Barlaston

Housing Needs Assessment (HNA)

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Quality information

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List of acronyms used in the text:

DLUHC	Department for Levelling Up, Housing and Communities (formerly MHCLG)
HMA	Housing Market Area
HNA	Housing Needs Assessment
HRF	Housing Requirement Figure (the total number of homes the NA is expected to plan for, usually supplied by LPAs)
HLIN	Housing Learning and Improvement Network
HRP	Household Reference Person
LA	Local Authority
LHN	Local Housing Need
LHNA	Local Housing Needs Assessment
LPA	Local Planning Authority
LSOA	Lower Layer Super Output Area
MSOA	Middle Layer Super Output Area
NA	Neighbourhood (Plan) Area
NP	Neighbourhood Plan
NPPF	National Planning Policy Framework
OA	Output Area
ONS	Office for National Statistics
PPG	Planning Practice Guidance
PRS	Private Rented Sector
RQ	Research Question
SBC	Stafford Borough Council
SHMA	Strategic Housing Market Assessment
VOA	Valuation Office Agency

1. Executive Summary

1.1 Barlaston is a Neighbourhood Area (NA) located in the borough of Stafford. The NA boundary covers the areas administered by Barlaston Parish Council.

1.2 The 2021 Census recorded 2,812 individuals in Barlaston, indicating a decrease 1.6% since the 2011 Census.

1.3 There has been some development in Barlaston in recent years. Stafford has provided data showing that 51 new homes have been built since 2011.

1.4 This Executive Summary details the conclusions of each chapter of this Housing Needs Assessment (HNA), addressing each of the themes agreed with the Barlaston Parish Council at the outset of the research.

1.5 Data from the 2021 Census is continuing to be released. At present, the available data covers population, households, tenure, and dwelling stock characteristics. Some data from the Census 2021 at the localised level is not yet available, as well as some data comparing numerous variables. As such this HNA will draw on the latest available data from the 2021 Census where possible and will also continue to use other data sets, including 2011 Census, Valuation Office Agency data, and ONS projections where necessary to build up evidence at the neighbourhood level.

Quantity

1.6 Based on the evidence above, this HNA recommends an overall HNF of 30 (rounded) dwellings for Barlaston, which equates to 4.3 dwellings per year between 2024 and 2031, or a residual HNF of 23 (rounded) dwellings between 2024 and 2031 after commitments have been deducted.

1.7 This figure has been broken down with the aim of allocating an appropriate share to Barlaston with reference to the strategy for the pattern and scale of new development across the borough as expressed in the latest local development plan, which takes into account the sustainability and suitability of the borough's various settlements for growth. This process relies on interpretations and assumptions made by AECOM.

1.8 The housing figure for Stafford is derived from the Government's standard method and is likely to change annually as ONS publishes new affordability data each year and new household projections approximately every two years. This could impact on the number of homes required in Stafford and any indicative housing requirement figure provided by Stafford for neighbourhood areas.

1.9 It should also be noted that there are constraints set out in The Plan for Stafford Borough which this calculation cannot account for. Detail provided in the justification for SP4 of the Plan suggests that new development will need to be provided outside of the existing built-up areas in each Key Service Village. However, the plan also points out that Barlaston is one of three settlements which are surrounded partly or wholly by the North Staffordshire Green Belt, meaning this will not be possible. The constraints set out in this

policy are left as a matter for discussion between Stafford Borough Council and Barlaston Parish Council.

1.10 Stafford Borough Council are currently in the process of reviewing their Local Plan, having completed the preferred options stage of the process in December 2022. The Council currently has an open call for sites and it is not known when any policies from the plan review will be published.

1.11 At the time the final Neighbourhood Plan housing requirement figure is provided by Stafford Borough Council, it can be considered to supersede the provisional calculation within this study. Consequently, there is a need for the neighbourhood group to continue to engage with the LPA to confirm the final housing figure for the Neighbourhood Plan.

Tenure and Affordability

Current tenure profile

1.12 Home ownership is the dominant tenure in Barlaston, accounting for close to three quarters of all households, which is higher than the borough average. Of the remaining households, 18% live in socially rented accommodation and 9% in the private rented sector.

1.13 Over the last decade, there has been a decrease in the number of socially rented homes. There have not been any other notable proportional changes to the tenure profile in Barlaston.

Housing Costs

1.14 Home values in Barlaston have followed a clear upward trajectory over the last decade, despite some year-on-year fluctuations. The current median house price (middle number when arranged from lowest to highest) is £287,500, which is 45% higher than the median in 2013. The lower quartile (the lowest 25% of prices, used as good proxy for entry-level housing) sits at £220,00, which is 40% higher than the LQ in 2013.

1.15 It is worth nothing that the current median house price in Barlaston is less expensive than the current median for Stafford as a whole (£298,000).

1.16 AECOM has estimated the annual income required to afford various tenures of housing in Barlaston. These thresholds are compared to local incomes to determine which options are the most appropriate for local people going forward. The average household income in the NA was £47,400 in 2020, and the lower quartile earnings (per person) was £23,000.

1.17 Local households on average incomes would struggle to access the median house price, unless they have the advantage of a large deposit. The median house price would require an income 60% higher than the current average.

1.18 Average market rents are only marginally affordable to average income households. But these households and households made up of two lower earners could afford entry level market rents.

1.19 Subsidised routes to home ownership like First Homes and shared ownership are intended to target people who can afford to rent but not to buy. In Barlaston, there is a relatively large gap between the income needed to afford to rent (£34,800) and to buy (£57,000), who may benefit from these products.

1.20 The discount on First Homes can be set at 30%, 40% or 50% in Neighbourhood Plans. Households with average incomes do not require discounts in order to access entry level priced properties. However, a 30% discount would extend access to home ownership to average earning households and may offer scope to provide affordable family sized accommodation.

1.21 Social/affordable rented housing are both affordable to households with one Lower Quartile earner. Some of these households may also be supported by housing benefit to access the size of home they need.

The need for Affordable Housing

1.22 An Economic and Housing Development Needs Assessment (EHDNA) was conducted for Stafford in 2020 which considered the housing needs of the borough. The document can be used to give an indication of the scale of affordable housing need in Barlaston. Pro-rating the figure presented in the EHDNA – based on its fair share of the borough population (2.1%) produces an estimated need for 5.3 affordable homes per annum.

1.23 Following the tenure mix for Affordable Housing set out in the EHDNA (70% social/affordable rental and 30%). This HNA estimates a need for 3.7 social/affordable rental units per annum and 1.6 affordable home ownership units per annum.

Affordable Housing policy

1.24 Affordable Housing is typically provided and made financially viable by Local and Neighbourhood Plan polices that require it to be included at a set proportion of market housing developments. The adopted Local Plan policy on this subject requires 40% of all new housing to be affordable.

1.25 This HNA has provided Barlaston with an indicative Housing Need Figure of 30 new dwellings to be completed within the NA up to 2031. If the Local Plan target of 40% were applied to this HNF, Barlaston might be reasonably expected to deliver 10 Affordable Homes over the Neighbourhood Plan Period.

1.26 This HNA would suggest an Affordable Housing tenure mix in the NA of 60% affordable rented homes and 40% affordable home ownership accommodation. This is due to the particularly acute levels of unaffordability in the parish. Whilst the modelling does suggest an increased demand for ownership products, it is likely that those seeking this option are already adequately housed. The most stress is likely to be felt by those lowest earners who would benefit from an increase in the provision of socially rented housing.

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

Type and Size

The current housing mix

1.28 The Barlaston housing stock is significantly biased towards detached and semi-detached homes, which cumulatively make up three quarters of the overall stock. The remainder is made up of terraced dwellings (17%) and a small proportion of flats (9%).

1.29 The type of homes in Barlaston generally conforms with the pattern across Stafford, which is characterised by a high proportion of detached and semi-detached homes, when compared with a smaller proportion of flats. The same applies to the size of homes in the NA, with both the NA and the borough having a higher proportion of homes with 3+ bedrooms.

Population characteristics

1.30 The Barlaston population has declined by 2% over the last decade. The population decline is generally being experienced across the population younger than 65. In contrast there has been growth in the older population cohorts (aged 65+). However, completions data provided by Stafford Borough Council suggest there have been 51 dwellings built which have not been counted in the 2021 Census. As such, the population decline may be more modest in reality.

1.31 Household projections suggest that the Barlaston population will age further over the NP period, with a potential increase of 49% in the population aged 65 and over. The projections also suggest either slow growth or a contraction of younger age groups in their share over the overall population over the NP period. It should be noted that these estimates are informed by population projections for the wider borough and may differ in reality.

Future population and size needs

1.32 It is possible to estimate the size mix of future homes that might best accommodated demographic trends and address imbalances in the exiting housing stock. The result of this process suggests that new developments should deliver a variety of dwellings, focused on those with between 2 and 4 bedrooms.

1.33 It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the NA or on any particular site. These include the specific characteristics of the nearby stock of housing (such as its condition and design), the role of the NA or site within the wider housing market area (linked to any Local Authority strategies or plans) and site-specific factors.

Specialist Housing for Older People

Characteristics of the current older population

1.34 There are currently estimated to be around 429 individuals aged 75 or over in Barlaston, a number that has grown from 396 in 2011, and is projected to rise to 553 by the end of the Neighbourhood Plan period (2031).

1.35 A clear majority (83%) of Stafford's households aged between 55 and 75 in 2011 (and therefore likely to reach the 75+ bracket by 2031) are owner occupiers and the remainder predominantly rent from a social landlord. This is important because those currently owning will require specialist accommodation for market purchase, being largely ineligible for subsidised housing, while those in private or social rent will need to rely on subsidised rented housing because they are unlikely to have the funds to buy.

Projected demographic change and need for specialist housing

1.36 The 75+ population of the NA is projected to increase from 15% to 18% of the overall population between 2021 and 2031. The growth of the older population should be converted into households because some older people will be cohabiting. The projected growth in the older population points to 89 new households made of persons aged 75+ over the Neighbourhood Plan period.

1.37 The potential need for specialist housing with some form of additional care for older people can be estimated by bringing together data on population projections, rates of disability, and what tenure of housing the current 55-75 cohort occupy in the NA. This can be sense-checked using a toolkit based on national research.

1.38 The two methods for estimating the future need in Barlaston produce a range of 31 to 48 specialist accommodation units that might be required during the plan period. These estimates are based on the projected growth of the older population, thereby assuming that today's older households are already well accommodated.

1.39 Broadly, between 65-80% of the need can be accommodated through market purchase (as opposed to Affordable Housing). Moreover, between 50-70% of the need can be accommodated through either sheltered accommodation or adaptations to the existing housing stock, rather than new extra care options. The potential need for care and nursing home beds in Barlaston by 2031 can be estimated at roughly 1.1.

2. Context

Local context

2.1 Barlaston is a Neighbourhood Area (NA) located in the Borough of Stafford in Staffordshire. The NA boundary follows the existing parish boundary and was designated in 2013.

2.2 A Neighbourhood Plan for the area was Made in 2019 covering the period between 2019-2031. The review of the made Neighbourhood Plan is the currently envisaged to follow the same time period. The evidence supplied in this report will look ahead to 2031, but where possible will also provide annualised figures which can be extrapolated to a different term if the timescale changes.

2.3 The village of Barlaston is set in the north of the borough and is accessed by the A34 from Stoke on Trent. The NA has a limited range of services but does have a public house, a bed and breakfast, some small shops and number of other small businesses.

The NA boundary and key statistics

2.4 For Census purposes, the NA is made up, like the rest of England, of statistical units called Output Areas (OAs). A breakdown of the OAs relevant to Barlaston is provided in Appendix A. A map of the Plan area appears below in Figure 2-1.

Figure 2-1: Map of the Barlaston Neighbourhood Area



Source: Barlaston Neighbourhood Development Plan [1]

[1] Available at https://www.staffordbc.gov.uk/sites/default/files/cme/DocMan1/Planning%20Policy/Neighbourhood%20Planning/Barlaston/Barlaston%20NP%20area%20boundary%20FINAL.pdf

2.5 At the time of the 2021 Census the NA was home to 2,812 residents, formed into 1,191 households and occupying 1,253 dwellings. The 2021 Census indicates population decline of around 1.6% since 2011[2], when the Census recorded a total of 2,858 residents, 1,208 households and 1,254 dwellings. The average household size stayed the same.

2.6 Completions data provided by Stafford indicate there have been 51 dwellings completed since 2011, taking the current total to an estimated 1,305 (2011 Census total + 51). The data provided by Stafford Borough Council suggests 15 of these dwellings were completed during the counting of the 2021 Census and are unlikely to be included in the 2021 total. It is worth noting that there is still discrepancy of 36 dwellings between the estimated total number of dwellings and the 2021 Census total.

The housing market area context

2.9 Whilst this Housing Needs Assessment (HNA) focuses on Barlaston NA it is important to keep in mind that neighbourhoods are not self-contained housing market areas. Housing market areas are usually wider than local authority areas and often stretch across a number of districts or boroughs. This is because housing market areas are inherently linked to the labour market, employment patterns and travel to work areas.

2.10 In the case of Barlaston, the NA sits within a housing market area which covers the borough of Stafford[1] meaning that when households who live in this authorities move home, the vast majority move within this geography. The housing market area also has links to other neighbouring areas however, including Stoke on Trent.

2.11 At the neighbourhood scale it is not possible to be definitive about housing need and demand because neighbourhoods, including Barlaston, are closely linked to other areas. In the case of Barlaston, changes in need or demand in settlements nearby is likely to impact on the neighbourhood.

2.12 In summary, Barlaston functions within a wider strategic area. As well as fostering good working relationships with the local planning authority (Stafford), it is therefore useful to think about the *role* of the neighbourhood within the wider area. This HNA can provide evidence to understand this role and the specific features of the neighbourhood within this wider context. Neighbourhood Plans can have a significant impact in shaping their neighbourhoods, enhancing the positive role the neighbourhood plays within the wider housing market, or developing policies to change entrenched patterns and improve housing outcomes in the neighbourhood and wider area.

