

Whitburn Housing Needs Assessment

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Quality information

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Glossary of terms used in text

AH	Affordable Housing (NPPF definition)
AR	Affordability Ratio
AMH	Affordable Market Housing
DCLG	Department for Communities and Local Government
eLP	emerging Local Plan
GT	Gypsy & Traveller
GTAA	Gypsy and Traveller Accommodation Assessment
HNA	Housing Needs Assessment
LPA	Local Planning Authority
LQAR	Lower Quartile Affordability Ratio
MHCLG	Ministry for Housing, Communities and Local Government
NDP	Neighbourhood Development Plan
NP	Neighbourhood Plan
NA	Neighbourhood Area
NPG	Neighbourhood Plan Group
NPPF	National Planning Policy Framework
ONS	Office for National Statistics
PPG	Planning Practice Guidance
PRS	Private Rented Sector
RTF	Rural Town and Fringe
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
STBC	South Tyneside Borough Council
WNF	Whitburn Neighbourhood Forum

1. Executive Summary

Introduction

1. Whitburn Neighbourhood Forum (WNF) is designated as a Qualifying Body (QB) and has decided to prepare a Neighbourhood Plan for the Parish area, referred to here as the Neighbourhood Area (NA). Whitburn NA and corresponding WNF were formally designated on 25th January 2017 for the purposes of the local community carrying out Neighbourhood Planning activities in the Whitburn area of South Tyneside. The 2011 Localism Act introduced neighbourhood planning, allowing parishes, town councils or neighbourhood forums across England to develop and adopt legally binding development plans for their neighbourhood area.
2. As more and more parishes, towns and forums seek to address housing growth, including tenure and type of new housing, it has become evident that developing policies need to be underpinned by robust, objectively assessed housing data.
3. In the words of the national Planning Practice Guidance (PPG), establishing future need for housing is not an exact science, and no single approach will provide a definitive answer. The process involves making balanced judgments, as well as gathering numbers and facts. At a neighbourhood planning level, one important consideration is determining the extent to which the neighbourhood diverges from the local authority average, reflecting the fact that a single town or neighbourhood almost never constitutes a housing market area¹ on its own and must therefore be assessed in its wider context.
4. The guidance quoted above on housing needs assessment is primarily aimed at local planning authorities preparing Strategic Housing Market Assessments (SHMAs), which are used to determine housing need at a local authority level. However, it helpfully states that those preparing neighbourhood plans can use the guidance to identify specific local needs that may be relevant to a neighbourhood, but that any assessment at such a local level should be proportionate.
5. Our brief was to advise on data at this more local level to help Whitburn Neighbourhood Planning Group (NPG) understand, among other matters, the type, tenure and quantity of housing needed to inform neighbourhood plan policies.

PPG-Based Assessment

6. This objective and independent housing needs advice note follows the PPG approach where relevant. This ensures our findings are appropriately evidenced. The PPG advises that assessment of development needs should be thorough but proportionate and does not require planners to consider purely hypothetical future scenarios, only future scenarios that could be reasonably expected to occur.

Summary of Methodology

7. Housing Needs Assessment at neighbourhood plan level can be focused either on quantity of housing needed, type of housing need, or both. In most cases, there is a need to focus on

¹ Government define Housing Market Areas as a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. CLG, <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>, accessed 24th January 2018. .

quantity where the housing target for the settlement being assessed is unclear, for example where the local authority has not set a specific target for the settlement, or where there is no local plan in place.

8. In the case of Whitburn, the current adopted Development Plan, the South Tyneside Council (STC) Core Strategy adopted 2007, identifies an overall target of 2,850 additional dwellings for the whole of South Tyneside over the period 2004 to 2021. As a plan that pre-dates the National Planning Policy Framework, the housing requirements are out of date; therefore there is a need to establish a baseline housing requirement for the NA.
9. South Tyneside Council (STC) is in the process of preparing a Local Plan which will cover the period 2016-2036. The emerging Local plan will include planning policies that will be used to guide and determine planning applications in South Tyneside, along with detail, scale and distribution of new development and include land allocations and designations. The local plan is currently in the early stages of preparation and not Objectively Assessed Need (OAN) figure has been determined for South Tyneside, including Whitburn.
10. Therefore, in the absence of an up to date OAN from the local plan we have used the Strategic Housing Market Assessment (SHMA) 2013 as a key document to form the evidence base for the Whitburn HNA. This existing needs assessment prepared by the South Tyneside and provides robust and defensible evidence based for future policy development. The research focuses on four core areas: a review of housing markets; an assessment of housing need and affordable requirements; a review of general market requirements; and provides policy recommendations. In the case of South Tyneside, a Strategic Housing Market Assessment Update was produced in 2015 (henceforth SHMA 2015). The OAN set out in the SHMA 2015 is 6,280 additional homes for South Tyneside, between 2016-2036.
11. The rationale for this recommended approach is that neighbourhood plans need to pass a number of Basic Conditions to be 'made' by the LPA. One of these, Basic Condition E, requires the Neighbourhood Plan to be in 'general conformity with the strategic policies' of the adopted Local Plan, in this case the South Tyneside Core Strategy. The Government's Planning Practice Guidance indicates that the level of housing development is likely to count as a strategic policy.² As such, this HNA investigates specific local needs that are relevant to the neighbourhood whilst supporting the strategic development needs set out in the local plan. This means a neighbourhood plan can propose more housing where there is demonstrable need, but not less than the Local Plan.
12. In terms of the types of housing needed, there is generally more flexibility on what neighbourhood plans can cover. In order to understand the types of housing needed in Whitburn, we have gathered a wide range of local evidence and summarised it into policy recommendations designed to inform decisions on housing quantity and characteristics.

Focus On Demand Rather Than Supply

13. Our approach is to provide advice on the housing required based on need and/or demand rather than supply. This is in line with the PPG, which states that *'the assessment of development needs should be an objective assessment of need based on facts and unbiased*

² See Planning Practice Guidance Paragraph: 006 Reference ID: 2a-006-20140306

evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints”.

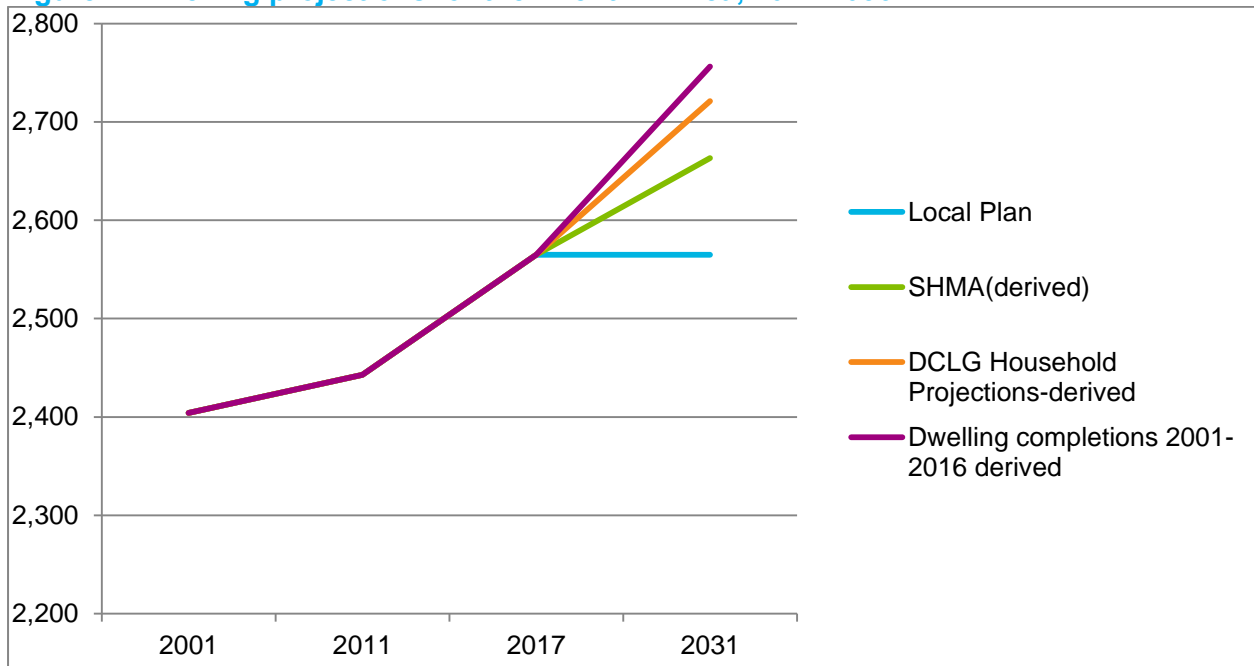
14. For this reason, we advise that the conclusions of this report should be assessed against supply-side considerations (including, for example, factors such as transport infrastructure, landscape constraints, flood risk and so on) as a separate and follow-on study³.

Quantity of Housing Needed

15. Our assessment of a wide range of data sources identified four separate projections of dwelling numbers for Whitburn between 2016 and 2036 based on:
1. A figure derived from the adopted Core Strategy for South Tyneside, (which gives a total of **0 dwellings**, due to the number of completions exceeding the local plan requirement for the plan period;
 2. A ‘proportionate share’ derivation from the SHMA, Objectively Assessed Need⁴ (OAN); total of **98 dwellings** over the plan period (rounded to the nearest whole number), or **5 dwellings per annum**;
 3. MHCLG Household Projection of **156 dwellings**, or **8 dwelling per annum** over the plan period.
 4. A projection forward of net dwelling completion rates 2001-2017 of **191 dwellings**.
16. These dwelling number projections are illustrated in Figure 1 on the following page.

³ Such an approach, clearly separating housing need assessment from dwelling capacity assessment, was endorsed by the Government for calculating housing need at local authority level in the ministerial statement and press release ‘Councils must protect our precious green belt land’ (MHCLG, 4 October 2014, available at <https://www.gov.uk/government/news/councils-must-protect-our-precious-green-belt-land>)




⁴ The OAN includes the baseline demographic need, plus any adjustments made to official forecasts to account for projected rates of household formation post 2021, past suppression of the formation of new households, the effect of past under-supply, employment forecasts, market signals and affordable housing need (as set out in paragraph ID2a-004 of the NPPG).

Figure 1: Dwelling projections for the Client NP Area, 2017-2036

Source: South Tyneside Council, SHMA 2015, MHCLG, Aecom Calculations

17. In arriving at a final figure for homes that reflect demand in the NA there are a number of concerns that need to be taken into consideration. Firstly, in the case of South Tyneside the Core Strategy was adopted in 2007, and is therefore out-of-date, and does not provide a reliable basis for arriving at housing need figure for the NA.
18. Secondly, the number derived from dwellings completed in paragraph 17 (item 4) is supply constrained, meaning that the figures reflect the difficulty of actually delivering new homes on the ground as a result of environmental factors and standing policy.
19. In Whitburn's case, however, the number of homes delivered in practice has outstripped the demand that has been derived from the Core Strategy, especially in terms of affordable housing, where 88 out of 122 homes delivered were affordable.
20. Moreover, the SHMA 2015, offers the most considered and up-to-date source of evidence available as regards to housing need at district level; as such, it should be accorded substantial weight.
21. Finally, it is necessary to take into account the influence of the factors set out in Table 1. We have applied our professional judgment on the scales of increase and decrease associated with each factor on a scale from one to three, where one arrow indicates 'some impact', two arrows 'stronger impact' and three arrows indicates an even stronger impact. Factors are in alphabetical but no other order.
22. In order to allow for the first and second of these factors, we have taken the mean projections 2, 3 as the basis for our final estimate. This produces a rounded figure of **127 homes (rounded)**.
23. Taking the third factor into consideration, we look at the balance of 'up' and 'down' arrows. Our study has noted a balance in favour of 'up' arrows of 7. However, given the nature of the NA, and the low levels of housing stock meaning market signals with regards to prices and the volume of transactions can lead to a skewing of the data, it is recommended that the mean of projections 2 - 3 remains as the recommended housing needs figure the HNA.

Table 1: Summary of factors specific to Whitburn NP with a potential impact on neighbourhood plan housing quantity

Factor	Source(s) (detailed in Chapter 5)	Possible impact on future housing need	Rationale for judgement
Employment trends	Economic Growth and Employment Topic Paper (2016) – The North East LEP 2016, Local Plan, Census 2001/11		<p>Given the emerging local plan includes The International Advances Manufacturing Park Area Action Plan (AAP) in support of the Sunderland and South Tyneside City Deal, proposing a cross-boundary strategic employment site to create over 11,589 jobs close to the NA. Seeing as a significant proportion of the Neighbourhood Area out-commute to travel to work, alongside South Tyneside’s rise in employment levels over recent years, this could potentially drive up demand for housing in Whitburn.</p> <p>As a result an assessment of two upwards arrows have been deemed appropriate.</p>
Housing transactions (Prices)	Land Registry Price Paid Data for 2006-2016, SHMA (2015), SHMA (2013).		<p>Analysis of house prices for the NA is to be treated with caution due to the relatively low levels of stock compared to South Tyneside. The average property price according to Land Registry data as at December 2017 was £211,591, which compares to the South Tyneside average of £130,417.</p> <p>Overall, the average price of all housing types has increased by 31%.</p> <p>As a result an assessment of two upwards arrows have been deemed appropriate.</p>
Housing Transactions (Volume)	Land Registry Price Paid Data for 2006-2016, Census 2001/2011 data, SHMA(2015)		<p>In the context of the NA, housing transactions were dominated by high sales of semi-detached and terraced properties. Since 2008, sales have generally increased year on year, peaking in 2016 with 95 sales</p> <p>As a result two up arrows is considered appropriate due to the increase in volume of sales since 2008 across the plan area.</p>


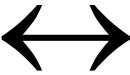
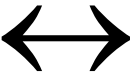

Migration	Census data 2001, 2011		The percentage of people born outside of the UK is very low in Whitburn (2.8%). Therefore, migration is not seen as a significant driver of increased housing demand in Whitburn. As a result an assessment of one down arrow is seen as appropriate.
Overcrowding	Census data 2001, 2011		<p>Whitburn has seen a minor increase of 4.6% in the number of households with up to 0.5 and the main increase has been in those households with over 1 and up to 1.5 persons per room, but is still lower than the rest of England.</p> <p>Household with over 1.5 persons per room and seen a major decrease of 33.3%.</p> <p>Therefore, overall the NA does not seem to suffer from overcrowding issues</p>
Concealment	Census data 2001, 2011		ONS data shows that there are 21 concealed families in Whitburn, or 1.3% of families; this is the same figure for South Tyneside (1.3%), however it is lower than the average for England as a whole (1.9%). This does not indicate that concealed families (and therefore unmet additional demand for housing in the area from those already living there) is a significant issue for Whitburn.
Rate of development	South Tyneside, Land Registry Data/AECOM Calculations		The rate of development is moderate since 2011, with 122 completions, 72% of which were affordable. The rate of competition has taken place in peaks and troughs over the last 6 years, with the highest level of completion taking place in 2011/2012. An assessment of two up arrows is deemed appropriate due to this moderate level of growth, as in the context of anticipated increasing need across the HMA. As a result, overall housing need, which is a combination of past, present and future demand, is likely to be exacerbated by an unresponsive housing market.

Table 2: Summary of local factors specific to Whitburn with a potential impact on housing tenure & characteristics

Factor	Source(s) (see Chapter 4)	Possible impact on housing needed	Conclusion
Affordable Housing (AH)	Census, SHMA studies, Housing Waiting List data	<p>At the borough level in 2013, the lower quartile affordability ratio stood at 4.52.</p> <p>There are 1,524 families claiming housing benefit as at September 2017 in South Tyneside and there are currently 69 active applications for families on the social housing waiting list in Whitburn. This number has slightly reduced from 73 active applications in 2016.</p> <p>In Whitburn there are 505 residential properties that are owned by South Tyneside Council.</p>	<p>This indicates an affordability crisis for those on lower incomes; in 2013 the lower quartile house price was £102,750 whilst the average house price in Whitburn was £179,537.</p> <p>Shared ownership is a plausible route to home ownership for those on low incomes, for example first time buyers.</p> <p>The value of entry level market properties generates a compelling argument for discounted market sales housing and for developers to provide affordable private rented housing, whereby a full deposit may not be required before you move in. These tenures are suitable for newly forming households.</p> <p>The evidence we have gathered could support WNP developing its own AH policy, by lowering the AH threshold within the NA for sites smaller at 15 units.</p>
Demand/need for smaller dwellings	Census, Land Registry Price Paid Data	<p>One person households currently form around 32% of all households and, while they have shown a 12% growth rate in recent years, they are forecast to grow strongly in the district in the period to 2039.</p>	<p>In part, this stems from the ageing population, and is therefore likely impact the NA given the strong representation of older age groups.</p> <p>Neighbourhood plan policy could play an active role to ensure the mix of dwelling sizes addresses the community need for smaller dwellings of 1-3 rooms.</p>
Demographic Change	Census, SHMA studies	<p>Over the decade 2001 – 2011, the increases in the older generation are significant. In terms of the 85 and over age band, there was an increase of 56 persons (72.7%). There has also been a slight increase of 2.2% in the 65-84 age groups.</p>	<p>In arriving at an appropriate level of housing for older people of different types, we have applied the Housing Learning and Improvement Network's suggested numbers per 1,000 of the 75+ population. The projections show an estimate of the increase in the numbers of people aged 75+ of 96. This will result, over the Plan period, in a need for:</p>

The NA has experienced a significant increase in the age groups 45+, with a decrease in the number of people below this age, mainly in the 25-44 age groups. The NA has a strong orientation towards family life; those age groups of 44 and below are predominant.

At a borough level, significant changes in the proportion of those aged 65 and above are projected; and this is likely to be reflected in the NA as current family households mature into those of older couples and singles as their children set up households of their own, many of whom will do so outside the area.

Within Whitburn there is a projected increase of 13.1% of those ages 75+ between 2011 and 2033.

1. additional conventional sheltered housing units = 6 (rounded)
2. additional leasehold sheltered housing units = 12 (rounded)
3. additional 'enhanced' sheltered units, split 50:50 between those for rent and those for sale =2 (rounded)
4. additional extra care housing units for rent = 1(rounded)
5. additional extra care housing units for sale = 3 (rounded)
6. additional specialist dementia care homes = 1 (rounded)

Note that there is no obligation for these all to be provided within the NA itself and specialist dwelling need is likely therefore to be split between the NA and the rest of the district, taking account of the fact that Whitburn is unlikely to be able to provide many of the specialist housing types needed within its own boundaries although there could be the potential for these to be provided within South Tyneside itself, taking account of its higher levels of accessibility to services and facilities.

Consideration should be given to policies that seek to create a more balanced demographic over time, for example understanding the housing needs for newly forming households and supporting these types and sizes of dwellings in the housing mix.

Family-sized housing

23% families with children form the largest household type in the NA.

Small to medium sized family homes have increased over the last decade in the NA, therefore this suggests that there is a strong future demand for this size of home.

Neighbourhood plan policy could play an active role to ensure the mix of dwelling sizes includes family sized dwellings of 5-6 rooms over the Plan period.

Recommendations for next steps

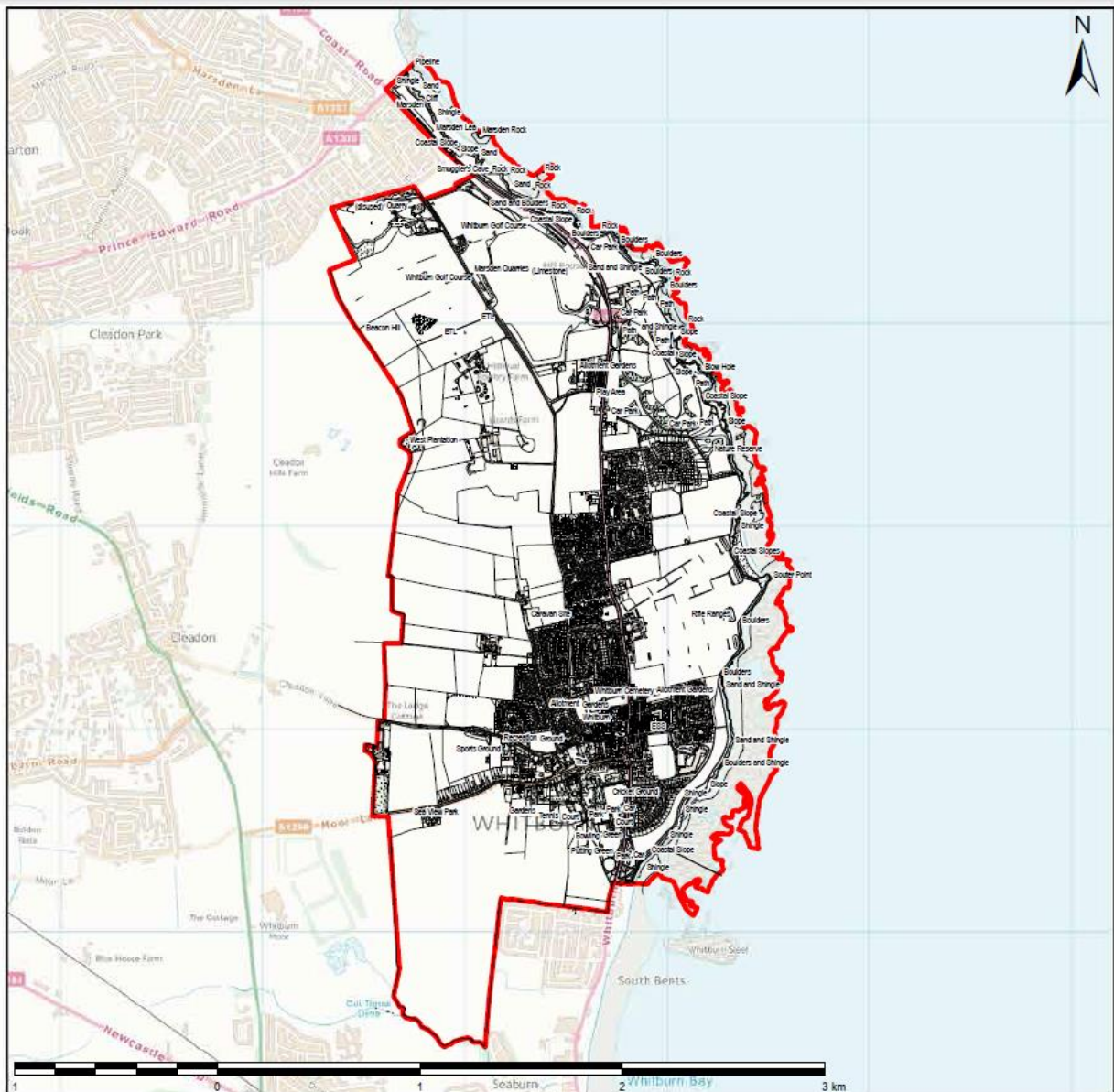
24. This neighbourhood plan Housing Needs Assessment has aimed to provide Whitburn Neighbourhood Planning Group with evidence on housing trends from a range of sources. We recommend that the NF should, as a next step, discuss the contents and conclusions with South Tyneside LPA with a view to formulating and informing draft housing policies, in particular the appropriate approach to identifying the level of need for new housing in the NP area, bearing the following in mind:
- Neighbourhood Planning Basic Condition A, that it has regard to national policies and advice contained in guidance issued by the Secretary of State; Condition D, that the making of the neighbourhood plan contributes to the achievement of sustainable development; and Condition E, which is the need for the neighbourhood plan to be in general conformity with the adopted strategic development plan;
 - the views of South Tyneside Borough Council– in particular in relation to the housing need figure that should be adopted;
 - the views of local residents;
 - the views of other relevant local stakeholders, including housing developers;
 - the numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by South Tyneside Borough Council, including but not limited to the SHLAA;
 - the recommendations and findings of this study; and
 - The impact of the new Government proposed standard methodology on calculating housing need on the district and its neighbourhoods.
25. Recent changes to the planning system, forthcoming changes to the NPPF, as well as the implementation of the Housing and Planning Act, will continue to affect housing policies at a local authority and, by extension, a neighbourhood level.
26. This advice note has been provided in good faith by AECOM consultants on the basis of housing data and national guidance current at the time of writing (alongside other relevant and available information).
27. Bearing this in mind, we recommend that the steering group should monitor carefully strategies and documents with an impact on housing policy produced by South Tyneside Borough Council or any other relevant body and review the neighbourhood plan accordingly to ensure that general conformity is maintained.
28. At the same time, ongoing monitoring of demographic or other trends in the factors summarised in Tables 1 and 2 would be particularly valuable although not essential.

