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Guildford Housing Needs Assessment

Final Report

Iceni Projects Limited on behalf of
Guildford Borough Council

March 2026

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BOROUGH COUNCIL

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1. Executive Summary

- 1.1 Guildford Borough Council (“GBC”) has commissioned a consultancy team led by Iceni Projects Limited (“Iceni”) to prepare a Housing Needs Assessment (“HNA”) for the Borough.
- 1.2 The HNA provides a robust evidence base regarding the need for housing to allow the Council to develop policies to create balanced communities and to support regeneration in Guildford.
- 1.3 However, the report **does not in itself set policies**: this is for the Council to do in bringing together this report and wider evidence when drafting the Local Plan.

Functional Geographies

- 1.4 The HNA has considered commuting and migration data from the 2021 Census to understand how this may have changed the Housing Market Area since 2015.
- 1.5 Overall, this assessment concludes that it is broadly appropriate for Guildford to remain within the previously identified Housing Market Area alongside Woking and Waverley.

Housing Stock

- 1.6 As of 2024, Guildford had 61,184 dwellings and had increased its housing stock since 2011 at a slower rate than the South East region and nationally.
- 1.7 Housing completions over the most recent five years (2020-2025) have averaged at 543 dpa, higher than the longer-term (2015-2025) average of 441 dpa.

- 1.8 Owner occupation is dominant in Guildford, with social renters being slightly higher than the Surrey comparator, but lower than regional and national levels.
- 1.9 Private renting in Guildford is more prevalent than in the County and region but slightly lower than England overall.
- 1.10 Dwelling types in Guildford are dominated by detached and semi-detached homes, higher than the Surrey and national averages.
- 1.11 Linked to this, there is a higher proportion of three-bedroom and four-plus-bedroom properties in Guildford compared to Surrey and nationally.
- 1.12 Occupancy data shows 41.4% of Guildford households live in under-occupied properties, with overcrowding low at 3%. This relates to the stock of larger homes and the ageing population.

Housing Market

- 1.13 The median house price in Guildford is £485,000, slightly below the Surrey average (£500,000).
- 1.14 Median house prices across all property types are significantly higher in Guildford and Surrey compared to England as a whole, underscoring the area's position as a desirable, high-value housing market.
- 1.15 Guildford house prices fell by 4.9% (between 2023 and 2024), with 7.7% growth over 10 years, lower than Surrey, the South East and Nationally.
- 1.16 Guildford has become significantly less affordable over time, with the gap between Guildford and the wider comparators widening.
- 1.17 While sales activity in 2025 shows a sharp recovery, it is still well below 2015 levels.

- 1.18 The sales market in Guildford remains steady, with demand from families moving out of London.
- 1.19 Victorian homes and smaller two-bedroom property houses remain sought after, but higher-value properties above £2 million are proving more challenging to sell.
- 1.20 Commuter demand continues to shape the market, with buyers still valuing proximity to Guildford station and the A3.

Housing Need and Demographics

- 1.21 The housing needs assessment studied the overall housing need set against the National Planning Policy Framework (NPPF) and the Planning Practice Guidance (PPG), specifically the Standard Method for assessing housing need. This shows a need for 1,168 dwellings per annum.
- 1.22 A bespoke population and household projection has been developed to examine the potential demographic implications of delivering this number of homes each year from 2025 to 2045.
- 1.23 Overall, it is projected that the population might increase by 44,600 people over the 20 years (a 29% increase) with there being some ageing of the population, as well as notable increases in the 'working-age' population (16-64).
- 1.24 It was further estimated that population growth might be able to support somewhere in the region of 25,600 and 32,300 additional jobs as the economically active population increases over time.

Affordable Housing Need

- 1.25 The analysis has taken into account local housing costs (to both buy and rent) along with estimates of household income. The evidence indicates an acute need for affordable housing in the Borough and across all sub-areas.
- 1.26 The majority of need is from households who are unable to buy or rent and therefore points particularly to the need for rented affordable housing rather than affordable home ownership.
- 1.27 Despite the level of need being high, it is not considered that this points to any requirement for the Council to increase the Local Plan housing requirement due to affordable needs.
- 1.28 The link between affordable need and overall need (across all tenures) is complex. When making this link, it must be remembered that many of those identified as having an affordable need are already in housing (and therefore do not generate a net additional need for a home).
- 1.29 In addition, the private rented sector provides benefit-supported accommodation for many households. That said, the level of affordable need does suggest the Council should maximise the delivery of such housing at every opportunity.
- 1.30 Although a clear need for rented forms of affordable housing was identified, the study also considers different types of intermediate housing (or Affordable Home Ownership (AHO)), as these may have a role to play.
- 1.31 Shared ownership is likely to be suitable for households with marginal affordability (those just able to afford private renting) because it offers a lower deposit and subsidised rent.

- 1.32 There was no strong evidence of a need for First Homes or discounted market housing more generally.
- 1.33 In deciding what types of affordable housing to provide, including a split between rented and home ownership products, the Council will need to consider the relative levels of need and viability issues.
- 1.34 Overall, the analysis identifies a notable need for affordable housing, and the provision of new affordable housing is an important and pressing issue in the area.
- 1.35 It should be stressed, however, that this report does not set an affordable housing target; the amount of affordable housing delivered will be limited to what can be provided viably.
- 1.36 The evidence, however, suggests that the delivery of affordable housing should be maximised where opportunities arise with a particular focus on social renting.

Housing Mix

- 1.37 Analysis of the future mix of housing required takes account of demographic change, including potential changes to the number of family households and the ageing of the population.
- 1.38 The proportion of households with dependent children in Guildford is about average, at around 29% in 2021.
- 1.39 There are notable differences between household types, with married couples (with dependent children) having a high level of owner-occupation. In contrast, lone parents are particularly likely to live in social or private rented accommodation.

- 1.40 There is a range of factors which will influence demand for different sizes of homes, including demographic changes, future growth in real earnings, households' ability to save, economic performance and housing affordability.
- 1.41 The analysis linked to future demographic change concludes that the following represents an appropriate mix of affordable and market homes, which takes into account both household changes and the ageing of the population, as well as seeking to make more efficient use of new stock by not projecting forward the high levels of under-occupancy (which is notable in the market sector).
- 1.42 In all sectors, the analysis points to a particular need for 2- and 3-bedroom accommodation, with varying proportions of 1- and 4+-bedroom homes. Our recommended mix is set out below:

Table 1.1 Suggested size mix of housing by tenure – Guildford

| | Market | Affordable home ownership | Rented affordable housing |
|-------------|--------|---------------------------|---------------------------|
| 1-bedroom | 5-10% | 15-20% | 30-35% |
| 2-bedrooms | 30-35% | 45-50% | 25-30% |
| 3-bedrooms | 35-40% | 25-30% | 25-30% |
| 4+-bedrooms | 20-25% | 5-10% | 10-15% |

Source: Iceni analysis

- 1.43 The strategic conclusions in the market sector recognise the fact that people can buy what they can afford rather than what they need and the role which delivery of larger family homes can play in releasing a supply of smaller properties for other households.
- 1.44 Also recognised is the limited flexibility which 1-bedroom properties offer to changing household circumstances, which feed through into higher turnover and management issues.

- 1.45 The conclusions also take account of the current mix of housing by tenure and the size requirements shown on the Housing Register.
- 1.46 The mix identified above could inform strategic policies, although a flexible approach should be adopted. For example, in some areas, registered providers of affordable housing find it difficult to sell 1-bedroom affordable home ownership (AHO) homes; therefore, it might be better to provide them as 2-bedroom accommodation. That said, given current house prices, there are potential difficulties in making AHO genuinely affordable.
- 1.47 Additionally, in applying the mix to individual development sites, regard should be had to the nature of the site and character of the area, and to up-to-date evidence of need as well as the existing mix and turnover of properties at the local level. The Council should also monitor the mix of housing delivered.

Private Rental Sector (PRS)

- 1.48 Nationally, supply and demand are imbalanced; fewer people can buy homes, and landlords are exiting the market, driving up rents.
- 1.49 Overall, the median cost to rent in Guildford is £1,659 per month, which, as illustrated below, is significantly below the regional average but above the national average, which is a consistent picture since 2015.
- 1.50 The rental market shows sustained demand across most property types with strong levels of tenant enquiries for two or three-bedroom homes.
- 1.51 There is a strong demand for student accommodation, student halls can be oversubscribed, with many students seeking shared houses. Stock is now beginning to return following the budget, and rental values have eased slightly after peaking.

- 1.52 Commuting and homeworking continue to influence preferences, with tenants looking for additional space. Most rental activity is concentrated among professionals, couples and students.
- 1.53 Guildford's PRS accommodates a wide range of people, but the most prevalent groups are young, small and shared households, with fewer families and older person renting. There are a very high number of shared and student households.
- 1.54 There are a large number of Houses in Multiple Occupation (HMOs) in the Borough, with a particular concentration in the Guildford Urban Area. While it is difficult to quantify the future need for HMOs, they clearly provide lower-cost rental options and accommodate many students.
- 1.55 There is evidence of Build to Rent (BtR) and Co-living demand in Guildford. These developments meet demand and support talent retention in the Borough by accommodating graduates leaving Purpose Built Student Accommodation (PBSA) or student HMOs.
- 1.56 As such, the Council should consider specific policies for BtR and Co-living, including seeking affordable housing contributions.

Older and Disabled Persons

- 1.57 The data shows that Guildford has a slightly younger age structure than is seen regionally and nationally.
- 1.58 Generally, there are lower age-specific levels of disability compared with the regional and national position.
- 1.59 The older person population shows a high proportion of owner-occupied households, particularly outright owners who may have significant equity in their homes (79% of all older person households are outright owners).

- 1.60 The older person population is projected to increase notably moving forward.
- 1.61 An ageing population means that the number of people with disabilities is likely to increase.
- 1.62 Key findings for the Borough in the 2025-45 period:
- a 38% increase in the population aged 65+ (potentially accounting for 22% of total population growth);
 - a 54% increase in the number of people aged 65+ with dementia and a 47% increase in those aged 65+ with mobility problems;
 - a need for around 1,100 additional housing units with support (sheltered/retirement housing) – four-fifths in the market sector;
 - a need for around 650 additional housing units with care (e.g. extra-care) – again around four-fifths in the market sector;
 - a need for additional nursing and residential care bedspaces (around 570 in the period); and
 - a need for around 390 dwellings to be for wheelchair users (meeting technical standard M4(3)).
- 1.63 This would suggest that there is a clear need to increase the supply of accessible and adaptable dwellings and wheelchair-user dwellings, as well as providing specific provision of older persons' housing.
- 1.64 Given the evidence, the Council could consider (as a starting point) requiring all dwellings (in all tenures) to meet the M4(2) standards and around 3% of homes meeting M4(3) – wheelchair user dwellings in the market sector (a higher proportion of around 10% in the affordable sector).

- 1.65 Where the authority has nomination rights, the supply of M4(3) dwellings would be wheelchair-accessible dwellings (constructed for immediate occupation).
- 1.66 In the market sector, they should be wheelchair-user-adaptable dwellings (constructed to be accessible to wheelchair users). It should, however, be noted that there will be cases where this may not be possible (e.g., due to viability or site-specific circumstances). So any policy should be applied flexibly.
- 1.67 In framing policies for the provision of specialist older persons' accommodation, the Council will need to consider a range of issues.
- 1.68 This will include the different use classes of accommodation (i.e. C2 vs. C3) and requirements for affordable housing contributions (linked to this, the viability of provision).
- 1.69 There may also be some practical issues to consider, such as whether any individual development could be mixed tenure, given how care and support services are paid for.

Student Accommodation

- 1.70 The University of Surrey is the key higher education institution in Guildford.
- 1.71 In 2024/25, the University had 15,195 Full-Time Students. A reduction of 4.3% since the 2019/20 academic year.
- 1.72 Around 44% of students live in University Halls or PBSA, the latter of which has seen recent delivery. Those living with their parents have increased to 21%, and around 22% live in private rental accommodation, typically HMOs.

- 1.73 The University of Surrey is exploring a period of gradual but significant growth, with plans to increase its student population by around 10,000 over the next 15 years. However, not all of this will be in the UK and previous plans have not materialised.
- 1.74 If and when student numbers rise, a key challenge will be managing accommodation and commuting patterns.
- 1.75 The university is also actively engaged in discussions with developers and investors, and the university anticipates that more students will need to commute, although the A3 forms a barrier for this.
- 1.76 The Council should endeavour to support the University's ambition for growth, including additional student accommodation.

Specific Groups

Service Personnel

- 1.77 According to Ministry of Defence (MOD) statistics, there are 2,110 MoD personnel based in Guildford.
- 1.78 These are stationed at Pirbright Army Training Centre, which delivers Basic Training for recruits joining several regiments.
- 1.79 The Basic Training course lasts 13 weeks, and given the short stays, there is no impact on housing arising from service personnel.
- 1.80 Therefore, there is no justification for a specific housing policy for service personnel.

Children in Care

- 1.81 Surrey County Council (SCC) has recently published its Sufficiency Strategy. This highlights a trend of children being placed outside of the County.

- 1.82 The Strategy also highlights a need for 42 additional Care Homes in the County by 2028
- 1.83 Guildford currently serves as a key hub and is the area with the greatest concentration of supported accommodation.
- 1.84 Any additional capacity is likely to be in the urban areas, particularly Guildford, to allow for wider access.
- 1.85 There will also be a need for supported accommodation for young adults leaving care.

Self and Custom Build

- 1.86 The Council is currently meeting the need for self and custom-built housing in Guildford.
- 1.87 They should, however, plan to permit around 5 plots per annum based on past trends. Although the actual number to be planned for should reflect entries into the register.
- 1.88 The Council may also wish to consider how the supply of permissions is recorded in more detail.
- 1.89 The Council could also seek to maintain and enhance specific policies on self and custom housebuilding such as the existing policy H1.

2. Introduction

- 2.1 Guildford Borough Council (“GBC”) has commissioned a consultancy team led by Iceni Projects Limited (“Iceni”) to prepare a new Housing Needs Assessment (“HNA”) for the Borough.
- 2.2 The HNA provides a robust evidence base regarding the need for housing to allow the Council to develop policies to create balanced communities and to support regeneration in Guildford.
- 2.3 The assessment considers the current housing stock, the future need and demand for housing, and gaps in housing provision – both for market sale and affordable housing.
- 2.4 It also considers the housing needs of different groups within the population – including older persons, those with disabilities, those wishing to build their own home, students and service personnel.
- 2.5 However, the report **does not in itself set policies**: this is for the Council to do in bringing together this report and wider evidence when drafting the Local Plan.
- 2.6 This report updates and replaces the West Surrey SHMA (September 2015 and Addendum March 2017). It takes into account more housing market conditions, demographic dynamics, and policy changes at both the national and local levels.
- 2.7 This includes the changes to the National Planning Policy Framework (NPPF) in December 2024. The changes include a revision to the ‘standard method’ for calculating housing need and a greater focus on social rented housing.
- 2.8 It does not, however, pick up the proposed changes set out in the December 2025 NPPF Consultation Draft. In any case, the consultation document does not propose any significant changes to the relevant policies that would affect this document.

3. Functional Geographies

3.1 The 2015 West Surrey Strategic Housing Market Assessment made a detailed assessment of the Housing Market Area (HMA) within West Surrey. It concluded that Guildford, Waverley and Woking form a core West Surrey Housing Market Area. It also identified strong interactions across the wider Surrey and North Hampshire areas.

3.2 This section seeks to consider commuting and migration data from the 2021 Census to understand how this may have changed since 2015.

Gross Migration

3.3 Initially, we have examined gross migration per head from the 2021 Census as this is, in our opinion, the best measure of the two-way relationship between areas of different sizes.

3.4 Gross migration per head is the total number of flows in either direction weighted to reflect the size of the combined population, with larger areas expected to have larger flows.

3.5 It should be noted that the 2021 Census was conducted during the COVID-19 pandemic; therefore, migration figures should be treated with a degree of caution, as movement was restricted during periods of lockdown.

3.6 As the table below illustrates, Guildford's closest relationship is with Waverley and, to a lesser degree, Rushmoor and Woking. Waverley and Rushmoor both see higher out-migration from Guildford than in-migration to it. Woking sees more in-migration to Guildford than the other way around.

3.7 Another key source of in-migration to Guildford is those moving to the area from outside the UK; in 2021, 2,783 moved to Guildford from

another country. This level of international migration to Guildford is likely associated with the University of Surrey.

Table 3.1 Gross Migration Per Head with Guildford (2021)

| | Out (from Guildford) | In (to Guildford) | Gross Migration | Gross Migration Per 1,000 |
|----------------|----------------------|-------------------|-----------------|---------------------------|
| Waverley | 1083 | 771 | 1,854 | 6.82 |
| Rushmoor | 591 | 524 | 1,115 | 4.58 |
| Woking | 577 | 624 | 1,201 | 4.85 |
| Mole Valley | 275 | 354 | 629 | 2.72 |
| Surrey Heath | 233 | 275 | 508 | 2.17 |
| Elmbridge | 186 | 410 | 596 | 2.11 |
| East Hampshire | 274 | 121 | 395 | 1.47 |
| Hart | 190 | 133 | 323 | 1.33 |
| Wandsworth | 247 | 352 | 599 | 1.27 |

Source: Iceni based on ONS Census 2021

- 3.8 This internationally recognised institution will attract many students from other countries to study in Guildford. Indeed, the latest Higher Education Statistics Authority (HESA) data suggests that there are 7,685 overseas students at the University.

Self-Containment Rate

- 3.9 A further measure when examining housing market areas is the self-containment rate. This is the percentage of moves from an area whose destination is elsewhere in the same area or the percentage of moves to an area whose origin was from the same area.
- 3.10 While this is no longer part of the Planning Practice Guidance (PPG), previous guidance provides a target benchmark of over 70% self-containment to establish an HMA when long-distance moves (the PPG does not define this, but it relates to student movements and people moving long distances to retire to the country/coast) are removed.

- 3.11 As shown in the table below, Guildford has a self-containment rate of between 41% and 45%. However, when long-distance¹ moves are excluded, the self-containment rates increase to 59%-62%.

Table 3.2 Self-containment Rates – Guildford (2021)

| | Out Migration- Based Self- Containment | In Migration- Based Self- Containment |
|---------------------------------------------|----------------------------------------------|---------------------------------------------|
| All Moves | 20,293 | 22,495 |
| Internal Moves | 9,221 | 9,221 |
| Self-Containment Rates | 45% | 41% |
| All Moves, Excluding Long Distance Moves | 14,950 | 15,614 |
| Self-Containment Rates | 62% | 59% |

Source: Iceni based on ONS Census 2021

- 3.12 By this benchmark, Guildford could not be considered an HMA in its own right; however, given the strong migratory and geographical ties with Waverley, the two areas may be considered together, as is the case with a few other combinations.
- 3.13 Looking initially at the authorities considered in the 2015 SHMA to form the Core West Surrey HMA (Guildford, Waverley and Woking), the data suggest that self-containment rates do not exceed the typical 70% threshold for both in-migration and out-migration (68/69%). When expanding the area to include Rushmoor, the figure increases to 70/71%.
- 3.14 It must be borne in mind that the 70% threshold is only a “typical” threshold and that 68% and 69% are relatively close to this threshold. We must also keep in mind that Guildford will attract many students from the broader South East, which may skew this figure. Rushmoor also adds the complication of cross-county boundaries.

¹ Long distance moves are defined as those with origins/destinations outside of the South East.

Table 3.3 Self-containment rates for select local authorities
(excluding long-distance moves)

| Local Authority / Authorities | Out Migration-Based Self-Containment | In Migration-Based Self-Containment |
|------------------------------------------|--------------------------------------|-------------------------------------|
| Guildford | 62% | 59% |
| Waverley | 56% | 54% |
| Guildford + Waverley | 67% | 64% |
| Guildford + Waverley + Woking | 68% | 69% |
| Guildford + Waverley + Woking + Rushmoor | 70% | 71% |

Source: Iceni analysis of Census 2021

Commuting

- 3.15 The Table below shows the total number of out-commuters from Guildford to neighbouring local authorities. The most significant volumes of out-commuters from Guildford are to Waverley, followed by Woking and Rushmoor.
- 3.16 Guildford is also a significant workplace location for many people residing outside the borough. Waverley is the largest source of in-commuters to Guildford, followed again by Rushmoor and Woking. Surrey Heath, East Hampshire and Mole Valley also see a number of people commuting to Guildford, although this is not quite as high.
- 3.17 Elmbridge and Runnymede are the only two authorities which see more commuters coming from Guildford than going to it, although the difference is minor in Runnymede compared to Elmbridge.

Table 3.4 Commuting to and from Guildford by Local Authority

| Local Authority | Out-commuting from Guildford | In-commuting to Guildford | Net Commuting* |
|------------------------|------------------------------|---------------------------|----------------|
| Guildford ² | 55,024 | 55,024 | |
| Waverley | 2,720 | 4,334 | -1,614 |
| Woking | 1,702 | 2,626 | -924 |
| Rushmoor | 1,349 | 2,866 | -1,517 |
| Surrey Heath | 994 | 1,415 | -421 |
| Elmbridge | 949 | 612 | 337 |
| Mole Valley | 697 | 1,105 | -408 |
| Runnymede | 490 | 482 | 8 |
| Hart | 352 | 830 | -478 |
| Kingston upon Thames | 305 | 374 | -69 |
| East Hampshire | 292 | 1,327 | -1,035 |

Source: ONS Census 2021 *Negative figure is more in commuting to Guildford

- 3.18 In commuting terms, we can also examine the self-containment rates of residents in the Borough (the percentage of employed residents who also work in the borough) and Jobs (the percentage of jobs in the borough taken up by residents).
- 3.19 In total, the 2021 Census states that 74,541 people are working in Guildford; of these, 55,024 also live in Guildford. This is the equivalent of a job-based self-containment rate of 70%.
- 3.20 Whilst high, this is not high enough to suggest that Guildford could be considered its own travel-to-work area (TTWA) as ONS typically seeks a 75% threshold.

² Includes those who live and work in Guildford and those who live in Guildford who work from home

- 3.21 The table below also considers the same figures for Waverley and Woking, and these areas combined. When the three areas are combined, a job-based self-containment rate of 81% is reached.

Table 3.5 Job-Based Self Containment

| Local Authority | Total working in the area | Total Working and Living in the area | Self Containment Rate |
|-----------------|---------------------------|--------------------------------------|-----------------------|
| Guildford | 78,602 | 55,024 | 70% |
| Waverley | 62,769 | 47,852 | 76% |
| Woking | 50,587 | 39,440 | 78% |
| Combined | 191,958 | 154,542 | 81% |

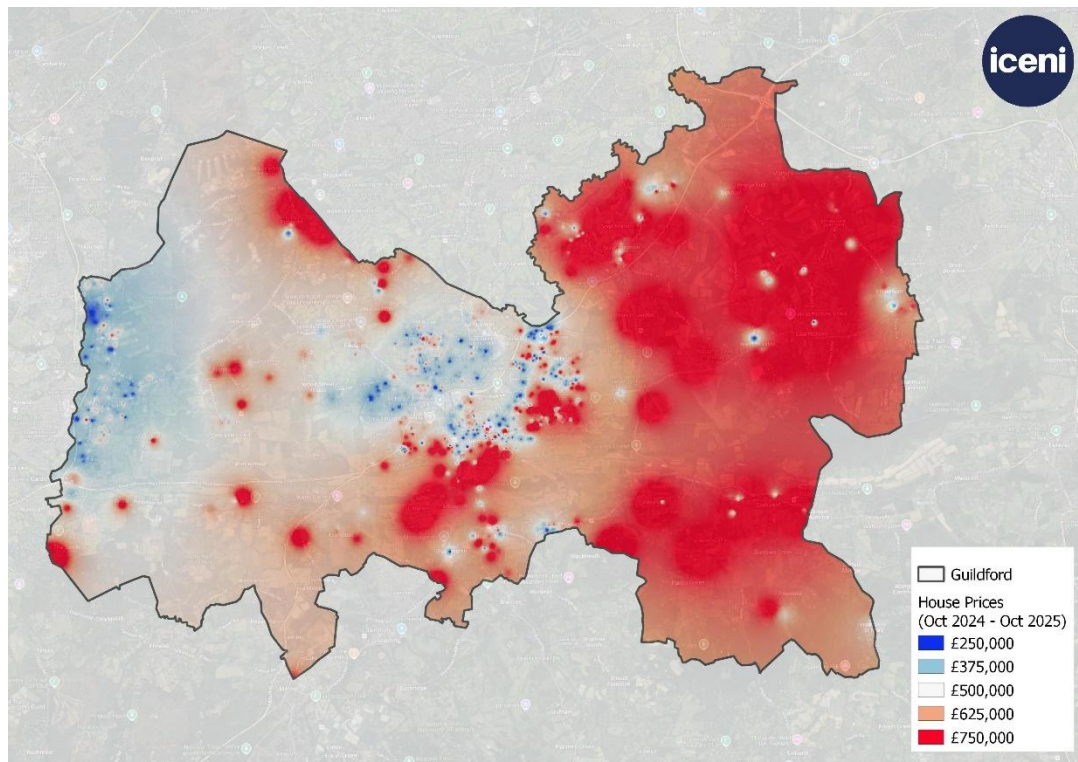
Source: ONS Census 2021

- 3.22 In total, the 2021 Census states that 69,773 Guildford residents are employed; of these, 55,024 also work in Guildford. This is the equivalent of a residence-based self-containment rate of 79%. While this exceeds the 75% threshold for a TTWA sought by ONS, it is supported by significant levels of working from home.

House Prices

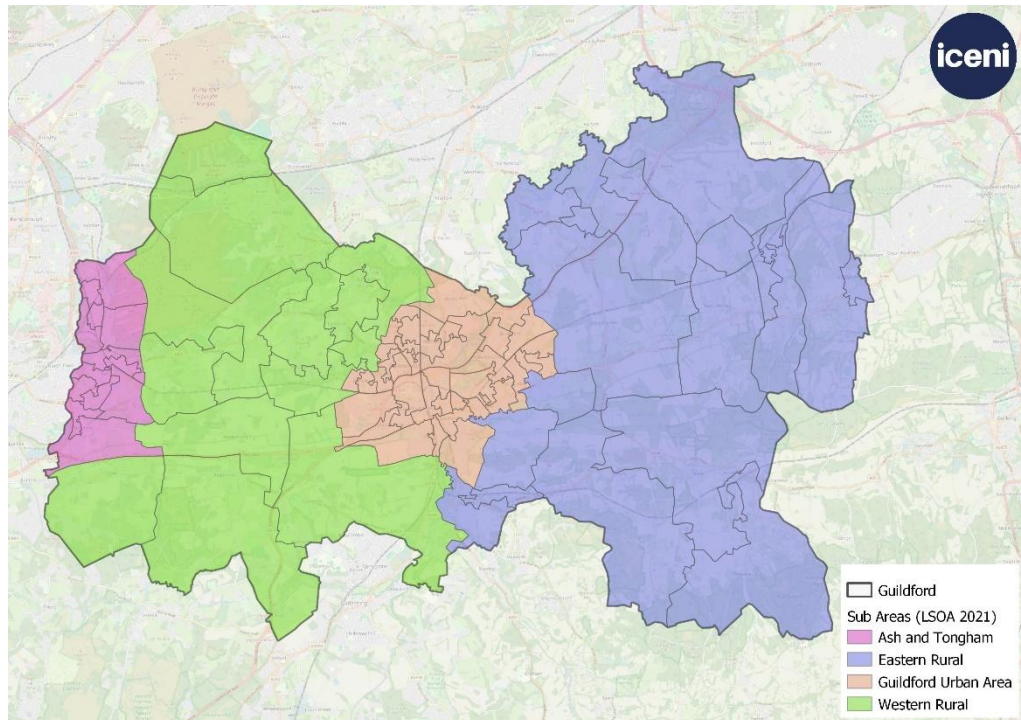
- 3.23 The figure below shows the variation in median house prices across the borough. There is clearly an urban/rural split here, with Guildford Town, Ash, and Tongham seeing lower prices, as would be expected in more urban areas, which typically have smaller units (flats and terraced homes).
- 3.24 However, it would also appear that there is a split even within the rural areas, with the parts of Guildford that lie to the east and south of the town seeing higher prices than those to the west.

Figure 3.1 House Prices (October 2024 to October 2025)



Source: Iceni analysis of Land Registry Data

- 3.25 This could be linked to the quality of the place, but also better public transport access to Central London and a better proximity to it along the A3.
- 3.26 While house prices only provide a limited benefit when assessing the housing market area, they are highly beneficial when identifying sub-areas. We have therefore sought to identify sub-areas within Guildford based on house prices within the borough.
- 3.27 As described, these sub-areas have been used to define the apparent urban/rural and eastern/western split across Guildford. These have been defined using Lower Super Output Areas (LSOAs), as shown in the sub-area boundaries overleaf.

Figure 3.2 Sub Area Boundaries

Source: Iceni Projects, 2025

- 3.28 We have identified four sub-areas, which include the Guildford Urban Area, Ash and Tongham Urban Area, which includes Ash Vale, the Western Rural Area, which includes Worplesdon, Flexford and Fairlands and the Eastern Rural Area, which includes the Clandons, the Horsleys and Shere, among other settlements.

Functional Geographies Summary

- 3.29 This section seeks to consider commuting and migration data from the 2021 Census to understand how this may have changed since 2015.
- 3.30 Overall, this assessment concludes that it is broadly appropriate for Guildford to remain within the previously identified Housing Market Area alongside Woking and Waverley. This is based on commuting and migration patterns from the 2021 Census.

4. Housing Stock

- 4.1 As of 2024, Guildford had 61,184 dwellings. This represents a 9.1% increase in the period since 2011. This compares to an increase of 12.3% in the South East region and 11.5% nationally.

Table 4.1 Dwelling Stock Change

| | 2011 | 2024 | Change | % Change |
|------------|------------|------------|-----------|----------|
| Guildford | 56,080 | 61,184 | 5,104 | 9.1% |
| Surrey | 473,154 | 520,647 | 47,493 | 10.0% |
| South East | 3,694,388 | 4,148,547 | 454,159 | 12.3% |
| England | 22,976,066 | 25,617,413 | 2,641,347 | 11.5% |

Source: 2011 Census and MHCLG Live Table 125

- 4.2 Looking at the sub-area-based dwelling stock change, it is only possible to examine this up to 2021 due to data limitations. As set out below, the most significant change in dwellings between 2011 and 2021 is observed in the Ash and Tongham sub-area, with a 6.2% increase and the Guildford Urban Area (6.1%).

Table 4.2 Dwelling Stock Change by Sub Area

| | 2011 | 2021 | Change | % Change |
|----------------------|--------|--------|--------|----------|
| Ash and Tongham | 8,478 | 9,005 | 527 | 6.2% |
| Eastern Rural | 12,827 | 13,390 | 563 | 4.4% |
| Guildford Urban Area | 27,463 | 29,132 | 1,669 | 6.1% |
| Western Rural | 7,312 | 7,496 | 184 | 2.5% |
| Borough of Guildford | 56,080 | 59,029 | 2,949 | 5.3% |

Source: 2011 and 2021 Census

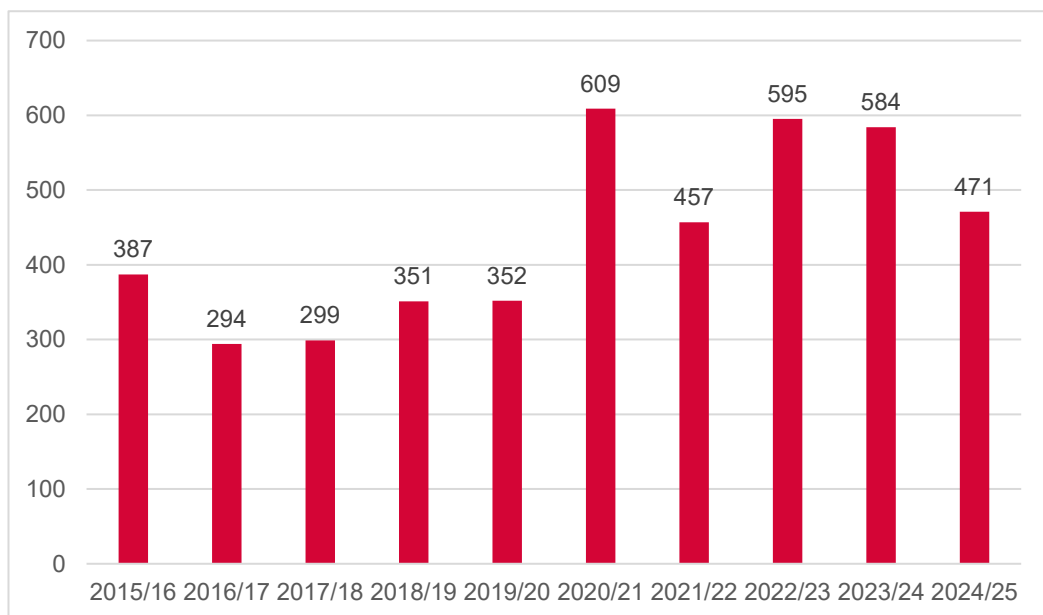
Housing Delivery Trends

- 4.3 Housing delivery in Guildford has varied year-on-year, but averages indicate a consistent contribution of new supply over the past decade, with a broadly upwards trend in delivery.
- 4.4 Completions peaked in 2020/21 (609 dwellings). Within the period shown, the fewest completions occurred in 2016/17 (294). Housing completions over the most recent five years (2020-2025) have

averaged at 543 dpa, higher than the longer-term (2015-2025) average of 440 dpa.

- 4.5 The completion trends have very likely been influenced by the adoption of the new Local Plan in 2019, which would have led to the increase in delivery seen in 2020/21 onwards.

Figure 4.1 Guildford Completions C3 only



4.6

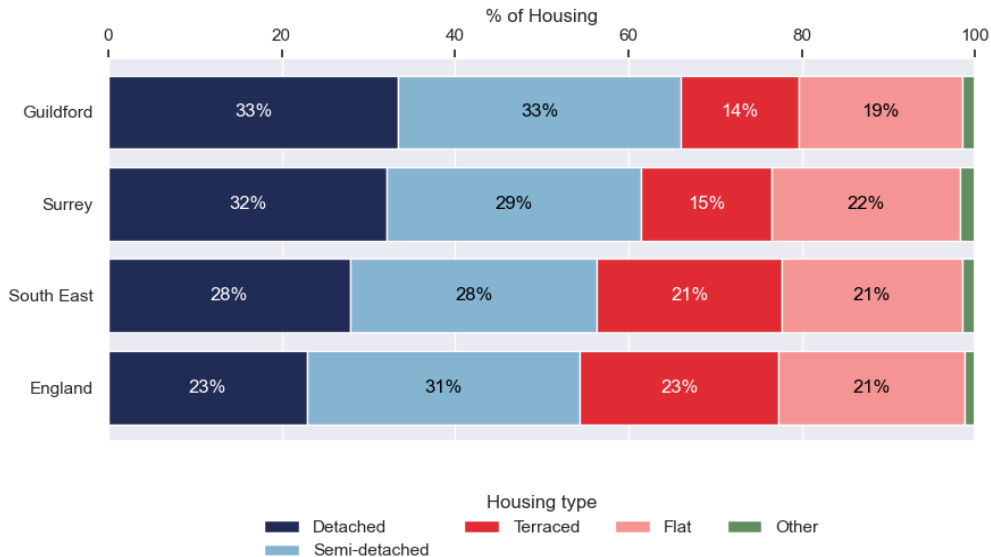
Source: Council Monitoring

Dwelling Type

- 4.7 The highest proportion of households in Guildford are detached and semi-detached homes, each making up 33% of the housing stock. For both property types, rates in Guildford are higher than in Surrey and England.
- 4.8 Conversely, the proportion of terraced (14%) and flats (19%) in Guildford is lower than the Surrey, regional and national comparatives. This is perhaps surprising, given that Guildford is the largest town in the county.

- 4.9 In summary, Guildford's housing stock is dominated by larger properties, reflecting the suburban and rural hinterland of the borough relative to the wider comparatives.

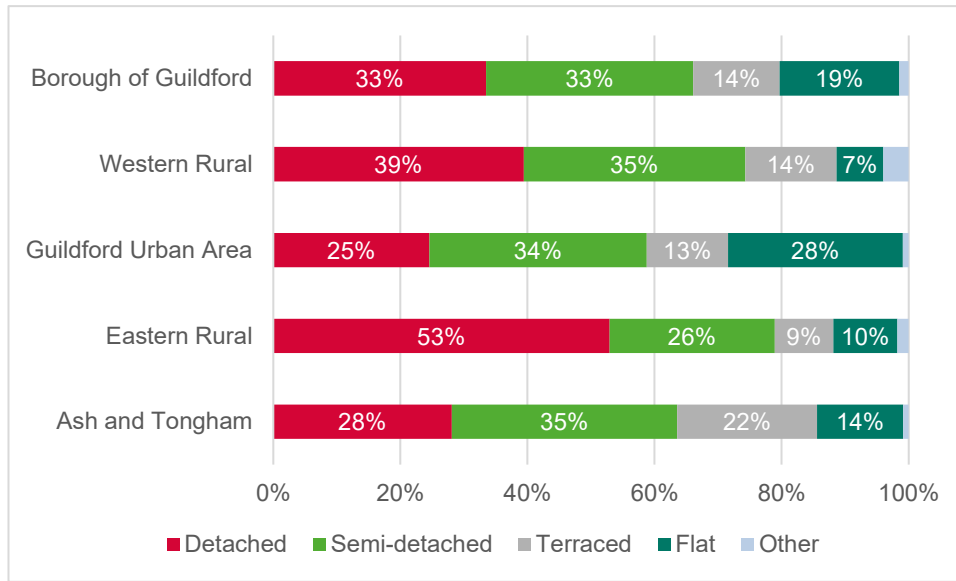
Figure 4.2 Dwelling Types



Source: 2021 Census

- 4.10 The sub-area data confirms that the mix of dwelling types varies across the Borough. The more rural sub-areas in the East and West record higher shares of detached housing. The Eastern area has a high proportion of detached homes (53%).
- 4.11 In contrast, the urban areas show greater proportions of terraced and flatted stock, including 28% flats in the Guildford Urban Area. However, even in these areas, detached and semi-detached housing comprises the majority of the stock.

Figure 4.3 Dwelling Type by Sub Area

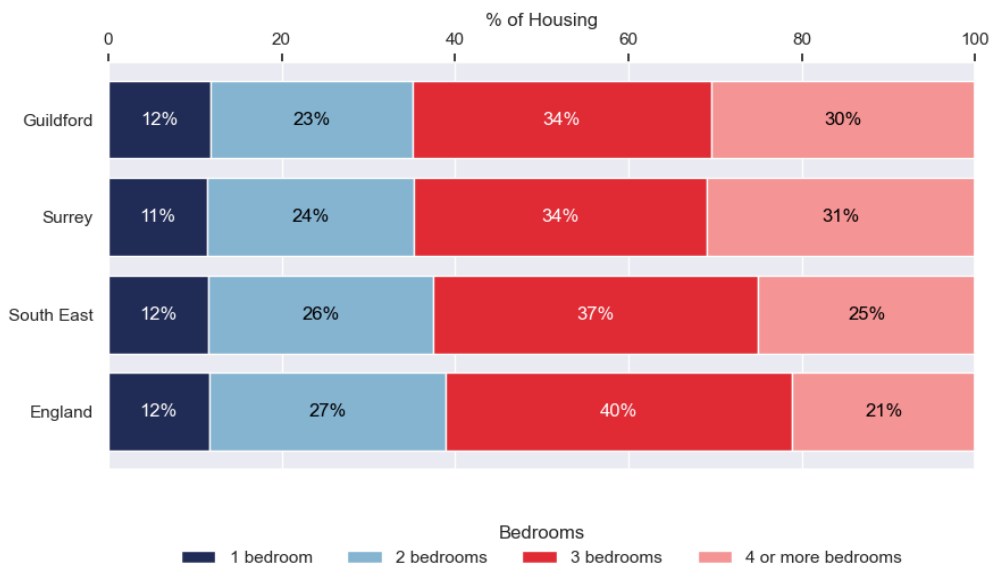


Source: 2021 Census

Bedrooms

4.12 Reflecting the dominant housing types, the housing stock in Guildford is characterised by three-bedroom homes (34%), followed by four-plus-bedroom homes (30%). In contrast, two-bedroom dwellings (23%) and one-bedroom homes (12%) make up the remaining 35% of the stock.

