



Aldcliffe-With-Stodday Housing Needs Assessment (HNA)

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List of acronyms used in the text:

AH	Affordable Housing (NPPF definition)
AMH	Affordable Market Housing
ASPC	Aldcliffe-with-Stodday Parish Council
HNA	Housing Needs Assessment
HNF	Housing Needs Figure
IMD	Indices of Multiple Deprivation
LCC	Lancaster City Council
LPA	Local Planning Authority
MHCLG	Ministry of Housing, Communities and Local Government (formerly DCLG)
NDO	Neighbourhood Development Order
NDP	Neighbourhood Development Plan
NP	Neighbourhood Plan
NA	Neighbourhood Plan Area
NPPF	National Planning Policy Framework
OA	Output Area
ONS	Office for National Statistics
PPG	Planning Practice Guidance
PRS	Private Rented Sector
RQ	Research Questions
SHMA	Strategic Housing Market Assessment
SNPP	Sub-National Population Projections

1. Executive Summary

1.1 Introduction

Aldcliffe-with-Stodday Parish Council in Lancashire commissioned from Locality a Housing Needs Assessment (HNA) to inform their emerging Neighbourhood Plan. In consultation with the Parish Council, we developed two 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.

While in the case of most parishes, Census data is available at a parish level, Aldcliffe-with-Stodday parish is relatively new, and did not exist at the time of the 2011 Census. As such, an alternative method of statistical analysis must be used, as follows.

For Census purposes, the parish is made up, like the rest of England, of statistical units called Output Areas (OAs). Aldcliffe with Stodday parish equates **geographically** to the following OAs:

- E00127383;
- E00127387; and
- E00127618.

However, the Parish Council has made AECOM aware that while Output Area E00127383 overlaps to a significant extent with the northern third of the parish, in fact all the development within it is actually outside the parish boundary, i.e. in the urban area of Lancaster rather than what is now Aldcliffe-with-Stodday parish.

For this reason, the best fit statistical proxy for Aldcliffe-with-Stodday parish from the boundaries used in Census 2011 reduces only to the following two OAs:

- E00127387; and
- E00127618.

Therefore, it is these two OAs that are used as the best-fit statistical proxy for the parish boundary for data from both the 2001 and the 2011 Censuses. As such, hereafter, when we refer to the parish in relation to Census data, this is the geography being referred to.

While AECOM is aware that these OAs also contain some houses that are in Lancaster rather than in the parish itself, this is a not an uncommon problem in neighbourhood planning, particularly for new parishes and for urban (i.e. non-parished) areas. As such, all data gathering for Aldcliffe-with-Stodday neighbourhood plan that has to rely on Census boundaries will have to use these output areas. There is no alternative to this approach at the time of writing¹, but presumably parish boundary level data will be available for Aldcliffe-with-Stodday in the 2021 Census.

Through analysis of the statistics relating to the two OAs used as a proxy, in the 2011 Census the area had a total of 542 residents.

1.2 Research Questions

RQ1: What type (terrace, semi, bungalows, flats and detached) and size (number of habitable rooms) of housing is appropriate?

RQ2: What provision should be made for specialist housing within the NA?

1.3 Findings of RQ1: Type and size

The Lancaster Strategic Housing Market Assessment (SHMA) indicates that across the wider District, there is high demand for larger properties and that Lancaster South sub-area in particular (within which Aldcliffe-with-Stodday parish is located) is attractive to new buyers. This is backed up by Indices of Multiple Deprivation (IMD) results, showing that Lancaster South is one of the least economically deprived parts of the District.

Census 2011 data on existing dwellings across Aldcliffe-with-Stodday parish shows the proportion of dwellings with 6 rooms or fewer is lower than the Lancaster average, and the proportion with seven rooms or more is higher than average.

¹ While the Parish Council suggested an alternative best-fit proxy based on Lancaster's MARIO mapping system, this does not relate to the Census sub-division boundaries that permit the interrogation of Census data and therefore cannot be used.

Between the 2001 and 2011 Censuses, the number of smaller dwellings in the Parish declined and the number of larger dwellings increased. The Census also shows clear evidence of under-occupation, with smaller households than the District average, but a lack of corresponding smaller dwellings.

Aldcliffe-with-Stodday's population will age over the plan period and modelling indicates an ideal dwelling size distribution for the parish in 2031, suggesting that significantly more dwellings of three bedrooms and fewer are needed and no further dwellings of four bedrooms or more, as follows:

- 17.5% one-bedroom homes;
- 44% two-bedroom homes; and
- 38.5% three bedroom homes.

In terms of dwelling type, the strong evidence of need for smaller dwellings is likely to translate more into terraced and semi-detached houses, as well as bungalows, than it will into detached properties.

1.4 Findings of RQ2: Specialist housing for the elderly

The Lancaster SHMA and the Government's Sub-National Population Projections are clear that the population of both Lancaster City and Aldcliffe-with-Stodday will age significantly over the neighbourhood plan period. While evidence from a number of sources point to the fact that the majority of older people want to stay in their own accommodation with help and support when needed, equally, there is both a market and a need not just for downsizing generally but also for specialist housing for the elderly once they reach the age of 65 or older, and a need to continue to diversify the range of older people's housing.

The Housing Learning and Improvement Network (LIN) method that we use to model the need for specialist housing for the elderly arising from Aldcliffe-with Stodday to 2031 suggests a total need for 13 specialist housing dwellings. Our recommendation is therefore to make at least 13 dwellings available to service the needs of older and elderly people over the Plan period.

These 13 dwellings should be split approximately by tenure into 40% affordable and 60% market dwellings. These specialist dwellings would, based on the Housing LIN analysis, comprise 70% adaptations, retirement or sheltered housing and 30% housing with care.

This specialist dwelling need is best provided in Lancaster rather than the parish itself, which will enable the elderly in need of specialist accommodation to live as close to the parish as possible, but with the city offering a much higher level of accessibility to services and facilities, which will help in the recruitment and retention of specialist care staff and enable economies of scale.

2. Context

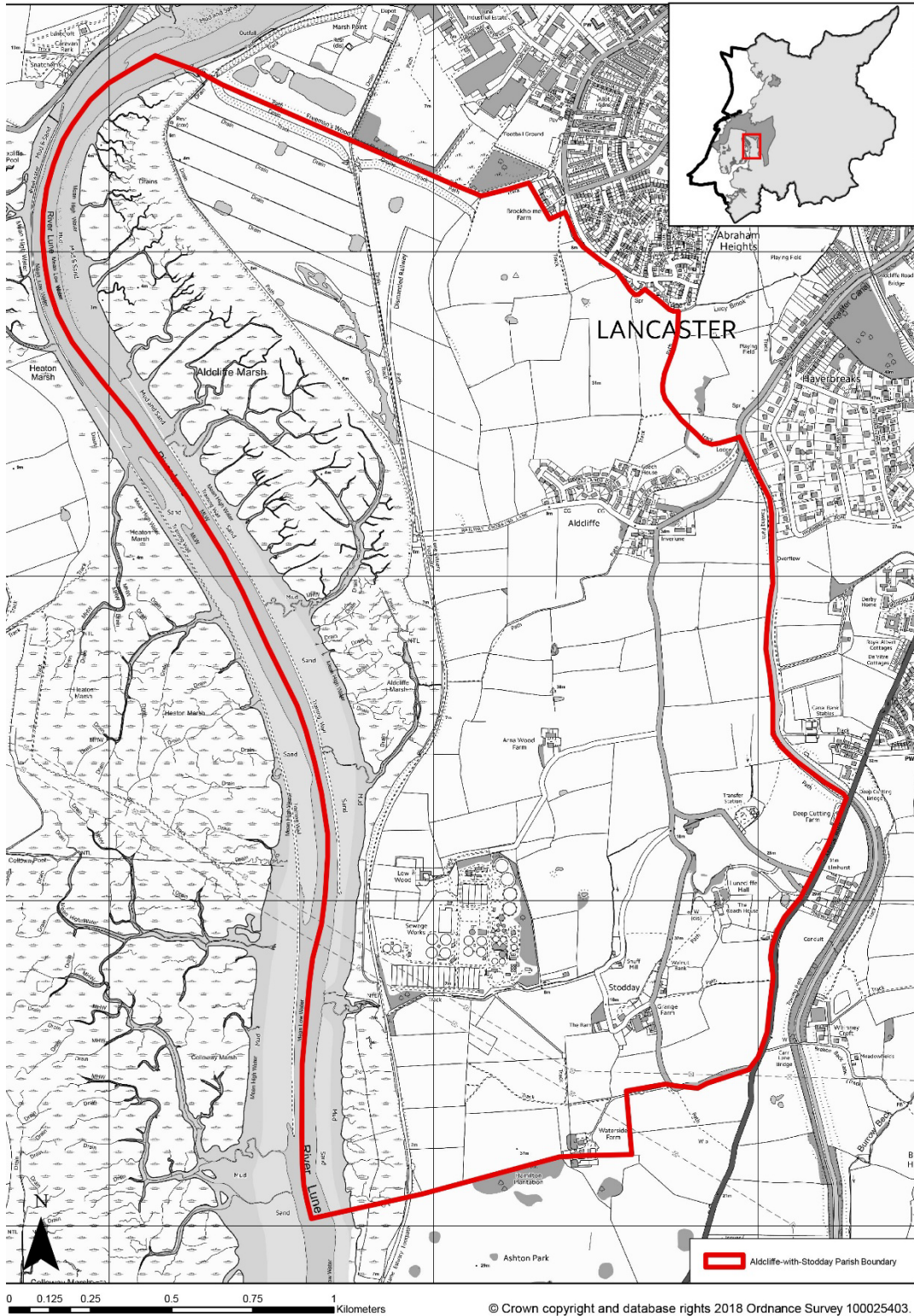
2.1 Local context

1. Aldcliffe-with-Stodday is a parish located in the Lancaster City area of Lancashire, around a mile from Lancaster city centre. The Neighbourhood Area (NA) boundary comprises the whole of the parish and was designated in December 2018.
 2. Development in the parish is centred on the small village of Aldcliffe, with the smaller hamlet of Stodday lying to the south. Much of the rest of the parish comprises marshland on the east bank of the River Lune estuary. Immediately east of the parish lie the southern suburbs of Lancaster.
 3. While in the case of most parishes, Census data is available at a parish level, Aldcliffe-with-Stodday parish is relatively new, and did not exist at the time of the 2011 Census. As such, an alternative method of statistical analysis must be used, as follows.
 4. For Census purposes, the parish is made up, like the rest of England, of statistical units called Output Areas (OAs). Aldcliffe with Stodday parish equates **geographically** to the following OAs:
 - E00127383;
 - E00127387; and
 - E00127618.
 5. However, the Parish Council has made AECOM aware that while Output Area E00127383 overlaps to a significant extent with the northern third of the parish, in fact all the development within it is actually outside the parish boundary, i.e. in the urban area of Lancaster rather than what is now Aldcliffe-with-Stodday parish.
 6. For this reason, the best fit statistical proxy for Aldcliffe-with-Stodday parish from the boundaries used in Census 2011 reduces only to the following two OAs:
 - E00127387; and
 - E00127618.
- Therefore, it is these two OAs that are used as the best-fit statistical proxy for the parish boundary for data from both the 2001 and the 2011 Censuses. As such, hereafter, when we refer to the parish in relation to Census data, this is the geography being referred to.
7. While AECOM is aware that these OAs also contain some houses that are in Lancaster rather than in the parish itself, this is a not an uncommon problem in neighbourhood planning, particularly for new parishes and for urban (i.e. non-parished) areas. As such, all data gathering for Aldcliffe-with-Stodday neighbourhood plan that has to rely on Census boundaries will have to use these output areas. There is no alternative to this approach at the time of writing², but presumably parish boundary level data will be available for Aldcliffe-with-Stodday in the 2021 Census.
 8. Figure 2-1 below illustrates the (post-Census) 2011 parish boundary. Meanwhile, the three Output Areas referenced in the geographical and statistical explanation above, none of which exactly correspond with that boundary are illustrated in Figures 2-2, 2-3 and 2-4.
 9. Through analysis of the statistics relating to the two OAs used as a proxy, in the 2011 Census the area had a total of 542 residents.
 10. Aldcliffe with Stodday Parish Council (ASPC) made a commitment in September 2018 to begin arrangements for producing a Neighbourhood Development Plan (NDP) covering the whole of the Parish Boundary.
 11. The Parish Council's application was approved by the City Council on 10th December 2018.³

² While the Parish Council suggested an alternative best-fit proxy based on Lancaster's MARIO mapping system, this does not relate to the Census sub-division boundaries that permit the interrogation of Census data and therefore cannot be used.

