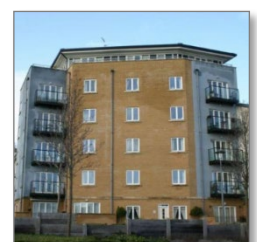
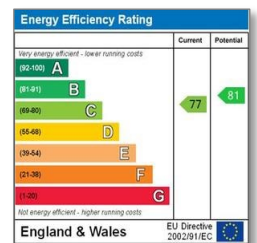




# Buckinghamshire Local Housing Need Assessment

## Report of Findings

Consultation Draft: September 2025





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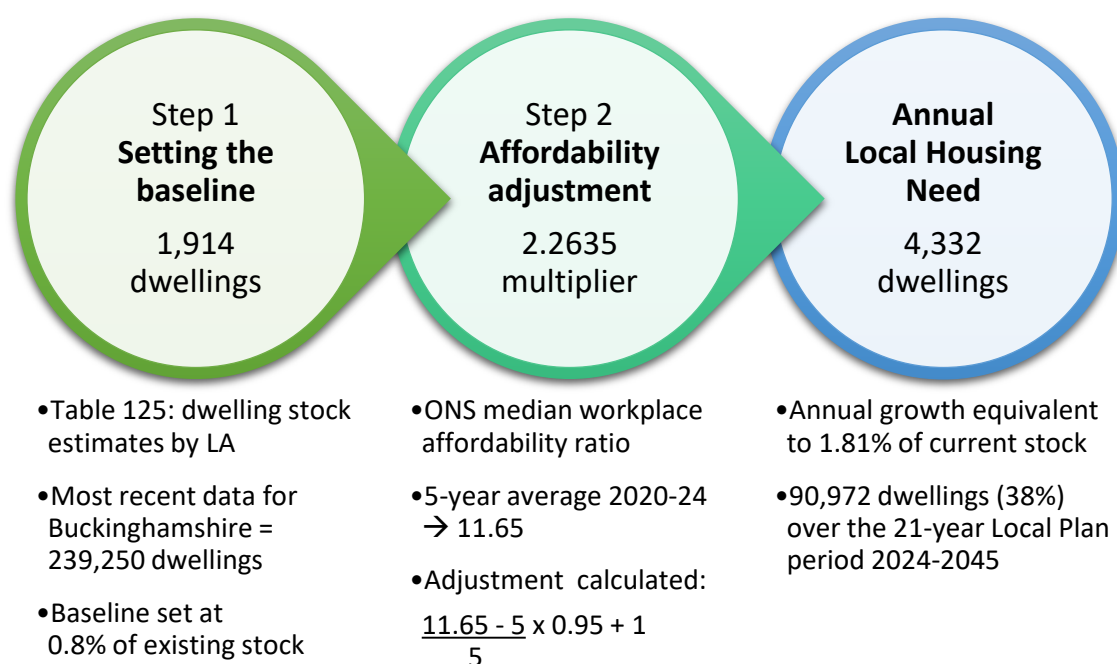
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# Executive Summary

1. The National Planning Policy Framework (NPPF, December 2024) sets out the Government's objective of significantly boosting the supply of homes, with the aim of meeting each area's identified housing need with an appropriate mix of housing types for the local community. To determine the number of homes needed, the NPPF states that strategic policies should be informed by a local housing need assessment (LHNA) conducted using the standard method in national planning guidance.
2. Buckinghamshire Council commissioned Opinion Research Services (ORS) to prepare an LHNA to inform the Local Plan strategic policies as required by the NPPF. The standard method sets out a formulaic approach to determine the Local Housing Need (LHN) figure, using dwelling stock estimates to set the Step 1 baseline and the workplace-based house price to earnings ratio to calculate the Step 2 affordability adjustment (Figure 1).

**Figure 1: Annual Local Housing Need for Buckinghamshire based on the Government's standard method calculation**  
(Source: Dwelling stock estimates by local authority district, MHCLG May 2025; House price to workplace-based earnings ratio, ONS March 2025)

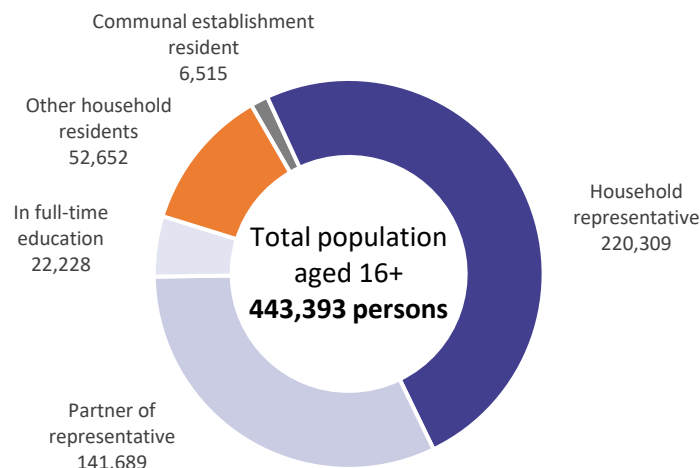


3. The standard method identifies that the LHN figure for Buckinghamshire is currently 4,332 dwellings per year, so the minimum amount of housing to be planned for over the 21-year period 2024-2045 is 90,972 dwellings. **The LHNA has been prepared on the basis that 90,972 dwellings will be planned for in Buckinghamshire over the 21-year Local Plan period 2024-2045.**
4. Housing supply in Buckinghamshire averaged 2,600 net additions per year based on Government data for the last 10 years (2014-15 to 2023-24). Given this context, there will need to be a step-change in future supply to respond to housing market pressures which may have suppressed migration and household formation. If the Council is unable to plan for sufficient housing to meet the identified housing need, it will be important for this to be discussed with neighbouring local authorities under the Duty to Co-operate. However, when determining the overall amount of housing to be planned for, the Council will also have to consider any needs that cannot be met within neighbouring areas.

## Growth of the Local Community

5. The number of households in Buckinghamshire was 220,300 at the time of the 2021 Census, an increase of 19,600 (10%) over the period 2011 to 2021. Over the same period, the number of adult children living with their parents increased by 6,800 (19%) to a total of 43,400 in 2021, and the number of concealed families increased by 1,100 (41%) to a total of 3,700.
6. Figure 2 shows the 443,400 residents aged 16 or over on Census Day separated into different categories. “Other household residents” include adult children living with parents and concealed family representatives.

**Figure 2: Segmentation of resident population aged 16 or over on Census Day 2021 (Source: Census data, ONS)**



7. Whilst many “other household residents” would not plan to move, including some that have chosen to live in multi-generational households, data from the English Housing Survey (EHS) data suggests that two fifths would prefer to live independently, and the majority would be the reference person for the new household. Applying age-specific EHS rates to the Census data for Buckinghamshire identifies that 18,900 of the “other” residents would want to live independently forming 17,200 potential households.
8. Given this context, the LHNA has considered two scenarios for future population growth over the Local Plan period 2024-2045. Both scenarios are based on the 90,972 dwellings identified by the standard method and assume that the housing need will provide for natural growth and enable recent migration trends to continue, but the assumptions then diverge as follows:
  - » **Scenario A** is based on past household formation trends and assumes that the increase to housing supply will enable additional population growth (above recent migration trends). The number of people moving to the area is therefore increased until household growth aligns with the identified housing need
  - » **Scenario B** is based on increased household formation and assumes that the increase to housing supply will enable the 17,200 potential households identified who want to live independently to form separate households. This scenario also assumes additional population growth with the number of people moving to the area increased, but with a smaller uplift.
9. Both scenarios identify a faster rate of population growth than the sub-national population projections (which assume that recent migration trends continue) although the projected population in 2045 is much higher in Scenario A (758,000 persons) than in Scenario B (701,700). Based on Scenario A there is a projected growth of 189,600 persons, which is 42% more than the growth of 133,300 persons identified by Scenario B.

10. Figure 3 provides a summary of key outputs based on the projected growth, with baseline estimates set out alongside the Scenario A and Scenario B outputs for 2045 and the change from 2024-2045.

**Figure 3: Population growth by resident type, household growth and average household size, 2024-2045 (Source: ORS Model)**

	Baseline 2024	Scenario A 2045	Change 2024-2045	Scenario B 2045	Change 2024-2045
<b>HOUSING NEED</b>					
Total households	226,989	311,369	+84,381	311,518	+84,529
Unoccupied dwellings	11,426	16,556	+5,130	16,563	+5,137
<b>Dwellings in Use Class C3</b>	<b>238,415</b>	<b>327,925</b>	<b>+89,510</b>	<b>328,081</b>	<b>+89,666</b>
Additional communal establishment bedspaces in Use Class C2 (equivalised to dwellings)	-	-	+1,462	-	+1,306
<b>TOTAL HOUSING NEED</b>	<b>-</b>	<b>-</b>	<b>90,972</b>	<b>-</b>	<b>90,972</b>
<b>RESIDENT POPULATION</b>					
Household residents	560,863	747,842	+186,979	691,828	+130,965
<i>Average household size (persons)</i>	<i>2.471</i>	<i>2.402</i>	<i>-0.069</i>	<i>2.221</i>	<i>-0.250</i>
Communal establishment residents	7,541	10,184	+2,643	9,902	+2,361
<b>TOTAL POPULATION</b>	<b>568,404</b>	<b>758,026</b>	<b>+189,623</b>	<b>701,730</b>	<b>+133,327</b>

11. Both scenarios reflect the 90,972 dwellings identified by the standard method calculation for the Local Plan period 2024-2045, but population growth in Scenario A is higher than in Scenario B due to the lower average number of persons resident in each household. The average household size is projected to reduce over the Plan period in both scenarios due to the population ageing (as most older residents either live as couples without children or live alone) but Scenario B also reflects the assumed increase in household formation.
12. Whilst both scenarios identify an increase of around 84,000 additional households, far more young residents aged under 35 would form households under Scenario B than under Scenario A resulting in a larger number of younger one-person households and couples without children.
- » **Scenario A** identifies growth across all household types, with one-person households and couples without children having the largest increases (28,600 and 26,800 respectively), families with children increasing by 16,100 and other household types increasing by 12,900
  - » **Scenario B** identifies a larger growth of one-person households (45,700) and couples without children (27,600) but a lower growth of families with children (11,400) and a reduction in other household types due to fewer concealed families and adult children living with parents.
13. Having considered the two scenarios in detail, it is evident that Scenario B (i.e. providing the homes needed for local residents who want to form a separate household and live independently) better aligns with the Government's objectives of addressing the impact of past undersupply, but more Affordable Housing will need to be provided (as many potential households have not formed as they cannot afford suitable housing) which will need to be tested in the context of economic viability.
14. Scenario B also provides a more credible demographic projection (albeit still far higher than past trends) particularly in the context of jobs growth, which broadly aligns with the number of resident workers needed based on established commuting patterns. Therefore, the LHNA has assessed the size, type and tenure of housing needed for different groups in the community on the basis of Scenario B.

## Affordable Housing Need

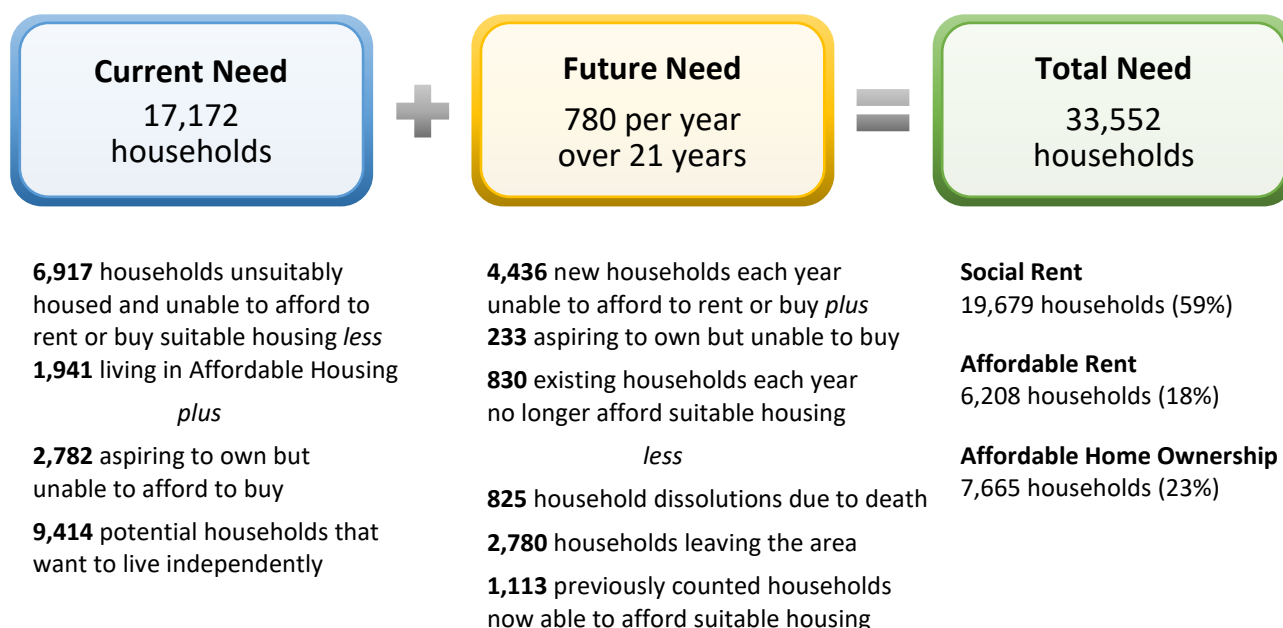
15. The NPPF states that those groups who require Affordable Housing should be identified when assessing need, and Planning Practice Guidance confirms that *“all households whose needs are not met by the market can be considered in affordable housing need”* and that *“strategic policy-making authorities will need to estimate the current number of households and projected number of households who lack their own housing or who cannot afford to meet their housing needs in the market”*.
16. Household affordability is therefore a key consideration in determining both the need for Affordable Housing and the type and tenure of homes likely to be needed by households that are unable to afford. On this basis, Figure 4 shows the annual incomes identified by the LHNA to afford Market and Affordable Home Ownership, as well as Market Rent, Affordable Rent and Social Rent based on local house prices and rents.

**Figure 4: Annual household income thresholds for housing options in Buckinghamshire by number of bedrooms**

Annual Household Income Affordability Thresholds	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms
<b>ANNUAL INCOME TO AFFORD TO OWN</b> <i>based on 10% deposit and 3.5x mortgage multiplier</i>				
Market Home Ownership	£49,441	£72,685	£98,883	£169,142
Affordable Home Ownership	£32,641	£47,364	£51,338	£72,284
<b>ANNUAL INCOME TO AFFORD TO RENT</b> <i>based on 35% of gross income (without housing benefit)</i>				
Market Rent	£29,968	£36,665	£45,106	£63,003
Affordable Rent	£23,221	£28,293	£33,472	£41,655
Social Rent	£16,111	£18,491	£20,862	£23,720

17. Figure 5 summarises the LHNA analysis, which identifies a need to provide Affordable Housing for a total of 33,600 households over the 21-year Local Plan period 2024-2045, an average of around 1,600 per year.

**Figure 5: Current need and future need from households needing Affordable Housing in Buckinghamshire 2024-2045**  
(Source: ORS Model. Note: Figures may not sum due to rounding)





## Future Housing Mix

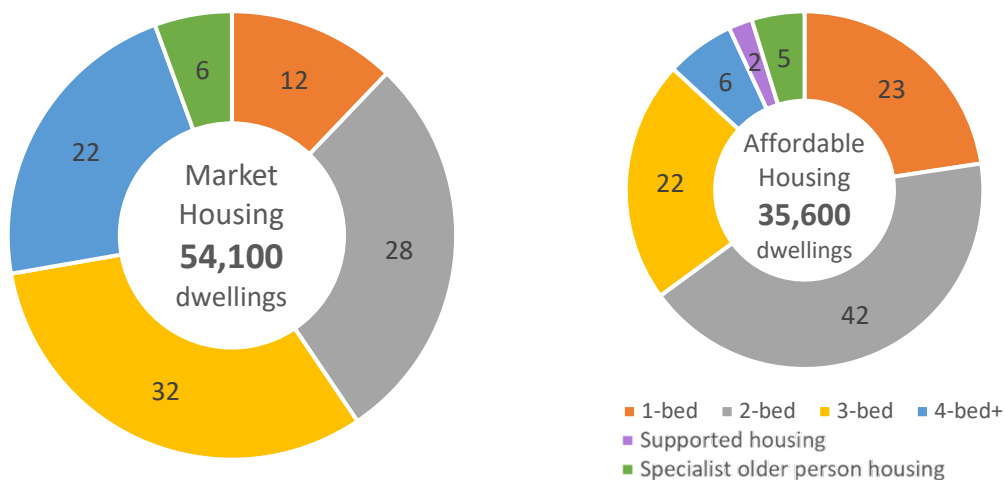
18. Figure 6 sets out the overall housing need identified for Market Housing and Affordable Housing in terms of the future housing mix based on the current inputs to the standard method calculation for Buckinghamshire over the 21-year period 2024-2045. The outputs identify the mix of general needs housing based on the number of bedrooms and the specialist older person housing need based on the type of housing.

**Figure 6: Overall Market Housing and Affordable Housing need by property type and number of bedrooms 2024-2045**  
(Source: ORS Model. Note: Figures may not sum due to rounding)

Local Housing Need 2024-2045		Market Housing	Affordable Housing	TOTAL
General Needs Housing	1 bedroom	6,565	8,047	14,612
	2 bedrooms	15,358	15,065	30,422
	3 bedrooms	17,159	7,803	24,962
	4+ bedrooms	11,977	2,209	14,186
Supported Housing		-	764	764
Specialist Older Person Housing		3,018	1,701	4,719
Dwellings in Use Class C3		54,077	35,589	89,666
Bedspaces in Use Class C2 (equivalised to dwellings)				1,306
TOTAL HOUSING NEED				90,972

19. The LHNA has identified a need for 54,100 homes for market sale or rent (60% of the total dwellings) and 35,600 affordable homes (40%). This includes an identified need for 800 units of supported housing and 4,700 specialist older person housing units, comprising both Housing with Care and Housing with Support. There is also an identified need for additional bedspaces in residential care or nursing homes.
20. Figure 7 summarises the percentage mix of the identified need for Market Housing and Affordable Housing.

**Figure 7: Percentage mix of Market Housing and Affordable Housing need by property type and size (Source: ORS Model)**



21. Whilst the LHNA forms an important part of the wider evidence base to inform the development of housing and planning policies, it is important to recognise that these findings should not be considered in isolation. The LHNA does not seek to determine rigid policy conclusions but instead provides a key component of the evidence required to develop and support a sound policy framework.

# Glossary

There are a number of terms and acronyms used throughout the Local Housing Need Assessment (LHNA) which have specific meanings based on the following definitions.

Where appropriate these definitions reflect those in the National Planning Policy Framework (NPPF),<sup>1</sup> Planning Practice Guidance (PPG),<sup>2</sup> and the Office for National Statistics (ONS) Census 2021 dictionary.<sup>3</sup>

## Key Terms

### Local Housing Need Assessment (LHNA)

An assessment to determine *housing need* and assess the size, type and tenure of housing needed for different groups in the community including those who need *Affordable Housing* (including *Social Rent*); families with children; looked after children; *older people* (including those who need retirement housing, housing-with-care and care homes); students; people with disabilities; service families; people who rent their homes and people wishing to commission or build their own homes.

### National Planning Policy Framework (NPPF)

The *National Planning Policy Framework (NPPF)* sets out the Government's planning policies for England and how these are expected to be applied.

### Planning Practice Guidance (PPG)

*National Planning Practice Guidance (PPG)* is an online resource that provides advice and guidance on various aspects of the planning system. It is intended to be read alongside the *NPPF* and helps both plan makers and decision-makers understand and apply national planning policies. The *PPG* is a material consideration in planning decisions, meaning it must be taken into account when assessing planning applications.

### Local Planning Authority (LPA)

The public authority whose duty it is to carry out specific planning functions for a particular *local area*.

### Local area

*Local area* refers to the specific geographic area covered by a *local planning authority*.

### Local plan

A plan for the future development of a *local area*, drawn up by the *local planning authority* in consultation with the community, under the Town and Country Planning (Local Planning) (England) Regulations 2012.

### Housing need

An unconstrained assessment of the minimum number of homes needed in a *local area*. Assessing *housing need* is the first step in the process of deciding how many homes need to be planned for. It should be undertaken separately from assessing land availability and establishing a *housing requirement* figure.

### Local Housing Need (LHN) figure

The number of homes identified as being needed through the application of the *standard method* set out in national *planning practice guidance*.

### Standard method

The *standard method* for assessing *local housing need* is a formula used to determine the minimum number of homes a *local planning authority* in England should plan for in their *local area*. It uses local *dwelling stock* to establish a baseline figure which is then adjusted upwards to reflect local affordability pressures.

### Housing requirement

The minimum number of homes that a *local plan* seeks to provide during the plan period. In addition to the *local housing need figure*, any needs that cannot be met within neighbouring areas should also be taken into account.

The planned *housing requirement* may be higher than the identified *housing need* to reflect growth aspirations, which should not normally have to be thoroughly justified at examination.

The planned *housing requirement* may be lower than the identified need where that can be justified by evidence on land availability, development constraints and any other relevant matters.

Where the *local plan* cannot provide for the identified *housing need* this should be discussed with neighbouring *local planning authorities* under the Duty to Cooperate.

<sup>1</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>2</sup> <https://www.gov.uk/government/collections/planning-practice-guidance>

<sup>3</sup> <https://www.ons.gov.uk/census/census2021dictionary>

## Types of Housing and Housing Schemes

### Dwelling

A unit of accommodation, for example a house or flat, that will either be the *usual residence* of a *household* or an *unoccupied dwelling* without any *usual residents*.

### Unoccupied dwelling

A *dwelling* that has no *usual residents* living in the accommodation, for example empty homes for sale.

*Unoccupied dwellings* may be used by short-term residents or visitors, for example holiday homes, or as a second home for a *household* where the *dwelling* not their *usual residence*.

### Communal establishment

A managed *communal establishment* is a place that provides managed full-time or part-time supervision of residential accommodation.

Examples include:

- university halls of residence and boarding schools
- care homes, hospitals, hospices and maternity units
- hotels, guest houses, hostels and bed and breakfasts, all with residential accommodation for seven or more guests
- prisons and other secure facilities
- Single Living Accommodation (SLA) in military bases
- staff accommodation
- religious establishments.

It does not include sheltered accommodation, serviced apartments, nurses' accommodation, and houses rented to students by private landlords. These are *dwellings* that would be occupied by *households*.

### Use Class C2 (residential institution)

A building used as a *communal establishment* providing residential accommodation and care.

### Use Class C3 (dwellinghouse)

A building used as a *dwelling* for:

- a *family* or individual living as a single *household*, or
- up to six unrelated people living together as a single *household*, with or without care.

The accommodation must be self-contained, with exclusive use of living, sleeping, cooking and bathroom facilities that are not shared with another household.

### General needs housing

Housing to meet the needs of the general population.

### Supported housing

Housing with support services for people who need help to live independently, typically vulnerable groups such as people with disabilities, mental health needs, or those at risk of homelessness. Support does not always involve personal care, and it may include help with managing health or daily living.

### Specialist housing for older people

There are different types of *specialist housing* designed to meet the diverse needs of *older people*:

- age-restricted general market housing
- housing with support, such as retirement living or sheltered housing, with some support provided to help residents live independently
- housing with care, such as extra care housing, with access to support services and staff typically providing 24-hour onsite care.

These are *dwellings* in *Use Class C3*, as they have facilities that are not shared with other households, although community facilities may also be available. *Specialist housing* can also include bedspaces in *communal establishments* in *Use Class C2*, such as residential care homes and nursing homes.

Any single development may contain a range of different types of *specialist housing for older people*.

### Market Housing

Housing for sale or rent, for those who can afford to rent or buy housing in the *local area*.

### Affordable Housing

Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for *essential local workers*); and which complies with one or more of the definitions in Annex 2 of the *NPPF*.

### Social Rent

*Social Rent* housing meets the following conditions:

- the rent is set in accordance with the Government's rent policy for *Social Rent*
- the landlord is a registered provider
- provisions are included for the housing to remain at an affordable price for future eligible *households*, or for the subsidy to be recycled for alternative *Affordable Housing* provision.

### Private Sector Leased (PSL) housing

A scheme where local authorities lease and manage privately owned properties to provide housing for *households* that are often homeless and in need of temporary accommodation.

### Build to Rent

Purpose built housing that is typically 100% rented out. It can form part of a wider multi-tenure development comprising either flats or houses but should be on the same site and/or contiguous with the main development. Schemes will usually offer longer tenancy agreements of three years or more and will typically be professionally managed stock in single ownership and management control.

### Rural exception sites

Small sites used for *Affordable Housing* in perpetuity where sites would not normally be used for housing. *Rural exception sites* seek to address the needs of the local community by accommodating *households* who are either current residents or have an existing family or employment connection.

A proportion of *Market Housing* may be allowed on the site at the *local planning authority's* discretion, for example where essential to enable the delivery of *Affordable Housing* without grant funding.

### Self-build and custom-build housing

Housing built by an individual, a group of individuals, or persons working with or for them, to be occupied by that individual. Such housing can be either *Market Housing* or *Affordable Housing*. A legal definition, for the purpose of applying the Self-build and Custom Housebuilding Act 2015 (as amended), is contained in section 1(A1) and (A2) of that Act.

## Census and Demography

### Usual resident

A person who has stayed or intends to stay in the *local area* for a period of 12 months or more, or has a *usual residence* in the *local area* and intends to be outside the *local area* for less than 12 months.

### Usual residence

The primary address of a *usual resident*.

### Household

A *household* is defined as:

- one person living alone, or
- a group of people (not necessarily related) living at the same address who share cooking facilities and share a living room or sitting room, or dining area.

This includes:

- all sheltered accommodation units in an establishment (irrespective of whether there are other communal facilities), and
- all people living in caravans on any type of site that is their usual residence, and who has no other usual residence elsewhere in the UK.

A *household* must contain at least one *usual resident* whose *usual residence* is the *household* address.

A group of short-term residents living together is not classified as a *household*, and neither is a group of people at an address where only visitors are staying.

All *households* have one *Household Reference Person (HRP)*.

### Household Reference Person (HRP)

A *Household Reference Person* serves as a reference point, mainly based on economic activity and age, to characterise a whole *household*. The person is not necessarily the member of the *household* in whose name the accommodation is owned or rented.

### Dependent child

A *dependent child* is a person aged 0 to 15 years or a person aged 16 to 18 years who is in full-time education and lives in a *family* with their parent, parents, grandparent or grandparents. It does not include any person aged 16 to 18 years who has a spouse, partner or child living in the *household*.

### Non-dependent child

A *non-dependent child* is a person living with their parent(s) and who is either aged 19 years or over and has no spouse, partner or child living in the *household*, or aged 16 to 18 years and who is not in full-time education and has no spouse, partner or child living in the *household*.

*Non-dependent children* are sometimes referred to as "adult children".

### Older people

People over or approaching retirement age, including the active, newly-retired through to the very frail elderly; and whose housing needs can encompass accessible, adaptable general needs housing through to the full range of *specialist housing for older people* including those with support or care needs.

### Essential local workers

Public sector employees who provide frontline services in areas including health, education and community safety – such as NHS staff, teachers, police, firefighters and military personnel, social care and childcare workers.

## Family

A group of people who are any of the following:

- married, civil partnered or cohabiting couple with or without children (the children do not need to belong to both members of the couple)
- a lone parent with at least one child who lives in the same *household*
- a married, civil partnered or cohabiting couple with grandchildren but where the parents of those grandchildren are not present
- a single or couple grandparent with grandchildren but where the parents of those grandchildren are not present.

Children can be *dependent* or *non-dependent* and a family can have a mixture of *dependent* and *non-dependent children*.

All families have one *Family Reference Person (FRP)*.

### Family Reference Person (FRP)

A *Family Reference Person* is identified by criteria based on the family make up.

In a lone parent family, the *FRP* is the lone parent.

In a couple family, the *FRP* is chosen from the two people in the couple based on their economic activity (in the priority order: full-time job, part-time job, unemployed, retired, other). If both people have the same economic activity, the *FRP* is identified as the elder of the two or, if they are the same age, the first member of the couple on the Census form.

## Multi-generational family household

A *household* where people from across more than two generations of the same extended family live together. This includes *households* with grandparents and grandchildren, whether or not the intervening generation also live in the *household*.

## Multi-family household

A *household* that consists of two or more *families*.

The *families* can be:

- unrelated (for example, two unrelated couples sharing a house)
- related and *multi-generational* (for example, cohabiting couple plus children and elderly parents, or married couple plus their teenage daughter and her child)
- related but not *multi-generational* (for example, cohabiting couple plus son and girlfriend, or two brothers and their partners sharing a house).

### Concealed family

*Concealed families* are couple or lone parent *families* living in *multi-family households*, where the *FRP* is not the *Household Reference Person (HRP)*.

As an example:

George and Amy live at the same address as their daughter, Emily, and her husband and daughter. Because Emily is not a *dependent child* and has her own *family*, the *household* contains two *families*.

Family one are husband George and wife Amy.

George is the *Family Reference Person (FRP)*.

Family two are daughter Emily, husband Simon and their daughter Eve. Emily is the *FRP*.

As there is more than one *family* in the *household*, the *FRPs* are prioritised to decide who is the *HRP*.

In this *household*, George is the *HRP*. This means that Emily's *family* is a *concealed family*. Their *HRP* is George, and they will be included as part of his *household* in relevant outputs.

### Potential household

*Potential households* are *concealed families* or *non-dependent children* or other individuals living as part of an existing *household* that want to live independently and form a separate *household* now.

## Summary of Acronyms

<b>DCLG</b>	Department for Communities and Local Government (2006-2018) <a href="https://discovery.nationalarchives.gov.uk/details/c/F268656">https://discovery.nationalarchives.gov.uk/details/c/F268656</a>
<b>DPA</b>	Dwellings Per Annum
<b>DWP</b>	Department for Work and Pensions <a href="https://www.gov.uk/government/organisations/department-for-work-pensions">https://www.gov.uk/government/organisations/department-for-work-pensions</a>
<b>EHS</b>	English Housing Survey <a href="https://www.gov.uk/government/collections/english-housing-survey">https://www.gov.uk/government/collections/english-housing-survey</a>
<b>FRP</b>	Family Reference Person
<b>HDT</b>	Housing Delivery Test <a href="https://www.gov.uk/government/collections/housing-delivery-test">https://www.gov.uk/government/collections/housing-delivery-test</a>
<b>HMO</b>	House in Multiple Occupation
<b>HRP</b>	Household Reference Person
<b>HRR</b>	Household Representative Rate
<b>LA</b>	Local Authority
<b>LAHS</b>	Local Authority Housing Statistics <a href="https://www.gov.uk/government/collections/local-authority-housing-data">https://www.gov.uk/government/collections/local-authority-housing-data</a>
<b>LHA</b>	Local Housing Allowance <a href="https://www.gov.uk/guidance/local-housing-allowance">https://www.gov.uk/guidance/local-housing-allowance</a>
<b>LHN</b>	Local Housing Need
<b>LHNA</b>	Local Housing Needs Assessment
<b>LPA</b>	Local Planning Authority
<b>MHCLG</b>	Ministry of Housing, Communities and Local Government <a href="https://www.gov.uk/government/organisations/ministry-of-housing-communities-local-government">https://www.gov.uk/government/organisations/ministry-of-housing-communities-local-government</a>
<b>MYE</b>	Mid-Year Estimates <a href="https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates">https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates</a>
<b>NHS</b>	National Health Service <a href="https://www.nhs.uk/">https://www.nhs.uk/</a>
<b>NPPF</b>	National Planning Policy Framework <a href="https://www.gov.uk/government/publications/national-planning-policy-framework--2">https://www.gov.uk/government/publications/national-planning-policy-framework--2</a>
<b>ONS</b>	Office for National Statistics <a href="https://www.ons.gov.uk/">https://www.ons.gov.uk/</a>
<b>ORS</b>	Opinion Research Services <a href="https://www.ors.org.uk/">https://www.ors.org.uk/</a>
<b>PPG</b>	Planning Practice Guidance <a href="https://www.gov.uk/government/collections/planning-practice-guidance">https://www.gov.uk/government/collections/planning-practice-guidance</a>
<b>PRS</b>	Private Rented Sector
<b>PSL</b>	Private Sector Leased
<b>RSL</b>	Registered Social Landlord



# 1. Introducing the Study

- 1.1 The National Planning Policy Framework (NPPF, December 2024) sets out the Government's objective of significantly boosting the supply of homes, with the aim of meeting each area's identified housing need with an appropriate mix of housing types for the local community:

*61. To support the Government's objective of **significantly boosting the supply of homes**, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay. The overall aim should be to meet an area's identified housing need, including with an appropriate mix of housing types for the local community.*

*62. To determine the minimum number of homes needed, strategic policies should be informed by a **local housing need assessment**, conducted using the **standard method** in national planning guidance. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.*

**National Planning Policy Framework, December 2024 (emphasis added)**

- 1.2 Buckinghamshire Council commissioned Opinion Research Services (ORS) to establish a robust evidence base about the need for housing in their local area through preparing a Local Housing Need Assessment (LHNA) to inform their strategic policies as required by the NPPF and associated Planning Policy Guidance (PPG).
- 1.3 The "standard method in national planning guidance" sets out a formulaic approach to determine the minimum Local Housing Need (LHN) figure and prescribes the use of specific data for the calculation. Therefore, whilst the responsibility for establishing housing need continues to rest with the local planning authority, this is constrained to a minimum LHN figure that is determined centrally by the Government.