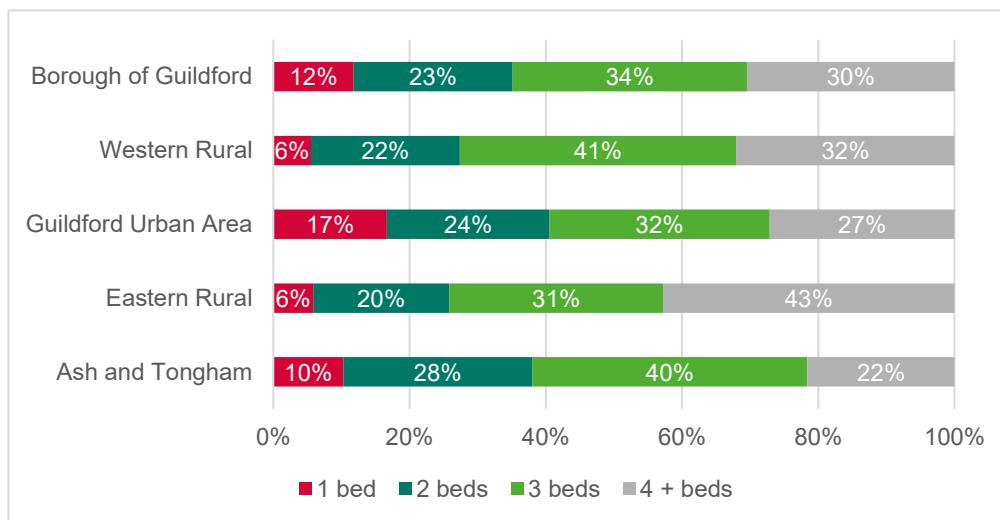
Figure 4.4 Dwelling Size



Source: 2021 Census *numbers may not sum due to rounding

- 4.13 This profile is broadly consistent across the wider area, particularly Surrey, though the relative proportion of larger (4+ bedroom) homes is slightly higher in Guildford than in the region or country.
- 4.14 At the sub-area level, the more urbanised Guildford Urban Area and Ash and Tongham have lower percentages of 4+ bedrooms and a higher percentage of 1-bedroom homes than elsewhere in the borough.

Figure 4.5 Dwelling Size by Sub Area



Source: 2021 Census

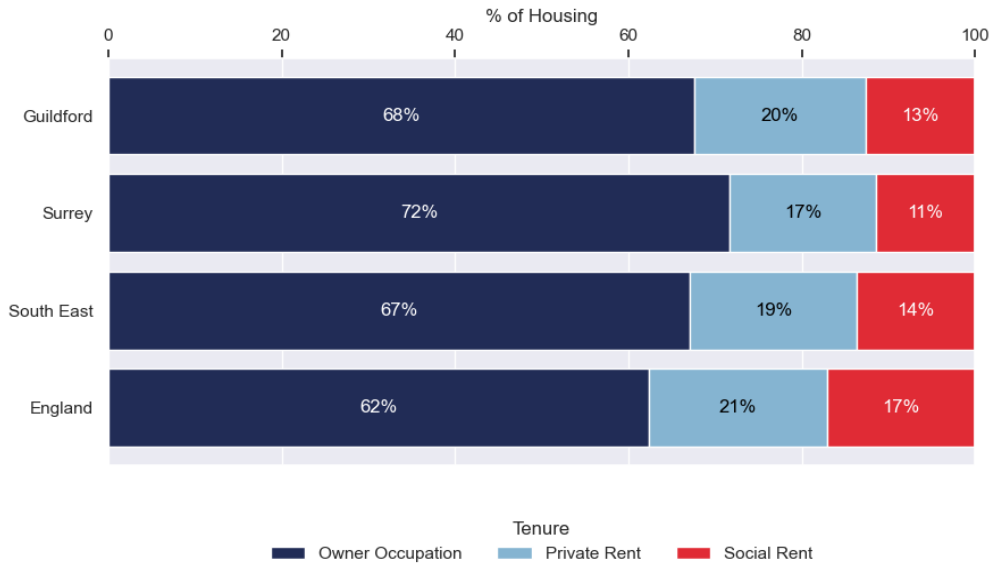
- 4.15 The Eastern Rural sub-area shows the highest proportion of four-bedroom properties at 43%. The rural sub-areas also have a comparatively low proportion of 1-bedroom dwellings at 6% each.

Tenure

- 4.16 Owner occupation is the most common tenure in Guildford (68%), accounting for just over two-thirds of all households. This is slightly higher than the regional (67%) and national (62%) figures, but below Surrey's (72%).
- 4.17 The proportion of social renters within Guildford (13%) is slightly higher than Surrey overall (11%) but lower than the regional (14%) and national (17%) comparators.

- 4.18 Private renting in Guildford shows a higher rate at 20% than most other areas shown. With Surrey sitting at 17%, the South East at 19% and the national rate at 21%. This will, in part, be linked to the student market.

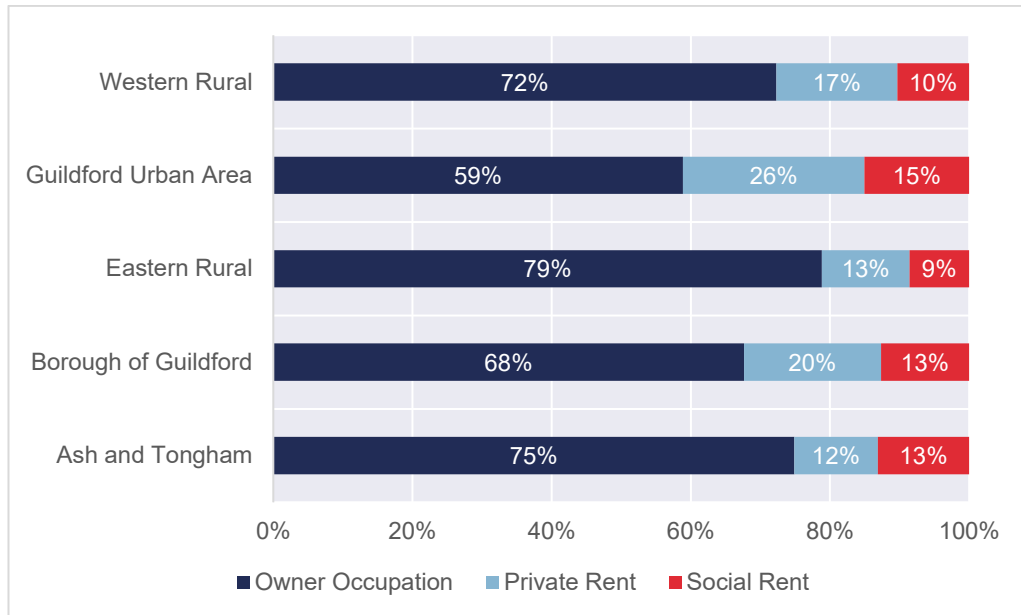
Figure 4.6 Tenure



Source: 2021 Census

- 4.19 At the sub-area level, there is a small variation in the tenure profile of households. Some areas show higher concentrations of owner-occupied housing, while others show a greater role for private renting or social housing.
- 4.20 Of all sub-areas, the Eastern Rural sub-area shows the largest proportion of ownership (79%). The highest proportions of private and social renting are seen in the Guildford Urban sub-area.

Figure 4.7 Tenure by Sub Area

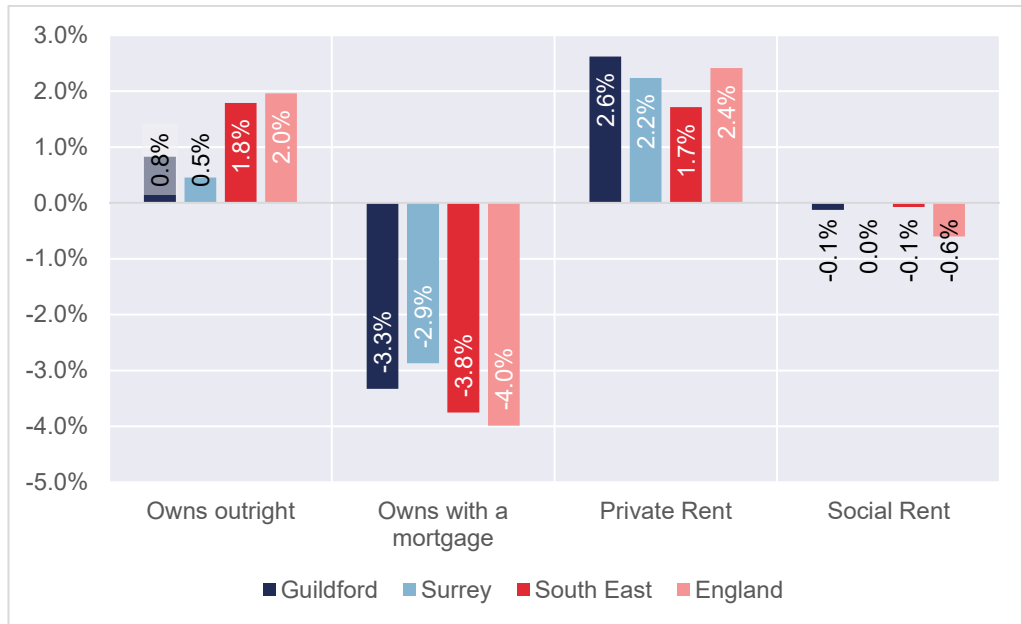


Source: 2021 Census

Change in tenure

- 4.21 Between the 2011 and 2021 Censuses, Guildford recorded slight shifts in its tenure profile. Owner occupation with a mortgage declined, while outright ownership increased.
- 4.22 Surrey, in general (including Guildford), has seen a smaller increase in outright ownership than other areas. The most significant decrease in ownership with a mortgage and the largest increase in social rented homes is seen in England overall, followed by the South East.
- 4.23 This indicates a changing housing tenure landscape with less direct homeownership and more reliance on renting in Guildford. This pattern is repeated nationally and reflects the deteriorating affordability of market housing.

Figure 4.8 Tenure change (2011-2021)

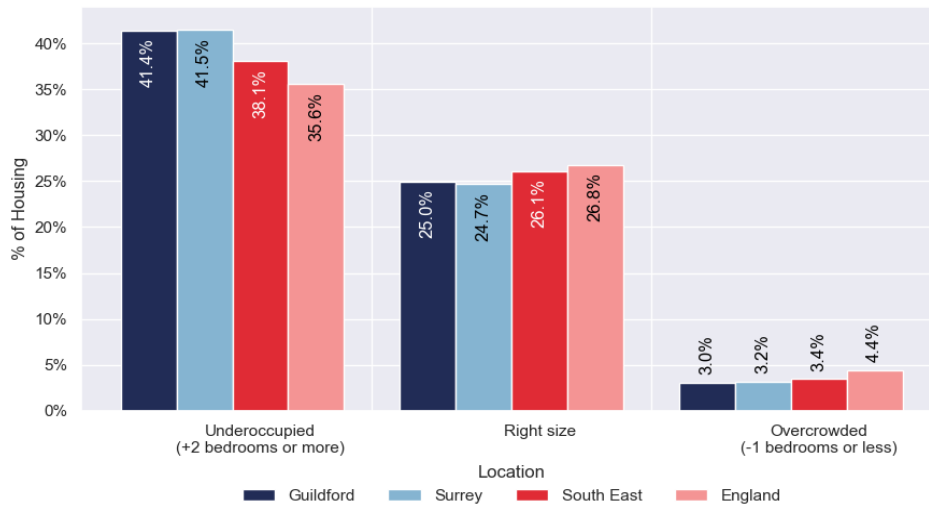


Source: 2021 and 2011 Censuses

Occupancy

- 4.24 Census data on occupancy indicates that a substantial proportion (41.4%) of households in Guildford under-occupy their homes, meaning they have more than two bedrooms than required by the household composition.
- 4.25 This is often the case for areas with dwelling stock dominated by larger homes, which is the case in Guildford, and/or those areas with an ageing population (empty nesters), which, as set out later in this report, also relates to Guildford.
- 4.26 In contrast, overcrowding in Guildford is low (3%) in comparison to the broader areas shown in the figure below. Typically, this is seen in areas with smaller homes and high levels of multi-generational households.

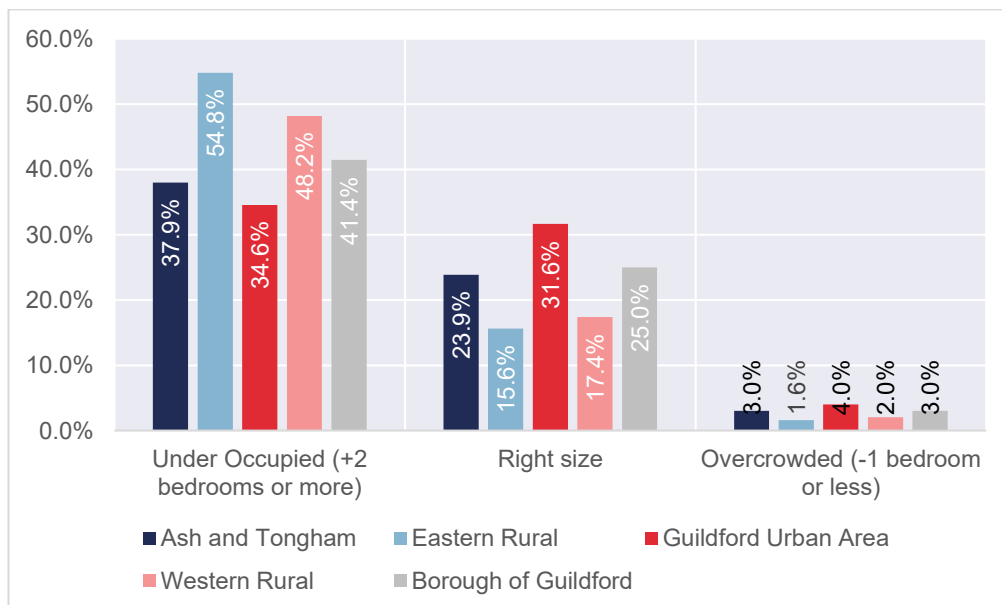
Figure 4.9 Occupancy rating (bedroom standard)



Source: 2021 Census

4.27 Overcrowding remains low across all sub-areas, with the Guildford Urban sub-area showing a slightly higher rate. The data show a higher proportion of under-occupation in the Eastern and Western Rural sub-areas (the areas with the largest stock). However, the rate seen in the Eastern Rural area is significantly higher, at over half of households (54.8%).

Figure 4.10 Occupancy Rating by Sub Area (Bedroom Standard)



Source: 2021 Census

- 4.28 The Guildford Urban sub-area shows the lowest proportion of under-occupancy and the highest rate of households living in the right-sized accommodation. Again, this reflects the smaller housing stock in the more urbanised area.

Housing Stock - Summary

- 4.29 As of 2024, Guildford had 61,184 dwellings and had increased its housing stock since 2011 at a slower rate than the South East region and nationally.
- 4.30 Housing completions over the most recent five years (2020-2025) have averaged at 543 dpa, higher than the longer-term (2015-2025) average of 441 dpa.
- 4.31 Owner occupation is dominant in Guildford, with social renters being slightly higher than the Surrey comparator, but lower than regional and national levels.
- 4.32 Private renting in Guildford is more prevalent than in the County and region but slightly lower than England overall.
- 4.33 Dwelling types in Guildford are dominated by detached and semi-detached homes, higher than the Surrey and national averages.
- 4.34 Linked to this, there is a higher proportion of three-bedroom and four-plus-bedroom properties in Guildford.
- 4.35 Occupancy data shows 41.4% of Guildford households live in under-occupied properties, with overcrowding low at 3%. This relates to the stock of larger homes and the ageing population.

5. Housing Market Dynamics

National Housing Market Commentary

- 5.1 On a national level, Savills' January 2026 UK Housing Market Update reports that House Prices in the UK grew by 0.6% in 2025, lower than the Savills forecast of 1%.
- 5.2 Activity levels were considered to remain robust, supported by high numbers of First Time Buyers (FTBs). There were 384,000 FTB mortgage completions over the 12 months to September 2025, the highest level since the Global Financial Crisis (excluding a brief post-Covid spike). In terms of rental growth, the previous September 2025³ report noted that while house price growth is falling, rental growth continues to grow, although at 2.4% in the last year, this is in line with the purchase market.
- 5.3 There were also concerns about landlords leaving the rental market. This is a result of the cost of improvements required in rental homes to meet EPC standards (although this is now delayed), the Renters Reform Bill, and suggestions to levy National Insurance on profits.
- 5.4 Again, notes from 2025 state that there was strong activity in the Buy-to-Let (BTL) sector. With the number of BTL mortgages in Q1 2025 being 39% higher than in Q1 2024. This was due to stamp duty changes in April, with landlords taking advantage of the higher thresholds.

³ https://www.savills.co.uk/research_articles/229130/380629-0

House Prices

- 5.5 The median house price in Guildford, based on data for the year to September 2025, is £485,000, slightly below the Surrey average. The highest median value, at £500,000, is in Surrey, significantly higher than the median prices across the South East and nationally.

Table 5.1 Median House Prices, September 2025

| | Median House Price, Year to September 2025 |
|-------------------|---------------------------------------------------|
| Guildford | £485,000 |
| Surrey | £500,000 |
| South East | £375,000 |
| England | £289,995 |

Source: ONS, 2024

- 5.6 As set out in the table below, median house prices for all property types are significantly higher in Guildford and Surrey, when compared to the broader context. This highlights its position as a desirable, high-value housing market in the South East. Although for all housing types, Guildford is below the Surrey equivalent.

Table 5.2 Median Price by Type (Year ending September 2025)

| | Detached | Semi-detached | Terraced | Flat/Maisonette |
|-------------------|-----------------|----------------------|-----------------|------------------------|
| Guildford | £807,500 | £475,000 | £402,000 | £269,800 |
| Surrey | £827,750 | £520,000 | £428,250 | £280,000 |
| South East | £590,000 | £395,000 | £325,000 | £220,000 |
| England | £420,000 | £270,000 | £235,000 | £230,250 |

Source: ONS Median House Price for Administrative Geographies

- 5.7 The Eastern Rural sub-area consistently shows the highest median prices across all property types, followed by the Guildford Urban Area sub-area. Ash and Tongham show the lowest median prices across all property types compared with the other sub-areas.

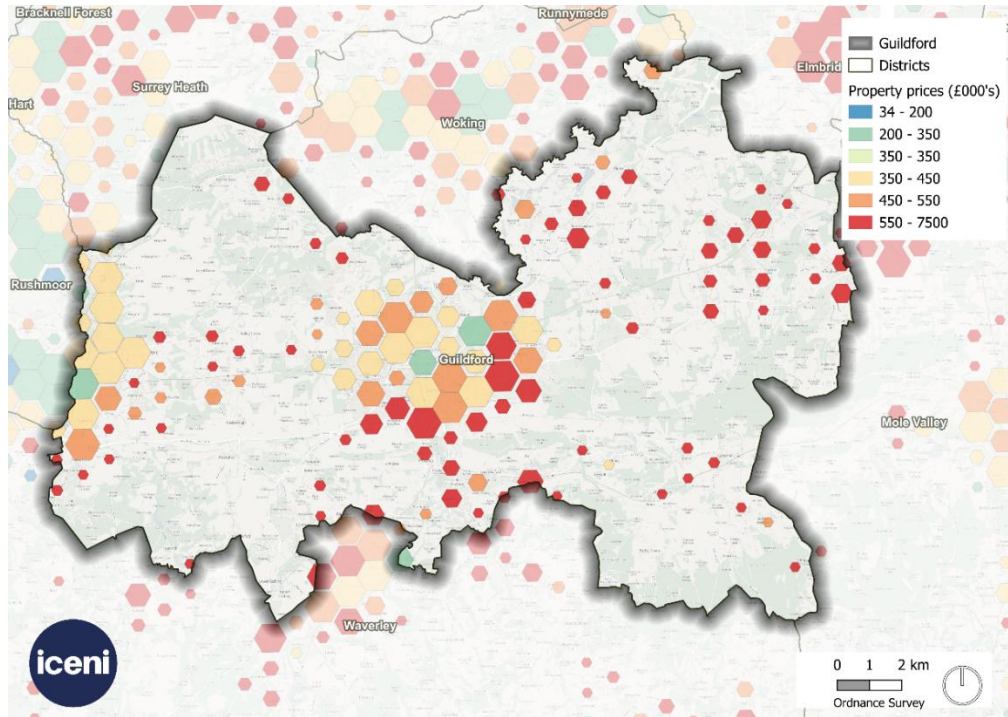
Table 5.3 Median Price by Type – Sub areas (Year ending September 2025)

| | Detached | Semi-detached | Terraced | Flat/ Maisonette | All |
|-----------------------------|-----------------|----------------------|-----------------|-----------------------------|------------|
| Ash and Tongham | £540,167 | £418,750 | £351,667 | £224,083 | £408,333 |
| Eastern Rural | £944,450 | £629,333 | £536,667 | £310,333 | £717,917 |
| Guildford Urban Area | £813,333 | £508,333 | £437,217 | £289,158 | £468,067 |
| Western Rural | £784,167 | £509,833 | £422,500 | £263,750 | £535,833 |
| Guildford | £805,833 | £492,333 | £409,333 | £278,333 | £491,667 |

Source: ONS Median House Price for Administrative Geographies

- 5.8 The figure below sets out the house price geography within Guildford. The size of the hexagons indicates the volume of sales in 2024, while the colour represents the value.
- 5.9 A high proportion of sales across Guildford are within the mid-range to higher end of the property market. There are areas within the Guildford Urban Area and the Ash and Tongham sub-areas that fall within the £200,000 to £350,000 range of median property prices.
- 5.10 However, the majority of properties in the Eastern Rural and Western Rural sub-areas are within the upper range of median property prices nationally.

Figure 5.1 Median Property Prices (2024)



Source: ONS, 2024

House Price Change

5.11 House prices in Guildford fell by 4.9% in the short term (2023 to 2024), the steepest decline among comparator areas. In the medium and longer term, Guildford’s growth is slightly below the rates shown across Surrey and the wider benchmarks.

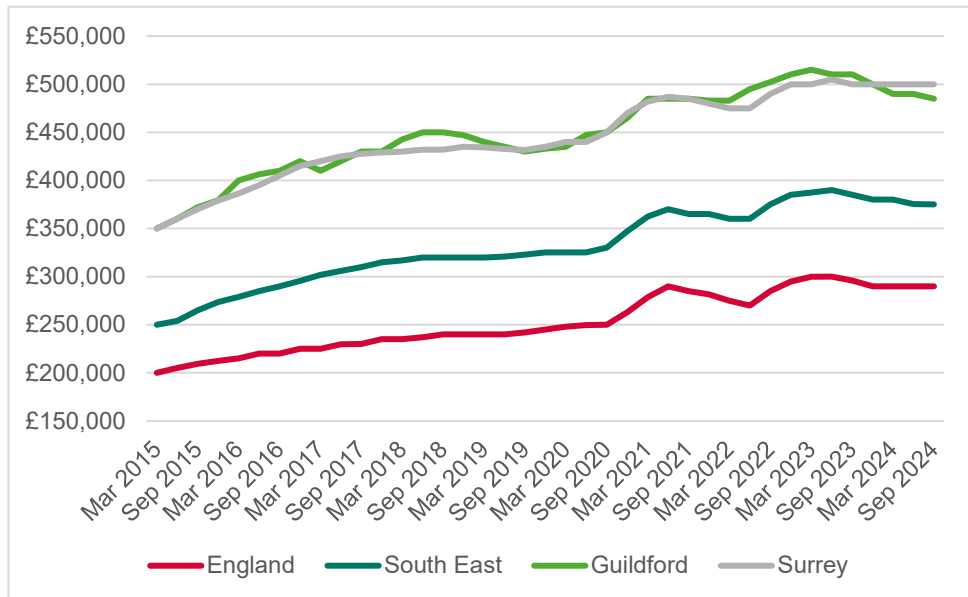
Table 5.4 House Price Change over Time – Annual Growth (CAGR)

| | 1 year (2023-2024) | 5 years (2019-2024) | 10 years (2014-2024) |
|-------------------|-------------------------------|--------------------------------|---------------------------------|
| Guildford | -4.90% | 2.44% | 7.68% |
| Surrey | 0.00% | 2.99% | 8.34% |
| South East | -2.60% | 3.03% | 8.89% |
| England | -2.03% | 3.68% | 8.26% |

Source: Iceni analysis of ONS data, 2025 (national and regional data only available to 2024)

- 5.12 As shown in Figure 4.1 below, average house prices have risen steadily since 2013 across all areas. Guildford's average is constantly above the regional and national averages, but below the wider Surrey average. This indicates a stronger local market in Guildford.

Figure 5.2 House Price Growth



Source: ONS, Median House Price for Administrative Geographies, 2025

Affordability

- 5.13 The figure below shows the median workplace-based affordability ratios over time for Guildford and its comparators. The affordability ratio is calculated by dividing the median home price by the median annual earnings of people employed in the area and measures the relative affordability of market housing.
- 5.14 During the period shown below, Guildford's affordability has worsened over the long term, with the gap between Guildford and the wider comparators widening over this period.
- 5.15 Although there has been some improvement between 2022 and 2024, the latest ratio for Guildford is 10.83 meaning that median house prices

are 10.83 times the median earning of those working in the borough, which is a significant challenge to anyone seeking to get on the housing ladder. Over the last five years the median ratio has averaged 12.3.

Figure 5.3 Affordability Ratio, 1997 to 2024



Source: ONS, ratio of house price to workplace-based earnings (lower quartile and median), 1997-2024

- 5.16 At 10.87 the residence-based median ratio (meaning that median house prices at 10.87 times the earnings of those living in the borough) is slightly higher than the workplace ratio, suggesting that people already living in Guildford face greater affordability pressures than the local workplace population. Although this is only a recent phenomenon as the five year average reverses this trend.

Table 5.5 Affordability Ratio (Workplace-based vs. Residence-based) – Guildford

| | | 2024 | 5-year average |
|------------------------|----------------|-------------|-----------------------|
| Workplace-based | Lower quartile | 11.03 | 12.41 |
| | Median | 10.83 | 12.30 |
| Residence-based | Lower quartile | 11.56 | 12.48 |
| | Median | 10.87 | 11.69 |

Source: ONS House price to workplace-based earnings ratio, House price to residence-based earnings ratio

Transactions

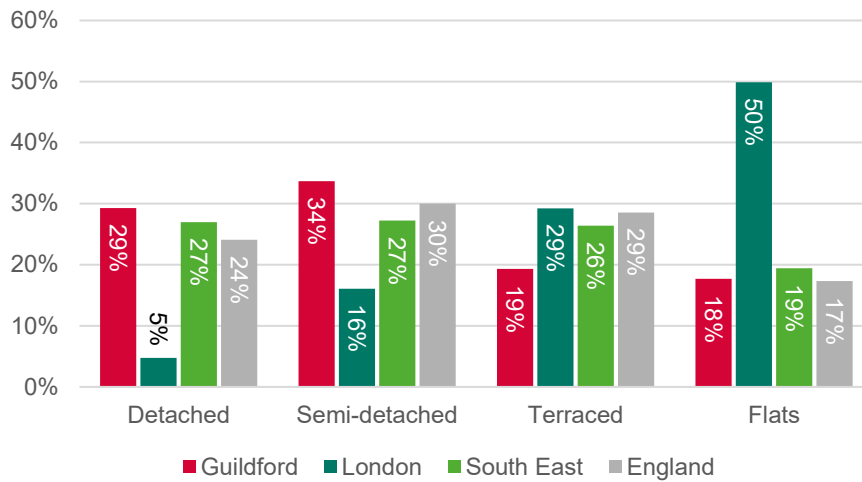
- 5.17 Indexed property sales with the index year as 2015 are shown in Figure 5.4 below. There was an overall decline in sales across all areas between 2015 and 2020. Post-pandemic, property sales increased across all areas until 2022, after which they declined sharply through 2024. This is likely due to the cost-of-living crisis and increased interest rates.
- 5.18 Although sales from 2025 show a sharp recovery, which is perhaps linked to changes to Stamp Duty or general improvements in affordability, they are still well below 2015 levels.

Figure 5.4 Indexed Property Sales (2015 to 2025)



Source: ONS, 2025

- 5.19 Guildford shows a slightly higher proportion of semi-detached home sales, followed by detached homes, which is unsurprising, given that Guildford has a higher proportion of detached and semi-detached homes than the regional and national rates.
- 5.20 Guildford has the lowest rate of terraced homes among the areas shown in the figure below. The Borough also only sees 18% of sales in flats, despite 19% of the stock in this type.

Figure 5.5 Property Sales by Type (March 2025)

Source: ONS, 2025

Agent Engagement

- 5.21 Engagement with Guildford estate and letting agents was undertaken in early December 2025 to gather qualitative insights into local market dynamics.
- 5.22 Discussions were held with representatives from a range of agencies, including Guildford branches of Knight Frank, Foxtons, Curchods, Haart, Strutt & Parker, Cavender and Seymours, covering both sales and lettings activity.
- 5.23 While the comments provide valuable context on buyer and tenant behaviour, agent perspectives are inherently subjective and may reflect conditions in specific sub-markets or client bases.
- 5.24 The findings should therefore be interpreted as indicative rather than representative of the market. Commentary on the rental market appears later in this report.

Sales Market

- 5.25 The sales market in Guildford remains steady, though activity varies by price bracket and buyer profile. It is characterised by mid-range and family-driven demand.
- 5.26 Agents consistently reported continued demand from families moving out of London, often motivated by the high rents in London and Guildford's reputation for good schools.
- 5.27 Buyers seeking larger houses look further out of London for more space and better value.
- 5.28 Areas such as Clandon, East and West Horsley form a "golden triangle" popular with family buyers, while the town centre also attracts steady interest.
- 5.29 Victorian homes and smaller two-bedroom property houses remain sought after, but higher-value properties above £2 million are proving more difficult to sell.
- 5.30 The government's recent changes around private schooling appear to have created some hesitation among certain buyer groups, but overall conditions are described as relatively static.
- 5.31 Agents from Knight Frank and Strutt & Parker both noted that values have largely returned to pre-pandemic levels, following price rises during the pandemic and a slight correction over the past 18 months.
- 5.32 Despite the slowdown, agents expected renewed activity in early 2026 as confidence returns following the Autumn budget.
- 5.33 Commuter demand continues to shape the market, with buyers still valuing proximity to Guildford station and the A3, although hybrid work still allows for some flexibility.
- 5.34 One agent reported renewed interest in properties close to transport links as employers have begun calling staff back into the office.

- 5.35 Foxtons highlighted the growing importance of homeworking space, with buyers favouring homes offering studies or additional reception rooms.

Housing Market - Summary

- 5.36 The median house price in Guildford is £485,000, slightly below the Surrey average (£500,000).
- 5.37 Median house prices across all property types are significantly higher in Guildford and Surrey, underscoring the area's position as a desirable, high-value housing market.
- 5.38 Guildford house prices fell by 4.9% (short term), with 7.7% growth over 10 years, lower than Surrey and wider comparators.
- 5.39 Guildford has become significantly less affordable over time, with the gap between Guildford affordability ratio and those in the South East and Nationally widening.
- 5.40 While sales activity in 2025 shows a sharp recovery, it is still well below 2015 levels.
- 5.41 The sales market in Guildford remains steady, with demand from families moving out of London.
- 5.42 Victorian homes and smaller two-bedroom property houses remain sought after, but higher-value properties above £2 million are proving more difficult to sell.
- 5.43 Commuter demand continues to shape the market, with buyers still valuing proximity to Guildford station and the A3.

6. Overall Housing Need

Introduction

- 6.1 This section of the report considers overall housing need set against the NPPF and Planning Practice Guidance (PPG) – specifically the Standard Method for assessing housing need and the demographic implications of delivering and filling this level of homes.
- 6.2 The method used has been to develop population and household projections to ensure there is a sufficient population to occupy the suggested number of homes.
- 6.3 The projections look at the 2025-45 period. The analysis below starts with a review of local population trends.

Housing Need and the Housing Requirement

- 6.4 National government policies and guidance require housing need to be assessed as part of the plan-making process. As set out in Planning Practice Guidance (PPG):

“Housing need is an unconstrained assessment of the minimum number of homes needed in an area. Assessing housing need is the first step in the process of deciding how many homes need to be planned for. It should be undertaken separately from assessing land availability, establishing a housing requirement figure and preparing policies to address this.”⁴

- 6.5 Therefore, housing need is expected to be assessed upfront as part of the plan-making process, leaving aside constraints. The plan-making
-

⁴ [Housing and economic needs assessment - GOV.UK](#) Para ID: 2a-001-20241212

process (and the testing of spatial development options within it) then assesses whether the housing (and other development) needs identified can be met sustainably and whether any unmet needs need to be accommodated, to define the housing requirement.

- 6.6 The emphasis within the December 2024 NPPF is on plans meeting objectively assessed housing needs, unless national policies that protect areas or assets of particular importance provide a strong reason for restricting the overall scale, type or distribution of development; or the adverse impacts of doing so would significantly and demonstrably outweigh the benefits (paragraph 11b of the NPPF).

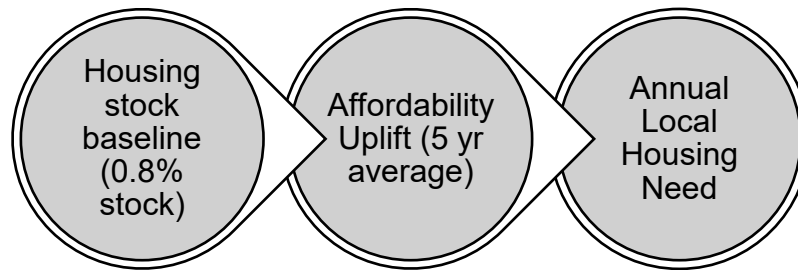
Government's Revisions to the NPPF and 'Standard Method'

- 6.7 The Government, through the December 2024 NPPF and associated PPG, revised the standard method for calculating housing need. Its ambitions are to increase housing delivery to 1.5 million homes across England over the next 5 years, with growth in all areas of the country.
- 6.8 The PPG sets out the revised standard method in the section on *Housing and Economic Development Needs Assessments*⁵. The paragraphs therein set out the methodology for calculating housing need.
- 6.9 Figure 6.1 provides an overview of the revised standard method. Step 1 sets a baseline of 0.8% of the area's existing housing stock, to which an affordability adjustment is then applied in Step 2.
- 6.10 The 0.8% per annum stock baseline removes the use of demographic projections that were previously used for the 'standard method' (which

⁵ <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

can be volatile) and provides a baseline level of provision across all areas, which is not dissimilar to the 0.89% annual increase in housing stock nationally over the last 10 years.

Figure 6.1 Overview of Revised Standard Method



- 6.11 The affordability adjustment is calculated by taking the average affordability ratio figure over the 5 most recent years for which data is available and applying a 0.95% increase for each 1% by which the average affordability ratio is above 5.
- 6.12 The benchmark affordability ratio position of 5 years is consistent with the ONS's use of this level as a broad indicator of affordability. With affordability uplifts applied to the stock baseline, the revised standard method supports the provision of around 370,000 homes nationally, which the Government consider should be targeted to improve housing affordability over time.
- 6.13 Previously, the NPPF provided scope to deviate from the standard method in assessing housing need in 'exceptional circumstances', enabling a 'justified alternative approach' to be advanced which reflects current and future demographic trends and market signals.

- 6.14 The revisions to the NPPF in December 2024 have removed the scope to use an alternative – they require housing need to be assessed using the (revised) standard method.

Revised Standard Method Calculation

- 6.15 It is a relatively straightforward exercise to calculate the local housing need using the standard method for Guildford.

Step 1: Housing Stock Baseline

- 6.16 The stock baseline is expected to be drawn from the Ministry of Housing, Communities and Local Government (MHCLG) Live Table 125 which is published annually in May each year⁶.
- 6.17 The PPG directs that ‘the most recent data published at the time should be used’. The latest data on the housing stock position is for 2024. The stock baseline is calculated as 0.8% of existing stock.
- 6.18 For Guildford, this meant 489 dwellings per annum, which is 0.8% of 61,184.

Step 2: Affordability Adjustment

- 6.19 The affordability adjustment is then to be applied, based on the average median (workplace-based) house price to income ratio over the last 5 years, which at the current time is for the 2019-2024 period.
- 6.20 For Guildford, this figure was 12.3, and the following formula is then used to calculate the affordability uplift:

⁶ <https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants>

$$\text{Adjustment factor} = \left(\frac{\text{five year average affordability ratio} - 5}{5} \right) \times 0.95 + 1$$

- 6.21 The final stage is to then multiply the housing stock baseline by the affordability adjustment factor. This shows a need for 1,168 dwellings per annum (dpa).

Table 6.1 Guildford Borough Local Housing Need

| | Guildford |
|-----------------------------------------------|-----------|
| Housing Stock, 2024 | 61,184 |
| 0.8% Stock Baseline | 489 |
| Average Median Affordability Ratio, 2019-2024 | 12.3 |
| Affordability Uplift | 239% |
| Local Housing Need (dpa) | 1,168 |

Source: Iceni analysis

- 6.22 The standard method figures change when new affordability and housing stock data are released (typically annually in March and May), and the Council may need to review any changes until the point of submission of the Local Plan, at which point the figures are ‘fixed’ for a period of two years⁷.
- 6.23 The remainder of this section examines the implications of delivering this level of housing need (and filling it) on the local population. It starts this by reviewing the current demographic position.

⁷ PPG Reference ID: 2a-008-20241212

Population

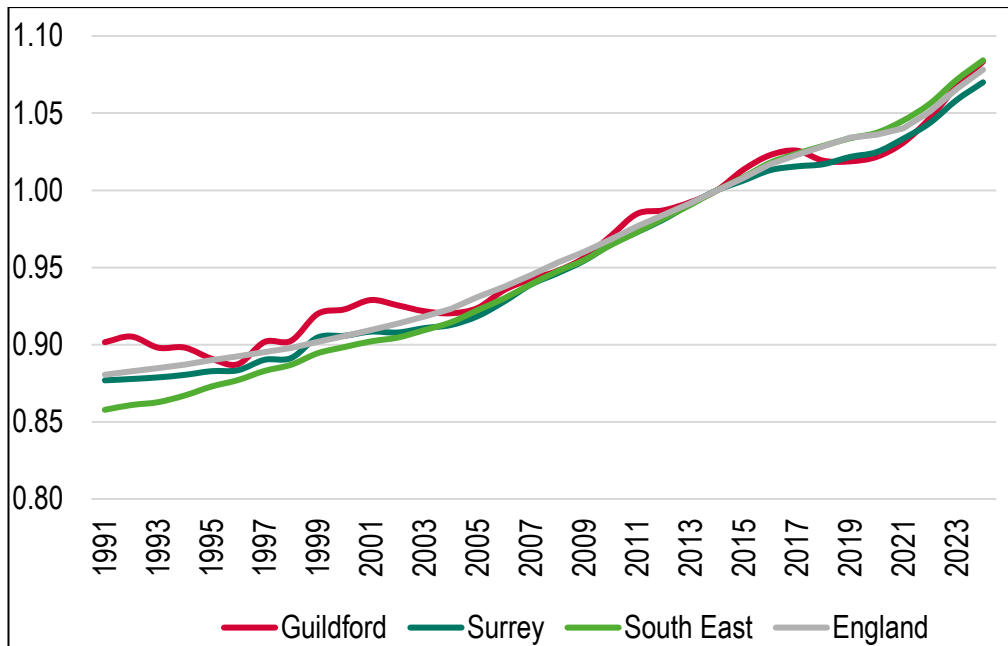
- 6.24 As of mid-2024 (the latest date for which ONS has published mid-year population estimates (MYE)), the population of Guildford is estimated to be 151,400.
- 6.25 This is an increase of around 11,700 people over the previous decade (an 8% increase), which is broadly similar to that seen across the South East and nationally.

