



Boxford Housing Needs Assessment (HNA)

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List of acronyms used in the text:

AH	Affordable Housing (NPPF definition)
AMH	Affordable Market Housing
BDC	Babergh District Council
HNA	Housing Needs Assessment
HNF	Housing Need Figure
HMA	Housing Market Area
Housing LIN	Housing Learning and Improvement Network
HRF	Housing Requirement Figure
HRP	Household Reference Person
JLP	Joint Local Plan
LHN	Local Housing Need
LPA	Local Planning Authority
LQAR	Lower Quartile Affordability Ratio
LTHPD	Long-Term Health Problem or Disability
MAR	Median Affordability Ratio
MH	Market Housing
MHCLG	Ministry for Housing, Communities and Local Government (formerly DCLG)
NA	Neighbourhood (Plan) Area
NDO	Neighbourhood Development Order
NDP	Neighbourhood Development Plan
NP	Neighbourhood Plan
NPPF	National Planning Policy Framework
ONS	Office for National Statistics
PPG	Planning Practice Guidance
PRS	Private Rented Sector
RQ	Research Question
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
VOA	Valuation Office Agency

1. Executive Summary

1.1 Introduction

1. Boxford in the District of Babergh commissioned from Locality a Housing Needs Assessment (HNA) to inform their emerging Neighbourhood Plan. In consultation with the neighbourhood planning group, we developed three 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 Findings of RQ 1: Tenure and Affordability and the Need for Affordable Housing

2. Boxford is characterised by a very high proportion of home ownership, whilst the proportion of shared ownership households is low. The proportion of private rented is significantly lower in Boxford compared to district and national levels. Likewise, the proportion of social rented households is also lower, although the figure is more comparable to the proportions found at the district level.
3. Private rented was the only tenure to experience growth in Boxford, albeit at a significantly lower rate than the growth recorded in Babergh. Both owned and social rented tenures declined contrasting the growth seen in Babergh. There was no change in the amount of shared ownership in Boxford, contrasting the significant growth found at a district and national level.
4. Despite a number of fluctuations, the mean and median house prices in have rose gradually. Lower quartile prices experienced a more modest growth of 0.5%. Overall house prices grew by 18.4%.
5. The purchase thresholds for an average market home for sale and entry-level home is insufficient for those on mean household incomes. Entry-level homes are therefore well out of the price range of those on lower quartile household earnings.
6. The mean income (£49,400) is just below the purchasing threshold for shared ownership at the 50% (£51,071). The purchase threshold is more favourable for those on mean incomes when it comes to shared ownership at the 25% level.
7. In Boxford a 30% discount on average prices (as envisaged in the First Homes product) would not extend home ownership those on mean incomes. A 40% discount is considered more appropriate. The rent to buy tenure may be viable for those on mean incomes but remains out of reach for lower earners.
8. Affordable and social rent appear to be the most affordable tenures for those on lower earnings. However, LQ households may be able to privately rent using housing benefit.
9. It evident that household affordability is an issue in the NA.
10. The SHMA affordable housing figures pro-rated to Boxford equates to a need for approximately 1.53 new affordable homes each year – approximately 28 in total over the plan period (rounded). Broadly, split 50:50 between social/affordable rent and affordable home ownership.
11. This overall figure exceeds the housing need of 13 dwellings set out in the emerging Local Plan. It is therefore unlikely that the Neighbourhood Plan will be able to accommodate in full the affordable housing identified here.
12. If the community wishes to boost the supply of affordable housing, there are other, more proactive routes available for its provision. For example, using community development orders, identifying exception sites or developing community land trusts are all tried and tested ways of boosting the supply of affordable housing above the minima indicated by Local Plan policy.
13. Two indicative tenure mixes have been provided, which could serve as a guideline for the breakdown of Affordable Housing tenures in Boxford based on various considerations and evidence. Mix 1 (based on the SHMA recommended tenure split) proposes that 50% of affordable homes be provided as rented tenures.. The remaining 50% is delivered as affordable routes to home ownership, with a particular focus on shared ownership (particularly at 25% level) and rent to buy, as these are considered the most affordable home ownership tenures. Mix 2 also proposes 50% affordable routes to home ownership, however rent to buy and shared ownership are displaced broadly equally to facilitate the 25% First Homes requirement. This proposed mix would meet the First Homes requirement without reducing the amount of affordable housing for rent.

1.2.2 Findings of RQ 2: Type and Size

14. Boxford is characterised by a slightly higher proportion of detached properties and a slightly lower proportion of semi-detached properties. Boxford has a greater proportion of larger properties when compared to Babergh.
15. The proportion of houses on the larger end of the spectrum (six or more) grew, whilst the proportion of other household sizes either declined to remained steady in Boxford. Six room households saw the greatest growth, almost double the rate experienced in Babergh. Looking at size in terms of the number of bedrooms, the data shows that Boxford exhibits higher proportions of larger properties with three or more bedrooms.
16. Boxford has a relatively older population, with a lower proportion in the 16-24 and 25-44 age groups, whilst having a higher proportion in the 65-84 compared to local and national levels. The remaining age groups are generally comparative between Boxford and Babergh.
17. Since 2001 the population in Boxford has declined in all but two age groups (65-84 and 85 and over). Notably, the rate of growth in the 85 and over age group in Boxford was significantly higher at 100% compared to 39.5% growth recorded in Babergh. The 16-24 age group experienced the greatest decline in Boxford.
18. Boxford has slightly less one person households, however, a greater proportion of those are aged 65 and over. The proportion of single-family households is the same in Boxford and Babergh, representing 67.8% of all households compared to the national rate of 61.8%. Again, Boxford has a higher proportion of those aged 65 and over. Despite the apparent older population, Boxford has a lower proportion of families with no children and higher proportions of dependent and non-dependent.
19. During the intercensal period the proportion of one person households in Boxford grew, albeit at a significantly lower rate compared to Babergh. Those one person households aged 65 and over declined in Boxford by 5.6% compared to a modest growth of 1.8% in Babergh. One family households declined in Boxford compared to a growth experience in Babergh. Within single family households only those aged 65 and over grew in Boxford, compared to Babergh which experience growth in all categories. There was no change in other household types in Boxford, compared to a growth at national and local levels.
20. The results of the life-stage modelling suggest that the size mix of new housing should focus on dwellings with one to three bedrooms, and suggests less large dwellings are needed. These results align with the preceding chapter which established the need for more affordable homes, which tend to be smaller dwellings.
21. We therefore recommend that a broad mix of housing is provided, including all sizes of dwellings. In line with the life-stage modelling, the focus should be on smaller dwellings (especially affordable smaller homes). This would permit older households in larger dwellings to downsize and allow newly forming households to access housing through smaller and more affordable dwellings. However, it's recommended that larger dwellings also continue to be delivered in Boxford to meet the continuing demand for larger homes in the area.

1.2.3 Findings of RQ 3: Specialist Housing for Older People

22. Boxford has an aging population. Modelled projections shows that the 75+ age group is expected to almost double by the end of the plan period.
23. Elderly Accommodation Counsel (EAC) data shows there are no existing specialist housing for the elderly within the neighbourhood area. The 2011 Census identified 0 residents living in care within Boxford.
24. The data shows that overall Boxford has a significantly lower proportion of bungalows when compared to Babergh.
25. Boxford may have a more limited potential for adaptations to the existing stock given the historic nature of the village. This makes it more important that either new specialist housing for older people comes forward, or a higher proportion of all new housing should be built to Category 2 or 3 accessibility standards.
26. AECOM's estimates suggest there might be 40-46 dwellings required by the end of the plan period to meet the needs of older people who may need care and support.
27. The HLIN led projection identifies a need for 11 housing with care dwellings whilst the tenure led projection identifies a need for 20 such dwellings.
28. Recommend treating the 40-60 range as an upper, more aspirational target, to be provided if other constraints allow. In practice, much of this need may be met within the mainstream housing stock through adaptations and care provided in the home.

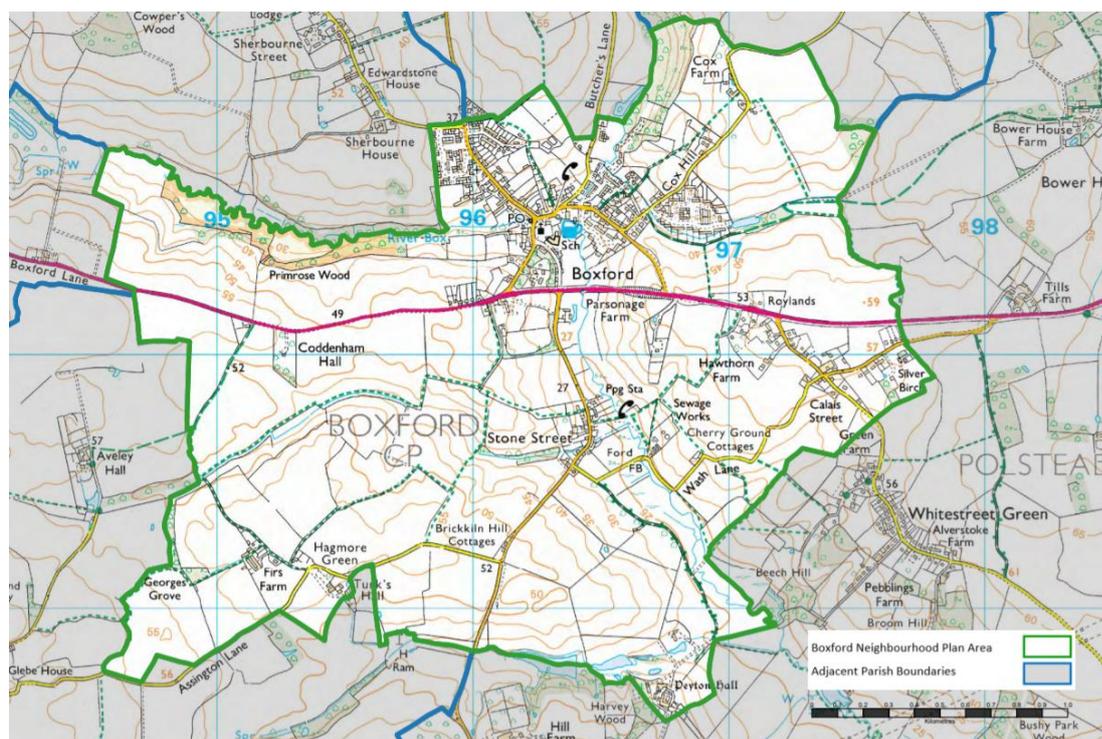
29. Bungalows can play an important role in meeting the current and future needs of older people and people with accessibility needs. Placing a heavier emphasis on delivering bungalows could help meet the needs of older people who wish to downsize.
30. New mainstream homes (both market and affordable) could be provided to improved accessibility and adaptability standards. The Neighbourhood Group may wish to discuss this policy option with the Babergh District Council, this could help ensure that some stock of accessible dwellings is built up over time. It may be possible to apply optional building regulation standards M4(2) and M4(3) to some or all new homes so that they better meet the needs of occupants as they age and need care and support.
31. We note that there is no expectation, obligation or requirement for care homes to be provided within the Neighbourhood Area itself.
32. Boxford's position in the settlement hierarchy makes it a relatively less suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above. Sudbury and Hadleigh are considered to have potential to accommodate the specialist housing need arising from the Neighbourhood Plan area.

2. Context

2.1 Local context

33. Boxford is a Neighbourhood Plan area located in the District of Babergh, Suffolk. The Neighbourhood Area (NA) boundary comprises the Civil Parish of Boxford and was designated on 6th August 2018.
34. The proposed Neighbourhood Plan period covers the same time period as the emerging Babergh and Mid Suffolk Joint Local Plan 2018 – 2036, comprising a planning period of 18 years.
35. A map of the Neighbourhood Plan area appears below in Figure 2.1. Boxford covers approximately 537 hectares, with the 2011 Census showing the Neighbourhood Plan area had a total of 1,221 residents.
36. Boxford village is a medieval settlement of historic interest located on the River Box. The village comprises a well-preserved linear core containing a high number of listed buildings. The Boxford Conservation Area (originally designated by West Suffolk County Council in 1973), covers the main village and extends south of the settlement area to include Stone Street, further down the Box valley. The settlement also has large areas of modern development to the north and east including development within the conservation area¹.
37. Boxford is located between two towns of notable size: Sudbury, approximately eight kilometres to the west and Hadleigh, approximately six kilometres to the east of Boxford. The A12, located to the south east of Boxford, provides a link between Colchester and Ipswich .

Figure 2-1: Map of the Boxford Neighbourhood Plan area²



Source: Babergh District Council

38. The neighbourhood planners are interested in exploring the need for Affordable Housing for sale (also known as affordable home ownership) and are therefore eligible for support under the Affordable Housing for sale element of the Neighbourhood Planning Technical Support programme. Analysis and commentary on this issue has been provided where relevant and possible in the HNA.

¹ Source: Heritage and Settlement Sensitivity - Appendix 1 - Babergh Assessments - March 2018. Available at <https://www.midsuffolk.gov.uk/planning/planning-policy/evidence-base/current-evidence/>

² Available at <https://www.babergh.gov.uk/planning/neighbourhood-planning/neighbourhood-planning-in-babergh/boxford-neighbourhood-plan/>

2.2 Planning policy context

39. In line with the Basic Conditions³ of neighbourhood planning, Neighbourhood Development Plans (NDPs) are required to be in general conformity with adopted strategic local policies.⁴ Consequently, the relevant elements of the Local Plan are reviewed as part of this Housing Needs Assessment (HNA).
40. In the case of Boxford, the relevant local planning context is as follows:
41. The current Local Plan comprises the Babergh Local Plan 2011-2031 Core Strategy (February 2014)⁵ and the 'saved' policies from Babergh Local Plan Alteration No 2 (June 2006)⁶.
42. Babergh District Council (BDC) is working with Mid Suffolk District Council to develop a new Joint Local Plan (JLP) for the Babergh and Mid Suffolk districts. Once adopted, the JLP will replace the current Local Plan, providing up-to-date planning policy for the area until 2036. The JLP Preferred Options Regulation 18 Consultation Document was published in July 2019⁷. Consultation on the Preferred Options was open between 22nd July and 30th September 2019.
43. The JLP Preferred Options will be reviewed as part of this HNA, alongside the adopted Local Plan, as the emerging JLP covers the same time period as the proposed Neighbourhood Plan.

2.2.1 Policies in the adopted local plan⁸

44. The table below includes the policies within the adopted Local Plan that are considered relevant for this HNA.

Table 2-2: Summary of Babergh District Council adopted policies having relevance to Boxford Neighbourhood Plan Housing Needs Assessment

Policy	Plan	Provisions
Policy CS2 Settlement Pattern	Core Strategy	Directs new development sequentially to towns / urban areas then Core Villages and the Hinterland villages. Boxford is classified as a Core Village. Core Villages will act as a focus for development within their functional cluster and, where appropriate, site allocations to meet housing and employment needs will be made in the Site Allocations document. In the countryside, development is only permitted in exceptional circumstances, where need is justified and proven.
Policy CS3 Strategy for Growth and Development	Core Strategy	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 2031. 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.
Policy CS18 Mix and Types of Dwellings	Core Strategy	Ensures 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.
Policy CS19 Affordable Homes	Core Strategy	All residential development will be required to provide 35% affordable housing. Individual targets may be set in Core Villages, 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. The tenure types, mixes and sizes of affordable homes will reflect established needs in the District.
Policy CS20 Rural Exception Sites	Core Strategy	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.
HS39 Special Needs Housing	Local Plan 2006	This policy sets criteria for nursing, residential care, rest homes and sheltered housing. Such homes should be located in the built-up area of a Town or sustainable Village (with a range of services and facilities available). Permissions for sheltered housing will normally restrict occupation to persons over 60 years of age.

³ Available at <https://www.gov.uk/guidance/neighbourhood-planning--2#basic-conditions-for-neighbourhood-plan-to-referendum>

⁴ However, this does not affect the potential for the evidence base underpinning the emerging local plan to inform or form part of the evidence base for the neighbourhood plan.

⁵ Available at <https://www.babergh.gov.uk/planning/planning-policy/adopted-documents/babergh-district-council/core-strategy/>

⁶ Available at <https://www.babergh.gov.uk/planning/planning-policy/adopted-documents/babergh-district-council/saved-policies/>

⁷ Available at <https://www.babergh.gov.uk/planning/planning-policy/new-joint-local-plan/joint-local-plan-preferred-options-july-2019/>

⁸ Note that only those policies considered relevant to this Housing Needs Assessment have been reviewed, and that the policies reviewed may have been edited for relevance and/or clarity. As such, this summary of relevant policies should not be considered a full summary of the Local Plan in question.

2.2.2 Policies in the emerging local plan⁹

45. The table below includes the policies within the emerging Local Plan that are considered relevant for this HNA:

Table 2-3: Summary of Babergh District Council adopted policies having relevance to Boxford Neighbourhood Plan Housing Needs Assessment

Policy	Provisions
Policy SP01 Housing Needs	Sets a minimum of 7,560 additional dwellings (420 dwellings per annum) within the Babergh district over the plan period (2018 – 2036).
Policy SP02 Affordable Housing	Seeks to deliver and retain a 35% requirement for affordable housing on relevant sites of ten or more dwellings or sites of 0.5ha or more. Proposals which provide a greater amount of affordable housing will also be permitted, subject to other policies. In exceptional circumstances, if provision of affordable housing is not viable, the Council may agree to vary the requirement.
Policy SP03 Settlement Hierarchy	Establishes that development will be delivered with regard to the settlement hierarchy. Boxford is designated as a Core Village. Core Villages will act as a focus for development, which will be delivered through site allocations in the Joint Local Plan and/or in Neighbourhood Plans, and windfall development in accordance with the relevant policies.
Policy SP04 Housing Spatial Distribution	Between 2018 - 2036, 28% or 2,650 of the 9,343 total dwellings to be delivered in Babergh will be delivered in Core Villages. 1,481 of these are dwellings that have outstanding planning permission as of the 1st April 2018, with 1,169 remaining new homes. Designated Neighbourhood Plan areas will be expected to plan to deliver the minimum housing requirements between 2018 and 2036. Table 4 of the JLP identifies the minimum housing requirement for Boxford as 13 homes.
Policy LP06 Supported and Special Needs Housing	<p>Policy sets criteria to support residential nursing homes and specialist housing (sheltered, enhanced sheltered and extra care) and development proposals, including extensions, conversion and new developments for supported and special needs housing. Proposals will be supported in main core villages that have sufficient access to local services and facilities (particularly health services) and public transport for long-term sustainability.</p> <p>Scheme composition for proposals of ten units or more or sites of 0.5ha or more must accommodate 35% affordable housing to meet affordable housing need. Moreover, Proposals for ten units or more or sites of 0.5ha or more must accommodate 3% for bungalows if appropriate for the scheme. The bungalows provided will be required to remain in perpetuity through the removal of permitted development rights. Therefore, it may be necessary for the Local Planning Authority to apply conditions and/or request in a planning obligation/legal agreement.</p>
Policy LP07 Affordable Housing	<p>This policy sets the following affordable housing requirements:</p> <ul style="list-style-type: none"> • Retain and deliver 35% requirement for affordable housing on relevant sites of ten or more units or sites of 0.5ha or more. • 984 dwellings in Babergh are to be for affordable rent / social rent • 506 dwellings for Babergh are to be for shared ownership and • 496 dwelling for Babergh are to be for discounted home ownership/starter homes¹⁰. <p>Neighbourhood Plans may set requirements for a greater proportion of affordable housing where this is supported by evidence of need and a viability assessment. Some communities may aspire to bring forward community-led housing schemes, which are broadly encouraged by the Councils. The Councils will need to be satisfied that</p> <ol style="list-style-type: none"> i. the scheme was initiated by, and is being led by a legitimate local community group such as a Parish Council or Community Land Trust and ii. the scheme has general community support, with evidence of meaningful public engagement. <p>An element of market housing on rural exception sites at a threshold of up to 35% will be supported, to ensure that they are financially viable to deliver and ensure greater flexibility and assistance to bring forward more suitable and sustainable exception sites.</p> <p>Where major development involves housing, 10% of the housing must be available for affordable home ownership as part of the overall affordable housing contribution from the site. Unless this would exceed the level of affordable housing required in the area, or significantly prejudice the ability to meet the identified affordable housing. Exemptions to this 10% affordable homeownership requirement: Solely build-to-rent homes, Specialist accommodation for specific needs, Community-led housing scheme, 100% rented Gypsy & Traveller sites, Development by people building or commissioning their own homes (self-build) and Exclusively for affordable housing (entry-level exception site or rural exception site).</p>

⁹ Note that only those policies considered relevant to this Housing Needs Assessment have been reviewed, and that the policies reviewed may have been edited for relevance and/or clarity. As such, this summary of relevant policies should not be considered a full summary of the Local Plan in question.

