

AECOM Town Planning

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Submitted to
Teversal, Stanton Hill and
Skegby Neighbourhood Forum

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Housing Needs Assessment

Teversal, Stanton Hill and Skegby Neighbourhood Forum

September 2015
Draft Report

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Executive Summary

The 2011 Localism Act introduced neighbourhood planning, allowing parishes or neighbourhood forums across England to develop and adopt legally binding development plans for their neighbourhood area. As more and more parishes and forums seek to address housing growth, including tenure and type of new housing, it has become evident that developing policies need to be underpinned by robust, objectively assessed data.

In the words of the National Planning Practice Guidance (NPPG), establishing future need for housing is not an exact science, and no single approach will provide a definitive answer. The process involves making balanced judgements, as well as gathering numbers and facts.

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

This housing need advice note has been prepared for Teversal, Stanton Hill and Skegby Neighbourhood Forum in Ashfield.

To inform the quantum of housing required in the neighbourhood plan area, we have calculated a range of four possible housing projections over the proposed Neighbourhood Plan period¹ based on:

- A figure derived from the draft Nottingham Outer Strategic Housing Market Assessment from 2013 to 2033 (which gives a total of 1100 dwellings)
- The Government's 2012-based household projections, extrapolated to Teversal, translated from households to dwellings, and rebased to actual 2014 population (which gives 654 dwellings)
- A projection forward of (gross) dwelling completion rates 2001-2011 (which gives 300 dwellings)
- A projection forward of (gross) dwelling completion rates 2011-2015 (which gives 420 dwellings) and

Each of these sources can help planners understand how the parish housing need translates into a numerical range of dwellings to be planned for.

A range of factors relevant to Teversal, Stanton Hill and Skegby derived from a range of other demographic and economic sources can then be applied to this range to move the recommended figure of housing need up or down. We have summarised these factors in our concluding chapter.

Our approach is to provide advice on the housing required based on need and/or demand rather than supply. This is in line with the NPPG, which states that 'the assessment of development needs

¹ The plan period for the emerging Local Plan has not yet been specified. As such, this housing needs advice has assumed a standard 20-year plan period from 2011 to 2031, with the advantage that 2011 marks not only the publication of the most recent SHMA but also the most recent census. Any dwellings completed in the neighbourhood plan area since 2011 will therefore count towards the neighbourhood plan target.

should be an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints.'

For this reason, we advise that the conclusions of this report should be assessed against available spatial capacity (including, for example, factors such as secondary education, transport infrastructure, landscape constraints, flood risk and so on) as a separate and follow-on study².

Based on the data summarised on the quantity of dwellings required and the market factors affecting those quantities, AECOM recommends that housing need for Teversal, Stanton Hill and Skegby in the period 2011-2031 is in the range of **500-550** net additional dwellings, or 25-27 dwellings per year over the plan period.

The reasons for our assessment are as follows:

- The unconstrained forward projection of the Nottingham Outer SHMA of 1,100 dwellings is considered too high for the purposes of this neighbourhood plan-level assessment. This does not mean that the SHMA is incorrect, rather that on the basis of the evidence we have reviewed, the SHMA assessment of Sutton and Kirkby-in-Ashfield's housing need is highly unlikely to be evenly spread across the area. Evidence from the Census on dwelling completion rates and an ageing population, alongside evidence from W. A. Barnes and the SEP, suggest that the demand assessed by the SHMA will be met to a greater extent in those parts of Sutton and Kirkby outside the neighbourhood plan area. As such, we consider that a discount of around 50% on the indicative SHMA-based projection of 1,100 units is justified to reflect the likely uneven spread of demand across the towns. This gives a discounted SHMA-based projection of 550.
- Likewise, for the same reasons, the DCLG Household Projections figure is considered higher than the actual plan area demand figure because it also assumes even growth across Ashfield, whereas our data, as summarised above, suggests the plan area will grow at a rate lower than the Ashfield average- for example, evidence on house prices from the SHMA suggest higher rates of growth in more southern parts of the district, such as Hucknall, most likely driven by jobs growth in Nottingham. This suggests a final assessment of demand that is lower than 654.
- Projections forward of dwelling completions are significantly lower than the SHMA-based projection (both discounted and undiscounted) as they are a reflection of supply as well as demand, whereas the SHMA-based projection represents demand only. As such, the recommended final need figure, which should be unconstrained by considerations of supply, is likely to be higher than both. This is further justified by the apparent increase in rates of housing delivery post-2011, which indicates a small increase in demand from the 2001-2011 period. Therefore, the final need figure should be higher than 420.
- Table 22 in our conclusions section indicates that demand constraints are considered slightly to outweigh demand drivers. However, a significant component of the demand that does exist is related to the large and growing elderly population, and data reviewed in the main report suggests that over-75s alone could generate a need for 393 specialist units, which is in addition to the smaller units suitable for independent elderly living that are needed. Although it is unlikely that all of the 393 could or should

² Such an approach, clearly separating housing need assessment from dwelling capacity assessment, was recently endorsed by the Government for calculating housing need at local authority level in the ministerial statement and press release 'Councils must protect our precious green belt land' (DCLG, 4 October 2014, available at <https://www.gov.uk/government/news/councils-must-protect-our-precious-green-belt-land>)

be provided within the plan area boundary, this is still a large number and there will be a significant degree of overlap between the 393 and the dwelling target selected, which acts to raise the dwelling target range.

- Providing a proportion of homes for older people (whether for independent living or assisted accommodation) will in turn free up larger dwellings that have the potential to attract a younger population profile looking for family accommodation in an affordable location. Our economic analysis suggests that notwithstanding the fact that local demand for these kinds of unit could be relatively higher outside the neighbourhood plan area boundaries, demand from economically active people and/or commuters could nevertheless form a proportion of future demand.

The balance of drivers and constraints within the above factors is considered to drive demand lower than the midpoint average of all projections which is 618 dwellings. As such, the midpoint of the average including the 50% discounted SHMA-based projection is considered better to reflect the local demand constraints, and equates to 481 dwellings. However, it is considered that the high level of need generated by the over-75 population will act to increase need over this midpoint. Therefore, we consider that a range of 500-550 dwellings is a reasonable and justifiable estimate of housing need in Teversal, Stanton Hill and Skegby over the neighbourhood plan period.

Note that the 86 dwellings completed in the plan area since 2011 count towards the dwelling total, meaning the outstanding range of dwellings needed as of 2015 drops to 414-464 dwellings. As the SHLAA indicates a current capacity for 904 dwellings, it should be relatively straightforward for this range of outstanding need to be accommodated.

Table 23 in our conclusions section summarises the data we have gathered with a potential impact on the characteristics of the housing needed in the neighbourhood. Factors are in alphabetical but no other order.

Table 23: Summary of local factors specific to Teversal, Stanton Hill and Skegby with a potential impact on neighbourhood plan housing characteristics

| Factor | Source(s) (see Chapter 3) | Possible impact on housing needed | Conclusion |
|---------------------------|------------------------------|---|--|
| Affordable housing | SHMA, Census, Ashfield Homes | <p>The SHMA indicated that for affordable housing there is a shortage of 2 bedroom flats and houses, and there is a general shortage of affordable housing for households less than 65 years of age. There is also a shortage of specialist housing for applicants with learning difficulties and those with physical disability.</p> <p>The Census states that levels of social housing are low and declining.</p> | <p>Ashfield's existing target for affordable housing, though possibly in need of updating should result in adequate provision across the neighbourhood plan area; therefore, as noted previously, there is no specific affordable housing policy required in Neighbourhood Plan.</p> <p>Nevertheless, a quantum of affordable housing is likely to be needed, especially smaller sized housing, given the existing low supply,</p> |

| Factor | Source(s) (see Chapter 3) | Possible impact on housing needed | Conclusion |
|--|--|--|--|
| Demand/need for smaller dwellings | SHMA, Census, Neighbourhood Forum Consultation | <p>Census shows an increase in single family households of 65 and over, larger than the Ashfield average and the England decline. This could indicate a greater need for 1 to 2 bedroom dwellings for the elderly population.</p> <p>SHMA noted high demand for smaller dwellings at nearby Phoenix Place development. It also shows that the majority of affordable need (72.2%) continues to be for 1-2 bed units.</p> <p>The Census also notes that although there is a low level of single person households, the proportion is increasing.</p> | <p>Provide within range of new dwelling sizes more small dwellings (1-2 bedrooms) for those in affordable need, and/or older people wishing to downsize from under-occupied larger dwellings.</p> <p>This will in turn free up family-sized dwellings that are currently under-occupied and that can be occupied by the proportion of the market needing larger dwellings, including families.</p> <p>Based on the Census and Neighbourhood Forum consultation, the smaller dwellings should be bungalows or houses rather than flats.</p> |
| Housing type | Census, SHMA, Neighbourhood Forum Consultation, home.co.uk | <p>Census shows that dwellings in the neighbourhood plan area are predominately semi-detached or detached houses, with very few flats, especially compared to the local and national averages.</p> <p>SHMA states that there is demand for semi-detached houses and for bungalows. It recommends a continued focus on 2-3 bedroom units, indicating that terraced and semi-detached homes will continue to be built.</p> <p>The majority of residents, according to the survey, felt that the area needs more detached housing, followed by semi-detached and bungalows.</p> | <p>New detached and semi-detached housing (including bungalows) would be in keeping with existing house types.</p> <p>However, with the clear need for many of the new dwellings needed to be smaller than the existing stock, this would also indicate a demand for smaller, terraced properties.</p> <p>This would in turn allow for a greater housing mix and a younger/more balanced population.</p> |

| Factor | Source(s) (see Chapter 3) | Possible impact on housing needed | Conclusion |
|--|--|---|---|
| Increase in older person households | SHMA, Neighbourhood Forum Consultation, Census, SNPP | <p>Evidence from Census (increasing numbers of older people, and homes becoming less crowded) demonstrate an ageing population.</p> <p>Some 'downsizing' of older households from larger to smaller units could free up larger units for families, for which there appears to be a demand. The SHMA also indicates a demand for medium sized properties (2- and 3- bed) for older households downsizing.</p> <p>The majority of residents, according to the survey, felt that the needs of the ageing population need to be met to a greater extent. The census and Housing LIN back this up.</p> | <p>Provide range of dwelling sizes, including smaller dwellings (1-2 bedrooms) suitable for older people.</p> <p>A policy supporting downsizing for households currently under-occupying larger properties, though aspirational, could at least be a useful statement of intent.</p> <p>Monitor downsizing as it takes place- the more that happens, the lower the remaining need for new family-sized/larger dwellings.</p> |
| Need for larger/family households | SHMA, Census, Neighbourhood Forum Consultation | <p>The SHMA notes a need across Outer Nottingham for larger homes for incomers, though as noted previously, this applies less to the neighbourhood plan area. However, there is an evidenced need for some larger affordable units.</p> <p>The Census indicates an upward trend for 7 and 8 room or more houses within the Neighbourhood Plan Area. This increase in rooms per household may be driven by incoming families. However the area still has a smaller than average household size.</p> <p>The Neighbourhood Forum Consultation indicated a local aspiration for more homes for young adults, which would potentially be family-sized units.</p> <p>Working from home is often a key driver of larger households, but is not considered a significant driver at Teversal, Stanton Hill and Skegby.</p> | <p>Census indicates families have decreased in number in the ward, and the neighbourhood forum may wish to consider if this is a sector of the population they would like to attract back, potentially through freeing up larger, under-occupied units through downsizing of the older households currently occupying them.</p> <p>If so, this would reduce the number of new family-sized dwellings needing to be provided, but increase the number of smaller dwellings needed.</p> |

| Factor | Source(s) (see Chapter 3) | Possible impact on housing needed | Conclusion |
|--|---------------------------|---|--|
| <p>Need/lack of need for specialist housing for the elderly</p> | <p>SHMA, SNPP</p> | <p>The proportion of the neighbourhood plan area residents whose day-to-day activities are limited a lot is the same as Ashfield's average and but higher than the England average, relating to the relatively older population. The proportion with day-to-day activities limited a little is slightly higher than the local and national average.</p> <p>This indicates that in terms of housing for the elderly, specialist care home places are likely to be required alongside semi-independent provision such as sheltered or warden-assisted housing.</p> <p>The Housing LIN indicates that 393 units will be required for people over 75 by 2031, although not all of this needs to be or should be provided within the plan area boundary.</p> | <p>Policy supporting provision of specialist housing for over-75s could help to meet identified need within the plan area boundaries. However, as it is important for specialist housing for older people to be in close proximity to services and facilities, some of the need could be better met closer to Sutton town centre (i.e. outside the plan area); as such, it is recommended that the group highlight this finding to Ashfield Council.</p> |

1 Introduction

Housing Needs Assessment in Neighbourhood Planning

1. The 2011 Localism Act introduced Neighbourhood Planning, allowing parishes or neighbourhood forums across England to develop and adopt legally binding development plans for their neighbourhood area.
2. As more and more parishes and forums seek to address housing growth, including tenure and type of new housing, it has become evident that developing policies need to be underpinned by robust, objectively assessed housing data.
3. In the words of the National Planning Practice Guidance (NPPG), establishing future need for housing is not an exact science, and no single approach will provide a definitive answer. The process involves making balanced judgements, as well as gathering numbers and facts. At a neighbourhood planning level, one important consideration is determining the extent to which the neighbourhood diverges from the local authority average, reflecting the fact that a single town or neighbourhood almost never constitutes a housing market on its own and must therefore be assessed in its wider context.
4. The guidance quoted above on housing needs assessment is primarily aimed at local planning authorities preparing Strategic Housing Market Assessments (SHMAs), which are used to determine housing need at a local authority level. However, it helpfully states that those preparing neighbourhood plans can use the guidance to identify specific local needs that may be relevant to a neighbourhood, but that any assessment at such a local level should be proportionate.
5. Our brief was to advise on data at this more local level to help Teversal, Stanton Hill and Skegby Neighbourhood Forum understand, among other matters, the type, tenure and quantity of housing needed to inform neighbourhood plan policies.