Table 6.2 Population change (2014-24)

| | 2014 | 2024 | Change | % change |
|------------|------------|------------|-----------|----------|
| Guildford | 139,706 | 151,359 | 11,653 | 8.3% |
| Surrey | 1,166,995 | 1,248,649 | 81,654 | 7.0% |
| South East | 8,893,930 | 9,642,942 | 749,012 | 8.4% |
| England | 54,370,319 | 58,620,101 | 4,249,782 | 7.8% |

Source: ONS

- 6.26 Figure 6.2 shows an indexed population change back to 1991 (index to 1 in 2014). This shows that population growth has generally followed trends seen in other areas since about 1996 (after a period of population decline).
- 6.27 Estimated population change in the Borough has been quite variable, with several years when the population is estimated to have dropped, as well as many years with particularly strong growth – this includes the last 4 years, which followed a period of more modest population change (in the 2016-20 period).

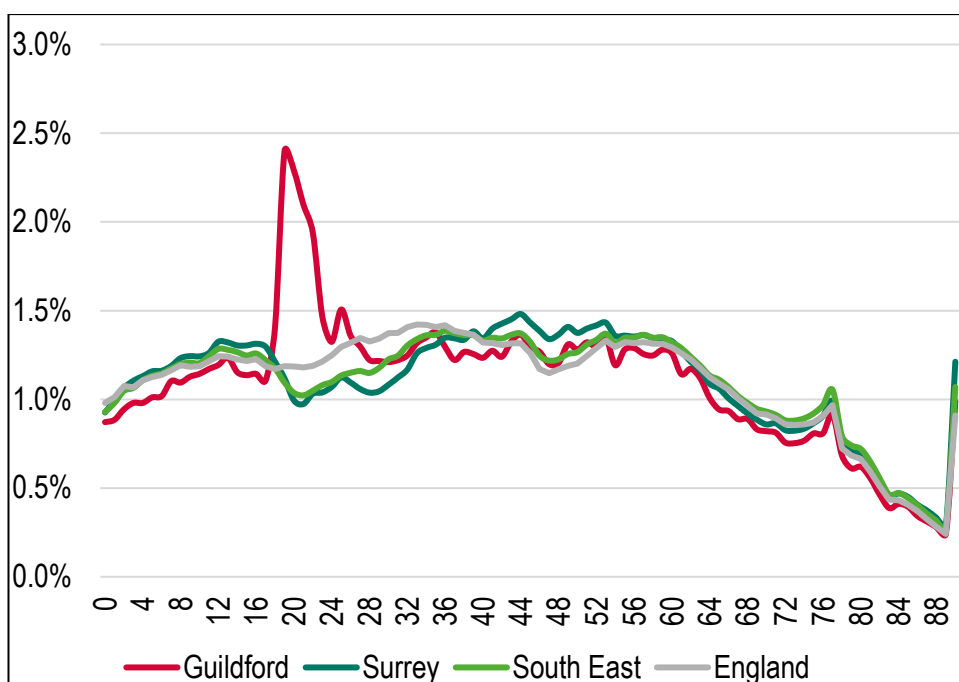
Figure 6.2 Indexed Population Change – 1991-2024

Source: ONS

Age Structure

- 6.28 The figure below shows the age structure by single year of age (compared with a range of other areas). Overall, the population structure is slightly younger than in other locations, with a lower proportion in most age groups from around 50 onward.
- 6.29 The data also shows the impact of the student population with a particular 'spike' in the proportion of the population in their late teens and early 20s.

Figure 1.6: Population profile (2024)



Source: ONS

- 6.30 The analysis below summarises the above information (including total population numbers for Guildford) by assigning population to three broad age groups (which can generally be described as a) children, b) working age and c) pensionable age).
- 6.31 This analysis confirms the slightly younger age structure with 17% of the population aged 65 and over (compared with 20% regionally and 19% across England) and 66% of working age (compared with 62% regionally and 63% nationally).

Table 6.3 Population profile (2024) – summary age bands

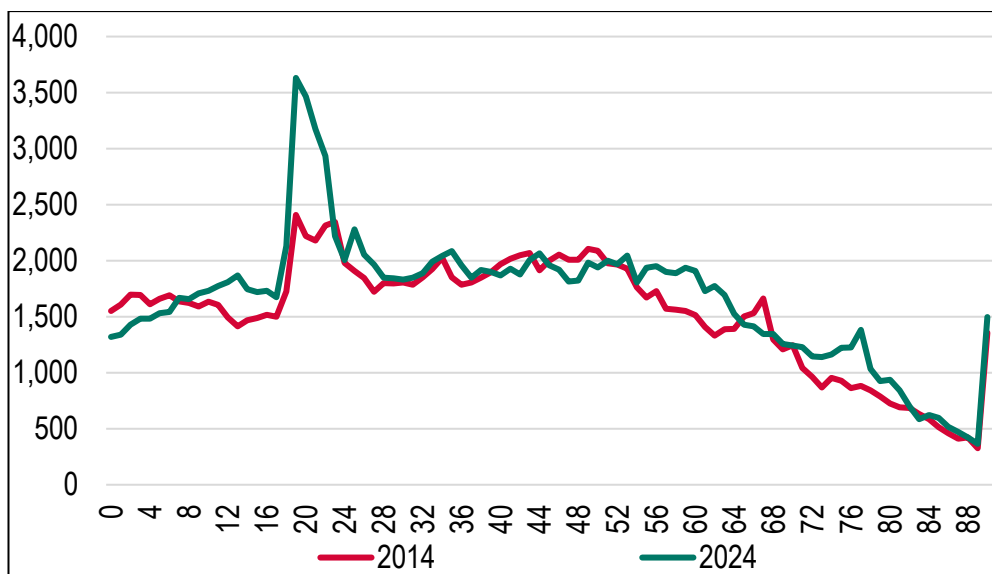
| | Guildford | | Surrey | South East | England |
|----------|------------|-----------------|-----------------|-----------------|-----------------|
| | Population | % of population | % of population | % of population | % of population |
| Under 16 | 25,802 | 17.0% | 19.0% | 18.5% | 18.4% |
| 16-64 | 99,505 | 65.7% | 61.9% | 61.7% | 62.9% |
| 65+ | 26,052 | 17.2% | 19.2% | 19.8% | 18.7% |
| All Ages | 151,359 | 100.0% | 100.0% | 100.0% | 100.0% |

Source: ONS

Age Structure Changes

- 6.32 The figure below shows how the age structure of the population has changed in the 10 years from 2014 to 2024 – the data used is based on population, so will also reflect the increase seen in this period.
- 6.33 There have been some changes in the age structure, although the overall pattern has remained the same over time – the main exception appears to be the increase in people in their late teens and early 20s. Where differences exist, they are often due to cohort effects (i.e., smaller or larger cohorts of the population ageing over time).

Figure 1.7: Population age structure (people) (2014 and 2024) – Guildford



Source: ONS

- 6.34 Again, the information above is summarised into the three broad age bands to ease comparison. This shows population increases across all age bands, with the largest proportional increase among those aged 65 and over.
- 6.35 However, in total population terms, the key growth age group has been people aged 16-64 – this age group is increasing by 8,600 people, accounting for 74% of all population change in the area.

Table 6.4 Change in population by broad age group (2014-24) – Guildford

| | 2014 | 2024 | Change | % change |
|----------|---------|---------|--------|----------|
| Under 16 | 25,462 | 25,802 | 340 | 1.3% |
| 16-64 | 90,863 | 99,505 | 8,642 | 9.5% |
| 65+ | 23,381 | 26,052 | 2,671 | 11.4% |
| TOTAL | 139,706 | 151,359 | 11,653 | 8.3% |

Source: ONS

Components of Population Change

- 6.36 The table below considers the drivers of population change from 2011 to 2024. The main components of change are natural change (births minus deaths) and net migration (internal/domestic and international). There is also an Unattributable Population Change (UPC), a correction made by ONS upon publication of Census data if the population has been under- or overestimated (this is only calculated for the 2011-21 period).
- 6.37 There are also ‘other changes’, which are variable (sometimes positive and sometimes negative, but generally balancing out over time). These changes are often related to armed forces personnel, prisoners, or boarding school pupils.
- 6.38 The data shows natural change to be dropping over time, generally, although there are still more births than deaths in the Borough. Internal Migration is variable, sometimes positive and sometimes negative.
- 6.39 International net migration has been consistently positive. In particular, the last 3 years show a notably higher level than had been seen in the past – a consistent trend with that seen nationally.
- 6.40 The analysis also shows (for the 2011-21) period a negative level of UPC (totalling around 2,300 people over the 10 years), which suggests

that when the 2021 Census was published, ONS had previously overestimated population change.

- 6.41 The UPC looks to be related to the student population and possible overestimates of the number remaining in the Borough after finishing studies (much of the UPC relates to people in their 20s and 30s).
- 6.42 It should however be noted that the levels of UPC are relatively modest, certainly in comparison to the same data for 2001-11, which showed a total of 7,200 (again negative).

Table 6.5 Components of population change, mid-2011 to mid-2024
– Guildford

| | Natural change | Net internal migration | Net international migration | Other changes | Other (unattributable) | Total change |
|---------|----------------|------------------------|-----------------------------|---------------|------------------------|--------------|
| 2011/12 | 634 | -37 | 222 | -176 | -330 | 313 |
| 2012/13 | 580 | -359 | 793 | 26 | -306 | 734 |
| 2013/14 | 515 | 214 | 958 | -274 | -334 | 1,079 |
| 2014/15 | 408 | -82 | 1,186 | 653 | -294 | 1,871 |
| 2015/16 | 473 | -685 | 1,701 | 79 | -254 | 1,314 |
| 2016/17 | 380 | -296 | 824 | -301 | -204 | 403 |
| 2017/18 | 220 | -1,471 | 746 | -208 | -197 | -910 |
| 2018/19 | 314 | -1,285 | 810 | 338 | -233 | -56 |
| 2019/20 | 129 | 170 | 830 | -595 | -130 | 404 |
| 2020/21 | 163 | -262 | 1,010 | 404 | -34 | 1,281 |
| 2021/22 | 206 | -58 | 2,492 | -421 | 0 | 2,219 |
| 2022/23 | 91 | -192 | 2,855 | 108 | 0 | 2,862 |
| 2023/24 | 215 | -378 | 2,282 | 146 | 0 | 2,265 |

Source: ONS

- 6.43 Overall, the data generally shows a continuing trend of increasing population throughout the period studied, but at quite a variable rate year-on-year (including one year (2017/18) where ONS recorded a significant decline in the population of the Borough).

Population and Household Projections

- 6.44 A demographic model has been developed to assess the potential implications of delivering 1,168 dwellings per annum during the 2025-45 period.
- 6.45 This considers the levels of migration likely to be needed to fill homes, as well as the possibility of higher levels of household formation in younger age groups (where there is evidence of a historical constraint on formation often attributed to affordability).
- 6.46 The modelling essentially has two components, firstly a population projection and then converting this into household change estimates by applying data about the communal (institutional) population and household representative rates (HRRs) – essentially the changes of someone in a particular age group also being considered as the head of household. For a base population projection, key assumptions in the modelling are:
- Taking the 2022-based subnational population projections (SNPP) as a starting point – this includes data on birth and death rates as well as migration;
 - Updating this projection to take account of mid-year population data to 2024 (looking at more recent data about births, deaths and migration); and
 - Rolling this amended projection on for a further year (to get to an estimate for 2025)
- 6.47 For household projections, data about the communal population is taken from the 2021 Census. Consistent with ONS projections, it is assumed that actual numbers are held constant up to ages under 75,

with the population proportion used for 75+ age groups. Therefore as the population increases so too does the elderly communal population.

- 6.48 For household representative rates (HRRs), the figures are calculated at the time of the Census, although consideration has also been given to data in the last three Census points (2001, 2011 and 2021). The figure below presents a summary analysis of HRR changes by age.
- 6.49 Arguably, the key groups to look at are younger age groups where there may have been a degree of suppression in household formation (due to housing supply and affordability), and this does appear to be the case in Guildford – in both the 25-34 and 35-44 age groups.
- 6.50 For some older age groups, there does also appear to be a trend of increasing or decreasing HRRs – particularly the 65-74 and 75-84 age groups. For these age groups, the ‘trends’ are more likely due to cohort effects. For example, the 65-74 age group has a high HRR in 2001 and this looks to have fed through into a high HRR in the 75-84 age group in 2011.

Figure 6.3 Change in household representative rates by age 2001-21 – Guildford



Source: ONS

- 6.51 For the base projection (which is trend-based), it has been assumed that HRRs remain at the levels shown in the 2021 Census. Still, when considering higher delivery in line with the Standard Method, the possibility of some increases in rates for younger age groups is considered. This is discussed below.

Standard Method

- 6.52 The analysis below looks at how the population and household structures might change if housing delivery were to be in line with the Standard Method (1,168 dwellings per annum).
- 6.53 The modelling flexes migration to and from the Borough such that there is sufficient population for this level of additional homes to be filled each year.
- 6.54 Within the modelling, migration assumptions have been changed so that across the Borough the increase in households matches the housing need. It is assumed that around 3% of new stock will be vacant at any time (to allow for movement within the stock).
- 6.55 This means that, at 1,168 dpa, household growth is assumed to be approximately 1,134 per annum. Adjustments are made to both in- and out-migration (e.g., if in-migration increases by 1%, out-migration decreases by 1%).
- 6.56 The Planning Practice Guidance (PPG) was revised in December 2024, alongside the new Standard Method, and provides some indication of

why the Government sees a need to increase housing delivery⁸.

Paragraph 006 (Reference ID: 2a-006-20241212) states:

‘Why is an affordability adjustment applied?’

An affordability adjustment is applied, as housing stock on its own is insufficient as an indicator of future housing need because:

- housing stock represents existing patterns of housing and means that all areas contribute to meeting housing needs. The affordability adjustment directs more homes to where they are most needed*
- people may want to live in an area in which they do not reside currently, for example to be near to work, but be unable to find appropriate accommodation that they can afford.*

The affordability adjustment is applied in order to ensure that the standard method for assessing local housing need responds to price signals and is consistent with the policy objective of significantly boosting the supply of homes. The specific adjustment in this guidance is set at a level to ensure that minimum annual housing need starts to address the affordability of homes.’

6.57 The previous PPG also stated that an affordability uplift is required because *‘household formation is constrained to the supply of available properties – new households cannot form if there is nowhere for them to live’*, and it is arguably interesting that this has now been removed.

6.58 Essentially, the Government considers that by providing more homes, there is the opportunity for increased migration to an area to fill the homes, whilst equally, one of the Government’s core objectives in planning for the delivery of 370,000 homes a year nationally is to improve affordability. Increased housing provision should provide the opportunity for additional household formation.

⁸ <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

- 6.59 For the Standard Method projection, it has been modelled that additional housing supply supports improved affordability, with HRRs for age groups 25-34 and 35-44 returning to the levels seen in 2001 (and shown on the figure above).
- 6.60 In developing this projection the population is projected to increase by 44,600 people over the 2025-45 period, with this increase being particularly strong in the 16-64 age group, although the highest proportionate change is projected in the 65 and over age group (22% of the growth is projected to be in age groups 65 and over, with this group increasing by 38%).
- 6.61 There is also projected to be an increase in the number of children. The two tables below show projected changes by age – the first table shows broad age bands and the second is in 5-year bands.

Table 6.6 Projected population change 2025 to 2045 by broad age bands – Guildford.

| | 2025 | 2045 | Change in population | % change |
|-------------|---------|---------|----------------------|----------|
| Under 16 | 25,695 | 32,062 | 6,367 | 24.8% |
| 16-64 | 99,800 | 128,118 | 28,317 | 28.4% |
| 65 and over | 26,411 | 36,328 | 9,917 | 37.5% |
| Total | 151,907 | 196,508 | 44,601 | 29.4% |

Source: Iceni analysis

Table 6.7 Projected population change 2025 to 2045 by 5-year age bands – Guildford.

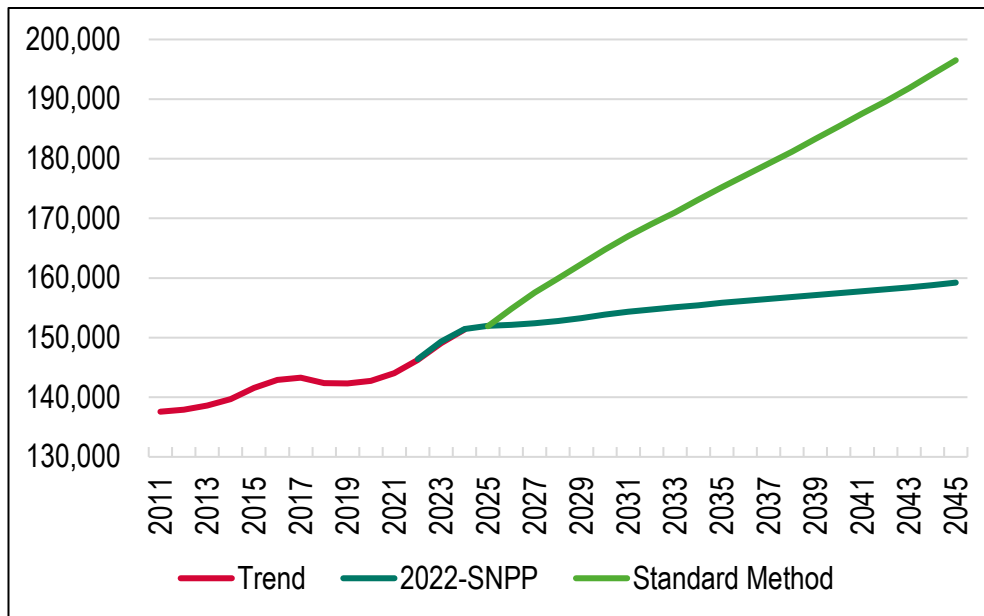
| | 2025 | 2045 | Change in population | % change |
|-----------|---------|---------|----------------------|----------|
| 0-4 | 7,003 | 10,475 | 3,471 | 49.6% |
| 5-9 | 8,015 | 10,221 | 2,206 | 27.5% |
| 10-14 | 8,917 | 9,549 | 632 | 7.1% |
| 15-19 | 11,139 | 11,400 | 260 | 2.3% |
| 20-24 | 13,822 | 15,789 | 1,967 | 14.2% |
| 25-29 | 9,790 | 12,923 | 3,133 | 32.0% |
| 30-34 | 9,488 | 14,438 | 4,950 | 52.2% |
| 35-39 | 9,911 | 15,660 | 5,749 | 58.0% |
| 40-44 | 9,683 | 14,027 | 4,344 | 44.9% |
| 45-49 | 9,601 | 13,019 | 3,418 | 35.6% |
| 50-54 | 9,865 | 11,976 | 2,111 | 21.4% |
| 55-59 | 9,376 | 11,045 | 1,670 | 17.8% |
| 60-64 | 8,884 | 9,656 | 773 | 8.7% |
| 65-69 | 6,914 | 8,378 | 1,464 | 21.2% |
| 70-74 | 5,912 | 7,963 | 2,051 | 34.7% |
| 75-79 | 5,883 | 7,198 | 1,316 | 22.4% |
| 80-84 | 3,806 | 6,153 | 2,348 | 61.7% |
| 85 & over | 3,897 | 6,635 | 2,738 | 70.3% |
| Total | 151,907 | 196,508 | 44,601 | 29.4% |

Source: Iceni analysis

- 6.62 Below are a series of charts showing past trends and projected population growth and key components of change for each of the projections linking to the Standard Method.
- 6.63 For comparison, data has also been provided from the 2022-based SNPP. The first figure examines overall population growth before considering natural change and net migration.
- 6.64 The analysis suggests the population of Guildford could rise to 196,500 by 2045 (up from 151,900 in 2025 (estimated)), a 29% increase, or 1.5% per annum.

- 6.65 For comparison, between 2011 and 2024, the population increased by an average of around 0.8% per annum, although the 2021-24 period shows 1.7% per annum. The analysis does, however, project notably higher growth than the latest (2022-based) ONS projections.

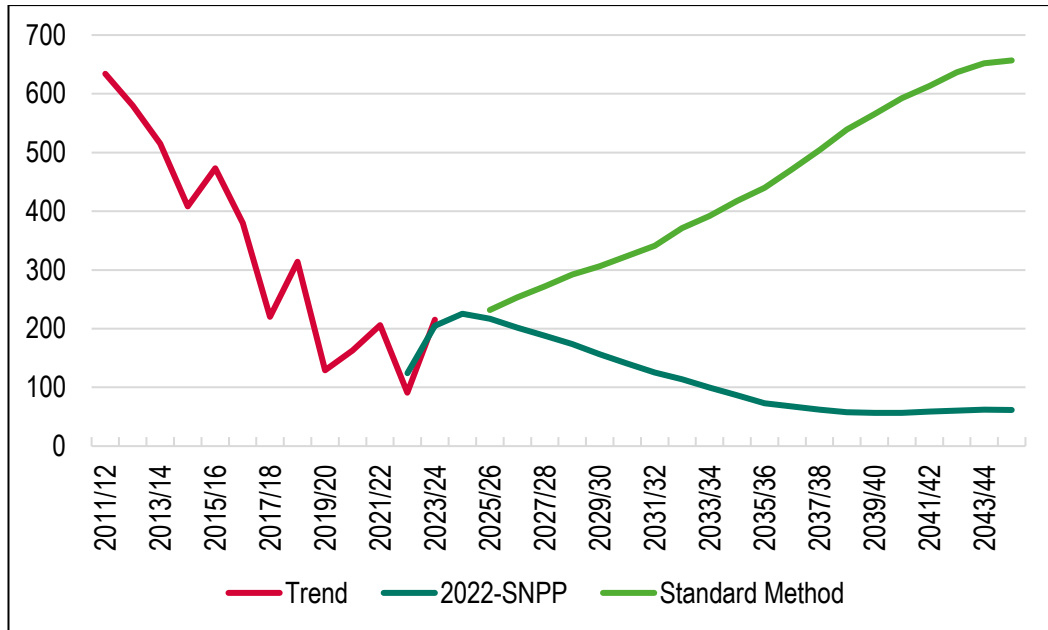
Table 6.8 Past trends and projected population – Guildford



Source: ONS and Iceni analysis

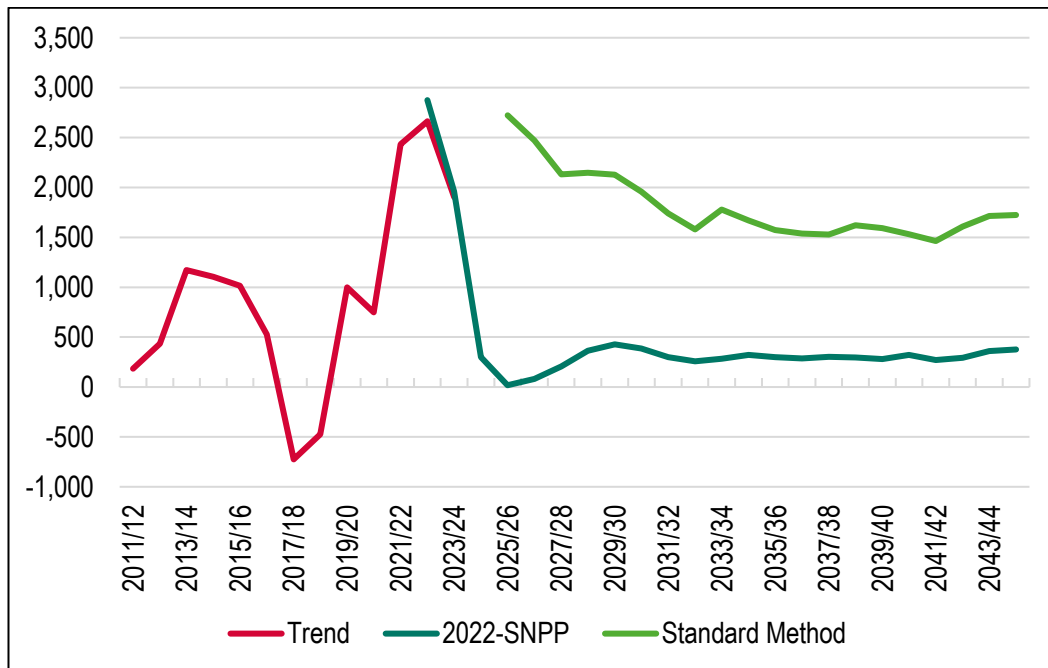
- 6.66 The figures below show projected natural change and net migration under the scenarios. Focussing on net migration, the analysis suggests that with delivery linked to the Standard Method, net migration would average a net in-migration of 1,800 people per annum over the 2025-45 period – this is similar to the level seen over the past five years (2019-24) but notably higher than long-term trends back to 2011 (900 per annum).
- 6.67 Projected net migration is at a level notably higher than projected in the 2022-SNPP (for the 2025-45 period). For natural change, the downward trend is projected to reverse.

Table 6.9 Past trends and projected natural change – Guildford



Source: ONS and Iceni analysis

Table 6.10 Past trends and projected net migration – Guildford



Source: ONS and Iceni analysis

Relationship Between Housing and Economic Growth

6.68 The analysis to follow considers the relationship between housing and economic growth, seeking to understand what level of jobs might be

supported by changes to the local labour supply (which will be influenced by population change). To assess estimates of job growth to be supported, a series of stages is undertaken. These can be summarised as:

- Estimate changes to the economically active population (this provides an estimate of the change in labour supply);
- Overlay information about commuting patterns, double jobbing (i.e. the fact that some people have more than one job) and potential changes to unemployment; and
- Bringing together this information will provide an estimate of the potential job growth supported by the population projections.

Growth in Resident Labour Supply

- 6.69 The approach taken in this report is to derive a series of age and sex specific economic activity rates (EARs) and use these to estimate how many people in the population will be economically active as projections develop.
- 6.70 This is a fairly typical approach, with data drawn in this instance from the Office for Budget Responsibility (OBR) – July 2018 (Fiscal Sustainability Report). This data has then been rebased to the 2021 Census (on age, sex and economic activity).
- 6.71 The table below shows the assumptions made for the Borough. The analysis shows that the main changes to EARs are projected to be in the 60-69 age groups – this will to a considerable degree be linked to changes to pensionable age, as well as general trends in the number of older people working for longer (which in itself is linked to general reductions in pension provision).

Table 6.11 Projected changes to economic activity rates (2025 and 2045) – Guildford

| | Males | | | Females | | |
|-------|-------|-------|--------|---------|-------|--------|
| | 2025 | 2045 | Change | 2025 | 2045 | Change |
| 16-19 | 33.7% | 34.0% | 0.3% | 31.3% | 31.5% | 0.3% |
| 20-24 | 53.3% | 53.5% | 0.1% | 52.8% | 52.9% | 0.1% |
| 25-29 | 85.3% | 85.3% | 0.0% | 82.7% | 82.7% | 0.0% |
| 30-34 | 92.1% | 92.1% | 0.0% | 84.1% | 84.1% | 0.0% |
| 35-39 | 93.2% | 93.0% | -0.2% | 83.5% | 83.8% | 0.4% |
| 40-44 | 92.7% | 92.1% | -0.6% | 83.3% | 85.2% | 1.9% |
| 45-49 | 93.4% | 92.1% | -1.3% | 83.7% | 86.8% | 3.1% |
| 50-54 | 90.7% | 90.1% | -0.6% | 79.7% | 84.2% | 4.5% |
| 55-59 | 84.6% | 84.0% | -0.6% | 73.2% | 76.6% | 3.4% |
| 60-64 | 74.2% | 77.7% | 3.5% | 59.8% | 64.7% | 4.9% |
| 65-69 | 42.5% | 54.8% | 12.3% | 32.6% | 45.0% | 12.4% |
| 70-74 | 18.2% | 21.7% | 3.5% | 11.5% | 17.6% | 6.1% |
| 75-89 | 8.4% | 8.7% | 0.4% | 3.8% | 6.4% | 2.6% |

Source: Based on OBR and Census (2021) data

- 6.72 In addition, a sensitivity has been developed where the EARs are held constant at 2021 levels. It is considered that the sensitivity is reasonable, given that data (including Census data) show that activity rates have not grown as previously forecast.
- 6.73 Working through an analysis of age and sex EARs, it is possible to estimate the overall change in the number of economically active people in the area – this is set out in the table below and shows the increase in the economically active population is projected to be up to 27,600 (a 35% increase).

Table 6.12 Estimated change to the economically active population (2025-45) – Guildford

| | Economically active (2025) | Economically active (2045) | Total change in Economically active | % change |
|---------------|----------------------------|----------------------------|-------------------------------------|----------|
| OBR EAR | 78,581 | 106,178 | 27,598 | 35.1% |
| EAR no change | 77,869 | 102,502 | 24,633 | 31.6% |

Source: *Iceni Analysis*

Linking Changes in Resident Labour Supply to Job Growth

6.74 The analysis above has set out potential scenarios for the change in the number of economically active people. However, it is arguably more useful to convert this information into an estimate of the number of jobs this would support. The number of jobs and resident workers required to support these jobs will differ depending on three main factors:

- Commuting patterns – where an area sees more people out-commute for work than in-commute, it may be the case that a higher level of increase in the economically active population would be required to provide a sufficient workforce for a given number of jobs (and vice versa, where there is net in-commuting);
- Double jobbing – some people hold down more than one job, and therefore the number of workers required will be slightly lower than the number of jobs; and
- Unemployment – if unemployment were to fall, then the growth in the economically active population would not need to be as large as the growth in jobs (and vice versa).

Commuting Patterns

- 6.75 The table below shows summary data about commuting to and from Guildford from the 2011 and 2021 Censuses. Data from both sources are used because the 2011 data is quite old, but the COVID-19 pandemic may have influenced the 2021 data.
- 6.76 In 2011, the data shows a level of net in-commuting for work with around 10% fewer residents in work (regardless of where that is) than those working in the borough.
- 6.77 By 2021, there had been little change to this figure – around 11% fewer residents in work (regardless of where that is) than those working in the area. These numbers are shown as the commuting ratio in the final row of the table.
- 6.78 They are calculated as the number of people living in an area (and working) divided by the number of people working in the area (regardless of where they live).
- 6.79 When comparing the two sources, it is worth reflecting on a large increase in the number of home workers (or those of no fixed workplace) in 2021 compared with 2011.
- 6.80 In 2011, a total of 15,000 people were recorded as home workers or as having no fixed workplace; in 2021, this figure had increased by more than two and a half times (to 39,300). As the country has moved past the pandemic, this figure may have begun to decline slightly, with implications for commuting dynamics.

Table 6.13 Commuting Patterns – Guildford

| | 2011 | 2021 |
|-----------------------------------------|--------|--------|
| Live and Work in the Borough | 24,820 | 15,713 |
| Home Workers or No Fixed Workplace | 15,002 | 39,311 |
| In Commute | 38,489 | 23,578 |
| Out Commute | 30,678 | 14,749 |
| Total Working in LA | 78,311 | 78,602 |
| Total Living in LA and Working Anywhere | 70,500 | 69,773 |
| Commuting Ratio | 0.900 | 0.888 |

Source: Census 2011, 2021

- 6.81 The analysis below looks at both sets of Census data with a further sensitivity of a balanced (1:1) commuting ratio (i.e. the increase in the number of people working in the area is equal to the number of people living in the area who are working).

Double Jobbing

- 6.82 The analysis also considers that a number of people may have more than one job (double jobbing). This can be calculated as the number of people working in the local authority divided by the number of jobs.
- 6.83 Data from the Annual Population Survey (available on the NOMIS website) for the past 5 years (for which data exist) suggest that, across Guildford, about 3.7% of workers typically have a second job. It has therefore been assumed that around 3.7% of people will have more than one job moving forward – this means the number of jobs supported by the workforce will be around 3.7% higher than workforce growth. It has been assumed in the analysis that the level of double jobbing will remain constant over time.

Unemployment

- 6.84 The last analysis, when looking at the link between jobs and resident labour supply, is a consideration of unemployment. Essentially, this is

about whether there is any latent labour force that could return to employment to take up new jobs.

- 6.85 The latest model-based unemployment data from the Annual Population Survey (for July 2024-June 2025) puts unemployment at around 2.4%, below the national average of 4.1%.
- 6.86 Based on this data, it is considered unlikely that there is any significant latent labour supply, so no further adjustment is made to the data to account for unemployment.

Jobs Supported by Growth in the Resident Labour Force

- 6.87 The table below shows how many additional jobs might be supported by population growth under the different economic activity scenarios. It is estimated that between 25,600 and 32,300 additional jobs could be supported, depending on assumptions about economic activity, for the 2025-45 period.

Table 6.14 Jobs supported by demographic projections (2025-45) – Guildford

| | | Total change in economically active | Allowance for double jobbing | Allowance for net commuting (= jobs supported) |
|---------------|----------------|-------------------------------------|------------------------------|------------------------------------------------|
| OBR EAR | 2021 commuting | 27,598 | 28,658 | 32,285 |
| | 2011 commuting | 27,598 | 28,658 | 31,833 |
| | 1:1 commuting | 27,598 | 28,658 | 28,658 |
| EAR no change | 2021 commuting | 24,633 | 25,580 | 28,816 |
| | 2011 commuting | 24,633 | 25,580 | 28,414 |
| | 1:1 commuting | 24,633 | 25,580 | 25,580 |

Source: Iceni analysis

Housing Need and Demographics - Summary

- 6.88 The housing needs assessment studied the overall housing need set against the NPPF and the framework of PPG, specifically the Standard Method for assessing housing need. This shows a need for 1,168 dwellings per annum.
- 6.89 A bespoke population and household projection has been developed to look at the possible demographic implications of the delivery of this number of homes each year from 2025 to 2045.
- 6.90 Overall, it is projected that the population might increase by 44,600 people over the 20 years (a 29% increase) with there being some ageing of the population, as well as notable increases in the 'working-age' population (16-64).
- 6.91 It was further estimated that population growth might be able to support somewhere in the region of 25,600 and 32,300 additional jobs as the economically active population increases over time.

7. Affordable Housing Need

Introduction

- 7.1 This section provides an assessment of the need for affordable housing in Guildford. The analysis follows the methodology set out in Planning Practice Guidance (Sections 2a-018 to 2a-024).
- 7.2 It considers households unable to buy or rent housing in the market without some form of subsidy (e.g., needing to claim Housing Benefit/Universal Credit or access some form of discounted/subsidised housing).
- 7.3 The analysis also looks at households who might be described as in the 'gap' between renting (privately) and buying. These households do not technically have an affordable need but may be assisted through forms of affordable home ownership (AHO) to help them access the 'housing ladder'.

Affordable Housing Sector Dynamics

- 7.4 The 2021 Census indicated that 13% of households in Guildford lived in social or affordable rented homes, with the sector accommodating around 7,100 households.
- 7.5 Data from the Regulator of Social Housing (RSH) for 2025 indicates that the Council (LAs) and Registered Providers (RPs) owned 8,600 properties in the Borough, of which 84% were for general needs rent; 6% supported housing or housing for older people; and 10% low cost home-ownership homes (such as shared ownership properties).

- 7.6 The majority of general needs homes are rented out at social rents (88%) and the rest at affordable rents.

Table 7.1 Stock Owned or Managed by the Council or Registered Providers – Guildford

| | LA | RP | Total | % of stock |
|---------------------------------|-------|-------|-------|------------|
| General needs rented | 4,980 | 2,202 | 7,182 | 83.9% |
| Supported/older persons housing | 46 | 464 | 510 | 6.0% |
| Low-cost home ownership | 191 | 675 | 866 | 10.1% |
| Total | 5,217 | 3,341 | 8,558 | 100.0% |

Source: RSR Geographical Look-Up Tool 2025

- 7.7 As at April 2025, there were 2,300 households on the Council's Housing Register. In addition, MHCLG data for June 2025⁹ shows there were 90 households accommodated in temporary accommodation¹⁰ (some 37% (33 households) of these being households with children).

Overview of Method

- 7.8 The method for studying the need for affordable housing has been enshrined in Government Planning Practice Guidance for many years, with an established approach to look at the number of households who are unable to afford market housing (to either rent or buy). In summary, the methodology looks at a series of stages as set out below:

⁹ MHCLG Tables on Homelessness, Detailed local authority level tables: April to June 2025, Table TA4s.

<https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

¹⁰ This is a snapshot as at the end of Q2 2025 (30 June), and includes local authority/housing association stock, bed and breakfast accommodation, nightly paid, privately managed accommodation, private sector accommodation leased by the LPA or a registered provider, and any other type of temporary accommodation including private landlord.

- Current affordable housing need (annualised so as to meet the current need over a period of time);
- Projected newly forming households in need;
- Existing households falling into need; and
- Supply of affordable housing from existing stock

7.9 The first three bullet points above are added together to identify a gross need, from which the supply is subtracted to identify a net annual need for additional affordable housing. Examples of different affordable housing products are outlined in the box below.

Affordable Housing Definitions

Social Rented Homes – meets all of the following conditions: (a) the rent is set in accordance with the Government’s rent policy for Social Rent; (b) the landlord is a registered provider; and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision.

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

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

Discounted Market Sale –

is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house

prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.

First Homes – a form of discounted market sale whereby an eligible First-time Buyer can buy a home at a discount of at least 30% of market value. Councils can set discounts and local eligibility criteria in their policies.

Affordability

- 7.10 An important first part of the affordable needs modelling is to establish the entry-level costs of housing to buy and rent. The affordable housing needs assessment compares prices and rents with the incomes of households to establish what proportion of households can meet their needs in the market, and what proportion require support and are thus defined as having an ‘affordable housing need’.
- 7.11 For the purposes of establishing affordable housing need, the analysis focuses on overall housing costs (for all dwelling types and sizes).
- 7.12 The table below shows estimated current prices to both buy and privately rent a lower quartile home in the Borough (excluding newbuild sales when looking at house prices).
- 7.13 Across all dwelling sizes, the analysis indicates a lower-quartile price of £375,000 and a private rent of £1,350 per month.

Table 7.2 Estimated lower quartile cost of housing to buy (existing dwellings) and privately rent (by size) – Guildford

| | To buy | Privately rent |
|---------------|----------|----------------|
| 1-bedroom | £200,000 | £1,200 |
| 2-bedrooms | £325,000 | £1,550 |
| 3-bedrooms | £460,000 | £2,150 |
| 4-bedrooms | £650,000 | £2,450 |
| All dwellings | £375,000 | £1,350 |

Source: Land Registry and Internet Price Search

- 7.14 The table below shows how prices and rents vary by location. The analysis shows some variation in prices and rents, with these estimated to be highest in the Eastern Rural area and lowest in Ash and Tongham.

Table 7.3 Lower Quartile Prices and Market Rents, by sub-area

| | Lower quartile price (existing dwellings) | Lower Quartile rent, pcm |
|----------------------|----------------------------------------------|-----------------------------|
| Ash and Tongham | £330,000 | £1,200 |
| Eastern Rural | £520,000 | £1,600 |
| Guildford Urban Area | £355,000 | £1,275 |
| Western Rural | £430,000 | £1,575 |
| Guildford Borough | £375,000 | £1,350 |

Source: Land Registry and Internet Price Search

- 7.15 Next, it is important to understand local income levels, as these (along with the price/rent data) will determine levels of affordability (i.e. the ability of a household to afford to buy or rent housing in the market without the need for some subsidy).
- 7.16 Data on total household income are based on ONS modelled income estimates, with additional data from the English Housing Survey (EHS) used to provide information on the distribution of incomes. Data has also been drawn from the Annual Survey of Hours and Earnings (ASHE) to consider changes since the ONS data was published.

7.17 Overall, the average (mean) household income across Guildford is estimated to be around £81,100, with a median income of £69,600; the lower quartile income of all households is estimated to be £40,700. There are modest differences across areas, with median incomes ranging from £62,700 in Ash and Tongham to £72,700 in the Eastern Rural sub-area.

Table 7.4 Estimated average (median) household income

| | Median income | As a % of the Borough average |
|----------------------|---------------|-------------------------------|
| Ash and Tongham | £62,700 | 90% |
| Eastern Rural | £72,700 | 104% |
| Guildford Urban Area | £70,800 | 102% |
| Western Rural | £68,000 | 98% |
| Guildford Borough | £69,600 | - |

Source: *Iceni analysis*

7.18 To assess affordability, two different measures are used; firstly, to consider what income levels are likely to be needed to access private rented housing, and secondly, to consider what income level is needed to access owner occupation.

7.19 This analysis, therefore, brings together data on household incomes with the estimated incomes required to access private-sector housing. For the purposes of analysis, the following assumptions are used:

- Rental affordability – a household should spend no more than 35% of their income on rent, and
- Mortgage affordability – assume a household has a 10% deposit and can secure a mortgage for four and a half times (4.5×) their income.