¹⁰ Note that Starter Homes are no longer being promoted by Government, with the new First Homes product being consulted on in their place.

2.2.3 Quantity of housing to provide

46. The NPPF 2019 requires, through paragraphs 65 and 66, Local Authorities to provide neighbourhood groups with a definitive or an indicative number of houses to plan for over the Neighbourhood Plan period.
47. Babergh District Council has fulfilled that requirement by providing Boxford with an indicative minimum figure of 13 dwellings to be accommodated within the Neighbourhood Plan area by the end of the Plan period.¹¹
48. Given that the NPPF requirement has already been fulfilled, the question of how many houses to plan for has been answered. It is therefore outside the scope of this Housing Needs Assessment. The issue of quantity has been excluded from the Research Questions (see Chapter 3 overleaf).
49. Note that the Government's August 2020 consultation proposals for 'Changes to the current planning system' include a temporary measure to lift the small sites threshold. This would mean that on sites of up to 40 or 50 units, developers would not need to contribute to Affordable Housing. The purpose of this time-limited change (its duration is currently unknown) is to support small housebuilders as the economy recovers from the impact of Covid-19.
50. It is important to note here because the housing requirement for Boxford is only marginally higher than the number of dwellings that would need to be delivered on a single site in order for Affordable Housing contributions to be required. Turning to the known housing allocations for Boxford, it is therefore unlikely that any Affordable Housing will be built on normal development sites while this temporary change applies.
51. When the temporary period ends, the Affordable Housing requirement in the NA will revert to the relevant adopted Local Plan policy, which, in this case, requires Affordable Housing contributions on all sites delivering more than 10 dwellings (or sites of 0.5ha or more). It is also important to note that this temporary change does not impact sites allocated solely for Affordable Housing, or any Affordable Housing exception sites identified in the Local or Neighbourhood Plan. Finally, given that the Boxford Neighbourhood Plan is yet to be made, it is possible that the temporary period will have already elapsed by the time that it comes into force. The neighborhood planners are advised to take note of this proposal as it evolves through the consultation process.

¹¹ As confirmed by Table 04 – Minimum housing requirement for NP Areas, Babergh & Mid Suffolk Joint Local Plan: Preferred Options (July 2019)

3. Approach

3.1 Research Questions

52. Research Questions, abbreviated to 'RQ;' are formulated at the start of the project through discussion with the neighbourhood group. They serve to direct the research and provide the structure for the HNA.
53. The RQs relevant to this study, as discussed and agreed with Boxford, are set out below.

3.1.1 Tenure, Affordability and the Need for Affordable Housing

54. The neighbourhood planning group would like to understand the needs of the community for housing of varying tenures, as well as the relative affordability of those tenures that should be provided to meet local need now and into the future.
55. This evidence will allow Boxford to establish the right conditions for new development to come forward that is affordable, both in the broader sense of market housing attainable for first-time buyers, and as Affordable Housing for those who may be currently priced out of the market.

RQ 1: What quantity and tenures of Affordable Housing (eg social housing, affordable rented, shared ownership, intermediate rented) and other market tenures should be planned for over the Neighbourhood Plan period?

3.1.2 Type and Size

56. The neighbourhood planning group is seeking to determine what size and type of housing would be best suited to the local community.
57. The aim of this research question is to provide neighbourhood planners with evidence on the types and sizes needed by the local community. This will help to shape future development so that it better reflects what residents need.

RQ 2: What type (terrace, semi, bungalows, flats and detached) and size (number of bedrooms) of housing is appropriate for the Plan area over the Neighbourhood Plan period?

3.1.3 Specialist Housing for Older People

58. The neighbourhood planning group wishes to ensure that future housing provision takes into account the needs of older people. In terms of housing, the group is particularly interested in how those needs might be met through a variety of solutions – including mainstream housing which meets the needs of households at all life stages and specialist accommodation which promotes independent living and access to care and support. There is significant overlap between this area and the question of housing type and size, but this question will specifically address the need for specialised housing for older people through the Plan period.

RQ 3: What provision should be made for specialist housing for older people over the Neighbourhood Plan period?

3.2 Relevant Data

3.2.1 Local authority evidence base

59. It is appropriate for neighbourhood planners to refer to existing needs assessments prepared by the Local Planning Authority (LPA) as a starting point. As Boxford Neighbourhood Area is located within Babergh District Council 's planning area, we therefore turned to the relevant Strategic Housing Market Assessment (SHMA), which comprises the Ipswich and Waveney Housing Market Areas SHMA Part 1 (Published May 2017), Part 2 (Published September 2017), and the Part 2 Partial Update (Published January 2019). Babergh is considered part of the Ipswich housing market area (HMA).
60. For the purpose of this HNA, data from Babergh's own evidence base to support their housing policies has been considered applicable and relevant unless it conflicts with more locally specific and/or more recently-produced evidence. The housing market evidence draws upon a range of data including population and demographic projections, housing market transactions, and employment scenarios. As such, it contains a number of points of relevance when determining housing need within the Neighbourhood Plan area and has been referenced as appropriate.

3.2.2 Other relevant data

61. In addition to the Babergh District Council evidence base, we have assessed other evidence to ensure our study is robust for the purposes of developing policy at the NP level and is locally specific. This includes data from both Census 2001 and 2011, as well as from a wide range of other data sources, including:

- Land Registry data on prices paid for housing within the local market;
- Population and household projections produced by the Office of National Statistics (ONS);
- Information on current property asking prices, for housing for sale or rent, from home.co.uk;
- Valuation Office Agency (VOA) data on local housing stock by dwelling type;
- The Housing Learning and Improvement Network (LIN)'s SHOP@ tool for estimating the need for differing types of specialist dwellings for older people; and
- Neighbourhood-level survey and consultation work giving further detail. In the case of Boxford, this comprises Boxford Neighbourhood Plan Questionnaire Results (February 2019).

4. RQ 1: Tenure, Affordability and the Need for Affordable Housing

RQ 1: What Affordable Housing (eg social housing, affordable rented, shared ownership, intermediate rented) and other market tenures should be planned for in the housing mix over the Neighbourhood Plan period?

4.1 Introduction

62. This section examines the tenure of dwellings in the current stock and recent supply. It then considers the affordability of housing within the area to local households. Drawing on existing evidence and AECOM's estimates for the neighbourhood area, this section quantifies the need for affordable housing within the NA. This includes Affordable Housing for rent (typically social or affordable rents) and Affordable Housing to buy. The scale of need for these homes can justify policies that guide new developments to provide Affordable Housing.¹²

4.2 Definitions

63. 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.
64. 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, with capital letters, to denote those forms of housing tenure that fall within the definition of Affordable Housing set out in the current NPPF: social rent, affordable rent, affordable private rent (brought forward by build to rent schemes), and forms products designed to offer affordable routes to home ownership.¹³
65. The definition of Affordable Housing set out in the NPPF makes clear the Government's commitment to home ownership (broadening a definition which had previously referred only to social and intermediate housing to include a range of low-cost housing opportunities for those aspiring to own a home). The Government has recently proposed to introduce First Homes to provide at least a 30% discount on new market housing for sale. However, the NPPF and Homes England funding for Affordable Housing recognises the important role of affordable rent tenures for those unable to afford home ownership.

4.3 Current tenure profile

66. The current tenure pattern is a key characteristic of the local neighbourhood area. Patterns of home ownership, private renting and affordable/social renting reflect demographic characteristics including age (with older households more likely to own their own homes), and patterns of income and wealth which influence whether households can afford to rent or buy and whether they need subsidy to access housing. Table 4-1 overleaf presents Census data from 2011; this table shows the distribution of how households occupy their homes within Boxford, compared to the rest of Babergh District and England.
67. Boxford is characterised by a very high proportion of home ownership compared to the district and national levels. Whilst outright ownership is high, the proportion of shared ownership households is lower in Boxford compared to Babergh and England. The proportion of private rented households is significantly lower in Boxford compared to district and national levels. Likewise, the proportion of social rented households is also lower in Boxford, although the figure is more comparable to the proportions found at the district level.

¹² PPG Paragraph: 021 Reference ID: 2a-021-20160401, available at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

¹³ NPPF 2019.

Table 4-1: Tenure (households) in Boxford, 2011

Tenure	Boxford	Babergh	England
Owned; total	79.3%	71.9%	63.3%
Shared ownership	0.2%	0.5%	0.8%
Social rented; total	11.2%	13.1%	17.7%
Private rented; total	7.8%	12.6%	16.8%

Sources: Census 2011, AECOM Calculations

68. In Table 4-2, we note the changes in tenure during the intercensal period. The table shows that private rented was the only tenure to experience growth in Boxford over the census period, albeit at a significantly lower rate than the growth recorded for private rented in Babergh. Both owned and social rented tenures declined in Boxford contrasting the growth seen in Babergh. There was also no change in the amount of shared ownership in Boxford, contrasting the significant growth found at a district and national level.

Table 4-2: Rates of tenure change in Boxford, 2001-2011

Tenure	Boxford	Babergh	England
Owned; total	-1.0%	2.3%	-0.6%
Shared ownership	0.0%	18.7%	30.0%
Social rented; total	-4.9%	7.6%	-0.9%
Private rented; total	66.7%	101.4%	82.4%

Sources: Censuses 2001 and 2011, AECOM Calculations

4.4 Affordability

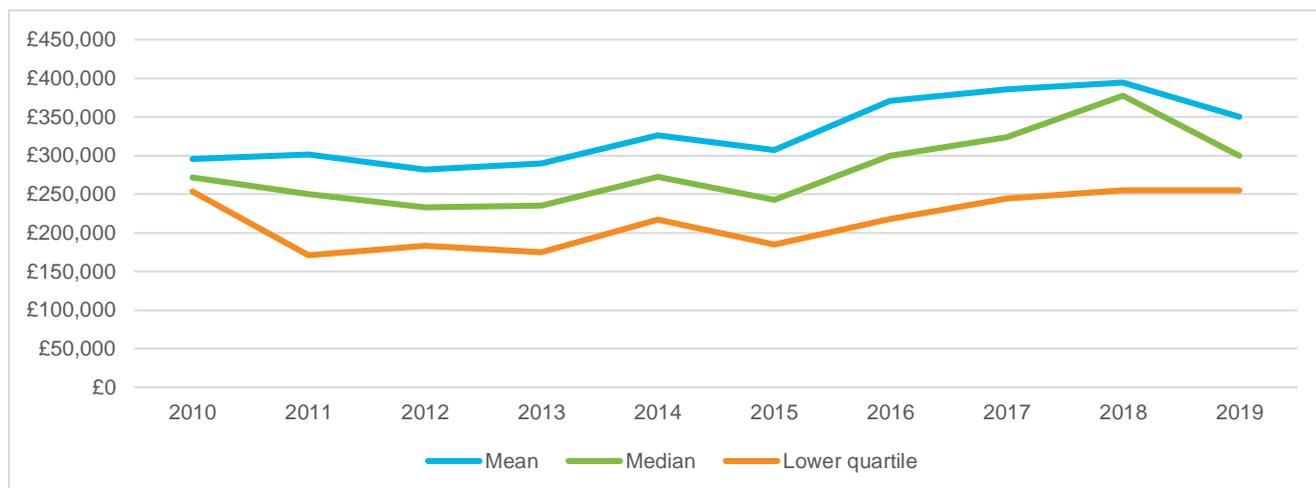
69. Having reviewed the tenure of the existing housing stock in Boxford, this report assesses the affordability of homes to those living in the Neighbourhood Plan area.
70. The following analysis considers house prices and rents in the neighbourhood area and whether these are affordable to local households on the basis of their incomes or earnings. Poor or worsening affordability or homes to rent or buy can indicate the need to provide Affordable Housing.

4.4.1 House prices

71. House prices provide an indication of the level of demand for homes within an area. The relationship between house prices and incomes determines whether housing is affordable to local households and, to a large extent, what tenure, type and size of home they occupy. Changes in affordability over time can indicate pressures in the housing market. As such, it is useful for the evidence base for plans to examine trends in prices and consider what this reveals about the local housing market.
72. Figure 4-1 on the following page looks at selected measures of house prices in Boxford. It shows that despite fluctuations, the mean and median house price have rose gradually, peaking in 2018. Lower quartile house prices experienced a more modest growth of 0.5% between 2010 and 2019.
73. PPG makes clear that lower-quartile house prices may be used as a benchmark for entry-level home prices.¹⁴ Entry-level properties are typically those with one or two bedrooms – either flats or houses.

¹⁴ See Paragraph: 021 Reference ID: 2a-021-20190220, available at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

Figure 4-1: House prices by quartile in Boxford between 2010 and 2019



Source: Land Registry PPD

74. Table 4-3 below breaks down house prices by type of house, as recorded by Land Registry Price Paid Data (PPD). It shows that overall house prices grew by 18.4% over the last decade. Detached homes experienced the largest growth at 38.6%, more than double the average for all types. Detached properties are shown to be more expensive than other house types on average. Semi-detached properties also experienced a growth in price, albeit at the more modest rate of 8.6%. Whereas, the average price of terraced homes fell by 7.8% over the period. In terms of flats, only one transaction was recorded over the entire period (in 2012). This is perhaps unsurprising as this housing type is generally uncommon within a rural setting.

Table 4-3: House prices by type in Boxford, 2010-2019, 000's

Type	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	Growth*
Detached	£312,494	£346,960	£380,417	£394,063	£371,167	£398,333	£489,000	£452,896	£497,500	£433,000	38.6%
Semi-detached	£226,750	£227,750	£207,250	£196,917	£263,000	-	£239,825	£200,000	£244,767	£246,250	8.6%
Terraced	-	£287,545	£164,333	£197,500	£284,000	£253,050	£299,900	£303,050	£272,500	£265,000	-7.8%
Flats	-	-	£192,500	-	-	-	-	-	-	-	N/A
All Types	£295,345	£301,744	£281,875	£289,794	£325,833	£307,531	£370,547	£385,536	£394,468	£349,818	18.4%

*Growth measured between date of the earliest transaction and 2019

Source: Land Registry PPD

4.4.2 Income

- 75. Household incomes determine the ability of households to exercise choice in the housing market, and consequently the level of need for affordable housing products. Two sources of data are used to examine household incomes in the NA.
- 76. The first source is locally specific but limited to the average total household income and the median net annual household income before housing costs (or take-home pay). This is the average household income estimates published by ONS¹⁵ at the level of the Middle-layer Super Output Area (MSOA)¹⁶. In the case of Boxford the MSOA most suitable for use as a proxy for the Neighbourhood Plan area boundary is Babergh 009 (E02006235). Further details on the extent

¹⁵Available at <https://www.ons.gov.uk/peoplepopulationandcommunity/personalandhouseholdfinances/incomeandwealth/bulletins/smallareamodelbasedincomeestimates/financialyearending2016>

¹⁶ An MSOA is a statistical area defined for Census purposes. For further information on MSOAs, see <https://www.ons.gov.uk/methodology/geography/ukgeographies/censusgeography>

of this MSOA, including a map, and why it was selected as a proxy for the Neighbourhood Plan area, are set out in Appendix A.

77. The average total household income before housing costs (equalised) across Babergh 009 (E02006235) in 2018 was £49,400. This figure is typically used by mortgage lenders to assess a household's ability to afford to borrow.¹⁷
78. The second source of data is Lower Quartile (LQ) average earnings. This is helpful for understanding affordability challenges among those with lower than average earnings. However, this data relates to individual earnings and whilst this is an accurate representation of household incomes where households have one earner, it does not represent household income where there are two people earning. It is also only available at the District level.
79. It is derived from ONS annual estimates of paid hours worked and earnings for UK employees to local authority level.
80. Babergh's gross LQ annual earnings for 2018 was £11,426 per year. This is the LQ income before taxes (or benefits) for individual earners and so only correlates with the measure of household incomes above for single-person households. To estimate the income of LQ-earning households with two earners, the annual income is doubled, to £22,852.

4.4.3 Affordability Thresholds

81. In order to gain a clearer understanding of local affordability, it is also useful to understand what levels of income are required to afford different tenures. This is done using 'affordability thresholds'. Purchase thresholds denote the standard household income needed to access mortgage products, and income thresholds denote the maximum share of a family's income that should be spent on accommodation costs.
82. AECOM has determined thresholds for the income required to buy a home in the open market (average and entry-level prices), and the income required to afford private rent and the range of Affordable Housing tenures as set out in NPPF. These calculations are detailed in Appendix A. The key assumptions made in assessing the affordability of different tenures are explained alongside the calculations, but it is worth noting here that we have assumed that the maximum percentage of household income that should be spent on rent is 30% and that mortgage financing will be offered at a maximum of 3.5 times household income.
83. Table 4-4 overleaf shows the cost of different tenures and the annual income required to support these costs within Boxford. The income required column is the annual income needed to support ongoing housing costs, but does not reflect the cost of a deposit (which we have assumed to be 10% of the value to be purchased) or the possibility that households able to access market housing for purchase may already hold equity from an existing property.

¹⁷ 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.