Local Study Context

6. Teversal, Stanton Hill and Skegby are villages north of Sutton-in-Ashfield in Nottinghamshire. Teversal is a smaller, more rural village to the north, whereas Stanton Hill and Skegby are larger settlements closer to (but separated from) the town of Sutton-in-Ashfield. The local authority is Ashfield District Council.
7. All three settlements are away from the strategic road network. Although the M1 runs only a mile east of the villages, it can only be accessed indirectly via Junctions 28 (south of Sutton) and Junction 29 around 3 miles to the north. The closest railway station is Sutton Parkway, but this is on the other side (i.e. south of) Sutton-in-Ashfield.
8. The neighbourhood is considered for planning purposes part of the Nottingham Outer Housing Market Area. The Neighbourhood Plan area is not contiguous with any ward boundary, and for this reason we have used National Statistics divisions in this report when gathering data on the area. The statistical divisions we have used are known as Middle Super Output Areas (MSOAs) and the two MSOAs we have used are known as Ashfield 001 and Ashfield 002, as these correspond most closely to the Neighbourhood Plan area. Although they are not an exact match to the boundaries, they are the closest possible for statistical purposes.

2 Approach

NPPG-based assessment

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

Summary of methodology

11. The neighbourhood forum has stated they are interested in the types of dwelling required as well as the quantity. In order to answer this question, we have gathered a wide range of local evidence and summarised it into policy recommendations designed to inform decisions on the characteristics of the housing required.

12. To inform the quantum of housing required, we have calculated a range of four possible housing projections for the area over the proposed Neighbourhood Plan period³ based on:

- Adopted and emerging Ashfield District housing policy and evidence;
- 2012-based Government household projections (released in February 2015); and
- Two projections forward of recent dwelling completions in the area;

Each of these sources can help planners understand how the neighbourhood housing need translates into a numerical range of dwellings to be planned for.

13. A range of factors relevant to the plan area derived from a range of other demographic and economic sources can then be applied to this range to move the recommended figure of housing need up or down. We have summarised these factors in our concluding chapter.

14. Note that the neighbourhood plan period has not yet been officially determined. However, in order to provide a meaningful estimate of housing need over a given period, it is important to define that period. Neighbourhood plans, where possible, should always be aligned with the relevant local plan. In the case of Ashfield, however, there is no adopted local plan.

15. Given these circumstances, and given that much of the data interrogated by this report dates from the Census 2011, we have made an assumption that the most logical neighbourhood plan period would be the twenty years between 2011 and 2031.

16. Therefore, all estimates of housing need in this report cover the period 2011 to 2031, and as such all housing completions and permissions since 2011 can count towards the neighbourhood plan target.

Gathering and using a range of data

17. The NPPG states that:

'no single source of information on needs will be comprehensive in identifying the appropriate assessment area; careful consideration should be given to the appropriateness of each source of information and how they relate to one another. For example, for housing, where there are

³ Throughout this report, we have assumed that the Neighbourhood Plan will cover the period 2011-2031, as explained in paragraphs 14-16 above.

issues of affordability or low demand, house price or rental level analyses will be particularly important in identifying the assessment area. Where there are relatively high or volatile rates of household movement, migration data will be particularly important. Plan makers will need to consider the usefulness of each source of information and approach for their purposes’.

18. It continues: *‘Plan makers should avoid expending significant resources on primary research (information that is collected through surveys, focus groups or interviews etc. and analysed to produce a new set of findings) as this will in many cases be a disproportionate way of establishing an evidence base. They should instead look to rely predominantly on secondary data (e.g. Census, national surveys) to inform their assessment which are identified within the guidance’.*
19. Compared with the 2001 Census, the 2011 Census gathered data in a number of new categories and across a range of geographies that are highly relevant to planning at the neighbourhood level and helpful if an NPPG-based approach is being used.
20. Like much of the data forming the housing policy evidence base, the Census information is quantitative. However, at a local level, qualitative and anecdotal data, if used judiciously, also has an important role to play, to a perhaps greater extent than at local authority level. We have gathered data from as wide a range of sources as practicable in order to ensure robustness of conclusions and recommendations arising from the analysis of that data. Our conversation with local estate agent W. A. Barnes helped ensure our conclusions were informed by a qualitative, local perspective.

Focus on demand rather than supply

21. Our approach is to provide advice on the housing required based on need and/or demand rather than supply. This is in line with the NPPG, which states that *‘the assessment of development needs should be an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints.’*
22. For this reason, we advise that the conclusions of this report should be assessed against available capacity (including, for example, factors such as transport infrastructure, landscape constraints, flood risk and so on) as a separate and follow-on study⁴.

Study objectives

23. The objectives of this report can be summarised as:
- Collation of a range of data with relevance to housing need in Teversal, Stanton Hill and Skegby relative to Ashfield and the wider area as a whole;
 - Analysis of that data to determine patterns of housing demand;
 - Setting out recommendations based on our data analysis that can be used to inform the Neighbourhood Plan’s housing policies.
24. The remainder of this report is structured around the objectives set out above:
- Chapter 3 sets out the data gathered from all sources; and

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

- Chapter 4 sets out our conclusions and recommendations based on our data analysis that can be used to inform the Neighbourhood Plan's housing policies.

3 Relevant Data

Local planning context

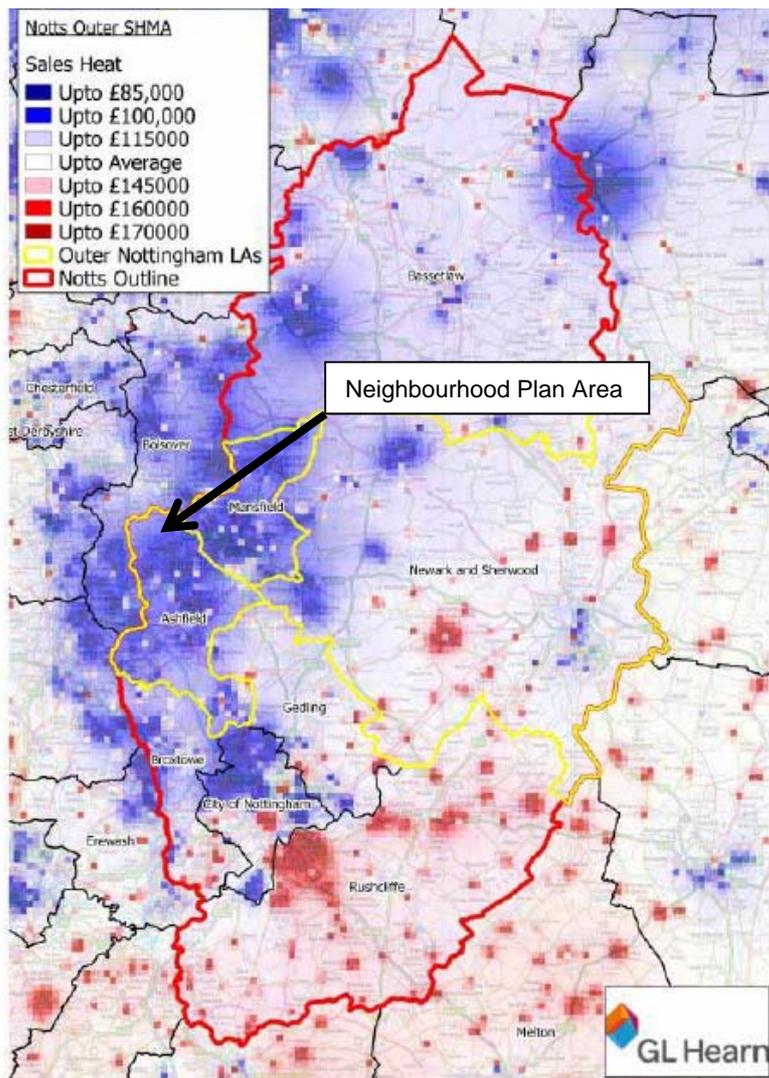
Draft Nottingham Outer Strategic Housing Market Assessment (GL Hearn, 2014)

25. The NPPG states that neighbourhood planners can refer to existing needs assessment prepared by the local planning authority as a starting point. As Teversal, Stanton Hill and Skegby are located within the Nottingham Outer Housing Market Area, we therefore turned to the draft Strategic Housing Market Assessment (2014, henceforth SHMA)⁵ which covers the housing market area and informs housing policies at a local authority level, including affordable housing policy⁶.
26. The SHMA draws upon a range of statistics including population projections, housing market transactions and employment scenarios to recommend an objectively-assessed housing need for the Nottingham Outer market. As such, it contains a number of points of relevance when determining the degree to which the housing needs context of the three Neighbourhood Plan villages differs from the authority-wide picture.
27. The analysis commences with an appreciation of the baseline factors driving the local housing market. **Figure 1** below replicates SHMA Figure 12 and shows the average semi-detached and terraced house price in 2013-4, with the location of the neighbourhood plan area shown.

⁵ Available online at http://www.ashfield-dc.gov.uk/media/1188450/nottingham_outer_shma_2014.pdf

⁶ Here and throughout this report, we have defined affordable housing according **only** to the standard definition found in Annex 2 of the National Planning Policy Framework (NPPF), namely: 'Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market.' We have avoided the definition of affordable housing in its colloquial sense of 'relatively cheaper market housing'.

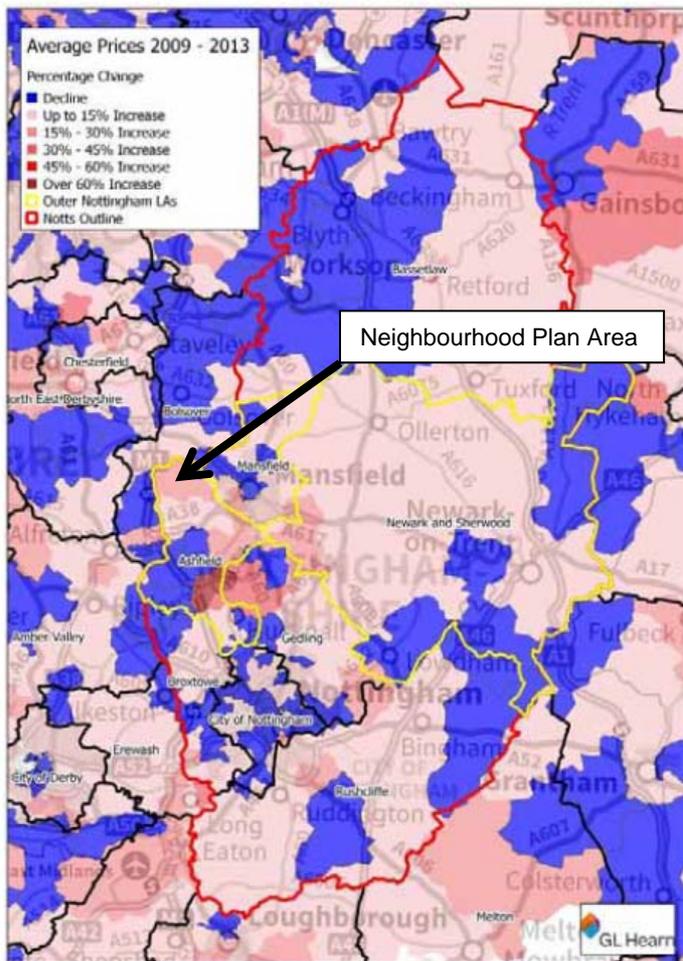
Figure 1: Average semi-detached and terraced house prices (2013-4)



Source: Nottingham Outer SHMA, GL Hearn (2015)

- 28. **Figure 1** shows that the neighbourhood plan area is centrally located within an area of lower than average house prices. This indicates that housing demand is relatively constrained in Teversal, Stanton Hill and Skegby.
- 29. **Figure 2** below replicates SHMA Figure 13 and shows average house price change by postal sector. This shows that though low, house prices in the neighbourhood have increased by 15-30% during the recovery from recession, a faster rise than Sutton in Ashfield to the south and contrasting with declines in Mansfield to the east and in Tibshelf to the west.