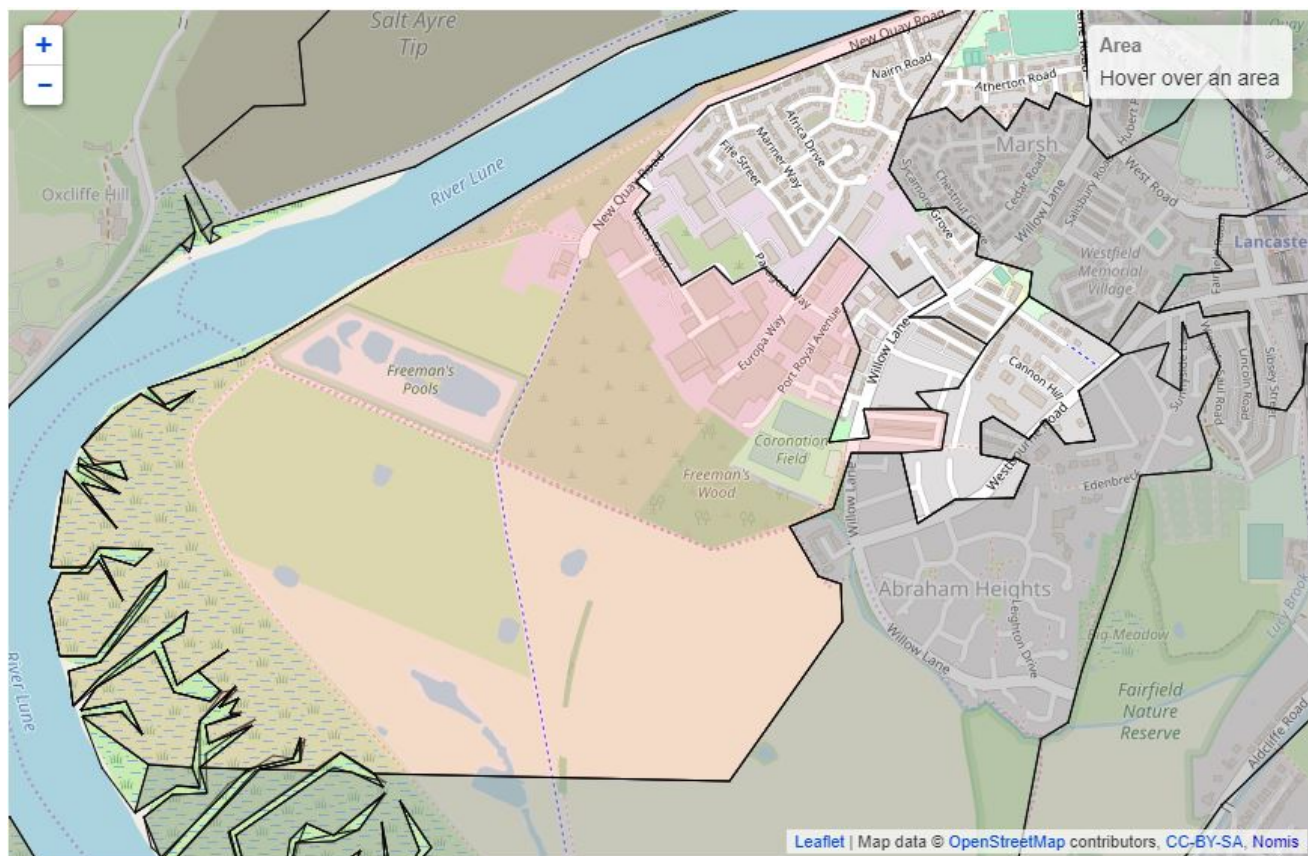
³ See <https://aldcliffewithstoddaypc.org/neighbourhood-plan>

Figure 2-1: Map of the Aldcliffe-with-Stodday Parish Boundary and Neighbourhood Plan Area (Lancaster City area in insert)



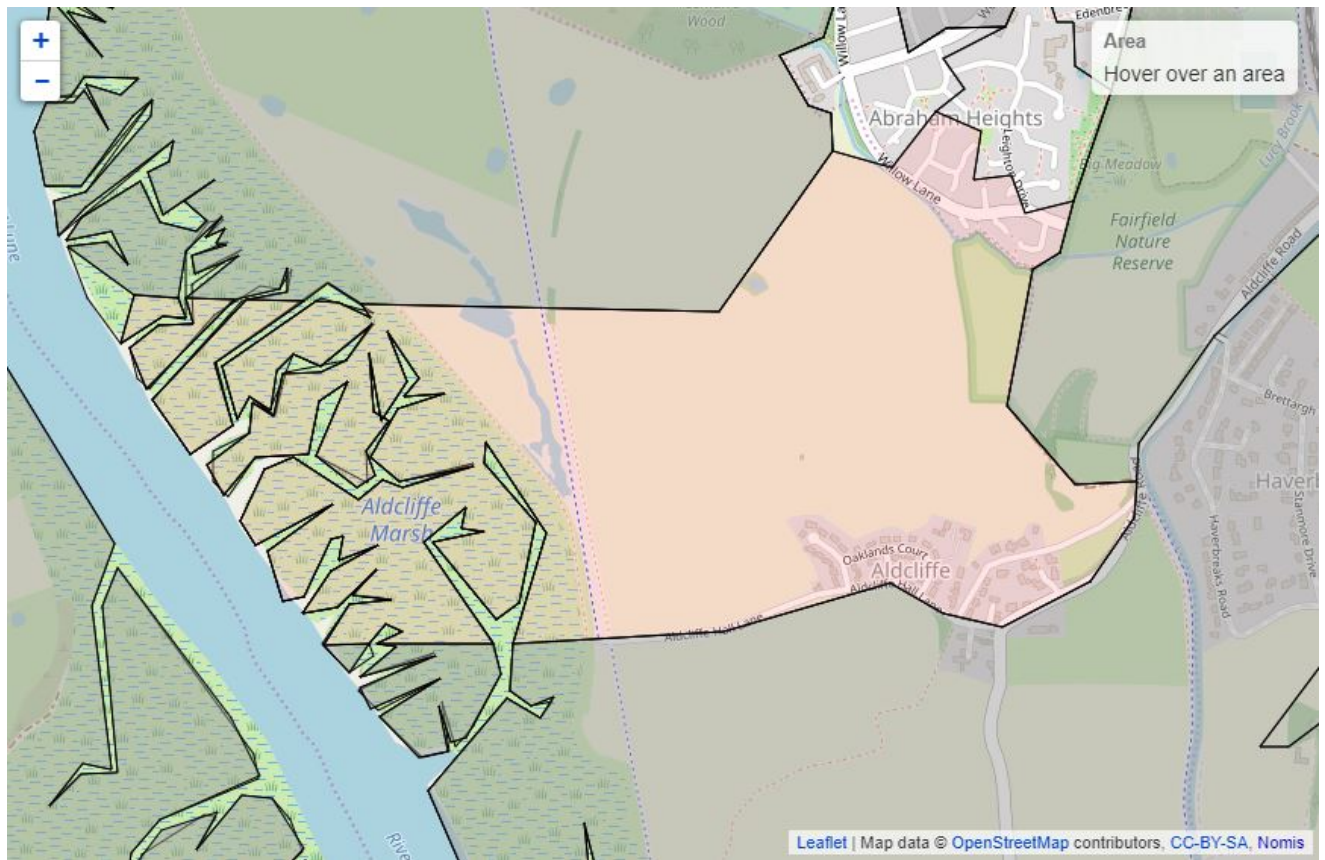
Source: ASPC

Figure 2-2: Map of Output Area E00127383 (highlighted); despite significant geographic overlap with the northern third of the parish, all development within it is outside the parish boundary, and therefore it has not been used as a proxy in statistical analysis.



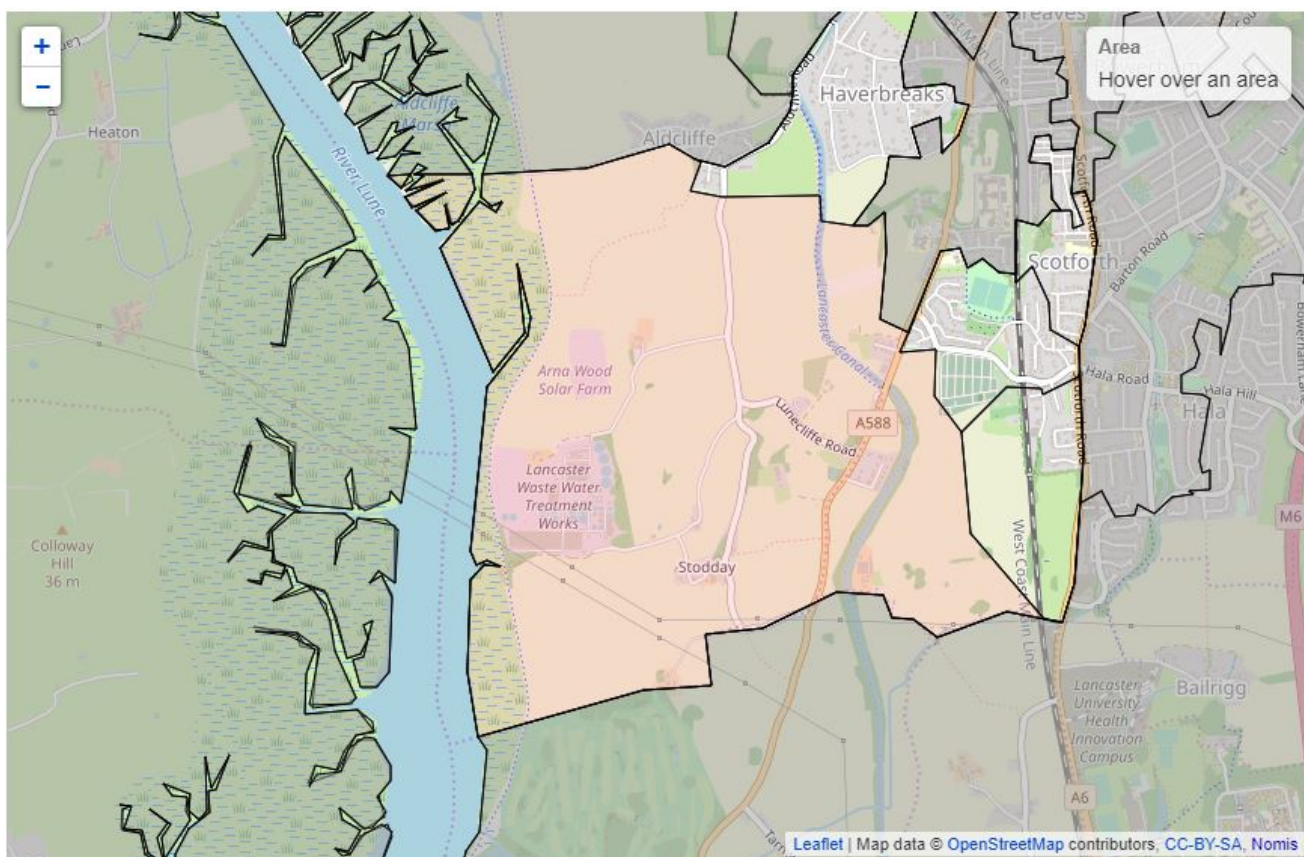
Source : Nomis Census 2011 data

Figure 2-3: Map of Output Area E00127387, which covers the vast majority of the village of Aldcliffe and is therefore the first component of the statistical proxy for the parish. Though it also includes some dwellings in the Abraham Heights area of Lancaster, this is unavoidable as no other assessment boundaries exist.