2. Context

2.1. Local context

29. Whitburn is a village within the borough of South Tyneside in Tyne and Wear. The Neighbourhood Area (NA) boundary broadly follows the boundary for Whitburn and Marsden Ward, which it boarded by the North Sea to the east and Seaburn to the south while the western boundary follows fields and to the north the neighbourhood boundary falls just below the built up area of Marsden.

Figure 2: Whitburn Neighbourhood Area



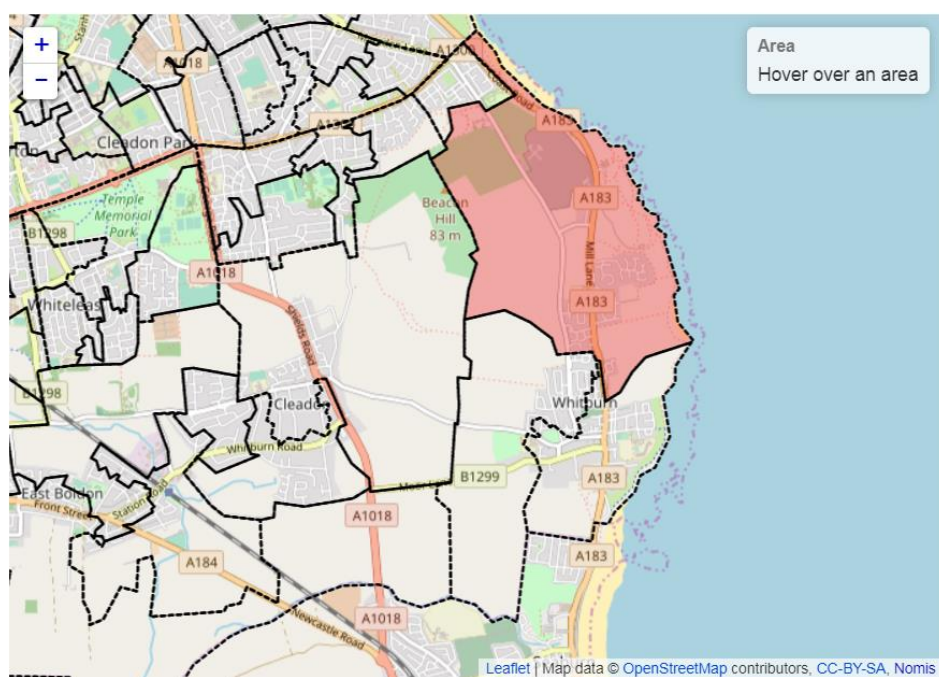
Source: ONS (AECOM Landscape & Heritage Assessment)

30. The NA is bisected by the A183, Mill Lane which is the coastal road running from Sunderland to South Shields, whilst the B1299 runs from the west into the village of Whitburn, connecting up to the A1018 . In terms of rail travel there are no rail stations within the NA, although Sunderland station on the East Coast, Grand central and northern mainline is around 5 miles to the south of the centre of the NA, and is approximately 15 mins by car and 20 mins by bus, therefore transport connections by rail for longer journeys are good.

2.2. Census Geography

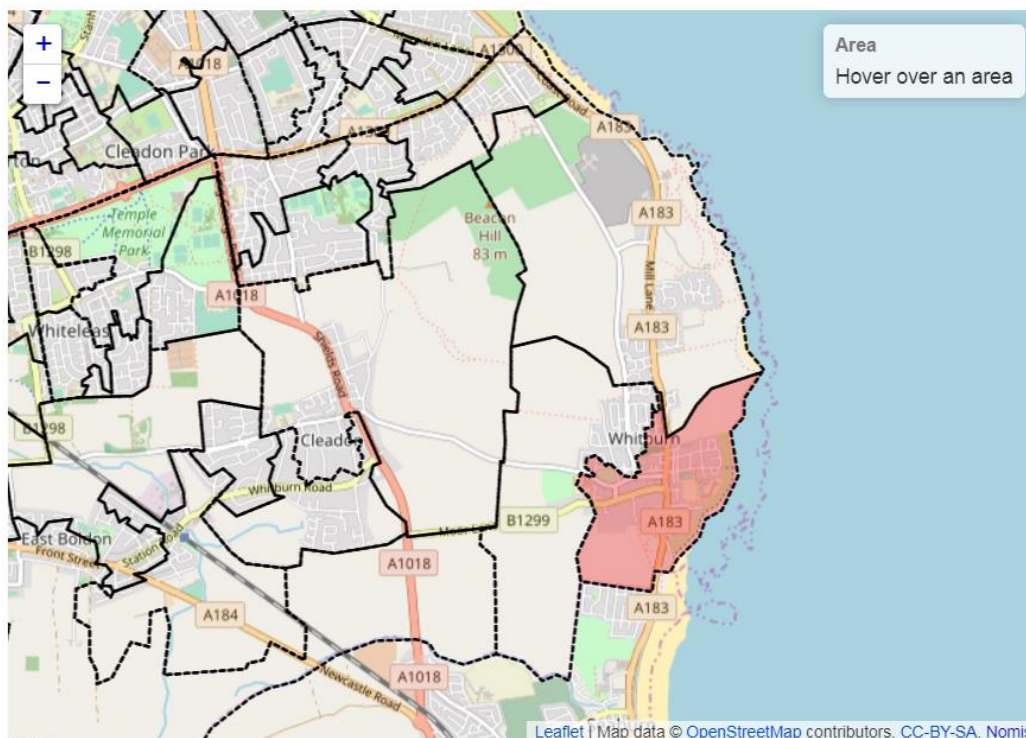
31. For the purposes of this study, data was downloaded from both the 2001 and 2011 Censuses to contribute to an assessment of the housing needs in the area. The NA does not correspond to a civil parish but match with other geographical units. Census data is grouped according to a series of geographical areas which are known as Output Areas (OAs), Lower Layer Super Output Areas (LSOAs), and Medium Layer Super Output Areas (MSOAs). To retrieve data corresponding to the NA boundary, we have selected and aggregated three Lower Layer Super Output Areas (LSOAs), which match exactly the NA boundary as illustrated in figures 3, 4 and 5.

Figure 3 – Census 2001 LSOA E01008685: South Tyneside 018C Output area within NA boundary



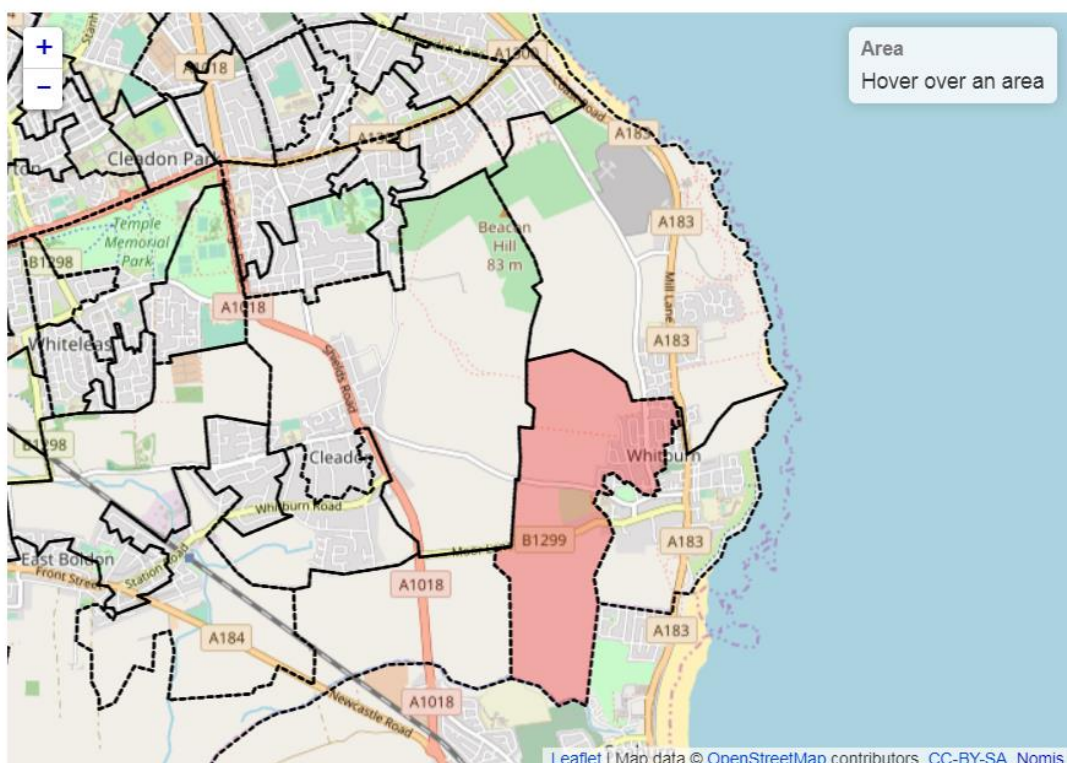
Source: NOMIS

Figure 4 – Census 2001 LSOA E01008686 : South Tyneside 018D Output area within NA boundary



Source: NOMIS

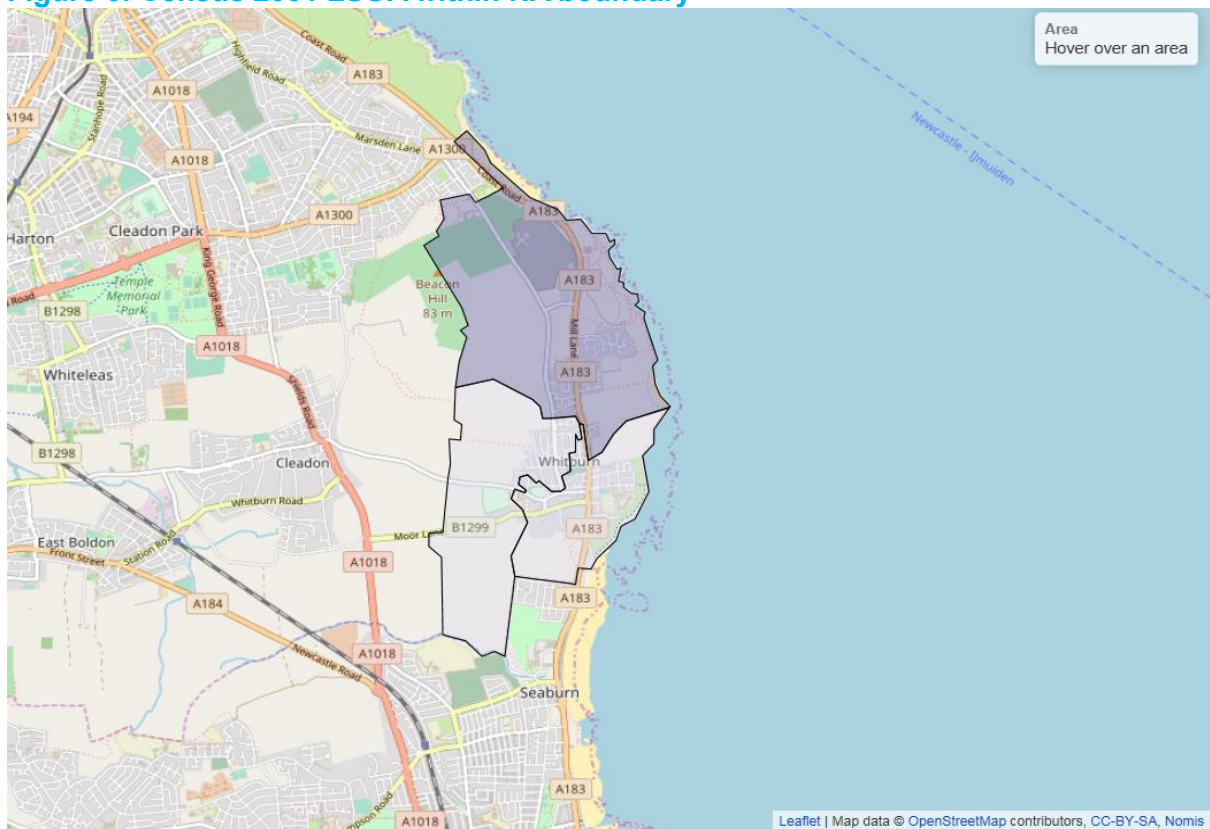
Figure 5 – Census 2001 LSOA E01008687: South Tyneside 018E Output area within NA boundary



Source: NOMIS

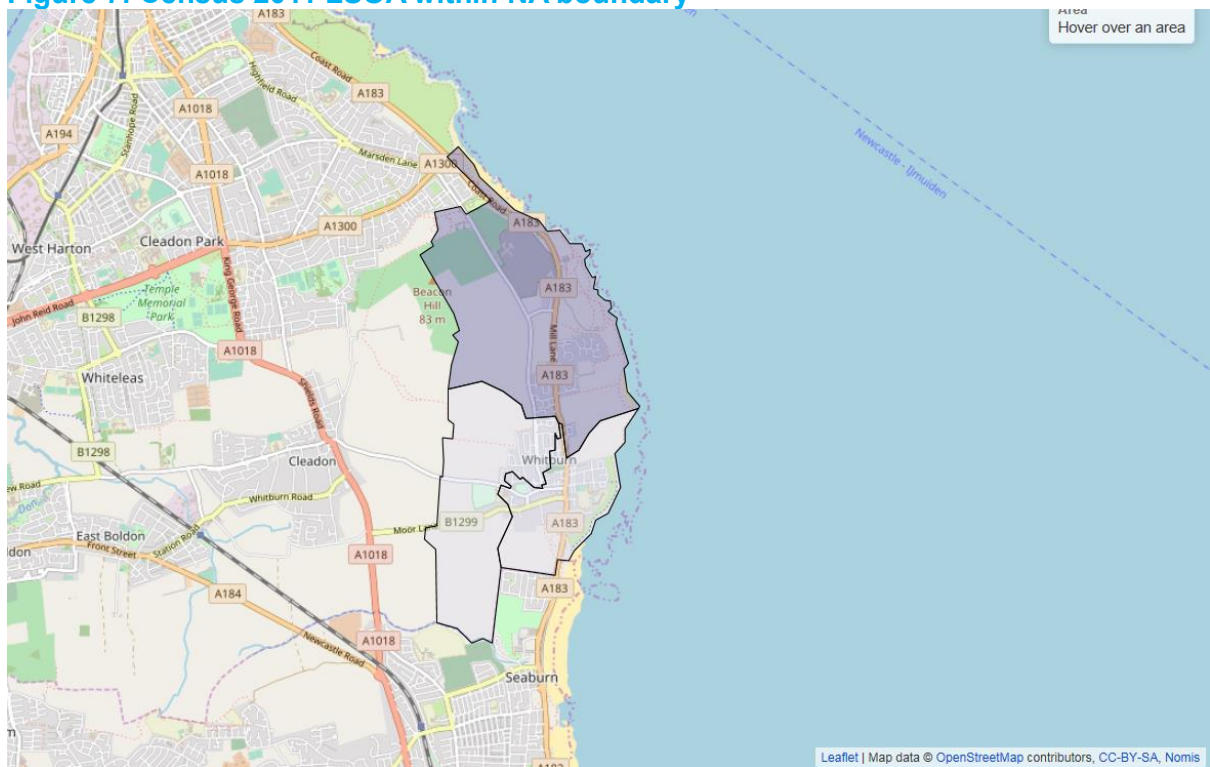
32. The 2001 LSOA corresponds to the 2011 LSOA as illustrated in the two figures below:

Figure 6: Census 2001 LSOA within NA boundary



Source: NOMIS

Figure 7: Census 2011 LSOA within NA boundary



Source: NOMIS

2.3. Planning policy context

33. In line with the Basic Conditions of neighbourhood planning, Neighbourhood Development Plans (NDPs) are required to be in general conformity with the adopted strategic local policies. Consequently, there is a requirement for the relevant Local Plan to be reviewed as part of this HNA.

South Tyneside Local Plan 2004- 2021 (2007)

34. The South Tyneside Borough Council (STBC) Local Plan consists of a Core Strategy that was adopted on 28th June 2007. The Core Strategy sets out the strategic planning framework for STBC, including Whitburn.
35. The overall housing figure for South Tyneside Borough as expressed in the core strategy is a minimum of 2,850 dwellings from 2004 to 2021.
36. Policy SC3 of the Core Strategy, 'Ensuring Sustainable Housing Provision', breaks down the Regional Spatial Strategy allocation requirements for net additional housing completions within each of the Boroughs identified Housing Market Areas over the next 15 years. It also supports renovation and improvement to the boroughs existing housing stock across the whole of South Tyneside to 2021.
37. Other relevant policies in the Core Strategy are Policy SC4 'Housing Needs, Mix and affordability'. This states that new housing and conversion and adaptation of existing dwellings will be required to contribute to achieving an overall balanced housing stock to meet local needs and aspirations, particularly the needs of an ageing population and increasing affordable housing.
38. Policy SC11 also includes a threshold for affordable housing, which is set at up to 25% for all development of 15 dwellings (or 0.5ha) or more within the main urban area and 5 dwellings or more outside of it. Along with affordable housing provision, policy SC11 states that housing for people with disabilities, housing for the elderly and detached family housing in all appropriate locations should be provided.

South Tyneside Local Plan 2011-2031 (Emerging)

39. South Tyneside Borough Council developed a Local Development Scheme in October 2016, which outlines a timetable for the delivery of the emerging Local Plan (eLP), and is due to be adopted in Winter 2018/19. In 2013 the councils consulted on the initial key issues and options for South Tyneside.
40. The 2013 consultation was followed up more recently by the South Tyneside Strategic Growth Scenarios (2015) and the Strategic Land Review (SLR) consultation took place in summer 2016. The Growth Scenarios consultation proposed a range of potential housing growth options across the local plan area, ranging from 6,000 to 12,000 over the plan period. South Tyneside Council states that at this stage in the plan making process none of the options for housing growth or supply are a preferred option.
41. The 2015 consultation document identified a number of key housing issues which have informed the development of the Strategic Land Review latest consultation document. The key themes identified were:

Specialist housing need – The questionnaire results across South Tyneside stated that larger amount of lower density bungalows should be built to cater for more elderly people

Self-build – The result stated that more opportunities should be provided for people to build their own homes.

Affordable housing – 50% of responses stated that the greater need was for affordable housing across South Tyneside.

42. The SLR assessed a number of sites within Whitburn; this would determine whether these sites are suitable to be allocated within the emerging local plan. The SLR report (2018) concludes that two sites are suitable for development within Whitburn and a number of additional are potentially suitable to accommodate housing development. However, at this stage no allocations have been adopted and put forward for potential development.
43. A draft DPD (Development Plan Document) was due to go out to public consultation winter 17/18, but has been pushed back and no draft policies have been decided to date.
44. As identified earlier, the LP is not at a sufficiently advanced stage such that a housing target has been identified. Therefore it is not possible to derive a projection for the NP from the eLP at this point in time.

3. Approach

3.1. Research Questions

45. Housing Needs Assessments at neighbourhood plan level can be focused either on quantity of housing needed, type of housing need, or both. In most cases, there is a need to focus on quantity where the housing target for the settlement being assessed is unclear, for example where the local authority has not set a specific target for the settlement, or where there is no local plan in place.

