Draft for Comment

Copdock and Washbrook Housing Needs Assessment (HNA)

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Quality information

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List of acronyms used in the text:

AH	Affordable Housing (NPPF definition)
AMH	Affordable Market Housing
BDC	Babergh District Council
CWPC	Copdock and Washbrook Parish Council
HLIN	Housing Learning and Improvement Network
HNA	Housing Needs Assessment
HRF	Housing Requirement Figure
JLP	Joint Local Plan
LPA	Local Planning Authority
MHCLG	Ministry for Housing, Communities and Local Government (formerly DCLG)
NA	Neighbourhood Area
NDP	Neighbourhood Development Plan
NP	Neighbourhood Plan
NPA	Neighbourhood Plan Area
NPPF	National Planning Policy Framework
ONS	Office for National Statistics
PPG	Planning Practice Guidance
PRS	Private Rented Sector
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment

1. Executive Summary

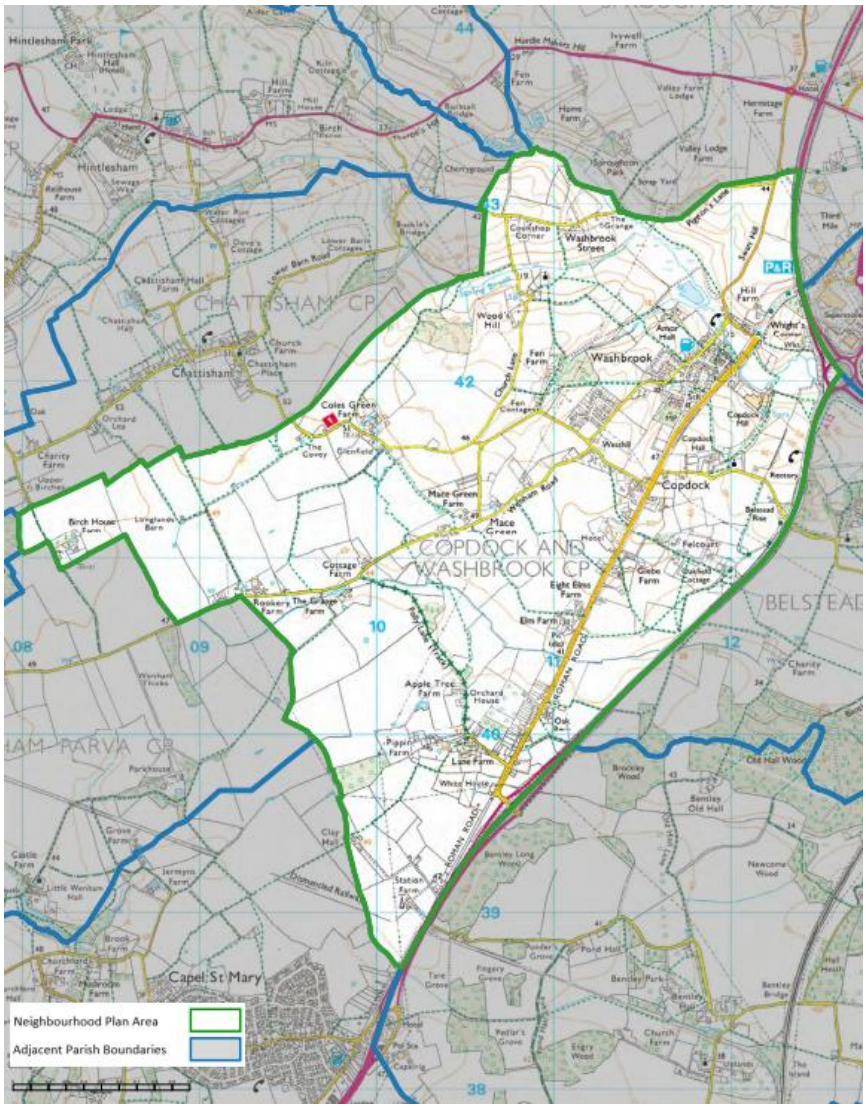
TO BE COMPLETED FOLLOWING CLIENT COMMENT

2. Context

2.1 Local context

1. Copdock and Washbrook Civil Parish covers the two villages of Copdock and Washbrook, as well as the hamlets of Coles Green, Mace Green and Washbrook Street. Copdock and Washbrook Parish Council (CWPC) have commissioned a Housing Needs Assessment from Locality, to be delivered by AECOM, to inform their emerging Neighbourhood Plan.
2. The parish, approximately 938 hectares in size, is located within Babergh district, which is situated in the County of Suffolk, in the East of England.
3. Despite being a rural location, the parish is situated less only 5 kilometres south west of the historical county town of Ipswich.
4. The A12 runs along the south east boundary of the Parish, providing residents with access to London, Chelmsford, Colchester, and Ipswich. Additionally, the A14 runs along the north east boundary of the Parish, providing direct access to the East Midlands, Cambridge, Bury St Edmunds, Ipswich and Felixstowe.
5. Copdock and Washbrook was designated as a Neighbourhood Area (NA) in 2018, and a steering group has since been working towards developing a Neighbourhood Plan (NP). A map identifying the designated Copdock and Washbrook Neighbourhood Plan Area (NPA) is shown below in Figure 2-1.

Figure 2-1: Copdock and Washbrook Neighbourhood Plan Area



Source: https://www.babergh.gov.uk/assets/Neighbourhood-Planning/CandW-NP-Area-Map.pdf

2.2 Planning policy context

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

7. The current Babergh Core Strategy, adopted in 2014, sets out detailed planning policies for the area, for the period of 2011 to 2031. Babergh District Council (BDC) is working with Mid Suffolk District Council to develop a new Joint Local Plan for the Babergh and Mid Suffolk districts, which will replace the current Babergh Core Strategy. Upon completion, the Joint Local Plan will provide the most up-to-date planning policy for the area, for the period up until 2036.