Source : Nomis Census 2011 data

Figure 2-4: Map of Output Area E00127618, which covers the whole of the hamlet of Stodday and some other rural dwellings within the parish boundary; it is therefore the second component of the statistical proxy for the parish. Though it also includes a limited number of dwellings on the east bank of the Lancaster Canal that are outside the parish boundary, this is unavoidable as no other assessment boundaries exist.



Source : Nomis Census 2011 data

2.2 Planning policy context

12. In line with the Basic Conditions⁴ for neighbourhood planning, Neighbourhood Development Plans (NDPs) are required to be in general conformity with adopted strategic local policies. Consequently, there is a requirement for the relevant Local Plan to be reviewed as part of this Housing Needs Assessment (HNA).
13. Lancaster's adopted Local Plan is relatively old. The Core Strategy⁵, which for the purposes of HNA is the key policy document, was adopted in July 2008, and covers the period 2003-2021.
14. The fact that the Core Strategy dates from before the publication of the National Planning Policy Framework 2019 (NPPF), the key national planning policy document first adopted in 2012 and revised in 2018 and again in 2019, means that for planning purposes, the Core Strategy is considered 'out of date'. This means that in cases where it conflicts with the NPPF, it is the NPPF policy that takes priority and that the Neighbourhood Plan should align with.
15. The Development Management DPD⁶, which forms the other element of the adopted Local Plan, accompanying the Core Strategy, was adopted in December 2014 and thus should align with national policy in the NPPF, though of course it predates the 2019 version of the NPPF, meaning in any conflict between it and the NPPF 2019, the latter takes precedence. Unlike the Core Strategy, its planning period is 2011-2031.
16. While a new Local Plan that will supersede the Core Strategy and Development Management DPDs is in preparation (the Local Plan 2011-2031), at the time of writing it had not yet been adopted. However, it is available online, in two parts. Part One is the Strategic Policies and Land Allocations DPD⁷ and Part Two is the Review of the Development Management DPD⁸. Accompanying these documents are other documents relevant for the purposes of HNA, including a Self-Build and Custom-Build Housing Advisory Note⁹
17. As such, the Local Plan 2011-2031 is for the purposes of this assessment known as the 'emerging plan'. The emerging plan has been submitted for examination¹⁰ and is therefore relatively close to adoption, so while the Basic Conditions require neighbourhood plan policies to be in conformity with adopted rather than emerging policy, clearly it is sensible, given the forthcoming replacement of adopted policies, for the Neighbourhood Plan to seek to be in conformity with both adopted and emerging policy (where adopted policy does not conflict with the NPPF). Needing to be in conformity with both is not normally problematic, and the evidence base underpinning the emerging local plan may form part of the evidence base for the neighbourhood plan.
18. Lancaster City Council have confirmed to AECOM during the preparation of this report that, in line with emerging policy SP6, Aldcliffe-with-Stodday is considered a rural village with no expectation of housing delivery. What this means is that, while it is entirely possible that development could come forward in the parish during the emerging Plan period, it would be counted as 'windfall', i.e. while it would count towards the City Council's housing target, there is no individual housing target for the parish for it to count towards.
19. As such, it can be assumed that the conclusions of this report will apply only to either housing being developed within the parish as 'windfall' development to meet local needs, and/or if the currently emerging policy is changed for any reason such that there is a policy expectation for dwellings to be delivered within the parish.
20. A full list of all adopted and emerging Lancaster City policies deemed relevant for the purpose of this HNA is identified in **Table 2-1** below.

⁴ See Glossary

⁵ Available at <http://www.lancaster.gov.uk/assets/attach/3970/CORE-028-Lancaster-District-Local-Plan-Strike-Through-Edition-2008.pdf>

⁶ Available at <http://www.lancaster.gov.uk/planning/planning-policy/development-management-dpd>

⁷ Available at <https://planningdocs.lancaster.gov.uk/NorthgatePublicDocs/00917940.pdf>

⁸ Available at <https://planningdocs.lancaster.gov.uk/NorthgatePublicDocs/00917956.pdf>

⁹ Available at http://www.lancaster.gov.uk/assets/attach/4605/LCC4.22_Self-Build%20and%20Custom%20Build%20Housing%20PAN%20%5BPANS%26CB_Nov18%5D.pdf

¹⁰ For further details, see <https://www.lancaster.gov.uk/planning/planning-policy/examination-stage>

Table 2-1: Summary of Lancaster Council Local Plans policies considered relevant for the purpose of this HNA¹¹

Policy	Status	Source	Provisions
H10 (unnamed, but Affordable Housing)	Adopted	Core Strategy (2008)	For sites in small villages, if over 0.4 hectares or with space for 10 or more dwellings, the Council will seek to ensure that a reasonable number of completions are affordable.
H11 (unnamed, but Affordable Housing Exception Sites)	Adopted	Core Strategy (2008)	Affordable Housing Exception Sites will be permitted
H17 (unnamed, but Accommodation for Elderly People)	Adopted	Core Strategy (2008)	Proposals for sheltered housing, either new build or conversion, will only be permitted where the site is convenient to primary bus routes or other major bus routes, local services and facilities. ¹²
H18 (unnamed, but Nursing Homes)	Adopted	Core Strategy (2008)	Proposals for new nursing homes or homes for elderly people, including the change of use of existing properties, will only be permitted where the site or property is well located in relation to local services, facilities and public transport provision, is physically suitable in size and general layout and can provide a good standard of external amenity space.
DM41: New Residential Development	Adopted	Development Management DPD (2014)	<p>Proposals for new residential development should provide an appropriate dwelling mix in accordance with the Lancaster District Housing Needs Survey or other robust evidence of local housing need.</p> <p>Other than in the most exceptional circumstances new housing development must contribute toward the provision of affordable housing. The council will consider detailed proposals for new housing development for sites of over ten dwellings in rural areas where 30% of homes are affordable if the site is brownfield, and 40% if greenfield. For sites of 5-9 dwellings, rural sites will need to contribute up to 20% affordable. For sites of 1 to 4 dwellings, rural sites will need to contribute up to 10% affordable. In all cases, the affordable dwellings should be provided on site, except for sites of 1-4 dwellings, where a financial contribution will be acceptable.</p>
DM44: Residential Conversions	Adopted	Development Management DPD (2014)	Proposals which involve residential conversions must provide accommodation that will address local housing needs and imbalances in the local housing market, and must contribute towards the provision of affordable housing in accordance with Policy DM41.
DM45: Accommodation for Vulnerable Communities	Adopted	Development Management DPD (2014)	Proposals for accommodation for older people will be supported subject to the proposal meeting the genuine needs of older people, being well located for a primary bus route, and convenient for local services and facilities, being wheelchair accessible; and contributing towards the provision of affordable housing in accordance with Policy DM41.
DM46: Accommodation for Students	Adopted	Development Management DPD (2014)	Proposals for new student accommodation (purpose built and conversions) will be supported where they are subject to occupancy conditions to protect the accommodation from becoming an HMO.
SP6: The Delivery of New Homes	Emerging	Strategic Policies and Land Allocations DPD (Local Plan Part One, 2018)	Housing target for Aldcliffe-with-Stodday parish over the emerging Local Plan period is zero dwellings.

¹¹ For the purposes of this table, the summaries of relevant provisions have been edited for clarity. The full policy text in the relevant adopted Local Plan should be referred to by any party proposing development in the Parish.

¹² The most recent iteration of the Lancaster District bus map (available at <https://drive.google.com/file/d/1jhbMGYpnbvDUiUHSx9E6LVtx4jk1wdNG/view>) suggests that Aldcliffe is not on a direct bus route and thus, in policy terms, it would not be suitable to provide new purpose-built accommodation for the elderly (i.e. excluding properties for independent living) or new nursing homes within the parish itself. Rather, such need arising from the parish could be provided in suitable locations within Lancaster, taking advantage of its close proximity.

Policy	Status	Source	Provisions
DM1: New Residential Development and Meeting Housing Needs	Emerging	Review of the Development Management DPD (Local Plan Part Two, 2018)	The Council will support proposals that seek to promote balanced communities and meet evidenced housing needs by supporting proposals that accord with the Council's latest Strategic Housing Market Assessment.
DM3: The Delivery of Affordable Housing	Emerging	Review of the Development Management DPD (Local Plan Part Two, 2018)	The Council will continue to support and promote the delivery of new affordable housing within the district through a variety of differing tenures. For developments of 11 dwellings or more in rural areas, there is an expectation of 30% affordable housing on brownfield sites, and 40% of greenfield sites. For developments under 11 dwellings and over 1,000 sq. m, the expectation is 20%
DM4: Residential Development outside Main Urban Areas	Emerging	Review of the Development Management DPD (Local Plan Part Two, 2018)	<p>The Council will support proposals for residential development outside of the main urban areas of the district where they reflect sustainable patterns of development and accord with the Council's settlement hierarchy.</p> <p>Proposals for new housing in other settlements which have not been identified as sustainable rural settlements will only be supported if it can be demonstrated that the development will enhance the vitality of the local community and meet an identified and specific local housing need. Proposals lacking sufficient justification will be considered using the Rural Exceptions Sites criteria set out in Policy DM5 of this DPD.</p>
Policy DM5: Rural Exception Sites	Emerging	Review of the Development Management DPD (Local Plan Part Two, 2018)	<p>In rural locations where housing would not normally be acceptable under policy DM1 proposals for Rural Exception Sites will be supported where housing meets the needs of the local community as evidenced through an up-to-date Housing Needs Survey and are for small schemes of ten dwellings or fewer unless demonstrated that a higher level of need for affordable housing existing within the Parish.</p> <p>All homes must be affordable in perpetuity, and comply with the most up-to-date definitions of affordable housing.</p> <p>Occupancy should be restricted to current residents of the defined Parish or those that have an existing family or employment connection unless otherwise agreed by the Local Planning Authority.</p> <p>On occasion where exceptional circumstances exist a proportion of new homes proposed on a rural exceptions site may be for open market housing.</p>

Source: Lancaster City Council.

3. Approach

3.1 Research Questions

21. Research Questions, abbreviated to 'RQ;' are formulated at the start of the project through discussion with the neighbourhood group. They serve to direct our research and provide the structure for the HNA.
22. Below we set out the RQs relevant to this study, as discussed and agreed with Aldcliffe-With-Stodday Parish Council (AWSPC).

3.1.1 Type and size

23. The group is seeking to determine what size and type of housing would be best suited to the local community. They are concerned that the large (five-bedroom) detached homes that developers have indicated they wish to build do not cater for the needs of the local community. The new-builds are too large and unaffordable. Furthermore, the group feels that the housing stock is already dominated by large five-bedroom dwellings.
24. From the group's perspective, new housing within the neighbourhood area should be appropriate for different stages of life: from newly forming households, to families, to ageing population and households wishing to downsize. It should be more affordable than the large new-builds currently being provided by the market.
25. The aim of this research question is to provide the Parish with robust evidence on the types and sizes needed by the local community. This will ensure future development truly reflects what the residents need rather than what the developers want to build.

RQ1: What type (terrace, semi, bungalows, flats and detached) and size (number of habitable rooms) of housing is appropriate?

3.1.2 Specialist housing for older people

26. Although the provision of specialist housing such as care homes and sheltered dwellings is not expected given the size of the Parish and its lack of facilities, the group believes this topic is worth investigating. While the population is ageing, there is currently no provision of specialist housing of any form within the Parish and it is worth at least considering need likely to arise over the Neighbourhood Plan period, even if it will not be provided at Aldcliffe or Stodday themselves.

RQ2: What provision should be made for specialist housing within the NA?