Quantity

46. A vital function of a neighbourhood plan or Local Plan is to arrive at an estimate for the required housing growth using reliable sources of information. We identified four separate projections of dwelling numbers for Whitburn between 2016 and 2036 based on:
 1. A number derived from the Local Plan;
 2. A figure derived from the 2015 South Tyneside SHMA 2015 Update disaggregated to Whitburn;
 3. The Government's 2014-based household projections, extrapolated to Whitburn, and translated from households to dwellings; and
 4. A projection derived from dwelling growth between 2001 and 2017.
47. Overall, these figures will help to answer the following research question:
 - i) **RQ1: Given the Local Authority's housing targets, what is an appropriate housing needs figure for the WNDP?**
48. In addition to the question of quantity, is it important to break this down to enable policy to be developed that reflects community need. These questions relate to the tenure, type, size of dwellings together with the requirement for 'specialist' housing suited to the needs of niche groups, as follows:

Tenure

ii) RQ2: What **affordable housing tenures** (social housing, affordable rented, shared ownership, intermediate rented) should be included in the housing mix?

iii) RQ3: What **market housing tenures** should be included in the housing mix?

Type and Size

iv) RQ4: What **type** (terrace, semi, bungalows, flats and detached) **and size** (number of habitable rooms) of housing is appropriate?

Housing for specialist groups

v) RQ5: Given recent and forecast demographic changes and affordability issues, which are the **key groups in the community** and which of these is in particular need?

3.2. Study Objectives

49. Based on the research questions agreed with Whitburn, the objectives of this report can be summarised as:

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

50. The remainder of this report is structured around the research questions set out above. Chapter 4 sets out conclusions and recommendations based on our data analysis that can be used to inform the Neighbourhood Plan's housing policies.

3.3. Relevant Data

51. The PPG states that:

“no single source of information on needs will be comprehensive in identifying the appropriate assessment area; careful consideration should be given to the appropriateness of each source of information and how they relate to one another. For example, for housing, where there are issues of affordability or low demand, house price or rental level analyses will be particularly important in identifying the assessment area. Where there are relatively high or volatile rates of household movement, migration data will be particularly important. Plan makers will need to consider the usefulness of each source of information and approach for their purposes”.

52. It continues:

“Plan makers should avoid expending significant resources on primary research (information that is collected through surveys, focus groups or interviews etc. and analysed to produce a new set of findings) as this will in many cases be a disproportionate way of establishing an evidence base. They should instead look to rely predominantly on secondary data (e.g. Census, national surveys) to inform their assessment which are identified within the guidance”.

53. Compared with the 2001 Census, the 2011 Census gathered data in a number of new categories and across a range of geographies that are highly relevant to planning at the neighbourhood level and helpful if a PPG-based approach is being used.
54. Like much of the data forming the housing policy evidence base, the Census information is quantitative. However, at a local level, qualitative and anecdotal data, if used judiciously, also has an important role to play, to a perhaps greater extent than at local authority level. We have gathered data from as wide a range of sources as practicable in order to ensure robustness of conclusions and recommendations arising from the analysis of that data. Feedback from a householder survey, helped ensure our conclusions were informed by a qualitative, local perspective.

SHMA

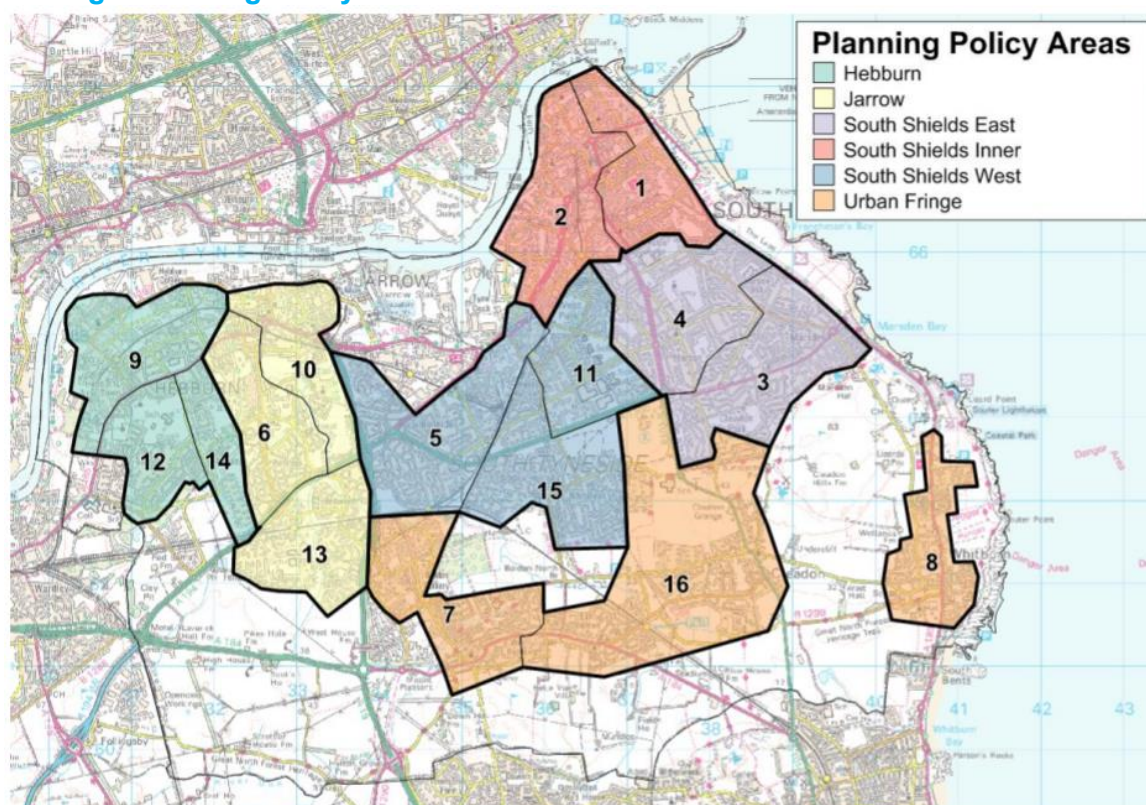
55. The PPG states that neighbourhood planners can refer to existing needs assessment prepared by the local planning authority as a starting point. As Whitburn NA is located within the South Tyneside Housing Market Area, we therefore turned to the South Tyneside Strategic Housing Market Assessment (SHMA 2013, update 2015 henceforth referred to as SHMA 2015 which covers the housing market area and informs emerging housing policies at a local authority level, including affordable housing policy.
56. While these are credible sources, and their statistical robustness can be assumed, their usefulness also depends on whether the Housing Market Area (HMA) that the SHMA studies treat as their subject area can be used as a proxy for the NA. This requires an assessment of the extent to which the demographic characteristics and economic trends that it identifies are shared with it. Shared characteristics emerge as a result of internal linkages fundamental to the notion of the 'housing market area' (HMA).
57. PPG defines an HMA as a geographical area 'defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work.'⁵ It goes on to remark that 'establishing the assessment area may identify smaller sub-markets with specific features, and it may be appropriate to investigate these specifically in order to create a detailed picture of local need. It is important also to recognise that there are 'market segments,' i.e. not all housing types or economic developments have the same appeal to different occupants.'⁶
58. PPG therefore sets two principle tests for identifying a functional HMA: patterns of demand for housing and commuting relationships. The first can be denoted by the concept of 'self-containment,' the degree to which household moves are 'contained' within a certain geographical area, and the second by 'travel to work areas.' It is generally assumed that a strong HMA will show 70% of household moves and commuting journeys will be take place within its geography.
59. The SHMA 2015 draws upon a range of data including population projections, housing market transactions and employment scenarios to derive the objectively-assessed housing need. As such, it contains a number of points of relevance when determining the degree to which the housing needs context of Whitburn itself differs from the authority-wide picture.
60. For the purposes of finer-grained analysis across such a large HMA, the SHMA 2013 divides the housing market area into a number of smaller local neighbourhoods. The NP area is one of the neighbourhoods (number 8), which also makes up part of the urban fringe, planning policy area. Map 1.2 of the SHMA, which defines the boundaries of the sub-areas, is reproduced as Figure 8 on the following page.

⁵ PPG Paragraph: 010 Reference ID: 2a-010-20140306 Revision date: 06 03 2014

⁶ PPG Paragraph: 008 Reference ID: 2a-008-20140306 Revision date: 06 03 2014

61. The SHMA 2015 provides specific detail on Whitburn Parish throughout the document, noting that the housing market characteristics vary significantly across the borough, detailing that Parish of Whitburn consists of ‘higher value properties, higher income households, lower number of rented homes and lower levels of housing need’⁷. There is also a significant higher percentage of semi-detached housing within the parish along with high levels of inward migrations (33%), mainly from Sunderland, to which there is a strong geographical link. There is a strong need for affordable units with Whitburn, mainly for the older population compared to the rest of the borough. Therefore, although the SHMA provides the most up to date housing specific data, the information drawn from it has to be treated with a degree of caution due to the noted disparities across the local authority area and all findings may not apply directly to Whitburn itself.

Figure 8 – South Tyneside Housing Market Area Zones by Neighbourhood and Strategic Planning Policy Area



Source: SHMA 2013

62. This provides a strong starting point for policy development that aims to build on and add local specificity to those of the Local Planning Authority by enabling a comparison to be made with NA level data (gathered as part of the preparation of this study), given that such an exercise reveals contrasts as well as similarities. Therefore, while the SHMA data may be used we realise not all the trends/findings for the wider HMA may be applied to the NA without question.

Other relevant data

63. Whitburn Neighbourhood Forum conducted a household survey to obtain the views of the local community in October 2017 in terms of the main issues within the Neighbourhood Area. These are published on the Neighbourhood Plan website and provide localised evidence of perceived housing need in the NA. This data will support answers to the research questions throughout the document, especially in terms of housing tenure and type.

⁷ SHMA 2015 Pg 6

64. To assess the level of activity in the housing market in Whitburn NA, data from the Land Registry was analysed. This data provides price paid, housing type and date of transaction information which allows housing market trends to be identified. This data was collected to create a data base including all housing transactions registered with the Land Registry between January 1st 2007 and December 31st 2017 within the boundary. This area was seen as a robust proxy for the Whitburn NA as it includes the entire village. This data is used within the Market Signals section and also to inform affordability ratios.

4. RQ1: Given the Local Authority's housing targets, what is an appropriate housing target for the WNDP?

65. We have estimated the quantity of housing needed in the NA according to four different sources; these are:

1. A housing needs projection based on South Tyneside Local Plan produces minimum a target of **0** dwellings over the Plan period;
2. A projection drawn from the Objectively Assessed Need for housing set out in the SHMA studies produces a target of **98 dwellings** over the Plan period;
3. MHCLG Household projections generate a re-based projection of dwellings of **156 dwellings** (rounded) over the Plan period; and
4. A projection derived from dwelling growth between 2001 and 2017 gives **191** dwellings over the Plan period.

66. These calculations are set out below.

4.1. Local Plan South Tyneside Core Strategy (2004-2021)

67. The South Tyneside Borough Council puts forward a housing requirement of 2,850 additional dwellings for the district over the Plan Period between 2004 and 2021. The proportional share for Whitburn can be calculated based on the proportion of dwellings in the NA. At the time of the last Census (2011) there were 69,693 dwellings across the district, and 2,443 dwellings in the NA, or 3.5% of all dwellings in the South Tyneside Borough Council. Therefore, 100 dwellings (3.5% of 69,693) dwellings should be allocated as the 'fair share' of the district target, equating to approximately 6 dwellings (rounded) per annum between 2004 and 2021.

68. In arriving at a final total for Whitburn, it is important to take into consideration that 122 dwellings were built between 2011 and 2017 in the NA⁸. Allowing for these completed dwellings, the NA has already reached its target of 100 dwellings.

4.2. SHMA 2015

69. It is important to remember that the SHMA presents a demand-side only, or 'unconstrained' assessment of need (often identified as Objectively Assessed Need, or OAN⁹), as opposed to a final housing target. The final housing target will, by contrast,

⁸ Email from South Tyneside Council 22nd December 2017

⁹ The OAN includes the baseline demographic need, plus any adjustments made to official forecasts to account for projected rates of household formation post 2021, past suppression of the formation of new households, the effect of past under-supply, employment forecasts, market signals and affordable housing need (as set out in paragraph ID2a-004 of the NPPG). This is sometimes described as 'policy off' because it does not take account of final policy responses as a result of taking into account capacity, environmental and infrastructure constraints.

take into account a number of other supply-side factors, including for example the availability of land, viability, infrastructure and environmental constraints and the results of consultation.

70. The SHMA presents an appropriate starting point for deriving need at the NA level, because it is the most up-to-date evidence available. In the case of Whitburn however, the situation is little more complex. The emerging Local plans starting point was the 2013 SHMA, however this was updated in 2015 and reviewed as part of a number of supporting evidence based studies that were prepared as part of the local plan supporting documentation. The Strategic Housing Market Assessment (SHMA, July 2013) was based on the previous 2011 Census-based ONS 'interim' population projection figures, while also recognising the TWRI-based projections, and prepared prior to release to the MHCLG's revised household projections, and thus now over-estimates the projected population and numbers of households. Appropriate pro-rata figures have therefore been used where necessary for analysis purposes, while an internal update analysis of the SHMA's residential survey data was carried out in Summer/Autumn 2015 to better tie in with the latest projections. The SHMA Update (2015) confirms a need to provide for around 75,000 households plus a higher 2,200 people living in institutional accommodation. Based on an average 2.03 household size, this would equate to a total population of around 154,450 people by 2036, with a need for a net additional 7,850 dwellings and about 800 institutional bedspaces.
71. The SHMA 2015 identifies an OAN for South Tyneside over the period 2016 – 36, 20 year housing requirement of 6,280 additional homes¹⁰. To calculate the NA's 'fair share' of this target, it is again possible to use Whitburn NA proportion of all housing in the borough (3.5%). This produces a figure of 220 dwellings (rounded). As explained in para. 72, there were 122 completions in the NA during the period 2011 to 2017, which means the housing requirement based on the SHMA is **98 dwellings over the plan period, or 5 per year** (rounded).

4.3. MHCLG Household Projections

72. The Ministry of Housing, Communities and Local Government (MHCLG) periodically publishes household projections. The NPPG recommends that these household projections should form the starting point for the assessment of housing need.
73. The most recent (2014-based) household projections were published in July 2016¹¹, and extend to 2039. Although population projections are only available at a local authority level, a calculation of the share for the NA is nevertheless possible by using the household projections based on the NA's household numbers in the 2011 Census.
74. At the 2011 Census, South Tyneside had 67,167 households and the NA 2,376 households, or 3.5% of the total (rounded).
75. In the 2014-based household projections, the projection for South Tyneside is for 74,713 households in South Tyneside by 2036. Assuming it continues to form 3.5% of the borough's total households, the NA's new total number of households would be 2,643 (rounded); therefore 267 new households would form in the NA between 2011 and 2036 (or a rate of growth of 15 households per year).
76. Number of households does not, however, equate precisely to number of homes, with the latter slightly higher in most places. The NA is no exception; in the 2011 Census, there were 2,376 households but 2,443 homes. This gives a ratio of 0.97 households

¹⁰ SHMA, 2015 2015 pg. 22.

¹¹ See 2014-based MHCLG Household Projections live tables at <https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections> (accessed 22nd January 2018)

per home. In the case of NA, then, **a projection of 267 new households translates into a need for 274 (267/0.97) homes** (rounded to the nearest whole number).

77. These figures are based on the assumption that 2014-based government projections for household growth at the Local Authority level are accurate. As the annual mid-year population estimates have now been released for 2016, the 2014-based household projections may need to be 'rebased' for accuracy. The mid-2016 population estimates give the actual number of people in the NA at that point, meaning the difference between the estimated and the previously projected number of households can be taken into account in future projections.
78. The 2014-based household projections were based on the 2014-based Sub-National Population Projections, which estimated that by 2016 there would be 149,200 people in South Tyneside. The mid-2016 Estimates show that based on the latest information there were estimated to be 149,418 people, which is higher than the projections by 218 people. Assuming average household sizes remain constant (in 2011 there were an average of 2.21 people per household, obtained by dividing population by number of households) this equates to 99 additional households across South Tyneside.
79. Taking 74,812 (60,790 + 99) as our revised household number in 2036, and assuming it continues to form 3.5% of the district total, the NA's total number of households in 2036 would be 2,646 (rounded), producing a revised growth in the number of households between 2011 and 2033 of 270.
80. Taking into account the disparity between household numbers and dwelling numbers, a projection of 270 new households between 2011 and 2036 translates into a need for 278 dwellings. Netting off the 122 dwellings completed between 2011 and 2017, we arrive at a **re-based household projections-derived dwellings of 156 dwellings (rounded) over the plan period or 8 dwellings per annum (rounded)**.
81. This projection is an entirely unconstrained, theoretical figure comprising a relative proportion of the overall projected increase, and thus does not take into account political, economic, demographic or any other drivers that might have influenced, or may in future influence, the Local Plan distribution across the District and hence any difference between this figure and a future Local Plan-derived figure.

4.4. Home growth 2001 – 2011

82. Consideration of home growth 2001-2011 provides a projection based on the rate of delivery of net new homes between the two censuses. There was an increase of **39** dwellings in the NA between these two dates, or an average annual rate of increase of **4** homes. Multiplying this annual figure by the number of years from 2017 until the end of the plan period would produce **74** homes.

4.5. Home growth since 2011

83. It is also helpful to consider a projection based on the rate of delivery of net new homes since the last census (2011), using data gathered and monitored by the LPA. As we have seen, between 2011 and 2017, **122** new dwellings were completed¹². This equates to an annual rate of delivery of **20 homes**. If this rate of delivery was continued to 2036, this would equate to a projection of **386 homes** from 2017 to the end of the plan period.

¹² Email South Tyneside Council 22nd December 2017

4.6. Dwelling growth 2001-2017

84. It is important to note the disparity between the two 'home growth' figures; this reflects the susceptibility of the development industry to fluctuations in demand and costs of development, among other factors. To allow for these peaks and troughs, and provide a more realistic picture of the quantum of development could be delivered over the plan period, we have taken the aggregate of the homes growth between 2001 and 2017; this comes to 161 (122 + 39) dwellings. Expressed as an annual average rate, this is 10 dwellings per annum. This produces projection derived from homes growth between 2001 and 2017 of **191 homes over the plan period of 2017-2036.**

4.7. Standard Methodology

85. On September 14th, 2017, the Department for Communities and Local Government now (MHCLG) published "Planning for the right homes in the right places: consultation proposals" (the consultation proposals), a consultation on a new proposed Standard Methodology for Assessing Housing Need (SMAHN) for arriving at an OAN for housing for individual local authorities, thus avoiding both the expense of producing complex SHMAs and the disagreements surrounding their methodologies. MHCLG has stated that "this consultation sets out a number of proposals to reform the planning system" including "how neighbourhood planning groups can have greater certainty on the level of housing need to plan for"¹³.
86. It is important to consider the implications of this emerging policy guidance for potential housing need calculations in the NDP. Therefore, what follows is an assessment of the NA's housing need based on the new proposed methodology which, should the policy be put in place in its current form, provide the likely figures for housing need in the area. This projection is included for information only, bearing in mind that the consultation makes clear that LPAs will have the option of using alternative methods of calculating their OAN, so long as the number they arrive at exceeds that produced by the new standard methodology.
87. Proposed updates to the PPG include a requirement that LPAs provide a housing need figure to neighbourhood planning groups, and that they may do this by making a reasoned judgement based on the settlement strategy and housing allocations in their plan, so long as the local plan provides a sufficiently up-to-date basis to do so.¹⁴ The starting point for using the SMAHN for the neighbourhood level is therefore whether the current Local Plan was adopted before or after the introduction of the NPPF.
88. In the case of STC, the Local Plan was adopted in 2007 and is therefore out-of-date, and does not provide a reliable basis for arriving at a housing needs figure for the NA. The indicative assessment using the SMAHN formula is 318 dwellings per annum for STC. This is uplift on the current figure of 168dpa set out in the currently adopted Local Plan of around 53%, and suggests there should be an increase of 3,510 dwellings over the Plan Period from 2016 to 2036, or a new target of 6,360.
89. As this figure is above the proposed cap calculation (40% above the currently adopted Local Plan), it is therefore appropriate to use the higher figure from the MHCLG projected household growth for the area, which is currently 270 per annum. The SMAHN formula of 318 dwellings per annum is an uplift of 48 dwellings, or around 18%. As this figure falls well within the proposed 40% cap using the annual housing requirement figure set out using the MGCLG projections, it is reasonable to assume at this point that STC may see an uplift in its housing figure need in the order of 18% with the introduction of the SMAHN.

¹³ MHCLG [planning for the right homes in the right places](https://www.gov.uk/government/consultations/planning-for-the-right-homes-in-the-right-places-consultation-proposals), available at <https://www.gov.uk/government/consultations/planning-for-the-right-homes-in-the-right-places-consultation-proposals> (accessed 22nd January 2018)

¹⁴ MHCLG, [planning for the right homes in the right places: consultation proposals](#), page 31

90. “The proposed formula is simply to take the population of the neighbourhood planning area and calculate what percentage it is of the overall population in the local planning authority area. The housing need figure in the neighbourhood planning area would then be that percentage of the local planning authority’s housing need.”¹⁵
91. Building on this proposed approach, we can estimate that the annual requirement for NA, based on the proportion of the population of South Tyneside falling into the NA, would be 11 dwellings per annum (rounded), or 223 dwellings by the end of the plan period to 2036.
92. Given the Local Plan is not up-to-date, it is necessary to use the Government’s proposed formula for arriving at a housing needs figure for NA in these circumstances.