8. However, given that the Joint Local Plan is not due to be adopted until 2020, the existing Babergh Core Strategy will be the document with which the NP must conform. However, in practice, there is normally little difficultly in achieving conformity with both the adopted Plan at the time of writing and the emerging Plan that will apply for the majority of the Neighbourhood Plan period, and for this reason, both Plans are reviewed below.

2.2.1 Adopted Babergh Local Plan

9. This section reviews the policies of the adopted Babergh Local Plan that are considered relevant to housing needs in Copdock and Washbrook. Because only relevant text has been reviewed, policies have been edited for clarity.

10. According to **Policy CS1: Applying the Presumption in favor of Sustainable Development in Babergh**, BDC will take a positive approach when considering development proposals, reflecting the presumption in favor of sustainable development contained in the National Planning Policy Framework (NPPF).

11. **Policy CS2: Settlement Pattern** directs new development to the towns / urban areas and to the Core Villages and the Hinterland villages within Babergh. In the countryside, development is only permitted in exceptional circumstances, where the need is justified and proven. Within **Policy CS2**, Copdock and Washbrook is classified as a Hinterland Village which will accommodate some development to help meet its needs.

12. **Policy CS3: Strategy for Growth and Development** makes provision for 5,975 new dwellings within Babergh District over the plan period, with 2,200 dwellings planned between 2011 and 2016 and a further 4,875 dwellings between 2017 and 2036. In terms of new land allocation numbers, provision will be made for 2,500 new dwellings, 1,050 of which will be delivered in the Core and Hinterland villages.

13. In line with **Policy CS11: Strategy for Development for Core and Hinterland Villages**, development within Hinterland Villages will be approved where proposals demonstrate a close functional relationship to the existing settlement. Development should meet the following criteria:

    - Well designed and appropriate in size, scale, layout and character to the setting and village;
    - Adjacent or well related to the existing pattern of development in the settlement;
    - Meet proven local need identified in the adopted community local plan or neighbourhood plan;
    - Support local services and create or expand employment opportunities; and
    - Not compromise the delivery of permitted or identified schemes in adopted community or village local plans.

14. **Policy CS18: Mix and Types of Dwellings** ensures that the mix, type and size of housing development reflects the established need within the Babergh district. Any development on strategic housing sites or mixed-use developments with a substantial residential element will be required to make provision for the needs of vulnerable or identified groups of people.

15. As stated in **Policy CS19: Affordable Homes,** all residential development will be required to provide 35% affordable housing in order to promote inclusive and mixed communities. However, individual targets may be set in Core and Hinterland Villages in Area Action Plans and Site Allocation DPDs. Where proposed development includes only one or two dwellings, or where affordable homes cannot be provided on site, a commuted sum will be required.

16. **Policy CS20: Rural Exception Sites** states that BDC will take a flexible approach to the location of rural exception sites, allowing proposals adjacent, or well related, to the settlement development boundaries of Core and Hinterland Villages, where the type, size, and character is appropriate and in line with identified needs.

2.2.2 Babergh & Mid Suffolk Joint Local Plan: Consultation Document August 2017

17. The Joint Local Plan (JLP) consultation document is formed of three key parts: strategic, delivery and places. The delivery section includes four priority areas for the plan which includes Housing, Economy, Environment and Healthy Communities & Infrastructure. Here we review the housing chapters and the relevant policies that are outlined. Given that the 2017 document is a Consultation Document meaning that rather than draft policies, it contains a range of outline policy options for local people to comment on. This means that at the time of writing the emerging planning framework carries relatively little weight for planning purposes compared to the Adopted Local Plan reviewed above.

18. As an additional caveat, though the Consultation Document was based on an emerging Objectively Assessed Need for housing for Babergh, which at the time of the consultation was considered definitive, this method of calculation has subsequently been superseded by the Government's new Standard Method, and as such the quantity of housing that the Council was planning for in 2017 is considered to have been superseded, and thus not reviewed by this assessment (for further details, please see Quantity chapter below).

19. **Option SET2 Key & Supporting Services -** The JLP's approach to the settlement hierarchy is informed by the Babergh & Mid Suffolk Settlement Hierarchy Review 2017. In the JLP settlement hierarchy Copdock and Washbrook continues to be classed as a Hinterland Village, now designated as within the Ipswich Fringe Area.

20. **Spatial Distribution:** Within the JLP document, the Council is consulting on four different options to take in relation to spatial distribution. These are described in Table 2-1 below.

Table 2-1: Spatial Distribution Options

Option description	Percentage of district growth for all Hinterland Villages
Option BHD1 – County Town focused growth. This will see most development occur in the Ipswich fringe area and larger towns and provide opportunities for these areas to regenerate, whilst other areas will benefit from these improved centres.	5%
Option BHD2 – Market Town/rural area balance. A mix of urban and rural development is seen as most sustainable, and has been historically been the growth pattern in the district.	15%
Option BHD3 – Transport Corridor focused – Sustainable development should be achieved by exploiting existing transport connections that enable access to facilities and services across the district and beyond.	10%
Option BHD4 – New Settlement focused – Rather than to expand existing settlements, this option would be to create new, stand-alone settlements.	5%

Source: Babergh & Mid Suffolk Joint Local Plan: Consultation Draft – August 2017, p.29-32

3. Approach

21. Below we set out the research questions relevant to this study, as discussed and agreed with CWPC. Research Questions, abbreviated to 'RQ', are determined at the start of the project through discussion with the parish. They serve to direct our research into the key neighbourhood-level issues and provide the structure for the Housing Needs Assessment.

3.1.1 Quantity

22. Given the fact that the adopted Babergh Core Strategy sets a target for all Hinterland villages, and Copdock and Washbrook is just one parish within this larger set, there is no specific Local Plan housing target for the parish at present. Additionally, the Core Strategy was adopted before the Government's new Standard Method for assessing housing quantity to plan for was developed, and the Standard Method can now be considered to supersede the Core Strategy approach, as it will have to be used in the emerging Joint Local Plan.