7.20 The choice of 35% is to some extent based on professional judgment, although it is consistent with the figure typically used by Iceni in studies

of this nature. It is also close to the national average paid in the private rented sector (34% in the latest English Housing Survey). For mortgage affordability, the 4.5 times income assumption is typical in mortgage lending.

7.21 Generally, the income required to access owner-occupied housing is higher than that required to rent. So the analysis of the need for affordable housing is based on the ability to afford to access private rented housing.

7.22 The table below shows the estimated incomes required to both buy and rent (privately) in the sub-area on the basis of the assumptions used.

Table 7.5 Estimated Household Income Required to Buy and Privately Rent by Sub-Area

| | To buy | To rent (privately) | Income gap |
|----------------------|----------|---------------------|------------|
| Ash and Tongham | £66,000 | £41,100 | £24,900 |
| Eastern Rural | £104,000 | £54,900 | £49,100 |
| Guildford Urban Area | £71,000 | £43,700 | £27,300 |
| Western Rural | £86,000 | £54,000 | £32,000 |
| Guildford Borough | £75,000 | £46,300 | £28,700 |

Source: Based on Housing Market Cost Analysis

Need for Affordable Housing

7.23 The sections below work through the various stages of analysis to estimate the need for affordable housing in the Borough and sub-areas. Final figures are provided as an annual need (including an allowance for current needs).

7.24 As per 2a-024 of the PPG, this figure can then be compared with the likely delivery of affordable housing.

Current Need

7.25 In line with PPG paragraph 2a-020, the current need for affordable housing has been based on consideration of the likely number of households with one or more housing problems (housing suitability). The table below sets out the categories in the PPG and the sources of data used to derive the numbers.

Table 7.6 Main Sources for Assessing the Current Need for Affordable Housing

| | Source | Notes |
|------------------------------------------------------------|-----------------------------------------------|-----------------------------------------------------------------|
| Homeless households (and those in temporary accommodation) | MHCLG Statutory Homelessness data | Household in temporary accommodation at the end of the quarter. |
| Households in overcrowded housing ¹¹ | 2021 Census table RM099 | Analysis undertaken by tenure |
| Concealed households ¹² | 2021 Census table RM009 | Number of concealed families |
| Existing affordable housing tenants in need | Modelled data linking to past survey analysis | Excludes overcrowded households |
| Households from other tenures in need | Modelled data linking to past survey analysis | |

Source: PPG [2a-020]

¹¹ Households with too few rooms compared to their need
<https://www.nomisweb.co.uk/query/construct/summary.asp?mode=construct&version=0&dataset=2199>

¹² Concealed households consist of additional family units (couples or lone parents) living within a main household
<https://www.nomisweb.co.uk/query/construct/summary.asp?mode=construct&version=0&dataset=2109>

7.26 The table below sets out estimates of the number of households within each category. This shows an estimated 3,400 households living in 'unsuitable housing'. Around 320 of those in 'unsuitable housing' (across the Borough) currently have no accommodation (homeless or concealed households).

Table 7.7 Estimated number of households living in unsuitable housing (or without housing)

| | Concealed and homeless households | Households in over-crowded housing | Existing affordable housing tenants in need | Households from other tenures in need | TOTAL |
|----------------------|-----------------------------------|------------------------------------|---------------------------------------------|---------------------------------------|-------|
| Ash and Tongham | 51 | 244 | 26 | 158 | 478 |
| Eastern Rural | 69 | 188 | 24 | 242 | 524 |
| Guildford Urban Area | 150 | 1,035 | 91 | 745 | 2,021 |
| Western Rural | 54 | 138 | 16 | 156 | 365 |
| TOTAL | 324 | 1,604 | 157 | 1,302 | 3,388 |

Source: Iceni analysis

7.27 In taking this estimate forward, the data modelling next estimates the need by tenure and considers affordability i.e. what percentage of each group can afford to rent privately.

7.28 The affordability in different groups is based on estimates of how incomes are likely to vary; for owner-occupiers, there is a further assumption about potential equity levels.

7.29 For homeless and concealed households, it is assumed incomes will be low and a greater percentage of households unlikely to be able to afford to rent privately than other current tenures.

7.30 The table below shows that over half of the households identified above are unlikely to be able to afford market housing to buy or rent, indicating a current need among 1,855 households (including those unable to rent or buy and those in the gap between renting and buying).

Table 7.8 Estimated housing need and affordability by tenure

| Current Tenure | Number of households in unsuitable housing | % of households unable to afford market housing | Households in current need after affordability |
|---------------------------------|--------------------------------------------|-------------------------------------------------|------------------------------------------------|
| Owner-occupied | 809 | 6.2% | 50 |
| Affordable housing | 805 | 87.5% | 705 |
| Private rented | 1,450 | 53.6% | 776 |
| No housing (homeless/concealed) | 324 | 100.0% | 324 |
| TOTAL | 3,388 | 54.8% | 1,855 |

Source: Iceni analysis

7.31 From this estimate, households living in affordable housing are excluded (as these households would release a dwelling on moving and so no net need for affordable housing will arise), and the total current need is estimated to be 1,150 households.

7.32 For the purposes of analysis, it is assumed that the Council would seek to meet this need over a period of time. Given that this report typically

covers the period from 2025 to 2045, the need is annualised by dividing by 20 (to give an annual need of around 58 dwellings).

- 7.33 This does not mean that some households would be expected to wait 20 years for housing, as the need will be dynamic, with households leaving the current need as they are housed, but with other households developing a need over time.
- 7.34 The table below shows this data for sub-areas – this is split between those unable to rent OR buy and those able to rent but NOT buy. Given the house prices in the Borough, this analysis indicates a more modest need among those able to rent but not buy, and, in all cases, the number unable to rent or buy is notably higher.
- 7.35 It should be remembered that the category ‘able to rent but not buy’ comprises households that technically do not have an affordable need as they can access private rental accommodation.

Table 7.9 Estimated current affordable housing need by affordability

| | Number of households in need (excluding those in AH) | Annualised | | |
|----------------------|------------------------------------------------------|----------------------------|-----------------------------------------------------------|--------------------------------------------------------------|
| | | Number of households TOTAL | Number of households unable to rent OR buy market housing | Number of households able to rent but NOT buy market housing |
| Ash and Tongham | 132 | 7 | 5 | 2 |
| Eastern Rural | 208 | 10 | 7 | 3 |
| Guildford Urban Area | 655 | 33 | 21 | 11 |
| Western Rural | 155 | 8 | 6 | 2 |
| TOTAL | 1,150 | 58 | 39 | 18 |

Source: Iceni analysis

Projected Housing Need

- 7.36 Projected need is split between newly forming households who are unable to afford market housing and existing households falling into need.

Newly-forming households

- 7.37 The number of newly forming households has been estimated through demographic modelling, with an affordability test also being applied. This has been undertaken by considering changes in households within specific 5-year age bands relative to the numbers in the age band below 5 years previously, to provide an estimate of gross household formation. This approach is consistent with the 2007 CLG guidance, which is the most recent guidance published on this topic¹³.
- 7.38 The number of newly-forming households is limited to households forming who are aged under 45 – this is consistent with CLG guidance (from 2007) which notes that after age 45, headship (household formation) rates ‘plateau’.
- 7.39 There may be a small number of household formations beyond age 45 (e.g., due to relationship breakdowns). However, this number is expected to be fairly small compared with the formation of younger households.
- 7.40 In assessing the ability of newly forming households to afford market housing, data has been drawn from an analysis of English Housing Survey data at a national level. This indicates that the average income

¹³ <https://www.gov.uk/government/publications/strategic-housing-market-assessments-practice-guidance> (see pages 19-20 of Annexes)

of newly formed households is about 87% of the average income for all households.¹⁴

- 7.41 The analysis has therefore adjusted the overall household income data to reflect the lower average income for newly forming households. The adjustments have been made by changing the income distribution into bands so that the average income is 87% of the all-household average. By doing this, it is possible to calculate the proportion of households that cannot afford market housing.
- 7.42 The assessment suggests overall that around three-fifths of newly forming households will be unable to afford market housing (to rent privately), and this equates to a total of 288 newly forming households that will have a need per annum on average across the Borough – the majority are households unable to rent OR buy.

¹⁴ Raw data from the 2018-19 and 2020-21 EHS has been analysed

Table 7.10 Estimated Need for Affordable Housing from Newly Forming Households (per annum)

| | Number of new households | % unable to afford to buy market housing | Annual newly forming households are unable to afford to buy market housing | Unable to rent OR buy (per annum) | Able to rent but NOT buy (per annum) |
|----------------------|--------------------------|------------------------------------------|----------------------------------------------------------------------------|-----------------------------------|--------------------------------------|
| Ash and Tongham | 128 | 60.3% | 77 | 45 | 32 |
| Eastern Rural | 164 | 76.5% | 126 | 69 | 56 |
| Guildford Urban Area | 634 | 57.8% | 366 | 206 | 161 |
| Western Rural | 152 | 70.1% | 107 | 68 | 38 |
| TOTAL | 1,079 | 62.7% | 676 | 388 | 288 |

Source: Iceni Analysis

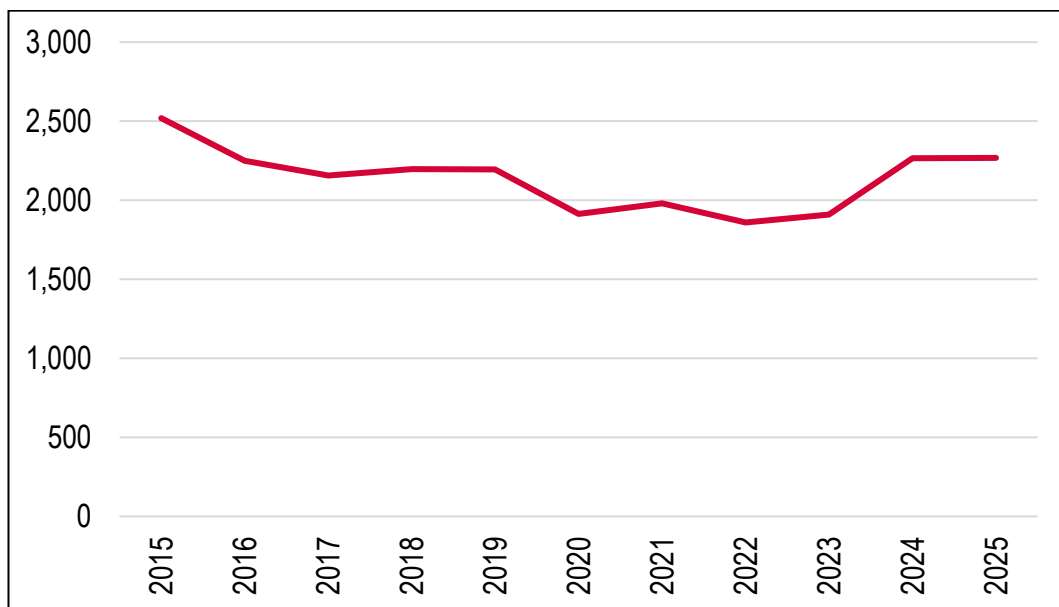
Existing households falling into affordable need.

- 7.43 The second element of newly arising need is existing households falling into need. To assess this, information about past lettings in social/affordable rented housing has been used. The assessment looked at households that have been housed in general needs housing over the past three years.
- 7.44 This group will represent the flow of households onto the Housing Register over this period. From this, newly forming households (e.g., those currently living with family) and households that have transferred from another social or affordable-rented property have been excluded.

Data has been drawn from several sources, including Local Authority Housing Statistics (LAHS) and the Continuous Recording of Sales and Lettings (CoRe).

- 7.45 This method for assessing existing households falling into need is consistent with the 2007 SHMA guide, which says on page 46 that *‘Partnerships should estimate the number of existing households falling into need each year by looking at recent trends. This should include households who have entered the housing register and been housed within the year, as well as households housed outside of the register (such as priority homeless household applicants).*
- 7.46 In addition, analysis has considered trends in the Housing Register, recognising that an increase in numbers would point to a higher level of need than is indicated from past lettings (and vice versa).
- 7.47 Over the past decade or so, the number of households on the Register has fluctuated, with no clear trend. Therefore, no further adjustments have been made from estimates based on past lettings.

Figure 7.1 Housing Register Trends (2015-2025) – Guildford



Source: MHCLG Live Table 600

7.48 Following the analysis through suggests a need arising from 94 existing households each year – again most are households unable to buy OR rent.

Table 7.11 Estimated Need for Affordable Housing from Existing Households Falling into Need (per annum)

| | Total Additional Need | Unable to rent OR buy market housing | Able to rent but NOT buy market housing |
|----------------------|-----------------------|--------------------------------------|-----------------------------------------|
| Ash and Tongham | 9 | 6 | 2 |
| Eastern Rural | 15 | 11 | 4 |
| Guildford Urban Area | 59 | 41 | 18 |
| Western Rural | 11 | 9 | 3 |
| TOTAL | 94 | 67 | 27 |

Source: Iceni analysis

Supply of Affordable Housing Through Relets/Resales

- 7.49 The future supply of affordable housing through relets is the flow of affordable housing arising from the existing stock that is available to meet future need.
- 7.50 This focuses on the annual supply of social/affordable rent relets. Information from CoRe and LAHS has been used to establish past patterns of social housing turnover. Data for three years (2022-23 to 2024-25) has been used.
- 7.51 The figures are for general needs lettings but exclude lettings of new properties, and also exclude an estimate of the number of transfers from other social rented homes.

7.52 These exclusions are made to ensure that the figures presented reflect relets from the existing stock. Based on past trend data, it has been estimated that 156 units of social/affordable rented housing are likely to become available each year moving forward.

Table 7.12 Analysis of Past Social/Affordable Rented Housing Supply, 2022/23 – 2024/25 (average per annum) – Guildford

| | Total Lettings | % as Non-New Build | Lettings in Existing Stock | % Non-Transfers | Lettings to New Tenants |
|---------|----------------|--------------------|----------------------------|-----------------|-------------------------|
| 2022/23 | 341 | 69.5% | 237 | 67.2% | 159 |
| 2023/24 | 322 | 70.5% | 227 | 65.2% | 148 |
| 2024/25 | 345 | 69.3% | 239 | 67.2% | 161 |
| Average | 336 | 69.7% | 234 | 66.6% | 156 |

Source: CoRe/LAHS

7.53 It is also possible to consider if there is any supply of affordable home ownership products from the existing stock of housing. One source is likely to be resales of low-cost home ownership products, with data from the RSH showing a total stock in 2025 of 866 low cost home ownership homes.

7.54 If these homes were to turn over at a rate of around 6% (which is roughly the turnover of owner-occupied housing (those with a mortgage) as evidenced through the English Housing Survey), then they would be expected to generate around 52 resales each year.

7.55 These properties would be available for other households in need and can be included as the potential supply. The total estimated supply is therefore 208 units per annum (156+52). The table below shows the estimated supply of affordable housing from relets/resales in each sub-area.

Table 7.13 Estimated supply of affordable housing from relets/resales of existing stock by sub-area (per annum)

| | Social/affordable rented | Low cost home ownership | TOTAL |
|----------------------|--------------------------|-------------------------|-------|
| Ash and Tongham | 25 | 7 | 32 |
| Eastern Rural | 24 | 8 | 32 |
| Guildford Urban Area | 91 | 33 | 123 |
| Western Rural | 16 | 4 | 20 |
| TOTAL | 156 | 52 | 208 |

Source: CoRe/LAHS/Census 2021

- 7.56 In the affordable home ownership sector, there is arguably an additional (and significant) source of supply from resale market homes below a lower quartile price.
- 7.57 Data from the Land Registry shows around 1,737 resales of homes in the year to March 2025; therefore, 434 homes were sold at or below the lower quartile price and could make a contribution to meeting the needs of those in the 'gap' between renting and buying.
- 7.58 However, a supply from this source has not been included in the analysis below but is considered when drawing conclusions.
- 7.59 The PPG model also includes bringing vacant homes back into use and the pipeline of affordable housing as part of the supply calculation.
- 7.60 These have, however, not been included within the modelling in this report. Firstly, there is no evidence of a substantial stock of vacant homes (beyond what might be expected to allow stock movement).
- 7.61 Secondly, it is also not considered appropriate to include pipeline supply, as to net off new housing would be to fail to show the full extent

of the need, although in monitoring, it will be important to net off these dwellings as they are completed.

Net Need for Affordable Housing

7.62 The table below shows the overall calculation of affordable housing need. The analysis shows that there is a need for 620 dwellings per annum across the Borough – an affordable need is seen in all sub-areas. The net need is calculated as follows:

$$\text{Net Need} = \text{Current Need (allowance for)} + \text{Need from Newly-Forming Households} + \text{Existing Households falling into Need} - \text{Supply of Affordable Housing}$$

Table 7.14 Estimated Need for Affordable Housing (per annum)

| | Current need | Newly forming households | Existing households falling into need | Total Gross Need | Relet/ resale supply | Net Need |
|----------------------|--------------|--------------------------|---------------------------------------|------------------|----------------------|------------|
| Ash and Tongham | 7 | 77 | 9 | 93 | 32 | 61 |
| Eastern Rural | 10 | 126 | 15 | 151 | 32 | 119 |
| Guildford Urban Area | 33 | 366 | 59 | 458 | 123 | 335 |
| Western Rural | 8 | 107 | 11 | 126 | 20 | 105 |
| TOTAL | 58 | 676 | 94 | 828 | 208 | 620 |

Source: Iceni analysis

7.63 This can additionally be split between households unable to afford to buy OR rent market housing and those able to rent but not buy. For this analysis, it is assumed that the low cost home ownership supply will meet the needs of the latter group, although in reality, there will be crossover between categories.

7.64 For example, in some cases, the cost of shared ownership may be lower than that of privately renting and could meet some of the need of

households unable to buy or rent – the issue of access to deposits would still be a consideration.

7.65 The table below shows the affordable need figure split between the two categories. Across the Borough, the analysis shows that around 55% of households are unable to buy or rent.

7.66 However, it needs to be remembered that these figures do not include any allowance for homes sold at below a lower quartile price – including these or even a portion of these would radically reduce or remove evidence of need for the group able to rent but not buy.

Table 7.15 Estimated Need for Affordable Housing (per annum) – split between different affordability groups

| | Unable to buy OR rent | Able to rent but not buy | TOTAL | % unable to buy OR rent |
|----------------------|-----------------------|--------------------------|-------|-------------------------|
| Ash and Tongham | 31 | 30 | 61 | 51% |
| Eastern Rural | 64 | 55 | 119 | 53% |
| Guildford Urban Area | 178 | 157 | 335 | 53% |
| Western Rural | 67 | 39 | 105 | 63% |
| TOTAL | 339 | 281 | 620 | 55% |

Source: Iceni analysis

7.67 These figures can also be standardised based on the size of each location (in this case, linked to the number of households shown in the 2021 Census).

7.68 This shows some variation, with figures being lower in Ash and Tongham and highest in the Western Rural sub-area.

Table 7.16 Standardised level of affordable housing need

| | Net Need | Estimated households (2021) | Net need per 1,000 households |
|----------------------|----------|-----------------------------|-------------------------------|
| Ash and Tongham | 61 | 8,699 | 7.0 |
| Eastern Rural | 119 | 12,721 | 9.3 |
| Guildford Urban Area | 335 | 27,269 | 12.3 |
| Western Rural | 105 | 7,068 | 14.9 |
| TOTAL | 620 | 55,757 | 11.1 |

Source: Iceni analysis

- 7.69 Whilst the need above is provided down to sub-area level, it should be remembered that affordable need can be met across the borough as and when opportunities arise, and so specific sub-area data should not be treated as a local target.

Affordable Need and Overall Housing Numbers

- 7.70 The PPG encourages local authorities to consider increasing planned overall housing numbers where this can help to meet the identified affordable need. Specifically, the wording of the PPG (housing and economic needs) Ref ID 2a-024 states:

“The total affordable housing need can then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing-led developments. An increase in the total housing figures included in the strategic plan may need to be considered, where it could help deliver the required number of affordable homes”

- 7.71 However, the relationship between affordable housing need and overall housing need is complex. This was recognised in the Planning Advisory Service (PAS) Technical Advice Note of July 2015¹⁵.
- 7.72 PAS conclude that there is no arithmetic way to combine the objectively assessed need (OAN) (calculated from demographic projections) and the affordable need. There are a number of reasons why the two cannot be 'arithmetically' linked.
- 7.73 Firstly, the modelling contains a category in the projection of 'existing households falling into need'; these households already have accommodation and hence if they were to move to alternative accommodation, they would release a dwelling for use by another household – there is, therefore, no net additional need arising from this household category.
- 7.74 The modelling also contains 'newly forming households'; these households are a direct output from demographic modelling and are therefore already included in overall housing need figures (a point also made in the PAS advice note – see paragraph 9.5).
- 7.75 The analysis estimates an annual need for 339 affordable homes from households unable to buy OR rent housing. However, as noted above, caution should be exercised in trying to make a direct link between affordable need and planned delivery, with the key point being that many of those households picked up as having a need will already be living in housing, and in which case they are not contributing to the overall additional need..

¹⁵ <https://www.local.gov.uk/sites/default/files/documents/objectively-assessed-need-9fb.pdf>. While the technical note produced by PAS is arguably becoming dated, there is no more up-to-date guidance on this matter from a Government source and the remarks remain valid.

- 7.76 It is possible to investigate this in some more detail by re-running the model and excluding those already living in accommodation. This is shown in Table 7.17 below, which indicates that meeting these needs would result in an affordable need for 248 homes per annum across the Borough, around three-quarters of the figure when including those with housing.
- 7.77 This figure is, however, theoretical and should not be seen to be minimising the need (which is clearly acute). That said, the figures differ when looking at overall housing shortages.
- 7.78 The analysis is arguably even more complex than this – it can be observed that the main group of households in need are newly forming households.
- 7.79 These households are already included in demographic projections, so demonstrating a need for this group again should not be seen as adding to the overall figures from those projections.

Table 7.17 Estimated Need for Affordable Housing (households unable to buy OR rent), including and excluding households already in affordable accommodation

| | Including existing households | Excluding existing households |
|---------------------------------------|-------------------------------|-------------------------------|
| Current need | 39 | 16 |
| Newly forming households | 388 | 388 |
| Existing households falling into need | 67 | 0 |
| Total Gross Need | 495 | 404 |
| Re-let Supply | 156 | 156 |
| Net Need | 339 | 248 |

Source: Iceni analysis

- 7.80 Additionally, it should be noted that the need estimate is on a per annum basis and should not be multiplied by the plan period to get a total need. Essentially, the estimates are for the number of households

expected to need affordable housing in any given year (i.e., those spending more than 35% of income on housing costs).

- 7.81 In reality, some (possibly many) households would see their circumstances change over time such that they would ‘fall out of need’ and this is not accounted for in the analysis.
- 7.82 One example is a newly forming household with an income level that means they spend more than 35% of their income on housing costs. As the household’s income rises, it may pass the affordability test and therefore no longer have an affordable need.
- 7.83 Additionally, there is the likelihood that when looking over the longer term, a newly forming household will become an existing household in need and would be counted twice if trying to multiply the net need figures for a whole plan period.
- 7.84 It also needs to be remembered that the affordability test used for analysis is based on assuming a household spends no more than 35% of their income on housing costs (when privately renting).
- 7.85 In reality, many households will spend more than this and so would be picked up by modelling as in need, when they may in fact be paying for a private sector tenancy.
- 7.86 ONS research¹⁶ for 2023 estimates that private tenants are paying an average of 34% of income on housing, which implies that nearly half are spending more than the affordable level assumed in this report (if this figure were applicable to Guildford).

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<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/bulletins/privaterentalaffordabilityengland/2023>

- 7.87 A further consideration is that, of the 620 per annum affordable need, some 281 are from households able to rent in the market (but not buy).
- 7.88 Technically, these households can afford market housing (to rent) and historically would not have been considered as in need in assessments such as this – until recently, only households unable to buy OR rent would be considered as having a need for affordable housing. For these reasons, these households have been excluded from the analysis.
- 7.89 Finally, it should be recognised that Planning Practice Guidance does not envisage that all needs will be met (whether this is affordable housing or other forms of accommodation, such as for older people). Paragraph 67-001 of the housing needs of different groups states:

“This guidance sets out advice on how plan-making authorities should identify and plan for the housing needs of particular groups of people. This need may well exceed, or be disproportionately high relative to, the overall housing need figure calculated using the standard method. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method”.

The Role of the Private Rented Sector (PRS)

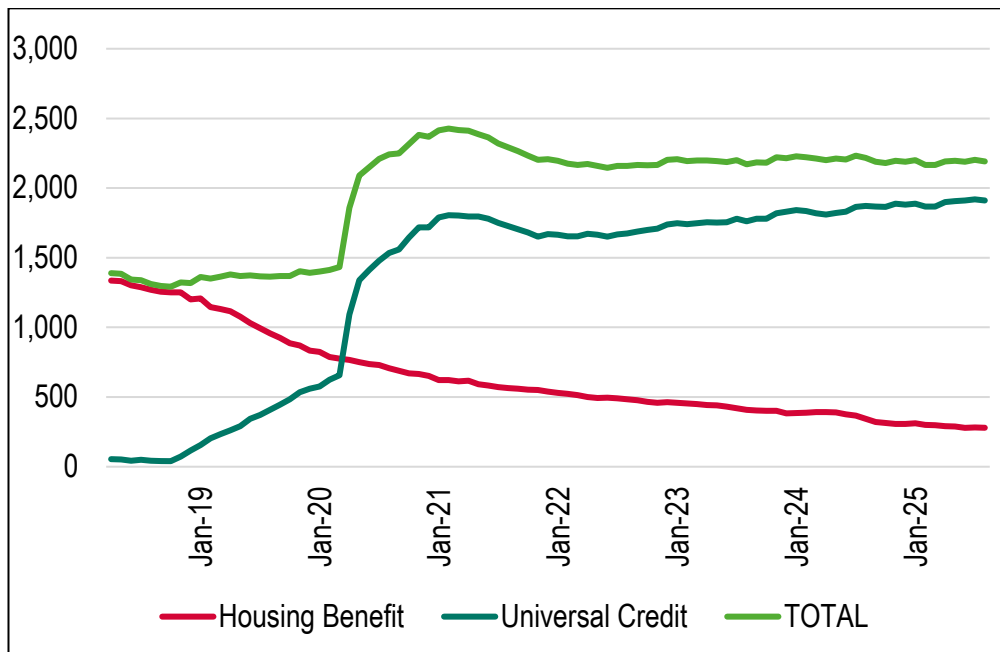
- 7.90 The discussion above has already noted that the need for affordable housing does not generally lead to a need to increase overall housing provision. However it is worth briefly thinking about how affordable need works in practice and the housing available to those unable to access market housing without Housing Benefit.
- 7.91 In particular, the role of the Private Rented Sector (PRS) in providing housing for households requiring financial support to meet their housing needs should be recognised.
- 7.92 Whilst the Private Rented Sector (PRS) does not fall within the types of affordable housing set out in the NPPF (other than affordable private rent, which is a specific tenure separate from the main ‘full market’

PRS), it has evidently been playing a role in meeting the needs of households who require financial support in meeting their housing need.

- 7.93 The Government recognises this and indeed legislated through the 2011 Localism Act to allow Councils to discharge their “homelessness duty” through providing an offer of a suitable property in the PRS.
- 7.94 Data from the Department of Work and Pensions (DWP) has been used to look at the number of Housing Benefit supported private rented homes.
- 7.95 As of August 2025, an estimated 2,200 Housing Benefit claimants were in the PRS in Guildford. From this, it is clear that the PRS contributes to the wider delivery of ‘affordable homes’ with the support of benefit claims.
- 7.96 Whilst the PRS is providing housing for some households in affordable housing need, there are, however, significant risks associated with future reliance on the sector to meet this need. Since April 2024 (when Local Housing Allowance (LHA) was relinked to the 30th percentile of local rents) private rents have increased by around 10% (ONS private rental market data) whilst LHA levels have remained static.
- 7.97 In the Autumn Statement 2023, the then Government increased the LHA rent to the 30th percentile of market rents (implemented in April 2024 as noted above). These were however based on existing rents and not on rents likely to be payable by those moving home. Moving forward, the Renters Reform Bill (2025) may also help restrict the future supply of PRS properties to those in need, emphasising the need to support the delivery of genuinely affordable homes.
- 7.98 The figure below shows the trend in the number of claimants in the Borough. This shows an increase since March 2020, likely related to the COVID-19 pandemic.

- 7.99 However, even the older data show a notable number of households receiving housing benefit support in the private sector (typically around 1,400 households).
- 7.100 The data about the number of claimants does not indicate how many new lettings are made each year in the PRS. However, data from the English Housing Survey (EHS) over the past three years indicate that, nationally, around 7% of private-sector tenants are new to the sector each year.
- 7.101 If this figure is applied to the number of households claiming Housing Benefit/Universal Credit, then this would imply around 150 new benefit-supported lettings in the sector each year.
- 7.102 Whilst we would not recommend including PRS supply as part of the modelling, not least as it is uncertain whether the availability of homes will remain at this level, as well as concerns about the security of tenure, it is the case that the sector does provide a form of low cost housing. Again, the analysis does not indicate a need to increase the overall provision to address affordable housing need.

Figure 7.2 Number of Housing Benefit/Universal Credit claimants in the PRS



Source: Department of Work and Pensions

- 7.103 Whilst housing delivery through the Local Plan can be expected to secure additional affordable housing it needs to be noted that delivery of affordable housing through planning obligations is an important, but not the only means, of delivering affordable housing; and the Council should also work with housing providers to secure funding to support enhanced affordable housing delivery on some sites and through use of its own land assets.
- 7.104 Overall, it is difficult to link the need for affordable housing to the overall housing need; indeed, there is no justification for trying to link. Put simply, the two do not measure the same thing. When interpreting the affordable need figure, it is important to recognise that many households already live in housing and therefore do not have an overall net need for an additional home.
- 7.105 Further issues arise: the need for affordable housing is complex, and the extent of concealed and homeless households needs to be understood, as does the role of the private rented sector.

- 7.106 Regardless of the discussion above, the analysis identifies a notable need for affordable housing, and the provision of new affordable housing is an important and pressing issue across the Borough. It should be stressed, however, that this report does not set an affordable housing target; the amount of affordable housing delivered will be limited to what can be provided viably.
- 7.107 As noted previously, the evidence does, however, suggest that the delivery of affordable housing should be maximised where opportunities arise.

Types of Affordable Housing

- 7.108 The analysis above has clearly pointed to a need for affordable housing, and particularly for households who are unable to buy OR rent in the market.
- 7.109 There is a range of affordable housing options that could meet the need, including rented forms of affordable housing (such as social or affordable rented) and products that might be described as intermediate housing (such as shared ownership or discounted market housing/First Homes). These are discussed in turn below.

Social and Affordable Rented Housing

- 7.110 The table below shows current rent levels in the Borough for a range of products along with relevant local housing allowance (LHA) rates. Parts of Guildford fall into two Broad Rental Market Areas: Guildford and Blackwater Valley, with ranges from these areas set out for comparative purposes.
- 7.111 Data on average social and affordable rents have been taken from the RSH, and these are compared with lower-quartile market rents.

7.112 This analysis shows that social rents are lower than affordable rents and that affordable rents are well below the lower quartile market rents. The LHA rates are below the lower-quartile market rents for all accommodation sizes. This may mean that households seeking accommodation in many locations struggle to secure sufficient benefits to cover their rent.

Table 7.18 Comparison of rent levels for different products – Guildford

| | Social rent | Affordable rent (AR) | Lower quartile (LQ) market rent | LHA (range) |
|------------|-------------|----------------------|---------------------------------|---------------|
| 1-bedroom | £503 | £798 | £1,200 | £798-£947 |
| 2-bedrooms | £609 | £984 | £1,550 | £997-£1,222 |
| 3-bedrooms | £682 | £1,155 | £2,150 | £1,291-£1,476 |
| 4-bedrooms | £761 | £1,502 | £2,450 | £1,695-£1,973 |
| ALL | £599 | £954 | £1,350 | - |

Source: RSH, VOA and market survey

7.113 To some extent, it is easier to consider the data above in terms of the percentage one housing cost is of another, and this is shown in the tables below.

7.114 Focusing on 2-bedroom homes, the analysis shows that social rents are significantly cheaper than market rents (and affordable rents albeit to a lesser extent), and that affordable rents (as currently charged) represent 63% of the lower quartile rent.

Table 7.19 Difference between rent levels for different products – Guildford

| | Social rent as % of affordable rent | Social rent as % of LQ market rent | Affordable rent as % of LQ market rent |
|------------|-------------------------------------|------------------------------------|----------------------------------------|
| 1-bedroom | 63% | 42% | 66% |
| 2-bedrooms | 62% | 39% | 63% |
| 3-bedrooms | 59% | 32% | 54% |
| 4-bedrooms | 51% | 31% | 61% |
| ALL | 63% | 44% | 71% |

Source: RSH market survey

- 7.115 Table 7.20 below suggests that around 19% of households that cannot afford to rent privately could afford an affordable rent property at 80% of market rents and a further 11% at current affordable rents.
- 7.116 There are also an estimated 32% who can afford to rent a social rent property (but not an affordable one).
- 7.117 A total of 38% of households would need some degree of benefit support (or spend more than 35% of income on housing) to be able to afford their housing (regardless of the tenure). This analysis points to a clear need for social rented housing.

Table 7.20 Estimated need for affordable rented housing (% of households able to afford to buy OR rent)

| | % of households able to afford |
|--------------------------------|--------------------------------|
| Afford 80% of the market rent | 19% |
| Afford current affordable rent | 11% |
| Afford social rent | 32% |
| Need benefit support | 38% |
| All unable to afford market | 100% |

Source: Iceni analysis

- 7.118 The analysis indicates that provision of around 70%-80% of rented affordable housing at social rents could be justified; albeit in setting planning policies, this will need to be considered alongside viability evidence.
- 7.119 Higher provision at social rents will reduce the support through housing benefits required to ensure households can afford their housing costs. The lower end of the concluded range is also based on the assumption that new affordable rents would be set at less than 80% of current lower-quartile rents.

Intermediate Housing

- 7.120 As well as rented forms of affordable housing, the Council could seek to provide forms of intermediate housing, with the analysis below considering the potential affordability of shared ownership and discounted market sale housing (which could include First Homes).
- 7.121 Generally, intermediate housing will be a newbuild product, sold at a discount (or on a part buy, part rent arrangement with shared ownership) and will therefore be based on the Open Market Value (OMV) of a new home.

Discounted Market Sale

7.122 To be affordable to a household unable to buy or rent housing, the cost to buy should be equivalent to the cost affordable to a household that can just afford private rented housing. An example is given below:

- A lower quartile 2-bedroom home is estimated to have a rent of £1,550 per month;
- If a household spends 35% of their income on housing, then their income will be approximately £53,100 ($£1,550/0.35*12$);
- With an income of £53,100, a household could be expected to be able to afford a home costing around £266,000 (based on having a 10% deposit and a 4.5 times mortgage multiple); and
- This can be worked backwards to show a £266,000 home with a 10% deposit requires a mortgage for around £239,000. With a mortgage multiple of 4.5, the income is around £53,100 (as shown above), calculated as $£239,000 \div 4.5$.

7.123 The table below therefore sets out a suggested maximum purchase price for affordable home ownership/First Homes by size. It works through first (on the left-hand side) what the affordable price would be (based on a 10% deposit and a mortgage at 4.5 times' income).

7.124 The right-hand side of the table then shows the Open Market Value (OMV), which might support a 30% discount.

7.125 Focussing again on 2-bedroom homes, it is suggested that an affordable price is no more than £266,000, and therefore the open market value of homes would need to be no more than £380,000 (if discounted by 30%).

Table 7.21 Affordable home ownership prices – Guildford

| | What households that are able to rent but not buy could afford | Open Market Value (OMV) of Home with 30% Discount |
|------------|----------------------------------------------------------------|---------------------------------------------------|
| 1-bedroom | £200,000 | £286,000 |
| 2-bedrooms | £266,000 | £380,000 |
| 3-bedrooms | £369,000 | £527,000 |
| 4-bedrooms | £420,000 | £600,000 |

Source: Iceni analysis

- 7.126 It is difficult to definitively analyse the cost of newbuild homes as these will vary from site to site and will be dependent on a range of factors such as location, built form, and plot size.
- 7.127 We have, however, looked at newbuild schemes currently advertised on Rightmove, with the tables below providing a general summary of existing schemes.
- 7.128 This analysis is interesting as it shows the median newbuild price to be above the top end of the OMV required to make homes affordable to those in the gap between buying and renting.
- 7.129 That said, homes at the bottom end of the price range could potentially be discounted by 30% and considered affordable. The analysis is also noteworthy for showing a very modest supply of smaller (1- and 2-bedroom) newbuild homes.
- 7.130 This analysis shows how important it will be to know the OMV of housing before discounting to be able to determine if a product is going to be genuinely affordable in a local context – providing a discount of 30% will not automatically mean it becomes affordable housing.

Table 7.22 Estimated newbuild housing cost by size – Guildford

| | No. of homes advertised | Range of prices | Median price |
|------------|-------------------------|-------------------------|--------------|
| 1-bedroom | 4 | £290,000-£470,000 | £370,000 |
| 2-bedrooms | 7 | £515,000-£650,000 | £595,000 |
| 3-bedrooms | 28 | £450,000- £1,450,000 | £675,000 |
| 4-bedrooms | 33 | £550,000- £1,750,000 | £895,000 |

Source: Iceni analysis

- 7.131 An alternative way of looking at the data is to ask what level of discount is required to make homes genuinely affordable, and this is shown in the table below. The figures are based on median new-build prices and show the discount required to achieve the previously calculated affordable price. The table shows that, typically, a discount of around 50% would be needed to make homes affordable.
- 7.132 Whilst it is arguably possible for discounts of this level to be provided, this would essentially be a subsidy that could be spent in other ways (such as supporting the provision of social rented housing).
- 7.133 However, there may be specific circumstances where discounted market housing might be considered (e.g. to support viability or to provide a wider mix on site).
- 7.134 In addition, it is important to remember that the analysis in this report is based on estimated prices at a particular point in time, and housing may become more affordable relative to the current market over time. There may also be specific schemes that are affordable relative to the area's general costs.
- 7.135 While there will be demand for such products, they would not necessarily meet the traditional definition of affordable housing, i.e. housing affordable to those who cannot afford to buy or rent in the open market.

7.136 Overall, and on balance, it is considered that the evidence does not support any need for First Homes (or other discounted market products) in a local context due to the cost of newbuild housing.

Table 7.23 Discount required to make affordable home ownership a 'genuinely affordable' product – Guildford

| | Affordable price | Median newbuild | Discount required |
|------------|------------------|-----------------|-------------------|
| 1-bedroom | £200,000 | £370,000 | 46% |
| 2-bedrooms | £266,000 | £595,000 | 55% |
| 3-bedrooms | £369,000 | £675,000 | 45% |
| 4-bedrooms | £420,000 | £895,000 | 53% |

Source: Iceni analysis

7.137 Although the recommendations do not include any provision for discounted market sales (DMS) housing, there may be situations where the Council would consider this product.

7.138 This might include where a Registered Provider cannot be found to manage the affordable housing, and therefore, a discounted product could be sold directly by the developer.

7.139 There may also be situations where it is not viable to provide any affordable housing other than DMS, and therefore, provision of something at a discount would be better than nothing.

7.140 Additionally, on some sites, such as 100% affordable housing sites, a level of DMS housing might be considered to provide a better mix and balance and support viability.

7.141 Arguably, a larger discount than the 30% generally considered in the analysis could be provided to make homes more affordable; a higher

discount would essentially mean a greater developer subsidy. Such a subsidy might be better spent on other forms of affordable housing that can meet more acute needs but this will be for the Council to determine

Shared Ownership

- 7.142 The analysis below moves on to consider shared ownership. For this analysis, monthly outgoings have been assessed, with the core assumption that they should be the same as for renting privately to make this tenure genuinely affordable.
- 7.143 The analysis has examined what the OMV would need to be for shared ownership to be affordable with 10%, 25%, and 50% shares. To work out outgoings, the mortgage component is based on a 10% deposit (for the equity share) and a repayment mortgage over 25 years at 5%, with rent at 2.75% per annum on any unsold equity.
- 7.144 The findings for this analysis are interesting and do point to the possibility of shared ownership being a more affordable tenure than discounted market housing (including First Homes).
- 7.145 By way of an explanation of this table (focusing on 3-bedroom homes), if a 50% equity share scheme came forward, then it is estimated that the OMV could not be above £569,000 if it is to be genuinely affordable (due to the outgoings being in excess of the cost of privately renting).
- 7.146 However, given the subsidised rents, the same level of outgoings could be expected with a 10% equity share but a much higher OMV of £830,000.
- 7.147 Although affordability can only be considered on a scheme-by-scheme basis, it is notable that we estimate a median 2-bedroom newbuild to cost around £675,000.