3.2 Relevant Data

3.2.1 The Local Authority Evidence Base

27. The PPG states that, where a qualifying body is attempting to identify and meet housing need, a local planning authority should share relevant evidence on housing need gathered to support its own plan-making.¹³ . As Aldcliffe-with-Stodday is located within Lancaster District, we approached the local Council to understand the evidence base they have assembled to support the housing policies that appear in their Local Plan.
28. This produced the following documents:
- The 2015 Independent Housing Requirements Study by Turley¹⁴;
 - Objectively Assessed Need (OAN) verification, undertaken in February 2018¹⁵; and
 - a Strategic Housing Market Assessment (SHMA) Part II undertaken by arc4¹⁶ which looks further at housing needs.
29. These documents address the relevant geography and inform emerging housing policies at a local authority level, including affordable housing policy. An initial review, however, showed that the first and second of these documents (the 2015 study and the subsequent OAN verification) are relevant only to the question of quantity of housing, rather than type, and thus is not relevant for the purposes of this HNA; they have therefore not been reviewed or referenced further.
30. The SHMA Part II, by contrast, has been interrogated in detail, not just because it is highly relevant for the purposes of this study, and not only because it is such a recent document, but also because its data quality is very strong- it was informed by a very wide range of sources, including (in the words of the SHMA):
- “A review of primary data obtained through a survey of 27,462 households across the Lancaster District Council area. The 2017 Household Survey involved a total of 27,462 households contacted and 5,389 questionnaires returned, representing a 19.6% response rate overall. The number of questionnaires returned was well in excess of the 1,500 specified in former Government guidance;
 - A consideration of the findings of a stakeholder consultation and interviews with estate and lettings agents;
 - A review of relevant secondary data including the 2011 Census, house price data, private rental data, Housing Association CORE lettings data, CLG Statistics and Housing Register information; and
 - Analysis of housing need and affordable housing requirements.”
31. While the SHMA Part II is a highly credible source, and its statistical robustness can be assumed, its usefulness also depends on whether the larger geographies of analysis that it uses can be used as a proxy for the NA. This requires an assessment of the extent to which the demographic characteristics and economic trends that it identifies are common to the NA.
32. This will provide a strong starting point for policy development that aims to build on and add local specificity to those of the Local Planning Authority by enabling a comparison to be made with parish-level data (gathered as part of the preparation of this study), given that such an exercise reveals contrasts as well as similarities.

3.2.2 Other relevant data

33. In addition to the LPA evidence base, we have gathered data from a range of other sources to ensure our study is robust for the purposes of developing policy at the neighbourhood plan level. These include Census data providing insights into demographic shifts, the Government’s Indices of Multiple Deprivation, and the Housing LIN’s (Learning and Improvement Network) SHOP@ tool.

¹³ PPG Paragraph: 040 Reference ID: 41-040-20160211

¹⁴ Available at <https://www.southlakes.gov.uk/media/4473/lancaster-district-strategic-market-housing-assessment-2015-part-1.pdf>

¹⁵ Available at <https://www.lancaster.gov.uk/assets/attach/3339/Lancaster%20OAN%20Verification%20Study.pdf>

¹⁶ Available at <https://www.lancaster.gov.uk/assets/attach/3269/arc4FinalReportSHMALancaster%20Feb%202018%20.pdf>

4. RQ 1 Type and size

4.1 Introduction

34. This section analyses the type and size of existing housing provision and its suitability, focusing on demographic shifts in age and household composition, to address future as well as current community need. We start by considering the Lancaster SHMA Part II, which is the primary source of baseline information on dwelling type and size across the local area, as well as the Indices of Multiple Deprivation, which suggest that the SHMA conclusions need to be broken down, through the use of Census data, to a more parish-specific level. Next, demographic shifts in age and household composition will be considered based on that Census data. Finally, the future demand for housing by size and type will be determined.

4.2 Background and definitions

35. 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.
36. In this context, even smaller households (those with fewer than three inhabitants) may be able to choose to live in larger homes than they require, and thus would be defined in Census terms as under-occupying their homes. This is a natural feature of the housing market, and can distort considerations of future housing needs, with market dynamics and signals giving a very different picture than demographics, household type and size would suggest for future years.
37. In order to understand the terminology surrounding dwelling size analysis, it is important to note that the number of rooms recorded in Census data excludes some rooms such as bathrooms, toilets and halls. Dwelling size data is collected by determining the number of rooms being occupied by each household. In the section that follows, 'dwelling sizes' should thus be translated as follows¹⁷:
- 1 room = bedsit
 - 2 rooms = flat/house with one bedroom and a reception room/kitchen
 - 3 rooms = flat/house 1-2 bedrooms and one reception room and/or kitchen
 - 4 rooms = flat/house with 2 bedroom, one reception room and one kitchen
 - 5 rooms = flat/house with 3 bedrooms, one reception room and one kitchen
 - 6 rooms = house with 2 bedrooms and 2 reception rooms and a kitchen, or 3 bedrooms and one reception room and a kitchen
 - 7+ rooms = house with 3, 4 or more bedrooms
38. 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.¹⁸ As such, all dwellings are classified into either "shared" or "unshared" dwellings. Household spaces make up the individual accommodation units forming part of a shared dwelling.
39. The key measure of whether a dwelling is shared or unshared relates to the Census' definition of a household. A household is defined as "*One person living alone or a group of people (not necessarily related) living at the same address who share cooking facilities and share a living room or sitting room or dining area.*"¹⁹ On this basis, where unrelated residents of a dwelling share rooms other than a kitchen, this would be considered a single household in an unshared dwelling, whilst where only a kitchen is shared, each resident would be considered their own household, and the dwelling would be considered shared.
40. Whilst it is unlikely that these issues are of specific relevance to Aldcliffe-with-Stodday, given that their main applicability is to students and other people likely to be sharing homes, it is still helpful to understand the terms as a background to the data in this chapter.

¹⁷ <https://www.nomisweb.co.uk/census/2011/qs407ew>

¹⁸ <https://www.gov.uk/guidance/dwelling-stock-data-notes-and-definitions-includes-hfr-full-guidance-notes-and-returns-form>

¹⁹ Ibid.

4.3 Lancaster SHMA Part II data

41. Table ES1 of the SHMA Part II, replicated as Figure 4-1 below, sets out the Local Authority-level recommendation on the potential dwelling tenure, type and size split for housing delivery in Lancaster based on the most recent Objectively Assessed Need figure of 675 dwellings across Lancaster per annum.

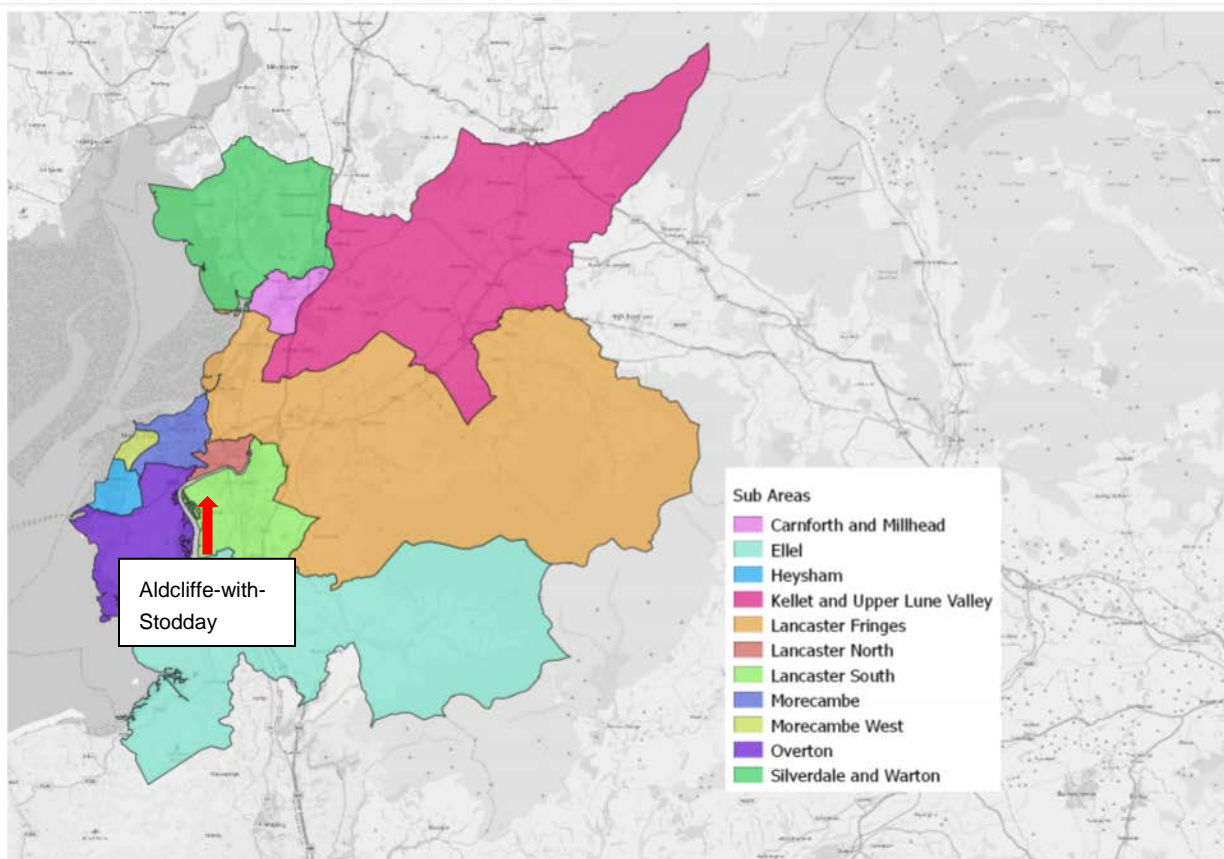
Figure 4-1: SHMA Part II (2018) suggested dwelling mix by market and affordable dwellings across Lancaster

Table ES1 Suggested dwelling mix by market and affordable dwellings based on OAN of 675 each year			
Overall dwelling size mix	Market	Affordable	Total
Overall tenure split	75%	25%	100%
House 1-2 Bed	72	32	104
House 3+ Bed	162	65	227
House 4+ Bed	108	8	116
Bungalow	80	28	108
Flat/Apartment	61	36	97
Other	23	0	23
Total	506	169	675

Source: Lancaster SHMA Part II (Arc4, 2018)

42. The SHMA Part II divides Lancaster City Council area into eleven sub-areas for the purposes of detailed analysis. Aldcliffe-with-Stodday falls into sub-area Lancaster South; the sub-areas are mapped in SHMA Map 1.3, replicated as Figure 4-2 below.

Figure 4-2: Lancaster sub-areas from SHMA Part II (2018)





















Source: Lancaster SHMA Part II (Arc4, 2018)

43. The SHMA Part II states that the overall characteristics of Lancaster South are as follows: “There is a large element of private rented housing, a mix of lower and higher value residential areas. Housing is of various ages and different types including apartments, terraced and semi-detached properties. There is a large element of younger people, particularly students, within the sub area. The area has also seen a significant amount of recent housing constructed.”
44. In answering RQ1, we will attempt to determine the extent to which this characterisation is true of the parish itself as just one small component of Lancaster South.
45. Other key conclusions set out by the SHMA Part II for the Lancaster South sub-area that are considered relevant for the purposes of this research question are as follows:
 - **There is a strong market demand across LCC for larger, detached dwellings.** This backs up the demand reported anecdotally by the Parish Council. Table 4.4 of the SHMA Part II shows that the most ‘liked’ dwelling type/size in the LCC household survey was a detached house or cottage with four or more bedrooms. The second most ‘liked’ was the same kind of dwelling with three bedrooms, the third most ‘liked’ was semi-detached with three bedrooms, and the fourth most ‘liked’ 1-2 bed bungalows. Larger bungalows were not as popular and flats/apartments were the least popular tenure of all.
 - **The Housing Survey-based conclusion** is ‘that on the basis of household aspirations (likes), demand for the delivery of 3 and 4-bedroom houses is highest. There is also a desire for bungalows (19.2%), but a lower level of actual stock of this type of dwelling is available (13.8%). Development more reflective of household expectation would result in developing 3-bedroom houses in particular along with 1 and 2-bedroom houses. However, factors such as density – and particularly seeking to maximise dwelling density in new developments – will also be important for the Council to consider in terms of their policy response.’
 - **Across LCC as a whole, the SHMA recommends the following dwelling mix each year**, as set out in Table 5.8: in terms of type and size, 15% of all dwellings to be 1-2 bed, 34% to be 3 bed, 17% to be 4+ bed, 16% to be bungalows, 14% to be flats or apartments and 3% to be other types. Clearly, Lancaster City is a diverse area and not all locations within it will demonstrate a need for this precise tenure split or this exact mix of types and sizes.