Figure 2: Change in average house price, 2009-2013



Source: Nottingham Outer SHMA, GL Hearn (2015)

30. Elsewhere in the SHMA, Ashfield District was divided into three sub-areas for purposes of more detailed analysis. These are Sutton and Kirkby-in Ashfield (the sub-area in which the neighbourhood is located), Hucknall, and Villages (the cluster of villages to the west of the M1, including Jacksdale, Selston and Underwood).
31. The SHMA includes data from local estate agents on what they see as the main features of the Ashfield housing market, which is relevant for our purposes. Agents stressed that the location of Sutton and Kirkby-in Ashfield was a housing market driver. Households can take advantage of low house prices and easy access to employment and leisure activities in Nottingham. There is easy access to the M1 (Junctions 27 and 28) and rail access to Nottingham using the Robin Hood (railway) Line.
32. All agents felt that the district's housing market was relatively self-contained with households tending to move within the district. Sutton in Ashfield re-sale agents told the SHMA authors that 80% of local sales were to local residents.
33. Furthermore, agents in both Sutton and Kirkby stated that incomers were mostly relocating for employment, choosing Ashfield because of its low prices and location. Some incomers were long distance re-locators.
34. Sutton in Ashfield re-sale agents further stated that prices are within reach of most working households who have a deposit and a good credit rating. Terraced housing is available for as little as £50,000, but this is avoided by many first time buyers and investors as the cost of

bringing them up to standard is high. There is competition between investors at the £80,000 point as a good quality semi-detached house can be found for this price. However, agents state there is a shortage of mid-price bungalows in the area.

35. They have many enquiries from older households and those with disabilities, but there is very little turnover of the bungalow stock. Agents in both Sutton and Kirkby stressed that there was little upward pressure on prices. Sellers would hold out for higher asking prices after hearing about price increases elsewhere in the country but the reality was that they would rarely sell.
36. Turning to recent developments close to the neighbourhood plan area, Phoenix Place on the north side of Sutton in Ashfield is being developed by a regional house builder, with the agent stating that 99% of sales have been to local households. The agent believed that this was because earlier phases were smaller, less expensive homes, in tune with local demand. Future phases would be larger homes but still costing under £175,000 and the agent believed that a higher proportion of sales would be to incomers.
37. The SHMA also discussed the affordable housing market, which entailed gathering data from Ashfield Council. The Council highlighted that the most critical shortage of re-lets was for 2 bedroom flats and houses, and that there is a general shortage of housing for households under 65 years of age. There was also a shortage of specialist housing for applicants with learning difficulties and those with physical disability especially for wheelchair for standard housing. The only hard to let dwellings are studio flats in sheltered housing.
38. Registered social housing providers were also asked to comment on some of the issues raised above. Officers stated that the location of the housing was not the main consideration; more important was ensuring that homes would be in demand and were within easy reach of essential services for tenants. These were seen as the pre-requisite for sustainable new build.
39. At a stakeholder conference in December 2014 held with the aim of further informing SHMA preparation, registered providers and other stakeholders enlarged on this. They drew attention to the reluctance of some registered providers to accept small units of affordable housing in rural locations. There was also some discussion about accepting financial contributions instead of built units when this was the case. Additionally, the local shortage of two bedroom homes within the affordable sector was noted.

Sub-area projections

40. The projections presented in the SHMA show housing needs for the whole of the Outer Nottingham HMA and the individual local authorities within it, including Ashfield. However, smaller area projections have also been developed for the three sub-areas in Ashfield. This indicates that Sutton and Kirkby between them have a housing need of 299 units per year between 2013 and 2033, as illustrated in **Table 1** below, which is an extract from SHMA Table 22.

Table 1: Overall housing need by Ashfield sub-area, 2013-2033

| Area | Per annum | 2013-33 | % in area |
|-----------------|------------|--------------|---------------|
| Hucknall | 144 | 2,886 | 30.8% |
| Villages | 25 | 502 | 5.4% |
| S/K-in-Ashfield | 299 | 5,985 | 63.8% |
| Ashfield | 469 | 9,373 | 100.0% |

Source: Nottingham Outer SHMA, GL Hearn (2015)

41. Having established the baseline and the emerging picture of housing need based on population projections, the SHMA, in line with standard housing need methodology, then goes on to look at market factors that may increase or decrease the overall housing need presented in **Table 1** above.
42. The SHMA states firstly that that the outputs from economic based projections of growth in the Nottingham Outer housing market area and for Ashfield itself are generally lower than the numbers arising from demographic projections (notably when considering longer-term migration trends) and this indicates that there is no evidence of a need to increase housing provision to ensure economic growth.
43. The SHMA does, however, conclude that there could be some merit in increasing overall housing provision to improve affordability in the HMA but the justification for this is inconsistent. However, where there is a need to provide more affordable homes then the additional supply would also improve affordability (i.e. the affordability of market housing as well).
44. Turning to house prices as the next market factor to assess, the SHMA notes that house prices in the Outer Nottingham area are below the national average and in Mansfield and Ashfield also below the county average. Prices increased notably, and affordability deteriorated between 2001-8, as was the case nationally. However dynamics since 2008 have been very different. House prices have been stable in Ashfield, even though they have fallen in Mansfield and Newark and Sherwood.
45. Rents in Outer Nottingham are about average compared the wider region. Although rents have grown since 2011, this has been below inflation. The lower quartile house price to income ratio⁷ is below the regional and national average in Ashfield. It has been fairly stable over the last decade, although over the longer term there has been a notable increase.
46. Housing delivery has fallen since 2008, as is the case across the region and nationally. The evidence points to this being a function of effective demand and market circumstances. Market conditions, however, improved in 2014 and the SHMA expects that completions will begin to pick-up. Sales volumes for market homes, however, remain notably below pre-recession levels.
47. Looking at wider evidence, there are some signs of affordability pressures, with the evidence suggesting that over the 2001-11 period the number of people renting increased, as did house sharing and levels of overcrowding. The evidence however is inconsistent and provides only a modest case for considering an adjustment to housing provision relative to the demographic-led projections. The implications of this for the neighbourhood plan area are shown in **Table 2** below, which is an extract of SHMA Table 49.

⁷ This is a standard measure of housing affordability, as it tests the ratio between lower quartile house prices (i.e. the cheapest 25% of the housing market) and lower quartile incomes (i.e. the lowest 25% of pay packets).

Table 2: Estimated level of affordable housing need per annum by Ashfield sub-area

| Area | Current need | Newly forming households | Existing households falling into need | Total Need | Supply | Net Need |
|-----------------|--------------|--------------------------|---------------------------------------|------------|------------|------------|
| Hucknall | 8 | 139 | 63 | 211 | 133 | 78 |
| Villages | 2 | 42 | 18 | 62 | 39 | 23 |
| S/K-in-Ashfield | 20 | 330 | 175 | 525 | 359 | 166 |
| Ashfield | 30 | 512 | 257 | 798 | 531 | 267 |

Source: Nottingham Outer SHMA, GL Hearn (2015)

48. The SHMA also provides tables breaking down estimated dwelling requirement by number of bedrooms (Tables 58 and 59, for market and affordable housing respectively). Extracts from these tables appear in **Tables 3** and **4** below.

Table 3: Estimated market sector dwelling requirement in Ashfield by number of bedrooms (2013-2033)

| Local authority | | 1 bedroom | 2 bedrooms | 3 bedrooms | 4+ bedrooms | Total |
|-----------------|-----|-----------|------------|------------|-------------|--------|
| Ashfield | No. | 318 | 2,478 | 3,694 | 539 | 7,030 |
| | % | 4.5% | 35.2% | 52.6% | 7.7% | 100.0% |

Source: Nottingham Outer SHMA, GL Hearn (2015)

Table 4: Estimated affordable sector dwelling requirement in Ashfield by number of bedrooms (2013-2033)

| LA | | 1 bedroom | 2 bedrooms | 3 bedrooms | 4+ bedrooms | Total |
|----------|-----|-----------|------------|------------|-------------|--------|
| Ashfield | No. | 870 | 823 | 615 | 35 | 2,343 |
| | % | 37.1% | 35.1% | 26.3% | 1.5% | 100.0% |

Source: Nottingham Outer SHMA, GL Hearn (2015)

49. The SHMA summarises the results of **Table 3** above by stating that the focus of new market housing provision will be on two- and three-bed properties. Continued demand for family housing can be expected from newly forming households. There may also be some demand for medium-sized properties (2- and 3-beds) from older households downsizing and looking to release equity in existing homes, but still to retain flexibility for friends and family to come and stay. There is however likely to be a notable level of continued need for larger family properties arising from existing growing households and those migrating into the District.

50. In terms of housing for older people, the SHMA projects an increase of 13.7% in the over-65 population in Ashfield between 2013 and 2033, which slightly exceeds the England average increase over the same period of 13.3%. This leads the SHMA to conclude that Ashfield has a net need of around 1,411 specialist housing units for older people over the same period, although the SHMA indicates that this is a proportion of rather than additional to overall housing need.

51. Alongside these 1,411 specialist units, which would be aimed at meeting the need for independent living, the SHMA concludes that there is also a net need in Ashfield over the period 2013 to 2033 for 237 residential care spaces. These are provided in the C2 use class

(residential institutions) rather than the C3 use class (dwelling houses) and as such are considered additional to overall housing need.

52. The SHMA conclusions section states that, based on the market signals analysis (see paragraph 43 above) all other things being equal, an uplift of around 36 homes per annum to the emerging need figure across the Outer Nottingham area would support an improvement in affordability (and provide additional affordable housing) and household formation rates amongst younger households. For Ashfield, this equates to an uplift of 2.5%, raising the recommended District-wide overall need to 480 dwellings per annum. In the SHMA conclusions, this overall need is considered to equate to a need for **306 dwellings** per annum in the Sutton and Kirkby-in-Ashfield sub-area of the District.

53. The SHMA justifies the uplift in the following terms:

'House prices have increased over the last decade, as has affordability. Lower quartile affordability is now 4.8 times lower quartile earnings. In comparison to national trends, however, this is fairly modest. Rental costs in [Ashfield] are lower than those elsewhere in [Outer Nottingham].

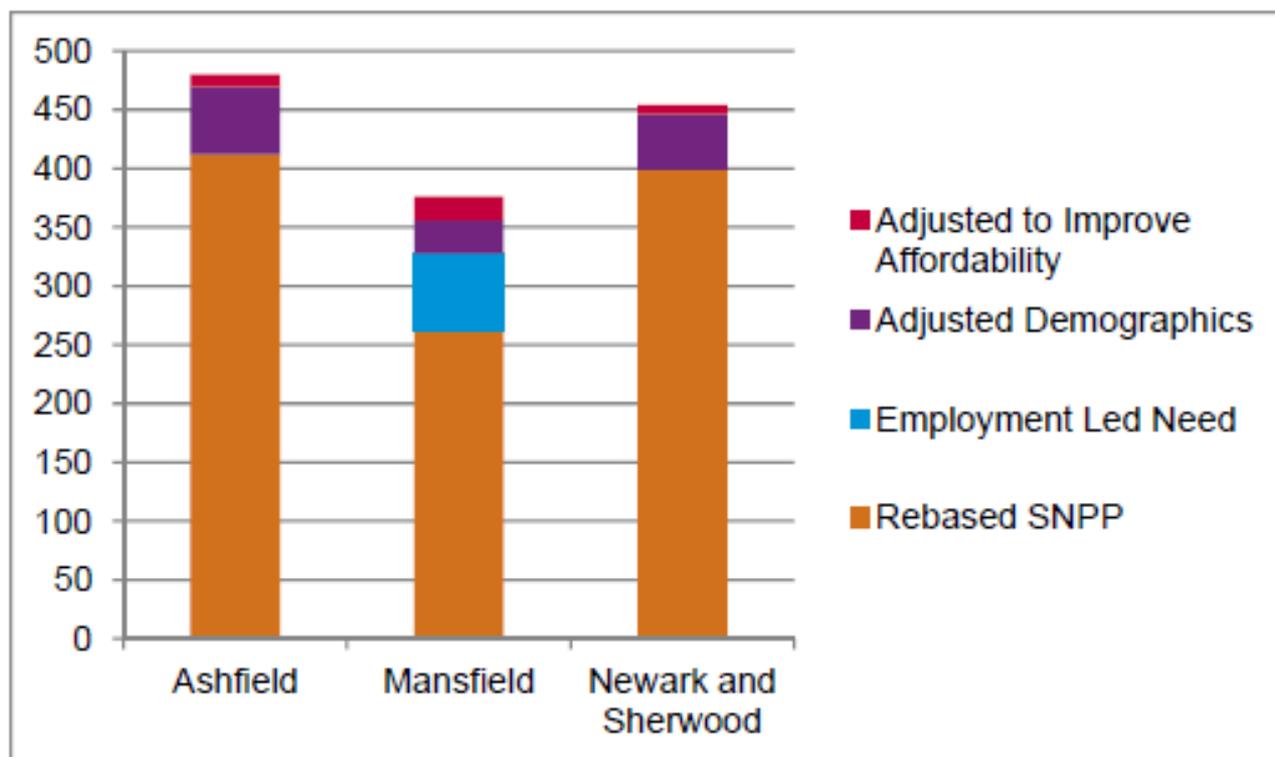
Although the level of affordable housing need is equivalent of around 57% of the overall need, our analysis shows that a notable proportion of the affordable need will be from existing households and that the private rented sector will continue to meet some of the affordable housing need. However, there is still a level of affordable housing need which justifies the council seeking a continuation of the affordable housing requirement based on the contribution that can be viably generated from market housing developments.....market signals evidence for the borough shows:

- *Increasing in-affordability;*
- *Reduced levels of mortgage access;*
- *Increased over crowding; and*
- *Increased levels of houses in multiple occupation.*

These market signals, combined with a desire to reduce the over-reliance on the private rented sector in meeting the district's affordable housing needs provides justification for an uplift to the overall housing need in order to improve affordability.'