## Overview of the LHNA

- 1.4 The LHNA provides robust evidence about the need for housing (Market Housing and Affordable Housing) and the housing needs of different groups across the local area.
- 1.5 Using a wide range of secondary data and administrative data sources, the LHNA:
- » Determines the local housing need figure using the standard method in national planning guidance
  - » Confirms the minimum number of homes needed over the 21-year period 2024-2045
  - » Identifies the resident population and households that are likely to occupy these homes
  - » Provides evidence about the appropriate mix of housing types needed for the local community
  - » Establishes the appropriate balance between Market Housing and Affordable Housing
  - » Considers the specific need for specialist and supported housing in Buckinghamshire.
- 1.6 It is important to recognise that the LHNA provides an unconstrained assessment of housing need for the local area on a policy-neutral basis, which is the first step in the process of deciding how many homes need to be planned for. Based on this evidence, the Council will determine the appropriate housing requirement to be planned for over the Local Plan period, which could be higher or lower than the identified housing need.

- 1.7 The housing requirement may be higher than the identified housing need to reflect local growth aspirations, which would not normally have to be justified at examination. Alternatively, the housing requirement may be lower than the identified need; but only where that can be justified by evidence on land availability, development constraints and any other relevant matters. Otherwise, the housing requirement should plan to meet the identified housing need as a minimum.
- 1.8 When assessing the appropriate mix of housing types needed for different groups in the community, evidence from the LHNA should not be considered in isolation as it will form part of the wider evidence base to inform the development of housing and planning policies.
- 1.9 The LHNA does not seek to determine rigid policy conclusions but instead sets out the likely implications of different options that may be available for policy makers to consider, together with recommendations where appropriate. On this basis, the LHNA will provide a key component of the evidence required to develop and support a sound policy framework, but individual policies will be determined based on relevant policy decisions.

## Duty to Co-operate

- 1.10 The Duty to Co-operate was introduced in the 2011 Localism Act and is a legal obligation.
- 1.11 The NPPF sets out an expectation that public bodies will maintain effective cooperation with others on issues with any cross-boundary impact, in particular in relation to strategic priorities such as the homes and jobs needed in the area. This co-operation will need to be demonstrated as sound when plans are submitted for examination.

*24. Effective strategic planning across local planning authority boundaries will play a vital and increasing role in how sustainable growth is delivered, by addressing key spatial issues **including meeting housing needs**, delivering strategic infrastructure and building economic and climate resilience. Local planning authorities and county councils (in two-tier areas) continue to be under a duty to cooperate with each other, and with other prescribed bodies, on strategic matters that cross administrative boundaries.*

**National Planning Policy Framework, December 2024 (emphasis added)**

- 1.12 The LHNA methodology and emerging findings were discussed with officers of neighbouring local authorities under the Duty to Co-operate.
- 1.13 All feedback received about the Consultation Draft will be considered by the LHNA Steering Group which comprises senior housing and planning officers from Buckinghamshire Council.



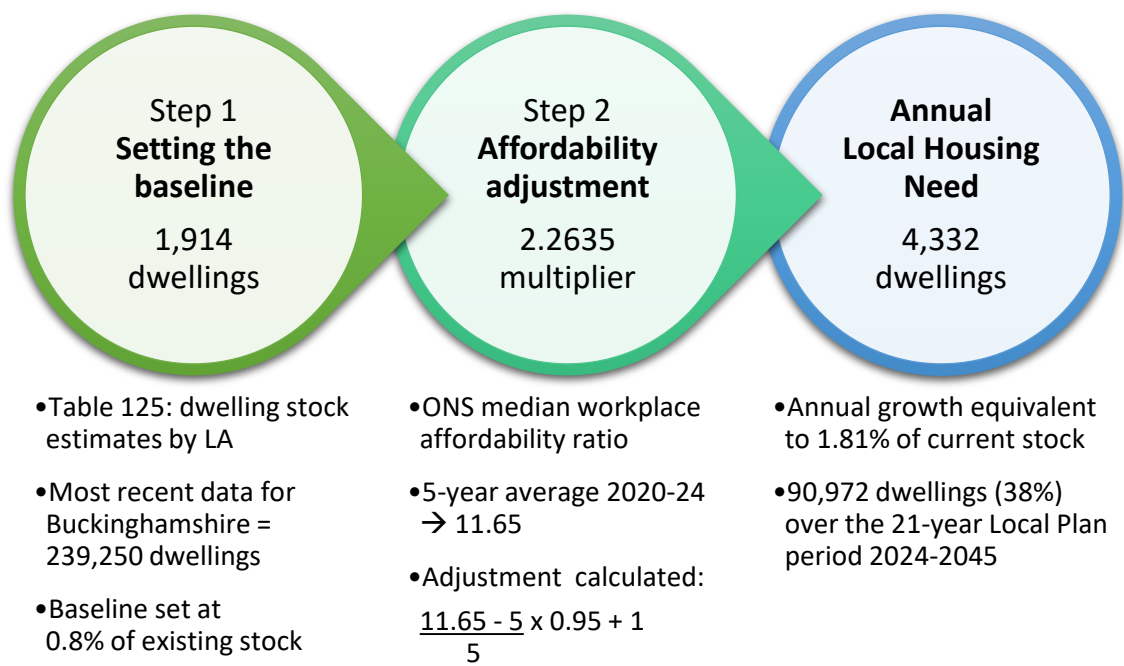
## 2. Establishing Local Housing Need

2.1 The NPPF confirms that planning authorities should normally use the standard methodology to establish a minimum Local Housing Need (LHN) figure.

### Standard Method

2.2 The process set out in Planning Practice Guidance (PPG) for Housing Need Assessment establishes the annual LHN figure as follows, using dwelling stock estimates published by the Ministry of Housing, Communities and Local Government (MHCLG) to set the Step 1 baseline, and the house price to workplace-based earnings ratio published by the Office for National Statistics (ONS) to calculate the Step 2 affordability adjustment.<sup>4</sup>

**Figure 8: Annual Local Housing Need for Buckinghamshire based on the Government’s standard method calculation**  
(Source: Dwelling stock estimates by local authority district, MHCLG May 2025; House price to workplace-based earnings ratio, ONS March 2025)



2.3 Based on the latest inputs for Buckinghamshire, the standard method calculation identifies that the minimum LHN figure for the local area is currently 4,290 dwellings per year. On this basis, the minimum amount of housing to be planned for in Buckinghamshire over the 21-year period 2024-2045 is 90,972 dwellings.

2.4 The LHNA has been prepared on the basis that 90,972 dwellings will be planned for in Buckinghamshire over the 21-year Local Plan period 2024-2045.

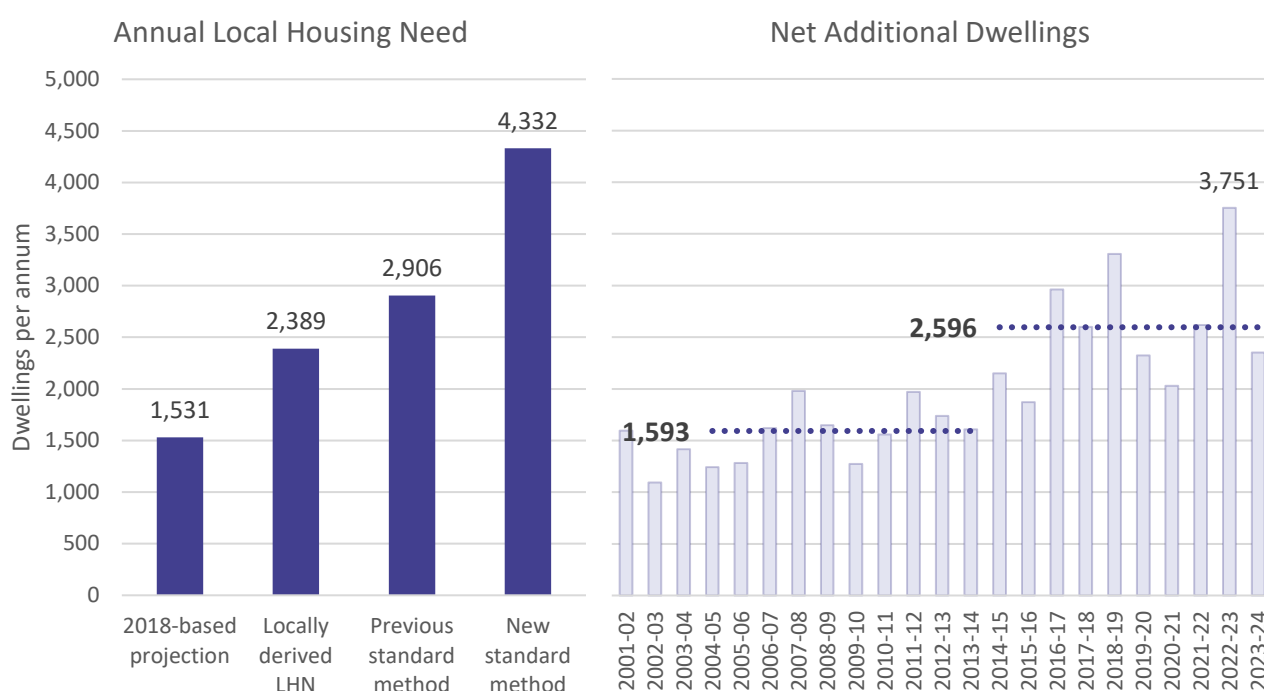
2.5 If the Council is unable to plan for sufficient housing to meet the identified housing need, it will be important for this to be discussed with neighbouring local authorities under the Duty to Co-operate. However, when determining the overall amount of housing to be planned for, it will also be important for the Council to take into account any needs that cannot be met within neighbouring areas.

<sup>4</sup> PPG ID 2a-004-20241212

## Setting the Housing Need in Context

- 2.6 Although the Government's standard method calculation now uses dwelling stock estimates (and not household projections) to set the baseline at Step 1, it is important to recognise that new homes will continue to be occupied by new households.
- 2.7 The most recent official household projections for Buckinghamshire are the 2018-based figures. Based on current trends, these project a growth of around 36,600 households over the 25-year period 2018-2043. Taking account of the projected growth of older residents living in residential or nursing care and dwellings without a usually resident household (which would normally be vacant, second or holiday homes) these projections identify a household projection-based local housing need of 1,531 dwellings per annum (dpa).
- 2.8 The household projection-based need was much lower than the LHN figure identified by the standard method calculation under the December 2023 version of the NPPF (2,906 dpa). Given this context, Buckinghamshire Council previously commissioned ORS to establish a locally derived LHN figure based on the available evidence. That analysis assumed that established rates of net migration should be maintained in future years as a percentage of the overall population and that household formation returned to previous rates, which led to a locally derived annual local housing need of 2,389 dpa.
- 2.9 Figure 9 summarises these assessments of Local Housing Need in the context of recent housing delivery. Based on the new standard method calculation, the Council is going to have to plan for a step-change in future housing supply to deliver the minimum number of homes needed. This increase is designed to help respond to housing market pressures which may have suppressed past rates of migration and household formation. Given this context, delivering this number of homes is likely to result in a much larger population increase than identified by past trends – but the overall number will depend on the balance between homes provided for the local population and homes provided for population growth.

**Figure 9: Previous assessments of annual Local Housing Need compared with annual Net Additional Dwellings 2001-2024**  
(Source: Household projections for England 2018-based, ONS; Buckinghamshire Council LHNA, ORS December 2023; Net additional dwellings by local authority district, MHCLG)



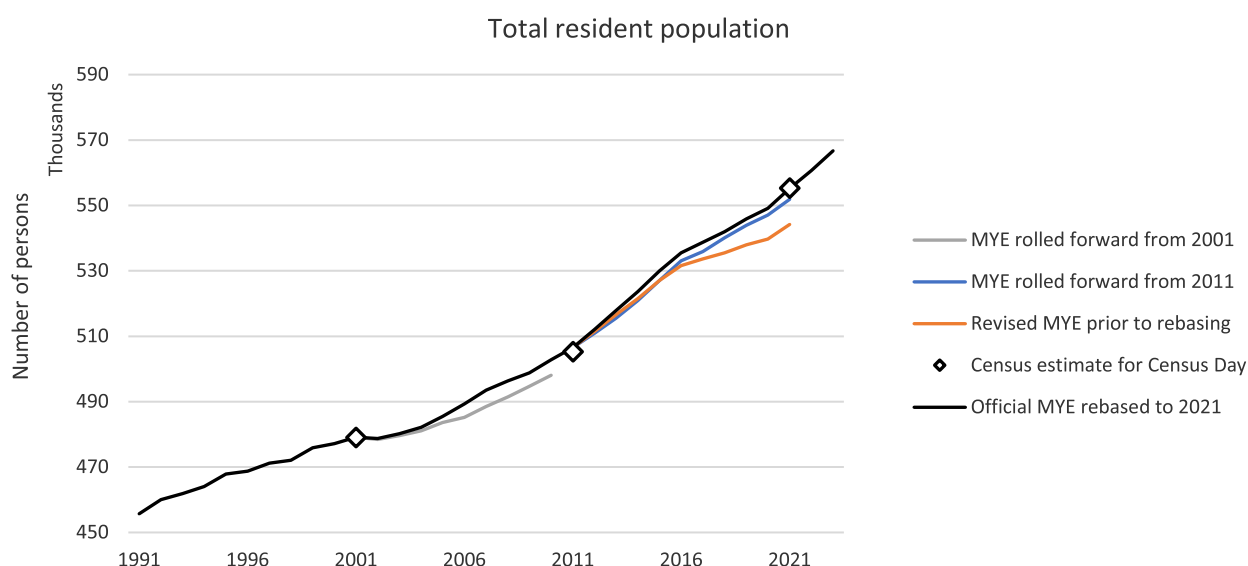
## 3. Growth of the Local Community

- 3.1 The following demographic analysis identifies the resident population and households that currently live in the local community and considers how these could change. On this basis, it is possible to establish the type of households that are likely to occupy homes in the area in future based on the identified housing need.

### Population Trends

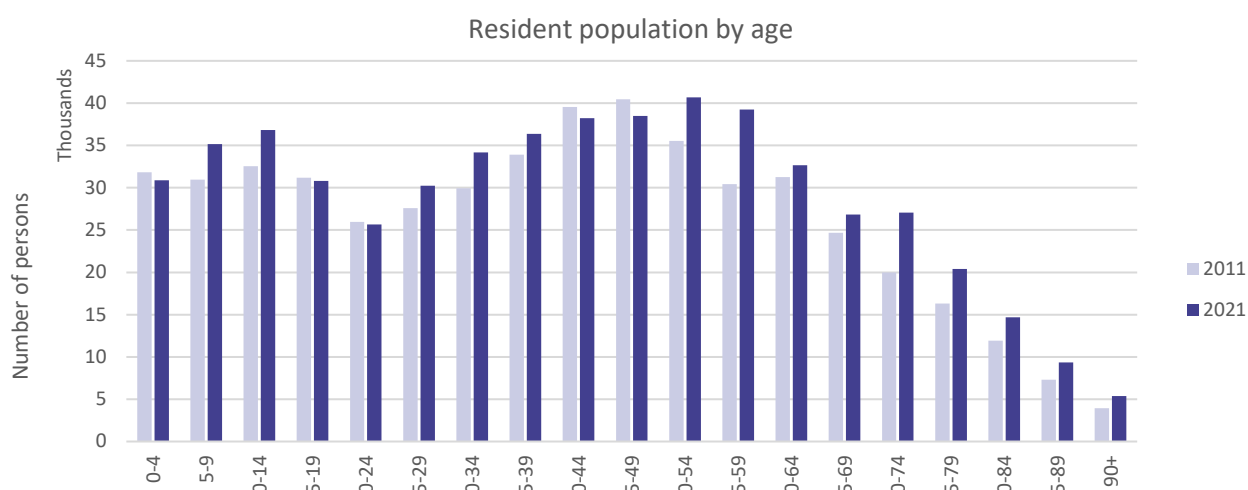
- 3.2 Figure 10 shows that the population of Buckinghamshire has increased consistently, with annual growth over the period since 2011 averaging 5,000 persons per year and an estimated resident population of around 566,700 persons in mid-2023.

**Figure 10: Official population estimates 2001-2023 (Source: Census data, ONS; Mid-year population estimates, ONS)**



- 3.3 Figure 11 shows the population by age on Census Day in 2011 and 2021. There has been an increase across most age groups with the largest growth being those residents aged 50 to 59 (increasing by 14,000 persons) and aged 70 or over (increasing by 17,400).

**Figure 11: Total resident population 2011 and 2021 by 5-year age group (Source: Census data, ONS)**



- 3.4 The mid-year estimates (MYE) data provides further details about changes in the population over the same period. Figure 12 summarises the 10-year population change by age group (people of the same age) and by age cohort (people born in the same year).

**Figure 12: 10-year change in resident population by age group and age cohort (Source: Mid-year population estimates, ONS.**

**Note: darker and lighter shading used to identify the same populations from 2011 when considered by age group and by age cohort)**

Age	Total population 2021	2011 population by age group	10-year change by age group	2011 population by age cohort	10-year change by age cohort	Natural change	Net migration and other change
Aged 0-15	109,686	102,083	+7,603	38,257	+71,429	+58,916	+12,513
Aged 16-24	50,750	50,972	-222	57,201	-6,451	-79	-6,372
Aged 25-34	64,284	57,422	+6,862	57,597	+6,687	-229	+6,916
Aged 35-44	74,683	73,048	+1,635	57,422	+17,261	-382	+17,643
Aged 45-54	78,887	76,493	+2,394	73,048	+5,839	-969	+6,808
Aged 55-64	72,398	61,589	+10,809	76,493	-4,095	-2,247	-1,848
Aged 65-74	53,899	45,033	+8,866	61,589	-7,690	-4,583	-3,107
Aged 75-84	35,548	28,540	+7,008	45,033	-9,485	-8,775	-710
Aged 85 or over	15,026	11,370	+3,656	39,910	-24,884	-25,274	+390
<b>TOTAL</b>	<b>555,161</b>	<b>506,550</b>	<b>+48,611</b>	<b>506,550</b>	<b>+48,611</b>	<b>+16,378</b>	<b>+32,233</b>

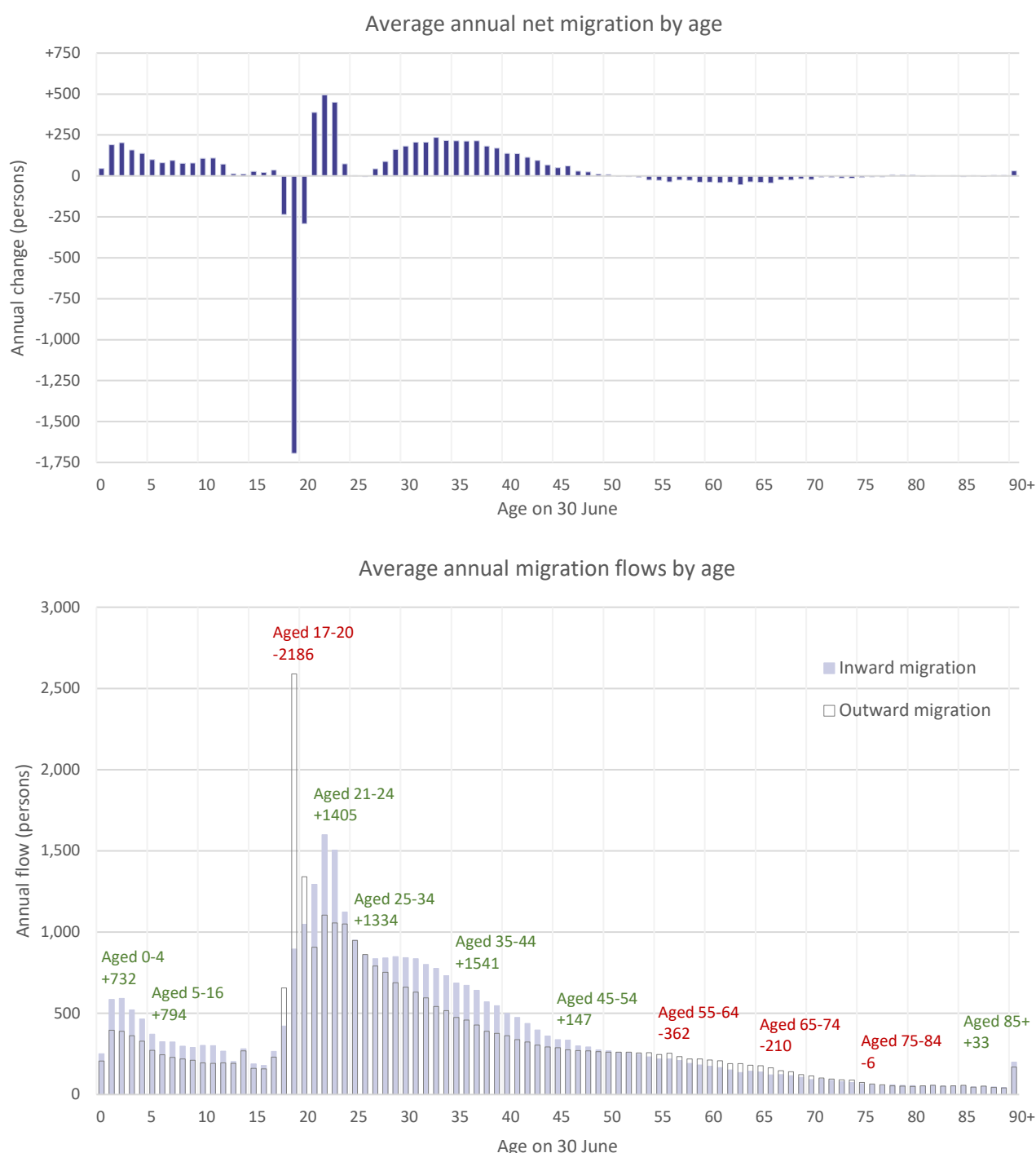
- 3.5 When considering the change by age group, it is evident that largest increases have been in the older age groups. For example, the population aged 55-64 increased from around 61,600 to 72,400 over the decade (an increase of 10,800 persons), those aged 65-74 increased from 45,000 to 53,900 (an increase of 8,900) and the population aged 75 or over increased from 39,900 to 50,600 (a further increase of 10,700 persons).
- 3.6 However, when considering changes by age cohort, it is evident that the number of residents in older cohorts has reduced. For example, the cohort of 45,000 residents aged 65-74 in 2011 would be 10 years older (therefore aged 75-84) by 2021. There were around 35,500 persons aged 75-84 resident in 2021, which represents 9,500 fewer persons over the decade. This is a consequence of natural change (8,800 deaths) combined with a net loss of around 700 persons from this cohort having moved away from the area.

## Components of Population Change

- 3.7 Considering population change across all ages, it is apparent that natural change accounted for a net gain of 16,400 residents over the decade – i.e. there were 16,400 more births than deaths recorded. The remaining population growth was due to people moving from elsewhere to live in the area. A total of 32,200 persons resident in 2021 had moved to the area over the decade, mainly people in their twenties, thirties and forties (including families with young children).
- 3.8 The overall level of inward migration to the area was actually higher than this, given that the net migration figure took account of a loss of older teenagers or young adults and residents around retirement age moving away from the area to live elsewhere. It is important to note that this analysis is based on the age of the population at the end of the 10-year period in 2021, therefore some individuals would have been younger at the time of their move.

- 3.9 Figure 13 shows trends in annual migration flows to and from the area (and the associated net migration) based on all moves over the years from 1 July 2011 to 30 June 2012 through to 1 July 2020 to 30 June 2021. This shows the age of migrants at the end of the year in which they moved (i.e. their age on 30 June) which is helpful to understand the population moving to live in the area.
- 3.10 Whilst the average net change for most ages is fewer than 250 persons each year, there are large net outward flows of those aged 17-20 years (an average loss of around 2,200 persons each year) as adult children leave their parental home and move to live elsewhere, including many that will be studying as full-time students. This is offset to some extent against inward flows of those aged 21-24 (an average gain of 1,400 persons) which will include some adult children returning to the parental home after concluding their studies.

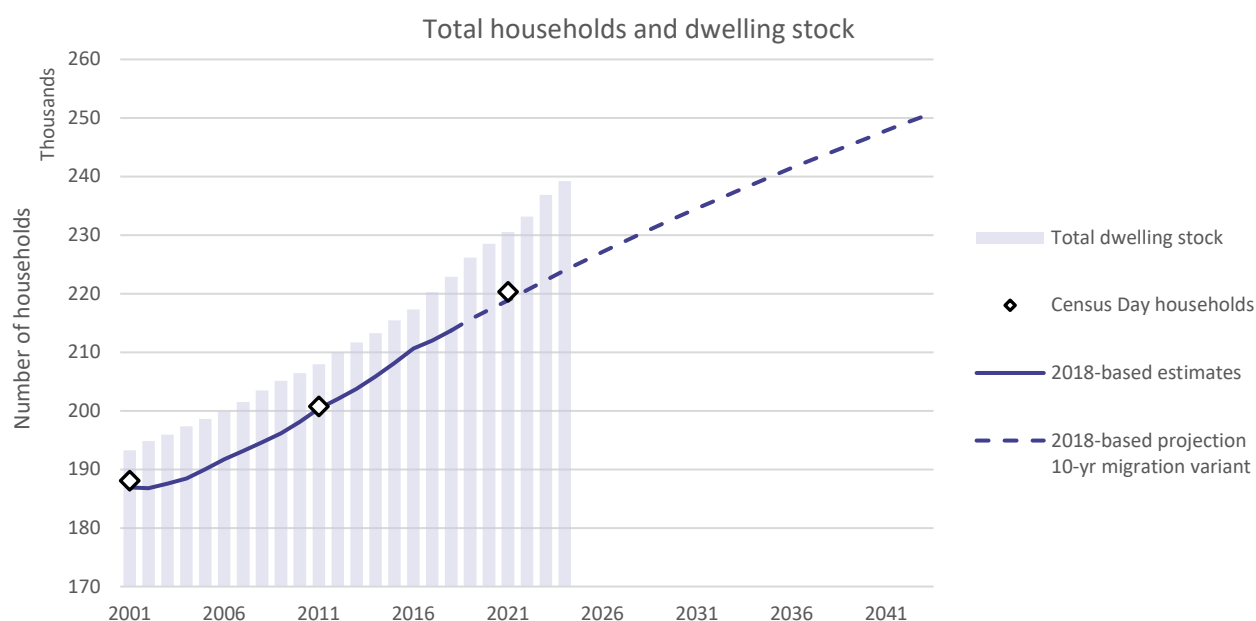
**Figure 13: Average annual net migration and migration flows by age 2011-2021 (Source: Mid-year population estimates, ONS)**



## Household and Dwelling Estimates

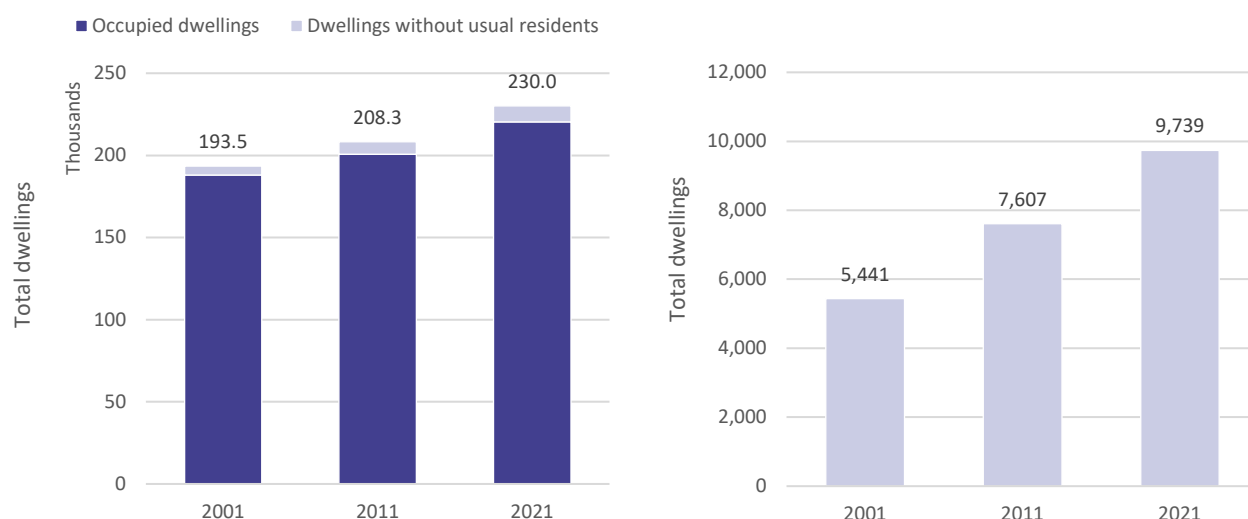
- 3.11 Figure 14 shows that the latest official household projections estimated there to be 213,700 households in Buckinghamshire at the 2018 base date, which was projected to increase to around 250,300 households over the 25-year period 2018-2043 representing an average growth of around 1,500 households each year. However, the 2021 Census identified around 220,300 households on Census Day, around 1,500 more than the 218,800 households that had been projected.

**Figure 14: Household estimates and projections 2001 to 2043 and Dwelling estimates 2001 to 2024 for Buckinghamshire**  
(Source: Census data, ONS; Household projections for England 2018-based, ONS; Dwelling stock estimates by local authority district, MHCLG)



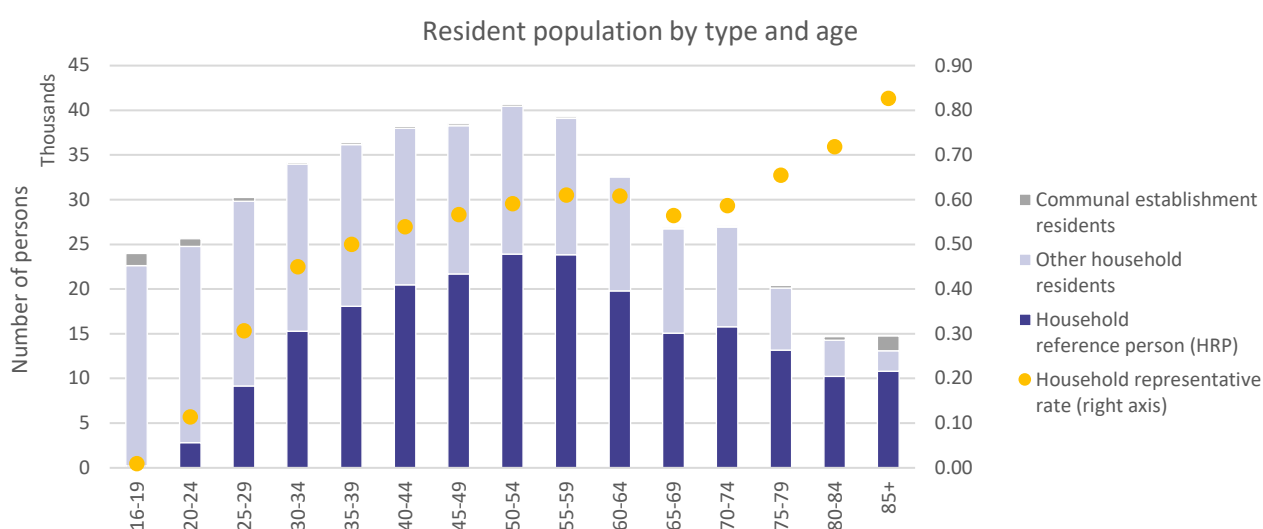
- 3.12 Figure 15 shows that the number of dwellings without a usually resident household on Census Day was higher in 2021 than it had been in previous Census years, with around 9,700 dwellings identified without residents. This represents an increase of over 2,100 dwellings (28%) over the 10-year period 2011-2021.

**Figure 15: Estimates of occupied dwellings and dwellings without usual residents 2001 to 2021** (Source: Census data, ONS)



- 3.13 Figure 16 shows the age distribution of household and communal establishment residents aged 16 or over. For the household population, the Household Reference Person (HRP) is identified separately from other household residents. This is the person who serves as a reference point and a representative of the whole household, determined statistically based mainly on their economic activity status and age. There is one reference person in every household, so the number of HRP residents will equal the number of households.
- 3.14 The Household Representative Rate (HRR) identifies the proportion of household residents are reference persons and represent their household within each age group. Fewer than half of residents aged under 35 are reference persons, so the HRR for these age groups is lower than 0.5. The rates for these groups have been reducing as fewer young people have been able to form independent households.

**Figure 16: Resident population aged 16 or over by resident type and age, household representative rate by age, 2021**  
(Source: Census data, ONS)



- 3.15 Figure 17 identifies the number of household residents and reference persons in 2011 and 2021. Based on this data, we can see how the household representative rates have changed over the 10-year period.