[2] It is worth noting that this figure is an estimate only, based on data which is mostly available at local authority level such as administrative registers of births and deaths, data on moves between local authorities, small-area population estimates and official population projections, and not based on a survey count.

[1]https://www.staffordbc.gov.uk/sites/default/files/cme/DocMan1/Planning%20Policy/New%20Stafford%20Borough%20Local%20Plan%202020-2040/Evidence%20Base%20Documents/Economic_and_Housing_Development_Needs_Assessment.PDF

Planning policy context

2.13 Neighbourhood Plans are required to be in general conformity with adopted strategic local policies.[3] In the case of Stafford, the relevant adopted Local Plan consists of:

- The Plan for Stafford Borough 2011 – 2031 Part 1 (adopted 2014) and Part 2 (adopted 2017)

2.14 Stafford Borough Council are currently in the process of reviewing their Local Plan, having completed the preferred options stage of the process in December 2022. The borough council currently has an open call for sites and it is not known when any policies from the plan review will be published.

2.15 A detailed breakdown of the Local Plan policies relevant to housing need is provided in Appendix B. Here, it is worth summarising the most important points of the adopted Local Plan:

- Adopted Local Plan Policy SP2 identifies an overall housing target of 500 homes per year for the borough;
- In Policy P3/4 Barlaston is designated as one of 12 Key Service Villages, which will contribute 12% of new housing development in the Borough;
- Policy C2 states that 40% of all new dwellings are expected to be delivered as Affordable Housing on sites larger than 12 homes.

[3] A description of the Basic Conditions of Neighbourhood Planning is available at https://www.gov.uk/guidance/neighbourhood-planning--2#basic-conditions-for-neighbourhood-plan-to-referendum

3. Objectives and approach

Objectives

3.1 This HNA is structured according to a number of themes or topics that were agreed at the outset of the research with the Barlaston Parish Council. These themes are broadly aligned with the kinds of housing policy areas available to neighbourhood plans, and each will form a distinct chapter of this report. The sub-sections below give a brief overview of the objectives of each chapter.

Quantity

3.2 The objective of this chapter is to understand what quantity of housing overall might be needed in the NA over the Plan period.

3.3 This question properly falls within the remit of the LPA, to whom the National Planning Policy Framework (NPPF) gives responsibility for determining the overall housing need or requirement for any designated NA.

3.4 Barlaston does not currently benefit from a specific housing requirement figure provided by Stafford Borough Council through the Local Plan process.

3.5 In its absence, AECOM have agreed to supply an indicative estimate to help the Parish Council understand the potential scale of need in future years. This can be helpful context for the Neighbourhood Plan, particularly when considering the allocation of housing sites.

3.6 However, the indicative figure provided here will be automatically superseded if an LPA-provided figure emerges in future.

Affordability and Affordable Housing

3.7 Neighbourhood plans may include policies that influence the scale of Affordable Housing provision and the mix of different tenures and products provided through new housing development.

3.8 This chapter has three aims, each given its own sub-section:

- To establish the existing **tenure** of homes within the NA at present (owner occupied, private rented, social/affordable rented, shared ownership);
- To examine the **affordability** of different tenures by considering house prices, rents, local incomes and earnings; and
- To estimate the scale of **need** for Affordable Housing, including the need for those who cannot afford to rent and those who cannot afford to buy.

3.9 The evidence gathered here can be used to justify planning policies in the Neighbourhood Plan, but it is likely that other supporting evidence may be needed, for example on viability. Local Plans typically include policies on Affordable Housing and

whilst the Neighbourhood Plan must be in general conformity with these strategic policies, there is scope for Neighbourhood Plan policies to adopt some local variety where this is supported by the evidence.

Type and Size

3.10 It is common for neighbourhood plans to include policies that influence what form new housing should take in terms of type and size. This requires evidence of what local people need.

3.11 The focus of this chapter is to identify relevant trends and potential gaps in the market that can be used to justify planning policies. It has three aims, each given its own sub-section:

- To establish what **mix** of housing exists in the NA at present;
- To describe relevant characteristics of the local **population**; and
- To look to the **future**, considering how the population is likely to evolve and what mix of homes would be most appropriate to build.

3.12 In addition to the direction of travel revealed by statistics, a variety of reasons sit behind people's housing choices that are less easy to predict, including wealth, accessibility requirements and personal preference. The conclusions and recommendations given here are sufficient for justifying planning policies but are not definitive. It is also appropriate to take into account other factors and evidence if desired.

Specialist Housing for Older People

3.13 It may be appropriate for neighbourhood plans in areas with aging populations to include policies relating to specialist housing for older persons.

3.14 This chapter supplements the demographic evidence relating to Type and Size, including the potential demand for downsizing, to consider the quantity and characteristics of need for housing for older people with some form of additional care. Its approach is as follows:

- To review the **current provision** of specialist housing in the NA;
- To estimate the **potential demand** for this form of accommodation with reference to the projected growth in the older population and current rates of mobility limitation; and
- To discuss the potential for meeting this need through adaptations to the mainstream stock and other **additional considerations**.

3.15 This element of the HNA recognises that the majority of older people will live in the mainstream housing stock and that there is no single way to meet their needs. It may also be inappropriate to focus excessively on the needs of one group or to promote a specialist scheme in a location that lacks adequate services. These issues will be drawn out.

Approach

3.16 This HNA assesses a range of evidence to ensure its findings are robust for the purposes of developing policy at the neighbourhood plan level. This includes data from the 2021 and 2011 Censuses and a range of other data sources, including:

- ONS population and household projections for future years;
- Valuation Office Agency (VOA) data on the current stock of housing;
- Land Registry data on prices paid for housing within the local market;
- Rental prices from Home.co.uk;
- Local Authority housing waiting list data; and
- Stafford Borough Council Economic and Housing Development Needs Assessment (2020).

3.17 Data from the 2021 Census continues to be released. At present, the available data covers population, households, tenure, and dwelling stock characteristics. Some data at the localised level, including parishes, will not be available until later in 2024, as well as data comparing numerous variables. As such, neighbourhood level HNAs will draw on the latest available data from the 2021 Census where possible and will also continue to use other data sets, including 2011 Census, Valuation Office Agency data, and ONS parish projections to build up evidence at the neighbourhood level.

4. Quantity

Introduction

4.1 The objective of this chapter is to understand what quantity of housing overall might be needed in the Neighbourhood Area (NA) over the Neighbourhood Plan period.

4.2 This question properly falls within the remit of the Local Planning Authority (LPA), to whom the National Planning Policy Framework (NPPF) gives responsibility for determining the overall housing need or requirement for any designated NA. More background on this point is provided in the Policy Background section below.

4.3 In the absence of a housing figure provided by the LPA, AECOM can supply an indicative estimate to help neighbourhood planning groups understand the potential scale of need in future years. This can be helpful context for the Neighbourhood Plan, particularly when considering the allocation of housing sites.

4.4 However, the indicative figure provided by AECOM has a lower status to one provided by an LPA and would be automatically superseded if an LPA-provided figure emerges in future. As well as having a different status to an LPA-provided housing figure, AECOM's indicative figure is more limited in how it can be calculated.

4.5 It is important to highlight that there is no established method for calculating the overall housing need of small areas. While the NPPF requires LPA's to provide figures for NA's upon request, neither the NPPF nor Planning Policy Guidance (PPG) set out exactly how this should be done. As a result, LPAs take a variety of different approaches.

4.6 Generally, the methods used are top-down in nature, meaning that they try to determine what share of the Local Authority area's need is attributable to the NA. It is possible to use a bottom-up approach, likely drawing on household survey evidence, but this tends to be less consistent in terms of the data used and risks distorting the wider picture when multiple such estimates are aggregated.

4.7 AECOM's approach in HNAs is quite limited and simplistic for reasons of consistency and because certain judgements would require a wider scope and/or remain in the remit of the LPA. For example, LPAs can make their own determinations about the suitability of the NA for housing growth, noting for example its infrastructure and environmental constraints, or the role it plays in the local area relative to other locations.

4.8 For this reason, the number provided here is termed a Housing Need Figure (HNF) rather than sharing the terminology generally used by LPAs, which would speak of a Housing Requirement Figure (HRF). A need figure is a simpler expression of what might be needed, irrespective of the additional objectives, constraints and wider targets that might go into a more formal requirement or housing target. In short, a HRF can reflect the wider planning strategy in addition to local need.

Policy background

4.9 The 2023 NPPF (paragraph 67) states that strategic policy-making authorities "should establish a housing requirement figure for their whole area which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the Plan period. The requirement may be higher than the identified housing need if, for example, it includes provision for neighbouring areas, or reflects growth ambitions linked to economic development or infrastructure investment. Within this overall requirement, strategic policies should also set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations".

4.10 NPPF paragraph 68 states that "Where it is not possible to provide a requirement figure for a neighbourhood area the local planning authority should provide an indicative figure, if requested to do so by the neighbourhood planning body". This indicative figure should (amongst other things) "take into account factors such as the latest evidence of local housing need, the population of the neighbourhood area and the most recently available planning strategy of the planning authority."[4]

4.11 In calculating this HNF, it should be noted that paragraphs 67 and 68 place specific obligations on strategic or local planning authorities and no other parties (i.e. AECOM is not obliged to follow directly paragraphs 67 and 68). That said, AECOM's calculation will be of most use as a starting point if it can seek to mirror the NPPF suggested approach as closely as possible, and so this is the reasonable approach that has been taken.

4.12 The PPG[5] states that "Housing need is an unconstrained assessment of the number of homes needed in an area. Assessing housing need is the first step in the process of deciding how many homes need to be planned for. It should be undertaken separately from assessing land availability, establishing a housing requirement figure and preparing policies to address this such as site allocations".

4.13 A HNF is a 'policy-off' figure. This means that, while it takes account of the factors set out paragraph 68 of the NPPF and dwelling completions over the course of the Plan period, it is an expression of total housing demand unconstrained by the limits of the land available to build on. It is also unconstrained by the impact of policies that either facilitate or obstruct development. A policy-off figure can then be reviewed in light of further evidence including environmental constraints, land availability, relevant Local and Neighbourhood Plan objectives and policies, to formulate a 'policy-on' HRF.

4.14 This, again, is the difference between the Housing Need Figure (HNF) calculated here and the Housing Requirement Figure (HRF) that the Neighbourhood Plan may take forward based upon it, or which may be provided by the LPA. The HNA figure represents a blunt expression of need rather than a requirement.

[4] NPPF 2023, paragraph 68, available at https://www.gov.uk/government/publications/national-planning-policy-framework--2
[5] Paragraph: 001 Reference ID: 2a-001-20190220 at https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments

Approach

4.15 The number of new dwellings that might be planned for in the NA over the Plan period (the Housing Need Figure or HNF) is estimated using a three-step approach that seeks to reflect to the maximum extent the National Planning Policy Framework (NPPF) 2023, Planning Practice Guidance (PPG) advice, and the April 2021 Government response to its consultation on 'Changes to the current planning system'.[6] This is summarised in the box below:

Step 1: Standard method

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

NPPF requires Local Authorities, and anyone calculating LHN in their place, to use the 'standard method' for calculating the minimum number of homes that a local authority should plan for in an area. The standard method is a simple and transparent way of calculating a baseline of need that can be applied consistently across the country using publicly available datasets. The outcome of the standard method is an advisory starting-point for establishing a housing requirement for the area.

The standard method was set out in PPG in February 2019 and has been updated to reflect changes since.[7] The result changes annually so it is important this is calculated afresh here rather than relying on any standard method results published in the Local Plan.

Step 2: LPA planning strategy

The NPPF guidance then states that the initial needs figure for neighbourhood plans should reflect "the overall strategy for the pattern and scale of development and any relevant allocations,"[8] and "the most recently available planning strategy of the local planning authority."[9]

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

The goal is to whittle down a share of the LHN that is attributable to the Neighbourhood in a way that is less blunt than using population statistics alone (as in the Step 1 baseline), and that reflects to some degree the suitability of the NA relative to other settlements in the area. The best sources for this are the LPA's settlement hierarchy, any settlement suitability scoring exercise that has been undertaken, or the distribution of allocations.

Step 3: Dwelling completions

Next, any dwellings that have already been completed over the Plan period to the present date should be deducted from the total in order to provide a residual HNF for the remainder of the Plan period that

[6] Available at: https://www.gov.uk/government/consultations/changes-to-the-current-planning-system/outcome/government-response-to-the-local-housing-need-proposals-in-changes-to-the-current-planning-system.
[7] https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments
[8] NPPF, paragraph 67, page 18.
[9] Ibid.

reflects past under- or over-delivery. While it is appropriate to consider existing commitments (i.e. dwellings with planning permission, but not yet completed) at this point, they should not be deducted from the total until they are completed.

4.16 Employing this methodology, the HNF for Barlaston is calculated below.

Standard method (Step 1)

4.17 Firstly, the Local Housing Need (LHN) for the Local Authority area is calculated using the standard method outlined in PPG. This can then be pro-rated to the NA according to population statistics to give a baseline estimate of its needs.

4.18 The Stafford LHN figure, using the standard method, is calculated as follows:[10]

4.19 **Stage one** is to set the baseline, by calculating the projected average annual household growth in Stafford over a 10-year period, beginning with the current year, using the most recent ONS household projections:

- According to Stafford's 2014-based household projection, total household growth will be 2,968 households between 2024 and 2034. This equates to an annual average of 297 dwellings.

4.20 **Stage two** is to adjust this annual average using the most recent ONS median workplace-based affordability ratios,[11] which provide the ratio of house prices to earnings in various geographies. For each 1% increase in the ratio above 4, projected household growth should be increased by a quarter of a percent:

- Stafford's 2023 median affordability ratio is 7.28. Using the formula outlined in PPG to calculate the adjustment factor[12] results in a minimum annual figure of 358 dwellings (rounded)[13].