54. This uplift, as well as all the other factors considered by the SHMA to drive housing need, are illustrated in **Figure 3** below, which reproduces SHMA Figure 114. Note that in the key, SNPP stands for sub-national population projections.

Figure 3: SHMA Conclusions on Overall Housing Need across Outer Nottingham authorities



Source: Nottingham Outer SHMA, GL Hearn (2015)

SHMA Caveats

55. The SHMA is based on the data available at the time it was compiled. Having established a baseline position on affordable housing and advice on open market provision to reflect aspirations, it is essential that housing market activity is regularly monitored. This is highly relevant given current housing market uncertainty.
56. It is also important to remember that there is no single definitive method available to attribute need for new market housing to specific geographical areas within Ashfield District. The precise geographic distribution of future housing was therefore left as a policy choice for the District.
57. This caveat applies equally for neighbourhood planners within Ashfield. As we recommend an approach based on the assessment of need at a local authority level, the Neighbourhood Forum should monitor any updates to the assessment of housing need at that level, as well as the release of any relevant new statistics.

Adopted Ashfield Local Plan (2002)

58. The current adopted Local Plan only covers Ashfield's housing needs up to the year 2011.
59. This means that there is no up-to-date housing need target within local policy. However, the SHMA comprises up-to-date evidence at the Ashfield level, we will use the SHMA figure as the main local authority reference point for housing need.

DCLG Household Projections

60. The Department for Communities and Local Government (DCLG) periodically publishes household projections. The NPPG recommends that these household projections should form the starting point for the assessment of housing need.

61. The most recent (2012-based) household projections were published in February 2015, and extend to 2037. Although population projections are only available at a local authority level, a calculation of the share for Teversal, Stanton Hill and Skegby is nevertheless possible for the household projections based on the neighbourhood's household numbers in 2011.
62. In 2011, Ashfield had 50,931 households⁸ and in the Census the same year, the neighbourhood plan area had 5,181 households, or 9.83% of the District total.
63. In the 2012-based household projections, the projection for 2031 is for 59,053 households in Ashfield District. Assuming it continues to form 9.83% of the District total, the neighbourhood plan area's new total number of households would be 5,805 and therefore 624 new households would have formed over the Plan period.
64. Number of households does not, however, equate precisely to number of dwellings, with the latter usually slightly higher. In the 2011 census, the plan area had 5,181 households but 5,383 dwellings, giving a ratio of 0.962 households per dwelling. This means that the projection of 624 new households would entail a need for $(624/0.962=)$ 649 dwellings.
65. However, the 2012-based household projections need to be 'rebased' for accuracy now that the mid-2014 population estimates are available. This is because the mid-2014 population estimates give the actual number of people in Ashfield at that point, meaning the difference between the actual and the projected number of dwellings can be taken into account in future projections.
66. The 2012-based projections were based on the 2012-based Sub-National Population Projections, which estimated that by 2014 there would be 121,600 people in Ashfield. The mid-2014 estimates show that there were actually 122,508 people, which is higher than the projections by 0.74%. This allows us to rebase the 649 dwellings in 2031 to a slightly increased figure of **654 dwellings** within the plan area at that point.
67. This projection is an entirely unconstrained, theoretical figure comprising a relative proportion of the overall projected increase and thus does not take into account political, economic, demographic or any other drivers that might influence the forthcoming Local Plan Review distribution across the District and hence any difference between these and the forthcoming Local Plan-based figure.

Dwelling growth 2001-2011

68. By comparing the number of dwellings in the neighbourhood in Census 2001 against the number in Census 2011, we can project forward the completion rate to 2031. This provides the first of two dwelling growth-based projections to complement the two projections outlined above.
69. In Census 2001, Teversal, Stanton Hill and Skegby had a total of 5,235 dwellings, and in Census 2011 they had 5,383. This entails a total 10-year growth rate of 148 dwellings, or around 15 per year. Projecting this forward to 2031 would give a plan period total of $(20 \times 15=)$ **300 new dwellings**.
70. The Neighbourhood Forum has provided AECOM with completion rates post 2011, which help us determine the extent to which the 2001-2011 rates may have differed from more recent housing market activity.
71. An additional 86 dwellings were completed between March 2011 and March 2015, equating to a rate of 21.5 completions per year- in other words, a 43% uplift against the fairly low 2001-2011 rate. All 86 of these dwellings can count towards the final Neighbourhood Plan housing target.

⁸ See 2012-based DCLG Household Projections live tables at <https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections>

Projecting forward the 2011-2015 completions at the same rate would give a plan period total of **430 dwellings**.

Nottingham Outer SHLAA Update 2013

72. The SHLAA Update forms part of the evidence base for the Local Plan Review. Though a supply-side document, and therefore not to be used at this stage as a constraint on the housing need figure, it is useful to use as a benchmark of the capacity considered to be available at present in the neighbourhood plan area by Ashfield planners. That capacity can be considered in the light of the final need projection, thus helping to inform the final neighbourhood plan target, which should take into account both demand-side and supply-side data, as well as any policy aspirations.

73. The SHLAA assesses that on suitable sites within the plan area boundaries there is capacity for 904 dwellings.

Affordable Housing Supplementary Planning Document (SPD) Ashfield 2009

74. The SPD was prepared by the Council to update the requirements for affordable housing and the means by which the Council secure affordable homes across the District. The policy recommends that for housing development sites of 15 dwellings or more, the Council should negotiate the provision of a proportion of affordable dwellings to contribute towards the overall target of 10% of dwellings.

Local housing waiting list (Ashfield District Council, September 2015)

76. Ashfield Homes Ltd has provided the housing waiting list for the district of Ashfield as of September 2015. The total number of households on the district's waiting list is 5,247, of which 102 are in Band 1 (the most urgent priority, including homeless people and those in medical need), 380 in Band 2 (medium priority), 1,384 in Band 3 (less urgent need), 177 in Band 4 and 3,204 in Band 5 (lowest level of housing need).
77. Ashfield Homes are not able to geographically disaggregate the waiting list. This means that we need to establish the neighbourhood plan area's pro rata share of the waiting list on the assumption that affordable need is spread evenly across the District. As we have previously established, the neighbourhood plan area comprises 9.83% of the total number of households in Ashfield, meaning its share of the District waiting list if need were evenly spread would be (9.83% of 5,247=) 516 households, of which 10 are in Band 1, 37 in Band 2, 136 in Band 3, 17 in Band 4 and 315 in Band 5.
78. It is standard practice in housing needs assessments to discount those households in the lowest categories of need (here, 3, 4 and 5) on the reasonable basis that these households are on the waiting list more as an insurance policy against future need rather than being in immediate, urgent need. In line with this approach, the top three bands only are considered an accurate picture of immediate need for affordable housing.
79. What is clear is that although the waiting list is just a snapshot in time, the discounted total of 47 households currently in need suggests that, at present, affordable housing need in Teversal, Stanton Hill and Skegby is not significant enough for the Neighbourhood Plan to have to address the issue of affordable housing. This is because the emerging range of neighbourhood housing need, as per the sections above, appears to be around 600-650 dwellings (though this will be refined in our conclusions chapter below) and therefore the 47 households in immediate housing need is around 7.5% of total need, and therefore should be adequately covered by Ashfield's existing affordable housing target of 10% of all dwellings.
80. If it is a local priority to provide dwellings for all bands on the affordable housing waiting list, the evidence interrogated by this HNA suggests that the 10% target, which dates from before the recent recession, should be reviewed by Ashfield as part of the emerging local plan process, as it appears that 15% or 20% may now be justifiable. However, it is not recommended that the Neighbourhood Forum sets its own target for affordable housing percentage, firstly because, to be robust, this would require detailed viability work, which is likely to be disproportionate for a neighbourhood plan, and secondly because the target selected has the potential to conflict with Ashfield's existing or future affordable housing targets, which is undesirable.

Local economic context

81. The NPPG states that a housing market assessment should take employment trends into account. This is to ensure that any conclusions on housing need take into account the likely change in job numbers based on past trends or economic forecasts as appropriate and also have regard to the growth of the working age population in the housing market area. In this case, we have taken into account the relevant Strategic Economic Plan but not the Employment Land Review, as in the case of Ashfield this is out of date.
82. As the SHMA concluded that the Nottingham Outer economy has little impact on the housing market the below document relating to the economy have only been reviewed briefly.

The D2N2 Local Enterprise Partnership: Strategic Economic Plan (SEP) 2014

83. For the purposes of economic planning, Teversal lies within the D2N2 Local Enterprise Partnership area and is therefore subject to the 2014 Strategic Economic Plan (SEP). However,

it should be noted that SEPs are aspirational document used to bid for funds, and have not been fully tested at examination. As such, any figures and facts collated from it should be used cautiously. Nevertheless, the SEP acts as the main document guiding the type and amount of strategic economic growth locally, and as such it will have some impact on housing demand at Teversal.

84. Like all economic plans and strategies, the D2N2 SEP seeks generally to grow and promote the local economy.
85. The D2N2 SEP seeks to deliver, by 2023, 55,000 additional private sector employee jobs in the D2N2 area, and 77,000 additional homes to accommodate the growing population.
86. The SEP references the Vision University Centre in Mansfield that will create a new teaching and learning space with state of the art facilities to support local people gain higher level vocational skills. The new University Centre will support in excess of 600 new HE learners over 3 years, including an additional 100 Higher Apprenticeships.
87. The SEP mentions sustained growth and new housing in Mansfield/Ashfield and North Nottinghamshire, with a focus on unlocking strategic employment, regeneration and housing sites. In Mansfield/Ashfield, the SEP is focused on unlocking strategic employment sites along the A617 Mansfield/Ashfield Regeneration Route (MARR), together with new housing. This includes sustainable travel measures focused on key corridors to create capacity for growth, pinch point improvements at key junctions and site access improvements.

Characteristics of population

Sub-National Population Projections

88. The SNPP (Sub National Population Projections) form the basis for the DCLG Household Projections interrogated previously.
89. As the SNPP breaks the 2031 population down by age group, it can be used to give an indication of the amount and type of older people's housing to plan for.
90. In the 2011 Census, Teversal, Stanton Hill and Skegby was home to 9.97% of the Ashfield population. Assuming this proportion holds by 2031 this means that by then, the parish will have 13,300 usual residents (up from 11,874 at the 2011 Census).
91. Making a further assumption that the neighbourhood plan area age bands in 2011 are a reasonable basis for forward projections, we have calculated the resulting age bands for Teversal, Stanton Hill and Skegby by 2031 in **Table 5** below.

Table 5: Projected age band change in the neighbourhood plan area, 2011-2031

| Age band | 2011 | | 2031 | |
|-------------|------------|--------------------------------|----------------------|--------------------------------|
| | Population | Percentage of total population | Projected population | Percentage of total population |
| 0-15 | 1,994 | 16.8% | 2,288 | 17.2% |
| 16-24 | 1,196 | 10.1% | 1,463 | 11.0% |
| 25-44 | 2,810 | 23.7% | 3,179 | 23.9% |
| 45-64 | 3,507 | 29.5% | 3,180 | 23.9% |
| 65-84 | 2,159 | 18.2% | 2,661 | 20.0% |
| 85 and over | 208 | 1.8% | 519 | 3.9% |
| TOTAL | 11,874 | 100 | 13,300 | 100 |

Source: *Sub-national population projections, DCLG and Census 2011 (ONS)*. Note numbers may not sum due to rounding.

92. Table 5 allows us to break down the homes for older people by type in the plan area. The Housing Learning and Improvement Network (Housing LIN)⁹ provides guidance which can be used to give an indication of the potential future demand for specialist provision arising from the future population age structure.

⁹ Housing LIN (2011) Strategic Housing for Older People: Planning, designing and delivering housing that older people want, available online at: http://www.housinglin.org.uk/_library/Resources/Housing/SHOP/SHOPResourcePack.pdf?bcsi_scan_AB11CAA0E2721250=0&bcsi_scan_filename=SHOPResourcePack.pdf&bcsi_scan_E956BCBE8ADBC89F=0&bcsi_scan_filename=SHOPResourcePack.pdf

93. Applying Housing LIN's suggested numbers per 1,000 of the 75+ population, which is estimated to be 1,580 people by 2031¹⁰, we can estimate that need arising from the neighbourhood plan area would nominally require the following quantity and type of specialist housing by 2031:

- 94 conventional sheltered housing units;
- 189 leasehold sheltered housing units;
- 31 'enhanced' sheltered units¹¹, split 50:50 between those for rent and those for sale;
- 70 extra care housing units¹² (including 23 for rent and 47 for sale); and
- 9 specialist dementia care dwellings.

94. Note that there is no obligation for these all to be provided within the plan area itself and in some cases it would not be economically feasible to do so. As such, these 393 specialist dwellings need not be thought of as all needing to be provided within the neighbourhood plan housing target- rather, there will be some overlap between these dwellings and the target, depending on the number that could be provided within the plan area itself.