23. In this context, it is appropriate to formulate an estimate of the amount of housing Copdock and Washbrook needs to plan for over its Neighbourhood Plan period.

RQ1: What quantity of Housing in the NA is appropriate over the Plan period 2018 - 2036?

3.1.2 Type and size

24. CWPC is seeking to determine what size and type of housing would be best suited to the local community. From the group's perspective, new housing within the neighbourhood area should be appropriate for different stages of life: from newly forming households, to families, to ageing population and households wishing to downsize.

25. The aim of this research question is to provide the Parish with robust evidence on the types and sizes needed by the local community. This will ensure future development truly reflects what the residents need.

RQ2: What type (terrace, semi, bungalows, flats and detached) and size (number of habitable rooms) of housing is best suited to meet local needs?

3.2 Relevant Data

3.2.1 Local Authority evidence base

26. The PPG states that those developing Neighbourhood Plans can refer to existing needs assessments prepared by the local planning authority as a starting point. As Copdock is in Babergh, this evidence base comprises the following Strategic Housing Market Assessment (SHMA) documents:

- The Ipswich and Waveney Housing Market Areas Strategic Housing Market Assessment (SHMA) Part One (May 2017)[1];
- The Ipswich and Waveney Housing Market Areas SHMA Part 2 (September 2017)[2]; and
- a SHMA Part II Partial Update (January 2019)[3].

27. These documents address the relevant geography and inform emerging housing policies at a local authority level, including affordable housing policy. An initial review, however, showed that the SHMA Part 1 is relevant only in terms of establishing the Objectively Assessed Need (OAN) for housing across the district as a whole, and as such is not relevant for the quantity RQ because it employs a superseded methodology.

28. Alongside the SHMA documents, we have also considered data from the 2001 and 2011 Censuses, and up-to-date population and household projections and estimates produced by the ONS. All these sources of data are publicly accessible, and provide a strong starting point for policy development that aims to build on and add local specificity to the Babergh-level evidence base and thus develop policies relevant to the specific needs of the parish.

[1] Available at https://www.babergh.gov.uk/assets/Strategic-Planning/Current-Evidence-Base/Ipswich-and-Waveney-Housing-Market-Areas-Strategic-Housing-Market-Assessment-Part-1-May-2017.pdf
[2] Available at https://www.babergh.gov.uk/assets/Strategic-Planning/Current-Evidence-Base/SHMA-Pt2-Sept-2017-2.pdf
[3] Available at https://www.babergh.gov.uk/assets/Strategic-Planning/Current-Evidence-Base/SHMA-Part-2-update-2019.pdf

4. RQ1: Quantity

RQ1: What quantity of Housing in the NA is appropriate over the Plan period 2018 - 2036?

4.1.1 Introduction

29. 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".

30. NPPF paragraph 66 states that "Where it is not possible to provide a requirement figure for a neighbourhood area[4], 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."[5]

31. Given that no indicative housing requirement figure has been provided by Babergh to Copdock and Washbrook there is a need to calculate an indicative Housing Requirement Figure (HRF) for the Neighbourhood Plan area. This can then be used as the starting point for further work to establish a policy-on Housing Requirement Figure.

32. The Planning Practice Guidance[6] 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".

33. 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.

34. In calculating this HRF, it should be noted that paragraphs 65 and 66 place specific obligations on strategic or local planning authorities and no other parties (i.e. AECOM is not obliged to follow directly paragraphs 65 and 66). Having said this, clearly AECOM's calculation will be of most use as a starting point, both to the neighbourhood group and to the Local Planning Authority (LPA), if it can seek to mirror the NPPF suggested approach as closely as possible, and so this is the reasonable approach that has been taken.

35. We have estimated the number of new dwellings that should be sought in the NA over the Plan period (the HRF) 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 HRF for the NA should take as its starting point the housing target for the Local Authority (LPA) within which it sits. The baseline for our calculation for the 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 the NA.

The NPPF requires Local Authorities to use the standard method.[7] 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.

[4] For example, where 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.
[5] NPPF, paragraph 66, page 18
[6] Paragraph: 001 Reference ID: 2a-001-20190220, at https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments
[7] https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments

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 HRF for neighbourhood plans should reflect "the overall strategy for the pattern and scale of development and any relevant allocations,"[8] and "the most recently available planning strategy of the local planning authority."[9]

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 the NA. This will often result in a slightly different figure to that produced in Step 1.

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 NA, should be deducted from the total in order to provide a HRF for the remainder of the Plan period and an annual HRF that reflects past under- or over-delivery.

Provided the data needed is available to us, we will also deduct a windfall allowance[10] 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 NA proposes to fulfil its housing target so long as there has been a consistent record of such delivery in recent years. [11]

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 HRF to the NA. With this in mind, it is important the group share the HRF 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 HRF set out in PPG.[12]

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

4.1 Standard method (Step 1)

37. 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 NA, 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 LA target that should be apportioned to the NA.

38. The Babergh LHN figure, using the standard method, is calculated as follows[13]:

39. **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.

    - According to Babergh's 2014-based household projection, total household growth will be 2,932 dwellings across the District between 2019 and 2029.

40. **Step two** is to adjust this annual average using the most recent ONS median workplace-based affordability ratios[14], which provide the ratio of house prices to earnings for various geographies. For each 1% increase in the ratio above, projected household growth should be increased by a quarter of a percent:

    - Babergh's 2018 median affordability ratio is 11.39. Using the formula outlined in the PPG to calculate the adjustment factor (1.426) creates a minimum annual local housing figure of 428 dwellings (rounded).