4.21 **Stage three** is to apply a cap which may limit the magnitude of the Stage Two increase. How this is calculated depends on the current status of relevant strategic policies for housing. There are two options depending on whether those policies were adopted within the last five years or are older:

- Option 1: where the relevant strategic policies were adopted within the last five years (at the point of making the calculation), the LHN is capped at 40% above the average annual housing requirement figure set out in the existing policies. This also applies where the relevant strategic policies have been reviewed by the authority within the 5-year period and have been found not to require updating.
- Option 2: where the relevant strategic policies for housing were adopted more than

[10] Paragraph: 004 Reference ID: 2a-004-20190220, at https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments
[11] Available at https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian
[12] Paragraph: 004 Reference ID: 2a-004-20190220, at https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments
[13] Adjustment factor = 1.205 (297 X 1.205 = 357.9)

5 years ago (at the point of making the calculation), the LHN is capped at 40% above whichever is the higher of:

a) the annual average projected household growth for the area over the 10-year period identified in Stage One above; or

b) The average annual housing requirement figure set out in the most recently adopted strategic policies (if a figure exists).

- The relevant strategic policy in this case is Spatial Principle 2 in The Plan for Stafford Borough (adopted 2014). As this document was not adopted within the last five years, and the requirement figure is higher than the projected household growth, Option 2 (b) is applied. This means the cap is applied to the average annual housing requirement figure set out in the Stafford Local Plan.
- The housing requirement figure in Spatial Principle 2 of The Plan for Stafford Borough is for 500 new homes per annum over the Plan period 2011 – 2031. A cap of 40% above 500 is 700 dwellings per annum.
- The uncapped figure of 358 dwellings derived from the adjustment for affordability (Step 2) is below the cap of 700. As such, the cap does not apply, and the affordability adjusted figure of 358 net dwellings per annum should be carried forward.

4.22 Having derived Stafford's LHN, we now calculate Barlaston's share of that target, by determining what proportion of Stafford's population currently reside in Barlaston and applying that percentage to Stafford's LHN.

4.23 According to the 2021 Census figures, there were 2,812 people living in Barlaston, or 2.1% of the 136,869 people in Stafford. Therefore, applying this percentage to Stafford's LHN of 358 gives a baseline indicative HNF for Barlaston of 7.5 dwellings per annum, or 43.4 dwellings (rounded) over the Neighbourhood Plan period 2024 - 2031.

LPA planning strategy (Step 2)

4.24 As stated in NPPF guidance, it is important to acknowledge the relevant policies in the most recently available[14] development plan document for the LPA. The policies reflect the overall strategy for the pattern and scale of development and any relevant allocations. This requires producing a HNF for the Neighbourhood Area that takes into account the Local Authority's spatial strategy, and therefore may differ from the initial HNF calculated above.

4.25 For Barlaston, the adopted Stafford Local Plan 2011 – 2031 remains the relevant document until policy literature from the emerging Local Plan (2020 – 2040) is published.

4.26 To attribute a more appropriate figure than the baseline number presented above to Barlaston, Spatial Principle 3 'Stafford Borough Sustainable Settlement Hierarchy' (SP3)

[14] This is the exact word used in the NPPF, i.e. not necessarily 'adopted'. In the case of Stafford, the most recently 'available' planning strategy is The Plan for Stafford Borough (2011 – 2031 even though this also happens to be the most recently 'adopted' planning strategy.

and Spatial Principle 4 ‘Stafford Borough Housing Growth Distribution’ (SP4) are the relevant starting points. SP3 sets out three settlement categories:

- County Town of Stafford;
- Market Town of Stone;
- Key Service Villages of Eccleshall, Gnosall, Hixon, Great Haywood, Little Haywood / Colwich, Haughton, Weston, Woodseaves, **Barlaston**, Tittensor and Yarnfield.

4.27 Policy SP4, sets out guidance on the distribution of the new housing delivery set out in SP2, which is as follows:

- Stafford 70%;
- Stone 10%
- Key Service Villages 12%;
- Rest of Borough Area 8%

4.28 Barlaston is one of the Key Service Villages (listed above) which together should accommodate 12% of the Borough’s total housing delivery. The total population of the 10 Key Service Villages is 27,590 (Eccleshall: 5,182, Gnosall: 5,104, Hixon: 2,081, Great Haywood: 2,025, Little Haywood / Colwich 4,707, Haughton: 1,071, Weston: 1,056, Woodseaves: 693, **Barlaston: 2,812**, Tittensor and Yarnfield: 2,859). Therefore, Barlaston represents 10.2% of the Key Service Village population.

4.29 The Plan for Stafford Borough (Part 1) makes provision for 1,200 dwellings to be completed in Key Service Villages over the Neighbourhood Plan period (2011 – 2031). Part 2 of the Plan (adopted 2017) raises this figure to 1,330, reflecting commitments and completions since Part 1 of the plan was published. It also provides detail on permitted sites within the Key Service Villages, which total 655 dwellings. This leaves net provision of 675 dwellings which are yet to be granted planning permission. Barlaston’s share of the remaining dwellings could be interpreted as 68.9 dwellings (10.2% of the Local Plan: Part 2 target).

4.30 However, the purpose of this exercise is to arrive at a housing need figure for Barlaston flowing from the latest LHN calculation for Stafford, rather than any past or existing targets.

4.31 The first step is to apply the distribution of new housing development set out in Local Plan policy SP4, which earmarks 12% of development growth to the Key Service Villages. Based on its share of the Key Service Villages population, 10.2% of this need can be considered attributable to Barlaston. Thus 1.2% of the overall requirement for the Borough of Stafford may be attributable to Barlaston based on population statistics and the NA’s place within the settlement hierarchy. The final step is to apply this percentage to the result of the standard method calculation completed above, which results in 4.3 new dwellings per annum (1.2% of 358), or 30.1 over the Neighbourhood Plan period (2024 – 2031).

Past dwelling completions (Step 3)

4.32 The next step is to subtract any net completions of new dwellings that have occurred since the beginning of the Neighbourhood Plan period, i.e. the period between 2011 and present, as well as considering commitments.

4.33 There have been 51 dwelling completions in Barlaston between 2011 and present, as confirmed by Stafford Borough Council. Given the neighbourhood plan period accounted for in this assessment starts in 2024 these completions do not impact the future housing need figure. There are, however, 7 dwelling commitments (i.e. planning permissions that are yet to be implemented), which have not yet begun construction, which can be deducted at the point that they are built out. If all are completed as currently envisaged, this would leave a residual target of 23.1 dwellings, or an annual need for 2.9 dwellings.

Final Housing Need Figure

4.34 Based on the evidence above, this HNA recommends an overall HNF of 30 (rounded) dwellings for Barlaston, which equates to 4.3 dwellings per year between 2024 and 2031, or a residual HNF of 23 (rounded) dwellings between 2024 and 2031 after commitments have been deducted.

4.35 This figure has been broken down with the aim of allocating an appropriate share to Barlaston with reference to the strategy for the pattern and scale of new development across the borough as expressed in the latest local development plan, which takes into account the sustainability and suitability of the borough's various settlements for growth. This process relies on interpretations and assumptions made by AECOM.

4.36 The housing figure for Stafford is derived from the Government's standard method and is likely to change annually as ONS publishes new affordability data each year and new household projections approximately every two years. This could impact on the number of homes required in Stafford and any indicative housing requirement figure provided by Stafford for neighbourhood areas.

4.37 It should also be noted that there are constraints set out in The Plan for Stafford Borough which this calculation cannot account for. Detail provided in the justification for SP4 of the Plan suggests that new development will need to be provided outside of the existing built-up areas in each Key Service Village. However, the plan also points out that Barlaston is one of three settlements which are surrounded partly or wholly by the North Staffordshire Green Belt, meaning this will not be possible. The constraints set out in this policy are left as a matter for discussion between Stafford Borough Council and Barlaston Parish Council.

4.38 Stafford Borough Council are currently in the process of reviewing their Local Plan, having completed the preferred options stage of the process in December 2022. The Council currently has an open call for sites and it is not known when any policies from the plan review will be published.

4.39 At the time the final Neighbourhood Plan housing requirement figure is provided by Stafford Borough Council, it can be considered to supersede the provisional calculation within this study. Consequently, there is a need for the neighbourhood group to continue to engage with the LPA to confirm the final housing figure for the Neighbourhood Plan.

5. Affordability and Affordable Housing

Introduction

5.1 Neighbourhood plans may include policies that influence the scale of Affordable Housing provision and the mix of different tenures and products provided through new housing development.

5.2 This chapter has three aims, each given its own sub-section:

- To establish the existing **tenure** of homes within the NA at present (owner occupied, private rented, social/affordable rented, shared ownership);
- To examine the **affordability** of different tenures by considering house prices, rents, local incomes and earnings; and
- To estimate the scale of **need** for Affordable Housing, including the need for those who cannot afford to rent and those who cannot afford to buy.

5.3 The evidence gathered here can be used to justify planning policies in the Neighbourhood Plan, but it is likely that other supporting evidence may be needed, for example on viability. Local Plans typically include policies on Affordable Housing and whilst the Neighbourhood Plan must conform with these policies, there is scope for Neighbourhood Plan policies to adopt some local variety where this is supported by the evidence.

Definitions

5.4 This section uses a range of technical terms which are useful to define at the outset:

- **Tenure** refers to the way a household occupies their home. Broadly speaking, there are two categories of tenure: market housing (such as homes available to purchase outright or rent from a private landlord) and Affordable Housing (including subsidised products like social rent and shared ownership).
- **Affordability** refers to the relationship between the cost of housing to buy or rent and the incomes and earnings of households.
- The definition of **Affordable Housing** is set out in the NPPF 2023 (Annex 2) as 'Housing for sale or rent, for those whose needs are not met by the market…' We refer to Affordable Housing, with capital letters, to denote the specific tenures that are classified as affordable in the current NPPF (Annex 2). A relatively less expensive home for market sale may be affordable but it is not a form of Affordable Housing.
- A range of affordable home ownership opportunities are included in the Government's definition of Affordable Housing, to meet the needs of those aspiring

to own a home. As part of this, the Government has introduced a new product called First Homes, although this is not yet reflected in Annex 2 of the NPPF.[15]

- **First Homes** is a new product and expected to be an important part of the strategy for improving access to home ownership. Its key features are explained in greater detail in Appendix C.

Current tenure profile

5.5 The current tenure profile is a key feature of the Neighbourhood Area (NA). Patterns of home ownership, private renting and affordable/social renting reflect demographic characteristics including age (with older households more likely to own their own homes), and patterns of income and wealth which influence whether households can afford to rent or buy and whether they need subsidy to access housing.

5.6 Table 5-1 presents data on tenure in Barlaston compared with Stafford and England from the 2021 Census. It shows that home ownership is the dominant tenure option in Barlaston, accounting for close to three quarters of the overall tenure profile. The remainder is made up of social (18%) and private renters (9%), with no shared ownership units.

5.7 The tenure profile of the NA generally tracks that of the wider borough, in terms of the high proportion of homeowners. However, there appears to be a higher proportion of socially rented homes in Barlaston (18%) than is typical for Stafford as a whole (14%). Conversely, there is a higher proportion of private renters in the borough (16%) than there are in Barlaston (9%).

Table 5-1: Tenure (households) in various geographies, 2021

Tenure	Barlaston	Stafford	England
Owned	73.4%	70.0%	61.3%
Shared ownership	0.0%	0.8%	1.0%
Social rented	17.6%	13.6%	17.1%
Private rented	9.0%	15.6%	20.6%

Sources: Census 2021, AECOM Calculations

5.8 It is also worth comparing how the tenure mix has changed in the last ten years, using the 2011 Census (see Table 5-2). The most striking change over the last 10 years is the decline in the number of social renters (-11%), which equates to 27 less units in 2021 than there were in 2011. In turn, the table shows there are 30 more homeowners over the same time period, but this does not represent any significant proportional change.

[15] The shape that the new First Homes product will take is set out in a Ministerial Statement issued in May 2021, available here: https://questions-statements.parliament.uk/written-statements/detail/2021-05-24/hlws48. The relevant update to PPG is available here: https://www.gov.uk/guidance/first-homes#contents.

Table 5-2: Tenure change (households) in Barlaston, 2011-2021

Tenure	2011	2021	% change
Owned	847	874	3.2%
Shared ownership	0	0	0.0%
Social rented	237	210	-11.4%
Private rented	102	107	4.9%

Sources: Census 2021 and 2011, AECOM Calculations

Affordability

House prices

5.9 House prices provide an indication of the level of demand for homes within an area. The relationship between house prices and incomes determines whether housing is affordable to local households and, to a large extent, what tenure, type and size of home they occupy. Changes in affordability over time can indicate pressures in the housing market. As such, it is useful for the evidence base for plans to examine trends in prices and consider what this reveals about the local housing market.

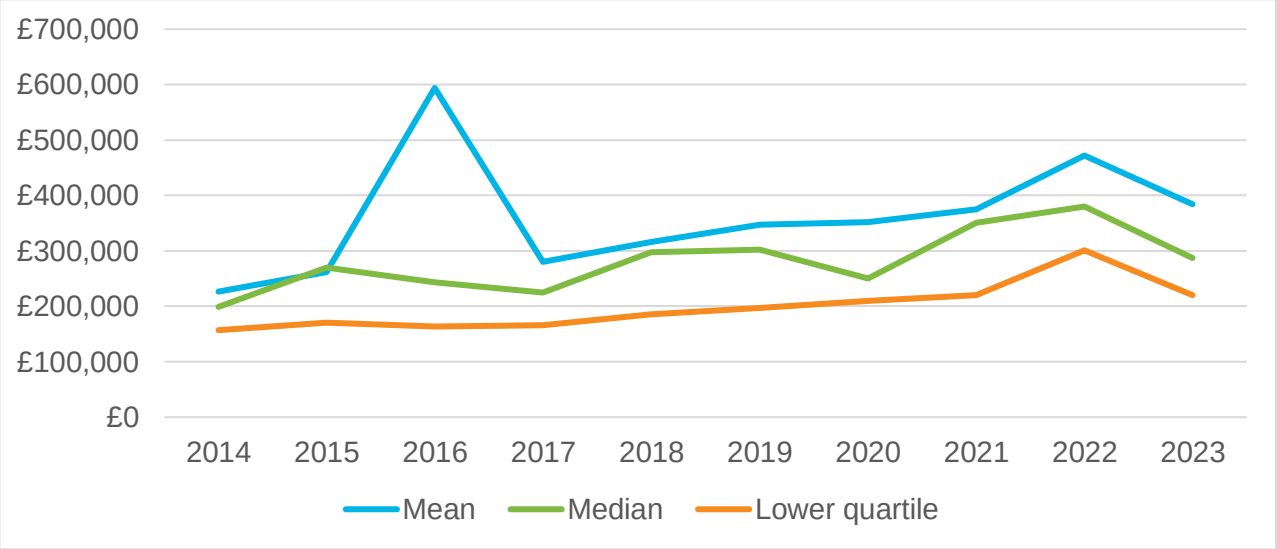
5.10 Figure 5-1 looks at the average and lower quartile house prices in Barlaston based on sales price data published by the Land Registry. It shows that the median housing price, which represents the middle number when the data is sorted from smallest to largest, has experienced relatively steady upward growth over the last decade despite some year on year fluctuations.