4.8. Summary

93. Reviewing the range of projections provides a potential range of need from 0 dwellings (0 dwellings per annum) to 191 dwellings (10 dwellings per annum). However, due to the Core Strategy being largely out of date, this figure should not be included in the housing requirement for Whitburn. Secondly, the number derived from dwelling growth is supply constrained, meaning that the figures reflect the difficulty of actually delivering new homes on the ground as a result of environmental factors and standing policy. In Whitburn’s case, however, the number of homes delivered in practice has outstripped the demand that has been derived from the Core Strategy, especially in terms of affordable housing, where 88 out of 122 homes delivered were affordable. Moreover, the SHMA 2015, offers the most considered and up-to-date source of evidence available as regards to housing need at district level; as such, it should be accorded substantial weight. Therefore, an average will be taken from the SHMA and MHCLG. Taking the average of the range provides an overall housing **requirement of 127 dwellings, or dwelling per annum (rounded).**

5. Market Signals

94. The PPG highlights the importance of taking market signals into account when assessing housing need, given they provide an indication of the balance between demand and supply. This is particularly important to consider given the significant and well-documented changes in the housing market over recent years, which were exacerbated by the economic downturn and subsequent issues in obtaining mortgage finance. The PPG states:

“The housing need number suggested by household projections (the starting point) should be adjusted to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings. Prices rising faster than the national/local average may well indicate particular market undersupply relative to demand.”¹⁶

95. These market signals relate to trends discernible within the housing market, and broader economic trends that have an impact on it.
96. The PPG goes on to assert that where there is evidence of an imbalance in supply and demand, an uplift in planned housing numbers – compared to those derived solely from household projections – is required in order to increase the supply of housing to meet demand and tackle affordability issues:

¹⁵ [2] Planning for the Right Homes in the Right Places, pp. 32

¹⁶ MGCLG, Housing and economic development need assessments, available at: http://planningguidance.communities.gov.uk/blog/guidance/housing-and-economic-development-needs-assessments/methodology-assessing-housing-need/#paragraph_019 (accessed 22nd January 2018)

“This includes comparison with longer term trends (both in absolute levels and rates of change) in the: housing market area; similar demographic and economic areas; and nationally. A worsening trend in any of these indicators will require upward adjustment to planned housing numbers compared to ones based solely on household projections”.

“In areas where an upward adjustment is required, plan makers should set this adjustment at a level that is reasonable. The more significant the affordability constraints (as reflected in rising prices and rents, and worsening affordability ratio) and the stronger other indicators of high demand (e.g. the differential between land prices), the larger the improvement in affordability needed and, therefore, the larger the additional supply response should be”.¹⁷

97. In discussions with Whitburn Neighbourhood Forum and STBC as to the appropriate levels of market dwellings in the Plan Area it will necessary to consider factors that suggest either an uplift or reduction. This study considers the following market signals:

- Employment trends;
- Housing Market (Prices);
- Housing Market (Volume);
- Overcrowding; and
- Rate of Development (changes in housing stock).

5.1. Employment and commuting Trends

98. Local employment trends can greatly influence housing need as employment opportunities can stimulate demand in the NA in terms of the number of dwelling required (RQ1). On the other hand, a relative lack of growth can negatively affect house prices as dwellings located far from employment opportunities may be less attractive to those in full time work. It is therefore important to establish the employment sphere of influence experienced by the residents of Whitburn NA..

99. The SHMA states that 51.2% of people live and work within South Tyneside and a further 37% work elsewhere in Tyne and Wear (particular Newcastle 14.4% and Sunderland 9.9%).

100. Table 3 shows that Whitburn is quite similar to South Tyneside as a whole in terms of employment activity, although it has slightly lower proportion of economically active people (64% of the NA population compared to 67% of the population of South Tyneside). This lower figure is mainly due to a higher proportion of retired people within Whitburn (21.2%) compared to South Tyneside (16%) and the rest of England (13.7%). Alongside this, there is a lower proportion of students (3.9%) compared to 5.8% in the rest of England, which results in a higher portion of Whitburn’s population being economically inactive (36.1%) compared to South Tyneside (33.3%) and the rest of England (30.1%).

¹⁷MGCLG, Housing and economic development need assessments, available at: http://planningguidance.communities.gov.uk/blog/guidance/housing-and-economic-development-needs-assessments/methodology-assessing-housing-need/#paragraph_020 (accessed 22nd January 2018)

Table 3: Economic activity in Whitburn, 2011

Economic category		Whitburn	South Tyneside	England
Economically active	Total	63.9%	66.7%	69.9%
	Employee: Full-time	37.0%	37.5%	13.7%
	Employee: Part-time	12.9%	14.2%	38.6%
	Self-employed	7.0%	5.5%	9.8%
	Unemployed	4.5%	6.6%	4.4%
	Full-time student	2.5%	3.0%	3.4%
Economically inactive	Total	36.1%	33.3%	30.1%
	Retired	21.2%	15.9%	13.7%
	Student	3.9%	4.2%	5.8%
	Looking after home or family	4.0%	4.3%	4.4%
	Long-term sick or disabled	5.0%	6.6%	4.1%
	Other	2.0%	2.2%	2.2%

Source: ONS Census 2011, AECOM Calculations

Economic Growth and Employment – South Tyneside Position Statement and development Plan Topic Paper 2015

101. This paper reviews and rolls forward aspects of the South Tyneside Employment Land Review, which ensured that the evidence base supporting the Employment Policy of the emerging South Tyneside Local Plan is up to date. It outlines the key issues that South Tyneside needs to address regarding economic growth and employment to ensure the South Tyneside Vision 2011-2031 will be realised.

102. In terms of employment, South Tyneside forms part of the wider Tyne & Wear city region functional economic area, as seen in figure 9 on the following page. Therefore, it is important to understand that any economic growth across the region will impact South Tyneside and the NA with regards to employment opportunities by falling within the wider travel to work area. The borough also forms part of the wider North East Local Enterprise Partnership (NELEP) area.

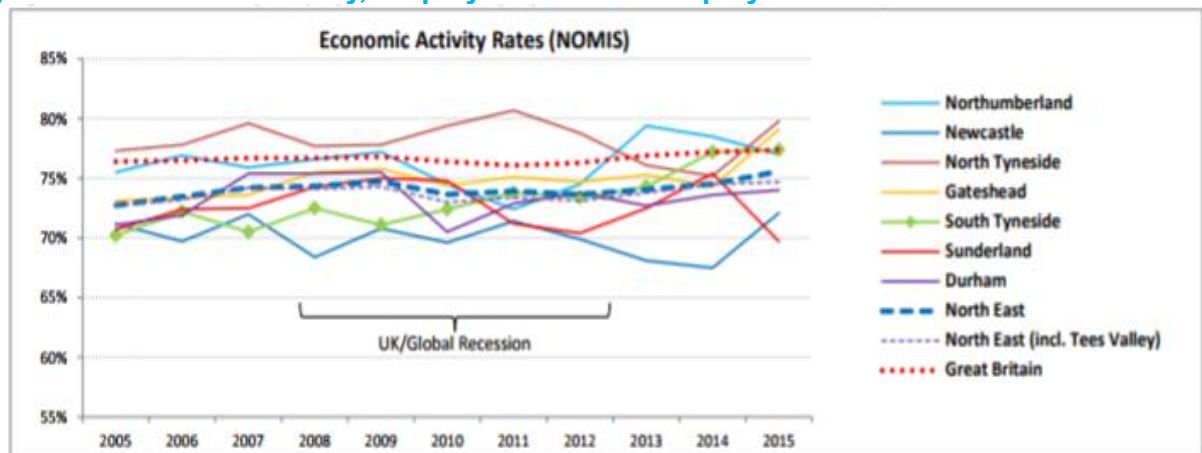
Figure 9: Tyne and Wear City Region



Source: Tyne and Wear City Region Economic Review 2010

103. The paper states that one key measure of success is the boroughs employment rate. Figure 10 below shows that the annual economic activity rates across the North East, showing that South Tyneside has generally improved over the past decade and now consistent with national averages at 77%. Employment rates are now up on a par with North East average levels at about 70% (but below North Tyneside, Northumberland and Gateshead, and the national average level), having averaged about 66% over the past decade. In both cases, South Tyneside’s situation appears to be relatively good compared to the North East’s other local authorities.

Figure 10: Economic Activity, Employment and Unemployment Rates 2005-2015



Source: Economic Growth and Employment Topic Paper 2016 – South Tyneside Council¹⁸

¹⁸ South Tyneside Council 2016 - Economic Growth and Employment Topic Paper. Available at: [https://www.southtyneside.gov.uk/media/28999/Economic-Growth-and-Employment-Topic-Paper-Mar-2016-/pdf/Economic_Growth_Position_Statement_\(revised_Mar.2016\).pdf](https://www.southtyneside.gov.uk/media/28999/Economic-Growth-and-Employment-Topic-Paper-Mar-2016-/pdf/Economic_Growth_Position_Statement_(revised_Mar.2016).pdf) . Last Accessed 21/11/2017

104. Even though employment growth has increased, the report forecast that the boroughs future working age-population (ages 16-64) is forecast to decrease slightly down from 64% of the population to 58% of the population by 2036, due to the Government's gradual changes in school leaving age and state pension (i.e. a consequent 18-67 working age population). Office of National Statistics 2012-based projections (released 2014) suggest that South Tyneside's working-age population is likely to fall to around 90,477 people by 2036, down from 95,369, with more locally-informed projections commissioned from TWRI Policy & Research suggesting a not too dissimilar decrease to around 89,495 working-age people.
105. An Employment Land Review update (2014) was undertaken to support the emerging local plan for South Tyneside. This study projected employment growth in the borough up to 2036 with numbers of potential future jobs then determining the amount of general employment land to accommodate future growth in the 'B' Use Class sector (B1 offices, B2 industrial and B8 storage and distribution warehousing). The outcomes of the report stated c.45ha to 50 ha of general employment land should be planned for over the plan period to provide sufficient flexibility and growth of key sectors, particularly automotive, advanced manufacturing, distribution and offshore technology.
106. The joint Sunderland and South Tyneside City Deal (2014) seeks to further build upon the area's particular strengths in the automotive, advanced manufacturing, distribution and offshore technology sectors, and integral proposals for a cross-boundary International Advanced Manufacturing Park (IAMP) and is further supported through the NELEP's regional Strategic Economic Plan (SEP, 2014). The proposals offer the potential to create over 11,589 new jobs, of which 10.7% (approx. 1,261)¹⁹ are predicted to live within South Tyneside. Therefore, it is reasonable to assume that this level of development will offer some potential future employment opportunities to the residents within the NA and in turn increase the level of demand for the area.
107. The first planning application for the IAMP was submitted in January 2018 following multiple consultation events. The IAMP One application will seek permission for up to ten specialist automotive and manufacturing units and plans include a new link road from the A1290. This will provide 130,000sqm of floor space with over 2,000 jobs, which makes up over two third of the overall jobs set out in the IAMP Action Plan.

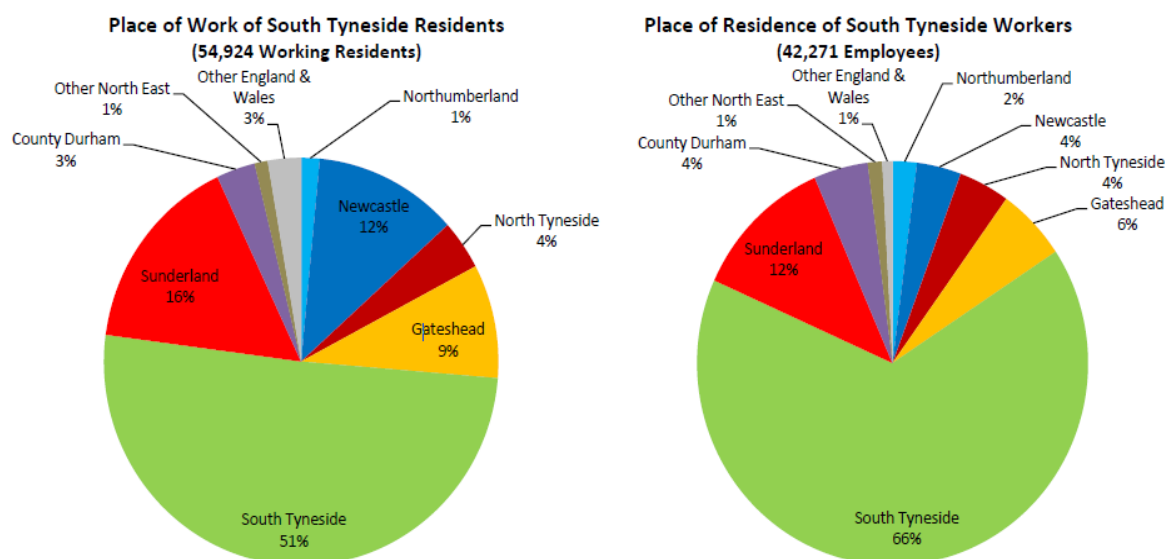
The Strategic Economic Plan (SEP) (2017) – North East Local Enterprise Partnership (NELEP)

108. The SEP includes an aspirational vision for 1 million jobs in the region by 2024 (i.e. 100,000 new jobs, with 60% of those created via policy interventions over-and-above the baseline 40,000 employment growth forecasts), albeit the corresponding 10-year average annual jobs growth of 10,000 (1.1%) per annum 2014-2024 is more than double the combined figures being planned for in the constituent authorities' current and emerging local plans over the next 15-20 years.
109. Commuting interrelationships between South Tyneside and its predominant Tyne & Wear travel-to-work area have remained fairly static over the past decade, with the majority of out-commuting residents travelling to work in Sunderland and Newcastle as well as Gateshead, and a smaller proportion to North Tyneside and County Durham. About 8.5% of South Tyneside residents commute to jobs beyond the immediate neighbouring Tyne & Wear districts, primarily to County Durham and

¹⁹ Sunderland City Council and South Tyneside Council – Impact Study International Advances Manufacturing Report – Displacement 2016 Update Pg. 12

Northumberland, with an equal proportion (but numerically over 1,000 fewer) commuting into the borough. The majority of in-commuters travel from Sunderland.

Figure 11: Place of work/residence of south Tyneside workers



Source: *Economic Growth and Employment Topic Paper 2016 – South Tyneside Council*²⁰

110. It is evident from the graphs above that there is a strong connection across the neighbouring boroughs of South Tyneside regarding employment. Therefore, the SEPs aspirational vision of growing the regions economy, resulting in job creation, will impact those within the Neighbourhood Area.

111. Census data as shown in Table 4 indicates that of those who are economically active in Whitburn, the majority of residents tend to commute less than 10km (54.7%) which is significantly lower than trend for South Tyneside but generally in line with the distance travelled for the rest of England. Figures for residents in Whitburn commuting 10-30km (22.9%) is higher than South Tyneside (17.6%) and slightly higher than the rest of England (21%). There is a larger proportion of the population Whitburn working from home (8.2%) than the rest of South Tyneside (6%); however this figure is still lower than for the rest of England (10.3%). Overall, the average distance travelled to work is 19km for Whitburn, which is higher than both South Tyneside (16.1km) and England (14.9km).

Table 4: Distance to work, 2011

Location	Whitburn	South Tyneside	England
Less than 10km	54.7%	63.4%	52.3%
10km to less than 30km	22.9%	17.6%	21.0%
30km or more	5.2%	4.3%	8.0%
Work mainly at or from home	8.2%	6.0%	10.3%
Other	9.0%	8.7%	8.5%
Average distance travelled to work	19km	16.1km	14.9km

Source: *ONS, Census 2001 and 2011. AECOM calculations*

²⁰ South Tyneside Council 2016 - Economic Growth and Employment Topic Paper. Available at: [https://www.southtyneside.gov.uk/media/28999/Economic-Growth-and-Employment-Topic-Paper-Mar-2016-/pdf/Economic_Growth_Position_Statement_\(revised_Mar.2016\).pdf](https://www.southtyneside.gov.uk/media/28999/Economic-Growth-and-Employment-Topic-Paper-Mar-2016-/pdf/Economic_Growth_Position_Statement_(revised_Mar.2016).pdf) . Last Accessed 21/11/2017

112. Bringing findings from employment trends together, looking at employment and commuting trends in the borough in future the latest North East Strategic Economic Plan (2017) considers that growth in South Tyneside will continue due to the introduction of Holborn Enterprise Zone in South Tyneside and the South Tyneside City Deal attracting new businesses and encouraging existing businesses to expand within the Borough. Also, the NELEP strategic plans aim to create 10,000 more jobs (per annum) across the North East which would also continue to offer residents within the NA a wide variety of job offers. Given the current average distance travelled to work is 19km, the key service centre Sunderland is well within the average commuting distance, therefore growth of Sunderland's economy will also provide job opportunities for residents living within the Neighbourhood Area and potentially drive up demand for housing in Whitburn.

5.2. Housing Transactions: Prices

113. The PPG advises that house prices should be used as an indication of the strength of demand for housing, and adequacy of supply to meet demand. The PPG states houses prices can be used to provide a 'market-base' enabling: 'the identification of areas which have clearly different price levels compared to surrounding areas'. The findings provide information about differences across the area in terms of the price people pay for similar housing, market 'hotspots', low demand areas and volatility."²¹

114. To assess the housing market in the Whitburn NA, data from the Land Registry was analysed. This data provides price paid, housing type and date of transaction information which allows housing market trends to be identified. Data was downloaded for the period of January 2007 to September 2017, as this was considered a sufficiently long time frame to establish trends, is presented annually in the figure below. To replicate the NA area, relevant postcode data was filtered down to the parish level, such that only postcodes within the parish were included in the selection of Land Registry Data used for the analysis.

115. Table 5 and figure 12 illustrate that the stock, and resulting sales, of the NA is almost exclusively detached, semi-detached terraced properties and flats. The sales data review therefore is focused on these types of properties. Detached properties saw a dive in price in 2011 and 2012 and steadily rose from 2013-2017. Detached property sales peaked in 2010 at £404,600 and have not quite reached this level in the following years. These significant differences in the average prices are due primarily to the relatively small levels of sales transactions within the NA. However, semi-detached house prices have mildly fluctuated over the last decade, with the lowest sales price recorded in 2013 at £115,364 and the highest recorded average sales price was also recorded in 2010 at £176,997. There is no particular trend with terraced properties and flats throughout the past decade. Terraced properties have fluctuated by over £50,000 across the last 10 years, with the lowest recorded average price in 2016 of £102,354. As for flats within the NA, they have fluctuated more drastically over the last 10- years, with the lowest average prices in 2008 being over £100,000 less than the highest average house price sale in 2017, at £211, 591.

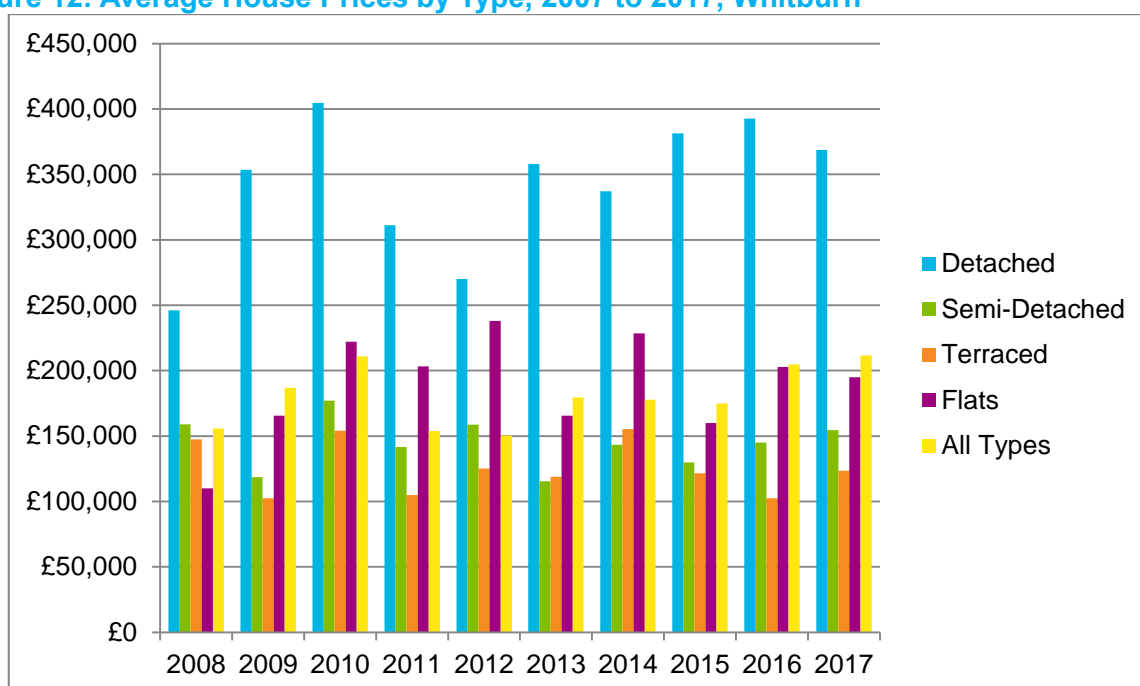
116. Overall, the average price of all housing types has increased by 36% and this increase has fluctuated to some degree over the last decade, with a general increasing trend. The house type that has seen the largest increased in price are flats which have rose by 84% (£92,833) over the last decade, followed by detached properties that have increase by 60%. However, not all property types have seen the same increase, with semi-detached properties dropping in price by 9% and more significantly terraced properties have decrease by 31% (£48,742).

²¹Housing and economic development needs assessment PPG, Paragraph: 011 Reference ID: 2a-011-20140306

Table 5: Average house prices by type, 2007 to 2017, Whitburn

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Detached	£245,975	£353,545	£404,600	£311,292	£270,000	£357,929	£337,000	£381,497	£392,729	£368,769
Semi-Detached	£159,096	£118,650	£176,997	£141,564	£158,736	£115,364	£143,258	£129,756	£145,142	£154,629
Terraced	£147,495	£102,375	£154,120	£104,785	£125,189	£118,746	£155,200	£121,582	£102,354	£123,586
Flats	£110,000	£165,667	£222,000	£203,333	£238,000	£165,500	£228,490	£160,000	£202,833	£194,975
All Types	£155,881	£186,932	£210,870	£153,871	£150,345	£179,537	£177,847	£174,972	£204,623	£211,591

Source: Land Registry PPD, AECOM calculations

Figure 12: Average House Prices by Type, 2007 to 2017, Whitburn

Source: Land Registry PPD, AECOM calculations

117. Further analysis is presented in Table 6, which sets out a comparison of prices in 2007 and 2017, alongside the percentage difference between the NP area and South Tyneside as a whole. In 2007, types of housing were higher than in South Tyneside, however this disparity has grown significantly over the last decade; with the exception of terraced properties where the percentage difference has dropped and semi-detached properties that have seen the same level of difference in 2008 as in 2017. Overall, this shows that in terms of all property types, prices are now considerably higher in NA than in South Tyneside on all types. The table shows that the largest difference in house prices is when comparing flat prices in Whitburn and South Tyneside in 2017, where on averages there is more than a 58% difference.