[8] NPPF, paragraph 65, page 18
[9] Ibid
[10] 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 therefore, windfalls are not planned, they are an expected type of development and, as such, contribute towards housing provision.
[11] Planning Practice Guidance Paragraph: 097 Reference ID: 41-097-20180913 Revision date: 13 09 2018
[12] Paragraph: 010 Reference ID: 2a-010-20190220
[13] Paragraph: 004 Reference ID: 2a-004-20190220 Revision date: 20 02 2019
[14] https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian

41. **Step three** is to apply a cap which limits the increases applied to any individual local authority. How this is calculated depends on the current status of relevant strategic policies for housing. There are two options, depending on whether the policies were adopted within the last 5 years or are older:

    - Option 1: 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.
    - Option 2: 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).

42. The existing relevant strategic policies are those in the Babergh Core Strategy, adopted in February 2014. As this document was not adopted within the last five years, the second option above is applied and the LHN is capped at 40% above whichever is the higher of either a) or b) described in Option 2 above.

43. The projected household growth for the area (thus a) above) over the 10 year period identified in step 1 is 2,932 dwellings between 2019 and 2029, which equates to 293 dwellings per annum for this period.

44. The average housing requirement figure (thus b) above) for Babergh District for the plan period 2011 – 2036 is at least 5,975 homes, or an average of 299 homes per annum.

45. Therefore, b) is higher than a), so the cap is applied to b). A cap of 40% above 299 is (299 x 1.4 =) 419 (rounded).

46. The cap of 419 is smaller than the figure of 428 dwellings, and therefore limits the adjustment for affordability. The minimum LHN for Babergh is therefore 419 net additional dwellings per year.[15]

47. Having derived Babergh's LHN, we now calculate Copdock's share of that target by looking at what proportion of Babergh's population currently reside in Copdock and applying that percentage to the District's LHN.

48. At the time of the last Census (2011), there were 1,114 people in the NA, or 1.27% of the 87,740 people in Babergh. Therefore, applying this percentage to Babergh's LHN (1.27% of 419) **gives a HRF for the NA of 5 dwellings (rounded) every year, or 90 dwellings over the entirety of the Neighbourhood plan period, 2018-2036**.

4.2 Latest LA planning strategy (Step 2)

49. 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 HRF for the NA that takes into account the Local Authority's spatial strategy, and therefore may differ slightly from the initial HRF calculated above.

50. In Babergh, the relevant document is the Babergh Core Strategy 2014. The overall strategy for the pattern, scale and overall housing need figure for the district is outlined in **Policy CS2.**

51. Copdock is categorised within the Hinterland Villages Category. Babergh District Planning Framework 2015 allocates 1,050 of the overall requirement of 5,975 dwellings to be provided in the Core and Hinterland Villages. A total of 43 Hinterland Villages are in this category[16]. However, the Babergh Core Strategy 2014 states that some of these 43 hinterland villages also fall into other functional clusters. As it is not clear how each hinterland village should calculate their housing requirement figure, it is necessary to calculate a fair share of the overall hinterland village housing requirement figure. Therefore, Copdock's indicative requirement would be (1,050/43=) 24 dwellings. Over the Core Strategy plan period (2011 – 2031), it is necessary to calculate the indicative requirement per annum which would be **1 dwelling per annum** (24 divided by 20, rounded). Then, applying this figure to the NP period 2018 – 2036 would result in an **overall indicative requirement figure of 18 dwellings.**

[15] Note that the 2019 SHMA Part 2 Partial Update calculates Babergh's annual need as 428 dwellings per year rather than 419. However, this is because at the time of the SHMA calculation, Babergh's adopted planning strategy was adopted less than five years ago, whereas at the time of writing this report (May 2019), the five-year point has now been passed (it passed in February 2019). Therefore, the cap has to be applied differently.

[16] https://www.midsuffolk.gov.uk/assets/Strategic-Planning/Babergh-Core-Strategy/CORE-STRATEGY-AND-POLICIES-FINAL-Feb-2014.pdf

4.3 Past dwelling completions and commitments (Step 3)

52. The next step is to subtract any net completions of new dwellings that have occurred since the beginning of the Plan period of 2018 - 2036, as well as considering commitments.

53. According to Babergh District Council's Annual Monitoring Report for 2017-8 (the most recent available), while there appear to have been no dwelling completions during the start of the Plan period so far, there is a commitment to build 15 dwellings at the football ground north-east of Elm Lane. It is recommended that commitments are not deducted from the overall figure, however, but this does indicate that until the Joint Local Plan is adopted, at which point the Standard Method calculated above should apply, that land has already been found for fifteen of the Core Strategy-derived requirement for eighteen dwellings.

54. However, because this is a commitment and not a completion, the residual HRF will not have any deductions applied at this stage and will remain as **1 dwelling (rounded) per annum, or 18 dwellings over the Neighbourhood plan period, 2018-2036, until the Joint Local Plan is adopted.**

4.4 Final Housing Need Figure

55. Based on the evidence presented above, the HNA therefore recommends an **overall HRF of 1 dwelling (rounded) per annum, or 18 dwellings over the Neighbourhood plan period, 2018-2036**. Note, however, that this recommendation is based on a Core Strategy that uses a now-superseded method of calculation dwelling need, and therefore has the potential to be superseded either by a) Babergh Council providing an HRF to the Parish, which they have indicated they will do during 2019, or b) by the adoption of the JLP, which, as per the Standard Method calculated above, is likely to result in a higher HRF for the parish.

56. In any case, figures calculated on the basis of the Government's Standard Method are 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 Babergh District and thus any indicative housing requirement figure provided by the Council for neighbourhood areas.

57. In the light of these caveats, it can therefore be appreciated that the quantity assessment in this report is indicative and it is recommended that the Parish continues to liaise closely with BDC on the issue of overall quantity of housing as the JLP and the Neighbourhood Plan develop further.

5. RQ 2 Type and size

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

5.1 Introduction

58. 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.

59. CWPC is seeking to determine what size and type of housing would be best suited to the local community. The Parish Council wants to ensure that future developments give local people at all stages of life the options they require.