5.11 The current median house price in Barlaston is £287,500, which is 45% more expensive than it was in 2014. The current mean is higher at £384,000, which is 70% higher than it was 2014. Because the mean reflects every transaction in the sample there is potential for outlaying data to skew the overall result (making it usually higher than the median).

5.12 The current lower quartile (LQ) price, which is the middle figure of the lowest 50% sales and acts as a good representation of entry level housing, stands at £220,000 and is 40% higher than the 2013 LQ figure.

5.13 House prices in Barlaston appear to be slightly cheaper than the borough as a whole, where the 2023 median house prices was £298,000.

Figure 5-1: House prices by quartile in Barlaston, 2014-2023



Source: Land Registry PPD

5.14 Table 5-3 breaks down house prices by type, presenting the median within each type. It shows that detached dwellings are appreciating in value at a much faster rate than other housing types (+85%). Semi detached homes are growing at a rate close to the overall median (+42%) and terraced dwellings are showing much slower growth (+15%) over the ten-year period.

5.15 It should be noted that flats showed sales only in one year, which suggests a lack of this housing type (a feature of the local stock explored in more detail in the following chapter).

Table 5-3: Median house prices by type in Barlaston, 2014-2023

Type	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Growth
Detached	£243K	£330K	£383K	£346K	£390K	£420K	£425K	£418K	£415K	£448K	84.5%
Semi-detached	£181K	£181K	£182K	£188K	£180K	£195K	£208K	£220K	£293K	£256K	41.5%
Terraced	£151K	£134K	£117K	£166K	£247K	£201K	£229K	£198K	£174K	£173K	14.6%
Flats	-	-	-	-	-	-	-	-	-	£110K	-
All Types	**£199K**	**£270K**	**£244K**	**£225K**	**£298K**	**£303K**	**£250K**	**£351K**	**£380K**	**£288K**	44.5%

Source: Land Registry PPD

Income

5.16 Household incomes determine the ability of households to exercise choice in the housing market, and consequently the level of need for affordable housing products. Two sources of data are used to examine household incomes in the NA.

5.17 The first source is ONS's estimates of incomes in small areas. This is locally specific but limited to the overall average income (i.e. it does not provide the average income of lower earners). The average total household income locally was £47,400 in 2020 (the most recent year for this dataset). Discussion about the area to which this data applies is provided in Appendix A.

5.18 The second source is ONS's annual estimates of UK employee earnings. This provides lower quartile average earnings (i.e. the income of the lowest 25% of earners). However, it is only available at the Local Authority level. It also relates to individual earnings. While this is an accurate representation of household incomes where there is only one earner, it does not represent household income where there are two or more people earning. Stafford's gross individual lower quartile annual earnings were £23,000 in 2023. To estimate the income of households with two lower quartile earners, this figure is doubled to £46,000.

5.19 It is immediately clear from this data that there is a large gap between the spending power of average earning households and those earning the lowest 25% of incomes, particularly where the household in question has one earner only.

Affordability Thresholds

5.20 To gain a clearer understanding of local affordability, it is useful to understand what levels of income are required to afford different tenures. This is done using 'affordability thresholds': the estimated amount of annual income required to cover the cost of rent or a mortgage given local housing prices.

5.21 AECOM has determined thresholds for the income required in Barlaston to buy a home in the open market (average and entry-level prices), and the income required to afford private rent and the range of Affordable Housing tenures as set out in the NPPF. These calculations are detailed and discussed in more detail in Appendix C.

5.22 The key assumptions made in assessing the affordability of different tenures are explained alongside the calculations, but it is worth noting here that we have assumed that the maximum percentage of household income that should be spent on rent is 30% and that mortgage financing will be offered at a maximum of 3.5 times household income. These are standard assumptions across housing needs assessments at neighbourhood and local authority scale although different approaches are sometimes taken and a case can be made for alternatives. This is discussed in more detail at the start of Appendix C.

5.23 Table 5-4 summarises the estimated cost of each tenure, the annual income required to support these costs within the NA, and whether local incomes are sufficient. The income required column assumes the household already has access to a deposit (which we have assumed to be 10% of the value to be purchased) but does not reflect the possibility that households may already hold equity from an existing property. Although these factors may be crucial to whether housing will be affordable, they are highly dependent on individual circumstances that cannot be anticipated here.

Table 5-4: Affordability thresholds in Barlaston (income required, £)

Tenure	Mortgage value (90% of price)	Annual rent	Income required	Affordable on average incomes? £47,400	Affordable on LQ earnings (single earner)? £23,000	Affordable on LQ earnings (2 earners)? £46,000
Market Housing						
Median House Price	£258,750	-	**£73,929**	No	No	No
Estimated NA New Build Entry-Level House Price	£217,373		**£62,107**	No	No	No
LQ/Entry-level House Price	£197,983	-	**£56,567**	No	No	No
LA New Build Median House Price	£242,096	-	**£69,170**	No	No	No
Average Market Rent	-	£14,280	**£47,600**	Marginal	No	No
Entry-level Market Rent	-	£10,440	**£34,800**	Yes	No	Yes
Affordable Home Ownership						
First Homes (-30%)	£152,161	-	**£43,475**	Yes	No	Yes
First Homes (-40%)	£130,424	-	**£37,264**	Yes	No	Yes
First Homes (-50%)	£108,687	-	**£31,053**	Yes	No	Yes
Shared Ownership (50%)	£108,687	£3,019	**£41,117**	Yes	No	Yes
Shared Ownership (25%)	£54,343	£4,529	**£30,622**	Yes	No	Yes
Shared Ownership (10%)	£21,737	£5,434	**£24,325**	Yes	Marginal	Yes
Affordable Rented Housing						
Affordable Rent	-	£5,200	**£17,316**	Yes	Yes	Yes
Social Rent	-	£4,420	**£14,719**	Yes	Yes	Yes

Source: AECOM Calculations

5.24 Before considering each tenure category in turn, it is important to stress that these affordability thresholds have been calculated to give an indication of the costs of various tenures to inform Neighbourhood Plan policy choices. These figures rely on existing data and assumptions, and it is not possible to estimate every possible permutation. The income figures also disguise a large degree of variation. For simplicity the analysis below speaks in terms of tenure products being 'affordable' or 'not affordable' for different groups, but individual circumstances and the location, condition and other factors of specific properties in each category have a large impact. These conclusions should therefore be interpreted flexibly.

Market housing for purchase and rent

5.25 Thinking about housing for purchase on the open market, it appears that local households on average incomes are unable to access even entry-level homes unless they have the advantage of a very large deposit. Market housing, even with the benefit of a higher than average income, is likely to remain out of reach to most. The median house price would require an annual income 60% higher than the current average.

5.26 Private renting is generally only affordable to average earners. However, households made up of two lower quartile earners can afford entry level rents. Affordability is improved if households are able or willing to dedicate a larger proportion of their incomes

to rental costs, although this has repercussions for other quality of life aspects and cannot be assumed to suit all individuals' circumstances.

Affordable home ownership

5.27 There is a relatively large group of households in Barlaston who may be able to afford to rent privately but cannot afford home ownership. They are typically earning between around £34,800 per year (at which point entry-level rents become affordable) and £56,600 (at which point entry-level market sale homes become affordable). This 'can rent, can't buy' cohort may benefit from the range of affordable home ownership products such as First Homes and shared ownership.

5.28 First Homes are to be offered at a discount of at least 30% on equivalent market prices (i.e. new build, entry-level properties). Local authorities and neighbourhood plan qualifying bodies will have discretion to increase the discount on First Homes to 40% or 50% where there is evidence to suggest this is appropriate.

5.29 This report has estimated the income required to afford First Homes and tested the implications of 30%, 40% and 50% discount levels. First Homes at a discount of 30% would be comfortably affordable for average income households and for households with two lower earners.

5.30 It is important to note that this evidence based on affordability does not provide a complete picture: evidence about the financial viability of development is also relevant. The question is whether demanding higher discount levels on First Homes will create a financial burden on developers that leads them to argue either that the discount level is not feasible or that the total amount of Affordable Housing may need to be decreased. This could effectively sacrifice the provision of affordable rented housing to provide a more attractive First Homes product. The issue of development viability is a specialist matter involving analysis of land values and build costs that is outside the scope of this assessment. If the Parish Council intend to set a higher First Homes discount level than that set at borough level, further discussions with the LPA are advised.

5.31 Shared ownership appears to be more affordable than First Homes but is broadly accessible to the same groups. Government has recently announced that the minimum equity share for shared ownership will fall to 10% of the property value.[16] If this is delivered in the NA, it will make shared ownership easier to access for more people. However, while the income threshold for a 10% equity shared ownership home is lower, this product may not necessarily be more attractive than the alternatives (such as shared ownership at higher equity shares and First Homes) for those who can afford them.

5.32 Rent to Buy provides households with the option to rent at a discount whilst saving for a deposit to buy their property within a set period (usually within 7 years). The income required to access Rent to Buy is assumed to be the same as that required to afford market rents. However, affordability to local households would depend on how rents are

[16] The previous minimum equity share was 25%. This change took effect from 28 June 2021 and transitional arrangements are in place for planning policy documents that are prepared during the implementation timeframe. Changes are also introduced to make the process of staircasing to full ownership more gradual with lower minimum increments of 1%. The ministerial statement confirming and detailing the changes is available here: https://questions-statements.parliament.uk/written-statements/detail/2021-05-24/hlws48.

set. If Rent to Buy is offered at a discount to *entry level* rents, this would expand this route to home ownership quite significantly. However, discounts on *average* rents would make Rent to Buy affordability, in terms of the household income required, comparable to First Homes and Shared Ownership. However, for some households, the availability of a deposit rather than income level per se is the key barrier to accessing home ownership. Rent to Buy may therefore offer a useful product to meet the needs of some households.

5.33 These three affordable home ownership products need to be considered in relation to what they offer occupants in the long term beyond simply being affordable to access or not:

- First Homes allow for a greater ownership stake in the property, enabling occupiers to benefit from price appreciation over time. Monthly outgoings are also limited to mortgage costs alone, which tend to be cheaper than renting.
- Shared ownership at high equity shares performs a similar function to First Homes, but there are additional costs associated with the rented portion.
- Shared ownership at low equity shares can usually be accessed by lower earning households (than First Homes) and requires a smaller deposit. However, this is a potentially less attractive route to eventual ownership because monthly outgoings remain high. The occupant has to pay a significant monthly rent as well as service charges and other costs, so it can be harder for them to save funds to buy out a greater share in the property over time.
- Rent to Buy requires no deposit, thereby benefitting those with sufficient incomes but low savings. It is more attractive than renting but results in a much slower accumulation of the funds that can provide an eventual route to ownership than the other tenures discussed above.

Affordable rented housing

5.34 Affordable rents set out in the table above are substantially below market rents. Whilst affordable rents can be set at up to 80% of market rents, in many locations Registered Providers (housing associations) set them to ensure that they are affordable to those claiming housing benefit, i.e. at or below Local Housing Allowance levels. This means that they are in practice below 80% of market levels. This appears to be the case in Barlaston where affordable rents are approximately 50% of entry level market rents.

5.35 Social and Affordable rented housing is generally affordable to households with one lower earners depending on their household size (average earning households are unlikely to be eligible). However, many such individuals will, if unable to secure a social rented dwelling require additional subsidy through Housing Benefit to access housing.

5.36 The evidence in this chapter suggests that the affordable rented sector performs a vital function in Barlaston as the only option for a large segment of those in the greatest need. Social rents are cheaper and would therefore leave households on lower earnings better off and better able to afford their other living costs, such as food and fuel etc. Where

households are supported by housing benefit the difference in the cost of affordable and social rents may be irrelevant as the level of housing benefit flexes according to the rent. This means that households supported by housing benefit may be no better off in social rented accommodation because they receive a lower rate of housing benefit to cover their rent.

Estimates of the need for Affordable Housing

5.37 This section seeks to quantify the long-term potential need for Affordable Housing, which should be considered separately for affordable rented housing and affordable routes to ownership. The appropriate approach is taken based on the evidence available at Local Authority and NA scale.

5.38 An Economic and Housing Development Needs Assessment (EHDNA) for Stafford Borough Council was conducted in 2020. The study estimated the housing needs of Stafford based on the analysis of the LPA's waiting list and analyses of other data sets in line with Planning Practice Guidance at the time.

5.39 Given the recency of the relevant housing market area wide study, prorating figures in this document represents the most appropriate basis for estimating the likely need for Affordable Housing in the NA. The Stafford EHDNA estimates a net need for 252 affordable homes per annum in Stafford (based on 33% of income being used toward housing costs).

5.40 When the EHDNA figure is prorated to Barlaston based on its fair share of the Stafford population (2.1% of the borough population (Census, 2021)), this equating to 5.3 affordable housing units per annum. This means that over the timeframe of the Neighbourhood Plan (2024 – 2031), to fully meet its potential share of the borough's Affordable Housing need, Barlaston might be expected to deliver 37.1 Affordable Homes.