118. The values associated with the all category of property are to be treated with a degree of caution, due to the low stock of housing in the NA compared with South Tyneside overall.

Table 6 – Comparison of House Prices 2008 and 2017, Whitburn

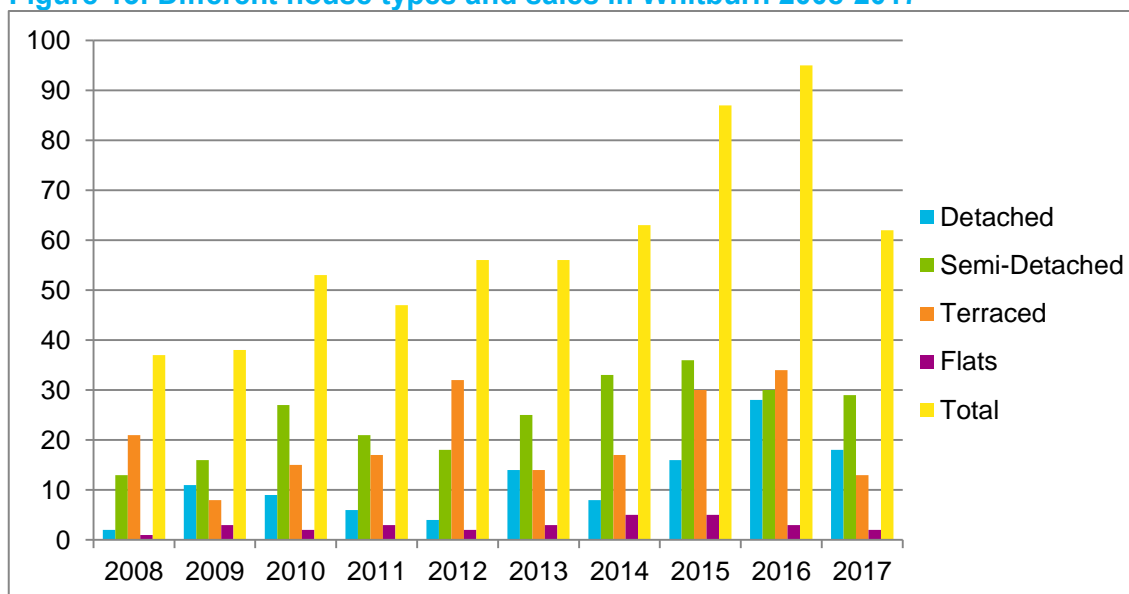
	Prices in January 2008			Prices in November 2017		
	Whitburn	South Tyneside	% difference 2007	Whitburn	South Tyneside	% difference 2017
Detached	£245,975	£238,215	3%	£368,769	£241,148	35%
Semi-Detached	£159,096	£147,719	7%	£154,629	£143,558	7%
Terraced	£147,495	£122,128	17%	£123,586	£113,539	8%
Flats	£110,000	£99,796	9%	£194,975	£81,752	58%
All Types	£155,881	£139,943	10%	£211,591	£130,417	38%

Source: Land Registry PPD, AECOM calculations

5.3. Housing Market (Volume)

119. Figure 13 depicts the relative proportions of different housing typologies sold in Whitburn between 2007 and 2017. This graph represents the same Land Registry data discussed in the previous section, separated out by housing type. Since 2008, however sales have generally increased year on year, peaking in 2016 with 95 sales. Sales are fairly low in volume across the whole period due to the relatively low housing stock in the NA, it is possible that one large development site could skew the data. Overall, the highest volume of sales are semi-detached properties (42%) followed by terraced houses (34%) and the lowest number of transactions for flats (5%).

Figure 13: Different house types and sales in Whitburn 2008-2017



Source: Land Registry PPD, AECOM calculations

120. Another approach to benchmarking whether sales volumes indicate inflated or depressed demand across different housing types is to compare the proportion of sales of each type of housing (excluding any new builds, which would introduce supply side factors) with the proportion of the existing housing stock that falls into each category. This allows conclusions to be drawn about whether the sale of homes of each type is occurring proportional to their availability, or whether, on account of sales volumes in any given type exhibiting a greater or lesser proportion than in the housing stock, suggesting higher or lower demand for that type respectively.

121. This comparison is presented in Table 7, with figures for the housing stock in South Tyneside as a whole presented alongside for reference. The table shows that whilst the percentage of sales and stock are roughly the same detached properties and flats,

fewer semi-detached properties are being sold than are represented in the existing stock. Whereas, for terraced properties, it appears that sales are much higher than the level of stock which could suggest is where there is the highest demand relative to supply within Whitburn, versus a decreased demand for semi-detached properties. Indeed, in both cases, this conclusion is only reiterated by the existing stock within the district as a whole, which both points to there being less demand for semi-detached properties than would be expected given its availability and more demand for terraced housing given its availability,

Table 7: Percentage of housing sales compared to stock

	SALES Whitburn	STOCK Whitburn	STOCK South Tyneside
Detached	14%	16%	8%
Semi-Detached	45%	53%	41%
Terraced	36%	25%	30%
Flats	5%	6%	21%

Source: Census 2001/2011, Land Registry PPD, AECOM Calculations

5.4. Migration

122. Whitburn NA has experienced a slight population decrease over the last decade by 2.3% according to census data, whilst South Tyneside has experienced a slightly higher decrease of 3%. This growth in the population over the age of 44 is set against low levels of migration into both the NP area and the wider borough. Table 9 shows that the percentage of people born outside the UK is very low in Whitburn (2.9%), which is significantly lower than the average for England and slightly lower than the borough. Therefore, migration is not seen as a significant drive of increased housing demand for the ageing population within Whitburn.

Table 8: Population by Age Group, 2001, 2011

Age group	2001	2001	2011	2011
	Whitburn	South Tyneside	Whitburn	South Tyneside
0-15	909	31,049	855	25,927
16-24	487	15,597	494	16,979
25-44	1,285	42,616	1,109	36,337
45-64	1,532	36,277	1,551	42,031
65-84	1,104	24,699	1,128	23,266
85 and over	77	2,547	133	3,587
All	5,394	152,785	5,270	148,127
Percentage Growth			-2.3%	-3%

Source: Census 2001/2011, AECOM Calculation

Table 9: Country of birth and length of residence, 2011

Place of birth	Population breakdown	Whitburn	South Tyneside	England
Born in the UK	Total	97.1%	96.6%	86.2%
Born outside the UK	Total	2.9%	3.4%	13.8%
	EU	21.2%	27.0%	3.7%
	Other	78.8%	73.0%	9.4%

Source: Census 2001/2011, AECOM Calculations

Table 10: Length of residence of those born outside of the United Kingdom

Length of residence in the UK	Whitburn	South Tyneside
Less than 2 years	6.6%	12.0%
2-5 years	11.9%	13.2%
5-10 years	12.6%	19.5%
10 years or more	68.9%	55.3%

Source: Census 2001/2011, AECOM Calculations

5.5. Overcrowding and concealed families

123. Another indicator of demand in the housing market is shown by the prevalence (or lack) of overcrowding in the NA. This is because demand for housing in the area can manifest itself in the over-occupation of housing stock. Increased demand does not always result in an increase in supply as supply is relatively inelastic.

124. One of the most reliable indicators of overcrowding is the 'persons per room' data collected at household level during the Census. The relative proportion of households occupying different amounts of space in the NA and its district is shown in Table 11, which demonstrates that Whitburn has seen a slight increase in the number of households with more than 0.5 persons; however this is lower than the increase in South Tyneside and the rest of England. The largest increase can be seen in the proportion of households with more than 10 and up to 1.5 persons (23.1%), still being slightly less than the rest of England, however contrary to this, the figure for south Tyneside saw a 30.6% decrease. The number of households with over 1.5 persons per room has been a decrease of 33.3% percent, following a similar trend to South Tyneside (38.8%), unlike the rest of England which has seen a small increase (2.5%). Therefore overall, the NA does not seem to suffer from overcrowding issues.

Table 11: Trends in number of persons per room in Whitburn, 2001-2011

Persons per room	Whitburn	South Tyneside	England
Up to 0.5 persons per room	4.6%	7.4%	7.9%
Over 0.5 and up to 1.0 persons per room	-11.2%	-11.3%	7.0%
Over 1.0 and up to 1.5 persons per room	23.1%	-30.6%	27.3%
Over 1.5 persons per room	-33.3%	-38.8%	2.5%

Source: Census 2001/2011, AECOM Calculations

125. A second indicator of overcrowding is the prevalence of concealed families within the NA. ONS data shows that there are 21 concealed families in Whitburn, or 1.3% of families; this is the same figure for the rest of South Tyneside (1.3%), however it is lower than the average for England as a whole (1.9%). This does not indicate that concealed families (and therefore unmet additional demand for housing in the area from those already living there) is a significant issue for Whitburn.

Table 12: Concealed families in Whitburn, 2011

Concealed families	Whitburn	South Tyneside	England
All families: total	1,610	43,097	14,885,145
Concealed families: total	21	542	275,954
Concealed families as % of total	1.3%	1.3%	1.9%

Source: Census 2011, AECOM Calculations

5.6. Rate of Development

126. Table 13 shows the net number of dwellings completed in each of the past five years, including affordable housing numbers, as well as the cumulative total. The data shows clearly that the rate of development in Whitburn is moderate, as 122 dwellings have been completed within the NA since 2011, of which 88 (72%) have been affordable. The moderate rate of development reflects the rural nature of the NA; however, there has been a large amount of affordable housing built in the area over the last 6 years.

Table 13: Completions in Whitburn, 2011-2017

	2011/12	2012/13	2013/14	2014/15	2015/16	
Net completed dwellings	79	1	0	42	0	0
Affordable Housing completed dwellings	77	0	0	11	0	0
Cumulative net completed dwellings	79	80	80	122	122	122

Source: South Tyneside Council

127. Having reviewed the market signals data, the following points are considered to summarise the main issues:

- The average property price according to Land Registry data as at November 2017 was £211,591 and has increased by 31% over the last decade. However, analysis of house prices for the NA is to be treated with caution due to the low levels of stock;
- The stock is dominated by high sales of semi-detached (47.4%) and terraced (28.7%) properties between 2007 and 2017;
- Analysis does not indicate that concealed families (and therefore unmet additional demand for housing in the area from those already living there) is a significant issue for Whitburn; and
- The rate of development is fairly moderate; since 2011 122 new dwellings have been completed. However, affordable housing completions make up 72% of this figure.

6. RQ2: What affordable housing tenures (social housing, affordable rented, shared ownership, intermediate rented) should be included in the housing mix?

128. The Whitburn NPG has expressed an interest in the HNA establishing the level of affordable housing required in the NA, and smaller open market houses. This study will therefore explore tenure mix with a particular focus on affordable housing including the role of discounted market housing.

129. The provision of affordable housing is critical to the continuation of most communities as viable settlements; it needs however to be understood in relation to other tenures.

The PPG states that HNAs should investigate household tenure in the current stock and recent supply, and make an assessment, based on a reasonable interpretation of the evidence gathered, whether continuation of these trends would meet future needs or whether, on account of significant misalignments between supply of housing falling into different tenure types and local need/demand, policies should support a change to the profile of tenure within the NA's housing stock.²²

6.1. Definitional issues

130. It is necessary at this stage of the study to make clear the distinction between affordable homes as planning terminology and the more colloquial meaning of the phrase. In the course of this study, we refer to Affordable Housing, abbreviated to 'AH'. We mean by this those forms of housing tenure that fall within the definition of Affordable Housing set out in the National Planning Policy Framework (NPPF): social, affordable rented and various forms of intermediate housing. To distinguish this from the colloquial definition, we refer to the latter as Affordable Market Housing (AMH).
131. In this paragraph we briefly review the proposed reforms to the definition of AH set out in the Government's Housing White Paper published in February 2017. These reforms make clear the Government's commitment to home ownership but recognised the important role of affordable rent for those not currently seeking home ownership. The changes proposed would broaden the definition of affordable housing, supporting 'present and future innovation by housing providers in meeting the needs of a wide range of households who are unable to access market housing'. This would include '*products that are analogous to low cost market housing or intermediate rent, such as discount market sales or innovative rent to buy housing. Some of these products may not be subject to 'in perpetuity' restrictions or have recycled subsidy*'.
132. The Housing and Planning Act 2016 made provision for a new simplified definition of affordable housing as '*new dwellings...to be made available for people whose needs are not adequately served by the commercial housing market*²³. Secondary legislation is required to implement this definition, necessitating further parliamentary debate²⁴.
133. The Housing White Paper confirms that a revised definition of AH will be brought forward through changes to the NPPF in early 2018. The draft revised NPPF has now been published (March 2018), proposing a definition as 'housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following criteria:

Affordable housing for rent: meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy, 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).

Starter homes: is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute at the time of plan-

²² PPG Paragraph: 021 Reference ID: 2a-021-20160401

²³ Housing and Planning Act 2016, part 6, section 159 (4)

²⁴ Section 159(2) of the Act inserts '(3ZB) No regulations may be made under section 106ZB [which contains the updated definition of affordable housing] unless a draft of the instrument containing the regulations has been laid before, and approved by a resolution of, each House of Parliament'

preparation or decision-making. Income restrictions should be used to limit a household's eligibility to purchase a starter home to those who have maximum household incomes of £80,000 a year or less (or £90,000 a year or less in Greater London)

Discounted market sales housing: is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.

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 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.

134. A transition period is proposed to enable a review of local policies, with the revised definitions intended to apply from April 2018. The Government also intends to introduce a requirement for sites of 10 units or more to ensure that at least 10% of all homes are affordable home ownership products, including Starter Homes, shared ownership homes and homes available for discount market sale.

135. The evidence assembled to answer RQ2 seeks to populate a series of 'key indicators'; these are the age structure of the population, household composition and income both now and how they are forecast to change in future years. Through a consideration of these trends and how they relate to each other, it is possible to arrive at recommendations as to how not only the tenure of housing in the plan area, but also type and size should be governed through planning policy.

6.2. Current tenure profile

136. Before we present this data, it is necessary to present a picture of tenure in the NA at the moment. Table 14 presents Census data from 2011 that shows the predominant tenure is one of owner occupation, with the social rented sector also representing a significant element of the tenure profile of the NA, which is higher than the rest of England. The NA contrasts with both STDC and England as a whole in relation to the proportion of dwellings falling into the private rented sector, as the NA is around half the figure in STDC and a third of the figure for England. It is likely since 2011 up to present date.

Table 14; Tenure (households) in Whitburn, 2011

Tenure	Whitburn	South Tyneside	England
Owned; total	68.9%	57.1%	63.3%
Shared ownership	0.3%	0.4%	0.8%
Social rented; total	24.0%	31.6%	17.7%
Private rented; total	5.9%	10.1%	16.8%

Source: Census 2011, AECOM Calculations

137. Table 15 provides a longitudinal assessment of tenure in the NA recorded in Census data from 2001 and 2011; this allows consideration of any changes that have taken place. This shows that in the context of the NA there has been a substantial uplift in privately rented dwellings, although this started from a very low base figure (increasing from 38 homes in 2001 to 140 homes in 2011), and a more modest uplift

in owner occupied dwellings. Although there was an apparently significant fall in percentage terms relating to social rented properties, numerically this was from 687 to 571 properties; therefore the presence of this tenure is still much more significant than the numbers of private rented dwellings. With regards to the shared ownership tenure there were only 6 properties of this kind in 2011.

Table 15: Rates of tenure change in Whitburn, 2001-2011

Tenure	Whitburn	South Tyneside	England
Owned; total	4.6%	4.1%	-0.6%
Shared ownership	0.0%	-10.8%	30.0%
Social rented; total	-16.9%	-15.2%	-0.9%
Private rented; total	268.4%	143.5%	82.4%

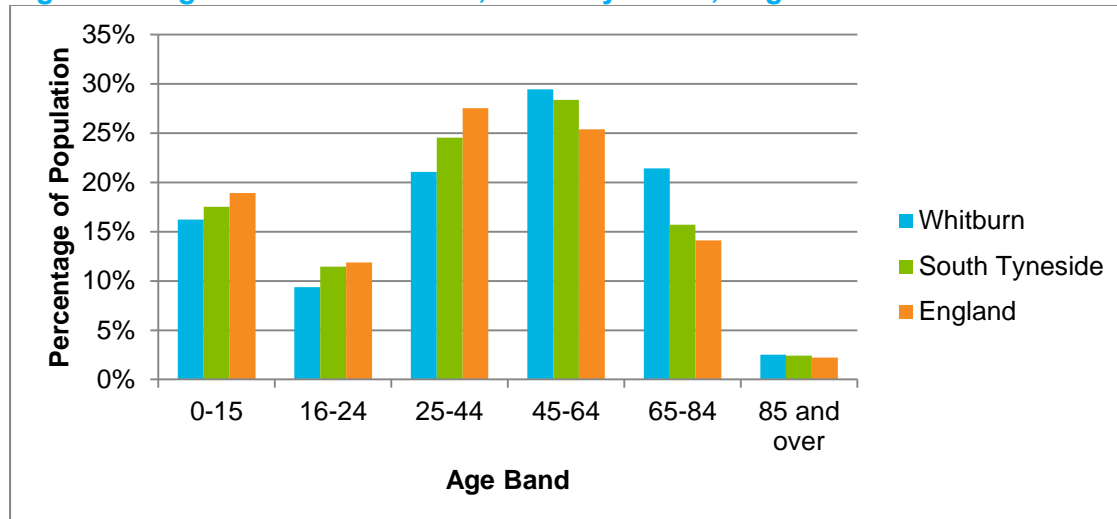
Source: Census 2011, AECOM Calculations

6.3. Age Structure

138. Having established the tenure profile of the NA, we now review the age structure, household composition, and income indicators in turn.

139. With regards to the age structure profile of the NA, the following chart presents 2011 census data which shows that the NA has a significantly higher percentage of people in the 45 -64 and the 65 to 84 age groups than either South Tyneside and England. Conversely, the NA has lower percentages of those in the 0-15, 16-24, and 25 to 44 age groups than both South Tyneside and England.

Figure 14: Age bands in Whitburn, South Tyneside, England 2011



Source: Census 2011

140. The NA age profile is further supported by Table 16, which shows the rates of age changes in the NA between the 2001 and 2011 census. There are decreases in the 0-15 and the 25-44 age groups, compared to the most significant change which occurs in the 85 and over age group, which increased by over 70%. All other age groups are relatively stable in the context of the other geographies.

141. Numerically the figures show that the two age groups with the biggest changes, the 25-44 and 85 and over, the 85+ age group saw the most significant change and increase by 56 people (72.7%) followed by a less significant decrease in the 25-44 age group by 176 people (13.7%).

Table 16: Rates of age change in Whitburn, 2001-2011

Age group	Whitburn	South Tyneside	England
0-15	-5.9%	-16.5%	1.2%
16-24	1.4%	8.9%	17.2%
25-44	-13.7%	-14.7%	1.4%
45-64	1.2%	15.9%	15.2%
65-84	2.2%	-5.8%	9.1%
85 and over	72.7%	40.8%	23.7%

Source: Census 2011, AECOM Calculations

142. Taking the demographic data into account, it is apparent that numerically the NA's population has remained relatively stable over that decade, although the pattern of an older population remains and would be expected to increase in line with the national population projections.

143. It is also helpful to consider trends at a borough level. The SHMA 2013 uses the ONA 2011-based interim population projections to break down the age profile in 2011 in South Tyneside, summarised in table 17 below. The breakdown indicates that across the Borough, 46.2% of residents are ages under 40, 28.9% are ages 40-59 and 24.6% are ages 60 and over. Overall, the borough has an older age profile compared with the North East region and nationally. This further supports the 2011 census data above.

144. It is thought that demographic drivers will continue to underpin the operation of South Tyneside Housing Market Area over the next few decades. There will be a 'demographic shift' with the number (and proportion) of older people increasing. In 2011, across South Tyneside 26,951 residents were aged 65 and over and 13,247 aged 75 and over and 3,633 aged 85 and over. Population projections prepared by TWRI Policy and research²⁵ suggest that the number of residents aged 65 or over will increase to 32,285 by 2036 and of these 15,222 will be over 75.

Table 17: Age Profile in 2011

Age Group	South Tyneside	North East	England
0-14	16.2	16.6	17.7
15-39	30.2	31.8	33.3
40-59	28.9	27.8	26.7
60-74	15.7	15.7	14.6
75+	8.9	8.1	7.7
Total	100.0	100.0	100.0
Base	148,100	2,596,900	53,012,500

Source: SHMA 2013

145. Further analysis of population projections at a South Tyneside level is presented in Table 18. This is based on the 2014 sub national population projections released by MHCLG. The analysis estimates the change in the different age bands similar to the census from 2014 to 2033 (There was no age band for 0-15, although it was possible to analyse an age band of 0-14). Even though trend based population data is based on predictions, the projections show significant increases of those aged 65 or more, a significant decrease of those aged 45-64, and relatively stable levels of those aged 44 or below. Although this data is for South Tyneside (data relating to age structure shows marked contrasts with Borough), the likelihood is that the demographic

²⁵ SHMA 2013 pg 75

situation in Whitburn will nevertheless become ever more pronounced in terms of an elderly population.