60. This section analyses existing housing provision and its suitability, focusing on demographic shifts in age and household composition, to address future as well as current community need. For this reason, we start with a consideration of type and size of dwelling within the existing housing stock in the Parish. Next, demographic shifts in age and household composition will be considered. Finally, the future demand for housing by size and type will be determined based on how different household types currently occupy their dwellings in the District.

61. The key relevant data sources for this topic are the Census and the SHMAs, and both sources have been reviewed as appropriate.

5.2 Background and definitions

62. Before beginning our consideration of dwelling type and size, it is important to understand how different types of households occupy their homes. Crucially, and unsurprisingly, 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, income, and age, such that older households tend to have larger homes than younger households, often as a result of cost and affordability.

63. In this context, even smaller households (those with fewer than three inhabitants) may be able to choose to live in larger homes than they require, and thus would be defined in Census terms as under-occupying their homes. This is a natural feature of the housing market, and can distort considerations of future housing needs, with market dynamics and signals having the potential to give a very different picture than demographics, household type and size would suggest for future years.

64. In order to understand the terminology surrounding dwelling size analysis, it is important to note that the number of rooms recorded in Census data excludes some rooms such as bathrooms, toilets and halls. Dwelling size data is collected by determining the number of rooms being occupied by each household. In the section that follows, 'dwelling sizes' should thus be translated as follows[17]:

    - 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

65. It is also useful to clarify the Census terminology around 'dwellings' and 'household spaces'. These can be confusing where different terminologies such as flats, apartments, shared and communal dwellings, and houses in multiple occupation, are used. Dwellings are counted in the Census by combining address information with Census returns on whether people's accommodation is self-contained.[18] 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.

[17] https://www.nomisweb.co.uk/census/2011/qs407ew
[18] https://www.gov.uk/guidance/dwelling-stock-data-notes-and-definitions-includes-hfr-full-guidance-notes-and-returns-form

66. 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."[19] 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.

67. Whilst it is unlikely that these issues are of specific relevance to Copdock and Washbrook, 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.

5.3 Existing types and sizes

5.3.1 Data from SHMA Part 2 and its partial update

68. The Ipswich and Waveney SHMA Part 2 (2017) and its 2019 partial update both contain a range of data relevant to answering RQ2, which can be summarised as follows:

- Babergh records a particularly high level of self-employment (this is relevant to baseline house size as self-employed people are more likely to work from home and therefore, as a rule, tend to occupy larger houses);
- Babergh has a relatively high level of older persons only households (which is likely to translate into future demand for smaller dwellings);
- SHMA Part 2 Partial Update Table 4.4c indicates that by 2036, and for owner-occupied properties only, Babergh as a whole will need 12.2% more one bedroom dwellings, 36.1% more two bedroom, 30.2% more three bedroom and 21.5% more four plus bedroom properties- therefore, demand seems highest for two- and three-bedroom properties, which can be thought of as small and medium-sized houses;.

5.3.2 Data from Census- Type

69. Table 5-1 below shows the mix of types of dwelling in the NA and how this compares with district and national geographies.

70. The dwelling mix in Copdock and Washbrook contrasts with that of the wider District of Babergh, showing a more 'rural' profile (i.e. a higher share of detached homes and a lower share of terraced homes, as well as hardly any flats). The most common dwelling type is detached homes which make up over half of all accommodation types.

Table 5-1: Accommodation type (households) in Copdock and Washbrook, 2011

Dwelling type		Copdock and Washbrook	Babergh	England
Whole house or bungalow	Detached	57.6%	41.6%	22.4%
	Semi-detached	30.1%	29.4%	31.2%
	Terraced	11.2%	21.7%	24.5%
Flat, maisonette or apartment	Purpose-built block of flats or tenement	0.2%	5.5%	16.4%
	Parts of a converted or shared house	0.2%	0.9%	3.8%
	In commercial building	0.4%	0.8%	1.0%

- *Source: ONS 2011, AECOM Calculations*

5.3.3 Data from Census- Size

71. Table 5-2 below shows that household sizes are larger in Copdock and Washbrook compared to Babergh (2.46 against 2.34). In the following paragraphs, we further investigate the size of dwellings in the NA.

[19] Ibid.

Table 5-2: Occupancy Summary Table

	Copdock and Washbrook	Babergh
Average household size (number of people)	2.46	2.34

Source: ONS 2011 (KS403EW)

72. It is also relevant to consider trends in house sizes, i.e. how the number of rooms occupied by households has changed between the 2001 and 2011 Censuses. The measurement of number of rooms provides a proxy for the size of dwellings in a given geography. This data is presented below in Table 5-3 and shows that there has been a steady increase in nearly all dwelling sizes. The largest increase is seen in 5 room homes which have increased by nearly a quarter during the inter-census period.

Table 5-3: Rates of change in number of rooms per household in Copdock and Washbrook, 2001-2011

Number of Rooms	Copdock and Washbrook	Babergh	England
1 Room	0.0%	0.2%	-5.2%
2 Rooms	0.7%	1.3%	24.2%
3 Rooms	3.3%	5.3%	20.4%
4 Rooms	15.3%	15.9%	3.5%
5 Rooms	23.9%	24.5%	-1.8%
6 Rooms	17.0%	19.5%	2.1%
7 Rooms	16.4%	12.6%	17.9%
8 Rooms or more	10.8%	9.6%	29.8%

Source: ONS 2011, AECOM Calculations

73. Table 5-4 below sets out the distribution of the number of rooms by household (i.e. by household space, which as noted above, for the purposes of analysis in Copdock and Washbrook, broadly equates to an individual dwelling due to likely low rates of shared dwellings). From this data, 96% of the stock in Copdock and Washbrook can be considered family dwellings (four rooms or more) and nearly a quarter of them are very large properties (with 8 rooms or more). Smaller properties (1-3 rooms) make up just 4% of the parish's housing stock. It is evident from Table 5-4 below that these figures align reasonably closely with those of the District as a whole.