95. This specialist dwelling need is likely therefore to be split between Teversal, Stanton Hill and Skegby and the rest of Sutton and Kirkby-in-Ashfield, which will enable the elderly to live either within or as close to the plan area as possible, taking account of the fact that the plan area itself is unlikely to be able to provide many of the specialist housing types needed within its own boundaries- although there could be the potential for these to be provided closer to the town centre(s), taking account of their higher levels of accessibility to services and facilities, which will help in the recruitment and retention of specialist care staff and enable economies of scale (e.g. a centralised dementia care unit or enhanced sheltered development serving a wider population from a single location).

Census data

96. Through analysis of Census 2011 data, we have investigated how the population of Teversal, Stanton Hill and Skegby differs from the Ashfield and England averages. For the reasons stated previously, we have used the two MSOAs of Ashfield 001 and Ashfield 002 as the closest proxy for the neighbourhood plan area.

97. **Table 6** gives the population and number of households in the neighbourhood plan area, Ashfield and England, as recorded in the 2011 census. In 2011, the plan area had a population of 11,874, and an average household size of 2.3 persons. This is the same as the local average and slightly below the national average.

¹⁰ On the assumption that of the 65-84 age band, 49.7% are aged 75-84, which is an estimate based on the Ashfield-wide sub-national population projection for 2031

¹¹ Enhanced sheltered units are defined as provision with some care needs

¹² Extra care housing comprises developments that comprise self-contained homes with design features and support services available to enable self-care and independent living.

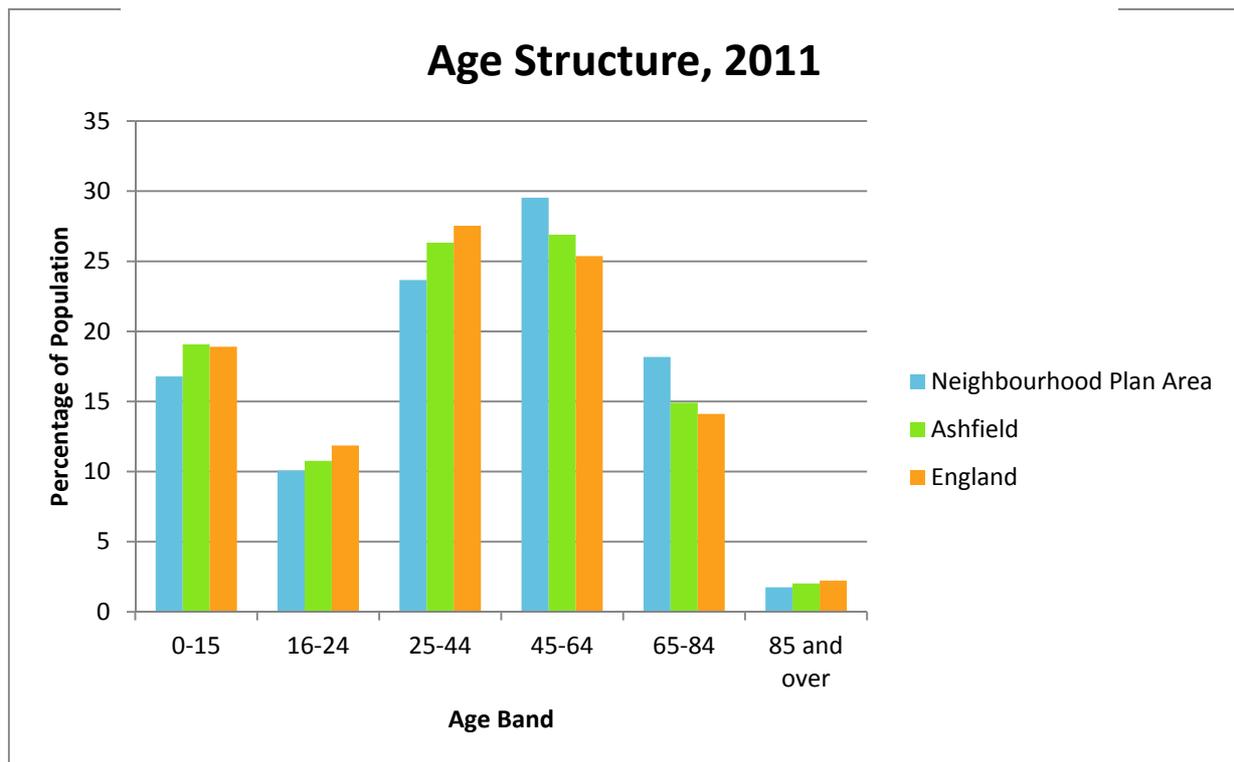
| | Neighbourhood plan area | Ashfield | England |
|----------------|-------------------------|----------|------------|
| Population | 11,874 | 119,497 | 53,012,456 |
| Households | 5,181 | 50,931 | 22,063,368 |
| Household size | 2.3 | 2.3 | 2.4 |

Table 6: Population and household size in Neighbourhood plan area, 2011

Source: ONS, Census 2011

98. As illustrated in **Figure 4** below, the largest age group in the plan area is ages 45-64, at 29.5%. This is notably higher than the figure for Ashfield (26.9%) and England (25.4%). The proportion of the population of the plan area aged over 65 is also higher than local and national averages, at 20% compared with 16.9% across Ashfield and 16.3% across England. The proportions of children aged 0-15 and adults between 25 and 44 are significantly below the figures for Ashfield and England. The neighbourhood plan area has slightly fewer young adults between 16 and 24 (10.1%) compared to Ashfield's 10.8% and England's 11.9%.

Figure 4: Age structure, 2011



Source: ONS, Census 2011, AECOM calculations

99. **Table 7** shows the rate of change of the population by age band. It shows that the proportion of people in the 0-15 and 25-44 age groups fell rapidly in the neighbourhood plan area between 2001 and 2011, while the proportion of people in the remaining age groups grew.
100. There was a particularly sharp increase – above the national average and significantly above the rate recorded across Ashfield – in the proportion of the population aged 65 and over. The decrease in the proportion of children aged under sixteen and of people aged 25-44 is also notable. Although Ashfield also experienced a fall in the proportion of children, this was considerably smaller than the decrease seen in the neighbourhood plan area, while England, by contrast, saw a small increase.
101. Over the same period, both the neighbourhood plan area and Ashfield experienced a marked decrease in the proportion of the population aged 25-44, whereas England saw a small increase.

| Age group | Neighbourhood plan area | Ashfield | England |
|-------------|-------------------------|----------|---------|
| 0-15 | -10.2% | -5.9% | 1.2% |
| 16-24 | 3.1% | 10.2% | 17.2% |
| 25-44 | -16% | -10.2% | 1.4% |
| 45-64 | 6.5% | 7.6% | 15.2% |
| 65-84 | 27.3% | 6.4% | 9.1% |
| 85 and over | 28.6% | 17.6% | 23.7% |

Table 7: Rate of change in the age structure of the population of the neighbourhood plan area, 2001-2011

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

102. **Table 7** shows clearly that the plan area has a relatively ageing population, with an increasingly large proportion of its inhabitants aged 65 and over. The decrease in the proportion of children and of people aged 25-44 suggests that few families moved to or formed within the plan area in the period 2001-2011.

| Place of birth | Population breakdown | | Neighbourhood plan area | Ashfield | England |
|---------------------|----------------------|-------------------|-------------------------|----------|---------|
| Born in the UK | Total | | 97.5% | 97.0% | 86.2% |
| Born outside the UK | Total | | 2.5% | 2.8% | 13.9% |
| | EU | | 1.2% | 1.4% | 4.5% |
| | Other | | 1.3% | 1.4% | 9.4% |
| | Length of residence | Less than 2 years | 5.7% | 9.9% | 12.6% |
| | | 2-5 years | 16.5% | 18.1% | 16.0% |
| 5-10 years | | 23.9% | 22.7% | 20.7% | |
| 10 years or more | | 53.9% | 49.3% | 50.7% | |

Table 8: Country of birth and length of residence in Neighbourhood plan area, 2011

Source: ONS, Census 2011. AECOM calculations

103. **Table 8** shows that the neighbourhood plan area is home to significantly fewer migrants, both from the EU and beyond, than the Ashfield and England averages. The figures for migration from elsewhere in the UK are comparable with the local and national averages, which suggests that local demand is driven by those born in England to a far greater degree than other population groups.
104. Of the 2.5% of neighbourhood plan area residents who were born overseas, the majority have lived in the UK for ten years or more. Smaller proportions have lived in the UK for less than 2 or 2-5 years than in Ashfield and England, suggesting that recent higher rates of international migration, including from EU 2004 accession countries, have had less impact in the neighbourhood plan area than elsewhere.

Household type

| | Neighbourhood plan area | Ashfield | England |
|-----------------|-------------------------|----------|---------|
| 1 Room | -20.0% | -35.4% | -5.2% |
| 2 Rooms | -9.3% | -8.6% | 24.2% |
| 3 Rooms | 11.1% | 13.0% | 20.4% |
| 4 Rooms | -15.7% | 0.4% | 3.5% |
| 5 Rooms | -0.8% | -0.1% | -1.8% |
| 6 Rooms | 4.4% | 9.7% | 2.1% |
| 7 Rooms | 30.1% | 37.7% | 17.9% |
| 8 Rooms or more | 38.5% | 68.3% | 29.8% |

Table 9: Rates of change in number of rooms per household in Neighbourhood plan area, 2001-2011

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

105. **Table 9** shows that although the number of rooms per household has shown a generally upward trend locally and nationally (including a 20% drop in the share of the small number of 1 room households in the plan area). This trend is particularly notable in the neighbourhood plan area for 7 and 8 room houses. It could be tentatively concluded that the increase in rooms per household is driven by a proportion of incoming families.
106. There has been a smaller increase in households with three rooms, but this increase was lower than the Ashfield rate and across England. However, this was starting from a very low base of only 207 households in 2001, and in 2011 two-room households still only accounted for 4.4% of all households in the plan area.
107. The ONS statistics underlying this table, though not tabulated, show that in 2011, the proportion of households in each category in the neighbourhood plan area was broadly in line with the national average. In the neighbourhood plan area, Ashfield and England, the most common number of rooms was five, with 36.3% of households having this number; 26.9% had six rooms and 15.1% had four rooms. Across Ashfield, 33.3% of households had five rooms, 25.7% had six rooms, and 16.7% had four rooms.
108. The NPPG states that factors such as overcrowding, concealed and sharing households, homelessness and the numbers in temporary accommodation demonstrate un-met need for housing. Longer term increase in the number of such households may be a signal to consider increasing planned housing numbers.

| Persons per room | Neighbourhood plan area | Ashfield | England |
|---|-------------------------|----------|---------|
| Up to 0.5 persons per room | 7.1% | 15.7% | 7.9% |
| Over 0.5 and up to 1.0 persons per room | -11.6% | -2.4% | 7.0% |
| Over 1.0 and up to 1.5 persons per room | 1.6% | 11.2% | 27.3% |
| Over 1.5 persons per room | -35.1% | -4.3% | 2.5% |

Table 10: Trends in number of persons per room in Neighbourhood plan area, 2001-2011

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

109. **Table 10** emphasises that overcrowding does not seem to be an issue in the neighbourhood plan area's households. Indeed, households became significantly less crowded between 2001 and 2011. The number of households with up to 0.5 persons per room has increased in line with the Ashfield and England averages, and although nationally there has been an increase in all categories of households with more than 0.5 persons per room, in the neighbourhood plan area there have been declines, most notably in households with over 1.5 persons per room. However, this category is very small in real terms. In 2011, the vast majority of households in the plan area (98.2%) had 1.0 persons per room or fewer. This trend is likely to be linked to the ageing of the plan area population.

Household tenure

110. The NPPG states that housing needs studies should investigate household tenure in the current stock and in recent supply, and assess whether continuation of these trends would meet future needs. Plan makers should therefore examine current and future trends in tenure.

| Tenure | Neighbourhood plan area | Ashfield | England |
|-----------------------|-------------------------|----------|---------|
| Owned; total | 75.3% | 69.2% | 63.3% |
| Shared ownership | 0.3% | 0.5% | 0.8% |
| Social rented; total | 10.5% | 16.2% | 17.7% |
| Private rented; total | 12.5% | 12.8% | 16.8% |

Table 11: Tenure (households) in Neighbourhood plan area, 2011

Source: ONS, Census 2011, AECOM calculations

111. **Table 11** shows that the level of owner occupation in the neighbourhood plan area significantly exceeds the Ashfield and England averages. The proportion of social rented

housing (rented from the Council or a Registered Social Landlord) is significantly below the local and national average.

