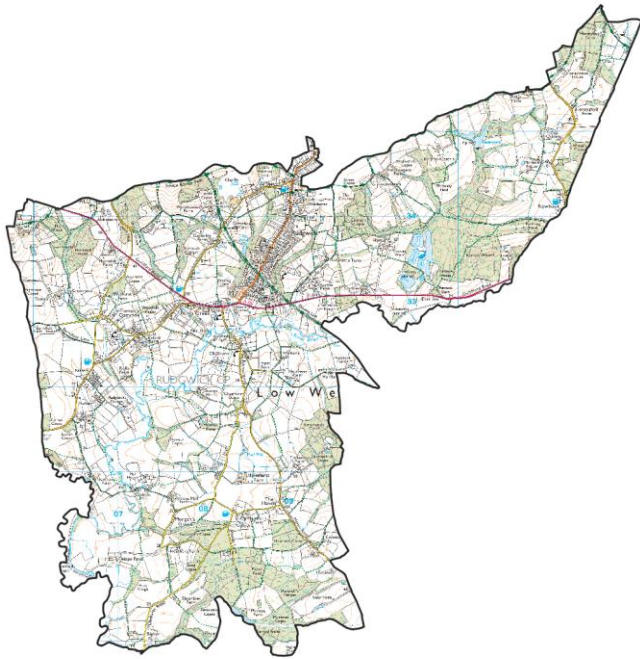




HOUSING MATTERS

ABSTRACT

This document considers Rudgwick's housing stock, whether it is suitable for our community and how the neighbourhood plan could seek to rectify any issues identified.

Prepared by the Rudgwick Neighbourhood Plan Steering Group

Executive Summary

This report considers a range of matters relating to the provision of new housing with the Rudgwick Neighbourhood Plan area. Most notably it considers whether houses being provided are the correct size, how our housing can be fit for older people and the density of local housing.

The report draws on a number of sources including evidence prepared by Horsham District Council, the 2001 and 2011 census and other work either commissioned by the Steering Group or other organisations and in the public domain.

This report makes a number of recommendations to the Steering Group with regard to policies that can be justified and could therefore be incorporated in the Rudgwick Neighbourhood Plan. These recommendations can be summarised as follows:

- A appropriate mix for market housing to better balance the Rudgwick housing stock, especially for new home purchasers and elderly downsizers.
- Support for bungalows
- Support for open market sheltered housing to supplement the Hawkrigde Affordable tenure offering.
- Safeguard the minimum Affordable Home Ownership Housing provision on eligible sites to tackle the known shortage.
- Protect the rural nature of the parish/village by respecting the existing development densities which generally do not exceed 20DpH

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1. INTRODUCTION

- 1.1 This report has been prepared to document the investigations undertaken by the Rudgwick Neighbourhood Plan Steering Group with regard to housing and has been used to inform the housing related policies included in the proposed Rudgwick Neighbourhood Plan.
- 1.2 In Summer 2017 the Steering Group commissioned a Housing Needs Assessment (HNA) (**Annex A**). This was undertaken by the South Downs National Park Specialist Advisory Service (a consultancy service offered by the National Park Authority) and, under guidance issued by Horsham District Council, utilised the 'standard' AECOM methodology and toolkit. A primary aim of this assessment was to determine the appropriate number of homes that should be allocated in the parish by the neighbourhood plan for it to be in general conformity with the Development Plan for the area. That being the Horsham District Planning Framework (HDPF) which requires a minimum of 1,500 homes (to 2031) to be allocated in neighbourhood plans in accordance with their settlement hierarchy. This report outlines in Section 2 how the plan has addressed this matter.
- 1.3 Importantly however, the scope of the HNA was significantly wider than just housing requirement and data within it (spreadsheet at **Annex B**) covered an extensive range of metrics, particularly from the 2001 and 2011 census data. This data, supplemented with recent metrics, has been used by the Steering Group to inform the plan's housing related policies and this report sets out the analysis undertaken and the recommendations made to the Steering Group in this regard.

Update on the 'housing requirement'

- 1.4 In Spring 2019 work was undertaken by the Steering Group to review the HNA & update it following two significant housing developments within the plan area, these were:
- Rudgwick Metals (DC/16/2917) - development of 55 homes (the largest development in the village for 50 years).
 - Summerfold (DC/15/0679) – development of 25 new homes.
- 1.5 Following this update it was established that a minimum figure of 50 homes in the parish, fully aligned with the HDPF, giving a range of 50-60 when considering projections from other data sources. This supplementary analysis and report is included at **Annex C**. The evidence for these updated figures was accepted by HDC as was the fact that 19 of the housing units at the extant Rudgwick Metals development could also count towards this requirement. So, the revised housing requirement was 31 - 41 new homes in the plan area over the plan period.
- 1.6 A call for sites exercise was subsequently undertaken by the Steering Group in early 2019 to try and identify suitable land to meet this requirement.
- 1.7 However, alongside the preparation of the Neighbourhood Plan, Horsham District Council had separately begun a review of the HDPF and the implications of the new Local Plan (& timescales) were becoming known. It was now clear that HDC would in their new Local Plan provide a housing requirement figure for the plan area, would be carrying out detailed assessments of all sites on their SHELAA and, very importantly, were 'offering' the opportunity for neighbourhoods to 'allow' HDC to determine & allocate suitable development sites to meet their housing requirement as part of the Local Plan review, rather than as part of a Neighbourhood Plan.
- 1.8 In collaboration with the Rudgwick Parish Council, the Neighbourhood Plan Steering Group decided to take up this 'offer of delegation' to HDC. The correct quantum of housing and consideration of sites would now be considered and allocated by HDC through the new Local Plan and the RNP would be progressed excluding these matters.

2. HOUSING MIX

- 2.1 The HNA made three key recommendations relevant to the type of houses that should be provided in the parish in the coming years, these are
- a) There is evidence to support the provision of a range of dwellings, including a significant proportion of smaller properties. A proportion of the new homes should be bungalows.
 - b) There is evidence in support of providing homes for the recently retired and/or over 55s to downsize into locally. These should generally be smaller properties although there is demand for 3 bedroom properties.
 - c) A minimum of 35% Affordable Housing should be secured from new development.
- 2.2 These recommendations came with extensive clear supporting evidence. But it also notes at paragraph 87 that some analysis of recent developments should be undertaken to understand both what has already been provided (since 2015), and what remains to be over the rest of the plan period.

Analysis of Market Housing

- 2.3 Since 2011, there have been 100 net new dwellings either built or are under construction in the Parish, a further 10 have planning permission but development has not yet commenced. Of those 100, 29 fall into the affordable tenure meaning 71 market dwellings have been provided. The sizes of these 71 units are as follows:

Description	Plan Ref	1 bed	2 bed	3 bed	4+ bed
Summerfold	DC/16/1630	0	5	6	4
Rudgwick Metals (2 x 3-bed demolished)	DC/16/2917	0	4	20	10
Fordcombe Cox Green (1 demolished)	DC/16/2925	0	0	-1	2
Hermongers Deer Farm	DC/17/2354	0	0	0	2
Jasmine House Cox Green	DC/18/0316	0	0	0	1
Farn Brakes Church St Bungalows	DC/15/1066	0	0	0	2
Farn Brakes Semis (1 demolished)	DC/16/2668	0	0	-1	2
Forge Cottage Haven Road	DC/15/2066	0	0	0	1
Hermongers Farm	DC/18/0327	0	0	0	1
Weyhurst Farm Guildford Road	DC/17/2561	0	0	0	1
Smithers Farm	DC/17/2360	0	1	0	0
Canfields Farm Barn Conversion	DC/15/2524	0	2	0	0
Various post 2011 & pre 2016	Various	2	3	4	0
Total Market		2	15	28	26

Table 1 – New market housing in the plan area 2011 - 04/2020

- 2.4 The HDPF confirms that the housing mix provided should be in accordance with the latest evidence which until very recently has been the Chilmark (Nov 2016) Market Housing Mix Report. In paragraphs 5.21 and 5.22 of this report it is stated *“Much of the largest housing stock in the District is provided in the smaller settlements and in rural areas”* and *“There is need to ensure that market housing choice is supported and refined across the District. This includes encouraging some smaller sized stock to balance the market mix in more rural areas and smaller settlements (to support issues of rural affordability and rural economy)”*. The recommended mix from this report confirmed that 5% should 4-bed, 35% 3-bed, 60% 1or2-bed. As demonstrated by Table 2 below it is clear that in the 71 market units provided there has been a considerable oversupply of larger housing and undersupply of smaller housing over the plan period to date.

Target Housing Mix (as per HDPF)			Actual Housing Mix delivered to date	
	%	No.	%	No.
1 or 2 bed	60	43	23.9	17
3 bed	35	25	39.4	28
4+ bed	5	3	36.6	26
Total:	100	71	100	71

Table 2 – Comparison of size of target and actual market housing in the plan area 2011 - 04/2020

- 2.5 As set out at paragraph 1.5, if new homes were to be provided in accordance with our fair share of the 1500 set out in the HDPF to be provided through neighbourhood plans, sites for an additional 31-41 residential units (Market and Affordable) would be provided in the plan area. The Steering Group have considered whether a policy should be introduced to correct the current conflict between the size of new market housing delivered across the plan area and HDPF strategic policy. Doing so would be in conformity with the HDPF.
- 2.6 If we were to assume that a further 56 units (41 mentioned above plus some windfall (5) & completion of outstanding permissions (10)) were to come forward over the remainder of the plan period, of which say 42 (75% of total) were market homes (i.e. 14 being Affordable as an HDPF policy compliant 35% of the 41 yet to be allocated), the housing mix would need to be as follows to bring the resultant market housing mix in line with that required over the plan period.

	Actual Housing Mix to date		Required Housing Mix over remaining plan period		Resulting Housing Mix over HDPF plan period	
	%	No.	%	No.	%	No.
1 or 2 bed	23.9	17	71.5	51	60	68
3 bed	39.4	28	16.3	11	35	39
4+ bed	36.6	26	-28.7	-20	5	6
Total:	100	71	100	42	100	113

Table 3 – Required market housing in the plan area 04/2020 - 2031 to achieve HDPF requirement.

- 2.7 The figures in Table 3 show that it is simply not feasible to adjust the mix profile of the remaining market housing anticipated to 2031, to achieve the market housing mix proposed in the Local Plan and evidenced by the Chilmark Report as it would require the removal of houses which have 4+ bedrooms.
- 2.8 The Steering Group have therefore carefully considered what mix could reasonably be applied to meet the specific needs of Rudgwick. And commentary on each size of dwelling is set out below:
- 4+ Bed properties: It was felt that whilst there had clearly been significant & unjustified by evidence over-provision, it would not be appropriate to bar such future provision because a small demand for 4+ bed properties would always exist. Also, this could potentially create viability issues as these larger properties attract higher values and so this could also affect the provision of Affordable Housing to policy requirement on major sites. But it was also recognised that any such major sites in Rudgwick would inevitably be allocated on greenfield sites i.e. farmland or grassland. Since the NPPF requires the benchmark land value to be based on 'existing use value +', viability has less of an

impact than for brownfield sites (Rudgwick has only one such brownfield site registered – The Fox, a ‘thriving’ pub & restaurant). It was also accepted that if necessary, higher densities than would normally be acceptable could flow from compliance with such a housing mix policy. Hence, the Steering Group concluded that now setting the limit for remaining provision at 10%, was justified & appropriate for Rudgwick, reflecting both the Chilmark report’s 5% (15% for Horsham Town) and the need to be realistic with regards to sites still yet to come forward.

3 Bed properties: It was noted that the actual provision of these was running at 39.4% compared to a local plan ‘target’ of 35%. But, to bring the provision in line, would require a significant reduction in housing mix moving forward to 16.3%. The Steering Group noted that the HNA report for Rudgwick had, in its recommendations, reported a specific local demand for 3 bedroom properties saying that even older downsizers are still looking for 3-bed properties (see para 79). It was also noted that HNA para 61 Table 8 showed that Rudgwick’s overall stock of 3 Bed homes was 39%, more-or-less in line with Horsham and England (unlike the major discrepancies at 1or2 Bed and 4 Bed identified in that same report). The Steering Group concluded that it did not wish to constrain future provision of 3-bed properties and preferred to broadly maintain the current provision by setting a policy requirement of 40%.

1 or 2 Bed properties: The consequence of the above would conclude a policy requirement of 50% for 1 or 2 bed properties. It was felt that this was appropriate as despite the Chilmark Report 60% being higher, the HNA para 86 Table 17 just noted the high demand for smaller 2 and 3 bed properties. Also, the policy would not require the delivery of any 1-bed properties (HNA para 78 stating ‘there isn’t a demand for apartments as Rudgwick is a rural village’) but this would still be possible if a need were identified for a particular site.

- 2.9 The proposed housing mix set out in the above paragraph is illustrated in Table 4 below. This demonstrates that such a housing mix for the remainder of the plan period would provide a reasonable housing mix over the plan period that is more in line with adopted strategic policy than has been achieved to date.

	Actual Housing Mix to date		Proposed Housing Mix over remaining plan period		Resulting Housing Mix over HDPF plan period	
	%	No.	%	No.	%	No.
1 or 2 bed	23.9	17	50	21	33.6	38
3 bed	39.4	28	40	17	39.8	45
4+ bed	36.6	26	10	4	26.6	30
Total:	100	71	100	42	100	113

Table 4 – Proposed market housing in the plan area 04/2020 - 2031.