Table 5-4: Number of rooms per household space, 2011

Number of Rooms 2011	Copdock and Washbrook		Babergh	
	Frequency	%	Frequency	%
1 Room	0	0.0%	61	0.2%
2 Rooms	3	0.7%	480	1.3%
3 Rooms	15	3.3%	2002	5.3%
4 Rooms	69	15.3%	5950	15.9%
5 Rooms	108	23.9%	9192	24.5%
6 Rooms	77	17.0%	7302	19.5%
7 Rooms	74	16.4%	4724	12.6%
8 Rooms or more	49	10.8%	3596	9.6%
9 Rooms or more	57	12.6%	4215	11.2%

Source: ONS 2011, AECOM Calculations

74. It is also useful to cross-reference this data with Census estimates of the number of bedrooms for each household in Copdock and Washbrook versus Babergh. Table 5-5 below summarises the proportion of households occupying each size of home in terms of the number of bedrooms. The data shows that the distribution of bedrooms per household in

Copdock and Washbrook is similar to that of Babergh, with the majority of homes possessing between two and four bedrooms. In general, number of bedrooms per dwelling is slightly higher in the Parish than across Babergh as a whole.

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

Bedrooms	Copdock and Washbrook		Babergh	
	Number	%	Number	%%
All categories: Number of bedrooms	452	100.0%	37,522	100.0%
No bedrooms	0	0.0%	48	0.1%
1 bedroom	17	3.8%	2,361	6.3%
2 bedrooms	126	27.9%	9,525	25.4%
3 bedrooms	179	39.6%	15,756	42.0%
4 bedrooms	93	20.6%	7,576	20.2%
5 or more bedrooms	37	8.2%	2,256	6.0%

Source: ONS 2011 (QS411EW), AECOM Calculations

5.4 As a summary of the assessment of dwelling size, homes in Copdock and Washbrook are mostly medium sized or larger dwellings, and this is not dissimilar to the housing distribution of the District. Recent trends suggest that the supply of medium to large homes has also increased over the inter-census period. However, it is also useful to acknowledge life stage modelling in our calculations of type and size, to ensure the housing mix meets the demographic needs of the NA for the duration of the neighbourhood plan period; this exercise will also determine the extent to which the NA's future size profile differs from that of Babergh as a whole as forecast by the SHMA work summarised above.Household composition and age structure

75. Having established the current stock profile of Copdock and Washbrook, and identified recent changes in its composition, the evidence assembled in this section shows the composition of households both 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 housing in Copdock and Washbrook should be influenced by neighbourhood planning policy.

5.4.1 Current Household Composition

76. Household composition is a critical factor driving the size of housing that will be needed in Copdock and Washbrook in the future. As of 2011, the NA had 452 households, representing 1.2% of the District's total.

77. In Table 5-6 below, we present data relating to household composition drawn from Census 2011 in the NA. This shows that household composition between Copdock and Washbrook and Babergh is almost identical. The split between one person and family households is roughly 1:2, in favour of families.

Table 5-6: Household composition (by household) in Copdock and Washbrook, 2011

		Copdock and Washbrook	Babergh	England
One person household	**Total**	27.2%	28.2%	30.2%
	Aged 65 and over	13.7%	14.1%	12.4%
	Other	13.5%	14.0%	17.9%
One family only	**Total**	66.4%	67.8%	61.8%
	All aged 65 and over	11.1%	11.7%	8.1%
	With no children	19.5%	21.6%	17.6%
	With dependent children	25.2%	25.2%	26.5%
	All children Non-Dependent	10.6%	9.2%	9.6%
Other household types	**Total**	6.4%	4.1%	8.0%

Source: ONS 2011, AECOM Calculations

5.4.2 Future household composition and age mix

78. 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.

79. Table 5-7 below shows that many household types saw a small decline in the inter-census period apart from families with non-dependent children. This contrasts with the district which has generally seen an increase in all categories.

Table 5-7: Rates of change in household composition in Copdock and Washbrook, 2001-2011

Household type		Percentage change, 2001-2011		
		Copdock and Washbrook	Babergh	England
One person household	**Total**	4.2%	11.7%	8.4%
	Aged 65 and over	-1.6%	1.8%	-7.3%
	Other	10.9%	23.7%	22.7%
One family only	**Total**	-5.4%	5.5%	5.4%
	All aged 65 and over	-12.3%	9.2%	-2.0%
	With no children	-12.9%	8.2%	7.1%
	With dependent children	-2.6%	1.1%	5.0%
	All children non-dependent	14.3%	7.2%	10.6%
Other household types	Total	93.3%	17.4%	28.9%

Source: ONS 2011, AECOM Calculations

80. It is important to note that whilst there are some contrasts in the rates of change between the NA and the District, the changes in absolute numbers within the NA are relatively small, as seen in Table 5-8 below.

Table 5-8: Household composition in Copdock and Washbrook, 2001-2011

Household type		2001		2011	
		Copdock and Washbrook	Babergh	Copdock and Washbrook	Babergh
One person household	**Total**	450	34865	452	37522
	Aged 65 and over	118	9466	123	10570
	Other	63	5212	62	5306
One family only	**Total**	55	4254	61	5264
	All aged 65 and over	317	24097	300	25424
	With no children	57	4036	50	4407
	With dependent children	101	7483	88	8100
	All children non-dependent	117	9352	114	9458
Other household types	Total	42	3226	48	3459

Source: ONS 2011, AECOM Calculations

5.5 Dwelling mix determined by life-stage modelling

81. In this section, we provide an estimate of the mix of home sizes 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, in the absence of evidence to the contrary, that the same household types are likely to wish to occupy the same size of homes in 2036 as they did in 2011).

82. 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 is a more modern term for 'head of household'). This data is only available at the District level and for the years 2014 and 2039. Therefore, we have estimated what the distribution of households, by the age of the HRP, would be in 2036, and highlighted that line in red to indicate it is an estimate. The data is presented in Table 5-9 below.