112. There is also a smaller proportion of privately rented units in the neighbourhood plan area, particularly when compared with the England average.

| Tenure | Neighbourhood plan area | Ashfield | England |
|-----------------------|-------------------------|----------|---------|
| Owned; total | -2.6% | 3.9% | -0.6% |
| Shared ownership | -27.3% | 25.7% | 30.0% |
| Social rented; total | -14.2% | -5.8% | -0.9% |
| Private rented; total | 100.6% | 126.5% | 82.4% |

Table 12: Rate of tenure change in Neighbourhood plan area, 2001-2011

Source: ONS, Census 2011. AECOM calculations

113. **Table 12** shows how tenure has changed in the neighbourhood plan area between the 2001 and 2011 censuses. Home ownership has fallen slightly, in line with national trends. The plan area has seen a steeper decline in social rented housing than Ashfield or England. The increase in private renting is in line with local and national trends. The number of houses in shared ownership has also fallen, which contrasts with local and national trends. This could indicate relatively low levels of housing demand locally.
114. We can analyse the rental sector using data from the home.co.uk website. This provides, for each postcode area and county, data on average price of rented property (adjusted for local range of housing type to enable like-for-like comparison), and data on average time that a rental property has been on the market. It can be assumed that the higher average rental price and shorter the average time on the market, the higher local demand for rental property, and by implication, the higher the local demand for owner-occupied stock as many prospective home-owners will rent if they cannot yet afford to buy.

| | Neighbourhood plan area | Sutton-in-Ashfield | Neighbourhood plan area difference |
|-------------------------------|-------------------------|--------------------|------------------------------------|
| Average time on market (days) | 63 | 67 | -6% |

Table 13: Rental sector statistics in Neighbourhood plan area versus Sutton-in-Ashfield average

Source: home.co.uk market rent summary, calculated daily, accessed September 2015

115. Properties in the neighbourhood plan area tend to rent 6% faster than properties in Sutton-in-Ashfield as a whole, indicating a slightly greater demand for rented properties in the neighbourhood plan area compared to the wider area.

Housing occupancy rates

116. The Government publishes annual counts of vacant dwellings by local authority across England¹³, but information on vacancy is not available at a lower geography. These figures show that in 2014 (the most recent year available); Ashfield's rate of vacant dwellings was 2.9%.

¹³ Table 615: Vacant Dwellings by Local Authority District, available at www.gov.uk

117. This is slightly, but not significantly, higher than the 2014 England average of 2.7%. Despite information not being available at a lower level, on the basis of the SHMA, Census and other data that we have sourced and presented above, it seems likely that long-term housing vacancy rates in the neighbourhood plan area do not differ significantly from the Ashfield average.

Local household composition

| | | Neighbourhood plan area | Ashfield | England |
|-------------------------------|---|-------------------------|----------|---------|
| One person household | Total | 27.4% | 28.0% | 30.2% |
| | Aged 65 and over | 12.3% | 11.9% | 12.4% |
| | Other | 15.2% | 16.1% | 17.9% |
| One family only ¹⁴ | Total | 68.2% | 67.3% | 61.8% |
| | All aged 65 and over | 11.4% | 8.8% | 8.1% |
| | With no children | 21.6% | 20.2% | 17.6% |
| | With dependent and non-dependent children | 35.1% | 38.3% | 36.0% |
| Other household types | Total | 3.9% | 3.6% | 8.0% |

Table 14: Household composition (by household) in the neighbourhood plan area, 2011

Source: ONS, Census 2011. AECOM calculations

118. **Table 14** shows that the proportion of single person households in the neighbourhood plan area is slightly lower than the Ashfield and England average. However, the proportion of households with a single family occupancy is higher than both the Ashfield and England averages, highlighting relatively low levels of overcrowding and concealment.
119. The neighbourhood plan area has both a higher proportion of single person households of people aged 65 and older than the Ashfield average, and a higher proportion of single family households in the same age bracket. By contrast, the proportion of one person households other than those aged 65 and over is low in comparison to Ashfield and England, indicating that the plan area has a relatively low proportion of younger people living alone.
120. The plan area is home to a slightly lower than average proportion of families with dependent and non-dependent children, and a higher than average proportion of families with no children. The proportion of other household types is slightly higher than the local average but considerably lower than the national average.

¹⁴ This includes: married couples, cohabiting couples, same-sex civil partnership couples and lone parents.

| Household type | | Percentage change, 2001-2011 | | |
|-----------------------|---|------------------------------|----------|---------|
| | | Neighbourhood plan area | Ashfield | England |
| One person household | Total | 16.0% | 13.7% | 8.4% |
| | Aged 65 and over | -2.6% | -6.5% | -7.3% |
| | Other | 37.2% | 35.3% | 22.7% |
| One family only | Total | -2.7% | 6.4% | 5.4% |
| | All aged 65 and over | 14.9% | 6.6% | -2.0% |
| | With no children | -3.1% | 6.9% | 7.1% |
| | With dependent and non-dependent children | -7.1% | 6.0% | 5.0% |
| Other household types | Total | 13.4% | 30.4% | 28.9% |

Table 15: Rates of change in household composition in neighbourhood plan area, 2001-2011

Source: ONS, Census 2011. AECOM calculations

121. **Table 15** shows how household composition changed in the 10 years between the 2001 and 2011 Censuses. The rate of increase in single person households exceeded the local and national average, and the number of single person households other than those aged 65 and over has grown in both the neighbourhood plan area and Ashfield at a faster rate than the England average.
122. Correspondingly, the plan area saw a decline in the number of over-65 single person households, although this was considerably smaller than the local and national rate. However, there was an increase in single family households of 65 and over, which was much bigger than the Ashfield average and the England decline. This could indicate a greater need for 1 to 2 bedroom dwellings for the elderly population.
123. Overall, there was a slight decrease in the number of single-family households, in contrast to increases locally and nationally. The number of single family households with no children fell slightly. This indicates a fall in families and young people in the plan area, compared locally and nationally.

| Key indicator | Percentage change, 2001-2011 | | |
|----------------|------------------------------|----------|---------|
| | Neighbourhood plan area | Ashfield | England |
| Population | -1.1% | 7.3% | 7.9% |
| Households | -1.1% | 5.6% | 7.9% |
| Household size | 0.0% | 0.0% | 0.0% |

Table 16: Change in household numbers and size in Neighbourhood plan area, 2001-2011

Source: ONS, Census 2011, AECOM calculations

124. As noted previously, the neighbourhood plan area currently has a smaller than average household size. **Table 16** shows that the plan area experienced a decrease in both its population and its number of households over the period from 2001-2011. However, household size has not changed, because the population and number of households decreased at the same rate. By contrast, Ashfield and England experienced an increase in both population and household number and no change in average household size.

| Dwelling type | | Neighbourhood plan area | Ashfield | England |
|-------------------------------|--|-------------------------|----------|---------|
| Whole house or bungalow | Detached | 36.3% | 29.1% | 22.4% |
| | Semi-detached | 40.3% | 42.7% | 31.2% |
| | Terraced | 19.1% | 20.2% | 24.5% |
| Flat, maisonette or apartment | Purpose-built block of flats or tenement | 2.2% | 6.4% | 16.4% |
| | Parts of a converted or shared house | 0.9% | 0.8% | 3.8% |
| | In commercial building | 0.5% | 0.7% | 1.0% |

Table 17: Accommodation type (households), 2011

Source: ONS, Census 2011, AECOM calculations

125. **Table 17** shows that the proportion of dwellings in the neighbourhood plan area that are detached is considerably above the local and national average. By contrast, there is a lower proportion of terraced dwellings and a lower proportion of semi-detached compared to Ashfield, though higher compared to England. There are considerably fewer flats in the neighbourhood plan area compared to Ashfield and England.
126. A 'concealed family' means any group of people who want to form a new household but are unable to do so, typically for economic reasons such as high house prices or a lack of suitable property. **Table 18** shows the low levels of concealed families in the plan area; one would normally expect a correlation between lower numbers of people per household and lower numbers of concealed families, and this holds true: the proportion of concealed families is the same as the Ashfield average and lower than across England.

127.

| Concealed families | | Neighbourhood plan area | Ashfield | England |
|----------------------------------|--------------|-------------------------|----------|------------|
| All families: total | | 3,729 | 36,285 | 14,885,145 |
| Concealed families: total | | 46 | 426 | 275,954 |
| Concealed families as % of total | | 1.2% | 1.2% | 1.9% |
| Concealed lone parent families | Total | 16 | 190 | 100,705 |
| | All children | 16 | 190 | 78,834 |
| Concealed couple families | Total | 30 | 236 | 175,249 |
| | No children | 25 | 184 | 122,951 |
| | All children | 5 | 52 | 39,534 |

Table 18: Concealed families in Neighbourhood plan area, 2011

Source: ONS, Census 2011, AECOM calculations

128. Official statistics do not clarify the overlap, if any, between the Ashfield housing waiting list and the stated number of concealed families locally.

Economic activity

| Economic category | | Neighbourhood plan area | Ashfield | England |
|-----------------------|------------------------------|-------------------------|----------|---------|
| Economically active | Total | 65.7% | 68.1% | 69.9% |
| | Employee: Full-time | 36.8% | 39.5% | 38.6% |
| | Employee: Part-time | 15.0% | 14.7% | 13.7% |
| | Self-employed | 7.7% | 7.0% | 14.0% |
| | Unemployed | 4.2% | 4.7% | 4.4% |
| | Full-time student | 2.0% | 2.2% | 3.4% |
| Economically inactive | Total | 34.3% | 31.9% | 30.1% |
| | Retired | 19.7% | 16.5% | 13.7% |
| | Student | 3.5% | 3.3% | 5.8% |
| | Looking after home or family | 3.7% | 4.5% | 4.4% |
| | Long-term sick or disabled | 5.4% | 5.6% | 4.0% |
| | Other | 2.1% | 1.9% | 2.2% |

Table 19: Economic activity in the neighbourhood plan area, 2011

Source: ONS, Census 2011, AECOM calculations

129. **Table 19** shows that the neighbourhood plan area has a lower proportion of economically active residents than both the Ashfield and England averages. This includes a lower proportion of people working full time, fewer unemployed, and fewer full time students. However, the plan area does have more part time workers and more self-employed compared to the local average, but still less than the national average.
130. The total amount of economically inactive residents is higher than both the local and national averages. This is especially the case for retired persons, indicating an ageing population. The plan area also has a higher student population than Ashfield, but this is lower than the national average. There are fewer than average people looking after home or family than both the local and national average. Meanwhile, the number of people who are long-term sick or disabled is lower than the Ashfield average but higher than the England average.

| Extent of activity limitation | Neighbourhood plan area | Ashfield | England |
|--|-------------------------|----------|---------|
| Day-to-day activities limited a lot | 11.2% | 11.2% | 8.3% |
| Day-to-day activities limited a little | 12.4% | 11.3% | 9.3% |
| Day-to-day activities not limited | 76.4% | 77.5% | 82.4% |

Table 20: Rates of long-term health problems or disability in the neighbourhood plan area, 2011

Source: ONS, Census 2011, AECOM calculations

131. The NPPG advises taking account of the number of people with long-term limiting illness. **Table 20** shows that the proportion of working-age residents in the plan area who are long-term sick or disabled is in line with the Ashfield and above the England average, which is an indicator of the older than average population locally.

| Location of work | Neighbourhood plan area | Ashfield | England |
|------------------------------------|-------------------------|----------|---------|
| Less than 10km | 59.9% | 57.3% | 52.2% |
| 10km to less than 30km | 18.9% | 21.7% | 21.0% |
| 30km and over | 5.2% | 6.2% | 7.9% |
| Work mainly at or from home | 7.9% | 7.5% | 10.4% |
| Other | 7.7% | 7.2% | 8.5% |
| Average distance travelled to work | 13.1km | 13.7km | 14.9km |

Table 21: Distance travelled to work, 2011

Source: ONS, Census 2011. AECOM calculations

132. **Table 21** shows that neighbourhood plan area residents travel less far to work than both the Ashfield and England averages. The average distance travelled to work is 13.1 kilometres, and 59.9% of residents travel less than 10km, compared with 57.3% of Ashfield residents and 52.2% nationally.
133. The statistics underlying this table indicate that plan area residents are most likely to travel less than 10km for work, an area which includes the town centres of Sutton-in-Ashfield, Kirkby-in-Ashfield and Mansfield. By contrast, a smaller than average proportion travel distances of 30km and over, and the proportion of people working from home is also lower than the national average.

Teversal, Stanton Hill and Skegby Neighbourhood Forum Consultation Results 2015

134. A number of consultation events were carried out during early 2015 to gather local residents' and employees' views on their Neighbourhood area. A total of 139 completed surveys were received.

135. When asked what type of housing the area needs the majority of residents (55%) answered 'detached houses' followed by 'semi-detached houses' (41%), 'bungalows' (40%), 'flats/apartments' (25%) and 'terraced housing' (15%). A clear majority of respondents (79%) felt that the Neighborhood Plan should focus on the needs of an ageing population and 74% felt the Plan should focus on the needs of young adults in the area. This would indicate that suitable new housing is needed for both of these demographic groups.