Table 18 – Change in Age bands from 2014 to 2033, South Tyneside

Age group	South Tyneside
0-14	0.41%
15-24	-6.7%
25-44	1.12%
45-64	-13.95%
65-84	38.15%
85 and over	64.10%

Source: MHCLG, Aecom Calculations

146. Bringing together our findings relating to age structure, the strong representation of those falling into the older age groups is noted. This is reinforced by trends observed in Census data over the decade 2001-2011, there has been a fall in the number of young people, combined with an increase in those aged 85+ of 56 individuals over the period.

147. A review of data presenting changes to age structure at a borough level suggests these trends will continue, with an increase to the number of those aged 65+ of around 5,334, aged 75+ around 1,975 and 85+ around 1,375 by 2021 based on ONS interim projections. Faced with this scenario, the SHMA takes a proactive stance, recommending that planners should:

- Continue development to satisfy household aspirations, in particular semi-detached houses and properties with two or three bedrooms but also increase supply of four or more bedroom dwellings to offset identified market imbalances;
- Respond to the impact of demographic change on dwelling requirements and in particular developing an increasing range of housing and support products for older people;
- Deliver additional affordable housing to help offset the identified net shortfalls; and diversifying the range of affordable options by developing intermediate tenure dwellings and products²⁶.

6.4. Household Composition

148. In Table 19 we set out data from Census 2011 for household composition within the parish as well as borough and national geographies. In terms of one person households, the NA is similar to both South Tyneside and England on the whole, but within this category, when broken down, there is a higher percentage of one person households aged 65 or more (20.7%) when compared to South Tyneside (14.8%) and England (12.4%).

149. One family households make up the largest household composition, making up over 64% of all households, which is slightly above borough and national compositions. Within this indicator, the NA displays significant differences in the categories of one family households all aged 65 and over (10.9%) than either South Tyneside (7.6%) or England (8.1%). The NA also has a lower percentage of households with dependent children (23.3%) than either of the other geographies (25.7% and 26.5% respectively).

²⁶ South Tyneside Council [SHMA](#) (2013) pg. 105.

Table 19: Household Composition, Whitburn, 2011

Household Composition		Whitburn	South Tyneside	England
One person Household	Total	31.8%	34.9%	30.2%
	Aged 65 and over	20.7%	14.8%	12.4%
	Other	11.1%	20.1%	17.9%
One family only	Total	64.2%	60.5%	61.8%
	All aged 65 and over	10.9%	7.6%	8.1%
	With no children	17.1%	15.3%	17.6%
	With dependent children	23.3%	25.7%	26.5%
	All children non dependent	12.9%	11.9%	9.6%
Other household types	Total	4.0%	4.5%	8.0%

Source: Census 2011, AECOM Calculations

150. Table 20 presents data that allows us to explore how household composition has changed in the last decade between the two censuses. While there have been modest shifts overall, it worth noting families with non-dependent children has fallen . One family households with dependent children has also fallen,, precipitating an overall fall in the proportion of the population represented by families generally. This data reinforce the demographic data of a higher proportion of families with dependent children decreasing, compared to the rest of England, which could mean that over the last decade less families with dependent children have moved into the area to support growth in this household composition. This displacement of children could be reflected in the growth in families with no children (5.7%) and one person households (12.2%) compared to England (8.4%) This could also be partly reflected in the decline in adults falling into the 25-44 age groups in table 5. Overall, the most significant growth can be seen in one person households that are not over the age of 65 (36.8%), which is in line with the rest of South Tyneside (35.2%), however considerably higher than England (22.7%).

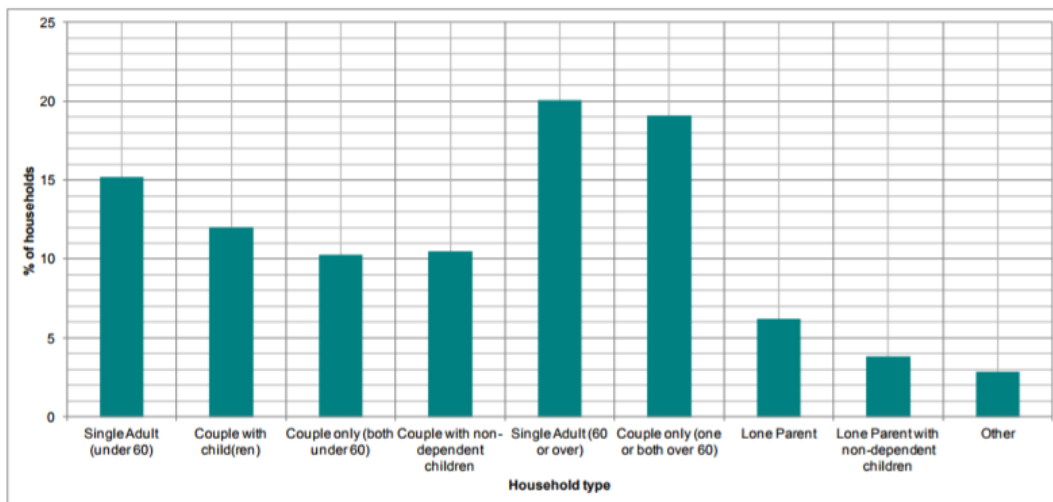
Table 20: Rates of change in household composition in Whitburn, 2001-2011

Household type		Percentage change, 2001-2011		
		Whitburn	South Tyneside	England
One person household	Total	12.2%	9.4%	8.4%
	Aged 65 and over	2.3%	-13.0%	-7.3%
	Other	36.8%	35.2%	22.7%
One family only	Total	-5.2%	-2.0%	5.4%
	All aged 65 and over	-10.1%	-11.4%	-2.0%
	With no children	5.7%	8.6%	7.1%
	With dependent children	-6.3%	-7.1%	5.0%
	All children non-dependent	-11.3%	4.3%	10.6%
Other household types	Total	23.7%	-3.9%	28.9%

Source: Census 2011, AECOM Calculations

151. Figure 15 below is taken from the SHMA 2013, highlighting that over the next 5 years, the largest percentage of households intending to buy a home is both single adults and couples over the age of 60; these groups combined make up around 40% of households who responded to the survey. This reinforces the general patterns of growth of over 60 year old in open market households.

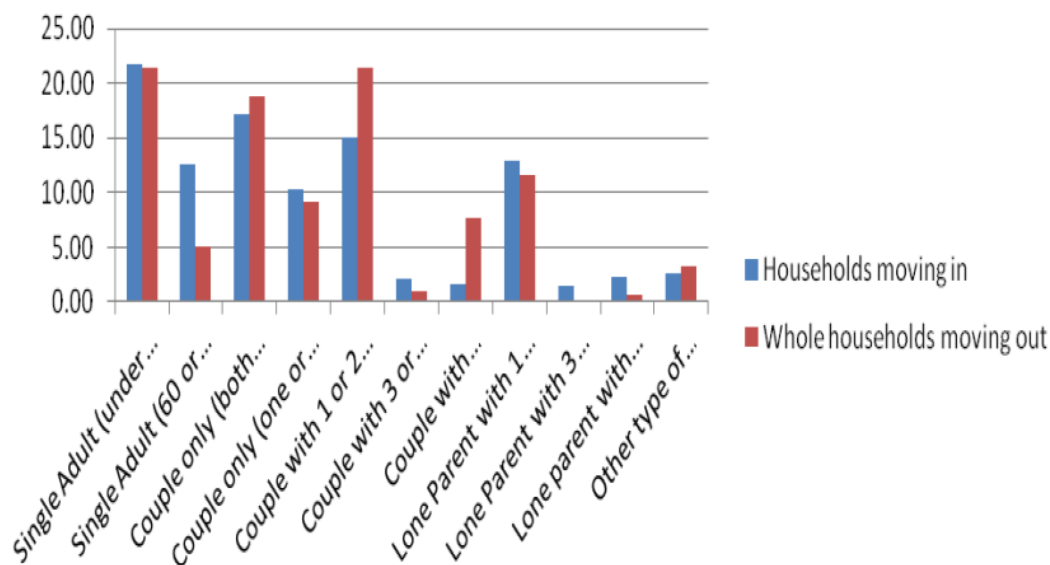
Figure 15: Types of household intending to move in the open market in the next five years across the South Tyneside Area



Source: SHMA 2013

152. The following figure is reproduced from the SHMA 2015 (figure 16), which highlights the difference in the household profiles of those planning to move out of the borough and those moving in; this highlights the noticeable increase in older single households moving into the borough and the flow of outward migration of families. If this trending continues, the difference in household profiling is likely to have a significant impact on the type and size of accommodation that is required throughout South Tyneside.

Figure 16 – Household type of inward migrations against outward migrants



Source: SHMA (2015)

153. Bringing the evidence relating to household composition together, 23.3% of families with children form the largest household type in the NA, one person households over the age of 65 also make up a significant proportion of household types (20.7%), which when compared to South Tyneside (14.8%) and England (12.4%) is considerably higher. The one person household over 65 household type has also seen a rise over the last decade, although only 2.2% this figure is significantly higher than South Tyneside and England which has seen a decrease. Data from the 2013 SHMA also supports the census data as those households intending to move into the open market in the next 5 years are couples and single adults over the age of 60, who may move into the Whitburn area. Also, one person households make up 31.8% of the NA; which has grown over the last decade, supporting the need for smaller 1-3 room dwelling throughout Whitburn.

6.5. Affordability

154. Table 21 below shows that over the period 2000 to 2012, lower quartile and median house prices across South Tyneside have increased dramatically. It is interesting to note that in 2000, a household income of £9,285 was required for a lower quartile priced dwelling to be affordable (that is, cost no more than 3.5 times a household income); by 2012 this had increased to £23,893. In comparison, an income of £13,421 was required for a median priced property to be affordable in 2000 compared with £32,643 in 2012.

Table 21 – Lower Quartile and median price and income required to be affordable

South Tyneside	House Price (£)		Income to be affordable*	
	2000	2012	2000	2012
Lower Quartile	£32,500	£83,625	£9,285.71	£23,892.86
Median	£46,975	£114,250	£13,421.43	£32,642.86

Source: SHMA (2013)

*assuming a 3.5 x multiple

155. In the urban fringe areas of South Tyneside, including Whitburn the median annual household income (gross income of head of household and partner if applicable) in 2012 was £24,700²⁷ and the lower quartile income was £14,300, this is the highest household income of all the planning policy areas in the HMA and higher than the average across the whole of South Tyneside, but slightly below the average across England (£26,395), as shown in table 22 below.

Table 22 – Lower Quartile and median price and income required to be affordable

Location	Lower Quartile (£)	Median (£)
South Tyneside	£17,124	£23,504
North East	£17,316	£23,447
England	£18,720	£26,395

Source: SHMA 2013

156. If we use the same approach as used in the SHMA 2013, we can work out the income required for a property in Whitburn to be affordable. If we take a lower quartile house price from table 23 on the following page for Whitburn (represented by sub area 8) of £102,750 the income required for this property to be affordable would be £29,357 (divide by 3.5), which is significantly higher than the lower quartile annual income for the urban fringe area, as stated in para. 22 above. This indicates an affordability crisis for those on lower incomes.

²⁷ South Tyneside Council SHMA 2013 pg. 118

Table 23 – Lower Quartile House Price in Whitburn income required to be affordable

Whitburn	House Price 2012**	Income to be affordable *
<i>Lower Quartile</i>	102,750	£29,357.14

Source: AECOM Calculations

* assuming a 3.5 x multiple

** Taken from table 14 below

157. Table 24 below shows that Urban Fringe area 8 (as expressed in figure 7) which represents Whitburn, show that's the lower quartile price is £102,750, compared to other neighbourhoods within South Tyneside.

Table 24 – Lower Quartile House Price by neighbourhood (Feb 2012 to December 2012)

Sub-area	Planning Policy Area	Lower Quartile Price (£)
1	South Shields Inner	£75,000
2	South Shields Inner	£56,500
3	South Shields East	£85,000
4	South Shields East	£108,000
5	South Shields West	£59,850
6	Jarrow	£73,000
7	Urban Fringe	£81,000
8	Urban Fringe	£102,750
9	Hebburn	£82,500
10	Jarrow	£48,488
11	South Shields West	£56,750
12	Hebburn	£75,000
13	Jarrow	£88,588
14	Hebburn	£64,000
15	South Shields West	£61,000
16	Urban Fringe	£157,000

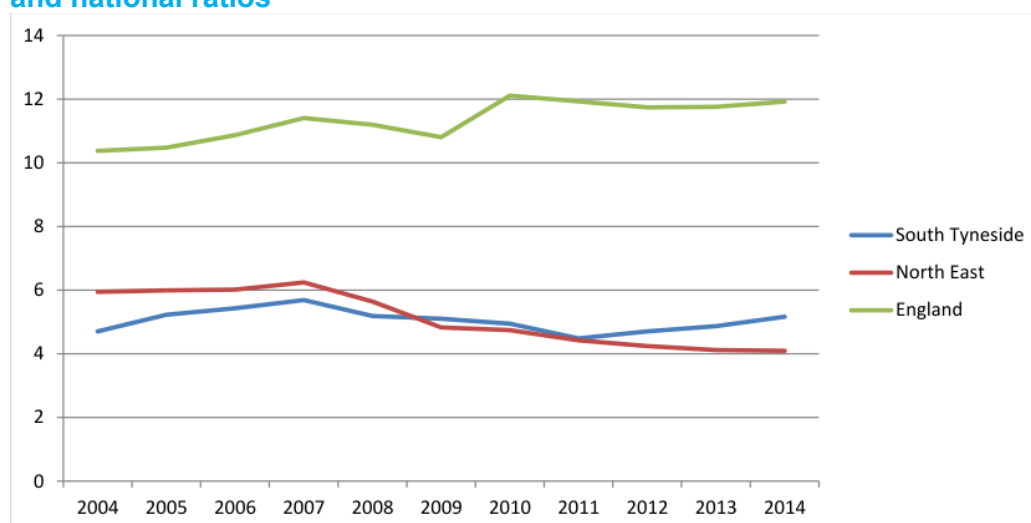
Source: SHMA 2013

6.6. Affordability Ratio

158. We first considered homeownership. To do so, and in line with Planning Practice Guidance, we examined evidence of affordability by looking specifically at the relationship between median house prices and incomes, using a crude indicator called the Affordability Ratio (AR). This indicator is helpful both as a way of understanding the extent to which those on medium incomes can access median houses for sale and the relative affordability of housing in the NA compared to other places.

159. Below, we reproduce SHMA 2015 figure 1 as figure 17 which shows how South Tyneside compares with the region and England in terms of median house prices to median incomes. The data shows that compared to England the borough is significantly more affordable, having an affordability ratio (calculated by dividing housing prices by gross annual earnings, based on the median and lower quartiles of both house prices and earnings) of 4.56, which has increased from 2.48 in 2001²⁸, but has decreased since its highest level in 2007 of 5.85.

²⁸ South Tyneside Council SHMA 2015 pg. 7

Figure 17- Affordability of average house prices within the borough against regional and national ratios

Source: SHMA (2015)

160. On first glance, it would appear that affordability for the borough as a whole is not a concern, however as the SHMA 2015 states that “for those on average incomes in the borough affording to purchase their own home is not a serious problem; notwithstanding this, South Tyneside has a number of households on very low incomes and therefore affordability for these households is a concern. Affordability for those on low incomes entering the housing market within South Tyneside is a greater issue than those on average incomes purchasing median priced accommodation²⁹”.

Table 25: Relative affordability of lower quartile (LQ) prices by Local Authority district (Residence based).

Local Authority District	Lower Quartile House Price	LQ Gross Income per week	Annual Gross Income	LQ Income to House Price ratio
Newcastle upon Tyne	£94,933	£317	£16,505	5.75
North Tyneside	£94,792	£337	£17,498	5.42
Northumberland	£89,500	£344	£17,888	5.00
North East LEP	£83,193	£332	£17,274	4.82
Darlington	£82,542	£330	£17,144	4.81
Stockton-on-Tees	£85,396	£346	£17,992	4.75
Gateshead	£83,042	£344	£17,904	4.64
NORTH EAST	£79,667	£333	£17,316	4.60
Redcar and Cleveland	£79,667	£335	£17,441	4.57
South Tyneside	£77,417	£329	£17,124	4.52
Sunderland	£75,000	£326	£16,942	4.43
Middlesbrough	£67,958	£314	£16,344	4.16
Hartlepool	£74,042	£357	£18,548	3.99
County Durham	£67,667	£328	£17,056	3.97

Source SHMA (2013)

161. As we noted earlier, the lower quartile income in 2012 in the urban fringe areas of South Tyneside was £14,300. The lower quartile price of property was £102,750 of recorded transactions in 2012. The affordability ratio is therefore 7.2, this reinforced that within Whitburn, market housing is out of reach for those on lower incomes.

²⁹ South Tyneside Council SHMA 2015 pg. 7

162. These findings are consistent with findings from the Neighbourhood Plan household survey undertaken in October 2017, whereby the top issue/topic to arise to residents relating to what change they would like to see was housing (29.7%). Of these responses, 18% of these comments related to the need for further affordable housing within the village.

6.7. Housing Register Waiting List (HRWL) (South Tyneside Council December 2017)

163. The SHMA (2015) gave the following recommendation with regards to the affordable housing requirement for South Tyneside as a whole:

“There is not a significant undersupply of affordable accommodation in the borough, with the majority of households being able to afford to purchase or rent a home on the open market. Notwithstanding this, there is the need for an additional 60 affordable units per year, which is in line with the levels of development that has occurred within South Tyneside over the last five years. This equates to less than 20% of the development required within the borough to meet current and future household needs.”

164. Local plan Policy SC4 of the adopted Core Strategy in 2007 sets a threshold for Whitburn that aimed to secure 25% affordable housing provision on development sites of 15 or more dwelling or more than 0.5 hectares. The emerging plan is not yet at a sufficiently advanced stage to have proposed a policy on affordable housing delivery.

165. We requested data from South Tyneside’s Housing Team, for an assessment of the number of households currently on the waiting list that have expressed a preference for being located in the NP area, Information provided by STDC on their Affordable Housing Waiting List shows that overall as at December 2017, there were 1,573 households registered across the 4 different bands. Within Whitburn NA, there are 142³⁰ active applications where people have stated Whitburn as an area of preference as of December 2017.

166. On top of receiving information the number of households on the waiting list stating Whitburn as a preference. The housing team has been able to provide information on how many of these applications are from residents who currently live within the NA, there are currently 69³¹ active applications in Whitburn. This number has slightly decreased from 72 in 2016. The council are currently in ownership of 505 residential units within Whitburn. This provides a useful indication of whether the LPA’s affordable housing policy will be sufficient to meet the need within the plan period.

6.8. Considering affordable need at the NP level

167. The SHMA 2015 indicates that South Tyneside has a net need for 60 units per annum (19.1%) of the total 314 overall requirement. If the starting point of this requirement is taken from 1st January 2018 and ends 31st December 2036, to cover the Plan period, this equates to (18 x 60 =) 1080 affordable units across South Tyneside,

168. If the NP wants to deliver a proportionate element of this total based on its percentage of total dwellings in South Tyneside at the 2011 census (3.5%), this would roughly indicate that 38 units should be delivered throughout the lifespan of the emerging Local Plan (2016-2036) or 2.1 units per annum. It is important to note this

³⁰ Email from South Tyneside Council 12th December 2017.

³¹ Email from South Tyneside Council 8th November 2017

figure represents an unconstrained assessment, and as per the comments in para.6.2³², this is primarily responsibility of South Tyneside Council rather than an action for the Whitburn Neighbourhood Planning Group.

169. Looking at the number derived for our final housing estimate for Whitburn of 85 homes and taking the figure of 69 households on the Housing register waiting list, which represents 81% of this number. As we have seen, Policy SC4 (Affordable Housing) sets out that all new housing proposals of more than 15 dwelling will be required to provide 25% affordable housing.
170. This suggests that, even assuming the Parish achieved its housing derived figure of 85 dwellings over the Plan period, it will not meet the need for AH given that development and will yield 37 (25% of 148).
171. Given the Strategic Nature of policy SC4, it will be challenging, within the neighbourhood plan, for the NDP to develop a policy that departs from it. However, the opportunity to deliver additional Affordable Homes may spring from smaller sites (less than 0.5 hectare), with a capacity of less than 15 units.
172. It is important to note that even after the Neighbourhood Plan is adopted, the Core Strategy affordable housing policy will continue to apply until such time as the eLP is prepared, and it will still be the Council that will control the housing waiting list and negotiate Affordable Housing commitments with developers as part of the development management process.

6.9. Market Segmentation

173. Bringing together the evidence from our consideration of affordability, age structure and household composition, in line with PPG, we have sought to identify the different market segments in the population of Whitburn. We then use this understanding to put forward recommendations for policy relating to Affordable Housing as well as and size and tenure of dwelling.
174. In order to understand the terminology surrounding size of dwellings, it is important to note the number of rooms recorded in the Census excludes kitchen, bathrooms and toilets. In the market segments table that follows, 'dwelling size' should be translated as follows:
- 1 room = Bedsit
 - 2 rooms = flat/house with one bedroom
 - 3 rooms = flat/house with 2 bedrooms
 - 4 rooms = flat/house with 2 bedrooms and 2 reception rooms, or 3 bedrooms and 1 reception rooms
 - 5 rooms = flat/house with 3 bedrooms and 2 reception rooms
 - 6 rooms = house with 3 bedrooms and 3 reception rooms or 4 bedrooms and 2 reception rooms
 - 7+ rooms = house with 4, 5 or more bedrooms
175. The table on the following page indicates the different market segments, and the degree to which they are a growing, stable or declining group within the local population. One 'up' arrow indicates this group is growing modestly in the NA; two 'up' arrows indicates strong growth, three 'up' arrows suggests very rapid growth in years

³² SHMA (2015) pg. 20.

to come. Where segments are falling in numbers, or not growing, neutral or down arrows are shown.

176. It is important to note that, as we have seen, the market is good at picking up growth trends in the market. For this reason, policy intervention is only justified in the case of market failure (where the market is unable, for reasons of viability, or there are incentives, deliberate or otherwise, that drive the market not to respond to trends). Examples include the failure of the market to provide homes to those on low incomes and the under-supply of dwellings for the elderly.

