms), other preferences (such as for accessibility) and levels of purchasing power may be very different.
- 5.5.12. It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the NA or on any particular site. These include the specific characteristics of the nearby stock of housing (such as its condition and design), the role of the NA or site within the wider housing market area (linked to any Local Authority strategies or plans) and site-specific factors.

6. Specialist housing for older people

6.1. Introduction

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

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

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

6.1.3. It is important to note that the need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the total housing need or requirement. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as opposed to the projected new households which form the baseline for estimating housing need overall.²⁴

6.1.4. This study covers the need for housing, i.e. buildings that the planning system classifies as Use Class C3 (private dwellings).²⁵ Residences that fall into Use Class C2 (institutions including prisons, boarding schools and some care homes for older people) are largely beyond the scope of this research. However, it is possible to estimate the likely need for residential and nursing care over the BANP period.

6.1.5. The distinction between care homes for older people that fall into use class C2 and those where accommodation is counted as C3 is blurred. As such, the findings of this chapter may justify the provision of extra-care C3 housing and/or C2 care home units, but it is not possible to state definitively how much of each would be required. C3 specialist accommodation is typically self-contained with its own front door, made available on an individual basis with support provided in the home or not at all if the resident does not require it, and offered for sale or rent on the open market.

²⁴ See Paragraph: 017 Reference ID: 2a-017-20190220, at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>)

²⁵ For a full description of Planning Use Classes, please refer to https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use

Definitions

- **Older people:** people over retirement age, ranging from the active newly retired to the very frail elderly. Their housing needs tend to encompass accessible and adaptable general needs housing as well as the full spectrum of retirement and specialised housing offering additional care.
- **Specialist housing for older people:** a wide range of housing types specifically aimed at older people, which may often be restricted to those in certain older age groups. This could include residential institutions, sheltered housing, extra care housing, retirement housing and a range of other potential types of housing which has been designed and built to serve the needs of older people, including often providing care or other additional services.
- **Sheltered Housing²⁶:** self-contained flats or bungalows where all the residents are older people (also marketed as age exclusive or retirement housing). Schemes on the whole provide independent, self-contained homes, either to rent or buy. Properties in most schemes have features like raised electric sockets, lowered worktops, walk-in showers, and so on, as well as being linked to an emergency alarm service. Some will be designed to accommodate wheelchair users. Managed schemes will also usually have some shared or communal facilities such as a lounge for residents to meet, a laundry, guest flats and gardens.
- **Extra Care Housing:** housing which usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required. Residents are able to live independently with 24-hour access to support services and staff, and meals are often also available. In some cases, these developments are included in retirement communities or villages - the intention is for residents to benefit from varying levels of care as time progresses.
- **Category M4(2):** accessible and adaptable dwellings. These standards can be applied to mainstream housing as well as in specialist accommodation such as sheltered housing and extra care.
- **Category M4(3):** dwellings which are capable of adaptation for wheelchair users, or are already built for use of wheelchair throughout. These standards can be applied to mainstream housing as well as in specialist accommodation such as sheltered housing and extra care.

6.2. Specialist housing for older people

- 6.2.1. There is a total 539 units of specialist accommodation in the NA at present, provided within 17 schemes. Just over half (55%) are available for social rent for those in financial need, with most of the remaining units (35%) being offered for leasehold market purchase. One scheme of 38 units (making up the final 7% of the total) provides an unspecified mix of units for leasehold, shared ownership and market rent.

²⁶ See <http://www.housingcare.org/jargon-sheltered-housing.aspx>

All of the current specialist housing supply in the NA is retirement housing without onsite care provision. Details are provided in Appendix E.

- 6.2.2. The Census indicates that 2021 there were 2,579 individuals aged 75 or over in the NA. This suggests that current provision is in the region of 209 units per 1,000 of the 75+ population (a common measure of specialist housing supply). It is relevant to note that the national average for England is 136 units per 1,000 of the 75+ population²⁷, so provision in the NA is above the national average.

Demographic characteristics

- 6.2.3. The starting point for estimating the need for specialist housing for older people is to project how the overall number of older people in the NA is likely to change in future. This is calculated by extrapolating population projections from the ONS Sub-National Population Projections for Dorset. The results are set out in Table 6-1. The 75+ population in the NA is projected to increase by 45% to 2036, from 2,579 to 3,745 people, increasing from a 17% to a 23% share of the total population.
- 6.2.4. A key assumption for the estimate given at the end of this section is that the older people living in the NA currently are already suitably accommodated, either because they occupy the existing stock of specialist accommodation, have made appropriate adaptations to their own homes or do not require support or adaptations. This is unlikely to be completely true, but it is not possible to determine how many such individuals are inadequately housed without evidence from a household survey (which would be helpful, but may itself not give a complete picture). As such, the growth in the older population rather than the total at the end of the BANP period is the key output of this calculation.

Table 6-1: Modelled projection of older population in the NA by end of Plan period

Age Group	2021		2036	
	the NA	Dorset	the NA	Dorset
All ages	15,364	379,579	16,210	400,483
75+	2,579	54,842	3,745	79,641
%	16.8%	14.4%	23.1%	19.9%

Source: ONS SNPP 2020, AECOM Calculations

- 6.2.5. The next step is to consider the need for different tenures of dwelling for older people. It is assumed that those currently occupying their own home will wish to do so for as long as practicably possible in future, even where downsizing or moving into specialist accommodation. Equally, those who currently rent, either in the private or social sectors, are projected to need affordable rented specialist accommodation.
- 6.2.6. The 2011 55-75 age bracket is considered the best proxy for the group likely to fall into need for specialist accommodation during the BANP period to 2036. The top row in Table 6-2 outlines the tenure mix among households aged 55-75 at Local Authority level, which indicates that owner occupation is by far the dominant tenure among this

²⁷ Table 22, 'More Choice Greater Voice' (2008), published by Housing LIN for CLG (now MHCLG) and the Care Services Improvement Partnership

age group across the wider District, of which the majority in this age group own outright, likely aiming to have paid off most or all of their mortgage by retirement age. Most of those who continue to rent in this age group are reliant on subsidised social rented housing.

6.2.7. The expected growth in the 75+ population in the NA is 1,166 additional individuals by the end of the plan period. This can be converted into 828 households based on the average number of people per household aged 75+ at Local Authority scale. Multiplying this figure by the percentages of 55-75 year olds occupying each tenure gives a breakdown of which tenures the households in the NA are likely to need in 2036, and is shown in the bottom row of Table 6-2.

Table 6-2: Tenure of households aged 55-75 in Dorset (2011) and projected aged 75+ in the NA (2036)

	All owned	Owned outright	Owned (mortgage) or Shared Ownership	All Rented	Social rented	Private rented	Living rent free
Dorset (2011 mix)	83.8%	61.3%	22.5%	16.2%	9.8%	5.5%	0.9%
the NA (2036)	694	508	186	134	81	46	7

Source: Census 2011

6.2.8. It is also important to consider rates of disability by tenure. The tendency for people in rented housing to have higher disability levels is well established. It arises partly because people with more limiting disabilities tend to have lower incomes. It also reflects the fact that as people develop support and care needs they may find that the only suitable and affordable option to them is available in the social rented sector. Table E-3 in Appendix E presents this data for the NA from the 2011 Census.

Future needs for specialist accommodation and adaptations

6.2.9. Based on the evidence outlined above, the number of households falling into potential need for specialist accommodation over the BANP period is calculated to be 409.

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

- 6.2.11. This is also the case in Bridport, where Dorset Council’s Extra Care Housing Strategic Statement 2024-2039²⁸ sets out key outcomes for the Council, the first of which is “people remaining in control of their lives, living independently in a home of their own”.
- 6.2.12. The majority (79%) of the need in Bridport is for specialist housing for market sale rather than for affordable tenures. This reflects the high rate of ownership among people expected to enter the 75+ age bracket during the BANP period. However, this does not quite align with the tenures of existing stock, which are weighted slightly more in favour of affordable tenures, with 55% of stock being available for social rent, and the remainder being for leasehold ownership, with a small element also of shared ownership and market rent to add choice.
- 6.2.13. The existing stock also lacks Extra Care options (housing with on-site care provision) entirely. This could be a good reason to adjust the balance of new specialist accommodation to provide more such options to redress this balance, rather than the split suggested by the model here, which is weighted a little more in favour of retirement housing without care (the model suggests that 55% of need is for specialist housing without care and 45% with care).
- 6.2.14. The Town & Parish Councils may also wish to undertake some engagement with local residents or those with a known interest in living in Bridport, to explore why residents, particularly older households, might be looking to move to a new property in Bridport (either from outside or from an existing property in the NA). Reasons may include that their home no longer meets their needs; that they wish to downsize; or that they need accommodation with level access, a lift, or an element of care; that they wish to live nearer to family or local service, in an area where it is easy to walk to amenities (i.e. not too far or too hilly), or nearer to public transport. A household survey could also explore what type of properties are sought, in terms of features, facilities, care offer, tenures, sizes, and locations.

Table 6-3: AECOM estimate of specialist housing for older people need in the NA by the end of the BANP period

Type	Affordable	Market	Total
Housing with care	46	137	183
Adaptations, sheltered, or retirement living	41	184	226
Total	88	321	409

Source: Census 2011, AECOM Calculations

- 6.2.15. It is worth comparing these findings with the recommendations of the Housing Learning and Improvement Network (HLIN), one of the simplest and widely used models estimating for the housing needs of older people. HLIN calculations
- 6.2.16. Ta in Appendix E reproduces the key assumptions of HLIN’s Strategic Housing for Older People (SHOP) toolkit. Applying those assumptions to the growth in the older

²⁸ Dorset’s Extra Care Housing Strategic Statement 2024 to 2039 - Dorset Council

population of the NA results in a total of 293 specialist dwellings that might be required to the end of the BANP period. This is set out in Table 6-4.

Table 6-4: HLIN estimate of specialist housing for older people need in the NA by the end of the BANP period

Type	Affordable	Market	Total
Housing with care	36	47	83
Adaptations, sheltered, or retirement living	70	140	210
Total	106	187	293

Source: Housing LIN, AECOM calculations

6.2.17. The 2021 LHNA for Dorset and BCP produced by Icenl enables a third alternative estimate, by pro-rating their older persons need estimated for Dorset as a whole over 17 years 2021-38:

- 2,600 units with support (sheltered/retirement housing) mainly required in the market sector, and
- 1,800 additional housing units with care (e.g. extra-care) split roughly equally between market and affordable homes;

6.2.18. When this is adjusted to the 16-year BANP period and pro-rated to the NA's share of Dorset population (4.05%) this would result in an estimated need for 168 specialist older people housing units, split into 99 units sheltered/retirement housing units, mainly required in the market sector, and 69 extra-care units split roughly equally between market and affordable homes. However, these figures are more likely to under-estimate the potential need, as the NA's population is older than that of Dorset as whole (with 17% of the NA aged 75 or older in 2021, compared to 14% across Dorset), and projected to increase to a greater proportion than across the county (to 23% compared to 20% by 2036). Furthermore, the estimate is based on the 2011, rather than the 2021 Census.