- 2.10 It is therefore recommended that in order to correct the mix (size) of new market dwellings over the HDPF plan period and bring provision more in line with district level planning policy whilst beginning to address Rudgwick’s underlying housing stock imbalance, a policy should be introduced requiring market housing to be provided in accordance with the following percentages:

- 1 or 2 bed – 50%
- 3 bed – 40%
- 4+ bed – 10%

- 2.11 The steering group noted the evidence that smaller sites (less than 10 properties) were often being built out with a disproportionate number of larger homes and so wished for the above policy to apply to all sites with market housing. However, this would mean that such sites with fewer than 5 such properties would not have any 4+ bed properties in the calculated mix (i.e. as half a house would be rounded up to one). It was felt that this was too restrictive and so any proposed policy may allow for just one larger home (4+ beds) on these sites (less than 5 market homes) exceptionally and provided this was appropriate for the site. Sites with just

one home could similarly and alternatively allow a 3 bed home. Table 5 models the housing mix proposed for a number of different site sizes.

Total No of Market Houses	10% @ 4+Bed	40% @ 3-Bed	50% @ 1 or 2 Bed
1	0**	0**	1
2	0*	1	1
3	0*	1	2
4	0*	2	2
5	1	2	2
6	1	2	3
7	1	3	3
8	1	3	4
9	1	4	4
10	1	4	5
11	1	4	6
12	1	5	6
13	1	5	7
14	1	6	7
15	2	6	7
16	2	6	8
17	2	7	8
18	2	7	9
19	2	8	9
20	2	8	10
25	3	10	12
30	3	12	15
35	4	14	17
40	4	16	20
45	5	18	22
50	5	20	25
* 1 x 4+ bedroom home may be included in exceptional circumstances (see 2.11).			
** 1 x 4+ bed or 1 x 3 bed home may be included in exceptional circumstances (see 2.11)			

Table 5 – Proposed market housing mix on a range of development size

2.12 It is however noted that the HDPF is currently under review and that a Regulation 18 consultation was concluded at end March 2020 with no definite date yet set for Reg 19 consultation of a draft submission plan. Part of the supporting evidence is a SHMA dated November 2019 by ICENI which in para 13.30 suggests the following market housing mix across the whole of Horsham District (apart from Crawley), with no variance for the rural areas :

- 1 or 2 bed - 35%
- 3 bed – 40%
- 4 + bed – 25%

But goes on to say in para 13.31 “In considering the appropriate mix of housing on individual development sites, the SHMA recommends that its findings should be considered alongside up-to-date local evidence including on the existing mix of housing at a neighbourhood or settlement level, the development pipeline in the area and extent to which this will support a range of sizes of homes, and the location and nature of the development site”.

2.13 The steering group also noted that in Chapter 6 of the HDC draft ‘new’ Local Plan it states: There is a higher

than average proportion of 4-bedroom homes in Horsham District, whereas the significant need for family and single-person homes is better met by less expensive 1-3 bedroom homes. Therefore, more homes of a more modest size are needed in future. The steering group agrees strongly with that view.

- 2.14 The Rudgwick Neighbourhood Plan Steering Group considers that it has fully analysed both the existing stock mix and the development pipeline within its area for the plan period in justifying and formulating its proposed policy. In any event, in Table 4 above it can be seen that the projected resultant market housing mix provided over the plan period aligns extremely well with the ICENI report with regards to such matters, should it ever become an accepted evidence document after being fully tested in local plan hearings.

Analysis of Affordable Housing

- 2.15 Rudgwick has had a significant boost to its market and affordable housing in recent years by two developments, namely the Rudgwick Metals and Summerfold sites. These will (or will once construction has been completed) provide the following new dwellings:

- Summerfold (DC/15/0679): 25 Homes with 40% Affordable (Rented 6, Shared Ownership 4)
- Rudgwick Metals (DC/16/2917): 55 Homes with 35% Affordable (Rented 10, Shared Ownership 9)

- 2.16 By taking the existing numbers of affordable housing and adding those provided by the Rudgwick Metals and Summerfold developments we can establish the current amount of affordable housing in the parish, as no affordable housing was provided by any other sites (see Table 6).

Tenure	2011 Baseline		Summerfold & R'wick Metals		Other Complete or Started		Position in 2020	
	No.	%	No.	%	No.	%	No	%
Affordable Rent	80	7.2	16	20	0	0	96	7.9
Shared Ownership	10	0.9	13	16	0	0	23	1.9
<i>Market</i>	<i>1024</i>	<i>91.9</i>	<i>51</i>	<i>64</i>	<i>20</i>	<i>100</i>	<i>1095</i>	<i>90.2</i>
Totals	1114	100	80	100	20	100	1214	100

Table 6 – Affordable housing in Rudgwick

- 2.17 As demonstrated above, the total number of Affordable Homes in Rudgwick is, or will imminently be, 119 with 96 being Rented & 23 being Shared Ownership (intermediate). The steering group very much values this increase in affordable housing provision
- 2.18 HDPF Policy 16 sets the District's overall policy for new Affordable Housing and notes that ideally 70% of such additional housing should be Social/Affordable Rented and with the remaining 30% as Intermediate/Shared Ownership. This is a ratio of 2.33 to 1.
- 2.19 Rudgwick is not declared a high-priority area for Affordable/Social Rent tenure in the Horsham District Housing Strategy, with Horsham Town and the larger villages/small towns of Broadbridge Heath, Billingshurst, Southwater etc. being preferred, presumably because of their better local services and access to local transport.
- 2.20 However Intermediate Affordable (Shared Ownership) tenures do allow local 'ownership', with an initial reduced equity share in an expensive local market. In a press release of 15th October 2018 Stephen Humphreys, Saxon Weald's Head of Development, said: "There are very few shared ownership properties in Rudgwick" ; whilst Horsham's Head of Housing (Rob Jarvis) noted on 19th September 2019 (with regards to Affordable Rented Homes):

I have had a quick look at the current levels of demand for various property sizes, from 1 to 3 bedroom properties. We split our district into 33 areas that households on the housing register can then select to be considered for when being allocated permanent accommodation. Horsham West is our area of greatest demand. By comparison demand for one beds in Rudgwick is 74% less than the demand for the same size properties in Horsham West. Two bed demand is 81% less and three bed demand is 76% less.

- 2.21 By way of specific example, the 10 Affordable Rented Homes being imminently delivered as part of the Rudgwick Metals scheme, had a local (Rudgwick) priority scheme for allocation. However the Housing Register showed that just 2 families had the appropriate local connection. This demonstrates the local need for Affordable Rent is not strong and Horsham are correct to focus on settlements with better services & connectivity for this tenure. Contrastingly, with the recent addition of tenure types to the 'Affordable Home Ownership' definition (e.g. Discount Market Homes), it is highly likely that Rudgwick would benefit not only from an increased amount of Shared Ownership tenures, but also some of these new ways to affordable home ownership.
- 2.22 At the 2011 Census the overall Shared Ownership household percentage was less than 1% (just 10 properties), whilst the Affordable Rent equivalent was in excess of 7% (80 properties) This 2011 ratio of 8 Affordable Rented tenure to 1 Shared Ownership tenure will, on completion of the Rudgwick Metals site in 2020, have reduced to just over 4 to 1 (96 Rent and 23 Shared Ownership).
- 2.23 It we assume that the 14 Affordable Homes anticipated to be delivered in the remaining plan period would have a tenure split in line with the most recent major development in Rudgwick (Rudgwick Metals) i.e. 50% rented and 50% shared ownership. Table 7 below, shows the anticipated Affordable Housing stock at the end of the plan period, if this were to actually happen.

Tenure	Position in 2020		New affordable housing over remaining plan period		Affordable housing at end of plan period	
	No.	%	No.	%	No	%
Affordable Rent	96	80	7	50	103	77.5
Shared Ownership	23	20	7	50	30	22.5

Table 7 – Projected affordable housing provision

- 2.24 Looking at the wider housing mix (Table 8), this would increase the current percentage of Affordable Rented Homes slightly from 7.9% to 8.1% whilst more significantly increasing the percentage of Affordable Shared Ownership (from 1.9% to 2.4%). However, the fundamental shortage/imbalance of Affordable Shared Ownership tenures remains & in an area where they would be advantageous (see 2.17 above).

Tenure	Position in 2020		New housing over remaining plan period		Housing at end of plan period	
	No.	%	No.	%	No	%
Affordable Rent	96	7.9	7	12.5	103	8.1
Shared Ownership	23	1.9	7	12.5	30	2.4
Market	1095	90.2	42	75	1137	89.5
Totals	1214	100	56	100	1270	100

Table 8 - Projected housing by tenure

- 2.25 Finally, it is useful to summarise the overall change in housing stock, by tenure type, over the whole plan period from 2011 to 2031 based on the assumptions above.
- 156 Additional Homes Overall (1114 to 1270) – 14% increase
 - 20 Additional Shared Ownership Homes (10 to 30) – 200% increase
 - 23 Additional Affordable Rented Homes (80 to 103) – 28.75% increase
 - 113 Additional Market Homes (1024 to 1137) – 11% increase
 - The proportion of Affordable Homes will then have increased from 8.1% to 10.5% of total stock
- 2.26 The ratio of Affordable Rented to Shared Ownership will then be 3.43 to 1.
- 2.27 The steering group recognises that whilst it might potentially wish to prioritise the provision of Affordable Shared Ownership tenures in Rudgwick to further remedy this shortfall/imbalance it must acknowledge the strategic policies in the HDPF (and early stage local plan review policies) on this topic. It is therefore

concluded that, in accordance with NPPF para 64, the neighbourhood plan should simply ensure that a minimum of 10% of all homes built on major sites should always (apart from exception sites) be of Affordable Ownership tenure. This will help ensure the specific needs of Rudgwick are not diminished, whilst remaining fully aligned to the HDPF and without significantly prejudicing the ability to meet the identified affordable housing needs of specific groups locally.

- 2.28 The steering group also supports full on-site provision of Affordable Housing to Local Plan policy compliance levels. Fortunately, the last two major sites to be developed in Rudgwick were of sufficient size (25 homes & 55 homes respectively) to provide a 'critical mass' of Affordable Home provision i.e. it was feasible for a Registered Provider to acquire the properties. However, for any potential smaller sites, say 10 properties, the HDPF currently only requires 20% to be Affordable i.e. just 2. Rather than have a commuted sum secured for off-site provision in lieu, the steering group felt that if such a situation arose, they would prefer to see Affordable Ownership tenures secured on-site, as this would further help address Rudgwick's shortage outlined above. Given the latest & wider NPPF definitions of Affordable Home Ownership tenures (some not requiring a Registered Provider), this should always both be feasible & viable.
- 2.29 In summary, it is recommended that consideration be given to including a policy for major sites into the Neighbourhood Plan to
- 'guarantee' (insofar as is possible) that 10% of all homes would be of Affordable Ownership tenure
 - Insist that Affordable Home provision is always on-site
 - Otherwise ensure that Affordable Home tenure mix meets local need & supply.

3. HOMES FOR OLDER PEOPLE

- 3.1 The need for more bungalows was identified in the HNA and has been further reinforced by the latest evidence presented by HDC i.e. the North West Sussex SHMA from Icení (Nov 2019), which states the following at para 10.53:

Overall, the Councils should consider the potential role of bungalows as part of the future mix of housing. Such housing may be particularly attractive to older owner-occupiers (many of whom are equity-rich) which may assist in encouraging households to downsize.

- 3.2 The redevelopment of 6 Affordable rent tenure bungalows at Pathfield Close, Rudgwick (DC/19/1234) into houses, was strongly resisted by the community, including the Parish Council and Rudgwick Preservation Society. Horsham's Head of Planning expressed empathy with these concerns but, stated that in the absence of an 'in force' planning policy to that effect, little could be done & so the plans were approved with the loss of 6 bungalows. This Neighbourhood Plan provides the opportunity to put forward a policy to both protect existing & encourage future bungalow provision. Of course, such single storey living accommodation is also helpful to those living with certain mobility issues, regardless of age.
- 3.3 Rudgwick has some sheltered accommodation at Hawkridge (22 flats) for the over 55s managed by Mount Green Housing Association. The tenure of these flats is 'social rent' and so there is a strict eligibility check which effectively bars applicants who have the means to financially provide for themselves in the local housing market. In recent times (Mount Green only took over Hawkridge around 2 years ago) this has caused significant concern to those elderly homeowners now seeking some form of sheltered accommodation in the village in which they have often lived for all of their lives. They are ineligible for Hawkridge, due to its tenure, and there is no open market sheltered/retirement accommodation in Rudgwick, either for sale or rent. With statistically significant high proportions of both homeowners and elderly, this is a glaring omission in the local housing provision, which has recently become very evident.
- 3.4 The Steering Group is also acutely aware that this topic has been repeatedly raised by residents over the years in all manner of forums (public meetings, letters to The Rudgwick Magazine, Parish Council Meetings, informal conversations etc.) with significant frustration that nothing ever seems to happen by way of resolution.
- 3.5 It is therefore strongly recommended that the Steering Group now puts forward an appropriate policy to address the aforementioned issues. In particular this policy should protect/encourage bungalows on all developments and also insist that new Major Developments provide a significant number of units as either bungalows or open market sheltered/retirement housing. The steering group felt that a minimum of 15% would be appropriate.
- 3.6 It is also proposed that all future homes built in the Plan Area should follow the appropriate building regulations that make them more versatile and usable through all stages of life. Such a policy would ensure that new homes being built are more accessible and adaptable to help meet people's needs as they change through their lifetime. These homes, whilst being suitable for everyone, will particularly benefit an ageing population, families with children, and anyone that may live with temporary or permanent disabilities or mobility impairments.

