

Housing Target for Effingham

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1. Introduction

A Housing Requirement Survey [HRS] was carried out across Effingham civil parish in October - November 2013, with a response rate of 60%. The survey asked about the estimated requirements for housing from current residents over the next 15 years, as well as other questions about local services and facilities. The analysis of the responses to this survey provides a Locally Assessed Housing Need figure of 52 homes.

Guildford Borough's 'Objectively Assessed Housing Need' for the whole borough provides an alternative higher figure for Effingham's Housing Needs Assessment. However Green Belt constraints mean this figure would be hard to achieve in practice.

The Housing Target for Effingham's Neighbourhood Plan is therefore set as a minimum of 52 homes to be provided over 15 years, with windfall sites expected to provide additional homes.

2. Housing Needs Assessment for Effingham

Locally Assessed Housing Need

The Housing Requirements Survey (HRS) carried out in October-November 2013 provides a local assessment of housing need within the parish (see Appendix). This indicates that there is already a sufficient stock of larger market homes, but there is a need for market housing of a size to meet the requirements of prospective households wishing to purchase, particularly two bedroom homes for young families and for older couples to down-size.

Detailed analysis of the responses to the Housing Requirement Survey (Table 1 below, taken from section A6 of the Appendix) indicated that 42 extra market homes were needed to meet the requirement for one and two bedroom homes from prospective households in the parish, and many of these prospective households would also consider 'affordable' housing for shared ownership or rent. Government policy may change to include 'Starter Homes' for purchase as part of the 'affordable' housing obligation, and it seems likely that some of those households would be able to purchase under this scheme.

Ten prospective households indicated they required 'affordable' homes as defined at the time of the survey rather than market homes, i.e. they needed social housing or housing association properties for rent or shared ownership. These included 7 one and two bedroom homes, and 3 three or four bedroom homes.

The HRS therefore indicates that a minimum of 52 homes would meet the requirements of prospective households within the civil parish of Effingham.

	1-bed	2-bed	3 or 4 bed	TOTAL
Owner-occupied	11 (26%)	31 (74%)	–	42
Affordable	5 (50%)	2 (20%)	3 (30%)	10
	16	33	3	52
	31%	63%	6%	

Table 1: Summary of housing need from analysis of Housing Requirements Survey

Guildford Borough context

A further Housing Needs Assessment for Effingham was carried out using the process recommended in the Planning Advisory Service Advice Note 'Housing Needs Assessment for Neighbourhood Plans', issued on 30 July 2015. The starting point was the 'West Surrey Strategic Housing Market Assessment' (SHMA) carried out for Guildford, Waverley and Woking Borough Councils by GL Hearn Ltd, published in September 2015.

The SHMA concluded there is a need for 693 homes per annum in Guildford Borough over the 2013-33 period, a total of 13,860 new homes in total. Over the fifteen year period of the Neighbourhood Plan (2016-30), the housing total for Guildford Borough would be 75% of the total, i.e. 10,395, plus the backlog required for the three years 2013-2016, giving a total of 11,681 new homes needed in the borough over the period of the Neighbourhood Plan. The Guildford Borough SHMA figure includes 25 homes/year to accommodate the impact of an increasing number of students, mainly at the University of Surrey. Effingham parish is not a location of choice for students so this figure was discounted, reducing the total relevant to Effingham to 11,411.

The number of households in Guildford Borough in 2011 census is 53,973, compared with 1,054 in Effingham, ie Effingham parish has 1.95% of the households in the borough. If Effingham was expected to take a housing number proportionate to its current size, the housing target for the parish would be 1.95% of 11,411, i.e. 222 new homes over the 15 year period of the Neighbourhood Plan.

However Green Belt constraints make it impossible for this number of new homes to be provided within Effingham, as discussed in the next section. The Neighbourhood Plan therefore sets the housing target to be the Locally Assessed Housing Need as a minimum, with further homes likely to be provided on windfall sites.