Information from local estate agent

136. The Neighbourhood Forum provided AECOM with the contact details of a local estate agent, W. A. Barnes of Sutton-in-Ashfield. W. A. Barnes cover both Sutton and Kirkby-in-Ashfield, so have a strong knowledge of the local housing market that can be used to test and supplement our conclusions based on Census and local authority level data.
137. W. A. Barnes stated that the housing market in and around Teversal, Stanton Hill and Skegby is characterised by a very high level of self-containment, with the area not significantly in demand from incomers. Rather, transactions are driven largely by the local population, with the effect that demand is constrained to a significant extent. The only important distinction to make within the plan area itself is that demand for dwellings in Teversal itself is likely higher than that in Stanton Hill and Skegby, as Teversal remains an attractive village in the countryside, but with easy access to Sutton and Kirkby-in-Ashfield.
138. However, in general terms, plan area demand is considered low, which backs up data from other sources. This can be illustrated by the fact that a large SHLAA site on Mansfield Road with capacity for 300 units that it is expected would have been in the development pipeline by now has in fact remained undeveloped, as developers have been concentrating on bringing forward sites elsewhere in nearby areas of higher demand.
139. There are a number of other factors considered to constrain demand locally, in the view of W. A. Barnes. For example, Mansfield, though outside the Ashfield boundary, is sufficiently close to the plan area to impact on its housing market, and planned housing growth here could well 'mop up' demand within the market. For example, the Lindhurst development¹⁵ will deliver 3,000 new homes, and there are other medium to large scale developments nearby (for example, ongoing development on the south side of Kirkby-in-Ashfield), and further plans for 2,000 new homes also at Kirkby. All of these developments will have the effect of further constraining demand in the already relatively quiet market within the neighbourhood plan area, meaning that a disproportionate amount of the housing to be provided in Kirkby and Sutton over the neighbourhood plan period is likely to be delivered outside the Teversal, Stanton Hill and Skegby boundary.
140. Spatially, this reflects a level of demand for Sutton and Kirkby as an affordable location for commuters to Derby along the A38. Those needing access to the A38 and M1 are more attracted to the southern and western parts of the towns (where there is also significant local employment, including at and close to M1 Junction 28), whereas the plan area is to the north and hence relatively less accessible. W. A. Barnes considers that for commuters seeking to access Nottingham, both Hucknall and Mansfield are more popular locations than Sutton and Kirkby.
141. In terms of type of development, W. A. Barnes agree with the data on under-occupation of larger units by older people. They state that bungalows are in demand locally as a down-sizing choice, and that although some already exist, it is likely that there is demand for more, thus freeing up larger (though still relatively affordable) local properties for families. This is in line with the findings of the SHMA quoted earlier.

¹⁵ For more information, see <http://www.lindhurstmansfield.co.uk/>

4 Conclusions

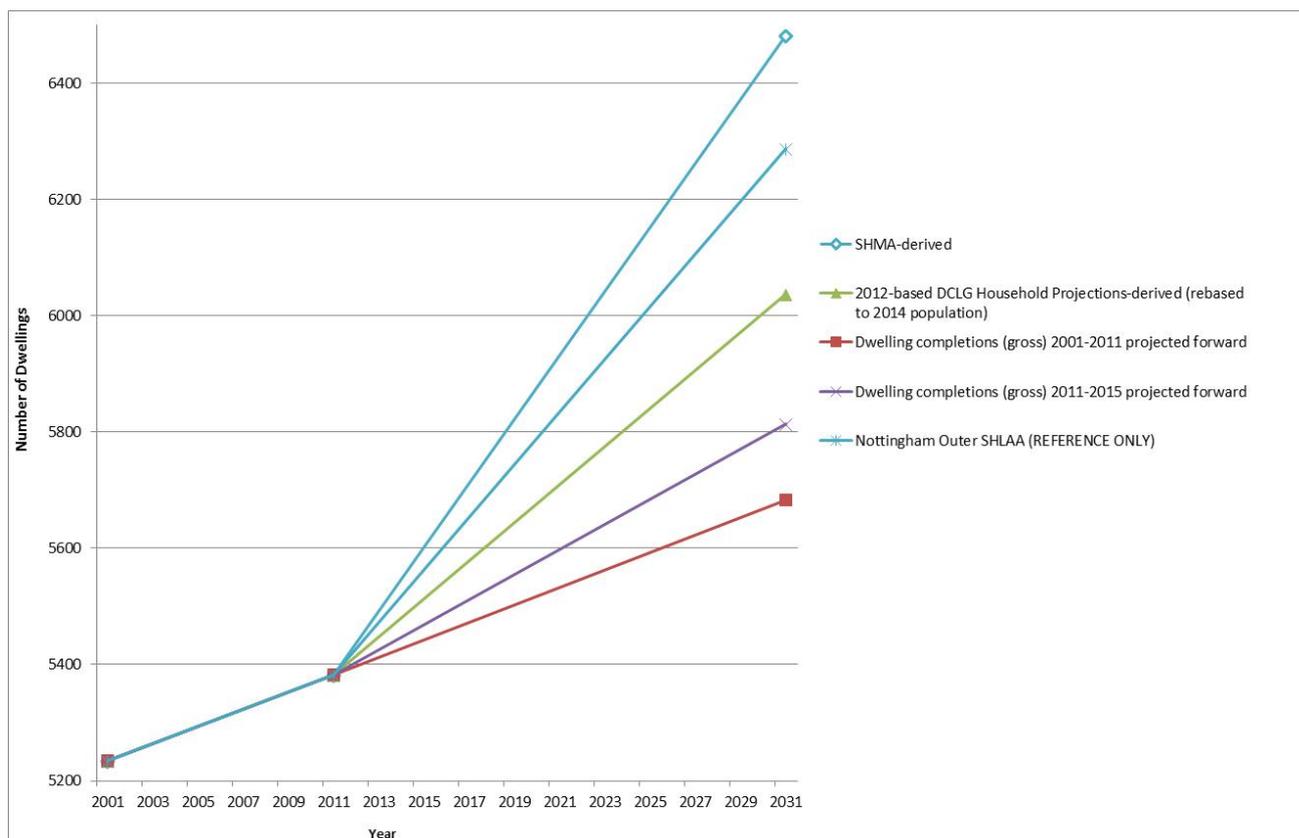
Overview

143. This neighbourhood plan housing needs advice has interrogated a wide range of data sources, which, taken together, can inform key trends and messages relevant to the Neighbourhood Plan's housing policies.
144. In this first section of our conclusions we make recommendations on the overall quantum of housing growth required.
145. In the second section, we assess, based on the data uncovered, indications of the components and characteristics of future housing based on the data analysed.
146. In line with recommended best practice, our preferred methodology is to present the projections our analysis has produced as a starting point, and then highlight the factors¹⁶ that the Neighbourhood Forum might wish to take into consideration as they determine the final housing policy text, bearing in mind the requirement to be in general conformity with strategic housing policy at the Ashfield District level.

Quantity of housing need

147. To recap, we have identified four separate projections of dwelling numbers for Teversal between 2011 and 2031 based on:
- A figure derived from the draft Nottingham Outer Strategic Housing Market Assessment from 2013 to 2033 (which gives a total of 1100 dwellings)
 - The Government's 2012-based household projections, extrapolated to Teversal, translated from households to dwellings, and rebased to actual 2014 population (which gives 654 dwellings)
 - A projection forward of (gross) dwelling completion rates 2001-2011 (which gives 300 dwellings)
 - A projection forward of (gross) dwelling completion rates 2011-2015 (which gives 430 dwellings) and
 - Additionally, there is a SHLAA capacity figure for the neighbourhood plan area, which is a supply-based projection and as such, should not be used as a constraint to the other demand-based projections; it is provided solely as a reference point to ensure local planners are aware of the capacity that may be available (assessed at 904 dwellings).
148. These dwelling number projections are illustrated in **Figure 5** below. Note that the SHLAA capacity figure has been labelled 'Reference Only' to highlight that it should not form a consideration in determining the final housing need figure, but is provided for reference only.

¹⁶ These factors are also referred to as 'indicators' in the NPPG.

Figure 5: Comparison of dwelling number projections

Source: Draft Nottingham Outer SHMA, Nottingham Outer SHLAA Update, DCLG 2012-Based Household Projections (rebased to 2014), Census 2001, Census 2011, AECOM calculations

149. We have summarised the findings of the data gathered in Chapter 3 above in **Table 22** below. The source for each factor with particular relevance to the neighbourhood is shown, and AECOM assessment of whether that factor is more likely to increase (↑), decrease (↓) or have no impact on (↔) the neighbourhood plan area's future housing need. Following NPPG guidance, the factors relate both to housing price and housing quantity.
150. We have applied our professional judgement on the scales of increase and decrease associated with each factor on a scale from one to three, where one arrow indicates 'some impact', two arrows 'stronger impact' and three arrows indicates an even stronger impact. Factors are in alphabetical but no other order.
151. Note that factors have the potential to contradict one another, due to data being gathered at different times and across differing geographies. The Neighbourhood Forum is invited to use its judgement in resolving any conflicts, but we would advise that the more local and more recent data should generally have priority over data gathered at a larger spatial scale or older data.
152. However, our general approach reflects NPPG advice to adjust the housing quantity suggested by household projections to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings, such as house prices and past build-out rate.
153. The NPPG also advises that market signals are affected by a number of factors, and plan makers should not attempt to estimate the precise impact of an increase in housing supply. Rather they should increase planned supply by an amount that, on reasonable assumptions

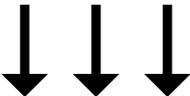
and consistent with principles of sustainable development, could be expected to improve affordability, and monitor the response of the market over the plan period.

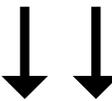
154. As such, **Table 22** should be used as a basis for qualitative judgement rather than quantitative calculation. They are designed to form the starting point for steering group decisions on housing policy rather than to provide definitive answers. Again, this reflects the NPPG approach- it states that when considering future need for different types of housing, planners have the option to consider whether they plan to attract an age profile that differs from the present situation. They should look at the household types, tenure and size in the current stock and in recent supply, and assess whether continuation of these trends would meet future needs.
155. The NPPG also states that appropriate comparisons of indicators (i.e. factors) should be made and that trends uncovered may necessitate adjustment to planned housing numbers compared to ones based solely on household projections. Where upward adjustment is considered necessary, it should be at a reasonable level and not negatively affect strategic conformity with the adopted Core Strategy.
156. To help inform the steering group discussions that will be necessary to determine a neighbourhood plan housing target, we have provided our own professional judgement of need level, based on the projections presented in **Figure 5** and the market factors presented in **Table 22**, and taking into account our own knowledge and experience of housing need at neighbourhood plan level.

Table 22: Summary of factors specific to Teversal with a potential impact on neighbourhood plan housing policy

| Factor | Source(s) (detailed in Chapter 3) | Possible impact on future housing need | Rationale for judgement |
|------------------------------------|---|---|---|
| Age structure of population | SHMA, Census, Housing LIN |  | <p>The Census shows that the proportion of children is significantly below Ashfield's and England's averages, and fell dramatically between 2001 and 2011.</p> <p>The SHMA projects an increase of 13.7% in the over-65 population in Ashfield between 2013 and 2033, which slightly exceeds the England average. This is further backed up in the census data as Teversal has a higher than average rate of 45-64 aged people and over 65 aged people than the local and national average.</p> <p>A high level of older people tends to have the effect of increasing the housing needed, as new smaller units are required for independent living (as well as specialist housing provision); this is reflected in the SHMA, the Housing LIN and by W. A. Barnes</p> |

| Factor | Source(s) (detailed in Chapter 3) | Possible impact on future housing need | Rationale for judgement |
|--|---|---|--|
| Economic performance and potential | SHMA, SEP, Census, W. A. Barnes |  | <p>The SHMA states Sutton and Kirkby-in-Ashfield offer easy access to employment and leisure activities in Nottingham. However, W. A. Barnes suggest commuter demand, though present, is more focussed on the south and west side of the towns and more related to Derby.</p> <p>SHMA's strategic conclusion across Outer Nottingham is that here (unlike other locations) the local economy has little impact on housing demand.</p> <p>The SEP is focused on unlocking strategic employment sites along the A617 Mansfield/Ashfield Regeneration Route,</p> <p>The neighbourhood plan area has a large, economically inactive retired population.</p> <p>However, recent housing completions have been larger units, indicating some demand from younger, economically active population.</p> <p>On balance, therefore, a small net increase in demand is expected due to local economic growth.</p> |
| House prices relative to surroundings | SHMA |  | <p>SHMA states that the neighbourhood plan area is located within an area of lower than average house prices. This indicates that housing demand is relatively constrained in Teversal. However the SHMA also indicates that house prices, although low, have also increased by 15-30% during the recovery from the recession, faster than surrounding areas. One rather than two down arrows to reflect increase in demand recently.</p> |

| Factor | Source(s) (detailed in Chapter 3) | Possible impact on future housing need | Rationale for judgement |
|---|--|---|---|
| International and UK in-migration rate | SHMA, Census, W. A. Barnes |  | <p>The SHMA states that the district's housing market is relatively self-contained with households tending to move within the district. 80% of local sales were to local residents, and a recent nearby new housing development near the neighbourhood area had 99% of sales go to local households. W. A. Barnes also echo this assessment.</p> <p>Furthermore the census indicates that the area is home to significantly fewer migrants, both from the EU and beyond, than the Ashfield and England averages. Recent higher rates of international migration have had less impact in the area than elsewhere.</p> |
| Level of new supply in local housing market | SHMA, SHLAA, W. A. Barnes |  | <p>The SHMA states that housing delivery since 2008 has fallen, as is the case regionally and nationally. Market conditions, however, improved in 2014 and the SHMA expects that completions will begin to pick up. W. A. Barnes also notes recent low rate of house-building activity in plan area, particularly when compared to nearby parts of Sutton, Kirkby and Mansfield. Low levels of recent supply can be a function either of limited supply or limited demand; however, here, evidence from the SHLAA and W. A. Barnes suggest that supply is not limited, but demand is. As such, despite relatively low recent rate of building, this is assessed as having little impact on local need</p> |
| Local housing waiting list/need for affordable housing | SHMA, Ashfield Homes |  | <p>The SHMA highlights some level of affordable housing need, but Ashfield's housing waiting list, though only a snapshot in time, does not suggest that affordable housing need is a significant driver of overall demand for housing in the neighbourhood plan area.</p> |
| Long-term vacancy rates | Vacant Dwellings by Local Authority District |  | <p>Local vacancy rates are slightly higher than the England average, indicating a low-demand housing market. However, there is no evidence that vacancies are higher in Teversal, Stanton Hill and Skegby, so an assessment of 'no impact' has been made.</p> |

| Factor | Source(s) (detailed in Chapter 3) | Possible impact on future housing need | Rationale for judgement |
|---|---|---|--|
| Overcrowding, including concealed families | Census |  | <p>Overcrowding does not seem to be an issue in the neighbourhood plan area's households as households became significantly less crowded between 2001 and 2011, most notably in households with over 1.5 persons per room. This is consistent with an ageing population.</p> <p>Household size is lower than the average England household size, further indicating a low rate of overcrowding.</p> <p>Proportion of households in single family occupancy is slightly higher than the Ashfield average, also indicating relatively low levels of overcrowding and concealment.</p> <p>Concealed families same as Ashfield and lower than England average.</p> <p>All indicators point to down arrows, but only two rather than three as the area is not significantly different from Ashfield as a whole on this indicator.</p> |
| Rental market relative to wider area | SHMA, home.co.uk |  | <p>The SHMA states that rents in Outer Nottingham are about average compared to the wider region. Although rents have grown since 2011, this has been below inflation. Properties in Teversal tend to rent 6% faster than properties in Sutton-in-Ashfield as a whole, indicating a slightly greater demand in the neighbourhood plan area compared to the wider area. On balance, a single up arrow appears a reasonable assessment.</p> |

157. Based on the data summarised on the quantity of dwellings required and the market factors affecting those quantities, AECOM recommends that housing need for the neighbourhood plan area in the period 2011-2031 would be in the range of 500-550 net additional dwellings, or 25-27 dwellings per year over the plan period.