4. HOUSING DENSITY

- 4.1 Rudgwick is a rural parish with six settlements (identified in the Parish Design Statement SPD), but just 2 built up area boundaries (BUAB). The main BUAB covers Rudgwick village and part of Cox Green, whilst the other covers Bucks Green. The other settlements have not even been proposed for classification as secondary settlements as part of the Local Plan review.
- 4.2 Development density is typically expressed as DpH i.e. dwellings per hectare and is a useful measure to indicate how cramped a development scheme would be and also a broad-brush indicator of site over-development. The density can be expressed as 'gross' i.e. using the total 'red line' site acreage, but is more accurately expressed as 'net' by only including the developable land in the calculation. For example SuDs & play areas would not be expected to be included in the determining the developable area.
- 4.3 The attached map (Annex 4) shows an assessment of densities in the Rudgwick/Cox Green settlement boundary (aka Built Up Area Boundary – BUAB). Note that this plan does not show the Rudgwick Metals site which is currently being built-out (see 4.7 below).
- 4.4 A number of observations can immediately be made:
- Density only occasionally exceeds 20, and then only marginally
 - Cox Green, to the North, has a low density, overall max of 5 DpH
 - Lynwick Street (East) has an overall max density of 10 DpH
 - Density South of the old railway line, doesn't exceed 15 overall
 - The higher densities are generally closer to the Village Centre (Co-Op) – as expected
 - The overall Rudgwick average is less than 20DpH
- 4.5 The map does not include the BUAB of Bucks Green, but it is self-evidently less than 20DpH.
- 4.6 In summary Rudgwick is an extremely rural parish with limited settlements and having just two (adjacent but separate) BUAB. Within these BUAB housing is of low density maintaining a 'rural' feel even when within a settlement boundary i.e. village residents consider that they live in the 'countryside' and doubtless consider that it contributes to their health and well-being. Such rural townscape and landscape features deserve to be maintained, and a key factor in avoiding overdevelopment and urbanisation is to influence development density. It is therefore recommended that the Rudgwick Neighbourhood Plan should have a policy requiring development density to:
- Respect & be in accordance with the density of neighbouring developed land
 - Follow the settlement pattern i.e. the higher densities are on those sites closer to the Village Centre & thereby local services

whilst accepting that higher densities may be permissible on major sites which comply with the housing mix policy favouring smaller properties. This is not just to assist with viability, but also to recognise that density is more accurately measured as the percentage of the site built out or amount of built volume per hectare as clearly the built area or volume of a 1/2/3 bed property would be less than that of a 4+ bed property.

4.7 Rudgwick Metals Site: This part brownfield site was specifically allocated by Horsham District Council as mixed use, employment units & residential, with a density of 30 DpH. The residential units were originally all proposed for sheltered accommodation, but the delivered development is actually for Market Units & Affordable Units (Rented and Shared Ownership). The Neighbourhood Plan Group regrets this situation which has been permitted without any submitted viability evidence in justification of the higher density & non-compliance with the then extant recommended housing mix. Horsham District Council has also made it clear that this site should not be used as a precedent for any other proposed greenfield developments in Rudgwick.

ANNEX A – HOUSING NEEDS ASSESSMENT (HNA) - JULY 2017

SOUTH DOWNS
NATIONAL PARK

Housing Needs Assessment

Rudgwick Parish Council, Horsham

July 2017

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Glossary of terms

HNA – Housing Needs Assessment

HMA - Housing Market Area

SHMA – Strategic Housing Market Assessment

HDPF - Horsham District Planning Framework 2015

NDP – Neighbourhood Development Plan

NPPF - National Planning Policy Framework

NPPG – National Planning Practice Guidance

SHELAA – Strategic Housing and Economic Land Availability Assessment

Executive Summary

The 2011 Localism Act introduced neighbourhood planning, allowing parish councils to develop and adopt legally binding planning documents, known as Neighbourhood Development Plans (NDP). These provide a framework for making decisions on planning applications within a neighbourhood area. Rudgwick Parish Council have undertaken to prepare a NDP and as they wish to address housing growth, including tenure and type of new housing within their NDP, they require a robust and objective assessment of housing data to underpin the planning policies they would like to adopt.

This Housing Needs Assessment follows established methodology and best practice on assessing housing needs at a neighbourhood level. National guidance advises that assessment of housing needs should be thorough but proportionate and rarely requires the collection of primary data. Rather an assessment can be largely made based on existing data sources. We have gathered data from as wide a range of sources as practicable in order to ensure robustness of conclusions and recommendations arising from the analysis of that data. Our conversation with a local estate agent (Roger Coupe) helped ensure our conclusions were also informed by a qualitative, local perspective.

Our assessment of a wide range of data sources identified five separate dwelling projections for Rudgwick between 2017-2031:

- A figure derived from the Horsham District Planning Framework (HDPF) and Rudgwick's 'fair share' of dwellings to be delivered through neighbourhood plans, which gives a total of 71 dwellings
- The government's 2014-based household projections, extrapolated to Rudgwick and translated from households to dwellings, which gives a total of 244 dwellings. This figure does not take into account the planned significant strategic development in other parts of the District which would have the effect of reducing Rudgwick's proportion of the District's total. This figure should, therefore, be treated with significant caution.
- A projection forward of dwelling completion rates 2001-2011, which gives 109 dwellings
- A projection forward of dwelling completion rates 2011-2016, which gives 28 dwellings
- A projection forward of planning permission rates 2011-2016, which gives 64 dwellings

A midpoint between these projections has then been tested against relevant market signals. The HDPF derived figure has been taken as the most appropriate minimum figure for Rudgwick and a range of **between 71-100 new dwellings** is recommended as an appropriate target for Rudgwick. The recent completion of 25 homes at the Summerfold Development and the granting of planning permission for a further 55 homes at Windacres will make an important contribution towards meeting local housing need.

This Housing Needs Assessment has also considered the tenure and type of housing needed in Rudgwick. The following three recommendations are made in this regard:

- There is evidence to support the provision of a range of dwellings, including a significant proportion of smaller properties. A proportion of the new homes should be bungalows
- A minimum of 35% affordable housing should be secured from new development
- There is evidence in support of providing homes for the recently retired and/or over 55s to downsize into locally. These should generally be smaller properties although there is demand for 3 bedroom properties.

Introduction

Rudgwick Neighbourhood Plan

1. In 2016, Rudgwick Parish Council undertook to prepare a Neighbourhood Development Plan (NDP) for the parish. A NDP provides a practical framework to assess planning applications against within a neighbourhood area. An application was made to Horsham District Council to designate the parish of Rudgwick as a Neighbourhood Area and a decision to designate the area was received in June 2016. The Parish Council are now gathering evidence in support of the policies they wish to develop in the Neighbourhood Plan. Once a draft neighbourhood plan has been prepared, this will need to be formally consulted on before the plan can be submitted to Horsham District Council for independent examination. A community referendum is held at the final stage of a neighbourhood plan before it can be 'made' (adopted).

Neighbourhood area context

2. The Neighbourhood Area follows the same boundary as Rudgwick parish which takes in six adjoining settlements: these are Bucks Green, Cox Green, Rowhook, The Haven, Tismans Common and Rudgwick itself. Rudgwick (including Lynwick Street) is the largest community in the parish. The village is 6 miles west of Horsham mainly on the north side of the A281 road, and west of the A29 at Roman Gate. It is 6 miles from the A24 and 19 miles from the A3 providing road links to Guildford, the M25, London and the south coast.
3. For planning purposes, Rudgwick is integral to the Horsham District Planning Framework (HDPF) which was adopted in November 2015. Rudgwick is categorised as a medium-sized village in the HDPF with a population of 2,722 (2011), of which analysis has shown just under 2000 live in the Rudgwick built-up area¹. It is considered to have a moderate level of services and facilities and community networks, together with some access to public transport. The village provides for some day to day/convenience needs of residents but relies on larger settlements such as Horsham, Guildford and Cranleigh to meet specialist requirements and entertainment.
4. There is a primary school, a pre-school and one independent school (and a Japanese boarding school) in the parish. There are a small supermarket/post office, pharmacy and hairdressers in Church Street. Additionally, there is a medical centre with dentist's surgery. There are pubs in Rudgwick, Tismans Common, Bucks Green, The Haven and Rowhook (five in all). A coffee shop and micro-brewery shop in Lynwick Street are new successful enterprises. A bus service (63) runs through the village once an hour, connecting with Guildford and Horsham, via Slinfold, Broadbridge Heath and Cranleigh. A new express coach service (X1) links Horsham and Guildford via Bucks Green. There is a small local taxi business. The Downs Link long-distance path provides recreational links between the towns and intervening countryside.

¹ 'Rudgwick output area E00161529' (16 contiguous post codes across the parish) is categorised by the Office of National Statistics as being within a village surrounded by inhabited countryside.

5. Geographically, Rudgwick lies too far west in Horsham District to be part of the Gatwick Diamond economic area, and lies outside the South Downs National Park, which abuts the area west of Wisborough Green and at Pulborough. Rudgwick is in the Low Weald, but has contrasting terrain, straddling the Arun valley, and with the high ground of the Rudgwick ridge in the north. Numerous small streams drain to the Arun, in the aforementioned north-south valleys cut into the Weald clay, in which lenses of sandstone create many springs. The once flourishing brickworks in Lynwick Street is now being reclaimed for agriculture and its buildings now house a successful range of small businesses creating employment. Other non-farm local businesses include Rudgwick Metals off Church Street and numerous small traders. Farming is dominated by a large dairy enterprise, R Harrison & Sons, and a contract arable business based in The Haven.

Assessment methodology

6. This Housing Needs Assessment (HNA) has been informed by the toolkit 'Housing Needs Assessment at neighbourhood plan level' written by AECOM. The toolkit is aimed at those preparing neighbourhood plans and the approach given applies the relevant components of the Government's National Planning Practice Guidance (PPG) advice for housing needs assessment at a neighbourhood plan level. Horsham District Council have advised that Rudgwick should follow this guidance in establishing their local housing need.
7. It is important to state from the outset, that establishing future need for housing is not an exact science – as stated by Government PPG. However, the process of HNA gathers a wide range of relevant data, and then makes balanced, reasonable judgements on the basis of that data.
8. Government PPG also states that there is not normally a need to collect new data when undertaking a HNA, for example in the form of a household survey. Rather, the HNA can be carried out by reviewing existing data from a range of sources to determine a notional 'fair share' of housing development that the neighbourhood plan area can contribute within the wider context of its Local Plan housing target.
9. Table 1 sets out the full range of data sources that the toolkit recommends a neighbourhood-level HNA should consider. Details are also given of the relevant data used for this HNA:

Data Source	Recommended or Optional	Use in Rudgwick HNA
Most recent local authority Strategic Housing Market Assessment (SHMA)	Recommended	The SHMA for Horsham was first produced in 2009 and there have been several subsequent updates (2012) and (2014). For the purposes of this report the most recent SHMA update - Northern West Sussex HMA – Affordable Housing Update 2014 has been used. In addition Horsham DC & Crawley Borough Council commissioned an assessment of market housing mix in 2016. Horsham DC also commissioned a Housing Need Assessment for Horsham District in 2015. All three of these documents have been referred to in preparing the Rudgwick HNA.

Adopted local authority Core Strategy / Local Plan	Recommended	On 27 November 2015 Horsham District Council adopted the Horsham District Planning Framework (HDPF).
Emerging local authority Core Strategy / Local Plan	Recommended	Horsham DC is committed to a review of the HDPF within the first three years of adoption. The purposes of the review will take into account any updated housing needs requirements together with a review of the process for housing delivery, including Neighbourhood Development Plans. Horsham DC are currently working on the HDPF review and are due to consult on an Issues and Options for the review in the Autumn.
DCLG Household Projections	Recommended	DCLG Household projections are only available at local authority level, so a pro-rata calculation has been made for Rudgwick based on population share. The most recent household projections (2014 based) were published in July 2016, and extend to 2039.
Dwelling Completion rate 2001 - 2011	Recommended	This comprises the difference in dwellings within Rudgwick between the 2001 and 2011 Census.
Dwelling Completion rate 2011-present	Recommended	This comprises the number of dwellings completed in Rudgwick between the 2011 Census and present. The data has been provided by Horsham DC.
Local housing waiting list	Recommended	This gives an indication of the number of households locally that need affordable housing. However, the waiting list is only a snap shot in time.
Local Enterprise Partnership (LEP) Strategic Economic Plan (SEP)	Recommended	Rudgwick is within the Coast to Capital Local Economic Partnership area. The Coast to Capital Strategic Economic Plan sets out a strategy to maximise investment into the area.
Most recent local authority Employment Land Review (ELR)	Recommended	HDC joint commissioned an ELR with Crawley BC and Mid Sussex DC which was published in two parts in 2009 and 2010. In addition, HDC commissioned supplementary economic evidence in 2015 and published an Economic Growth Assessment. Since then, HDC have undertaken an assessment of commercial sites and premises in the south of the District (2016)

Data from the census, including: - Households - Household size - Population age structure - Place of birth - Rooms per household - Persons per room - Tenure - Household composition - Accommodation type - Shared dwellings - Concealed families - Economic activity - Rates of long-term health problem - Distance travelled to work	Recommended	Census data for Rudgwick has been compared with similar data for Horsham and England to highlight differences and similarities. Also where there is like-for-like data in the 2001 and 2011 census, this has been compared to show trends over time.
Local house prices	Recommended	Average house prices for Rudgwick have been collected from Rightmove.co.uk
Local rental prices	Recommended	Average rental prices for Rudgwick have been collected from Rightmove.co.uk
Local Surveys	Optional	Government PPG suggests it would be disproportionate to undertake a local survey solely to inform a housing need assessment so this has not been commissioned.
Estate agent interview	Optional	Rudgwick sales and rental are frequently overseen by estate agents in Cranleigh. Roger Coupe Estate Agent was interviewed on the recommendation of Rudgwick Parish Council.