**Figure 17: Household residents, household reference persons, and household representative rate by age, 2011 and 2021**  
(Source: Census data, ONS)

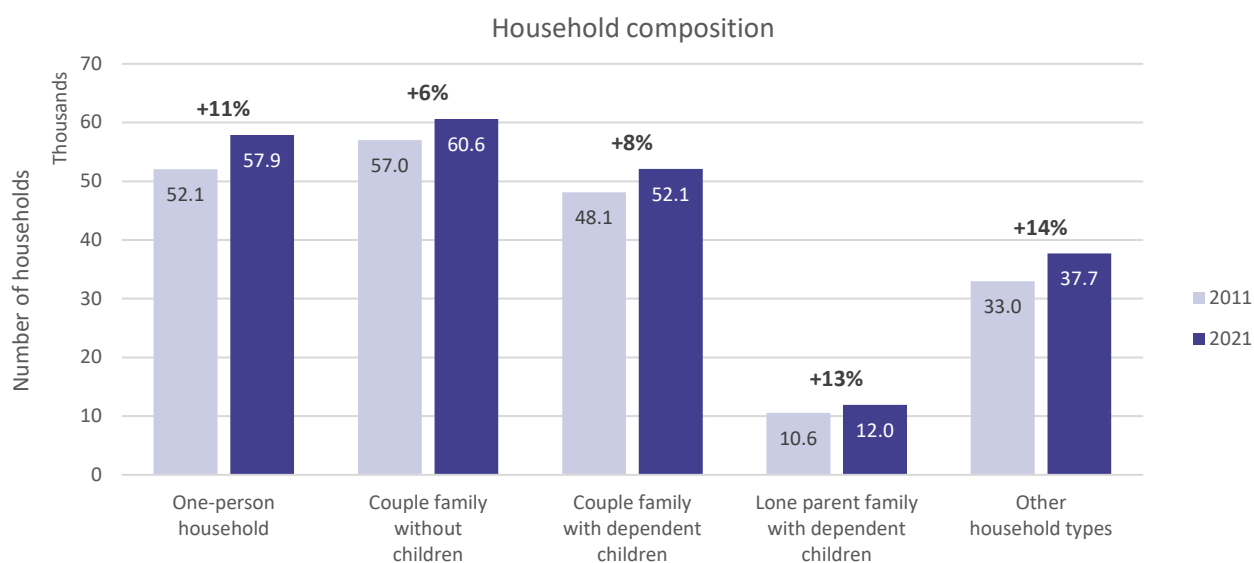
	Household residents		Household reference persons (HRP)		Household representative rate (HRR)	
	2011	2021	2011	2021	2011	2021
Aged 0-15	101,066	<b>108,909</b>	12	<b>19</b>	0.0001	<b>0.0002</b>
Aged 16-24	48,206	<b>47,394</b>	3,907	<b>3,025</b>	0.0810	<b>0.0638</b>
Aged 25-34	56,811	<b>63,823</b>	22,419	<b>24,422</b>	0.3946	<b>0.3827</b>
Aged 35-44	72,938	<b>74,156</b>	39,276	<b>38,551</b>	0.5385	<b>0.5199</b>
Aged 45-54	75,534	<b>78,752</b>	44,709	<b>45,600</b>	0.5919	<b>0.5790</b>
Aged 55-64	61,370	<b>71,627</b>	36,689	<b>43,619</b>	0.5978	<b>0.6090</b>
Aged 65-74	44,424	<b>53,652</b>	26,187	<b>30,866</b>	0.5895	<b>0.5753</b>
Aged 75-84	27,447	<b>34,390</b>	19,532	<b>23,407</b>	0.7116	<b>0.6806</b>
Aged 85 or over	9,503	<b>13,094</b>	7,992	<b>10,820</b>	0.8410	<b>0.8263</b>
<b>TOTAL</b>	<b>497,299</b>	<b>545,797</b>	<b>200,727</b>	<b>220,329</b>	-	-

## Household Composition

3.16 Over the 10-year period 2011 to 2021, the number of households increased from around 200,700 to 220,300 which represents an increase of 10% overall.

3.17 Figure 18 shows the change over the same period based on household composition. There was a 11% increase in one-person households, consistent with overall household growth. However, single-family couple households had lower rates of growth: couples without children 6%, couples with dependent children 8%. In contrast, there was a 13% increase in lone parent families with dependent children and 14% increase in other household types, which increased from around 33,000 to 37,700 households over the 10-year period.

**Figure 18: Household composition, 2011 and 2021 (Source: Census data, ONS)**



3.18 Other household types include student households or other groups of adults living together, households with more than one family living together, single families living with other adults, and single-family households with only non-dependent (adult) children.

3.19 Figure 19 provides some further details about residents and families that would form other household types. Almost 23,400 of the 37,700 other households (62%) were single-family households with only adult children, and of the remainder around 3,500 (9%) were multi-family households that contain two (or more) families. Whilst data about the number of multi-family households is not available from the 2011 Census, the number of concealed families (i.e. families living in a multi-family household where another family is the main family) increased by 1,100 (41%) whilst there was an increase of 6,800 adult children living with parents (19%).

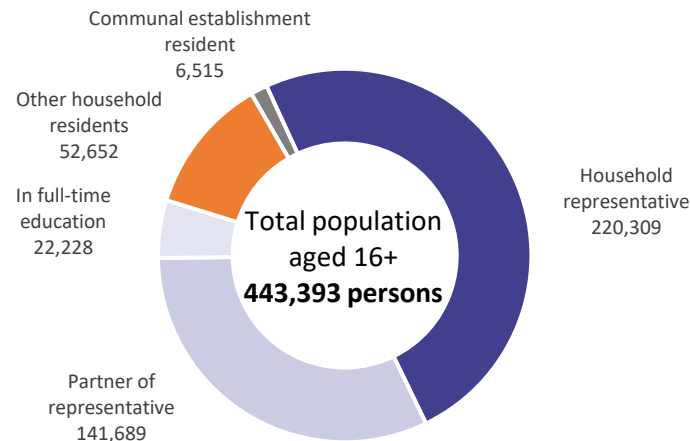
**Figure 19: Non-dependent children, concealed families, and multi-generational households (Source: Census data, ONS)**

Category	2011	2021	Change 2011-2021	% change 2011-2021
Single-family households with all children non-dependent	19,138	23,366	+4,228	+22%
Multi-family households	-	3,485	-	-
Concealed families	2,602	3,656	+1,054	+41%
Multi-generational households	-	4,515	-	-
Families with non-dependent children	28,297	33,390	+5,093	+18%
Non-dependent children	36,592	43,390	+6,798	+19%



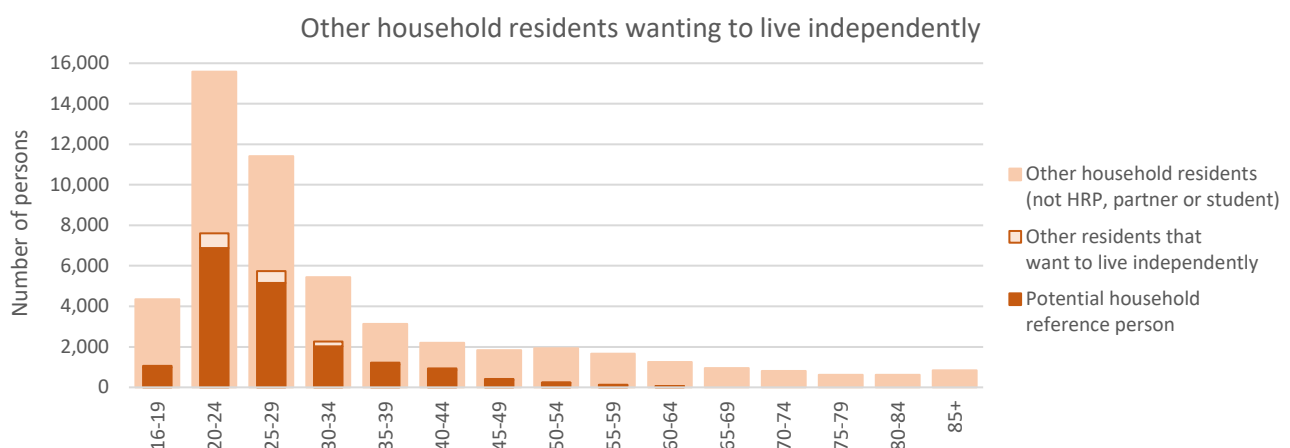
- 3.20 Using Census data, the resident population can be separated into different categories. Figure 20 shows the breakdown for the 443,400 residents aged 16 or over on Census Day 2021.

**Figure 20: Segmentation of resident population aged 16 or over on Census Day 2021 (Source: Census data, ONS)**



- 3.21 It is apparent that most residents were living as established households that already had a separate home at the time of the Census. 220,300 residents (50%) were the household reference person, 141,700 residents (32%) were the reference person's partner, and 22,200 residents aged 16 or over (5%) were in full-time education, the majority of these being dependent children attending school or sixth form college. Of the remainder, around 52,700 residents (12%) were not students and lived in a household where they were not the reference person or their partner, whilst 6,500 (1%) lived in a communal establishment.
- 3.22 The other household residents would include many of the 44,400 adult children living in their parental home (all of those no longer in full-time education) and the 3,700 representatives of concealed families, as well as those living in multi-adult households where they are not the reference person. Many of these individuals would have chosen to live in their current household, including some living in multi-generational households. However, it is likely that others would want to live independently if they were able to do so.
- 3.23 English Housing Survey (EHS) data identifies that around two fifths (38%) of "other" household residents would prefer to live independently and the majority of these (87%) would be the reference person for the new household. Applying age-specific EHS rates to the Census data for Buckinghamshire identifies that 18,900 of the "other" residents would want to live independently forming 17,200 potential households, and these households have been considered when developing the scenarios for assessing future housing need.

**Figure 21: Residents wanting to live independently and potential household representatives by age (Source: ORS Model)**



## Baseline Population

- 3.24 The LHNA forms part of the evidence base that will inform the emerging Local Plan, which will plan for the development needs of the district over the 21-year period 2024-2045. Given this context, it is necessary to establish the baseline population at the base date of the Plan in 2024.
- 3.25 The Census identified a stock of around 230,000 dwellings in 2021 (Figure 15) and the current inputs to the standard method calculation (Figure 8) estimated a stock of around 236,900 dwellings at the start of the Plan period in 2024. At the base date, around 227,000 dwellings are likely to be occupied by established households with a total of around 560,900 residents. A further 7,500 residents will live in communal establishments which yields an overall population of around 568,400 persons at the base date, including around 291,900 economically active residents.

**Figure 22: Summary of baseline demographics at the start of the Plan period, 2024 (Source: ORS Model)**

	Baseline 2024
Total dwellings	238,415
Established households	226,989
Household residents	560,863
Communal establishment residents	7,541
<b>TOTAL POPULATION</b>	<b>568,404</b>
Economically active residents	291,902

- 3.26 Figure 23 provides a detailed breakdown of the baseline households by age of household reference person, identifying the number of established households by household composition and the further 17,200 potential households that want to live independently but do not occupy a separate home at the base date of the Plan.

**Figure 23: Baseline number of households by household composition and age of household reference person, 2024 (Source: ORS Model)**

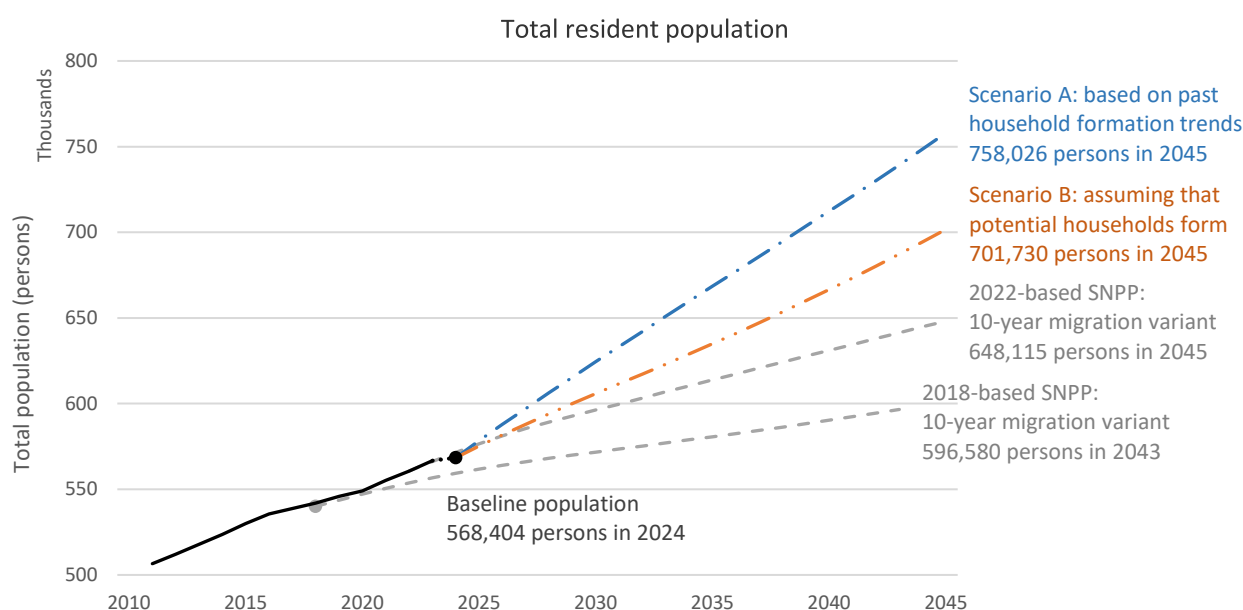
Household composition	16-24	25-34	35-44	45-54	55-64	65-74	75-84	85+	Total
One-person household	1,085	4,938	6,701	9,542	13,186	11,913	12,048	7,602	67,015
Couple family without children	585	6,630	4,794	6,758	16,167	14,830	12,325	3,357	65,446
Couple family with dependent children	201	6,887	20,565	16,323	3,633	227	19	4	47,859
Lone parent family with dependent children	410	3,434	5,532	4,004	642	40	13	0	14,076
Other household types	513	2,103	3,219	8,316	11,880	3,649	2,089	823	32,593
<b>TOTAL HOUSEHOLDS</b>	<b>2,794</b>	<b>23,993</b>	<b>40,811</b>	<b>44,943</b>	<b>45,508</b>	<b>30,659</b>	<b>26,494</b>	<b>11,786</b>	<b>226,989</b>
<i>Potential households that want to form independently</i>	<i>7,394</i>	<i>6,951</i>	<i>2,108</i>	<i>588</i>	<i>169</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>17,209</i>

## Population Growth

- 3.27 Based on the Government's standard method calculation (Figure 8) there is a need to plan for a minimum of 90,972 dwellings over the 21-year Local Plan period 2024-2045. In assessing the appropriate mix of housing, it is necessary to establish demographic projections that align with this number of homes.
- 3.28 The population and household projections for the LHNA are based on the official projections and cover the 21-year period 2024-2045. The LHNA projections use fertility and mortality rates from the official projections and the latest migration trends for the local area, taking account of the latest ONS mid-year population estimates (for the period to mid-2023) and outputs from the 2021 Census.
- 3.29 Whilst recent trends provide the starting point, the dwelling-led projections seek to align household growth with the LHN figure through aggregating key assumptions:
- » The starting population is based on ONS population estimates for mid-2023, projected forwards to 2024 based on the Council's trajectory of recorded dwelling completions
  - » Household growth is established for the 21-year period 2024-2045 using trend-based projections based on the 2018-based 10-year migration trend variant scenario
  - » Institutional population growth needing communal accommodation over the projection period is established using estimates and rates from the 2021 Census
  - » Dwellings without a usually resident household (which include vacant homes, second homes and holiday lets) are estimated based on rates from the 2021 Census. This includes any properties which are temporarily vacant due to households moving out before a new household moves in, as well as properties which have no usual resident due to them being second homes or holiday lets
  - » Household formation rates are based on 2021 Census data for the proportion of household residents that are representatives of either established households or potential households (concealed families or individuals that would prefer to live independently)
  - » To align with the dwelling targets, the rate of inward domestic migration is increased to ensure that population and household growth aligns with the number of dwellings identified by the LHN figure.
- 3.30 The LHNA has considered two scenarios for future population growth over the Local Plan period 2024-2045. Both scenarios are based on the 90,972 dwellings identified by the standard method and assume that the housing need will provide for natural growth (based on new household formations offset against dissolutions) and will enable recent migration trends to continue, but the assumptions then diverge as follows:
- » **Scenario A** is based on past household formation trends and assumes that the increase to housing supply will enable additional population growth (above recent migration trends). The number of people moving to the area is therefore increased until household growth aligns with the identified housing need (with allowances for unoccupied dwellings and additional residents living in communal establishments)
  - » **Scenario B** is based on increased household formation and assumes that the increase to housing supply will enable the 17,200 potential households identified (i.e. people living in the local area but as part of another household, and who want to live independently) to form separate households. These potential households would only represent a proportion of the housing need, so this scenario also assumes additional population growth (with the number of people moving to the area increased above recent migration trends) but with a smaller uplift.

- 3.31 Figure 24 shows the total resident population, including the projected growth over the period 2024-2045 based on the two scenarios and also based on the 2018-based and the recently published 2022-based sub-national population projections, which assume that recent migration trends continue. Whilst both dwelling-led scenarios identify a faster rate of population growth than the two sub-national projections based on recent trends, the projected population in 2045 is notably higher in Scenario A (758,000 persons) than in Scenario B (701,700). Based on Scenario A there is a projected growth of 189,600 persons, which is 42% more than the growth of 133,300 persons identified by Scenario B.

**Figure 24: Population estimates and projections 2011 to 2045 (Source: Mid-year population estimates, ONS; Sub-national population projections for England 2018-based and 2022-based, ONS; ORS Model)**



- 3.32 Figure 25 provides a summary of the projected growth, with baseline estimates set out alongside the Scenario A and Scenario B outputs for 2045 and the change from 2024-2045.

**Figure 25: Population growth by resident type, household growth and average household size, 2024-2045 (Source: ORS Model)**

	Baseline 2024	Scenario A 2045	Change 2024-2045	Scenario B 2045	Change 2024-2045
<b>HOUSING NEED</b>					
Total households	226,989	311,369	+84,381	311,518	+84,529
Unoccupied dwellings	11,426	16,556	+5,130	16,563	+5,137
<b>Dwellings in Use Class C3</b>	<b>238,415</b>	<b>327,925</b>	<b>+89,510</b>	<b>328,081</b>	<b>+89,666</b>
Additional communal establishment bedspaces in Use Class C2 (equivalised to dwellings)	-	-	+1,462	-	+1,306
<b>TOTAL HOUSING NEED</b>	<b>-</b>	<b>-</b>	<b>90,972</b>	<b>-</b>	<b>90,972</b>
<b>RESIDENT POPULATION</b>					
Household residents	560,863	747,842	+186,979	691,828	+130,965
Average household size (persons)	2.471	2.402	-0.069	2.221	-0.250
Communal establishment residents	7,541	10,184	+2,643	9,902	+2,361
<b>TOTAL POPULATION</b>	<b>568,404</b>	<b>758,026</b>	<b>+189,623</b>	<b>701,730</b>	<b>+133,327</b>

- 3.33 Figure 25 confirms that both scenarios reflect the 90,972 dwellings identified by the standard method calculation for the 21-year Local Plan period 2024-2045. Scenario A shows an increase of 89,510 dwellings in Use Class C3, plus additional bedspaces in Use Class C2 which equivalise to the remaining 1,462 dwellings. Scenario B shows an increase of 89,666 dwellings, plus 1,306 based on the equivalised bedspaces.
- 3.34 The number of dwellings identified in Use Class C3 is based on the total household growth, on the basis that each household will occupy a dwelling, plus an allowance for dwellings without a usually resident household which would include vacant, second or holiday homes. The additional bedspaces in Use Class C2 are based on the total growth in communal establishment residents, on the basis that each resident will occupy a bedspace, plus an allowance for vacant bedspaces. The increase in bedspaces is equivalised to dwellings using the same method as set out in the Housing Delivery Test measurement rule book for calculating supply,<sup>5</sup> with the increase in bedspaces divided by the average number of adults in households in England.
- 3.35 Scenario A population growth is higher than Scenario B due to the average number of persons resident in each household. Scenario A projects an average of 2.402 persons in 2045, whilst Scenario B projects 2.221. Both represent a reduction on the average of 2.471 persons estimated for the start of Plan period in 2024 due to the population ageing (as most older residents either live as couples without children or live alone). However, Scenario B also reflects the assumed increase in household formation. As the potential households identified would form from within the existing population, these additional households do not result in any additional residents, thereby reducing the average number of residents per household overall.

## Future Households

- 3.36 Figure 26 provides a breakdown of the projected household composition, with baseline estimates set out alongside the Scenario A and Scenario B outputs for 2045 and the change from 2024-2045.

**Figure 26: Household growth by household composition, 2024-2045 (Source: ORS Model)**

Household composition	Baseline 2024	Scenario A 2045	Change 2024-2045	Scenario B 2045	Change 2024-2045
One-person household	60,203	88,802	+28,599	105,909	+45,706
Couple family without children	62,818	89,619	+26,801	90,431	+27,614
Couple family with dependent children	53,163	66,055	+12,893	61,720	+8,557
Lone parent family with dependent children	12,093	15,253	+3,160	14,931	+2,838
Other household types	38,713	51,641	+12,928	38,194	-519
<b>TOTAL HOUSEHOLDS</b>	<b>226,989</b>	<b>311,369</b>	<b>+84,381</b>	<b>311,185</b>	<b>+84,196</b>

- 3.37 Both scenarios identify a similar increase overall, with total growth of around 84,000 additional households. However, there are notable differences in the household composition.
- » **Scenario A** identifies growth across all household types, with one-person households and couples without children having the largest increases (28,600 and 26,800 respectively), families with dependent children increasing by 16,100 (including 12,900 couples and 3,200 lone parents) and the number of other household types increasing by 12,900 to a total of 51,600 by 2045
  - » **Scenario B** identifies a larger growth of one-person households (45,700) and couples without children (27,600) on the basis that potential households have been able to form independently,

<sup>5</sup> <https://www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book/housing-delivery-test-measurement-rule-book>

but a lower growth of families with dependent children (11,400) as fewer are projected to move to the area, and the number of other household types reducing by 500 to a total of 38,200 by 2045 as a consequence of fewer concealed families and adult children living with parents.

- 3.38 Figure 27 provides a further breakdown of the projected household growth based on household composition and the age of the household representative. It is evident that many more young residents aged under 35 would form households under Scenario B than under Scenario A (24,000 cf. 9,500) with a larger number of one-person households and couples without children aged 16-34 and also aged 35-54. However, these are inevitably offset against a lower household growth across other age groups.

**Figure 27: Household growth by household composition and age of household reference person, 2024-2045**  
(Source: ORS Model)

Change 2024-2045	Scenario A				Scenario B			
	16-34	35-54	55-74	75+	16-34	35-54	55-74	75+
One-person household	+2,125	+3,143	+7,900	+15,430	+17,043	+5,960	+8,183	+14,520
Couple without children	+2,734	+2,606	+10,373	+11,088	+3,980	+3,308	+10,475	+9,850
Couple with children	+2,268	+9,348	+1,257	+21	+1,913	+5,705	+921	+18
Lone parent with children	+1,115	+1,834	+205	+7	+1,143	+1,501	+188	+6
Other household types	+1,215	+2,923	+5,988	+2,803	-81	-2,668	+422	+1,808
<b>TOTAL HOUSEHOLDS</b>	<b>+9,456</b>	<b>+19,854</b>	<b>+25,722</b>	<b>+29,349</b>	<b>+23,998</b>	<b>+13,807</b>	<b>+20,189</b>	<b>+26,203</b>

## Aligning Jobs and Workers

- 3.39 Figure 28 identifies the growth in economically active residents, with the baseline estimates for 2024 set out alongside the Scenario A and Scenario B outputs for 2045 and the associated change from 2024-2045.

**Figure 28: Change in economically active residents over the 21-year Plan period 2024-2045 (Source: ORS Model)**

	Baseline 2024	Scenario A 2045	Change 2024-2045	Scenario B 2045	Change 2024-2045
Economically active residents	291,902	387,496	+95,595	357,087	+65,185
Jobs growth supported	-	-	+87,580	-	+59,720

- 3.40 Based on established commuting patterns, the growth of resident workers identified by Scenario A would support an additional 87,600 jobs, whereas the Scenario B growth would support around 59,700 extra jobs. This compares to an additional 19,800 jobs forecast by Cambridge Econometrics over the period 2024-2045 and 54,700 jobs forecast by Experian for the same period.
- 3.41 The employment evidence for the Local Plan considered five scenarios overall, the highest of which was a labour supply scenario based on Scenario B. Although Scenario A was reviewed, it was not included as a plausible scenario as the number of jobs identified was considerably higher than the trends and forecasts. Based on the five scenarios, the assessment concluded that the Plan should accommodate minimum employment based on the Experian forecast (54,700 jobs) which was the second highest scenario and broadly aligns with the growth of resident workers identified by Scenario B.

## Establishing the Future Mix of Housing

- 3.42 Having considered the two scenarios in detail, it is evident that Scenario B (i.e. providing the homes needed for local residents who want to form a separate household and live independently) better aligns with the Government's objectives of addressing the impact of past undersupply.
- 3.43 Scenario B also provides a more credible demographic projection (albeit still far higher than past trends) particularly in the context of jobs growth, which broadly aligns with the number of resident workers needed based on established commuting patterns. Therefore, the LHNA has assessed the size, type and tenure of housing needed for different groups in the community on the basis of Scenario B.
- 3.44 However, delivering Scenario B is likely to need more Affordable Housing to be provided (as the majority of the potential households have not formed due to them being unable to afford to buy or rent suitable housing in the local area). This is considered further when assessing the need for Affordable Housing and it will be important for this to be tested in the context of economic viability.

## 4. Affordable Housing Need

- 4.1 The NPPF sets out that within the context of establishing need, those groups who require Affordable Housing should be identified, and that the size, type and tenure of Affordable Housing needed for different groups in the community should be assessed and the minimum proportion of Social Rent homes identified:

*63. Within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) **those who require affordable housing (including Social Rent)** ...*

*64. Where a need for affordable housing is identified, planning policies should specify the **type of affordable housing required** (including the minimum proportion of Social Rent homes required)*

**National Planning Policy Framework, December 2024 (emphasis added)**

- 4.2 Given this context, PPG sets out that “all households whose needs are not met by the market can be considered in affordable housing need” and that “strategic policy-making authorities will need to estimate the current number of households and projected number of households who lack their own housing or who cannot afford to meet their housing needs in the market”.<sup>6</sup>
- 4.3 Affordable Housing is a strategic priority for Buckinghamshire Council. As the local housing authority, the Council has a statutory duty to secure suitable accommodation for households accepted as homeless. As of the end of August 2025, a total of 436 households were living in temporary accommodation. Of these, 204 households (49%) were placed in hotels or other forms of nightly paid accommodation, which incur significant costs for the Council.
- 4.4 In the 2023/24 financial year, the Council’s overall expenditure on homelessness was £13.0 million, which represents a 22% increase from £10.6 million in the previous year. A total of £7.4 million was spent on hotels and other nightly paid accommodation, with a net cost to the Council of £6.0 million after accounting for homelessness-related funding received from central Government.<sup>7</sup>
- 4.5 While homeless households represent those with the most acute housing needs, more than 3,700 applicants are currently registered on Bucks Home Choice, the scheme through which Affordable Housing is normally allocated in the local area. The scheme advertises properties that become available for let and aims to give individuals greater choice in where they live.<sup>8</sup>
- 4.6 Although most homes are advertised through Bucks Home Choice, the Council retains nomination rights to directly allocate a limited number of properties each week. These direct nominations are typically used for households needing to move on from temporary accommodation and are often allocated to families needing larger properties. It is particularly difficult for the Council to secure suitable permanent accommodation for these households through other means, due to the limited availability of homes with four or more bedrooms owned by social landlords, and the high rents typically associated with larger properties in the private rented sector. As a result, these families often face extended stays in temporary accommodation.

<sup>6</sup> PPG ID 2a-018-20190220 and ID 2a-019-20190220

<sup>7</sup> <https://www.gov.uk/government/statistics/local-authority-revenue-expenditure-and-financing-england-2023-to-2024-individual-local-authority-data-outturn>

<sup>8</sup> <https://www.buckshomechoice.org.uk/choice/content.aspx>



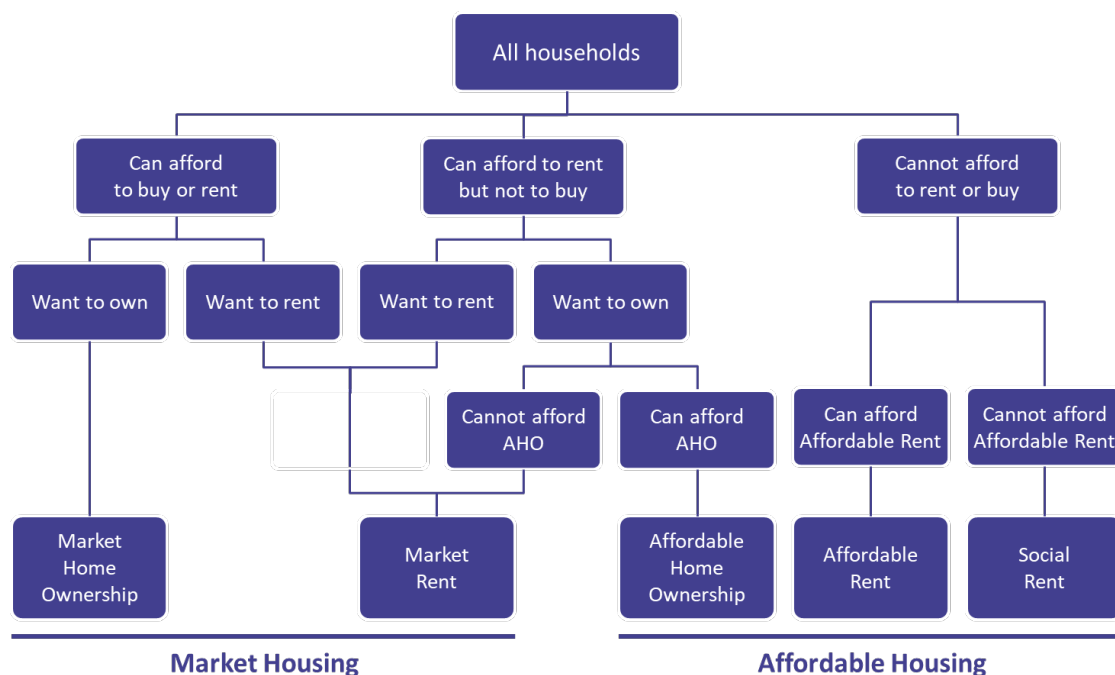
- 4.7 Whilst the approach to direct nominations helps the Council to address urgent housing needs, it does unfortunately reduce the number of larger homes available to other households on the housing register, thereby increasing the length of time that they are likely to wait for a suitable home to become available. Figure 29 provides further details on homeless households in temporary accommodation and applicants to the Bucks Home Choice housing register based on the number of bedrooms needed.

**Figure 29: Average time for homeless households in temporary accommodation and Bucks Home Choice housing register applicants by number of bedrooms needed (Source: Local Authority data)**

	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms
<b>Homeless households in temporary accommodation</b>				
Number of households	171	143	83	30
Average time in temporary accommodation (days to date)	131	136	168	330
<b>Bucks Home Choice housing register</b>				
Number of applicants	1,722	964	875	211
Number of lettings 2024/25	502	516	206	29
Average waiting time (years)	3.4	1.9	4.2	7.3

- 4.8 There are 30 households in temporary accommodation that need homes with at least four bedrooms, including 10 large families needing five bedrooms or more. These households have already spent an average of 330 days in temporary accommodation – significantly longer than households needing smaller homes. Considering the wider housing register, there are 211 applicants waiting for larger homes. However, only 29 such properties were let in the past year (of which only three had five bedrooms or more) which therefore implies an average waiting time of more than seven years for households in need of larger, family homes.
- 4.9 The LHNA considers these needs in the context of all households. Household affordability is a key consideration in determining both the need for Affordable Housing and the type and tenure of homes likely to be needed by households that are unable to afford. Figure 30 identifies the way in which affordability is considered when assessing the need for Affordable Housing in the context of households' aspiration to own.

**Figure 30: Considering affordability when establishing the need for Market Housing and Affordable Housing**



## House Prices and Rents

- 4.10 Figure 31 shows lower quartile house prices for existing and newly built dwellings in Buckinghamshire based on the number of bedrooms. Newly built dwellings generally attract a premium, and the difference in values is likely to be down to a range of factors which include the location of newbuild housing, the relative size of properties, gardens, the availability of parking, comparative quality and condition of existing stock, and other intangible issues such as character.
- 4.11 When considering rented housing, it is important to reflect on the range of different options available.
- » Private Rent is based on the lower quartile of rents recorded by the Valuation Office Agency (properties rented by Housing Benefit claimants are not included in the sample) and the Price Index of Private Rents published by the Office for National Statistics
  - » Social Rent and Affordable Rent are based on the gross rent (including any service charges) for general needs housing (which excludes supported housing and housing for older people) for the year ending March 2024 based on information published by the Regulator of Social Housing.

**Figure 31: House prices and weekly rent thresholds in Buckinghamshire (Source: Price Paid Data, HM Land Registry; House Price Statistics, Price Index of Private Rents, ONS; Statistical Data Return, Regulator of Social Housing)**

House Prices and Rents	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms
<b>HOMEOWNERSHIP</b>				
Lower quartile house price for existing dwellings	£192,272	£282,664	£384,544	£657,773
Lower quartile house price for newly built dwellings	£253,875	£368,384	£399,296	£562,209
Equity based on 50% of house price for newly built dwellings	£126,938	£184,192	£199,648	£281,104
<b>WEEKLY RENT</b>				
Lower quartile private rent	£201.02	£245.94	£302.56	£422.61
Affordable Rent	£155.76	£189.78	£224.52	£279.41
Social Rent	£108.07	£124.03	£139.94	£159.11

## Income Needed for Home Ownership

- 4.12 The income needed to purchase Market Housing will depend on the house price together with the mortgage income multiplier and the available deposit (or percentage loan-to-value). For example, if we consider a property costing £300,000, and assume the buyer could afford a deposit of 10%. The outstanding mortgage requirement would be £270,000. Using a typical income multiple of 3.5x we can calculate an income of just over £77,100 would be needed ( $77,143 \times 3.5 = £270,000$ ).
- 4.13 Whilst some households will have higher deposits available and others will seek to extend their borrowing as far as possible, the initial assumptions of a 10% deposit and a 3.5 x mortgage multiplier provides a reasonable indication of the income that first-time buyer households are likely to need to buy a home in this area. Based on these assumptions, Figure 32 shows the household income levels needed to buy an existing dwelling at the current lower quartile house price for each property size, though households will tend to have higher deposits when purchasing larger homes (often including equity from the sale of another property) so it is relatively artificial to consider incomes in isolation. Figure 32 also shows the income needed for a 50% equity share in a newly built dwelling, which is assumed to be the threshold for Affordable Home Ownership.