3. Constraints on the Housing Number

Effingham lies within a Green Belt area of high sensitivity (Guildford Green Belt and Countryside Study [GBCS]) which is a very significant constraint on possible sites for residential development. Under the 2003 Guildford Local Plan, the village settlement area is 'washed over' by the Green Belt. Under the 2016 Emerging Local Plan, the village is proposed to be inset from the Green Belt with an enlarged boundary, and the parish outside the inset settlement areas of Effingham and East Horsley remains Green Belt.

A review of 20 potential sites for residential development was undertaken as described in document E 2, 'Selection of Allocated Sites for Housing', using criteria including compliance with Green Belt policies in paragraphs 80 and 89 of the NPPF. Five sites were identified which could be allocated for residential development using these criteria: Church Street Field (policy SA1), 'The Barn' (policy SA2), previously developed land at Effingham Lodge Farm (policy SA3), Orchard Walls (policy SA4) and 'The Yard'.

'The Yard' lies within the 2003 Local Plan Settlement Area and was given planning permission in 2016; construction of five homes on this site started in early 2017. Orchard Walls (SA4) also lies within the 2003 Local Plan Settlement boundary and the 2016 Emerging Local Plan Inset boundary. The other three sites (SA1, SA2 and SA3) lie outside the 2003 Local Plan settlement boundary, but can be regarded as appropriate development in the green belt under paragraph 89 of the NPPF. Two of these sites (SA1 and SA2) are within the 2016 Emerging Local Plan Inset boundary and can also be regarded as limited infill in the perceived built-up settlement. The remaining site (SA3) contains previously-developed land. SA1, SA2 and SA3 are therefore compliant with NPPF paragraph 89.

After consideration of an appropriate density of dwellings, to be consistent with the character of the surrounding area, the four sites are allocated in policies SA1, SA2, SA3 and SA4 for development of up to 47 new homes in total. 'The Yard' will provide a further five homes.

Any further allocation of sites for housing in the Neighbourhood Plan, out of the sites known to be available in 2016, would require the development of land which serves the purposes of Green Belt as set out in NPPF paragraph 80, and where development would clearly be inappropriate in the Green Belt as set out in NPPF paragraph 89. This Green Belt constraint limits the number of homes the Neighbourhood Plan can explicitly provide, but further sites are likely to come forward over the period of the Plan and will help towards meeting the borough's overall need.

4. Housing target for Effingham (Policy ENP-H1)

The minimum level of housing need in Effingham, as set out in the Appendix, is 52 new dwellings over the Neighbourhood Plan period. As set out in policy ENP-H1, this target is expected to be met and exceeded from a combination of sites allocated for residential development, sites with extant planning permission which are already committed for housing, and windfall sites.

Local housing need identified via the HRS is mainly for smaller two bedroom and one bedroom homes. Based on the housing mix set out in policy ENP-H2, which allows for some three bedroom market homes to support financial viability, it is anticipated that the number of new homes likely to be delivered over the Neighbourhood Plan period will provide a sufficient number of those smaller homes to meet that local need. The Neighbourhood Plan supports provision of homes suitable for elderly and disabled people with improved access and ground level accommodation. The number of 'affordable' homes delivered will depend on the requirements for affordable homes set out in the 2003 Guildford Local Plan or its replacement.

The 2016 Land Availability Assessment [LAA] identifies sites within the Effingham inset boundary proposed by the 2016 Guildford Emerging Local Plan which are realistic candidates for development for a total of 43 new dwellings. This Neighbourhood Plan sets a minimum housing target for Effingham which will deliver the number and type of housing to meet the requirements of the Effingham community and will also provide more new homes than are assumed by the 2016 Emerging Local Plan.

