



East Boldon Housing Needs Assessment (HNA)

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List of acronyms used in the text:

AH	Affordable Housing (NPPF definition)
AMH	Affordable Market Housing
DPA	Dwellings per Annum
EBNF	East Boldon Neighbourhood Forum
HNA	Housing Needs Assessment
HNF	Housing Needs Figure
HPA	Housing and Planning Act 2016
HRP	Household Reference Person
IT	Income Threshold
LPA	Local Planning Authority
MHCLG	Ministry for Housing, Communities and Local Government (formerly DCLG)
NDP	Neighbourhood Development Plan
NP	Neighbourhood Plan
NPA	Neighbourhood Area
NPPF	National Planning Policy Framework
ONS	Office for National Statistics
PCM	Per Calendar Month
PPG	Planning Practice Guidance
PRS	Private Rented Sector
PT	Purchase Threshold
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
STC	South Tyneside Council
STLDF	South Tyneside Local Development Framework

1. Executive Summary

1.1 Introduction

East Boldon Neighbourhood Forum (EBNF) in South Tyneside commissioned from Locality a Housing Needs Assessment (HNA) to inform the housing policies of its emerging Neighbourhood Plan. In consultation with the neighbourhood planning group, we developed four research questions (RQs) for the HNA to answer. The RQs serve to direct our research into the key neighbourhood-level issues and provide the structure for the study.

1.2 Research Questions

1.2.1 Quantity

South Tyneside is currently in the process of updating their Local Plan. EBNF wish for their Neighbourhood plan to have the same timescale as the emerging Local Plan. Though South Tyneside is currently waiting for updated guidance before they produce new Housing Needs Figures, EBNF is expressing concern in the meantime over the quantity of housing built in the Neighbourhood Area and as such, some interim clarity is needed.

RQ1: What quantity of Housing in the Neighbourhood Area is appropriate over the Plan period 2019 - 2031?

1.2.2 Tenure and Affordable Housing

EBNF is very supportive of more affordable housing, in response to residents' concerns. There is a very small amount of social housing in the Neighbourhood Area, including one sheltered housing scheme. However, overall, EBNF note that there is a need for all types of housing, with a high priority accorded to meeting the needs of young families and elderly people.

RQ2: What Affordable Housing (social housing, affordable rented, shared ownership, intermediate rented) and market tenures should be included in the housing mix?

1.2.3 Type and size

EBNF claims that the greatest concern of the community is that developers seek opportunities for large executive homes in the area, especially as the area has a high value. However, this does not meet the anecdotal local need for smaller and more affordable homes. Results from neighbourhood consultation indicate that suitable and affordable homes for young families, older people and those who wish to move into the Neighbourhood Area are needed.

RQ3: What type (terrace, semi, bungalows, flats and detached) and size (number of habitable rooms) of housing is best suited to meet local needs?

1.2.4 Housing for specialist groups

EBNF has expressed concern over the lack of housing for elderly people. Whilst there are smaller homes available, these are often too expensive for elderly people and therefore are unsuitable. Moreover, EBNF note that there are no care homes and only two residential homes in East Boldon.

RQ4: What provision should be made for specialist housing for elderly people within the Neighbourhood Area?

1.3 Findings of RQ1: Quantity

The standard method minimum dwelling provision figure for South Tyneside is 353 dpa.

To calculate East Boldon's share of that target it is necessary to look at the proportion of South Tyneside's population that currently resides in East Boldon and apply that percentage to the District's LHN. At the time of the last Census, there were approximately 5,117 people in the Neighbourhood Area, or 3.45% of the 148,127 people in South Tyneside.

Therefore, applying this percentage to South Tyneside's LHN gives a HNF for the Neighbourhood Area of 12 dwellings (rounded) per annum, or 146 dwellings over the entirety of the Neighbourhood plan period, 2019-2031.

As the latest planning strategy does not contain any policies specific to the Neighbourhood Area housing need, and given the age of the current STLDF which was adopted in 2007, it will not be necessary to alter the indicative housing

need figure of 12 dwellings (rounded) per annum, or 146 dwellings over the entirety of the Neighbourhood plan period, 2019-2031. This is due to the lack of a recent site allocations document and a lack of data on past dwelling completions and commitments since 2018, in addition to the lack of any policies specific to the Neighbourhood Area housing need in the STLDF, which in itself is due to be replaced by a new Local plan due for submission in 2019.

1.4 Findings of RQ2: Tenure and affordable housing

Home ownership remains the most common tenure type in the Neighbourhood Area, but this sector is experiencing stagnant growth. Meanwhile, private rented homes have increased their share significantly between 2001 and 2011, which suggests a rising demand for this housing tenure. Moreover, shared ownership properties also increased during this period and it may be worth placing a stronger emphasis on delivering homes for private rent and shared ownership.

Shared Ownership (25%), Market rent – entry level, affordable rent and social rent offer a route to home ownership for those households earning below the MSOA average income.

Affordable Housing Tenures should offer access to housing for those households in receipt of income above around £12,713.

Households earning the MSOA average income are able to afford most Affordable Housing tenures. The exception is 75% shared ownership homes and entry-level market sale homes.

The SHMA highlights shared ownership as an alternative affordable housing tenure and therefore, in addition to the genuinely affordable social and affordable social rent, a greater emphasis should be placed on delivering shared ownership properties.

1.5 Findings of RQ3: Type and size

Homes in East Boldon are mostly medium-sized, and this reflects the housing distribution of the district. Recent trends suggest that medium-sized homes continue to be popular in the Neighbourhood Area, as there has been a significant increase in the amount of these homes delivered over the intercensal period. Meanwhile larger properties are also increasing in demand and the above data suggest there is a growing demand for both medium and large sized properties in the Neighbourhood Area.

In East Boldon there is a slightly lower proportion of one person households in compared with the district, and of these a substantial proportion are aged 65 and over.

Whilst an analysis of property types and sizes in the intercensal period suggest that there is a growing demand for small and large properties in the Neighbourhood Area (3 rooms and 7 rooms or more), it is evident from the life stage modelling that demand for more medium-sized homes may be apparent. Given the current stock, to avoid any misalignment, the final recommended housing split for new dwelling provision is as follows:

1 bedroom	26%
2 bedrooms	42%
3 bedrooms	32%
4+ bedroom	0%

1.6 Findings of RQ4: Specialist housing

East Boldon has an estimated 141 specialist dwelling bed spaces for the elderly.

Of East Boldon's projected 2031 population, over 15% are estimated to be aged 75 and over, which equates to 816 people – an increase of 254 since the last Census.

The current provision of specialist accommodation, while high, is not sufficient to meet the needs of the projected elderly population, so East Boldon should plan to deliver an additional 64 bed spaces over the Plan period.

These should be split into the following tenures to reflect national trends and imbalances in the current stock:

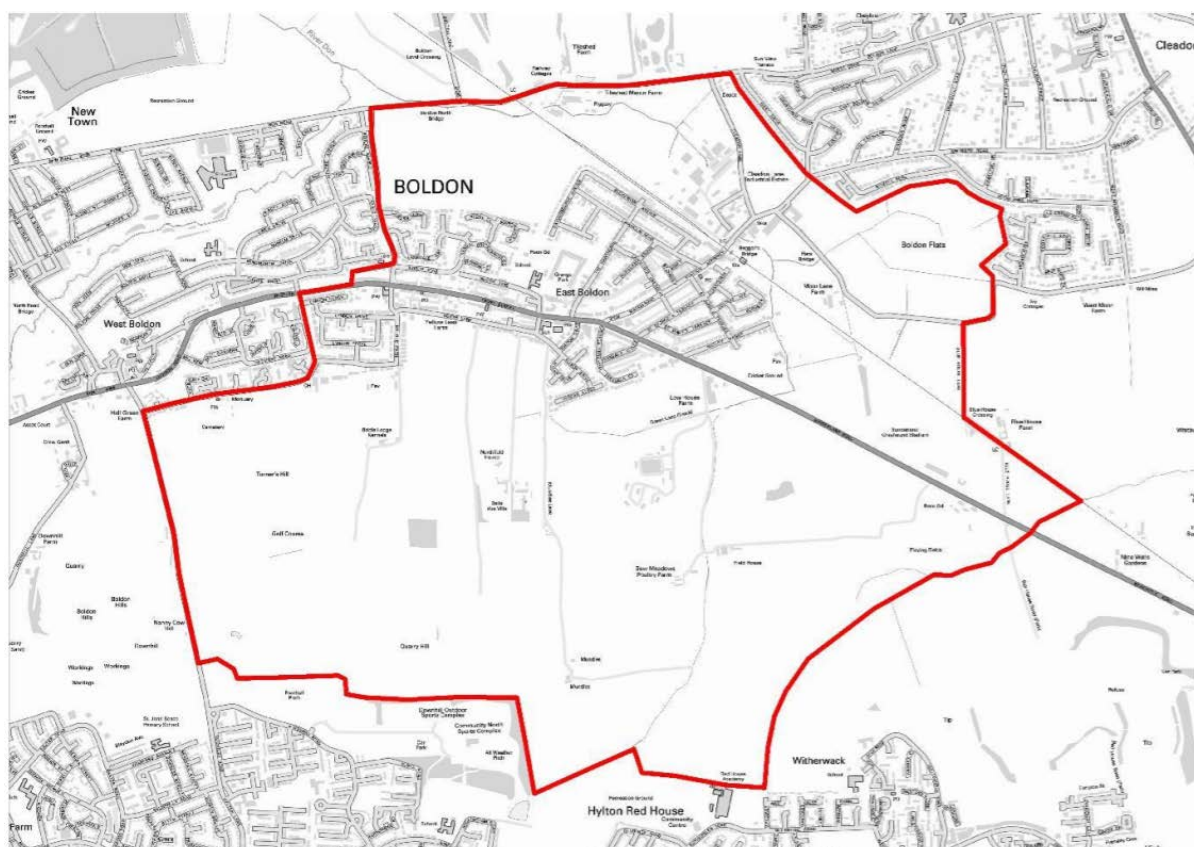
	Affordable	Market
Adaptations, sheltered, or retirement living	15	31
Housing with care	8	10

2. Context

2.1 Local context

1. East Boldon is a village located in the South Tyneside Metropolitan borough, which is situated in Tyne and Wear, within the North East of England.
2. East Boldon forms part of the suburban fringe of South Tyneside and is surrounded by the South Tyneside Green Belt, which forms part of the wider Tyne and Wear Green Belt.
3. The village is located within close proximity to two major roads: the A19, which provides direct access to York, Teesside, and Sunderland; and the A184, which provides direct access to Gateshead, Sunderland and Newcastle.
4. East Boldon Metro Station provides residents with regular access to Newcastle and Gateshead, North Tyneside and Sunderland.
5. East Boldon was designated as a Neighbourhood Area (NA) in 2018, and a steering group has since begun working towards developing a Neighbourhood Plan (NP). The East Boldon NA covers the village of East Boldon and is derived largely from splitting the Cleadon and East Boldon ward boundary. The NA falls almost exclusively within the boundary of the Ward, while also extending to Broker Lane. A map showing the East Boldon NA appears below as Figure 2-1.

Figure 2-1: East Boldon Neighbourhood Area



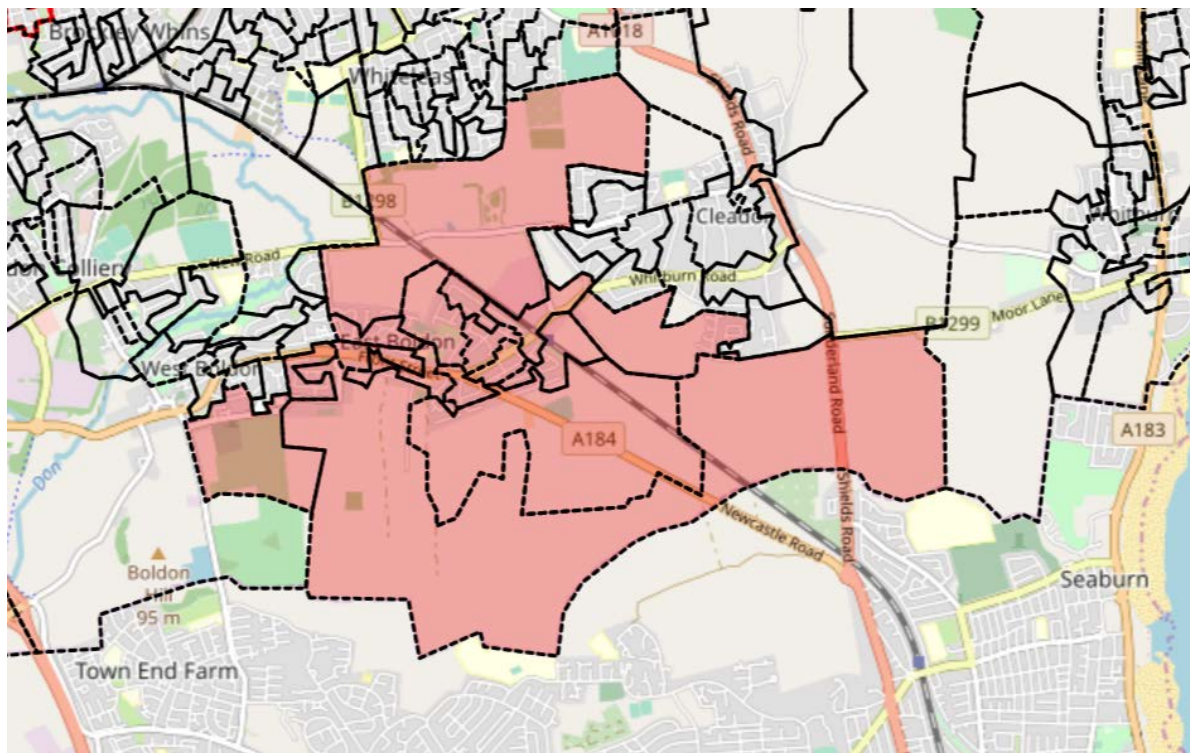
Source: South Tyneside Council

2.2 Census geography areas

6. The NA boundary does not match with any statistical or administrative geographical unit. For the purpose of this exercise, and in order to retrieve Census data corresponding to the Neighbourhood Area boundary, we have therefore selected and aggregated a number of Output Areas (OAs) (these are the smallest statistical unit available from the census) that are entirely or almost entirely contained within the Neighbourhood Area boundary and excluded those OAs that were only partially contained within the boundary.

7. OAs are designed to be relatively homogeneous in terms of population. The output areas which were excluded from the Neighbourhood Area are all relatively large and are indicative of a population scattered over a large area. They can, therefore, be safely excluded while still allowing for a reasonably accurate estimate of the population living within the Neighbourhood Area boundary. Figure 2-2 shows the OAs that was selected to represent the East Boldon NA.

Figure 2-2: The output areas selected for the East Boldon Neighbourhood Area



Source: ONS 2011

2.3 Planning policy context

8. In line with the basic conditions of Neighbourhood Planning (NP), Neighbourhood Development Plans (NDPs) are required to be in general conformity with the strategic policies in the adopted Local Plan. Consequently, there is a requirement for the relevant Local Plan to be reviewed as part of this Housing Needs Assessment (HNA).
9. The South Tyneside Local Development Framework (STLDF) is the adopted Local Plan for the Borough. Adopted in 2007, the LDF sets out the development strategies, policies and proposals for the area over 10-15 years. South Tyneside Council is currently in the process of preparing a new Local Plan. Upon adoption, the revised Local Plan will provide more up-to-date planning policies for the Borough. However, given that the new Local Plan is not due to be submitted until late 2019, the existing local plan is the document with which the NP must conform.
10. Having said this, the adopted plan is considered 'out of date' for the purposes of national planning policy as it was adopted before the National Planning Policy Framework (NPPF) came into force in 2012. This means that if there are cases where adopted policy conflicts with the NPPF, it is the NPPF that takes precedence.
11. The LDF is made up of the Core Strategy, Development Management Policies, Area Action Plans and Site Specific Allocations. The Area Action Plans for South Shields Town Centre and Waterfront Area, Central Jarrow Area and Hebburn Town Centre do not cover the East Boldon NA, therefore for the purpose of this assessment only the Core Strategy, the Development Management Policies document, and the Site Specific Allocations document are considered relevant.