## Income Needed to Rent Housing

- 4.14 The income needed to rent housing will depend on the monthly rent together with the income multiplier allowed for housing costs. The previous DCLG Strategic Housing Market Assessments Practice Guidance (Version 2, August 2007)<sup>9</sup> stated:

*“A household can be considered able to afford market house renting in cases where the rent payable was up to 25 per cent of their **gross** household income” (page 42)*

- 4.15 However, this previous Guidance was rescinded in 2014 following the publication of the NPPF and PPG. Although the PPG does not propose a specific multiplier for assessing housing costs, it notes that *“care should be taken ... to include only those households who cannot afford to access suitable housing in the market”*.<sup>10</sup>
- 4.16 The English Housing Survey (EHS) provided information about the percentage of gross household income that households spent on their housing costs in 2015-16.<sup>11</sup> Based on the Household Reference Person and partner, households renting privately spent on average 41% of their income (including housing benefit) on rent, compared to an average of 31% for households in social rent. Taking account of all income earners (irrespective of whether they contribute to the housing cost) reduced the average to 35% at that time. This demonstrates that many households in both private and social rented properties pay considerably more than 25% of gross household income on their housing costs.
- 4.17 The proportion of household income allocated to housing costs is necessarily based on a judgement. At the lower end of the range, the previous DCLG Practice Guidance sets out a percentage of 25%. However, as the EHS identifies that households renting privately spend 41% of their gross income **on average**, there must be many households currently spending more than 41% of their income on housing costs (which will be offset against others spending lower proportions). This leads to our judgement that **35% of income** provides a reasonable basis for assessing the **maximum** that households should expect to pay for their housing costs.

## Housing Affordability Thresholds

- 4.18 Based on the above assumptions, Figure 32 shows the annual incomes needed to afford Market and Affordable Home Ownership, as well as Market Rent, Affordable Rent and Social Rent.

**Figure 32: Annual household income thresholds for housing options in Buckinghamshire by number of bedrooms**  
(Note: Calculated based on the house prices and rents set out in Figure 31)

Annual Household Income Affordability Thresholds	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms
<b>ANNUAL INCOME TO AFFORD TO OWN</b> <i>based on 10% deposit and 3.5x mortgage multiplier</i>				
Market Home Ownership	£49,441	£72,685	£98,883	£169,142
Affordable Home Ownership	£32,641	£47,364	£51,338	£72,284
<b>ANNUAL INCOME TO AFFORD TO RENT</b> <i>based on 35% of gross income (without housing benefit)</i>				
Market Rent	£29,968	£36,665	£45,106	£63,003
Affordable Rent	£23,221	£28,293	£33,472	£41,655
Social Rent	£16,111	£18,491	£20,862	£23,720

<sup>9</sup> <https://www.gov.uk/government/publications/strategic-housing-market-assessments-practice-guidance>

<sup>10</sup> PPG ID 2a-020-20190220

<sup>11</sup> <https://www.gov.uk/government/statistics/english-housing-survey-2015-to-2016-headline-report>

## Current Unmet Need

- 4.19 In terms of establishing the current unmet need for Affordable Housing, the PPG draws attention to those types of households considered to be in housing need; whilst emphasising the need to avoid double-counting and including only those households unable to afford their own housing.

### *How can the current unmet gross need for affordable housing be calculated?*

*Strategic policy-making authorities will need to estimate the current number of households and projected number of households who lack their own housing or who cannot afford to meet their housing needs in the market.*

*The unmet (gross) need for affordable housing by assessing (sic) past trends and current estimates of:*

- » *the number of homeless households;*
- » *the number of those in priority need who are currently housed in temporary accommodation;*
- » *the number of households in over-crowded housing;*
- » *the number of concealed households;*
- » *the number of existing affordable housing tenants in need (i.e. householders currently housed in unsuitable dwellings); and*
- » *the number of households from other tenures in need and those that cannot afford their own homes, either to rent, or to own, where that is their aspiration.*

*Care should be taken to avoid double-counting, which may be brought about with the same households being identified on more than one transfer list, and to include only those households who cannot afford to access suitable housing in the market.*

Planning Practice Guidance, ID 67-006-20190722

- 4.20 To assess the current need for Affordable Housing, the number of households who are not suitably housed and who are unable to afford Market Housing must be identified. Figure 33 sets out the current need for Affordable Housing at the base date of the Local Plan in 2024 and identifies 6,917 households living in unsuitable housing and unable to afford suitable housing in Buckinghamshire. This is based on the latest available data with a reference date of 2024.

**Figure 33: Assessing current unmet need for Affordable Housing in 2024 (Sources: Census data, ONS; Homelessness statistics, Local Authority Housing Statistics, MHCLG)**

Current unmet housing need from households unable to afford to rent or buy	Source	Without a separate home	Occupying Market Housing	Occupying Affordable Housing
<b>Homeless households in priority need</b> Currently living in temporary accommodation	Homelessness statistics	<i>B&amp;B or Hostel</i> 168	<i>PRS or PSL</i> 2	<i>LA or RSL stock</i> 191
<b>Homeless households in priority need</b> Households accepted as homeless but without temporary accommodation provided	Homelessness statistics	1	-	-
<b>Households living in overcrowded housing</b> Households living in overcrowded housing	Census data	3,232	1,098	1,694
<b>Other households in unsuitable housing</b> Needing to move on medical or welfare grounds or where failure to meet the identified need would cause hardship	LAHS data	-	474	56
<b>Sub-total</b>		<b>3,401</b>	<b>1,574</b>	<b>1,941</b>
<b>TOTAL CURRENT UNMET NEED</b>				<b>6,917</b>

## Households that Aspire to Homeownership

- 4.21 When considering the number of households from other tenures in who aspire to homeownership, data from the English Housing Survey shows that over half (56.6%) of households who rent privately and a fifth (21.1%) of those in social rented housing plan to own in the long-term.

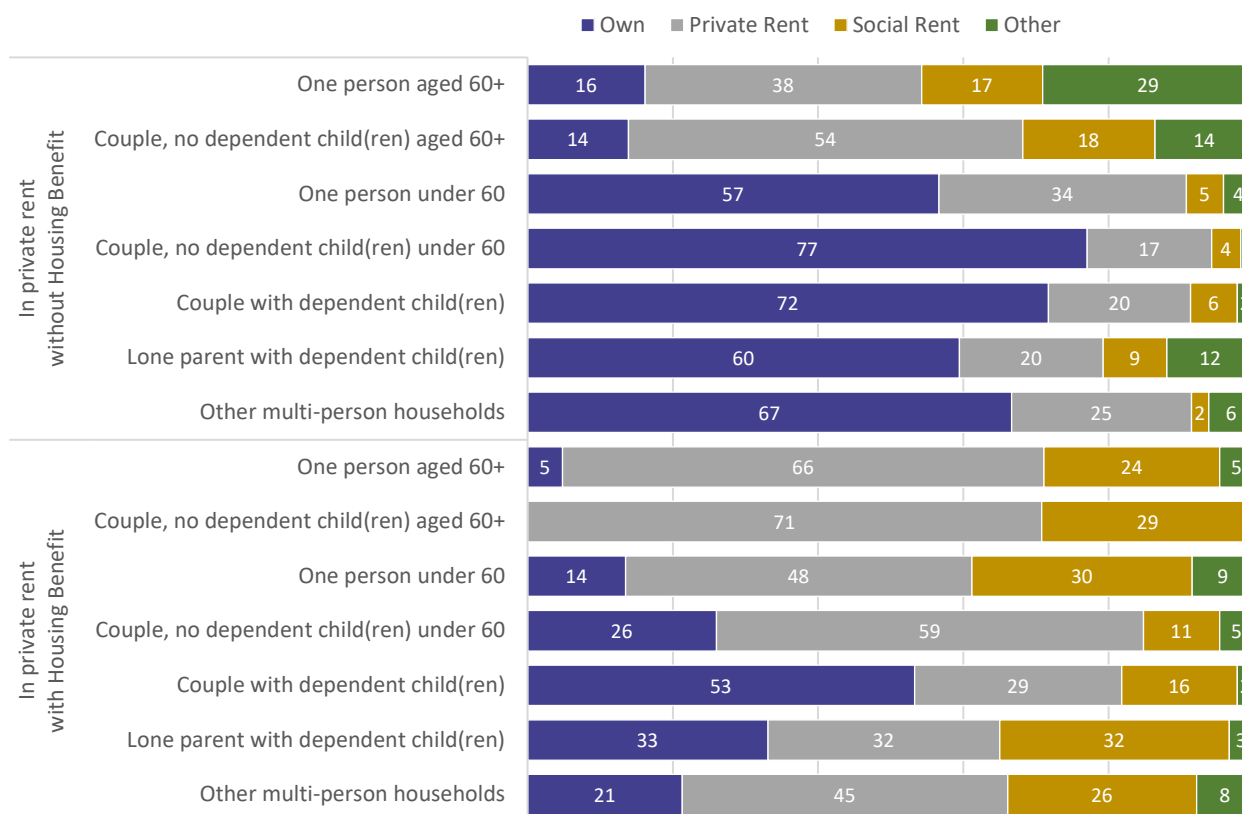
**Figure 34: Long-term tenure aspirations (Source: English Housing Survey, MHCLG)**

Current tenure	Long-term plan			
	Owner occupier	Rent from private landlord	Rent from social landlord	Other
Owner occupied	97.1%	0.3%	0.5%	2.1%
Rent from private landlord	56.6%	29.2%	9.5%	4.7%
Rent from social landlord	21.1%	1.4%	74.2%	3.3%

- 4.22 These figures relate to aspirations only and there is no test within the data as to whether this aspiration is affordable. It is therefore worth considering the responses of those currently in private rent in more detail with a view to understanding the types of household aspiring to buy.
- 4.23 Figure 35 shows long-term tenure aspirations of different types of households currently renting privately either with or without Housing Benefit.

**Figure 35: Long-term tenure expectation for those renting from a private landlord with and without Housing Benefit support (Source: English Housing Survey, MHCLG. Note: Own includes shared ownership)**

### Long-term tenure expectations of those currently in private rent



- 4.24 Through combining data on the number of households of each type in each age group living in private rented housing and paying their own rent with the aspiration data from the EHS, Figure 36 establishes the number of existing households that aspire to homeownership. It is important to recognise that all of these households can afford to rent Market Housing and therefore none would have previously been counted as needing Affordable Housing.

**Figure 36: Existing households renting from a private landlord without Housing Benefit that aspire to homeownership by household composition and age of household reference person (Source: ORS Model. Note: Figures may not sum due to rounding)**

Household composition	15-24	25-34	35-44	45-54	55-64	65+	Total
One-person household	309	1,371	1,068	479	320	147	3,694
Couple family without children	347	2,785	803	422	325	155	4,838
Families with dependent child(ren)	40	1,296	2,007	881	0	0	4,225
Other household types	288	1,124	724	361	253	0	2,749
<b>TOTAL HOUSEHOLDS</b>	<b>984</b>	<b>6,575</b>	<b>4,602</b>	<b>2,143</b>	<b>899</b>	<b>302</b>	<b>15,506</b>

- 4.25 We can therefore conclude that there are around 15,500 households currently resident in Buckinghamshire who do not own their own home but aspire to do so. Of these households, most (78%) are aged under 45 including around 6,600 (42%) aged 25-34.
- 4.26 It is important to recognise that the figures for those who aspire to homeownership are based upon those households who can afford to rent Market Housing without Housing Benefit support. But not all of these households would necessarily choose to buy Affordable Home Ownership, and others may not need Affordable Home Ownership if their circumstances change to such a degree that they can afford to buy without financial assistance. Furthermore, it is also important to recognise that the identified demand could only be realised if Affordable Home Ownership products could be delivered at prices that were genuinely affordable in the area based on local incomes.
- 4.27 Neither the NPPF nor PPG identify that any affordability criteria should be applied to those households who aspire to homeownership but cannot afford to buy their own home. However, it is appropriate to consider the extent to which these households could plausibly afford Affordable Home Ownership products if they were provided. It is also important to recognise that income limits apply to some products – for example, the maximum household income for shared ownership outside London is currently £80,000.
- 4.28 Figure 37 sets out the key stages of the analysis, which identifies that around 2,800 currently renting from a private landlord aspire to homeownership, and whilst they couldn't afford Market Housing, they are likely to form an effective demand for Affordable Home Ownership.

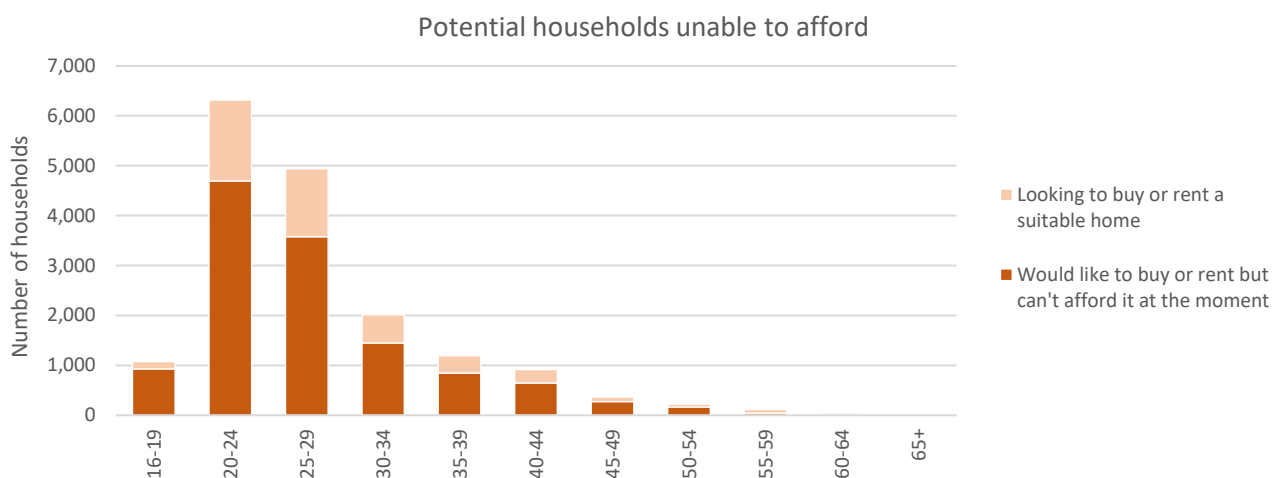
**Figure 37: Need from households that aspire to homeownership but cannot afford to buy Market Housing in Buckinghamshire (Source: ORS Model. Note: Figures may not sum due to rounding)**

Current unmet need from households that aspire to homeownership but cannot afford to buy	Number of households
Households renting privately that aspire to homeownership	15,506
Less households that could afford to buy an existing dwelling at the lower quartile price	751
Less households unable to afford based on 50% of the lower quartile price for newly built dwellings	5,324
Less households with savings of less than £5,000	6,650
<b>HOUSEHOLDS THAT ASPIRE TO OWN BUT CANNOT AFFORD TO BUY MARKET HOUSING that are likely to form an effective demand for Affordable Home Ownership products</b>	<b>2,782</b>

## Need from Potential Households

- 4.29 The previous analysis established that there were around 17,200 potential households in the area that want to live independently but do not occupy a separate home at the base date of the Plan in 2024 (Figure 23). Many of these potential households have not been able to form a new household as they are unable to afford to rent or buy suitable housing. Applying age-specific EHS rates to the identified potential households shows that around 12,600 would not be able to afford suitable housing.
- 4.30 Figure 33 previously identified 3,200 households without a separate home that were not suitable housed due to their current housing being overcrowded, and their needs have already counted. It is important that the remaining 9,400 households are counted when establishing the current need.

**Figure 38: Potential households unable to afford suitable housing by age (Source: ORS Model)**



## Newly Arising Need

- 4.31 In terms of establishing the newly arising need for Affordable Housing in future years, the PPG draws attention to new household formation (in particular the proportion of newly forming households unable to buy or rent in the market area) as well as the number of existing households falling into need.

### ***How can the number of newly arising households likely to be in affordable housing need be calculated (gross annual estimate)?***

*Projections of affordable housing need will have to reflect new household formation, the proportion of newly forming households unable to buy or rent in the market area, and an estimate of the number of existing households falling into need. This process will need to identify the minimum household income required to access lower quartile (entry level) market housing (strategic policy-making authorities can use current costs in this process, but may wish to factor in anticipated changes in house prices and wages). It can then assess what proportion of newly forming households will be unable to access market housing.*

**Planning Practice Guidance, ID 2a-021-20190220**

- 4.32 To assess the projected future Affordable Housing need, it is necessary to consider need from new households (in particular the proportion of newly forming households unable to rent or buy Market Housing) as well as the number of existing households falling into need. It is also necessary to consider the number of additional households that aspire to homeownership that cannot afford to buy.



- 4.33 The ORS Model establishes future Affordable Housing need based on the dwelling-led household projections together with a range of secondary data sources to profile how the stock will have to change to meet the needs of the future population. The Model provides robust and credible evidence over the full Plan period and recognises how housing market trends and drivers are likely to impact on the appropriate housing mix. The Model recognises that the proportion of households unable to buy or rent in the market area will not be the same for all households, so the appropriate proportion is determined separately for each household type and age group.
- 4.34 The affordability percentages in Figure 39 are calculated using detailed information on existing households living in Buckinghamshire from Census data, alongside administrative data published by DWP about housing benefit claimants. For each type of household in each age group, the table identifies the percentage of households that are unable to afford their housing costs based on them either occupying Affordable Housing or receiving housing benefit to enable them to afford Market Housing.

**Figure 39: Assessing affordability by household type and age (Source: Census data, ONS; Housing Benefit claimants, DWP)**

Percentage of households unable to afford to rent or buy	16-24	25-34	35-44	45-54	55-64	65+
One-person household	30%	13%	19%	23%	24%	26%
Couple family without children	8%	3%	5%	7%	6%	9%
Couple family with dependent children	48%	24%	11%	7%	7%	19%
Lone parent family with dependent children	86%	91%	66%	41%	30%	34%
Other household types	13%	11%	18%	20%	17%	14%

- 4.35 Based on the dwelling-led projections, the LHNA analysis identifies the annual need from new households unable to afford to rent or buy and existing households falling into need. This increase must be offset against changes to households previously identified as being in need.
- » The annual need identifies a total of 4,436 new and 830 existing households that are unable to afford to rent or buy, and a further 233 households that want to own but cannot afford to buy
  - » This need is offset against 825 household dissolutions (typically following the death of all household members) and of those households previously identified as being need, 2,780 households are likely to move away from the local area and 1,113 are expected to have improved circumstances that should enable them to afford suitable Market Housing.

**Figure 40: Summary annual components of household growth 2024-45 (Source: ORS Model. Note: Figures may not sum due to rounding)**

Projected future need from households needing Affordable Housing	Number of households
Need from new households unable to afford to rent or buy	4,436
Need from existing households falling into need	830
Need from additional households aspiring to homeownership that cannot afford to buy	233
<b>ANNUAL PROJECTED NEW NEED</b> from new and existing households unable to afford to rent or buy	<b>5,498</b>
Household dissolutions following death	825
Households moving out of the area	2,780
Improved circumstances for existing households that can now afford suitable Market Housing	1,113
<b>NET ANNUAL NEED</b> based on the increase in households needing Affordable Housing	<b>780</b>



## Households Needing Affordable Housing

4.36 Figure 41 summarises the LHNA analysis and sets out the information sources used at each stage, which identify that there will be a need to provide Affordable Housing for a total of 33,600 households.

**Figure 41: Current unmet need and future need from households needing Affordable Housing in Buckinghamshire 2024-2045**  
(Source: ORS Model. Note: Figures may not sum due to rounding)

Total need from households needing Affordable Housing	Step	Source	Number of households
<b>CURRENT NEED</b>			
Current unmet need from households unable to afford	A	Figure 33	6,917
Less households occupying Affordable Housing	B	Figure 33	1,941
Existing households aspiring to own who cannot afford to buy	C	Figure 37	2,782
Potential households that want to live independently	D	Paragraph 4.30	9,414
<b>Net current need in 2024</b>	<b>E</b>	<b>A - B + C + D</b>	<b>17,172</b>
<b>FUTURE NEED</b>			
Annual projected new need	F	Figure 40	5,498
Net annual need	G	Figure 40	780
<b>Net future need over the 21-year period 2024-45</b>	<b>H</b>	<b>G × 21</b>	<b>16,380</b>
<b>TOTAL NEED 2024-45</b>	<b>I</b>	<b>E + H</b>	<b>33,552</b>
Average annual need	J	I ÷ 21	1,598

4.37 For the base date of the Plan, the LHNA identifies a current unmet need from around 6,900 households that are unable to afford to rent or buy suitable housing. Some of these households occupy Affordable Housing and taking account of the properties they would vacate reduces the net need.

4.38 In addition to the households unable to afford, there are around 2,800 households currently renting their homes who aspire to own but cannot afford to buy; and of the potential households identified that want to live independently that have not previously been counted, around 9,400 have been unable to form as they cannot afford to rent or buy suitable housing. This yields an overall current need from around 17,200 household at the base date of the Plan in 2024.

4.39 Over the 21-year Plan period, there will be additional need from new and existing households unable to afford to rent or buy suitable housing and new households that aspire to own but cannot afford to buy. Together, these are likely to total around 5,500 households each year. However, allowing for changes to the previously identified need, annual net future need averages around 780 households per year. This yields a total net future need from around 16,400 households over the 21-year period 2024-2045.

4.40 The current need from 17,200 household and the future need from a further 16,400 households result in the total need from 33,600 households over the 21-year Local Plan period, an average of around 1,600 per year. This includes all households unable to afford to rent or buy suitable housing, and all households who want to own but cannot afford to buy where Affordable Home Ownership would provide a suitable housing option.

4.41 The total need identified by the LHNA analysis is a net figure and therefore any future losses from the current stock (such as demolition, or sales through Right to Buy) would increase the number of affordable homes needed by an equivalent amount. The analysis also assumes that the number of households in receipt of Housing Benefit to enable them to afford Market Rent will not change.

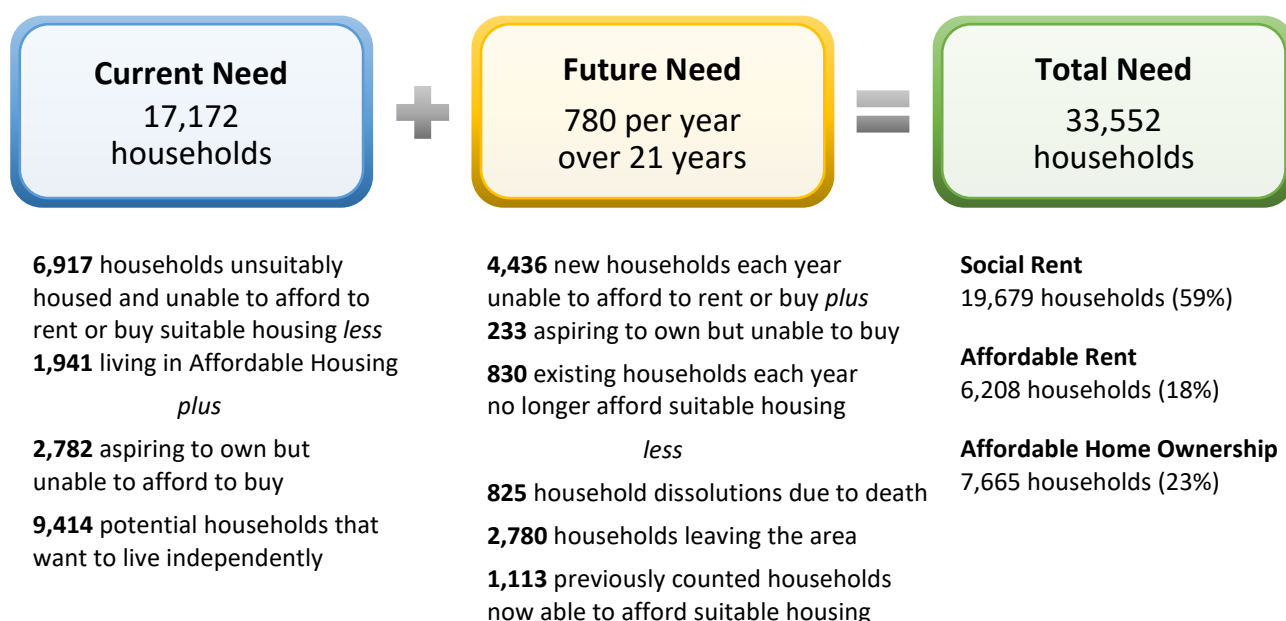
## Private Rented Housing

- 4.42 Private rented housing (with or without Housing Benefit) does not meet the definitions of Affordable Housing and is not counted as Affordable Housing supply; however, households in receipt of Housing Benefit can afford their housing costs given that they receive a specific payment based on their rent, so they are not counted towards the need for Affordable Housing. However, if Housing Benefit support was no longer provided (or if there was not sufficient private rented housing available at a price they could afford) then this would increase the need for Affordable Housing.
- 4.43 As policy decisions about housing benefit support provided to households living in the private rented sector are determined by the Government, it will be necessary for the Council to consider the possible impact of any changes when determining the most appropriate Affordable Housing targets for the area. Chapter 5 of the LHNA considers the wider housing needs of people that rent their homes.

## Overall Need for Affordable Housing

- 4.44 Figure 41 summarises the LHNA analysis, which identifies a need to provide Affordable Housing for a total of 33,600 households over the 21-year Local Plan period 2024-2045.

**Figure 42: Current need and future need from households needing Affordable Housing in Buckinghamshire 2024-2045**  
(Source: ORS Model. Note: Figures may not sum due to rounding)



- 4.45 Households needing Affordable Housing represent 40% of the total household growth identified by the dwelling-led projections (Figure 25, Scenario B). Given the current need from around 17,200 households at the start of the Plan period, it would seem appropriate for the Council to aim to maximise Affordable Housing delivery in the early years of the Plan where possible.
- 4.46 It is important to recognise that the overall number of dwellings that need to be provided will inevitably be higher than the 33,600 households identified, as there will always be a proportion of unoccupied dwellings due to transactional vacancies. **The LHNA analysis has identified need for around 35,600 dwellings to be delivered as Affordable Housing over the 21-year Local Plan period 2024-2045, equivalent to 40% of the overall housing need identified by the standard method calculation.**

## Future Mix of Affordable Housing

- 4.47 Figure 43 provides a breakdown of the identified need for Affordable Housing based on the number of bedrooms needed and the type of housing that households would be able to afford, calculated using the affordability framework previously set out (Figure 30).

**Figure 43: Total need for Affordable Housing by type of Affordable Housing and number of bedrooms 2024-2045 (Source: ORS Model. Note: Figures may not sum due to rounding)**

Number of dwellings	Social Rent	Affordable Rent	Affordable Home Ownership	Total
1 bedroom	7,535	1,189	1,221	9,945
2 bedrooms	7,959	2,871	4,802	15,632
3 bedrooms	3,920	1,894	1,988	7,803
4+ bedrooms	1,460	630	120	2,209
<b>TOTAL DWELLINGS</b>	<b>20,874</b>	<b>6,585</b>	<b>8,130</b>	<b>35,589</b>
Annual average	994	314	387	1,695

- 4.48 The LHNA analysis identifies a need for around 27,500 dwellings to be provided as rented Affordable Housing, comprising 6,600 dwellings (24%) for households that could afford Affordable Rent (without Housing Benefit and spending no more than 35% of their income on rent) and 20,900 dwellings (76%) provided as Social Rent for households that could not afford Affordable Rent.
- 4.49 When considering the future delivery of affordable homes for rent, this does not necessarily mean that a quarter of the housing on each site should be Affordable Rent with the remaining three quarters Social Rent. Instead, it might be more appropriate for the Council to focus on delivering Social Rent as the only rented provision those sites where it is economically viable to do so, with Affordable Rent only being delivered on those sites where it is necessary due to viability issues or where housing is specifically being provided for essential local workers. The Council will need to monitor the mix of rented Affordable Housing delivered across every site to ensure that the overall balance is achieved.
- 4.50 The remaining 8,100 dwellings identified by the analysis would be for households that aspire to own but cannot afford to buy, where they have been assessed as having sufficient income and savings to afford Affordable Home Ownership. It should be noted that other households that aspire to own are unable to afford Affordable Home Ownership, so this would not provide a suitable housing option, but these households have not been counted as needing rented Affordable Housing as they can afford Market Rent.
- 4.51 When considering the size of Affordable Housing needed, 28% of households would need 1 bedroom and a further 44% would need 2 bedrooms, which will include some that need specialist older person housing. There is a need to provide around 2,200 dwellings as homes for larger families (with 4 or more bedrooms). Whilst this represents only 6% of the total need, this still represents around 100 homes every year over the 21-year Plan period.

## Setting the Need for Affordable Housing in Context

4.52 Figure 44 summarises the annual supply of Affordable Housing that has been delivered in Buckinghamshire each year since 1991-1992.

**Figure 44: Affordable Housing supply by source and tenure, 2001-02 to 2023-24 (Source: Live tables on Affordable Housing supply, MHCLG)**



4.53 Between 2014-15 and 2023-24, a total of 5,106 affordable homes were delivered in Buckinghamshire, representing an average of 511 homes per year. This average comprised 353 affordable homes for rent and 158 for affordable homeownership. The majority of these homes – 3,719 dwellings (73%) – were newbuild properties secured through Section 106 contributions. A further 1,198 newbuild homes (23%) were delivered through alternative mechanisms, while 189 homes (4%) were acquired through purchases of Market Housing from the existing stock.

4.54 The current supply of Affordable Housing falls significantly short of the annual need identified by the LHNA, 1,308 affordable homes for rent and 387 for affordable homeownership each year (Figure 43). As a result, not enough permanent homes are being delivered to accommodate homeless households currently living in temporary accommodation. In addition, other households in need of Affordable Housing are facing lengthy waiting times – often many years for those needing larger family homes (Figure 29).

- 4.55 The LHNA has identified that the Council will need to plan for a step-change in housing delivery to meet the minimum number of homes needed under the new standard method. The annual LHN figure has been calculated at 4,332 dpa, whereas recent housing delivery has averaged 2,596 dpa (Figure 9). There will therefore need to be an increase of approximately 67% in the overall number of homes delivered each year.
- 4.56 Increasing the overall number of homes delivered will help support the provision of more Affordable Housing, as the majority of new affordable homes are typically secured through Section 106 contributions linked to Market Housing developments. However, the LHNA identifies a need for 1,695 affordable homes per year (Figure 43), whereas recent delivery has averaged only 511 dpa (Figure 44). On this basis, there would need to be more than a threefold increase in the number of affordable homes delivered each year to fully meet the identified need.
- 4.57 When considering the size of affordable homes, Census data shows that households renting a home with four or more bedrooms from a social landlord increased from 808 to 960 between 2011 and 2021 – an increase of 152 over 10 years, an average of only 15 per year.
- 4.58 Given this context, delivering the identified need for approximately 2,200 family homes with four or more bedrooms over the 21-year plan period – equivalent to an average of more than 100 larger homes each year – is likely to require considerable effort. It is also important to recognise that of the applicants that need larger family homes that are currently registered with Bucks Home Choice, most require four bedrooms (83%) but a significant minority (13%) need five bedrooms, whilst 2% need six and 1% need seven bedrooms. On this basis, it is likely that between 300 and 400 of the larger family homes needed (around 17 per year) would be for households needing five bedrooms or more.
- 4.59 The Council will therefore need to consider whether the delivery of larger affordable homes should be prioritised, especially given the difficulties that are routinely experienced when trying to secure suitable permanent accommodation for families needing larger homes.

## 5. Housing Need for Different Groups

- 5.1 The NPPF (December 2024) requires that local planning authorities consider the housing needed for a range of different groups in the community, so that any specific needs can be reflected in planning policies.

*63. Within this context of establishing need, the size, type and tenure of housing needed for **different groups in the community** should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing (including Social Rent); families with children; looked after children; older people (including those who require retirement housing, housing with-care and care homes); students; people with disabilities; service families; travellers; people who rent their homes and people wishing to commission or build their own homes*

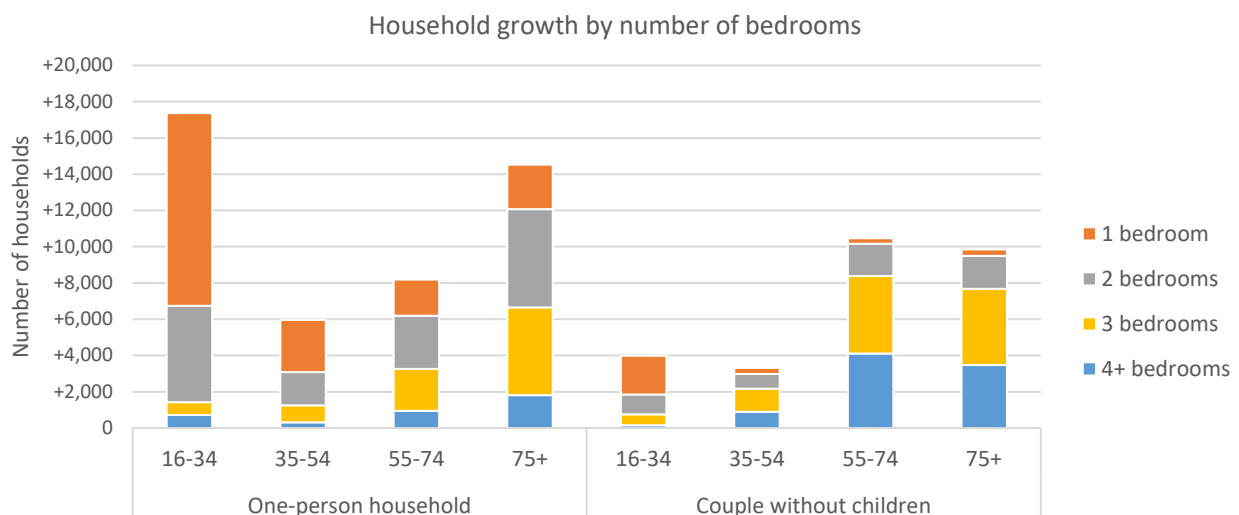
National Planning Policy Framework, December 2024 (emphasis added)

- 5.2 The needs of those who require Affordable Housing (including Social Rent) have already been established. This chapter considers the specific housing needs of the other identified groups in turn except for Travellers, as a separate Gypsy and Traveller Accommodation Assessment has considered their needs as set out in Planning Policy for Traveller Sites.