- 7.148 This suggests that a shared ownership equity share of around 25% is genuinely affordable, although lower shares could increase the number of households able to afford it. It is important to remember that this is based on data from a single point in time.

Table 7.24 Estimated OMV of Shared Ownership with a 50%, 25% and 10% Equity Share by Size – Guildford

| | 50% share | 25% share | 10% share |
|------------|-----------|-----------|-----------|
| 1-bedroom | £318,000 | £396,000 | £464,000 |
| 2-bedroom | £410,000 | £511,000 | £599,000 |
| 3-bedroom | £569,000 | £709,000 | £830,000 |
| 4-bedrooms | £649,000 | £808,000 | £947,000 |

Source: Iceni analysis

- 7.149 Another way of looking at this data is to see what level of equity share might be needed to make shared ownership affordable, and this is shown in the table below.
- 7.150 Overall, this indicates that shares are generally in the range of 10% to 30%, depending on size. Overall, shared ownership is likely to be more affordable than discounted market housing, but lower equity shares (at or below 25%) should be encouraged in any development.

Table 7.25 Estimated equity share required to make shared ownership affordable

| | Maximum equity share |
|------------|----------------------|
| 1-bedroom | 32% |
| 2-bedroom | 11% |
| 3-bedroom | 30% |
| 4-bedrooms | 18% |

Source: Iceni analysis

Rent-to-Buy

- 7.151 A further affordable option is Rent to Buy; this is a Government scheme designed to ease the transition from renting to buying the same home.

Initially (typically for five years), the newly built home will be provided at the equivalent of an affordable rent (approximately 20% below the market rate).

- 7.152 The expectation is that the discount provided in the first five years is saved to put towards a deposit on the purchase of the same property. Rent to Buy can be advantageous for some households, as it allows for a smaller 'step' onto the home ownership ladder.
- 7.153 At the end of the five years, depending on the scheme, the property is either sold as a shared ownership product or purchased outright as a full market property. If the occupant is unable to do either of these, the property is vacated.
- 7.154 In order to access this tenure, it effectively requires the same income threshold for the initial phase as a market rental property, although the cost of accommodation will be that of affordable rent.
- 7.155 The lower-than-market rent will allow the household to save for a deposit for the eventual shared ownership or market property. In considering the affordability of rent-to-buy schemes, there is a direct read across to the income required to access affordable home ownership (including shared ownership). It should therefore be treated as part of the affordable home ownership products suggested by the NPPF.

Consultation with Housing Team

- 7.156 Iceni have consulted with members of Guildford's Housing team to understand the need for affordable housing in Guildford. This subsection summarises that conversation.

- 7.157 Demand for affordable housing varies across the borough but is consistently strongest for family-sized homes, particularly three-bed properties, where Band C applicants may wait around seven years.
- 7.158 In contrast, there is more turnover in one- and two-bed units, which helps alleviate pressure on smaller households.
- 7.159 While there are occasional voids, the main challenge is meeting rising demand in a borough where affordability is a significant concern.
- 7.160 Affordability is considered a structural issue in Guildford, with a notable gap between local housing prices and typical household incomes.
- 7.161 This imbalance has been exacerbated by the recent delivery of affordable rent homes at rents above Local Housing Allowance levels, making them difficult to let.
- 7.162 Neighbouring Waverley has trialled capped rents, and Guildford is considering adopting a similar approach to improve take-up.
- 7.163 Regarding adapted accommodation and homes for disabled residents, the council maintains a disability panel that can identify individuals requiring specialist housing. However, although the council has a significant number of adapted properties, the need for such homes is highly bespoke, often centred on additional internal space or layout modifications tailored to individual mobility needs.
- 7.164 Despite this, the council lacks comprehensive data on the full extent of future demand for adapted homes.
- 7.165 The council owns a portion of its housing stock but also works with various Registered Providers (RPs). While there have been stock losses through Right to Buy, this has not significantly undermined supply to date.

- 7.166 Nonetheless, RPs often set rents higher than those set by the council, creating affordability challenges for households seeking long-term security.
- 7.167 Flats have dominated new-build delivery, yet resident preference remains strong for traditional houses; these tend to be allocated to higher-need households, while flats often go to those with lower priority who are willing to accept them while waiting.
- 7.168 In terms of intermediate housing, shared ownership remains popular, especially when restricted to applicants with a local connection.
- 7.169 There has also been strong demand for First Homes, though administering this product is cumbersome and requires extensive conveyancing and administration. As a result, the ongoing provision of First Homes is unlikely to continue locally.
- 7.170 Shared ownership plays an important role in the viability of Section 106 delivery; without it, some schemes would be difficult to progress. Shared equity appears occasionally in for-profit schemes but is less common.
- 7.171 The council has encountered some challenges with RPs in the last few months, prompting Guildford Borough Council to consider acquiring units directly if required, although this step has not yet been taken.
- 7.172 New providers, such as Zen Housing, managed by Pinnacle, have recently entered the local market, broadening delivery capacity.
- 7.173 Demand patterns across Guildford show no single hotspot: residents often seek to remain in or near the villages where they grew up, supported by rural exception sites that help maintain community links.
- 7.174 Some areas are perceived as less desirable. Ash, for example, attracts slightly lower demand, though connectivity still ensures solid overall interest.

- 7.175 Overall, Guildford's affordable housing needs remain concentrated on family homes, lower-rent options, and a more predictable supply of accessible housing.
- 7.176 The borough continues to balance competing demands, market pressures, and policy objectives as it updates its corporate plan and homelessness strategy to address affordability and long waiting times.

Policy response

- 7.177 It is not possible through the housing needs assessment to recommend the amount of affordable housing to be required through policy, as this will largely depend on the viability of provision.
- 7.178 We do, however, note the current policy position in the adopted Local Plan (Policy H2), which sets a general target of 40% with a tenure split of 70% affordable rents and the remainder being other forms of affordable housing.
- 7.179 It is considered that a 40% overall target could provide a good start point for viability testing and that this report can provide further and updated advice on the tenure split, particularly in light of the December 2024 NPPF which says (in paragraph 64) that *'planning policies should specify the type of affordable housing required (including the minimum proportion of Social Rent homes required)'*.
- 7.180 Overall, it is recommended that the Council consider seeking a split between rented and intermediate housing in an 80:20 ratio. This is considered justified, as households that need rented products are more likely to have acute needs and fewer options in the housing market.
- 7.181 Whilst the main analysis in this report identified a split of 55:45 between those unable to buy OR rent and those able to rent but not buy, it was noted that these figures do not include the sizeable amount of market

housing available for sale at a price below the lower quartile and which could be available for some households in the latter group.

- 7.182 In terms of more specific types of affordable housing, the analysis suggests 70%-80% of rented homes should be at social rents (the rest at affordable rents).
- 7.183 The analysis also suggests there is unlikely to be a role for discounted market housing (including First Homes), with the main focus likely to be on shared ownership (and possibly rent-to-buy housing).
- 7.184 The following table sets out a suggested tenure split based on the evidence in this report. This would still be subject to viability and also the potential for choices to be made by the Council – for example, it is possible that increasing levels of intermediate housing would increase overall delivery, and this may be considered preferable to providing homes at social rents (of course the opposite could also be the decision made – more social rents, fewer homes overall).
- 7.185 Overall, the recommendation is for an 80:20 split, with the majority (75%, being the midpoint of the range) of rented housing at social rents and the 20% of intermediate housing focusing on shared ownership and rent-to-buy; no targets are suggested for discounted market sale or First Homes.
- 7.186 The categories used in the table below are consistent with the affordable housing definitions set out in Annex 2 of the NPPF.

Table 7.26 Suggested mix of affordable housing by tenure

| Type of affordable housing | Recommended Target (subject to viability) |
|------------------------------------------------------------------------------|----------------------------------------------|
| a) Social Rent | 60% |
| b) Other affordable housing to rent | 20% |
| c) Discounted market sales housing | N/A |
| d) Other affordable routes to home ownership (Shared Ownership, Rent to Buy) | 20% |

Source: *Iceni analysis*

- 7.187 Although the recommendations do not include any provision for discounted market sales (DMS) housing, there may be specific situations where the Council would consider this product (as previously discussed).

Affordable Housing Need - Summary

- 7.188 The analysis has taken into account local housing costs (to both buy and rent) along with estimates of household income. The evidence indicates an acute need for affordable housing in the Borough and across all sub-areas.
- 7.189 The majority of need is from households who are unable to buy or rent, and therefore points particularly to the need for rented affordable housing rather than affordable home ownership.
- 7.190 Despite the level of need being high, it is not considered that this points to any requirement for the Council to increase the Local Plan housing requirement due to affordable needs.
- 7.191 The link between affordable need and overall need (across all tenures) is complex. When making this link, it must be remembered that many of those identified as having an affordable need are already in housing (and therefore do not generate a net additional need for a home).

- 7.192 In addition, the private rented sector provides benefit-supported accommodation for many households. That said, the level of affordable need does suggest the Council should maximise the delivery of such housing at every opportunity.
- 7.193 Although a clear need for rented forms of affordable housing was identified, the study also considers different types of intermediate housing (or Affordable Home Ownership (AHO)), as these may have a role to play.
- 7.194 Shared ownership is likely to be suitable for households with marginal affordability (those just able to afford private renting) because it offers a lower deposit and subsidised rent. There was no strong evidence of a need for First Homes or discounted market housing more generally.
- 7.195 In deciding what types of affordable housing to provide, including a split between rented and home ownership products, the Council will need to consider the relative levels of need and also viability issues.
- 7.196 Overall, the analysis identifies a notable need for affordable housing, and it is clear that the provision of new affordable housing is an important and pressing issue in the area.
- 7.197 It should be stressed, however, that this report does not set an overall affordable housing target; the amount of affordable housing delivered will be limited to what can be provided viably.
- 7.198 The evidence, however, suggests that the delivery of affordable housing should be maximised where opportunities arise.

8. Housing Mix

Introduction

- 8.1 This section considers the appropriate mix of housing across Guildford, with a particular focus on the sizes of homes required in different tenure groups.
- 8.2 This section examines a range of statistics on families (generally defined as households with dependent children¹⁷) before turning to how the number of households in different age groups is projected to change.
- 8.3 The section mainly focuses on the Borough as a whole, with additional analysis of the four sub-areas.

Background Data

- 8.4 The number of families in Guildford (defined for this assessment as any household which contains at least one dependent child) totalled 16,000 as of the 2021 Census, accounting for 29% of households; this proportion is broadly similar to that seen across other areas.

¹⁷ Anyone aged 0–15 living in a household or a person aged 16–18 who is in full-time education, and lives in family with their parent(s) or grandparent(s) and does not have a spouse, partner, or child living in the household

- 8.5 The proportion of married-couple households (with dependent children) is, however, higher than seen across the region and nationally, with a relatively low proportion of lone-parent households.

Table 8.1 Households with Dependent Children (2021)

| | Guildford | | Surrey | South East | England |
|-------------------------------|-----------|--------|--------|------------|---------|
| | No. | % | % | % | % |
| Married couple | 10,494 | 18.8% | 19.8% | 16.3% | 14.4% |
| Cohabiting couple | 1,875 | 3.4% | 3.7% | 4.4% | 4.5% |
| Lone parent | 2,535 | 4.5% | 5.2% | 6.0% | 6.9% |
| Other households | 1,053 | 1.9% | 2.3% | 2.5% | 2.7% |
| All other households | 39,803 | 71.4% | 68.9% | 70.9% | 71.5% |
| Total | 55,760 | 100.0% | 100.0% | 100.0% | 100.0% |
| Total with dependent children | 15,957 | 28.6% | 31.1% | 29.1% | 28.5% |

Source: Census (2021)

- 8.6 The table below shows the same information for each of the sub-areas. There are limited variations in the proportion of households with dependent children, with the highest in the Western Rural area (30%) and the lowest in Ash and Tongham (28%).
- 8.7 This latter area and the Guildford Urban Area, however, have slightly higher proportions of lone-parent households than other locations.

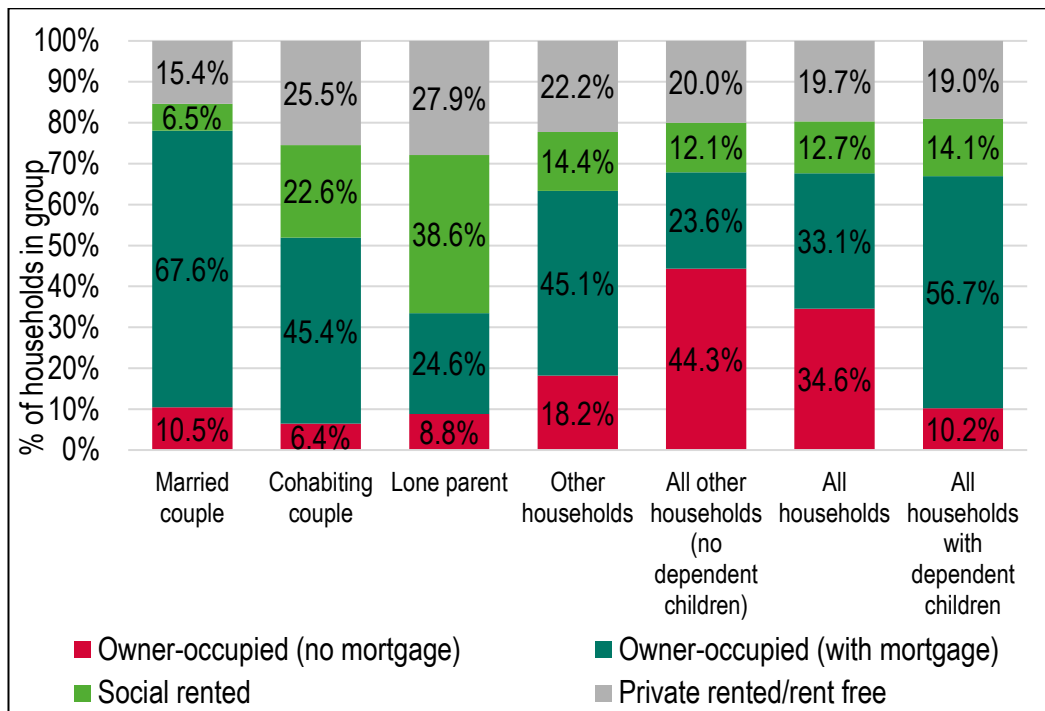
Table 8.2 Households with Dependent Children (2021) – sub-areas

| | Ash and Tongham | Eastern Rural | Guildford Urban Area | Western Rural | TOTAL |
|-------------------------------|-----------------|---------------|----------------------|---------------|--------|
| Married couple | 16.4% | 20.6% | 18.4% | 20.2% | 18.8% |
| Cohabiting couple | 4.9% | 2.8% | 3.1% | 3.5% | 3.4% |
| Lone parent | 4.9% | 3.7% | 4.9% | 3.9% | 4.5% |
| Other households | 1.7% | 1.7% | 1.9% | 2.3% | 1.9% |
| All other households | 72.0% | 71.2% | 71.6% | 70.1% | 71.4% |
| Total | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |
| Total with dependent children | 28.0% | 28.8% | 28.4% | 29.9% | 28.6% |

Source: Census (2021)

- 8.8 The figure below shows the current tenure of households with dependent children. There are some considerable differences by household type, with lone parents having a very high proportion living in the social and private rented sectors. Across the Borough, only 33% of lone-parent households are owner-occupiers compared with 78% of married couples with children.

Figure 8.1 Tenure of households with dependent children (2021) – Guildford

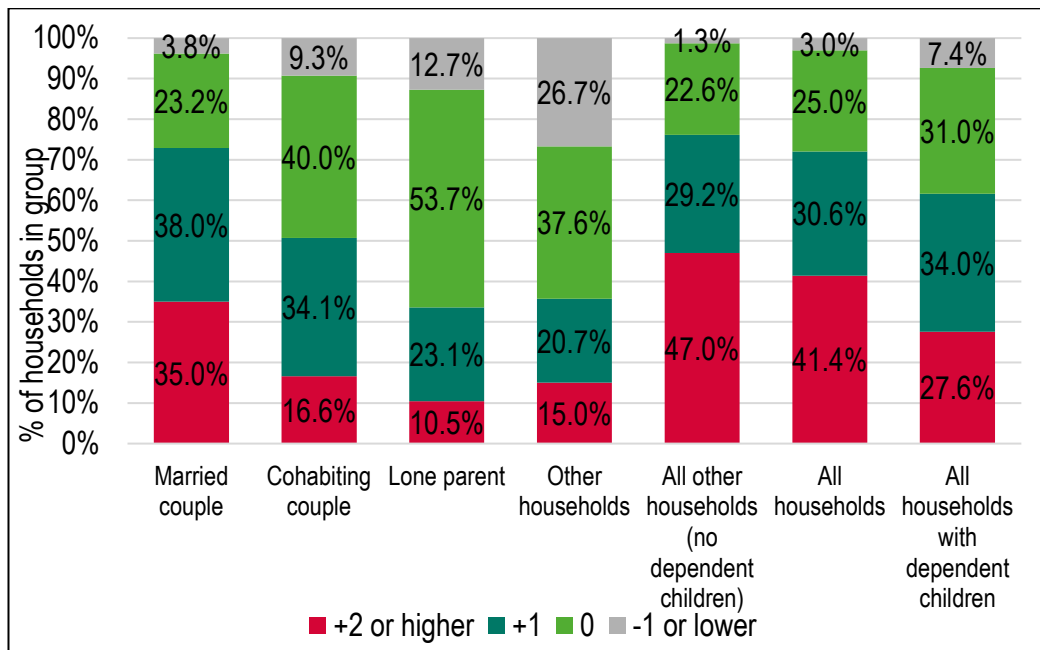


Source: Census (2021)

8.9 The figure below shows levels of overcrowding and under-occupancy of households with dependent children. This shows higher levels of overcrowding (minus figure) across all household types with dependent children, with 13% of lone parents and 27% of ‘other’ households overcrowded.

8.10 Overall, some 7% of households with dependent children are overcrowded, compared with around 1% of other households. Levels of under-occupancy (positive figures) are also notably lower in households with dependent children.

Figure 8.2 Occupancy rating of households with dependent children (2021) – Guildford



Source: Census (2021)

The Mix of Housing

- 8.11 A model has been developed that starts with the current housing profile in terms of size (bedrooms) and tenure. The data includes information on household ages and the typical sizes of the homes they occupy. Using demographic projections, it is possible to see which age groups are expected to change in number and by how much.
- 8.12 On the assumption that occupancy patterns for each age group (within each tenure) remain the same, it is therefore possible to assess the profile of housing needed over the assessment period (taken to be 2025-45 to be consistent with other analyses in this report).
- 8.13 An important starting point is to understand the current balance of housing in the area – the table below profiles the sizes of homes in different tenure groups across areas.

- 8.14 The data show a market stock (owner-occupied) dominated by 3+-bedroom homes (accounting for 77% of the total in this tenure group, slightly higher than both nationally and across the South East).
- 8.15 The Borough sees a particularly high proportion of 4+-bedroom homes. The profile of the social rented sector is broadly similar across areas, whilst the private rented sector appears to have a higher proportion of larger (4+ bedroom) homes. This will, to some degree, be linked to the Borough's student population which typically seeks larger rental homes. Observations about the current mix inform conclusions about the future mix later in this section.

Table 8.3 Number of Bedrooms by Tenure, 2021

| | | Guildford | South East | England |
|----------------|---------------|-----------|------------|---------|
| Owner-occupied | 1-bedroom | 4% | 4% | 4% |
| | 2-bedrooms | 19% | 21% | 21% |
| | 3-bedrooms | 39% | 42% | 46% |
| | 4+-bedrooms | 38% | 33% | 29% |
| | Total | 100% | 100% | 100% |
| | Ave. no. beds | 3.11 | 3.04 | 3.01 |
| Social rented | 1-bedroom | 34% | 31% | 29% |
| | 2-bedrooms | 33% | 35% | 36% |
| | 3-bedrooms | 29% | 31% | 31% |
| | 4+-bedrooms | 4% | 4% | 4% |
| | Total | 100% | 100% | 100% |
| | Ave. no. beds | 2.03 | 2.08 | 2.10 |
| Private rented | 1-bedroom | 23% | 24% | 21% |
| | 2-bedrooms | 33% | 38% | 39% |
| | 3-bedrooms | 23% | 27% | 29% |
| | 4+-bedrooms | 20% | 12% | 11% |
| | Total | 100% | 100% | 100% |
| | Ave. no. beds | 2.41 | 2.27 | 2.30 |

Source: Census (2021)

- 8.16 The table below shows the same information by sub-area. Ash and Tongham see some of the smallest dwelling sizes across tenures

(particularly for owner-occupied and private rented housing), with the size of the social rented stock being broadly similar across areas.

- 8.17 In the private rented sector, it is notable that the Guildford Urban Area has the highest proportion of 4+-bedroom homes (linked to the student population). Still, average dwelling sizes are higher in both rural sub-areas.

Table 8.4 Number of Bedrooms by Tenure, 2021 – sub-areas

| | | Ash and Tongham | Eastern Rural | Guildford Urban Area | Western Rural |
|----------------|---------------|-----------------|---------------|----------------------|---------------|
| Owner-occupied | 1-bedroom | 5% | 2% | 6% | 2% |
| | 2-bedrooms | 24% | 15% | 19% | 17% |
| | 3-bedrooms | 44% | 32% | 39% | 41% |
| | 4+-bedrooms | 27% | 51% | 35% | 39% |
| | Total | 100% | 100% | 100% | 100% |
| | Ave. no. beds | 2.93 | 3.32 | 3.03 | 3.18 |
| Social rented | 1-bedroom | 32% | 28% | 37% | 25% |
| | 2-bedrooms | 34% | 39% | 30% | 36% |
| | 3-bedrooms | 30% | 28% | 28% | 35% |
| | 4+-bedrooms | 4% | 4% | 4% | 4% |
| | Total | 100% | 100% | 100% | 100% |
| | Ave. no. beds | 2.06 | 2.08 | 1.98 | 2.18 |
| Private rented | 1-bedroom | 21% | 15% | 28% | 8% |
| | 2-bedrooms | 43% | 37% | 31% | 32% |
| | 3-bedrooms | 26% | 29% | 19% | 41% |
| | 4+-bedrooms | 10% | 19% | 22% | 19% |
| | Total | 100% | 100% | 100% | 100% |
| | Ave. no. beds | 2.26 | 2.52 | 2.35 | 2.71 |

Source: Census (2021)

Overview of Methodology

- 8.18 The method to consider future housing mix looks at the ages of the Household Reference Persons¹⁸ and how these are projected to change over time—the sub-sections to follow describe some of the key analyses.

Understanding How Households Occupy Homes

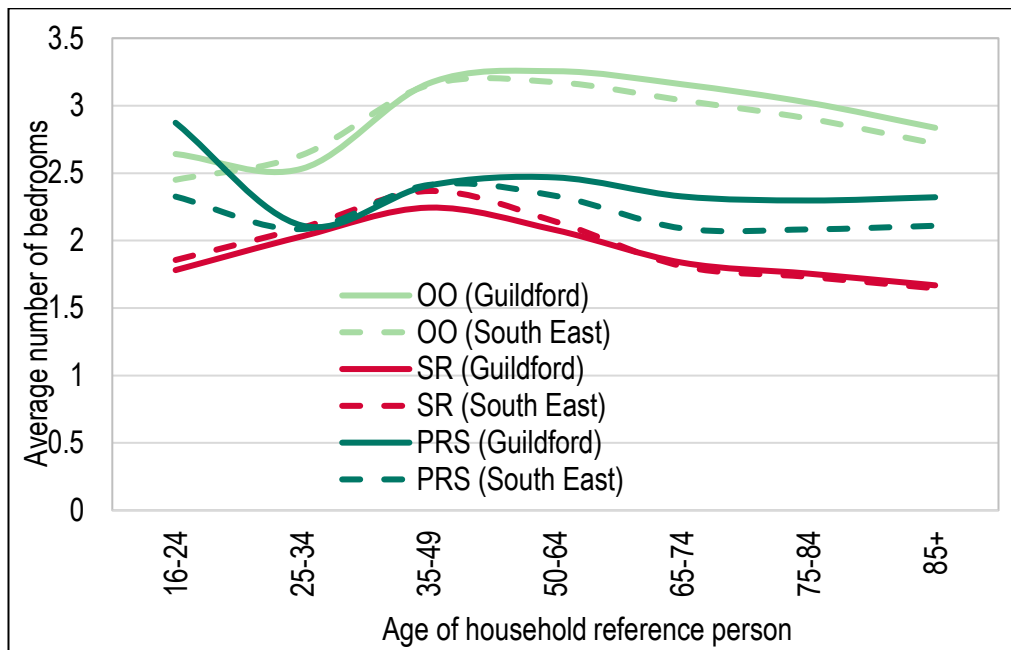
- 8.19 Whilst the demographic projections provide a good indication of how the population and household structure will develop, it is not a simple task to convert the net increase in the number of households into a suggested profile for additional housing to be provided.
- 8.20 The main reason is that, in the market sector, households can buy or rent any size of property (subject to what they can afford), so knowledge of the profile of households in an area does not directly translate into the sizes of property provided.
- 8.21 The size of housing which households occupy relates more to their wealth and age than the number of people they contain. For example, there is no reason a single person cannot buy (or choose to live in) a 4-bedroom home if they can afford it; therefore, projecting an increase in single-person households does not automatically imply a need for smaller units.
- 8.22 That said, issues of supply can also impact occupancy patterns. For example, a supply of additional smaller-level accessible homes may

¹⁸ A Household Reference Person (HRP) is a designated member of a household used as a reference point for social and economic statistics, replacing the older "head of household" term. They are defined as the person responsible for owning or renting the accommodation, or the highest earner among joint householders.

encourage older people to downsize. Still, in the absence of such accommodation, these households remain in their larger homes.

- 8.23 The issue of choice is less relevant in the affordable sector (particularly since the introduction of the social sector size criteria), where households are allocated properties which reflect the size of the household.
- 8.24 However, there will still be some under-occupation moving forward, particularly among older people and working households who may be able to under-occupy housing (e.g., those who can afford to pay the spare room subsidy ('bedroom tax')).
- 8.25 The approach used is to interrogate information derived from the projections about the number of household reference persons (HRPs) in each age group and apply this to the profile of housing within these groups (data being drawn from the 2021 Census).
- 8.26 The figure below shows an estimate of how the average number of bedrooms varies by different ages of HRP and broad tenure group for Guildford and the South East region.
- 8.27 Across all sectors, the average size of accommodation increases over time, typically peaking around age 50. After peaking, the average dwelling size decreases slightly, as typically some households downsize as they get older.

Figure 8.3 Average Bedrooms by Age and Tenure in Guildford and the region



Source: Census (2021)

- 8.28 The analysis also shows Guildford has slightly larger dwelling sizes in the owner-occupied sector, as well as in the larger dwelling private rented sector. The data also show the influence of students on this sector (with a large average dwelling size in the 16-24 age group).
- 8.29 The analysis uses the existing occupancy patterns at a local and regional level as a starting point for analysis. It applies these to the projected changes in Household Reference Person by age discussed below. The analysis has been used to derive outputs for three broad categories. These are:
- **Market Housing** – which is taken to follow the occupancy profiles in the market sector (i.e. owner-occupiers and the private rented sector);
 - **Affordable Home Ownership** – which is taken to follow the occupancy profile in the private rented sector (this is seen as reasonable, as the Government’s desired growth in home

ownership looks to be largely driven by a wish to see households move out of private renting); and

- **Rented Affordable Housing** – which is taken to follow the occupancy profile in the social rented sector. The affordable sector in the analysis to follow would include social and affordable rented housing.

Changes to Households by Age

8.30 The table below presents the projected change in households by age of household reference person under the Standard Method. This shows growth is expected across all age groups, particularly older age groups (notably 85+).

8.31 However, some high growth is also projected in younger age groups, in part due to an assumption that household formation could improve over time.

Table 8.5 Projected Change in Household by Age of Household Reference Person in Guildford

| | 2025 | 2045 | Change in Households | % Change |
|----------|--------|--------|----------------------|----------|
| Under 25 | 2,427 | 2,844 | 417 | 17.2% |
| 25-34 | 7,290 | 12,099 | 4,809 | 66.0% |
| 35-49 | 15,510 | 23,694 | 8,184 | 52.8% |
| 50-64 | 16,886 | 19,518 | 2,632 | 15.6% |
| 65-74 | 7,429 | 9,471 | 2,042 | 27.5% |
| 75-84 | 6,585 | 9,145 | 2,560 | 38.9% |
| 85+ | 2,882 | 4,919 | 2,037 | 70.7% |
| TOTAL | 59,009 | 81,688 | 22,680 | 38.4% |

Source: Iceni Analysis

Modelled Outputs

- 8.32 By following the methodology set out above and drawing on the sources shown, a series of outputs has been derived to consider the likely size requirement of housing within each of the three broad tenures at a local authority level.
- 8.33 The analysis considers both local and regional occupancy patterns. The data linking to local occupancy will, to some extent, reflect the role and function of the local area, whilst the regional data will help identify any gaps (or relative surpluses) in different sizes/tenures of homes when considered in a wider context.
- 8.34 The table below shows the modelled outputs of need by dwelling size in the three broad tenures. Market housing focuses on 3+-bedroom homes, affordable home ownership in 2- and 3-bedroom accommodation, and rented affordable housing showing a slightly smaller profile again.

Table 8.6 Initial Modelled Mix of Housing by Size and Tenure – Guildford

| | 1- bedroom | 2- bedrooms | 3- bedrooms | 4+ bedrooms |
|-----------------------------|---------------|----------------|----------------|----------------|
| Market | 10% | 26% | 37% | 27% |
| Affordable home ownership | 24% | 37% | 25% | 14% |
| Affordable housing (rented) | 31% | 35% | 30% | 4% |

Source: Housing Market Model

Rightsizing

- 8.35 The analysis above sets out the potential need for housing if occupancy patterns remain the same as they were in 2021 (with differences from the current stock profile being driven by demographic change).

- 8.36 However, it is worth considering that the 2021 profile will have included households that are overcrowded (and therefore need a larger home than they currently live in) and those that under-occupy (have more bedrooms than they need).
- 8.37 There is a case to seek new stock to more closely match actual size requirements. Whilst it would not be reasonable to expect to remove all under-occupancy (particularly in the market sector), it is the case that in seeking to make the most efficient use of land, it would be prudent to look to reduce this over time. Further analysis has been undertaken to take account of overcrowding and under-occupancy (by tenure).
- 8.38 The table below shows a cross-tabulation of a household's occupancy rating and the number of bedrooms in their home (for owner-occupiers). This shows a high proportion of households with at least 2 spare bedrooms living in homes with 3 or more bedrooms.
- 8.39 There are also many overcrowded households. In the owner-occupied sector in 2021, there were 32,600 households with some degree of under-occupation and around 430 overcrowded households – some 86% of all owner-occupiers have some degree of under-occupancy.

Table 8.7 Cross-tabulation of occupancy rating and number of bedrooms (owner-occupied sector) – Guildford

| Occupancy rating | Number of bedrooms | | | | |
|---------------------|--------------------|-------|--------|--------|--------|
| | 1-bed | 2-bed | 3-bed | 4+-bed | TOTAL |
| +2 spare bedrooms | 0 | 0 | 8,434 | 12,235 | 20,669 |
| +1 spare bedrooms | 0 | 5,464 | 4,492 | 1,929 | 11,885 |
| 0 "Right-sized" | 1,566 | 1,379 | 1,495 | 284 | 4,724 |
| -1 too few bedrooms | 88 | 179 | 124 | 43 | 434 |
| TOTAL | 1,654 | 7,022 | 14,545 | 14,491 | 37,712 |

Source: Census (2021)

8.40 For completeness, the tables below show the same information for the social and private rented sectors. In both cases, there are more under-occupied households than overcrowded households, but the differences are less marked than those seen for owner-occupied housing.

Table 8.8 Cross-tabulation of occupancy rating and number of bedrooms (social rented sector) – Guildford

| Occupancy rating | Number of bedrooms | | | | |
|---------------------|--------------------|-------|-------|--------|-------|
| | 1-bed | 2-bed | 3-bed | 4+-bed | TOTAL |
| +2 spare bedrooms | 0 | 0 | 491 | 93 | 584 |
| +1 spare bedrooms | 0 | 862 | 610 | 95 | 1,567 |
| 0 "Right-sized" | 2,238 | 1,179 | 815 | 65 | 4,297 |
| -1 too few bedrooms | 155 | 286 | 154 | 21 | 616 |
| TOTAL | 2,393 | 2,327 | 2,070 | 274 | 7,064 |

Source: Census (2021)

Table 8.9 Cross-tabulation of occupancy rating and number of bedrooms (private rented sector) – Guildford

| Occupancy rating | Number of bedrooms | | | | |
|---------------------|--------------------|-------|-------|--------|--------|
| | 1-bed | 2-bed | 3-bed | 4+-bed | TOTAL |
| +2 spare bedrooms | 0 | 0 | 756 | 1,094 | 1,850 |
| +1 spare bedrooms | 0 | 1,917 | 1,042 | 636 | 3,595 |
| 0 "Right-sized" | 2,232 | 1,545 | 683 | 444 | 4,904 |
| -1 too few bedrooms | 293 | 201 | 89 | 49 | 632 |
| TOTAL | 2,525 | 3,663 | 2,570 | 2,223 | 10,981 |

Source: Census (2021)

8.41 In using this data in the modelling, an adjustment is made to move some of those who would have been picked up in the modelling as under-occupying into smaller accommodation. Where there is under-

occupation by 2 or more bedrooms, the adjustment takes 25% of this group and assigns to a '+1' occupancy.

- 8.42 This does need to be recognised as an assumption, but it can be seen as reasonable, as it retains some (considerable) degree of under-occupation (which is likely). It also seeks to model a better match between household needs and the size of their home.
- 8.43 For overcrowded households, the move is in the opposite direction: households are moved up by as many bedrooms as needed to resolve the problem (this applies to all overcrowded households).
- 8.44 The adjustments for under-occupation and overcrowding lead to the suggested mix as set out in the following tables. It can be seen that this tends to suggest a very slightly different profile of homes as being needed (compared to the initial modelling), including an increase in the need for 4+-bedroom homes in the rented affordable housing sector due to levels of overcrowding and a reduction in the 4+-bedroom market need due to high levels of under-occupancy.

Table 8.10 Modelled Mix of Housing by Size and Tenure – Guildford

| | 1- bedroom | 2- bedrooms | 3- bedrooms | 4+- bedrooms |
|-----------------------------|---------------|----------------|----------------|-----------------|
| Market | 9% | 31% | 38% | 21% |
| Affordable home ownership | 21% | 39% | 27% | 12% |
| Affordable housing (rented) | 29% | 35% | 30% | 6% |

Source: Housing Market Model

- 8.45 A further analysis of the need for rented affordable housing is to compare the need with the supply (turnover) of accommodation of different sizes.

- 8.46 This links back to estimates of need in the previous section (an annual need of 339 dwellings from households unable to buy or rent) and to additional data from CoRe on the sizes of homes let over the past three years.
- 8.47 This analysis is quite clear in showing the very low supply of larger homes relative to the need for 4+-bedroom accommodation, where it is estimated the supply is only around 12% of the need arising each year. In contrast, for 1- and 2-bedroom homes, over a third of the need can be met.

Table 8.11 Need for rented affordable housing by number of bedrooms – Guildford

| | Gross Annual Need | Gross Annual Supply | Net Annual Need | As a % of total net annual need | Supply as a % of gross need |
|-------------|-------------------|---------------------|-----------------|---------------------------------|-----------------------------|
| 1-bedroom | 166 | 68 | 98 | 29.0% | 40.9% |
| 2-bedrooms | 179 | 60 | 119 | 35.2% | 33.4% |
| 3-bedrooms | 127 | 25 | 102 | 30.0% | 20.0% |
| 4+-bedrooms | 23 | 3 | 20 | 5.9% | 11.7% |
| Total | 495 | 156 | 339 | 100.0% | 31.5% |

Source: Iceni analysis

- 8.48 Across the Borough, the analysis points to approaching a third of the social/affordable housing need being for 1-bedroom homes, and it is of interest to see how much of this is due to older person households.
- 8.49 In the future, household sizes are projected to drop, whilst the population of older people will increase. Older person households (as shown earlier) are more likely to occupy smaller dwellings. The impact that older people have on the demand for smaller stock is outlined in the table below.

- 8.50 This indeed identifies a slightly larger profile of homes needed for households where the household reference person is aged under 65, with a concentration of 1-bedroom homes for older people.
- 8.51 This information can inform the mix required for housing for older people (e.g., age-restricted), although it should be noted that not all older people are expected to live in homes solely for older people.
- 8.52 The 2, 3, and 4+-bedroom categories have been merged for older persons, as we would not generally expect many (if any) households in this category to need (or indeed be able to be allocated) more than 2 bedrooms in the rented affordable housing sector.

Table 8.12 Modelled Mix of Housing by Size and Age – affordable housing (rented) – Guildford

| | 1- bedroom | 2- bedrooms | 3- bedrooms | 4+- bedrooms |
|---------------------------------|---------------|----------------|----------------|-----------------|
| Under 65 | 24% | 37% | 32% | 7% |
| 65 and over | 45% | 55% | | |
| All affordable housing (rented) | 29% | 35% | 30% | 6% |

Source: Housing Market Model

Indicative Targets for Different Sizes of Property by Tenure

- 8.53 The analysis below provides some indicative targets for different sizes of homes (by tenure). The conclusions consider a range of factors, including modelled outputs and an understanding of the stock profile and levels of under-occupancy and overcrowding.
- 8.54 The analysis (for rented affordable housing) also draws on data from the local authority Housing Register regarding the profile of need, as well as taking a broader view of issues such as the flexibility of homes

to accommodate changes to households (e.g. the lack of flexibility offered by a 1-bedroom home for a couple looking to start a family).

- 8.55 The Housing Register data below shows a pattern of need focused on 1-bedroom homes, but with over a fifth needing 3+-bedroom accommodation.

Table 8.13 Size of Social/Affordable Rented Housing Needed – Housing Register Information (March 2025)

| | Number of households | % of households |
|-------------|----------------------|-----------------|
| 1-bedroom | 1,201 | 53.0% |
| 2-bedrooms | 592 | 26.1% |
| 3-bedrooms | 387 | 17.1% |
| 4+-bedrooms | 88 | 3.9% |
| TOTAL | 2,268 | 100.0% |

Source: LAHS

Social/Affordable Rented

- 8.56 Bringing together the above, a number of factors are recognised. This includes recognising that it is unlikely that all affordable housing needs will be met, and that households needing larger homes will likely have higher priority (as they are more likely to include children).
- 8.57 The following mix of social/affordable rented housing is therefore suggested:
- 1-bedroom: 30-35%
 - 2-bedrooms: 25-30%
 - 3-bedrooms: 25-30%
 - 4+-bedrooms: 10-15%
- 8.58 If a development is to include housing specifically for older people (e.g. forms of age-restricted housing), then broadly a 50:50 split between 1- and 2-bedroom homes is recommended.

- 8.59 The inclusion of some 2-bedroom homes is considered sensible, with the aim of promoting the opportunity for older person households to downsize – a 2-bed offering being more likely to encourage this than 1-bed homes.
- 8.60 It should be noted that the above recommendations are to a considerable degree based on projecting the need forward to 2045 and will vary over time.
- 8.61 At a point in time, the Housing Register data may identify a shortage of housing of a particular size/type, which could lead to the mix of housing being altered from the overall suggested requirement.