Adopted South Tyneside Core Strategy

12. According to **Policy SC3: Sustainable Housing Provision**, development should enhance the surrounding residential environment to meet local housing market needs. This policy allocates 1,200 additional dwellings from 2011 to 2016 (approximately 240 per annum) and 1,650 additional dwellings from 2016 to 2021 (approximately 330 per annum). This equates to a total of 2,850 homes to be delivered in total between 2011 and 2021.

13. **Policy SC4: Housing Needs, Mix and Affordability** seeks for a range and choice of good quality and affordable homes to be provided for the whole community. East Boldon is an Urban Fringe Village, and therefore housing should primarily focus on 2-bed starter and 3 and 4-bed family/executive homes, semi-detached and terraced houses and bungalows for owner occupation. Additionally, on sites of 5 dwellings or more within Urban Fringe Villages, a minimum of 25% of all new dwellings must be genuinely affordable and housing should meet the requirements of special need groups where there is a proven need and demand.

Adopted South Tyneside Site Specific Allocations

14. **Policy SA9: Living in South Tyneside – New Housing Opportunities** proposes approximately 2,581 net additional dwellings from 2004 to 2016, approximately 1,152 net additional dwellings from 2016 to 2021, and approximately 102 net additional dwellings from 2021 to 2031, within priority sites in the Borough.

3. Approach

3.1 Research Questions

15. Below we set out the research questions relevant to this study, as discussed and agreed with East Boldon Neighbourhood Forum. Research Questions, abbreviated to 'RQ', are arrived at the start of the project through discussion with the Forum. They serve to direct our research and provide the structure for the Housing Needs Assessment, enabling it to inform an appropriate policy response in the East Boldon Neighbourhood Plan.

Quantity

South Tyneside is currently in the process of updating their Local Plan. EBNF wish for their Neighbourhood plan to have the same timescale as the emerging Local Plan. Though South Tyneside is currently waiting for updated guidance before they produce new Housing Needs Figures, EBNF is expressing concern in the meantime over the quantity of housing built in the Neighbourhood Area and as such, some interim clarity is needed.

RQ1: What quantity of Housing in the Neighbourhood Area is appropriate over the Plan period 2019 - 2031?

Tenure and Affordable Housing

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Type and size

17. EBNF claims that the greatest concern of the community is that developers seek opportunities for large executive homes in the area, especially as the area has a high value. However, this does not meet the anecdotal local need for smaller and more affordable homes. Results from neighbourhood consultation indicate that suitable and affordable homes for young families, older people and those who wish to move into the Neighbourhood Area are needed.

RQ3: What type (terrace, semi, bungalows, flats and detached) and size (number of habitable rooms) of housing is best suited to meet local needs?

Housing for specialist groups

18. EBNF has expressed concern over the lack of housing for elderly people. Whilst there are smaller homes available, these are often too expensive for elderly people and therefore are unsuitable. Moreover, EBNF note that there are no care homes and only two residential homes in East Boldon.

RQ4. What provision should be made for specialist housing for elderly people within the Neighbourhood Area?

3.2 Relevant Data

3.2.1 Local Authority evidence base

19. The PPG states that those bringing forward Neighbourhood Plans can refer to existing needs assessments prepared by the local planning authority as a starting point. As East Boldon is within South Tyneside District, we approached STC to understand the evidence base they have assembled to support the housing policies that appear in their Local Plan.
20. The South Tyneside Local Development Framework (STLDF) is the current Local Plan for the Borough. From its adoption in 2007, the LDF sets out the development strategies, policies and proposals for the area up to 2021.
21. In addition, this provides a strong starting point for policy development that aims to build on and add local specificity to South Tyneside policy 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 may reveal contrasts with the District-level data.

3.2.2 Other relevant data

22. In addition to the Local Planning Authority (LPA) evidence base, we have gathered data from a range of other sources to ensure our study is robust for the purposes of developing policy at the neighbourhood plan level. This includes Census data providing insights into demographic shifts and Land Registry house price data.

4. RQ1: Quantity

RQ1: What quantity of Housing in the Neighbourhood Area is appropriate over the Plan period 2019 - 2031?

23. The NPPF (paragraph 65) states that strategic policy-making authorities “should establish a housing requirement figure for their whole area which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period. Within this overall requirement, strategic policies should also set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations”.
24. NPPF paragraph 66 states that “Where it is not possible to provide a requirement figure for a neighbourhood area¹ the local planning authority should provide an indicative figure, if requested to do so by the neighbourhood planning body”. This ‘indicative’ figure should (amongst other things) “take into account factors such as the latest evidence of local housing need, the population of the neighbourhood area and the most recently available planning strategy of the planning authority.”²
25. Given that no indicative housing requirement figure has been provided to East Boldon, as noted above, there is a need to calculate an objectively assessed Housing Need Figure (HNF) for the Neighbourhood Area. This can then be used as the starting point for further work to establish a policy-on Housing Requirement Figure.
26. The Planning Practice Guidance³ states “Housing need is an unconstrained assessment of the number of homes needed in an area. Assessing housing need is the first step in the process of deciding how many homes need to be planned for. It should be undertaken separately from assessing land availability, establishing a housing requirement figure and preparing policies to address this, such as site allocations”.
27. A housing need figure is a policy-off figure. This means that, while it takes account of the factors set out paragraph 66 of the NPPF and dwelling completions over the course of the Plan period, it is an expression of total housing demand unconstrained by the limits of the land available to build on. It is also unconstrained by the impact of policies that either facilitate or obstruct development. A policy-off figure can then be reviewed in light of further evidence including environmental constraints, land availability, and relevant Local and Neighbourhood plan objectives and policies, to arrive at a policy-on Neighbourhood Planning housing requirement figure.
28. We have estimated the number of new dwellings that should be sought in the Neighbourhood Area over the Plan period (the Housing Need Figure or HNF) using a four-step approach in accordance with the 2019 National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG). This is set out in the box below:

Step 1: “the population of the neighbourhood area”

The HNF for the Neighbourhood Area should take as its starting point the housing target for the LPA in which it sits. The baseline for our calculation for NA is therefore a share of the current LPA Local Housing Need Assessment (LHNA) figure that reflects the share of the LPA population living in NA.

NPPF requires Local Authorities, and anyone calculating LHN in their place, to use the standard method.⁴ This calculation takes the most recent MHCLG-approved household population projection for the District, applies to it an uplift based on the most recent ONS affordability ratio for that area, and then applies a cap to that number if certain conditions are met.

Step 2: “most recently available planning strategy of the planning authority”

We then follow the guidance presented in the NPPF which states that the initial HNF for neighbourhood plans should reflect “the overall strategy for the pattern and scale of development and any relevant allocations,”⁵ and “the most recently available planning strategy of the local planning authority.”⁶

This means introducing Local Authority spatial policy, housing targets, and assessments of housing need at different scales to arrive at a more locally appropriate proportion of the LPA housing target that should be provided in NA. This will often result in a slightly different figure to that produced in Step 1.

¹ For example, because a neighbourhood area is designated at a late stage in the strategic policy-making process, or after strategic policies have been adopted; or in instances where strategic policies for housing are out of date.

² NPPF, paragraph 66, page 18

³ Paragraph: 001 Reference ID: 2a-001-20190220

⁴ <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

⁵ NPPF, paragraph 65, page 18

⁶ Ibid

Step 3: commitments and completions

Next, any dwellings that have already been completed over the Plan period to the present date, together with any extant commitments on sites in the Neighbourhood Area, should be deducted from the total in order to provide a HNF for the remainder of the Plan period and an annual HNF that reflects past under- or over-delivery.

Provided the data needed is available to us, we will also deduct a windfall allowance⁷ given that dwellings that come forward in this way constitute a valid route to housing delivery, and may be taken into account in the way the Neighbourhood Area proposes to fulfil its housing target so long as there has been a consistent record of such delivery in recent years.⁸

Step 4: the Local Authority

The NPPF makes it clear that the Local Authority should provide housing numbers to designated neighbourhood planning areas within their district where requested to do so. To this extent, AECOM is performing a similar role to that required of the Local Authority in providing a HNF to the Neighbourhood Area. With this in mind, it is important the group share the HNF and underlying methodology once they have received the final version of this document with the LPA to seek confirmation it is aligned with their current planning strategy, in particular those circumstances which may justify an uplift to the HNF set out in PPG.⁹

29. Employing this methodology, the Housing Needs Figure for the Neighbourhood Area may be calculated as follows:

4.1 Standard method (Step 1)

30. Firstly, we calculate the Local Housing Need (LHN) for the LPA using the standard method outlined in Planning Policy Guidance, before taking the population of the Neighbourhood Area and calculating the proportion of the total population of the District that it represents. This percentage will then be used to determine the share of the LPA target that should be apportioned to the Neighbourhood Area.
31. South Tyneside's LHN figure, using the standard method, is calculated as follows¹⁰:
32. Step one is to set the baseline, by calculating the projected average annual household growth in the District over a 10-year period, beginning with the current year, using the most recent ONS household projections:
- South Tyneside's 2014-based household projection for 2019, the current year, is 69,768. Its projection for 2029, the end of the 10-year period, is 72,918. This represents a total growth of 3,150 households which, divided by the number of years in the period (10), gives an annual average growth rate of 315 households.
33. Step two is to adjust this annual average using the most recent ONS median workplace-based affordability ratios¹¹ which provide the ratio of house prices to earnings for various geographies. For each 1% increase in the ratio above 4, projected household growth should be increased by a quarter of a percent:
- South Tyneside's 2018 affordability ratio is 5.78. Using the formula outlined in the PPG to calculate the adjustment factor (1.111) creates a minimum annual local housing figure of 353 dwellings (rounded).
34. Step three is to apply a cap which limits the increases an individual local authority can face. How this is calculated depends on the current status of relevant strategic policies for housing. There are two options depending on if the policies were adopted within the last 5 years or are older:
- Where the relevant strategic policies were adopted within the last 5 years (at the point of making the calculation), the local housing need figure is capped at 40% above the average annual housing requirement figure set out in the existing policies. This also applies where the relevant strategic policies have been reviewed by the authority within the 5 year period and found not to require updating.

⁷ Windfall sites are sites which are not included as allocations as part of the housing land supply, but which subsequently become available for housing development. They are sites that were not formally included in the development plan. Whilst windfalls are therefore not planned, they are an expected type of development and, as such, contribute towards housing provision.

⁸ Planning Practice Guidance Paragraph: 097 Reference ID: 41-097-20180913 Revision date: 13 09 2018

⁹ Paragraph: 010 Reference ID: 2a-010-20190220

¹⁰ Paragraph: 004 Reference ID: 2a-004-20190220 Revision date: 20 02 2019

¹¹ <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian>

- Where the relevant strategic policies for housing were adopted more than 5 years ago (at the point of making the calculation), the local housing need figure is capped at 40% above whichever is the higher of:
 - a) the projected household growth for the area over the 10 year period identified in step 1; or
 - b) the average annual housing requirement figure set out in the most recently adopted strategic policies (if a figure exists).
35. The existing relevant strategic policies are those in the South Tyneside Local Development Framework (STLDF), adopted in 2007. As this was adopted more than 5 years ago, the second scenario above is applied. In line with the second scenario, it is necessary to use the projected household growth for the area over the 10 year period identified in step 1, which is 315 dpa (dwellings per annum), as this is higher than the average annual housing requirement figure set out in the most recently adopted strategic policy (STLDF), which is 285 dpa (average).
36. The PPG states that the local housing need figure is capped at 40% above the highest figure (the projected household growth for the area over the 10 year period identified in Step 1 or the average annual housing requirement figure set out in the most recently adopted strategic policies). Using the higher projected household growth for the area over the 10 year period identified in Step 1, i.e. 315 dpa, it is necessary to apply a 40% cap to this figure:
- Cap = 315 + (40% x 315) = 315 + 126 = 441
37. The capped figure is greater than the minimum annual local housing need figure and therefore does not limit the increase to the local authority's minimum annual housing need figure. The minimum dwelling provision figure for this local authority is therefore **353 dpa**.
38. Having derived South Tyneside's LHN, we can now calculate East Boldon's share of that target by looking at the proportion of South Tyneside's population that currently resides in East Boldon and applying that percentage to the District's LHN. At the time of the last Census, there were approximately 5,117 people in the Neighbourhood Area, or 3.45% of the 148,127 people in South Tyneside. Therefore, applying this percentage to South Tyneside's LHN **gives a HNF for the Neighbourhood Area of 12 dwellings (rounded) per annum, or 146 dwellings over the entirety of the Neighbourhood plan period, 2019-2031.**

4.2 Latest LPA planning strategy (Step 2)

39. However, as stated in NPPF guidance, it is important to acknowledge the relevant policies in the most recently available development plan document for the District, which reflect the overall strategy for the pattern and scale of development and any relevant allocations. This requires producing a HNF for the Neighbourhood Area that takes into account the Local Authority's spatial strategy, and therefore may differ slightly from the initial HNF calculated above.
40. In South Tyneside, the relevant document is the South Tyneside Local Development Framework (STLDF). The overall strategy for the pattern and scale of development is outlined in Policy SC3: Sustainable Housing Provision.
41. In Policy SC3, East Boldon is designated as an Urban Fringe village. As shown below in Table 4-1, 2,300 dwellings are expected to be delivered in the South Shields and Urban Fringe area. However, there are no defined boundaries for the South Shields and Urban Fringe area, or the individual settlements in the STLDF, and therefore it is not possible to acknowledge Policy SC3 in our calculations. It is necessary instead to calculate East Boldon's fair share of the District Housing Need Figure.

Table 4-1 SC3 Settlement Hierarchy

Period	Jarrow / Hebburn	South Shields / Urban Fringe	Total
2004 - 2011	[No need to allocate any further housing land to meet Regional Spatial Strategy allocation]		
2011 - 2016	200 (40dpa)	1,000 (200dpa)	1,200 (240dpa)
2016 - 2021	350 (70dpa)	1,300 (260dpa)	1,650 (330dpa)
Total	550	2,300	2,850

Source: South Tyneside Local Development Framework

42. The average annual housing requirement figure set out in the STLDF for the District is 285 dpa (average) over the period between 2011 – 2021 (the period between 2004 and 2011 does not have a HNF as there was no need to allocate any further housing land to meet the now rescinded Regional Spatial Strategy allocation, to which the Local Plan HNF adheres).
43. The proportional share of this figure may be calculated for the Neighbourhood Area based on the proportion of homes in the LPA. At the time of the last Census there were approximately 2,277 dwellings in the Neighbourhood Area, or

3.27% of all homes in the District. Therefore, on this basis 93 homes (3.27% of 2,850 homes) should be allocated as the 'fair share' of the District's target.

44. Nevertheless, as the latest planning strategy does not contain any policies specific to the Neighbourhood Area housing need, and given the age of the current STLDF, which was adopted in 2007 and is due to be replaced by the new Local Plan, it will not be necessary to alter the indicative housing need figure of **12 dwellings (rounded) per annum, or 146 dwellings over the entirety of the Neighbourhood plan period, 2019-2031.**

4.3 Past dwelling completions and commitments (Step 3)

45. The next step is to subtract any net completions of new dwellings that have occurred since the beginning of the Plan period of 2019 - 2031, as well as commitments. As this neighbourhood plan period begins in 2019, it can be assumed that there have not yet been any completions at the time of writing. Latest figures from STDC only show completion data up to 2016/17 (shown below in Table 4-2). Therefore no deduction will be made at this stage.