177. Similarly, because the market likely has the capacity to deliver the homes required for the majority of residents (either through for-sale dwellings or for-rent), policy intervention is normally only required where the evidence is both compelling and the circumstances it describes serious. This is because policies carry both costs and risks; they can distort the market, preventing it from providing homes or encouraging a position of market equilibrium in which homes are accessible to target markets.

6.10. Arrows analysis

178. Our conclusions as regards those market segments that are forecast to grow in size must take a lead from the data presented in the SHMA (2015) that supports an OAN of 314 dpa. As we have seen, the SHMA is predicting significant increases in the elderly during the lifetime of the emerging Local Plan, and as a consequence, the lifetime of the DNP as well.

179. With this in mind, notwithstanding the fall in both families and young people in the parish between 2001 and 2011, we foresee a requirement of dwellings of 3-4 rooms to address their needs.

180. Taking into consideration the forecast of strong growth in solo households, and the increased ages of households in the district, it is appropriate for planning also to support dwellings of 1-3 rooms in size.

181. In terms of tenure, tenure is made up largely by owner occupation (68.9%) and social rented (24%). There is a substantial minority of people in need of subsidy to access housing of a suitable type for their needs. Affordable housing should therefore form an important consideration; with the mix of tenures including social rented housing and intermediate products, although as we have explained, this is primarily the responsibility of the LPA.

182. This analysis is supported by responses from the household survey that stated a need for additional affordable housing, along with more bungalow/ground floor accommodation for the aging population along with the need for more social housing.

Table 26: Market Segments

Market segments	Income range	Tenure	Presence in Plan Area	Size of home
Young family where parents are aged 24-44 with 1+ children aged 0-15	Median	PRS, shared equity, AMH	↑ ↑	3-4 rooms

Market segments	Income range	Tenure	Presence in Plan Area	Size of home
Professional Head of Household Young family where parents are aged 24-44 with 1+ children aged 0-15	Mean	AMH, Market Housing (MH)	↑	5 rooms
Professional Head of Household family where parent are aged 44-64 with non-dependent children living at home	>Mean (equity rich)	Market Housing	↔	6+ rooms
Lone parent (with 1+ children)	Lower Quartile (equity poor)	Social Housing	↔	3 rooms
One person household aged under 65	Median (equity poor)	PRS, shared equity, DMH	↑ ↑	2 rooms
One person household aged 65+ with wealth	Median (equity rich)	Market Housing	↑ ↑ ↑	2-3 rooms
One person household aged 65+ without wealth	Lower Quartile (equity poor)	PRS	↑ ↑	2 rooms
Young couple no children	>Mean (equity poor)	Market Housing, Shared Equity, DMH	↑ ↑	4+ rooms
Concealed households	Lower Quartile (equity poor)	Social Housing	↔	1-3 rooms

6.11. Affordable housing: tenure mix

183. Table 27 over-page is based on analysis by Nathaniel Lichfield and Partners, setting out recommended dwelling sizes for different household types. This table has been defined on the basis of the following assumptions,

- Smaller apartments/flats or houses will be more suitable for meeting the initial requirements of married couples until the age they have a family. Those households without children could occupy either houses or flats of the appropriate size;

- Cohabiting couples and lone parents will want and require similar sizes of housing to married couples. Those households without children could occupy either houses or flats of the appropriate size;
- Smaller apartments/flats or houses will be more suitable to meeting the requirements of single person households;
- According to their composition, institutional accommodation such as a residential care home, hostel or purpose-built student accommodation will be more suitable for multi-person households;
- Further qualitative allowances will need to be made of households at retirement age who are likely to continue living in their previous home unless more manageable two bed flats, houses and bungalows are available; and,
- The requirement for housing with care, including supported housing and extra care provision, is likely to increase at 85 and above.

Table 27 - Estimated Housing Size required by Household Type, by Age of Head of Household

Age Range 2013	One Person	Married Couple / With 1/2 Children	Married Couple / With 3+ Children	Cohabiting Couple / With 1/2 Children	Cohabiting Couple / With 3+ Children	Lone Parent / With 1/2 Children	Lone Parent / With 3+ Children	Other Multi-Person
0-14	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
15-24	1 bed flat/house	2 bed flat/house	3 bed house	2 bed flat/house	3 bed flat/house	2 bed flat/house	3 bed house	1 bed flat
25-34	1 bed flat/house	3 bed house	3 bed house	3 bed house	3 bed house	3 bed house	3 bed house	1 bed flat
35-44	2 bed flat/house	3 bed house	4 bed house	3 bed house	4 bed house	3 bed house	4 bed house	2 bed flat
45-59	2 bed flat/house	3 bed house	4 bed house	3 bed house	4 bed house	3 bed house	4 bed house	2 bed flat
60-84	2 bed flat/bungalow ³⁰	2 bed flat/bungalow	3 bed bungalow	2 bed flat/bungalow	3 bed bungalow	2 bed flat/bungalow	3 bed bungalow	2 bed flat
85+	Housing with care	Housing with care	Housing with care	Housing with care	Housing with care	Housing with care	Housing with care	Housing with care

Source: NLP after survey of English Housing and Housing Vision

184. In considering the balance of affordable housing tenures, the adopted policy should be used as a starting point by South Tyneside Council. Current policy reads as follows: *“The mix and tenure of affordable housing development should be negotiated between the Council and developer, having regard to the need in the District, the development site specifics and locality”*.

6.12. Discounted market housing (starter homes)

185. As we have seen, the Housing and Planning Act 2016 (HPA) includes provisions to introduce a general duty on planning authorities in England to promote the supply of ‘starter homes,’ and a specific duty to require a minimum number or proportion of ‘starter homes’ on certain residential development sites. The relevant legislative provisions are, however, not yet in force and no specific proportion or minimum has been put forward.

186. The Housing White Paper sheds further light on the government’s intentions in this area. It states that, ‘in keeping with our approach to deliver a range of affordable homes to buy, rather than a mandatory requirement for ‘starter homes’, we intend to amend the NPPF to introduce a clear policy expectation that housing sites deliver a minimum of 10% affordable home ownership units. It will be for local areas to work

with developers to agree an appropriate level of delivery of 'starter homes', alongside other affordable home ownership and rented tenures.'

187. This is a substantial watering-down of the 'starter home' requirement as envisaged when policy contained in the Housing and Planning Act 2016 was first conceived. In effect, it leaves it to local groups, including neighbourhood plans, to decide an appropriate level of affordable home ownership products, while taking note of the 10% policy expectation.
188. The decision whether to treat Discounted Market Sale Homes (DMSH) as affordable housing should be determined by whether lowering the asking price of new build homes of a size and type suitable to first time buyers by 20% would bring them within reach of people currently unable to access AMH for purchase.
189. As we have seen, allowing for a 10% deposit, reducing the value of a LQ property priced at £102,750 leaves £92,475 (minus 10%). For a 90% mortgage based on 3.5 times household income, the median income for the urban fringes of South Tyneside (£24,700) is not sufficient to purchase a property at this price point. Allowing for a further 20% discount as per the DMSH reduced the lower quartile prices to £73,980 which would require a household income of £21,137. This indicates that households with an income slightly above the median could afford DMSH. The challenge for many will be raising the necessary deposit, this will inevitably bar some from being able to access homes through this route.
190. Bearing in mind the reforms to the definition of AH expressed in the Housing White Paper, and on the basis of the evidence we have gathered (that indicates an increase in private rented dwellings as well as an increasing affordability ratio, suggesting affordable market housing may outstrip households incomes in years to come), we would recommend both discounted market sales housing form part of the AH tenure mix within the NA, with policy seeking to fulfil the 10% policy expectation for Starter Homes.
191. We note that 20% is a minimum discount and, of course, greater discounts will make the policy more effective in enabling households on modest incomes afford to buy their own home. The ultimate level of discount should be arrived at on a site-by-site basis and will be determined by viability as well as other calls on finite resources stemming from planning gain, such as other forms of AH and infrastructure requirements.
192. While the Housing White Paper does not specify size of development, it is appropriate for this to be taken into account when considering how the 10% policy expectation should be applied in practice. When the policy was conceived, it was linked to the notion of rural exception sites, land that would normally not be considered for housing to bring forward substantial numbers of affordable dwellings where there is evidence of local need.

6.13. Shared ownership

193. As we have seen, the shared ownership tenure has failed to take hold in Whitburn. Shared ownership involves the purchaser buying an initial share in a property typically of between 25% and 75% and paying rent on the share retained by the provider. Shared ownership is flexible in two respects, in the share which can be purchased and in the rental payable on the share retained by the provider. Both of these are variable.
194. The share owned by the leaseholder can be varied by 'stair-casing'. Generally, stair-casing will be upward, thereby increasing the share owned. In exceptional

circumstances (as a result of financial difficulties, and where the alternative is repossession), and at the discretion of the provider, shared owners may staircase down, thereby reducing the share they own.

195. Shared equity constitutes a form of AH, targeting those on incomes around the mean; as such, it is termed 'intermediate' and is available to both first-time buyers, people who have owned a home previously and council and housing association tenants with a good credit rating whose household income does not exceed £60,000. Given these conditions, it is surprising why it has not taken root in Whitburn on the basis of the affordability analysis discussed above, although one explanation would be the need to raise a deposit. Our recommendation would be that it should form part of the AH mix in the Parish.

6.14. Affordable rent

196. Commentators have repeatedly raised concerns about affordable rent not constituting a realistic form of AH given that in many areas this reduces rent to levels that are still beyond the means of the target group: those on incomes substantially below the mean.

197. According to home.co.uk, the average rent for a 2 bedroom property in the Whitburn is £600pcm.

198. To assess the affordability of this rental level, an income threshold of 25% is employed, so as to leave enough money in the household budget to cover other essentials and allow for some discretionary spending.

199. If a household is to spend no more than 25% of its income on housing costs, it would require roughly £2,400, or £28,800pa, to afford a rent of £600pcm. As we have seen, this is substantially above the mean income for the NA; a further reduction of 20% would reduce the monthly rent to £480pcm, for which a monthly household income of £1,920 would be required, or an annual income of £23,040.

200. Given the medium income in the urban fringe is £24,700, reflecting rent controls that require a rent of between 70-80% of the local market rent, would be a suitable tenure for the NA, enabling households with incomes substantially lower than the mean to access dwellings of a suitable type and size for their needs.

7. RQ3. What type of market housing (private rented and housing for sale) should be included in the housing mix?

7.1. For sale housing

201. The needs of the majority of the people will be served by the market. People on higher incomes will be able to access a variety of market dwellings; their choices will be driven principally by how much they can afford to spend, the extent to which old age is driving their choice of home as well as personal taste. Within the NA, this is considered as an area of high value properties and higher incomes.

202. The operation of the market is the best means of addressing the demand for different types of housing for sale. It is important planning policy does not place unnecessary burdens on the market preventing its ability to respond to demand; this is after all the principal way equilibrium is achieved in the housing market and house price growth kept in check. In this way the notion of viability is essential. It is important not to deter development in the context of clear housing need; to do so will not only frustrate the

delivery of new housing but also may deprive the community of resources for infrastructure improvements.

7.2. Private Rented Sector

203. As we have seen, the private rented sector is relatively low key in the NA, and although in percentage terms there was a significant increase in between the 2001 and 2011 censuses (268.4%). The reason for the strength of this demand is that, for those households unable to access market housing to buy, and who do not qualify for affordable housing, private rented housing is the only remaining option.

204. However the SHMA 2015 provides evidence of a growing demand for private rented accommodation in the district as whole, and by extension the NA. The reason for the strength of this demand is that, according to the SHMA 2015 there are a sizeable number of younger households moving from the borough to Newcastle into private rented accommodation, and of these almost half were considered not to have a sufficient deposit to enter the owner occupation sector. Such households unable to access market housing, and who do not qualify for affordable housing, are left with private rented housing as the only remaining option.

205. The Housing White Paper proposed a number of modifications to the definition of affordable housing for planning purposes. One of these is Affordable Private Rent Housing (APRH); this is housing made available for rent at a level which is at least 20 per cent below market rent.

206. Bringing our consideration of housing need driven by affordability (RQ's 2 & 3) together, the following key findings emerge:

- The current tenure profile of the NA means there is little choice in private rented accommodation, given that the bulk of the housing stock is in owner occupation. This suggests that those households ineligible for AH, but who cannot afford market housing may struggle to access housing suitable for their needs, meaning they may have to move out from the area, this is evident from lower quartile and medium earnings reaching the income required to afford a property,
- The AR for South Tyneside as a whole in 2014 was 4.56, suggesting that market housing, whether 'affordable' or otherwise, isn't accessible to households on average to lower incomes within Whitburn; this is particularly pertinent to the area given data from the Land Registry suggest property values in the area are high compared with South Tyneside as a whole, and the SHMA 2015 describes the it as a high value location³³.
- The AR for the Urban Fringe in 2012 was 7.2, suggesting that affordability within Whitburn is worse than across the whole of South Tyneside.
- Notwithstanding the extremely limited availability of shared ownership dwellings detected in Census 2011, this tenure is a plausible route to home ownership for those on low incomes, for example first time buyers due to low quartile (£14,300) an medium income (£24,700 not reaching the entry level requirement for a dwelling in the NA of £102.750).
- The value of entry level market properties compared to affordability ratios generates a compelling argument for discounted market sales housing and affordable private rent housing. These tenure types are particularly suitable for newly forming households.
- The evidence we have gathered could support Whitburn NA developing its own AH policy, by introducing a lower threshold (below 15 dwellings) of affordable

³³ South Tyneside Council SHMA 2013 pg 6

housing provision within the LPA , as larger sites may be more limited in terms of availability.

- Finally, of the market housing coming forward, Build to Rent should be included in the housing mix, to acknowledge the growing role this takes in providing housing to those on modest incomes.

8. RQ4: What type (terrace, semi, bungalows, flats and detached) and size (number of habitable rooms) of housing is appropriate?

207. As identified earlier in this study, PPG recommends a consideration of the existing housing provision and its suitability, having regard for demographic shifts in age and household composition as well as affordability, to address future as well as current community need. For this reason, we start with a consideration of the existing housing stock.

208. In Table 28 we present the range of dwelling types in the NA; the majority of dwellings are semi-detached and terraced properties, with detached dwellings also representing significant levels of stock. There are a very small number of flats.

Table 28 Accommodation type (households) in Whitburn, 2011

Dwelling type		Whitburn	South Tyneside	England
Whole house or bungalow	Detached	15.6%	8.0%	22.4%
	Semi-detached	53.3%	41.2%	31.2%
	Terraced	24.8%	29.9%	24.5%
Flat, maisonette or apartment	Purpose-built block of flats or tenement	5.4%	16.4%	16.4%
	Parts of a converted or shared house	0.2%	3.7%	3.8%
	In commercial building	0.6%	0.9%	1.0%

Source: Census 2011, AECOM calculations

209. Turning to size of dwellings, tables 29 and 30 show the range of dwelling sizes in Whitburn and how the overall housing stock has changed in the decade between the 2001 and 2011 Censuses. Firstly, we note that the majority of dwellings had five rooms or more in 2011.

Table 29 Accommodation type (rooms) in Whitburn, changes 2001- 2011

Number of Rooms	2001	2001	2011	2011
	Whitburn	South Tyneside	Whitburn	South Tyneside
1 Room	13	267	6	131
2 Rooms	46	1307	35	974
3 Rooms	199	6515	205	6683
4 Rooms	402	15737	421	15948
5 Rooms	699	20831	579	20188
6 Rooms	606	13423	622	13251
7 Rooms	160	4580	251	5448
8 Rooms or more	234	3437	128	2708
9 Rooms or more			129	1836

Source: Census 2011, AECOM calculations

210. Table 30 expresses Table 29 as percentages, bringing out the changes that have taken place in dwelling size between the Censuses. From this we can see there has been a sharp increase in the number of larger family homes of 7 rooms, and a significant fall in homes of 1 and 2 rooms (13 to 6, and 46 to 35 respectively), and numerically the most significant change is the fall in those houses of 5 rooms (699 to 579). Given the household and demographic projections, there is concern over the future requirements for an ageing population and the lack of smaller properties within the NA.

Table 30: Rates of change in number of rooms per household in Whitburn, 2001-2011

Number of Rooms	Whitburn	South Tyneside	England
1 Room	-53.8%	-50.9%	-5.2%
2 Rooms	-23.9%	-25.5%	24.2%
3 Rooms	3.0%	2.6%	20.4%
4 Rooms	4.7%	1.3%	3.5%
5 Rooms	-17.2%	-3.1%	-1.8%
6 Rooms	2.6%	-1.3%	2.1%
7 Rooms	56.9%	19.0%	17.9%
8 Rooms or more	9.8%	32.2%	29.8%

Source: Census 2011, AECOM calculations

211. Below we reproduce SHMA figure 5.3 as Table 31; while this relates specifically to affordable housing, it does provide an indication of housing need generally with a provision that those seeking AH are generally looking for smaller dwellings than those able to access market dwellings. This indicates that the greatest demand for housing will be for dwellings of 1 bedrooms (homes with 2-3 rooms) and provides the evidential basis for the conclusion that 'this size profile is also reflected in newly arising need, with many newly forming and existing households falling into need requiring smaller properties'³⁴ within the Urban fringe areas of South Tyneside.

³⁴ SHMA, pp 183

Table 31 – Suggested profile of Affordable Dwelling Stock

NET						
Planning Policy Area	No. Beds	General Needs			Older	Total
		1	2	3+	1+	
South Shields	73	16	-88	-12	-12	
Urban Fringe	33	16	3	5	56	
Jarrow	25	33	-15	-3	40	
Hebburn	84	-16	-11	-3	54	
TOTAL	215	48	-112	-14	138	
GROSS						
Planning Policy Area	No. Beds	General Needs			Older	Total
		1	2	3+	1+	
South Shields	90	20	0	1	111	
Urban Fringe	33	16	3	5	56	
Jarrow	25	33			58	
Hebburn	84				84	
TOTAL	232	69	3	6	310	

Source: SHMA 2013

212. The SHMA 2015 states:

213. “From the current analysis it is suggested that open market accommodation be mainly medium sized homes, with the need for some two-bed housing for older persons and newly forming households”.³⁵

214. This analysis is further supported by feedback from South Tyneside Housing team. They have stated on their advert history for properties advertised in Whitburn they have received around 183 bids since 2012. The majority of these bids for 2/3 bedroom houses (45%) or 1 bedroom bungalows 36 (39%), where demand is three to four times what it is elsewhere in across the Borough, as can be seen in table 32 below.

Table 32 – History for properties advertised in Whitburn under South Tyneside Council Ownership since 2012

	1 Bed	2 Bed	3 Bed	TOTAL	Average Bids on Property Type
House		35	37	72	26
Bungalow	80	4	0	84	21
Ground Floor Flat	4	0	0	4	15
Upper Flat / Bedsit	3	4	0	7	9
Sheltered	16	0	0	16	2
TOTAL	103	43	37	183	21

Source: Email from South Tyneside Council Dec 2017

³⁵ SHMA 2015 pg. 20

³⁶ Email from South Tyneside Council dated 12th December 2017

215. Bringing together the evidence on type and size of dwelling, the NA has seen a decline in the number of those dwelling sizes (smaller and medium sized family homes) that are forecast to be in the greatest need over the plan period.
216. Bearing in mind the Market Segments analysis earlier, this suggests the housing stock is partially misaligned with future need, given the increased size of dwellings over the reporting period.
217. Moreover, Whitburn is to a large degree representative of wider trends affecting the borough as a whole. There is a requirement for planning policy to play an active role to ensure the mix of dwelling sizes addresses the community need for smaller dwellings 1-3 rooms as well as family dwellings 5-6 rooms over the Plan period.

9. RQ5: Given recent and forecast demographic changes and affordability issues, which are the key groups in the community and which of these is in particular need?

9.1. Sheltered and extra-care housing

218. Given the significant forecast increases in people aged 75+, it is appropriate for policy to provide support for a significant quantum of sheltered³⁷ and extra care³⁸ housing as part of the delivery of new housing. Table 33 below identifies the growth in the population of over 75s between 2011 and 2031.

Table 33: Change in the population of over 75s between 2011 and 2033

Age band	2011			2033		
	Population (Whitburn)	Population (South Tyneside)	Percentage of population	Population (South Tyneside)	Population (Whitburn)	Projected 75+ population (Whitburn)
All ages	5270	148,127	3.56	154200	5,489	
75+	623	13219	4.71	20,200	13.1%	719

Source: 2014-based Sub-national population projections, MHCLG and Census 2011 (ONS) AECOM calculations

219. In arriving at an appropriate level of housing for older people of different types, we have applied the Housing Learning and Improvement Network's suggested numbers per 1,000 of the 75+ population³⁹. The table above shows an estimate of the increase in the numbers of older people aged 75+ of 96 persons (719-623). This will result, over the plan period, in a need for:

- additional conventional sheltered housing units = $60 \times 9.6\% = 6$ (rounded)
- additional leasehold sheltered housing units = $120 \times 9.6\% = 12$ (rounded)
- additional 'enhanced' sheltered units, split 50:50 between those for rent and those for sale = $20 \times 9.6\% = 2$ (rounded)
- additional extra care housing units for rent = $15 \times 9.6\% = 1$ (rounded)

³⁷ See Appendix A

³⁸ See Appendix A

³⁹ Housing LIN (2011) Strategic Housing for Older People: Planning, designing and delivering housing that older people want, available online at: http://www.housinglin.org.uk/_library/Resources/Housing/SHOP/SHOPResourcePack.pdf

- additional extra care housing units for sale = $30 \times 9.6\% = 3$ (rounded)
- additional specialist dementia care homes = $6 \times 9.6\% = 1$ (rounded)

220. Note that there is no obligation for these all to be provided within the parish itself and clearly in some cases, such as providing a single specialist dementia care dwelling, it would not be economically feasible to do so. Specialist demand needs to be balanced against long-held care in the community policies, the importance to elderly people of familiarity and access to occupational therapists to reduce risks within the home – and the likelihood of health crises such as falls, or other events leading to hospital visits. This encourages elderly people to remain at home for as long as possible although anecdotal evidence also suggests that elderly people can leave a move into specialist accommodation too late resulting in a higher dependency on nursing and residential homes, disorientation, loss of role and an acceleration of dementia (see Fig 18 on pg. 66).