During the Neighbourhood Plan period, it is anticipated that the housing target of policy H1 will be met and probably exceeded from three sources as set out in detail below:

- Allocated Sites: new homes on the sites allocated in policies ENP-SA1, ENP-SA2, ENP-SA3 and ENP-SA4 (up to 47 new homes)
- Commitments: new homes on the sites with an existing planning permission already committed for housing (16 new homes)
- Windfall sites: new homes on unallocated 'windfall' sites assessed to be potentially suitable for residential development using Policy ENP-G5

With 47 new homes anticipated from allocated sites, 16 new homes due to be delivered from committed sites, and extra homes likely from 'windfall sites, the target of a minimum 52 new homes is therefore expected to be achievable, even if the allocated sites do not deliver all the homes expected on those sites.

The housing proposed makes a reasonable contribution to Guildford Borough's overall housing need whilst protecting land which clearly serves the purposes of Green Belt.

5. Housing mix (Policy ENP-H2)

The housing mix

NPPF paragraph 50 requires local planning authorities *‘to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities.’* They should *‘identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand.’*

The Neighbourhood Plan aims to deliver sustainable development by providing smaller homes to create a more balanced community. By delivering a high proportion of one-bedroom and two-bedroom homes in all new developments, policy ENP-H2 provides a wider choice of homes and widens opportunities for home-ownership, in accordance with NPPF paragraph 50.

With a housing target of 52 as recommended in Section 4, provision of 20% one-bedroom homes and 60% two-bedroom homes would deliver approximately the number of smaller market homes required to meet the Locally Assessed Need, as shown in Table 1.

It is recommended that the requirements are relaxed for smaller developments of fewer than 10 units in recognition that one-bedroom dwellings are unlikely to be feasible on a small site and may be out-of character with the area on any smaller windfall sites which may come forward.

Consequences of the housing mix

The HRS indicated the need for a minimum of 49 new one or two bedroom homes, i.e. 94% of the target of 52. It is unlikely that such a housing mix would be financially viable or socially desirable, and therefore this policy allows for 20% of market homes to be three-bedroom. Since the minimum target is expected to be exceeded, it is anticipated that at least 49 one and two bedroom homes will be delivered. Committed sites will deliver 11 one and two bedroom homes, and 80% of the 47 houses on the allocated sites, as required by policy ENP-H2, would deliver up to 38 more smaller homes, making 49 in total. Windfall sites would deliver further smaller homes in accordance with H2, so that the overall target for smaller homes is expected to be achievable.

This calculation does not take account of the proportion of ‘affordable’ homes required by the GBC Local Plan (35% for the 2003 Local Plan and 40% in the 2016 Emerging Local Plan). However two factors make the effect of this uncertain:

- many of the prospective households responding to the HRS required either market homes or ‘affordable’ homes
- the likely inclusion of ‘starter homes’ in the government definition of ‘affordable’ homes blurs the distinction between the two types of housing

Comparison with Guildford Borough

For market housing, the West Surrey Strategic Housing Market Assessment (SHMA) of September 2015 indicates a need in Guildford borough for 10% one-bedroom homes, 30% two-bedroom homes, 40% three-bedroom homes and 20% four+ bedroom homes. However the SHMA report states (paragraph 10.45): *‘There is also a geographical dimension and the specific mix of housing needed at a local level will be influenced in part by gaps in the existing housing offer locally (such as differences between the urban and rural areas)’*, so recognising that the specific mix of housing at a local level should take account of the gap in the existing housing offer locally.