Table 4-4: Affordability thresholds in Boxford (income required, £)

Tenure	Mortgage Value	Rent	Income required	Affordable on mean incomes? £49,400	Affordable on LQ earnings (single earner)? £11,426	Affordable on LQ earnings (2 earners)? £22,852
Market Housing						
NA Median House Price	£270,000	-	£77,143	No	No	No
LA New Build Mean House Price	£293,240	-	£83,783	No	No	No
NA LQ/Entry-level House Price	£229,500	-	£65,571	No	No	No
Average Market Rent	-	£10,536	£35,120	Yes	No	No
Entry-level Market Rent	-	£9,192	£30,640	Yes	No	No
Affordable Home Ownership						
Discounted Market Sale (-20%)	£240,000	-	£61,714	No	No	No
Discounted Market Sale (-30%)	£210,000	-	£54,000	No	No	No
Discounted Market Sale (-40%)	£180,000	-	£46,286	Yes	No	No
Discounted Market Sale (-50%)	£150,000	-	£38,571	Yes	No	No
Shared Ownership (50%)	£38,571	£12,500	£51,071	No	No	No
Shared Ownership (25%)	£19,286	£18,750	£38,036	Yes	No	No
Affordable Rented Housing						
Affordable Rent	-	£5,913	£19,711	Yes	No	Yes
Social Rent	-	£4,958	£16,526	Yes	No	Yes

Source: AECOM Calculations

84. The income required to afford the different tenures is then benchmarked, in Figure 4-2 against the three measurements of household income set out above. These are the average total household income for Babergh 009 (E02006235) at £49,400 and the lower quartile gross earnings for Babergh for single-earners at £11,426 and dual-earning households at £22,852. The following observations can be made:

- The discount on the average market sale price required to enable households on mean incomes to afford to buy is 36%.
- Whether discounted market sale is affordable will depend whether properties are priced in relation to average, new build or entry level homes so developers will view discounts differently. New build homes are often more expensive than properties for sale in the second-hand stock.
- Smaller discounts on new build or average prices (i.e. -20%) may make homes no more affordable than entry level properties in the existing stock.
- Shared ownership at the 25% level has the greatest potential to extend homeownership to those on mean incomes. Whilst none of the discounts/ products appear to have potential to extend homeownership to those on lower quartile incomes.
- Discounted market sale homes may be unviable to develop if the discounted price is close to (or below) build costs. Build costs vary across the country but as an illustration, the build cost for a two-bedroom home (assuming 70 sq m and a build cost of £1,500 per sq m) would be around £105,000. This cost excludes any land value or developer profit.
- The Government's proposed First Homes product would provide a minimum discount of 30% on new homes. In Boxford a 30% discount on average prices is not likely to be sufficient to extend home ownership to households on mean incomes. A discount of between 36% and 41% (depending on the way the discount level is calculated) appears to be required. The First Homes product as currently envisaged allows for potential discounts of 30%, 40% and 50%, and could therefore be suitable in Boxford. (See Table 4-5 for further discussion on this point).
- The income required to access Rent to buy is the same as that required to afford market rents. In Boxford the income required to afford an average market rent is £35,120.

- The neighbourhood group have limited control or influence on the level of discount achieved on market sale properties, however, the LPA should have a role here.
85. Taking into consideration the affordability thresholds set out above, it is apparent that the income required to buy an average market home for sale is higher than what would be expected to be available to those on mean household incomes. Likewise, the income required to buy an average entry-level home for sale is also higher than what those on mean household incomes can afford. Entry-level homes are therefore well out of the price range of those on lower quartile household earnings.
 86. Table 4-4 shows that households with incomes between £30,640 and £65,571 are able to rent in the market but unable to buy. These households may need affordable home ownership options. There are a range of affordable routes to home ownership tenures, i.e. those aimed at households unable to afford to buy in the market. The mean income (£49,400) is just below the purchasing threshold for shared ownership at the 50% (£51,071). Shared ownership at the 25% level has the greatest potential to extend homeownership to those on mean incomes. Whilst none of the discounts/products appear to have potential to extend homeownership to those on lower quartile incomes.
 87. Average market rents are affordable for those on mean incomes but are not affordable for those on lower quartile incomes. Rent to buy therefore represents a viable route to affordable home ownership to those on mean incomes, however, is likely to be out of reach to those on lower quartile incomes. Turning to properties for purchase through affordable routes to home ownership tenures, i.e. those aimed at households unable to afford to buy in the market. The mean income (£49,400) is just below the purchasing threshold for shared ownership at the 50% (£51,071).
 88. Table 4-5 shows what discounts are required in order for properties to be affordable to households on average incomes. In Boxford a 36% discount on average prices would be required for new homes to be affordable to households on average incomes.
 89. The Government's proposed First Homes product would provide a minimum discount of 30% on new homes. This would not appear to be sufficient to extend home ownership to households on mean incomes. A discount 41% on average *new build* market homes would be necessary to make them affordable for those on mean incomes. Whilst a discount of only 25% would be required if the price of First Homes were benchmarked against entry level sale prices, this way of setting the discount level is unlikely to be widely used in practice. If entry level prices were used to benchmark the discount level, the lowest level of First Homes discount, at 30%, would be sufficient to meet the needs of average earning households in Boxford.
 90. However, the latest Government consultation on 'Changes to the current planning system' proposes that Local Authorities will have discretion to increase the discount on First Homes to 40% or 50%, but that this would need to be evidenced in the Local Plan making process. Though it is expected that the decision to require a higher discount and the evidence supporting it would be undertaken at district- or borough-wide level, the evidence presented in this HNA may be helpful in advancing that discussion. The evidence gathered here suggests that seeking higher discount levels would be justified in Boxford, given that a discount of 41% is required on average new build market homes for this tenure to be affordable for those on mean incomes.

Table 4-5 Discount on Sale Price Required for Households on Mean Incomes to Afford

Mean household income in NA: £49,400	
Tenure/ product	Discount on sale price required
Market sale (Average)	36%
New build market sale (Average for LA)	41%
Entry level (LQ)	25%

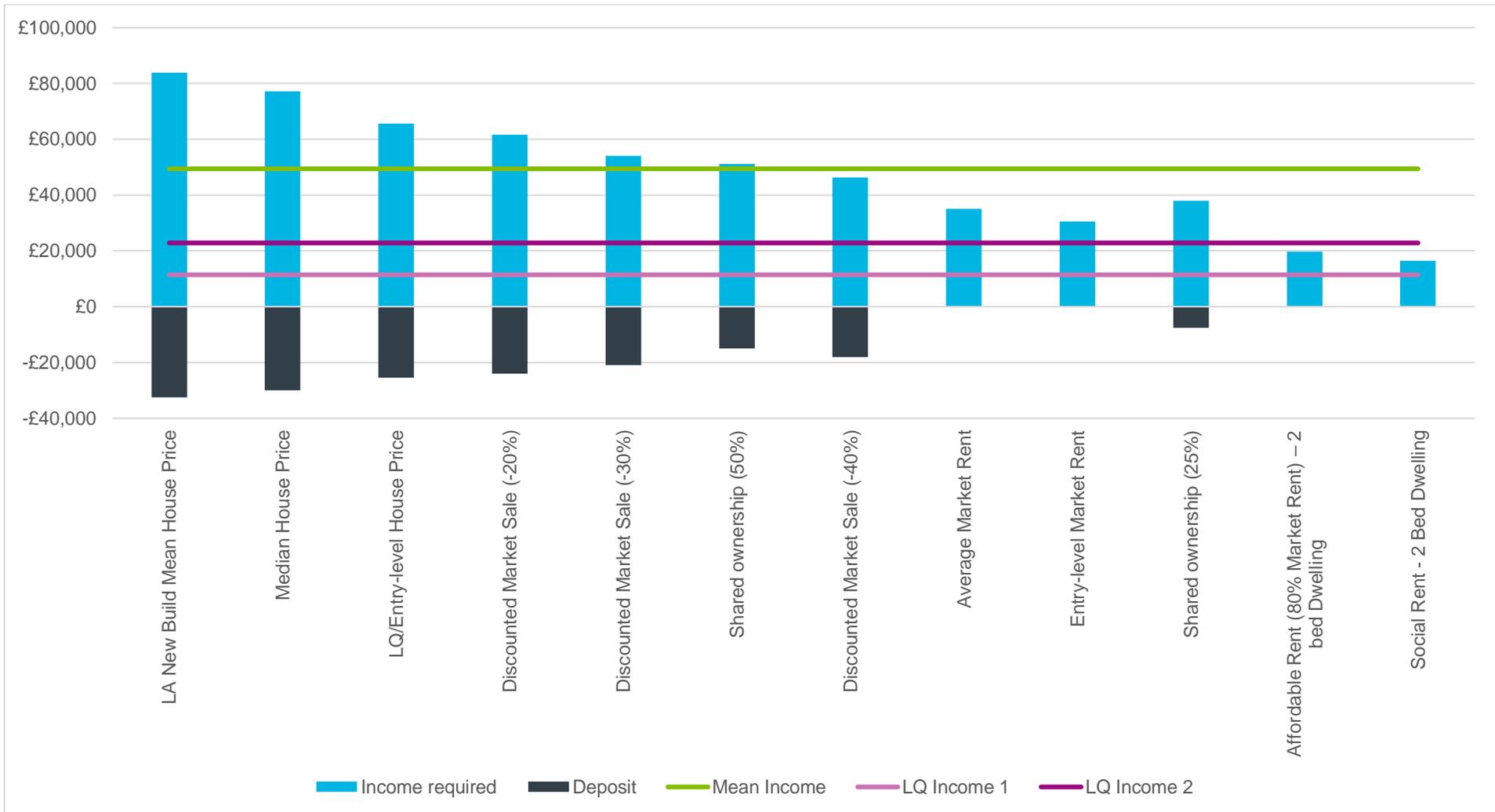
Source: Land Registry PPD; ONS MSOA total household income

91. Finally, the inability of those on lower quartile earnings to afford entry-level market rents, suggests affordable and social rent may be more suitable tenures to help those in need. The data would suggest affordable and social rents are largely unaffordable for those in single earning lower quartile households. However, it's important to caveat that the lower quartile earning data does not reflect housing benefits or other forms of financial assistance. For this reason, it is possible that many lower quartile households would also be able to meet their housing needs in privately rented rooms in shared houses using housing benefit
92. Government policy aimed at tackling the housing crisis continues to attach high priority on helping those on modest incomes and others who are unable to afford market housing for purchase, such as younger buyers, to access affordable

routes towards homeownership¹⁸. In the case of Boxford, the figure below suggests that the most appropriate tenures to help implement this policy goal locally are shared ownership at the level 25% and discounted market housing at - 40% discount.

¹⁸ See the White Paper 'Fixing Our Broken Housing Market', at https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/590464/Fixing_our_broken_housing_market_-_print_ready_version.pdf

Figure 4-2: Affordability thresholds in Boxford (income required, £)



Source: AECOM Calculations

4.5 Affordable housing- quantity needed

93. The starting point for understanding the need for affordable housing in Boxford is the relevant Strategic Housing Market Assessment (SHMA). A SHMA was undertaken for Ipswich and Waveney in 2017, which included an assessment of the need for affordable housing.
94. The estimates produced in the 2017 SHMA primarily focused on the need for social/affordable rented homes because the assessment focused on households living in unsuitable housing, those on the waiting list and new households forming who were unable to afford market rents. A full assessment of the need or demand from households able to rent but unable to afford home ownership was not undertaken in the SHMA 2017. However, an update to the SHMA was published in 2019 which provided estimates of the need for different tenures of homes over the plan period, based on modelling of tenure change. Table 4.3c of the SHMA Update (replicated below as Figure 4-3) sets out the number of households that will be resident in Babergh in 2036, disaggregated by broad household type.
95. The 2019 update also provides an estimate of the need for discounted home ownership products of 495 dwellings over the plan period. These overlap with the need for private rented accommodation in the SHMA's Table 4.3c.

Figure 4-3 Tenure of new accommodation required, Babergh, SHMA Update 2019

Table 4.3c Tenure of new accommodation required in Babergh over the next 18 years				
<i>Tenure</i>	<i>Current tenure profile</i>	<i>Tenure profile 2036</i>	<i>Change required</i>	<i>% of change required</i>
Owner-occupied	28,026	32,820	4,794	64.7%
Private rent	6,344	7,468	1,124	15.2%
Shared Ownership	180	686	506	6.8%
Social Rent/Affordable Rented	5,241	6,225	984	13.3%
Total	39,791	47,198	7,407	100.0%

96. When the SHMA figures are pro-rated to Boxford based on its fair share of the population (1.39% of the LPA's population), this equates to the following need for affordable housing homes per annum over the Neighbourhood Plan period (2018- 2036):
- 13.68 homes for social/affordable rent (0.76 per annum)
 - 7.01 homes for shared ownership (0.39 per annum)
 - 6.89 homes for discounted home ownership (0.39 per annum) (these overlap with the PRS tenure in the table above)
97. Taken together, these tenure change estimates imply the need for approximately 1.53 new affordable homes each year in Boxford – approximately 28 in total over the plan period (rounded). Broadly, half of these homes should be for social/affordable rent and half for affordable home ownership.
98. However, pro-rating District level estimates of affordable housing need to rural areas presents problems in practice. The District level figures are likely to represent higher needs in the urban areas of the District where there is a large social housing stock and larger numbers of households living in the PRS on housing benefit. Both of these factors tend to generate higher needs. By contrast, in rural villages like Boxford the lack of social housing means there is no need generated from households already living in the sector. Similarly, households who may need social housing often move away to areas where their needs are more likely to be met (either because there is social housing available or more private rented housing). This means it is difficult to identify need for social/affordable rented housing within Boxford.
99. The SHMA based figure of 28 dwellings exceeds the overall minimum housing allocation for Boxford of 13 dwellings as identified in the emerging Local Plan. It is therefore unlikely that the Neighbourhood Plan will be able to accommodate the Affordable Housing need identified in the SHMA.
100. It is important to state that there is no policy or legal obligation on the part either of the Local Authority or the parish council to meet affordable housing needs in full, either within or outside the Neighbourhood Plan area, though there are tools available to the parish council that can help ensure that it is met to a greater extent if resources permit (e.g. the ability to allocate 'exception' sites for affordable housing).

101. It is also important to remember that even after the Boxford, or indeed any other, Neighbourhood Plan is adopted, the assessment of need for Affordable Housing, the allocation of affordable rented housing to those in need and the management of the housing waiting list all remain the responsibility of the local authority rather than the parish council. In this sense, it must be acknowledged that neighbourhood plans are by their nature relatively constrained in terms of the extent to which they can meet affordable housing need, unless there is a specific policy on the housing supply-side (e.g. the identification of one or more housing exception sites over and above those required by the Local Plan).

4.5.1 Affordable Housing Policies in Boxford

102. The Neighbourhood Plan may wish to develop policies in relation to the delivery of Affordable Housing within Boxford. Babergh's Emerging Local Plan policy in relation to Affordable Housing delivery requires 35% of all new homes on sites of 0.5ha or more of 10 dwellings or more to be delivered as Affordable Housing (Policy SP02).
103. Note, however, that the Government's August 2020 consultation proposals for 'Changes to the current planning system' include a temporary measure to lift the small sites threshold. This would mean that developers would not need to contribute to Affordable Housing on sites of up to 40 or 50 units. This represents a significant increase on the threshold sought in the Local Plan (cited above), and therefore may reduce the delivery of Affordable Housing on normal development sites during the temporary period in which it applies.
104. It is expected that this temporary period will be short and, being introduced to combat the economic impacts of Covid-19 on small builders, may have already elapsed by the time the Neighbourhood Plan is made. Nevertheless, it could have an impact on Affordable Housing delivery in the short term, and warrants the attention of the neighborhood planners as the Government consultation proceeds. For more detail on this proposal in relation to the overall quantity of housing expected in the NA during the Plan period and a link to the consultation document, see the 'Quantity of housing to provide' section at the start of this report (section 2.2.3).
105. On small scale developments, such as those expected to come forward over the plan period, only small numbers of affordable homes are likely to be delivered through the application of this policy. For this reason, the neighbourhood group may wish to consider identifying sites specifically for the provision of Affordable Housing. This could facilitate the delivery of a greater proportion of the NA's Affordable Housing need, and could also act as a suitable way forward if the Government's proposal to temporarily lift the small sites Affordable Housing threshold is likely to have a significant impact on provision in the NA.
106. The neighbourhood group may wish to develop policies on the mix of Affordable Housing delivered in Boxford. It is not the role of the HNA to develop policy, as there are a wider set of factors which apply and need to be considered by the neighbourhood planners. However, the following evidence and considerations may be used as a starting point in the development of policy. On the balance of the evidence in this HNA, AECOM set out a judgement on the starting point for an appropriate tenure mix in Boxford in the subsequent section.
- A. **Evidence of need for Affordable Housing:** The SHMA estimate of the potential demand for affordable home ownership options suggest there may be a need for these homes in Boxford to address the aspirations of households who can rent but can't buy in addition to need for affordable rented homes. The potential total demand for Affordable Housing is 28 homes over the plan period. Broadly, half of these homes should be for social/affordable rent and half for affordable home ownership.
 - B. **Can Affordable Housing needs be met in full?** The Housing Requirement Figure (HRF) for NA is 13. This level of housing delivery would not allow affordable housing needs to be met in full, as the identified need here exceeds the HRF (assuming 35% of all housing is affordable). If the majority of NA's HRF is expected to come forward in the form of small infill developments, those schemes are unlikely to be large enough to meet the threshold of 10 dwellings (or 0.5ha), above which the Affordable Housing policy applies. If that is the case, the potential delivery of Affordable Housing is likely to be lower still. This suggests some form of prioritisation will be required. In most cases, Councils will wish to prioritise the delivery of social/affordable rented homes to meet acute needs. However, considerations can differ in rural areas.
 - C. **Government policy (eg NPPF) requirements:** current NPPF policy requires 10% of all homes to be delivered for affordable home ownership. There can be exceptions to this requirement if it would prevent the delivery of other forms of Affordable Housing. There is no evidence that going beyond the 10% threshold in Boxford would prejudice the provision of much needed affordable rented homes, given the 50/50 tenure split recommended following the pro-rata SHMA calculation.
 - D. **Emerging national policy:** the Government is currently consulting on the introduction of First Homes (to provide at least 30% discount on new build home prices). The most recent consultation outlines the Government's intention to require that a minimum of 25% of all Affordable Housing secured through developer

contributions should be first homes¹⁹. The outcome of this consultation and the policy which emerges may shape the provision of different forms of Affordable Housing on new development sites, and the neighbourhood group will need to keep this emerging policy in mind when developing its Neighbourhood Plan policies.

- E. **Local Plan policy:** Where major development involves housing, Babergh's emerging Local Plan requires 10% of the housing must be available for affordable home ownership as part of the overall affordable housing contribution from the site.

The August 2020 proposals relating to First Homes convey the Government's intention to require that 25% of all Affordable Housing is delivered as First Homes. The 25% First Homes requirement is likely to displace other affordable home ownership products in the first instance. Those affordable home ownership products providing the lowest discount should be displaced first. However, affordable rented products may also be affected depending on the tenure mix sought (i.e. if more than 75% of affordable housing is intended as affordable rent, this would need to be reduced to a maximum of 75% affordable rent so that First Homes can constitute 25% of all affordable housing). As yet, it is unclear whether there will be any flexibility over this 25% requirement to take account of local circumstances.