Further considerations

6.2.19. The above estimates suggest that potential need for specialist accommodation is likely to be in the range of 293-409 units over the BANP period. However, it may not be possible or appropriate to deliver this scale of new accommodation. It is proportionally high in relation to the overall housing delivery in the NA (although future expectations of delivery are currently uncertain, as the local authority is unable at this time to allocate a new housing requirement to the NA), and therefore should not necessarily be prioritised to the exclusion of other groups, such as those in need of Affordable Housing.

6.2.20. In addition, specialist housing for older people should only be provided in sustainable, accessible locations that offer services and facilities, public transport options, and the necessary workforce of carers and others.

- 6.2.21. Alongside the need for specialist housing to be provided in accessible locations, another important requirement is for cost effectiveness and economies of scale. This can be achieved by serving the specialist older persons housing needs arising from a number of different locations and/or Neighbourhood Areas from a single, centralised point (i.e. what is sometimes referred to as a 'hub-and-spoke' model).
- 6.2.22. While the NA is largely rural, in the hierarchy of local centres the market town of Bridport itself is designated as a service centre providing a range of employment, shops, facilities and services for its rural catchment, with infrastructure including a community hospital, and medical and dental practices amongst other provisions. Bridport town is therefore considered, in broad terms, a suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above, while the more rural parts of the NA would certainly be considered as relatively less suitable on this basis.
- 6.2.23. As such, there is potential for specialist older persons accommodation to be provided within the market town part of the Neighbourhood Area, while noting there is no specific requirement or obligation to do so if there is potential to meet need arising from the NA in other suitable locations near to but outside the Plan area boundaries. There are other areas than Bridport, which are better serviced and connected via public transport, such as Axminster or Dorchester, which may accommodate some of the older people housing need in the area more sustainably.
- 6.2.24. It is also important to emphasise that the potential need for specialist housing for older people overlaps with the need for care home bedspaces and the need for adaptations to mainstream housing. These topics are considered in the sections below.

6.3. Care homes

- 6.3.1. Residential and nursing care homes are not defined as housing because they do not provide self-contained accommodation where an older person can live independently. Care home accommodation is defined as institutional accommodation rather than housing.
- 6.3.2. However, residents of care homes may be similar in terms of their care and support needs as those living in specialist housing, or even mainstream housing with appropriate care and support delivered in their homes. There may be some scope for older people who would otherwise have been accommodated in care homes to meet their needs within specialist or mainstream housing if sufficient appropriate accommodation can be provided. Nevertheless, there is likely to be continued need for care home accommodation to meet more acute and severe needs, and to offer choice to some older people and their families about how they are cared for and supported.
- 6.3.3. Given the overlap between people who might enter care home accommodation and those who might take up specialist housing or care and support in their own home if available, estimates of the future need for care home accommodation, as with estimates of the need for specialist housing above, are uncertain and depend on both local and national policies, delivery, and the appetite of private developers.

- 6.3.4. AECOM has estimated the likely need for care home accommodation over the plan period, based on the HLIN SHOP toolkit prevalence rates for residential and nursing care homes for older people (aged 75+). This estimate applied the prevalence rates in the 'More Choice, Greater Voice' 2008 report which informed the development of the HLIN toolkit. This report suggested that 65 residential care beds per 1,000 people aged 75+ was an appropriate rate. For nursing care beds this is an extra 45 care beds per 1,000 people aged 75+.
- 6.3.5. Based on these rates, applied to the growth in the older population (1,166 from 2021-2036) for consistency with the calculations above, it is estimated that by 2036 there would be a need for an additional 75 residential care beds and 53 nursing care beds in the NA, an increase of 128 beds from the present level of provision of 158 beds (which includes 127 care home beds and 31 nursing beds).
- 6.3.6. Again, as for specialist housing discussed above, another estimate can be made by prorating the figure of care home need from the Dorset and BCP Local Housing Needs Assessment, although it is worth noting this is based on the 2011 Census and on the wider Dorset population which is broadly younger than that of the NA specifically. The Dorset Housing Needs Assessment estimates a need for an additional 2,769 residential and nursing care bedspaces in Dorset over 17 years 2021-38. When this is prorated to the BANP period (16 years) and population (4% of the Dorset population), this results in an estimated need for an additional 104 care and nursing beds. As expected, this is lower, and while it is useful as a comparison, this figure is likely to underestimate need compared to our higher estimate of need above.
- 6.3.7. It is also important to note that as these estimates relate to care homes (or the population in institutions) rather than independent housing, these figures are in addition to the overall need for housing in the NA. However, as discussed in this section, some of the need for care home beds might be met by independent housing accommodation and vice versa.

6.4. The Role of Mainstream Housing

- 6.4.1. The majority of older people live in mainstream housing and will continue to do so all of their lives. Based on the estimated number of older people and the tally of the existing stock in Appendix E, around 73% of the NA's population aged 75 and over is likely to live in the mainstream housing stock²⁹.

²⁹ There were 2,579 over 75s living in the NA in 2021. There are currently 539 units of C3 specialist housing units and a further 158 C2 care home beds in the NA. We assume that approximately 539 older persons are accommodated in specialist older persons housing, and a further 158 in care homes. We have to assume one person aged 75+ per unit/bed because we do not have information on how many specialist housing units are vacant or occupied by couples rather than single older persons, or what number of people living in specialist housing and care homes are under the age of 75. Together this means that around 697 persons over 75 (27%) are likely living in specialist C2 and C3 older persons accommodation, leaving 1,882 older persons (73%) living in mainstream housing.

- 6.4.2. It is not possible to be precise about how well older people are accommodated within mainstream housing, in terms of whether their accommodation is suitable to their needs and whether adequate care or support is provided within the home when they need.
- 6.4.3. Aside from the additional specialist supply which may likely come forward during the BANP period (considering that a large application by Churchill Living was recently submitted to Dorset Council for 70 retirement homes in Bridport, and that while there are various concerns on this specific scheme due to design, affordable housing, and flood risk issues, this application, together with the recent McCarthy Stone development at Gordon Court, still demonstrates considerable commercial interest in developing specialist housing in the NA), another key avenue to addressing those with relevant needs is to discuss the standards of accessibility and adaptability in new development to be met in the Local Plan with Dorset Council.
- 6.4.4. It is relatively common for Local Plans to require that all or a majority of new housing meets Category M4(2) standards in response to the demographic shifts being observed nationwide. Government is considering mandating M4(2) on newly erected dwellings³⁰, although changes to Building Regulations have not yet been made.
- 6.4.5. Dorset's emerging Local Plan Policy HOUS1 sets out an expectation that on major residential development sites, at least 20% of all dwellings across all tenures should be provided at the Accessible and Adaptable Dwellings standard (M4(2)), as established through building regulations, unless robust justification is provided to explain why this cannot be achieved on site. However, it does not propose that all dwellings should be built to standard M4(2) like some Local Plans do, nor does it set specific targets for the proportion of new housing that might be required to meet national standards for wheelchair users (Category M4(3)). The evidence gathered here may justify the BTP & SPC approaching the LPA to discuss setting higher requirements on accessibility and adaptability at county level. It is unclear whether BANPs can set their own requirements for the application of the national standards of adaptability and accessibility for new housing and so discussions with the LPA are advised if this is a key priority.
- 6.4.6. The proportion of new housing that might accommodate those using wheelchairs is harder to define at small scales. Typically, at Local Authority scale, this might be set with reference to the proportion of Affordable Housing applicants in the Local Authority area falling into this category or to wider data from surveys and other sources where available.
- 6.4.7. The Survey of English Housing 2018/19 details the proportions of wheelchair users in England as a whole:
- 0.6% of the population use a wheelchair all of the time, and
 - 3% of the population use a wheelchair part of the time.

³⁰ See [Raising accessibility standards for new homes: summary of consultation responses and government response - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/raising-accessibility-standards-for-new-homes)

6.4.8. As a crude estimate, the percentages above could be applied to the expected level of housing delivery for the NA, once a housing requirement has been received from Dorset Council. The results will suggest the number of these new dwellings that might be encouraged to be wheelchair friendly or adaptable. This will imply a potential need for a certain number of wheelchair accessible dwellings over the BANP period. It is worth noting that the national figures are for all age categories, not just older persons, although it is likely that a significant proportion of households using a wheelchair will be older persons.

6.5. Conclusions- Specialist Housing for Older People

Current and projected older population and specialist accommodation

6.5.1. There are currently estimated to be around 2,579 individuals aged 75 or over living in the NA, based on the 2021 Census, representing 16.8% of the total population. There are 17 schemes of specialist older persons accommodation in the NA at present, according to the Elderly Accommodation Counsel search tool. These offer a total of 539 accommodation units, which is above the national average provision per head of the population. All of the 539 units are age exclusive / retirement housing, without onsite care, and thus classified as sheltered housing rather than housing offering extra care. Just over half (55%) are socially rented, and most of the remaining units (35%) are offered for leasehold market purchase, with one scheme of 38 units (7% of the total offer), providing an unspecified mix of units for leasehold, shared ownership, and market rent.

6.5.2. The vast majority (84%) of households across Dorset aged 55-75 in 2011 (and therefore likely to reach the 75+ bracket by 2036) are owner occupiers, and most of the remainder rent from a social landlord (10%). 6% are private renters. This is important because those currently owning will require specialist accommodation for market purchase, being largely ineligible for subsidised housing, while those in private or social rent will need to rely on subsidised rented housing because they are unlikely to have the funds to buy.

Projected demographic change and need for specialist housing

6.5.3. The 75+ population of the NA is projected to increase to 3,745 people over the BANP period, to become 23% of the population in 2036. As established in the previous chapter, Bridport has an older population than the district as a whole, which is likely to grow as a proportion of the total in the coming years, unless new development attracts and retains a replacement population of younger families.

6.5.4. The growth in the existing older population by 1,166 additional individuals, which, rather than the total is the focus of the estimates of need here, should be converted into households because some older people will be cohabiting in old age. The projected household growth to 2036 among those aged 75+ in Bridport is 828.

6.5.5. The potential need for specialist housing with some form of additional care for older people can be estimated by bringing together data on population projections, rates of

disability, and what tenure of housing the current 55-75 cohort occupy in the NA. This can be sense-checked using a toolkit based on national research and assumptions.