The ‘gap in the existing housing offer locally’ in the Effingham Neighbourhood Area can be demonstrated by considering the 2011 census information, analysis of Land Registry and Planning Application data, and information from the 2013 Effingham Housing Requirements Survey :

- i. The 2011 census shows that there is a shortfall in the provision of one-bedroom and two-bedroom homes in Effingham parish compared with both the urban area of Guildford and the borough as a whole, and a surplus of larger homes with three or more bedrooms:

No of bedrooms per home	Percentage of dwellings in Effingham Parish	Percentage of dwellings in Guildford town	Percentage of dwellings in Guildford borough
One bedroom	4%	15.7%	11.6%
Two bedrooms	17.6%	24.0%	24.2%
Three or more bedrooms	78.4%	60.3%	64.2%

Table 2: 2011 census information

- ii. Analysis of Land Registry and Planning Application data over the last five years demonstrates that about a third of two-bedroom homes sold in that period have already received planning permission to extend, reducing the number of two-bedroom homes available from existing housing stock even further. The current existing stock of one-bedroom market homes is negligible.
- iii. Responses to the 2013 Housing Requirements Survey indicate there is a significant short fall in the number of one-bedroom and two-bedroom homes likely to become available in the village compared with the locally assessed need for such homes (see Appendix).

Given the demographics of Effingham (26.6% of households consist of people over 65 only, compared with 17.8% in Guildford town), it is considered that two-bedroom homes for downsizing are a more urgent need than one-bedroom homes, and the results of the HRS reflect this priority. The continuing loss of two-bedroom homes from planning permissions to extend reinforces this approach.

For affordable homes, the Housing Requirements Survey indicated a need for 30% three bedroom affordable homes for families with two children. This is consistent with the figure for Guildford Borough in the 'West Surrey Housing Market Assessment', which for affordable homes suggests a need for 25% three-bedroom homes and 5% four-bedroom homes. The requirement for four-bedroom affordable home in Effingham Parish is negligible.

Flats

The HRS indicates a limited requirement for flats within Effingham, with many preferring small houses or bungalows. One-bedroom houses or bungalows are likely to be difficult to achieve in practice. However for two-bedroom properties, capping the percentage of flats at 40% is likely to ensure sufficient houses and bungalows are provided.

APPENDIX

Locally Assessed Housing Need in Effingham

A1. Overview of housing requirements

The Housing Requirement Survey [HRS] was carried out across Effingham civil parish in December 2013, with a response rate of 60%. Part 3 of the HRS asked detailed questions about prospective households from among the current residents of Effingham during the next 15 years. Question H5 asked where prospective households wished to move to, and allowed multiple choices from amongst Effingham, Bookham, Horsley, another area within Guildford Borough, another area within Mole Valley District, or outside of both Guildford Borough and Mole Valley District.

The HRS Summary of responses suggested the maximum number of extra homes that might be needed in Effingham is 156 [HRS 5.1 p42], assuming sufficient homes should be provided for every prospective household that had included Effingham as one of their choices of where they wanted to move to. This figure allowed for the number of houses vacated during the period, and was then proportioned up to give the estimated requirement figure if 100% of households had responded to the survey. Of these, 25% should be 1-bedroom, 52% 2-bedroom, 17% 3-bedroom and 6% 4-bedroom.

Using 156 for Effingham's housing target would give everyone who might want to stay in Effingham the opportunity to do so. However this figure is likely to be a significant over-provision since very many of those households who included Effingham as one of their chosen locations are likely to choose to move elsewhere. A more accurate estimate is given by looking at just those prospective households who indicated in H5 that they definitely wanted to live in one of our local villages including Effingham.

Examination of the individual responses to the HRS shows 112 such households:

Prospective households wanting Effingham only	55
Prospective households wanting Effingham or Bookham	32
Prospective households wanting Effingham or Horsley	6
Prospective households wanting Effingham or Bookham or Horsley	19

If we then assume anyone naming two villages is 50% likely to stay in Effingham, and those naming three are 33% likely to stay in Effingham, the housing requirement is for $55 + 32/2 + 6/2 + 19/3 = 80$ homes. Examination of the individual responses of these households to question H6 about how many bedrooms they require gives the result shows that 21 % require one-bedroom, 53 % require two bedrooms, 19% require three bedrooms and 7% require four bedrooms. Comparison with the number of bedrooms in existing homes likely to be vacated in the next 15 years shows a shortfall in one and two bedroom properties:

Size of home	Number of such homes needed by prospective households	Number of such homes expected to be vacated	Shortfall
1 bedroom	17	4	13
2 bedrooms	42	16	26
3 bedrooms	15	34	-19
4 bedrooms	6	44	-38
TOTAL	80	98	18

Hence although there are sufficient homes to cater for this need, there is a shortfall of 13 one-bedroom properties and 26 two-bedroom properties, ie 39 homes altogether. This figure ignores required tenure, which will be considered in more detail below.