Table 4-2 : Housing completions in the East Boldon Neighbourhood Area 2011 - 2017

Year	Completions (Gross)	Demolitions or losses	Completions (Net)
2011/12		1	-1
2012/13		1	-1
2013/14		2	-2
2014/15			
2015/16	5	1	+4
2016/17	1		+1
Totals	6	5	+1

Source: South Tyneside District Council

46. Therefore, the residual HNF remains as **146 dwellings for the remainder of the Plan period to 2031, equating to 12 dpa (rounded).**

4.4 Final Housing Need Figure

47. Based on the evidence presented above, the HNA recommends an **overall HNF of 146 dwellings, which equates to 12 dwellings per year between 2019 and 2031.**
48. The housing figure for South Tyneside is derived from the Government's Standard Methodology and is likely to change annually as the Government publish new affordability data each year and new household projections approximately every two years. This could impact on the number of homes required in South Tyneside and any indicative housing requirement figure provided by STDC for neighbourhood areas.
49. Additionally, where Local Authorities are still developing new policies which could affect the strategy for the neighbourhood area, there is a consequent need for the neighbourhood group to continue to engage with the LPA to agree and/or update the need figure for the Neighbourhood Plan.

5. RQ 2 Tenure and affordability

What Affordable Housing (social housing, affordable rented, shared ownership, intermediate rented) and market tenures should be included in the housing mix?

50. Tenure refers to the legal arrangements in place that enable a household to live in their home; it determines householder rights and influences the level of payments to be made in return for these rights. Broadly speaking, tenure falls into two categories, Affordable Housing and Market Housing, depending on whether the household benefits from a subsidy of some sort to enable them to live in their home.
51. We will address this issue by examining the tenure of dwellings in the current stock and recent supply, and make an assessment, based on a reasonable interpretation of the evidence we have been able to gather, whether continuation of these trends would meet future needs; or, alternatively, whether there exist misalignments between the supply of different tenures of housing and local need. Such misalignments can justify policies that guide new development to prioritise certain tenures, so as to bring supply and demand into better alignment¹².

5.1 Definitional issues

52. It is necessary at this stage of the study to make clear the distinction between Affordable Housing as planning terminology and the 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 current National Planning Policy Framework (NPPF): Social Rent, Affordable Rent, Affordable Private Rent (brought forward by Build to Rent schemes) and forms of AH designed to offer affordable routes to home ownership.¹³ To distinguish this from the colloquial definition, we refer to the latter as Affordable Market Housing (AMH).
53. The definition of Affordable Housing set out in the 2019 NPPF make clear the government's commitment to home ownership but recognise the important role of Social, Affordable and Private Rent tenures for those not currently seeking home ownership.
54. It is important to note, however, that the 2012 version of the NPPF refers to the 'national rent regime' not 'Government's rent policy'. It has been suggested that this change in wording may give central Government, and by extension local authorities, wider flexibility in setting rents. It may also lead to the abolition of Social Rent as it has been understood in recent years.¹⁴
55. The revisions seek to broaden the definition of Affordable Housing to include a range of low cost housing opportunities for those aspiring to own a home, including Starter Homes.
56. In paragraph 64 of the NPPF, Government introduces a recommendation that, '*where major housing development is proposed, planning policies and decisions should expect at least 10% of the homes to be available for affordable home ownership*'. In line with PPG¹⁵, the assumption should be that 'major housing development' can be defined as sites of more than 10 units, and that affordable home ownership includes Starter Homes, Shared Ownership homes and homes available for discount market sale.

5.1.1 Current tenure profile

57. First, it is necessary to present a picture of tenure in the Neighbourhood Area based on the most recent reliable data. Table 5-1 shows Census data from 2011 that indicates a lower level of households in social rented homes than across the District as a whole. However, shared ownership is slightly higher in the Neighbourhood Area than the District.

¹² PPG Paragraph: 021 Reference ID: 2a-021-20160401

¹³ NPPF, February 2019.

¹⁴ McGready, B, Affordable Housing and Planning, MBL seminars, April 2018

¹⁵ PPG 031 Reference ID: 23b-031-20161116

Table 5-1: Tenure (households) in East Boldon, 2011

Tenure	East Boldon	South Tyneside	England
Owned; total	86.8%	57.1%	63.3%
Shared ownership	0.0%	0.4%	0.8%
Social rented; total	6.8%	31.6%	17.7%
Private rented; total	5.8%	10.1%	16.8%

Source: AECOM Calculations

58. Table 5-2 allows us to take a longitudinal perspective, identifying how the tenure profile of the Neighbourhood Area has changed between the last two Censuses. From this, it is clear that there has been a very substantial increase in the amount of homes in the private rental sector, but relatively less change across other tenures.

Table 5-2: Rates of tenure change in East Boldon, 2001-2011

Tenure	East Boldon	South Tyneside	England
Owned; total	-0.1%	4.1%	-0.6%
Shared ownership	0.0%	-10.8%	30.0%
Social rented; total	-5.1%	-15.2%	-0.9%
Private rented; total	404.0%	143.5%	82.4%

Source: AECOM Calculations

59. It is evident from Table 5-3 that rental properties are rare in the Neighbourhood Area, despite the significant increase in the private rental sector. Home ownership continues to dominate the housing market mix in the Neighbourhood Area and the District.

Table 5-3: Tenure change in East Boldon, 2001-2011

Tenure	2001		2011	
	East Boldon	South Tyneside	East Boldon	South Tyneside
All categories - Total	2114	66097	2191	67167
Owned	1903	36810	1902	38333
Shared ownership	0	333	1	297
Social rented	157	25007	149	21204
Private rented	25	2775	126	6758

Source: ONS 2011, AECOM Calculations

60. Bringing the evidence together, whilst it is clear that the private rental sector increased significantly in both the Neighbourhood Area and the District between 2001 and 2011, there has been no growth or a slight decline in other housing tenures during this period in the Neighbourhood Area. While home ownership continues to form a significant proportion of dwellings in the Neighbourhood Area, the growth of this sector is stagnant.

5.2 Affordability

61. This section details the affordability requirements for each tenure in East Boldon, with reference to income levels, in order to assess which tenures of housing are within reach for the local population. The key assumptions made in assessing the affordability of different tenures are explained alongside the calculations below.

5.2.1 Income

62. Incomes are considered first, as they have an important relationship with the ability of households to exercise choice in the housing market and the level of need for Affordable Housing products. Different sources were used to estimate income levels in East Boldon.

63. As household income data at the Parish level is not available, we have used estimates of average household income for 2015/16, published by the ONS at the Middle-layer Super Output Area. While the selected area used to obtain estimates of household average income is slightly larger than the Neighbourhood Area, we believe this data is a robust proxy, giving a more accurate picture than provided by estimates of incomes at the LPA level. The geography used to retrieve the data is shown in Figure 5-1 below. The net annual household income before housing costs (equalised) in 2015/2016 was **£29,300**, while the total annual income¹⁶ was **£37,900**.

Figure 5-1: Map of E02001790: South Tyneside 023



Source: ONS 2011

5.2.2 Market Housing

64. To determine affordability in market housing, we consider two primary indicators, 'Income Thresholds' (IT), which denotes the maximum share of a family's income that should be spent on accommodation costs, and thirdly 'Purchase Thresholds' (PT), which denotes the standard household income requirement to access mortgage products.

Market sales

65. The PT examines affordability for sale market homes. In this sub-section, we consider two measures of housing price: the average (mean) house price, and the lower quartile (LQ) house price. The LQ house price is the price below which the cheapest 25% of houses may be bought and is a measure of 'entry-level' property in the area (cheaper, more affordable housing)¹⁷. Nonetheless, an entry-level dwelling can also be understood as one suitable for a household comprising two or three individuals. In order to conform with the Government guidance on overcrowding, such a home would require three habitable rooms (i.e. comprise a flat or house with two bedrooms). **Entry-level properties can therefore also be understood as two-bedroom flats/houses.**
66. A search of properties available for sale was made on www.zoopla.co.uk and two 2 bed homes were on sale, averaging to £189,000 which we use as the average price for entry-level properties in the area. www.zoopla.co.uk also provides an estimate of current house prices in East Boldon. According to the website, the average price for property in East Boldon stood at **£240,298** in March 2019. This is a rise of 0.11% in the last three months (since December 2018) and rise of 2.54% since 12 months ago. In terms of property types, flats in East Boldon sold for an average of £162,998 and terraced houses for £213,915.
67. The PT is calculated by discounting 10% of the house price to reflect a mortgage deposit. The resulting cost is then divided by 3.5¹⁸.
68. The PT for the entry-level property price is $£189,000 \times 10\% = £18,900$; $£189,000 - £18,900 = £170,100$. Dividing this figure by 3.5 produces a threshold of £48,600. A single person would therefore need to be earning **£48,600 annually to afford an entry-level property.**

¹⁶ Total annual household income is the sum of the gross income of every member of the household plus any income from benefits such as Working Families Tax Credit.

¹⁷ Definition of 'entry-level' taken from <https://www.ons.gov.uk/visualisations/dvc393/affordabilitycalculator/content.html>

¹⁸ Lending criteria: How much a mortgage provider is prepared to lend you (how many times income). According to the SHMA, "An individual with a single income is considered able to buy a home if it costs 3.5 times the gross household income".

69. The PT for the mean property price in March 2019 is £240,298 x 10% = £24,030; £240,298 – £24,030= £216,268. Dividing this figure by 3.5 produces a threshold of £61,791. A single person would therefore need to be earning **£61,791 annually to afford a property around the average price.**

Private rented sector (PRS)

70. The IT examines affordability for rental market homes. Again, we consider two measures of price: the average rent price and the LQ rent price. However, data is not available for long-term trends at the Neighbourhood Area scale, making it impossible to calculate LQ rent price. Nonetheless, as we saw, entry-level dwellings can also be understood as two-bedroom flats/houses. A search of properties available for private rent was made on www.rightmove.com, presented in Figure 5-2 below. There were eight properties available to rent in East Boldon at the time of writing (Spring 2019).

Figure 5-2: East Boldon (Rightmove Rent area)



Source: <https://www.rightmove.co.uk>

71. Table 5-4 below shows the average property rents by number of bedrooms in East Boldon. The average rent for a two bedroom property is £630 pcm and £723 pcm for a three bedroom property.

Table 5-4: Property Rents in East Boldon by Number of Bedrooms

	No. of properties	Average rent (pcm)
One bedroom	0	-
Two bedrooms	6	£630
Three bedrooms	2	£723
Four bedrooms	0	-
Five bedrooms	0	-
Average property rents in East Boldon	8	£653

Source: www.rightmove.com

72. We have also interrogated data from Home.co.uk, which provides market rent summary data for the wider postcode area, shown in Table 5-5 below. We note that the two-bedroom rental prices in postcode area NE36 are 11% higher than the average property rents in East Boldon. The two bedroom properties currently available in East Boldon have a lower rent than the average for the same size property in NE36. Nevertheless, the average property rents in East Boldon (£653 pcm) are similar to the average property rents in NE36 (£661 pcm).

Table 5-5: Property Rents in NE36 by Number of Bedrooms

	No. of properties	Average rent (pcm)
One bedroom	0	-
Two bedrooms	10	£702
Three bedrooms	2	£723
Four bedrooms	2	£398
Five bedrooms	0	
Average property rents in NE36	14	£661

Source: <http://www.home.co.uk>

73. Finally, we have looked at rents in surrounding areas and the results are compiled in Table 5-6 below. It appears that the rental market in East Boldon and the wider NE36 postcode area is significantly more expensive compared to nearby areas such as Sunderland, South Shields, Washington and Jarrow. This house price variation is also noted in the South Tyneside SHMA 2015 update¹⁹ which acknowledges that East Boldon, along with neighbouring Cleadon, is one of the most expensive areas in the District.

Table 5-6: Property rents in surrounding areas

	Average rent (pcm)
Average property rents in East Boldon	£653
Average property rents in NE36	£661
Average property rents in Sunderland	£550
Average property rents in Jarrow	£451
Average property rents in South Shields	£521
Average property rents in Washington	£550

Source: <https://www.home.co.uk>

74. We now determine the income threshold needed to afford market rents. The IT is derived through the annualisation of the monthly rental cost. For the purpose of this exercise and in line with the SHMA 2013, affordability is defined as spending 25% of income on housing costs.²⁰
75. The average rent for East Boldon is £653 PCM. The annualisation of this figure is £7,836. The income threshold is therefore **£31,344**.
76. The average entry-level rent in East Boldon is £630 PCM. The annualisation of this figure is £7,560. The income threshold is therefore **£30,240**.

5.2.3 Affordable Housing

77. We identified the various different tenures that constitute the new definition of Affordable Housing (AH) within the NPPF 2019: Social Rent and Affordable Rent, Starter Homes, Discounted market sales housing, and other affordable routes to home ownership.
78. This variety of AH tenures reflects an ambition by the Government to provide a clearer pathway to home ownership to those who seek it, as well as introducing market principles into the provision of subsidised housing for rent. The aim is to divide AH into a series of products designed to appeal to different sectors of the market and, by changing eligibility criteria, bring rents closer in line with people's ability to pay.
79. A good example is, in 2012, the introduction of dwellings for Affordable Rent. Rent for this tenure is set at up to 80% of the market rate, with the intention that the additional income is used to help fund the development of new homes. Labelled an 'intermediate' product, this would be suitable for people with an income that precludes them from eligibility for the Social Rent dwellings (those dwellings where the rent is set in accordance with the Government's rent policy), but who cannot afford to access the private market.

¹⁹ Available at https://www.southtyneside.gov.uk/media/32217/SHMA-Update-2015/pdf/South_Tyneside_SHMA_Update_2015.pdf

²⁰ SHMA 2013 "A household is considered able to afford market housing in cases where the rent payable would constitute no more than 25% of their gross household income". Document available at [https://www.southtyneside.gov.uk/media/18662/South-Tyneside-Strategic-Housing-Market-Assessment-SHMA-July-2013-/pdf/South_Tyneside_Council_SHMA_Report_FINAL_\(July_2013\).pdf](https://www.southtyneside.gov.uk/media/18662/South-Tyneside-Strategic-Housing-Market-Assessment-SHMA-July-2013-/pdf/South_Tyneside_Council_SHMA_Report_FINAL_(July_2013).pdf)

80. The overall aim is to reduce the group who are eligible for Social Rent dwellings to those who have, relatively speaking, very low household incomes. However, within this segment, market principles also apply given the link between rents and size of dwelling, with a strong financial incentive for households only to occupy a dwelling deemed suited to their composition, based on an 'occupancy rating' formula set by the Government.

Social Rent

81. Rents in socially rented properties reflect a 'formula rent' based on a combination of individual property values and average earnings in each area, offering substantial discounts to market rents. As such, it is suitable for the needs of those on low incomes, but is subject to strict eligibility criteria.
82. To determine Social Rent prices we have used the Statistical Data Return (SDR) from the Regulator of Social Housing (RSH). This data is, however, only available at the District level. SDR provides data about rents and the size and type of stock owned and managed by Private Registered Providers (PRPs) and is presented in Table 5-7 below.