- F. **Viability:** HNAs cannot take into consideration the factors which affect viability in the neighbourhood area or at the site-specific level. Viability issues are recognised in the Council's emerging Local Plan and it is acknowledged that this may affect the provision of affordable housing and/or the mix of tenures provided.
- G. **Funding:** the availability of funding to support the delivery of different forms of Affordable Housing may also influence what it is appropriate to provide at a particular point in time or on any one site. The neighbourhood group may wish to keep this in mind so that it can take up any opportunities to secure funding if they become available.
- H. **Existing tenure mix in Boxford:** evidence suggests there is limited Affordable Housing (either to rent or for sale) within the NA at present. This suggests that some provision of Affordable Housing would offer a wider choice of homes for local residents and, importantly, may allow those on lower incomes including newly forming households and younger families to remain in or move to the area.
- I. **Views of registered providers:** it is not within the scope of this HNA to investigate whether it would be viable for housing associations (registered providers) to deliver and manage affordable rented homes in this area. Some housing associations may be reluctant to take on small numbers of homes in rural areas because of the extra cost involved in managing this stock. However, there may be specialist providers who are willing to provide this housing and so the delivery of social/affordable rented homes should not be ruled out if it is an objective of the neighbourhood group and supported by the Council.
- J. **Wider policy objectives:** the neighbourhood group may wish to take account of broader policy objectives for Boxford and/or the wider District. These could include, but are not restricted to, policies to attract younger households, families or working age people to the Neighbourhood Area. These wider considerations may influence the mix of Affordable Housing provided.

107. In Table 4-4 overleaf, two alternative scenarios for the tenure mix of Affordable Housing in Boxford are presented. Note that we assume, in accordance with current practice, that most Affordable Housing will be brought forward through developer contributions. If the neighbourhood planners are considering delivering Affordable Housing through other means, the national policy requirements reflected here may not apply.

108. The first scenario (Mix 1 – Indicative mix based on local needs) most closely reflects local needs in Boxford as identified in the HNA evidence. We recommend 50:50 split between affordable ownership and affordable rent reflects the estimates produced by the tenure modelling in the SHMA 2019 update. We have also broken down affordable ownership into its component parts based on the analysis of affordability thresholds (presented in Figure 4-2). We have recommended a higher proportion of shared ownership (particularly at 25% level) as it is more affordable than discounted market sale unless large discounts (of around 40% of sale prices) can be secured). If this is possible, discounted market housing is comparable, in terms of affordability, with shared ownership at a 25% share.

109. The second scenario (Mix 2 – Indicative mix with 25% First Homes requirement) is aligned with the direction of travel in the Government's most recent policy proposals, in which it is intended that 25% of all Affordable Housing will be required

¹⁹ The original proposals are available at:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/864265/First_Homes_consultation_document.pdf. The latest proposals are available at: <https://www.gov.uk/government/consultations/changes-to-the-current-planning-system>.

Note that the latest proposals are not final, and could potentially be subject to further change.

to be provided as First Homes. This outcome is more likely than the first scenario, because the Government proposals are at an advanced stage of development. However, this is proposed here as one of two alternative scenarios in case the First Homes policy proposals do not progress. Given that First Homes have been found to be generally not affordable to local people in Boxford at 30% discount), but still feasible if higher discounts can be achieved, if the Government proposal requiring 25% First Homes does not come forward as currently proposed, it is recommended that the neighbourhood planners revert to the other indicative mix as their starting point for policy development in this area.

- 110. Note also that the Government proposals state that if First Homes are required at 25% of Affordable Housing that comes forward through developer contributions and this results in displacing other tenures within the affordable mix, the tenure products providing the lowest effective discount should be displaced in the first instance. In this case, the suggested affordable routes to home ownership (rent to buy and shared ownership) would be displaced broadly equally, given the similarities between the affordability thresholds for average market rent and shared ownership at 25% level.
- 111. Where the neighbourhood planners wish to develop policy that requires a different mix to that set out in the Local Plan, it is important that they liaise with the LPA to gather more detailed income and viability information, and to ensure that departures from the district-level policy context have the LPA's support. Liaising with the LPA will be particularly important where the Local Plan tenure split can be expected to be adjusted in light of the latest Government proposals, to ensure that the Neighbourhood Plan's approach in reflecting these changes is in line with the LPA approach. Another option when developing Neighbourhood Plan policies on tenure splits is to add caveats to the policy in question, to the effect that the precise mix of affordable housing will be considered on the basis of site-by-size circumstances in addition to this evidence.
- 112. AECOM cannot provide guidance on the appropriate share of social/affordable rented homes as this will depend on the level of funding available to housing associations which will determine at what level rents can be set. Registered providers (eg housing associations) may be reluctant to deliver small numbers of homes where there are ongoing management costs involved. For this reason, the proportion of rented homes which can be secured may depend on the willingness of local housing association to maintain and manage small numbers of homes.
- 113. Mix 2 put forward below aligns as closely as possible with emerging Government policy as currently proposed. If those proposals do not go forward, the recommended starting point for the tenure mix in the NA will be Mix 1 below. However, the considerations detailed above will remain relevant for determining a more appropriate mix in the light of national policy changes or other unexpected developments.

Table 4-4: Indicative tenure split (Affordable Housing)

Tenure	Mix 1. Indicative mix based on local needs	Mix 2. Indicative mix with 25% First Homes requirement	Considerations and uncertainties
Routes to home ownership, of which	50%	50%	Government proposing min 25% requirement for First Homes. Uncertainty over extent of requirement until policy finalised.
First Homes ²⁰	5%	25%	Product untested so uncertainties around viability, developer, lenders and buyer appetite etc
Shared ownership	25%	15%	Proposed changes to the model to allow purchases of 10% share ²¹ - impact on viability unknown RPs business plans currently reliant on shared ownership model. Impact of displacement by First Homes unknown.
Rent to buy	20%	10%	Emerging product with popularity and effectiveness as yet unknown Impact of displacement by First Homes unknown
Affordable Housing for rent, of which	50%	50%	
Social rent	To be set by Registered Providers	To be set by Registered Providers	Uncertain how much funding available to support this tenure in local area Uncertain whether RPs willing to own/manage stock in this area

²⁰ In the event that the First Homes product does not go forward at all, the proportion of Affordable Housing allotted to First Homes in Mix 1 could be re-allocated to discounted market sales housing if this is available at broadly equivalent discounts, or to other forms of affordable home ownership also recommended in the table.

²¹ <https://www.gov.uk/government/news/jenrick-unveils-huge-12-billion-boost-for-affordable-homes>

Affordable rent	To be set by Registered Providers	To be set by Registered Providers	Uncertain whether RPs willing to own/manage stock in this area
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Source: AECOM calculations

114. Assuming that the Government's proposal that 25% of all affordable Housing should be First Homes is formalised, the neighbourhood group will need to take account of how this could impact on affordable housing polices (particularly the tenure mix) in the Neighbourhood Plan. The evidence gathered here suggests that this proposal would not impact on the ability of Boxford to accommodate those with the most acute needs, as the 25% First Homes requirement can be met without reducing the amount of affordable housing for rent. That said it would reduce the amount of shared ownership and rent to buy which are considered the most affordable tenure options for affordable home ownership.
115. However, the neighbourhood planners should note that the First Homes product has not been formally implemented, and should await the outcome of the Government consultation

4.6 Conclusions- Tenure and Affordability

116. Boxford is characterised by a very high proportion of home ownership compared to district and national levels. Whilst outright ownership is high, the proportion of shared ownership households is lower in Boxford compared to Babergh and England. The proportion of private rented households is significantly lower in Boxford compared to district and national levels. Likewise, the proportion of social rented households is also lower in Boxford, although the figure is more comparable to the proportions found at the district level.
117. Private rented was the only tenure to experience growth in Boxford over the census period, albeit at a significantly lower rate than the growth recorded for the private rented tenure in Babergh. Both owned and social rented tenures declined in Boxford, contrasting the growth seen in Babergh. There was no change in the amount of shared ownership in Boxford, contrasting the significant growth found at a district and national level.
118. Despite a number of fluctuations, the mean and median house prices in Boxford have risen gradually between 2010 and 2019. Lower quartile prices experienced a more modest growth of 0.5%. Overall house prices grew by 18.4%. Detached homes experienced the largest growth at 38.6%, more than double the average for all types. Semi-detached properties also experienced a price growth, albeit at the more modest rate of 8.6%. Whereas, the average price of terraced homes fell by 7.8%. In terms of flats, only one transaction was recorded over the entire period (in 2012).
119. It is apparent that the income required to buy an average market home for sale is higher than what would be expected to be available to those on mean household incomes. Likewise, the income required to buy an average entry-level home for sale is also higher than what those on mean household incomes can afford. Entry-level homes are therefore well out of the price range of those on lower quartile household earnings.
120. The mean income (£49,400) is just below the purchasing threshold for shared ownership at the 50% (£51,071). The purchase threshold is more favorable for those on mean incomes when it comes to shared ownership at the 25% level.
121. In Boxford a 30% discount on average prices (as envisaged in the First Homes product) would not appear to be sufficient to extend home ownership to households on mean incomes. A 40% discount on average prices is considered more appropriate for those on mean incomes. The rent to buy tenure may be viable in Boxford for those on mean incomes but remains out of reach for those on lower earnings.
122. The inability of those on lower quartile earnings to afford entry-level market rents, suggests affordable and social rent may be more suitable tenures to help those in need. Affordable and social rents are largely unaffordable for those in single earning lower quartile households. However, it's important to caveat that the lower quartile earning data does not reflect housing benefits or other forms of financial assistance. For this reason, it is possible that many lower quartile households would also be able to meet their housing needs in privately rented rooms in shared houses using housing benefit.
123. When the SHMA affordable housing figures are pro-rated to Boxford based on its fair share of the population, this equates to a need for approximately 1.53 new affordable homes each year in Boxford – approximately 28 in total over the plan period (rounded). Broadly, split 50:50 between social/affordable rent and affordable home ownership.
124. This overall figure exceeds the housing need of 13 dwellings set out in the emerging Local Plan. It is therefore unlikely that the Neighbourhood Plan will be able to accommodate in full the affordable housing identified here.
125. Table 4-6 overleaf summarises Boxford's position with regards to the expected delivery of Affordable Housing, and how this might ideally be apportioned among sub-categories of tenure to meet local needs over the Plan period. This exercise simply applies the housing requirement figure for the area to the Local Plan policy expectation, and shows the quantities of affordable housing for rent and sale that would be delivered if each of the tenure mixes proposed in this HNA were

rigidly enforced. In this sense it is hypothetical, and the outcomes in practice may differ, either as a result of measures taken in the neighborhood plan (e.g. if the group plan for more housing (and therefore more affordable housing) than the local plan, or if the group decide to influence the tenure mix in other ways), or as a result of site-specific constraints.

126. Note that this table assumes that most or all of the expected housing delivery in the NA will take place after the Government's proposal to temporarily lift the site size threshold for Affordable Housing has ended. If that period extends beyond the date on which the Neighbourhood Plan is made and also influences the rate of Affordable Housing delivery on relevant development sites, the quantity of Affordable Housing to be provided in the NA during the Plan period may be lower than the estimate below. The table also assumes that the 25% First Homes requirement can be met without reducing the amount of affordable housing for rent.

Table 4-6 Estimated delivery of Affordable Housing in Boxford

	Step in Estimation	Mix 1 based on local needs	Mix 2 with 25% First Homes requirement
A	Provisional capacity figure	13	13
B	Affordable housing quota (%) in LPA's Local Plan	35%	35%
C	Potential total Affordable Housing in NA (A x B)	4.55	4.55
D	Rented % (e.g. social/ affordable rented)	50%	50%
E	Rented number (C x D)	2.3	2.3
F	Affordable home ownership % (e.g. First Homes, Rent to Buy)	50%	50%
G	Affordable home ownership number (C x F)	2.3	2.3

Source: AECOM estimate based on LPA's affordable housing policies, AECOM's indicative tenure mix

127. Affordable housing is typically provided and made financially viable by its inclusion as a proportion of larger market developments, as guided by Local Plan policy, and implemented by the LPA. However, if the community wishes to boost the supply of affordable housing, there are other, more proactive routes available for its provision. For example, using community development orders, identifying exception sites or developing community land trusts are all tried and tested ways of boosting the supply of affordable housing above the minima indicated by Local Plan policy.

5. RQ 2: Type and Size

RQ 2: What type (terrace, semi, bungalows, flats and detached) and size (number of bedrooms) of housing is appropriate for the Plan area over the Neighbourhood Plan period?

5.1 Introduction

128. The Boxford Neighbourhood Plan may benefit from the inclusion policies informed by evidence on what sizes and types of housing would be best suited to the local community. This will help ensure that future developments give local people options within the housing market at all stages of life.
129. PPG recommends a consideration of the existing housing provision and its suitability, having regard to demographic shifts in age and household composition, to address future, as well as current community need. For this reason, we firstly consider the type and size of the existing housing stock in Boxford. Demographic shifts in age and household composition will then be considered. Finally, the future demand for housing by size and type is determined by the way different household types currently occupy their dwellings in the LPA, and then applying demographic projections of how the Neighbourhood Plan area population is likely to change by the end of the Plan period.

5.2 Existing types and sizes

5.2.1 Background and definitions

130. 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.
131. 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 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 giving a very different picture to demographics, household type and size.
132. 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’ can be translated as follows²²:
- 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 3 bedrooms and 2 reception rooms and a kitchen, or 4 bedrooms and one reception room and a kitchen
 - 7+ rooms = house with 4 or more bedrooms
133. It is also useful to clarify the Census terminology around dwellings and households 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.²³ 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.
134. 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

²² At <https://www.nomisweb.co.uk/census/2011/qs407ew>

²³ At <https://www.gov.uk/guidance/dwelling-stock-data-notes-and-definitions-includes-hfr-full-guidance-notes-and-returns-form>

address who share cooking facilities and share a living room or sitting room or dining area.”²⁴ 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.

5.2.2 Dwelling type

135. The 2011 Census shows that there were 540 households in Boxford, living in 237 detached houses, 155 semi-detached, 117 terraced houses, and 31 flats. Compared with the LPA, Boxford is characterised by a slightly higher proportion of detached properties and a slightly lower proportion of semi-detached properties. The proportion of terraced properties is the same in both Boxford and Babergh. Finally, Boxford has a lower proportion of flats compared to Babergh. (see Table 5-1 below).

Table 5-1: Accommodation type (households), Boxford 2011

Dwelling type		Boxford	Babergh	England
Whole house or bungalow	Detached	43.9%	41.6%	22.4%
	Semi-detached	28.7%	29.4%	31.2%
	Terraced	21.7%	21.7%	24.5%
Flat, maisonette or apartment	Purpose-built block of flats or tenement	4.8%	5.5%	16.4%
	Parts of a converted or shared house	0.6%	0.9%	3.8%
	In commercial building	0.4%	0.8%	1.0%

Source: ONS 2011, AECOM Calculations

5.2.3 Dwelling size

136. Table 5-2 below sets out the distribution of the number of rooms by household space. The housing stock in Boxford is characterised by a greater proportion of larger properties when compared to Babergh. Six room dwellings have the greatest share of any other size dwelling in Boxford, compared to Babergh where five room dwellings have the largest individual share. The total proportion of large dwellings (five rooms+) in Boxford is 85.5%, compared to 77.4% found in Babergh. By contrast, the total proportion of small properties (one - four rooms) in the NA is 14.5%, compared to 22.6 % in the wider District.

Table 5-2: Number of rooms per household in Boxford, 2011

Number of Rooms	2011	2011
	Boxford	Babergh
1 Room	0.0%	0.2%
2 Rooms	0.4%	1.3%
3 Rooms	4.8%	5.3%
4 Rooms	9.3%	15.9%
5 Rooms	20.0%	24.5%
6 Rooms	21.9%	19.5%
7 Rooms	12.8%	12.6%
8 Rooms	12.8%	9.6%
9 Rooms or more	18.0%	11.2%

Source: ONS 2011, AECOM Calculations

137. It is also relevant to consider how the number of rooms occupied by households changed between the 2001 and 2011 Censuses. Table 5-3 shows that in Boxford the proportion of houses on the larger end of the spectrum (six or more)

²⁴ Ibid.

grew, whilst the proportion of other household sizes either declined or remained steady. Six room households saw the greatest growth in Boxford, almost double the rate experienced in Babergh. Whilst there was a growth in seven and eight or more room households in Boxford, the rate of growth is significantly lower than that seen in Babergh.

138. Four and five room households declined in Boxford at a greater rate than the decline experienced in Babergh. Three room households also declined although this contrasts the growth seen at the local level. There was no change in the proportion of one and two room households in Boxford, compared to Babergh which experienced a decline in one room households and a growth in two room households.

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

Number of Rooms	Boxford	Babergh	England
1 Room	0.0%	-29.1%	-5.2%
2 Rooms	0.0%	17.9%	24.2%
3 Rooms	-16.7%	17.2%	20.4%
4 Rooms	-18.6%	-1.9%	3.5%
5 Rooms	-24.3%	-4.5%	-1.8%
6 Rooms	20.2%	10.8%	2.1%
7 Rooms	3.1%	16.6%	17.9%
8 Rooms or more	10.4%	23.4%	29.8%

Source: ONS 2001-2011, AECOM Calculations

139. Returning to the most recent Census data, it is also useful to compare the figures for number of rooms with figures for the number of bedrooms for each household. Table 5-4 below summarises the proportion of households occupying each size of home in terms of the number of bedrooms. This data shows that Boxford lags behind Babergh and England in terms of smaller dwellings with two or less bedrooms, whilst exhibiting inversely higher proportions of larger properties with three or more bedrooms.

Table 5-4: Number of bedrooms in household spaces in Boxford, 2011

Bedrooms	Boxford		Babergh		England	
All categories: no. of bedrooms	516	100.0%	37,522	100.0%	22,063,368	100.0%
No. bedrooms	0	0.0%	48	0.1%	54,938	0.2%
1 bedroom	24	4.7%	2,361	6.3%	2,593,893	11.8%
2 bedrooms	89	17.2%	9,525	25.4%	6,145,083	27.9%
3 bedrooms	224	43.4%	15,756	42.0%	9,088,213	41.2%
4 bedrooms	133	25.8%	7,576	20.2%	3,166,531	14.4%
5 or more bedrooms	46	8.9%	2,256	6.0%	1,014,710	4.6%

Source: ONS 2011, AECOM Calculations

5.3 SHMA findings

140. Table 4.1c of the SHMA Update (replicated overleaf as Figure 5-1) sets out the number of households that are expected to be resident in Babergh in 2036 disaggregated by broad household type. The 2018 household profile is also presented as a reference point.