5.41 It should be noted that full planning approval has been granted for a site within the NA which will deliver 13 new affordable rental units. Although the delivery of units on this site will not fully meet the need identified in this HNA, it will significantly improve the supply of this affordable tenure option in the NA.

5.42 The Affordable Housing need figure provided in the Stafford relates primarily to social/affordable rental units. The document states that there should a tenure split of 70% for social/affordable rental homes, and 30% for intermediate (affordable home ownership) homes. As such, following the split recommended by the EHDNA, Barlaston has a need for 3.7 social/affordable homes per annum (25.9 over the Neighbourhood Plan period) and 1.6 affordable home ownership dwellings per annum (11.2 over the Neighbourhood Plan period).

Affordable Housing policies in Neighbourhood Plans

5.43 This section outlines a common Neighbourhood Plan policy level around the tenure mix of affordable housing, provides a recommendation and summarises relevant considerations.

Application of Local Plan policies

5.44 Stafford's adopted policy on this subject Policy C2 requires 40% of all new housing to be affordable. It is not known how much of the new housing delivered in the NA in the last decade was Affordable Housing.

5.45 The overall proportion of housing that must be affordable is not an area of policy that a Neighbourhood Plan can usually influence, but it is worth emphasizing that the HNA finds there to be robust evidence of need for Affordable Housing in the NA, and every effort should be made to maximise delivery where viable. Changing or influencing the overall proportion of housing that must be affordable is uncommon in Neighbourhood Plans and would demand a high standard of evidence to depart from the Local Plan. If this is of interest, it should first be discussed with the LPA to ensure their support and to determine what additional evidence (e.g. about development viability) would be needed.

5.46 How the Affordable Housing that comes forward through mainstream development sites is broken down into specific tenures – such as the balance between rented tenures and routes to home ownership – is left as a matter to be informed by the latest evidence through the Local Plan review.

Affordable Housing at Neighbourhood level

5.47 The HNA can provide more localised evidence and this may be used to support Neighbourhood Plan policies. This section suggests an Affordable Housing tenure mix that might be suitable for Barlaston on the basis of identified housing need and a range of other considerations detailed in Appendix D.

- Based on the Stafford Borough EHDNA along with AECOMs modelling, this HNA estimates a potentially robust need for both social/affordable rental dwellings and affordable homeownership products in Barlaston.
- The relationship between the figures presented here suggests that the balance of Affordable Housing should be weighted slightly toward affordable home ownership products.
- However, given that social and affordable rental homes accommodate those with the most acute affordability challenges, this HNA would recommend a tenure mix slightly in favour of affordable rental dwellings. As such, this HNA would recommend 60% of new Affordable Homes should be allocated to social/affordable renting and 40% for affordable home ownership. This mix would help meet the most acute affordability challenges in the NA and also encourage an increased supply of affordable home ownership dwellings.
- This mix deviates slightly from that presented in the EHDNA. This in response to local characteristics and to fully meet the policy requirement for 25% of new Affordable Homes to be provided as First Homes, whilst leaving scope for a diverse supply of affordable home ownership options through the delivery of Shared Ownership units.
- There may be further justification to amend this mix above, for example due to viability constraints, or particular site-specific factors. However, this is left as a matter for discussion between the Parish Council and the LPA, who may have access to more detailed local data and are able to comment with more authority on issues of viability.

5.48 Where the Barlaston Parish Council wish to develop policy that deviates from that outlined in the Local Plan – either by differing from the headline split between renting and ownership or by specifying a greater level of detail around sub-tenures, it is important that they liaise with Stafford to determine what additional evidence (notably about development viability) may be needed, and to ensure that departures from the local policy context have their support.

Table 5-5: Indicative tenure split (Affordable Housing)

Tenure	Indicative mix	Considerations and uncertainties
Routes to home ownership, of which	**40%**	
First Homes	25%	Product untested so uncertainties around viability, developer, lenders and buyer appetite etc.
Shared ownership	15%	Recently confirmed changes to the model to allow purchases of 10% share - impact on viability unknown. RPs business plans currently reliant on shared ownership model. Impact of displacement by First Homes unknown.
Rent to Buy	-	Emerging product with popularity and effectiveness as yet unknown. Impact of displacement by First Homes unknown.
Affordable Housing for rent, of which	**60%**	
Social rent	To be set by Registered Providers	Uncertain how much funding available to support this tenure in local area. Uncertain whether RPs willing to own/manage stock in this area.
Affordable rent	To be set by Registered Providers	Uncertain whether RPs willing to own/manage stock in this area.

Source: AECOM calculations

Conclusions- Tenure and Affordability

Current tenure profile

5.49 Home ownership is the dominant tenure in Barlaston, accounting for close to three quarters of all households, which is higher than the borough average. Of the remaining households, 18% live in socially rented accommodation and 9% in the private rented sector.

5.50 Over the last decade, there has been a decrease in the number of socially rented homes. There have not been any other notable proportional changes to the tenure profile in Barlaston.

Housing Costs

5.51 Home values in Barlaston have followed a clear upward trajectory over the last decade, despite some year-on-year fluctuations. The current median house price (middle number when arranged from lowest to highest) is £287,500, which is 45% higher than the median in 2013. The lower quartile (the lowest 25% of prices, used as good proxy for entry-level housing) sits at £220,00, which is 40% higher than the LQ in 2013.

5.52 It is worth nothing that the current median house price in Barlaston is less expensive than the current median for Stafford as a whole (£298,000).

5.53 AECOM has estimated the annual income required to afford various tenures of housing in Barlaston. These thresholds are compared to local incomes to determine which options are the most appropriate for local people going forward. The average household income in the NA was £47,400 in 2020, and the lower quartile earnings (per person) was £23,000.

5.54 Local households on average incomes would struggle to access the median house price, unless they have the advantage of a large deposit. The median house price would require an income 60% higher than the current average.

5.55 Average market rents are only marginally affordable to average income households. But these households and households made up of two lower earners could afford entry level market rents.

5.56 Subsidised routes to home ownership like First Homes and shared ownership are intended to target people who can afford to rent but not to buy. In Barlaston, there is a relatively large gap between the income needed to afford to rent (£34,800) and to buy (£57,000), who may benefit from these products.

5.57 The discount on First Homes can be set at 30%, 40% or 50% in Neighbourhood Plans. Households with average incomes do not require discounts in order to access entry level priced properties. However, a 30% discount would extend access to home ownership to average earning households and may offer scope to provide affordable family sized accommodation.

5.58 Social/affordable rented housing are both affordable to households with one Lower Quartile earner. Some of these households may also be supported by housing benefit to access the size of home they need.

The need for Affordable Housing

5.59 An Economic and Housing Development Needs Assessment (EHDNA) was conducted for Stafford in 2020 which considered the housing needs of the borough. The document can be used to give an indication of the scale of affordable housing need in Barlaston. Pro-rating the figure presented in the EHDNA – based on its fair share of the borough population (2.1%) produces an estimated need for 5.3 affordable homes per annum.

5.60 Following the tenure mix for Affordable Housing set out in the EHDNA (70% social/affordable rental and 30%). This HNA estimates a need for 3.7 social/affordable rental units per annum and 1.6 affordable home ownership units per annum.

Affordable Housing policy

5.61 Affordable Housing is typically provided and made financially viable by Local and Neighbourhood Plan polices that require it to be included at a set proportion of market housing developments. The adopted Local Plan policy on this subject requires 40% of all new housing to be affordable.

5.62 This HNA has provided Barlaston with an indicative Housing Need Figure of 30new dwellings to be completed within the NA up to 2031. If the Local Plan target of 40% were applied to this HNF, Barlaston might be reasonably expected to deliver 10 Affordable Homes over the Neighbourhood Plan Period.

5.63 This HNA would suggest an Affordable Housing tenure mix in the NA of 60% affordable rented homes and 40% affordable home ownership accommodation. This is due to the particularly acute levels of unaffordability in the parish. Whilst the modelling does suggest an increased demand for ownership products, it is likely that those seeking this option are already adequately housed. The most stress is likely to be felt by those lowest earners who would benefit from an increase in the provision of socially rented housing.

5.64 Table 5-6 summarises Barlaston's position with regards to the expected delivery of Affordable Housing, and how this might ideally be apportioned among sub-categories of tenure to meet local needs over the Plan period. This exercise simply applies the Housing Need Figure for the area to the Local Plan policy expectation, and shows the quantities of affordable housing for rent and sale that would be delivered if the tenure mix proposed in this HNA were to be rigidly enforced. In this sense it is hypothetical, and the outcomes in practice may differ, either as a result of measures taken in the neighbourhood plan (e.g. if the group plans for more housing (and therefore more affordable housing) than the local plan, or if the group decides to influence the tenure mix in other ways), or as a result of site-specific constraints.

Table 5-6: Estimated delivery of Affordable Housing in Barlaston

	Step in Estimation	Expected delivery
A	Residual housing need figure	30
B	Affordable housing quota (%) in LPA's Local Plan	40%
C	Potential total Affordable Housing in NA (A x B)	12
D	Rented % (e.g. social/ affordable rented)	60%
E	Rented number (C x D)	7.2
F	Affordable home ownership % (e.g. First Homes, Rent to Buy)	40%
G	Affordable home ownership number (C x F)	4.8

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

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

6. Type and Size

Introduction

6.1 It is common for neighbourhood plans to include policies that influence what form new housing should take in terms of type and size. This requires evidence of what local people need.

6.2 This can be done using statistics to identify relevant trends and potential gaps in the market. That is the focus of this chapter of the HNA. The evidence gathered here can be used to justify planning policies either on its own or in combination with survey results expressing the specific wants and concerns of local residents. It will also build up a picture of the population and existing range of homes that may provide useful context for the neighbourhood plan.

6.3 This chapter has three aims, each given its own sub-section:

- To establish what **mix** of housing exists in the NA at present;
- To describe characteristics of the local **population** that are relevant to housing need; and
- To look to the **future**, considering how the population is likely to evolve and what mix of homes would be most appropriate to build.

6.4 It is important to keep in mind that housing need is not an exact science. To get from a set of facts about the population to an ideal mix of homes requires making assumptions. For example, there are clear patterns about what size of home families tend to live in at different stages of life. However, a variety of other reasons sit behind people's housing choices that are less easy to predict, including wealth, accessibility requirements and personal preference. Some trends can also change rapidly over time, such as the increasing preference for home working.

6.5 The conclusions and recommendations given here are therefore not definitive. Rather, they are what the statistics suggest future needs will look like based on current trends. This is sufficient for justifying planning policies, but it is also appropriate to take into account other factors and evidence if desired.

Definitions

- **Dwelling type**: whether a home is detached, semi-detached, terraced, a flat, bungalow or other type. Which a household chooses to occupy tends to be more about wealth and preference than a specific need.
- **Dwelling size**: how many rooms or bedrooms a home contains. While this could also mean floor area or number of storeys, the number of bedrooms is most reliably recorded in housing statistics. Bedroom numbers are also closely linked to family size and life stage.

- **Household**: a unit of people who live together, commonly a family, couple or single person. Not all dwellings contain a household, including properties that are vacant and second homes, so the number of dwellings and the number of households in an area is usually different.
- **Household composition**: the specific combination of adults and children who form a household. The Census offers a number of categories, for example distinguishing between families with children who are dependent or non-dependent (i.e. adults). 'Other' households in the Census include house-sharers, groups of students, and multi-family households.
- **Household life stage**: the age of the lead member of a household – usually the oldest adult, or what used to be called the 'head of household'. Life stage is correlated with dwelling size as well as wealth.
- **Housing mix**: the range of home sizes and types in an area.
- **Over- and under-occupancy**: the degree to which the size and composition of a household lines up with the number of bedrooms in their home. If there are more bedrooms than the household would be expected to need, the home is considered under-occupied, and vice versa.

The current housing mix

6.6 This section establishes the current housing mix of Barlaston, highlighting recent changes to it and comparing the mix to wider averages.

6.7 The 2021 Census indicates that there are 1,253 dwellings in Barlaston. This suggests there is one less dwelling than there was in 2011, when the total was 1,254. Stafford Borough Council have provided data which suggests there have been 51 dwellings completed since 2011. Therefore, the estimated total number of dwellings in Barlaston is 1,305 (Census, 2021). It is likely that a number of these dwellings had not yet been completed or were unoccupied when the 2021 Census was undertaken.

Dwelling type

6.8 Table 6-1 below shows that Barlaston has a high proportion of detached (36%) and semi-detached (39%) dwellings, which cumulatively make up over three-quarters of the overall housing stock. The remainder is made up of terraced dwellings (17%) and a small proportion of flats (9%).

6.9 It should be noted that the 2021 total is slightly lower than the total for 2011. This is because the table compares dwellings in 2011 with households in 2021, due to a change in how the Census data for this metric is presented. However, when comparing the two datasets there is little proportional variation between the two.

Table 6-1: Accommodation type, Barlaston, 2011-2021

Type	2011	%	2021	%
Detached	448	35.7%	426	35.8%
Semi-detached	496	39.6%	460	38.6%
Terrace	184	14.7%	197	16.5%
Flat	126	10.0%	107	9.0%
Total	1,254		1,191	

Source: ONS 2021 and 2011, VOA 2021, AECOM Calculations

6.10 Table 6-2 compares the NA mix to wider benchmarks. It shows the housing stock in Barlaston generally tracks that of the wider Borough, characterised by a higher proportion of detached and semi-detached dwellings than the national average. However, there are slight proportional variations across the different housing types, notably the higher share of semi-detached dwellings in Barlaston than across Stafford.

Table 6-2: Accommodation type, various geographies, 2021

Type	Barlaston	Stafford	England
Detached	35.8%	38.5%	22.9%
Semi-detached	38.6%	32.7%	31.5%
Terrace	16.5%	16.4%	23.0%
Flat	9.0%	11.9%	22.2%

Source: Census 2021, AECOM Calculations

Dwelling size

6.11 Table 6-3 below presents the current housing mix in terms of size. It shows Barlaston has a high proportion of homes with 3 or more bedrooms, which cumulatively make up three quarters of the overall stock. In turn there is a small proportion of 1 bed dwellings (7%).