- 6.5.6. These two methods estimate future need in the NA to range between 293 and 409 specialist accommodation units required during the BANP period. These estimates are based on the projected growth of the older population, thereby assuming that today's older households are already well accommodated. If this is found not to be the case, it would justify aspiring to exceed the range identified here.
- 6.5.7. Our AECOM HNA estimates are also broken down by tenure and level of support required. Broadly, 21-36% of the total need is for affordable accommodation, while the remaining 64-79% is required for market purchase. This chimes with the higher propensity of older households to be homeowners. It is worth noting that BANPs cannot set the proportion of specialist housing that should be affordable, which will have to be in line with Local Plan policy for all housing. However, the Town & Parish Councils could discuss the evidence of our HNA with Dorset Council, in relation to how emerging Local Plan policy might be shaped and how adopted policy might be applied specifically on a certain scheme, like the recent application from Churchill Living.
- 6.5.8. Around 55-72% of the specialist housing need is found to be for sheltered housing with limited support, with the remainder (28-45%) of accommodation need being for housing with additional care arrangements. As current supply of specialist accommodation in the NA includes no extra care provision, it may be useful to prioritise housing with onsite care in future schemes, to meet identified need over the plan period, as well as any previous unmet need that may exist due to the current homogeneity of supply.
- 6.5.9. The potential need for care and nursing home beds in Bridport to 2036 can be roughly estimated at 128 additional bedspaces. Note that some of the need for care home beds may overlap with the need for housing with extra care.
- 6.5.10. Bridport town itself is deemed a suitable location for further specialist housing development for people who do not want to leave their immediate surroundings and social networks when their housing needs change in old age. However, it may not be considered prudent to prioritise the potential demand from older people to the exclusion of other groups, such as those in need of Affordable Housing, young families and others, in order to maintain a balanced and vibrant community. Furthermore, the more rural parts of the NA are considered relatively less suitable for older persons housing development. The evidence in our HNA can be used to support specialist housing development in Bridport town but does not make that obligatory. How far to promote this is a choice for the Town & Parish Councils and community.

Accessibility and adaptability

- 6.5.11. It is estimated that around 73% of the NA's population aged 75 and over is likely to live in the mainstream housing stock. Based on recent developer interest, it appears likely that further specialist supply could be built in the NA over the Plan period. Aside from this, another key avenue to addressing older persons housing needs, particularly

of those persons who do not require onsite care, is through discussing and promoting standards of accessibility and adaptability in new development with Dorset Council.

- 6.5.12. The currently emerging Dorset Local Plan proposes a requirement for 20% of new homes to be built to Category M4(2) accessibility standards. Based on the evidence in this HNA the Town & Parish Councils may wish to approach Dorset Council to discuss setting higher requirements, based on the projected higher population of older persons over the coming Plan period.

7. Second Homes

7.1. Introduction

- 7.1.1. BANP policies controlling second home ownership are typically evidenced by demonstrating a high or rapidly increasing rate of second home ownership within a context of acute affordability challenges and/or serious constraints in the availability of overall housing.
- 7.1.2. The existence of second or holiday homes is not necessarily a problem in and of itself. It becomes a problem when it creates intense competition for local home buyers (or renters), inflates prices, or reduces the resident population to the extent that local services, employment, and community vitality are impacted, particularly outside of the main holiday seasons.
- 7.1.3. The NA clearly exhibits many of these wider challenges, with
- poor housing affordability as demonstrated in Chapter 4 (with all forms of private tenures, including entry level home ownership and market rents unaffordable to those on average incomes or below),
 - an uncertain housing requirement as the new Local Plan emerges in a time of many national policy changes, and
 - many development constraints due to the fact that the NA is located entirely in the Dorset National Landscape (formerly AONB), and the presence of the 'Jurassic Coast' UNESCO World Heritage Site and designated Heritage Coast, as well as the numerous statutory and locally listed buildings, six local Conservation Areas, and the floodplains of the River Brit and its tributaries.
- 7.1.4. This section of the HNA gathers the limited available data on the rate of second home ownership in the NA that may be used to support policy decisions in this area. The approach is as follows:
- To estimate the **current level** of second home ownership (including commercial holiday lets);
 - To estimate the **financial incentive** for home owners to use their properties for commercial holiday lets as opposed to long term private rentals; and
 - To discuss the potential **policy options** relating to second homes in the NA.

7.2. National Data

- 7.2.1. Before looking at second home ownership levels in the NA, it is important to understand the levels of second home ownership, and specifically holiday lets, across the country. According to the English Housing Survey 2018-2019, 2.4 million households in England reported having at least 1 additional residence, with 772,000 of these second homes (including homes primarily used as holiday homes, holiday lets, or working away from home). It was also noted that 57% of second homes were in the UK. Therefore, it could be estimated in 2018/19 that there were at least 440,040

second homes in the UK from households in England, assuming each of 772,000 households above had just 1 additional home.

- 7.2.2. The impact of this nationally is more simply understood as a percentage of all dwellings. There were an estimated 28.9 million dwellings in the UK in 2019³¹, meaning that second homes (of which the households that owned them lived in England) in the UK accounted for around 1.5% of total dwellings. The UK second home ownership levels would of course be higher than this when also taking into account second homes owned by households in Wales, Scotland, and Northern Ireland (information on this is not available).
- 7.2.3. According to 2021 Census, 3,026,678 people in England had a second address (somewhere they stay for more than 30 days a year). 76.4% (2,311,039) of these people had a second address within the UK.
- 7.2.4. 14.2% (429,134) of the total second addresses were categorised as holiday homes. It should be noted that this data will not capture holiday homes that are stayed in for less than 30 days a year, it includes people with holiday homes outside the UK, and as it is counted as people with a second address and not households, it may involve some double counting of holiday homes.

7.3. Second Homes and Holiday Lets in the NA

- 7.3.1. Turning to the NA specifically, in 2011 the NA contained 7,181 households and 8,029 dwellings, implying that there were 848 dwellings (or 'household spaces') with no usual resident household. 11% of dwellings therefore had no usual residents.
- 7.3.2. Looking to 2021, at this time the NA contained 7,562 households and 8,403 dwellings, implying 841 dwellings (or 'household spaces') with no usual resident, accounting for 10% of all housing. This implies a relatively steady number of vacant or second homes, with the proportion declining as a percentage of the total by a minor 1%, as new homes have been added to the stock at a slightly faster rate than the rate at which second home ownership has grown. This may also reflect changing occupancy patterns during the Covid-19 lockdown, with some households with second homes temporarily relocating to their other property.
- 7.3.3. For comparison, if the same exercise is done for the whole of Dorset, the resulting rate of dwellings that had no usual residents as a whole in 2021 is 8%, which shows that the percentage for the NA is higher than the Dorset average. This may be due to the attractions of the NA, as well as local house prices, in comparison with alternative second home locations, although there is no evidence for this.
- 7.3.4. For England, the overall rate of homes with no usual resident was 6.1% in 2021. It is worth noting that across the country (or even the local authority area), dwellings will be empty for different reasons (including being uninhabitable), not just second home ownership. The ONS published data in 2023 which showed that across England, of the 6.1% of all dwellings had no usual resident. (i.e. homes that are either vacant or

³¹ Collated dwelling stock data from GOV.UK, GOV.WALES, National Records of Scotland, and Northern Ireland Department of Finance.

being used as second homes or short-term lets) most of these properties (around 90%) are truly vacant, and that 10% are second homes. However, due to the location of the NA, it is assumed that a greater percentage of dwellings without usual residents are second homes than across England as a whole, being used either as a personal second home by a household with a main residence elsewhere, or for short-term holiday lets. However, the exact proportion is unknown.

7.3.5. An alternative way of gauging the number of holiday homes is to look at the number of properties paying business rates (instead of council tax) in that category. This data is correct at the time of writing but has a number of limitations:

- Most importantly, it only gives an indication of the registered number of commercially rented holiday homes. A holiday let needs to be available for rent 140 days of the year to reach the threshold for business rates. So only the third subcategory of second/holiday homes below would be captured:
 - Second homes that are never rented and only used by the owner;
 - Holiday homes used by the owner primarily, but also available to rent for part of the year (under 140 days) or rented out informally; and
 - Holiday homes with a stronger commercial purpose, available to rent more than 140 days per year.
- In January 2022 the Government tightened the rules on second homes and business rates. This means that as well as being available for rent for at least 140 days a year, from April 2023, second homeowners will have to prove that holiday lets are being rented out for a minimum of 70 days a year to access small business rates relief.³²
- It is likely that the holiday homes counted in the business rates data would also be captured as dwellings with no usual residents in the Census, since owners of second homes, including those rented out for holiday lets, are obliged to fill in a Census return. This indicator is therefore only useful for context and to show the potential size of the tourist sector as opposed to personal-use second homes.

7.3.6. Research was undertaken on the number of properties in the NA registered for business rates with the VOA³³, specifically self-catering holiday units and premises. As of 1 April 2023 (the latest VOA dataset available), this gave a figure of 577 commercial holiday lets in Bridport, which amounts to 7% of the number of dwellings present in the NA in 2021. Note that this represents only the holiday lets registered as such for tax purposes. It does not capture those second homes only or primarily used by one owner. The real proportion of second homes is thus likely to be higher.

7.3.7. It is clear that high levels of second home ownership and the demand for second homes has had an adverse effect on affordability for local people. It may be worth assessing here the difference in potential income between private landlords and holiday lets in the NA. In order to undertake this comparison, the number of whole

³² Available here: <https://www.gov.uk/government/news/gove-closes-tax-loophole-on-second-homes>

³³ Available at [Find a property - Valuation Office Agency - GOV.UK \(tax.service.gov.uk\)](https://www.gov.uk/government/valuations)

property holiday lets available for a week rental in peak holiday season (July and August) 2025 was established from holiday rental site Airbnb³⁴. This showed 155 places which offered rental of the whole property for a week's let during this period, with prices ranging from around £30 to £280 per night. The majority of homes cost between around £90-£105 per night (£630-£735 for 7 nights). This was then used to determine an average letting price, which could be compared to the average rental price of private rented properties in the NA. This process is outlined below:

- Average nightly cost of the NA holiday let (July/August 2025) from Airbnb properties = £97.50
- Average weekly cost of above = $£97.50 * 7 = £682.50$
- Average monthly cost of above = $£682.50 * 4 = £2,730$
- Average monthly cost of private rented dwelling in the NA = £1,500

7.3.8. These calculations show that if a holiday let was rented back-to-back, as it could be in the summer months, the income (exclusive of any related costs) associated with the holiday let would be almost twice as much as (82% greater than) that associated with longer term private rental. This may go some way to explain the attractiveness of holiday letting in the NA.