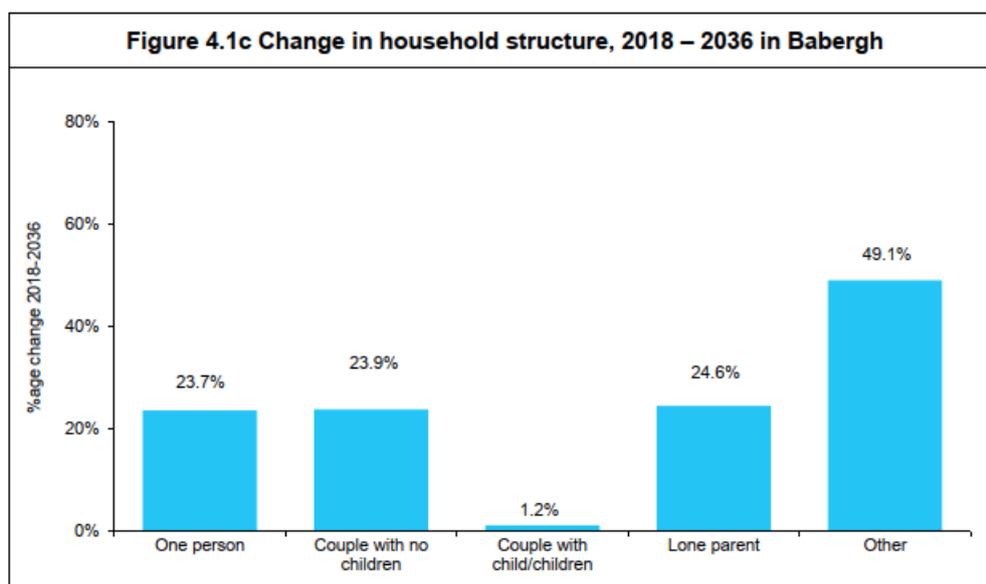
Figure 5-1 Projected household population by household type, Babergh, SHMA Update 2019

Table 4.1c Projected household population in 2036 by household type in Babergh				
<i>Household type</i>	<i>2018 Number</i>	<i>2018 Percentage</i>	<i>2036 Number</i>	<i>2036 Percentage</i>
One person	11,693	29.4%	14,461	30.3%
Couple with no children	13,506	33.9%	16,727	35.1%
Couple with child/children	9,439	23.7%	9,554	20.0%
Lone parent	3,112	7.8%	3,877	8.1%
Other*	2,042	5.1%	3,046	6.4%
Total	39,791	100.0%	47,665	100.0%

*Other households include multi-generational households, student households, households of unrelated people sharing accommodation as well as other groups.

141. Figure 4.1c of the SHMA Update (replicated here as Figure 5-2) presents the proportional change in these household types. The figure indicates that the number of ‘other’ households are expected to increase proportionately the most in Babergh (albeit from a low base), followed by lone parent households. The number of couples with children is projected to remain largely unchanged.

Figure 5-2 Change in household structure, Babergh, SHMA Update 2019



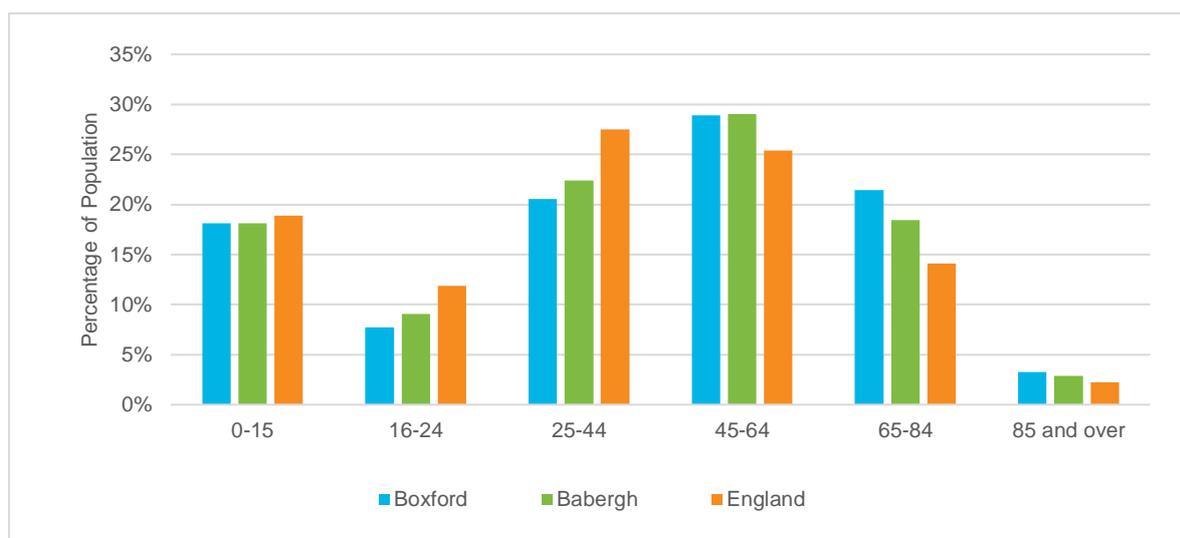
5.4 Household composition and age structure

142. Having established the current stock profile of Boxford and identified recent changes in its composition, the evidence assembled below examines the composition and age structure of households in the 2011 Census and in future years. Through a consideration of the types of households projected to form over the Neighbourhood Plan period, and the mix of age groups suggested by demographic projections, it becomes possible to consider the type and size of housing needed in the Neighbourhood Plan area by the end of the planning period.

5.4.1 Age structure

143. The 2011 Census data reveals that Boxford has a relatively older population when compared to the national and local averages (see Figure 5-3 overleaf). Boxford has a lower proportion of people in the 16-24 and 25-44 age groups, whilst having a higher proportion of people in the 65-84 age group compared to local and national levels. The remaining age groups (0-15, 45-64 and 85 and over) are generally comparative between Boxford and Babergh.

Figure 5-3: Age structure in Boxford, 2011



Source: ONS 2011, AECOM Calculations

144. In terms of the changing age structure of the Neighbourhood Plan area population, Census data shows that since 2001 NA population has declined in all but two age groups (see Table 5-5 below). The 65-84 and 85 and over age groups grew in both Boxford and Babergh. Notably, the rate of growth in the 85 and over age group in Boxford was significantly higher at 100% compared to 39.5% growth recorded in Babergh. The 16-24 age group experienced the greatest decline in Boxford compared to Babergh which recorded a modest growth in this age group.

Table 5-5: Rate of change in the age structure of Boxford population, 2001-2011

Age group	Boxford	Babergh	England
0-15	-8.7%	-2.1%	1.2%
16-24	-16.8%	6.4%	17.2%
25-44	-6.3%	-8.2%	1.4%
45-64	-7.1%	10.7%	15.2%
65-84	12.4%	20.0%	9.1%
85 and over	100.0%	39.5%	23.7%

Source: ONS 2001-2011, AECOM Calculations

5.4.2 Household composition

145. Household composition (i.e the mix of adults and children in a dwelling) is a critical factor in driving the size (and to an extent, the type) of housing needed over the Neighbourhood Plan period.
146. In assessing Census data on household composition, we see that Boxford differs from the LA in that there are slightly less one person households (Table 5-6). However, Boxford has a greater proportion of those aged 65 and over one person households compared to Babergh. The proportion of single-family households is the same in Boxford and Babergh, representing 67.8% of all households compared to the national rate of 61.8%. Again, Boxford has a higher proportion of those aged 65 and over in the single-family category. Despite the apparent older population, Boxford has a lower proportion of families with no children and higher proportions of dependent and non-dependent children.
147. Note that non-dependent children refer to households in which adult children are living at home, or students still call their primary residence despite living for most of the year near to university. Though this category can often indicate the relative unaffordability of entry-level homes in an area as many such young people may wish to move out and form their own households if they were financially able.

Table 5-6: Household composition (by household), Boxford, 2011

Household composition		Boxford	Babergh	England
One person household	Total	27.5%	28.2%	30.2%
	Aged 65 and over	16.3%	14.1%	12.4%
	Other	11.2%	14.0%	17.9%
One family only	Total	67.8%	67.8%	61.8%
	All aged 65 and over	14.5%	11.7%	8.1%
	With no children	18.0%	21.6%	17.6%
	With dependent children	25.4%	25.2%	26.5%
	All children Non-Dependent ²⁵	9.9%	9.2%	9.6%
Other household types	Total	4.7%	4.1%	8.0%

Source: ONS 2011, AECOM Calculations

148. Again, it is relevant to consider rates of change in this indicator during the period between Censuses. The number of one person households in Boxford grew, albeit at a significantly lower rate compared to Babergh (see Table 5-7). Those one person households aged 65 and over declined in Boxford by 5.6% compared to a modest growth of 1.8% in Babergh. One family households declined in Boxford compared to moderate growth in Babergh. Within single family households only those aged 65 and over grew in Boxford, compared to Babergh which experienced growth in all categories. There was no change in other household types in Boxford, compared to growth at national and local levels.

Table 5-7: Rates of change in household composition, Boxford, 2001-2011

Household type		Percentage change, 2001-2011		
		Boxford	Babergh	England
One person household	Total	3.6%	11.7%	8.4%
	Aged 65 and over	-5.6%	1.8%	-7.3%
	Other	20.8%	23.7%	22.7%
One family only	Total	-3.3%	5.5%	5.4%
	All aged 65 and over	5.6%	9.2%	-2.0%
	With no children	-7.9%	8.2%	7.1%
	With dependent children	-3.7%	1.1%	5.0%
	All children non-dependent	-5.6%	7.2%	10.6%
Other household types	Total	0.0%	17.4%	28.9%

Source: ONS 2001-2011, AECOM Calculations

5.5 Dwelling mix determined by life-stage modelling

149. Recognising the fact that households of different ages may have different housing needs, the housing mix needed to meet demographic change by the end of the Plan period is estimated by an approach based on current occupation patterns – that is, the propensity of households of different ages to occupy different types of accommodation – will persist into the future. For example, projected growth in households aged under 24 will lead to an increase in the need for the type of housing currently occupied by households of that age.

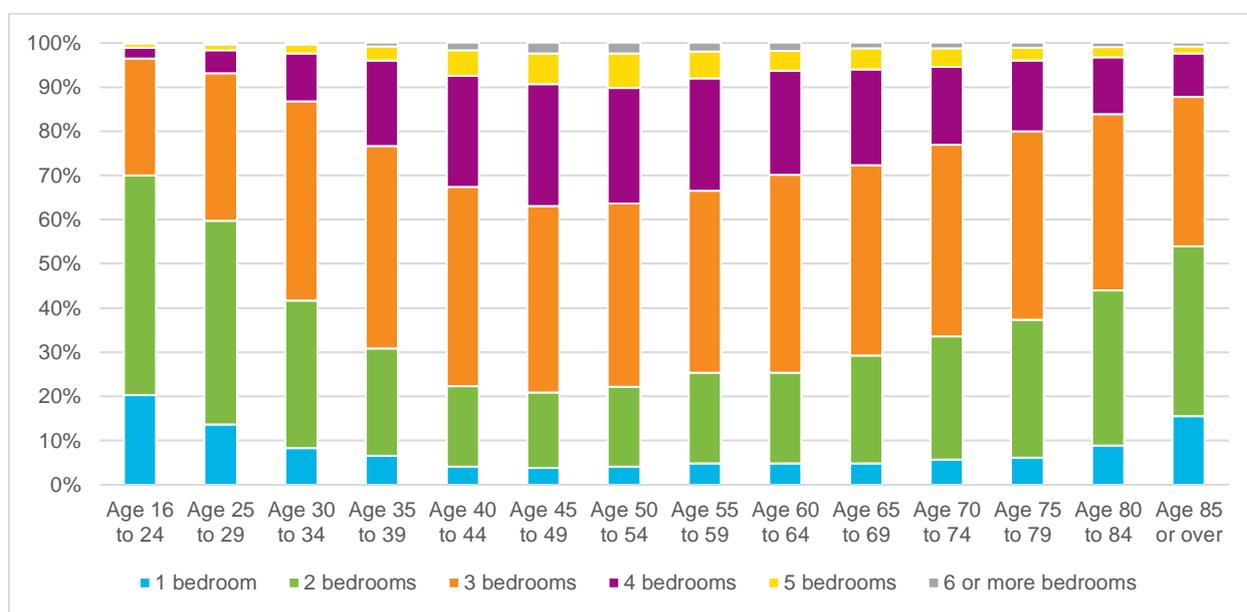
150. It is important to keep in mind that this exercise provides an estimate based on demographic trends and occupancy patterns alone. It does not take into account income and wealth, other than in an indirect way through the propensity of households to occupy more or less space than they 'need'. This approach also embeds existing patterns of occupancy

²⁵ Refers to households containing children who are older than 18 e.g. students or young working people living at home.

which may or may not be desirable. This is particularly important to keep in mind in areas where housing affordability has worsened because it means that many households are forced to occupy less space than they need or want.

- 151. However, no data on housing size occupation by age of the Household Reference Person (HRP- a more modern term for 'head of household') is available at neighbourhood level. For this reason, LA-level data needs to be used as the closest proxy.
- 152. Figure 5-4 below sets out the relationship in the 2011 Census at LA level between the age of the HRP and the size of dwelling occupied. This provides the starting point for determining the most appropriate dwelling size mix by the end of the Neighbourhood Plan period. The data shows that that smaller one- and two-bedroom properties are more popular amongst households where the HRP is between 16 and 29. Larger properties get more popular than smaller properties as we move into the 30 and beyond age group. In households where the HRP is aged 50 and over, smaller one- and two-bedroom properties become progressively more popular, although there is still a significantly high level of households in this age group occupying larger properties of three bedrooms or more. It's only when we get to the 85 and over age group where the proportion of those living in smaller one and two-bedroom properties is greater than those living in larger properties. This may indicate a lack of opportunity and/or reluctance to down or 'rightsize'.

Figure 5-4: Age of household reference person by dwelling size in Babergh District Council , 2011



Source: ONS 2011, AECOM Calculations

- 153. Household projections provided by MHCLG are then used to understand the future distribution of households by the age of the HRP. Again, this data is only available at the LPA level and for the years 2014 and 2039. Therefore, the distribution of households by the age of the HRP would be in 2036 is estimated, i.e. the end of the Neighbourhood Plan period (red in the table). The data is presented in Table 5-8 below.

Table 5-8: Projected distribution of households by age of HRP, Babergh District Council

Year	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	702	3,321	13,200	6,897	14,356
2036	638	2,802	11,726	6,663	22,568
2039	629	2,731	11,524	6,631	23,688

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

154. It is then necessary to extrapolate from this LPA-level data an estimate of the corresponding change in the age structure of the population in Boxford. To do so, the percentage increase expected for each group across Babergh District Council, derived from the data presented above was mapped to the population of Boxford. The results of this calculation are detailed in Table 5-9 below:

Table 5-9: Projected distribution of households by age of HRP, Boxford

Year	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	5	38	172	100	201
2014	5	37	166	91	238
2036	5	31	147	88	374
% change 2011-2036	-8.9%	-17.6%	-14.4%	-12.3%	86.2%

Source: AECOM Calculations

155. Finally, having established the likelihood shown by households at different life-stages towards dwellings of different sizes in Figure 5-4, and the approximate number of households in Babergh District Council and Boxford falling into each of these stages by the end of the Plan period in 2036, it is possible to estimate how the housing stock might evolve in terms of size over the Neighbourhood Plan period in response to demographic change (see Table 5-10 below).

156. The table takes in turn each projected age group in 2036, estimating how many of the households in that age bracket will want or need to occupy each size of dwelling. This is repeated for each age bracket and added together to arrive at an estimation of what proportion of each size of dwelling will be required overall.

Table 5-10: Likely dwelling size distribution in Boxford by the end of the Plan period, based on modelled household life-stages (totals may not sum due to rounding)

Size	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
Households 2036	5	31	147	88	374	-
1 bedroom	1	3	7	4	28	43
2 bedrooms	2	12	28	18	114	174
3 bedrooms	1	13	64	38	154	269
4 bedrooms	0	3	37	21	62	122
5+ bedrooms	0	1	12	6	17	35

Source: Census 2011, AECOM Calculations. Figures may not sum due to rounding

157. It is now possible to compare the 2011 housing mix in terms of size with the projected requirement based on the estimates set out in Table 5-10 above modelling the change in the age structure of the population in Boxford.

158. Table 5-11 overleaf indicates that, by 2036, the size distribution of dwellings should be more focused on the smaller end of the size spectrum. In comparison with 2011, the proportions of homes with one and two bedrooms will need to increase and the proportions of homes with three or more bedrooms should decrease.

Table 5-11: 2011 housing sizes compared to likely distribution at end of Plan period, Boxford

Number of bedrooms	2011		2036	
1 bedroom	24	4.7%	43	6.7%
2 bedrooms	89	17.2%	174	27.0%
3 bedrooms	224	43.4%	269	41.8%
4 bedrooms	133	25.8%	122	19.0%
5 or more bedrooms	46	8.9%	35	5.5%
Total households	516	100.0%	645	100.0%

Source: Census 2011, AECOM Calculations

159. Table 5-12 below sets out the estimated misalignment between future demand for housing, based on the modelled preferences of households at different life-stages, and the current stock available in the Neighbourhood Plan area.

Table 5-12: Future potential misalignments of supply and demand for housing, Boxford

Number bedrooms	of 2011	2036	Change to housing mix	Recommended split
1 bedroom	24	43	19	13.0%
2 bedrooms	89	174	85	56.8%
3 bedrooms	224	269	45	30.2%
4 bedrooms	133	122	-11	0.0%
5 or more bedrooms	46	35	-11	0.0%

Source: AECOM Calculations

160. The result of this life-stage modelling exercise is to suggest that, in terms of demographic change, new development might involve the following share of dwelling sizes: 13% as one bedroom, 56.8% as two bedrooms, 30.2% as three bedrooms. This recommendation aligns the findings of the Boxford Neighbourhood Plan Questionnaire (February 2019) which suggested a demand for smaller family homes (2-3 bedrooms).
161. Note that the changes to the housing mix given above for four- and five or more-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 three or more bedrooms, we have instead 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. In other words, the interim results of the life-stage modelling suggest that there will be no need for further four- and five or more-bedroom dwellings over the Neighbourhood Plan period. It is important to stress that there may be other good reasons to provide a particular size or type of dwelling in the NA, for example the need to improve the mix of homes in a particular location, improving choice or meeting needs in the wider housing market area.
162. Note that only the percentage mix in the right-hand column is relevant to the purposes of this HNA and the neighbourhood planning process. The actual numbers of dwellings required to adjust the size mix do not reflect that actual quantity of housing needed in the NA and are simply a step in the calculation necessary to produce a percentage split. As a general point, this dwelling mix in percentage terms stands alone from the overall quantity of housing needed or allocated over the Plan period, and could equally apply to windfall development, allocations beyond the plan period, or any other source of housing supply.

5.6 Conclusions- Type and Size

163. This analysis provides an indication of the likely need for different types and sizes of homes based on demographic change. It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the NA or on any particular site. These include the characteristics of the existing stock of housing, the role of the NA or site within the wider housing market area (linked to any LA strategies or plans) and site specific factors which may justify a particular dwelling mix.
164. Boxford is characterised by a slightly higher proportion of detached properties and a slightly lower proportion of semi-detached properties, when compared to the wider District. The proportion of terraced properties is the same in both

Boxford and Babergh, whilst Boxford has a lower proportion of flats compared to Babergh.