Assessment objectives

10. The objectives of this report can be summarised as:

- Collation of a range of data with relevance to housing need in Rudgwick relative to Horsham district.
- Analysis of that data to determine patterns of housing need and demand
- Setting out recommendations based on our data analysis that can be used to inform the Neighbourhood Plan's housing policies

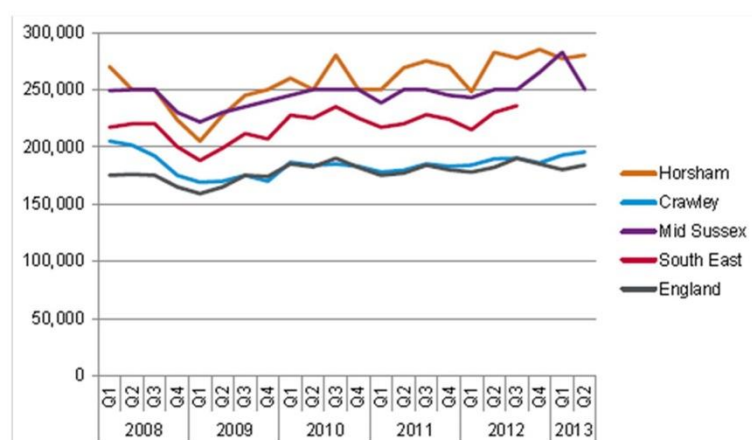
Local Planning Context: Strategic Housing Market Assessment

11. The following documents have been reviewed in considering the Strategic Housing Market Assessment:
- Northern West Sussex Housing Market Area: Affordable Housing Needs Model Update (Oct 2014) - referred to as '2014 Update'
 - Housing Need in Horsham District – referred to as 'GL Hearn 2015'
 - Market Housing Mix 2016: Crawley Borough Council and Horsham District Council – referred to as 'MHM 2016'
12. Rudgwick is within the Northern West Sussex Housing Market Area (HMA). The area is centred on Crawley and Horsham and includes Haywards Heath and Burgess Hill. Rudgwick is in the western, more rural part of the HMA where there are attractive smaller settlements offering a high quality of place and a housing offer based on larger properties. People are known to commute from the area to the larger economic centres of Crawley and Horsham and north to London.

Average house prices and trends

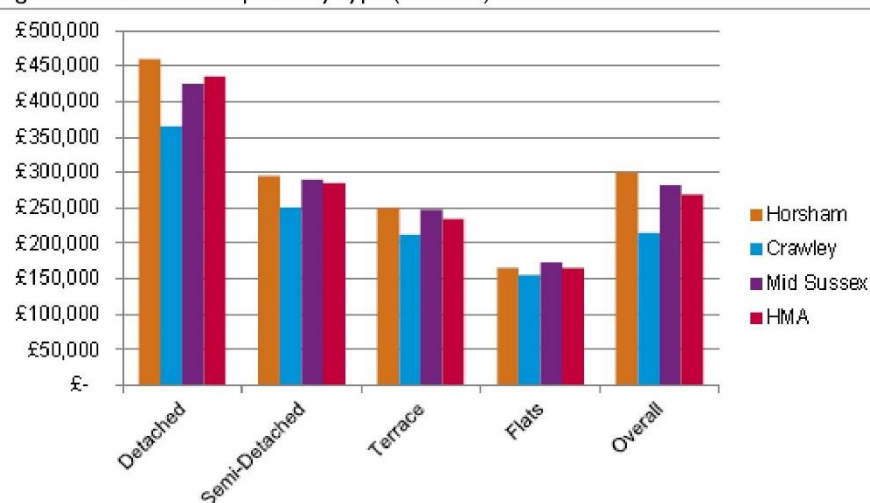
13. Across Horsham, the average house price (mean) of properties sold from the beginning of 2013 to the end of 2014 was £346,680 whilst the median was £299,950. These figures are higher than for elsewhere within the HMA. House prices across the HMA have recovered since the impact of the recession between 2008 and 2012. Across all house types apart from flats, Horsham has the highest average house price within the HMA.

Figure 1: Median House Prices (2008- 2013)



Source: DCLG Live Tables: Land Registry Data

Figure 2: Median house prices by type (2013-14)



Source: GLH Analysis: Land Registry Price Paid Data

Build rates

14. There has been a consistent shortfall in housing delivery against targets across the HMA. Over the period 2006/7 to 2013/14 Horsham delivered 56% of its housing target. This is likely at least in part to reflect housing market conditions but also the impact of economic conditions on the delivery of major strategic sites west of Crawley and west of Horsham. Housing delivery levels improved in 2012/13 and in 2013/14 completions exceeded the target.

Affordability of market housing

15. Housing affordability is assessed by looking at the relationship between income and house prices. Within Horsham, the lower quartile house price is slightly more than 11 times the lower quartile earnings level.
16. A combination of the deteriorating affordability of market homes, restricted access to mortgage products and a lack of social housing supply over the 2001-11 decade has resulted in fewer households being able to buy and increased pressures on the existing affordable housing stock. Influenced by this, there has been a notable growth in households living in the Private Rented Sector, nationally and within the North West Sussex HMA.

Overcrowding

17. A symptom of the under-provision of housing supply is a growth of houses in multiple occupation and increased over-crowding as households fail to form properly. Across the HMA houses in multiple occupation (HMOs) grew by 41% between 2001 and 2011. The number of over-occupied properties also increased by a similar amount (43%).
18. In Horsham District the number of over-crowded households has increased by 771 over the 2001-11 period. The numbers of HMOs has increased by 2,116. These indicators suggest that a key impact of declining affordability has been an increase in shared households, and potentially younger persons living with parents for longer.

Housing need for Horsham District

19. The GL Hearn 2015 study gives a full objectively assessed need for housing in Horsham District as 636 homes per annum over the 2011-31 period – 12,720 homes in total. This is based on

population projections and takes into account expected employment growth. The HDPF sets a housing provision of 16,000 homes, at an average of 800 homes per annum. This reflects the pattern of in-migration into Horsham and significant constraints to housing supply in a number of adjoining areas.

Market Housing mix need in Horsham District

20. The MHM 2016 study found within Horsham a good spread of market housing choice in the District at present. The study does however state there is a need to refine the market mix to ensure that choice and access to appropriate housing remains in future. The broader spread of existing market mix conceals a pre-dominance of three-bed sized properties and significant levels of four and five+ bedroom properties. There is a need therefore to maintain a spread of choice in market housing sizes, especially for smaller units (one and two bed) including within the rural areas of the District. In addition, there is a current (and future) need to ensure that the market housing needs of older age groups are met.

Affordable housing need

21. An assessment of affordable housing need comes from Affordable Housing Needs Model Update – Northern West Sussex Housing Market Area (Chilmark Planning, October 2014). This report uses the Basic Needs Assessment Model (as recommended in the Planning Practice Guidance). It is based on secondary data sources including the housing register, CORE data regarding affordable housing supply, and modelling of affordability to estimate the proportion of newly-forming households who cannot afford to buy or rent a home in the private sector without financial support.
22. The analysis includes four estimates of current need – two scenarios (termed low estimates) are based on households on the Housing Register who fall within a ‘reasonable preference’ category (as defined in the 1996 Housing Act); with two more (termed high estimates) including all of those on the Register. The analysis assumed that current need is met over a 10 year period (i.e. by 2024).
23. The analysis indicates a net need in Horsham for between 225 - 404 affordable homes per annum. It should be noted that some households identified through this assessment will find suitable accommodation in the Private Rented Sector by making use of Local Housing Allowance to supplement their income and contribute to rent payments.

Sizes of Affordable housing need

24. The recommended housing mix for Horsham by bedroom size as the starting point for negotiation on a site-by-site basis is set out below. The mix reflects a greater emphasis on securing two-bedroom accommodation and a reduced focus on three-bed accommodation.
 - 1 bed – 20%
 - 2 bed – 45%
 - 3 bed – 25%
 - 4 bed - 10%

Mix of Affordable housing

25. The 2014 Update recommends that between 20-30% of all affordable housing is provided as intermediate housing (shared ownership, part buy/part rent and equity loan). Local demand data for intermediate housing indicates a clear demand for smaller (one-bed and two-bed) intermediate accommodation driven mainly by newly forming households.

Summary

- Average house price in Horsham is £346,680 and is higher than elsewhere in the HMA
- Average house price across all house types is higher than elsewhere in the HMA
- While housing delivery has improved, there has historically been an under provision against targets
- Within Horsham, house prices are nearly 11 times average earnings level
- The HMA and Horsham has seen a marked increase in overcrowding
- Housing provision in Horsham District is set as at least 16,000 homes between 2011-2031. This equates to an average of 800 homes per annum.
- There is a need to ensure market housing mix within the District, particularly the availability of smaller properties and accommodation suitable for older people.
- There is an affordable housing need in Horsham of 225-404 homes per annum between 2014-2024
- The recommended affordable housing mix includes a greater emphasis on securing two-bedroom accommodation
- 20-30% of affordable housing should be intermediate housing

Horsham District Planning Framework

26. On 27 November 2015 Horsham District Council adopted the Horsham District Planning Framework (HDPF). The HDPF sets out the planning strategy for the years up to 2031 to deliver the social, economic and environmental needs for the district (outside the South Downs National Park).
27. Strategic Policy 15 of the HDPF makes provision for the development of at least 16,000 homes within the period 2011-2031, at an average of 800 homes per annum. This figure will be achieved by the delivery of 3 strategic sites (Land North of Horsham, Land West of Southwater & Land South of Billingshurst), provision of at least 1500 homes allocated through Neighbourhood Planning, and through completions, permissions and windfall sites.
28. Horsham district has a distinctive settlement pattern. Horsham town is the main settlement, and is surrounded by a network of smaller towns and villages and the rural countryside. The HDPF seeks to ensure development takes place in a manner that ensures that the settlement pattern and the rural landscape character of the District is retained and enhanced, but still enables settlements to develop in order for them to continue to grow and thrive.
29. Rudgwick is one of the settlements which will contribute to the provision of 1500 homes during the plan period. SPI5 states that this provision will be made in accordance with the settlement hierarchy which is as follows:

Table 2

Settlement Type	Settlements	Dwellings (Census 2011)	NDP
Main Town	Horsham		
Small Towns and Larger Villages	Billingshurst	3452	Yes
	Bramber & Upper Beeding	1576~	Yes+
	Broadbridge Heath		Yes
	Henfield	2153	Yes
	Pulborough and Codmore Hill	2302	Yes

	Southwater Steyning Storrington & Sullington*	3840~ 3209 3894*	Yes Yes+ Yes+
Medium Villages	Ashington Barns Green Cowfold Partridge Green Rudgwick and Bucks Green Slinfold Warnham West Chiltington village and common	905 555~ 739 825 1086 627 784 1545	Yes Yes+ Yes No Yes Yes Yes Yes
Smaller Villages	Christ's Hospital Lower Beeding Mannings Heath Rusper Small Dole Thakeham (the Street and High Bar Lane)	401 744~ 500 331 707	Yes Yes+ Yes Yes+ Yes
Unclassified settlements	All other settlements		

*This does not include the hamlet of Sullington which is located entirely within the South Downs National Park.

~ Number of dwellings includes other settlements

+ Settlement incorporated within wider Neighbourhood Area

30. To calculate Rudgwick's share of the 1500, we need to first understand the total number of existing dwellings in the settlements contributing to the 1500 homes. As there are strategic sites in Horsham, Southwater and Billingshurst it is assumed that these areas are excluded from contributing to the 1500 homes to be delivered through neighbourhood planning. All the remaining towns, villages and small villages have settlement boundaries so it is assumed that the 1500 homes will be distributed amongst all of these. The total number of dwellings amongst the remaining settlements is 22,883.
31. At the 2011 census, Rudgwick parish had 1086 dwellings, in other words a 4.75% share of all the settlements which could contribute to the 1500 additional homes. This means that its 'fair share' of the 15000 homes would equate to **71 dwellings** during the plan period of 2011-2031. This can be taken as the HDPF-derived housing target for Rudgwick parish.
32. In addition to Strategic Policy 15 on overall housing provision, the HDPF also addresses the mix of housing sizes, types and tenures needed to meet the district's housing needs. Strategic Policy 16 sets thresholds and targets for affordable housing as follows:
- On sites of 15 or more dwellings, or on sites over 0.5ha, **35% of dwellings should be affordable**
 - On sites providing between 5 and 14 dwellings, **20% of dwellings should be affordable** or where on-site provision is not achievable a financial contribution equivalent to the cost of the developer of providing the units on site.

Site Allocations

33. Horsham DC adopted a Site Specific Allocations of Land Document in 2007. This will in time be replaced by a new Site Allocations Document. There is one site proposed in the 2007 document for Land at Windacres Farm, Rudgwick for around 30 new homes. Planning permission 09/1623 for a mixed use scheme including 36 dwellings at this site has since lapsed. A new permission has been granted for the site DC/16/2917 for 55 dwellings, 3 offices and an industrial building extension.

Emerging Local Plan

34. The Horsham District Planning Framework (HDPF), was adopted in November 2015, and sets the planning framework for land in the District outside the South Downs National Park. It is a requirement of the Inspector's report on the HDPF that a review of the plan commences within three years from adoption. Evidence gathering for this review is currently underway. A consultation on Issues and Options for the review is scheduled for October-November 2017. The next iteration of the Local Plan is due to be adopted in 2020.