A2. Market Housing Requirement

Of the 112 prospective households wanting to stay in a local village including Effingham, 98 (87.5%) included 'Buy on the open market (owner-occupied)' among the tenures they would seek. Detailed analysis of the HRS responses showed that 45% were likely to move within five years, and 57% sought 2-bedroom properties:

	1-bed	2-bed	3-bed	4-bed	TOTAL
One year	0	5	2	1	8
1 to 5 years	8	21	4	4	37
6 to 10 years	3	16	1	1	21
11 to 15 years	4	14	8	3	29
No time given	1		2		3
TOTAL	16	56	17	9	98
	16%	57%	17%	9%	

The numbers of owner-occupied homes in Effingham expected to be vacated over the next 15 years are as follows:

	1-bed	2-bed	3-bed	4-bed or over	TOTAL
Over 15 years	1	8	33	65	107
Shortfall/surplus	-15	-48	+16	+56	

This would suggest a requirement for 63 new homes. However a more accurate picture is given by taking account of those likely to buy in either Bookham or Horsley rather than Effingham, using the adjustment made in Section 1 that households naming two villages are 50% likely to stay in Effingham, and those naming three are 33% likely to stay in Effingham

The number of prospective households definitely wanting to buy homes for owner-occupation in Effingham:

	1-bed	2-bed	3-bed	4-bed	TOTAL
Over 15 years	8	25	7	6	46

The number of prospective households wanting to buy homes for owner-occupation in Effingham or Bookham, or Effingham or Horsley

	1-bed	2-bed	3-bed	4-bed	TOTAL
Over 15 years	3	22	6	2	33
50% in Effingham	2	11	3	1	17

The number of prospective households wanting to buy homes for owner-occupation in Effingham or Bookham or Horsley

	1-bed	2-bed	3-bed	4-bed	TOTAL
Over 15 years	5	7	4	1	17
33% in Effingham	2	3	2	1	8

Hence the required number of owner-occupied homes to buy over 15 years is:

1-bed	$8 + 2 + 2 =$	12
2-bed	$25 + 11 + 3 =$	39
3-bed	$7 + 3 + 2 =$	12
4-bed	$6 + 1 + 1 =$	8
TOTAL		71

Subtracting the number of owner-occupied homes expected to be vacated over 15 years gives the requirement for additional market homes available to buy for owner-occupation:

	1-bed	2-bed	3-bed	4-bed or over	TOTAL
Owner-occupied homes vacated	1	8	33	65	107
Owner-occupied homes required	12	39	12	8	71
Shortfall/surplus	-11	-31	+21	+57	

Hence although there are sufficient owner-occupied homes to cater for this requirement to buy on the open market ignoring home sizes, there is a shortfall of 11 one-bedroom properties and 31 two-bedroom properties, i.e. 42 market homes altogether.

A3. Affordable Homes Requirement

An 'affordable' home is defined as either a home in shared ownership with a Housing Association (ie part-owned part-rented) or a home rented from a Housing Association or Guildford Borough Council.

Of the 112 prospective households wanting to stay in a local village including Effingham, 37 (33%) included 'Shared ownership via a Housing Association' and/or 'Rented from Council or Housing Association' among the tenures they would seek. 27 (24%) of them also included 'Buy on the open market', so there is a significant overlap between the two groups. These figures should be treated with caution since most did not provide income details to indicate whether or not they would be eligible for 'affordable' housing.