165. Boxford is characterised by a greater proportion of larger properties when compared to Babergh. Six room dwellings have the greatest share of any other size dwelling in Boxford, compared to Babergh where five room dwellings have the largest individual share. The total proportion of large dwellings (five rooms+) in Boxford is 85.5%, compared to 77.4% found in Babergh. By contrast, the total proportion of small properties (one – four rooms) in the NA is 14.5%, compared to 22.6 % in the wider District.
166. During the intercensal period, the proportion of houses on the larger end of the spectrum (six or more rooms) grew, whilst the proportion of other household sizes either declined or remained steady in Boxford. Six room households saw the greatest growth, almost double the rate experienced in Babergh. Whilst there was a growth in seven and eight or more room households in Boxford, the rate of growth is significantly lower than that seen in Babergh. Four and five room households declined in Boxford at a greater rate than the decline experienced in Babergh. Three room households also declined although this contrasts with the growth seen at the local level. There was no change in the proportion of one and two room households in Boxford, compared to Babergh which experienced a decline in one room households and a growth in two room households.
167. Looking at size in terms of the number of bedrooms, the data shows that Boxford lags behind Babergh and England in terms of smaller dwellings with two or less bedrooms, whilst exhibiting conversely higher proportions of larger properties with three or more bedrooms.
168. In terms of demographics, data reveals that Boxford has a relatively older population when compared to the national and local averages. Boxford has a lower proportion of people in the 16-24 and 25-44 age groups, whilst having a higher proportion of people in the 65-84 age group compared to local and national levels. The remaining age groups (0-15, 45-64 and 85 and over) are generally comparative between Boxford and Babergh. In terms of demographic change, the analysis suggests since 2001 the population in Boxford has declined in all but two age groups (65-84 and 85 and over). Notably, the rate of growth in the 85 and over age group in Boxford was significantly higher at 100% compared to 39.5% growth recorded in Babergh. The 16-24 age group experienced the greatest decline in Boxford, compared to Babergh which recorded a modest growth in this age group.
169. Boxford differs from Babergh in that there are slightly fewer one person households. However, Boxford has a greater proportion of those aged 65 and over one person households compared to Babergh. The proportion of single-family households is the same in Boxford and Babergh, representing 67.8% of all households compared to the national rate of 61.8%. Again, Boxford has a higher proportion of those aged 65 and over in the single-family category. Despite the apparent older population, Boxford has a lower proportion of families with no children and higher proportions of dependent and non-dependent children.
170. The proportion of one person households in Boxford grew, albeit at a significantly lower rate compared to Babergh. Those one person households aged 65 and over declined in Boxford by 5.6% compared to a modest growth of 1.8% in Babergh. One family households declined in Boxford compared to a growth experience in Babergh. Within single family households only those aged 65 and over grew in Boxford, compared to Babergh which experienced growth in all categories. There was no change in other household types in Boxford, compared to a growth at national and local levels.
171. Data for Babergh shows that smaller one- and two-bedroom properties are more popular amongst households where the HRP is between 16 and 29. Larger properties get more popular in age groups 30 and above. In households where the HRP is aged 50 and over, smaller one- and two-bedroom properties become progressively more popular, although there is still a significantly high level of households in this age group occupying larger properties of three bedrooms or more. It's only when we get to the 85 and over age group where the proportion of those living in smaller one and two-bedroom properties is greater than those living in larger properties. This may indicate a lack of opportunity and/or reluctance to down or 'rightsize'.
172. The results of the life-stage modelling suggest that the size mix of new housing should focus on dwellings with one to three bedrooms, and suggests fewer large dwellings are needed. These results align with the preceding chapter which established the need for more affordable homes, which tend to be smaller dwellings. It's noted that this report is concerned with demand in the sense of need rather than in the sense of the preferences of potential occupants. Whilst the analysis suggests there is a need for smaller dwellings, census data from 2011 suggests that larger properties are more popular in Boxford when compared to Babergh.
173. We therefore recommend that a broad mix of housing is provided, including all sizes of dwellings. In line with the life-stage modelling, the focus should be on smaller dwellings (especially affordable smaller homes). This would permit older households in larger dwellings to downsize and allow newly forming households to access housing through smaller and more affordable dwellings. However, it's recommended that larger dwellings also continue to be delivered in Boxford to meet the continuing demand for larger homes in the area.

6. RQ 3: Specialist housing for older people

RQ 3: What provision should be made for specialist housing for older and disabled people over the Neighbourhood Plan period?

6.1 Introduction

174. This chapter considers in detail the specialist housing needs for older and disabled people in Boxford. It considers the quantity, tenure and size of dwellings that might be required. It is important to keep in mind that there is no formal definition of 'old age'. People experience ageing differently and much depends on their health, lifestyle and relationship with work. Some people live healthy and active lives into advanced old age whilst others may need support and care much earlier in their lives. It is useful to think of two main stages in later life: the '3rd age' – where people are healthy and active and may or may not continue to work and the '4th age' – where older people need care and support to meet their health needs.²⁶ These two stages are not necessarily related to age though most people in advanced old age (85+) will need care or support at some point in their lives. The housing needs of these two groups can be markedly different.
175. In the Planning Practice Guidance (PPG), the Government states that plans need to provide for specialist housing for older people where a need exists. Innovative and diverse housing models will need to be considered where appropriate.²⁷
176. It is important to note that, as stated in the PPG, the need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the overall (i.e. the total) housing need figure. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method.²⁸
177. In considering the need or demand for specialist housing for older people it is appropriate to consider the population aged 75+ since this group is more likely to access this type of housing. The needs of this sector of the population have been assessed through two methods. The first is a tenure-led projection, based on the tenure of dwellings typically occupied by people in this age group. The second, included for the purposes of comparison, is based on the Housing Learning and Improvement Network's (HLIN) Strategic Housing for Older People (SHOP) tool²⁹, which is based on best practice nationally and sets a recommended level of provision per 1,000 head of population.
178. Housing needs assessment covers the need for houses that fall for the purposes of the planning system into Use Class C3 (private dwellings)³⁰. Any assessment of need for residences that fall into Use Class C2 (residential institutions, which include prisons, boarding schools and some care homes for the elderly) would be a separate exercise outside the scope of a standard HNA. Unfortunately, however, the dividing line between care homes for older people that fall into use class C2 and those where accommodation is counted as C3 is blurred. In some cases, extra care schemes, particularly those where independent living is emphasised and care provision is more limited, will be counted as C3. However, in other cases, particularly where care provision is higher, they will be counted as C2. There is no hard and fast rule- clear differentiation between the two has not been set in government policy.
179. As such, existing and future specialist housing for older people may be either C2 or C3, but the important point is that it is not possible to state definitively at the time of assessment whether any new provision forecast to be needed on the basis of current evidence will fall into use class C2 or C3. The distinction is important because accommodation in C2 buildings does not count towards the overall housing target for the neighbourhood plan areas whereas C3 accommodation units do. Therefore, it is not possible to state at this point the extent of overlap, if any, between the overall quantity of specialist housing forecast to be required and the overall housing quantity figure for the plan area.

²⁶ University of Sheffield & DWELL (2016) Designing with Downsizers

²⁷ See Paragraph: 012 Reference ID: 63-012-20190626 at <https://www.gov.uk/guidance/housing-for-older-and-disabled-people#identifying-the-housing-requirements-of-older-and-disabled-people>

²⁸ See Paragraph: 017 Reference ID: 2a-017-20190220, at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>)

²⁹ Available at <https://www.housinglin.org.uk/Topics/browse/HousingExtraCare/ExtraCareStrategy/SHOP/SHOPv2/>

³⁰ For a full description of Planning Use Classes, please refer to https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use

6.2 Housing for older people - context

180. MHCLG's guidance on housing for older and disabled people states that the need to provide housing for older people is critical. People are living longer lives and the proportion of older people in the population is increasing. In mid-2016 there were 1.6 million people aged 85 and over; by mid-2041 this is projected to double to 3.2 million.
181. Almost a third of UK homes are occupied by the 55+ age group, yet only 7% of UK stock is currently recognised as meeting minimum accessibility standards, which means few older people can find options that will improve their quality of life. This is reflected in evidence that just 3.4% of 50+ households move home each year, which is half as many moves as rest of population. Perhaps surprisingly, just under half of moves result in fewer habitable rooms because many older people need or want to retain space for activities, to retain a life time of possessions, accommodating visitors or caring for grandchildren. For some, social status can be a in deciding to move to a home with significantly fewer rooms.³¹
182. The concept of 'rightsizing' (formally referred to as downsizing) recognizes that the situations, desires and needs of the older population are no less diverse than their family circumstances. The actual choices available to older people, however, are limited to the housing provisions that are both available and accessible to them. Not surprisingly the vast majority of older people currently tend to age in place until circumstances mean their home environment becomes a decisive barrier to their well-being. Research indicates that very few properties are designed to support ageing in place (see below). Thus whilst many people do not wish to move home, there is also evidence that there is large scale unmet demand to move³² with many older people stuck in a 'rightsizing gap'.³³
183. 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.³⁴
184. Indeed, 76% of those in homes of three or more bedrooms wished to rightsize, and this increased to 99% of those in homes of five or more bedrooms, with two bedrooms the preferred choice for both.³⁵ However, in spite of evidence of high demand, currently only 5% of older people's housing is made up of specialist homes,³⁶ with Demos suggesting that, "the chronic under-supply of appropriate housing for older people is the UK's next housing crisis",³⁷ and local authorities are often, "accused of reluctance to approve development plans for specialist housing....out of fear of increased care costs".³⁸ Indeed, whilst many of those surveyed may consider moving, the percentage that ultimately do is likely to be relatively low, and many who downsize may move into mainstream housing.
185. Offering older people a better choice of accommodation to suit their changing needs can help them live independently for longer, feel more connected to their communities and help reduce costs to the social care and health systems. Therefore, an understanding of how the ageing population in Boxford affects housing needs is something to be considered from the early stages of plan-making through to decision-taking.³⁹
186. The need to access housing with support or care is often driven by health considerations, particularly disabilities. Disabilities can include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs, which may generate a range of housing requirements which can change over time.
187. In regard to Boxford, a notable proportion of the existing housing stock may be less suitable to adaptation because of idiosyncrasies with layout and materials, or the difficulty of getting planning (particularly if the property is listed). Given the preponderance of older dwellings, there may also be unmet need among the current population. Unsuitable housing or housing which is not capable of adaptation can have a negative impact on occupants and their carers. Disability is strongly linked to age and an ageing population will see the numbers of disabled people continuing to increase. It is important to plan early to meet their needs throughout their lifetime.

³¹ Rightsizing: Reframing the housing offer for older people, 2018, Phase and Manchester School of Architecture

³² Pannell et al., 2012

³³ Rightsizing: Reframing the housing offer for older people, 2018, Phase and Manchester School of Architecture

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

³⁵ Ibid.

³⁶ https://www.housinglin.org.uk/_assets/Resources/Housing/OtherOrganisation/for-future-living_Oct2014.pdf

³⁷ <https://www.demos.co.uk/files/TopoftheLadder-web.pdf?1378922386>

³⁸ <http://researchbriefings.files.parliament.uk/documents/CBP-7423/CBP-7423.pdf>

³⁹ Available at <https://www.gov.uk/guidance/housing-for-older-and-disabled-people#identifying-the-housing-requirements-of-older-and-disabled-people>

188. Older people typically occupy a broad range of accommodation types and tenures depending on their individual needs, including both market housing and more specialist accommodation. The latest PPG⁴⁰ adopts the following planning approach:
- a. Where an identified need exists, plans are expected to make use of the optional technical housing standards (footnote 46 of the National Planning Policy Framework) to help bring forward an adequate supply of accessible housing. In doing so planning policies for housing can set out the proportion of new housing that will be delivered to the following standards:
 - i. M4(1) Category 1: Visitable dwellings (the minimum standard that applies where no planning condition is given unless a plan sets a higher minimum requirement)
 - ii. M4(2) Category 2: Accessible and adaptable dwellings
 - iii. M4(3) Category 3: Wheelchair user dwellings
 - b. Planning policies for accessible housing need to be based on evidence of need, viability and a consideration of site specific factors.
189. Boxford may have a more limited potential for adaptations to the existing stock given the historic nature of the village. This makes it more important that either new specialist housing for older people comes forward, or a higher proportion of all new housing should be built to Category 2 or 3 accessibility standards.
190. In the case of Boxford, this HNA, together with any local housing survey conducted will form the evidence required to justify policies proposing the Category 2 or 3 standards above for both market and affordable housing and the two main types of specialist housing for older people - sheltered housing and extra care (see Appendix B for definitions).
191. 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.⁴¹ This situation reflects historic patterns of development, significant constraints on the delivery of such housing in the market sector as well as changing aspirations and expectations amongst older people today in comparison with previous generations.
192. Local planning authorities can plan for older co-housing communities through their implementation of the Self-build and custom-build legislation 2015⁴², as some communities will be looking to build the development themselves. Local authorities can also identify sites suitable for older co-housing communities as part of their overall assessment of land available for housing over the plan period.⁴³
193. 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 Plan area so as to develop projections for future need for specialist housing provided with some level of care or other services.

6.3 Approach

194. In accordance with NPPF guidance, this chapter 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 Plan area, and Census data relating to mobility limitations and overall health.⁴⁴ These are then compared with rates of provision that have been recommended by the Housing Learning and Improvement Network (HLIN), as well as with existing rates of provision across Babergh District Council.
195. Clearly, this calculation represents an assumption, with the actual decision for an older or disabled person to enter specialist housing highly dependent on individual circumstances. As already noted, the actual proportion of older people that 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 older people currently choose to continue to live in their homes for their entire lives.

⁴⁰ Housing for Older and disabled people, Guidance June 2019, MHCLG

⁴¹ 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

⁴² <https://www.gov.uk/guidance/self-build-and-custom-housebuilding>

⁴³ See Paragraph: 011 Reference ID: 63-011-20190626 at <https://www.gov.uk/guidance/housing-for-older-and-disabled-people#identifying-the-housing-requirements-of-older-and-disabled-people>

⁴⁴ <https://www.gov.uk/guidance/housing-for-older-and-disabled-people#identifying-the-housing-requirements-of-older-and-disabled-people>

196. 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.”⁴⁵ By understanding the tenure breakdown of specialist housing need, it is possible to better understand the extent to which demand will be a factor in this market segment.

6.3.1 Current supply of specialist housing for older people

197. When determining a final target for the need for specialist dwellings, it is necessary first to take account of current supply. There are a number of ways to do this. Data may be available within Babergh District Council 's housing evidence base. Alternatively, data may be collated manually on the amount of specialist housing within a given area using the search function on the Elderly Accommodation Counsel’s Website: <http://www.housingcare.org>.

198. A review of <http://www.housingcare.org> shows there is no existing specialist housing for the elderly within the neighbourhood area.

199. It is important to note that bed spaces in communal establishments such as live-in care homes are not included in the calculation below.⁴⁶ This is because for the purposes of the UK planning system, such institutions occupy a different land-use class from other housing (use class C2, which comprises residential institutions, versus C3, which comprises private dwellings)⁴⁷. However, all other types of specialist housing for older people fall within use class C3 and, as such, are within the scope of this Housing Needs Assessment. Having said this, we will note the existing provision of such institutional accommodation where it exists in Boxford.

200. The 2011 Census highlights the number of residents living in different types of communal establishments. Within Boxford, it identified 0 residents living in care.⁴⁸

6.3.2 Tenure-led projections

201. Turning to determining future need for specialist housing, the first step is to review data on the tenure of households aged 55-75 across Babergh District, as this is the smallest geography for which tenure by age bracket data is available. The age cohort-based approach is taken because it is these households which, over the next 20 years, will be reaching the age of 75+, where the need for specialist housing provision is more likely. The existing tenure split within this cohort is used to project forward the need for specialist housing according to different tenures.

202. The projection is based on the premise that those currently occupying their own home will also wish to do so for as long as practicably possible in future, even where downsizing or moving into specialist accommodation. Equally, those who currently rent, either in the private or social sectors, are projected to need affordable rented accommodation of some kind.

203. According to Table 6-1 below, the majority of those in the 55-75 age bracket in Babergh own their home, with over half the group owning their property outright. Renting is significantly less prevalent amongst this age bracket. Social renting is the most frequent tenure type amongst renters.

Table 6-1: Tenure of households aged 55-75 in Babergh District Council, 2011

All owned	Owned outright	Owned with a mortgage or loan or Shared Ownership	All Rented	Social rented	Private rented	Living rent free
82.2%	61.2%	21.1%	17.8%	9.9%	6.4%	1.5%

Source: Census 2011

204. The next step is to project how the overall number of older people in Boxford is likely to change in future, by extrapolating from the ONS Sub-National Population Projections for Babergh District Council at the end of the Plan period. The figure

⁴⁵ See <https://www.ageuk.org.uk/documents/EN-GB/Political/Age%20UK%20ID201813%20Housing%20Later%20Life%20Report%20-%20final.pdf?dtrk=true>

⁴⁶ Further details on the definition of different types of housing within the English planning system are available at <https://www.gov.uk/guidance/definitions-of-general-housing-terms>

⁴⁷ See Paragraph: 009 Reference ID: 13-009-20140306 at <https://www.gov.uk/guidance/when-is-permission-required>

⁴⁸ ONS, 2011 (KS405EW)

must be extrapolated from the LPA data because such projections are not available at neighbourhood level. The results are set out in Table 6-2 below.

205. This calculation indicates that by 2036, Boxford will have a higher proportion of people age 75+ compared to Babergh. The proportion of people within the 75+ group in Boxford will almost double. By the end of the plan period, Boxford is forecast to have an over-75 population of 305, an estimated increase of 161 people from the 2011 Census.

Table 6-2: Modelled projection of elderly population in Boxford by end of Plan period

Age group	2011		2036	
	Boxford (Census)	Babergh (Census)	Boxford (AECOM Calculation)	Babergh (AECOM Calculation)
All ages	1,221	87,740	1,367	98,260
75+	144	8,746	305	18,546
%	11.8%	10.0%	22.3%	18.9%

Source: ONS SNPP 2016, AECOM Calculations

206. The results of this exercise provide us with a projection of the number of people in Boxford living in each tenure in the 55-75 cohort by 2011, as shown in the table below. This projection is calculated by multiplying the projected number of people aged 75 and over by the end of the Plan period by the tenure split for Babergh District Council presented in Table 6-1 above, and is set out in Table 6-3 below.

207. A key assumption made here is that, for the purposes of determining the proportion of households aged 75+ falling into different tenures in 2036, and consequently the number of specialist units they might need, the growth in the overall population of those aged 75 is used.

Table 6-3: Projected tenure of households aged 75+ in Boxford to the end of the Plan period

Owned	Owned outright	Owned with a mortgage or loan or shared ownership	All rented	Social rented	Private rented	Living rent free
133	99	34	29	16	10	2

Source: Census 2011, ONS SNPP 2013, AECOM Calculations

208. The population figures in Table 6-3 above are then translated into households, as set out in Table 6-4 below. The translation factor used was 1.41 persons per household, which was the rate in Babergh for people aged over 75 in the Census 2011 (there were 8,746 people in this age group and 6,220 households headed by those in that age group).

Table 6-4: Projected tenure by household aged 75+ in Boxford by the end of the plan period

Owned	Owned outright	Owned with a mortgage or loan or shared ownership	All rented	Social rented	Private rented	Living rent free
94	70	24	20	11	7	2

Source: Census 2011, ONS SNPP 2013, AECOM Calculations

209. Next the incidence of mobility limitations is considered, as defined by the Census, within each tenure group for those aged 65+ in Boxford. This allows us to link the levels of need (as defined by extent of mobility limitations within the population) to tenure (based on the premise that such needs can be used as a proxy for the need for specialist housing in this age group).