6.12 The table also presents figures from 2011 to show how the mix has changed over the last 10 years. There are a few notable changes over the last decade, with a proportionally significant increase in larger 4+ bedroom homes. It is also worth noting there are less 1 bed homes in 2021 than there were in 2011.

6.13 The size mix of the new dwellings completed in Barlaston, according to SBC figures, is as follows:

- 1 Bed: 2%
- 2 Bed: 17%
- 3 Bed: 33%
- 4 Bed: 49%

6.14 As such, there may be a higher proportion of 3 and 4 bedroom homes than the census figures presented below.

Table 6-3: Dwelling size (bedrooms), Barlaston, 2011-2021

Number of bedrooms	2011	%	2021	%
1	102	8.4%	85	7.1%
2	252	20.9%	231	19.4%
3	607	50.2%	590	49.5%
4+	247	20.4%	285	23.9%
Total	1,208		1,191	

Source: ONS 2021 and 2011, AECOM Calculations

6.15 Again, it is useful to look at the percentage breakdown of dwelling sizes in comparison with the wider borough and country. Table 6-4 shows that the housing profile in Barlaston generally follows that of the wider borough, with a high proportion of homes with more than 3 bedrooms. There are, however, a few notable proportional variations in each category, particularly with homes with 3 bedrooms.

Table 6-4: Dwelling size (bedrooms), various geographies, 2021

Number of bedrooms	Barlaston	Stafford	England
1	7.1%	7.9%	11.6%
2	19.4%	22.4%	27.3%
3	49.5%	43.4%	40.0%
4+	23.9%	26.3%	21.1%

Source: Census 2021, AECOM Calculations

Population characteristics

6.16 This section examines key characteristics of the local population that have a bearing on what housing might be needed in future years. Where available, recent data is used. However, for some information it is necessary to fall back on the 2011 Census.

Age

6.17 Table 6-5 shows the most recent age structure of the NA population, alongside 2011 Census figures. The overall population in Barlaston has a small population contraction of 1.6% over the last decade, which equates to 46 less people living in the NA than there were in 2011. The table shows that the population contraction is generally being experienced in younger age groups, with each cohort younger than 64 showing a decline over the last decade. This is in contrast to growth being experienced in the older age groups aged 65+.

6.18 However, completions data provided by Stafford Borough Council suggest there have been 51 dwellings built which have not been counted in the 2021 Census. As such, the population decline may be more modest in reality.

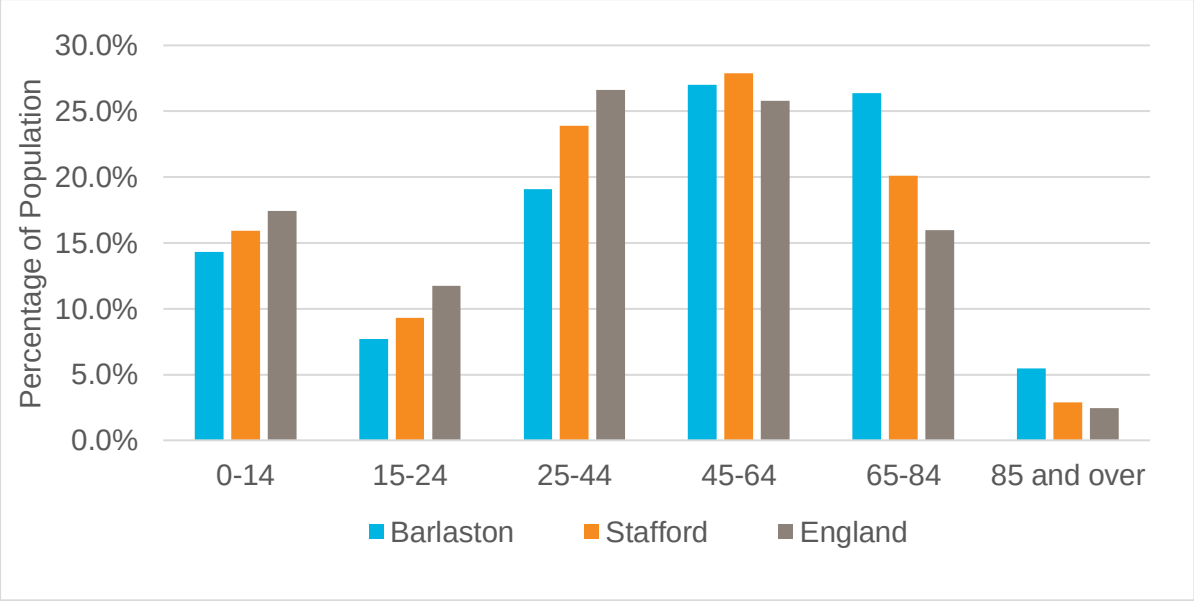
Table 6-5: Age structure of Barlaston, 2011 and 2021

Age group	2011 (Census)		2021 (Census)		Change
0-14	426	14.9%	403	14.3%	-5.4%
15-24	247	8.6%	217	7.7%	-12.1%
25-44	600	21.0%	537	19.1%	-10.5%
45-64	851	29.8%	760	27.0%	-10.7%
65-84	599	21.0%	741	26.4%	23.7%
85 and over	135	4.7%	154	5.5%	14.1%
Total	2,858	100.0%	2,812	100.0%	-1.6%

Source: ONS 2011, ONS 2021, AECOM Calculations

6.19 For context, it is useful to look at the NA population structure alongside that of the borough and country. Figure 6-1 (using 2021 Census data) shows that the population in Barlaston is generally older than the Borough, notably in the population aged between 65-84.

Figure 6-1: Age structure in Barlaston, 2021



Source: ONS 2021, AECOM Calculations

Household composition and occupancy

6.20 Household composition (the combination and relationships of adults and children in a dwelling) is an important factor in the kinds of housing needed over the Neighbourhood Plan period. Table 6-6 shows that Barlaston has a higher proportion of family households (70%) than the borough (67%) and a smaller proportion of single person families in turn. Moreover, the table shows that there are more single people and families aged 65+ in the NA than there are in the borough and a smaller proportion of families with dependent children.

Table 6-6: Household composition, various geographies, 2021

Household composition		Barlaston	Stafford	England
One person household	**Total**	**26.2%**	**29.6%**	**30.1%**
	Aged 66 and over	15.3%	13.9%	12.8%
	Other	10.9%	15.7%	17.3%
One family only	**Total**	**69.8%**	**66.7%**	**63.1%**
	All aged 66 and over	15.3%	12.5%	9.2%
	With no children	19.7%	20.0%	16.8%
	With dependent children	21.5%	24.1%	25.8%
	With non-dependent children[17]	10.3%	9.7%	10.5%
Other household types	**Total**	**3.9%**	**3.7%**	**6.9%**

Source: ONS 2021, AECOM Calculations

6.21 The tendency of households to over- or under-occupy their homes is another relevant consideration to the future size needs of the NA. A person is considered to under-occupy their home when there are more bedrooms in their home than a family of their size and composition would normally be expected to need. This is expressed as an occupancy rating of +1 or +2, indicating that there is one surplus bedroom or at least two surplus bedrooms (respectively). Over-occupancy works in the same way, with a rating of -1 indicating at least one bedroom too few.

6.22 The table shows that the NA's population is generally well housed, with only around 1% of households being overcrowded. However, the data shows that the vast majority of households in the parish tend to have at least one more bedroom than they would be expected to need (80%). This dynamic appears to be most prevalent in the older population.

Table 6-7: Occupancy rating by age in Barlaston, 2021

Household type	+2 rating	+1 rating	0 rating	-1 rating
Family 66+	75.8%	20.8%	3.4%	0.0%
Single person 66+	53.3%	29.3%	17.4%	0.0%
Family under 66 - no children	73.9%	21.6%	4.4%	0.0%
Family under 66 - dependent children	24.7%	41.7%	30.5%	3.2%
Family under 66 - adult children	28.7%	46.7%	23.0%	1.5%
Single person under 66	39.0%	35.5%	25.5%	0.0%
All households	47.3%	32.6%	18.7%	1.4%

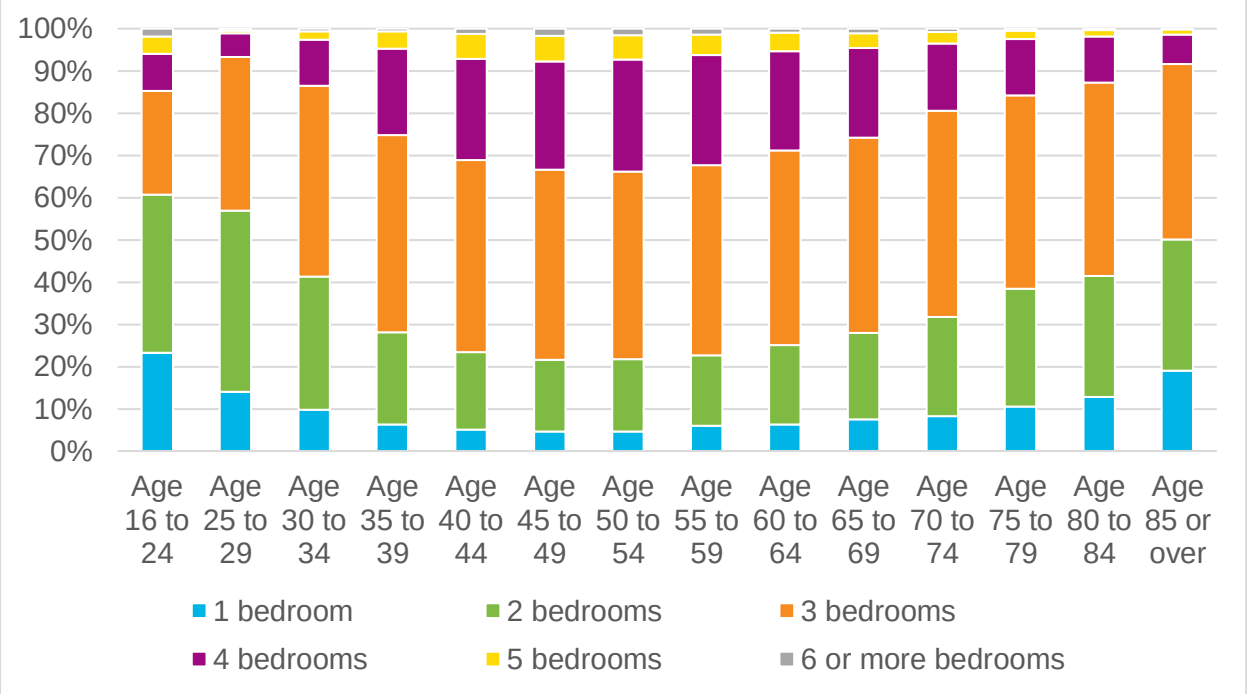
Source: ONS 2021, AECOM Calculations

6.23 As noted in the introduction to this chapter, the life stage of households is strongly correlated with the size of home they tend to occupy. Figure 6-2 sets out this relationship for Stafford in 2011 (because this data is not available at smaller

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

scales). The graph shows how the youngest households tend to occupy the smallest dwellings, before rapidly taking up larger homes as their families expand, and then more gradually downsizing to smaller homes again as they age.

Figure 6-2: Age of household reference person by dwelling size in Stafford, 2011



Source: ONS 2011, AECOM Calculations

Future population and size needs

6.24 This section projects the future age profile of the population in Barlaston at the end of the Neighbourhood Plan period and then estimates the mix of dwelling sizes they may need.

Age

6.25 The result of applying Local Authority level household projections to the age profile of Barlaston households in 2011 is shown in Table 6-8. This makes clear that population growth can be expected to be driven by the oldest households, with the population aged 65+ expected to grow by 49% by 2031 while younger groups experience more modest growth or a contraction (24 and under).

Table 6-8: Projected age of households, Barlaston, 2011 - 2031

Year	24 and under	25 to 34	35 to 54	55 to 64	65 and over
2011	14	110	389	253	442
2031	12	122	399	277	658
% change 2011-2031	-16%	11%	2%	10%	49%

Source: AECOM Calculations

6.26 The demographic change discussed above can be translated into an ideal mix of dwelling sizes. This is achieved through a model that maps the dwelling size preferences by life stage shown earlier (in Figure 6-2) onto the projected age profile for the NA in Table 6-8 immediately above. The resulting 'ideal' future mix of dwelling sizes can then be compared to the current stock of housing to identify how future development might best fill the gaps.

6.27 This approach has limitations, in that it embeds existing size preferences and does not anticipate changes in what people want from their homes. As such, it is appropriate for the results to be taken as a baseline scenario – what would occur if current trends persisted. It may well be the intention of the community to intervene to produce a different outcome more in line with their interpretation of emerging trends and their place- and community-shaping objectives. Layering these factors on top of the indicative picture provided by this model is appropriate for the purpose of drafting neighbourhood plan policies.

6.28 The result of this exercise is presented in Table 6-9. It suggests that in order to diversify its housing offer, new housing coming forward in Barlaston should offer a mixture of dwellings of different sizes, with a focus on dwellings with between 2 and 4 bedrooms.

Table 6-9: Suggested dwelling size mix to 2031, Barlaston

Number of bedrooms	Current mix (2011)	Suggested mix (2031)	Balance of new housing to reach suggested mix
1	8.4%	8.5%	8.9%
2	20.9%	23.0%	32.9%
3	50.2%	45.2%	21.5%
4	20.2%	23.2%	36.7%

Source: AECOM Calculations

6.29 The following points sense-check the results of the model against other evidence and suggest ways to interpret them when thinking about policy options.

- The preceding chapter found that affordability is a serious and worsening challenge in the NA. While the provision of Affordable Housing (subsidised tenure products) is one way to combat this, another is to ensure that homes come forward which are of an appropriate size, type and density for local residents' budgets.
- Continuing to provide smaller homes with fewer bedrooms would help to address this situation, although it should be considered whether large numbers of 1 bedroom homes are suitable given the area's character and current density.
- To best meet the needs of the growing cohort of older households expected to be present by the end of the Plan period, it should also be considered whether the existing options are well tailored to older people's requirements in terms of space, flexibility, quality, location and accessibility.