DCLG Household Projections

35. The Department for Communities and Local Government (DCLG) periodically published household projections. The National Planning Practice Guidance recommends that these household projections should form the starting point for the assessment of housing need, albeit that this advice is aimed more at local authorities than neighbourhood planners, particularly neighbourhood planners able to derive a dwellings target from the Local Plan, as is the case at Rudgwick.
36. Nevertheless, it may still be helpful to extrapolate household projections for Rudgwick in determining number of homes to plan for within the neighbourhood plan.
37. The most recent household projections (2014 based) were published in July 2016, and extend to 2039. Although population projections are only available at the local authority level, a calculation of the share for Rudgwick is still possible based on the parish's household numbers in 2011.
38. At the 2011 Census, Horsham had 54,923 households and Rudgwick had 1086 households, or 1.98% of the Horsham total.
39. In the 2014-based household projections, the projection for 2031 is for 66,854 households in Horsham. Assuming it continues to form 1.98% of the district total, Rudgwick's new total number of households would be 1,324 and therefore 238 new households would have formed in Rudgwick over the plan period.
40. Number of households does not, however, equate precisely to number of dwellings, with the latter usually being slightly higher. In Rudgwick in the 2011 census, there were 1086 households but 1,114 dwellings. This gives a ratio of 0.975 households per dwelling. In the case of Rudgwick, a projection of 238 new households translates into a need for 244 dwellings.
41. However, the figure of 244 new dwellings should be treated with caution. This is based on the assumption that Rudgwick will continue to have a 1.98% population share of the Horsham total.

Importantly, the development of a number of strategic sites at Horsham, Billingshurst and Southwater will reduce Rudgwick's proportion of the District overall total.

Dwelling growth

Dwelling growth 2001-2011

42. Dwelling growth for Rudgwick between 2001 and 2011 can be determined using the ONS Census figures. In 2001 there were 1,029 dwellings and in 2011 there were 1,107 dwellings. This equates to a 10 year growth rate of 78 dwellings, or 7-8 dwellings per year. If this rate of dwelling growth was projected forward for the period of 2017-2031, a dwelling projection of 109 dwellings would be the result.

Dwelling growth since 2011

43. Housing completions data has been provided by Horsham District Council. This shows that there was a net gain of 9 dwellings in Rudgwick between 2010/11 and 2015/16. This equates to a rate of growth of just under 2 dwellings per year. If this rate of completion was projected forward for the period 2017-2031, a dwelling projection of **28** dwellings would be the result.
44. It should be noted that these completion figures do not include the Summerfold Development for 25 houses as building control records had not been received by West Sussex County Council prior to 1 April 2016.
45. Permissions between 2010/11 and 2015/16 were equivalent to a net gain of 23 new dwellings. This equates to a rate of growth of 4.6 dwellings per year. If this rate of permissions was projected forward for the period 2017-2031, a dwelling projection of just over **64** dwellings would be the result.
46. Since 2016 there has also been a planning permission at Windacres Farm for 55 new dwellings. This is a substantial permission granted since the adoption of the HDPF and will make an important contribution towards the housing requirement identified in the HDPF.

Local housing waiting list

47. Horsham DC have provided details of the local housing waiting list which currently has 671 households seeking affordable housing. Households can choose between 1-33 areas in which they would like to live. Currently there are 92 households who have included Rudgwick in their preferences. Households can choose multiple areas on the register so it is not clear how much of this need is specific to Rudgwick and how much reflects the level of facilities in Rudgwick and its accessibility to nearby centres.
48. The HDPF affordable housing policy is 35% of dwellings to be affordable on large sites (15 or more dwellings) and 20% on smaller sites (5-14 dwellings). To meet the affordable housing need entirely within Rudgwick would require total development of over 262 new dwellings (based on the policy requirement that 35% of these would be affordable homes, providing at least 91 affordable units). This is considerably more than the other housing need projections in this report. While it may not be realistic to achieve this scale of development in Rudgwick, it does emphasise the importance of securing affordable housing in new development. The HDPF sets the strategic policy on affordable housing and it should be noted that even after the Rudgwick NDP is adopted, Horsham's affordable housing policy will continue to apply in Rudgwick and it will still be the Council that controls the housing waiting list and negotiate affordable housing commitments with developers as part of the development management process.

Local Economic Partnership

49. The AECOM HNA toolkit recommends reviewing the Local Economic Partnership's (LEP) Strategic Economic Plan (SEP) as these indicate the types of jobs expected to be created in the LEP area and where these will be created which will have an impact on future housing need. The Coast to Capital SEP 2014 aims to create 60,000 new jobs within the LEP area in 6 years, including at the following priority growth areas; Burgess Hill, Gatwick, East Surrey M25 Corridor, Croydon, Brighton & Hove, Bognor Enterprise Zone, Newhaven Enterprise Zone and Shoreham Harbour & Airport. The SEP also sets out specific initiatives to address economic activity in rural areas including establishing rural business networks; addressing transport in rural areas and ensuring rural areas have access to up to date digital connectivity.

Employment Land Review

50. The North West Sussex Economic Growth Assessment (2014) provides an assessment of the local economy and demand/supply considerations in respect of employment land; taking into account options available for future growth. Horsham District has seen steady job growth in recent years and is characterised by a high performing business base, dominated by SMEs. There is demand for more office space and this will be in part met by proposals for a high quality business park at land North of Horsham. There is also demand for industrial space and losses to existing stock should be avoided. The assessment also notes the significance of the District's rural economy and home based businesses. It is recommended that farm buildings in business use are protected from conversions to non B class uses (such as residential).

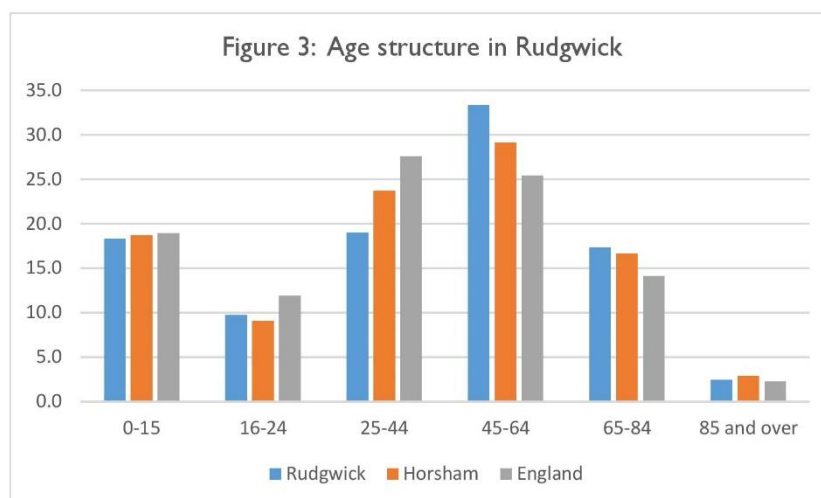
Characteristics of the population

51. Analysis of Census 2001 and 2011 data shows how the population of Rudgwick neighbourhood plan area differs from that of Horsham District and England averages.
52. Table 3 gives the population and number of households in Rudgwick, Horsham District and England as recorded in the 2011 census. In 2011, Rudgwick had a population of 2,722, and an average household size of 2.5 persons. This is slightly higher than the local and national averages.

Table 3

	Rudgwick	Horsham District	England
Population	2,722	131,301	53,012,456
Households	1,086	54,923	22,063,368
Household size	2.5	2.39	2.4
Dwellings	1,114	56,516	22,976,066

53. Figure 3 shows the age profile for Rudgwick. The largest age group in Rudgwick is ages 45-65, at 33.3% this is higher than the Horsham proportion and substantially higher than the national figure. The proportion of age groups under 24 in Rudgwick is broadly similar to Horsham and nationally. The proportion of people aged 24-44 is substantially lower in Rudgwick (19%) than both Horsham (23.7%) and England (25.4%). The proportion of people aged 65-84 is slightly higher in Rudgwick (17%) than Horsham (16%) and England (14%). The proportion of people aged 85 or over in Rudgwick is similar to Horsham and England.



54. Table 4 shows the change in the population by age group. It shows that the proportion of people aged 45-84 has undergone a considerable increase in Rudgwick between 2001 and 2011. There has also been a slight increase in the 85 and over age group. While this increase does reflect local and national trends it is far more substantial in Rudgwick. Declines in the 0-15 and 25-44 age groups reflect local and national trends. However, there has also been a decline in the 16-24 age group in contrast to the trend in Horsham and England.

Table 4 Change in age structure of Rudgwick population 2001-2011

Age group	0-15	16-24	25-44	45-64	65-84	85 and over
Rudgwick	-2.9	-1.7	-4.8	+2.9	+6.2	+0.4
Horsham	-1.9	+0.5	-4.3	+3.1	+2.2	+0.5
England	-1.2	+1.0	-1.8	+1.6	+0.1	+0.3

Place of birth

55. 89.9% of Rudgwick residents were born in the UK. This is slightly less than Horsham (92%) but higher than the England average (86.2%). Of the 10% of Rudgwick residents who were born overseas, the majority have lived in the UK for 5 or more years, indicating no recent influx of international migrants.

Local Household Profile

Accommodation type

56. Table 5 shows that the proportion of dwellings in Rudgwick that are detached is higher than Horsham and significantly higher than the national average. In turn, the proportion of semi-detached dwellings is in line with Horsham and both are lower than the England average, while the proportion of terraced dwellings is far lower than the local and national averages. The proportion of flats is significantly less than both the local and national averages.

Table 5 Accommodation type (households) 2011²

Dwelling type		Rudgwick	Horsham	England
Whole house or bungalow	Detached	61%	38.8%	22.5%
	Semi-detached	26%	26.8%	31.3%
	Terraced	3.5%	17.1%	24.5%
Flat, maisonette or apartment	Purpose built block of flats	6.1%	14.4%	16.5%
	Parts of a converted or shared house	1.6%	1.5%	3.8%
	In a commercial building	1.1%	0.8%	1%

Household Tenure

57. It is important to consider household tenure in the current stock and recent supply, and assess whether continuation of these trends would meet future needs.

Table 6 Tenure (households) in Rudgwick 2011

Tenure	Rudgwick	Horsham	England
Owned: total	80%	74.5%	63.3%
Shared ownership	0.9%	0.7%	0.8%
Social rented	7.2%	11.6%	17.7%
Private rented	9.7%	11.8%	16.8%

58. Table 6 shows that the level of owner occupation in Rudgwick is higher than for Horsham and significantly higher than the England average. The proportion of socially rented housing (rented from the Council or a Registered Social Landlord) is lower than for Horsham and much lower than the national average. There is a lower proportion of privately rented homes in Rudgwick compared to Horsham and England.

59. Table 7 shows how tenure has changed in Rudgwick between 2001 and 2011. Homeownership in the area has decreased slightly and this reflects the trend locally and nationally. In turn, there has been a slight increase in renting, in both the private and social rental sectors. The rise in private renting in Rudgwick has not been as significant as locally and nationally.

Table 7 Change in tenure in Rudgwick 2001-2011

Tenure	Rudgwick	Horsham	England
Owned: total	-3.8%	-4.5%	-5.4%
Shared ownership	0.0%	+0.1%	+0.1%
Social rented	+1.3%	+0.3%	-1.6%
Private rented	+1.9%	+4.2%	+6.9%

² ONS Census Accommodation Type - Households, 2011 (QS402EW). This table excludes caravans and other mobile and/or temporary structures

Number of bedrooms

60. The average number of bedrooms per household in England is 2.7. In Horsham it is slightly higher at 2.9 and in Rudgwick it is much higher at 3.3.
61. Table 8 shows the proportion of homes in Rudgwick by number of bedrooms. There is a much higher proportion of larger properties in Rudgwick, with 41% of homes having 4 or more bedrooms. The proportion of 3 bedroom properties is similar to Horsham and England, whereas the proportion of small properties (1 & 2 bedrooms) is much lower than locally and nationally.

Table 8

Property type	Rudgwick	Horsham	England
1 Bedroom	7%	10.7%	12%
2 Bedrooms	13.3%	23.8%	27.9%
3 Bedrooms	39%	37.5%	41.2%
4 Bedrooms	26.5%	20.6%	14.4%
5 or more bedrooms	14.3%	7.4%	4.6%

Occupancy rating

62. Occupancy rating provides a measure of under-occupancy and over-crowding. For example a value of -1 implies that there is one room too few and that there is overcrowding in the household. An occupancy rating of +2 or more suggests there are 2 or more rooms more than are 'required'. It relates the actual number of rooms to the number of rooms 'required' by the members of the household. Table 9 shows occupancy ratings for Rudgwick, Horsham and England in 2011.

Table 9

	Rudgwick	Horsham	England
Occupancy rating of +2	77%	60%	50%
Occupancy rating of +1	12%	21%	26%
Occupancy rating of 0	8%	15%	18%
Occupancy rating of -1	2%	3%	5%
Occupancy rating of -2	1%	1%	2%

63. Overcrowding is uncommon in Rudgwick and levels of overcrowding are lower for Rudgwick than locally and nationally. There is a higher proportion of under-occupied households in Rudgwick than locally and nationally, which is consistent with the aging population. Larger houses which once housed a family are gradually losing residents (from children moving away and then parents becoming widowed or moving into care) resulting in a higher occupancy score. There has been little change in occupancy ratings between 2001 and 2011.

Local Household Composition

64. The proportion of one person households aged 65 and over in Rudgwick is slightly lower than Horsham but is higher than the England average. The proportion of one family households aged 65 and over in Rudgwick is slightly higher than the Horsham average and substantially higher than the national average.

65. The plan area is home to a higher than average proportion of families with no children. The proportion of households where all children are non-dependent is slightly higher than the local average but lower than the national average.

Table 10: Household composition in Rudgwick 2011

		Rudgwick	Horsham	England
One person household	Total	25.1%	28.2%	30.2%
	Aged 65 and over	13.1%	13.6%	12.4%
One family household	Total	70.1%	66.8%	61.8%
	All aged 65 and over	11.2%	10.8%	8.1%
	With no children	24.2%	20.6%	17.6%
	With dependent children	25.2%	26.6%	26.5%
	All children non-dependent	9.4%	8.9%	9.6%
Other household types	Total	4.8%	5%	8%

66. The greatest change in Rudgwick household composition between 2001 and 2011 has been in the number of one person households, which has increased by nearly 7% and includes a substantial increase in the proportion of pensioner households. Conversely, the proportion of one family households has decreased, particularly those with children.