158. The reasons for our assessment is as follows:

- The unconstrained forward projection of the Nottingham Outer SHMA of 1,100 dwellings is considered too high for the purposes of this neighbourhood plan-level assessment. This does not mean that the SHMA is incorrect, rather that on the basis of the evidence we have reviewed, the SHMA assessment of Sutton and Kirkby-in-Ashfield's housing need is highly unlikely to be evenly spread across the area.

Evidence from the Census on dwelling completion rates and an ageing population, alongside evidence from W. A. Barnes and the SEP, suggest that the demand assessed by the SHMA will be met to a greater extent in those parts of Sutton and Kirkby outside the neighbourhood plan area. As such, we consider that a discount of around 50% on the indicative SHMA-based projection of 1,100 units is justified to reflect the likely uneven spread of demand across the towns. This gives a discounted SHMA-based projection of 550.

- Likewise, for the same reasons, the DCLG Household Projections figure is considered higher than the actual plan area demand figure because it also assumes even growth across Ashfield, whereas our data, as summarised above, suggests the plan area will grow at a rate lower than the Ashfield average- for example, evidence on house prices from the SHMA suggest higher rates of growth in more southern parts of the district, such as Hucknall, most likely driven by jobs growth in Nottingham. This suggests a final assessment of demand that is lower than 654.
- Projections forward of dwelling completions are significantly lower than the SHMA-based projection(both discounted and undiscounted) as they are a reflection of supply as well as demand, whereas the SHMA-based projection represents demand only. As such, the recommended final need figure, which should be unconstrained by considerations of supply, is likely to be higher than both. This is further justified by the apparent increase in rates of housing delivery post-2011, which indicates a small increase in demand from the 2001-2011 period. Therefore, the final need figure should be higher than 420.
- Table 22 above includes a total of five up arrows and six down arrows. Therefore, although demand constraints are considered slightly to outweigh demand drivers, a significant component of the demand that does exist is related to the large and growing elderly population, and the Housing LIN data suggests that over-75s alone could generate a need for 393 specialist units, which is in addition to the smaller units suitable for independent elderly living that are needed. Although it is unlikely that all of the 393 could or should be provided within the plan area boundary, this is still a large number and there will be a degree of overlap between the 393 and the dwelling target selected, which acts to raise the dwelling target range.
- Providing a proportion of homes for older people (whether for independent living or assisted accommodation) will in turn free up larger dwellings that have the potential to attract a younger population profile looking for family accommodation in an affordable location. Our economic analysis suggests that notwithstanding the fact that local demand for these kinds of unit could be relatively higher outside the neighbourhood plan area boundaries, demand from economically active people and/or commuters could nevertheless form a proportion of future demand.

159. The balance of drivers and constraints within the above factors is considered to drive demand lower than the midpoint average of all projections in Figure 5 (which is 618 dwellings), and the midpoint of the average including the discounted SHMA-based projection is considered better to reflect the local demand constraints, and equates to 481 dwellings. However, it is considered that the high level of need generated by the over-75 population will act to increase need over this midpoint. As such, we consider that a range of 500-550 dwellings is a reasonable and justifiable estimate of housing need in Teversal, Stanton Hill and Skegby over the neighbourhood plan period.

160. Note that the 86 dwellings completed in the plan area since 2011 count towards the dwelling total, meaning the outstanding range of dwellings needed as of 2015 drops to 414-464 dwellings. As the SHLAA indicates a current capacity for 904 dwellings, it should be relatively straightforward for this range of outstanding need to be accommodated.

Characteristics of housing need

161. **Table 23** summarises the data we have gathered with a potential impact on the characteristics of the housing needed in the neighbourhood. Factors are in alphabetical but no other order.

Table 23: Summary of local factors specific to Teversal with a potential impact on neighbourhood plan housing characteristics

| Factor | Source(s) (see Chapter 3) | Possible impact on housing needed | Conclusion |
|--|--|---|--|
| Affordable housing | SHMA, Census, Ashfield Homes | <p>The SHMA indicated that for affordable housing there is a shortage of 2 bedroom flats and houses, and there is a general shortage of affordable housing for households less than 65 years of age. There is also a shortage of specialist housing for applicants with learning difficulties and those with physical disability.</p> <p>The Census states that levels of social housing are low and declining.</p> | <p>Ashfield's existing target for affordable housing, though possibly in need of updating should result in adequate provision across the neighbourhood plan area; therefore, as noted previously, there is no specific affordable housing policy required in Neighbourhood Plan.</p> <p>Nevertheless, a quantum of affordable housing is likely to be needed, especially smaller sized housing, given the existing low supply,</p> |
| Demand/need for smaller dwellings | SHMA, Census, Neighbourhood Forum Consultation | <p>Census shows an increase in single family households of 65 and over, larger than the Ashfield average and the England decline. This could indicate a greater need for 1 to 2 bedroom dwellings for the elderly population.</p> <p>SHMA noted high demand for smaller dwellings at nearby Phoenix Place development. It also shows that the majority of affordable need (72.2%) continues to be for 1-2 bed units.</p> <p>The Census also notes that although there is a low level of single person households, the proportion is increasing.</p> | <p>Provide within range of new dwelling sizes more small dwellings (1-2 bedrooms) for those in affordable need, and/or older people wishing to downsize from under-occupied larger dwellings.</p> <p>This will in turn free up family-sized dwellings that are currently under-occupied and that can be occupied by the proportion of the market needing larger dwellings, including families.</p> <p>Based on the Census and Neighbourhood Forum consultation, the smaller dwellings should be bungalows or houses rather than flats.</p> |

| Factor | Source(s) (see Chapter 3) | Possible impact on housing needed | Conclusion |
|--|--|---|--|
| Housing type | Census, SHMA, Neighbourhood Forum Consultation, home.co.uk | <p>Census shows that dwellings in the neighbourhood plan area are predominately semi-detached or detached houses, with very few flats, especially compared to the local and national averages.</p> <p>SHMA states that there is demand for semi-detached houses and for bungalows. It recommends a continued focus on 2-3 bedroom units, indicating that terraced and semi-detached homes will continue to be built.</p> <p>The majority of residents, according to the survey, felt that the area needs more detached housing, followed by semi-detached and bungalows.</p> | <p>New detached and semi-detached housing (including bungalows) would be in keeping with existing house types.</p> <p>However, with the clear need for many of the new dwellings needed to be smaller than the existing stock, this would also indicate a demand for smaller, terraced properties.</p> <p>This would in turn allow for a greater housing mix and a younger/more balanced population.</p> |
| Increase in older person households | SHMA, Neighbourhood Forum Consultation, Census, SNPP | <p>Evidence from Census (increasing numbers of older people, and homes becoming less crowded) demonstrate an ageing population.</p> <p>Some 'downsizing' of older households from larger to smaller units could free up larger units for families, for which there appears to be a demand. The SHMA also indicates a demand for medium sized properties (2- and 3- bed) for older households downsizing.</p> <p>The majority of residents, according to the survey, felt that the needs of the ageing population need to be met to a greater extent. The census and Housing LIN back this up.</p> | <p>Provide range of dwelling sizes, including smaller dwellings (1-2 bedrooms) suitable for older people.</p> <p>A policy supporting downsizing for households currently under-occupying larger properties, though aspirational, could at least be a useful statement of intent.</p> <p>Monitor downsizing as it takes place- the more that happens, the lower the remaining need for new family-sized/larger dwellings.</p> |

| Factor | Source(s) (see Chapter 3) | Possible impact on housing needed | Conclusion |
|---|---|---|---|
| <p>Need for larger/family households</p> | <p>SHMA, Census, Neighbourhood Forum Consultation</p> | <p>The SHMA notes a need across Outer Nottingham for larger homes for incomers, though as noted previously, this applies less to the neighbourhood plan area. However, there is an evidenced need for some larger affordable units.</p> <p>The Census indicates an upward trend for 7 and 8 room or more houses within the Neighbourhood Plan Area. This increase in rooms per household may be driven by incoming families. However the area still has a smaller than average household size.</p> <p>The Neighbourhood Forum Consultation indicated a local aspiration for more homes for young adults, which would potentially be family-sized units.</p> <p>Working from home is often a key driver of larger households, but is not considered a significant driver at Teversal, Stanton Hill and Skegby.</p> | <p>Census indicates families have decreased in number in the ward, and the neighbourhood forum may wish to consider if this is a sector of the population they would like to attract back, potentially through freeing up larger, under-occupied units through downsizing of the older households currently occupying them.</p> <p>If so, this would reduce the number of new family-sized dwellings needing to be provided, but increase the number of smaller dwellings needed.</p> |

| Factor | Source(s) (see Chapter 3) | Possible impact on housing needed | Conclusion |
|--|---------------------------|---|--|
| <p>Need/lack of need for specialist housing for the elderly</p> | <p>SHMA, SNPP</p> | <p>The proportion of the neighbourhood plan area residents whose day-to-day activities are limited a lot is the same as Ashfield's average and but higher than the England average, relating to the relatively older population. The proportion with day-to-day activities limited a little is slightly higher than the local and national average.</p> <p>This indicates that in terms of housing for the elderly, specialist care home places are likely to be required alongside semi-independent provision such as sheltered or warden-assisted housing.</p> <p>The Housing LIN indicates that 393 units will be required for people over 75 by 2031, although not all of this needs to be or should be provided within the plan area boundary.</p> | <p>Policy supporting provision of specialist housing for over-75s could help to meet identified need within the plan area boundaries. However, as it is important for specialist housing for older people to be in close proximity to services and facilities, some of the need could be better met closer to Sutton town centre (i.e. outside the plan area); as such, it is recommended that the group highlight this finding to Ashfield Council.</p> |

Recommendations for next steps

162. This neighbourhood plan housing needs advice has aimed to provide Teversal, Stanton Hill and Skegby Neighbourhood Forum with evidence on housing trends from a range of sources. We recommend that the Neighbourhood Forum should, as a next step, discuss the contents and conclusions with Ashfield District Council with a view to agreeing and formulating draft housing policies, taking the following into account during the process:

- the contents of this report, including but not limited to **Tables 22** and **23**;
- Neighbourhood Planning Basic Condition E, which is the need for the neighbourhood plan to be in general conformity with the strategic development plan (here, the adopted Local Plan);
- the types (detached, semi-detached, terraced etc.) and sizes (1 bedroom, 2 bedroom etc.) of existing dwelling commitments (i.e. the 86 homes already completed since 2011), and cross-referencing the findings of this assessment with **Table 22**, as what has already been provided will have an impact on the types and sizes of the remaining homes to be provided over the rest of the plan period;
- the views of the District Council;
- the views of local residents;

- the views of other relevant local stakeholders, including housing developers; and
 - the numerous supply-side considerations, including the extensive local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by the Council, including but not limited to the SHLAA.
163. As noted previously, recent changes in the planning system, including the introduction of the National Planning Policy Framework, continue to affect housing policies at a local authority and, by extension, a neighbourhood level.
164. This advice note has been provided in good faith by AECOM consultants on the basis of housing projections, distribution and assessment current at the time of writing (alongside other relevant and available information).
165. Bearing this in mind, we recommend that the steering group should monitor carefully strategies and documents with an impact on housing policy produced by Ashfield District Council or any other relevant body and review the neighbourhood plan accordingly to ensure that general conformity is maintained.
166. Most obviously, this includes monitoring the status of the emerging Ashfield Local Plan.
167. At the same time, monitoring ongoing demographic or other trends in the factors summarised in **Tables 22 and 23** would be particularly valuable.

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