Table 5-7: Social rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All Stock Sizes ²¹
Average Net rent per week	£71.12	£80.60	£88.55	£95.78	£81.27
Average social rent rate per week	£68.53	£77.39	£85.13	£91.49	£77.92
Annual rent	£3,708	£4,203	£4,617	£4,994	£4,238
Income needed	£11,125	£12,608	£13,852	£14,983	£12,713

Source: SDR, AECOM Calculations

Affordable Rent

83. 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.
84. To determine Affordable Rent prices we can also use the SDR from the RSH. The data is presented in Table 5-8 below.

Table 5-8: Affordable Rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All Stock Sizes
Average weekly gross rent	£73.36	£96.74	£102.14	£112.78	£95.98
Annual rent	£3,825	£5,044	£5,326	£5,881	£5,005
Income needed	£11,476	£15,133	£15,978	£17,642	£15,014

Source: SDR, AECOM Calculations

Intermediate Tenures

85. Intermediate housing comprises homes for sale and rent provided at a cost above social rent, but below market levels, subject to the criteria in the Affordable Housing definition above. It can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

Starter Homes

86. 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. In paragraph 64 of the NPPF 2019, the Government introduces a recommendation that "where major housing development is proposed, planning policies and decisions should expect at least 10% of the homes to be available for affordable home ownership".
87. This is a fulfilment of the direction of travel set in the Housing White Paper. 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".

²¹ Weighted average

88. This is a substantial watering-down of the 'Starter Home' requirement as envisaged when policy contained in the Housing and Planning Act was first conceived. In effect, it leaves it to local groups, including Neighbourhood Development Plans, to decide an appropriate level of affordable home ownership products, while taking note of the 10% policy expectation.
89. A Starter Home is a new-build home with a value not exceeding £250,000 outside London; they are eligible for first time buyers aged under 40.
90. The decision whether to treat Discounted Market Sale Homes (DMSH) as AH 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 Affordable Market Housing for purchase.
91. In order to provide a conservative assessment of suitability of DMSH, we propose to use the value we have estimated for an entry-level dwelling of £189,000.
92. Applying a discount of 20% gives the approximate selling price of £151,200. Allowing for a 10% deposit further reduces the value of the property to £136,080. The PT at a multiple of 3.5 is therefore **£38,880**.

Shared Ownership

93. As we have seen, there was only one shared ownership dwelling in East Boldon at the time of the last Census. Nevertheless, it is worth considering its future role.
94. 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 terms of the share which can be purchased and in the rental payable on the share retained by the provider. Both of these are variable. 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. Shared equity 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.
95. To determine the affordability of shared ownership, calculations are based on the entry-level house price in East Boldon (£189,000). The deposit available to the prospective purchaser is assumed to be 10% of the value of the dwelling. The standard loan to value ratio of 3.5 is used to calculate the income required to obtain a mortgage. The income required to cover the rental component of the dwelling is based on the assumption that a household spends no more than 33% of its income on rent (as for the IT for PRS).
96. A 25% equity share of £47,250 is £47,250, from which a 10% deposit of £4,725 is deducted. The mortgage value of £42,525 (£47,250 - £2,266) is then divided by 3.5. To secure a mortgage of £42,525, an annual income of £12,150 (£42,525/ 3.5) is therefore needed. In addition to the mortgage costs, rent is charged on the remaining 75% shared ownership equity, comprising the unsold value of £141,750. An ongoing annual rent equivalent to 2.75% of the value of the unsold equity is assumed, which is £3,898 and requires an income of £11,694. Therefore, an income of around **£23,844** (£12,150 + £11,694) is required to afford a 25% shared equity purchase of an entry-level house with annual rent.
97. The same calculation is reiterated for different initial share, and the results are presented in Table 5-9 below:

Table 5-9: Affordability calculator for shared ownership

Purchase price:	£189,000	Minimum income needed	Mortgage	Income needed for mortgage	Annual Rent	Income needed for rent	Deposit required
Initial share	25%	£23,844	£42,525	£12,150	£3,898	£11,694	£4,725
	35%	£27,145	£59,535	£17,010	£3,378	£10,135	£6,615
	40%	£28,796	£68,040	£19,440	£3,119	£9,356	£7,560
	50%	£32,096	£85,050	£24,300	£2,599	£7,796	£9,450
	60%	£35,397	£102,060	£29,160	£2,079	£6,237	£11,340
	75%	£40,348	£127,575	£36,450	£1,299	£3,898	£14,175

Source: AECOM Calculations

Affordability Thresholds

98. To understand the affordability of different tenures in East Boldon, we use the concept of 'Affordability Thresholds.' These establish the minimum income needed to afford different tenures. Table 5-10 and Figure 5-3 provide a summary of this process.
99. For those whose income falls into the District lower quartile (note that this figure dates from 2011 and therefore any comparison with it should be caveated appropriately), choices are extremely limited. Indeed, according to the data we have gathered, in order to cover the rent on Social Rented dwellings, these households will need to devote a higher proportion of their household income to housing costs than the recommended ceiling of 25%, potentially leading to their having to reduce budgets for other goods and services. This could lead to 'exclusion,' or the inability to satisfy basic needs.
100. The data we have gathered shows that for those on income around the median they would only be able to afford Social and Affordable Rented housing.
101. For those whose income falls into the upper quartile, their options include the main forms of intermediate housing (Affordable Rent, Social Rent and Shared Ownership), but they will struggle to afford market homes, even at the entry-level price-point. This illustrates how property prices have outstripped household income in recent years.

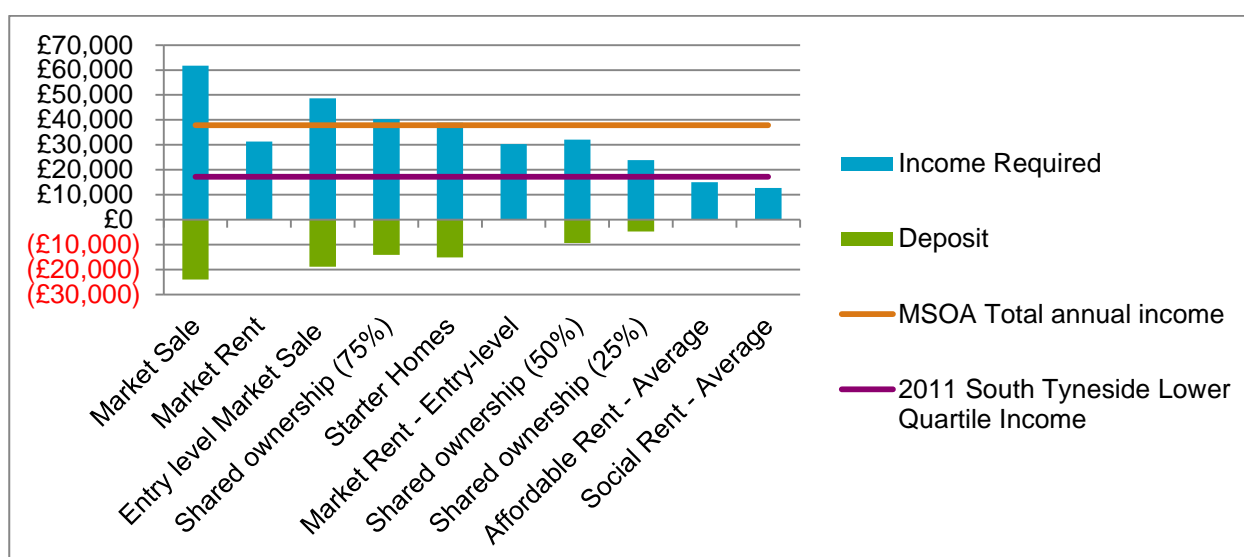
Table 5-10: Affordability Thresholds (Income required)

Tenure	Price	Annual rent	Income Required	Deposit
Market Sale	£240,298	-	£61,791	£24,030
Market Rent	-	£7,836	£31,344	-
Entry level Market Sale	£189,000	-	£48,600	£18,900
Shared ownership (75%)	£141,175	£1,299	£40,348	£14,175
Starter Homes	£151,200	-	£38,880	£15,120
Market Rent - Entry-level	-	£7,560	£30,240	-
Shared ownership (50%)	£94,500	£2,599	£32,096	£9,450
Shared ownership (25%)	£47,250	£3,898	£23,844	£4,725
Affordable Rent - Average	-	£5,005	£15,014	-
Social Rent - Average	-	£4,238	£12,713	-

Source: AECOM Calculations

102. The relationship between affordability thresholds and prevailing income levels is set out in Figure 5-3.

Figure 5-3: Affordability thresholds and income distribution



Source: AECOM Calculations

103. For the avoidance of doubt, Figure 5-3 above shows the data displayed in Table 5-10 in graphic form. For comparison purposes, the average income for the wider MSOA area within which East Boldon falls has been used as a proxy. This

figure has also been compared with the lower quartile income levels in the District (with the previous caveat that this is a 2011 figure).

5.3 Conclusion- tenure and affordability

104. Home ownership remains the dominant tenure type in the Neighbourhood Area, but this sector is experiencing stagnant growth. Meanwhile, private rented homes have increased their share significantly between 2001 and 2011, which suggests a rising demand for this housing tenure. Moreover, shared ownership properties also increased during this period and it may be worth placing a stronger emphasis on delivering homes for private rent and shared ownership.
105. From the data presented in Table 5-10 and Figure 5-3 it is evident that those households earning the MSOA average income are able to afford most Affordable Housing tenures. The exception is 75% shared ownership homes and entry level market sale homes.
106. Only affordable rent and social rent tenures offer a route to home ownership for those households earning below the 2011 District lower quartile income. A stronger focus should therefore be placed on delivering these affordable housing tenures, to enable all potential residents to access housing in East Boldon.
107. It is also necessary to acknowledge at this point data from the SHMA. The SHMA highlights the significantly high proportion of social rented accommodation in the District compared to the national average²². However, this existing stock is declining, and coupled with the increasing house prices and numbers of single person households, an alternative tenure should be explored. Intermediate housing in the form of shared ownership, shared equity and low cost home ownership has been suggested as an alternative affordable housing tenure. The data shown in Table 5-10 and Figure 5-3 suggests that shared ownership would be the cheapest alternative affordable housing tenure and therefore, in addition to affordable and social rent, a greater emphasis should be placed on delivering this tenure.
108. Moreover, the SHMA²³ also suggests there is a need for affordable single person housing and family homes within West Shields, Cleadon and East Boldon. Affordable Housing tenures should offer access to housing for those households in receipt of income above around £12,713.

²² South Tyneside Strategic Housing Market Assessment update 2015

²³ South Tyneside Strategic Housing Market Assessment update 2015

6. RQ 3: Type and size

RQ3: What type (terraced, semi, bungalows, flats and detached) and size (number of bedrooms) of housing is most appropriate to meet local needs?

109. As identified earlier in this study, the PPG recommends a consideration of the existing housing provision and its suitability, having regard to 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 type and size within the existing housing stock.

6.1 Background and definitions

110. Before beginning our consideration of type and size, it is important to understand how different types of households occupy their homes. Crucially, household 'consumption' of housing (in terms of housing size) tends to increase alongside wages, with the highest earning households consuming relatively more (i.e. larger) housing than those on lower incomes. Similarly, housing consumption tends to increase, alongside wealth and income, with age, such that older households tend to have larger homes than younger households, often as a result of cost and affordability²⁴.

111. In this context, even smaller households (those with smaller numbers of inhabitants, including just one or two people) may be able to choose to live in larger homes than their needs would suggest, and thus would be defined in Census terms as under occupying their homes. This is a natural feature of the housing market, and can even distort considerations of future housing needs, with market dynamics and signals giving a very different picture than demographics, household type and size suggest for future years.

112. In order to understand the terminology surrounding size of dwellings, it is important to note the number of rooms recorded in Census data excludes some rooms such as bathrooms, toilets and halls; and to be clear that data on dwelling size is collected on the number of rooms being occupied by each household. In the section that follows, 'dwelling sizes' should be translated as follows²⁵:

- 1 room = bedsit
- 2 rooms = flat/house with one bedroom and a reception room/kitchen
- 3 rooms = flat/house 1-2 bedrooms and one reception room and/or kitchen
- 4 rooms = flat/house with 2 bedroom, one reception room and one kitchen
- 5 rooms = flat/house with 3 bedrooms, one reception room and one kitchen
- 6 rooms = house with 2 bedrooms and 2 reception rooms and a kitchen, or 3 bedrooms and one reception room and a kitchen
- 7+ rooms = house with 3, 4 or more bedrooms

113. It is also useful to clarify somewhat the census terminology around dwellings and households spaces, which can be confusing in the context of flats, apartments, shared and communal dwellings, and houses in multiple occupation, types which may typically fall into the private rented sector. Dwellings are counted in the census by combining address information with census returns on whether people's accommodation is self-contained²⁶, and as such all dwellings are classified into either shared or unshared dwellings. Household spaces make up the individual accommodation units forming part of a shared dwelling.

114. The key measure of whether a dwelling is shared or unshared relates to the Census' definition of a household. A household is defined as, "One person living alone or a group of people (not necessarily related) living at the same address who share cooking facilities and share a living room or sitting room or dining area."²⁷ On this basis, where unrelated residents of a dwelling share rooms other than a kitchen, this would be considered a single household in an unshared dwelling, whilst where only a kitchen is shared, each resident would be considered their own household, and the dwelling would be considered shared.

²⁴ SHMA15, pp.130, para 8.5

²⁵ <https://www.nomisweb.co.uk/census/2011/qs407ew>

²⁶ <https://www.gov.uk/guidance/dwelling-stock-data-notes-and-definitions-includes-hfr-full-guidance-notes-and-returns-form>

²⁷ Ibid.

115. Whilst it is unlikely that these issues are of particular relevance to East Boldon, given that their main applicability is to students and other people likely to be sharing homes, it is still helpful to understand the terms as a background to the data in this chapter.

6.2 Existing types and sizes

6.2.1 Type

116. In Table 6-1 below we present data from the Census relating to the distribution of the types of dwellings in the Neighbourhood Area. For most dwelling types there is a slight difference between the Neighbourhood Area and the District. The most significant difference is the much higher proportion of detached homes in the Neighbourhood Area compared to the District. Moreover, there is a lower proportion of flats and apartments in the Neighbourhood Area.

Table 6-1: Accommodation type (households) in East Boldon, 2011

Dwelling type		East Boldon	South Tyneside	England
Whole house or bungalow	Detached	23.0%	8.0%	22.4%
	Semi-detached	43.0%	41.2%	31.2%
	Terraced	24.7%	29.9%	24.5%
Flat, maisonette or apartment	Purpose-built block of flats or tenement	7.7%	16.4%	16.4%
	Parts of a converted or shared house	0.7%	3.7%	3.8%
	In commercial building	0.9%	0.9%	1.0%

Source: Census 2011, AECOM Calculations

6.2.2 Size

117. In Table 6-2 below shows that household sizes are slightly larger in East Boldon compared to South Tyneside. In the following paragraphs, we further investigate the size of dwellings in the Neighbourhood Area.

Table 6-2: Occupancy Summary Table

	East Boldon	South Tyneside
Population:	5,117	148,127
Average household size	2.3	2.2

Source: ONS 2011

118. It is also relevant to consider how the number of rooms occupied by households has changed between the 2001 and 2011 censuses. This metric provides a proxy for the size of dwellings in a given geography and this data is presented in Table 6-3. With the exception of smaller homes of 2-3 rooms and the largest homes with 7 rooms or more, there has been a decrease in homes of all sizes in the Neighbourhood Area. A sharp decrease in the smallest homes of 1 room has been experienced in both the Neighbourhood Area and the District.