- Variety should be sought within the mid-sized homes that are built in future to attract both newly forming households on lower budgets and older households with equity from their existing larger homes. While the number of bedrooms required may be similar, other preferences and levels of purchasing power could be very different. Facilitating downsizing among older households may also release those larger homes for use by families who need more bedrooms if they existing stock of larger homes is sufficiently affordable.
- The overall size mix recommended by the Stafford EHDNA (2020) is as follows:
  - 1 Bed: 15%
  - 2 Bed: 35%
  - 3 Bed: 40%
  - 4+ Bed: 10%
- The size mix recommended by the EHDNA differs slightly from the one recommended in Table 6-9 by suggesting a higher proportion 3 bed homes and a smaller proportion 4 bed homes. It should be noted that 3 bed homes tend to be more affordable and accessible to average earning families. As such, there may be justification to deviate from the recommendation set out in Table 6-9 to adopt a size mix closer to that recommended in the EDHNA if this is more in line with the desires of the community.

Tenure

6.30 The recommendation discussed immediately above applies to all housing in the NA over the Plan period. This is considered proportionate for devising policy at neighbourhood scale. However, in practice different size mixes may be appropriate for market housing and Affordable Housing. While this distinction may not be appropriate to make in Neighbourhood Plan policy, since Local Authorities tend to define the precise mix of Affordable Housing required on applicable sites, it is worth thinking through the factors at play.

6.31 Generally speaking, the size mix needed within affordable tenures, particularly affordable and social rent, is smaller than the size mix of market housing. This is because there tend to be higher proportions of single people and couples in need of affordable rented housing, and they are likely to be eligible only for 1 or 2 bedroom properties. In contrast, people buying their own homes tend to want more space than they technically ‘need’, such as spare rooms for guests, home working or other uses. This fact is established in the data on under-occupancy presented earlier in this chapter.

6.32 There are three key sources of information for thinking through the size needs of different categories. These are:

- The relevant EDHNA for the Local Authority, although in this case it does not recommend a different size mix for Affordable Housing.

- The waiting list for affordable rented housing, kept by the Local Authority. This provides a more current snapshot of the size needs of applicant households. As this changes over time, individual planning applications can be decided in ways that meet evolving needs. In this case, at the time of conducting this HNA there was only one person on the Affordable Housing waiting list for Barlaston, who required a one-bed home.
- Any relevant household survey or consultation work in the NA can also highlight any specific gaps in the market within particular segments of the population.

6.33 To summarise, the overall size mix recommendation presented above applies generally to new housing in the NA. Within this mix, Affordable Housing might require a greater weighting towards smaller sizes while market homes focus on mid-sized homes and some larger options. It is not necessary (and is potentially not appropriate) for Neighbourhood Plans to be prescriptive about the size mix within different tenures, but a range of data sources exist that indicate a direction of travel, which Local Planning Authorities will draw upon when determining applications, and which it is possible for the neighbourhood planners to monitor.

Type

6.34 Planning policy also tends to be less prescriptive about the mix of dwelling types that are needed than the mix of home sizes. This is because the choice to occupy a terraced rather than a detached home, for example, is primarily a matter of wealth, personal preference, and the amount of outdoor space or other features sought than ‘need’ in the strict sense. This stands in contrast to the matter of dwelling size, where it can be more clearly established that a household with a certain number of members, closely correlated with age, requires a particular number of bedrooms.

6.35 The key distinctions when it comes to dwelling type are between flats and houses and, to a lesser extent, bungalows, each of which tend to appeal to occupants with different life circumstances. However, it remains difficult to generalise about this, particularly when drawing on demographic evidence.

6.36 The benefits of delivering a certain blend of dwelling types are more closely related to affordability, which is clearly established as an issue in Barlaston, and which favours more dense options (e.g. terraces and flats). This imperative to improve affordability is often in conflict with matters of character, which in rural areas tend to favour lower density options that blend in with the existing built environment. This is particularly relevant in the case of flats, a large block of which may not be a welcome proposition in the NA. That said, it is possible to deliver flats in the form of low-rise maisonettes that resemble terraces from street level, which can counter this issue.

6.37 In summary, there is a balance to be struck between, on the one hand, improving affordability and choice in the market by encouraging flats and terraces, and, on the other hand, preserving the distinctive character and other features that residents like about the NA today. How far the Neighbourhood Plan should guide

on this issue, and in what direction, is a policy decision for the Barlaston Parish Council and community to consider.

Conclusions- Type and Size

The current housing mix

6.38 The Barlaston housing stock is significantly biased towards detached and semi-detached homes, which cumulatively make up three quarters of the overall stock. The remainder is made up of terraced dwellings (17%) and a small proportion of flats (9%).

6.39 The type of homes in Barlaston generally conforms with the pattern across Stafford, which is characterised by a high proportion of detached and semi-detached homes, when compared with a smaller proportion of flats. The same applies to the size of homes in the NA, with both the NA and the borough having a higher proportion of homes with 3+ bedrooms.

Population characteristics

6.40 The Barlaston population has declined by 2% over the last decade. The population decline is generally being experienced across the population younger than 65. In contrast there has been growth in the older population cohorts (aged 65+). However, completions data provided by Stafford Borough Council suggest there have been 51 dwellings built which have not been counted in the 2021 Census. As such, the population decline may be more modest in reality.

6.41 Household projections suggest that the Barlaston population will age further over the NP period, with a potential increase of 49% in the population aged 65 and over. The projections also suggest either slow growth or a contraction of younger age groups in their share over the overall population over the NP period. It should be noted that these estimates are informed by population projections for the wider borough and may differ in reality.

Future population and size needs

6.42 It is possible to estimate the size mix of future homes that might best accommodated demographic trends and address imbalances in the exiting housing stock. The result of this process suggests that new developments should deliver a variety of dwellings, focused on those with between 2 and 4 bedrooms.

6.43 It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the NA or on any particular site. These include the specific characteristics of the nearby stock of housing (such as its condition and design), the role of the NA or site within the wider housing market area (linked to any Local Authority strategies or plans) and site-specific factors.

7. Specialist housing for older people

Introduction

7.1 It is relatively common for neighbourhood plans in areas with aging populations to include policies relating to specialist housing for older people. This chapter considers in detail the specialist housing needs of older people in Barlaston. It focuses on specialist forms of provision but recognises that the majority of older people will live in the mainstream housing stock. The approach is as follows:

- To review the **current provision** of specialist housing in the NA;
- To estimate the **potential demand** for this form of accommodation with reference to the projected growth in the older population and current rates of mobility limitation; and
- To discuss the potential for meeting this need through adaptations to the mainstream stock and other **additional considerations**.

7.2 Because of the wide variation in the level of support needed, as well as the financial capabilities of those affected, the estimates of need presented here should be viewed with caution – as an idea of the broad scale of potential need rather than an obligatory target that must be met.

7.3 It is important to note that the need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the total housing need or requirement. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as opposed to the projected new households which form the baseline for estimating housing need overall.[18]

7.4 This study covers the need for housing, i.e. buildings that the planning system classifies as Use Class C3 (private dwellings).[19] Residences that fall into Use Class C2 (institutions including prisons, boarding schools and some care homes for older people) are largely beyond the scope of this research. However, it is possible to estimate the likely need for residential and nursing care over the Neighbourhood Plan period.

7.5 The distinction between care homes for older people that fall into use class C2 and those where accommodation is counted as C3 is blurred. As such, the findings of this chapter may justify the provision of extra-care C3 housing and/or C2 care home units, but it is not possible to state definitively how much of each would be required. C3 specialist accommodation is typically self-contained with its own front door, made available on an individual basis with support provided in

[18] See Paragraph: 017 Reference ID: 2a-017-20190220, at https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments)
[19] For a full description of Planning Use Classes, please refer to https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use

the home or not at all if the resident does not require it, and offered for sale or rent on the open market.

Definitions

- **Older people:** people over retirement age, ranging from the active newly retired to the very frail elderly. Their housing needs tend to encompass accessible and adaptable general needs housing as well as the full spectrum of retirement and specialised housing offering additional care.
- **Specialist housing for older people:** a wide range of housing types specifically aimed at older people, which may often be restricted to those in certain older age groups. This could include residential institutions, sheltered housing, extra care housing, retirement housing and a range of other potential types of housing which has been designed and built to serve the needs of older people, including often providing care or other additional services.
- **Sheltered Housing[20]:** self-contained flats or bungalows where all the residents are older people. Schemes on the whole provide independent, self-contained homes, either to rent or buy. Properties in most schemes have features like raised electric sockets, lowered worktops, walk-in showers, and so on, as well as being linked to an emergency alarm service. Some will be designed to accommodate wheelchair users. Managed schemes will also usually have some shared or communal facilities such as a lounge for residents to meet, a laundry, guest flats and gardens.
- **Extra Care Housing:** housing which usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required. Residents are able to live independently with 24-hour access to support services and staff, and meals are often also available. In some cases, these developments are included in retirement communities or villages - the intention is for residents to benefit from varying levels of care as time progresses.
- **Category M4(2):** accessible and adaptable dwellings.
- **Category M4(3):** wheelchair user dwellings.

Specialist housing for older people

7.6 There is currently no provision of specialist accommodation in the NA at present. The 2021 Census indicates that at this time there were 429 individuals aged 75 or over in Barlaston.

Demographic characteristics

7.7 The starting point for estimating the need for specialist housing for older people is to project how the overall number of older people in Barlaston is likely to change in future. This is calculated by extrapolating population projections from

[20] See http://www.housingcare.org/jargon-sheltered-housing.aspx

the ONS Sub-National Population Projections for Stafford. The results are set out in Table 7-1.

7.8 The table estimates that by 2031 the population over 75 years old will make up approximately 18% of the overall population, up from 15% in 2021. These projections generally follow the rend identified in the previous chapter, which suggests that the majority of population growth is expected in the older age brackets.

7.9 A key assumption for the estimate given at the end of this section is that the older people living in the NA currently are already suitably accommodated, either because they occupy the existing stock of specialist accommodation, have made appropriate adaptations to their own homes or do not require support or adaptations. This is unlikely to be completely true, but it is not possible to determine how many such individuals are inadequately housed without evidence from a household survey (which itself may not give a complete picture). As such, the growth in the older population rather than the total at the end of the Plan period is the key output of this calculation.

Table 7-1: Modelled projection of older population in Barlaston by end of Plan period

Age group	2021		2031	
	Barlaston	Stafford	Barlaston	Stafford
All ages	2,812	136,869	3,053	148,585
75+	429	15,117	553	19,488
%	15.3%	11.0%	18.1%	13.1%

Source: ONS SNPP 2020, AECOM Calculations

7.10 The next step is to consider the need for different tenures of dwelling for older people. It is assumed that those currently occupying their own home will wish to do so for as long as practicably possible in future, even where downsizing or moving into specialist accommodation. Equally, those who currently rent, either in the private or social sectors, are projected to need affordable rented specialist accommodation.

7.11 The 2011 55-75 age bracket is considered the best proxy for the group likely to fall into need for specialist accommodation during the Plan period to 2031. The top row in Table 7-2 outlines the tenure mix among households aged 55-75 at Local Authority level, which indicates which indicates that the vast majority of older people own their own homes, with some social renters and very few private renters.

7.12 The expected growth in the 75+ population in the NA is 124 additional individuals by the end of the plan period. This can be converted into 89 households based on the average number of people per household aged 75+ at Local Authority scale. Multiplying this figure by the percentages of 55-75 year olds occupying each tenure gives a breakdown of which tenures Barlaston households are likely to need in 2031, and is shown in the bottom row of Table 7-2.

Table 7-2: Tenure of households aged 55-75 in Stafford (2011) and projected aged 75+ in Barlaston (2031)

	All owned	Owned outright	Owned (mortgage) or Shared Ownership	All Rented	Social rented	Private rented	Living rent free
Stafford (2011 mix)	**82.6%**	60.8%	21.8%	**17.4%**	11.7%	4.8%	0.9%
Barlaston (2031 projection)	**73**	**54**	**19**	**16**	**10**	**4**	**1**

Source: Census 2011

7.13 It is also important to consider rates of disability by tenure. The tendency for people in rented housing to have higher disability levels is well established. It arises partly because people with more limiting disabilities tend to have lower incomes. It also reflects the fact that as people develop support and care needs they may find that the only suitable and affordable option to them is available in the social rented sector. Table E-2 in Appendix E presents this data for Barlaston from the 2011 Census.

Future needs for specialist accommodation and adaptations

7.14 Based on the evidence outlined above, the number of households falling into potential need for specialist accommodation over the Plan period is calculated to be 48.

7.15 AECOM's modelling, summarised in Table 7-3, is based on the assumption that those whose day-to-day activities are limited a lot may need housing with care (e.g. extra care housing, with significant on-site services, including potentially medical services), while those with their day to day activities limited only a little may simply need adaptations to their existing homes, or alternatively sheltered or retirement living that can provide some degree of oversight or additional services. However, it is important to note that, even those people who have high support or care needs can often be supported to live in their own homes. This is often reflected in policy of local authorities, with explicit aim to reduce the need to commission increasing numbers of care home beds.

7.16 The table suggests there may be an opportunity to provide a large share of the need for specialist housing in the NA through adaptions to the existing housing stock and the provision of sheltered or retirement living. However, there remains a robust demand for housing with care.

7.17 AECOM's modelling also suggests that the balance of tenure options in both forms of specialist housing should be weighted in favour of market rather than socially rented housing. This is because of the high rates of ownership among the existing older population.

Table 7-3: AECOM estimate of specialist housing for older people need in Barlaston by the end of the Plan period

Type	Affordable	Market	Total
Housing with care	7	16	**23**
Adaptations, sheltered, or retirement living	4	20	**25**
Total	**11**	**37**	**48**

Source: Census 2011, AECOM Calculations

7.18 It is worth comparing these findings with the recommendations of the Housing Learning and Improvement Network (HLIN), one of the simplest and widely used models estimating for the housing needs of older people. Table E-2 in Appendix E reproduces the key assumptions of HLIN's Strategic Housing for Older People (SHOP) toolkit. Applying those assumptions to the growth in the older population of Barlaston results in a total of 31 specialist dwellings that might be required to the end of the Plan period. This is set out in Table 7-4.