210. The tendency for people in rented housing to have higher dependency levels is well established. It arises partly because people with higher dependency levels tend to have lower incomes; they are therefore less able to afford to buy, even at earlier stages in their lives. It also reflects the fact that as people develop support and care needs they may find that the only suitable and affordable option to them is available in the social rented sector.

Table 6-5: Tenure and mobility limitations of those aged 65+ in Boxford, 2011

Tenure	All categories: Long-term health problem or disability	Day-to-day activities limited a lot		Day-to-day activities limited a little		Day-to-day activities not limited	
All categories: Tenure	302	51	16.9%	67	22.2%	184	60.9%
Owned or shared ownership: Total	261	37	14.2%	57	21.8%	167	64.0%
Owned: Owned outright	232	32	13.8%	53	22.8%	147	63.4%
Owned: Owned with a mortgage or loan or shared ownership	29	5	17.2%	4	13.8%	20	69.0%
Rented or living rent free: Total	41	14	34.1%	10	24.4%	17	41.5%
Rented: Social rented	33	9	27.3%	9	27.3%	15	45.5%
Rented: Private rented or living rent free	8	5	62.5%	1	12.5%	2	25.0%

Source: DC3408EW Health status

- 211. Focusing on those whose activities are limited a lot, the calculations suggest that of the 94 projected owning households and 20 projected new renting households over 75 years of age in 2036 in Boxford, there could be a need for approximately 13 specialist homes for owner occupiers (14.2% x 94) and approximately 7 for renters of all kinds (34.1% x 20), or 20 new specialist homes in total.
- 212. These findings are set out in the table below, based on the assumption that those whose day-to-day activities are limited a lot may need housing with care (e.g. extra care housing, with significant on-site services, including potentially medical services), while those with their day to day activities limited only a little may simply need adaptations to their existing homes, or alternatively sheltered or retirement living that can provide some degree of oversight or additional services. However, it is important to note that, even those people who have high support or care needs can often be supported to live in their own homes. This is often reflected in policy of local authorities, with explicit aim to reduce the need to commission increasing numbers of care home beds.

Table 6-6: AECOM estimate of specialist housing need in Boxford by the end of the Plan period

Type	Affordable	Market	Total (rounded)
Housing with care (e.g. extra care)	Multiply the number of people across all rented tenures (not just social rent as those aged 65+ who need to rent are overwhelmingly likely to need Affordable Housing) by the percent of occupiers in that tenure who have day to day activity limitations limited a lot	Multiply the number of people across all owner-occupied housing by the percent of occupiers in that tenure who have day to day activity limitations limited a lot	20
	7	13	
Adaptations, sheltered, or retirement living	Multiply the number of people across all rented housing by the percent of occupiers in that tenure who have day to day activity limitations limited a little	Multiply the number of people across all owned housing by the percent of occupiers in that tenure who have day to day activity limitations limited a little	26
	5	21	
Total	12	34	46

Source: Census 2011, AECOM Calculations

- 213. The number of households falling into potential need for specialist accommodation is therefore 46, which is 21.1% of the 218 households in total aged 75 and above projected to live in Boxford by the end of the Plan period.

6.3.3 Housing LIN-recommended provision

214. It is worth comparing these findings with the recommendations of the Housing Learning and Improvement Network (HLIN), one of the respected models for planning for the housing needs of older people. In Table 6-7 below we reproduce the key table from their Strategic Housing for Older People (SHOP) toolkit. The table serves as a guide, based on best practice research, to the numbers of specialist dwellings for older people that should be provided given the increase in their numbers over the Plan period, and how these should be split into the different tenures.

Table 6-7: Recommended provision of specialist housing for older people from the SHOP toolkit

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 SHOP Toolkit

215. As Table 6-2 shows, Boxford is forecast to have an over-75 population of 305 by the end of the Plan period, an estimated increase of 161 people from the 2011 Census. According to the HLIN tool, this translates into need as follows:

- Conventional sheltered housing to rent = $60 \times (161/1000) = 10$
- Leasehold sheltered housing = $120 \times (161/1000) = 19$
- Enhanced sheltered housing (divided 50:50 between that for rent and that for sale) = $20 \times (161/1000) = 3$
- Extra care housing for rent = $15 \times (161/1000) = 2$
- Extra care housing for sale = $30 \times (161/1000) = 5$
- Housing based provision for dementia = $6 \times (161/1000) = 1$

216. This produces an overall total of 40 specialist dwellings which might be required by the end of the plan period. This can be compared to the current stock of specialist housing in Table 7-1 to indicate the likely shortfall of different types of accommodation (see conclusions).

217. Table 6-8 below sets out the HLIN recommendations in the same format as Table 6-6 above. It is important to stress that the SHOP toolkit embeds assumptions that uplift the provision of specialist accommodation compared to current rates. This means that the requirements expressed by the SHOP toolkit are higher than those implied by a straightforward projection based on the growth of the over 75 population.

Table 6-8: HLIN estimate of specialist housing need in Boxford by the end of the Plan period

Type	Affordable	Market	Total
Housing with care (e.g. extra care)	Includes: enhanced sheltered housing for rent + extra care housing for rent + housing based provision for dementia	Includes: enhanced sheltered housing for sale + extra care housing for sale	11
	5	6	
Sheltered housing	Conventional sheltered housing for rent	Leasehold sheltered housing	29
	10	19	
Total	15	26	40

Source: Housing LIN, AECOM calculations

6.4 Bungalows

218. Bungalows can play an important role in meeting the current and future needs of older people and people with accessibility needs. The Boxford Neighbourhood Plan Questionnaire (February 2019) identified one storey accessible housing was the third most preferred type for new housing in the neighbourhood area.
219. As the ONS Census data does not capture bungalows as a distinct type, we have used Valuation Office Agency data to investigate their presence in Boxford. Lower Layer Super Output Area (LSOA) Babergh 009A (E01029875) which covers a larger area than the Plan area itself but can be used as a reasonable proxy for it. The result is presented in Table 6-9 below.
220. The data shows that overall Boxford has a significantly lower proportion of bungalows when compared to Babergh. Boxford also has lower proportions of bungalows in all size categories compared to Babergh. Increasing the number of smaller bungalows could help meet the needs of older people who wish to downsize.

Table 6-9 Number of bungalows by property size, 2018

	Boxford (numbers)	Boxford (%)	Babergh (numbers)	Babergh (%)
1 bedroom	10	1.0%	570	1.4%
2 bedrooms	50	5.0%	3040	7.5%
3 bedrooms	40	4.0%	2560	6.3%
4 bedrooms +	10	1.0%	490	1.2%
Unknown	0	0.0%	20	0.1%
Total	110	10.9%	6680	16.5%
Total properties	1,100	100%	40,510	100%

Source: Valuation Office Agency, Council tax: stock of properties, 2018, Table CTSOP3.0

6.5 SHMA findings

221. The Objectively Assessed Need projections presented in the SHMA Part 2 (September 2017) indicate that the population aged 65 or over is going to increase dramatically over the plan period; from 98,104 in 2014 to 154,839 in 2036 in the Ipswich HMA, a rise of 57.8%. The SHMA recognises that there is an increasing need for the provision of older people accommodation in Babergh. Table 6.2c (replicated below as Figure 6-1) presents the amount of specialist accommodation that will be required in Babergh by 2036.

Figure 6-1 Required specialist accommodation by 2036, Babergh, SHMA Part 2 September 2017

Table 6.2c Specialist accommodation required in Babergh over the next 22 years			
Type of specialist accommodation	Current profile	Profile 2036	Additional units required
Sheltered housing	427	1,552	1,125
Enhanced sheltered housing	0	106	106
Extracare housing	95	233	138
Total	522	1,891	1,369

Source: Suffolk County Council, 2016

6.6 Conclusions- Specialist Housing for the Older People

222. Overall, the HLIN led projection identifies a need for 40 dwellings whilst the tenure led projection identifies a need for 46 dwellings. Our recommendation would be to treat this range as an upper, more aspirational target, to be provided if other constraints allow.

223. It's important to highlight that this range exceeds the HRF minimum figure of 13 dwellings as set out in the emerging Local Plan. Whilst the tenure-led and Housing LIN projections are in high comparison they do reflect the expected growth in the 75+ group, which is expected to almost double in Boxford by the end of the plan period.
224. Those who require housing with care are considered to be in the highest need. The HLIN led projection identifies a need for 11 housing with care dwellings whilst the tenure led projection identifies a need for 20 such dwellings. Elderly Accommodation Counsel (EAC) data shows there is no existing specialist housing for the elderly within the neighbourhood area. This suggests the elderly population in most need are already living in mainstream housing within Boxford, with their needs being met through care and support in the home. Indeed, some may have made adaptations to their dwellings to improve accessibility of other features.
225. Boxford may have a more limited potential for adaptations to the existing stock given the historic nature of the village. This makes it more important that either new specialist housing for older people comes forward, or a higher proportion of all new housing should be built to Category 2 or 3 accessibility standards.
226. It's recognised that bungalows can play an important role in meeting the current and future needs of older people and people with accessibility needs. The data shows that overall Boxford has a significantly lower proportion of bungalows when compared to Babergh. Placing a heavier emphasis on delivering bungalows could help meet the needs of older people who wish to downsize or have specific mobility requirements and would benefit from single-level accommodation.
227. Likewise, we suggest a key consideration for the neighbourhood planners is whether new mainstream homes (both market and affordable) could be provided to improved accessibility and adaptability standards. It may be possible to apply optional building regulation standards M4(2) and M4(3) to some or all new homes so that they better meet the needs of occupants as they age and need care and support. The Neighbourhood Group may wish to discuss this policy option with the Babergh District Council, this could help ensure that some stock of accessible dwellings is built up over time.
228. The 2011 Census identifies 0 Boxford residents live in care. We note that there is no expectation, obligation or requirement for these specialist dwellings 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 units need not be thought of as all needing to be provided within the neighbourhood plan housing target or the Neighbourhood Area itself.
229. While it is important to maximise the accessibility of all new housing, it is particularly important for specialist housing for older people to be provided in sustainable, accessible locations, for a number of reasons, as follows:
- so that residents, who often lack cars of their own, are able to access local services and facilities, such as shops and doctor's surgeries, on foot;
 - so that any staff working there have the choice to access their workplace by more sustainable transport modes; and
 - so that family members and other visitors have the choice to access relatives and friends living in specialist accommodation by more sustainable transport modes.
230. Alongside the need for specialist housing to be provided in accessible locations, another important requirement is for cost effectiveness and economies of scale. This can be achieved by serving the specialist elderly housing needs arising from a number of different locations and/or neighbourhood plan areas from a single, centralised point (i.e. what is sometimes referred to as a 'hub-and-spoke' model).
231. It is considered that Boxford's position in the settlement hierarchy makes it a relatively less suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above. As such, noting that there is no specific requirement or obligation to provide the specialist accommodation need arising from Boxford entirely within the Neighbourhood Plan area boundaries, it is recommended it could be provided in a 'hub and spoke' model. In the case of Boxford, Sudbury and Hadleigh are considered to have potential to accommodate the specialist housing need arising from the Neighbourhood Plan area (i.e. to be the hub in the hub-and-spoke model). If this were to take place, then the number of specialist dwellings to be provided and the overall dwellings target for the Neighbourhood Plan area itself would not overlap.
232. Wherever specialist housing is to be accommodated, partnership working with specialist developers is recommended, so as to introduce a greater degree of choice into the housing options for older people who wish to move in later life.

7. Conclusions

7.1 Overview

233. Table 7-1 below sets out in full the conclusions and recommendations of this Neighbourhood Plan housing needs assessment, based on the evidence reviewed and analysed.

Table 7-1: Summary of study findings specific to Boxford with a potential impact on Neighbourhood Plan housing policies

Issue	Source(s) (see Chapter 3)	Summary of evidence and data assessed	Conclusions and recommendations
Housing tenure and affordability	AECOM Calculations, Census 2001 and 2011, SHMA, Land Registry PPD, Joint Local Plan (JLP)	<p>Boxford is characterised by a very high proportion of home ownership, whilst the proportion of shared ownership households is low. The proportion of private rented is significantly lower in Boxford compared to district and national levels. Likewise, the proportion of social rented households is also lower, although the figure is more comparable to the proportions found at the district level.</p> <p>Private rented was the only tenure to experience growth in Boxford, albeit at a significantly lower rate than the growth recorded in Babergh. Both owned and social rented tenures declined contrasting the growth seen in Babergh. There was no change in the amount of shared ownership in Boxford, contrasting the significant growth found at a district and national level.</p> <p>Despite a number of fluctuations, the mean and median house prices in have rose gradually. Lower quartile prices experienced a more modest growth of 0.5%. Overall house prices grew by 18.4%.</p> <p>The purchase thresholds for an average market home for sale and entry-level home is insufficient for those on mean household incomes. Entry-level homes are therefore well out of the price range of those on lower quartile household earnings.</p> <p>The mean income (£49,400) is just below the purchasing threshold for shared ownership at the 50% (£51,071). The purchase threshold is more favourable for those on mean incomes when it comes to shared ownership at the 25% level.</p> <p>In Boxford a 30% discount on average prices (as envisaged in the First Homes product) would not extend home ownership those on mean incomes. A 40% discount is considered more appropriate. The rent to buy tenure may be viable for those on mean incomes but remains out of reach for lower earners.</p> <p>Affordable and social rent appear to be the most affordable tenures for those on lower earnings. However, LQ households may be able to privately rent using housing benefit.</p>	<p>It evident that household affordability is an issue in the NA.</p> <p>The SHMA affordable housing figures pro-rated to Boxford equates to a need for approximately 1.53 new affordable homes each year – approximately 28 in total over the plan period (rounded). Broadly, split 50:50 between social/affordable rent and affordable home ownership. This overall figure exceeds the housing need of 13 dwellings set out in the emerging Local Plan. It is therefore unlikely that the Neighbourhood Plan will be able to accommodate in full the affordable housing identified here.</p> <p>If the community wishes to boost the supply of affordable housing, there are other, more proactive routes available for its provision. For example, using community development orders, identifying exception sites or developing community land trusts are all tried and tested ways of boosting the supply of affordable housing above the minima indicated by Local Plan policy.</p> <p>Two indicative tenure mixes have been provided, serving as a guideline for the breakdown of Affordable Housing tenures in Boxford. Mix 1 (based on the SHMA recommended split) proposes that 50% of affordable homes be provided as rented tenures, with a particular focus on shared ownership (particularly at 25% level) and rent to buy, as these are considered the most affordable home ownership tenures. The remaining 50% is delivered as affordable home ownership. Mix 2 also proposes 50% affordable routes to home ownership, however rent to buy and shared ownership are displaced broadly equally to facilitate the 25% First Homes requirement. This proposed mix would meet the First Homes requirement without reducing the amount of affordable housing for rent.</p>

Issue	Source(s) (see Chapter 3)	Summary of evidence and data assessed	Conclusions and recommendations
Housing type and size	<p>AECOM Calculations, ONS 2001-2011, ONS 2011, Valuation Office Agency, SHMA, Housing Market Model, MHCLG 2014-based household projections</p>	<p>Boxford is characterised by a slightly higher proportion of detached properties and a slightly lower proportion of semi-detached properties. Boxford has a greater proportion of larger properties when compared to Babergh.</p> <p>The proportion of houses on the larger end of the spectrum (six or more) grew, whilst the proportion of other household sizes either declined to remained steady in Boxford. Six room households saw the greatest growth, almost double the rate experienced in Babergh. Looking at size in terms of the number of bedrooms, the data shows that Boxford exhibits higher proportions of larger properties with three or more bedrooms.</p> <p>Boxford has a relatively older population, with a lower proportion in the 16-24 and 25-44 age groups, whilst having a higher proportion in the 65-84 compared to local and national levels. The remaining age groups are generally comparative between Boxford and Babergh.</p> <p>Since 2001 the population in Boxford has declined in all but two age groups (65-84 and 85 and over). Notably, the rate of growth in the 85 and over age group in Boxford was significantly higher at 100% compared to 39.5% growth recorded in Babergh. The 16-24 age group experienced the greatest decline in Boxford.</p> <p>Boxford has slightly less one person households, however, a greater proportion of those are aged 65 and over. The proportion of single-family households is the same in Boxford and Babergh, representing 67.8% of all households compared to the national rate of 61.8%. Again, Boxford has a higher proportion of those aged 65 and over. Despite the apparent older population, Boxford has a lower proportion of families with no children and higher proportions of dependent and non-dependent.</p> <p>During the intercensal period the proportion of one person households in Boxford grew, albeit at a significantly lower rate compared to Babergh. Those one person households aged 65 and over declined in Boxford by 5.6% compared to a modest growth of 1.8% in Babergh. One family households declined in Boxford compared to a growth experience in Babergh. Within single family households only those aged 65 and over grew in Boxford, compared to Babergh which experience growth in all categories. There was no change in other household types in Boxford, compared to a growth at national and local levels.</p>	<p>The results of the life-stage modelling suggest that the size mix of new housing should focus on dwellings with one to three bedrooms, and suggests less large dwellings are needed. These results align with the preceding chapter which established the need for more affordable homes, which tend to be smaller dwellings.</p> <p>We therefore recommend that a broad mix of housing is provided, including all sizes of dwellings. In line with the life-stage modelling, the focus should be on smaller dwellings (especially affordable smaller homes). This would permit older households in larger dwellings to downsize and allow newly forming households to access housing through smaller and more affordable dwellings. However, it's recommended that larger dwellings also continue to be delivered in Boxford to meet the continuing demand for larger homes in the area.</p>

Issue	Source(s) (see Chapter 3)	Summary of evidence and data assessed	Conclusions and recommendations
Specialist housing for older people	AECOM Calculations, Census 2011, ONS SNPP 2013& 2016, Housing LIN, Valuation Office Agency	<p>Boxford has an aging population. Modelled projections shows that the 75+ age group is expected to almost double by the end of the plan period.</p> <p>Elderly Accommodation Counsel (EAC) data shows there are no existing specialist housing for the elderly within the neighbourhood area. The 2011 Census identified 0 residents living in care within Boxford.</p> <p>The data shows that overall Boxford has a significantly lower proportion of bungalows when compared to Babergh.</p> <p>AECOM's estimates suggest there might be 40-46 dwellings required by the end of the plan period to meet the needs of older people who may need care and support.</p> <p>The HLIN led projection identifies a need for 11 housing with care dwellings whilst the tenure led projection identifies a need for 20 such dwellings.</p> <p>Boxford may have a more limited potential for adaptations to the existing stock given the historic nature of the village. This makes it more important that either new specialist housing for older people comes forward, or a higher proportion of all new housing should be built to Category 2 or 3 accessibility standards.</p>	<p>Recommend treating the 40-60 range as an upper, more aspirational target, to be provided if other constraints allow. In practice, much of this need may be met within the mainstream housing stock through adaptations and care provided in the home.</p> <p>Bungalows can play an important role in meeting the current and future needs of older people and people with accessibility needs. Placing a heavier emphasis on delivering bungalows could help meet the needs of older people who wish to downsize.</p> <p>New mainstream homes (both market and affordable) could be provided to improved accessibility and adaptability standards. The Neighbourhood Group may wish to discuss this policy option with the Babergh District Council, this could help ensure that some stock of accessible dwellings is built up over time. It may be possible to apply optional building regulation standards M4(2) and M4(3) to some or all new homes so that they better meet the needs of occupants as they age and need care and support.</p> <p>We note that there is no expectation, obligation or requirement for care homes to be provided within the Neighbourhood Area itself.</p> <p>Boxford's position in the settlement hierarchy makes it a relatively less suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above. Sudbury and Hadleigh are considered to have potential to accommodate the specialist housing need arising from the Neighbourhood Plan area.</p>

7.2 Recommendations for next steps

234. This Neighbourhood Plan housing needs assessment aims to provide Boxford with evidence on a range of housing trends and issues from a range of relevant sources. We recommend that the neighbourhood planners should, as a next step, discuss the contents and conclusions with Babergh District Council with a view to agreeing and formulating draft housing policies, bearing the following in mind:
- All Neighbourhood Planning Basic Conditions, but in particular the following: Condition A, namely 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 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 of the adopted development plan;
 - The views of Babergh District Council – in particular in relation to the quantity of housing that should be planned for;
 - The views of local residents;
 - The views of other relevant local stakeholders, including housing developers and estate agents;
 - The numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by Babergh District Council, including but not limited to the Strategic Housing Land Availability Assessment (SHLAA);
 - The recommendations and findings of this study; and
 - The impact of the Government's Standard Methodology on calculating housing need for Babergh District Council and the neighbourhood plan areas within it.
235. This assessment has been provided in good faith by AECOM consultants on the basis of housing data, national guidance and other relevant and available information current at the time of writing.
236. Bearing this in mind, it is recommended that the Neighbourhood Plan steering group should monitor carefully strategies and documents with an impact on housing policy produced by the Government, Babergh District Council or any other relevant party and review the Neighbourhood Plan accordingly to ensure that general conformity is maintained.
237. At the same time, monitoring on-going demographic or other trends over the Neighbourhood Plan period will help ensure the continued relevance and credibility of its policies.