- **The evidence shows that in terms of new dwellings to be provided across Lancaster South** (Table 4.8, on the basis of Table 4.6) would be 15% 1-2 bed houses, 33% 3 bed houses, 28% 4-bed houses, 9% bungalows, 6% flats and 9% other.
- **Key feedback from stakeholders in response to the household survey included the following:** that there is a lack of housing options for older people and specialist accommodation; that an improved supply of housing for older people would release more family homes; that rates of planning permissions and housing completions have been low, affecting the delivery of new homes and their affordability; and that there is funding available for community-led building.
- **In terms of the owner-occupied sector, most stakeholders considered demand to be high in South Lancaster**, identified as an attractive area with high quality properties, good schools and access to the motorway/road network.

46. In addition to the bullet points above, particularly helpful in answering RQ1 is SHMA Table 4.7, the Lancaster South findings from which are reproduced as Figure 4-3 below. It sets out clearly the comparison between current dwelling stock and market expectations for Lancaster South.

Figure 4-3: Comparison between current dwelling stock and market aspirations for Lancaster South sub-area

Type and size	Lancaster South
Detached house/cottage 1-2 Beds	 -0.3
Detached house/cottage 3 Beds	 -5.4
Detached house/cottage 4 or more Beds	 3.5
Semi-detached house/cottage 1-2 Beds	 -1.4
Semi-detached house/cottage with 3 Beds	 -3.1
Semi-detached house/cottage 4 or more Beds	 -0.9
Terraced house/cottage 1-2 Beds	 6.4
Terraced house/cottage 3 Beds	 1.6
Terraced house/cottage 4+ Beds	 4.4
Bungalow 1-2 Beds	 -1.9
Bungalow 3 Beds	 -0.2
Bungalow 4+ Beds	 0.4
Flat/Apartment 1 Bed	 1.3
Flat/Apartment 2 Beds	 -1.1
Flat/Apartment 3+ Beds	 -0.9
Other 1 Bed	 0.6
Other 2 Bed	 -1.2
Other 3+ Bed	 -1.9

Source: 2017 Household Survey

Key		Sufficient stock relative to expectation
		Not enough stock relative to expectation

Source: Lancaster SHMA Part II (Arc4, 2018)

4.4 Indices of Multiple Deprivation 2015 data

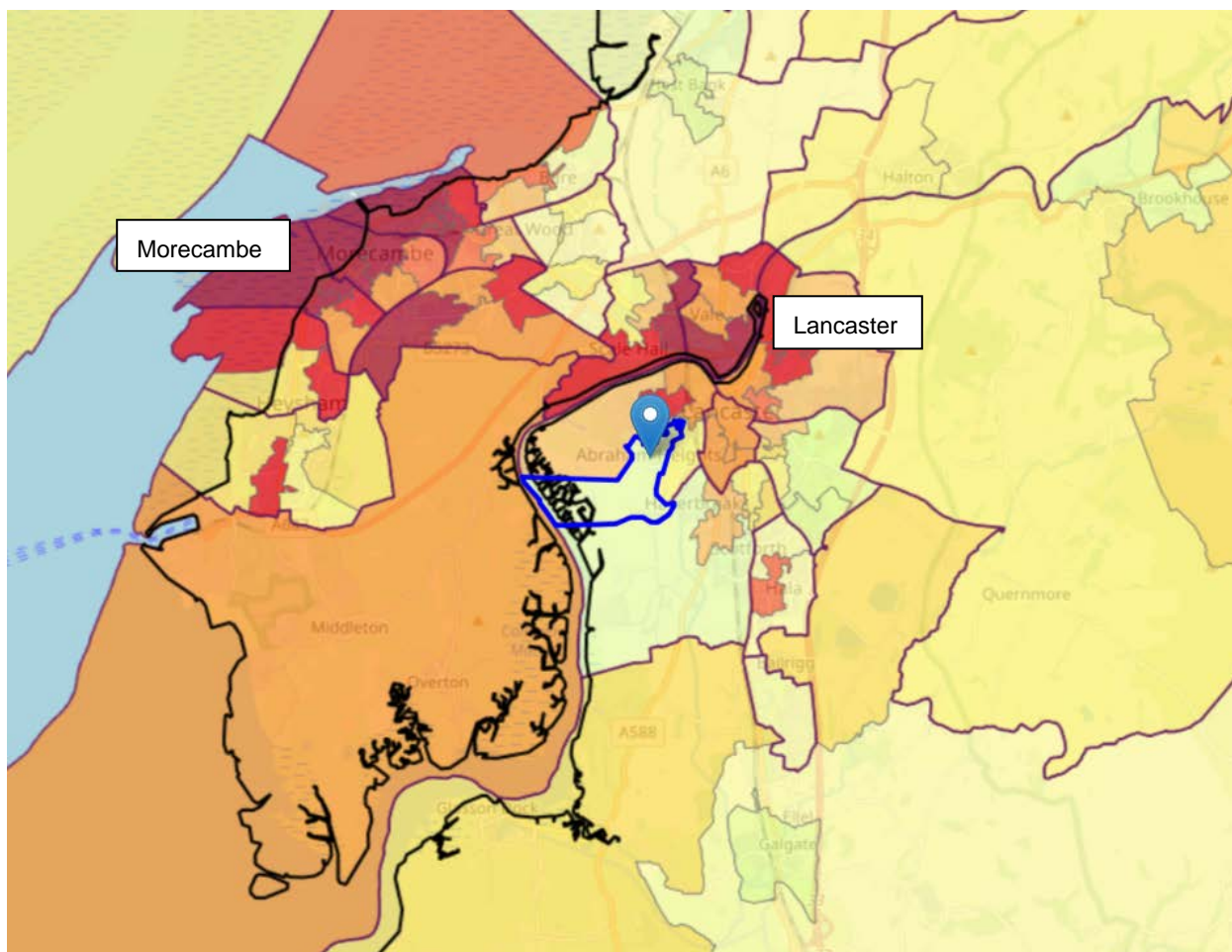
47. The 2015 Indices of Multiple Deprivation²⁰ (IMD) are a government dataset setting out how Lower-layer Super Output Areas (LSOAs) across England and Wales perform in terms of seven domains of deprivation, producing an average weighted indicator of deprivation for each LSOA. Across England and Wales as a whole, there are 34,753 LSOAs.
48. The LSOAs that cover the settlements of Aldcliffe and Stodday are known as Lancaster 017D and Lancaster 017F respectively. Both LSOAs are among the 10% least deprived in England and Wales, indicating that the parish is relatively prosperous not just in terms of the LCC area, but in national terms.
49. Figure 4-4 below shows the levels of deprivation across the parish and LCC on the national IMD map that is available online, known as the Indices of Deprivation 2015 Explorer²¹. On the map, more deprived areas are shown in darker shades of red and less deprived areas in lighter shades of yellow.
50. Two things are clear from the map: firstly, the SHMA data is confirmed in the sense that the area to the south and west of Lancaster city is less deprived than the LCC average (which will be brought down by the relatively higher level of deprivation across Morecambe and the northern suburbs of Lancaster).
51. Secondly, even in the context of the Lancaster South sub-area that was defined for SHMA Part II purposes, Aldcliffe-with-Stodday is less deprived than the rest of Lancaster South. All of this is strong evidence backing the Parish Council's contention that the parish tends to be attractive to providers of large (i.e. expensive and less affordable) market housing, and that mechanisms to increase the supply of smaller, more affordable dwellings may well be justified.
52. It would also tend to indicate the reasons for the disparity between the issues identified as a result of parish council research thus far and the SHMA conclusions for Lancaster South sub-area- i.e. that Aldcliffe-with-Stodday parish differs significantly on a range of locational and housing factors even from its own SHMA sub-area²², and that for this reason, there is a need to extract from the Census more parish-specific information.

²⁰ The IMD Frequently Asked Questions sheet provides a good overview of the IMD approach and purpose, and is available at https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/579151/English_Indices_of_Deprivation_2015_-_Frequently_Asked_Questions_Dec_2016.pdf

²¹ Available at <http://dclgapps.communities.gov.uk/imd/idmap.html>

²² This is not particularly surprising in that Aldcliffe and Stodday are both small rural villages whereas the rest of Lancaster South comprises not only the suburbs of a large city but also Lancaster University, which has its own very specific housing needs, and is large enough to have an impact on the SHMA data averages for Lancaster South.

Figure 4-4: Extract from national online IMD map showing Lancaster and Morecambe area, with LSOA Lancaster 017D (Aldcliffe) highlighted in blue



Source: Indices of Deprivation 2015 Explorer

4.5 Census data

53. Table 4-1 below shows that the way Aldcliffe-with-Stodday households occupy different accommodation types varies from the District. There are far more detached dwellings in the parish than either the LPA or England average, and far fewer flats (both of which are usual for a rural village).
54. The proportion of semi-detached homes is much lower than average, and the proportion of terraced homes is also lower.

Table 4-1: Accommodation type per household space, 2011

Dwelling type		Parish	Lancaster	England
Whole house or bungalow	Detached	76.6%	18.2%	22.4%
	Semi-detached	9.8%	37.3%	31.2%
	Terraced	10.2%	26.5%	24.5%
Flat, maisonette or apartment	Purpose-built block of flats or tenement	1.5%	11.5%	16.4%
	Parts of a converted or shared house	1.5%	4.8%	3.8%
	In commercial building	0.0%	1.1%	1.0%

Source: ONS 2011, AECOM Calculations

55. Table 4-2 below sets out the distribution of the number of rooms per household space. The parish differs significantly from Lancaster in that it has no homes of 2 rooms or fewer, far lower levels of homes with 3-6 rooms, and much higher proportions of homes with seven or more rooms.

56. This indicates that the parish may be in need of smaller dwellings as there is already a high proportion of very large dwellings.

Table 4-2: Number of rooms per household space, 2011

Number of Rooms	2011	2011
	Parish	Lancaster
1 Room	0.0%	0.3%
2 Rooms	0.0%	2.0%
3 Rooms	2.0%	8.9%
4 Rooms	2.9%	19.5%
5 Rooms	7.8%	24.8%
6 Rooms	12.7%	21.7%
7 Rooms	27.5%	10.9%
8 Rooms or more	23.0%	6.3%
9 Rooms or more	24.0%	5.6%

Source: ONS 2011, AECOM Calculations

57. It is also relevant to consider how the number of rooms occupied by households has changed over time and Table 4-3 below identifies this rate of change between the 2001 and 2011 Census.
58. The table highlights changes from the 2001 Census, including a decline in the number of three-room dwellings (albeit that, being a drop of exactly one-third, this likely equates to a small absolute number) but does show rises in the proportion of properties of 5 rooms and more, despite lower rates of growth for these larger dwellings in Lancaster and across England. There was a particularly significant increase in the number of 6 room properties developed between the two Censuses.