Table 11: Change in household composition in Rudgwick, 2001-2011

		Rudgwick	Horsham	England
One person household	Total	+6.9	+1.9	+0.1
	Aged 65 and over	+3	+1.2	-2
One family household	Total	-7.4	-2	-1.4
	All aged 65 and over	+1.7	+1.3	-0.8
	With no children	-2.3	-0.5	-0.2
	With dependent children	-6	-2.8	-0.7
	All children non-dependent	-0.9	+0.1	+0.3
Other household types	Total	+0.4	+0.3	+1.3

Concealed Families

67. A concealed family is a family living in a multi-family household, in addition to the primary family. Concealed family statistics are a useful indicator of housing demand for house building and planning in the future. A 'concealed family' means any group of people who want to form a new household but are unable to do so, typically for financial reasons such as high house prices or lack of suitable property. Table 12 shows that there are 13 concealed families in the plan area. The proportion of concealed families is higher than for Horsham but lower than the national average.

Table 12

Concealed families	Rudgwick	Horsham	England
All Families total	816	38,935	14,885,145
Concealed families total	13	451	275,954
Concealed families as a % of the total	1.6%	1.1%	1.9%

Summary of local population and household profile

- Households in Rudgwick are slightly larger than Horsham and England
- The largest age group in Rudgwick is ages 45-65
- The proportion of people aged 45 and over has significantly increased between 2001 and 2011
- Overcrowding is uncommon in Rudgwick
- Rudgwick has a higher proportion of households aged over 65 and households without children than locally and nationally
- 2011 ONS data showed there were 13 'concealed families' – families living within a multi-family household. This may be due to a lack of access to suitable housing.

Economic Activity

68. Table 13 shows that Rudgwick's proportion of economically active and inactive residents is in line with the England average. However, the proportion of economically active in Rudgwick is lower than the Horsham average. Rudgwick has a far higher proportion of residents that are self-employed compared to Horsham and England. Unemployment levels in Rudgwick are lower than for Horsham and England.

Table 13 Economic activity in Rudgwick, 2011³

		Rudgwick	Horsham	England
Economically active	Total	69.9%	73.4%	69.9%
	Employee – full time	14.2%	14.8%	13.7%
	Employee – part time	34%	40.3%	38.6%
	Self employed	17.9%	12.9%	9.8%
	Unemployed	2%	2.7%	4.4%
	Full-time student	1.8%	2.7%	3.4%
Economically inactive	Total	30.1%	26.6%	30.1%
	Retired	16.3%	15.5%	13.7%
	Student	6%	3.5%	5.8%
	Looking after home or family	5.5%	4.2%	4.4%
	Long-term sick or disabled	1.1%	2.2%	4%
	Other	1.2%	1.3%	2.2%

69. Economic activity can be affected by the number of people with long-term limiting illness. Table 14 shows that the proportion of working-age residents of Rudgwick who are long-term sick or

³ ONS, Census 2011, Economic Activity, 2011 (QS601EW)

disabled is lower than the Horsham and England averages. Table X shows the proportion whose day-to-day activities are limited is lower in Rudgwick than locally and nationally.

Table 14: Rates of long-term health problems or disability in Rudgwick, 2011⁴

Extent of activity limitation	Rudgwick	Horsham	England
Day-to-Day Activities Limited a Lot	4.5%	6%	8.3%
Day-to-Day Activities Limited a Little	8%	8.8%	9.3%
Day-to-Day Activities Not Limited	87.5%	85.2%	82.4%

70. Table 15 shows that Rudgwick residents travel further to work than both Horsham and England averages. However, a greater proportion of Rudgwick residents work mainly at home (20%) than locally and nationally.

Table 15 Distance travelled to work, 2011

Location of work	Rudgwick	Horsham	England
Less than 10km	28%	34%	52%
10km to less than 30km	26%	29%	21%
30km and over	16%	14%	8%
Work mainly at home	20%	15%	10%
Average distance (km)	21.5	19	14.9

Economic Activity summary

- Rudgwick has a far higher proportion of residents that are self-employed compared to Horsham and England.
- 20% of economically active Rudgwick residents mainly work from home

Local housing market

71. The average price paid for a property in Rudgwick over the past 12 months was **£570,025**. This is more expensive than nearby Broadbridge Heath (£412,708), but was cheaper than Slinfold (£687,712) and is broadly similar to Loxwood (£572,643).

72. House price data from Zoopla shows that as of June 2017, the average house price in Horsham was £388,179.

Rental market

73. It is possible to analyse rental sector data using data from the home.co.uk website. This provides, for each postcode area, data on average price of rented property and data on average time that a rental property has been on the market. Higher average rental property price and shorter average time on the market suggests there is higher local demand for rental property. This in turn also implies higher local demand for owner-occupied homes as many prospective home owners will rent if they cannot afford to buy.

74. The average price of rented property in RH12 (£1,193) is higher than the average across West Sussex (£1,135). RH12 includes Rudgwick and also parts of Horsham West. The next available geography to compare this figure to is the whole of West Sussex, which includes several coastal

⁴ ONS, Census 2011, Long-Term Health Problem or Disability, 2011 (QS303EW)

towns that are not part of the same housing market area as Horsham. Average rental prices are higher in RH12 suggesting higher local demand, and average time on the market is also less than for West Sussex suggesting higher local demand for rental properties.

	RH12 (includes Rudgwick & Horsham West)	West Sussex
Average time on the market	123 days	132 days

Estate agent interview

75. The Neighbourhood Planning Group recommended that Roger Coupe Estate Agents were contacted in preparing this report. Staff at Roger Coupe have good knowledge of the local housing market that can be used to test and supplement our conclusions based on census and local authority level data. The following information was sourced from James Britton of Roger Coupe in June 2017.
76. Roger Coupe have handled approximately 50% of sales in Rudgwick in recent years. The village is a popular location and properties sell quickly. A recent development by Thakeham illustrates the popularity and demand for properties in Rudgwick. In total 25 properties were put on the market, six of which were starter homes (2 and 3 bed) and 5 of these sold on the first day. The largest property (4 beds) has taken longer to sell.
77. Demand for properties in Rudgwick is local, with buyers looking from within an 8-9 mile radius. This includes buyers from Horsham and people looking from Cranleigh and Surrey. James noted the popularity of Rudgwick with families, particularly as the primary school is a feeder school to the Weald and Billingshurst High School.
78. There are lots of 3 or 4 bed properties in Rudgwick and many of the 2 bed terraced properties have been extended. This means there is a shortage of smaller properties which appeal to young families. There isn't a demand for apartments as Rudgwick is a rural village and buyers are generally looking for a garden and garage.
79. Rudgwick is also popular with older downsizers. Buyers like the convenience of a new property but are still looking for space (3 beds) to accommodate furniture and visits from family. There is also demand for bungalows although these are not necessarily as commercially attractive to developers.

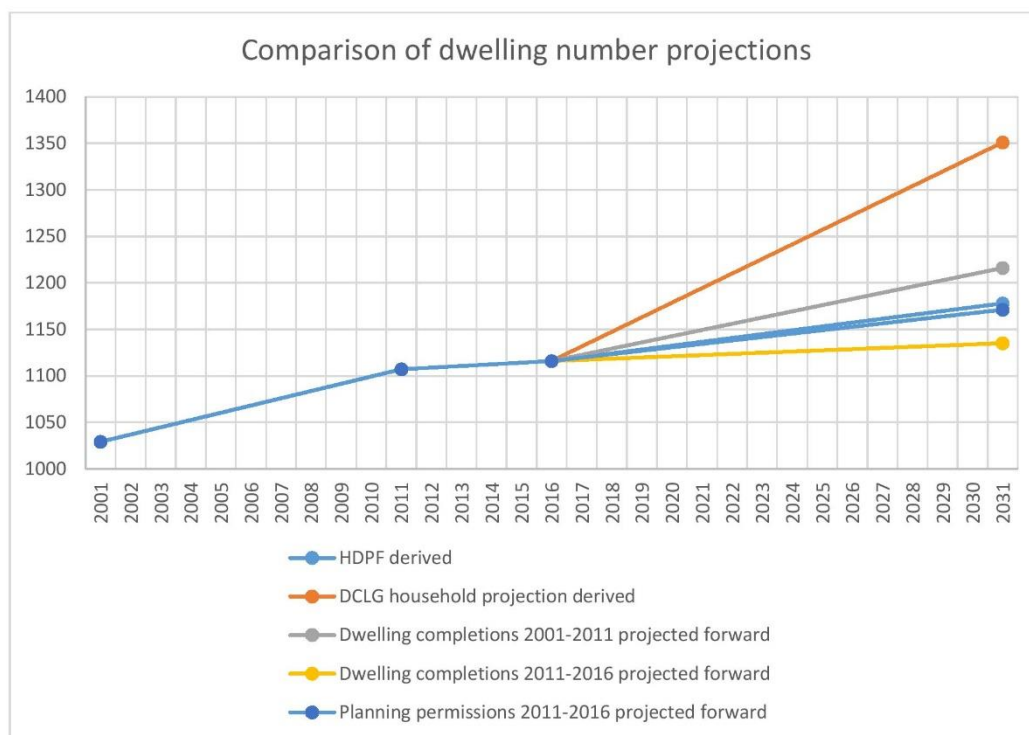
Conclusions

Quantity of housing needed

80. We have identified a number of projections of dwelling numbers for Rudgwick between 2017 and 2031 based on:
 - A figure derived from the HDPF and Rudgwick's 'fair share' of dwellings to be delivered through neighbourhood plans, which gives a total of **71 dwellings**

- The government's 2014-based household projections, extrapolated to Rudgwick and translated from households to dwellings, which gives a total of **244 dwellings**. This figure however is treated with caution as Rudgwick's share of Horsham's proportion is likely to decrease with significant strategic development elsewhere in the District.
- A projection forward of dwelling completion rates 2001-2011, which gives **109 dwellings**
- A projection forward of dwelling completion rates 2011-2016, which gives **28 dwellings**
- A projection forward of planning permission rates 2011-2016, which gives **64 dwellings**

These dwelling number projections are illustrated in Figure 4 below:



81. Figure 4 shows the characteristic 'fan' resulting from projecting a range of data into the future. This enables us to calculate an average or midpoint between all data sources, which in this case equates to 1,210 dwellings, an increase of 103 dwellings over the plan period. Following the recommended AECOM methodology and NPPG advice, this interim target is tested against relevant market signals set out in Table 16. The impact of each relevant market signal is presented one by one with arrows shown up, down or sideways, indicating the potential to drive the dwelling figure higher, drive it lower or have no effect on the figure. The perceived strength of the market signal is shown by the number of arrows.

Table 16

Factor	Sources	Possible impact on future housing need	Rationale for judgement
Age structure of population	SHMA, Census 2011, Roger Coupe		The SHMA notes a need to ensure market housing mix within the District, particularly the availability of smaller properties and accommodation suitable for older people. Census 2011 for Rudgwick shows an older population, and trends towards this increasing. The proportion of the population aged over 65 has substantially increased since 2001. The decline in the 16-24 age group may reflect a shortage or starter homes. Roger Coupe confirm high demand for starter homes and note that Rudgwick is popular with older downsizers.
Economic performance and potential	Census 2011, LEP & SEP		Rudgwick is attractive to commuters. Low unemployment currently, and significant new employment space in Horsham has the potential to drive demand in future although there will also be substantial housing growth in Horsham. High levels of self-employment and home-working in Rudgwick are likely to continue as digital networks are improved in rural areas.
House prices relative to surroundings	SHMA, Zoopla, Roger Coupe		SHMA notes high average house prices in Horsham compared to elsewhere in the HMA. There is strong demand for rural areas of Horsham, including Rudgwick. Whilst not having the highest house prices within the rural areas of the district, demand is high and average prices reflect this. Demand is relatively localised for Rudgwick which is lesser known to buyers from further afield.
Dwelling completions	Dwelling completion data from Horsham District Council, SHMA		New dwellings between 2011-2016 low compared with 2011-2031 projection and with surrounding area generally, so a possibility of some level of pent-up local need as a result. However, completion rates going further back (2001-2011) have been more consistent with the interim target.

Level of new supply in local housing market	Dwellings completions data from Horsham DC, HDPF		Recent levels of supply have been high with the delivery of the strategic site Land West of Horsham well underway. There are additional strategic sites including Land North of Horsham with over 2,500 additional homes planned. These strategic sites have the effect of meeting a significant level of existing demand (for Horsham rather than Rudgwick), but nevertheless also significantly constraining demand in Rudgwick. The scale of the Horsham-linked growth compared with the small size of Rudgwick suggests that three down arrows is an appropriate assessment.
Local housing waiting list / need for affordable housing	Horsham DC housing waiting list, SHMAU, HDPF		Large number of households on housing waiting list, although it is not possible to distinguish how much of this housing need is specific to Rudgwick. Demand for affordable housing is high generally. SHMA identified district-wide affordable housing need for up to ~400 affordable homes per annum. This is 50% of the annualised housing target.
Overcrowding, including concealed families	Census		Average household size is slightly higher than averages locally and nationally. However, overcrowding is uncommon in Rudgwick and levels of overcrowding are lower for Rudgwick than locally and nationally. This likely reflects the ageing population. There are 13 concealed families in the parish, which is a slightly higher rate than for Horsham.
Rental market relative to wider area	Census, homes.co.uk		Private rental levels are low and although increasing, are so at a slower rate than locally and nationally. Rents are higher when compared with the wider area but average time on the market is longer. As such, we do not consider rental prices to have either an upward or downward effect on the number of dwellings needed.

82. Table 16 contains in total eight up arrows and four down arrows, indicating that the local market factors are acting to increase demand for new housing.