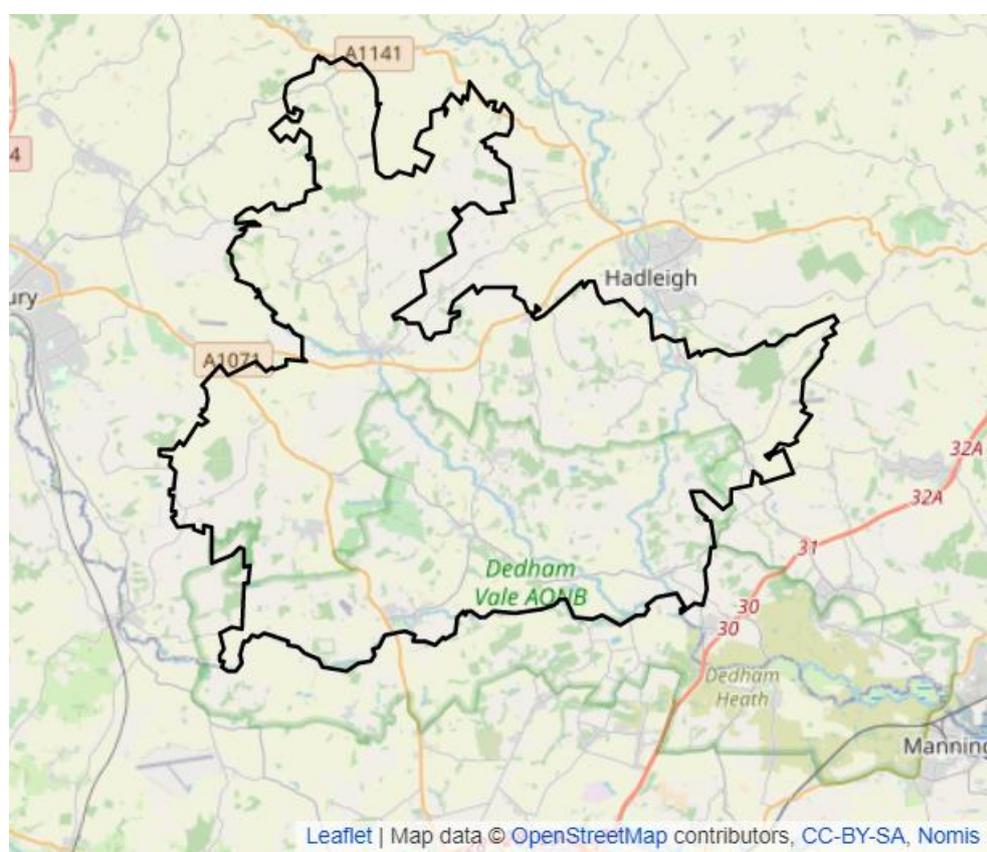
Appendix A : Calculation of Affordability Thresholds

A.1 Assessment geography

238. As noted in the Tenure and Affordability chapter above, affordability thresholds can only be calculated on the basis of data on incomes across the Neighbourhood Plan area. Such data is available at MSOA level but not at the level of neighbourhood plan areas.

239. As such, when calculating affordability thresholds, an MSOA needs to be selected that is a best-fit proxy for the Neighbourhood Plan area. In the case of Boxford, it is considered that MSOA Babergh 009 (E02006235) is the closest realistic proxy for the Neighbourhood Plan area boundary, and as such, this is the assessment geography that has been selected. A map of Babergh 009 (E02006235) appears below in Figure 7-1. This MSOA was chosen as it overlaps with the entire extent of the Neighbourhood Plan area.

Figure 7-1: MSOA Babergh 009 (E02006235) used as a best-fit geographical proxy for the Neighbourhood Plan area



Source: ONS

A.2 Market housing

240. Market dwellings are accessible to people on higher incomes. Choices in the housing market are driven principally by spending power, life stage, and personal taste.

241. The operation of the housing market is, in most circumstances, the best means of addressing the demand for different types of housing for sale. For this reason, it is important that planning policy does not place unnecessary burdens on the market preventing its ability to respond to demand, because this is the principal way equilibrium is achieved in the market and thus house price growth kept in check.

242. In this sense, the notion of development viability is essential. It is important not to deter development in the context of clear housing need; to do so will not only frustrate the delivery of new housing but also may deprive the community of resources for infrastructure improvements.

243. To determine affordability in market housing, the assessment considers two primary indicators: income thresholds,

which denote the maximum share of a family's income that should be spent on accommodation costs, and purchase thresholds, which denote the standard household income required to access mortgage products.

i) Market sales

244. The starting point for calculating the affordability of a dwelling for sale (i.e. the purchase threshold) from the perspective of a specific household is the loan to income ratio which most mortgage companies are prepared to agree. This ratio is conservatively estimated to be 3.5.
245. To produce a more accurate assessment of affordability, both the savings available for a deposit and the equity in the home from which the buyer is moving (if not a first-time buyer) should be taken into account. However, this data is not available for Boxford. As such, a reasonable assumption is therefore made that a 10% purchase deposit is available to the prospective buyer.
246. The value of an entry-level dwelling is considered the best representation of the segment of market housing most likely to be accessible to those on lower incomes.⁴⁹ The value of an entry level dwelling used here is the lower quartile average house price from sales data from Land Registry over the year 2019.
247. The calculation is therefore:
- Value of an 'entry level dwelling' = £255,000;
 - Purchase deposit = £25,500 @10% of value;
 - Value of dwelling for mortgage purposes = £229,500;
 - Loan to income ratio = value of dwelling for mortgage purposes divided by 3.5;
 - **Purchase threshold = £65,571.**

ii) Private Rented Sector (PRS)

248. Income thresholds are used to calculate the affordability of rented and affordable housing tenures. Households are deemed able to afford a private rented property if the lower quartile private rent does not exceed 30% of gross household income.
249. The property website [Home.co.uk](https://www.home.co.uk) shows rental values for property in the Neighbourhood Plan area. The best available data is derived from properties available for rent within the CO10 postcode area, which covers a larger area than the Plan area itself but can be used as a reasonable proxy for it. Moreover, because it forms a larger geography with a greater number of rental properties offered, the larger sample size is likely to generate more robust findings.

Entry-level Market Rent

250. It is assumed that lower quartile private rent equates to the average rent paid in the Neighbourhood Plan area for a two-bedroom dwelling (enough living space for two or three individuals). In order to be in conformity with the Government guidance on overcrowding⁵⁰, such a home would require three habitable rooms (a flat or house with two bedrooms).
251. According to [home.co.uk](https://www.home.co.uk), there are 39 two-bed properties currently listed for rent across CO10, with an average price of £766 per calendar month.
252. It is possible to derive from this data the estimated income threshold for private rental sector dwellings in the Neighbourhood Plan area; the calculation is therefore:
- Annual rent = £766 x 12 = £9,192;
 - Multiplied by 3.33 (so that no more than 30% of income is spent on rent) = £30,640;
 - **Income threshold (private rental sector) = £30,640.**
253. The NPPF 2018 acknowledges that build-to-rent dwellings have a role to play in providing affordable market homes and may meet affordable housing need where they include a component of affordable private rent.

⁴⁹ 'Entry-level dwelling' can be understood to comprise a property that costs the average value of dwellings falling into the lower quartile of house prices in the Neighbourhood Plan area, as set out in the Tenure and Affordability chapter above.

⁵⁰ This is based on the concept of the 'room standard', which indicates a dwelling is legally overcrowded if two people of the opposite sex have to share a room to sleep in (this does not apply when couples share a room). See: http://england.shelter.org.uk/housing_advice/repairs/overcrowding

Average Market Rent

254. According to home.co.uk, there are 90 properties currently listed for rent across CO10, with an average price of £878 per calendar month.
255. It is possible to derive from this data the estimated income threshold for private rental sector dwellings in the Neighbourhood Plan area; the calculation is therefore:
- Annual rent = £878 x 12 = £10,536;
 - Multiplied by 3.33 (so that no more than 30% of income is spent on rent) = £35,120;
 - **Income threshold (private rental sector) = £35,120.**

A.3 Affordable Housing

256. There are a range of tenures that constitute the definition of Affordable Housing within the 2019 NPPF: social rent and affordable rent, discounted market sales housing, and other affordable routes to home ownership.
257. This variety of tenures reflects an ambition by the Government to provide a pathway to home ownership for more households, as well as introducing market principles into the provision of subsidised housing for rent. The aim is to divide affordable housing 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.
258. We consider each of the affordable housing tenures in turn.

i) Social rent

259. Rents in socially rented properties reflect a ‘formula rent’ based on a combination of individual property values and average earnings in each area, resulting in substantial discounts to market rents. As such, this tenure is suitable for the needs of those on low incomes and is subject to strict eligibility criteria.
260. To determine social rent levels, data and statistical return from Homes England is used. This data is only available at the LPA level so must act as a proxy for Boxford. This data provides information about rents and the size and type of stock owned and managed by private registered providers and is presented for Babergh District Council in the table below.
261. To determine the income needed, it is assumed that no more than 30% of income should be spent on rent. This HNA uses two-bedroom homes in the main report tables to illustrate affordability of this tenure. These homes are a good proxy for affordability in this tenure as they are typically the most numerous property size.

Table A-1: Social rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average social rent PCM	£80.95	£92.97	£102.80	£112.64	£95.34
Annual average	£4,209	£4,834	£5,346	£5,857	£4,958
Income needed	£14,031	£16,115	£17,819	£19,524	£16,526

Source: Homes England, AECOM Calculations

ii) Affordable rent

262. Affordable rent is controlled at no more than 80% of the local market rent. However, registered providers who own and manage affordable rented housing may also apply a cap to the rent to ensure that it is affordable to those on housing benefit (where under Universal Credit the total received in all benefits to working age households is £20,000). Even an 80% discount on the market rent may not be sufficient to ensure that households can afford it, particularly when they are dependent on benefits. Registered Providers in some areas have applied caps to larger properties where the higher rents would make them unaffordable to families under Universal Credit. This may mean that the rents are actually 50-60% of market levels rather than 80%.
263. Data on the most realistic local affordable rent costs is obtained from the same source as social rent levels for Babergh District Council (above). Again, it is assumed that no more than 30% of income should be spent on rent.

Table A-2: Affordable rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average affordable rent PCM	£89.80	£111.25	£127.24	£160.97	£113.72
Annual average	£4,670	£5,785	£6,616	£8,370	£5,913
Income needed	£15,565	£19,283	£22,055	£27,901	£19,711

iii) Intermediate tenures

264. Intermediate housing includes 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. They can include shared equity (shared ownership and equity loans), other low-cost homes for sale and intermediate rent, but not affordable rented housing.

Discounted Market Homes

265. 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”.

266. Whether to treat discounted market sale homes as affordable housing or not depends on whether discounting the asking price of new build homes of a size and type suitable to first time buyers would bring them within reach of people currently unable to access market housing for purchase.

267. Applying a discount of 20% provides an approximate selling price of £240,000 (20% discount on median average prices of £300,000). Allowing for a 10% deposit further reduces the value of the property to £216,000. The income threshold at a loan to income ratio of 3.5 is £61,714.

268. In practice, developers are likely to price these homes in relation to new build prices, particularly in locations where discounting in relation to entry level prices may not make these homes viable to develop in relation to build costs. When new build prices are discounted by 20% they may not offer any discount on entry level prices.

269. The Government is consulting on proposals to introduce First Homes which would provide a minimum discount of 30% on new market homes for eligible households.

Shared ownership

270. Shared ownership involves the purchaser buying an initial share in a property typically of between 25% and 75% and paying rent on the share retained by the provider. Shared ownership is flexible in two respects, in the share which can be purchased and in the rental payable on the share retained by the provider. Both of these are variable. The share owned by the leaseholder can be varied by 'staircasing'. Generally, staircasing will be upward, thereby increasing the share owned over time.

271. In exceptional circumstances (for example, 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 first-time buyers, people who have owned a home previously and council and housing association tenants with a good credit rating whose annual household income does not exceed £80,000.

272. To determine the affordability of shared ownership, calculations are based on the median house price of £300,000.⁵¹ The deposit available to the prospective purchaser is assumed to be 10% of the value of the dwelling, and the standard loan to income 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 30% of the income on rent (as for the income threshold for the private rental sector).

273. A 25% equity share of £300,000 is £75,000, from which a 10% deposit of £7,500 is deducted. The mortgage value of £67,500 (£75,000 - £7,500) is then divided by 3.5. To secure a mortgage of £67,500, an annual income of £19,286 (£67,500/3.5) is therefore needed. In addition to mortgage costs, rent is charged on the remaining 75% shared ownership equity, i.e. the unsold value of £225,000. An ongoing annual rent equivalent to 2.5% of the value of the unsold equity is assumed, which is £5,625 and requires an income of £18,750 (multiplied by 3.3 so that no more than 30% of income is spent on rent). Therefore, an income of around **£38,036** (£19,286 + £18,750) is required to afford a 25%

⁵¹ It is important to note that current shared ownership models are only available for new build homes, which are assumed to cost more than this average taken from all open market housing, which also includes property re-sale.

shared equity purchase of an entry-level home. The same calculations were undertaken for equity shares of 50% and 75%, producing income thresholds of **£51,071** and **£64,107** respectively.

Appendix B : Housing Needs Assessment Glossary

Adoption

This refers to the final confirmation of a local plan by a local planning authority.

Affordability

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 housing 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)

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

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

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

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

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 methods⁵².

Age-Restricted General Market Housing

A type of housing which is generally for people aged 55 and over and the active elderly. It may include some shared amenities such as communal gardens but does not include support or care services.

⁵² The Tenant Services Authority has issued an explanatory note on these methods 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 considered at the examination stage of neighbourhood development plans. They need to be met before a plan can progress to referendum.

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 Standard⁵³

The bedroom standard is 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 Order⁵⁴

A community right to build order is a special kind of neighbourhood development order, granting planning permission for small community development schemes, such as housing or new community facilities. Local community organisations that meet certain requirements or parish/town councils are able to prepare community right to build orders.

Concealed Families (Census definition)⁵⁵

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.

⁵³ See <https://www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-household-report>

⁵⁴ See <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

⁵⁵ See http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp171776_350282.pdf

Extra Care Housing or Housing-With-Care

Housing which usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required, through an onsite care agency registered through the Care Quality Commission (CQC). Residents are able to live independently with 24 hour access to support services and staff, and meals are also available. There are often extensive communal areas, such as space to socialise or a wellbeing centre. In some cases, these developments are included in retirement communities or villages - the intention is for residents to benefit from varying levels of care as time progresses.

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.

First Homes

The Government is consulting on the introduction of First Homes as a new form of discounted market homes which will provide a discount of at least 30% on the price of new homes. The intention is that these homes are available to first time buyers as a priority but other households will be eligible depending on agreed criteria. New developments are likely to be required to provide 25% of Affordable Housing as First Homes.

Habitable Rooms

The number of habitable rooms in a home is the total number of rooms, excluding 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

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.

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 more than one household, 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 (i.e. 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.

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 30% of annual household income.

Intercensal Period

This means 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 by 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 neighbourhood level so LPA level data is employed on the basis of the NA falling within its 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 housing need (NPPF definition)

The number of homes identified as being needed through the application of the standard method set out in national planning guidance (or, in the context of preparing strategic policies only, this may be calculated using a justified alternative approach as provided for in paragraph 60 of this Framework).

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 or the Greater London Authority, to the extent appropriate to their responsibilities.

Local Plan

This is 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 form part of the Local Plan and are known as 'Development Plan Documents' (DPDs).

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

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.

Mean (Average)

The mean or the average is, mathematically, the sum of all values divided by the total number of values. This is 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 years⁵⁶, 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 Development Order (NDO)

An NDO will grant planning permission for a particular type of development in a particular area. This could be either a particular development, or a particular class of development (for example retail or housing). A number of types of development will be excluded from NDOs, however. These are minerals and waste development, types of development that, regardless of scale, always need Environmental Impact Assessment, and Nationally Significant Infrastructure Projects.

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).

⁵⁶ See <https://www.which.co.uk/news/2017/08/how-your-income-affects-your-mortgage-chances/>

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.

Overcrowding

There is no single 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 3.5 to reflect the standard household income requirement to access mortgage products.

Proportionate and Robust Evidence

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 are 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.

Retirement Living or Sheltered Housing

Housing for older people which usually consists of purpose-built flats or bungalows with limited communal facilities such as a lounge, laundry room and guest room. It does not generally provide care services, but provides some support to enable residents to live independently. This can include 24 hour on-site assistance (alarm) and a warden or house manager.

Residential Care Homes and Nursing Homes

Housing for older people comprising of individual rooms within a residential building and provide a high level of care meeting all activities of daily living. They do not usually include support services for independent living. This type of housing can also include dementia care homes.

Rightsizing

Households who wish to move into a property that is a more appropriate size for their needs can be said to be rightsizing. This is often used to refer to older households who may be living in large family homes but whose children have left, and who intend to rightsize to a smaller dwelling. The popularity of this trend is debatable as ties to existing communities and the home itself may outweigh issues of space. Other factors, including wealth, health, status and family circumstance also need to be taken into consideration, and it should not be assumed that all older households in large dwellings wish to rightsize.

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 dwellings 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 Housing⁵⁷

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-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

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 LAAs (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 under the 2012 version of the NPPF, 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).

⁵⁷ See <http://www.housingcare.org/jargon-sheltered-housing.aspx>

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.). Guideline target rents for this tenure 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.⁵⁸

⁵⁸ See <http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing>