Affordable Home Ownership

- 8.62 In the affordable home ownership sector, a profile of housing that more closely matches the outputs of the modelling is suggested. It is considered that the provision of affordable home ownership should be more explicitly focused on delivering smaller family housing for younger households and childless couples.
- 8.63 The conclusions also consider the earlier observation that it may be difficult to make homes genuinely affordable for AHO due to the high cost of new builds. Based on this analysis, it is suggested that the following mix of affordable home ownership would be appropriate:
- 1-bedroom: 15-20%
 - 2-bedrooms: 45-50%
 - 3-bedrooms: 25-30%
 - 4+-bedrooms: 5-10%

Market Housing

- 8.64 Finally, in the market sector, a balance of dwellings is suggested that takes account of both the demand for homes and the changing

demographic profile (as well as observations about the current mix when compared with other locations and also the potential to reduce levels of under-occupancy slightly).

- 8.65 We have also had regard to the potential for rightsizing, but recognise that in the market sector there is limited ability to control what households purchase.
- 8.66 That said a greater supply of high quality and well located 1 and 2-bedroom homes will support a degree of downsizing. This was confirmed by the governments “What older people want” study¹⁹ in 2024 which noted that many older people prefer two-bedroom homes, and that the second bedroom is often wanted for hobbies, storage, guests, or as a flexible space.
- 8.67 This tenure shows a slightly larger recommended profile than other tenure groups.
- 1-bedroom: 5-10%
 - 2-bedrooms: 30-35%
 - 3-bedrooms: 35-40%
 - 4+-bedrooms: 20-25%
- 8.68 Although the analysis has quantified this on the basis of the market modelling and an understanding of the current housing market (including the stock profile in different tenures as set out earlier in this section), it does not necessarily follow that such prescriptive figures should be included in the plan making process (although it will be useful to include an indication of the broad mix to be sought across the Borough) – demand can change over time linked to macro-economic

¹⁹19

https://assets.publishing.service.gov.uk/media/673f1d09b3f0df6d2ebaf02d/What_older_people_want_research_report.pdf

factors and local supply. Policy aspirations could also influence the mix sought.

- 8.69 The suggested figures can be used as a monitoring tool to ensure that future delivery is not unbalanced when compared with the likely requirements as driven by demographic change in the area.
- 8.70 The recommendations can also serve as guidelines for determining the appropriate mix on larger development sites, and the Council could expect justification for a housing mix on such sites that significantly differs from that modelled herein.
- 8.71 Site location and area character are also relevant considerations in determining the appropriate mix of market housing on individual development sites.

Smaller-Area Housing Mix

- 8.72 The analysis above has largely focused on overall Borough-wide needs with conclusions at the strategic level. It should, however, be recognised that there will be variations in need within the area due to the different roles and functions of locations and the specific characteristics of local households (which can also vary over time).
- 8.73 This report does not seek to model a smaller-area housing mix. However, data is available that can help inform specific local issues (including data about household composition, current housing mix and overcrowding/under-occupation).
- 8.74 Below are some points for consideration when looking at needs in any specific location:
- a) Whilst there are differences in the stock profile in different locations, this should not necessarily be seen as indicating

particular surpluses or shortfalls of particular types and sizes of homes;

- b) As well as looking at the stock, an understanding of the role and function of areas is important. For example, areas traditionally favoured by family households might be expected to provide a greater proportion of larger homes;
- c) That said, some of these areas will have very few small/cheaper stocks, and so consideration needs to be given to diversifying the stock; and
- d) The location/quality of sites will also have an impact on the mix of housing. For example, brownfield sites in urban locations may be better suited to flatted development (while recognising the point above about role and function). In contrast, a more suburban/rural site may be more appropriate for family housing. Other considerations (such as proximity to public transport) may impact a reasonable mix at a local level.

8.75 Generally data in this report does not suggest any substantial differences between areas (e.g. in terms of housing offer or the profile of the population/households) and therefore it is suggested the Council should broadly seek the same mix of housing in all locations as a starting point in policy; but would be flexible to a different mix where specific local characteristics suggest (such as site characteristics and location).

8.76 Additionally, in the affordable sector, Housing Register data for a smaller area may indicate a shortage of housing of a particular size/type, which could alter the housing mix from the overall suggested requirement.

Housing Mix - Summary

- 8.77 Analysis of the future mix of housing required takes account of demographic change, including potential changes to the number of family households and the ageing of the population.
- 8.78 The proportion of households with dependent children in Guildford is about average, at around 29% in 2021.
- 8.79 There are notable differences between household types, with married couples (with dependent children) having a high level of owner-occupation. In contrast, lone parents are particularly likely to live in social or private rented accommodation.
- 8.80 There is a range of factors which will influence demand for different sizes of homes, including demographic changes, future growth in real earnings, households' ability to save, economic performance and housing affordability.
- 8.81 The analysis linked to future demographic change concludes that the following represents an appropriate mix of affordable and market homes, which takes into account both household changes and the ageing of the population, as well as seeking to make more efficient use of new stock by not projecting forward the high levels of under-occupancy (which is notable in the market sector).
- 8.82 In all sectors, the analysis points to a particular need for 2- and 3-bedroom accommodation, with varying proportions of 1- and 4+-bedroom homes.
- 8.83 For rented affordable housing, there is a clear need for a range of different sizes of homes, including 35% to have at least 3-bedrooms, of which 10% should have at least 4-bedrooms. Our recommended mix is set out below:

Table 8.14 Suggested size mix of housing by tenure – Guildford

| | Market | Affordable home ownership | Rented affordable housing |
|-------------|--------|---------------------------|---------------------------|
| 1-bedroom | 5-10% | 15-20% | 30-35% |
| 2-bedrooms | 30%-35 | 45-50% | 25-30% |
| 3-bedrooms | 35-40% | 25-30% | 25-30% |
| 4+-bedrooms | 20-25% | 5-10% | 10-15% |

Source: Iceni analysis

- 8.84 The strategic conclusions in the affordable sector recognise the role which delivery of larger family homes can play in releasing a supply of smaller properties for other households.
- 8.85 Also recognised is the limited flexibility which 1-bedroom properties offer to changing household circumstances, which feed through into higher turnover and management issues.
- 8.86 The conclusions also take account of the current mix of housing by tenure and the size requirements shown on the Housing Register.
- 8.87 The mix identified above could inform strategic policies, although a flexible approach should be adopted. For example, in some areas, registered providers of affordable housing find it challenging to sell 1-bedroom affordable home ownership (AHO) homes; therefore, it might be better to provide them as 2-bedroom accommodation. That said, given current house prices, there are potential difficulties in making AHO genuinely affordable.
- 8.88 Additionally, in applying the mix to individual development sites, regard should be had to the nature of the site and character of the area, and to up-to-date evidence of need as well as the existing mix and turnover of properties at the local level. The Council should also monitor the mix of housing delivered.

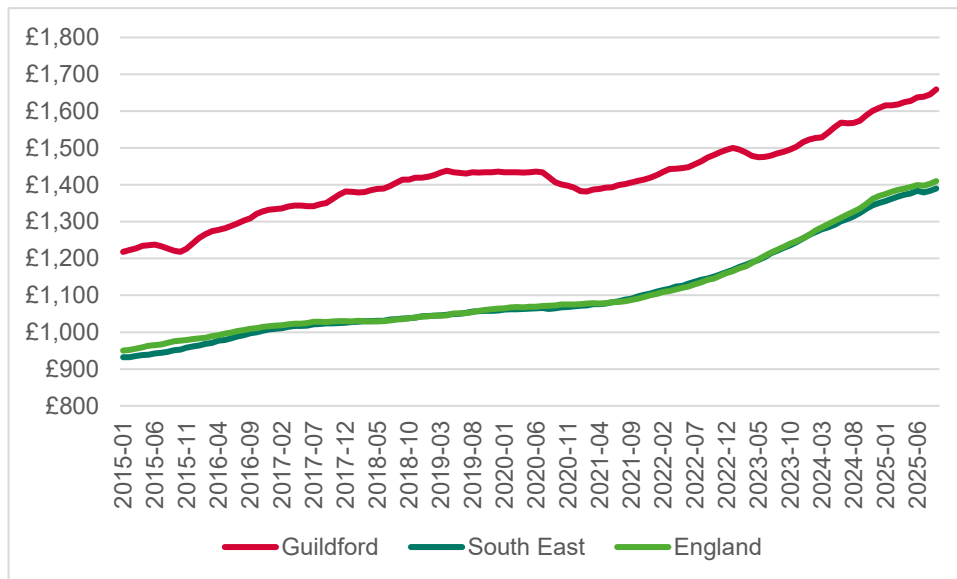
9. Private Rental Sector

- 9.1 At the national level, Savills report that supply and demand are imbalanced in the private rental sector, leading to strong rental growth in recent years²⁰.
- 9.2 The rising cost of debt has meant that fewer people are able to afford to buy, while at the same time, fewer landlords are able to sustain their properties and are therefore leaving the market.
- 9.3 As we have seen earlier in this report, there is a higher rate of private renting in Guildford (20%) compared to Surrey (17%) and the South East (19%), although all three are below the national rate at 21%.
- 9.4 There is a changing housing tenure landscape nationally, with less direct homeownership and more reliance on renting. In Guildford, the PRS increased by 2.6% between the census, which was a greater rate than the national, regional and county change.

Rental Market

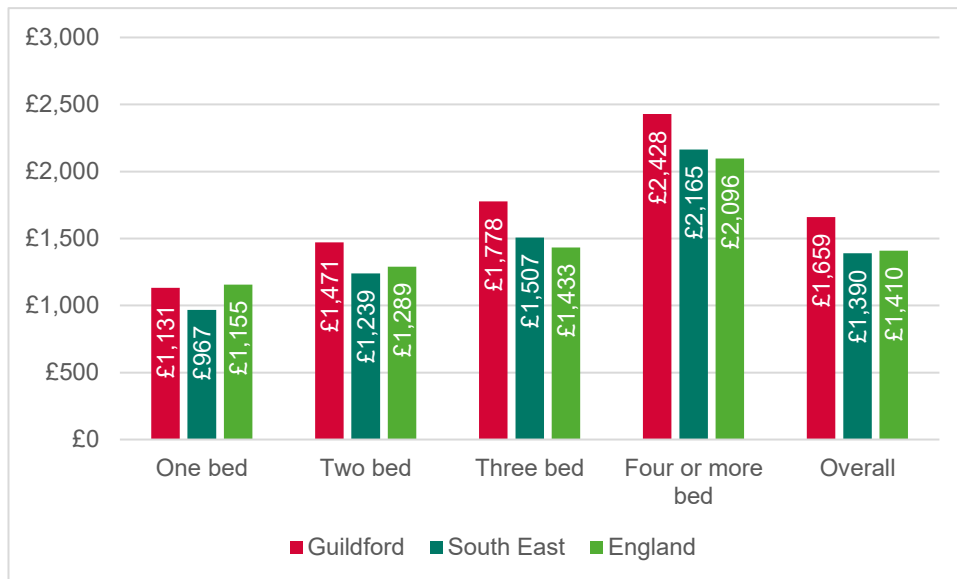
- 9.5 Overall, the median cost to rent in Guildford is £1,659 a month, which, as illustrated below, is significantly above the regional average but above the national average, which is a consistent picture since 2015.
- 9.6 The rental gap between Guildford and England is widening over time; the national growth rate is slower than in other areas. All areas show an increase post-2021, highlighting intense rental pressures.

²⁰ Savills, 2024 https://www.savills.co.uk/research_articles/229130/368940-0

Figure 9.1 Rental market growth (2015 to 2025)

Source: Price Index of Private Rents, ONS

- 9.7 The figure below shows average rental figures by type. Guildford has the highest rents across all property sizes (except 1 beds) when compared to the wider comparators.
- 9.8 The gap between Guildford and national averages widens for larger homes, especially 3-bed and 4-bed+ properties. Guildford shows higher rental prices for all sizes, except for one-bed properties, where the national rates are higher.

Figure 9.2 Average rental prices (2025)

Source: Price Index of Private Rents, ONS

Agent Engagement

- 9.9 Engagement with Guildford estate and letting agents was undertaken in early December 2025 to gather qualitative insights into local market dynamics.
- 9.10 Discussions were held with representatives from a range of agencies, including Guildford branches of Knight Frank, Foxtons, Curchods, Haart, Strutt & Parker, Cavender and Seymours, covering both sales and lettings activity.
- 9.11 While the comments provide valuable context on buyer and tenant behaviour, agent perspectives are inherently subjective and may reflect conditions in specific sub-markets or client bases.
- 9.12 The findings should therefore be interpreted as indicative rather than representative of the market as a whole. Commentary on the sales market is provided earlier in this report.

- 9.13 Letting agents across Guildford describe a buoyant market with sustained demand across most property types.
- 9.14 Curchods reported strong levels of tenant enquiries, particularly for two or three-bedroom homes appealing to couples moving from London, students and families.
- 9.15 There remains a noticeable gap in the supply of good-quality one-bedroom flats, which would be well-received if available.
- 9.16 Larger family homes and student lets are popular, but seasonal variation in demand does exist.
- 9.17 Agents noted particularly strong demand for student accommodation, with the university areas of Guildford, including Park Barn, Stoughton and Woodbridge.
- 9.18 The agents note that student halls can be oversubscribed, leading many students to seek shared houses when unable to secure university halls. This contributes to much of the activity in the HMO and room rental segment.
- 9.19 Families and professionals continue to favour the town centre (particularly singles and couples) and the surrounding residential areas near schools and transport hubs.
- 9.20 Although some landlords exited the market earlier in the year, agents observed that stock is now beginning to return following the budget and rental values have started to ease slightly after a peak.
- 9.21 Landlords remain cautious and often require greater guidance due to evolving renters' rights legislation, though agents suggest the reforms have not been as disruptive as first anticipated.
- 9.22 Commuting and homeworking continue to influence preferences, with tenants looking for additional space to accommodate remote working, while maintaining good access to London.

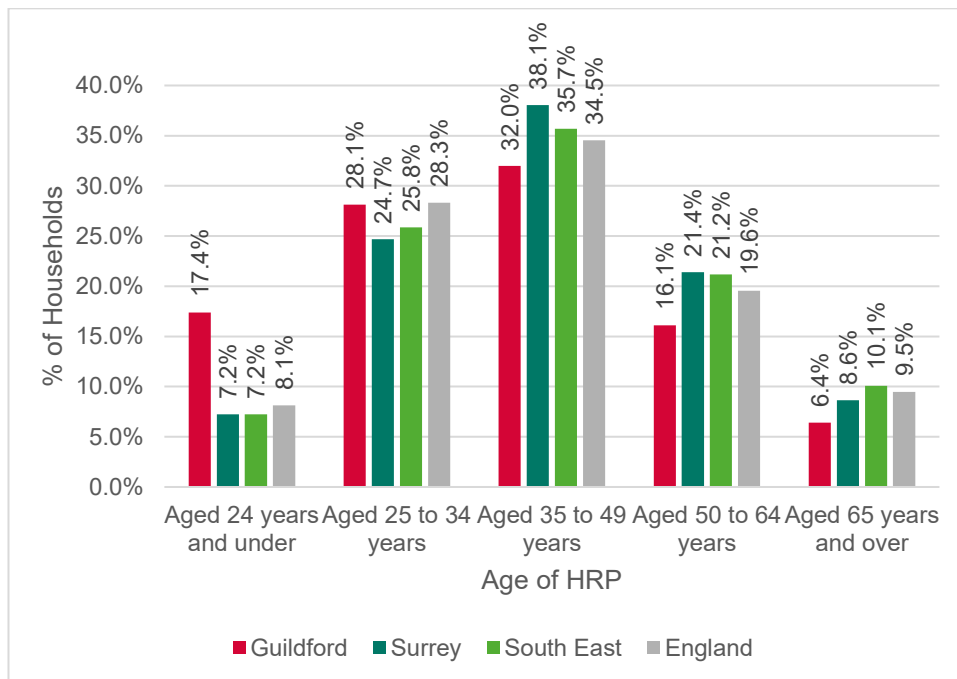
- 9.23 Demand from older tenants remains limited, with most rental activity concentrated among professionals, couples, families and students.

Profile of tenants

- 9.24 The census provides the best source and most comprehensive information on the profile of private rental sector tenants.
- 9.25 The following figure shows the age profile of tenants (using the household reference person²¹) in Guildford. People under 25 are very over-represented compared to regional and national benchmarks, accounting for around twice the proportion in Guildford as in benchmark areas.
- 9.26 This is likely to reflect a large number of student households. Young people aged 25-34 are also relatively common in Guildford.
- 9.27 As a result, other age groups are under-represented in Guildford compared to comparator areas. This is particularly true for those aged 65+, who make up only 5% of PRS HRPs.

²¹ individual within a household who is responsible for owning or renting the accommodation, or, if multiple people share that responsibility, the person with the highest income or, if incomes are equal, the eldest

Figure 9.3 Private rental sector tenant age profile (by household reference person)



Source: ONS Census 2021

- 9.28 Household composition provides another way to consider the PRS tenure profile. This is shown in the table below, with results for the total number of people recorded in privately rented dwellings and separately for households.
- 9.29 One-person households are the most common household type, making up 32% of households, although only 3% of them (875 people) are aged over 65. Because these households contain only a single person, they make up only 13% of the PRS population.
- 9.30 Couples without children are also relatively common (20% of households or 17% of people), as are families with children, which is the group making up the highest proportion of people (32% of households and 46% of people).
- 9.31 Consistent with the very young age profile of Guildford's private rental sector, other households (which are likely to be predominantly student households) make up 16% of all households in the PRS and 24% of people.

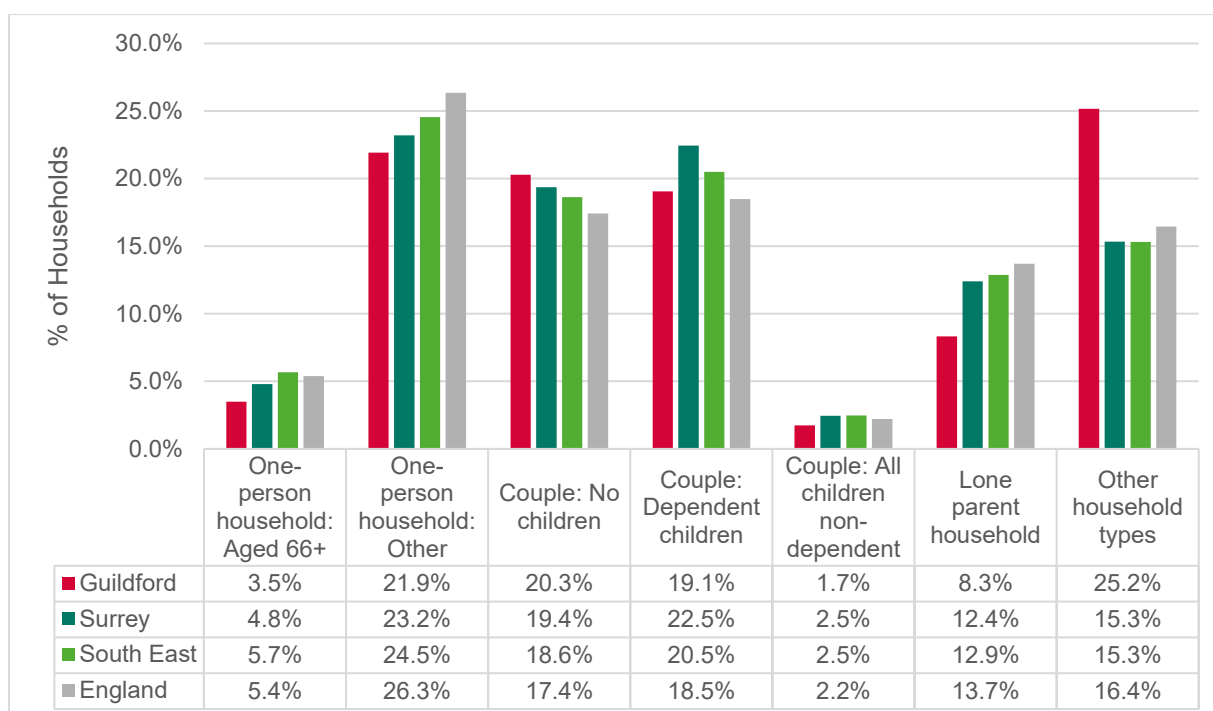
Table 9.1 Tenants and households in private rental sector -
Guildford

| Household type | Number of people | % of people | Number of households | % of households |
|------------------------------------|------------------|-------------|----------------------|-----------------|
| One-person household: Aged 66+ | 385 | 1.4% | 385 | 3.5% |
| One-person household: Other | 2,408 | 8.7% | 2,408 | 21.9% |
| Couple: No children | 4,454 | 16.0% | 2,227 | 20.3% |
| Couple: Dependent children | 7,851 | 28.3% | 2,092 | 19.1% |
| Couple: All children non-dependent | 645 | 2.3% | 192 | 1.7% |
| Lone parent household | 2,316 | 8.3% | 914 | 8.3% |
| Other household types | 9,715 | 35.0% | 2,763 | 25.2% |
| Total | 27,774 | 100.0% | 10,981 | 100.0% |

Source: ONS Census 2021

- 9.32 Comparing this household profile to that of the South East and England confirms the proportion of other households²² in Guildford to be relatively high (25.2% vs 15% and 16% respectively).
- 9.33 The comparison also shows couples with children, lone parent families and households aged over 65 to be under-represented in Guildford's PRS, while one-person households under 66 (the second group in the figure below) are over-represented.

²² "Other households" in ONS data refers to non-family, non-single-person living arrangements, typically comprising groups of unrelated adults, students, or multi-generational, multi-family units. This would include HMOs and/or all student households

Figure 9.4 Private rental sector tenant household profile

Source: ONS Census 2021

HMOs

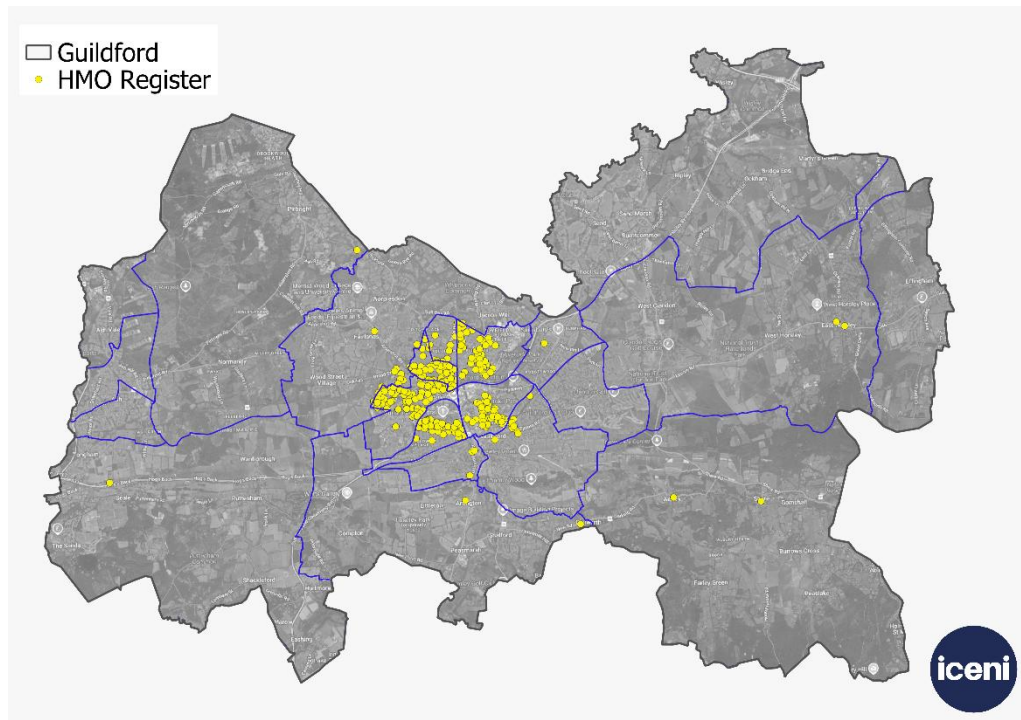
- 9.34 A house in multiple occupation (HMO) is a property rented out to at least 3 people who are not from 1 household (for example, a family) and share facilities such as the bathroom and kitchen. It is sometimes called a 'house share'.
- 9.35 Guildford, being a university town, has a significant demand for student accommodation, which often includes HMOs. Later in this report, we examine student housing in more detail.
- 9.36 A licence is required for large HMOs rented to 5 or more people who form more than one household, with some or all tenants sharing toilet, bathroom or kitchen facilities. Licensing regulates the operation and safety of an HMO.

- 9.37 HMOs of up to six people typically do not require planning permission for a change of use from a C3 dwelling unless there is an Article 4 Direction which mandates it.
- 9.38 Planning permission is not required in Guildford to convert a dwelling into a small HMO (for 3 to 6 occupants). A report to the Services Overview & Scrutiny Committee in July 2024, concluded “that there is not a strong case for using Article 4 powers at this time”.
- 9.39 The report acknowledged that HMO accommodation addresses housing needs and helps the economy, but committed to reviewing all housing needs and tenures as part of the Local Plan review.
- 9.40 According to the latest Local Authority Housing Statistics for 2024 to 2025, the estimated number of HMOs in Guildford is 2,700, of which 700 are licensable, although 690 have a license. The latest council data increases this to 704.
- 9.41 The 2021 census recorded 2,213 other households (i.e. those containing unrelated people) in the PRS, which accommodated 7,865 people.
- 9.42 Council Tax data suggests that, as of October 2024, 2,163 households were claiming all student housing tax exemptions in the borough in addition to 11 halls of residence.
- 9.43 As explored in Chapter 11, HESA data show that 3,345 students were living in other rented accommodation (likely predominantly HMOs) in 2023/24.
- 9.44 There is thus a discrepancy between the Census, Council Tax, Local Authority Housing Statistics, Student Data, and the Council’s HMO register regarding the number of HMOs in the Borough.
- 9.45 There are several potential reasons for this discrepancy, including:
- Some landlords may have left the market since the 2021 Census, which would be consistent with market commentary.

- Small HMOs do not require a licence, meaning the Council's Register would not capture them.
- There may be some shared homes which are effectively operating as HMOs but for which the landlords do not hold a licence.
- Two unrelated people living together would be classed as an 'Other household' in the Census, but would not be a HMO.
- Some students might live in households with other non-students, hence would not be eligible for council tax exemptions.
- The Census and HESA data must be interpreted with caution, noting that the Census is a self-declared survey and there are discrepancies in how student accommodation is recorded in HESA data.

9.46 Notwithstanding these points, the number of HMOs in the Borough is likely to be higher than recorded in the Council's register, noting that there are no advantages to landlords erroneously applying for an HMO licence, some HMOs do not require registration, and there may be some unlicensed HMOs operating.

9.47 The figure below illustrates the distribution of HMOs in the Borough using the Council's HMO register. There is a clear concentration of HMOs in the Guildford Urban Area. The majority are found in the Westborough, Onslow, and Stoughton areas of the town.

Figure 9.5 Distribution of HMOs in Guildford

Source: Iceni analysis of Council HMO Data

- 9.48 It is difficult to quantify demand for HMO accommodation as it provides accommodation for disparate reasons. For many, it is an accommodation of last resort due to a lack of affordable alternatives.
- 9.49 For others, it could offer a more affordable form of accommodation, or the possibility to socialise with others when no friends or family are nearby.
- 9.50 Nonetheless, it is clear that HMOs serve a housing need in the Borough. In part, this stems from the sizeable student population, many of whom live in HMOs.
- 9.51 HMOs are also relatively affordable compared to general private rental housing. Iceni has reviewed listings for rooms for rent in the Borough on spareroom.co.uk. They are generally advertised at £500-£1400 PCM (slightly higher rents for some larger ensuite rooms), with an average of around £800 PCM. This is substantially less than the average rent for a one-bedroom flat, as listed earlier in this chapter, of £1,131 PCM.

- 9.52 As shown in Chapter 7, there is estimated to be an annual need arising from 866 newly forming households in the Borough who are unable to afford housing, of which 676 would not be able to afford to rent. Many of these will be singles or couples. As a lower-cost housing option, HMOs play a clear role in providing housing for some of these households.
- 9.53 The Council's data on HMO planning permissions for the period 2017 to 2025 showed an increase in applications. The average number of applications in this period was 4 per annum. However, in 2024 this peaked at 7 but fell to 5 in 2025. A similar pattern emerges for the number of licences granted.
- 2021 = 70 Licenses and 3 applications;
 - 2022 = 64 Licenses and 3 applications;
 - 2023 = 169 Licenses and 3 applications;
 - 2024 = 257 Licenses and 7 applications; and
 - 2025 (to date) = 84 Licenses and 5 applications
- 9.54 This trend does suggest there is a market for low-cost accommodation, which students and/or low-wage workers could drive. While students can be addressed with PBSA, low-wage workers are likely to require a supply of small, affordable homes.
- 9.55 As noted earlier in the report, the council should seek to secure as much affordable housing as viability allows, and that 30%-35% of this should be 1-bedroom homes.

Build to Rent (BtR)

- 9.56 Build to Rent is defined in the NPPF (Annexe 2, Glossary) as “*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.”

9.57 The benefits of Build to Rent are best summarised in the Government’s A Build to Rent Guide for Local Authorities, which was published in March 2015²³. The Guide notes the benefits are wide-ranging, but can include:

- Helping local authorities to meet demand for private rented housing while increasing tenants’ choice, “as generally speaking, tenants only have the option to rent from a small-scale landlord”.
- Retaining tenants for longer and maximising occupancy levels as Build to Rent investment is an income-focused business model;
- Helping to increase housing supply, particularly on large, multiple-phased sites, as it can be built alongside build-for-sale and affordable housing; and
- Utilising good design and high-quality construction methods, which are often key components of the Build to Rent model.

9.58 This Build to Rent Guide provides a helpful overview of the role that Build to Rent is intended to play in the housing market, offering opportunities for those who wish to rent privately (i.e. young professionals) and for those on lower incomes who are unable to afford their own home.

9.59 Over recent years, there has been rapid growth in the Build to Rent sector backed by domestic and overseas institutional investment. Savills’ UK Build to Rent Market Update²⁴ states that as of Q3 2025, the BtR market had 139,000 completed homes, 52,500 under construction, and 106,500 in the development pipeline, of which 64,000 are consented. These combine for a total supply of 298,000 units.

²³ [Build to Rent: guide for local authorities - GOV.UK](#)

²⁴ Savills, November 2025. UK Build-to-Rent Market Update – Q3 2025. Accessed at: https://www.savills.co.uk/research_articles/229130/382798-0

9.60 Investment has increased dramatically since 2019, even as building starts nationwide have fallen, including a rise in unimplemented BtR developments.

Profile of tenants

9.61 The British Property Federation (“BPF”), Business LDN, Price Hubble and ARL produced a report in July 2025²⁵ profiling those who live in Build-to-Rent accommodation in England. While this focuses on more urban locations, it is helpful for understanding the broad tenant profile. Key findings include:

- The type of people renting in BtR often closely mirrors the wider PRS - 43% of BtR Multi Family Housing (MFH) residents earn between £26,000 and £50,000 pa, compared to 45% in the PRS;
- Low and middle earners are well-represented in BtR - BtR provides housing for lower-to-middle income groups. 25% of BtR MFH renters earn £32,000 or less;
- Average rental affordability is similar in both BtR and the wider PRS – The average Affordability Ratio (rent paid as a percentage of gross income) is close to 30% in both.
- Finance/Professional is the dominant employment sector in BtR MFH and in PRS;
- The most common age band for renters, whether living in BtR MFH, BtR Single Family Housing (SFH) or in the wider PRS, is 25-34 years old (MFH 51%, SFH 46% and PRS 42%);
- Most renters in MFH are couples or sharers who make up 60%, compared to 43% in the PRS;
- The emphasis is different for SFH, where families occupy 38%. That compares to 21% of PRS and 6% in MFH;
- 55% of renters in MFH renewed their lease over the last year. This is even higher for SFH (59%); and
- The amenities most commonly included in the rent are: social events (82%), shared gardens/roof terraces (78%), parcel

²⁵ <https://bpf.org.uk/media/kluguz4e/who-lives-in-build-to-rent-report-2025-final-1.pdf>

acceptance (71%) and co-working/ meeting spaces (70%). Pets are allowed in 76% of schemes.

Guildford Build to Rent Supply

- 9.62 According to Council data, there is no operational Build to Rent Development in Guildford. However, desktop research reveals that there is at least one site.
- 9.63 This would include “The Mint”, which is the first phase of the masterplan to redevelop the area around Guildford Train Station. The development includes no. 98, 1-, 2-, and 3-bedroom apartments.
- 9.64 Prices start at £1,595 pcm for a 1-bedroom, increasing to £2,595 for a 3-bedroom apartment. The development also includes a residents' lounge, private dining area, co-working space, 24-hour gym, meeting rooms and roof terrace.

Co-living

- 9.65 Co-living is a small but growing sub-sector of the build-to-rent market. Neither the NPPF nor the PPG define Co-living, but it is widely accepted that it comprises a private furnished bedroom or studio flat with shared common areas.
- 9.66 The bedrooms are typically en-suite and used by single people and couples. Tenancies typically range from 9-12 months (3 months minimum) but can be as long as 3 years.
- 9.67 Research by Savills²⁶ suggests that there are around 9,000 Co-living bedspaces in the UK, with at least 17,600 further units under construction or with planning permission.
- 9.68 The vast majority of the operational co-living bedspaces are located in London. Other areas that have seen activity are primarily major cities.

²⁶ Savills *Spotlight: UK Co-Living 2025* (www.savills.co.uk/research_articles/229130/372282-0)

Schemes were approved for the first time in Bath, Cardiff, Salford, Woking and Guildford.

- 9.69 Savills notes that target residents of co-living developments are typically students, recent graduates and young professionals, and most developments are in City Centres. Although open to all ages, residents of co-living developments are predominantly aged 18–40.
- 9.70 Co-living provides potential benefits to young professionals facing affordability pressures, as well as those who are new to an area, as it allows them to establish roots and make friendships when otherwise they might face a degree of isolation.
- 9.71 The Savills research also stated that co-living has a number of pull factors (extensive amenities, interaction with fellow residents, flexible leases and all-inclusive bills).
- 9.72 Still, demand is also aided by push factors such as high house prices, a lack of PRS stock, high rents, and people seeking to avoid house shares.
- 9.73 There are two co-living developments in Guildford, these are:
- Kernal Court/The Guild by Morrow – 113 units
 - Guildford Plaza – 301 Units
- 9.74 The Guild has three different sizes of furnished apartments, ranging from £1,395 pcm for a standard studio to £1,600 pcm for a large studio. The development includes co-working spaces, a cinema, a 24/7 gym, lounges, and a cleaning service.
- 9.75 Guildford Plaza has four different sizes of furnished apartments, ranging from £1,299 pcm for a Signature Select studio to £2,095 pcm for a luxury studio. The development includes a co-working space, a garden, a gaming room and a gym. The development also includes regular social events and car club membership.

Policy implications

Built to rent

- 9.76 The PPG on Build to Rent recognises that where a need is identified, local planning authorities should include a specific plan policy relating to the promotion and accommodation of Build to Rent.
- 9.77 Given the existence of Co-living in the borough, we think it would be prudent for the Council to address BtR through a specific policy. Given that the sector is still evolving, we recommend that the Council not be overly prescriptive about the mix of dwelling sizes in new Build to Rent developments.
- 9.78 The NPPF's definition of Build-to-Rent development states that schemes will usually offer tenancy agreements of three or more years and will typically comprise professionally managed stock in single ownership and management control.
- 9.79 The Council will need to consider affordable housing policies specifically for the Build-to-Rent sector. The viability of Build to Rent development differs from that of a typical mixed tenure development in that returns are phased over time.
- 9.80 In contrast, for a typical mixed tenure scheme, capital receipts are generated as the units are sold. Built to rent viability should therefore be explicitly considered as part of the Council's viability evidence.
- 9.81 The NPPF specifies that affordable housing in BtR schemes is expected to be delivered as 'affordable private rent'²⁷ with blocks delivered under single ownership and management control.

²⁷ As defined in the NPPF Glossary

9.82 More details on the form of affordable private rent, including a typical market discount of 20%, are provided in the Built to Rent PPG.²⁸.

Co-living

9.83 Given recent developments in Guildford, the Council should also consider a policy in this area. Much of the Build to Rent policy response set out earlier in this chapter can also be applied to Co-Living.

9.84 London Plan Policy H16 is a rare example of an adopted co-living policy, although in that case, it is referred to as Large-Scale Purpose-Built Shared Living. The policy seeks to ensure that co-living development:

- Is of good quality and design
- Contributes towards mixed and inclusive neighbourhoods
- Has good public and active transport connectivity
- Is under single management with a management plan in place and tenancy lengths of no less than three months
- Has appropriate communal facilities and services, noting that the co-living model implies residents will make more use of communal facilities
- Provides adequate functional living space and layout within private units

Private Rental Sector - Summary

9.85 Nationally, supply and demand are imbalanced; fewer people can buy homes, and landlords are exiting the market, driving up rents.

9.86 Overall, the median cost to rent in Guildford is £1,659, which is significantly below the regional average but above the national average, which is a consistent picture since 2015.

²⁸ PPG paragraphs 60-002-20180913 to 60-005-20180913

- 9.87 The rental market shows sustained demand across most property types with strong levels of tenant enquiries for two or three-bedroom homes.
- 9.88 There is strong demand for student accommodation and according to the university student halls can be oversubscribed, with many students seeking shared houses. Stock is now beginning to return following the budget, and rental values have eased slightly after peaking.
- 9.89 Commuting and homeworking continue to influence preferences, with tenants looking for additional space. Most rental activity is concentrated among professionals, couples, families and students
- 9.90 Guildford's PRS accommodates a wide range of people, but the most prevalent groups are young, small and shared households, with fewer families and older rentals. There are a very high number of shared and student households.
- 9.91 There are a large number of HMOs in the Borough, with a particular concentration in the Guildford Urban Area. While it is difficult to quantify the future need for HMOs, they clearly provide lower-cost rental options and accommodate many students.
- 9.92 There is evidence of BtR and Co-living demand in Guildford. These developments meet demand and support talent retention in the Borough by accommodating graduates leaving Purpose Built Student Accommodation (PBSA) or student HMOs.
- 9.93 As such, the Council should consider specific policies for Build To Rent and Co-living, including seeking affordable housing contributions.

10. Older and Disabled People

Introduction

- 10.1 This section studies the characteristics and housing needs of the older person population and the population with some form of disability.
- 10.2 The two groups are taken together as there is a clear link between age and disability. It responds to the Government's Planning Practice Guidance on Housing for Older and Disabled People, published in June 2019.
- 10.3 It includes an assessment of the need for specialist accommodation for older people and the potential requirements for housing to be built to M4(2) and M4(3) housing technical standards (accessibility and wheelchair standards).

Older People

- 10.4 The table below provides baseline population data about older persons in Guildford and compares this with other areas. The table shows the Borough has a slightly younger age structure than that seen regionally and nationally, with 17% of the population being aged 65 and over. The proportion of people aged 75 and over is also below equivalent figures for other areas.

Table 10.1 Older Persons Population, 2024

| | Guildford | | Surrey | South East | England |
|-----------|-----------|--------|--------|------------|---------|
| | No. | % | % | % | % |
| Under 65 | 125,307 | 82.8% | 80.8% | 80.2% | 81.3% |
| 65-74 | 12,706 | 8.4% | 9.0% | 9.6% | 9.4% |
| 75-84 | 9,476 | 6.3% | 7.1% | 7.3% | 6.8% |
| 85+ | 3,870 | 2.6% | 3.1% | 2.9% | 2.5% |
| Total | 151,359 | 100.0% | 100.0% | 100.0% | 100.0% |
| Total 65+ | 26,052 | 17.2% | 19.2% | 19.8% | 18.7% |
| Total 75+ | 13,346 | 8.8% | 10.1% | 10.2% | 9.3% |

Source: ONS

- 10.5 The table below shows the same data for sub-areas. The analysis points to notable variation in the proportion of older people, with higher proportions in rural areas (notably Eastern Rural); the Guildford Urban Area has the lowest proportion of people aged 65+.