83. It is notable from Figure 4 that Rudgwick's future dwelling projections comprise a wide range, with a maximum of 244 and minimum of 28. The higher figure is the DCLG household projection, and the limitations of this have been discussed previously, primarily that the extrapolation of District-wide figures will be skewed by the substantial strategic growth at Horsham and elsewhere in the district. The lower projection based on 2011-2016 dwelling completions should also be treated with caution due to the relatively short time period it covers.
84. In light of the factors acting to increase demand, we recommend that the HDPF-derived target (which is the only one of the figures carrying statutory weight, in the sense that the Neighbourhood Plan must demonstrate conformity with it at its examination) is the most appropriate estimate of the minimum dwelling need in Rudgwick. Whilst this establishes a minimum, paying due regard to the other data sources suggests a range **between 71-100** would be an appropriate target for Rudgwick. The top end of this range reflects the midpoint between all the data sources.
85. We would also recommend that confirmation is sought from Horsham District Council that any permissions granted in the plan area since the adoption of the HDPF (Nov 2015) would count towards this dwelling total, meaning the outstanding number of dwellings decreases accordingly.

Type of housing needed

86. Table 17 summarises the data we have gathered with a potential impact on the characteristics of the housing needed in the neighbourhood area.

Table 17

Factor	Sources	Possible impact on housing need	Conclusion
Dwelling type	SHMA, Census, Roger Coupe	Anecdotal evidence from the estate agent suggests within Rudgwick there is a demand for houses rather than flats. Existing stock is characterised by a higher proportion of larger properties, with 41% of homes having 4 or more bedrooms. There is high demand for smaller 2 and 3 bed properties. Anecdotal evidence of demand for bungalows from estate agent. The Census shows a higher than average proportion of the population self-employed and/or working from home. As such these people value homes with one or more extra room/bedroom to use as an office, and this ensures demand for larger properties remains strong.	Provide a range of dwelling sizes, including a significant proportion of smaller properties. A proportion of the new homes should be bungalows.

Tenure of housing	SHMA, Local Waiting List, Census	Across the District, house prices are nearly 11 times average earnings level. SHMA shows a high level of affordable housing need across the district and local housing waiting list also indicates a high demand for affordable housing in Rudgwick. While home ownership levels are high in Rudgwick, levels of rented social and private have been increasing.	It is important to secure affordable housing on new development and HDPF strategic policy on affordable housing should be implemented in Rudgwick. A minimum of 35% affordable housing should be secured on larger sites. A recent development within the area provided 40% affordable housing demonstrating it is viable to provide higher levels of affordable housing.
Housing for older people	SHMA, Census, Roger Coupe	The SHMA notes the need to ensure the availability of housing suitable for older people. Rudgwick has an ageing population and there is anecdotal evidence from the estate agent the Rudgwick is a popular location for older down-sizers. It is noted that older buyers are still looking for space and can be down-sizing in terms of land rather than rooms.	There appears to be a case for providing a proportion of homes for the recently retired and/or over 55s to downsize into locally. These should generally be smaller properties although there is demand for 3 bedroom properties.

Recommendations and next steps

87. This neighbourhood plan housing needs assessment has aimed to provide Rudgwick Parish Council with evidence on housing trends from a range of sources. The assessment of this range of data sources has concluded in recommendations on the overall projected housing target for Rudgwick as well as recommendations on the type and mix of housing need. We recommend that the Parish Council should, as a next step, discuss the contents and conclusions with Horsham District Council with a view to preparing draft neighbourhood plan housing policies. The Parish Council should also take into account the following in drafting their policies:

- The contents of this report, including but not limited to Tables 16 and 17;
- Neighbourhood Planning Basic Condition E, which is the need for the neighbourhood plan to be in general conformity with the strategic policies of the development plan (here, Horsham District Planning Framework)
- The types and sizes of recent and existing dwelling completions and commitments (i.e post 2015) and cross-referencing the findings of this assessment with Table 17, as what has already been provided will have an impact on the types and sizes of remaining homes to be provided over the rest of the plan period;

- The views of Horsham District Council
- The views of local residents
- The views of other relevant local stakeholders, including housing developers; and
- Supply-side considerations, including local environmental constraints (e.g flooding or protected habitats), the location and characteristics of suitable land, and any capacity work carried out by Horsham District Council, including but not limited to the SHELAA

ANNEX B – DATA SUPPORTING THE HNA

2001 population makeup by age (%)

	0-15	16-24	25-44	45-64	65-84	85 and over
Rudgwick	21.2	11.4	23.8	30.4	11.1	2.0
Horsham	20.6	8.5	28.0	26.0	14.4	2.3
England	20.2	10.9	29.3	23.8	14.0	1.9

2011 population makeup by age (%)

	0-15	16-24	25-44	45-64	65-84	85 and over
Rudgwick	18.3	9.7	19.0	33.3	17.3	2.4
Horsham	18.7	9.0	23.7	29.1	16.6	2.8
England	18.9	11.9	27.5	25.4	14.1	2.2

Rate of change in age structure 2001-2011 (%)

	0-15	16-24	25-44	45-64	65-84	85 and over
Rudgwick	-2.9	-1.7	-4.8	2.9	6.2	0.4
Horsham	-1.9	0.5	-4.3	3.1	2.2	0.5
England	-1.2	1.0	-1.8	1.6	0.1	0.3

2011 Housing makeup by size

	Rudgwick	Horsham	England
1 Bedroom	70	5743	2593893
2 Bedrooms	144	13053	6145083
3 Bedrooms	423	20591	9088213
4 Bedrooms	288	11327	3166531
5 or More Bedrooms	155	4072	1014710

2001 Housing makeup by size

	Rudgwick	Horsham	England
1 Bedroom	50	5125	2578370
2 Bedrooms	77	8280	4084712
3 Bedrooms	177	11435	5547813
4+ Bedrooms	709	25197	8240532

Occupancy Rating 2011

	Quantum			Percentage (%)		
	Rudgwick	Horsham	England	Rudgwick	Horsham	England
All Households	1013	50037	20451427	100	100	100
Occupancy rating of + 2 or more	782	29919	10050403	77.2	59.8	49.1
Occupancy rating of + 1	126	10712	5223887	12.4	21.4	25.5
Occupancy rating of 0	76	7248	3719625	7.5	14.5	18.2
Occupancy rating of -1	19	1714	1026030	1.9	3.4	5.0
Occupancy rating of -2 or less	10	444	431482	1.0	0.9	2.1

Occupancy Rating 2001

	Quantum			Percentage (%)		
	Rudgwick	Horsham	England	Rudgwick	Horsham	England
All Households	1086	54923	22063368	100	100	100
Occupancy rating of + 2 or more	828	33258	10970550	76.2	60.6	49.7
Occupancy rating of + 1	134	10645	5057303	12.3	19.4	22.9
Occupancy rating of 0	79	8091	4106919	7.3	14.7	18.6
Occupancy rating of -1	37	2340	1412634	3.4	4.3	6.4
Occupancy rating of -2 or less	8	589	515962	0.7	1.1	2.3

ANNEX C – HNA REVIEW AND UPDATE - SPRING 2019

Housing Needs Assessment: Review and Update – Feb/March 2019

Approved & Accepted by the RNP Steering Group on 18th April 2019

Background

As part of ongoing process to keep the Rudgwick Neighbourhood Plan (RNP) development informed, the Housing Needs Assessment (July 2017) has been reviewed. This is in the light of additional evidence gleaned from other 'well advanced' Neighbourhood Plans in Horsham District and also to bring the housing projection figures for 2031 up-to-date to include the Summerfold (Thakeham Homes) and Windacres/Rudgwick Metals (Berkeley Homes) developments etc.

The original report specifically made reference to these 2 developments in both the Executive Summary and also paragraph 85 of the main report, but did not count them in projecting the 2031 total. Remember that the Horsham Local Plan (HDPF) currently runs from 2011 to 2031 and so the 2031 housing total is the extant goal. The Local Plan review (currently underway) will of course then extend this period to 2036 and provide a new target.

The scope of the review and consequent update has been limited to the quantum of housing and not been in respect of the tenure and type of housing required.

The review has been completed by a working group of members from the RNP Steering Group, comprising:

- Nikki Denton-West
- Heather Rogers
- Paul Kornicky

HDPF Allocation (starts para 26 in existing report)

This method of determining a housing target for the RNP carries the most weight as it aligns directly with the Local Plan. Hence it is referred to as 'HDPF-derived' or the 'fair-share' of the 1,500 homes (minimum) expected to be allocated via Neighbourhood Plans.

In the existing report, it was assumed (para 30) that Horsham (town), Southwater and Billingshurst would not provide any of these 1,500 homes due to their already being allocated strategic sites. However, we can now see from the emerging NPs, including the Southwater and Billingshurst ones, that this is not valid i.e. they only exclude Horsham (town). In particular, Southwater and Billingshurst follow this approach, and include themselves in the '1,500 allocation'.

Re-working of the apportionments to now only exclude Horsham (town) thereby reduces the RNP 'fair-share' from 71 to 54 homes (minimum).

However, it is also possible to be even more accurate and go right back to the source as to how the 1,500 was first established and determine the directly related RNP contribution, rather than re-apportion it afterwards. When the HDPF was drawn up the 1500 Neighbourhood Allocation was established from the 2014 SHLAA having removed all the 'commitments'.

HDC actually reported to the HDPF Planning Inspector: *“The identification of 1500 homes to be delivered through neighbourhood planning is primarily informed by the Strategic Housing Land Availability Assessment (SHLAA). The SHLAA Update, July 2014 identifies 714 Deliverable (1-5 years) sites and 1475 Developable (6-10 years) sites which have the potential to come forward within the next 10 years (2014-2024). This provision equates to 2189 sites which is significantly higher than the 1500 homes indicated in the Plan”.*

At that time the SHLAA for Rudgwick had just 3 ‘un-committed’ but developable sites (SA336, SA434 and SA442) totalling 46 dwellings. See Appendix (D).

So, this most accurate and relevant method would give the RNP an HDPF derived target of 46 (minimum). It is reasonable to take the average figure from the above two approaches (54 and 46) thereby giving a revised figure of 50.

Other Data Sources/Methods (starts para 42 in existing report)

The existing report then proceeded to compare or ‘test’ this minimum figure with other data sources (or methods), ultimately to establish a range for the RNP housing allocations.

An additional 4 methods were used:

- Share of Horsham Districts OAN housing target for 2031 based on DCLG projections
- Projection of Rudgwicks dwelling completion rates 2001-2011
- Projection of Rudgwicks dwelling completion rates 2011-2016
- Projection of Rudgwicks planning permission rates 2011-2016

Analysis of other emerging/advanced NPs shows that a further method can usefully be deployed. It is to establish Rudgwick’s share of the additional 16,000 homes (20 years x 800 per year) over the Local Plan period 2011-2031. With this method it is possible to mitigate some of the inaccuracy in the DCLG/OAN method (see para 41) by specifically excluding the major strategic site numbers, as reported in the HDC Authority Monitoring Report. The full metrics and logic for this method are shown in Appendix (B).

The graph in Appendix (A) shows the 2031 dwelling number projections, now using all 6 methods and with the reduced HDPF derived figure of 50.

N.B. This replaces Figure 4 shown at paras 80/81 in the original report.

The average 2031 dwelling figure is 1257. The HDPF derived method achieves 1247 homes at year 2031, i.e. 10 below the ‘all methods average’.

Conclusion – Quantity of Housing Needed (starts para 80 in existing report)

Paragraph 84 of the original report is hence re-written as:

84. In light of the factors acting to increase demand, we recommend that the HDPF-derived target (which is the only one of the figures carrying statutory weight, in the sense that the Neighbourhood Plan must demonstrate conformity with it at its examination) is the most appropriate estimate of the minimum dwelling need in Rudgwick. Whilst this establishes a minimum, paying due regard to the other data sources suggests a range between 50-60 would be an appropriate target for Rudgwick. The top end of this range reflects the midpoint between all the data sources.

It is also understood that HDC have acknowledged that when the Windacres/Rudgwick Metals 'allocated' site was counted as a 'commitment' towards the HDPF figures the permission (DC/09/1623) was for a mixed use scheme including 36 homes, but with 2 demolished for site access (see para 33). Since that time the permission expired and was replaced by a new permission (DC/16/2917) including 55 homes (53 net extra). The additional 19 homes to be built on that site can therefore be credited towards our RNP allocation i.e. it is as though the RNP has already allocated a site there for 19 dwellings.

Additional Builds post April 2016

The existing report noted 9 extra homes from 2011 census to April 2016 cut-off (see para 43).

See Appendix (C) for a list of homes (potentially) gained beyond 2016 in Rudgwick Parish split between completed/started and un-started permissions. HDC practice is to only assume that 40% of un-started permissions will actually materialise. This report adopts the same practise.