Table 4-3: Rates of change in number of rooms per household, 2001-2011

Number of Rooms	Parish	Lancaster	England
1 Room	0.0%	-39.9%	-5.2%
2 Rooms	0.0%	7.7%	24.2%
3 Rooms	-33.3%	11.2%	20.4%
4 Rooms	0.0%	-5.0%	3.5%
5 Rooms	14.3%	2.2%	-1.8%
6 Rooms	18.2%	0.3%	2.1%
7 Rooms	5.7%	11.8%	17.9%
8 Rooms or more	12.9%	18.5%	29.8%

Source: ONS 2001-2011, AECOM Calculations

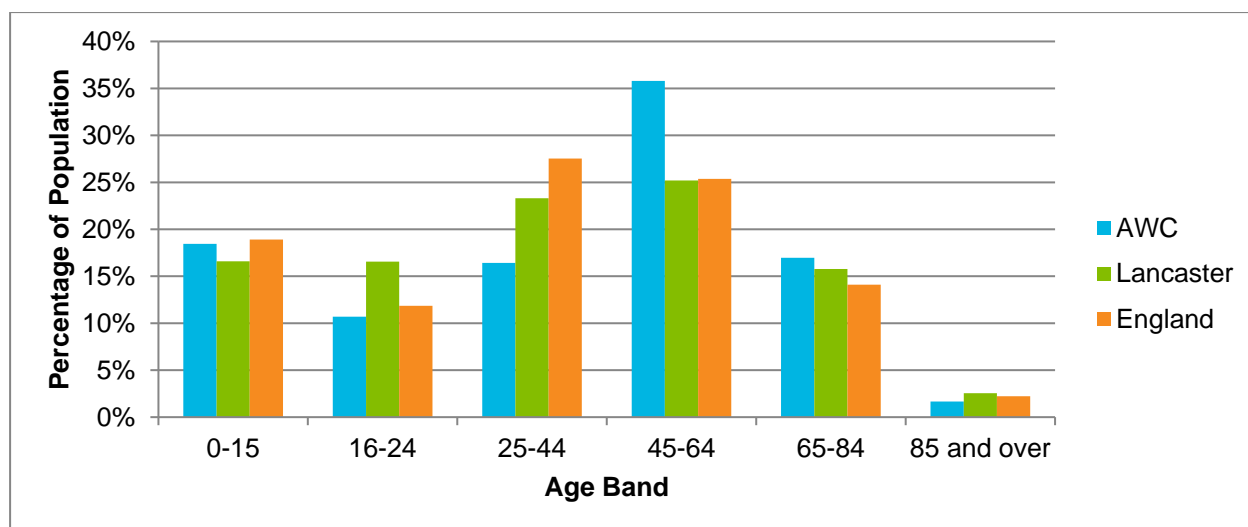
4.5.1 Age structure and household composition

59. Complementing the baseline information on housing in the parish as of Census 2011, data is assembled below to examine the composition and age structure of households both at present and in future years. Through the consideration of the types of households forming and the mix of age groups, it then becomes possible to consider the type and size of housing needed in the NA.

Age structure

60. As highlighted in Figure 4-5 below, the 2011 Census data reveals that, again as is not uncommon for a rural village, there are fewer people aged 16-24 than Lancaster as a whole (though the Lancaster figure will be boosted by students at the University) and there are more people aged 45 to 64 in the parish. After the age of 65, the differences between the parish and Lancaster and England diminish to some extent.

Figure 4-5: Age structure, 2011



Source: ONS 2011, AECOM calculations

61. Table 4-4 below identifies the rate of change in the age structure of the population since 2001. The table shows that Aldcliffe-with-Stodday experienced a decline in the proportion of residents in the 0-15 age band to a greater extent than across the District as a whole.
62. However, the number of residents aged between 16 and 24 has increased to a greater extent in the parish, and there has been a very significant increase in the numbers of people over the age of 65 in the parish, though as Figure 4-5 above shows, they are relatively few in terms of absolute number.

Table 4-4: Rate of change in the age structure of the population, 2001-2011

Age group	Parish	Lancaster	England
0-15	-10.7%	-7.9%	1.2%
16-24	34.9%	15.6%	17.2%
25-44	-18.3%	-6.6%	1.4%
45-64	2.1%	13.1%	15.2%
65-84	91.7%	6.1%	9.1%
85 and over	50.0%	8.8%	23.7%

Source: ONS 2001-2011, AECOM Calculations

63. The ONS population projections also reveal that, by 2031, people aged over 65 will be the single largest group in Lancaster, and the age band that is expected to experience the greatest rate of growth is 65+. Therefore, there will be a significant increase in the demand for housing related support services. The ageing of the population currently aged 45-64 thus has major implications for Aldcliffe-with-Stodday over the Plan period, and the implication of an ageing population on the need for specialised housing is explored in **Chapter 5**.

Household composition

64. Household composition is a fundamental factor driving the size of housing needed in Aldcliffe-with-Stodday in the future.

In Table 4-5 below, we present data relating to household composition drawn from Census 2011. Household composition in Aldcliffe-with-Stodday is very different to the District as a whole. There are many fewer one-person households, more one-family households, and more of both households with no children and with dependent children. Again, this indicates a lack of smaller households and/or dwellings, and some under-occupation, because although the number of families with no children is high, previous analysis for Type and Size showed that smaller dwellings were few in number.

Table 4-5: Household composition, 2011

		Parish	Lancaster	England
One person household	Total	16.2%	32.6%	30.2%
	Aged 65 and over	9.3%	14.2%	12.4%
	Other	6.9%	18.4%	17.9%
One family only	Total	78.4%	60.3%	61.8%
	All aged 65 and over	15.7%	9.3%	8.1%
	With no children	23.5%	18.6%	17.6%
	With dependent children	32.8%	24.1%	26.5%
	All children Non-Dependent	6.4%	8.2%	9.6%
Other household types	Total	5.4%	7.2%	8.0%

Source: ONS 2011, AECOM Calculations

65. Table 4-6 shows that, since 2001, the number of one person households has increased very significantly in the parish, including one person households where the HRP is 65 and over. There has also been a significant increase in the number of families over the age of 65, even though such households have declined across Lancaster as a whole.

Table 4-6: Rates of change in household composition, 2001-2011

Household type		Percentage change, 2001-2011		
		Parish	Lancaster	England
One person household	Total	73.7%	5.8%	8.4%
	Aged 65 and over	46.2%	-8.9%	-7.3%
	Other	133.3%	21.0%	22.7%
One family only	Total	1.3%	1.9%	5.4%
	All aged 65 and over	113.3%	-3.7%	-2.0%
	With no children	-18.6%	10.0%	7.1%
	With dependent children	1.5%	-3.9%	5.0%
	All children non-dependent	-27.8%	10.2%	10.6%
Other household types	Total	83.3%	7.7%	28.9%

Source: ONS 2001-2011, AECOM Calculations

66. Households of different ages are likely to have different housing needs and this relationship is examined further in the following section.

4.6 Dwelling mix determined by life-stage modelling

67. To estimate the housing mix needed by the end of the Plan period, we adopt an approach which assumes that the housing mix needed will reflect current occupation patterns. We estimated the housing likely to be required in the future based on the current propensity of households of different ages to occupy different types of accommodation (working from the common-sense assumption set out at the start of this section that the same household types are likely to occupy the same size of homes in 2033 as they did in 2011). For example, a growth in single person households aged 65-74 will lead to an increase in the need for the type of housing currently occupied by single person households of this age.
68. Firstly, we use household projections provided by MHCLG to achieve an understanding of the future distribution of households by the age of the Household Reference Person (HRP)²³. This data is only available at the District level and for the years 2014 and 2039. Therefore, we had to estimate what the distribution of households, by the age of the HRP, would be at parish level in 2031, which is the end of the Plan period (red text denotes AECOM calculations). The parish-level data is based on the population of the two Output Areas used as proxies for the Parish Boundary as set out in sub-section 2.1 Local Context above (542 persons), and the resulting modelling is presented in Table 4-7 below.

²³ Broadly speaking, the HRP equates to what was formerly known as the 'head of the household'.

Table 4-7: Projected distribution of households by age of HRP (Lancaster)

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	2,598	7,383	21,031	10,113	16,697
2014	3,084	7,607	20,248	9,710	18,439
2031	3,161	7,709	20,800	9,865	23,673
2039	3,197	7,758	21,059	9,938	26,136

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

69. At this point it is necessary to derive an estimate of the change to the age structure of the population in Aldcliffe-with-Stodday. To do so, the percentage increase expected for each group in Lancaster, derived from the data presented in Table 4-7, was applied to the population of Aldcliffe-with-Stodday. The results of our calculation are detailed in Table 4-8 below:

Table 4-8: Projected distribution of households by age of HRP (Aldcliffe-with-Stodday)

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	0	6	88	47	63
2014	0	6	85	45	70
2031	0	6	87	46	89

Source: AECOM Calculations

70. Size of housing is influenced by household age range. While no data is available at the Parish level that identifies housing size occupation by age of the HRP, this data is available at the District level and can be used as a proxy for Aldcliffe-with-Stodday.
71. That data is presented in Table 4-9 below and shows the size of property occupied by different age groups.

Table 4-9: Age of household reference person to size, grouped (Lancaster)

Size	Age of HRP 16 to 24	HRP 25 to 34	HRP 35 to 54	HRP 55 to 64	HRP 65 and over
1 bedroom	12.1%	10.9%	7.6%	9.6%	14.0%
2 bedrooms	37.4%	39.2%	22.9%	26.6%	36.7%
3 bedrooms	21.5%	39.8%	45.9%	42.4%	37.6%
4 bedrooms	16.0%	7.6%	17.5%	15.9%	9.0%
5+ bedrooms	12.9%	2.5%	6.1%	5.6%	2.7%

Source(s): ONS 2011, AECOM Calculations

72. We have now established the preference shown by households at different life-stages for dwellings of different sizes, and the approximate number of households in Lancaster and Aldcliffe-with-Stodday falling into each of these stages at the end of the Plan period in 2031. It is therefore now possible to develop recommendations regarding how the housing stock should evolve in terms of size over the Plan period to overcome any misalignments between dwelling supply and demand (Table 4-10).

Table 4-10: Ideal size distribution in Aldcliffe-with-Stodday in 2031, according to household life-stages

	Age of HRP 16 to 24	HRP 25 to 34	HRP 35 to 54	HRP 55 to 64	HRP 65 and over	Total
Pop 2033	0	6	87	46	89	-
1 bedroom	0	1	7	4	12	24
2 bedrooms	0	2	20	12	33	67
3 bedrooms	0	2	40	19	34	95
4 bedrooms	0	0	15	7	8	30
5+ bedrooms	0	0	5	3	2	10

Source: Census 2011, AECOM Calculations

73. Table 4-11 below compares the housing mix in terms of size in 2011 against the ideal size distribution in Aldcliffe-with-Stodday in 2031 set out above in Table 4-10.

Table 4-11 below indicates that, by 2031, the distribution of dwellings should ideally be very different from that of today- there should be significantly more homes of 3 bedrooms and fewer, and significantly less homes of 4 bedrooms or more.

Table 4-11: Size distribution in 2011 compared to ideal size distribution in 2031 (Aldcliffe-with-Stodday)

Number of bedrooms	2011		2031	
1 bedroom	3	1.5%	24	10.6%
2 bedrooms	9	4.4%	67	29.5%
3 bedrooms	50	24.5%	96	41.8%
4 bedrooms	110	53.9%	31	13.6%
5 or more bedrooms	32	15.7%	10	4.6%
Total households	204	100.0%	228	100.0%

Source: Census 2011, AECOM Calculations

74. Table 4-12 below sets out the misalignment between future demand for housing, based on the trends of how households occupy dwellings at different life-stages, and the stock available in the NA as of Census 2011.

Table 4-12: Misalignments of supply and demand for housing

Number of bedrooms	2011	2031	Change to housing mix	Recommended split
1 bedroom	3	24	21	16.9%
2 bedrooms	9	67	58	46.7%
3 bedrooms	50	96	46	36.4%
4 bedrooms	110	31	-79	0.0%
5 or more bedrooms	32	10	-22	0.0%

Source: AECOM Calculations

75. In order to avoid misalignment between supply and demand, therefore, the life-stage model shows that approximately 17% of houses in new developments should be one-bedroom homes, 47% two-bedroom, 36% three-bedroom and no new four-bedroom or more dwellings are needed. Most of the need will therefore be for two and three bedroom homes.

Adjustment

76. However, it is important to caveat the result of this model, because it is based on past trends and issues of supply. Supply, not just demographic profile, can influence occupancy patterns. For instance, it may be that the construction of smaller dwellings, such as bungalows, would encourage older people to downsize, but in the absence of such accommodation, these older households may have to remain in their large four or five-bedroom homes. For this reason, we verify the results further with respect to occupancy trends at the national level. This would give the following split (Table 4-13):

Table 4-13: Nationally-adjusted misalignments of supply and demand for housing at Aldcliffe-with-Stodday

Number of bedrooms	2011	2033	Change to housing mix	Recommended split
1 bedroom	3	25	22	18.0%
2 bedrooms	9	59	50	41.5%
3 bedrooms	50	99	49	40.5%
4 or more bedrooms	110	35	-75	0.0%
5 or more bedrooms	32	11	-21	0.0%

Source: AECOM Calculations

77. This recommended split reinforces the high level of demand for two and three-bedroom dwellings, and less for those with one bedroom. There appears to be no future demand for four or more bedrooms, likely indicating that there is an existing over-supply of such properties.