### Housing for Families with Children

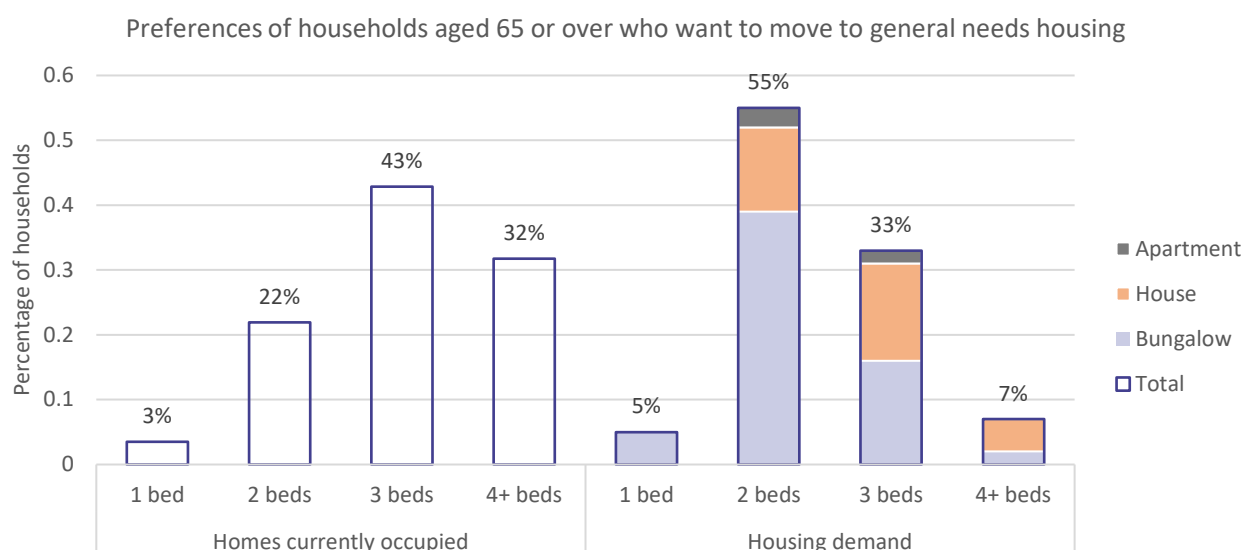
- 5.3 Figure 26 previously identified a projected increase of 11,400 single families with children under Scenario B (14% of the household growth) over the 21-year period 2024-2045. Around three quarters of these households were couple families (8,600) and the remaining quarter were lone parent families (2,800). Nevertheless, whilst single families only represent up to 14% of the projected household growth, when considering the need for additional family housing it is important to recognise that many couples without children and one-person households will also occupy family housing.
- 5.4 Figure 45 illustrates the mix of housing by number of bedrooms that the additional couples without children and one-person households are likely to occupy, assuming that current occupancy trends continue.

**Figure 45: Household growth and number of bedrooms based on current occupancy trends by household composition and age of household reference person, 2024-2045 (Source: ORS Model)**



- 5.5 On the basis of current occupancy trends, it is likely that many older couples without children and one-person households will continue to occupy larger homes after their adult children have left to live independently. Where the current occupiers of family housing choose not to move, these existing properties will not be vacated and will therefore not be available for new families with children, so it will be necessary to provide additional family housing for these new families.
- 5.6 The analysis identifies that in addition to the family homes needed to accommodate the projected increase of 11,400 families with children, there would also be need to provide an additional 35,300 family homes (21,300 with 3 bedrooms and 14,000 with 4 or more bedrooms) given the increase in households without children who are likely to stay in their current family home based on current trends. It will therefore be necessary to provide family housing for around 46,700 households (equivalent to 55% of the projected household growth) without any change to current occupancy patterns.
- 5.7 Although many older households do not want to leave their family home and are unlikely to move, around 8% households aged 65 or over are likely to consider moving to specialist older person housing and a further 17% of households aged 65 or over would not want to move to older person housing but would choose to move within the general housing stock if there were suitable homes available that better met their needs. Given that the number of households aged 65 or over is projected to increase to 95,100 households by the end of the Plan in 2045, there is therefore the potential for up to 16,400 existing family homes to be vacated if the right type of general needs housing could be provided for these households.
- 5.8 Figure 46 provides a breakdown of the size of homes that older households currently occupy and the likely housing demand for the type and size of homes that those willing to move are likely to want.

**Figure 46: Preferences of household aged 65 or over who want to move to general needs housing (Source: ORS Model)**



- 5.9 From the data, it is evident that the majority of older households (75%) currently occupy homes with least three or four bedrooms. Therefore, providing suitable housing for these households would be likely to lead to a large number of family homes being vacated.
- 5.10 Most households are seeking two bedrooms (55%) although there is also a reasonable demand for three bedroom homes (33%) often from households currently living in properties with four bedrooms or more. There is a clear preference for bungalows, with over three fifths (62%) identifying that this would be their choice, and also the expectation for most. On this basis, if there weren't enough bungalows available, it is

likely that many of these households would not vacate their existing family home. It is evident that there is very little demand for apartments from these households, which may be part of the reason for them not choosing specialist older person housing but wanting to remain in the general housing stock.

- 5.11 Figure 47 identifies the net difference between the housing currently occupied and the homes sought by these households. Whilst it is important to recognise that many older person households plan to stay in their current home and some would never want to move, the evidence shows that there are many thousands of older person households who will be looking to move to suitable homes within the general housing stock in Buckinghamshire if the right type of homes could be provided.

**Figure 47: Impact of providing general needs housing to meet demand from households aged 65 or over (Source: ORS Model)**

Number of bedrooms	Homes currently occupied	Housing demand	Net difference
1 bedroom	574	822	+248
2 bedrooms	3,603	9,045	+5,442
3 bedrooms	7,051	5,591	-1,459
4+ bedrooms	5,218	987	-4,231
<b>TOTAL</b>	<b>16,445</b>	<b>16,445</b>	<b>-</b>

- 5.12 Over the 21-year Plan period 2024-2045, **providing suitable general needs housing for older persons could release up to 12,300 family homes** (around 7,100 3-bedroom homes, and 5,200 with 4 bedrooms or more). However, this would depend on providing general needs housing that older households would choose – and whilst these homes would typically smaller than the properties currently occupied (with a net reduction of 1,500 homes with 3 bedrooms and around 4,200 fewer homes with 4 bedrooms or more) it is likely that the future mix of housing would need to include around **7,200 bungalows with up to two bedrooms and 3,000 larger bungalows** for households downsizing from family homes with four or five bedrooms or more.

## Looked After Children

- 5.13 The Government issued a Written Ministerial Statement in May 2023 which stressed the importance of providing accommodation for looked after children, referring to the NPPF requirement to consider the needs of different groups in the community and stating that Local Planning Authorities should “*consider whether it is appropriate to include accommodation for children in need of social services care*” as part of their LHNA.
- 5.14 The December 2024 NPPF now states at Footnote 26 that “*Evidence of need for looked after children can be found in the relevant local authority’s Children’s Social Care Sufficiency Strategy*”. Buckinghamshire Council compiled a “Children looked after and placement sufficiency strategy 2021-2024” report which is reviewed annually to facilitate the care and protection of vulnerable children and young people.<sup>12</sup> The strategy sets out the Council’s legal duties regarding looked after children:

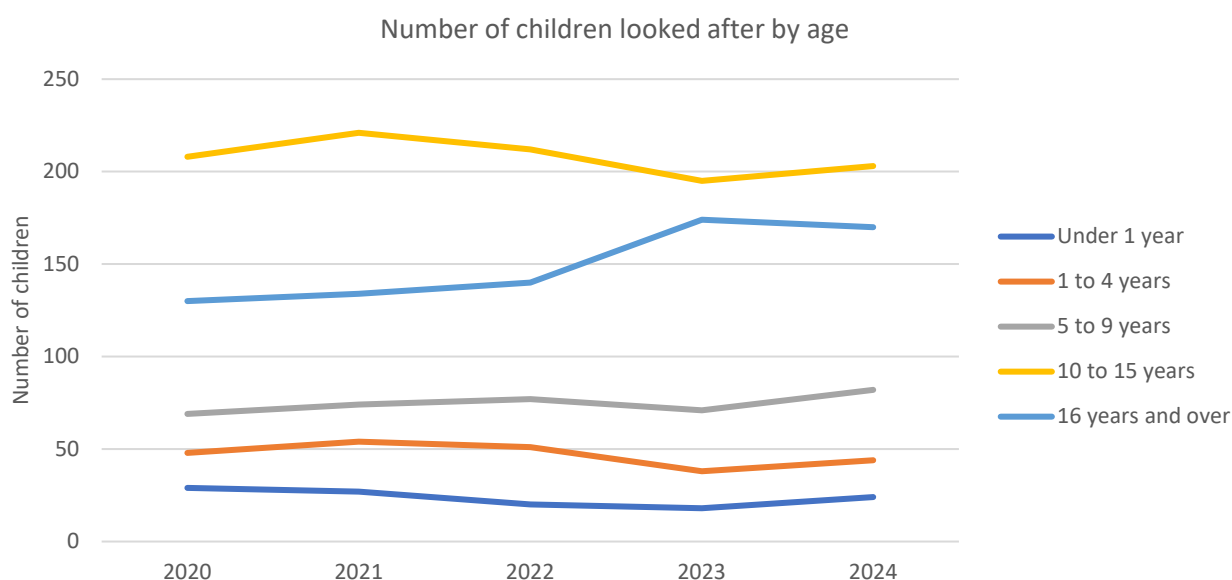
*Section 22 of the Children Act 1989 (amended by the Children and Young Persons Act 2008) places a general duty on local authorities to secure, so far as reasonably practicable, sufficient accommodation within the authority’s area which meets the needs of children that the local authority are looking after, and whose circumstances are such that it would be consistent with their welfare for them to be provided with accommodation that is in the local authority’s area.*

<sup>12</sup> <https://www.buckinghamshire.gov.uk/care-children-and-families/childrens-services-strategies/children-looked-after-and-placement-sufficiency-strategy-2021-to-2024/>



- 5.15 The most recent addendum covers the period 2023-2025 and identifies that on 28 February 2023 the Council had 521 children in care and 272 care leavers, with adolescents (aged 12 or over) now being the largest group. Figure 48 summarises the latest information on the overall number of children in care by age group over the last five years. Those aged 10-15 years have remained the largest group, but the number aged 16 or over notably increased in 2023.

**Figure 48: Number of children in care by age group, 2020-2024 (Source: Education Statistics, Department for Education)**



## Care Leavers

- 5.16 Interpreting the ministerial statement of May 2023 in an inclusive sense would also include assessing the need for young people leaving care. Figure 49 shows the proportion of care leavers that have stayed in touch with the local authority has remained consistently high and has typically exceeded 90%.

**Figure 49: Care leavers in touch with the local authority (Source: Local Authority data)**

Year	Total Aged 17-18	Number in touch	Percentage in touch	Total Aged 19-21	Number in touch	Percentage in touch
2020	82	77	94%	194	173	89%
2021	81	76	94%	207	203	98%
2022	74	70	95%	232	224	97%
2023	85	76	89%	247	224	91%
2024	109	100	92%	243	224	92%

- 5.17 The Council's housing allocation policy prioritises applicants due to leave care of the Children and Families service when they are ready for independent living. Providing that the move is being undertaken in accordance with the Buckinghamshire Leaving Care Protocol, applicants will be awarded Priority Band B which recognises the urgency and importance of their specific needs.
- 5.18 When considering housing for care leavers, the Council has identified a need for more supported housing with onsite support alongside other more flexible options, such as shared housing and self-contained flats with support.

## Housing for Older People

- 5.19 The UK population is ageing, and people can expect to live longer healthier lives than previous generations, so the older population living in England is forecast to grow significantly over the next 20 years. Given this context, PPG recognises the importance of providing housing for older people.
- 5.20 Figure 50 identifies the type of dwellings occupied by households aged 75 or over in Buckinghamshire based on 2021 Census data. The Census does not provide details about specialist older person housing, but information about this stock is maintained by the Elderly Accommodation Counsel.

**Figure 50: Existing dwelling stock occupied by households aged 75+ (Source: Census data, ONS; Specialist Older Person Housing based on data published by the Elderly Accommodation Counsel for 2024)**

	Owner occupied	Rented from private landlord	Rented from social landlord	TOTAL
<b>DWELLINGS OCCUPIED BY HOUSEHOLDS AGED 75+</b>				
1 bedroom	1,008	299	2,073	3,380
2 bedrooms	6,325	574	1,015	7,914
3 bedrooms	12,379	425	802	13,606
4 or more bedrooms	9,161	122	42	9,325
<b>TOTAL HOUSEHOLDS</b>	<b>28,873</b>	<b>1,420</b>	<b>3,932</b>	<b>34,225</b>
<b>SPECIALIST OLDER PERSON HOUSING</b>				
Housing with Support	1,495	64	3,138	4,633
Housing with Care	1,088	0	75	1,163
<b>TOTAL SPECIALIST OLDER PERSON HOUSING UNITS</b>	<b>2,583</b>	<b>64</b>	<b>3,213</b>	<b>5,796</b>

- 5.21 It is notable that the stock of specialist older person housing rented from a social landlord (3,213 homes) is higher than the number of households aged 75 or over living in one- and two-bedroom housing rented from a social landlord at the time of the Census (3,088 households) which suggests that a number of these homes are likely to have been occupied by households aged under 75.
- 5.22 The owner-occupied stock of specialist older person housing (2,583 homes) represents over a third (35%) of all one- and two-bedroom dwellings occupied by owner occupiers aged 75 or over. Nevertheless, as many older owner occupiers live in properties with three bedrooms or more, the specialist older person housing stock represents only 9% of households when considering all owner occupiers aged 75 or over.
- 5.23 PPG for “*Housing for older and disabled people*” was published in June 2019. This states:

*The future need for specialist accommodation for older people broken down by tenure and type (e.g. sheltered housing, extra care) may need to be assessed and can be obtained from a number of online tool kits provided by the sector ... Evidence from Joint Strategic Needs Assessments prepared by Health and Wellbeing Boards can also be useful. The assessment of need can also set out the level of need for residential care homes.*

Planning Practice Guidance, ID 63-004-20190626

- 5.24 The Housing Learning and Improvement Network (LIN) has published a number of different online toolkits that have provided standardised rates for estimating demand for specialist older person housing products. These have been based on applying prevalence rates per 1,000 people aged 75 or over, as summarised in Figure 51.<sup>13, 14</sup> The table also presents baseline rates from a model developed by Sheffield Hallam University Centre for Regional Economic and Social Research (CRESR).<sup>15</sup>

**Figure 51: Benchmark Figures for Specialist Older Person Housing**

Form of Provision <i>Demand per 1,000 persons aged 75+</i>	More Choice, Greater Voice Toolkit 2008	Housing in Later Life SHOP Resource Pack 2011	SHOP@ National Benchmark 2016	Housing LIN Review Proposals 2016	Sheffield Hallam CRESR Model 2017
<b>Housing with Support:</b> Retirement Living or Sheltered Housing	125	180	100	100	153.2
<b>Housing with Care:</b> Extra Care or Enhanced Sheltered	45	65	14	35 "Proactive" rate	19.5
<b>Sub-total</b>	<b>170</b>	<b>245</b>	<b>114</b>	<b>135</b>	<b>172.7</b>
Residential care	65	-	43	40	-
Nursing care	45	-	45	45	-
<b>Sub-total</b>	<b>110</b>	<b>-</b>	<b>88</b>	<b>85</b>	<b>110.8</b>
<b>OVERALL TOTAL</b>	<b>280</b>	<b>-</b>	<b>202</b>	<b>220</b>	<b>283.5</b>

- 5.25 These rates provide a useful framework for understanding the potential demand for different forms of older person housing, but there is limited detail about the derivation of the figures published by the Housing LIN.
- 5.26 The More Choice, Greater Voice toolkit recognises that the suggested framework simply:
- "...represents an attempt to quantify matters with explicit numerical ratios and targets. It is contentious, but deliberately so, in challenging those who must develop local strategies to draw all the strands together in a way that quantifies their intentions."* (page 44)
- 5.27 Similarly, the SHOP resource pack acknowledged that the framework simply provides a baseline, which extrapolates *"...crude estimates of future demand from existing data"* (page 36) and the 2016 Review acknowledged that the Housing in Later Life report had *"suggested a large increase in leasehold housing for older people which were not substantiated at the time"* (page 4).
- 5.28 In contrast, the baseline rates for the CRESR model were established based on:
- "the level and composition of supply of age-exclusive housing, specialist housing, and care beds across the 100 English local authorities with the highest overall provision of each broad type of older person housing per 1,000 older people (aged 75 years or older)."* (page 26)
- 5.29 The Housing LIN states that the More Choice, Greater Voice Toolkit and SHOP Resource Pack are both now out-of-date and remain published only as an 'archived' resource for public policy interest purposes. The more recent SHOP@ analysis tool is provided through the Housing LIN consultancy services, where target prevalence rates are established based on local circumstances.

<sup>13</sup> [http://www.housinglin.org.uk/library/Resources/Housing/Support\\_materials/Reports/MCGVdocument.pdf](http://www.housinglin.org.uk/library/Resources/Housing/Support_materials/Reports/MCGVdocument.pdf)

<sup>14</sup> <http://www.housinglin.org.uk/library/Resources/Housing/SHOP/SHOPResourcePack.pdf>

<sup>15</sup> <https://www.shu.ac.uk/centre-regional-economic-social-research/projects/all-projects/older-peoples-housing-care-and-support-needs-in-greater-cambridge-2017-2036>

- 5.30 The Housing LIN 2016 Review identified the following benchmarks for tenure mix based on the relative affluence or deprivation of the local authority area (Figure 52). Given that the English indices of deprivation ranked Buckinghamshire in the upper quartile of all local authorities,<sup>16</sup> the relevant tenure mix benchmark would be that proposed for the “Most Affluent” areas.

**Figure 52: Proposed tenure mix for 2035 influenced by the affluence/deprivation ratio from the Housing LIN 2016 Review**

SHOP@ MARKET SPLIT 2035 OPTIONS - DEPRIVATION/AFFLUENCE SPLIT								
	Most Deprived		Deprived		Affluent		Most Affluent	
	% Rented	% Leasehold	% Rented	% Leasehold	% Rented	% Leasehold	% Rented	% Leasehold
Sheltered, Age Exclusive	80	20	67	33	50	50	33	67
Housing with Care	75	25	50	50	33	67	25	75
Split based on quantiles of ONS deprivation index								
It can be expected that the % of public sector sheltered, age exclusive accommodation will retain a higher % than housing with care as there already exists a substantial level of current service provision.								

- 5.31 In contrast, the CRESR Model determined the tenure mix for each type of housing based on the proportion of residents aged 75 or over living in owner occupation, and the “above median” benchmarks apply for Buckinghamshire. These give rented-to-owned ratios of 69:31 for Sheltered Housing and 71:29 for Extra Care. However, as the CRESR Model is based on the mix of current provision, these benchmarks may not always reflect the most appropriate distribution when planning for additional provision.

*“These tenure splits reflect current provision, which is significantly skewed towards social rented provision. If there is a desire to expand the provision of older people’s housing beyond current levels, this is likely to require disproportionate increases in ownership forms of supply. This is in part due to demand being focused on these ownership forms, particularly in areas with high levels of existing older homeowners.”*

- 5.32 The Housing LIN prepared an Adult Social Care Accommodation Market Analysis for Buckinghamshire Council to help understand the need for housing and supported accommodation needs (November 2022).<sup>17</sup> With regard to specialist housing and accommodation for older people, the analysis estimated net need over the 20-year period 2022-2042 as follows:

- » Housing for Older People (retirement housing and contemporary sheltered housing for rent): around 2,480 units (an average of 124 per year) comprised of around 740 for social/affordable rent and around 1,740 for sale
- » Housing with Care: around 1,255 units (an average of 124 per year) comprised of around 500 for social/affordable rent and around 755 for sale
- » Residential care: around 30 bedspaces (no significant change)
- » Nursing care: around 470 bedspaces (an average of 24 per year).

- 5.33 However, this analysis was based on the 2018-based sub-national population projections which identified that the population aged 75 or over would increase from 54,700 to 79,200 persons over the 20-year period 2022-2042 (an overall increase of 45%) equivalent to an average of 1,224 persons per year. Whilst the study acknowledged this to be lower than the average growth projected for the identified comparator authorities

<sup>16</sup> <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019>

<sup>17</sup> “Adult Social Care Accommodation Market Analysis for Buckinghamshire Council” (Housing Learning & Improvement Network, November 2022)

and the overall rate for England, the need for specialist housing and accommodation for older people was established based on the growth identified by the 2018-based projections.

- 5.34 The LHNA is based on a notably higher rate of population growth that aligns with the LHN figure (Figure 24). Based on Scenario B, the dwelling-led projections identify that the population aged 75 or over is likely to increase from 56,600 to 94,600 persons over the 21-year period 2024-2045 (an overall increase of 67%) equivalent to an average of 1,808 persons per year.
- 5.35 The population projections underlying the Local Housing Need figure for Buckinghamshire show a substantial increase in the older population over the projection period. It is important to recognise that many of these extra residents will be aged 85 or over and likely to have increasingly complex care and support needs, including dementia, but also mental health needs and frailty related needs. It will therefore be necessary to consider the associated changes in the profile of housing need.
- 5.36 The household projections assume that the population aged 75 or over living in communal establishments will remain constant as a proportion for each 5-year age group, based on the rates identified by the Census. On this basis, there was an increase of 2,400 residents projected to need bedspaces provided in residential or nursing care homes (Figure 25, Scenario B). Bedspaces provided in Use Class C2 (residential institutions) will form part of the overall housing need and the allowance for C2 provision can be equivalised using the calculation set out in the Housing Delivery Test measurement rule book.<sup>18</sup> The projected increase yields a need for around 1,300 dwellings once equivalised.
- 5.37 Figure 53 considers the need for specialist older person housing for older households in Buckinghamshire over the 21-year period 2024-2045. This uses baseline rates based on existing supply and considers appropriate target rates taking account of the range of different benchmarks identified by the toolkits.
- » The target rates are based on the average of (i) the baseline rate for the local authority, and (ii) the mid-point of the benchmark range; except for Affordable Housing with Support (which excludes the rate from the CRESR Model) and Affordable Housing with Care (which excludes the Housing LIN rate) as neither of these benchmarks seem appropriate for the local area
  - » Based on the identified target rates, the projected number of residents aged 75 or over at the end of the 21-year period in 2045 is used to establish the overall gross need
  - » The existing supply is then offset to identify the net housing need for the period to 2045.

**Figure 53: Need for Specialist Older Person Housing to 2045 (Source: ORS Model. Note: Figures may not sum due to rounding)**

Form of provision	Existing supply	Baseline rate	Benchmark range	Target rate	Total 2045	Change 2024-2045
<b>Market Housing</b>	<b>2,647</b>	<b>47</b>	-	<b>60</b>	<b>5,665</b>	<b>3,018</b>
Housing with Care	1,088	19	6 - 26	18	1,663	575
Housing with Support	1,559	28	47 - 67	42	4,002	2,443
<b>Affordable Housing</b>	<b>3,213</b>	<b>56</b>	-	<b>52</b>	<b>4,914</b>	<b>1,701</b>
Housing with Care	75	1	14	8	717	642
Housing with Support	3,138	55	33	44	4,197	1,059
<b>TOTAL</b>	<b>5,860</b>	<b>103</b>	-	<b>112</b>	<b>10,579</b>	<b>4,719</b>
<i>Housing with Care</i>	<i>1,163</i>	<i>20</i>	-	<i>26</i>	<i>2,381</i>	<i>1,218</i>
<i>Housing with Support</i>	<i>4,697</i>	<i>83</i>	-	<i>86</i>	<i>8,199</i>	<i>3,502</i>

<sup>18</sup> <https://www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book>

- 5.38 On this basis, there would be need to provide an additional **4,700 specialist older person housing units over the 21-year period 2024-2045** (equivalent to an average of 225 dwellings per year) of which 36% would need to be provided as Affordable Housing.
- 5.39 The need identified by the LHNA is higher than the 3,735 units identified by the Housing LIN analysis, partly due to the higher rate of population growth but also due to variations between the assumed prevalence rates for different types of housing. Both studies are based on comparable target rates for Housing with Care (Housing LIN analysis assumed 25 per 1000 by 2042 whereas the LHNA assumes 26 per 1000 by 2045) however there is a difference in target rates for Housing with Support.
- 5.40 The Housing LIN analysis assumed a target of 57 per 1000 by 2042 which was based on the existing supply representing a rate of 52 per 1000. The LHNA assumes a target of 86 per 1000 by 2045 but this was on the basis of a rate of 83 per 1000 for existing supply. As the estimates of existing supply for both studies is based on data from the Elderly Accommodation Counsel it is unclear why the current rates differ so much, although there has recently been a comprehensive review of the data which may have identified additional schemes. Nevertheless, the LHNA analysis has been informed by the most up-to-date estimates and both assessments are consistent in assuming a small increase in prevalence over the projection period.
- 5.41 It is important to recognise that the LHNA analysis assumes a continuation of current types of housing, although it is uncertain if older people will aspire to these types of specialist housing in the future. Some types of specialist housing are already experiencing lower demand, and other, newer types of provision may appear to meet changing aspirations in the future. The policy aim of supporting people at home for longer along with assistive technology could also alter patterns of demand. However, it is important to recognise that the provision of specialist older person housing schemes will form an important part of the overall housing mix.
- 5.42 The delivery of specific schemes for specialist older person housing need should be considered in partnership with other agencies, in particular those responsible for older person support needs. It will be important to consider other factors and constraints in the market:
- » **Demographics:** the changing health, longevity and aspirations of Older People mean people will live increasingly healthy longer lives and their future housing needs may be different from current need;
  - » **New supply:** development viability of schemes, and the availability of revenue funding for care and support services, need to be carefully considered before commissioning any new scheme. It will also be important for the Council and its partners to determine the most appropriate types of specialist older person housing to be provided in the area;
  - » **Existing supply:** this may be either inappropriate for future households or may already be approaching the end of its life. Other forms of specialist older person housing may be more appropriate than conventional sheltered housing to rent when considering future needs; and
  - » **Other agencies:** any procurement of existing supply needs to be undertaken with other agencies who also plan for the future needs of Older People, particularly local authority Supporting People Teams and the Health Service.

## Older People with Dementia

- 5.43 Based on figures for 2024/25, the NHS estimates there to be around 4,441 people aged 65 or over that have been diagnosed with dementia in Buckinghamshire.<sup>19</sup> As of July 2025, the Council was supporting 618 people living with dementia, including 465 individuals that are living in specialist housing (nursing or residential care).
- 5.44 Buckinghamshire's Housing Strategy 2024-2029 lays out the ambitions for affordable, accessible and suitable housing choices for all life stages.<sup>20</sup> Whilst dementia isn't mentioned as a specific focus of the strategy, its vision aligns with the needs of people living with dementia by promoting accessible and adaptable housing solutions in partnership with housing associations and community organisations.
- 5.45 Dementia Support Bucks provide a free service delivered by Age UK Buckinghamshire that provides advisory support at key decision points – helping families navigate changes in living needs, access assessments and exploring suitable accommodation options.<sup>21</sup> There is a Dementia Toolkit that provides structured support and local resources that inform housing related planning e.g. adapting homes.
- 5.46 For individuals who own their home, the Housing Improvement and Adaptations Policy (Updated December 2023) allows individuals to adapt their current homes to their changing needs.<sup>22</sup> The Council support people with grants and support to ensure the modifications needed take place to allow individuals to stay in their homes for longer.
- 5.47 The Adult Social Care Accommodation Market Analysis that was prepared by Housing LIN noted that Registered Providers identified a need for specialist housing for people living with dementia as they can sometimes be unsuitably housed in extra care or sheltered housing. That feedback acknowledged that many people living with dementia don't necessarily need nursing care but need a 'dementia-secure' environment. The study also noted that local commissioners identified that future need for residential and nursing care home provision will need to focus on meeting the needs of older people with complex health and care needs, particularly dementia related needs.
- 5.48 When considering people with dementia aged 65 or over, the Housing LIN analysis identified that the NHS estimated there to be around 4,148 persons in 2020/21 and this was projected to increase to 6,247 by 2042 (an increase of 26%) based on projected growth rates from Wittenberg et al (2019).<sup>23</sup> However, that is likely to understate the future growth, as that analysis was established based on the population growth identified by the 2018-based projections, which are notably lower than growth that is likely based on the LHN figure (Figure 24).
- 5.49 Applying the age-specific dementia prevalence rates to the LHNA dwelling-led projections (Scenario B) suggests that the **number of residents aged 65 or over with dementia is likely to increase by 3,200 (71%)** over the 21-year period 2024-2045, with the overall number likely to exceed 7,600 persons by 2045. However, it is important to recognise that new treatments could become available in future which reduce the prevalence rates and the numbers likely to be affected. Nevertheless, it is likely that the number of residents requiring support will continue to increase and it will be important for the Council to consider the implications of this growth on the services that are provided and the associated housing needs.

<sup>19</sup> <https://fingertips.phe.org.uk/search/dementia#page/4/gid/1/pat/6/par/E12000008/ati/502/are/E06000060/iid/247/age/1/sex/4/cat/-1/ctp/-1/yr/1/cid/4/tbm/1/page-options/tre-do-1>

<sup>20</sup> <https://www.buckinghamshire.gov.uk/housing-and-benefits/housing/housing-strategies/>.

<sup>21</sup> <https://www.buckinghamshire.gov.uk/health-wellbeing-and-sports/dementia-toolkit/buckinghamshires-dementia-support-service/>

<sup>22</sup> <https://www.buckinghamshire.gov.uk/housing-and-benefits/housing/housing-strategies/housing-improvement-and-adaptations-policy/>

<sup>23</sup> <https://www.lse.ac.uk/cpec/assets/documents/cpec-working-paper-5.pdf>



## Housing for People with Health Problems and Disabilities

### Accessible and Adaptable Housing

- 5.50 The Government's reform of Health and Adult Social Care is underpinned by a principle of sustaining people at home for as long as possible, and Part M of the Building Regulations for new developments covers the required standards for accessibility, adaptability and wheelchair housing based on three categories.<sup>24</sup>
- 5.51 Requirement M4(1) Visitable Dwellings is mandatory for all new homes, whereas the Local Plan will identify the proportion of new homes in the local area that must comply with Requirement M4(2) Accessible and Adaptable Dwellings and Requirement M4(3) Wheelchair User Dwellings. PPG confirms that it will be for the LPA to set out how they demonstrate the need for these higher standards, and provides further details on the evidence that should be used:

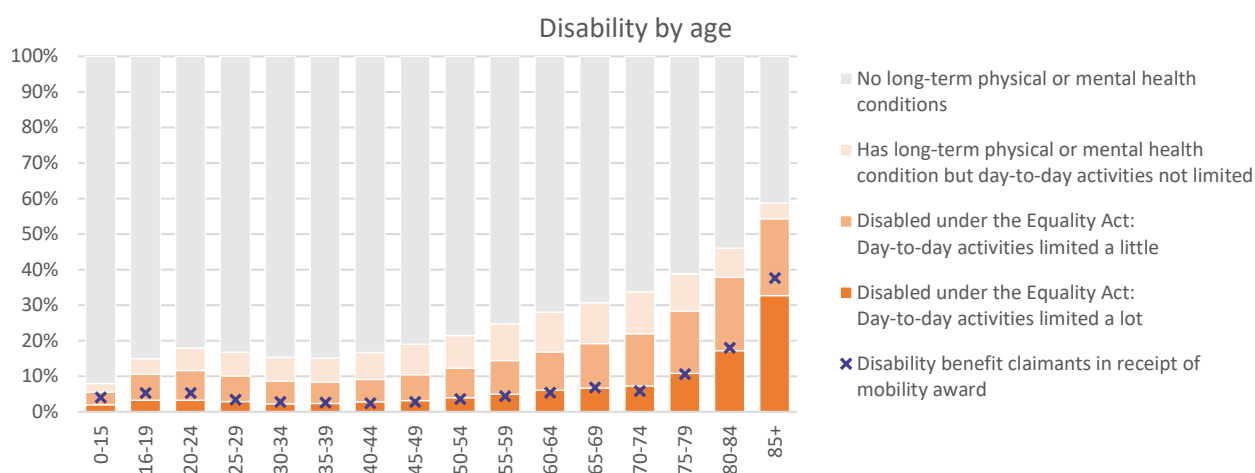
***What evidence should local planning authorities use to demonstrate a need to set higher accessibility, adaptability and wheelchair housing standards?***

*Based on their housing needs assessment and other available datasets it will be for local planning authorities to set out how they intend to approach demonstrating the need for Requirement M4(2) (accessible and adaptable dwellings), and/or M4(3) (wheelchair user dwellings), of the Building Regulations ... To assist local planning authorities in appraising this data the government has produced a summary data sheet. This sets out in one place useful data and sources of further information which planning authorities can draw from to inform their assessments ...*

Planning Practice Guidance, ID 56-007-20150327

- 5.52 The summary data sheet that is referenced is the "Guide to available disability data" (DCLG, March 2015).<sup>25</sup> This provides a general indication of the situation on disabled housing need at that time based on information on the demographics and housing stock across England. It also identifies various local authority data sources including population estimates and projections, Census data on long-term health problems and disabilities, and benefit claimant data. The LHNA has considered population estimates and projections in detail, and Figure 54 presents the disability data for Buckinghamshire based on the latest available data.