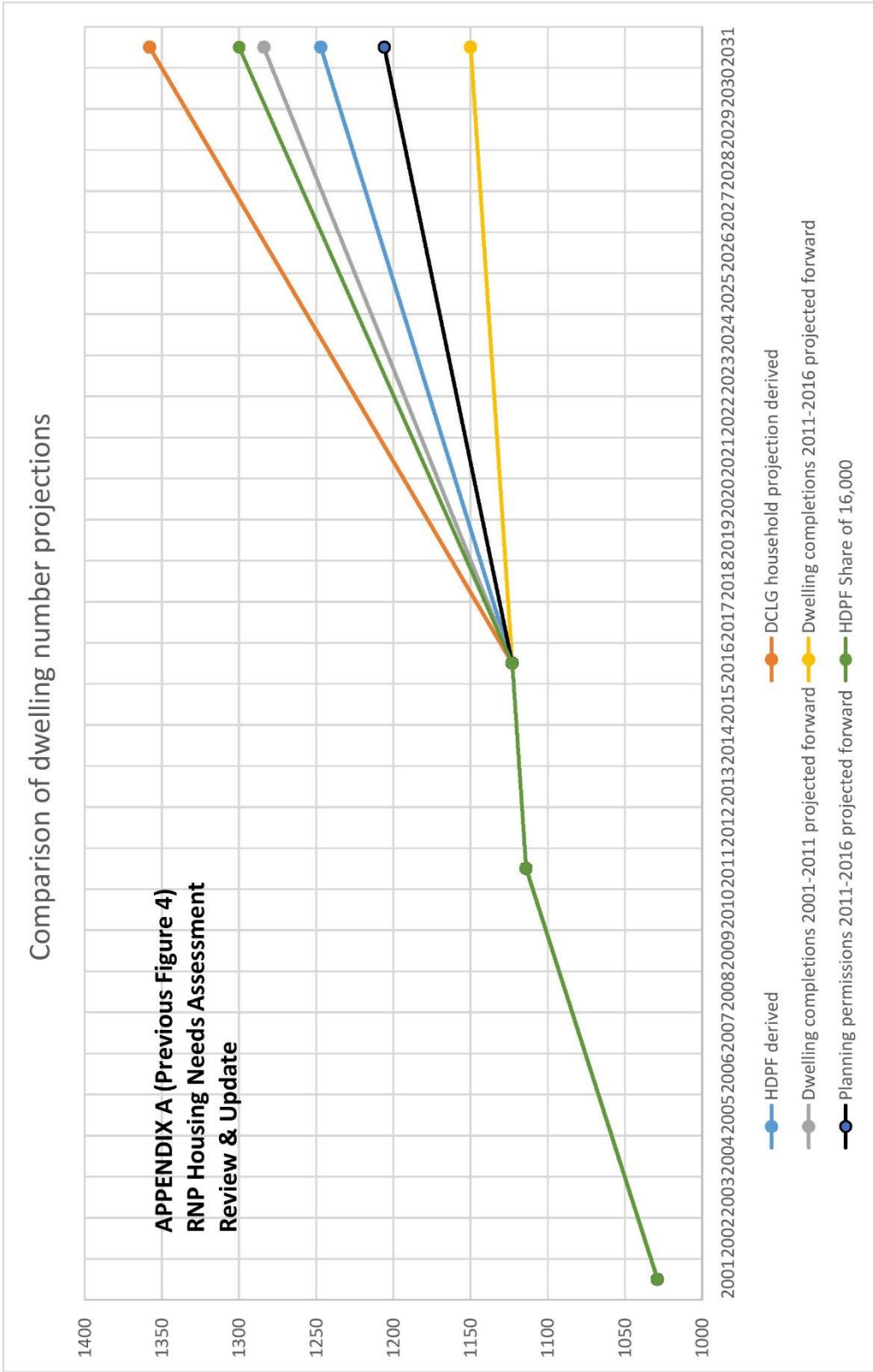
The 2031 housing projection for the HDPF-derived method incorporates these as well as just 2 windfalls (i.e. currently unknown but assumed complete by 2031). N.B. We are not using these additional builds in any way to reduce the 'fair-share' NP allocation, merely to project the housing total achieved by 2031, in order to equitably 'test' against the other five methods.

Recommendation

The working group recommend that the RNP Steering Group, at its next meeting, endorse this brief report of the review undertaken and adopt the revised housing range proposed therein. The revision is fully justified and evidenced and carefully checked by the working group for accuracy. Crucially it directly aligns the HDPF derived (fair-share of the 1500) minimum target to its correct source, as explained to and signed off by the HDPF Planning Inspector.

Conclusion

The RNP Steering Group met on 18th April and the above report, together with Appendices, were carefully considered. The Steering Group unanimously agreed to accept the report in full as an update to the original Housing Needs assessment dated July 2017. This would be communicated to HDC by the Chairman at the next opportunity. END



APPENDIX B - Rudgwick Neighbourhood Plan

Housing Numbers Analysis

Key Parameters

2001 Census	Dwellings	1029	10 (**)	Further Built or Started (100%)
2011 Census		1114	3 (**) (??)	Unstarted Permissions (40%)
Rudgwick's 10 Year Increase (2001/2011)		85	2 (**) (??)	Unknown Windfalls
RNP Fair Share of the 1500 (Gross)		50	25 (**)	Summerfold
RNP Fair Share (Net of Rudgwick Metals 19)		31	34 (**)	Rudgwick Metals (HDPF counted)
Also, 2011/16 (5 Year) 'Post-Census' Increases	(noted in existing report)		19	Rudgwick Metals (RNP counted)
(**) Dwellings		9	93	Total
Planning Permissions		23	So, total additional dwellings over 2011/31 even without a RNP = 102	

Method

	20 Year Inc. 2011/31	Dwellings at 2031
(1) DCLG Population/Households (para 40)	244	1358
(2) 10 yr Build Trend pre 2011 (para 42)	170	1284
(3) 5 yr Build Trend post 2011 (para 43)	36	1150
(4) Permissions post 2011 (para 45)	92	1206
(5) HDPF Neighbourhood Share (para 31)	133	1247
(6) HDPF Share of 16,000 (additional method)	186	1300
Green figure notes difference twixt HDPF projection & 'All Method Average'	143	1257 Average
So, RNP Range is set, as before, Min = HDPF Share & Max to average all Methods	RNP Minimum	50
	RNP Maximum	60
	All with a credit from Rudgwick Metals site	
	102	-19
		1216

N.B. The 'Do Nothing' Option i.e. RNP allocates NIL

Metrics for Method 6

Horsham District Dwellings at 2011 Census	56,516	Major Strategic Sites 2011 to 2031 (see HDC Authority Monitoring Report):
Rudgwick Dwellings at 2011 Census	1,114	2,008 West of Horsham
So, Rudgwicks share of non-strategic sites	1.97%	2,572 Kilnwood Vale
Housing Reqt excluding major strategic sites	9,420	2,000 North of Horsham (AMR shows 2150 delivered by 2031)
This ppn of House Reqt equates to Dwellings	186	16,000 HDPF Housing Requirement 2011-2031

APPENDIX C RNP Small Sites

Completed/Commenced after 1st April 2016

Completed or Started

Planning Ref	Extra Description	Permit Date
DC/16/2925	1 Fordcombe Cox Green	21/04/2017 2 x 5 bed
DC/17/2354	2 Hermongers Deer Farm	12/01/2018 2 x 4 bed
DC/18/0316	1 Jasmine, Cox Green	04/05/2018 1 x 5 bed
DC/15/1066	2 Farn Brakes Bungalows	28/08/2015 2 x 4 bed
DC/16/2668	1 Farn Brakes Semi House	21/02/2017 2 x 4 bed
DC/15/2066	1 Forge Cottage Haven Road	29/01/2016 1 x 6 bed
DC/17/1559	1 Hermongers Farm	25/08/2017 1 x 4 bed
DC/17/2561	1 Weyhurst Farm Guildford Road	19/01/2018 1 x 4 bed
10 Definitely built or will be by 2031		

Unstarted Permissions (Take 40%)

Planning Ref	Extra Description	Permit Date
DC/15/2524	2 Canfields Farm Barn Conversion	24/12/2015
DC/16/0538	1 Hyesfield Agricultural Building	06/07/2016
DC/16/1228	1 Howick Cottage The Haven	25/07/2016
DC/17/0239	2 Anchorage Farm Barn Have Road	23/03/2017
DC/16/2489	1 Morelands Barn Naldretts Lane	30/06/2017
DC/15/2789	1 Sweetlands Farm The Haven	20/10/2016
8 Could be built by 2031		

Appendix D – RNP Housing Needs Assessment Review

Rudgwick Parish

The following sites have been considered as part of the July 2014 SHLAA Assessment, for Rudgwick Parish.

A map depicting the entire site area and summary of each site assessment is included on the following pages.

Please note that the classification of a site is based on the classification of the developable area within that site, therefore if part of a site is considered 'developable' -1-5 years, the whole site would be coloured green, however in reality only part of that site may be considered suitable for development.

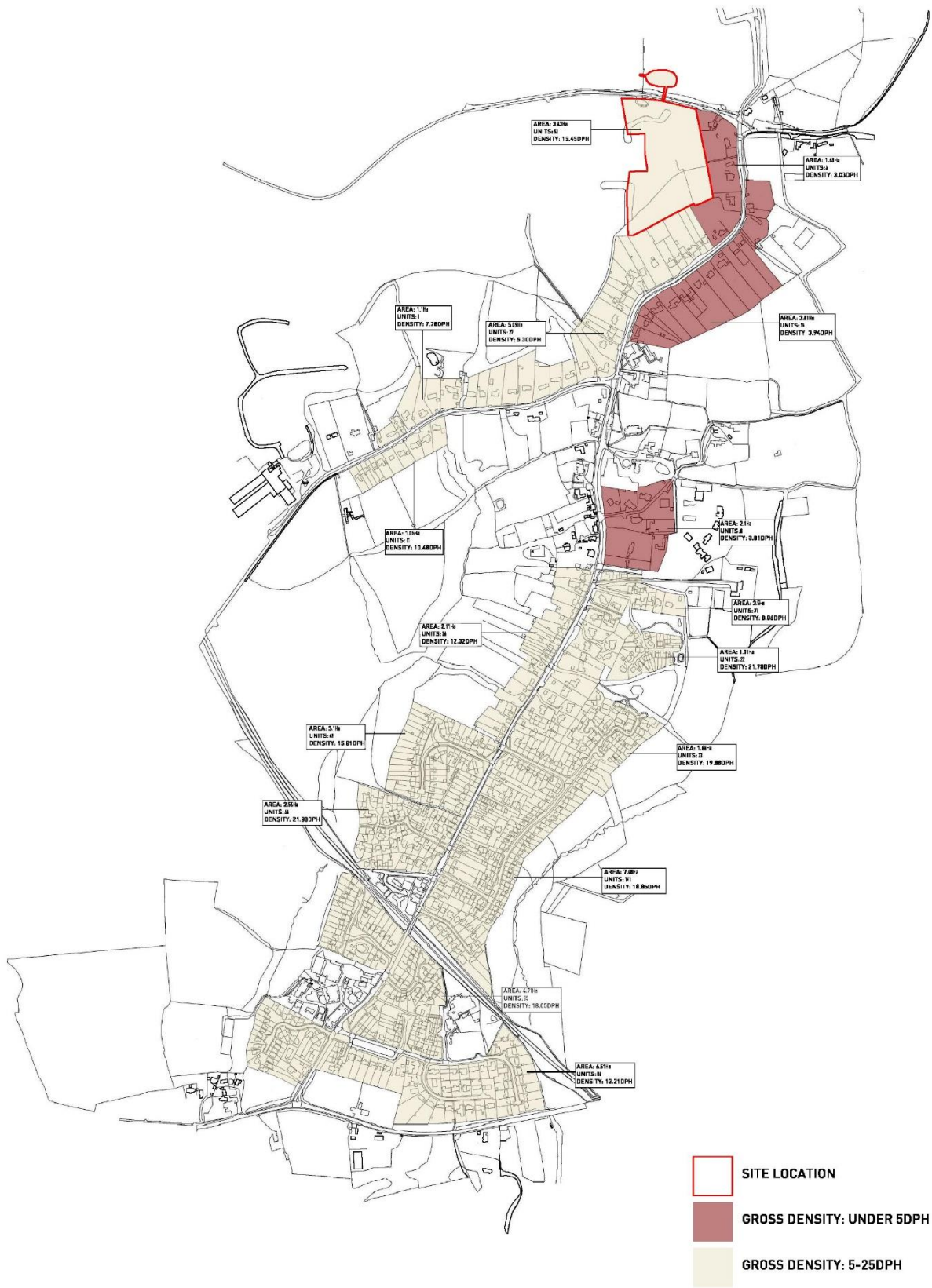
The outcome of the assessment for Rudgwick Parish is summarised as follows:

SHLAA Reference	Site Name	Site Address	Outcome of Assessment	Total Units
SA151	Windacres Farm	Rudgwick	Green (1-5 Years Deliverable)	43 – Site HDPF counted
SA336	Land off Church Street and Guildford Road	Rudgwick	Yellow (6-10 Years Developable)	16
SA434	Land at Junction of Church Street	Land at Junction of Church Street, Guildford Road, Rudgwick	Yellow (6-10 Years Developable)	12
SA442	Land to the West of Church Street	Land to the west of Church Street, Rudgwick, West Sussex	Yellow (6-10 Years Developable)	18
SA377	Land south of Summerfold, Church Street	Land south of Summerfold, Church Street	Yellow 11+ Years	20 – Site HDPF counted
SA027	Land north of Bowcroft Lane	Rudgwick	Not Currently Developable	0
SA082	Rudgwick Glebe, Lynwick Street	Lynwick Street, Rudgwick	Not Currently Developable	0
SA327	Land at Woodfalls	Loxwood Road, Rudgwick	Not Currently Developable	0
SA378	Rudgwick Brickworks	Rudgwick Brickworks	Not Currently Developable	0

Sites submitted to the SHLAA for Rudgwick Parish but excluded from further assessment:

SHLAA Reference	Site Name	Site Address	Outcome of Assessment
SA125	Land north of Furze Road	Knights Field, Off Furze Road & Church Street	Duplicate as assessed as part of SA442
SA224	Bookers and Stressa		Potential Yield falls below SHLAA threshold

ANNEX D - RUDGWICK DENSITY MAP



LAND SOUTH OF COX GREEN ROAD, RUDGWICK - DENSITY PLAN Pegasus

PLANNING | DESIGN | ENVIRONMENT | ECONOMICS | WWW.PEGASUSGROUP.CO.UK | TEAM/DRAWN BY: CLU | APPROVED BY: P.M. AC | DATE: 30/07/19 | SCALE: 1:5000 @ A2 | DRWG: P19-1670_03 | SHEET NO: __ | REV: __ | CLIENT: MR J BECKWITH-SMITH |