7.3.9. The proportion of households living in the private rental sector in the NA increased by 18% between 2001 and 2011, compared to increases of 14% across Dorset and of 20% nationally. This shows that the impact of holiday lets does not seem to be unduly constraining the private rental sector in the NA from growing. However, as noted in our Chapter 4, private rents in the NA are high compared to incomes in the NA, which may at least in part be due to the higher rents for holiday lets competing with private letting and driving up prices.

7.3.10. Although the potential income difference is clear to see above, there are other factors to be taken into consideration. These include the fact that holiday lets may not be occupied for the whole year, as well as running and maintenance costs (which would be associated with both holiday lets and private rentals), and the greater amount of work potentially required with holiday lets in terms of weekly cleaning and booking administration.

7.3.11. In the Spring 2024 budget it was announced that in April 2025 the Furnished Holiday Lettings (FHL) tax scheme will be abolished, removing the tax advantage for holiday lets over long-term residential lets. Although the impacts of this are currently unknown, it may lead to landlords converting furnished holiday lets into longer term residential lets or selling properties.

7.4. Policy Considerations

7.4.1. It is not only the NA within Dorset that has housing challenges relating to second home ownership. This is an issue recognised across Dorset and the wider South West, as

³⁴ Search of properties as of January 2025

this is the region in England with the most second homes, according to EHS data³⁵. Western Dorset is particularly affected, due to the area's rural nature, spectacular landscapes and proximity to the coast, according to the emerging Dorset Local Plan (with its Figure 4.4 showing percentages of second homes by area).

7.4.2. The emerging Local Plan, in its Section 4.7 on Second Homes, further acknowledges the impacts of this on local communities, including on house prices, spend in the local economy, school rolls, and on town and village life. However, it also rightly warns that the situation is not straight forward, with positive and negative impacts, and that the planning system is a blunt instrument for dealing with these issues. Therefore, the emerging Local Plan has considered but rejected the idea of a principal residence policy, due to concerns about:

- the lack of impact this would have on existing homes (as planning policies can only apply to new planning applications),
- the negative side effects that may ensue regarding the potential to increase the interest in existing homes for purchase as second homes, possibly increasing their sale prices, as well as the potential of shifting demand to other communities nearby, and
- the difficulties in enforcing such a policy, as it would require regular checks and evidence of continued occupation as a primary residence.

7.4.3. Furthermore, potential side-effects have been noted in other areas which pursued or considered pursuing such a policy. An example is St Ives in Cornwall³⁶, where a principal residence policy was applied, which some fear has resulted in a deterring investment in and delivery of new housing supply due to the complexities and restrictions involved in their sale; as well as increasing lets on platforms such as Airbnb; and potentially encouraging those letting holiday properties to circumvent the system in other ways; alongside continued rising house prices³⁷.

7.4.4. The emerging Dorset Local Plan states that BANPs in affected areas could consider a principal residence policy, although the above concerns would still of course apply. It also states that high council tax rates on second homes are likely a more appropriate mechanism than regulating this issue through planning.

7.4.5. The affordability evidence establishes a clear context of poor affordability in the NA that prevents local people from moving to homes better suited to their needs within the neighbourhood and prevents many younger households without significant financial help from accessing suitable housing.

7.4.6. It is not possible to establish a precise causal link between second home ownership and poor affordability because prices and affordability are affected by other factors such as economic growth at the national level. However, given the likely scale of second home ownership in the NA, AECOM suggest that it is highly likely that the

³⁵ Available at [English Housing Survey 2021 to 2022: second homes - fact sheet - GOV.UK](#)

³⁶ Available at [BANP | St Ives Town Council](#)

³⁷ See for instance article in The Economist [St Ives's second-home crackdown has unintended consequences](#)

second homes market is a factor in rising housing costs and declining affordability in the area. Furthermore, there are substantial financial incentives to let properties to holiday makers rather than long term tenants in the private rented sector. The private rented sector in the NA is substantial and has grown at rates which are not far below those seen nationally, but private rents and purchase prices may be inflated through the growth of the holiday let and second home market. In the context where new housing development is limited, all other things being equal, the expansion of second homes and holiday lets can reduce the availability of housing for households wishing to live in the area. Reduced availability (or supply) when demand is the same or growing, typically leads to increased prices and rents.

- 7.4.7. While, due to the likely high number of second in the NA, the Town & Parish Councils may wish to consider a principal residence policy or similar in the NA as part of the new BANP, AECOM would urge caution. This is due to above mentioned potential unintended consequences of and issues with such policies. We would advise discussing any such policy first in detail with Dorset Council and considering all potential options and effects carefully. If such a policy is developed and if new data becomes available (e.g. additional data sources quantifying levels of second home ownership and / or on the effects of such policies in other areas), the group may wish to refine the policy to adapt to any changes in the scale and nature of the market.

7.5. Conclusions- Second homes

- 7.5.1. Second homes can have a significant impact on local house prices, spend in the local economy, school rolls, and on town and village life. However, effects are difficult to control via planning. Effects of a principal residence planning policy to control second homes are limited to new homes only (not applicable to existing homes). Unintended side effects may include increasing the interest in existing homes for purchase as second homes, pushing up their price even further; shifting demand and impacts to other communities nearby; deterring investment in and delivery of new housing supply; and difficulties in enforcing such a policy, due to the regular checks and evidence required.
- 7.5.2. Bridport clearly has a high rate of second home ownership, with 10% of all dwellings having no usual resident in 2021; 7% of all dwellings listed as self-catering holiday units and premises for tax purposes; around 100 properties in the NA marketed as short-term lets, such as via AirBnB” (based on a February 2025 spot-check on AirBnB website); and a further uncertain percentage likely to be solely or primarily used as the second home of a single household.
- 7.5.3. There are considerable economic incentives to let a property as a holiday home, as during peak months incomes from holiday lets may be 82% greater than conventional market rents. However, the exact impact on the Bridport rental market is uncertain, as the private rental sector has grown by a considerable 18% between 2011-2021. However, rents appear to be unusually high compared to local incomes and cost of other tenures. Furthermore, in 2024 a new tax scheme was introduced to remove tax advantages for holiday lets, which may also help to limit incentives.

7.5.4. While the Town & Parish Councils may wish to pursue a principal residence planning policy in the emerging BANP for the NA³⁸, impacts, including potential unintended consequences, should be considered carefully and discussed with Dorset Council. Furthermore, sufficient evidence would need to be gathered to quantify the potential impact of such a policy, and to demonstrate that such a policy would likely deliver a net benefit. The Town & Parish Councils could also seek contact with other Neighbourhood Planning groups who introduced such a policy previously and who may be able to advise on monitored impacts.

³⁸ Note that in 2019, when attempting to include a Principle Residence Policy in the first edition of the NP, the NP steering group was advised by the independent inspector that insufficient evidence had been provided of any unintended economic impact.

8. Next Steps

8.1. Recommendations for next steps

- 8.1.1. This BANP housing needs assessment aims to provide BTP & SPC 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 Condition E, which is the need for the BANP to be in general conformity with the strategic policies of the adopted development plan;
 - The views of Dorset Council;
 - The views of local residents;
 - The views of other relevant local stakeholders, including housing developers and estate agents; and
 - The numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by Dorset Council.
- 8.1.2. This assessment has been provided in good faith by AECOM consultants on the basis of housing data, national guidance and other relevant and available information current at the time of writing.
- 8.1.3. Bearing this in mind, it is recommended that the BTP & SPC 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 BANP accordingly to ensure that general conformity is maintained.
- 8.1.4. At the same time, monitoring on-going demographic or other trends over the BANP period will help ensure the continued relevance and credibility of its policies.

Appendix A : Assessment geography

A.1 For Census purposes, the whole of England is divided into statistical units of similar population size called Output Areas (OAs) and their larger equivalents. OAs are the smallest units. They make up Lower Layer Super Output Areas (LSOAs), which in turn make up Middle Layer Super Output Areas (MSOAs). The NA equates to the following combination of MSOAs and OAs:

- MSOA E02004274,
- MSOA E02004276,
- OA E00103923,
- OA E00103943,
- OA E00103945,
- OA E00104037,
- OA E00104038,
- OA E00104039,
- OA E00104040,
- OA E00104113,
- OA E00104114,
- OA E00104144,
- OA E00104145, and
- OA E00104146.

A.2 This area is shown in Figure A-1 below.

Figure A-1: the NA as combination of MSOAs and OAs

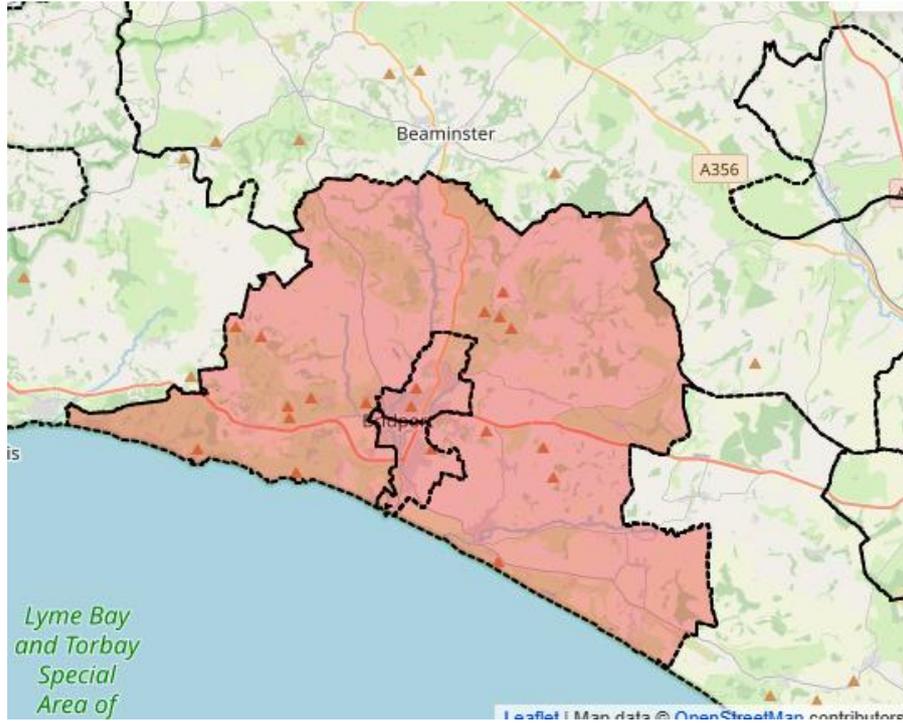


Source: NOMIS

A.3 Many other datasets besides the Census itself make use of OAs, but not necessarily down to the same level of detail. For example, Valuation Office Agency (VOA) data, which can be used to understand the type and size mix of housing, is only available down to the scale of LSOAs. The best fit combination of LSOAs used for collecting VOA data covers a larger geographical area beyond the designated NA boundary. Notably, this includes an area to the west (along the shoreline) and also to the northeast. The most relevant combination of LSOAs in this case, which will need to be used as a proxy for the NA, is:

- E01020498,
- E01020499,
- E01020500,
- E01020501,
- E01020517,
- E01020531,
- E01020536,
- E01020502,
- E01020503, and
- E01020504.