Table 6-3: Rates of change in number of rooms per household in East Boldon, 2001-2011 (percentages)

Number of Rooms	East Boldon	South Tyneside	England
1 Room	-37.5%	-50.9%	-5.2%
2 Rooms	3.4%	-25.5%	24.2%
3 Rooms	29.2%	2.6%	20.4%
4 Rooms	-7.1%	1.3%	3.5%
5 Rooms	-2.7%	-3.1%	-1.8%
6 Rooms	-8.7%	-1.3%	2.1%
7 Rooms	11.0%	19.0%	17.9%
8 Rooms or more	28.1%	32.2%	29.8%

Source: Census 2001 and 2011, AECOM Calculations

119. Table 6-4 below sets out the distribution of the number of rooms by household accommodation (household spaces). From this data, it is apparent that there is a predominance of larger dwellings, not only in East Boldon but also in South Tyneside, whilst there are few houses of one to three habitable rooms.
120. The vast majority of the stock in East Boldon can be considered family dwellings (four rooms or more) and 60.9% of these are large properties (with 6 rooms or more). The remaining 33.3% of homes are of medium size (four to five habitable rooms). These figures differ slightly from the distribution of housing sizes in South Tyneside. Meanwhile, only 5.8% of homes in East Boldon have one to three rooms compared to 11.6% in South Tyneside.

Table 6-4: Number of rooms per household space, 2011

Number of Rooms 2011	East Boldon		South Tyneside	
	Frequency	%	Frequency	%
1 Room	5	0.2%	131	0.2%
2 Rooms	30	1.4%	974	1.5%
3 Rooms	93	4.2%	6683	9.9%
4 Rooms	261	11.9%	15948	23.7%
5 Rooms	468	21.4%	20188	30.1%
6 Rooms	526	24.0%	13251	19.7%
7 Rooms	352	16.1%	5448	8.1%
8 Rooms or more	238	10.9%	2708	4.0%
9 Rooms or more	218	9.9%	1836	2.7%
Total	2191		67167	

Source: ONS 2011, AECOM Calculations

121. It is particularly useful to cross-reference this data with Census estimates of the number of bedrooms for each household in East Boldon and South Tyneside. Table 6-5 summarises the proportion of households occupying each size of home in terms of number of bedrooms. The data shows that the distribution of bedrooms in East Boldon is fairly similar to that of South Tyneside, although homes tend to be larger in the Neighbourhood Area. The notable exception is the higher proportion of 4 bedroom homes in East Boldon compared to South Tyneside (20% against 8%), whilst there is a lower proportion of 1-3 bedroom properties in East Boldon than in the District.

Table 6-5: Number of bedrooms in household spaces, 2011

Bedrooms	East Boldon		South Tyneside	
	Number	%	Number	%
All categories: Number of bedrooms	2191		67167	
No bedrooms	6	0%	115	0%
1 bedroom	130	6%	7020	10%
2 bedrooms	543	25%	22092	33%
3 bedrooms	958	44%	31479	47%
4 bedrooms	434	20%	5112	8%
5 or more bedrooms	120	5%	1349	2%

Source: ONS 2011 (QS411EW), AECOM Calculations

122. In summary, homes in East Boldon are mostly medium sized, and this reflects the housing distribution of the District. Recent trends suggest that medium-sized homes continue to be popular in the Neighbourhood Area, as there has been a significant increase in the number of these homes delivered over the intercensal period. Meanwhile, the above data suggest there is also a growing provision of large sized properties in the Neighbourhood Area.

6.3 Household composition and age structure

123. Having established the current stock profile of East Boldon, and identified recent changes in its composition, the evidence assembled in this section shows the composition of households now and how they are likely to change in future years. Through a consideration of the types of households forming, and the mix of age groups, it is possible to formulate recommendations as to how size of future housing in East Boldon should be influenced through planning policy.

6.3.1 Current Household Composition

124. Household composition is a fundamental factor driving the size of housing that will be needed in East Boldon in the future. As of 2011, the Neighbourhood Area had 2,191 households, representing 3.26% of the District's total.

125. In Table 6-6 we set out the current household composition according to the census in the Neighbourhood Area. This suggests there is a slightly lower proportion of one person households in the Neighbourhood Area compared with the district (27.5% against 34.9%). Of these, a substantial proportion are aged 65 and over, although this is less true in the wider District. Conversely, the number of 'one family only' households is higher in the Neighbourhood Area. The difference lies in the proportionally higher number of families all aged over 65 in the Neighbourhood Area (12.8% against 7.6%). It is evident that there is a significant older population in the Neighbourhood Area compared to the wider District.

Table 6-6: Household composition (by household) in East Boldon, 2011

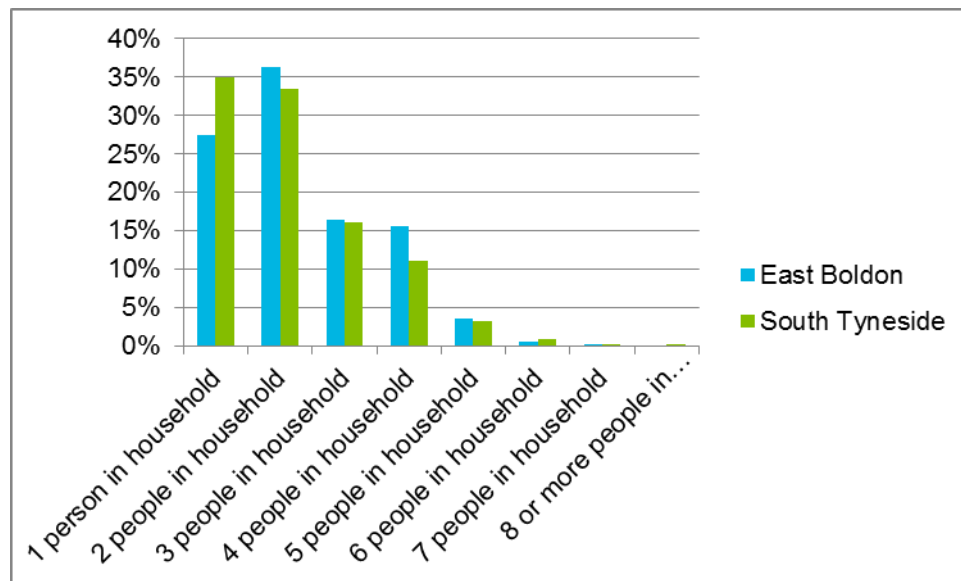
		East Boldon	South Tyneside	England
One person household	Total	27.5%	34.9%	30.2%
	Aged 65 and over	16.0%	14.8%	12.4%
	Other	11.5%	20.1%	17.9%
One family only	Total	69.5%	60.5%	61.8%
	All aged 65 and over	12.8%	7.6%	8.1%
	With no children	18.0%	15.3%	17.6%
	With dependent children	27.2%	25.7%	26.5%
	All children Non-Dependent	11.5%	11.9%	9.6%
Other household types	Total	3.0%	4.5%	8.0%

Source: Census 2011, AECOM Calculations

126. It is evident in Figure 6-1 that the most common household size in East Boldon is that of 2 person households, at 36% of the Neighbourhood Area total. Meanwhile in the District, one person households are the most common, at 35% of

the District total. Nevertheless, East Boldon is fairly similar to South Tyneside in terms of household size distribution and therefore, District-wide policies regarding type and size are likely to be relevant in East Boldon.

Figure 6-1: Household Size



Source: ONS 2011 (QS406EW), AECOM Calculations

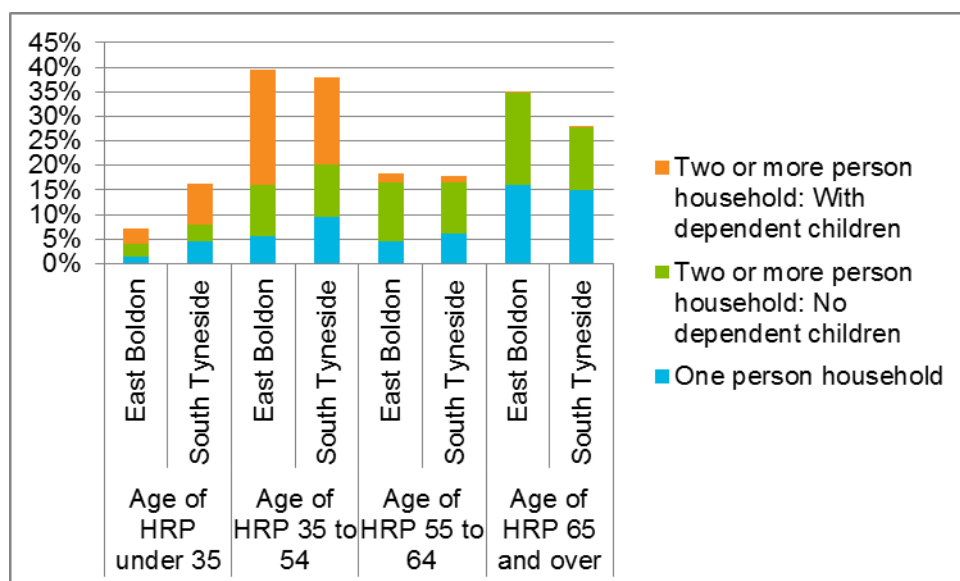
6.3.2 Consideration of age

127. The data presented below classifies households in East Boldon and South Tyneside according to the age of the Household Reference Person (HRP)²⁸. Size and type of housing is not only influenced by household composition, but also by the age of the HRP. The following observations can be highlighted from the data presented in Figure 6-2:

- The distribution of household types among different life stages in the Neighbourhood Area and the District is fairly similar. However, it is evident that East Boldon has a slightly older population, with higher proportions of those aged 65 and over.
- Nevertheless, the most common population group in both East Boldon and the District is those aged 35 to 54, which forms 40% of the population in the Neighbourhood Area and 38% in the District. People in this category are the most likely to have dependent children.
- Households headed by older people also form a large majority of homes in the Neighbourhood Area. 35% of homes in the Neighbourhood Area are headed by those aged 65 and over, 7% higher than the District proportion.

²⁸ This is a modern term for what was formerly known as the 'head of household'. See Glossary in Appendix A for further details.

Figure 6-2: Households by age of the HRP



Source: ONS 2011 (QS111EW), AECOM Calculations

6.3.3 Future household composition and age mix

128. We now consider how household composition has shifted over the 2001-11 inter-census period, before examining how it is expected to evolve towards the end of the Plan period.

129. In Table 6-7 below we note the distribution of households in the Neighbourhood Area into the different household types. The most notable difference is the 32.6% increase in one person households that are headed by those aged under 65. Meanwhile, there has been a significant decline in one family households with dependent children in both the Neighbourhood Area and the District (-8.2% and -7.1% respectively). Moreover, this has been mirrored by an increase in one family household where all children are non-dependent (11%). Overall, this suggests that the demographics of the Neighbourhood Area have changed slightly to a younger age profile.

Table 6-7: Rates of change in household composition in East Boldon, 2001-2011

Household type		Percentage change, 2001-2011		
		East Boldon	South Tyneside	England
One person household	Total	16.2%	9.4%	8.4%
	Aged 65 and over	6.7%	-13.0%	-7.3%
	Other	32.6%	35.2%	22.7%
One family only	Total	-0.5%	-2.0%	5.4%
	All aged 65 and over	3.3%	-11.4%	-2.0%
	With no children	2.9%	8.6%	7.1%
	With dependent children	-8.2%	-7.1%	5.0%
	All children non-dependent	11.0%	4.3%	10.6%
Other household types	Total	-16.5%	-3.9%	28.9%

Source: Census 2001 and 2011, AECOM Calculations

130. It would be helpful to consider how households in East Boldon are projected to change in the future and whether the trends observed in the inter-censal period will continue. Unfortunately, detailed projections of future populations are not available for individual towns or parishes, so it is necessary to turn to projections for South Tyneside District as a whole.

131. MHCLG publishes biannual household projections for all local authorities in England and Wales, broken down by household type, and also provides projections of the average household size and age.
132. Table 6-8 shows that there are significant increases in household projections in South Tyneside for most household types, especially households with one person (19%). The biggest increase expected, however, is that of other household types (20%).

Table 6-8: MHCLG Household projections for South Tyneside by household type

	One person	Couple and no other adult	Couple and one or more other adult	Households with dependent children	Other
2014	49,141	48,805	12,223	44,140	8,255
2039	58,573	54,204	12,362	47,838	9,907
% Increase between 2014 and 2039	19%	11%	1%	8%	20%

Source: MHCLG 2014-based household projections

133. The projections for South Tyneside also consider the increases in each household type up to 2039. The biggest increase projected for the District is for older households with HRP aged 65 and over, which are forecast to experience a 50% increase between 2014 and 2039.

Table 6-9: MHCLG Household projections for South Tyneside by household age

	Age of HRP under 35	Age of HRP 35 to 54	Age of HRP 55 to 64	Age of HRP 65 and over
2011	20,630	60,594	29,716	48,684
2014	19,730	60,630	28,176	54,029
2039	17,374	57,247	27,129	81,134
% Increase between 2011 and 2039	-4%	0%	-5%	11%
% Increase between 2014 and 2039	-12%	-6%	-4%	50%

Source: MHCLG 2014-based household projections, MHCLG 2011-based household projections

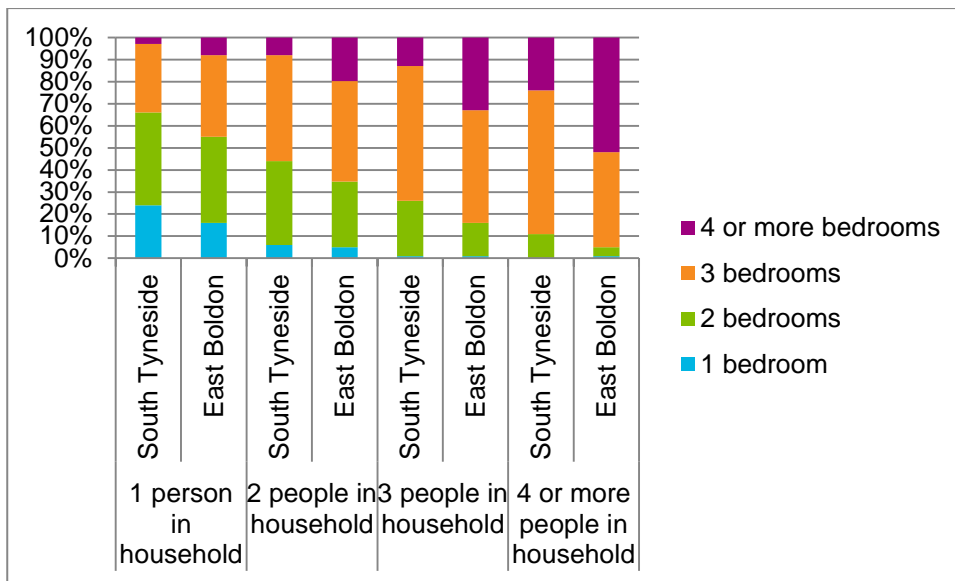
6.4 Current patterns of occupation

134. To estimate the housing mix needed by the end of the Plan period we adopt a (reasonable) approach which assumes that the housing mix needed by households in future will reflect current occupation patterns. We estimate the housing likely to be required in the future based on the current propensity of households of different ages to occupy different sizes of dwelling.

6.4.1 Size

135. Figure 6-3 shows household size cross-tabulated against the number of bedrooms per property, in both the Neighbourhood Area and the District. It is evident that in the Neighbourhood Area households of three or more people tend to have at least one spare room. 33% of Households of three people in the Neighbourhood Area have at least one spare room, compared to 13% in the wider District. Among households with fewer members, the number of spare bedrooms increases. 66% of households with just two people in the Neighbourhood Area have three or more bedrooms and 84% of single person households have two or more bedrooms. As we showed before, smaller households tend to occupy larger dwellings than their size suggests.