Detailed analysis of the HRS responses showed that 70% were likely to move within five years:

	1-bed	2-bed	3-bed	4-bed	TOTAL
One year	0	3	2	0	5
1 to 5 years	8	10	3	0	21
6 to 10 years	4	4	0	0	8
11 to 15 years	0	3	0	0	3
TOTAL	12	20	5	0	37
	32%	54%	14%		

Affordable homes vacated in Effingham over next 15 years:

	1-bed	2-bed	3-bed	4-bed	TOTAL
Over 15 years	2	2	1	0	5
Shortfall/surplus	-10	-18	-4	0	

People over 55 wanting affordable rent would have access to Effingham Housing Association's properties. Just one couple over 55 indicated an interest in affordable rent.

Affordable housing can normally only be offered within Guildford Borough, so it is not considered appropriate to adjust these figures to allow for some moving to Bookham. Similarly the provision of affordable homes in Horsley is very limited. Therefore the maximum requirement for affordable homes in Effingham is 32, including 10 1-bedroom, 18 2-bedroom and 4 three bedroom. However some of these households may buy market housing.

Ten prospective households required affordable housing but definitely not market housing:

	1-bed	2-bed	3-bed	4-bed	TOTAL
Over 15 years	5	2	3	0	10

A4. Specialist housing

Question H7 about the type of housing prospective households would prefer included two options for adapted homes (designed or adapted for elderly or disabled people or for wheelchair use) and two options for sheltered housing (with a warden on call or providing extra care).

Six prospective households included adapted homes among their choices, four sheltered housing, and 7 included both. All 17 wanted to buy owner-occupied homes.

Six prospective households wanted adapted or sheltered housing in Effingham, 8 wanted either Effingham or another local village, and 3 wanted any of the three local villages. This suggests a need within Effingham for approximated 11 adapted units (6 + 4 + 1) for disabled or elderly people, if possible with a warden on call.

A5. Home type required

Question H7 of the HRS asked prospective households what type of property they would prefer, and allowed multiple preferences. Of the 112 prospective households wanting to stay in a local village including Effingham, 66 (59%) included 'house' among their preferred type of house, 44 (39%) included 'flat' and 48 (43%) included 'bungalow'. Looking just at the one-bedroom and two-bedroom properties where there is a shortfall, the preferences for type were:

	One-bedroom	Two-bedroom
Total Households	22	58
House	11 (65%)	31 (53%)
Flat	17 (77%)	22 (38%)
Bungalow	11 (65%)	26 (45%)
Total preferences	39	79

These figures suggest some one-bedroom properties should be houses or bungalows, but this is likely to be difficult to achieve in practice. For two-bedroom properties, capping the percentage of flats at 40% is likely to ensure sufficient houses and bungalows are provided.

A6. Conclusion

Section 2 showed that approximately 42 new homes are needed to meet the maximum requirement for one-bedroom (11) and two bedroom (31) owner-occupied market homes.

In addition, Section 3 showed that approximately ten households require affordable housing rather than owner-occupied housing.

	1-bed	2-bed	3 or 4 bed	TOTAL
Owner-occupied	11	31	-	42
Affordable	5	2	3	10
	16	33	3	52
	31%	63%	6%	

Hence the locally assessed housing need for Effingham parish is a total of 52 homes over the fifteen year period of the Neighbourhood Plan, including 16 one-bedroom homes, 33 two bedroom homes and 3 three-bedroom ‘affordable’ homes.

Included within that figure should be at least 11 homes adapted for elderly or disabled people or wheelchair users, preferably with a warden on call. It is recommended that where possible homes should be built according to the ‘lifetime homes’ standard so as to be accessible and easily adaptable for disabled people when necessary.

It is recommended that a policy ensuring that smaller homes are a suitable mix of flats and houses or bungalows in accordance with section A5 is included in the draft Neighbourhood Plan.