Table 5-9: Projected distribution of households by age of HRP (Babergh)

	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	700	3,401	13,700	7,598	12,123
2014	1,000	3,000	14,000	7,000	14,000
2036	1,000	3,000	12,240	7,000	21,920
2039	1,000	3,000	12,000	7,000	23,000

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

83. At this point, it is necessary to derive an estimate of the future change in age structure of the population in Copdock and Washbrook. To do so, the percentage of increase expected for each group in Babergh, derived from the data presented in Table 5-9, was applied to the population of Copdock and Washbrook. The results of our calculations are detailed in Table 5-10 below:

Table 5-10: Projected distribution of households in Copdock and Washbrook 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	2	20	176	109	145
2014	3	18	180	100	167
2036	3	18	157	100	262

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

84. In Table 5-11 below, we again use data from the MHCLG 2014-based household projections and set out the distribution of dwellings of different sizes according to the age of the HRP.

Table 5-11: Age of household reference person to size, grouped (Babergh)

	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	20.3%	10.6%	4.5%	4.9%	7.6%
2 bedrooms	49.8%	38.7%	19.1%	20.5%	30.4%
3 bedrooms	26.3%	40.1%	43.5%	43.1%	41.1%
4 bedrooms	2.4%	8.4%	25.0%	24.5%	16.4%
5+ bedrooms	1.2%	2.1%	8.0%	7.1%	4.5%

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

85. Having established the preference shown by households at different life-stages towards dwellings of different sizes, and the approximate number of households in both Babergh and Copdock and Washbrook falling into each of these stages at the end of the Plan period in 2036, 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 5-12: Ideal dwelling size distribution in Copdock and Washbrook in 2036, based on projection of 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 2036	3	18	157	100	262	-
1 bedroom	1	2	7	5	20	34
2 bedrooms	1	7	30	21	80	139
3 bedrooms	1	7	68	43	108	227
4 bedrooms	0	1	39	25	43	108
5+ bedrooms	0	0	13	7	12	32

Source: Census 2011, AECOM Calculations

86. 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 Copdock and Washbrook set out above. Table 5-13 below indicates that, by 2036, the distribution of dwellings should be weighted more towards the small to medium part of the size spectrum, with a particular focus on dwellings of 2 and 3 bedrooms (alongside a reasonable proportion of 4 bedroom dwellings).

87. This conclusion is very much in line with the findings of the SHMA reviewed previously for Babergh as a whole, which also concluded that in future, two- and three-bedroom dwellings would be most in demand.

Table 5-13: Size distribution in 2011 compared to ideal distribution in 2036 (Copdock and Washbrook)

Number of bedrooms	2011		2036	
1 bedroom	17	3.8%	34	6.3%
2 bedrooms	126	27.9%	139	25.7%
3 bedrooms	179	39.6%	227	42.0%
4 bedrooms	93	20.6%	108	20.1%
5 or more bedrooms	37	8.2%	32	5.9%
Total households	452	100.0%	540	100.0%

Source: Census 2011, AECOM Calculations

88. Table 5-14 below shows misalignment between demand for housing, based on the preferences expressed by households at different life-stages, and the current stock available in the NA. This misalignment is particularly evident for 3 bedroom homes.

Table 5-14: Misalignments of supply and demand for housing

Number of bedrooms	2011	2036	Change to housing mix[20]	Recommended split
1 bedroom	17	34	17	18.5%
2 bedrooms	126	139	13	13.5%
3 bedrooms	179	227	48	51.5%
4 bedrooms	93	108	15	16.6%
5 or more bedrooms	37	32	-5	0.0%

Source: AECOM Calculations

89. Therefore, In order to avoid misalignment between supply and demand and to re-balance the stock, we recommend that approximately 19% of houses in new developments be one-bedroom homes, 14% two-bedroom, 52% three-bedroom and 17% 4-bedroom. Most of the need will be for small to medium sized homes and, as such, there will be no need to build further large properties with five or more bedrooms.

90. Note that the changes to the housing mix given above for four and five-bedroom dwellings are negative numbers. Because in light of the national and local housing shortage, it is rarely advisable or practicable to remove dwellings from the available stock, as would otherwise be suggested here for dwellings with four or more bedrooms, we have set the recommended split at 0% rather than a negative number, and rebalanced the other sizes as percentages of the additional dwellings they represent in total.

5.6 Conclusion- type and size

91. The type of home (detached, semi-detached, terraced or flat) is more a matter of taste than need and is therefore of secondary importance in the context of a Housing Needs Assessment. Notwithstanding this, the housing type that is most likely to meet local needs, based on the current stock transaction data from the Land Registry as well as the local context, is detached. Additionally, bungalows appeal to an ageing population and there is therefore potential for this particular type to be promoted so as to meet future demand, particularly as in terms of size they tend to align well with the recommendation that there needs to be a greater provision of small and medium-sized dwellings.

92. Key conclusions on dwelling size can be summarised as follows:

- Copdock and Washbrook, in line with the District, is dominated by family-sized dwellings (2-4 bedrooms). Household size tends to be larger than that of the wider District (average household size in the NA is 2.46 versus 2.34 in Babergh);

- There has been a general increase in dwelling size over the inter-census period, particularly in terms of medium to large sized homes of 4+ rooms. However, it is evident from the life stage modelling that demand for more small and medium homes may constrain the supply of these larger homes in coming years. On the basis of forward population projections, and allowing for the existing stock, the best size split to correct misalignments between supply and demand is likely to be about 19% of houses should be one-bedroom homes, 14% two-bedroom, 52% three-bedroom and 17% 4-bedroom (percentages may not sum due to rounding);

- The calculations on future provision indicate that there is no further requirement during the Neighbourhood Plan period for dwellings of five bedrooms or more;