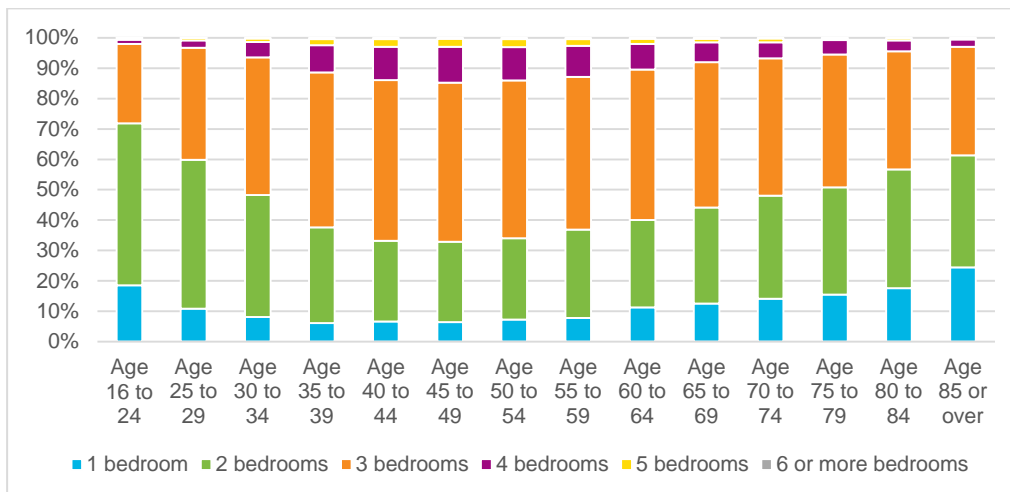
Figure 6-3: Number in households by dwelling size



Source: ONS 2011 (LC4405EW), AECOM Calculations

136. The housing mix is also influenced by the household life stage. However, no data is available at the Parish level that provides housing size occupation by age of the HRP. Nonetheless, this data is available at the District level. That data is presented in Figure 6-4 below and shows the size of property occupied by different age groups.
137. In South Tyneside, younger households where the HRP is aged under 29 or aged 85 and older are most likely to live in smaller 1-2 bedroom properties. For all other age groups, 3 bedroom households form the majority of households. In households where the HRP is aged 70 and over, 2 bedroom properties are also popular, although there is still a significantly high level of households in this age group occupying larger properties of 3 bedrooms or more, which may indicate a lack of opportunity and/or reluctance to downsize.

Figure 6-4: Age of household reference person by dwelling size in South Tyneside, 2011

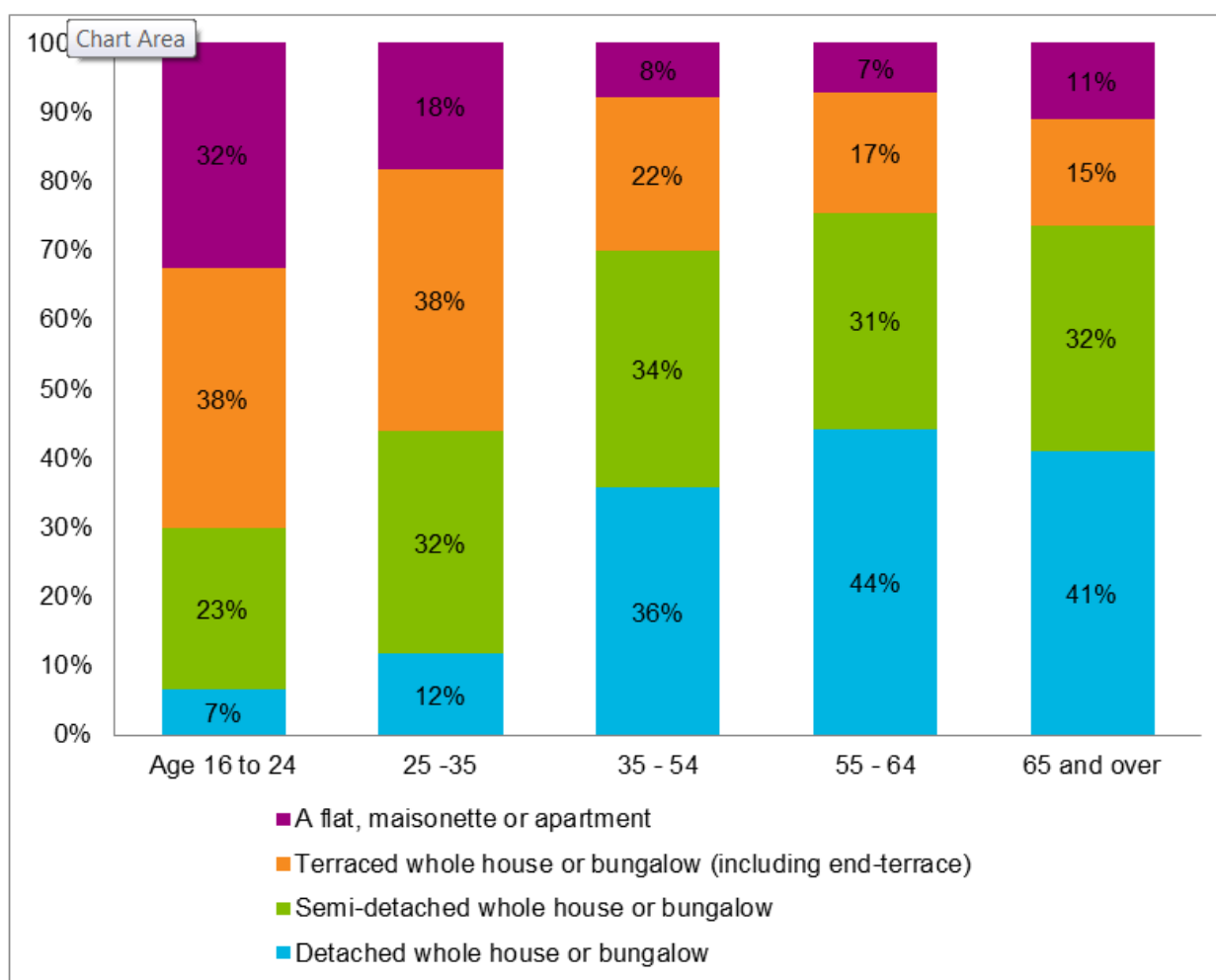


Source: ONS 2011 (CT0621), AECOM Calculations

6.4.2 Type

138. Census data also shows the type of housing occupied by HRPs in different age groups at the District level, and this is summarised in Figure 6-5. Age of HRP seems to influence both the type of housing and the size of homes. Younger households under 35 are more likely to live in flats, terraced or semi-detached homes. Households headed by those aged 35 to 64 are most likely to live in detached homes, whilst this figure reduces slightly for the oldest households headed by those aged 65 and over.

Figure 6-5: Age of household reference person by housing type in East Boldon, 2011



Source: ONS 2011, AECOM Calculations

6.5 Dwelling mix determined by life-stage modelling

139. In this section, we provide an estimate of the size mix of homes needed by the end of the Plan period by matching future household composition to current patterns of occupation by age (working from the reasonable assumption set out at the start of this section that the same household types are likely to wish to occupy the same size of homes in 2036 as they did in 2011).

140. First, we use household projections provided by MHCLG to achieve an understanding of the future distribution of households by the age of the Household Reference Person (HRP). This data is only available at district level and for the years 2014 and 2039. Therefore, we had to estimate what the distribution of households, by the age of the HRP, would be in 2031. The data is presented in Table 6-10 below.

Table 6-10: Projected distribution of households by age of HRP (South Tyneside)

	Age of HRP 24 and under	Age of HRP 25 to 34	Age of HRP 35 to 54	Age of HRP 55 to 64	Age of HRP 65 and over
2011	2,405	8,516	25,482	11,907	18,857
2014	2,579	8,833	24,128	12,172	20,357
2031	2,765	8,524	24,469	11,325	25,927
2039	2,853	8,379	24,630	10,926	28,548

Source(s): MHCLG 2014-based household projections, ONS 2011(QS111EW) (LC4201EW), AECOM Calculations

141. At this point it is necessary to derive an estimate of the future change to the age structure of the population in East Boldon. To do so, the percentage of increase expected for each group in South Tyneside, derived from the data presented in Table 6-10, was mapped to the population of East Boldon. The results of our calculations are detailed in Table 6-11 and show the very large expected increase in households where the HRP is 65 and over (27.4%).

Table 6-11: Projected distribution of households in East Boldon by age of HRP

	Age of HRP 24 and under	Age of HRP 25 to 34	Age of HRP 35 to 54	Age of HRP 55 to 64	Age of HRP 65 and over
2011	21	134	868	401	767
2014	23	139	822	410	828
2031	24	134	834	381	1,055

Source: ONS 2011(QS111EW) (LC4201EW) AECOM Calculations

142. In Table 6-12 below, we work from the same dataset as Figure 6-4 (which provides a more detailed data set than is available at the local level) and set out the distribution of dwellings of different sizes according to the age of the HRP.

Table 6-12: Age of household reference person to size, grouped (South Tyneside)

	Age of HRP 16 to 24	Age of HRP under 35	Age of HRP 35 to 54	Age of HRP 55 to 64	Age of HRP 65 and over
1 bedroom	18.5%	9.4%	6.7%	9.5%	16.2%
2 bedrooms	53.3%	44.0%	27.5%	28.9%	35.0%
3 bedrooms	26.2%	41.5%	52.1%	49.9%	43.0%
4 bedrooms	1.4%	3.9%	10.8%	9.3%	4.7%
5+ bedrooms	0.6%	1.2%	2.9%	2.4%	1.1%

Source(s): MHCLG 2014-based household projections, ONS 2011 (CT0621), AECOM Calculations

143. Having established the preference shown by households at different life-stages towards dwellings of different sizes, and the approximate number of households in South Tyneside and East Boldon falling into each of these stages at the end of the Plan period in 2031, it is possible to put forward recommendations regarding how the housing stock should evolve in terms of size over the Plan period to overcome any misalignments between supply of dwellings and demand.

Table 6-13: Ideal size distribution in East Boldon in 2031, according to household life-stages

	Age of HRP 16 to 24	Age of HRP under 35	Age of HRP 35 to 54	Age of HRP 55 to 64	Age of HRP 65 and over	Total Households requiring dwelling sizes
Pop 2031	24	134	834	381	1,055	2,428
1 bedroom	4	13	56	36	171	280
2 bedrooms	13	59	229	110	369	781
3 bedrooms	6	56	434	190	453	1,139
4 bedrooms	0	5	90	35	50	181
5+ bedrooms	0	2	24	9	12	47

Source: Census 2011, AECOM Calculations

144. It is now possible to compare the housing mix in terms of size in 2011 against the projected requirement based on the ideal size distribution in East Boldon set out above. Table 6-14 below indicates that, by 2031, the distribution of dwellings should be weighted more towards medium-sized homes, with a particular focus on dwellings of 3 bedrooms.

Table 6-14: Size distribution in 2011 compared to ideal distribution in 2031

Number of bedrooms	2011		2031	
1 bedroom	130	5.9%	280	11.5%
2 bedrooms	543	24.8%	781	32.2%
3 bedrooms	958	43.7%	1,139	46.9%
4 bedrooms	434	19.8%	181	7.5%
5 or more bedrooms	120	5.5%	47	1.9%
Total households	2,191	100.0%	2,428	100.0%

Source: Census 2011, AECOM Calculations

145. Table 6-15 below sets out the misalignment between demand for housing, based on the preferences expressed by households at different life-stages, and the current stock (i.e. supply) available in the Neighbourhood Area.

Table 6-15: Misalignments of supply and future demand for housing

Number of bedrooms	2011	2031	Change to housing mix	Housing split
1 bedroom	130	280	150	26%
2 bedrooms	543	781	238	42%
3 bedrooms	958	1,139	181	32%
4 bedrooms	434	181	-253	0%
5 or more bedrooms	120	47	-73	0%

Source: AECOM Calculations

146. In order to avoid misalignment between supply and demand and to re-balance the stock, we recommend that approximately 26% of houses in new developments be one-bedroom homes, 42% two-bedroom and 32% three-bedroom. Most of the need will be for one, two and three-bedroom homes and, as such, there is no evidenced need to build further large properties with four or more bedrooms.

6.6 Conclusion- Type and Size

147. The type of home to provide (detached, semi-detached, terraced or flat) is a matter more of taste and of local context than of need and is therefore of secondary importance in the context of a Housing Needs Assessment, as it lends itself less well to quantitative analysis and veers into supply-side rather than demand-side considerations. Notwithstanding this, the housing types that are most likely to meet evidenced needs, based on recent transactions in the current stock, are semi-detached homes²⁹. Additionally, bungalows appeal to the elderly population and this particular type should therefore be promoted so as to meet the demand of a growing elderly population.

148. Moreover, Policy SC4: Housing Needs, Mix and Affordability in the STLDF states that urban fringe villages, such as East Boldon, should primarily focus on 2-bed starter and 3 and 4-bed family/executive homes; semi-detached and terraced houses and bungalows, for owner occupation. Whilst our own life-stage modelling exercise suggests there is no longer a need to build new 4 bedroom homes, the remainder of this policy should still be taken into consideration as it complements our findings.

- East Boldon, in line with the District, comprises many medium and large properties. However, household size does tend to be slightly smaller in the Neighbourhood Area.
- The greatest increase over the intercensal period has been in the number of households living in dwellings of between 3 and 7 to 8+ rooms during this period, which equates in general to 1-2 and 4 bedroom homes.
- Whilst an analysis of property types and sizes in the intercensal period suggest that there is a growing demand for both medium-sized and large properties in the Neighbourhood Area (both of 3 rooms and 7 rooms or more), it is evident from the life stage modelling that demand for more medium homes may be apparent. Given the current stock, to avoid any misalignment, about 26% of new homes should be 1 bedroom, 42% should be 2 bedrooms and a further 32% 3 bedrooms. No further four bedroom plus homes appear to be required.
- Whilst the demand for three-bedroom homes will remain significant, it is important to acknowledge that building a slightly increased level of 1 or 2 bedroom dwellings (in particular, 2 bedroom dwellings) will cater for the growing older population and allow older households to downsize (which will make existing larger family housing available for those in need). Moreover, it will also allow younger households to form, stay in the area, or relocate.

²⁹ Land Registry Data

7. RQ 4: Specialist housing

RQ4: What provision should be made for specialist housing for older people within the Neighbourhood Area?

7.1 Background

149. Before considering the need for specialist housing in East Boldon in more detail, it is useful to understand the national context for specialist housing for the elderly across England (see Appendix A for definitions).