Figure A-3: Map of MSOA for Income Data



Source: NOMIS

Appendix B : Local Plan context

Policies in the adopted local plan

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

Table B-1: Summary of relevant policies in the adopted West Dorset, Weymouth & Portland Local Plan 2011-2031 (2015)

Policy	Provisions
SUS1	Sets a requirement of 15,500 new homes (775 per year), making provision to deliver 14,855 new homes (743 per year) (of which around 800 are allocated to Bridport), with a shortfall of 645 homes in total
SUS2	Bridport is designated as a second tier settlement (alongside other market and coastal towns and the village of Crossways). These are the secondary focus for future development, following the first tier towns of Dorchester and Weymouth (highest priority for development)
HOUS1	<p>35% of all new dwellings in West Dorset (which includes Bridport) are expected to be delivered as Affordable Housing.</p> <p>The suggested tenure mix within Affordable Housing is minimum 70% social / affordable rent and maximum 30% intermediate housing / affordable home ownership.</p> <p>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.</p> <p>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.</p>
HOUS3	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	<p>Applications for new care accommodation and major extensions to existing care homes should:</p> <ul style="list-style-type: none"> • Be located within a defined development boundary and at an appropriate scale in relation to the settlement; • Meet with the strategic aims and objectives of Dorset County Council and NHS Dorset including demonstration of need for the service in the locality;

Policy	Provisions
ENV12	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 (but the policy does not set a percentage target for a proportion of new homes to be built a certain accessibility standard)
BRID1 & paragraph 13.2.2	Vearse Farm site in Bridport is allocated with capacity for 760 homes
BRID2	Land off Skilling Hill Road in Bridport is allocated (no site capacity mentioned)
BRID3 & paragraph 13.2.2	Land east of Bredy Vet’s Centre in Bridport is allocated with capacity for 40 homes

Source: Adopted West Dorset, Weymouth & Portland Local Plan 2011-2031

Policies in the emerging local plan

B.2 Table B-2 below summarises emerging Local Plan policies that are relevant to housing need and delivery in the NA.

Table B-2: Summary of relevant draft policies in the emerging Dorset Local Plan (Regulation 18 consultation version published in 2021 and expected for Regulation 19 consultation in 2026 and adoption in 2027)

Draft Policy / Provisions paragraph

DEV1 & Figure 2.6	DEV1 makes provision for 30,481 dwellings (1,793 per year) across Dorset. Figure 2.6 currently shows zero new homes from option sites in Bridport, as the major extension of Bridport at Vearse Farm was already an allocation in the adopted plan (see above) and has planning permission.
Figures 2.3 and 2.4, paragraph 2.3.12-13	Retains Bridport as Tier 2 (towns and other main settlements). None of the other settlements in the NA are mentioned by name in figure 2.4 and thus they fall into Tier 4 – Villages without ‘Local Plan Development Boundaries’ or villages included within / washed over by the Green Belt.
HOUS1	New residential developments of all tenures should contribute towards achieving sustainable and balanced communities through an appropriate mix of homes of different sizes, types and affordability. On major residential development sites, at least 20% of all dwellings across all tenures should be provided at the Accessible and Adaptable Dwellings standard (M4[2]) as established through

**Draft Policy / Provisions
paragraph**

	<p>building regulations unless robust justification is provided to explain why this cannot be achieved on site.</p> <p>Where specific need for a certain mix of different sizes, types and affordability of homes has been identified through a BANP, development proposals should look to meet this need.</p>
HOUS2, Figures 4.1 and 4.2, and paragraphs 4.3.5-6	<p>States that 35% of all new dwellings in Bridport (as part of the emerging Plan's affordable housing Zone 2, detailed in Figure 4.2, and part of a 'designated rural area' explained in paragraphs 4.3.5-6 and Figure 4.1) are expected to be delivered as Affordable Housing on sites providing 5 or more net additional dwellings.</p> <p>The suggested tenure mix within Affordable Housing is minimum 30% social rent, minimum 40% affordable rent, and maximum 30% / minimum 10% affordable home ownership.</p> <p>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 of housing and/or flats.</p>
HOUS4	<p>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.</p>
HOUS5	<p>Residential Care Homes will only be permitted where they respond to a specific evidenced need for residents who require round the clock care. Such facilities should be located within a town or on a public transport corridor.</p>
DEV5	<p>In the western Dorset functional area housing growth will be delivered: at the market town of Bridport, including through a major urban extension at Vearse Farm.</p> <p>DEV5 focuses the bulk of new development in Western Dorset at Bridport, with smaller-scale expansion proposed at Beaminster and Lyme Regis.</p>
Section 4.7 and Figure 4.4 on Second Homes (no draft policy)	<p>Bridport shows on Figure 4.4 as being located in an area of high second home ownership.</p> <p>The draft Plan explains that a principal residence policy is not intended for the emerging Local Plan, due to concerns on unintended consequences.</p> <p>Where there are high levels of second home ownership, it may be appropriate for a BANP to introduce a 'principal residence' policy or an equivalent mechanism that might help to address concerns.</p>

Draft Policy / Provisions paragraph

However, planning appears to not be the most appropriate tool to tackle this issue and any such policy could equally have likely unintended consequences (e.g. no impact on existing dwellings except having the potential to drive up prices for these; potential to shift impact to other neighbourhoods; and difficult and costly enforcement).

Source: Emerging Dorset Local Plan (Regulation 18 consultation version published in 2021)

Appendix C : Affordability calculations

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

Market housing

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

Market sales

- C.3 The starting point for calculating the affordability of a dwelling for sale from the perspective of a specific household is the loan to income ratio which most mortgage companies are prepared to agree. This ratio is conservatively estimated to be 3.5. In practice this can be highly variable. Multipliers up to 4.5 or even above 5 times income increasingly available, although the actual average in practice tends to be lower, particularly where applicants are dual earning. The Financial Conduct Authority uses 3.5 or more as its standard assumption for single applicants and 2.75 or more for dual applicants.
- C.4 To produce a more accurate assessment of affordability, the savings required for a deposit should be taken into account in addition to the costs of servicing a mortgage. However, unlike for incomes, data is not available for the savings available to households in the NA, and the precise deposit a mortgage provider will require of any buyer will be determined by their individual circumstances and the state of the mortgage market. An assumption is therefore made that a 10% purchase deposit is required and is available to the prospective buyer. In reality it is possible that the cost of the deposit is a greater barrier to home ownership than the mortgage costs.
- C.5 The calculation for the purchase threshold³⁹ for market housing is as follows:
- Value of a median NA house price (2023) = £315,000;
 - Purchase deposit at 10% of value = £31,500;
 - Value of dwelling for mortgage purposes = £283,500;
 - Divided by loan to income ratio of 3.5 = purchase threshold of £81,000.
- C.6 The purchase threshold for an entry-level dwelling is a better representation of affordability to those with lower incomes or savings, such as first-time buyers. To determine this threshold, the same calculation is repeated but with reference to the lower quartile rather than the median house price. The lower quartile average in 2023 was £219,500, and the purchase threshold is therefore £56,443.

³⁹ The purchase threshold is the average household income required to afford a home of a certain price, based on assumptions of a 10% deposit, 90% mortgage, and a loan to income ratio of 3.5 to 1.

- C.7 It is also worth assessing the purchase threshold for new build homes, since this most closely represents the cost of the new housing that will come forward in future. Land Registry unfortunately records only 6 sales of new build properties in the NA in 2023. There were thus too few recent sales in the NA specifically to determine an accurate average for the cost of new build housing in the NA. It is, however, important to understand the likely cost of new housing because new housing is where the BANP has most influence and is the appropriate benchmark for understanding the costs of affordable home ownership tenures (considered below).
- C.8 Therefore, an estimate has been calculated by determining the uplift between all house prices in 2023 across Dorset and new build house prices in 2023 in the same area. This percentage uplift (or 'new build premium') is then applied to the 2023 lower quartile house price in the NA to give an estimated NA new build entry-level house price of £232,225 and purchase threshold of £59,715. It is however worth bearing in mind that this estimate may be on the low side, compared to actual new build prices in the NA, as the average of the sample of 6 new build sales in the NA is significantly higher, at £322,000⁴⁰.
- C.9 In order to provide a further comparison with the wider local authority area, it is helpful to also look at the cost of new build housing across Dorset in 2023, which is even higher. The median cost of new build dwellings in Dorset was £365,000, with a purchase threshold of £93,857. Therefore, our estimated NA newbuild price should be considered with caution, and perhaps assumed to be higher in practice than our estimate implies in theory.

Private Rented Sector (PRS)

- C.10 It is assumed here that rented housing is affordable if the annual rent does not exceed 30% of the household's gross annual income. The percentage of income to be spent on rent before the property is considered affordable varies considerably for individuals, and it is increasingly common for households to dedicate a larger proportion of their earnings to rent. When considering affordability it is considered good practice to be conservative, and the 30% benchmark is used as ONS's current standard assumption.
- C.11 This is an important assumption because it is possible that a household will be able to afford tenures that are deemed not affordable in this report if they are willing or able to dedicate a higher proportion of their income to housing costs. It is becoming increasingly necessary for households to do so. However, for the purpose of planning it is considered more appropriate to use this conservative lower benchmark for affordability on the understanding that additional households may be willing or able to access housing this way than to use a higher benchmark which assumes that all

⁴⁰ Note also that some further data on projected sale prices for planned units in the NA is also included in viability assessments supporting some planning applications. However, these should also be treated with caution, depending on when the assessment was made, and the basis of the assumptions used therein.

households can afford to do so when their individual circumstances may well prevent it.

- C.12 The property website home.co.uk shows rental values for property in the Neighbourhood Area. The best available data is derived from properties available for rent within the DT6 postcode area, which covers a larger area than the Plan area itself but can be used as a reasonable proxy for it. Moreover, because it forms a larger geography with a greater number of rental properties offered, the larger sample size is likely to generate more robust findings.
- C.13 According to home.co.uk, there were 13 properties for rent at the time of search in December 2024, with an average monthly rent of £1,500. There were 7 two-bed properties listed, with an average price of £1,100 per calendar month.
- C.14 The calculation for the private rent income threshold for entry-level (2 bedroom) dwellings is as follows:
- Annual rent = £1,100 x 12 = £13,200;
 - Multiplied by 3.33 (so that no more than 30% of income is spent on rent) = income threshold of £44,000.
- C.15 The calculation is repeated for the overall average to give an income threshold of £60,000.