Table 10.2 Older Persons Population, 2024 – sub-areas

| | Ash and Tongham | Eastern Rural | Guildford Urban Area | Western Rural | TOTAL |
|-----------|-----------------|---------------|----------------------|---------------|--------|
| Under 65 | 82.1% | 75.5% | 86.8% | 80.0% | 82.8% |
| 65-74 | 9.0% | 11.6% | 6.7% | 9.0% | 8.4% |
| 75-84 | 6.8% | 9.1% | 4.6% | 7.3% | 6.3% |
| 85+ | 2.0% | 3.7% | 1.9% | 3.7% | 2.6% |
| Total | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |
| Total 65+ | 17.9% | 24.5% | 13.2% | 20.0% | 17.2% |
| Total 75+ | 8.8% | 12.8% | 6.5% | 11.1% | 8.8% |

Source: ONS

Projected Future Change in the Population of Older People

- 10.6 Population projections can be used to indicate how the number of older persons might change in the future, with the table below showing that Guildford is projected to see a notable increase in the older person population – the projection is based on the Standard Method.

10.7 For the 2025-45 period, a projected increase in the population aged 65+ of around 38% is shown – the population aged under 65 is, in contrast, projected to see a more modest but still significant increase (of 28%).

10.8 In total population terms, the projections show an increase in the population aged 65 and over of 9,900 people. This is against a backdrop of an overall increase of 44,600; population growth among people aged 65 and over accounts for 22% of the total projected population change.

Table 10.3 Projected Change in Population of Older Persons, 2025 to 2045 – Guildford

| | 2025 | 2045 | Change in population | % change |
|-----------|---------|---------|----------------------|----------|
| Under 65 | 125,496 | 160,180 | 34,684 | 27.6% |
| 65-74 | 12,826 | 16,341 | 3,515 | 27.4% |
| 75-84 | 9,688 | 13,351 | 3,663 | 37.8% |
| 85+ | 3,897 | 6,635 | 2,738 | 70.3% |
| Total | 151,907 | 196,508 | 44,601 | 29.4% |
| Total 65+ | 26,411 | 36,328 | 9,917 | 37.5% |
| Total 75+ | 13,585 | 19,987 | 6,402 | 47.1% |

Source: Iceni Analysis

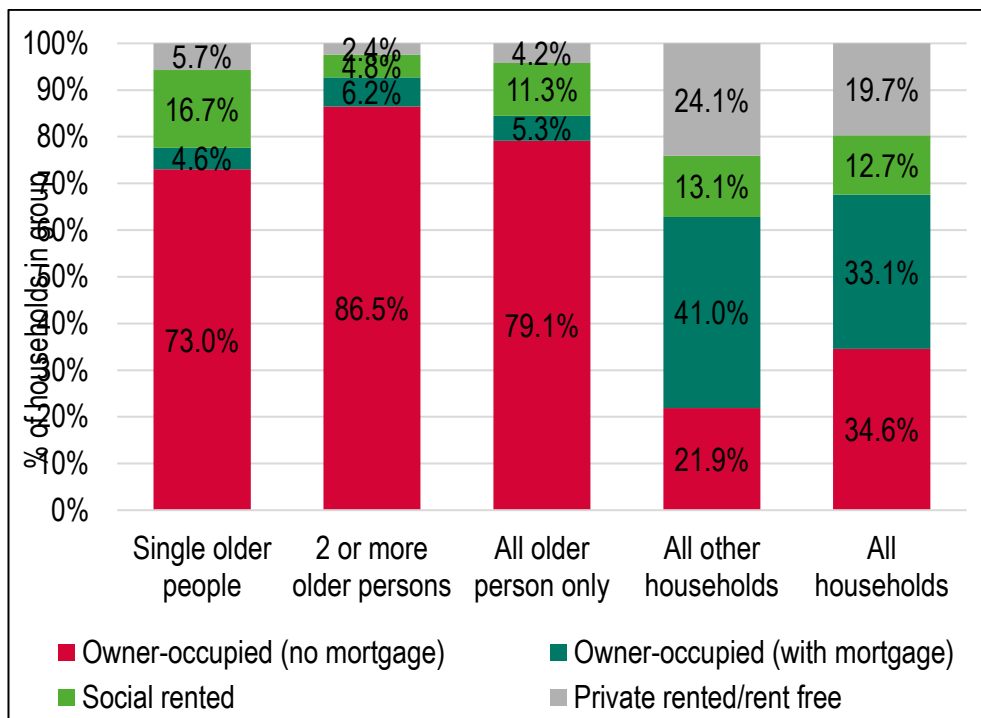
Characteristics of Older Person Households

10.9 The figure below shows the tenure of older-person households. The data has been split between single older person households and those with two or more older people (which will essentially be couples).

10.10 The data shows that most older persons' households are owner-occupiers (84% of older persons' households), and most are owner-occupiers with no mortgage, which means they may have significant equity that can be put towards the purchase of a new home.

- 10.11 About 11% of older persons' households live in the social rented sector, and the proportion living in the private rented sector is relatively low (about 4%).
- 10.12 There are also notable differences for different types of older person households, with single older people having a lower level of owner-occupation than larger older person households – this group also has a higher proportion living in the social rented sector.

Figure 4.1: Tenure of Older Persons' Households in Guildford, 2021



Source: 2021 Census

- 10.13 The table below shows the tenure of older person households by sub-area (figures are for all older person households). This shows only modest differences across areas, with the range from 80% of older persons being owner-occupiers in the Guildford Urban Area to 89% in the Western Rural area.

- 10.14 The Guildford Urban Area shows a notably higher proportion of older person households living in social rented housing, whilst proportions living in private rented housing are low across all locations.

Table 10.4 Tenure of Older Persons Households, 2021 – sub-areas

| | Owner-occupied (no mortgage) | Owner-occupied (with mortgage) | Social rented | Private rented | TOTAL |
|----------------------|------------------------------|--------------------------------|---------------|----------------|--------|
| Ash and Tongham | 82.3% | 4.7% | 10.2% | 2.8% | 100.0% |
| Eastern Rural | 80.6% | 6.5% | 7.7% | 5.1% | 100.0% |
| Guildford Urban Area | 75.0% | 4.5% | 15.9% | 4.6% | 100.0% |
| Western Rural | 83.1% | 6.1% | 7.2% | 3.6% | 100.0% |
| TOTAL | 79.0% | 5.4% | 11.4% | 4.3% | 100.0% |

Source: 2021 Census

Disabilities

- 10.15 The table below shows the proportion of people who are considered disabled under the definition within the 2010 Equality Act²⁹, drawn from 2021 Census data, and the proportion of households where at least one person has a disability.
- 10.16 The data suggests that some 26% of households in the Borough contain someone with a disability, similar to that of Surrey. This figure is also lower than seen regionally and nationally.

²⁹ The Census uses the same definition of disability as described in the Equality Act. This defines disability as a person with a physical or mental impairment that has a 'substantial' and 'long-term' negative effect on their ability to do normal daily activities.

- 10.17 The figures for the population with a disability show the same pattern in comparison with Surrey, with some 14% of the population having a disability in both areas, below the regional and national figures.

Table 10.5 Households and People with a Disability, 2021

| | Households Containing Someone with a Disability | | Population with a Disability | |
|------------|-------------------------------------------------|-------|------------------------------|-------|
| | No. | % | No. | % |
| Guildford | 14,645 | 26.3% | 19,516 | 13.6% |
| Surrey | 126,690 | 26.3% | 166,101 | 13.8% |
| South East | 1,144,083 | 30.0% | 1,496,340 | 16.1% |
| England | 7,507,887 | 32.0% | 9,774,510 | 17.3% |

Source: 2021 Census

- 10.18 The table below shows the same information for sub-areas; this shows some modest variation in the proportion of the population and households with a disability across areas – figures being slightly higher in Ash and Tongham and lower in the Eastern Rural area.

Table 10.6 Households and People with a Disability, 2021 – sub-areas

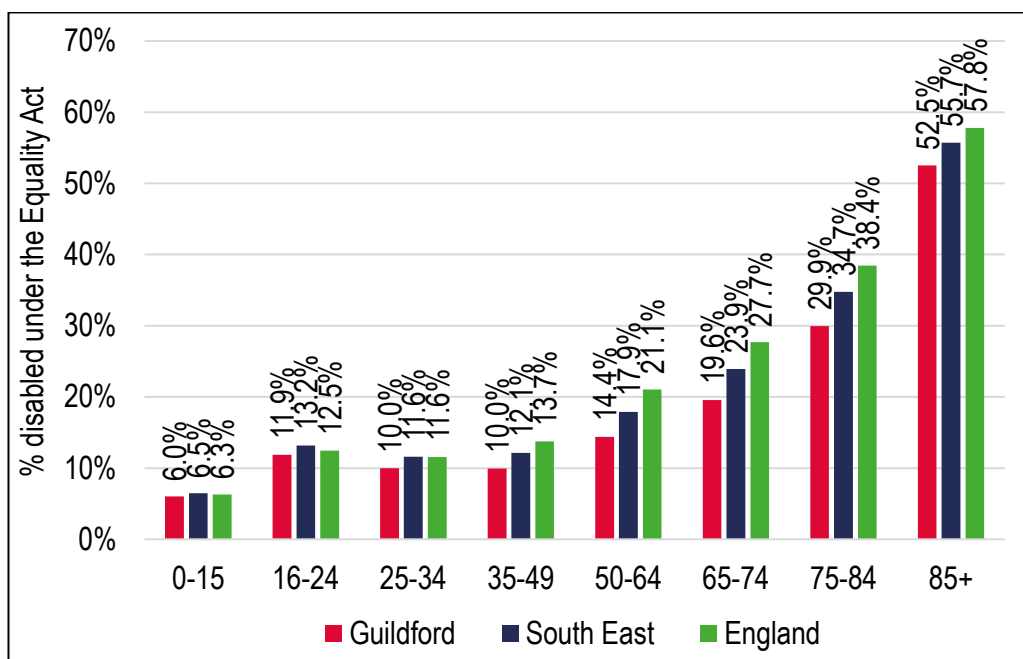
| | Households Containing Someone with a Disability | | Population with a Disability | |
|----------------------|-------------------------------------------------|-------|------------------------------|-------|
| | No. | % | No. | % |
| Ash and Tongham | 2,442 | 28.1% | 3,050 | 14.9% |
| Eastern Rural | 3,157 | 24.8% | 4,041 | 13.0% |
| Guildford Urban Area | 7,131 | 26.2% | 9,820 | 13.5% |
| Western Rural | 1,922 | 27.2% | 2,613 | 13.5% |
| TOTAL | 14,652 | 26.3% | 19,524 | 13.6% |

Source: 2021 Census

- 10.19 As noted, it is likely that the age profile will impact the number of people with a disability, as older people tend to be more likely to have a disability.

- 10.20 The figure below shows the age bands of people with a disability. It is clear from this analysis that those people in the oldest age bands are more likely to have a disability.
- 10.21 The analysis also shows lower age-specific levels of disability when compared with the national and regional position – particularly for those aged 50 and over.

Figure 4.2: Population with Disability by Age



Source: 2021 Census

Health Related Population Projections

- 10.22 The incidence of a range of health conditions is an important component in understanding the potential need for care or support for an ageing population.
- 10.23 The analysis undertaken covers both younger and older age groups. It draws on prevalence rates from the PANSI (Projecting Adult Needs and Service Information) and POPPI (Projecting Older People Population Information) websites. Adjustments have been made to account for the age-specific health/disabilities previously shown.

- 10.24 Of note are the significant increases in the number of older people with dementia (increasing by 54% from 2025 to 2045 and mobility problems up 47% over the same period).
- 10.25 Changes for younger age groups are smaller, reflecting that projections expect older age groups to see the most significant proportional increases in population.

Table 10.7 Projected Changes to Population with a Range of Disabilities – Guildford

| Disability | Age Range | 2025 | 2045 | Change | % change |
|-----------------------------|-----------|-------|-------|--------|----------|
| Dementia | 65+ | 1,543 | 2,377 | 834 | 54.1% |
| Mobility problems | 65+ | 3,966 | 5,836 | 1,871 | 47.2% |
| Impaired mobility | 16-64 | 3,820 | 4,769 | 949 | 24.8% |
| Autistic Spectrum Disorders | 18-64 | 740 | 960 | 220 | 29.7% |
| | 65+ | 197 | 271 | 75 | 38.1% |
| Learning Disabilities | 15-64 | 1,941 | 2,478 | 537 | 27.7% |
| | 65+ | 434 | 595 | 160 | 36.9% |

Source: POPPI/PANSI and Demographic Projections

- 10.26 Invariably, there will be a combination of those with disabilities and long-term health problems who continue to live at home with family, those who choose to live independently with the possibility of incorporating adaptations into their homes and those who choose to move into supported housing.
- 10.27 The projected change shown in the number of people with disabilities provides clear evidence justifying delivering ‘accessible and adaptable’ homes as defined in Part M4(2) of Building Regulations, subject to viability and site suitability.

Need for Specialist Accommodation for Older People

- 10.28 Given the ageing population and higher levels of disability and health problems amongst older people, there is likely to be an increased requirement for specialist housing options moving forward. The box below shows the different types of housing for older persons that are considered.

Definitions of Different Types of Older Persons' Accommodation

Age-restricted general-market housing: This type of housing is intended for people aged 55 and over and the active elderly. It may include shared amenities, such as communal gardens, but does not include support or care services.

Retirement living or sheltered housing (housing with support): This usually consists of purpose-built flats or bungalows with limited communal facilities such as a lounge, laundry room and guest room. It does not generally provide care services but offers some support to help residents live independently. This can include 24-hour on-site assistance (alarm) and a warden or house manager.

Extra care housing, or housing-with-care (housing with care): This usually consists of purpose-built or adapted flats or bungalows, with a medium to high level of care available if required, provided through an on-site care agency registered with the Care Quality Commission (CQC). Residents can live independently with 24-hour access to support services and staff, and meals are available. There are often extensive communal areas, such as spaces for socialising or a wellbeing centre. In some cases, these developments are known as retirement communities or villages, with the intention that residents will benefit from varying levels of care over time.

Residential care homes and nursing homes (care bedspaces): These have individual rooms within a residential building and provide a high level of care, meeting all activities of daily living. They do not usually include support services for independent living. This type of housing can also include dementia care homes.

Source: Planning Practice Guidance [63-010]

- 10.29 The need for specialist housing for older persons is typically modelled by applying prevalence rates to current and projected population changes and considering the level of existing supply.
- 10.30 The approach taken below considers a range of publications from Housing LIN (including that mentioned in the PPG) to derive a series of prevalence rates. The rates also take into account the health of the population in Guildford and levels of deprivation (which will impact the tenure split between market and affordable housing).
- 10.31 The following prevalence rates, expressed as a need per 1,000 people aged 75 and over, have been used in the analysis:
- Housing with support (market) – 67 units;
 - Housing with support (affordable) – 38 units;
 - Housing with care (market) – 28 units;
 - Housing with care (affordable) – 10 units;
 - Residential care – 34 bedspaces; and
 - Nursing care – 38 bedspaces
- 10.32 It is also essential to understand the supply of different types of specialist accommodation, with the tables below showing various categories by sub-area – data on supply having been provided by the Elderly Accommodation Counsel (EAC).
- 10.33 The first table covers housing with support and housing with care, which are more likely to be self-contained dwellings, while the second table looks at residential and nursing care bedspaces. The total figures have also been standardised based on the number of units per 1,000 people aged 75 and over (in 2024 based on ONS mid-year population estimates).

- 10.34 The analysis shows a total of just over 1,100 units of housing with support or care, which represents around 83 units per 1,000 people aged 75 and over.
- 10.35 There is some variation across sub-areas, with the Guildford Urban Areas seeing the highest number (837 units) and the highest proportion per population aged 75+.
- 10.36 For nursing and residential care, a slightly lower level of supply is shown, with a total of 865 bedspaces, the highest number and proportion per 1,000 people aged 75+ is in the Western Rural sub-area.

Table 10.8 Current supply of housing with support and housing with care by sub-area

| | Housing with support | | Housing with care | | Total | Popn aged 75+ (2024) | Supply per 1,000 aged 75+ |
|-----------------|----------------------|-------------|-------------------|-------------|--------------|----------------------|---------------------------|
| | Market | Afford-able | Market | Afford-able | | | |
| Ash and Tongham | 15 | 61 | 0 | 0 | 76 | 2,031 | 37 |
| Eastern Rural | 44 | 99 | 0 | 0 | 143 | 4,078 | 35 |
| Guildford Urban | 381 | 348 | 49 | 59 | 837 | 4,997 | 168 |
| Western Rural | 0 | 54 | 0 | 0 | 54 | 2,240 | 24 |
| TOTAL | 440 | 562 | 49 | 59 | 1,110 | 13,346 | 83 |

Source: *Elderly Accommodation Counsel, 2025*

Table 10.9 Current supply of residential and nursing care bedspaces by sub-area

| | Residen- -tial care | Nursing care | Total | Popn aged 75+ (2024) | Supply per 1,000 aged 75+ |
|-------------------------|---------------------------|-----------------|------------|-------------------------------|---------------------------------------|
| Ash and Tongham | 16 | 0 | 16 | 2,031 | 8 |
| Eastern Rural | 145 | 62 | 207 | 4,078 | 51 |
| Guildford Urban Area | 62 | 166 | 228 | 4,997 | 46 |
| Western Rural | 117 | 297 | 414 | 2,240 | 185 |
| TOTAL | 340 | 525 | 865 | 13,346 | 65 |

Source: Elderly Accommodation Counsel, 2025

- 10.37 Taking the supply forward and using the prevalence rates suggested the tables below shows estimated needs for different types of housing linked to the population projections developed for the standard method.
- 10.38 The analysis is separated into different types and tenures. However, it should be recognised that there may be some overlap between categories (i.e., some households might be suited to more than one type of accommodation).
- 10.39 The analysis shows there is currently a sufficient supply of housing with support (e.g. sheltered/retirement housing) in the affordable sector, although by 2045, an additional need is identified.
- 10.40 Overall, by 2045, a shortfall of 1,100 housing units with support is projected (around four-fifths in the market sector). For housing with care (e.g. extra-care), the data suggest a current need for both market and affordable housing, and an additional need of around 650 units by 2045 (again, around four-fifths of which is market housing).

- 10.41 For nursing and residential care, the analysis suggests a modest current shortfall (only for residential care). Moving through to 2045, a total need of 570 additional bedspaces is identified – three-fifths of which are for residential care.

Table 10.10 Specialist Housing Need for Older Persons, 2025-45 – Guildford

| | | Housing demand per 1,000 75+ | Current supply | Current demand | Current shortfall / surplus (-ve) | Additional demand to 2045 | Shortfall /surplus by 2045 |
|-------------------------------------|------------|------------------------------|----------------|----------------|-----------------------------------|---------------------------|----------------------------|
| Housing with support | Market | 67 | 440 | 912 | 472 | 430 | 901 |
| | Affordable | 38 | 562 | 521 | -41 | 246 | 205 |
| Total (housing with support) | | 105 | 1,002 | 1,433 | 431 | 675 | 1,106 |
| Housing with care | Market | 28 | 49 | 379 | 330 | 178 | 508 |
| | Affordable | 10 | 59 | 137 | 78 | 65 | 143 |
| Total (housing with care) | | 38 | 108 | 516 | 408 | 243 | 651 |
| Residential care bedspaces | | 34 | 340 | 458 | 118 | 216 | 335 |
| Nursing care bedspaces | | 38 | 525 | 516 | -9 | 243 | 234 |
| Total care bedspaces | | 72 | 865 | 974 | 109 | 459 | 568 |

Source: Iceni analysis/EAC

- 10.42 The table below shows the same analysis, but for the 2025-35 period. This is to be consistent with the time period used by the County Council in their own analysis, which is also commented on below.

Table 10.11 Specialist Housing Need for Older Persons, 2025-35 – Guildford

| | | Housing demand per 1,000 75+ | Current supply | Current demand | Current shortfall / surplus (-ve) | Additional demand to 2035 | Shortfall /surplus by 2035 |
|-------------------------------------|------------|------------------------------|----------------|----------------|-----------------------------------|---------------------------|----------------------------|
| Housing with support | Market | 67 | 440 | 912 | 472 | 175 | 647 |
| | Affordable | 38 | 562 | 521 | -41 | 100 | 59 |
| Total (housing with support) | | 105 | 1,002 | 1,433 | 431 | 275 | 706 |
| Housing with care | Market | 28 | 49 | 379 | 330 | 73 | 402 |
| | Affordable | 10 | 59 | 137 | 78 | 26 | 104 |
| Total (housing with care) | | 38 | 108 | 516 | 408 | 99 | 507 |
| Residential care bedspaces | | 34 | 340 | 458 | 118 | 88 | 206 |
| Nursing care bedspaces | | 38 | 525 | 516 | -9 | 99 | 90 |
| Total care bedspaces | | 72 | 865 | 974 | 109 | 187 | 296 |

Source: Iceni analysis/EAC

- 10.43 The above tables draw on Elderly Accommodation Counsel data, which differs from the figures Surrey County Council uses. However, the County Council data does not include Housing with Support; therefore, it has not been used.
- 10.44 For clarity, the County Council also has 59 Affordable Housing with Care units and 181 Market Extra Care Units. However, this includes Braboeuf Manor, which was not operational at the time.
- 10.45 The County Council data suggests there are slightly more existing Residential Care (354) and Nursing Care (540) bedspaces, which is slightly more than the EAC Data (340 and 525 bedspaces, respectively).
- 10.46 Using the County Council supply data would reduce the net need set out in Table 10.11 to 192 Residential Care Bedspaces and 75 nursing care bedspaces by 2035. Although the County Council's own needs assessment puts the need at 205 residential care and 70 nursing care bedspaces over the same time period.

- 10.47 These differences are ultimately quite minor and the policy focus should be on the continued delivery of these products rather than planning for a specific number.

Consultations with Adult Social Care

- 10.48 To inform this report, Iceni has engaged with Surrey County Council's Adult Social Care Team to understand its policy position.
- 10.49 Surrey County Council's approach to older persons' housing is evolving, guided by the recently published Planning Guidance for Accommodation with care for Older People (October 2025³⁰) that applies across the whole county.
- 10.50 This strategy reflects a system aiming to balance in-situ support, extra-care housing, and more traditional residential or nursing care, while navigating challenges related to planning, funding, and market behaviour.
- 10.51 The County Council have undertaken significant work in understanding the overall supply of older persons' housing within each local authority. Going forward, the local authority planning teams play an essential role in identifying supply and keeping the County's directory up to date.
- 10.52 The County Council have identified the following needs for older persons' housing in Guildford between 2025 and 2035³¹:
- Extra Care – Net Need 480 Units
 - Residential Care Home – Net Need 205 Beds

³⁰ [Planning guidance for accommodation with care for older people](#)

³¹ [Guildford Planning guidance for accommodation with care for older people](#)

- Nursing Home – Net Need 70 Beds

- 10.53 A significant area of focus is Extra Care as a preferred model for supporting older residents, and the needs position for Extra Care in Guildford supports this.
- 10.54 The emerging County strategy leans toward more extra-care provision and minimising reliance on traditional care homes, particularly nursing care homes, where the County Council faces difficulties in managing costs as a minority purchaser in the market.
- 10.55 The County Council is cautious about new C2-use (care home) planning applications unless clearly justified, preferring instead to encourage models that maximise independence while still providing support.
- 10.56 However, distinguishing between “housing with care” and other specialist housing types remains an ongoing challenge, and work continues to clarify how different forms of provision are categorised.
- 10.57 Across Surrey, the landscape of potential development sites is shaped by landowners’ preference for commercial uses, especially where market housing is viable.
- 10.58 Within general older persons housing development, the distinction between leasehold and rental tenure is less critical to the County Council than ensuring provision of affordable or social rent options.
- 10.59 Shared ownership is not always workable in market-led schemes, though blending shared ownership with affordable and social rented housing can be effective where feasible.
- 10.60 The county’s Capital Delivery Programme continues to shape investment decisions, with a strong desire to avoid unnecessary care home expansion and instead widen the mix of housing options for older people.

- 10.61 The older persons' housing market in Surrey is described as mixed but relatively stable, and nomination rights remain an essential mechanism for ensuring local access to new extra-care schemes.
- 10.62 The County Council would also welcome existing providers willing to expand capacity, such as organisations operating on social rent models, such as the Shepherd Trust in Elmbridge, which supports older women on limited incomes.

Wheelchair User Housing

- 10.63 The analysis below draws on secondary data sources to estimate the number of current and future wheelchair users and to estimate the number of wheelchair accessible/adaptable dwellings that might be required in the future.
- 10.64 Estimates of need in this report draw on data from the English Housing Survey (EHS), mainly from 2020/21. The EHS data used include the age structure of wheelchair users, information on the work needed to make homes 'visitible' for wheelchair users, and data on wheelchair users by tenure.
- 10.65 The table below shows, at a national level, the proportion of wheelchair user households by the age of the household reference person. Nationally, about 3.1% of households have a wheelchair user, and about 1% of those households use a wheelchair indoors.

Table 10.12 Proportion of wheelchair user households by age of household reference person – England

| Age of household reference person | No household members use a wheelchair | Uses wheelchair all the time | Uses wheelchair indoors only | Uses wheelchair outdoors only | TOTAL |
|-----------------------------------|---------------------------------------|------------------------------|------------------------------|-------------------------------|-------|
| 24 and under | 99.4% | 0.4% | 0.0% | 0.1% | 100% |
| 25-34 | 99.4% | 0.1% | 0.1% | 0.3% | 100% |
| 35-49 | 97.9% | 0.4% | 0.3% | 1.4% | 100% |
| 50-64 | 97.1% | 0.5% | 0.2% | 2.2% | 100% |
| 65 and over | 94.3% | 1.3% | 0.5% | 4.0% | 100% |
| All households | 96.9% | 0.6% | 0.3% | 2.2% | 100% |

Source: English Housing Survey (2020/21)

- 10.66 There is a clear correlation between the age of the household reference person and the likelihood of there being a wheelchair user in the household.
- 10.67 The prevalence rate data can be brought together with information about the household age structure and how this is likely to change moving forward – adjustments have also been made to take account of the relative health (by age) of the population. The data estimate a total of 1,138 wheelchair-user households in 2025, which will rise to 1,553 by 2045.

Table 10.13 Estimated number of wheelchair user households (2025-45) – Guildford

| | Prevalence rate (% of households) | Households 2025 | Households 2045 | Wheelchair User households (2025) | Wheelchair User households (2045) |
|----------------|-----------------------------------|-----------------|-----------------|-----------------------------------|-----------------------------------|
| 24 and under | 0.3% | 2,427 | 2,844 | 7 | 8 |
| 25-34 | 0.4% | 7,290 | 12,099 | 27 | 45 |
| 35-49 | 1.2% | 15,510 | 23,694 | 181 | 276 |
| 50-64 | 1.6% | 16,886 | 19,518 | 263 | 304 |
| 65 and over | 3.9% | 16,896 | 23,534 | 660 | 919 |
| All households | - | 59,009 | 81,688 | 1,138 | 1,553 |

Source: Iceni analysis

- 10.68 The finding of an estimated current number of wheelchair user households does not indicate how many homes might be needed for this group – some households will be living in a home that is suitable for wheelchair use, whilst others may need improvements to accommodation, or a move to an alternative home.
- 10.69 Data from the EHS shows that of the 814,000 wheelchair user households, some 200,000 live in a home that would either be problematic or not feasible to make fully ‘visitable’ – this is around 25% of wheelchair user households.
- 10.70 Applying this to the current number of wheelchair user households across the Borough gives a current need for 285 additional wheelchair user homes.
- 10.71 If the projected need is also discounted to 25% of the total (on the basis that many additional wheelchair-user households will already be in accommodation), then a further need of 104 homes in the 2025-45 period can be identified.

- 10.72 When added together, this leads to a need estimate of 388 wheelchair-user homes, equating to 19 dwellings per annum.

Table 10.14 Estimated need for wheelchair user homes, 2025-45

| | Current need | Projected need (2025-45) | Total current and future need |
|-----------|--------------|--------------------------|-------------------------------|
| Guildford | 285 | 104 | 388 |

*Source: Iceni Analysis *numbers may not sum do to rounding*

- 10.73 Furthermore, information in the EHS (for 2020/21) also provides national data about wheelchair users by tenure. This showed that, at that time, around 6.7% of social tenants were wheelchair users (including 1.8% who used a wheelchair indoors/all the time), compared with 2.6% of owner-occupiers (0.8% who used a wheelchair indoors/all the time).
- 10.74 These proportions are expected to increase with an ageing population, but they highlight the likely need for a greater share of social (affordable) homes to be accessible to wheelchair users.

Table 10.15 Proportion of wheelchair user households by tenure of household reference person – England

| Tenure | No household members use a wheelchair | Uses wheelchair all the time | Uses wheelchair indoors only | Uses wheelchair outdoors only | TOTAL |
|-----------------|---------------------------------------|------------------------------|------------------------------|-------------------------------|-------|
| Owners | 97.4% | 0.6% | 0.2% | 1.8% | 100% |
| Social sector | 93.3% | 1.3% | 0.5% | 4.9% | 100% |
| Private renters | 98.6% | 0.2% | 0.2% | 1.0% | 100% |
| All households | 96.9% | 0.6% | 0.3% | 2.2% | 100% |

Source: English Housing Survey (2020/21)

- 10.75 To meet the identified need, the Council could seek a proportion (potentially up to 3%) of all new market homes to be M4(3) compliant

and potentially a higher figure in the affordable sector (potentially up to 10%).

- 10.76 These figures reflect the fact that not all sites can deliver homes of this type. In the market sector, these homes would be M4(3)(2)(a) (adaptable) and M4(3)(2)(b) (accessible) for affordable housing.
- 10.77 As with M4(2) homes, it may not be possible for some schemes to be built to these higher standards due to built form, topography, flooding, etc.
- 10.78 Furthermore, the provision of this type of property may, in some cases, challenge the viability of delivery due to the relatively high build-out costs.
- 10.79 It is worth noting that the (previous) Government has reported on a consultation (Raising Accessibility Standards for New Homes)³² on changes to the way the needs of people with disabilities and wheelchair users are planned for as a result of concerns that, in the drive to achieve housing numbers, the delivery of housing that suits the needs of the households (in particular those with disabilities) is being compromised on viability grounds.
- 10.80 The key outcome is: “Government is committed to raising accessibility standards for new homes. We have listened carefully to the feedback on the options set out in the consultation, and the government response sets out our plans to mandate the current M4(2) requirement in Building Regulations as a minimum standard for all new homes.”

³² <https://www.gov.uk/government/consultations/raising-accessibility-standards-for-new-homes>

- 10.81 This change is due to be implemented shortly through a change to building regulations. The consultation outcome still requires a need for M4(3) dwellings to be evidenced, stating that M4(3) (Category 3: Wheelchair user dwellings) would continue as now, where there is a local planning policy in place in which a need has been identified and evidenced. Local authorities will need to continue tailoring the supply of wheelchair-user dwellings to local demand.
- 10.82 As well as evidence of need, the viability challenge is particularly relevant for M4(3)(2)(b) standards. These make properties accessible from the moment they are built and involve high additional costs that, in some cases, could challenge the feasibility of meeting all or any of a policy target. However, this cost is still lower than it would be to retrofit to such standards, and it would also unlock additional economic and social value.
- 10.83 It should be noted that local authorities only have the right to request M4(3)(2)(b) accessible compliance from homes for which they have nomination rights. They can, however, request M4(3)(2)(a) adaptable compliance from the wider (market) housing stock.
- 10.84 Finally, while we have recommended that 100% of all new dwellings be built to M4(2) dwellings, the draft NPPF (December 2025) seeks to “ensure that at least 40% of new housing delivered over the course of the plan is delivered to M4(2) or M4(3) standards.”

Older and Disabled Persons - Summary

- 10.85 The data show that Guildford has a slightly younger age structure than is seen regionally and nationally.
- 10.86 Generally, there are lower age-specific levels of disability compared with the regional and national position.

- 10.87 The older person population shows a high proportion of owner-occupied households, particularly outright owners who may have significant equity in their homes (79% of all older person households are outright owners).
- 10.88 The older person population is projected to increase notably moving forward.
- 10.89 An ageing population means that the number of people with disabilities is likely to increase.
- 10.90 Key findings for the Borough in the 2025-45 period:
- a 38% increase in the population aged 65+ (potentially accounting for 22% of total population growth);
 - a 54% increase in the number of people aged 65+ with dementia and a 47% increase in those aged 65+ with mobility problems;
 - a need for around 1,100 additional housing units with support (sheltered/retirement housing) – four-fifths in the market sector;
 - a need for around 650 additional housing units with care (e.g. extra-care) – again around four-fifths in the market sector;
 - a need for additional residential care bedspaces (around 335 in the period);
 - a need for additional nursing care bedspaces (around 235 in the period); and
 - a need for around 390 dwellings to be for wheelchair users (meeting technical standard M4(3)).
- 10.91 This would suggest that there is a clear need to increase the supply of accessible and adaptable dwellings and wheelchair-user dwellings, as well as providing specific provision of older persons' housing.

- 10.92 Given the evidence, the Council could consider (as a starting point) requiring all dwellings (in all tenures) to meet the M4(2) standards and around 3% of homes meeting M4(3) – wheelchair user dwellings in the market sector (a higher proportion of around 10% in the affordable sector).
- 10.93 Where the authority has nomination rights, the supply of M4(3) dwellings would be wheelchair-accessible dwellings (constructed for immediate occupation).
- 10.94 In the market sector, they should be wheelchair-user-adaptable dwellings (constructed to be accessible to wheelchair users). It should, however, be noted that there will be cases where this may not be possible (e.g. due to viability or site-specific circumstances). So any policy should be applied flexibly.
- 10.95 In framing policies for the provision of specialist older persons' accommodation, the Council will need to consider a range of issues.
- 10.96 This will include the different use classes of accommodation (i.e. C2 vs C3) and requirements for affordable housing contributions (linked to this, the viability of provision).
- 10.97 There may also be some practical issues to consider, such as whether any individual development could be mixed tenure, given how care and support services are paid for.

11. Student Accommodation

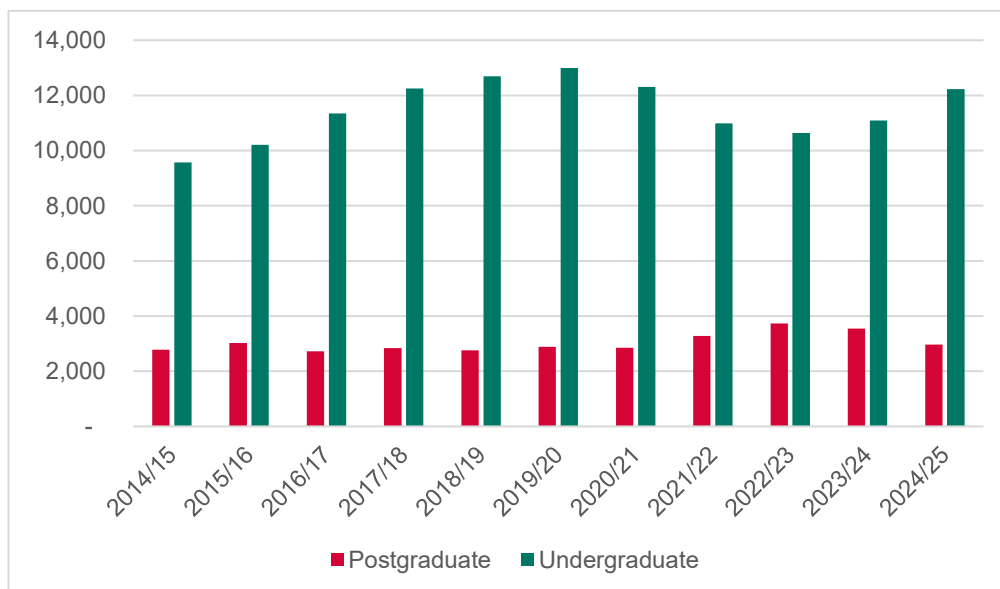
- 11.1 The NPPF requires that the housing needs of students be assessed and reflected in planning policies. In response, this section examines the need for student housing in Guildford, particularly for Purpose-Built Student Accommodation (PBSA).
- 11.2 The University of Surrey is the key higher education institution in Guildford. The Stag Hill Campus is the University's main Campus; it lies to the north west of Guildford town centre. The University's Manor Park campus is also in Guildford but lies further to the west of the town centre.
- 11.3 There are other higher education providers in the borough, including The Academy of Contemporary Music Guildford (ACM Guildford). However, it has only 845 full-time students and therefore has little impact on the housing market.
- 11.4 In addition, Guildford College and Merrist Wood College and University Centre in Worplesdon run a limited number of foundation or degree courses. However, the majority of courses at these colleges are aimed at 16- to 18-year-old local students and thus do not require accommodation.
- 11.5 Merrist Wood does provide on-site student accommodation for around 100 students, and overall student numbers are low and do not have a major impact on the housing market.

Trends in Student Numbers

11.6 The figure below shows data on student numbers at the University of Surrey since the 2014/15 academic year, drawn from the Higher Education Statistics Authority (HESA) data.

11.7 In 2024/25, the University had 15,195 Full-Time Students. This will include students at both of its Campuses in Surrey as well as distance learners. Of these students, 80.5% (15,195) studied undergraduate courses, with the remaining 19.5% on postgraduate courses.

Figure 11.1 University of Surrey – Student Growth (FT)



Source: Higher Education Statistics Authority

- 11.8 The table below shows how student numbers at the University have changed over the last 5 years. Overall, the University has shrunk by 4.3% since the 2019/20 academic year.
- 11.9 While there has been some growth in the postgraduate cohort at 2.6%, this is countered by a 5.9% decline in the number of undergraduates.
- 11.10 It is the latter cohort that most affects the housing market, as it is larger. Undergraduate courses are also longer and aimed at younger students (aged 18-21), which necessitates student accommodation.
- 11.11 Students on postgraduate courses are often older and therefore already living in non-student-specific accommodation before enrolling at the University.

Table 11.1 University of Surrey – Change in Student Numbers (2019/20 – 2024/25)

| | Undergraduate | Postgraduate | Total |
|-----------------------------|---------------|--------------|-------|
| Absolute Change | -760 | 75 | -685 |
| % Growth | -5.9% | 2.6% | -4.3% |
| Compound Annual Growth Rate | 0.4% | -1.0% | -0.7% |

Source: Higher Education Statistics Authority

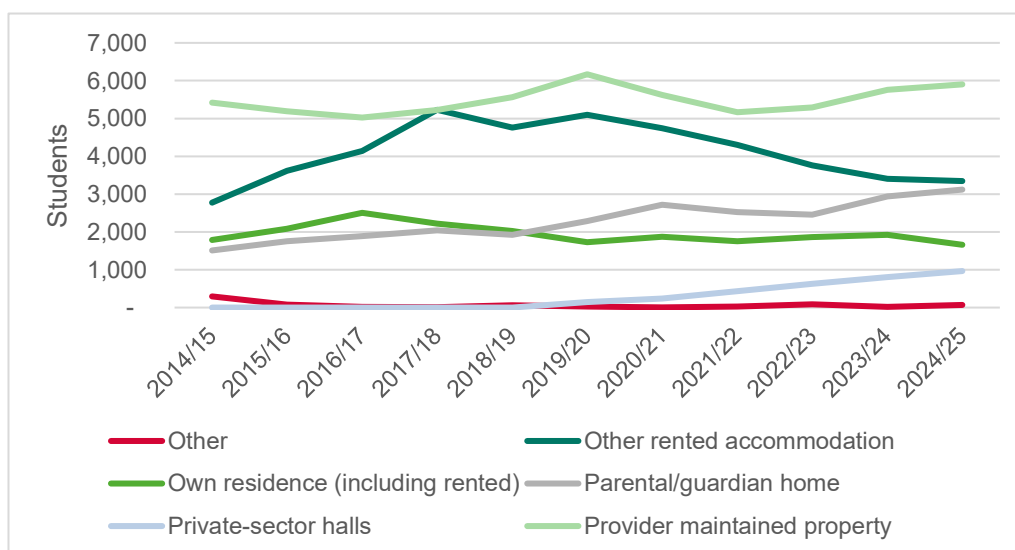
Student Accommodation

- 11.12 The Higher Education Statistics Authority (HESA) provides survey-based data on the accommodation choices of full-time students. This data comes with a warning that respondents ‘self-declare’ and may do so erroneously. For example, the ‘own residence’ category may include people in HMOs or living with parents because respondents mistakenly believe it is their “own” residence.
- 11.13 HESA’s accommodation choice data includes the following categories:
- **Provider-maintained property:** Residences owned by the education provider

- **Private-sector halls:** Student accommodation not maintained by the education provider
- **Parental/guardian home:** Students living with parents or guardians during term time
- **Own residence:** Students living in their own *permanent* residence, which may be owned or rented
- **Other rented accommodation:** *Temporary* rented accommodation, such as a shared house rented on a yearly basis
- **Other:** Other arrangements not captured by other categories. This may include some remote students or those on external placements.