**Figure 54: Disability status by age, 2021; and disability benefit claimants in receipt of mobility award by age, 2024**  
(Source: Census data, ONS; Benefit claimant data, DWP)



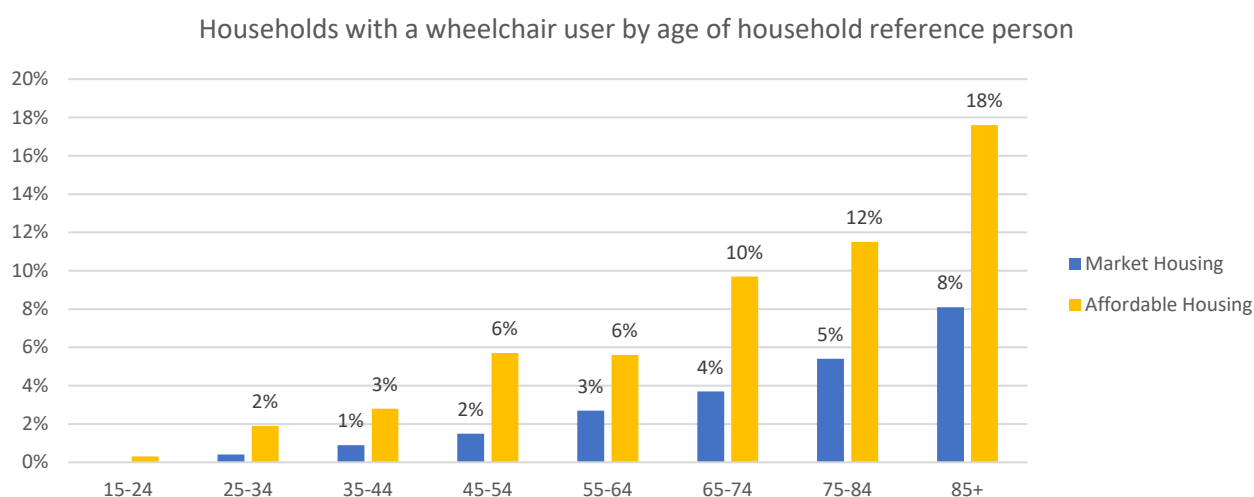
<sup>24</sup> <https://www.gov.uk/government/publications/access-to-and-use-of-buildings-approved-document-m>

<sup>25</sup> <https://www.gov.uk/government/publications/building-regulations-guide-to-available-disability-data>



- 5.53 The DCLG data sheet showed that around one in thirty households in England (3.3%) had at least one wheelchair user, although the rate was notably higher for households living in Affordable Housing (7.1%). English Housing Survey (EHS) data provides further details based on the proportion of households by age, and combining this national data with local data on disability benefit claimants in receipt of mobility award provides the basis for deriving age-specific rates for Buckinghamshire (Figure 55).

**Figure 55: Households with a wheelchair user in Market Housing and Affordable Housing by age (Source: ORS Model)**



- 5.54 Figure 56 identifies the number of households with a wheelchair user based on applying the derived rates to the dwelling-led household projections. The baseline estimates for 2024 are set out alongside the outputs for 2045 and the associated change from 2024-2045.

**Figure 56: Households needing wheelchair housing (Source: ORS Model. Note: Figures may not sum due to rounding)**

Households with a wheelchair user	Baseline estimate 2024	Projected total 2045	Change 2024-2045
Market Housing	5,020	7,285	+2,264
Affordable Housing	2,387	4,719	+2,332
<b>TOTAL HOUSEHOLDS</b>	<b>7,407</b>	<b>12,003</b>	<b>+4,597</b>
Households aged 75 or over	2,847	5,807	+2,960

- 5.55 The projected household growth identifies an increase of around 4,600 additional households with a wheelchair user over the 21-year period, which is equivalent to 5% of the 90,972 dwellings identified by the standard method. On this basis, it would be appropriate for **5% of homes on all new developments to comply with Requirement M4(3) Wheelchair User Dwellings**.
- 5.56 The analysis also identifies an increase of 2,300 households that are likely to have a wheelchair user that need Affordable Housing over the 21-year period 2024-2045, equivalent to an average of 111 per year. Feedback from stakeholders identified that there is a consistent demand for stock suitable for individuals with specific accessibility needs, and that Bucks Home Choice currently has 47 applicants waiting for suitable wheelchair adapted homes. Most of these applicants need properties with one or two bedrooms (27 and 11 respectively) but there is also a need for larger homes (five 3-bed, three 4-bed and one with 5+ bedrooms).
- 5.57 The need for wheelchair adapted Affordable Housing represents 7% of the overall need (33,552) therefore **7% of all new Affordable Housing should comply with Requirement M4(3)**.

- 5.58 It is notable that approaching two thirds (64%) of the projected increase in households with a wheelchair user are aged 75 or over which equates to nearly 3,000 households over the 21-year period. This would include some households needing specialist older person housing.
- 5.59 Whilst not all households aged 75 or over that need wheelchair adapted housing will live in specialist older person housing, it is likely that many households that choose specialist older housing will need wheelchair adapted homes either at the time that they move, or at a later stage due to a deterioration in their health. It therefore seems appropriate for **all specialist older person housing to comply with Requirement M4(3)** where it is practical for this to be achieved.
- 5.60 When considering the proportion of new homes in the local area that should comply with Requirement M4(2) Accessible and Adaptable Dwellings, it is appropriate to note that the Government launched a consultation on raising accessibility standards of new homes in September 2020 and their formal response to the feedback stated that:<sup>26</sup>

*Government proposes that the most appropriate way forward is to mandate the current M4(2) (Category 2: Accessible and adaptable dwellings) requirement in Building Regulations as a minimum standard for all new homes – option 2 in the consultation. M4(1) will apply by exception only, where M4(2) is impractical and unachievable. Subject to a further consultation on the draft technical details, we will implement this change in due course with a change to building regulations.*

- 5.61 Despite this commitment, there has been no specific timeframe published for the further work that would be needed to implement this change, and the LPA must still demonstrate the need for the higher standard and identify the proportion of new homes that must comply in the local area through the Local Plan. Nevertheless, the Government proposal to mandate that all new homes comply with Requirement M4(2) provides a relevant context for this analysis.
- 5.62 To establish the need for homes to comply with Requirement M4(2) Accessible and Adaptable Dwellings, Figure 57 identifies the number of households with one or more persons with a long-term physical or mental health condition that limits their day-to-day activities and are disabled under the Equality Act 2010 based on data from the 2021 Census and the dwelling-led household projections. Based on this overall number of households, the number of households that are likely to need adaptations or to move to a more suitable home is estimated using national data from the EHS.

**Figure 57: Households with one or more persons that are disabled under the Equality Act 2010 where this affects their housing need, 2024 (Source: ORS Model. Note: Figures may not sum due to rounding)**

Households with one or more persons with a long-term physical or mental health condition that limits their day-to-day activities	Number of households
Households with one or more persons that are disabled under the Equality Act 2010	58,177
Less households where their disability does not affect their housing need	41,714
<b>Total households where a disability affects their housing need</b>	<b>16,463</b>
Current home is suitable for their needs	13,478
Current home requires adaptation	1,520
Need to move to a more suitable home	1,465

<sup>26</sup> <https://www.gov.uk/government/consultations/raising-accessibility-standards-for-new-homes/outcome/raising-accessibility-standards-for-new-homes-summary-of-consultation-responses-and-government-response#government-response>

- 5.63 Figure 57 identifies that of the 58,200 households in the area with one or more persons that are disabled, around 16,500 have a disability that affects their housing needs. Most of these households (13,500; 82%) already live in a home that is suitable for their needs. However, the analysis identifies 1,520 households needing adaptations to their current home and 1,465 households that need to move to a more suitable home which represent a current unmet need for accessible housing.
- 5.64 Based on the dwelling-led household projections, we can establish the future need for accessible housing based on the projected household growth and the changing demographics of the area. Figure 58 identifies that there is likely to be around 24,100 households needing accessible housing to be provided by 2045, which represents 29% of the overall household growth. This includes households with a wheelchair user, as those households would evidently be counted as having a health problem that affects their housing need.

**Figure 58: Current unmet need and future need from households needing accessible housing in Buckinghamshire 2024-2045**  
(Source: ORS Model. Note: Figures may not sum due to rounding)

	Total households
<b>EXISTING HOUSEHOLDS</b>	
Current unmet need from households needing to move to accessible housing	1,465
Households likely to develop health problems that will affect their housing need within the next 10 years	5,810
<b>Total need from existing households in 2024</b>	<b>7,275</b>
<b>FUTURE POPULATION GROWTH</b>	
Additional households in 2045 likely to experience health problems that affect their housing need or likely to develop health problems within 10 years	16,818
<b>TOTAL NEED 2024-45</b>	<b>24,093</b>
Total household growth	84,529
<i>Need for accessible housing as percentage of household growth</i>	<i>29%</i>

- 5.65 In determining the proportion of new homes in the local area that should comply with the higher standards, it is important to recognise that not all households will want to move to new developments. Some will seek to adapt their current home, and others will move to another dwelling more suitable for adaptation. Nevertheless, EHS data identifies that many existing homes are not suitable for adaptation to meet the standards and others would require major works, so many households needing accessible housing are likely to consider new homes even if that may not be their first choice.
- 5.66 It is also important to recognise that not every new home that is built to meet the higher accessibility standards will be occupied by households with health problems that affect their housing needs – so more homes that meet the higher accessibility standards would need to be provided than the absolute number of households identified above.
- 5.67 Based on the evidence, it would be appropriate for the Council to seek at least 29% of homes on new development to comply with the optional higher accessibility, adaptability and wheelchair housing standards. **This should comprise 5% of homes that comply with Requirement M4(3) Wheelchair User Dwellings and a minimum of 24% that comply with Requirement M4(2) Accessible and Adaptable Dwellings.**
- 5.68 A higher target could be considered for Requirement M4(2) Accessible and Adaptable Dwellings to ensure that there was sufficient choice and flexibility for households, although this would need to be tested in the context of economic viability.

## People with Mental Health Needs

- 5.69 There are a variety of accommodation options available for people diagnosed with mental health illnesses in Buckinghamshire. These options vary in the level of support provided, depending on each individual's needs. Current provisions include shared living schemes, supported living, extra care housing, homecare services, and residential care. While the range of accommodation types is broad, the availability and appropriateness of each for those with complex mental health needs present ongoing challenges.
- 5.70 The Council does not own any specialist supported housing directly. Instead, it has secured a block contract with Hightown Housing Association to provide supported living accommodation. Hightown offers self-contained housing units with 24-hour staffing on-site, enabling residents to live more independently while still receiving essential support. Whiteleaf, an independent provider, also provides a range of mental health accommodation, with a mix of supported living, move-on housing, and residential care, with approximately 80 beds across its services. In cases where local provision is at capacity or individuals require highly specialised care, placements outside of Buckinghamshire are sometimes necessary.
- 5.71 Support needs for individuals in mental health accommodation are reviewed annually or sooner if there is a significant change in circumstances, such as deterioration in mental health or the individual struggling to cope in their current environment. At present, there are 14 people on the waiting list for specialist supported housing in Buckinghamshire, with an average wait time of 79 days.
- 5.72 A significant barrier to timely transitions from supported accommodation is the severe shortage of suitable one-bedroom properties in the county. In addition, the Bucks Home Choice system is often unaffordable and can sometimes be difficult to navigate for individuals with mental health conditions. This lack of accessible move-on options means that people who are ready to live more independently often remain in supported housing longer than necessary, contributing to a bottleneck in the system. This in turn delays placements for those in greater need of intensive support.
- 5.73 Another factor prolonging stays in supported or temporary accommodation is the emotional attachment residents may form to these settings. Many individuals feel a sense of safety in their current environment and are reluctant to move on, even when it is appropriate to do so. This hesitance further exacerbates the pressure on available supported housing.
- 5.74 A recurring issue in the mental health housing sector is the repeated eviction of individuals who are unable to manage a tenancy, often due to the impacts of their illness which can sometimes cause anti-social behaviour. These patterns of tenancy breakdown contribute to cycles of homelessness and rehousing, placing additional strain on mental health and housing services.
- 5.75 There are also individuals who, while not requiring the intensive support of specialist accommodation, still need a secure environment due to high vulnerability or risk of exploitation. In these cases, the lack of suitable lower-support housing can result in them occupying placements meant for more complex cases. This misalignment further limits availability for those most in need.
- 5.76 Geographic and financial disparities add another layer of complexity. Most supported mental health services are concentrated in more affordable areas such as Aylesbury, while other locations like Wycombe town centre are considered less suitable due to overstimulating environments that can negatively impact mental health. Additionally, higher property costs in more affluent areas reduce provider willingness to deliver services there, limiting options for clients and complicating efforts to place people closer – or, in some cases, further – from family, depending on their circumstances.

- 5.77 Homelessness is a frequent outcome for people with mental health conditions, particularly following hospital discharge, eviction, or breakdowns in current housing arrangements. When individuals present as homeless with a mental health concern, they are assessed under the Care Act or the Mental Health Act to determine their care and housing needs. Temporary accommodation is usually arranged—often in hotels. However, hotels are widely recognised as unsuitable for those with complex mental health needs. The lack of appropriate staffing, minimal support, and the potential for disruptive or unsafe interactions with other residents make hotels particularly problematic. Despite this, individuals placed in such settings are expected to engage in the bidding process for permanent housing through Bucks Home Choice, a system that is slow and uncertain for this vulnerable population.
- 5.78 Although there is a range of services available to support people with mental health illnesses in Buckinghamshire, the current system faces several challenges – particularly a shortage of affordable and appropriate housing options for individuals ready to move on from specialist or temporary accommodation, leading to extended stays and delayed access for others in need. Reliance on hotel placements as emergency housing undermines care continuity and can worsen mental health conditions. Addressing these issues requires investment in specialist housing, improved transition pathways, and the development of a broader and more flexible range of accommodation options.
- 5.79 Given this context, there is a clear need for more appropriate specialist accommodation in Buckinghamshire that is managed in collaboration with mental health services. Such housing would provide a more stable and supportive environment for individuals while they work towards long-term, independent living. However, there are also need for other changes to address the cycle of delayed transitions, inappropriate placements, and housing insecurity for people with mental health needs.
- 5.80 The Adult Social Care Accommodation Market Analysis that was prepared by Housing LIN identified that there were around 2,300 individuals with significant mental health related needs living in Buckinghamshire, which included 316 individuals that were living in supported housing and a further 65 living in residential or nursing care (Figure 59).
- 5.81 The LHNA projections (Scenario B) identify that the population aged 16-64 will increase from 345,000 to 402,800 over the 21-year period 2024-2045, an additional 57,800 persons aged 16-64 resident in the local area. Based on prevalence rates from the Housing LIN analysis, there are likely to be around 2,826 persons with mental health related needs by 2045 of which 445 would require supported housing. On this basis, an additional **130 units of supported housing for people with a mental health need** will have to be provided over the Local Plan period, with an additional 5 individuals also needing support from a Shared Lives carer.

**Figure 59: Housing circumstances of individuals with significant mental health related needs, 2024-2045 (Source: Adult Social Care Accommodation Market Analysis, Housing LIN; ORS Model. Note: Baseline estimate assumes there was no change from March 2020 to March 2024. Figures may not sum due to rounding)**

Housing circumstances	Baseline estimate 2024	Projected total 2045	Total change 2024-2045
General needs housing	1,915	2,344	+429
<b>Supported housing</b>	<b>316</b>	<b>446</b>	<b>+130</b>
Shared Lives scheme	5	11	+5
Registered care home	42	17	-25
Registered nursing care	23	7	-16
<b>TOTAL</b>	<b>2,301</b>	<b>2,826</b>	<b>+525</b>

## People with Complex Autism and Learning Disabilities

- 5.82 Most people with autism or learning disabilities in Buckinghamshire continue to live either in their own home or with family members. However, individuals with autism who require specialised housing normally have supported living arrangements, while individuals with learning disabilities are accommodated in residential homes specifically designed for their needs.
- 5.83 This distinction is increasingly significant given the steady rise in the number of school-aged children in Buckinghamshire. Alongside this general growth in the school population, there has also been a consistent year-on-year increase in the number of children with Education, Health and Care (EHC) plans, with the total rising from 3,600 to 4,900 over the four-year period 2020/21 to 2024/25.<sup>27</sup> As these children move into adulthood, it is expected that the demand for appropriate and tailored accommodation options will also rise, placing further pressure on already stretched services.
- 5.84 Access to supported housing can vary significantly depending on individual circumstances. In some urgent cases, housing has been arranged within a single day. However, for those with complex needs, the wait for suitable accommodation can extend to two or three years. Several factors contribute to delays, for example:
- Deprivation of Liberty Safeguards (DoLS) requiring Court of Protection approval, can be unpredictable and cause delays; reduced grant funding and limited investment from Registered Social Landlords can hinder development of suitable housing; and there are limited providers willing to take on complex cases, which can often delay placements.*
- 5.85 Geographic disparities further complicate access to services. The majority of supported living provision is concentrated in Aylesbury and Wycombe, whereas provision in rural areas has faced significant challenges. Many services in these areas have been forced to close due to financial unviability, often driven by a combination of staffing shortages and poor transport links. Staff frequently need to travel to rural locations, yet many do not drive, and public transport options are limited. This has resulted in the decommissioning of several care homes and supported living schemes, forcing individuals from rural communities to relocate to larger towns where services remain viable.
- 5.86 When asked about priorities for the future, stakeholders raised several concerns and recommendations. A key issue is the lack of autism-specific housing, particularly purpose-built accommodation designed to meet the complex and highly individualised needs of people with autism and learning disabilities. Much of the current housing stock has been adapted from general use, which can result in costly retrofits or environments that are still ill-suited to residents' needs. Accessibility is also a concern, especially for those with physical mobility challenges, who often face multiple relocations due to the lack of appropriate accommodation.
- 5.87 There is a recognised need for greater investment in purpose-built housing infrastructure, with a focus on affordability, long-term suitability, and flexibility to accommodate a range of needs. Notably, most supported living referrals now request independent, self-contained flats with on-site staff, reflecting a broader shift away from traditional group homes and towards more personalised models of care that support autonomy and dignity.
- 5.88 Although Buckinghamshire offers a variety of housing and care arrangements for people with complex autism and learning disabilities, the system is under increasing pressure. Long wait times, rural service closures, limited provider capacity, and a lack of autism-specific housing all contribute to unmet needs across the

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<sup>27</sup> <https://explore-education-statistics.service.gov.uk/data-tables/special-educational-needs-in-england/2024-25?subjectId=27403e26-aca1-4ef2-3b3f-08dd97c89364>

county. Addressing these challenges will require sustained investment in infrastructure, more flexible service models, and a commitment to ensuring that all individuals – regardless of complexity or geography – have access to safe, suitable, and sustainable housing.

- 5.89 A total of 1,070 individuals aged 18-64 with learning disabilities were accessing long-term support in Buckinghamshire at the end of March 2024. Figure 60 shows that these included 300 individuals living in supported housing (28%), 30 living with a Shared Lives carer (3%), and 195 living in residential care (18%).
- 5.90 Whilst the Council's use of registered care homes has fallen by 11% over the last two years (reducing by 25 from a total of 220 persons in March 2022) the rate remains higher than the national average. Therefore, consistent with the Adult Social Care Accommodation Market Analysis, it is assumed that this proportion is likely to halve over the long-term, with more individuals placed in supported housing. Similarly, the previous analysis assumed that the proportion receiving support from family carers, particularly older carers, is likely to reduce. This will also result in more individuals needing supported housing, alongside a modest growth of individuals living with Shared Lives carers.
- 5.91 The LHNA projections (Scenario B) identify that the population aged 18-64 is likely to increase by around 56,100 persons over the 21-year period 2024-2045. There is also an expectation that there will be an ongoing increase in the proportion of adults with a learning disability, and the number of individuals with a learning disability needing long-term support is likely to reach around 1,425 persons by 2045.
- 5.92 Figure 60 identifies their likely accommodation needs, taking account of the assumed changes set out above. On this basis, an additional **405 units of supported housing for people with a learning disability** will have to be provided over the Local Plan period, and there will be an additional 50 individuals needing support from a Shared Lives carer.

**Figure 60: Housing circumstances of individuals aged 18-64 with learning disabilities, 2024-2045 (Source: Adult Social Care Activity and Finance Report, NHS England; ORS Model. Note: Figures may not sum due to rounding)**

Housing circumstances	Baseline estimate 2024	Projected total 2045	Total change 2024-2045
General needs housing	80	107	+27
Living with family or friends on a permanent basis	455	404	-51
Staying with family or friends as a short-term guest	10	0	-10
<b>Supported housing</b>	<b>300</b>	<b>705</b>	<b>+405</b>
Shared Lives scheme	30	80	+50
Registered care home	195	130	-65
<b>TOTAL</b>	<b>1,070</b>	<b>1,425</b>	<b>+355</b>



## People with Substance Abuse Issues

- 5.93 The provision of stable support services and appropriate accommodation for individuals who struggle with substance misuse is essential. Such provisions underpin effective recovery and rehabilitation, enabling individuals to live independently and significantly reducing the risk of relapse.
- 5.94 As of May 2025, a total of 1,007 individuals were engaged with the One Recovery Bucks treatment services. Figure 61 identifies that 58% of those in treatment either owned or rented their homes (151 homeowners, 174 private tenants, and 263 renting from social landlords), 123 individuals (12%) lived permanently with family or friends, and 68 (7%) lived in supported housing; however, as many as 156 individuals (15%) did not have any home of their own.

**Figure 61: Housing circumstances of individuals aged 16 or over currently engaged with One Recovery Bucks treatment**  
(Source: Local Authority data)

Housing circumstances		Total households
General needs housing	Homeowner	151
	Renting from a private landlord	174
	Renting from a social landlord	263
Other suitable housing	Supported housing	68
	Living with family or friends on a permanent basis	123
	University or college accommodation	2
	Approved Premises	4
Without any home of their own	Bed and breakfast, other hotel or hostel	23
	Living in other temporary accommodation	45
	Living on the streets, rough sleeping, or night/winter shelter	23
	Staying with family or friends as a short-term guest	42
	Sofa surfing, sleeping on different friends' floor or sofa each night	23
Housing circumstances not known		66
<b>TOTAL</b>		<b>1,007</b>

- 5.95 Referrals for supported accommodation in Buckinghamshire are primarily made through homelessness channels. Although there is no formal waiting list, there are currently 447 referral submissions for supported accommodation while only 170 spaces are available, highlighting a significant shortfall in provision.
- 5.96 Supported accommodation serves as a critical mid-term solution during recovery, offering structured support and treatment that is key to reducing and preventing homelessness. The model is designed to help individuals develop the skills required to move on to independent tenancies, with a maximum stay of up to two years. Individuals with higher needs may receive up to 8 hours of support per week, while those with lower needs typically receive between 2 and 4 hours. Due to the diverse and complex nature of individual needs, stakeholders were unable to determine a typical length of stay – some individuals progress within a few months, while others remain for the full two-year period.
- 5.97 Considering the need for additional supported housing, Figure 59 demonstrates a considerable level of unmet need at the start of Plan period – 156 individuals without any home of their own – that will need to be addressed in addition to any future growth. Many of these individuals have been accepted as homeless and are living in temporary accommodation provided by the Council – including 23 living in bed and breakfast or



other hotel or hostel accommodation, and a further 45 living in other temporary accommodation. The LHNA previously identified that there were 171 homeless households living in 1-bed temporary accommodation (Figure 29) and it is notable that around half of these (85 households) need supported housing.

- 5.98 Based on the 1,007 individuals that were engaged with the One Recovery Bucks treatment services in May 2025, the LHNA has estimated that around 2.18 persons per 1000 residents are likely to need support with substance abuse issues. The LHNA projections (Scenario B) identify that the total population aged 16 or over will increase from 455,300 persons at the start of the Plan period in 2024 to 571,700 persons by 2045, so it is estimated that the number of individuals needing support with substance abuse issues is likely to increase from 994 to 1,264 persons over the Local Plan period.
- 5.99 Figure 62 identifies the likely accommodation needs of these individuals, taking account of the need to provide supported housing for every individual living in temporary accommodation or without any home of their own at the start of the Plan period in 2024. On this basis, an additional **229 units of supported housing for people needing support with substance abuse issues** will have to be provided over the 21-year period 2024-2045.

**Figure 62: Housing circumstances of individuals aged 16 or over with substance abuse issues, 2024-2045 (Source: Local Authority data; ORS Model. Note: Figures may not sum due to rounding)**

Accommodation type	Baseline estimate 2024	Projected total 2045	Total change 2024-2045
General needs housing	621	790	169
<b>Supported housing</b>	<b>72</b>	<b>301</b>	<b>229</b>
Living with family or friends on a permanent basis	130	165	35
Other suitable housing	6	8	2
Temporary accommodation	72	0	-72
Without any home of their own	93	0	-93
<b>TOTAL</b>	<b>994</b>	<b>1,264</b>	<b>271</b>

- 5.100 Whilst it is necessary to provide additional supported housing to meet the immediate needs of this group of individuals, it is also important to recognise that supported accommodation providers work proactively with private landlords and housing associations to secure appropriate move-on accommodation to meet the longer-term needs of residents.
- 5.101 Some landlords remain reluctant to rent to vulnerable individuals, which creates a significant barrier to successful transition out of supported housing. This issue is compounded by a shortage of low-cost rental properties, which often leaves individuals with little choice but to move into Houses in Multiple Occupation (HMOs) as their only realistic option. However, there is only a limited supply of this type of housing available across Buckinghamshire.
- 5.102 The absence of sufficient suitable move-on accommodation means that individuals that are otherwise ready to live independently often remain in supported housing longer than necessary. This leads to bed blocking, reducing the number of spaces available for new referrals and placing additional pressure on already limited resources. Therefore, in addition to providing supported housing, it will also be important to ensure sufficient Affordable Housing is provided within the general needs housing stock to avoid individuals having to stay in supported housing when they are ready to live independently.

## Housing for People Wishing to Build their Own Homes

- 5.103 Self-build and custom housebuilding currently represents less than 10% of housing completions in the UK, which compares to rates of around 40% in France and 70 to 80% elsewhere in Europe.
- 5.104 Given this context, the Government introduced the Self-Build and Custom Housebuilding Act 2015<sup>28</sup> and subsequent amendments in the Housing and Planning Act 2016<sup>29</sup> which place a duty on LPAs to:
- » Keep a register (and publicise this) of eligible prospective 'custom' and self-build individuals, community groups and developers
  - » Provide sufficient serviced plots with planning permission for self-build or custom housebuilding to meet the need on the register, and offer these plots to those on the register at market value
  - » Allow developers working with housing associations to include self-build and custom housebuilding as part of their affordable housing contribution.
- 5.105 PPG for self-build and custom housebuilding was published in 2021.<sup>30</sup> This updated the definition of self-build and custom housebuilding, and set out how the need should be assessed and met.

*Self-build and custom housebuilding covers a wide spectrum, from projects where individuals are involved in building or managing the construction of their home from beginning to end, to projects where individuals commission their home, making key design and layout decisions, but the home is built ready for occupation ('turnkey') ...*

*In considering whether a home is a self-build or custom build home, relevant authorities must be satisfied that the initial owner of the home will have primary input into its final design and layout. Off-plan housing, homes purchased at the plan stage prior to construction and without input into the design and layout from the buyer, are not considered to meet the definition of self-build and custom housing.*

**Planning Practice Guidance, ID: 57-016-20210208**

- 5.106 LPAs are expected to grant sufficient permissions to meet the numbers on their register within three years, with demand measured across base periods that run from 31 October until 30 October the following year. However, whilst authorities must meet the demand for plots identified by their register, they are also expected to consider other data sources.

*Local planning authorities should use the demand data from the registers in their area, supported as necessary by additional data from secondary sources (as outlined in the housing and economic development needs guidance), to understand and consider future need for this type of housing in their area. Secondary sources can include data from building plot search websites, enquiries for building plots recorded by local estate agents and surveys of local residents. Demand assessment tools can also be utilised.*

**Planning Practice Guidance, ID: 57-011-20210208**

<sup>28</sup> <http://services.parliament.uk/bills/2014-15/selfbuildandcustomhousebuilding.html>

<sup>29</sup> <http://services.parliament.uk/bills/2015-16/housingandplanning.html>

<sup>30</sup> [Self-build and custom housebuilding - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/self-build-and-custom-housebuilding)

- 5.107 MHCLG produced an action plan in 2021 which aimed to further support development of the self-build and custom housebuilding sector.<sup>31</sup> The Government at that time also commissioned an independent review into the scaling up of self-build and custom housebuilding,<sup>32</sup> which they responded to in June 2022.<sup>33</sup> The review focused primarily on supply side factors limiting the delivery of self-build and custom housebuilding, and produced six key recommendations which were broadly supported by the Government:
- » Greater role for Homes England
  - » Raise awareness of the Right-to-Build
  - » Support community-led housing, diversity of supply and levelling-up
  - » Promote greener homes and more use of advanced manufacturing
  - » Support custom and self-build housebuilding through the planning reforms
  - » Iron out issues around tax which act as disincentives to build.
- 5.108 More recently, the Levelling Up and Regeneration Act 2023 has introduced two further provisions relating to self-build and custom housebuilding:
- » The Act imposes a new duty on councils to include pre-existing unmet demand for self-build and custom build housing when calculating their current level of demand
  - » The demand for self-build and custom housebuilding in any “12-month base period should be treated as including any demand from an earlier 12-month base period which has not been met within the time period allowed for complying with the duty to meet that demand”.
- 5.109 The former Buckinghamshire local authorities introduced self-build and custom housebuilding registers in April 2016, and local connection tests were introduced in Aylesbury Vale, Chiltern and South Bucks districts (but not in Wycombe) from the start of the 2018/19 monitoring period. Some of the current Local Plans were adopted in advance of the Self-Build and Custom Housebuilding Act being introduced, and only the former Aylesbury Vale and Wycombe districts have policies in place to promote serviced plots being made available.
- 5.110 Planning permissions granted for self-build and custom housebuilding may qualify for an exemption from Community Infrastructure Levy (CIL) charges, provided certain criteria are met:
- » The first occupier must intend to use the property as their main residence for a minimum of three years, and
  - » The individual must have had significant input in the development of the home, which may include selecting the design or layout, managing or overseeing the construction process, or directly contributing to the building work.
- 5.111 CIL exemptions identify that the former Buckinghamshire local authorities granted a total of 287 permissions for self-build and custom housebuilding between the 2018/19 and 2021/22 monitoring periods. Following local government reorganisation, the new Buckinghamshire Council put arrangements in place to comply with the Self-Build and Custom Housebuilding Act and subsequent legislation, and the new authority introduced a single register with a local connection test for all new applicants and granted 28 permissions for self-build and custom housebuilding in the 2022/23 monitoring period.

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<sup>31</sup> <https://www.gov.uk/government/publications/self-and-custom-build-action-plan/self-and-custom-build-action-plan>

<sup>32</sup> <https://www.gov.uk/government/publications/independent-review-into-scaling-up-self-build-and-custom-housebuilding-report>

<sup>33</sup> <https://www.gov.uk/government/publications/government-response-to-the-independent-review-into-scaling-up-self-build-and-custom-housebuilding>

- 5.112 Figure 63 provides a summary of the applications received since the introduction of the single register. Applicants who had previously applied to Part 1 of the Aylesbury Vale register were automatically transferred to the new register, as they were the only individuals that were already paying an annual membership fee. All other previous applicants were invited to re-register – and pay the associated fee – if they wanted to have their details included on the new register. These re-registrations are included in the application figures for the 2022/23 base period.

**Figure 63: Self-build and Custom Housebuilding Register (Source: Local Authority data)**

Base period	Part 1: with local connection	Part 2: with no local connection	TOTAL
Applicants to the former local authority registers that were automatically transferred	51	-	51
31 October 2022 to 30 October 2023	67	22	89
31 October 2023 to 30 October 2024	27	4	31
31 October 2024 to 31 July 2025	8	5	13
<b>TOTAL</b>	<b>153</b>	<b>31</b>	<b>184</b>

- 5.113 Whilst the self-build and custom housebuilding register may not capture all demand for this type of housing in the local area, the alternative sources suggested by PPG – such as the Need a Plot website – now rely on information from local authority registers. As a result, the housing register and actual plot uptake provide the only available sources of data.
- 5.114 The Council should therefore focus on the demand identified by the register and address any supply constraints in line with the focus of national policy. It will also be important for the new Local Plan to include appropriate policies covering the whole of Buckinghamshire to ensure compliance with national policy and to help enable the Council to meet the demand identified by the register.
- 5.115 Experience elsewhere suggests that the self-build and custom housebuilding sector works relatively well for households who are seeking to build bespoke properties on single plot sites and as part of multi-plot sites. However, such households tend to be relatively affluent and can afford to build homes to their own design. There is less evidence that needs of those with lower budgets are being met, as the price of plots remains high which is arguably a reflection of the market for self and custom housebuilding being supply constrained and that suitable plots attract a premium which is offsetting any potential discounts from CIL exemptions.
- 5.116 The Government's new Help-to-Build scheme may help to make self-build and custom housebuilding more accessible and affordable. For households with lower budgets, some will want to be heavily involved in the building of their final property (and possibly undertaking some of the work themselves to save on costs) whereas there will be others who would only want to customise the interior of their new home within a standard exterior. The Council could work proactively with both groups.
- 5.117 The Council could seek to work with developers and Registered Providers to assess the potential demand for Affordable Home Ownership being delivered through self-build and custom housebuilding. This could include providing serviced plots or partially completed dwellings that are sold at cost (in lieu of providing other Affordable Housing) which could enable households to deliver their own Affordable Home Ownership homes.
- 5.118 There is also potential to encourage builders to deliver market homes that is either customised at the outset, or which could be built with a standard exterior but with an interior that the final occupant could customise. Both of these approaches can be considered to fit within the definition of custom-built housing; and could both be encouraged with the provision of small and larger sites.