Providing more 2-3 bed properties will supply smaller family homes for younger households and enable older households to downsize.

78. To reflect this, the HNA advises taking the average of the recommendations set out in Table 4-12 and Table 4-13, thus

seeking to provide around 17.5% one bedroom properties, 44% two bed properties, and 38.5% three- bed properties.

4.7 Type and size conclusions

4.7.1 Existing types and sizes

79. Analysis of the existing housing stock in Aldcliffe-with-Stodday suggests that assessment based on the SHMA, while nevertheless useful and helpful in terms of setting the wider context and background for the parish, is of limited use at a more detailed level, in the sense that the Parish and its housing appear relatively untypical of the SHMA sub-area (Lancaster South) within which the Parish appears. This is partly as a result of the wider sub-area being largely the southern suburbs of Lancaster itself, a far more urban area than the relatively rural parish, as well as the presence of Lancaster University.
80. Nevertheless, some of the SHMA conclusions are of relevance, for example the fact that across the wider District, there is high demand for larger properties (i.e. four-bed detached houses), and that Lancaster South sub-area in particular is attractive to new buyers, which would tend to explain why the parish has seen many larger homes being developed in recent years, and at the same time the market failing to provide smaller dwellings. The evidence of Lancaster South being attractive to the market is backed up by IMD results, showing that it is one of the least deprived parts of the District.
81. Among smaller dwellings, bungalows in particular are a popular type, suggesting that there is a market for the provision of such properties for older people to downsize into, thus freeing up larger, currently under-occupied dwellings for families and thus reducing the pressure to build new larger dwellings. This desire is evidenced further by the results of the SHMA Household Survey.
82. The need for smaller dwellings is a feature across the whole District, with the SHMA concluding that each year, 79% of all new dwellings to be provided across Lancaster should be either 3 bed or smaller houses, bungalows, or flats/apartments. Where these should be provided will clearly depend to some extent on context, with locations like Aldcliffe-with-Stodday more suited to smaller dwellings and bungalows than flats or apartments.
83. While the SHMA concludes that a greater proportion of larger homes would be suitable in Lancaster South than across the District as a whole, the SHMA analysis when cross-referenced with both IMD mapping and Census 2011 data suggests that the Parish tends to have more in common with the whole District in terms of demand profile than it does with its own sub-area of Lancaster South, and that this SHMA conclusion is therefore of less relevance to the parish itself.
84. Census 2011 data on existing dwellings across the Parish also suggests a significant shortage of smaller properties, firstly because so many of the houses are detached, and these tend to be larger in size than other types. Secondly, the proportion of dwellings with 6 rooms or fewer is much lower than the Lancaster average, and the proportion with seven rooms or more is much higher than average.
85. Between the 2001 and 2011 Census, the number of smaller dwellings in the Parish declined further and the number of larger dwellings increased. Over the Plan period, the parish population will become more elderly, because at present the commonest age profile is 45-64, and the numbers of people aged over 65, though still relatively low, is rising fastest. The Census also shows clear evidence of under-occupation, with smaller household sizes than the District average, but as we have seen previously, a lack of corresponding smaller dwellings.

4.7.2 Future types and sizes

86. Population projections indicate that the District as a whole will also age significantly by the end of the plan period. The population projections for Lancaster can be mapped to Aldcliffe-with-Stodday, and then that ageing population modelled by size of dwellings demanded at each life stage. The output of this exercise is an ideal dwelling size distribution for the parish in 2031, which indicates that significantly more dwellings of three bedrooms and fewer are needed compared with the present day, and significantly fewer dwellings of four bedrooms or more.
87. If this finding is translated into a precise dwelling size split in neighbourhood plan policy, in order for it to be considered robust, it must first be verified with respect to occupancy trends at national level. Once this verification process has taken place, and a midpoint taken between the local and the national evidence, it can be concluded that it would be appropriate for the Neighbourhood Plan to require the following dwelling size split for new residential development:
 - 17.5% one-bedroom homes;
 - 44% two-bedroom homes; and

- 38.5% three bedroom homes.

88. In terms of dwelling type, while this is not possible to model directly because it is more a matter of market taste and existing context than able to be quantitatively measured, it is nevertheless clear that the strong evidence of need for smaller dwellings is likely to translate more into terraced and semi-detached houses, as well as bungalows, than it will into detached properties, of which there is arguably already an over-supply in the parish.

5. RQ 2 Specialist housing for older people

5.1 Introduction

89. In line with PPG²⁴ and national policy²⁵, it is important that plan-makers address the needs of the elderly in their area. This section of the HNA sets out AECOM's estimate of the specialist housing needs of those aged 75 and above. We do this based on the Housing Learning and Improvement Network's (HLIN's) recommended levels of provision per 1,000 people.
90. Older people typically occupy a broad range of accommodation, including market housing and more specialist accommodation. Two main types of specialist accommodation for older people include a) Housing with Support (which covers retirement/sheltered housing), and b) Housing with Care (which includes enhanced sheltered and extra-care housing) (see boxed text below).²⁶

Housing with Support

Retirement/sheltered housing: A group of self-contained flats or bungalows reserved for people over the age of 55 or 60; some shared facilities such as residents' lounge, garden, guest suite, laundry; plus on-site supportive management. A regularly visiting scheme manager service may qualify the establishment as retirement/sheltered housing as long as s/he is available to all residents when on site. An on-call-only service does not qualify a scheme to be classified as retirement/sheltered housing. These developments are usually built for either owner occupation or for renting on secure tenancies.

Housing with Care

Enhanced sheltered housing: Sheltered housing with additional services to enable older people to retain their independence in their own home for as long as possible. Typically, there may be 24/7 staffing cover, at least one daily meal provided and there may be additional shared facilities. Also referred to as assisted living or very sheltered housing.

Extra care housing: Schemes where a service registered to provide personal or nursing care is available on site 24/7. Typically at least one daily meal is provided with additional shared facilities. Some schemes specialise in dementia care or may contain a dedicated dementia unit.

91. Between 1974 and 2015, the population aged 65 and over in England grew 47% and the population aged 75 and over grew by 89%.²⁷ 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.²⁸
92. Indeed, 76% of those in homes of three or more bedrooms wished to downsize, and this rose to 99% of those in homes of five or more bedrooms, with two bedrooms the preferred choice for both.²⁹ However, in spite of evidence of high demand, currently only 5% of elderly people's housing is made up of specialist homes,³⁰ with Demos suggesting that "the chronic undersupply of appropriate housing for older people is the UK's next housing crisis",³¹ and local authorities often "accused of reluctance to approve development plans for specialist housing...out of fear of increased care costs".³² Indeed, whilst many of those surveyed may consider moving, the percentage that ultimately does is likely to be relatively low, and many who do may move into general needs housing, for example bungalows for sale on the open market.
93. 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.³³ This situation reflects the significant constraints on the delivery of such housing in the market sector, as well as the improved health of older people today in comparison with previous generations.

²⁴ Paragraph: 017 Reference ID: 2a-017-20190220

²⁵ National Planning Policy Framework, Para 61

²⁶ Definitions used by the Elderly Accommodation Counsel (EAC)

²⁷ <http://researchbriefings.files.parliament.uk/documents/CBP-7423/CBP-7423.pdf>

²⁸ <https://www.demos.co.uk/files/TopoftheLadder-web.pdf?1378922386>

²⁹ Ibid.

³⁰ https://www.housinglin.org.uk/_assets/Resources/Housing/OtherOrganisation/for-future-living_Oct2014.pdf

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

³² <http://researchbriefings.files.parliament.uk/documents/CBP-7423/CBP-7423.pdf>

³³ 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

94. 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 NA so as to arrive at projections for future need for specialist housing provided with some level of care or other services.
95. The following section, after reviewing the baseline position as set out in the SHMA Part II, 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 NA, and census data relating to mobility limitations and overall health. These are then cross-referenced to rates of provision that have been recommended by the Housing Learning and Improvement Network (HLIN).
96. Clearly, this calculation represents an assumption, with the actual decision for an elderly person to enter specialist housing highly dependent on individual circumstances. As already noted, the actual proportion of elderly people that can be considered in need of specialist housing is affected both by overall levels of health as well as by individual lifestyle choices, given that the vast majority of elderly people currently choose to continue to live in their homes into their old age.
97. 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."³⁴ By understanding the tenure breakdown of specialist housing need, we are able to better understand the extent to which demand will be a factor in this market segment.

5.2 Lancaster SHMA Part II data

98. The Lancaster SHMA Part II states that the number of people across the Lancaster area aged 65 or over is projected to increase from 28,500 in 2017 to 37,000 by 2033 (29.8% increase) according to the ONS 2014-based population projections.
99. It further states that the 2017 Household Survey identifies the following key findings regarding older people in Lancaster:
- The majority of older people want to stay in their own accommodation with help and support when needed (67.4%) and 20.8% would consider buying a property on the open market;
 - 17.3% of older people would consider renting sheltered accommodation and 13.8% would consider renting Extra Care housing;
 - 13.9% would consider buying sheltered accommodation and 9.0% would consider buying Extra Care accommodation;
 - 9.6% of older households would like to move in the next five years and a further 3.5% would like to move but are unable to, over half (58.9%) because they cannot afford to;
 - Of those planning to move, 65.1% of older people are intending to downsize.
100. The SHMA goes on to state that "there is a need to continue to diversify the range of older persons' housing. In addition to meeting the needs of older people, this also has the potential to free-up larger family housing."
101. Other important findings from the SHMA that help to answer this RQ are as follows:
102. **The SHMA's Household Survey found that the majority of older people (68%) want to stay in their own homes with help and support when needed** (see SHMA Table 5.10), but that sheltered accommodation would be considered by 36% of respondents. Buying on the open market was considered by 21% of older people and extra care housing by around 26%. Finally, almost 11% of older households would consider co-housing.
103. **The SHMA reports that 65% of households with a head over 65 are planning to downsize** (i.e. move to a property with fewer bedrooms) This is shown by Table 5.12, which considers the future housing choices being considered by households with a head aged over 65 in terms of size preference (if planning to move in the next five years).

³⁴ <https://www.ageuk.org.uk/documents/EN-GB/Political/Age%20UK%20ID201813%20Housing%20Later%20Life%20Report%20-%20final.pdf?dtrk=true>

5.3 Housing LIN SHOP@ Data

104. The Housing LIN's SHOP@ tool³⁵ provides guidance which can be used to give an indication of the potential future demand for specialist provision for older people arising from Aldcliffe-with-Stodday's future population age structure.

105. Below are the SHOP@ recommendations, which are based on the needs only of those over 75.

Table 5-1: Housing LIN estimate of specialist housing need in Aldcliffe-with-Stodday to 2031

	Affordable	Market	Total
Housing with care (e.g. extra care)	2	2	4
Adaptations, sheltered, or retirement living	3	6	9
Total	5	8	13

Source: Housing LIN, AECOM calculations

5.4 Conclusions on the need for specialist housing

5.4.1 Conclusions on overall need

106. The evidence is clear from the SHMA and the Sub-National Population Projections that the population of both Lancaster City and Aldcliffe-with-Stodday will age significantly over the neighbourhood plan period. While evidence from a number of sources point to the fact that the majority of older people want to stay in their own accommodation with help and support when needed, equally, there is both a market and a need not just for downsizing generally but also for specialist housing for the elderly once they reach the age of 65 or older, and a need to continue to diversify the range of older people's housing.

107. The Housing Learning and Improvement Network (LIN) method that we use to model the need for specialist housing for the elderly arising from Aldcliffe-with Stodday to 2031 suggests a total need for 13 specialist housing dwellings. Our recommendation is therefore to make at least 13 dwellings available to service the needs of older and elderly people over the Plan period.