Affordable Housing

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

Social rent

- C.17 Rents in socially rented properties reflect a formula based on property values and average earnings in each area, resulting in substantial discounts to market rents. As such, this tenure is suitable for the needs of those on the lowest incomes and is subject to strict eligibility criteria.
- C.18 To determine social rent levels, 2021 data and statistical return from Homes England is used. This data is only available at Local Authority scale so must act as a proxy for the NA. This data provides information about rents and the size and type of stock owned and managed by private registered providers and local authorities and is presented for Dorset in Table C-1.
- C.19 To determine the income needed, it is assumed that no more than 30% of income should be spent on rent. This is an assumption only for what might generally make housing affordable or unaffordable – it is unrelated to the eligibility criteria of Affordable Housing policy at Local Authority level. The overall average across all property sizes is taken forward as the income threshold for social rent.

Table C-1: Social rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average social rent per week	£88.00	£102.00	£115.00	£169.00	£90.00
Annual average	£4,576	£5,304	£5,980	£8,788	£4,680
Income needed	£15,253	£17,680	£19,933	£29,293	£15,600

Source: Homes England, AECOM Calculations

Affordable rent

- C.20 Affordable rent is controlled at no more than 80% of the local market rent. However, registered providers who own and manage affordable rented housing may also apply a cap to the rent to ensure that it is affordable to those on housing benefit (where under Universal Credit the total received in all benefits to working age households is £20,000).
- C.21 Even a 20% discount on the market rent may not be sufficient to ensure that households can afford this tenure, particularly when they are dependent on benefits. Registered Providers in some areas have applied caps to larger properties where the higher rents would make them unaffordable to families under Universal Credit. This may mean that the rents are actually 50-60% of market levels rather than 80%.
- C.22 Data on the most realistic local affordable rent costs is obtained from the same source as social rent levels for Dorset. Again it is assumed that no more than 30% of income should be spent on rent, and the overall average is taken forward.
- C.23 Comparing this result with the average 2 bedroom annual private rent above indicates that affordable rents in the NA are actually closer to 55% of market rates than the maximum of 80%, a feature that is necessary to make them achievable to those in need. When comparing with the average market rent overall, average affordable rent comes to only 40%.

Table C-2: Affordable rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average affordable rent per week	£112.00	£137.00	£162.00	£195.00	£139.00
Annual average	£5,824	£7,124	£8,424	£10,140	£7,228
Income needed	£19,413	£23,747	£28,080	£33,800	£24,093

Source: Homes England, AECOM Calculations

- C.24 At the request of the BTP & SPC, Table C-3 below further shows the Local Housing Allowance rates⁴¹ at the time of writing in December 2024. These appear to sufficiently cover the average cost of an affordable rented property of the corresponding size in the NA.

⁴¹ [Local Housing Allowance Rates for postcode DT6 : DirectGov - LHA Rates](#)

Figure C-3: Mid & West Dorset BRMA Local Housing Allowance Rates (December 2024)

Accommodation	Local Housing Allowance per week	Local Housing Allowance per year
Shared Accommodation Rate	£98.11	£5,101.72
One Bedroom Rate	£136.93	£7,120.36
Two Bedroom Rate	£172.60	£8,975.20
Three Bedroom Rate	£207.12	£10,770.24
Four Bedroom Rate	£287.67	£14,958.84

Affordable home ownership

C.25 Affordable home ownership tenures include products for sale and rent provided at a cost above social rent, but below market levels. The three most widely available are discounted market housing (a subset of which is the First Homes product), shared ownership, and Rent to Buy. These are considered in turn below.

Discounted Market Sale/ First Homes

C.26 Discounted market sale homes are affordable home ownership products which offer a discount of at least 20% on market values.

C.27 First Homes should be available to buy with a minimum discount of 30% below their full market value (i.e. the value of an equivalent new home);

- The discount level can be set higher than 30% – at 40% or 50% – where this can be suitably evidenced. The setting and justifying of discount levels can happen at neighbourhood as well as local authority scale;
- After the discount is applied the initial sale price must not exceed £250,000 (or £420,000 in Greater London), and lower caps can be set locally;
- Purchasers must be first-time buyers with an income less than £80,000 (or £90,000 in Greater London), and First Homes can be prioritised for local people and/or key workers;
- They will be subject to legal restrictions ensuring the discount is retained for future occupants, and renting out or sub-letting will not normally be permitted;
- In addition to setting the discount level, local authorities and neighbourhood planning groups can apply additional criteria, such as a lower income cap, local connection test or prioritisation for key workers through adopted plans, emerging policy or Supplementary Planning Documents.

C.28 The starting point for considering whether Discounted Market Sale/First Homes are affordable is the estimated cost of new build entry-level housing in the NA of £232,225.

C.29 For the minimum discount of 30% the purchase threshold can be calculated as follows:

- Value of a new home (estimated NA new build entry-level) = £232,225;

- Discounted by 30% = £162,557;
- Purchase deposit at 10% of value = £16,256;
- Value of dwelling for mortgage purposes = £146,302;
- Divided by loan to income ratio of 3.5 = purchase threshold of £41,800.

C.30 The income thresholds analysis in the Affordability and Affordable Housing chapter also compares local incomes with the costs of a 20%, 40% and 50% discounted home. This would require an income threshold of £47,772, £35,829 and £29,857 respectively.

C.31 All of the income thresholds calculated here for First Homes are below the cap of £80,000 above which households are not eligible.

C.32 Note that discounted market sale homes may be unviable to develop if the discounted price is close to (or below) build costs. Build costs vary across the country but as an illustration, the build cost for a 2 bedroom home (assuming 70 sq. m and a build cost of £1,750 per sq. m⁴²) would be around £122,500. This cost excludes any land value or developer profit. This would appear to be an issue in Bridport for the highest levels of discount only, i.e. First Homes at 50% discount.

C.33 Table C-3 shows the discount required for market homes to be affordable to the three income groups. The cost of a typical discounted market sale property/First Home is calculated using an estimate for new build entry-level housing in the NA. However, it is worth thinking about these properties in relation to the cost of new build prices in the wider area, as well as median and entry-level existing prices locally to get a more complete picture. The discount levels required for these alternative benchmarks are given below.

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

House price benchmark	Mean household income	Single LQ earner	Dual LQ earning household
NA median house price	48%	79%	57%
NA estimated new build entry-level house price	30%	71%	42%
NA entry-level house price	26%	69%	39%
LA median new build house price	55%	82%	63%

Source: Land Registry PPD; ONS MSOA total household income

Shared ownership

C.34 Shared ownership involves the purchaser buying an initial share in a property, typically of between 25% and 75% (but now set at a minimum of 10%), and paying rent on the share retained by the provider. Shared ownership is flexible in two respects, in the share which can be purchased and in the rent payable on the share retained by the

⁴² It is estimated that in 2022, build costs for a house are between £1,750 and £3,000 per square metre - <https://urbanistarchitecture.co.uk/cost-to-build-a-house-uk/>

provider. Both of these are variable. The share owned by the occupant can be increased over time through a process known as 'staircasing'.

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

C.36 To determine the affordability of shared ownership, calculations are again based on the estimated costs of new build housing as discussed above. The deposit available to the prospective purchaser is assumed to be 10% of the value of the dwelling, and the standard loan to income ratio of 3.5 is used to calculate the income required to obtain a mortgage. The rental component is estimated at 2.5% of the value of the remaining (unsold) portion of the price. The income required to cover the rental component of the dwelling is based on the assumption that a household spends no more than 30% of the income on rent (as for the income threshold for the private rental sector).

C.37 The affordability threshold for a 25% equity share is calculated as follows:

- A 25% equity share of £232,225 is £58,056;
- A 10% deposit of £5,806 is deducted, leaving a mortgage value of £52,251;
- This is divided by the loan to value ratio of 3.5 to give a purchase threshold of £14,929;
- Rent is charged on the remaining 75% shared ownership equity, i.e. the unsold value of £174,168;
- The estimated annual rent at 2.5% of the unsold value is £4,354;
- This requires an income of £14,514 (annual rent multiplied by 3.33 so that no more than 30% of income is spent on rent).
- The total income required is £29,443 (£14,929 plus £14,514).

C.38 The same calculation is repeated for equity shares of 10% and 50% producing affordability thresholds of £23,388 and £39,533 respectively. Note that all of these income thresholds are far below the £80,000 cap for eligible households.

Rent to Buy

C.39 Rent to Buy is a relatively new and less common tenure, which through subsidy allows the occupant to save a portion of their rent, which is intended to be used to build up a deposit to eventually purchase the home. It is therefore estimated to cost the same as private rents – the difference being that the occupant builds up savings with a portion of the rent.

Appendix D : Affordable Housing need and policy

Affordable Housing estimates

- D.1 As explained in Chapter 4 of the main body of our report, the latest Dorset LHNA of 2021 estimates the need for 1,717 affordable homes per annum over the plan period in Dorset as a whole. This is made up of the need for 950 affordable and social rented homes each year to meet the needs of households that are unable to afford to rent privately and a further estimated need for 767 units to provide affordable home ownership options each year.
- 8.1.5. When prorated to the population of Bridport (4% of Dorset's population based on the 2021 Census), this results in:
- 38 units needed of affordable rented housing per year (or 608 over a 16-year BANP period 2020-2036), and
 - 31 units needed of affordable housing for sale per year (491 over the plan period),
 - a total need for 69 units of affordable housing per year in the NA (1,099 over the plan period).
- D.2 In Table D-1 below, AECOM has calculated, using PPG as a starting point,⁴³ an alternative estimate of the total need for affordable rented housing in the NA over the BANP period. It should, however, be noted that the accuracy of the findings generated by the model is only as strong as the evidence available. However, given the test of proportionality for evidence supporting BANPs, and the need to be in conformity with Local Authority strategic policies, the calculations set out here are considered a reasonable basis for understanding and planning for neighbourhood-level affordable housing need.
- D.3 Figures in Table D-1 are based (and thus largely dependent) on information provided by Dorset Council in its capacity as manager of the local housing waiting list, who have kindly provided information on both the number of applicants on the waiting list on 26 November 2024:
- with a local connection to the Bridport parish (317 persons) or
 - listing Bridport parish as a preferred area to live (379 persons), or
 - with a local connection to the Symondsburry parish (15 persons) or
 - listing Symondsburry parish as a preferred area to live (59 persons).