## Housing for People who Rent

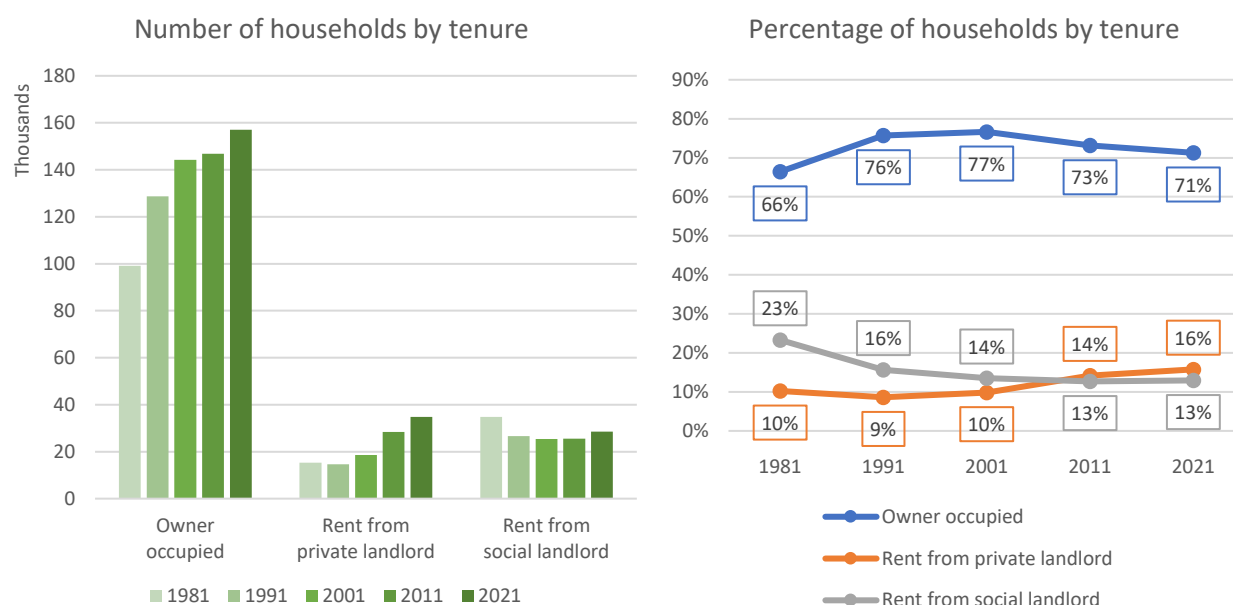
- 5.119 The PPG recognises the importance of understanding the likely future role of the private rented sector.

*Tenure data from the Office for National Statistics can be used to understand the future need for private rented sector housing. However, this will be based on past trends. The level of changes in rents, (known as “market signals”), may reflect the demand in the area for private rented sector housing. Evidence can also be sourced from the English Housing Survey, Office for National Statistics Private Rental Index, the Valuation Office Agency, HomeLet Rental Index and other commercial sources.*

Planning Practice Guidance, ID 67-002-20190722

- 5.120 When considering the local housing market, it is worth noting the historic changes to tenure in the local area, as recorded by past Census data (Figure 64).

Figure 64: Households by tenure 1981-2021 (Source: Census data, ONS)



- 5.121 In 2021, around 157,100 households (71%) were owner occupiers, while 63,300 households (29%) rented their homes. The proportion of owner-occupied households has declined over the past 20 years, falling from 77% in 2001. Despite this, homeownership remains higher than the 66% recorded in 1981, shortly after the introduction of the Housing Act 1980, which established the Right to Buy scheme. This allowed local authority tenants to purchase their homes at discounted prices, leading to a significant increase in owner occupation. By 1991, the percentage of owner occupiers had risen to 76%, while the proportion of households renting from a social landlord had decreased from 23% to 16%.
- 5.122 Although the overall balance between renting and owning has returned to previous levels, there has been a notable shift in the composition of the rental sector. In 1981, around two thirds of tenants rented from a social landlord with one third renting privately. By 2021, this pattern had reversed and fewer than half now rent from a social landlord (28,500; 13%) with more than half of tenants renting privately (34,700; 16%). Many privately renters now depend on Housing Benefit to enable them to afford their housing costs, and the private rented sector is generally not seen as a long-term tenure option for many households (Figure 34).

- 5.123 Figure 65 summarises the Census breakdown of households that rented their home in 2021, alongside the change recorded over the 10-year period since 2011.

**Figure 65: Tenure of households that rent, 2011-2021 (Source: Census data, ONS)**

	2011	2021	Change 2011-2021	% change 2011-2021
Rented from private landlord or letting agency	22,567	<b>29,769</b>	+7,202	+32%
Other private rented	3,152	<b>4,861</b>	+1,709	+54%
Living rent free	2,571	<b>110</b>	-2,461	-96%
<b>Private rent or live rent free</b>	<b>28,290</b>	<b>34,740</b>	<b>+6,450</b>	<b>+23%</b>
Rented from social landlord	25,365	<b>28,535</b>	+3,170	+12%
<b>TOTAL</b>	<b>53,655</b>	<b>63,275</b>	<b>+9,620</b>	<b>+18%</b>

- 5.124 The number of households that rent increased from around 53,700 in 2011 to 63,300 in 2021, representing an additional 9,600 households and an overall increase of 18% over the decade. However, growth was not evenly distributed, with only a 12% increase in households renting from a social landlord.
- 5.125 The LHNA analysis identified a significant number of households that currently rent privately who aspire to homeownership but cannot afford to buy. This included around 2,800 households assessed as being able to afford Affordable Home Ownership (Figure 37). The analysis identified a need for around 8,100 dwellings for households who want to own who cannot afford to buy over the 21-year period 2024-2045 (Figure 43). The analysis also recognised that there were likely to be additional households that would like to own but do not have sufficient income or savings to access existing Affordable Home Ownership products.
- 5.126 Providing sufficient Affordable Housing to meet this need is likely to reduce the number of households relying on the private rented sector. However, demand for private rented accommodation is likely to continue, particularly among younger households who have limited other options available should they wish to form their own household and live independently. It is therefore unlikely that the overall number of households renting privately will reduce significantly without a substantial shift in long-term trends.
- 5.127 The Government recognises the importance of the private rented sector, but it is committed to developing a fairer, more stable rental market with greater accountability for landlords. To support this objective, the Renters' Rights Bill was introduced and passed its final parliamentary stage in July 2025. The Bill seeks to strengthen tenant protections and improve housing standards across the sector. Key provisions include:
- » The abolition of Section 21 “no-fault” evictions
  - » A move towards periodic tenancies
  - » Restrictions on rent increases and a cap of one month’s rent in advance
  - » Prohibition of discrimination against tenants in receipt of benefits or those with children
  - » An extension of Awaab’s Law, requiring landlords to promptly address serious hazards.
- 5.128 The Bill also introduces a national Decent Homes Standard, a private rented sector database, and a new ombudsman to support more efficient dispute resolution and ensure stronger enforcement of tenants’ rights. From a local perspective, the introduction of the Renters Reform Bill is viewed as a positive development. Proposed measures such as higher property standards and the creation of a national landlord register are expected to bring benefits. Buckinghamshire Council has not previously introduced any selective licensing schemes or other discretionary licensing designations, and some stakeholders felt that this has made it more challenging to manage the private rented sector, particularly in addressing poor landlord practices.

- 5.129 Local stakeholders also expressed concerns about the continued growth of the private rented sector, particularly in the context of limited Council resources and service capacity. It was reported that landlords with larger portfolios are increasingly displacing smaller landlords from the market, and some concerns were also raised about less scrupulous landlords exploiting vulnerable tenants. Although much of this information is anecdotal and convictions rates remain low, it will be important for the Council to continue to monitor the situation and to take enforcement action where appropriate.
- 5.130 There are notable geographic variations in the nature of the private rented sector across Buckinghamshire. Wycombe is characterised by a high concentration of Houses in Multiple Occupation (HMOs) and its Local Housing Allowance (LHA) rates are more closely aligned with market rents. In contrast, Aylesbury tends to offer more two-bedroom and family-sized homes; however, lower LHA rates in the area make affordability more challenging for benefit-dependent tenants. These local disparities influence both the types of properties available and the demographic profile of those renting privately.
- 5.131 Affordability remains a significant challenge across the whole of the county. Market rents are often higher than LHA rates, making it difficult for households in receipt of benefits to secure accommodation. Many landlords now also prefer arrangements that offer guaranteed rent or include management services, which the council does not currently provide. As a result, landlords are often more willing to engage through temporary accommodation placements rather than offering assured shorthold tenancies, particularly given the additional compliance that is expected under the Renters Reform Bill.
- 5.132 To address issues of affordability and encourage landlord participation, Buckinghamshire Council operates the Bucks Let scheme. This initiative provides support to landlords who rent properties at LHA rates within the county, helping to bridge the gap between market rents and Housing Benefit levels. The scheme aims to make renting to tenants in receipt of benefits more attractive by reducing risk and offering practical assistance to landlords.
- 5.133 Private Sector Leasing (PSL) stock plays an important role in Buckinghamshire's response to homelessness. The majority of homeless households are accommodated within the county, with out-of-area placements being rare and typically reserved for cases involving specific risks or individual requests. This localised approach reflects the Council's commitment to keeping households in their communities where possible.

## Houses in Multiple Occupation

- 5.134 Under the Housing Act 2004, a "House in Multiple Occupation" (HMO) is defined as a dwelling occupied by three or more people from more than one family, where at least one occupant pays rent. This includes, for example, groups of unrelated adults sharing a house.
- 5.135 HMOs can be categorised based on how properties are subdivided and the extent of shared amenities:
- » **Section 257 buildings:** Converted flats in a building where more than one third of the flats are privately rented on short-term tenancies, and where the building conversion does not comply with 1991 (or later) building regulations
  - » **Shared houses:** Properties that might otherwise be family homes but are occupied by three or more unrelated adults living in the dwelling and sharing facilities
  - » **Bedsits:** Dwellings converted for multiple occupation where individual rooms typically have separate addresses with exclusive sleeping facilities, but cooking or bathroom facilities are shared with others living in the building.



- 5.136 The 2021 Census identified 593 “Households of Multiple Occupancy” that lived in HMOs in the local area. These were households – defined as groups of individuals who share cooking facilities and a living room, sitting room, or dining area – that lived in dwellings where at least three unrelated tenants rented the accommodation from a private landlord (Figure 66).

**Figure 66: Number of Households of Multiple Occupancy (Source: Census data, ONS)**

Accommodation type	Small HMO shared by 3 or 4 unrelated tenants	Large HMO shared by 5+ unrelated tenants	TOTAL
Detached whole house or bungalow	66	39	105
Semi-detached house or bungalow	206	54	260
Terraced	62	13	75
Flat, maisonette or apartment	123	29	152
A caravan or other mobile or temporary structure	0	1	1
<b>TOTAL</b>	<b>457</b>	<b>136</b>	<b>593</b>

- 5.137 The Census also identified 13 shared dwellings containing two household spaces, and 26 shared dwellings with three or more household spaces. In these cases, each household space includes its own cooking facilities and a living, sitting, or dining area for the household’s exclusive use, but not all rooms are behind a door that only that household can use.
- 5.138 In total, 124 households were recorded as living in shared dwellings, of which 99 were renting privately. Where these households comprise three or more unrelated individuals, they would also be counted within the total of 593 Households of Multiple Occupancy. However, households that did not meet that criterion would not be included in the figure – but it is likely that those households would still live in HMOs due to the shared nature of their dwelling.
- 5.139 Figure 67 provides a breakdown of all households living in private rented accommodation (including those living rent free) as recorded by the 2021 Census, along with changes for the 10-year period since 2011.

**Figure 67: Household composition of households in private rent, 2011-2021 (Source: Census data, ONS)**

Household composition	2011	2021	Change 2011-2021	% change 2011-2021
One-person household	8,164	<b>10,365</b>	+2,201	+27%
Single family household	16,269	<b>20,611</b>	+4,342	+27%
Other household types	4,025	<b>3,764</b>	-261	-7%
<b>TOTAL</b>	<b>28,458</b>	<b>34,740</b>	<b>+6,282</b>	<b>+22%</b>
Other household types with two persons	-	<b>1,167</b>	-	-
Other household types with three of four persons	-	<b>1,647</b>	-	-
Other household types with five or more persons	-	<b>949</b>	-	-

- 5.140 The number of other household types renting privately – those not classified as one-person or single-family households – decreased by 7%, to around 3,800 households in 2021. This included around 1,600 households with three or four persons, and around 900 households with five persons or more. While these figures include the 593 “Households of Multiple Occupancy” identified by the Census, it is likely that many households not covered by that definition would still live in HMOs as defined by the Housing Act 2004.

- 5.141 It is also important to note that all self-contained flats, maisonettes or apartments that were part of a converted or shared house would have been counted as separate dwellings by the Census, regardless of whether or not the conversion complied with building regulations. On this basis, there are likely to be many more properties that would be HMOs under the Housing Act 2004 definition.
- 5.142 Although the Census does not provide a definitive total for the number of Houses in Multiple Occupation, the Council is required to submit annual estimates to Government of the number of HMOs in their local area. The Housing Act 2004 also introduced mandatory licensing for all HMOs in England with five or more persons, and the Council has to provide an estimate of the total number of mandatory licensable HMOs and confirm the number of properties that are currently licensed in their area (Figure 68).

**Figure 68: Number of HMOs and properties with mandatory HMO licences, 2020/21 to 2023/24 (Source: Local Authority data)**

Category	2020/21	2021/22	2022/23	2023/24
Estimated total number of HMOs	2,650	2,850	2,850	3,000
Estimated number of mandatory licensable HMOs	1,122	1,215	1,215	1,215
Properties with mandatory HMO licenses	403	378	375	359

- 5.143 At the time of the 2021 Census, the Council estimated approximately 2,650 properties in the area met the HMO definition under the Housing Act 2004. The most recent estimate (2023/24) suggests that this has since increased to around 3,000 properties. This represents just 1.2% of the total dwelling stock, so there are limited opportunities for households seeking HMO accommodation in the local area.
- 5.144 Of the HMOs identified, around 1,215 properties are likely to require a mandatory HMO license, but only 359 properties (30%) are currently licensed. Given the concerns raised by stakeholder about the conduct of some landlords, the Council may wish to consider targeted enforcement action against owners of unlicensed HMOs – particularly where these properties are likely to be occupied by vulnerable tenants.

## Build to Rent

- 5.145 In seeking to improve housing options within the private rented sector, the Government has encouraged institutional investors to consider Build to Rent developments as part of their portfolios. The NPPF defines Build to Rent as purpose-built housing that is typically 100% rented, offering longer tenancy agreements (usually three years or more) and professionally management under single ownership and control.
- 5.146 Build to Rent has the potential to offer a more secure and flexible long-term housing option for households currently renting privately. These schemes typically provide longer tenancy agreements, fewer restrictions, and greater flexibility in how homes are occupied and used. To further support growth in this sector, the Government has introduced reforms to pension fund regulations aimed at encouraging longer-term investment, which could include Build to Rent property portfolios.
- 5.147 Savills publish regular reviews of the Build to Rent market.<sup>34</sup> These highlight that the sector now comprises over 132,000 homes, with an additional 51,000 under construction and 110,000 in the planning pipeline, which will bring the total stock to approximately 293,000 homes nationally. Build to Rent accounted for 8% of all new-build completions across England and Wales in 2024, up from 5% in 2019. With increasing institutional investment and reforms promoting longer-term funding strategies, the sector is expected to play an even more significant role in housing delivery across the UK.

<sup>34</sup> [https://www.savills.co.uk/research\\_articles/229130/376156-0](https://www.savills.co.uk/research_articles/229130/376156-0)

## Housing for People in Rural Areas

- 5.148 PPG recognises that people living in rural areas often face specific challenges in accessing housing, given the limited supply and affordability of housing in these localities.<sup>35</sup> It also notes that the delivery of new housing can be important for the long-term sustainability of rural communities. It is important to acknowledge that most developments in rural areas will typically fall below the national site size threshold for requiring Affordable Housing contributions. However, local policies can determine lower thresholds for developments in designated rural areas, which include National Landscapes such as the Chilterns.
- 5.149 Rural Housing Enablers play a crucial role in helping to identify and address the need for Affordable Housing in rural communities. They work in partnership with parish councils, landowners, and housing associations to bring forward small-scale developments that are tailored to local needs. Rural Housing Enablers also help to build community support, gather local housing evidence, and facilitate delivery where market-led schemes are unviable or inappropriate, working mainly in parishes with fewer than 3,000 usual residents.
- 5.150 The 2021 Census identified a total of 134 parishes in Buckinghamshire that had up to 3,000 usual residents that are listed in Annex A. The population across these 134 areas totalled 108,600 persons (an average of 811 persons) equivalent to 20% of the total population of Buckinghamshire. However, these areas had 10% fewer children (aged under 16) and 2% fewer adults of working age (aged 16 to 64) than the county as a whole, whereas there were 16% more older residents (aged 65 or over) living in these rural areas (Figure 69).

**Figure 69: Age of residents living in parishes with up to 3,000 usual residents (Source: Census data, ONS)**

	Parishes with up to 3,000 usual residents	Buckinghamshire	Difference
Aged under 16	17.9%	19.8%	-10%
Aged 16 to 64	60.3%	61.4%	-2%
Aged 65 or over	21.7%	18.8%	+16%

- 5.151 Data from Bucks Home Choice identifies that some applicants that currently live in rural areas want to move to towns or other urban areas that have better access to services. However, other applicants want to continue living in rural areas, with many ideally wanting to stay in their current parish due to lifelong ties. Despite this, there are limited housing options in these rural areas for those unable to afford homeownership, with only 22% of properties available to rent. Fewer than 9% of households in these rural areas currently rent from social landlords, which is almost a third (32%) lower than the proportion for the county as a whole (Figure 70). This smaller stock inevitably means that Bucks Home Choice has limited properties to offer in rural areas, with many households therefore having very lengthy waits.

**Figure 70: Tenure of households in parishes with up to 3,000 usual residents (Source: Census data, ONS)**

	Parishes with up to 3,000 usual residents	Buckinghamshire	Difference
Owner occupied	77.9%	71.3%	+9%
Rent privately	13.4%	15.8%	-15%
Rent from social landlord	8.8%	13.0%	-32%

<sup>35</sup> PPG ID 67-009-20190722

- 5.152 It is important to recognise that a wide range of rural settlements can contribute to sustainable development, and the PPG specifically supports the use of Rural Exception Sites in any rural location to help deliver Affordable Housing in areas where development would otherwise not be permitted.
- 5.153 Rural Exception Sites are typically small sites that would not normally be used for housing, which seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Local policies may allow a proportion of market homes to also be provided on the site, for example to enable the delivery of affordable units without grant funding.
- 5.154 At present, there are 24 Rural Exception Sites in Buckinghamshire, with an additional three sites in the pipeline. These sites have played a valuable role in helping to meet the need for Affordable Housing in rural communities. The adopted Vale of Aylesbury Local Plan establishes that Rural Exception Sites are generally expected to deliver 100% Affordable Housing, but a limited proportion of market housing (no more than 50%) may be permitted where essential to financially support the delivery of additional affordable homes.
- 5.155 The LHNA has established a need for 35,600 affordable homes over the 21-year Local Plan period 2024-2045, which equates to an average of 1,695 affordable homes per year (Figure 43). This corresponds to a ratio of approximately 3 affordable homes per 1,000 residents annually. Applying this ratio to the 134 parishes with up to 3,000 usual residents – which have an average population of 811 – suggests that each parish may need an average of around 50 affordable homes over the plan period. However, the specific number in each parish would vary depending on its current population (Annex A).
- 5.156 Overall, this ratio indicates a need for approximately 7,000 affordable homes across these rural communities. That would represent a 15% increase in the dwelling stock over 21 years, or around 0.7% growth per year.
- 5.157 Whilst it will be for the Local Plan to determine the most appropriate strategy for the distribution of housing, local people can shape the development and growth of their area through preparing a Neighbourhood Plan. These are community-led planning documents that are typically prepared by parish or town councils, which can allocate land for housing, identify local priorities, and set policies on design, infrastructure, and community facilities. Once adopted, Neighbourhood Plans become part of the statutory development plan and carry legal weight in decision-making, ensuring that new development reflects the aspirations and needs of the local community.

## Isolated Homes for Essential Rural Workers

- 5.158 For homes in genuinely remote rural areas, PPG outlines the following points to consider when applying Paragraph 79a of the NPPF:<sup>36</sup>
- » Whether there's an essential agricultural or forestry need for the resident to live on or near the site, normally for operational or security reasons
  - » Whether the enterprise will remain viable and sustainable for the foreseeable future
  - » Whether the provision of an additional dwelling on site is essential for the continued viability of a farming business through the farm succession process
  - » Whether existing accommodation on the site could be improved
  - » Whether, in the case of new enterprises, it would be appropriate to consider granting permission for a temporary dwelling for a trial period.

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<sup>36</sup> PPG ID 67-010-20190722

## Housing for Other Groups

### Housing for Boat Dwellers

- 5.159 The Housing and Planning Act 2016 places a statutory duty on local authorities to consider the needs of houseboat dwellers when planning for housing in their local area. While draft guidance was published outlining an approach for assessing these needs, there has been no consultation on this guidance, and it was never finalised.<sup>37</sup>
- 5.160 Buckinghamshire has a number of inland waterways where houseboats can be moored. These include the Grand Union Canal, which runs through the county and connects London to Birmingham and the Midlands, the River Thames, which forms part of the county's southern border.
- 5.161 To establish an estimate of the number of boats on these waterways, a desktop review was undertaken based on satellite photographs of the area. Between 600 and 700 boats were counted, of which around 200 were moored on marinas. Whilst these are likely to include some households permanently living on houseboats, there would also be many leisure craft and some continuous cruisers.
- 5.162 Given this context, it will be important for the Council to consider their approach to houseboat dwellers and possible applications for new moorings through the Local Plan process. If further evidence was needed, the Council could undertake a Boat Dwellers Accommodation Assessment that included interviews with households living on houseboats in the local area and consultation with relevant stakeholders in order to provide a robust assessment of their needs.

### Housing for Essential Local Workers

- 5.163 Annex 2 of the NPPF defines public sector employees who provide frontline services in areas including health, education and community safety – such as NHS staff, teachers, police, firefighters and military personnel, social care and childcare workers – as essential local workers.
- 5.164 Essential local worker households that cannot afford market rents and those that aspire to homeownership but cannot afford to buy will already be counted within the overall assessment of affordable housing need, so their needs will not add to the previously identified need for affordable housing. However, it will be important for the Council to ensure that housing allocation policies consider their needs specifically, and it may be appropriate to consider if any specific affordable homes should be set aside for essential local workers that are unable to afford suitable housing.
- 5.165 When considering specific local needs, the LHNA programme of stakeholder engagement sought to contact representatives from each sector, and detailed information was provided by representatives of NHS staff and Buckinghamshire Fire and Rescue Service which are summarised below.
- 5.166 A self-completion questionnaire was also distributed to the headteachers of all schools across the county, but only two were completed and returned. The responses cannot therefore be considered representative of the whole population – but one headteacher identified that access to suitable housing in the local area had affected recruitment, whereas the other did not consider the issue to be a problem. Whilst it is not possible to draw any definitive conclusions, the low level of engagement would suggest that headteachers perhaps consider this issue to be less important than other priorities that they are having to manage.

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<sup>37</sup> "Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats." (March 2016)

## NHS Staff

- 5.167 Access to affordable and secure housing is a critical factor in the recruitment and retention of NHS staff across Buckinghamshire.
- 5.168 The NHS workforce in Buckinghamshire is diverse, comprising both temporary and permanent staff with a wide range of short and long-term housing needs. The workforce is currently stable, with strong retention and turnover rates consistently below the 12% threshold, and the overall vacancy rates are generally low. However, specialist roles can be harder to fill, and Buckinghamshire also experiences shortages in band 5 nurses, whose relatively low salaries are often insufficient to cover local housing costs, creating a significant barrier to recruitment.
- 5.169 The high cost of living in parts of the county is placing increasing pressure on healthcare workforce planning and sustainability. There is a growing gap between local housing costs and staff incomes, and an increasing number of staff are leaving their roles as they are having to live too far from their place of work due to them not being able to afford local housing. Buckinghamshire experiences direct competition with London-based hospitals and other urban hospitals that offer higher salaries through the High-Cost Area Supplement (HCAS) for which many posts in Buckinghamshire aren't eligible. This can make it much harder to attract applicants.
- 5.170 There workforce has a wide range of accommodation demands, ranging from individuals seeking low-cost rooms in HMOs to more established households looking for larger family homes. Permanent staff will often want to buy homes close to their place of work. In contrast, trainee doctors and temporary staff are less likely to be looking to buy and will typically opt to rent due to their transient nature of their roles.
- 5.171 Many healthcare workers find it too expensive to live locally, with not enough key worker homes available, particularly in areas such as Aylesbury. Housing can be particularly problematic for overseas staff, who may face restrictions buying or renting property in the UK. Approximately 8-10% of staff are recruited from overseas, and many will be families looking for one- and two-bedroom flats that also require access to schools and family support.
- 5.172 Staff at Buckinghamshire Healthcare NHS Trust (BHT) have access to Trust-owned accommodation, as well as properties managed by Metropolitan Thames Valley Housing Association (MTVHA), subject to availability. Trust accommodation is managed internally and typically serves as a short-term housing solution, with length of stay varying based on individual needs. It is often used as a transitional base while staff secure permanent housing in the local area. Some staff choose to move on from Trust accommodation in search of greater privacy or improved facilities. It was discussed that there is a clear need for additional tied housing to alleviate staff accommodation pressures, particularly for those who require temporary accommodation. Facilities like Hamilton House have filled the gap but only offer very basic provision and future solutions should favour amenities such as en-suite rooms.
- 5.173 To support permanent recruitment, it was suggested that **up to 500 new units may be needed to ensure there is suitable accommodation for Trust employees**. Feedback suggested that shared ownership models with a priority for key workers should continue to be the main provision for NHS staff in Buckinghamshire. However, other models of accommodation provision – such as Addenbrooke's Staff Village, which includes amenities such as a gym and motorway access – should also be considered as these could offer long-term benefits for staff wellbeing and retention.

## Buckinghamshire Fire and Rescue Service

- 5.174 Fire service personnel are essential local workers who provide critical emergency response and community safety services across Buckinghamshire and Milton Keynes. The county is served by 19 fire stations, and Buckinghamshire Fire and Rescue Service hosts one of only 19 Urban Search and Rescue teams in England.
- 5.175 A key operational challenge for the Service is recruiting and retaining staff, particularly in areas with high housing costs. Day-crewed stations, such as Gerrards Cross, require personnel to live within approximately five minutes of the station, limiting the recruitment pool and making it difficult to retain staff in high-cost housing areas like southern Buckinghamshire. Commuting data shows that the largest numbers of fire service employees currently live in Aylesbury, Buckingham, and Milton Keynes.
- 5.176 Although housing costs are not typically cited in exit interviews as a primary reason for leaving, the Service acknowledges that housing affordability impacts both recruitment and internal promotion opportunities. The Service recognises the importance of providing accessible and affordable housing for personnel and is actively exploring solutions. Options include converting existing buildings in Milton Keynes into residential units and potentially acquiring homes closer to day-crewed stations.
- 5.177 These initiatives are aligned with the priorities outlined in Buckinghamshire Fire and Rescue Service's Community Risk Management Plan (CRMP), which identifies the following strategic issues:
- » High house prices, particularly near Day-Crewed and On-Call fire stations, pose challenges to our crew availability
  - » Explore options to invest in residential accommodation to support our crewing model and/or provide housing for key workers
  - » Review, procure and implement appropriate asset solutions to address needs and requirements of our diversifying workforce and/or emerging risks outlined within this CRMP
  - » Develop and implement a property standard across our estate, ensuring all buildings are fit for purpose and meet health, safety and wellbeing requirements for a diversifying workforce.
- 5.178 While the Service does not have a strong preference between staff renting or owning their homes, it recognises that homeownership can support longer-term retention. The type and range of housing available also needs to reflect the diverse needs of the workforce. As part of its long-term strategy, the Service has indicated a preference for **securing key worker housing through Section 106 agreements with developers, ensuring affordable accommodation is available near fire stations.**
- 5.179 Existing housing support initiatives include waiting lists for fire service accommodation near day-crewed stations, such as Gerrards Cross, and nomination rights for a small number of previously owned properties in Beaconsfield. These measures help to alleviate some of the geographic constraints around staffing.



## Housing for Ex-offenders

5.180 Between January 2023 and December 2024, a total of 412 individuals leaving custody presented as homeless through official homelessness channels in Buckinghamshire. The Council recognises the specific housing challenges that are faced by this group and has made clear commitments to address them through its Homelessness and Rough Sleeping Strategy (2022-2025).<sup>38</sup>

5.181 Key priorities within the strategy include:

- » Strengthening collaboration with criminal justice agencies to enable earlier engagement and support for individuals at risk of homelessness on release
- » Promoting early assessment of housing needs during custody, including the maintenance of existing tenancies where possible
- » Securing appropriate accommodation in advance of release
- » Developing emergency housing pathways for medium- to high-risk custody leavers.

5.182 Custody leavers are not automatically prioritised for housing to prevent homelessness. Their applications are assessed in accordance with the Council's general housing allocation policy and are banded according to assessed housing need, without special consideration of their custodial background. It was also noted that certain individuals may not qualify for housing assistance due to the nature of their offences, although the exclusion criteria were not explicitly identified.

5.183 As of July 2025, there were 16 self-declared ex-offenders on the Council's housing register. Of these:

- » 5 were living in temporary accommodation
- » 3 were in shared housing
- » 1 was renting privately
- » 2 remained in custody
- » The remaining 5 were recorded as having "other" circumstances.

5.184 These figures are based on voluntary self-disclosure, and there is no mechanism in place to accurately identify all ex-offenders on the waiting list. As such, the number is unlikely to represent the true scale of housing need within this group. However, as there are more than 3,000 applicants on the housing register, the Council is not able to effectively identify, assess, and prioritise ex-offenders for appropriate housing support. Given that all applications are assessed individually under the general policy, waiting time for housing vary depending on each applicant's circumstances and level of need.

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<sup>38</sup> <https://www.buckinghamshire.gov.uk/housing-and-benefits/housing/housing-strategies/homelessness-and-rough-sleeping-strategy-2022-to-2025/>

## Housing for Service Families

- 5.185 Buckinghamshire is home to both veterans and active service personnel. There were 2,500 service personnel deployed in Buckinghamshire in April 2024, linked to two Royal Air Force (RAF) bases:
- » RAF High Wycombe
  - » RAF Halton (scheduled for closure by 2030)
- 5.186 RAF High Wycombe currently has 663 Single Living Accommodation (SLA) bedspaces of which 643 were occupied as of April 2024. RAF Halton has 2,545 of which 1,569 were occupied.
- 5.187 There are also 1,032 Service Family Accommodation (SFA) units in the local area. Most are situated in communities around RAF Halton, with only a minority (62) being inside the wire. As of April 2024, there were approximately 2,357 residents living in SFA (including service personnel and their families) with a further 28 families living in privately rented homes provided as Substitute Single Service Accommodation (SSSA).
- 5.188 Due to the scheduled closure of RAF Halton, it is likely that the number of personnel at the base will reduce. Active personnel will progressively be deployed elsewhere, with only a limited number of staff remaining to oversee the closure of the base. It is therefore expected that many of the existing residents will move elsewhere, which is likely to result in a significant reduction in the number of service personnel and their families living in the local area.
- 5.189 There is no information currently available about future plans for the existing Service Family Accommodation near RAF Halton. Whilst the dwellings may be sold individually to private buyers (either owner occupiers or private landlords) **there may be opportunity for a social landlord to acquire some or all of the stock** if suitable funding could be identified.

## Housing for Veterans

- 5.190 The Census recorded approximately 15,100 veterans resident in the local area in 2021, which included:
- » 11,269 that had served in the regular Armed Forces
  - » 3,213 that had served in the reserves.
- 5.191 Bucks Home Choice identifies that there are currently six applications for housing from individuals who are currently serving or have previously served in the armed forces, who may have specific housing needs and entitlement to housing. The Council's housing allocation policy prioritises veterans, and applicants will be awarded Priority Band C. Although there are relatively few current applicants, it will be important for the Council to ensure that housing allocation policies are inclusive and continue to respond to the needs of service personnel and veterans.