11.14 The figure below shows the change in term-time accommodation choices for students at the University of Surrey. “Provider maintained” (5,905 students) and “Other rented accommodation” (3,345 students) are the two most common types of accommodation for students at the University. This is followed by “parental/guardian home” (3,120) and “own residence” (1,660).

Figure 11.2 University of Surrey – Term Time Accommodation



Source: Higher Education Statistics Authority

11.15 The table below shows how the split amongst the different types of accommodation has changed from the 2019/20 academic year to the 2024/25 academic year.

Table 11.2 Term Time Accommodation Change - University of Surrey (2019/20 – 2024/25)

| | 2019/20 | | 2024/25 | | % point change | |
|------------------------------|---------|-------|---------|-------|----------------|----------|
| | Number | % | Number | % | Absolute | % points |
| Provider-maintained property | 6,170 | 39.3% | 5,905 | 38.9% | -265 | -0.3% |
| Private-sector halls | 145 | 0.9% | 965 | 6.4% | 820 | 5.4% |
| Other rented accommodation | 5,095 | 32.4% | 3,345 | 22.0% | -1,750 | -10.4% |
| Own residence | 1,730 | 11.0% | 1,660 | 10.9% | -70 | -0.1% |
| Parental/guardian home | 2,285 | 14.5% | 3,120 | 20.6% | 835 | 6.0% |
| Other | 25 | 0.2% | 65 | 0.4% | 40 | 0.3% |
| Not Available | 270 | 1.7% | 110 | 0.7% | -160 | -1.0% |

Source: Higher Education Statistics Authority

- 11.16 The most significant increases are in the proportions of students in “parental/guardian home,” which increased by 6%, and in “private-sector halls,” which increased by 5.4%. This is countered by a large decline in the proportion of students in “other rented accommodation” of -10.4%.
- 11.17 This is likely to reflect the delivery of new private-sector PBSA schemes in Guildford, as well as a shift away from students seeking to rent typical student housing, such as HMOs, which would fall into the “other rented accommodation” category.

Census 2021

- 11.18 The 2021 Census provides alternative accommodation information for residents aged over 18 who are in full-time education. However, it is important to note that this will include some older school students, those

studying at other non-university institutions, e.g. ACM Guildford, and those who study elsewhere but live in Guildford.

11.19 It is also important to note that the 2021 Census was conducted at a time when not all Universities had returned to in-person teaching following COVID-19. As a result, some students may have been counted in the Census at a home address outside Guildford.

11.20 The table below shows the overall number of students aged 18 and over in Guildford and how much of the population this constitutes. Overall, students aged 18 and over in Guildford make up 9.8% of the borough's population.

Table 11.3 Students over the age of 18

| | Guildford |
|------------------------------------------------------|-----------|
| Total Students aged 18+ | 13,515 |
| Students 18+ as a proportion of the whole population | 9.8% |

Source: Census 2021

11.21 The table below shows the type of accommodation students over the age of 18 reported to be living in. In Guildford, the largest percentage of students live in a Communal Establishments (40.8%), and most of those in Communal Establishments are in University-owned halls (38.1%). This is followed by those living in all student households (34.1%).

Table 11.4 Accommodation of Students 18+

| | Number | % |
|------------------------------------|--------|-------|
| Living with parents | 1,791 | 13.3% |
| Living in a communal establishment | 5,516 | 40.8% |
| Communal: University | 5,145 | 38.1% |
| Communal: Other | 371 | 2.7% |
| Living in an all-student household | 4,612 | 34.1% |
| Living alone | 359 | 2.7% |
| Living in another household type | 1,237 | 9.2% |

Source: Census 2021

- 11.22 This will partly reflect the culture of student housing at the University, where it is common for students to live in halls on campus in their first year, but in their second year and beyond, many may choose to move away from campus into student HMOs.

Consultation with the University of Surrey

- 11.23 We have also engaged with the University of Surrey to better understand its ambitions. For context, in the SHMA 2017 student section the University anticipated an increase in FTE students to around 14,500 to the years 2025/26 and this was exceeded with the University now at 15,905 FTE Students. This figure includes around 1,400 students at the China campus.
- 11.24 However, the University also outlined an aspirational target to increase headcount to 23,000 but the current roll is around 18,000 students across all campuses so this ambition has not materialised.
- 11.25 The University of Surrey is currently exploring a period of gradual but significant growth, with aspirational plans to increase its student population by around 10,000 over the next 15 years. However, not all of this will be in the UK with the Vision 2041 strategy stating a key goal as to “Expand the student population extensively through an adaptive course portfolio delivered both in person and remotely”.
- 11.26 This growth is described as slow and steady, with the institution not currently facing any deficit position. As student numbers rise, a key challenge will be managing accommodation and commuting patterns.
- 11.27 The Council has also flagged that there remains some capacity as part of a previous planning permission for additional on-campus accommodation at Manor Park.

- 11.28 Students are currently housed through a mixture of university-owned accommodation, private sector provision, and students living at home.
- 11.29 Although some older, derelict university accommodation has been out of use for a period, there are plans to bring part of it back into use. The university is also actively engaged in discussions with developers and investors, with projects such as Manor Park student village, sites around Gill Avenue and Royal Surrey, and potential future developments at Blackwell Farm. Additional sites are also being considered.
- 11.30 Despite this activity, the university anticipates that more students will need to commute, which is considered one of the biggest emerging challenges.
- 11.31 The commute to Guildford is both costly and time-consuming, and the A3 congestion is a significant constraint on growth. Limited parking further complicates the situation.
- 11.32 In terms of the broader housing landscape, the University believes that the local student market has shifted in recent years. A previous glut of private student accommodation in Guildford made some HMOs less attractive; some landlords struggled to fill properties and eventually returned these houses to the family rental market.
- 11.33 Although HMOs still exist, competition from PBSAs and university-owned halls has increased, and student preferences have evolved. Nevertheless, first year students continue to be guaranteed university accommodation, helping manage demand.
- 11.34 The University are aware of persistent tensions between Student HMOs and the local community in Guildford, with issues such as parking pressures and noise remaining common.
- 11.35 While the University previously employed a dedicated staff member to manage these matters, it no longer does so because it is unable to

enforce behavioural expectations, such as quiet hours, in areas beyond campus.

- 11.36 Looking ahead, the University anticipates shifts in the profile of future students, notably steady growth in international enrolments. However, the UK may become somewhat less attractive to overseas students, partly because of visa changes.
- 11.37 The university is expanding its global footprint and developing new campuses in India and China, which may redirect some demand away from the UK.
- 11.38 The overall trend is still toward rising international numbers, but they are distributed across multiple campuses beyond those in Guildford.
- 11.39 In summary, the University of Surrey is planning measured expansion, supported by a mixture of new accommodation schemes and redevelopment opportunities.
- 11.40 However, its perceived most significant barriers to growth are infrastructure-related, most notably the A3.

Policy Response

- 11.41 The University is a key employer and source of trained and fully qualified workforce, as well as an important driver of the local economy.
- 11.42 As such, the Council should endeavour to support the University's ambition for growth. This may include supporting appropriate additional student accommodation, the delivery of which would also reduce any impact on the wider housing market.

Student Accommodation Summary

- 11.43 The University of Surrey is the key higher education institution in Guildford.
- 11.44 In 2024/25, the University had 15,195 Full-Time Students. A reduction of 4.3% since the 2019/20 academic year.
- 11.45 Around 44% of students live in University Halls or PBSA, the latter of which has seen recent delivery. Those living with their parents have increased to 21%, and around 22% live in private rental accommodation, typically HMOs.
- 11.46 The University of Surrey is exploring a period of gradual but significant growth, with plans to increase its student population by around 10,000 over the next 15 years. However, not all of this will be in the UK while headwinds in the UK student market may make this ambition challenging.
- 11.47 As student numbers rise, a key challenge will be managing accommodation and commuting patterns.
- 11.48 The university is also actively engaged in discussions with developers and investors, and the university anticipates that more students will need to commute, although the A3 forms a barrier to this.
- 11.49 The Council should endeavour to support the University's ambition for growth, including additional student accommodation.

12. Other Specific Groups

Service Personnel

- 12.1 According to Ministry of Defence (MOD) statistics, there are 2,110 MoD personnel based in Guildford, most of whom are regular forces (1,980) alongside some Civilian personnel (130).
- 12.2 Pirbright Army Training Centre is the only MOD establishment in Guildford. It delivers Basic Training for new recruits joining several regiments. The Basic Training course lasts 13 weeks and is a requirement for almost all new Army recruits.
- 12.3 Given Pirbright's function as primarily a training centre, there is unlikely to be a significant need for housing arising from those who are based here, given the very short period they are there. Therefore, there is no justification for a specific housing policy for service personnel.
- 12.4 The most acute and pressing issue is likely to be finding accommodation for those transitioning out of the forces, as well as existing personnel who are seeking to buy in the Borough.
- 12.5 Military personnel are listed as part of the definition of essential local workers in Annex 2 of the NPPF. Depending on their incomes, this group will already be accounted for within the affordable housing need and will largely not be additional to it.
- 12.6 We have only recommended a small proportion (less than 5%) of delivery be discounted market sale products which would include First Homes. However, the government has moved away from First Homes as a product and whilst we do not recommend it, it does potentially serve a purpose.
- 12.7 The PPG for First Homes allows local authorities to set out criteria for accessing such housing. One such criterion could be a key worker

requirement, which would include service personnel if the Council sought to deliver First Homes.

- 12.8 The PPG also stipulates that “local connection criteria should be disapplied for all active members of the Armed Forces, divorced/separated spouses or civil partners of current members of the Armed Forces, spouses or civil partners of a deceased member of the armed forces (if their death was wholly or partly caused by their service) and veterans within 5 years of leaving the armed forces”.

Children in Care

- 12.9 Key legislation relating to the accommodation and maintenance of a looked-after child is set out in Section 22G of the Children Act 1989.
- 12.10 The act places a duty on local authorities (Surrey County Council) to plan strategically for children in their care, ensuring that, where aligned with the child’s welfare, accommodation should be provided within the authority’s own area.
- 12.11 This means that Councils must take steps to ensure sufficient local provision is available. Looked-after children can remain close to their home community, family and support networks whenever possible.
- 12.12 The legislation provides a framework within which decisions about the most appropriate way to accommodate and maintain children must be considered:
- Section 22A of the Children Act 1989 imposes a duty on the responsible authority when a child is in their care to provide the child with accommodation.
 - Section 22B of the Children Act 1989 sets out the duty of the responsible authority to maintain a looked-after child in other respects apart from providing accommodation.
 - Section 22C of the Children Act 1989 sets out the ways in which a looked-after child is to be accommodated.

- Section 22D of the Children Act 1989 imposes a duty on the responsible authority to formally review the child’s case prior to making alternative arrangements for accommodation.
- Section 22G of the Children Act 1989 requires local authorities to take strategic action with respect to those children they look after and for whom it would be consistent with their welfare for them to be provided with accommodation within their own local authority area.

- 12.13 In a Written Ministerial Statement³³ (WMS) in May 2023, the Housing and Planning Minister reminded local authorities of their requirement to assess the housing needs of different groups in the community, including “accommodation for children in need of social services care”.
- 12.14 The WMS statement said that “Local planning authorities should give due weight to and be supportive of applications, where appropriate, for all types of accommodation for looked after children in their area that reflect local needs and all parties in the development process should work together closely to facilitate the timely delivery of such vital accommodation for children across the country”.
- 12.15 The WMS follows on from the Department for Education (DfE) Implementation Strategy³⁴ to fix children’s social care from February 2023. The “Stable Homes Built on Love” Strategy has undergone consultation on aspects of the Government’s reform proposals and has received a broad welcome.
- 12.16 However, some stakeholders raised concerns that the proposals amounted to a “piecemeal approach” rather than the required whole-system reset.

³³ <https://questions-statements.parliament.uk/written-statements/detail/2023-05-23/hcws795>

³⁴

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1147317/Children s social care stable homes consultation February 2023.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1147317/Children_s_social_care_stable_homes_consultation_February_2023.pdf)

- 12.17 In response, the previous Government said it is taking a “test and learn” approach and the strategy marks “the start of the journey”.
- 12.18 The strategy outlined an ambition to transform Children’s Care through six pillars. The first of these pillars makes it clear that supporting families is the priority. This ensures that children can remain in their family home for as long as possible (Pillar 1) and, if this is not possible, within their wider family (Pillar 3).
- 12.19 If both the immediate and wider family cannot look after a child, then Pillar 4 seeks to ensure that “when care is the best choice for a child, the care system must provide stable, loving homes close to children’s communities”.
- 12.20 To achieve this, the strategy aims to increase and support foster carers and develop a programme to support improvements in the quality of leadership and management in the children’s homes sector.
- 12.21 The report sets out a mission to “see an increase of high-quality, stable and loving homes available for every child in care, local to where they are from”.
- 12.22 To do this, it suggests that an immediate action is to “boost the number of the right homes in the right places available for children as a matter of urgency”.
- 12.23 The strategy notes that “local authorities have primary responsibility for the children in their care. This includes ensuring there is sufficient accommodation locally to meet the range of needs of children in care in their area” and that there is a “statutory duty to ensure there is sufficient provision for their children in care”.
- 12.24 It also states that the DfE “will continue to build on our work reforming supported accommodation for 16- to 17-year-olds. Semi-independent provision, including supported lodgings, can be the right option for some

older children. Still, only where it is high-quality, and the young person is ready for the level of independence it promotes”.

- 12.25 The DfE will also continue “with the Children’s Home Capital Programme, which has seen £259 million of capital funding invested to increase provision in local authority-run open and secure children’s homes. We are working with local authorities to create new children’s homes and increase provision in their local area”.
- 12.26 At a similar time, the government also launched a consultation on the “Children’s Social Care National Framework³⁵” and the “Children’s Social Care Dashboard”.
- 12.27 The Framework sets out some of the outcomes to be measured, including Outcome 4 relating to those seeking to ensure “children in care and care leavers have stable, loving homes”.
- 12.28 The indicators include the percentage of children in care living in foster care and living in residential care, and the distance of placements from home. This is important to ensure the stability of schooling and contact with their siblings. The framework recognises that this will require prioritising foster homes over residential homes.
- 12.29 The outcome can also be achieved by leaders undertaking “sufficiency planning and work with other local authorities and partners to jointly invest in care options that meet the future needs of children”.

The County Position

- 12.30 Surrey County Council (SCC) are the relevant authority in charge of the Children’s Service in Guildford and across Surrey.

³⁵ [Children in Care Sufficiency and Commissioning Strategy 2023 to 2026](#)

- 12.31 The County Council recently published its Looked After Children and Care Leaver Sufficiency Strategy.³⁶ The Strategy explains how the County Council intend to fulfil it's statutory sufficiency duty for looked-after children.
- 12.32 The Sufficiency Strategy sets out the current position. It highlights that the percentage of looked-after children and children in care homes from Surrey being placed in Surrey has declined between 2020 and 2025.
- 12.33 The County Council has initiated a programme to renew and transform its residential estate, with the first new-build SCC homes now operational and additional independent homes being established in Surrey.
- 12.34 Between 2020 and 2023, this programme delivered five new-build children's homes and +16 beds for Surrey children. In addition, 19 new independent children's homes opened in Surrey between 2020 and 2025 (15 since July 2023) in response to active market engagement.
- 12.35 The Strategy notes the fluctuating population of children in care. In March 2025, there were 983 Surrey children in care, a reduction from a high of 1,048 in March 2022.
- 12.36 Across the period, Surrey has experienced bigger changes in its children in care population than have been seen nationally. However, more children were leaving care than joining it. Specifically, between April 2023 and March 2024, 419 children ceased being looked after, whilst 358 started.
- 12.37 It also flags that Surrey has a lower rate of 36 children looked after per 10,000 population, when compared to 56 in the South-East region and 70 nationally.

³⁶ https://www.surreycc.gov.uk/__data/assets/pdf_file/0008/512486/CLA-Sufficiency-Strategy-25-28-v1.0.pdf

- 12.38 In March 2024, 15% (141) of Surrey’s looked-after children were placed in children’s homes, compared to 11% (113) in March 2022. Children requiring support in a residential home are more likely to live outside Surrey than their peers (37.8% in the county, compared to 39.3% for fostering and 75.6% for supported accommodation).
- 12.39 Of these, around 82% of children were living in independently run children’s homes in March 2024 (noting the proportion in-house had reached 24% in July 2025).
- 12.40 Neither the looked-after children figure, nor the numbers in children’s homes are broken down to Guildford and the other Surrey authorities.
- 12.41 The Sufficiency Strategy notes that children living in children’s homes often experience a range of behavioural risks that can mean it is harder to source family-based placements.
- 12.42 We have also engaged with the Children’s Team at SCC, who have provided some additional information on the provision of Children’s Care Homes for looked-after children in Guildford.
- 12.43 The County Council highlighted a continuing need for new supported accommodation, particularly as the profile of required provision becomes increasingly specialised and targeted.
- 12.44 Although there was a substantial wave of development in 2021, particularly from private providers, demand for placements still exceeds supply, and the volume of available residential placements remains insufficient. Some additional in-house (county-managed) children’s homes have been developed, though only a small number.
- 12.45 The County Council notes that while providers often seek to establish new residential homes, not all have the necessary experience to operate within this highly regulated sector.

- 12.46 As such, the County Council emphasises the importance of early and open engagement with children’s commissioning teams to ensure suitability.
- 12.47 The location of the supply itself is less critical than alignment with commissioning priorities and the ability to serve local needs.
- 12.48 In some areas, commissioning authorities can offer a letter of support to new schemes within the planning process, provided the proposed home demonstrates a commitment to supporting local children.
- 12.49 Ultimately, however, the allocation of placements remains at the discretion of managers, who prioritise children from the home authority wherever appropriate.
- 12.50 In terms of geographic patterns, Guildford currently serves as a key hub and is the area with the greatest concentration of supported accommodation.
- 12.51 Over the past four to five years, notable progress has been made in placing Surrey-based children within the county rather than externally.
- 12.52 Care leavers, however, continue to face long waits for move-on accommodation. They do benefit from priority access to social housing, and in some cases, private landlords can also be used to meet need.

Projecting Need

- 12.53 Forecasting future provision is handled through the County Council’s sufficiency strategy. Figures indicate that around 36 per 10,000 children in Surrey are looked after, placing the authority at the lower end of national rates.
- 12.54 Despite this, there is still a shortage of appropriate provision, and placement volumes do not currently meet demand, with many children being placed outside the County.

- 12.55 If we were to apply the County rate for Looked after Children to the projected growth in under 16s in Guildford linked to the standard method, then the population growth would identify a need for an additional 23 bedspaces up to 2045.

Table 12.1 Projected Number of Looked After Children - Guildford

| | 2025 | 2045 | Difference |
|-----------------------|--------|--------|------------|
| Under 16 Population | 25,695 | 32,062 | 6,367 |
| Looked After Children | 93 | 115 | 23 |

Source: Iceni Projects and Surrey County Council

- 12.56 It should be noted that the Sufficiency Strategy also projects the need for children's care bedspaces, but this is only in the short term. This shows a need for 14 additional bedspaces by 2027/28 and access to 16 bedspaces outside of the County.
- 12.57 However, the County Council's ambition is that every looked-after child has a choice to remain in Surrey. With this intervention, the need for additional bedspaces in Surrey by 2028 increases to 42.
- 12.58 To address this need, the strategy aims to deliver a further net-gain of 32 beds in SCC Children's homes and 18 in independent children's homes by March 2028. The SCC homes are already planned as part of a capital investment programme.
- 12.59 The County Council are also aiming to develop and commission children's homes that can respond to complex needs and behaviour. This includes a new home with DfE funding to provide short-notice options for children with complex needs.
- 12.60 Although the intention is always to increase the use of familial and foster care support before using children's homes.

Conclusions and Recommendations

- 12.61 The WMS statement said that "local planning authorities should give due weight to and be supportive of applications, where appropriate, for

all types of accommodation for looked after children in their area that reflect local needs”.

- 12.62 Clearly, the national and County policy direction is to provide in-situ support, followed by familial and foster support. Therefore, the demand for care homes will largely depend on the success of these policies. Where this is not possible, then local authorities will be required to provide safe accommodation in the right places.
- 12.63 If this does arise, they should ensure that any new 3–4 bed homes or multi-building units are developed in close collaboration with existing service providers. This need could also be met by seeking provision on larger strategic sites.
- 12.64 Such sites should align with the most appropriate locations according to Ofsted’s Location Assessment³⁷ for such accommodation. In summary, this includes ensuring safeguarding concerns are met and that children have access to services.
- 12.65 Any additional capacity is likely to be in the urban areas, particularly Guildford, to allow for wider access to services and the homes themselves.
- 12.66 To ensure the County Council has access to any new provision, Guildford Council may wish to adopt a similar approach to Lancaster City Council.
- 12.67 The Council has not issued a certificate of lawful development for Children's Homes for the last few years; instead, it requires a full planning application.

³⁷

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/339545/Children_s_homes_regulations_amendments_2014.pdf

- 12.68 The Local Council also insists that any proposals require approval from the County Council's Children's team. Lancashire City Council also include a cascade condition.
- 12.69 For Guildford, this would basically mean that operators must prioritise children from the local area (or links to it). If no suitable child from Guildford is found, another from West Surrey, and then from anywhere in Surrey, should be prioritised.
- 12.70 There will also be a need for supported accommodation for young adults leaving care, and the Council should work with Registered Providers to explore opportunities to provide this through developer contributions and in the existing stock.

Self and Custom Build

- 12.71 As of 1st April 2016, and in line with the Act and the Right to Build, relevant authorities in England are required to have established and publicised a self-build and custom housebuilding register which records those seeking to acquire serviced plots of land in the authority's area to build their own self-build and custom houses.
- 12.72 Furthermore, in line with the continued Government drive to support the self and custom-build sector, the latest National Planning Policy Framework (paragraphs 71 and 73(b), December 2024) duly recognises that it is essential that a sufficient amount and variety of land can come forward where it is needed and that the needs of groups with specific housing requirements are addressed.
- 12.73 As part of this, the Framework (paragraph 63) states that:

“The size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning

policies, including...people wishing to commission or build their own homes” (our emphasis)”

- 12.74 The Self-Build and Custom Housebuilding Planning Practice Guidance is a material consideration and draws on legislation set out under the 2015 Act and the 2016 Act, but provides wider guidance on assessing demand and supporting self-build development.
- 12.75 In line with the legal duty placed on local authorities by the 2016 Act, the PPG reminds us that relevant authorities must give suitable development permission for enough suitable serviced plots of land to meet the demand for self-build and custom housebuilding in their area.
- 12.76 The level of demand is established by reference to the number of entries added to an authority’s register during a ‘base period’. The first base period began on the day on which the register is established. Each subsequent base period is 12 months, beginning immediately after the previous base period ends. Subsequent base periods will therefore run from October 31st to October 30th each year.
- 12.77 At the end of each base period, relevant authorities have 3 years in which to meet their legal duty and grant permission for an equivalent number of plots of land, which are suitable for self-build and custom housebuilding, as there are entries for that base period.
- 12.78 The PPG states that local planning authorities should use the demand data from the registers in their area, but this should also be supported as necessary by additional data from secondary sources, to understand and consider the future need for this type of housing in their area when preparing housing needs assessments.
- 12.79 Concerning what a ‘duty to grant planning permission etc’ means, the PPG states that:

“Relevant authorities must give suitable development permission to enough suitable serviced plots of land to meet the demand for self-build and custom housebuilding in their area. The level of demand is established by reference to the number of entries added to an authority’s register during a base period.”

- 12.80 In respect of what having a ‘duty as regards registers’ means, the PPG states that:

“Section 2(1) of the Self-build and Custom Housebuilding Act 2015 places a duty on relevant bodies to have regard to each self-build and custom housebuilding register, including Part 2 of the register (where a register is in two parts), that relates to their area when carrying out their planning, housing, land disposal and regeneration functions.” (our emphasis)

- 12.81 The PPG³⁸ is clear that self-build or custom build helps to diversify the housing market and increase consumer choice. Self-build and custom housebuilders choose the design and layout of their homes and can be innovative in both their design and construction.

Levelling Up and Regeneration Act (2023)

- 12.82 The Levelling Up and Regeneration Act (2023) made some amendments to the 2015 Self and Custom Housebuilding Act, which advised how the supply and demand of self and custom build housing plots can be assessed.

- 12.83 When assessing demand, the LURA inserted in section 6 of the 2015 Act the following:

“(a) the demand for self-build and custom housebuilding in an authority’s area in respect of a base period is the aggregate of—

³⁸ Paragraph: 16a Reference ID: 57-016a-20210208

(i) the demand for self-build and custom housebuilding arising in the authority's area in the base period; and

(ii) any demand for self-build and custom housebuilding that arose in the authority's area in an earlier base period and in relation to which—

(A) the time allowed for complying with the duty in subsection (2) expired during the base period in question, and

(B) The duty in subsection (2) has not been met;

(aa) the demand for self-build and custom housebuilding arising in an authority's area in a base period is evidenced by the number of entries added during that period to the register under section 1 kept by the authority;”

12.84 As a result, although each authority still has 3 years to meet the need that arises from the register, this need must now be counted cumulatively. For example, as of October 30, 2024, the need will be the cumulative demand shown in all base periods prior to October 30, 2021.

12.85 When considering the supply of plots LURA removes section 6(c) of the 2015 Act which read:

“development permission is 'suitable' if it is permission in respect of development that could include self-build and custom housebuilding”

12.86 This change means that the Council will therefore need to demonstrate that serviced plots permissions are specifically for self and custom-build development rather than what could be self and custom-build plots, for example, on the assumption of a CIL exemption.

12.87 Essentially, this means that for planning permissions to be counted towards the supply of self and custom build homes, there needs to be evidence to show that this is what the development is for.

12.88 The exact detail of what can be considered appropriate evidence of a dwelling or planning application being specifically for self and custom build is still to be confirmed. Still, appeal case law gives some indication of what this may be.

- 12.89 Evidence that would confirm that a development is specifically for self and custom-build may include:
- Planning Condition attached to approval requiring the development to be carried out for self-build, or
 - Confirmation through S106 agreement for self-build; or
 - Requirement for the self-build nature of the scheme to be included within the description of the development.
- 12.90 On historic permissions, further evidence will likely be required to demonstrate that the development approval was for self and custom-build, often this will be in the Design and Access Statement.
- 12.91 The regulations for what constitutes an appropriate permission for self-build are not yet known. However, it can be expected that regulations will reflect the 2015 Act and existing PPG, demonstrating that the applicant/occupant has had “primary input” into the design of the scheme.
- 12.92 It is also likely that applications to replace existing dwellings with new self-build properties will constitute a fair proportion of the self-build supply, even though they do not result in a net gain of housing.
- 12.93 Going forward, the Authority will need to continue to monitor applications for self-build dwellings in Guildford. Ensuring that all supply permissions are evidenced as self-build or custom-build will also be essential to assess whether the duty is met correctly.
- 12.94 It may also be prudent for the Council to retrospectively assess supply permissions to properly ascertain which permissions are specifically for the carrying out of self and custom-build development.

Self and Custom Build Register

- 12.95 There has been a total of 10 base periods since the register was introduced. The table below shows the most recently available data for those on Part 1 of the register up to the end of Base Period 9.
- 12.96 The Council are required to have provided 37 plots for self and custom build housing by the 30 of October 2025. Thus far, 39 plots for self and custom-build housing have been permitted; therefore, the Council is currently meeting the identified need.

Table 12.2 Guildford Self and Custom Build Register – Part 1

| | Entries | Permissions |
|----------------------------------------|----------------|--------------------|
| Base Period 1 - (1/4/16 to 30/10/16) | 8 | 7 |
| Base Period 2 - (31/10/16 to 30/10/17) | 4 | 6 |
| Base Period 3 - (31/10/17 to 30/10/18) | 8 | 0 |
| Base Period 4 - (31/10/18 to 30/10/19) | 8 | 18 |
| Base Period 5 - (31/10/19 to 30/10/20) | 0 | 5 |
| Base Period 6 - (31/10/20 to 30/10/21) | 5 | 1 |
| Base Period 7 - (31/10/21 to 30/10/22) | 4 | 1 |
| Base Period 8 - (31/10/22 to 30/10/23) | 2 | 0 |
| Base Period 9 - (31/10/23 to 30/10/24) | 2 | 1 |
| Total | 41 | 39 |
| Average per base period | 4.5 | 4.3 |

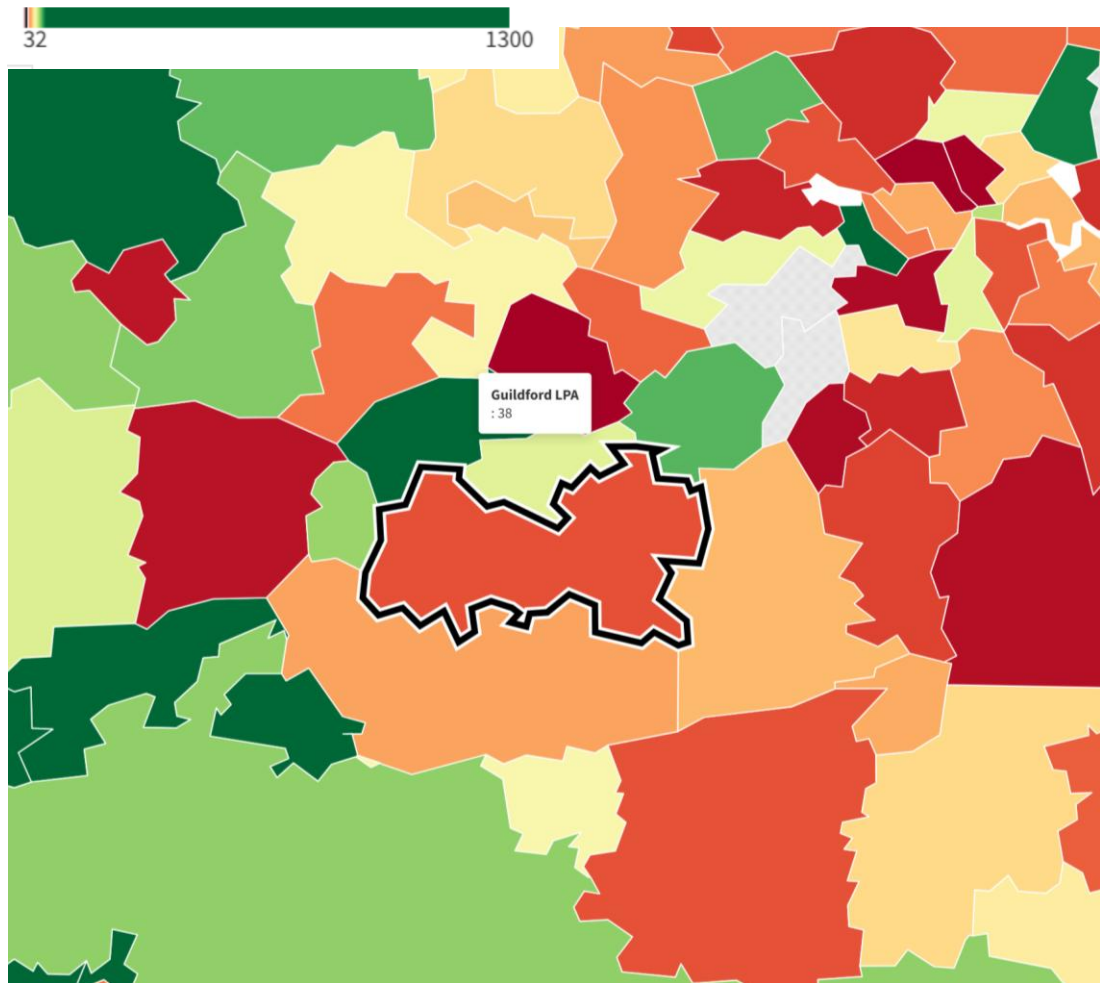
Source: Council Data and MHCLG Monitoring

- 12.97 The Council should consider a review of the supply permissions to ensure that all permissions can demonstrate evidence that they are specifically for self and custom build, as required by the LURA.
- 12.98 The register also indicates future need for self and custom build plots. On this basis, the Council may wish to plan to permit 5 plots per annum, although the Council will need to respond to any specific numbers entering the register.

Broader demand for evidence

- 12.99 To supplement the data from the Council's register(s), we have looked to secondary sources as recommended by the PPG, which, for this report, is data from NaCSBA – the National Custom and Self-build Association.
- 12.100 First, it is worth highlighting that the October 2020 national survey undertaken by YouGov on behalf of NaCSBA found that 1 in 3 people (32%) are interested in building their own home at some point in the future, including 12% who said they were very interested.
- 12.101 Notably, almost half (48%) of those aged between 18 and 24 were interested in building their own home, compared to just 18% of those aged 55 and over.
- 12.102 This is notable as, traditionally, self-build has been seen as the reserve of older members of society aged 55 and over, with equity in their property. However it is worth noting that this research considers expressions of interest rather than a full assessment of whether the household could afford to develop a self build dwelling. It does however indicate that if self build plots were more readily available there would likely be interest from a broader range of the market than the older age groups traditionally associated with it.
- 12.103 Secondly, we can draw on NaCSBA data to better understand the level of demand for serviced plots in Guildford in relative terms. The association published an analysis with supporting maps and commentary titled "Mapping the Right to Build" in 2020 which is now somewhat dated.
- 12.104 This document includes an output on the demand for serviced plots as a proportion of the total population relative to all other local authorities across England (see Figure below).

Figure 12.1 Total registrations per 100,000 population in Guildford (2020)



Source: NaCSBA

- 12.105 This shows that the demand in Guildford was 38 per 100,000 population. Based on Guildford's population in 2025, this would equate to a demand for around 58 serviced plots. The projected growth in the population linked to the standard method would increase this by 17 to 75 plots by 2045.

Table 12.3 Self and Custom Build Plot Demand - Guildford

| | 2025 | 2045 | Difference |
|------------------|---------|---------|------------|
| Total Population | 151,907 | 196,508 | 44,601 |
| Plot Demand | 58 | 75 | 17 |

Source: Iceni Projects and NaCSBA

12.106 Despite the figure from NaCSBA being slightly higher than the level of demand shown on the register, the Council is only required to permit enough plots for self and custom build as indicated by Part 1 of the register.

Policy Response

12.107 The Self-Build and Custom Housebuilding PPG sets out how local authorities can increase the number of planning permissions which are suitable for self-build and custom housebuilding and support the sector.

12.108 The PPG³⁹ is clear that authorities should consider how local planning policies may address identified requirements for self- and custom-housebuilding to ensure enough serviced plots with suitable permissions come forward, and this should focus on playing a key role in facilitating relationships to bring land forward.

12.109 There are several measures which can be used to do this, including but not limited to:

- supporting Neighbourhood Planning groups where they choose to include self-build and custom-build housing policies in their plans;
- working with Homes England to unlock land and sites in wider public ownership to deliver self-build and custom-build housing;
- when engaging with developers and landowners who own sites that are suitable for housing, encouraging them to consider self-build and custom housebuilding, and facilitating access to those on the register where the landowner is interested; and

³⁹ Paragraph: 025 Reference ID: 57-025-20210508 [Self-build and custom housebuilding - GOV.UK](#)

- working with local partners, such as Housing Associations and third sector groups, to custom build affordable housing for veterans and other groups with acute housing need.

- 12.110 An increasing number of local planning authorities have adopted specific self-build and custom housebuilding policies in their respective Local Plans to encourage delivery, as well as promote and boost housing supply.
- 12.111 There are also several appeal decisions in the context of decision-making which have found that paragraph 11(d) of the NPPF is engaged in the absence of a specific policy on self-build housing when this is the focus of a planning application.
- 12.112 While Guildford have been successful thus far in meeting the need for self and custom build housing, this need is likely to continue to grow. To ensure the Council can continue to meet this need, several policy levers could be considered in its response⁴⁰. These include:
- **General Support Policies** - Although these set out the Council's intentions to support housing, they are weak unless supplemented with clear guidance and expectations around how self and custom build can be delivered.
 - **Housing Mix Policies** – Such policies are more strategic in nature but could address Self and Custom Build needs as well as built form and the size and tenure of homes. However, such policies are unlikely to be applicable to every site.
 - **Percentage Policies** – This approach seeks a specific percentage of plots from typically large sites. It is a good way to generate a continued supply, but the Council needs to ensure it is reliable. The scale of the site and the percentage to be applied should reflect the identified and projected need and the likely delivery.

⁴⁰ The Local Plan Policy H1 & site allocations already use several of the levers listed in 12.96 including a supportive policy and percentage requirement.

- **Site Allocations** – The Council could also consider allocating sites specifically for Self and Custom Build use. This could be council-owned sites or smaller sites in high-demand locations. Such sites provide greater delivery certainty but may not be welcome to the site owner.
- **Exception Sites** – This allows Self and Custom Build homes to be built where the market will not deliver (e.g. small sites in remote areas).
- **Criteria-Based Policies** – Establish criteria that must be met for planning to be supported (e.g. limiting the number of developments in each parish, garden sites, infill sites, etc.).

- 12.113 No single policy choice will be fully effective; therefore, the Council should consider which suite of policies will be most effective in Guildford.
- 12.114 When examining future supply, either through site allocations or that resultant from percentage policies, the Council should ensure that a mix of sites is forthcoming.
- 12.115 This should include both small sites that are primed for early delivery and large sites that could be sustained later into the plan period. There should also be a wide spread of sites across the borough, not just in one settlement. The register can inform the location of these sites.
- 12.116 If the Council wishes to pursue a percentage policy, then, given typical build-out rates, it should only seek to enforce such plots on larger sites. This could be applied to sites with 70 or more dwellings, based on average annual completions for sites with one sales outlet.
- 12.117 These plots should be marketed appropriately for 12 months (online and offline at realistic prices).
- 12.118 This figure is recommended as sites of more than 70 dwellings often have a construction period of more than 12 months. This would allow the developer to begin marketing the units for the full 12-month period.

- 12.119 If the plots see no interest, the developer can then revert to delivering these sites as market accommodation without significantly elongating the build-out period.
- 12.120 The Council may also wish to consider making the first three months of marketing these plots to those with a local connection or on the custom and self-build register, with the remaining time widening it out to anyone else.
- 12.121 To provide greater clarity to the development industry, the Council may wish to consider publishing supporting text or additional guidance on matters relating to:
- Design codes;
 - Phasing;
 - Marketing strategies;
 - S106 Clauses;
 - Validation requirements (e.g. delivery statements); and
 - Affordable Contributions.
- 12.122 A further consideration for the Council is that, when demonstrating supply to meet this demand, the LURA makes it more difficult for Councils to count CIL exemption sites.
- 12.123 They now must demonstrate that these planning permissions are specifically for self or custom-build. The Council could consider introducing a self-build delivery statement to be submitted alongside planning applications and adapting its monitoring to ensure its implementation.

Specific Groups – Summary

Service Personnel

- 12.124 According to Ministry of Defence (MOD) statistics, there are 2,110 MoD personnel based in Guildford.
- 12.125 These are stationed at Pirbright Army Training Centre, which delivers Basic Training for recruits joining several regiments.
- 12.126 The Basic Training course lasts 13 weeks, and given the short stays, there is no impact on housing arising from service personnel.
- 12.127 Therefore, there is no justification for a specific housing policy for service personnel.

Children in Care

- 12.128 Surrey County Council (SCC) has recently published its Sufficiency Strategy. This highlights a trend of children being placed outside of the County.
- 12.129 The Strategy also highlights a need for 42 Additional Care Homes in the County by 2028.
- 12.130 Guildford currently serves as a key hub and is the area with the greatest concentration of supported accommodation.
- 12.131 Any additional capacity is likely to be in the urban areas, particularly Guildford, to allow for wider access.
- 12.132 There will also be a need for supported accommodation for young adults leaving care.

Self and Custom Build

- 12.133 The Council is currently meeting the need for self and custom-built housing in Guildford.

- 12.134 They should, however, plan to permit around 5 plots per annum based on past trends. Although the actual number to be planned for should reflect entries onto the register.
- 12.135 The Council may also wish to consider how the supply of permissions is recorded in more detail.
- 12.136 The Council could also seek to maintain and enhance specific policies on self and custom housebuilding such as the existing policy H1.