7.1.1 Specialist Housing for the Elderly

150. Specialist housing for the elderly, sometimes known as specialist accommodation for the elderly, encompasses a wide range of housing types specifically aimed at older people, which may often be restricted to those in certain older age groups (usually 55+ or 65+). This could include residential institutions, sometimes known as care homes, sheltered housing, extra care housing, retirement housing and a range of other potential types of housing which has been designed and built to serve the needs of older people, including often providing care or other additional services. This housing can be provided in a range of tenures (often on a rented or leasehold basis).
151. Between 1974 and 2015, the population aged 65 and over in England grew 47% and the population aged 75 and over grew by 89%.³⁰ A Demos survey of over 60s conducted in 2013 found a “considerable appetite” amongst this age group to move to a new property, with one quarter of all those surveyed suggesting they would be interested in buying a specialist property, and one quarter considering renting a specialist home.³¹
152. Indeed, 76% of those in homes of three or more bedrooms wished to downsize, and this rose to 99% of those in homes of five or more bedrooms, with two bedrooms the preferred choice for both.³² However, in spite of evidence of high demand, currently only 5% of elderly people’s housing is made up of specialist homes,³³ with Demos suggesting that, “the chronic under-supply of appropriate housing for older people is the UK’s next housing crisis”,³⁴ and local authorities often, “accused of reluctance to approve development plans for specialist housing....out of fear of increased care costs”.³⁵ Indeed, whilst many of those surveyed may consider moving, the percentage that ultimately does is likely to be relatively low, and many who do may move into general needs housing, for example market sale bungalows.
153. In 2014 there were approximately 450,000 units of sheltered social rented and private sector retirement housing in England, with approximately one quarter of these in private sector and the rest provided at social rent levels.³⁶ This situation reflects the significant constraints on the delivery of such housing in the market sector, as well as the improved health of older people today in comparison with previous generations.
154. Given that the vast majority of people over 75 live in their own homes, but that the current stock is primarily for social rent, AECOM has developed a ‘tenure-led’ approach to calculating the need for specialist housing, which also takes into account the health and mobility of population of the Neighbourhood Area so as to arrive at projections for future need for specialist housing provided with some level of care or other services.
155. The following section applies a three stage process to determine the potential incidence of need for specialist housing for the elderly, based on tenures, projections of the future population of elderly people in the Neighbourhood Area, and census data relating to mobility limitations and overall health. These are then compared with rates of provision that have been recommended by the Housing Learning and Improvement Network (HLIN)³⁷, as well as with existing rates of provision across South Tyneside.
156. Clearly, this calculation represents an assumption, with the actual decision for an elderly person to enter specialist housing highly dependent on individual circumstances. As already noted, the actual proportion of elderly people that

³⁰ <http://researchbriefings.files.parliament.uk/documents/CBP-7423/CBP-7423.pdf>

³¹ <https://www.demos.co.uk/files/TopoftheLadder-web.pdf?1378922386>

³² Ibid.

³³ https://www.housinglin.org.uk/_assets/Resources/Housing/OtherOrganisation/for-future-living_Oct2014.pdf

³⁴ <https://www.demos.co.uk/files/TopoftheLadder-web.pdf?1378922386>

³⁵ <http://researchbriefings.files.parliament.uk/documents/CBP-7423/CBP-7423.pdf>

³⁶ https://www.ageuk.org.uk/globalassets/age-uk/documents/reports-and-publications/reports-and-briefings/safe-at-home/rb_july14_housing_later_life_report.pdf

³⁷ The toolkit developed by Housing LIN, in association with the Elderly Accommodation Council and endorsed by the Department of Health, identifies potential demand for different types of specialist housing for older people and model the future range of housing and care provision. It suggests that there should be around 250 units of specialist accommodation (other than registered care home places) per thousand people aged over 75 years.

can be considered in need of specialist housing is affected both by overall levels of health as well as by individual lifestyle choices, given that the vast majority of elderly people currently choose to continue to live in their homes into their old age.

157. The charity Age UK suggests that, “inaccessible housing should not force anyone out of their home or local community against their wishes. It’s much better to have ‘pull factors’ that attract older people towards housing alternatives.”³⁸ By understanding the tenure breakdown of specialist housing need, we are able to better understand the extent to which demand will be a factor in this market segment.

7.2 Introduction

158. The following section considers the specific needs associated with older people in East Boldon and makes projections of how needs might change in the future. To carry out this exercise, we draw upon available secondary data on existing provision rates, the outputs of demographic modelling and the subsequent use of the SHOP@ tool recommended by the Housing Learning and Improvement Network (HLIN).

159. Older people typically occupy a broad range of accommodation, including market housing and more specialist accommodation. Two main types of specialist accommodation for older people include sheltered housing and extra care housing (see Appendix A for definitions).

7.3 Current supply of specialist housing for the elderly in East Boldon

160. Looking at specialist housing that is not classified as a communal establishment (which would be outside the scope of a Housing Needs Assessment), there are just two specialist accommodation residences in East Boldon detailed in Table 7-1 below:

Table 7-1: Specialist housing for the elderly in East Boldon

#	Name	Description	Bed spaces	Type
1	The Grange	38 1 bedroom flats/Studios, 1 three bedroom flat	39	Retirement Housing
2	Willow Bank Court	36 1-2 bedroom flats	54*	Retirement Housing
3	Langholm Court	32 1-2 bedroom flats	48*	Retirement Housing
Total Specialist Housing Bed Spaces in East Boldon			141	

Source: <http://www.housingcare.org>

161. It should be noted that there is no data available on the amount of bed spaces in Willow Bank Court and Langholm Court. Therefore an estimate of 102 bed spaces (an estimated 54 bed spaces at Willow Bank Court + 48 estimated bed spaces at Langholm Court) must be used for our calculations. This results in an estimated **141** specialist dwelling bed spaces for the elderly, for a 2011 population aged 75+ of 212. This suggests the actual rate of provision in the Neighbourhood Area is close to 251 dwellings per 1000 population aged 75+.

7.4 Future needs for specialist housing for the elderly

7.4.1 Modelling change in the over 75 population by the end of the Plan period

162. Table 7-2 identifies the growth in the population of residents over 75 between 2011 and 2031 and shows an estimate of the number of residents aged 75+ in 2031 (**816 persons**).

³⁸ <https://www.ageuk.org.uk/documents/EN-GB/Political/Age%20UK%20ID201813%20Housing%20Later%20Life%20Report%20-%20final.pdf?dtrk=true>

Table 7-2: Modelled change in the population over 75 between 2011 and 2031

Year	2011		% East Boldon population in South Tyneside	2031 Projection	
	East Boldon	South Tyneside		East Boldon	South Tyneside
All ages	5,117	148,127	3.45%	5,310	153,700
75+	562	13,219	4.25%	816	19,200
% of 75+	10.98%	8.92%		15.37%	12.49%

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

163. The method we use to arrive at this number can only be an estimate given that MHCLG population projections do not provide data at the Neighbourhood Area level. AECOM uses the following four-step method to arrive at that estimate:

- Using MHCLG population projections, we take the size of the total population (153,700) and population aged 75+ (19,200) at the end of the Plan period for the local authority;
- Using Census data 2011, we take the population size for East Boldon and South Tyneside together with the number of those aged 75+;
- We then develop an estimate of the size of the total population in East Boldon at the end of the Plan period by assuming it is the same proportion of the South Tyneside population as in 2011, which produces a number of **5,310**;
- To arrive at an estimate of the 75+ population in East Boldon at the end of the Plan period, we assume it is the same proportion of the South Tyneside population aged 75+ as in 2011, which produces a number of **816**.
- In both the Neighbourhood Area and the District, the proportion of people aged 75+ is expected to increase by 2031. It is forecast to form 15.37% of the total population in East Boldon and 12.49% in the District. In East Boldon, this results in **an increase of 254 people aged 75+** between 2011 and 2031.

7.5 Conclusion- specialist housing

7.5.1 Quantity of housing needed for older people

164. We first take into account backlog need (i.e. the provision required across the additional and existing elderly population to meet need). Here, there is no backlog identified, as the provision in East Boldon is well above the national average and indeed is the same as the HLIN recommendation (251 specialist bed spaces for an elderly population of 75+).

165. Using the future estimate of 816 residents aged 75+, we would recommend that East Boldon plans for 42 **additional specialist dwellings**, or approximately 5 such dwellings per annum until the end of the Plan period. We recommend the group use the HLIN recommendation as this also matches the provision at the current rate and is the higher figure in any case.

Table 7-3: Range of specialist housing need projections based on different rates of provision

	Provision at current rate	Need based on national average	Need based on HLIN recommendation
Rates	(251/1000 population 75+)	(170/1000 population 75+)	(251/1000 population 75+)
2018 Provision	141	319	471
2031	205	139	205
Additional Provision Required	64	0	64

Source: AECOM Calculations

7.5.2 Type of housing needed for older people

166. In determining an appropriate type of housing for older people, we have applied the Housing Learning and Improvement Network's Strategic Housing for Older People Analysis (SHOP@) tool and its suggested numbers per

1,000 of the 75+ population³⁹. This tool was published to show the prevalence rates for different types of specialist housing for persons aged 75 and over, and is reproduced in Figure 7-1 below.

Figure 7-1: Older person’s accommodation type prevalence rate

FORM OF PROVISION	ESTIMATE OF DEMAND PER THOUSAND OF THE RELEVANT 75+ POPULATION
Conventional sheltered housing to rent	60
Leasehold sheltered housing	120
Enhanced sheltered housing (divided 50:50 between that for rent and that for sale) ³⁶	20
Extra care housing for rent	15
Extra care housing for sale	30
Housing based provision for dementia	6

Source: Housing LIN (2011)

167. Table 7-3 showed an estimate of the number of older people aged 75+ in 2031 to be **816**. According to our calculations, this will result, over the Plan period, in a need for 205 bed spaces, which, minus the already existing 141 spaces, produces a net number of **64** spaces needed in specialist accommodation broken down as follows:

Table 7-4: Additional Specialist Housing Provision between 2018 and 2031

Form of provision	Provision per thousand	Provision per actual number
Conventional sheltered housing to rent (affordable)	60	15
Leasehold sheltered housing (market)	120	31
Enhanced sheltered housing (divided 50:50 between that for rent and that for sale)	20	5
Extra care housing for rent (affordable)	15	4
Extra care housing for sale (market)	30	8
Housing based provision for dementia (affordable)	6	2

Source: Housing LIN, AECOM Calculations

168. Table 7-5 below provides a tenure breakdown.

Table 7-5: Additional Specialist Housing Provision between 2018 – 2031 (Type and Tenure)

Form of provision	Affordable	Market	Total
Adaptations, sheltered, or retirement living	15	31	46
Housing with care (e.g. extra care)	8	10	18
Total	23	41	64

Source: Housing LIN, AECOM Calculations

169. We note that there is no obligation for these spaces all to be provided within the Neighbourhood Area itself and clearly in some cases, such as providing a single specialist dementia care dwelling, it would not be economically feasible to do so. As such, these 64 specialist dwellings need not be thought of as all needing to be provided within the Neighbourhood development 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 Neighbourhood Area itself. This specialist dwelling need is likely, therefore, to be split between the Neighbourhood Area and the rest of the District, which will enable the elderly to live either within or as close to the Neighbourhood Area as possible.

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>

8. Conclusions

8.1 Findings and Recommendations

170. The conclusions and recommendations of this Housing Needs Assessment are designed to form evidence informing a policy response in the forthcoming East Boldon Neighbourhood Plan. As such, below, in Table 8-1, we summarise conclusions and recommendations on factors affecting the type and quantity of housing needed in East Boldon.

Table 8-1: Overall conclusions of East Boldon Neighbourhood Plan Housing Needs Assessment

Factor	Source(s) (see Chapter 3)	Evidence	Conclusion
Quantity	South Tyneside Local Development Framework , 2019 National Planning Policy Framework (NPPF), Planning Practice Guidance (PPG), ONS median workplace-based affordability ratios	<p>The standard method minimum dwelling provision figure for South Tyneside is 353 dpa.</p> <p>To calculate East Boldon's share of that target it is necessary to look at the proportion of South Tyneside's population that currently resides in East Boldon and apply that percentage to the District's LHN. At the time of the last Census, there were approximately 5,117 people in the Neighbourhood Area, or 3.45% of the 148,127 people in South Tyneside. Therefore, applying this percentage to South Tyneside's LHN gives a HNF for the Neighbourhood Area of 12 dwellings (rounded) per annum, or 146 dwellings over the entirety of the Neighbourhood plan period, 2019-2031.</p>	<p>As the latest planning strategy does not contain any policies specific to the Neighbourhood Area housing need, and given the age of the current STLDF which was adopted in 2007, it will not be necessary to alter the indicative housing need figure of 12 dwellings (rounded) per annum, or 146 dwellings over the entirety of the Neighbourhood plan period, 2019-2031. This is due to the lack of a recent site allocations document and a lack of data on past dwelling completions and commitments since 2018, in addition to the lack of any policies specific to the Neighbourhood Area housing need in the STLDF, which in itself is due to be replaced by a new Local plan due for submission in 2019.</p>

<p>Tenure and Affordability</p>	<p>AECOM Calculations, Census 2001/2011, Land Registry PPD, RSH, South Tyneside Strategic Housing Market Assessment update 2015, https://www.rightmove.co.uk, https://www.home.co.uk</p>	<p>Home ownership remains the most common tenure type in the Neighbourhood Area, but this sector is experiencing stagnant growth. Meanwhile, private rented homes have increased their share significantly between 2001 and 2011, which suggests a rising demand for this housing tenure. Moreover, shared ownership properties also increased during this period and it may be worth placing a stronger emphasis on delivering homes for private rent and shared ownership. Shared Ownership (25%), Market rent – entry level, affordable rent and social rent offer a route to home ownership for those households earning below the MSOA average income.</p> <p>Affordable Housing Tenures should offer access to housing for those households in receipt of income above around £12,713.</p>	<p>Households earning the MSOA average income are able to afford most Affordable Housing tenures. The exception is 75% shared ownership homes and entry level market sale homes.</p> <p>The SHMA highlights shared ownership as an alternative affordable housing tenure and therefore, in addition to the genuinely affordable social and affordable social rent, a greater emphasis should be placed on delivering shared ownership properties.</p>								
<p>Type and Size</p>	<p>AECOM Calculations, ONS 2011 MHCLG 2014-based household projections, MHCLG 2011-based household projections</p>	<p>Homes in East Boldon are mostly medium-sized, and this reflects the housing distribution of the district. Recent trends suggest that medium-sized homes continue to be popular in the Neighbourhood Area, as there has been a significant increase in the amount of these homes delivered over the intercensal period. Meanwhile larger properties are also increasing in demand and the above data suggest there is a growing demand for both medium and large sized properties in the Neighbourhood Area.</p> <p>In East Boldon there is a slightly lower proportion of one person households in compared with the district, and of these a substantial proportion are aged 65 and over.</p>	<p>Whilst an analysis of property types and sizes in the intercensal period suggest that there is a growing demand for small and large properties in the Neighbourhood Area (3 rooms and 7 rooms or more), it is evident from the life stage modelling that demand for more medium-sized homes may be apparent. Given the current stock, to avoid any misalignment, the final recommended housing split for new dwelling provision is as follows:</p> <table border="0" data-bbox="1038 1420 1382 1615"> <tr> <td>1 bedroom</td> <td>26%</td> </tr> <tr> <td>2 bedrooms</td> <td>42%</td> </tr> <tr> <td>3 bedrooms</td> <td>32%</td> </tr> <tr> <td>4+ bedroom</td> <td>0%</td> </tr> </table>	1 bedroom	26%	2 bedrooms	42%	3 bedrooms	32%	4+ bedroom	0%
1 bedroom	26%										
2 bedrooms	42%										
3 bedrooms	32%										
4+ bedroom	0%										

<p>Specialist housing</p>	<p>AECOM Calculations, Housing LIN (2011), 2014-based Sub-national population projections and Census 2011 (ONS),</p>	<p>East Boldon has an estimated 141 specialist dwelling bed spaces for the elderly.</p> <p>Of East Boldon's projected 2031 population, over 15% are estimated to be aged 75 and over, which equates to 816 people – an increase of 254 since the last Census.</p>	<p>The current provision of specialist accommodation, while high, is not sufficient to meet the needs of the projected elderly population, so East Boldon should plan to deliver an additional 64 bed spaces over the Plan period.</p> <p>These should be split into the following tenures to reflect national trends and imbalances in the current stock:</p> <table border="1" data-bbox="1038 591 1436 763"> <thead> <tr> <th></th> <th>Affordable</th> <th>Market</th> </tr> </thead> <tbody> <tr> <td>Adaptations, sheltered, or retirement living</td> <td>15</td> <td>31</td> </tr> <tr> <td>Housing with care</td> <td>8</td> <td>10</td> </tr> </tbody> </table>		Affordable	Market	Adaptations, sheltered, or retirement living	15	31	Housing with care	8	10
	Affordable	Market										
Adaptations, sheltered, or retirement living	15	31										
Housing with care	8	10										

8.2 Recommendations for next steps

171. This neighbourhood plan housing needs advice has aimed to provide EBNF with evidence on housing trends from a range of sources. We recommend that the Forum should, as a next step, discuss the contents and conclusions with STMBC with a view to agreeing and formulating draft housing policies based on its conclusions and recommendations, 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 strategic policies in the adopted Local Plan;
 - the views of South Tyneside 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 STC, 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 South Tyneside and its neighbourhoods.
172. Ongoing changes to the planning system (for example the recent revisions to the NPPF) will continue to affect housing policies at a local authority and, by extension, a neighbourhood level.
173. 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).
174. 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 Council or any other relevant body and review the neighbourhood plan accordingly to ensure that general conformity is maintained.
175. At the same time, monitoring on-going demographic or other trends over the period in which the neighbourhood plan is being developed will help ensure the continued relevance and credibility of its policies.