108. These 13 dwellings should be split approximately by tenure into 40% affordable and 60% market dwellings. These specialist dwellings would, based on the Housing LIN analysis, comprise 70% adaptations, retirement or sheltered housing and 30% housing with care.

109. The parish should then consider whether further evidence might support the need for further specialist dwellings for those whose day to day activities may be limited only a little, or whether Lifetime Homes-standard dwellings or adaptations to existing homes would be suitable to meet their needs.

110. Note that there is no obligation for these specialist dwellings all to be provided within the parish itself and clearly in the case of Aldcliffe-with-Stodday it would be less appropriate to do so as it has very limited pedestrian access to a range of services and facilities.

111. Rather, this specialist dwelling need should therefore to be provided in Lancaster itself, which will enable the elderly in need of specialist accommodation to live as close to the parish as possible, but with the city offering a much higher level of accessibility to services and facilities, which will help in the recruitment and retention of specialist care staff and enable economies of scale (e.g. a centralised dementia care unit or enhanced sheltered development serving an urban and dispersed rural population from a single location).

112. We note that the Government's recent consultation on housing need³⁶ asked specifically for, "suggestions on how to streamline the process for identifying housing need for individual groups", particularly in reference to older people. This demonstrates the relative difficulty in estimating the housing needs of elderly people, particularly given that there

³⁵ The toolkit is developed by Housing LIN, in association with the Elderly Accommodation Council and endorsed by the Department of Health, to identify potential demand for different types of specialist housing for older people and model future range of housing and care provision. It suggests that there should be around 250 units of specialist accommodation (other than registered care home places) per thousand people aged over 75 years.

³⁶ Planning for the Right Homes in the Right Places, available at https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/652888/Planning_for_Homes_Consultation_Document.pdf

may be significant variations in the existing provision of such housing, not least because it crosses a range of sectors including housing, health and social care, the responsibilities for which are devolved at different geographical scales.

5.4.2 Conclusions on types of specialist housing

113. Research undertaken by the Cambridge Centre for Housing and Planning Research (CCHPR) and the National House Building Council (NHBC) has shown that more than half of current homeowners are aged 55 or over, meaning that this group is extremely diverse and do not form a single market segment as such. The research overwhelmingly found that such people do not consider themselves to be 'old', and generally think of older people as being aged 85+. However, it was noted that the over-55s could be making up to 333,000 moves per annum and may also be up to 20% more likely to consider new build homes than younger buyers.³⁷
114. An important finding of the research was that the view of older people 'freeing up housing' for younger families by moving does not unfortunately always reflect actual evidence or older people's aspirations. Only 33% of over 55s moving actually bought smaller homes, and only 40% bought cheaper homes, with only 20% buying homes that were both smaller and cheaper. Indeed for many, 'downsizing' did not necessarily relate to a smaller number of bedrooms.
115. The research also found relatively little evidence of interest in specialist developments exclusively for over 55s: these were considered to be a very small niche market dominated by brand recognition, with buyers choosing a home based on previous knowledge of the provider. The conclusion was that in general the market for over 55s is not for specialist retirement housing, but rather for 3-5 bed properties of a high quality suitable for two person households, although it was noted that the lack of interest could be reflective to some extent of a lack of current supply.
116. Indeed, size was not the primary concern of households over 55, with some buying smaller properties with the same number of bedrooms, or vice versa for example. The CCHPR research showed that 80% of buyers in this age group bought detached houses, while 75% bought homes of three or more bedrooms. While 20% bought a two bedroom property, only 3% bought a one bedroom property, and slightly less than 20% bought a flat.
117. These findings have multiple implications, not least for the specialist developers targeting the older market, who should be mindful of the diverse aspirations of older people, many of whom wish to remain active and living in mixed communities.
118. Such people, who may have become used to accessing larger amounts of space and additional bedrooms for hobbies and for family to stay, are relatively unlikely to wish to downsize to one bedroom homes, unless these are provided in the context of care or other services or are specifically for single older people and provide a social environment.
119. Indeed, the NHBC's survey of older people moving into new properties suggested that 74% bought homes of three bedrooms or more, and 46% bought homes of four bedrooms or more. Whilst this did represent genuine downsizing in many cases, with the proportion in homes of 2 bedrooms or less nearly doubling from 13% to 24%, this was still a minority of homeowners.

³⁷ A moving experience. Lemond, K. Savills. 2014.

6. Conclusions and recommendations

6.1 Assessment conclusions

120. Table 6-1 below summarises factors affecting the type of housing needed in Aldcliffe-with-Stodday Parish, and the HNA recommendations.

Table 6-1: Summary of local factors specific to Aldcliffe-with-Stodday with a potential impact on neighbourhood plan housing characteristics

Factor	Evidence
Type and size	<p>The SHMA indicates that across the wider District, there is high demand for larger properties and that Lancaster South sub-area in particular is attractive to new buyers. This is backed up by IMD results, showing that it is one of the least economically deprived parts of the District.</p> <p>Census 2011 data on existing dwellings across the Parish shows the proportion of dwellings with 6 rooms or fewer is lower than the Lancaster average, and the proportion with seven rooms or more is significantly higher than average.</p> <p>Between the 2001 and 2011 Censuses, the number of smaller dwellings in the Parish declined and the number of larger dwellings increased. The Census also shows clear evidence of under-occupation, with smaller households than the District average, but a lack of corresponding smaller dwellings.</p> <p>Aldcliffe-with-Stodday's population will age over the plan period and modelling indicates an ideal dwelling size distribution for the parish in 2031, suggesting that significantly more dwellings of three bedrooms and fewer are needed and no further dwellings of four bedrooms or more, as follows:</p> <ul style="list-style-type: none"> • 17.5% one-bedroom homes; • 44% two-bedroom homes; and • 38.5% three bedroom homes. <p>In terms of dwelling type, the strong evidence of need for smaller dwellings is likely to translate more into terraced and semi-detached houses, as well as bungalows, than it will into detached properties.</p>
Specialist housing for older people	<p>The evidence is clear from the SHMA and the Government's Sub-National Population Projections that the population of both Lancaster City and Aldcliffe-with-Stodday will age significantly over the neighbourhood plan period. While evidence from a number of sources point to the fact that the majority of older people want to stay in their own accommodation with help and support when needed, equally, there is both a market and a need not just for downsizing generally but also for specialist housing for the elderly once they reach the age of 65 or older, and a need to continue to diversify the range of older people's housing.</p> <p>The Housing Learning and Improvement Network (LIN) method that we use to model the need for specialist housing for the elderly arising from Aldcliffe-with-Stodday to 2031 suggests a total need for 13 specialist housing dwellings. Our recommendation is therefore to make at least 13 dwellings available to service the needs of older and elderly people over the Plan period.</p> <p>These 13 dwellings should be split approximately by tenure into 40% affordable and 60% market dwellings. These specialist dwellings would, based on the Housing LIN analysis, comprise 70% adaptations, retirement or sheltered housing and 30% housing with care.</p> <p>This specialist dwelling need is likely to be provided in Lancaster rather than the parish itself, which will enable the elderly in need of specialist accommodation to live as close to the parish as possible, but with the city offering a much higher level of accessibility to services and facilities, which will help in the recruitment and retention of specialist care staff and enable economies of scale.</p>

6.2 Recommendations for next steps

121. This neighbourhood plan housing needs advice has aimed to provide Aldcliffe-with-Stodday Parish Council with evidence on housing trends from a range of sources. We recommend that the parish should, as a next step, discuss the contents and conclusions with LCC with a view to agreeing and formulating draft housing policies, in particular the appropriate approach to identifying the level of need for new housing in the NP area, bearing the following in mind:
- All Neighbourhood Planning Basic Conditions, but in particular Basic Condition A, that it has regard to national policies and advice contained in guidance issued by the Secretary of State; Condition D, that the making of the neighbourhood plan contributes to the achievement of sustainable development; and Condition E, which is the need for the neighbourhood plan to be in general conformity with the adopted strategic development plan;
 - the views of Lancaster City Council;
 - the views of local residents;
 - the views of other relevant local stakeholders, including housing developers; and
 - the numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by the City Council, including but not limited to the SHLAA; and
 - the recommendations and findings of this study.
122. Ongoing changes to the planning system (for example the recent revisions to the NPPF) will continue to affect housing policies at a local authority and, by extension, a neighbourhood level.
123. This advice note has been provided in good faith by AECOM consultants on the basis of housing data and national guidance current at the time of writing (alongside other relevant and available information).
124. Bearing this in mind, we recommend that the steering group should monitor carefully strategies and documents with an impact on housing policy produced by the City Council or any other relevant body and review the neighbourhood plan accordingly to ensure that general conformity is maintained.
125. At the same time, monitoring on-going demographic or other trends over the period in which the neighbourhood plan is being developed will help ensure the continued relevance and credibility of its policies.

Appendix A : Housing Needs Assessment Glossary

Adoption

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

Affordability³⁸

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

Affordability Ratio

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

Affordable Housing (NPPF Definition)/Intermediate Housing³⁹

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

Affordable rented housing

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

Annual Monitoring Report

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

Basic Conditions

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

³⁸ <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

³⁹ <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

Backlog need

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

Bedroom Standard⁴⁰

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 Order⁴¹

An Order made by neighbourhood plan bodies or community organisations under the Town and Country Planning Act 1990 that grants planning permission for a site-specific development proposal or classes of development.

Concealed Families (Census Definition)⁴²

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

Equity Loans/Shared Equity

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

Extra Care Housing⁴³

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

⁴⁰ <https://www.gov.uk/government/publications/english-housing-survey-2011-to-2012-headline-report>

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

⁴² http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp171776_350282.pdf

⁴³ <http://www.housingcare.org/jargon-extra-care-housing.aspx>

usually provided by on-site staff. Properties can be rented, owned or part owned/part rented. There is a limited (though increasing) amount of Extra Care Housing in most areas and most providers set eligibility criteria which prospective residents have to meet.

Fair Share

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

Habitable Rooms

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

Household Reference Person (HRP)

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

Housing Market Area (PPG Definition)⁴⁴

A housing market area is a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. It might be the case that housing market areas overlap.

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

Housing Needs

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

Housing Needs Assessment

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

Housing Products

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

Housing Size (Census Definition)

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

Housing Type (Census Definition)

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

⁴⁴ <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

Housing Tenure (Census Definition)

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

Income Threshold

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

Intercensal Period 2001-2011

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

Intermediate Housing

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

Life Stage modelling

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

Life-time Homes

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

Life-time Neighbourhoods

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

Local Development Order

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

Local Enterprise Partnership

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

Local Planning Authority

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

Local Plan

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

Lower Quartile

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

Lower Quartile Affordability Ratio

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

Market Housing (PPG Definition)

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

Mean (Average)

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

Median

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

Median Affordability Ratio

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

Mortgage Ratio

The mortgage ratio is the ratio of mortgage value to income which is typically deemed acceptable by banks. Approximately 75% of all mortgage lending ratios fell below 4 in recent years⁴⁵, 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).

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

⁴⁵ <https://www.which.co.uk/news/2017/08/how-your-income-affects-your-mortgage-chances/>

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 one agreed definition of overcrowding, however, utilising the Government's bedroom standard, overcrowding is deemed to be in households where there is more than one person in the household per room (excluding kitchens, bathrooms, halls and storage areas). As such, a home with one bedroom and one living room and one kitchen would be deemed overcrowded if three adults were living there.

Planning Condition

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

Planning Obligation

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

Purchase Threshold

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

Proportionate and Robust Evidence (PPG Definition)

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

Private Rented

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

Rural Exception Sites

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

Shared Ownership

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

Sheltered Housing⁴⁶

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

⁴⁶ <http://www.housingcare.org/jargon-sheltered-housing.aspx>

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 (NPPF Definition)

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

Strategic Housing Market Assessment (NPPF Definition)

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

Specialist Housing for the Elderly

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

Social Rented Housing

Social rented housing is owned by local authorities and private registered providers (as defined in Section 80 of the Housing and Regeneration Act 2008.) for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with Homes England.⁴⁷

⁴⁷ <http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing>

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