⁴³ Paragraphs 024-026 Reference ID: 2a-026-20140306, at <https://www.gov.uk/guidance/housing-and-economic-land-availability-assessment>

D.4 This results in a total of 770 persons (approximately 12% of the total waiting list of 6,621 persons across Dorset⁴⁴). Note that the Preferred Area numbers are in addition to those with a local area connection and therefore have no overlap.

Table D-1: Estimate of need for Affordable Housing for rent in the NA

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current households in need	770	Latest waiting list data available from Dorset Council for persons on the
1.2 Per annum	48.1	Step 1.1 divided by the plan period to produce an annualised figure.
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	873.6	MHCLG 2018-based household projections for the LA between start and end of plan period. % increase applied to NA.
2.2 Proportion of new households unable to rent in the market	31.3%	(Steps 1.1 + 2.2.1 + 2.2.2) divided by number of households in NA.
2.2.1 Current number of social renters in NA	1,171	2021 Census social rented households
2.2.2 Number of private renters on housing benefits	428.3	Housing benefit caseload May 2018. Pro rata for NA.
2.3 New households unable to rent	273.7	Step 2.1 x Step 2.2.
2.4 Per annum	17.1	Step 2.3 divided by plan period.
STAGE 3: TURNOVER OF AFFORDABLE HOUSING		
3.1 Supply of social/affordable re-lets (including transfers) %	3%	Assumed proportion of stock re-let each year.
3.2 Supply of social/affordable re-lets (including transfers)	35.1	Step 3.1 x NA social rented stock (2.2.1).
NET SHORTFALL OF RENTED UNITS PER ANNUM		
Overall shortfall per annum	30.1	Step 1.2 + Step 2.4 - Step 3.2

Source: AECOM model, using Census 2021, English Housing Survey 2018, MHCLG 2018 based household projections and net additions to affordable housing stock. Figures may not sum due to rounding.

D.5 Turning to Affordable Housing providing a route to home ownership, Table D-2 estimates the potential demand in the NA. This model aims to estimate the number of households that might wish to own their own home but cannot afford to. The model is consistent with methods used at Local Authority scale in taking as its starting point households currently living in or expected to enter the private rented sector who are not on housing benefit.

D.6 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

⁴⁴ Note that no further breakdown is provided, for instance of the number of persons on the waiting list who require affordable sheltered retirement accommodation.

home of the right type/size or in the right location. The model also discounts 25% of households potentially in need, assuming a proportion will be renting out of choice. This assumption is based on consistent results for surveys and polls at the national level which demonstrate that most households (typically 80% or more) aspire to home ownership.⁴⁵ No robust indicator exists for this area or a wider scale to suggest aspirations may be higher or lower in the NA.

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

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current number of renters in NA	1,203	Census 2021 private rented households.
1.2 Percentage renters on housing benefit in LA	35.6 %	% of renters in 2021 on Housing Benefit / Universal Credit with housing entitlement
1.3 Number of renters on housing benefits in the NA	428.3	Step 1.1 x Step 1.2.
1.4 Current need (households)	581	Current renters minus those on housing benefit and minus 25% assumed to rent by choice. ⁴⁶
1.5 Per annum	36.3	Step 1.4 divided by plan period.
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	873.6	LA household projections for plan period (2018 based) pro rated to NA.
2.2 % of households unable to buy but able to rent	8.6%	(Step 1.4 + Step 3.1) divided by number of households in NA.
2.3 Total newly arising need	75.3	Step 2.1 x Step 2.2.
2.4 Total newly arising need per annum	4.7	Step 2.3 divided by plan period.
STAGE 3: SUPPLY OF AFFORDABLE HOUSING		

⁴⁵ <http://www.ipsos-mori-generations.com/housing.html>

⁴⁶ The assumption of approximately 25% preferring to rent and 75% preferring to buy is AECOM's judgement, based on national level polls which consistently reveal that most households who prefer home ownership e.g. <http://www.ipsos-mori-generations.com/housing.html> and informed by our experience across numerous neighbourhood level HNAs. The assumption is based on the fact that some households choose to rent at certain stages in their life (e.g. when young, when needing flexibility in employment market, or when new migrants move into an area). While most households prefer the added security and independence of owning their own home, private renting is nevertheless a tenure of choice at a certain points in many households' journey through the housing market. The actual percentage of preference will differ between areas, being higher in large metropolitan areas with younger households and more new migrants, but lower in other areas. 25% is used as a reasonable proxy and for consistency across HNAs and similar assumptions are used in some larger scale assessments such as LHNAs and SHMAs. If the neighbourhood planning group feel this is not an appropriate assumption in their particular locality they could use the results of a local residents survey to refine or confirm this calculation.

3.1 Supply of affordable housing	71	Number of shared ownership homes in the NA (Census 2021).
3.2 Supply - intermediate resales	3.6	Step 3.1 x 5% (assumed rate of re-sale).
NET SHORTFALL (OR SURPLUS) PER ANNUM		
Overall shortfall per annum	37.5	(Step 1.5 + Step 2.4) - Step 3.2.

Source: AECOM model, using Census 2021, English Housing Survey 2018, MHCLG 2018 based household projections and net additions to affordable housing stock.

- D.7 There is no policy or legal obligation on the part either of the Local Authority or BANP to meet affordable housing needs in full, though there are tools available to the Steering Group that can help ensure that it is met to a greater extent if resources permit (e.g. the ability to allocate sites for affordable housing).
- D.8 It is also important to remember that even after the BANP is adopted, the assessment of need for Affordable Housing, the allocation of affordable rented housing to those in need, and the management of the housing waiting list all remain the responsibility of the Local Authority rather than the neighbourhood planning group.

Affordable housing policy

- D.9 The following table reviews the relevant factors in developing a policy on the Affordable Housing tenure mix, which inform the recommendation given in the main body of the report.

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

Consideration	Local Evidence
<p>A. Evidence of need for Affordable Housing:</p> <p>The need for affordable rent and affordable home ownership is not directly equivalent: the former expresses the identified need of a group with acute needs and no alternative options; the latter expresses potential demand from a group who are generally adequately housed in rented accommodation and may not be able to afford the deposit to transition to ownership.</p>	<p>This HNA suggests that the NA requires around 30-38 units of affordable rented housing and 31-38 units of affordable home ownership homes per annum over the BANP period (based on the two estimates above). This comes to a total need for 1,099-1,082 units of affordable housing (made up of 482-608 units of affordable rented housing and 491-600 units of affordable housing for sale). Both forms of Affordable Housing appear to be equally valuable in meeting the needs of people on various incomes.</p> <p>The relationship between these figures suggests that affordable housing should be provided as approximately 50% for rent and 50% for affordable home ownership. However, as the total estimated need is so high (essentially requiring doubling the current stock of affordable housing in the NA),</p>

	<p>we recommend that affordable rented housing should be prioritised over affordable home ownership, unless all needs can be met in full. This is because the need for affordable rented housing is more urgent, and the needs for affordable home ownership generally represent households already appropriately accommodated in the private rented sector.</p>
<p>B. Can Affordable Housing needs be met in full?</p> <p>How far the more urgently needed affordable rented housing should be prioritised in the tenure mix depends on the quantity of overall housing delivery expected.</p>	<p>In the case of the NA it is not possible at the present time to estimate the likely affordable housing delivery on the basis of a NA housing requirement from the local authority, as Dorset Council are currently unable to provide such a figure.</p> <p>760 permitted units are in the pipeline at the time of writing, and 35% of these pipeline units are secured as Affordable Housing, which has potential to meet some of the identified need.</p>
<p>C. Government policy (e.g. NPPF) requirements:</p> <p>There is no required tenure mix set out in national policy (NPPF 2024) but local authorities are required to set out the minimum proportion of Social Rented housing needed in their areas as part of their Affordable Housing requirements.</p>	<p>Implicit prioritisation of Social Rented homes within Affordable Housing policy at the nation level but local authorities have flexibility to set out the proportion needed in their areas. Local Plan tenure mix provides the starting point.</p>
<p>D. Local Plan policy:</p>	<p>The emerging Local Plan currently seeks a tenure split of a minimum 30% social rent, minimum 40% affordable rent, and maximum 30% / minimum 10% affordable home ownership.</p>
<p>E. Viability:</p>	<p>HNAs cannot take into consideration the factors which affect viability in the neighbourhood area or at the site-specific level. Viability issues are recognised in the Local Plan. It is acknowledged that this may affect the provision of Affordable Housing, the mix of tenures provided and the discounts that can be sought on affordable home ownership properties.</p>

<p>F. Funding:</p> <p>The availability of funding to support the delivery of different forms of Affordable Housing may also influence what it is appropriate to provide at a particular point in time or on any one site.</p>	<p>The BTP & SPC may wish to keep this in mind so that it can take up any opportunities to secure funding if they become available.</p>
<p>G. Existing tenure mix in Bridport:</p> <p>The current stock of homes in an area, in terms of balance between ownership, rented and affordable provision may be a consideration in the mix of tenures provided on new development sites.</p>	<p>Current availability of Affordable Housing stock in the NA is indicated by the fact that 15.5% of households were living in social / affordable rented stock, and 1% in shared ownership, totaling 1,242 households living in Affordable Housing in the NA in 2021. This indicates a relatively sizeable affordable sector, slightly above the Dorset average per population, and slightly below the national average.</p>
<p>H. Views of registered providers:</p>	<p>It is not within the scope of this HNA to investigate whether it would be viable for housing associations (registered providers) to deliver and manage affordable rented homes in the NA. The funding arrangements available to housing associations will determine rent levels.</p>
<p>I. Wider policy objectives:</p>	<p>The BTP & SPC may wish to take account of broader policy objectives for Bridport and/or the wider County. These could include, but are not restricted to, policies to attract and retain younger households, families or working age people to the NA. These wider considerations may influence the mix of Affordable Housing provided.</p>

Appendix E : Specialist housing for older people

Background data tables

Table E-1: Existing specialist housing supply, the NA

	Name	Description	Dwellings	Tenure	Type
1	Folly Mill Lodge	33 x 1- and 2-bedroom flats	33	Leasehold	Retirement Housing
2	Alfred Lodge	26 x 1- and 2-bedroom flats	26	Leasehold	Retirement Housing
3	Homebredy Housing	37 x 1- and 2-bedroom flats and houses	37	Leasehold	Retirement Housing
4	Riverside Court	17 x 1-bedroom flats	17	Rent (social landlord)	Retirement Housing
5	Vernons Court	58 x 1-bedroom flats	58	Rent (social landlord)	Retirement Housing
6	Meadow Court	39 x 1- and 2-bedroom flats	39	Leasehold	Retirement Housing
7	Fulbrooke Close / Cooper Court / St Swithens	50 x 1-bedroom flats and bungalows	50	Rent (social landlord)	Retirement Housing
8	Peelers Court	59 x 1- and 2-bedroom flats	59	Leasehold	Retirement Housing
9	Magdalen Court	12 x 1-bedroom flats	12	Rent (social landlord)	Retirement Housing
10	Flaxhayes	45 x 1- and 2-bedroom flats	45	Rent (social landlord)	Retirement Housing
11	Hibernia Close	35 x 1- and 2-bedroom flats and bungalows	35	Rent (social landlord)	Retirement Housing
12	Hanover Court	29 x 1- and 2-bedroom flats	29	Rent (social landlord)	Retirement Housing
13	Gordon Court	38 x 1- and 2-bedroom flats	38	Leasehold and Shared Ownership	Retirement Housing

				and Rent (market)	
14	Cherry Tree	18 x 1-bedroom bungalows	18	Rent (social landlord)	Retirement Housing
15	St James Park	10 x 1- and 2-bedroom flats and houses	10	Leasehold	Age exclusive housing
16	South Annings / Lower Townsend / Chesil	23 x 1- and 2-bedroom flats, bungalows, and houses	23	Rent (social landlord)	Retirement Housing
17	Denziloe	10 x 1- and 2-bedroom flats and bungalows	10	Rent (social landlord)	Retirement Housing

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

E.1 In total, there are 539 specialist housing units, all provided as retirement / age exclusive housing, including:

- 204 Leasehold Units;
- 297 Units for Rent from a social landlord; and
- 38 Units (1 scheme) providing a mix of Leasehold, Shared Ownership and Market Rent.