Appendix A : Housing Needs Assessment Glossary

Adoption

The final confirmation of a local plan by a local planning authority.

Affordability⁴⁰

The terms 'affordability' and 'affordable housing' have different meanings. 'Affordability' is a measure of whether housing may be afforded by certain groups of households. 'Affordable housing' refers to particular products outside the main housing market.

Affordability Ratio

Assessing affordability involves comparing house costs against the ability to pay. The ratio between lower quartile house prices and the lower quartile income or earnings can be used to assess the relative affordability of housing. The Ministry for Housing, Community and Local Governments publishes quarterly the ratio of lower quartile house price to lower quartile earnings by local authority (LQAR) as well as median house price to median earnings by local authority (MAR) e.g. income = £25,000, house price = £200,000. House price: income ratio = £200,000/£25,000 = 8, (the house price is 8 times income).

Affordable Housing (NPPF Definition)/Intermediate Housing⁴¹

Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision. Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with Homes England. Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing. Homes that do not meet the above definition of affordable housing, such as "low cost market" housing, may not be considered as affordable housing for planning purposes.

Affordable rented housing

Rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). The national rent regime is the regime under which the social rents of tenants of social housing are set, with particular reference to the Guide to Social Rent Reforms (March 2001) and the Rent Influencing Regime Guidance (October 2001). Local market rents are calculated using the Royal Institution for Chartered Surveyors (RICS) approved valuation methods. The Tenant Services Authority has issued an explanatory note on these at <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

Annual Monitoring Report

A report submitted to the Government by local planning authorities assessing progress with and the effectiveness of a Local Development Framework.

Basic Conditions

The basic conditions are the legal tests that are made at the examination stage of neighbourhood development plans. They need to be met before a plan can progress to referendum.

⁴⁰ <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

⁴¹ <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

Backlog need

The backlog need constitutes those households who are eligible for Affordable Housing, on account of homelessness, overcrowding, concealment or affordability, but who are yet to be offered a home suited to their needs.

Bedroom Standard⁴²

A measure of occupancy (whether a property is overcrowded or under-occupied, based on the number of bedrooms in a property and the type of household in residence. The Census overcrowding data is based on occupancy rating (overcrowding by number of rooms not including bathrooms and hallways). This tends to produce higher levels of overcrowding/ under occupation. A detailed definition of the standard is given in the Glossary of the EHS Household Report

Co-living

Co-living denotes people who do not have family ties sharing either a self-contained dwelling (i.e., a 'house share') or new development akin to student housing in which people have a bedroom and bathroom to themselves, but share living and kitchen space with others. In co-living schemes each individual represents a separate 'household'.

Community Led Housing/Community Land Trusts

Housing development, provision and management that is led by the community is very often driven by a need to secure affordable housing for local people in the belief that housing that comes through the planning system may be neither the right tenure or price-point to be attractive or affordable to local people. The principle forms of community-led models include cooperatives, co-housing communities, self-help housing, community self-build housing, collective custom-build housing, and community land trusts. By bringing forward development which is owned by the community, the community is able to set rents and/or mortgage payments at a rate that it feels is appropriate. The Government has a range of support programmes for people interested in bringing forward community led housing.

Community Right to Build Order⁴³

An Order made by the local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a site-specific development proposal or classes of development.

Concealed Families (Census Definition)⁴⁴

The 2011 Census defined a concealed family as one with young adults living with a partner and/or child/children in the same household as their parents, older couples living with an adult child and their family or unrelated families sharing a household. A single person cannot be a concealed family; therefore one elderly parent living with their adult child and family or an adult child returning to the parental home is not a concealed family; the latter are reported in an ONS analysis on increasing numbers of young adults living with parents.

Equity Loans/Shared Equity

An equity loan, which acts as a second charge on a property. For example, a household buys a £200,000 property with a 10% equity loan (£20,000). They pay a small amount for the loan and when the property is sold e.g. for £250,000 the lender receives 10% of the sale cost (£25,000). Some equity loans were available for the purchase of existing stock. The current scheme is to assist people to buy new build.

Extra Care Housing⁴⁵

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,

⁴² <https://www.gov.uk/government/publications/english-housing-survey-2011-to-2012-headline-report>

⁴³ <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

⁴⁴ http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp171776_350282.pdf

⁴⁵ <http://www.housingcare.org/jargon-extra-care-housing.aspx>

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.

Fair Share

'Fair share' is an approach to determining housing need within a given geographical area based on a proportional split according to the size of the area, the number of homes in it, or its population.

Habitable Rooms

The number of habitable rooms in a home is the total number of rooms, less bathrooms, toilets and halls.

Household Reference Person (HRP)

The concept of a Household Reference Person (HRP) was introduced in the 2001 Census (in common with other government surveys in 2001/2) to replace the traditional concept of the head of the household. HRPs provide an individual person within a household to act as a reference point for producing further derived statistics and for characterising a whole household according to characteristics of the chosen reference person.

Housing Market Area (PPG Definition)⁴⁶

A housing market area is 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. It might be the case that housing market areas overlap.

The extent of the housing market areas identified will vary, and many will in practice cut across various local planning authority administrative boundaries. Local planning authorities should work with all the other constituent authorities under the duty to cooperate.

Housing Needs

There is no official definition of housing need in either the National Planning Policy Framework or the National Planning Practice Guidance. Clearly, individuals have their own housing needs. The process of understanding housing needs at a population scale is undertaken via the preparation of a Strategic Housing Market Assessment (see below).

Housing Needs Assessment

A Housing Needs Assessment (HNA) is an assessment of housing needs at the Neighbourhood Area level.

Housing Products

Housing products simply refers to different types of housing as they are produced by developers of various kinds (including councils and housing associations). Housing products usually refers to specific tenures and types of new build housing, such as Starter Homes, the Government's flagship 'housing product'.

Housing Size (Census Definition)

Housing size can be referred to either in terms of the number of bedrooms in a home (a bedroom is defined as any room that was intended to be used as a bedroom when the property was built, any rooms permanently converted for use as bedrooms); or in terms of the number of rooms, excluding bathrooms, toilets halls or landings, or rooms that can only be used for storage. All other rooms, for example, kitchens, living rooms, bedrooms, utility rooms, studies and conservatories are counted. If two rooms have been converted into one they are counted as one room. Rooms shared between a number of households, for example a shared kitchen, are not counted.

Housing Type (Census Definition)

This refers to the type of accommodation used or available for use by an individual household, including detached, semi-detached, terraced including end of terraced, and flats. Flats are broken down into those in a purpose-built block of flats, in parts of a converted or shared house, or in a commercial building.

⁴⁶ <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

Housing Tenure (Census Definition)

Tenure provides information about whether a household rents or owns the accommodation that it occupies and, if rented, combines this with information about the type of landlord who owns or manages the accommodation.

Income Threshold

Income thresholds are derived as a result of the annualisation of the monthly rental cost and then asserting this cost should not exceed 35% of annual household income.

Intercensal Period 2001-2011

The period between the last two censuses, i.e. between years 2001 and 2011.

Intermediate Housing

Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing. Homes that do not meet the above definition of affordable housing, such as 'low cost market' housing, may not be considered as affordable housing for planning purposes.

Life Stage modelling

Life Stage modelling is forecasting need for dwellings of different sizes at the end of the Plan period on the basis of changes in the distribution of household types and key age brackets (life stages) within the Neighbourhood Area. Given the shared behavioural patterns associated with these metrics, they provide a helpful way of understanding and predicting future community need. This data is not available at the Neighbourhood Area level so District level data is employed on the basis of the Neighbourhood Area falling within a defined Housing Market Area.

Life-time Homes

Dwellings constructed to make them more flexible, convenient adaptable and accessible than most 'normal' houses, usually according to the Lifetime Homes Standard, 16 design criteria that can be applied to new homes at minimal cost: <http://www.lifetimehomes.org.uk/>.

Life-time Neighbourhoods

Lifetime neighbourhoods extend the principles of Lifetime Homes into the wider neighbourhood to ensure the public realm is designed in such a way to be as inclusive as possible and designed to address the needs of older people, for example providing more greenery and more walkable, better connected places.

Local Development Order

An Order made by a local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a specific development proposal or classes of development.

Local Enterprise Partnership

A body, designated by the Secretary of State for Communities and Local Government, established for the purpose of creating or improving the conditions for economic growth in an area.

Local Planning Authority

The public authority whose duty it is to carry out specific planning functions for a particular area. All references to local planning authority apply to the District council, London borough council, county council, Broads Authority, National Park Authority and the Greater London Authority, to the extent appropriate to their responsibilities.

Local Plan

The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies, which under the regulations would be considered to

be development plan documents, form part of the Local Plan. The term includes old policies which have been saved under the 2004 Act.

Lower Quartile

The bottom 25% value, i.e. of all the properties sold, 25% were cheaper than this value and 75% were more expensive. The lower quartile price is used as an entry level price and is the recommended level used to evaluate affordability; for example for first time buyers.

Lower Quartile Affordability Ratio

The Lower Quartile Affordability Ratio reflects the relationship between Lower Quartile Household Incomes and Lower Quartile House Prices, and is a key indicator of affordability of market housing for people on relatively low incomes.

Market Housing (PPG Definition)

Market housing is housing which is built by developers (which may be private companies or housing associations, or Private Registered Providers), for the purposes of sale (or rent) on the open market. It is the opposite of affordable housing.

Mean (Average)

The sum of all values divided by the number of values. The more commonly used “average” measure as it includes all values, unlike the median.

Median

The middle value, i.e. of all the properties sold, half were cheaper and half were more expensive. This is sometimes used instead of the mean average as it is not subject to skew by very large or very small statistical outliers.

Median Affordability Ratio

The Lower Quartile Affordability Ratio reflects the relationship between Median Household Incomes and Median House Prices, and is a key indicator of affordability of market housing for people on middle-range incomes.

Mortgage Ratio

The mortgage ratio is the ratio of mortgage value to income which is typically deemed acceptable by banks. Approximately 75% of all mortgage lending ratios fell below 4 in recent years⁴⁷, i.e. the total value of the mortgage was less than 4 times the annual income of the person who was granted the mortgage.

Neighbourhood Plan

A plan prepared by a Parish or Town Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

Older People

People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.

Output Area/Lower Super Output Area/Middle Super Output Area

An output area is the lowest level of geography for publishing statistics, and is the core geography from which statistics for other geographies are built. Output areas were created for England and Wales from the 2001 Census data, by grouping a number of households and populations together so that each output area's population is roughly the same. 175,434 output areas were created from the 2001 Census data, each containing a minimum of 100 persons with an average of 300 persons. Lower Super Output Areas consist of higher geographies of between 1,000-1,500 persons (made up of a number of individual Output Areas) and Middle Super Output Areas are higher than this, containing between 5,000 and 7,200 people, and made up of individual Lower Layer Super Output Areas. Some statistics are only available down to Middle Layer Super Output Area level, meaning that they are not available for individual Output Areas or parishes.

⁴⁷ <https://www.which.co.uk/news/2017/08/how-your-income-affects-your-mortgage-chances/>

Overcrowding

There is no one agreed definition of overcrowding, however, utilising the Government's bedroom standard, overcrowding is deemed to be in households where there is more than one person in the household per room (excluding kitchens, bathrooms, halls and storage areas). As such, a home with one bedroom and one living room and one kitchen would be deemed overcrowded if three adults were living there.

Planning Condition

A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.

Planning Obligation

A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal.

Purchase Threshold

Purchase thresholds are calculated by netting 10% off the entry house price to reflect purchase deposit. The resulting cost is divided by 4 to reflect the standard household income requirement to access mortgage products.

Proportionate and Robust Evidence (PPG Definition)

Proportionate and robust evidence is evidence which is deemed appropriate in scale, scope and depth for the purposes of neighbourhood planning, sufficient so as to meet the Basic Conditions, as well as robust enough to withstand legal challenge. It is referred to a number of times in the PPG and its definition and interpretation relies on the judgement of professionals such as Neighbourhood Plan Examiners.

Private Rented

The Census tenure private rented includes a range of different living situations in practice, such as private rented/ other including households living "rent free". Around 20% of the private rented sector is in this category, which will have included some benefit claimants whose housing benefit at the time was paid directly to their landlord. This could mean people whose rent is paid by their employer, including some people in the armed forces. Some housing association tenants may also have been counted as living in the private rented sector because of confusion about what a housing association is.

Rural Exception Sites

Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.

Shared Ownership

Housing where a purchaser part buys and part rents from a housing association or local authority. Typical purchase share is between 25% and 75%, and buyers are encouraged to buy the largest share they can afford. Generally applies to new build properties, but re-sales occasionally become available. There may be an opportunity to rent at intermediate rent level before purchasing a share in order to save/increase the deposit level

Sheltered Housing⁴⁸

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 bedroomed. 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-

⁴⁸ <http://www.housingcare.org/jargon-sheltered-housing.aspx>

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.

Strategic Housing Land Availability Assessment (NPPF Definition)

A Strategic Housing Land Availability Assessment (SHLAA) is a document prepared by one or more local planning authorities to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period. SHLAAs are sometimes also called LAA (Land Availability Assessments) or HELAAS (Housing and Economic Land Availability Assessments) so as to integrate the need to balance assessed housing and economic needs as described below.

Strategic Housing Market Assessment (NPPF Definition)

A Strategic Housing Market Assessment (SHMA) is a document prepared by one or more local planning authorities to assess their housing needs, usually across administrative boundaries to encompass the whole housing market area. The NPPF makes clear that SHMAs should identify the scale and mix of housing and the range of tenures the local population is likely to need over the plan period. Sometimes SHMAs are combined with Economic Development Needs Assessments to create documents known as HEDNAs (Housing and Economic Development Needs Assessments).

Specialist Housing for the Elderly

Specialist housing for the elderly, sometimes known as specialist accommodation for the elderly, encompasses a wide range of housing types specifically aimed at older people, which may often be restricted to those in certain older age groups (usually 55+ or 65+). This could include residential institutions, sometimes known as care homes, sheltered housing, extra care housing, retirement housing and a range of other potential types of housing which has been designed and built to serve the needs of older people, including often providing care or other additional services. This housing can be provided in a range of tenures (often on a rented or leasehold basis).

Social Rented Housing

Social rented housing is owned by local authorities and private registered providers (as defined in Section 80 of the Housing and Regeneration Act 2008.) for whom guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with Homes England.⁴⁹

⁴⁹ <http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing>

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