- The AECOM calculations on future provision can be 'sense-checked' against the very similar conclusions of the SHMA- even though AECOM is modelling future provision in the Parish and the SHMA across Babergh as a whole, the overall conclusions are similar in terms of demand for dwellings of three bedrooms and for lower levels of demand for larger dwellings; and

- Whilst the demand for three-bedroom homes will be significant, it is also important to acknowledge that the smaller dwellings will also have an important role to play in terms of catering for the growing older population. They have the potential to allow older households to downsize (which will make existing larger family housing

[20] Note that the sum of dwellings in this column is higher than the target of 18 dwellings determined for the Neighbourhood Plan in our answer to RQ1. This reflects the caveat applied to that target, namely that it is low due to being based on the 2014 Core Strategy and that it is likely to be superseded in the near future. The total number of dwellings in this column, however, is extrapolated only from population projections, and in that sense should not be thought of as an estimate of overall housing requirement, as a greater number of factors should inform the quantity calculation than population projections alone.

available for those in need). Moreover, they also have the potential to be more affordable to younger households.

6. Conclusions

6.1 Findings and recommendations

93. Error! Reference source not found. below summarises issues affecting the type of housing needed in Copdock and Washbrook, and the relevant HNA final recommendations.

Table 6-1: Summary of local issues specific to Copdock with a potential impact on neighbourhood plan housing policies

Issue	Source(s) (see Chapter 3)	Evidence and data	Conclusion
Quantity	2018 National Planning Policy Framework (NPPF), Planning Practice Guidance (PPG), Babergh Local Plan 2014, Joint Local Plan 2017	Given that no indicative housing requirement figure has been provided by Babergh to Copdock and Washbrook there is a need to calculate an indicative Housing Need Figure (HRF) for the Neighbourhood Plan area. This can then be used as the starting point for further work to establish a policy-on Housing Requirement Figure. We have estimated the number of new dwellings that should be sought in the NA over the Plan period (the Housing Need Figure or HRF) using a four-step approach in accordance with the 2019 National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG).	Based on the evidence reviewed, this HNA recommends an indicative overall HRF of 1 dwelling (rounded) per annum, or 18 dwellings over the Neighbourhood plan period, 2018-2036. Note, however, that this recommendation is based on a Core Strategy that uses a now-superseded method of calculation dwelling need, and therefore has the potential to be superseded either by a) Babergh Council providing an HRF to the Parish, which they have indicated they will do during 2019, or b) by the adoption of the JLP, which, as per the Standard Method, is likely to result in a higher HRF for the parish. As such, it is recommended that the Parish continues to liaise closely with BDC on the issue of overall quantity of housing as the JLP and the Neighbourhood Plan develop further.
Dwelling type and size	AECOM Calculations, ONS 2011 MHCLG 2014-based household projections, MHCLG 2011-based household projections, Ipswich and Waveney SHMA Part 2 and Part 2 Partial Update	Copdock and Washbrook, in line with the District, is dominated by family-sized dwellings (2-4 bedrooms). Household size tends to be larger than that of the wider District (average household size in the NA is 2.46 versus 2.34 in Babergh) There has been a general increase in dwelling size over the inter-census period, particularly in terms of medium to large sized homes of 4+ rooms. Even though AECOM is modelling future provision in the Parish and the SHMA across Babergh as a whole, the overall conclusions are similar in terms of demand for dwellings of three bedrooms and for lower levels of demand for larger dwellings	The housing type considered most likely to meet local needs, based on current stock as well as local context, is detached. Additionally, bungalows appeal to an ageing population and there is therefore potential for this particular type to be promoted so as to meet future demand On the basis of forward population projections, and allowing for the existing stock, the ideal size split over the NP period would be 19% of houses as one-bedroom homes, 14% two-bedroom, 52% three-bedroom and 17% 4-bedroom. There is no further requirement during the Neighbourhood Plan period for dwellings of five bedrooms or more; Providing smaller dwellings will have an important role to play in terms of catering for the growing older population. They have the potential to allow older households to downsize and to be more affordable to younger households.

6.2 Recommendations for next steps

94. This neighbourhood plan housing needs advice has aimed to provide CWPC with evidence on housing trends from a range of sources. We recommend that the parish should, as a next step, discuss the contents and conclusions with BDC with a view to agreeing and formulating draft housing policies, in particular the appropriate approach to identifying the level of need for new housing in the NP area, bearing the following in mind:

    - Neighbourhood Planning Basic Condition A, that the Neighbourhood Plan has regard to national policies and advice contained in guidance issued by the Secretary of State; Condition D, that the making of the Plan contributes to the achievement of sustainable development; and Condition E, which is the need for the Plan to be in general conformity with the adopted strategic development plan;
    - the views of Babergh District – 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 BDC, including but not limited to the SHLAA;
    - the recommendations and findings of this study; and
    - The impact of the new Government proposed standard methodology, as has been discussed above, on calculating housing need across the District and its neighbourhood plans.

95. Changes to the planning system will continue to affect housing policies at a local authority and, by extension, a neighbourhood level.

96. 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).

97. Bearing this in mind, we recommend that the Parish Council should monitor carefully strategies and documents with an impact on housing policy produced by BDC or any other relevant body and review the Neighbourhood Plan accordingly to ensure that general conformity is maintained.

98. 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.

Affordability[21]

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 Housing[22]

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.

[21] http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf
[22] 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, over-crowding, concealment or affordability, but who are yet to be offered a home suited to their needs.

Bedroom Standard[23]
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 Order[24]

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)[25]

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 Housing[26]

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

[23] https://www.gov.uk/government/publications/english-housing-survey- 2011-to-2012-headline-report
[24] https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary
[25]http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp171776_350282.pdf
[26] http://www.housingcare.org/jargon-extra-care-housing.aspx

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)[27]

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.

[27] 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 NA. 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 parish level so District level data is employed on the basis of the NA 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 years[28], 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.

[28] 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 Housing[29]

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-

[29] 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 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.[30]

[30] http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing

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