## Housing for Students

5.192 PPG includes specific reference to identifying the needs of students:

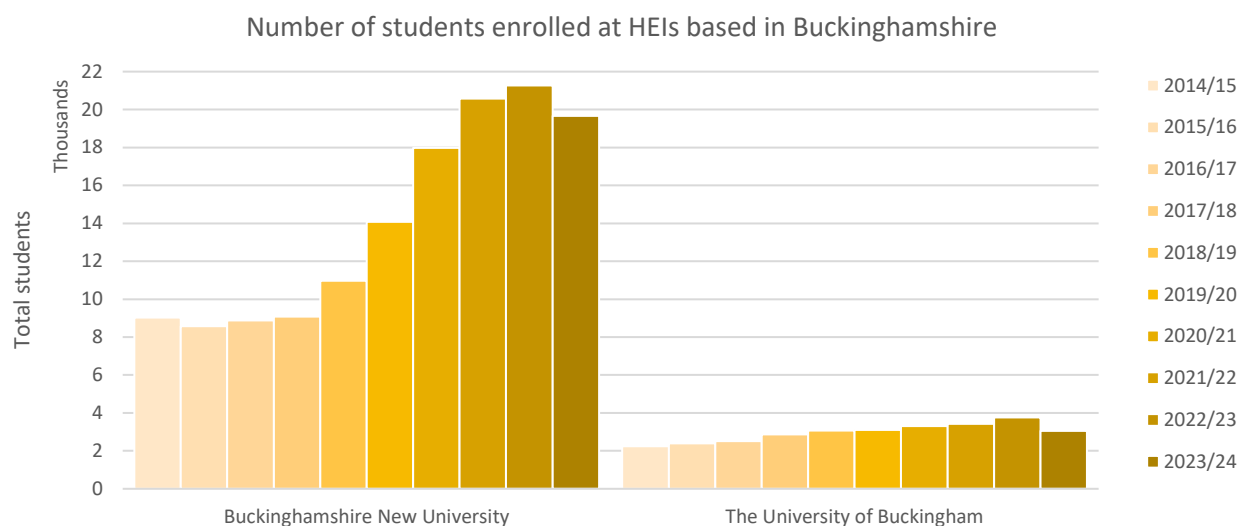
*Strategic policy-making authorities need to plan for sufficient student accommodation whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus ... Local Planning Authorities will also need to engage with universities and other higher educational establishments to ensure they understand their student accommodation requirements*

Planning Practice Guidance, ID 67-004-20190722

5.193 There are two Higher Education Institutions (HEIs) based in Buckinghamshire. The University of Buckingham had around 3,100 students, and Buckinghamshire New University (BNU) has around 19,700 students enrolled for the 2023/24 academic year. The University of Bedfordshire also has a campus for healthcare courses at Stoke Mandeville Hospital in Aylesbury, but there are no details published about student numbers.

5.194 The number of students enrolled at the University of Buckingham increased gradually year-on-year from 2,200 in 2014/15 to a peak of 3,800 in 2022/23, an average increase of 200 students each year. The number enrolled at BNU was relatively constant at around 9,000 from 2014/15 to 2017/18, but has since increased significantly to a peak of 21,300 in 2022/23, equivalent to an average increase of 2,400 students each year (Figure 71).

**Figure 71: Number of students enrolled at Higher Education Institutions based in Buckinghamshire by academic year, 2014/15 to 2023/24 (Source: Higher Education Statistics Authority)**



5.195 Around 85% of students currently enrolled at both universities are on full-time courses with 15% studying part-time. Whilst most students at BNU are studying undergraduate degrees (95%), over two fifths at the University of Buckingham (42%) are studying at postgraduate level (Figure 72).

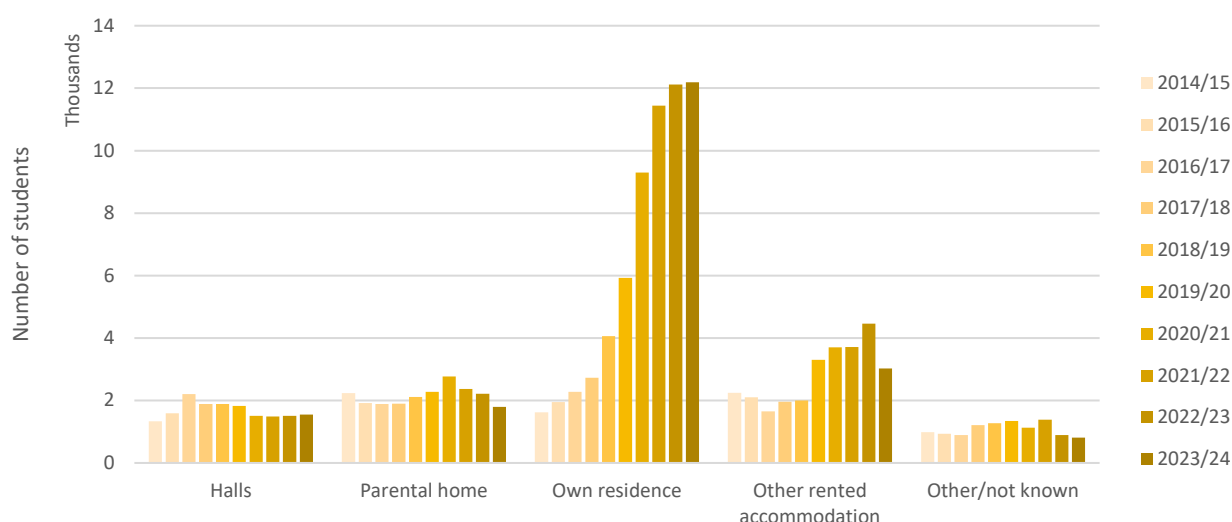
**Figure 72: Full-time equivalent students at Higher Education Institutions based in Buckinghamshire by level of study, 2023/24 (Source: Higher Education Statistics Authority. Note: Figures may not sum due to rounding)**

	Undergraduate	Postgraduate research	Postgraduate taught	Total
Buckinghamshire New University	17,125	20	855	18,000
University of Buckingham	1,520	150	940	2,615

5.196 The University of Buckingham offers a range of accommodation across multiple campuses in Buckingham, with a total of around 850 student bedrooms. BNU provide self-catered halls of residence within walking or cycling distance of its High Wycombe Campus, with a total of around 400 student bedrooms. A further 400 bedrooms are provided at Hughenden Park Student Village, which is around 15 minutes from the Campus. Therefore, there is a combined total of around 1,650 student bedrooms provided overall.

5.197 Figure 73 shows the number of full-time students registered across the two HEIs from 2014/15 to 2023/24 by type of residence. The number of students living in halls and living in the parental home has remained relatively stable over the period, but there has been a substantial increase in students living in their own residence (normally their permanent residence, which may be owned or rented) which has totalled around 12,000 over the last two years, and the number in other rented accommodation (which typically refers to a more temporary arrangement, such as a yearly house share) which peaked at 4,500 in 2022/23 but has since reduced to 3,000 in 2023/24.

**Figure 73: Number of full-time students registered at Higher Education Institutions in Buckinghamshire by type of residence, academic years 2014/15 to 2023/24 (Source: Higher Education Statistics Authority)**



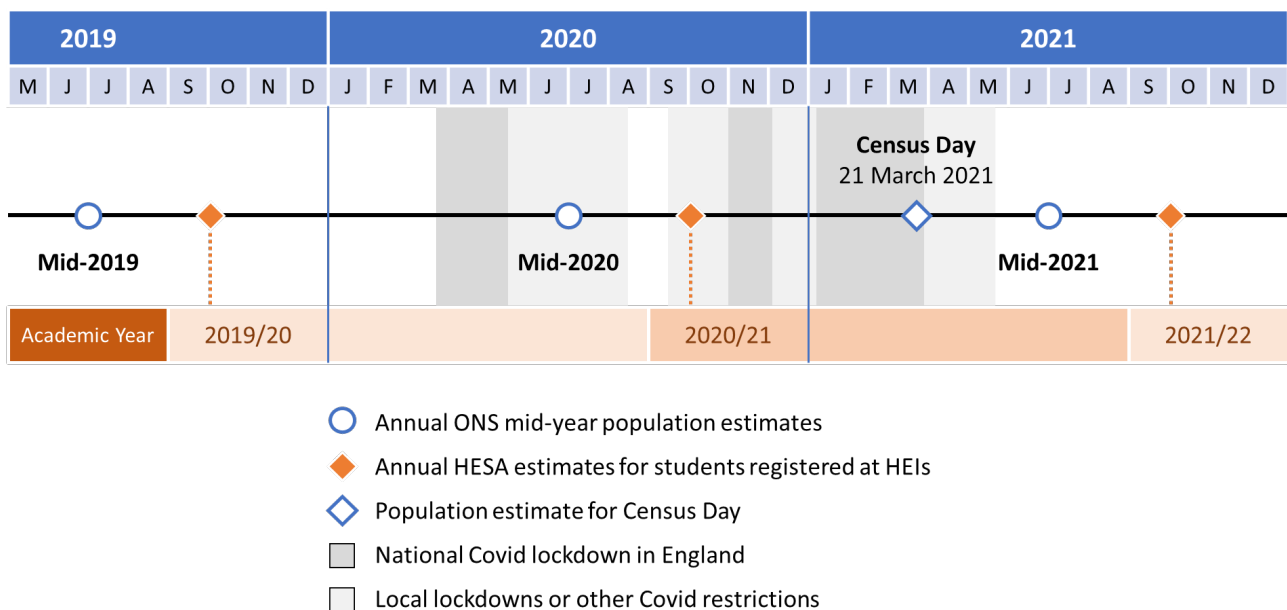
5.198 The HESA data identifies that there were 2,800 full-time students enrolled at the University of Buckingham and 15,600 full-time students at BNU for the 2020/21 academic year, a total of 18,400 across the two HEIs. However, the Census identified only 12,700 full-time students aged 18 or over resident in Buckinghamshire on Census Day (21 March 2021) which was a reduction from the 14,100 identified in 2011. Figure 74 identifies the type of accommodation occupied and the change over the 10-year period.

**Figure 74: Full-time students aged 18 or over resident in Buckinghamshire in 2011 and 2021 by accommodation type (Source: Census data, ONS)**

Accommodation type	Total students 2011	Total students 2021	Overall change 2011-2021	Annual average change
Living with parents	7,499	8,133	+634	+63
Living in a communal establishment	1,225	1,089	-136	-14
Living in an all-student household	2,111	852	-1,259	-126
Living alone	418	421	+3	0
Living in another household type	2,855	2,224	-631	-63
<b>TOTAL</b>	<b>14,108</b>	<b>12,719</b>	<b>-1,389</b>	<b>-139</b>

- 5.199 On this basis, the 2021 Census identified 5,700 fewer full-time students living in Buckinghamshire than were registered at the two HEIs during that academic year. Furthermore, some of the full-time students aged 18 or over identified by the Census would have been attending schools or sixth form colleges in the local area, therefore the difference between the number of residents and the number enrolled at the HEIs would have been even larger.
- 5.200 Some students enrolled at the HEIs would not live in the local area but instead commute from elsewhere. There are also some courses that allow students to enrol as distance learners, and whilst data is not available for the 2020/21 academic year, there were 885 students were enrolled as distance learners in 2023/24 (550 at the University of Buckingham and 335 at BNU).
- 5.201 It is also important to recognise that BNU has three campuses; and whilst the High Wycombe Campus and the Aylesbury Campus are in Buckinghamshire, the Uxbridge Campus is situated in the London Borough of Hillingdon. Similarly, whilst the University of Buckingham has its two main campuses (Hunter Street Campus and Verney Park Campus) located in Buckingham, the University has recently acquired a significant campus in Cheshire (Crewe Campus) to support the expansion of the Medical School, and the University provides accommodation for nearly 800 students that are based at that site. Neither HEI publishes separate enrolment figures for the different campuses, but it is evident that a proportion of their registered students will be based at campuses that are not located in Buckinghamshire.
- 5.202 Given this context, it would normally be appropriate to rely on data from the Census when considering the need for student housing, given that this relates specifically to full-time students whose usual residence (at their term-time address) is in the local area. However, all population estimates over the period 2020 to 2022, including the 2021 Census, are likely to have been impacted by the Covid pandemic due to the associated national lockdowns and other local restrictions during this time. The extent to which individual estimates are likely to have been impacted depends on their specific timings and the timings of the various different restrictions.
- 5.203 Figure 75 provides an overview of the timing of estimates in the context of the national and local lockdowns and other restrictions that were in place as a consequence of the pandemic.

**Figure 75 Overview of national and local Covid lockdowns and other restrictions relative to Census Day and the timeline for mid-year population estimates and HESA estimates for students registered at HEIs**



- 5.204 The official mid-year population estimates for mid-2020 followed a national lockdown from March to June 2020, and it is likely that many non-UK born residents had returned to their home countries at the onset of the pandemic. Many students also returned to their parental address, resulting in many dwellings being vacant in university towns and cities.
- 5.205 Similar circumstances persisted on Census Day (Sunday 21 March 2021) which again coincided with the end of the national lockdown from January to March 2021. Although the estimates for mid-2021 were not impacted directly by restrictions, as the Census estimates formed one of the key inputs it is likely that the pandemic restrictions would have continued to have an influence on the figures.
- 5.206 In contrast, the annual HESA estimates of students registered at Higher Education Institutions (HEIs) were consistently undertaken during periods when fewer (if any) restrictions were in place, and these as these are based on administrative records they did not rely on estimates from earlier dates.
- 5.207 The data for the 2019/20 academic year pre-dated the pandemic, and the data for 2020/21 followed the lifting of restrictions in Summer 2020 (with only limited restrictions having been reintroduced) with data for 2021/22 coming well after restrictions had come to an end. As a consequence, the HESA data provides a more stable timeseries given that the restrictions are likely to have had more limited impact.
- 5.208 It is important to recognise that the HESA estimates relate to the usual residence of students at the start of the academic year, which would have been September 2020 for the year 2020/21. Nevertheless, whilst the HESA data provides details of the type of residence for students at the start of the academic year, it does not provide any information about the way in which circumstances may have changed during the course of each year. On this basis, some students that were registered for the 2020/21 academic year might not have been normally resident at their usual term-time address on Census Day.
- 5.209 Despite this consideration, it is apparent that the majority of students resident in Buckinghamshire in 2021 were living with parents (64%). The 2021 Census identified only 155 multi-adult households where all residents were in full-time education (less than 0.1% of all households) and therefore it is probably reasonable to conclude that **housing for students has very limited impact on general needs housing stock** in the local area.

## 6. Future Mix of Housing

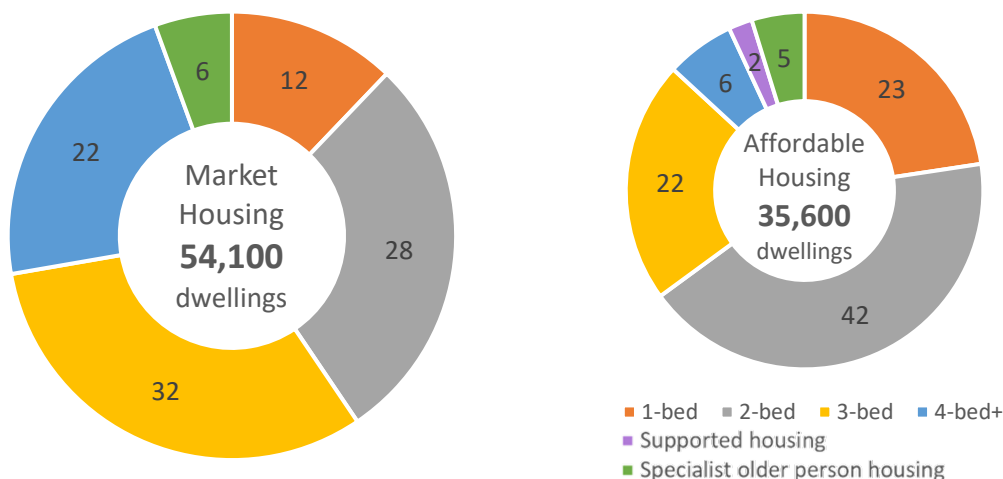
- 6.1 Figure 76 sets out the overall housing mix identified by the LHNA based on the housing need identified by the standard method calculation.
- 6.2 This provides a breakdown of the size, type and tenure of housing needed for the whole of Buckinghamshire local planning authority area over the 21-year period 2024-2045, based on the overall identified need for Market Housing and Affordable Housing. The outputs identify the mix of general needs housing based on the number of bedrooms and the specialist older person housing need based on the type of housing.

**Figure 76: Overall Market Housing and Affordable Housing need by property type and number of bedrooms 2024-2045**  
(Source: ORS Model. Note: Figures may not sum due to rounding)

Local Housing Need 2024-2045		Market Housing	Affordable Housing	TOTAL
General Needs Housing	1 bedroom	6,565	8,047	14,612
	2 bedrooms	15,358	15,065	30,422
	3 bedrooms	17,159	7,803	24,962
	4+ bedrooms	11,977	2,209	14,186
Supported Housing for people with:	Mental health needs	-	130	130
	Learning disabilities	-	405	405
	Substance abuse issues	-	229	229
Specialist Older Person Housing	Housing with Care	575	642	1,218
	Housing with Support	2,443	1,059	3,502
Dwellings in Use Class C3		54,077	35,589	89,666
Bedspaces in Use Class C2 (equivalised to dwellings)				1,306
TOTAL HOUSING NEED				90,972

- 6.3 The LHNA has identified a need for 54,100 homes for market sale or rent (60% of the total dwellings) and 35,600 affordable homes (40%).
- 6.4 Figure 77 summarises the percentage mix of the identified need for Market Housing and Affordable Housing.

**Figure 77: Percentage mix of Market Housing and Affordable Housing need by property type and size (Source: ORS Model)**





## Overall Housing Need

### Market Housing

- 6.5 The need for Market Housing includes around 3,000 self-contained specialist older person housing units, comprising both Housing with Care and Housing with Support, which represents around 6% of the total homes for market sale or rent.
- 6.6 The LHNA analysis also identified the need to provide general needs housing that older households would choose, as this could release up to 12,300 family homes. It is likely that around 7,200 bungalows with up to two bedrooms and 3,000 larger bungalows should ideally be provided for households downsizing from family homes with four or five bedrooms or more.

### Affordable Housing

- 6.7 The need for Affordable Housing includes need 27,500 dwellings that will need to be provided as rented Affordable Housing, comprising 6,600 dwellings (24%) for households that could afford Affordable Rent, and 20,900 dwellings (76%) provided as Social Rent for households that could not afford Affordable Rent. The remaining 8,100 dwellings identified by the analysis would be for households that aspire to own but cannot afford to buy, where they have been assessed as having sufficient income and savings to afford Affordable Home Ownership. Within the need for rented affordable homes, there is an identified need for 800 units of supported housing (around 2% of the overall Affordable Housing, and 3% of the Affordable Housing for rent) and 1,700 specialist older person housing units, comprising Housing with Care and Housing with Support.
- 6.8 As previously noted, when considering the future delivery of affordable homes for rent, this analysis does not necessarily mean that a quarter of the housing on each site should be Affordable Rent with the remaining three quarters Social Rent. Instead, it might be more appropriate to focus on delivering Social Rent as the only rented provision those sites where it is economically viable to do so, with Affordable Rent only being delivered on those sites where it is necessary due to viability issues or where housing is specifically being provided for essential local workers. The Council will need to monitor the mix of rented Affordable Housing delivered across every site to ensure that the overall balance is achieved.

## Specific Housing Needs

### Accessible and Adaptable Housing

- 6.9 The LHNA analysis also concluded that at least 29% of homes on new developments should comply with the optional higher accessibility, adaptability and wheelchair housing standards:
- » 5% of homes should comply with Requirement M4(3) Wheelchair User Dwellings, and
  - » A minimum of 24% should comply with Requirement M4(2) Accessible and Adaptable Dwellings.
- 6.10 The analysis also identified that 7% of all new Affordable Housing should comply with Requirement M4(3) and concluded that it would be appropriate for all specialist older person housing to comply with Requirement M4(3) where it is practical for this to be achieved.
- 6.11 The Council could also consider a higher target for Requirement M4(2) Accessible and Adaptable Dwellings to ensure that there was sufficient choice and flexibility for households, although this would need to be tested in the context of economic viability.

## Development in Rural Areas

- 6.12 When considering development in rural areas, the LHNA identified that there were limited housing options available for households unable to afford homeownership. The proportion of homes available to rent from social landlords is almost a third lower than the proportion for the county, and this smaller stock inevitably means that there are limited properties available for households in rural areas who can face very lengthy waits for suitable housing in their communities.
- 6.13 The LHNA also acknowledged that most developments in rural areas typically fall below the national site size threshold for requiring Affordable Housing contributions, but that lower thresholds can be determined for developments in designated rural areas, which include National Landscapes such as the Chilterns. It may therefore be appropriate for the Council to consider local policies to reduce the site size thresholds for requiring Affordable Housing contributions in those rural areas where it is possible to do so.
- 6.14 Whilst this could help deliver more affordable housing, Rural Exception Sites can be used in any rural location to help deliver Affordable Housing in areas where development would otherwise not be permitted. Local people can also shape the development and growth of their area through preparing a Neighbourhood Plan, which can allocate land for housing, identify local priorities, and set policies on design, infrastructure, and community facilities. Once adopted, Neighbourhood Plans become part of the statutory development plan and carry legal weight in decision-making, ensuring that new development reflects the aspirations and needs of the local community.

## Essential Local Workers

- 6.15 Essential local worker households that cannot afford market rents and those that aspire to homeownership but cannot afford to buy will be counted within the overall assessment of Affordable Housing, but it will be important for the Council to ensure that housing allocation policies consider their needs specifically, and it may be appropriate to consider if any specific affordable homes should be set aside for essential local workers that are unable to afford suitable housing.
- 6.16 Feedback from stakeholders suggested that up to 500 new homes for essential local workers may be needed, and that shared ownership models should continue to be the main provision in Buckinghamshire. However, other models of accommodation provision – such as Addenbrooke's Staff Village, which includes amenities such as a gym and motorway access – could also be considered as these could offer long-term benefits for staff wellbeing and retention.

## RAF Halton

- 6.17 Due to the scheduled closure of RAF Halton, the number of personnel at the base is expected to reduce as active personnel are gradually redeployed elsewhere. While the Vale of Aylesbury Local Plan has allocated the RAF Halton site itself for future housing development, there are currently nearly 1,000 homes providing Service Family Accommodation that are located outside the base, situated within surrounding communities.
- 6.18 Although there is no information currently available about any future plans for these homes, there may be opportunity for a social landlord to acquire some or all of the stock if suitable funding could be identified. This could make a significant contribution towards the need for Affordable Housing identified by the LHNA, so the Council may want to explore the possible options with relevant stakeholders.

## Final Conclusions

- 6.19 Based on the LHNA evidence, the Council will determine the appropriate housing requirement to be planned for over the Local Plan period. The housing requirement may be higher than the identified housing need to reflect local growth aspirations, which would not normally have to be justified at examination. Alternatively, the housing requirement may be lower than the identified need; but only where that can be justified by evidence on land availability, development constraints and any other relevant matters. Otherwise, the housing requirement should plan to meet the identified housing need as a minimum.
- 6.20 Whilst the LHNA forms an important part of the wider evidence base to inform the development of more detailed housing and planning policies, it is important to recognise that these findings should not be considered in isolation as it will form part of the wider evidence base.
- 6.21 The LHNA does not seek to determine rigid policy conclusions but instead sets out the likely implications of different options that may be available for policy makers to consider, together with recommendations where appropriate. On this basis, the LHNA will provide a key component of the evidence required to develop and support a sound policy framework, but the Council will need to determine individual policies based on relevant policy decisions.

## Annex A: Data for Small Parishes

Figure 78 summarises the resident population and number of households in each Buckinghamshire parish that the 2021 Census identified as having up to 3,000 usual residents. For parishes with at least 20 usually resident households, information is also provided on the housing tenure of occupied dwellings.

The final column provides an indication of the potential need for affordable homes in each parish over the 21-year Local Plan period 2024-2045. These indicative figures have been calculated by applying a ratio derived from the identified need for 35,600 affordable homes across a total population of 555,300 persons – equivalent to approximately 3 affordable homes per 1,000 residents each year – to the total population identified by the 2021 Census for each parish.

**Figure 78: Summary data for parishes with up to 3,000 usual residents: resident population, total households, and tenure 2021, and indicative need for Affordable Housing 2024-2045, by parish (Source: Census data, ONS; ORS Model)**

Parish	Total Population	Total Households	Owner Occupied	Rent Privately	Rent from Social Landlord	Need for Affordable Housing 2024-2045
<b>Buckinghamshire</b>	<b>555,257</b>	<b>220,329</b>	<b>71.3%</b>	<b>15.8%</b>	<b>13.0%</b>	<b>35,589</b>
<b>Parishes with up to 3,000 residents</b>	<b>108,631</b>	<b>43,326</b>	<b>77.9%</b>	<b>13.4%</b>	<b>8.8%</b>	<b>6,963</b>
Addington	152	66	63.6%	33.3%	3.0%	10
Adstock	365	159	81.6%	11.7%	6.7%	23
Akeley	494	211	76.8%	10.4%	12.8%	32
Ashendon	262	99	69.0%	15.0%	16.0%	17
Ashley Green	989	407	81.4%	10.9%	7.7%	63
Aston Abbotts	426	187	74.1%	15.1%	10.8%	27
Aston Sandford	45	18	-	-	-	3
Barton Hartshorn	81	38	52.6%	44.7%	2.6%	5
Beachampton	156	63	83.3%	15.2%	1.5%	10
Biddlesden	128	61	56.3%	40.6%	3.1%	8
Bierton	1,983	855	81.2%	11.7%	7.1%	127
Bledlow-cum-Saunderton	2,634	1,023	80.9%	12.7%	6.4%	169
Boarstall	134	54	78.3%	15.2%	6.5%	9
Bradenham	620	140	27.9%	58.8%	13.2%	40
Brill	1,153	499	75.6%	14.2%	10.2%	74
Broughton Hamlet	63	24	70.8%	25.0%	4.2%	4
Buckland	742	311	87.2%	10.3%	2.4%	48
Calvert Green	1,137	395	79.8%	7.8%	12.4%	73
Charndon	293	116	82.2%	9.3%	8.4%	19
Chartridge	1,682	674	86.4%	10.7%	2.8%	108
Chearsley	544	225	85.3%	9.3%	5.3%	35
Cheddington	1,896	763	80.2%	9.4%	10.3%	122
Chenies	276	109	75.9%	19.6%	4.5%	18
Chesham Bois	2,947	1,082	93.2%	6.3%	0.6%	189
Chetwode	83	29	53.3%	46.7%	0.0%	5

Parish	Total Population	Total Households	Owner Occupied	Rent Privately	Rent from Social Landlord	Need for Affordable Housing 2024-2045
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Chilton	296	127	41.4%	50.8%	7.8%	19
Cholesbury-cum-St Leonards	948	398	87.3%	8.3%	4.5%	61
Coleshill	567	226	83.1%	6.2%	10.7%	36
Creslow	19	7	-	-	-	1
Cublington	351	144	84.3%	7.9%	7.9%	22
Cuddington	592	255	77.1%	11.1%	11.9%	38
Dinton-with-Ford and Upton	814	353	86.9%	10.3%	2.8%	52
Dorney	752	282	72.1%	16.0%	11.8%	48
Dorton	154	58	80.0%	20.0%	0.0%	10
Drayton Beauchamp	142	62	77.9%	17.6%	4.4%	9
Drayton Parslow	665	265	75.4%	13.6%	11.0%	43
Dunton	89	37	86.1%	11.1%	2.8%	6
East Claydon	405	160	77.5%	18.1%	4.4%	26
Edgcott	256	99	89.8%	7.1%	3.1%	16
Edlesborough	2,952	1,216	84.5%	9.7%	5.8%	189
Ellesborough	798	331	84.1%	11.7%	4.2%	51
Fawley	224	92	66.3%	32.6%	1.1%	14
Fleet Marston	62	19	-	-	-	4
Foscott	35	18	-	-	-	2
Fulmer	619	242	81.8%	14.8%	3.4%	40
Gawcott with Lenborough	907	358	78.5%	11.3%	10.2%	58
Granborough	576	246	87.0%	6.1%	6.9%	37
Great Brickhill	859	355	78.9%	10.7%	10.4%	55
Great Horwood	1,102	454	84.6%	7.2%	8.1%	71
Great Marlow	1,313	528	77.4%	11.9%	10.7%	84
Great and Little Hampden	276	117	63.3%	35.8%	0.9%	18
Great and Little Kimble cum Marsh	1,081	437	81.8%	9.9%	8.3%	69
Grendon Underwood	1,627	494	84.6%	11.6%	3.9%	104
Halton	1,417	304	49.2%	40.3%	10.5%	91
Hambleton	1,333	573	70.6%	26.2%	3.2%	85
Hardwick	298	120	78.8%	13.5%	7.7%	19
Hedgerley	909	357	68.8%	12.2%	19.1%	58
Hedsor	123	55	58.7%	41.3%	0.0%	8
Hillesden	199	89	81.5%	14.1%	4.3%	13
Hoggeston	120	42	65.1%	27.9%	7.0%	8
Hogshaw	78	23	81.8%	13.6%	4.5%	5
Hulcott	132	42	92.6%	7.4%	0.0%	8
Ibstone	236	100	80.4%	11.8%	7.8%	15

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Ickford	677	268	80.7%	8.9%	10.4%	43
Ivinghoe	999	409	76.8%	11.7%	11.5%	64
Kingsbrook	2,326	799	83.0%	3.5%	13.5%	149
Kingsey	143	58	77.6%	19.0%	3.4%	9
Kingswood	109	39	87.8%	7.3%	4.9%	7
Lacey Green	2,397	951	75.9%	19.6%	4.5%	154
Latimer and Ley Hill	993	392	83.2%	8.5%	8.3%	64
Leckhampstead	195	73	83.8%	5.4%	10.8%	12
Lillingstone Dayrell with Luffield Abbey	100	43	25.6%	74.4%	0.0%	6
Lillingstone Lovell	132	55	85.7%	10.7%	3.6%	8
Little Horwood	479	190	82.2%	16.8%	1.0%	31
Little Marlow	1,462	614	86.1%	13.3%	0.7%	94
Long Crendon	2,625	1,087	75.7%	9.6%	14.7%	168
Longwick-cum-Ilmer	1,763	716	82.4%	7.6%	10.0%	113
Ludgershall	399	166	76.8%	12.8%	10.4%	26
Maids Moreton	864	353	78.6%	12.6%	8.9%	55
Marsh Gibbon	990	414	69.6%	14.0%	16.4%	63
Marsworth	758	317	85.3%	8.0%	6.7%	49
Medmenham	936	315	46.7%	50.8%	2.5%	60
Mentmore	424	182	84.8%	12.9%	2.2%	27
Middle Claydon	159	68	54.3%	35.7%	10.0%	10
Mursley	721	282	78.8%	12.5%	8.8%	46
Nash	443	175	89.6%	4.9%	5.5%	28
Nether Winchendon	144	58	75.9%	22.4%	1.7%	9
Newton Longville	1,874	803	80.6%	7.5%	11.9%	120
North Marston	690	280	85.7%	6.8%	7.5%	44
Oakley	1,129	465	80.3%	12.1%	7.6%	72
Oving	472	187	86.5%	8.1%	5.4%	30
Padbury	889	366	74.6%	11.2%	14.2%	57
Piddington and Wheeler End	583	252	78.3%	12.3%	9.5%	37
Pitchcott	62	20	90.0%	10.0%	0.0%	4
Poundon	135	52	80.8%	19.2%	0.0%	9
Preston Bissett	294	134	72.9%	19.5%	7.5%	19
Quainton	1,312	545	73.8%	15.8%	10.3%	84
Radclive-cum-Chackmore	255	100	79.6%	13.6%	6.8%	16
Radnage	707	282	89.9%	6.6%	3.5%	45
Seer Green	2,325	890	83.7%	9.7%	6.6%	149
Shabbington	538	204	83.2%	5.9%	10.9%	34

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<b>Parishes with up to 3,000 residents</b>	<b>108,631</b>	<b>43,326</b>	<b>77.9%</b>	<b>13.4%</b>	<b>8.8%</b>	<b>6,963</b>
Shalstone	98	47	72.9%	25.0%	2.1%	6
Slapton	611	266	83.4%	11.7%	4.9%	39
Soulbury	815	339	80.9%	11.8%	7.2%	52
Steeple Claydon	2,527	1,031	77.6%	9.3%	13.1%	162
Stewkley	1,869	749	78.9%	9.7%	11.3%	120
Stoke Hammond	2,054	742	73.5%	9.1%	17.4%	132
Stone with Bishopstone and Hartwell	2,698	1,065	76.7%	12.9%	10.3%	173
Stowe	873	104	68.3%	21.2%	10.6%	56
Swanbourne	419	179	41.3%	48.0%	10.6%	27
Taplow	2,390	1,138	71.0%	21.6%	7.3%	153
The Lee	690	288	81.0%	14.5%	4.5%	44
Thornborough	645	264	82.8%	9.5%	7.6%	41
Thornton	165	43	72.5%	25.0%	2.5%	11
Tingewick	1,327	540	76.8%	6.1%	17.1%	85
Turville	277	116	74.0%	21.4%	4.6%	18
Turweston	198	79	64.6%	29.1%	6.3%	13
Twyford	545	211	77.6%	11.0%	11.4%	35
Upper Winchendon	103	40	25.0%	59.1%	15.9%	7
Waddesdon	1,976	817	63.9%	19.2%	17.0%	127
Water Stratford	121	56	91.5%	3.4%	5.1%	8
Watermead	2,255	1,001	72.3%	25.4%	2.3%	145
Weedon	376	161	79.3%	12.2%	8.5%	24
West Wycombe	1,351	572	70.8%	19.4%	9.8%	87
Westbury	481	196	80.0%	12.8%	7.2%	31
Westcott	455	173	84.6%	6.5%	8.9%	29
Wexham	2,361	971	74.9%	14.2%	10.9%	151
Whaddon	520	201	84.0%	5.5%	10.5%	33
Whitchurch	941	406	80.5%	11.7%	7.7%	60
Wing	2,972	1,248	73.4%	10.9%	15.7%	190
Wingrave with Rowsham	1,644	678	77.5%	7.5%	15.0%	105
Woodham	45	19	60.9%	34.8%	4.3%	3
Worminghall	583	237	72.7%	13.4%	13.9%	37
Wotton Underwood	132	52	84.9%	11.3%	3.8%	8



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