221. As such, these 96 specialist dwellings need not be thought of as all needing to be provided within the neighbourhood plan housing target- rather, there will be some overlap between these dwellings and the target, depending on the number that could be provided within the parish itself.

222. This specialist dwelling need is likely therefore to be split between the NA and the rest of the district, which will enable the elderly to live either within or as close to the parish as possible, taking account of the fact that Whitburn is unlikely to be able to provide many of the specialist housing types needed within its own boundaries- although there could be the potential for these to be provided within South Tyneside itself, such as South Shields and East Boldon, taking account of their higher levels of accessibility to services and facilities, which will help in the recruitment and retention of specialist care staff and enable economies of scale (e.g. a centralised dementia care unit or enhanced sheltered development serving a widely dispersed rural population from a single location).

9.2. Retirement villages

223. Projects that involve the delivery of multiple homes satisfy the desire on the part of many older people to live in an environment with people facing similar challenges; retirement villages are often a cost-effective means of delivering sheltered and extra care housing together with the facilities and services these settlements imply. Given the relatively small number of houses identified in the overall NP housing requirement and the numbers of units that result from the LIN analysis, it is not considered would be appropriate to consider this approach to the delivery of housing for the elderly in Whitburn.

9.3. Senior Co-housing

224. Co-housing has been identified as being particularly suited to the needs of older residents. It offers a way for a group of people with similar interests and needs to come together to create an environment suited specifically to their requirements. Moreover, it can be designed to help address one of the most important issues for older people: isolation and loneliness. A number of successful case studies exist of both projects developed specifically with the needs of older people in mind, and others that encourage multi-generational housing, such as Featherstone Lodge in Forest Hill⁴⁰ and LILAC in Leeds. In the first example, the design facilitated the creation of public areas that encouraged social interaction between members of the community; moreover, a 'common house' was built in the grounds of the scheme that

⁴⁰ <http://www.featherstonecohousing.co.uk/> (visited 12/11/17)

provided a shared space in which people could come together for meeting and shared activities.

9.4. Multi-generational homes

225. Multi-generational living has been identified as a possible solution not only for older people, but for all generations where it makes financial sense to share accommodation, particularly younger people who are struggling to set up their own households. This gives rise not only to designs for new homes, but conversions to existing dwellings, introducing internal subdivisions and peripheral extensions to create internal layouts that balance the private needs of different generations with the benefits of over-lapping, shared communal spaces.⁴¹

226. The phenomenon of the aging population has an up-side; with increases in the quality of health-care, older people are able to live active lives for longer, the so-called 'third age' after retirement when people still want and are able to live fully active lives. Within a household or community where tasks and facilities are shared, they are in a good position to take on both voluntary and paid work, for example looking after grandchildren or taking care of the elderly.

9.5. Lifetime Homes

227. Many local authorities incorporate policy into their Local Plans requiring a proportion of new homes to be built according to 'lifetime homes' principles; these are ordinary homes incorporating a number of design criteria that can be universally applied to new homes at minimal cost, for example parking that makes getting in and out of the car as simple and convenient as possible and ensuring movement in hallways and through doorways should be accessible to a wide range of people, including those using mobility aids or wheelchairs, and those moving furniture or other objects.⁴²

9.6. 'Right-sizing'

228. As we have identified earlier, there is a need for a greater number of the type of dwellings that facilitate 'right-sizing' for older people. It is important to note, this does not necessarily imply moving to a smaller home. Many older people have the wealth (and the choice that comes with it) to create a home suited to having visitors and accommodating care staff, who may need to make over-night stays.

229. For this reason, it is important to recognise that different ages have different needs, thus in the provision of housing, choice is critical, catering for those with relatively modest requirements, to those who are more dependent on help. The provision of choice that responds to need is part of creating a smoothly operating local housing market in which older people are able to move out of family homes when they wish, thus freeing up these properties for others.⁴³

9.7. Planning flexibility

230. Planning policy can be mobilized to help properties to become more adaptable in the context of an increasingly elderly population. This includes allowing the conversion of conventional dwellings or groups of dwellings (for example terraced housing) into multiple homes, particularly where additional features are included to address 'lifetime homes' criteria and to encourage interaction with the wider community. This can incorporate bigger community open space as a result of joining up different gardens.⁴⁴

⁴¹ RIBA, *Silver Linings, The Active Third Age and the City*, Page 17-18

⁴² Lifetime Homes (2017), available at: <http://www.lifetimehomes.org.uk/pages/about-us.html>, accessed: 04/12/2017

⁴³ Housing LIN, *New Approaches to Housing for Older People*, June 2014, page 6

⁴⁴ Gobber, S, *A Bright Grey Future*, Urban Design Group Journal, Spring 2016, page 29

This is not dissimilar to the practice of ‘alley-gating’ where alleyways between the backs of terraced housing have been gated off, and turned into shared community spaces.

9.8. Lifetime neighbourhoods

231. Creating an environment in which older people feel both welcome and comfortable does not end at the front door. Research exists that considers life-time neighbourhoods, in which the public realm is designed to address the needs of older people, and activates the benefits they can bring in supporting local businesses and encouraging improved public realm for everyone, for example providing more greenery and more walkable, better connected places.
232. Given the expanded role of neighbourhood planning around design outlined in the Housing White Paper of 2017⁴⁵, a compelling notion is that of ‘the amplification of impact of micro-environmental features’ to describe the particular way in which we become more sensitive to the ordinary, smallest features of urban space as we age. This places a particular emphasis on care and reflection in how we design, for example paths and public seating; this, in turn, calls for the participation of older people in the process of design.
233. Design approaches exist that provide a starting point for locally informed policy development in this area, these include Manchester’s Design for Access 2 and the work of Inclusive Design for Getting Outdoors (IDGO); IDGO have identified material features that make everyday negotiation of urban space that much easier for older people; these include wide and flat tarmac footways, easy transition level changes, clear, simple and visible signage, frequent warm and supportive seating and well-maintained, safe and open toilets.⁴⁶
234. In addition, the notion of ‘pensioner play-grounds,’ ‘green-gyms,’ community gardens and various forms of guerrilla gardening (for example the Edible Todmorden project) encourage active use of public space and facilities on the part of an older demographic.

9.9. Age-friendliness

235. Since the millennium, policy at the international level has been directed towards a more holistic appreciation of what an ‘age-friendly’ urban environment looks like. It has been remarked this should extend beyond physical installations, such as public seating and access to WCs, but embrace means mobilising civic agency among older group to forestall incipient marginalisation, enabling them to continue to make a full and active contribution to community life.⁴⁷
236. In 2006 the World Health Organisation (WHO) began developing the ‘Age-Friendly Cities’ movement, now a worldwide network of over 200 member cities around the world. They have produced a guide that offers a way of analysing the city from the perspective of older people, using a framework of inter-related domains: transportation, housing, social participation, respect and social inclusion, communication and information, civic participation and employment, health and community services.
237. Considering the housing domain, the WHO study identifies a check list of attributes necessary to foster a sense of belonging and well-being among older people. In addition to affordability and designing accommodation with the needs of older people

⁴⁵ HMG, [Fixing our broken housing market](#), page 29

⁴⁶ RIBA/Age UK, [An Alternative Age-Friendly Handbook](#), page 54/55

⁴⁷ RIBA/Age UK, [An Alternative Age-Friendly Handbook](#), page 16

in mind, the adaptability of dwellings is important, for example their capacity to accommodate chair-lifts that enable older people to continue to live in two-storey homes⁴⁸.

238. The WHO also identified access to services, particularly those that become increasingly important as people get older, such as places of worship and community centres.⁴⁹ Moreover, optimising well-being has much to do with being able to maintain links with existing networks, which is best achieved by enabling people to remain in their existing communities for as long as possible. In the Australian city of Melville, for example, small clusters of senior's housing with small gardens are made available throughout the city, so that older people are not isolated from the community and particularly from children.⁵⁰

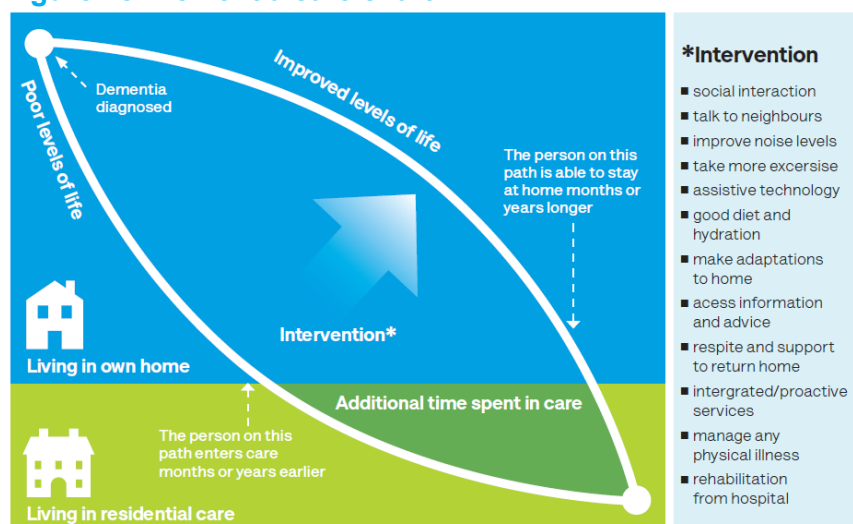
9.10. Housing for people with dementia

239. Enabling people with dementia to live in their own homes for longer is critical to their quality of life as a result of the familiarity of surroundings and the help with retaining memories this facilitates⁵¹. The challenge with this is two-fold; firstly the lack of appropriate adaptations in properties and, secondly, the support required to ensure a home is safe and suitable.

240. Selwood Housing in the South West has pioneered approaches that help overcome these, for example the installation of property exit sensors to inform a monitoring centre when tenants leave their home and then not return within a pre-determined time.

241. In figure 18 below we reproduce a chart showing the impact that early and appropriate intervention can have on the prospect of people with dementia remaining in their own home for longer.

Figure 18: Dementia care chart



Source: Dementia Services Development Centre, 2013

⁴⁸ World Health Organisation: Global age-friendly cities: a guide, page 32

⁴⁹ Ibid, page 33

⁵⁰ Ibid, page 35

⁵¹ Alzheimer's Society, Dementia-friendly housing charter, page 13

9.11. The role of the Local Authority




242. As suggested above, it is appropriate for the neighbourhood group to work closely with the LPA to develop policy and approaches to addressing the need for housing for elderly people in the area. The LPA is under an obligation through national policy to address the needs of older people,⁵² it is therefore appropriate they should play the strategic role in co-ordinating new efforts by housing providers, adult care services, primary care and health trusts, private and third sector organisations to meet the housing needs of older people across the district.


⁵² NPPF, para 50


10. Conclusions


Overview

Table 34: Summary of factors specific to Whitburn with a potential impact on neighbourhood plan housing quantity

Factor	Source(s) (detailed in Chapter 5)	Possible impact on future housing need	Rationale for judgement
Employment trends	Economic Growth and Employment Topic Paper (2016) – The North East LEP 2016, Local Plan, Census 2001/11		<p>Given the emerging local plan includes The International Advances Manufacturing Park Area Action Plan (AAP) in support of the Sunderland and South Tyneside City Deal, proposing a cross-boundary strategic employment site to create over 11,589 jobs close to the NA. Seeing as a significant proportion of the Neighbourhood Area out-commute to travel to work, alongside South Tyneside's rise in employment levels over recent years, this could potentially drive up demand for housing in Whitburn.</p> <p>As a result an assessment of two upwards arrows have been deemed appropriate.</p>
Housing transactions (Prices)	Land Registry Price Paid Data for 2006-2016, SHMA (2015), SHMA (2013).		<p>Analysis of house prices for the NA is to be treated with caution due to the relatively low levels of stock compared to South Tyneside. The average property price according to Land Registry data as at December 2017 was £211,591, which compares to the South Tyneside average of £130,417.</p> <p>Overall, the average price of all housing types has increased by 31%.</p> <p>As a result an assessment of two upwards arrows have been deemed appropriate.</p>
Housing Transactions (Volume)	Land Registry Price Paid Data for 2006-2016, Census 2001/2011 data, SHMA(2015)		<p>In the context of the NA, housing transactions were dominated by high sales of semi-detached and terraced properties. Since 2008, sales have generally increased year on year, peaking in 2016 with 95 sales</p> <p>As a result two up arrows is considered appropriate due to the increase in volume of sales since 2008 across the plan area.</p>

Migration	Census data 2001, 2011		The percentage of people born outside of the UK is very low in Whitburn (2.8%). Therefore, migration is not seen as a significant driver of increased housing demand in Whitburn. As a result an assessment of one down arrow is seen as appropriate.
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Overcrowding	Census data 2001, 2011		<p>Whitburn has seen a minor increase of 4.6% in the number of households with up to 0.5 and the main increase has been in those households with over 1 and up to 1.5 persons per room, but is still lower than the rest of England.</p> <p>Household with over 1.5 persons per room and seen a major decrease of 33.3%.</p> <p>Therefore, overall the NA does not seem to suffer from overcrowding issues</p>
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Concealment	Census data 2001, 2011		ONS data shows that there are 21 concealed families in Whitburn, or 1.3% of families; this is the same figure for South Tyneside (1.3%), however it is lower than the average for England as a whole (1.9%). This does not indicate that concealed families (and therefore unmet additional demand for housing in the area from those already living there) is a significant issue for Whitburn.
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Rate of development	South Tyneside, Land Registry Data/AECOM Calculations		The rate of development is moderate since 2011, with 122 completions, 72% of which were affordable. The rate of competition has taken place in peaks and troughs over the last 6 years, with the highest level of completion taking place in 2011/2012. An assessment of two up arrows is deemed appropriate due to this moderate level of growth, as in the context of anticipated increasing need across the HMA. As a result, overall housing need, which is a combination of past, present and future demand, is likely to be exacerbated by an unresponsive housing market.
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Table 35: Summary of local factors specific to Whitburn with a potential impact on neighbourhood plan housing characteristics

Factor	Source(s) (see Chapter 4)	Possible impact on housing needed	Conclusion
Affordable Housing (AH)	Census, SHMA studies, Housing Waiting List data	<p>At the borough level in 2013, the lower quartile affordability ratio stood at 4.52.</p> <p>There are 1,524 families claiming housing benefit as at September 2017 in South Tyneside and there are currently 69 active applications for families on the social housing waiting list in Whitburn. This number has slightly reduced from 73 active applications in 2016.</p> <p>In Whitburn there are 505 residential properties that are owned by South Tyneside Council.</p>	<p>This indicates an affordability crisis for those on lower incomes; in 2013 the lower quartile house price was £102,750 whilst the average house price in Whitburn was £179,537.</p> <p>Shared ownership is a plausible route to home ownership for those on low incomes, for example first time buyers.</p> <p>The value of entry level market properties generates a compelling argument for discounted market sales housing and for developers to provide affordable private rented housing, whereby a full deposit may not be required before you move in. These tenures are suitable for newly forming households.</p> <p>The evidence we have gathered could support WNP developing its own AH policy, by lowering the AH threshold within the NA for sites smaller at 15 units.</p>
Demand/ need for smaller dwellings	Census, Land Registry Price Paid Data	<p>One person households currently form around 32% of all households and, while they have shown a 12% growth rate in recent years, they are forecast to grow strongly in the district in the period to 2039.</p>	<p>In part, this stems from the ageing population, and is therefore likely impact the NA given the strong representation of older age groups.</p> <p>Neighbourhood plan policy could play an active role to ensure the mix of dwelling sizes addresses the community need for smaller dwellings of 1-3 rooms.</p>
Demographic Change	Census, SHMA studies	<p>Over the decade 2001 – 2011, the increases in the older generation are significant. In terms of the 85 and over age band, there was an increase of 56 persons (72.7%). There has also been a slight increase of 2.2% in the 65-84 age groups.</p>	<p>In arriving at an appropriate level of housing for older people of different types, we have applied the Housing Learning and Improvement Network's suggested numbers per 1,000 of the 75+ population. The projections show an estimate of the increase in the numbers of people aged 75+ of 96. This will result, over the Plan period, in a need for:</p> <p>7. additional conventional sheltered housing units = 6 (rounded)</p>

The NA has experienced a significant increase in the age groups 45+, with a decrease in the number of people below this age, mainly in the 25-44 age groups. The NA has a strong orientation towards family life; those age groups of 44 and below are predominant.

At a borough level, significant changes in the proportion of those aged 65 and above are projected; and this is likely to be reflected in the NA as current family households mature into those of older couples and singles as their children set up households of their own, many of whom will do so outside the area.

Within Whitburn there is a projected increase of 13.1% of those ages 75+ between 2011 and 2033.

8. additional leasehold sheltered housing units = 12 (rounded)
9. additional 'enhanced' sheltered units, split 50:50 between those for rent and those for sale = 2 (rounded)
10. additional extra care housing units for rent = 1 (rounded)
11. additional extra care housing units for sale = 3 (rounded)
12. additional specialist dementia care homes = 1 (rounded)

Note that there is no obligation for these all to be provided within the NA itself and specialist dwelling need is likely therefore to be split between the NA and the rest of the district, taking account of the fact that Whitburn is unlikely to be able to provide many of the specialist housing types needed within its own boundaries although there could be the potential for these to be provided within South Tyneside itself, taking account of its higher levels of accessibility to services and facilities.

Consideration should be given to policies that seek to create a more balanced demographic over time, for example understanding the housing needs for newly forming households and supporting these types and sizes of dwellings in the housing mix.

Family-sized housing

23% families with children form the largest household type in the NA.

Small to medium sized family homes have increased over the last decade in the NA, therefore this suggests that there is a strong future demand for this size of home.

Neighbourhood plan policy could play an active role to ensure the mix of dwelling sizes includes family sized dwellings of 5-6 rooms over the Plan period.

11. Recommendations for next steps

243. This neighbourhood plan housing needs advice has aimed to provide Whitburn NPG with evidence on housing trends from a range of sources. We recommend that the NPG should, as a next step, discuss the contents and conclusions with South Tyneside Council with a view to agreeing and formulating draft housing policies, taking the following into account during the process:

5. the contents of this report, including but not limited to Tables 24 and 25;
6. Neighbourhood Planning Basic Condition E, which is the need for the neighbourhood plan to be in general conformity with the strategic policies in the adopted development plan (here, the South Tyneside Core Strategy);
7. the views of South Tyneside Borough Council– in particular in relation to the housing need figure that should be adopted;
8. the views of local residents;
9. the views of other relevant local stakeholders, including housing developers; and
10. the numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by South Tyneside Borough Council, including but not limited to the SHLAA; and
11. the recommendations and findings of this study.

244. As noted previously, recent changes to the planning system, including forthcoming changes to the National Planning Policy Framework as well as the implementation of the Housing and Planning Act 2016, will continue to affect housing policies at a local authority and, by extension, a neighbourhood level.

245. This advice note has been provided in good faith by AECOM consultants on the basis of housing data current at the time of writing (alongside other relevant and available information).

246. Bearing this in mind, we recommend that the steering group should monitor carefully strategies and documents with an impact on housing policy produced by the District Council or any other relevant body and review the neighbourhood plan accordingly to ensure that general conformity is maintained.

247. Most obviously, this includes monitoring the status of the emerging Local Plan.

248. At the same time, monitoring ongoing demographic or other trends in the factors summarised in Tables 24 and 25 would be particularly valuable.

Appendix A : Definitions of Specialist Housing

A.1 Sheltered Housing

Sheltered housing (also known as retirement housing) means having your own flat or bungalow in a block, or on a small estate, where all the other residents are older people (usually over 55). With a few exceptions, all developments (or 'schemes') provide independent, self-contained homes with their own front doors. There are many different types of scheme, both to rent and to buy. They usually contain between 15 and 40 properties, and range in size from studio flats (or 'bedsits') through to 2 and 3 bed roomed. Properties in most schemes are designed to make life a little easier for older people - with features like raised electric sockets, lowered worktops, walk-in showers, and so on. Some will usually be designed to accommodate wheelchair users. And they are usually linked to an emergency alarm service (sometimes called 'community alarm service') to call help if needed. Many schemes also have their own 'manager' or 'warden', either living on-site or nearby, whose job is to manage the scheme and help arrange any services residents need. Managed schemes will also usually have some shared or communal facilities such as a lounge for residents to meet, a laundry, a guest flat and a garden. Available at: <http://www.housingcare.org/jargon-sheltered-housing.aspx> (accessed 11/11/17)

A.2 Extra Care Housing

New forms of sheltered housing and retirement housing have been pioneered in recent years, to cater for older people who are becoming more frail and less able to do everything for themselves. Extra Care Housing is housing designed with the needs of frailer older people in mind and with varying levels of care and support available on site. People who live in Extra Care Housing have their own self-contained homes, their own front doors and a legal right to occupy the property. Extra Care Housing is also known as very or enhanced sheltered housing, assisted living, or simply as 'housing with care'. It comes in many built forms, including blocks of flats, bungalow estates and retirement villages. It is a popular choice among older people because it can sometimes provide an alternative to a care home. In addition to the communal facilities often found in sheltered housing (residents' lounge, guest suite, laundry), Extra Care often includes a restaurant or dining room, health & fitness facilities, hobby rooms and even computer rooms. Domestic support and personal care are available, usually provided by on-site staff. Properties can be rented, owned or part owned/part rented. There is a limited (though increasing) amount of Extra Care Housing in most areas and most providers set eligibility criteria which prospective residents have to meet. Available at: <http://www.housingcare.org/jargon-extra-care-housing.aspx> (accessed 11/11/17)

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