Table E-2: Existing care home supply, the NA

	Name	Description	Residents accommodated	Type
1	Coneygar Lodge Ltd	22 residents in 22 single rooms (22 en suite)	22	Care home
2	Sidney Gale House ⁴⁷	44 residents in 44 single rooms	44	Care home including Dementia Care
3	The Hyde Care Home	28 residents in 19 single and 7 shared rooms (17 en suite)	28	Care home
4	St James Park Care Home	31 residents in 31 single rooms (31 en suite)	31	Care home with Nursing
5	Harbour House	33 residents in 28 single and 2 shared rooms (31 en suite)	33	Care home

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

E.2 In total there are 158 beds included in the available information, including 127 care home beds and 31 nursing beds, although one care home (Sidney Gale) is reported by BTC & SPC as recently closed, so actual provision is likely to be lower.

⁴⁷ Note that while this is included in the table of information available from the housingcare.org website, BTC & SPC report that this site has recently closed.

Table E-3: Tenure and mobility limitations of those aged 65+ in the NA, 2011 (65+ is the closest proxy for 75+ in this data)

Tenure	Day-to-day activities limited a lot		Day-to-day activities limited a little		Day-to-day activities not limited	
All categories	915	21.9%	1,135	27.2%	2,125	50.9%
Owned Total	703	19.7%	946	26.6%	1,913	53.7%
Owned outright	635	19.6%	874	26.9%	1,737	53.5%
Owned (mortgage) or shared ownership	68	21.5%	72	22.8%	176	55.7%
Rented Total	212	34.6%	189	30.8%	212	34.6%
Social rented	154	39.3%	123	31.4%	115	29.3%
Private rented or living rent free	58	26.2%	66	29.9%	97	43.9%

Source: DC3408EW Health status

HLIN calculations

Table E-4: Recommended provision of specialist housing for older people from the HLIN SHOP toolkit

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

Source: Housing LIN SHOP Toolkit⁴⁸

E.3 As Table 6-1 in the main report shows, the NA is forecast to see an increase of 1,166 individuals aged 75+ by the end of the BANP period in 2036. According to the

⁴⁸ See the Housing LIN website for further explanation of terminology and methodology used [SHOP Toolkit - SHOP - Strategy - Extra Care - Topics - Resources - Housing LIN](#)

HLIN tool, this translates into a total need for 293 specialist housing units for older people, made up of the following:

- Conventional sheltered housing to rent = $60 \times 1.166 = 70$
- Leasehold sheltered housing = $120 \times 1.166 = 140$
- Enhanced sheltered housing (divided 50:50 between that for rent and that for sale)
= $20 \times 1.166 = 23$
- Extra care housing for rent = $15 \times 1.166 = 17$
- Extra care housing for sale = $30 \times 1.166 = 35$
- Housing based provision for dementia = $6 \times 1.166 = 7$

Appendix F : Housing Needs Assessment

Glossary

Adoption

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

Affordability

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

Affordability Ratio

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

Affordable Housing (NPPF Definition)

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

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

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

Affordable rented housing

Rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). The national rent regime is the regime under which the social rents of tenants of social housing are set, with particular reference to the Guide to Social Rent Reforms (March 2001) and the Rent Influencing Regime Guidance (October 2001). Local market rents are calculated using the Royal Institution for Chartered Surveyors (RICS) approved valuation methods⁴⁹.

Age-Restricted General Market Housing

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

Annual Monitoring Report

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

Basic Conditions

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

Backlog need

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

Bedroom Standard⁵⁰

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

⁴⁹ The Tenant Services Authority has issued an explanatory note on these methods at <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

⁵⁰ See <https://www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-household-report>

number of rooms not including bathrooms and hallways). This tends to produce higher levels of overcrowding/ under occupation. A detailed definition of the standard is given in the Glossary of the EHS Household Report.

Co-living

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

Community-led developments (NPPF definition)

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

Community Right to Build Order

A community right to build order is a special kind of neighbourhood development order, granting planning permission for small community development schemes, such as housing or new community facilities. Local community organisations that meet certain requirements or parish/town councils are able to prepare community right to build orders. The NPPF 2024 specifically defines it as follows: An Order made by the local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a site specific development proposal or classes of development.

Concealed Families (Census definition)⁵¹

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

⁵¹ See

http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp/171776_350282.pdf

Equity Loans/Shared Equity

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

Extra Care Housing or Housing-With-Care

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

Fair Share

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

First Homes

First Homes is another form of discounted market housing which will provide a discount of at least 30% on the price of new homes, introduced in 2021. These homes are available to first time buyers as a priority but other households will be eligible depending on agreed criteria. A more detailed explanation of First Homes and its implications is provided in the main body of the HNA.

Habitable Rooms

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

Household Reference Person (HRP)

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

Housing Market Area

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

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

Housing Need (NPPG 2024 definition)

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

Housing Needs Assessment

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

Housing Products

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

Housing Requirement (NPPF 2024 Definition)

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

Housing Size (Census Definition)

Housing size can be referred to either in terms of the number of bedrooms in a home (a bedroom is defined as any room that was intended to be used as a bedroom when the property was built, any rooms permanently converted for use as bedrooms); or in terms of the number of rooms, excluding bathrooms, toilets halls or landings, or rooms that can only be used for storage. All other rooms, for example, kitchens, living rooms, bedrooms, utility rooms, studies and conservatories are counted. If two rooms have been converted into one they are counted as one room. Rooms shared between more than one household, for example a shared kitchen, are not counted.

Housing Type (Census Definition)

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

Housing Tenure (Census Definition)

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

Income Threshold

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

Intercensal Period

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

Intermediate Housing

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

Life Stage modelling

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

Life-time Homes

Dwellings constructed to make them more flexible, convenient adaptable and accessible than most 'normal' houses, usually according to the Lifetime Homes Standard, 16 design criteria that can be applied to new homes at minimal cost: <http://www.lifetimehomes.org.uk/>. Lifetime Homes standards have been broadly wrapped up into the M4(2) optional building regulations standards which relate to accessibility and adaptability of dwellings.

Life-time Neighbourhoods

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

Local Development Order

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

Local Enterprise Partnership

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

Local 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 years⁵², i.e. the total value of the mortgage was less than 4 times the annual income of the person who was granted the mortgage.

Neighbourhood Development Order (NDO)

An NDO will grant planning permission for a particular type of development in a particular area. This could be either a particular development, or a particular class of development (for example retail or housing). A number of types of development will be excluded from NDOs, however. These are minerals and waste development, types of development that, regardless of scale, always need Environmental Impact Assessment, and Nationally Significant Infrastructure Projects.

BANP

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

Older People

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

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

An output area is the lowest level of geography for publishing statistics, and is the core geography from which statistics for other geographies are built. Output areas were created for England and Wales from the 2001 Census data, by grouping a number of households and populations together so that each output area's population is roughly the same. 175,434 output areas were created from the 2001 Census data, each containing a minimum of 100 persons with an average of 300 persons. Lower Super Output Areas consist of higher geographies of between 1,000-1,500 persons (made up of a number of individual Output

⁵² See <https://www.which.co.uk/news/2017/08/how-your-income-affects-your-mortgage-chances/>

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 BANP Examiners.

Private Rented

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

Retirement Living or Sheltered Housing

Housing for older people which usually consists of purpose-built flats or bungalows with limited communal facilities such as a lounge, laundry room and guest room. It does not generally

provide care services, but provides some support to enable residents to live independently. This can include 24 hour on-site assistance (alarm) and a warden or house manager.

Residential Care Homes and Nursing Homes

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

Rightsizing

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

Rural Exception Sites

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

Shared Ownership

Housing where a purchaser part buys and part rents from a housing association or local authority. Typical purchase share is between 25% and 75% (though this was lowered in 2021 to a minimum of 10%), and buyers are encouraged to buy the largest share they can afford. Generally applies to new build properties, but re-sales occasionally become available. There may be an opportunity to rent at intermediate rent level before purchasing a share in order to save/increase the deposit level

Sheltered Housing⁵³

Sheltered housing (also known as retirement housing) means having your own flat or bungalow in a block, or on a small estate, where all the other residents are older people (usually over 55). With a few exceptions, all developments (or 'schemes') provide independent, self-contained homes with their own front doors. There are many different types of scheme, both to rent and to buy. They usually contain between 15 and 40 properties, and range in size from studio flats (or 'bedsits') through to 2 and 3 bed roomed. Properties in most schemes are designed to make life a little easier for older people - with features like raised electric sockets, lowered worktops, walk-in showers, and so on. Some will usually be designed

⁵³ See <http://www.housingcare.org/jargon-sheltered-housing.aspx>

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 BANP period. SHLAAs are sometimes also called LAAs (Land Availability Assessments) or HELAAs (Housing and Economic Land Availability Assessments) so as to integrate the need to balance assessed housing and economic needs as described below.

Strategic Housing Market Assessment (NPPF Definition)

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

Specialist Housing for Older People

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

Social Rented Housing

Social rented housing is owned by local authorities and private registered providers (as defined in Section 80 of the Housing and Regeneration Act 2008.). Guideline target rents for this tenure are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with Homes England.⁵⁴

⁵⁴ See

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