Table 7-4: HLIN estimate of specialist housing for older people need in Barlaston by the end of the Plan period

Type	Affordable	Market	Total
Housing with care	4	5	**9**
Adaptations, sheltered, or retirement living	7	15	**22**
Total	**11**	**20**	**31**

Source: Housing LIN, AECOM calculations

Further considerations

7.19 The above estimates suggest that potential need for specialist accommodation could be in the range of 31-48 units over the Neighbourhood Plan period. However, it may not be possible or appropriate to deliver this scale of new accommodation. It is proportionally high in relation to the overall delivery expectation in the NA, and therefore should not necessarily be prioritised to the exclusion of other groups, such as those in need of Affordable Housing.

7.20 In addition, specialist housing for older people should only be provided in sustainable, accessible locations that offer services and facilities, public transport options, and the necessary workforce of carers and others.

7.21 Alongside the need for specialist housing to be provided in accessible locations, another important requirement is for cost effectiveness and economies of scale. This can be achieved by serving the specialist older persons housing needs arising from a number of different locations and/or Neighbourhood Areas from a single, centralised point (i.e. what is sometimes referred to as a 'hub-and-spoke' model).

7.22 It is considered that Barlaston's position in the settlement hierarchy makes it a relatively less suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above. As such, noting that there is no specific requirement or obligation to provide the specialist accommodation need arising from Barlaston entirely within the Neighbourhood Area boundaries, it is recommended it could be provided in a 'hub and spoke' model. In the case of Barlaston, Stone is considered to have potential to accommodate the specialist housing need arising from the Neighbourhood Area (i.e. to be the hub in the hub-and-spoke model).

7.23 It is also important to emphasise that the potential need for specialist housing for older people overlaps with the need for care home bedspaces and the need for adaptations to mainstream housing. These topics are considered in the sections below.

Care homes

7.24 Residential and nursing care homes are not defined as housing because they do not provide self-contained accommodation where an older person can live independently. Care home accommodation is defined as institutional accommodation rather than housing.

7.25 However, residents of care homes may be similar in terms of their care and support needs as those living in specialist housing, or even mainstream housing with appropriate care and support delivered in their homes. There may be some scope for older people who would otherwise have been accommodated in care homes to meet their needs within specialist or mainstream housing if sufficient appropriate accommodation can be provided. Nevertheless, there is likely to be continued need for care home accommodation to meet more acute and severe needs, and to offer choice to some older people and their families about how they are cared for and supported.

7.26 Given the overlap between people who might enter care home accommodation and those who might take up specialist housing or care and support in their own home if available, estimates of the future need for care home accommodation, as with estimates of the need for specialist housing above, are uncertain and depend on both local and national policies, delivery, and the appetite of private developers.

7.27 AECOM has estimated the likely need for care home accommodation over the plan period, based on the HLIN SHOP toolkit prevalence rates for residential and nursing care homes for older people (aged 75+). This estimate applied the prevalence rates in the 'More Choice, Greater Voice' 2008 report which informed the development of the HLIN toolkit. This report suggested that 65 residential care beds per 1,000 people aged 75+ was an appropriate rate. For nursing care beds this is an extra 45 care beds per 1,000 people aged 75+. Based on these rates, applied to the growth in the older population for consistency with the calculations above, it is estimated that in 2031 there would be a need for 8 residential care beds and 6 nursing care beds in the NA.

7.28 It is important to note that as these estimates relate to care homes (or the population in institutions) rather than independent housing, these figures are in addition to the overall need for housing in the NA. However, as discussed in this section, some of the need for care home beds might be met by independent housing accommodation and vice versa.

The Role of Mainstream Housing

7.29 The majority of older people live in mainstream housing and will continue to do so all of their lives. There is currently no provision of specialist housing in the NA, which means that it is likely that all of the Barlaston population aged 75 and over is likely to live in the mainstream housing stock[21].

7.30 It is not possible to be precise about how well older people are accommodated within mainstream housing, in terms of whether their accommodation in suitable to their needs and whether adequate care or support is provided within the home when they need.

7.31 However, given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another key avenue to addressing those with relevant needs is to discuss the standards of accessibility and adaptability in new development to be met in the Local Plan with Stafford.

7.32 It is relatively common for Local Plans to require that all or a majority of new housing meets Category M4(2) standards in response to the demographic shifts being observed nationwide. Government is considering mandating M4(2) on newly erected dwellings[22], although changes to Building Regulations have not yet been made.

7.33 The current adopted Local Plan policy C3 provides explicit encouragement for development to accommodate specific groups such as older people. However, it does not set specific targets for the proportion of new housing that might be required to meet national standards for accessibility and adaptability (Category M4(2)), or for wheelchair users (Category M4(3)). The evidence gathered here may justify the Barlaston Parish Council approaching the LPA to discuss setting requirements on accessibility and adaptability at borough level. It is unclear whether Neighbourhood Plans can set their own requirements for the application of the national standards of adaptability and accessibility for new housing and so discussions with the LPA are advised if this is a key priority.

7.34 The proportion of new housing that might accommodate those using wheelchairs is harder to define at small scales. Typically, at Local Authority scale, this might be set with reference to the proportion of Affordable Housing applicants in the Local Authority area falling into this category or to wider data from surveys and other sources where available.

[22] See Raising accessibility standards for new homes: summary of consultation responses and government response - GOV.UK (www.gov.uk)

7.35 Table 7-5 sets out the proportion of wheelchair users in England as a whole, either using a wheelchair all of the time (0.6% of the population) or part of the time (3% of the population). As a crude estimate, these percentages are applied to the Housing Need Figure for Barlaston (established in Chapter 4 of this HNA) to suggest the number that might be encouraged to be wheelchair friendly or adaptable. This would imply a potential need for 0.2 - 0.9 wheelchair accessible dwellings over the Plan period. It is worth noting that these national figures are for all age categories, not just older persons, although it is likely that a significant proportion of households using a wheelchair will be older persons.

Table 7-5: Wheelchair use Nationally Applied to Barlaston

	Percentage in England	% applied to NA housing requirement figure (25 to end of plan period)
Households using wheelchair all the time	0.6%	0.2
Households using wheelchair either indoors or outdoors	3.0%	0.9

Source: Survey of English Housing 2018/19

Conclusions- Specialist Housing for Older People

Characteristics of the current older population

7.36 There are currently estimated to be around 429 individuals aged 75 or over in Barlaston, a number that has grown from 396 in 2011, and is projected to rise to 553 by the end of the Neighbourhood Plan period (2031).

7.37 A clear majority (83%) of Stafford's households aged between 55 and 75 in 2011 (and therefore likely to reach the 75+ bracket by 2031) are owner occupiers and the remainder predominantly rent from a social landlord. This is important because those currently owning will require specialist accommodation for market purchase, being largely ineligible for subsidised housing, while those in private or social rent will need to rely on subsidised rented housing because they are unlikely to have the funds to buy.

Projected demographic change and need for specialist housing

7.38 The 75+ population of the NA is projected to increase from 15% to 18% of the overall population between 2021 and 2031. The growth of the older population should be converted into households because some older people will be cohabiting. The projected growth in the older population points to 89 new households made of persons aged 75+ over the Neighbourhood Plan period.

7.39 The potential need for specialist housing with some form of additional care for older people can be estimated by bringing together data on population projections, rates of disability, and what tenure of housing the current 55-75 cohort occupy in the NA. This can be sense-checked using a toolkit based on national research.

7.40 The two methods for estimating the future need in Barlaston produce a range of 31 to 48 specialist accommodation units that might be required during the plan period. These estimates are based on the projected growth of the older population, thereby assuming that today's older households are already well accommodated.

7.41 Broadly, between 65-80% of the need can be accommodated through market purchase (as opposed to Affordable Housing). Moreover, between 50-70% of the need can be accommodated through either sheltered accommodation or adaptations to the existing housing stock, rather than new extra care options. The potential need for care and nursing home beds in Barlaston by 2031 can be estimated at roughly 1.1.

8. Next Steps

Recommendations for next steps

8.1 This Neighbourhood Plan housing needs assessment aims to provide Barlaston Parish Council with evidence on a range of housing trends and issues from a range of relevant sources. We recommend that the neighbourhood planners should, as a next step, discuss the contents and conclusions with Stafford with a view to agreeing and formulating draft housing policies, bearing the following in mind:

- All Neighbourhood Planning Basic Conditions, but in particular Condition E, which is the need for the Neighbourhood Plan to be in general conformity with the strategic policies of the adopted development plan;
- The views of Stafford;
- The views of local residents;
- The views of other relevant local stakeholders, including housing developers and estate agents; and
- The numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by Stafford.

8.2 This assessment has been provided in good faith by AECOM consultants on the basis of housing data, national guidance and other relevant and available information current at the time of writing.

8.3 Bearing this in mind, it is recommended that the Barlaston Parish Council should monitor carefully strategies and documents with an impact on housing policy produced by the Government, Stafford or any other relevant party and review the Neighbourhood Plan accordingly to ensure that general conformity is maintained.

8.4 At the same time, monitoring on-going demographic or other trends over the Neighbourhood Plan period will help ensure the continued relevance and credibility of its policies.

Appendix A : Assessment geography

A.1 For Census purposes, the whole of England is divided into statistical units of similar population size called Output Areas (OAs) and their larger equivalents. OAs are the smallest units. They make up Lower Layer Super Output Areas (LSOAs), which in turn make up Middle Layer Super Output Areas (MSOAs). The NA equates to the following combination of LSOAs:

- E01029681
- E01029682

A.2 As noted in the analysis of affordability in the main body of the report, household income data for small areas is only provided down to the scale of MSOAs. The relevant MSOA, in which the NA is located and which will need to serve as a proxy for it, is:

- E02006189 (This area extends to the east and west of the NA boundary)

Appendix B : Local Plan context

Policies in the adopted local plan

B.1 Table B-1 below summarises adopted Local Plan policies that are relevant to housing need and delivery in Barlaston.

Table B-1: Summary of relevant adopted policies in The Plan for Stafford Borough 2011 – 2031 (adopted 2014)

Policy	Provisions
SP2 – Stafford Borough Housing & Employment Requirements	Throughout the Borough, provision will be made for the development of 500 dwellings per year over the plan period.
SP3 – Stafford Borough Sustainable Settlement Hierarchy	Barlaston, along with the other villages of Eccleshall, Gnosall, Hixon. Great Haywood, Little Haywood/Colwich, Haughton, Weston, Woodseaves, Tittensor and Yarnfield are designated as Key Service Villages.
SP4 – Stafford Borough Housing Growth Distribution	In order to achieve the scale of new housing set out in SP2, the distribution of new housing across settlements in Stafford is as follows: - Stafford: 70% - Stone: 10% - Key Service Villages: 12% - Rest of Borough Area: 8%
Policy C2 – Affordable Housing	Residential policies in Barlaston of more than 12 dwellings should deliver 40% Affordable Housing.
Policy C3 – Specialist Housing	Meeting the need for additional care bed units will be encouraged by: - Resisting development that would lead to a reduction in the number of extra care beds - Ensuring new developments are located in a sustainable location in accordance with the settlement hierarchy - Allowing for the extension of existing residential / nursing homes and conversion of existing sheltered accommodation. - Seeking to ensure the provision of new Extra Care facilities through liaison between the Borough Council, Staffordshire County Council and the Staffordshire Cluster Primary Care Trust (PCT).

Source: *The Plan for Stafford Borough 2011 – 2031*

Appendix C : Affordability calculations

C.1 This section outlines how the affordability thresholds discussed in the Affordability and Affordable Housing have been calculated.

Market housing

C.2 Market housing is not subsidised and tends to be primarily accessible to people on higher incomes.

i) Market sales

C.3 The starting point for calculating the affordability of a dwelling for sale from the perspective of a specific household is the loan to income ratio which most mortgage companies are prepared to agree. This ratio is conservatively estimated to be 3.5. In practice this can be highly variable. Multipliers up to 4.5 or even above 5 times income increasingly available, although the actual average in practice tends to be lower, particularly where applicants are dual earning. The Financial Conduct Authority uses 3.5 or more as its standard assumption for single applicants and 2.75 or more for dual applicants.

C.4 To produce a more accurate assessment of affordability, the savings required for a deposit should be taken into account in addition to the costs of servicing a mortgage. However, unlike for incomes, data is not available for the savings available to households in Barlaston, and the precise deposit a mortgage provider will require of any buyer will be determined by their individual circumstances and the state of the mortgage market. An assumption is therefore made that a 10% purchase deposit is required and is available to the prospective buyer. In reality it is possible that the cost of the deposit is a greater barrier to home ownership than the mortgage costs.

C.5 The calculation for the purchase threshold for market housing is as follows:

- Value of a median NA house price (2023) = £287,000;
- Purchase deposit at 10% of value = £28,700;
- Value of dwelling for mortgage purposes = £258,750;
- Divided by loan to income ratio of 3.5 = purchase threshold of £74,000.

C.6 The purchase threshold for an entry-level dwelling is a better representation of affordability to those with lower incomes or savings, such as first-time buyers. To determine this threshold, the same calculation is repeated but with reference to the lower quartile rather than the median house price. The lower quartile average in 2023 was £220,000, and the purchase threshold is therefore £56,600.

C.7 It is also worth assessing the purchase threshold for new build homes, since this most closely represents the cost of the new housing that will come forward in future. Land Registry records show no sales of new build properties in the

NA in 2022. There were too few recent sales in the NA specifically to determine an accurate average for the cost of new build housing in Barlaston. It is, however, important to understand the likely cost of new housing because new housing is where the Neighbourhood Plan has most influence, and is the appropriate benchmark for understanding the costs of affordable home ownership tenures (considered below).

C.8 Therefore, an estimate has been calculated by determining the uplift between all house prices in 2023 across Stafford and new build house prices in 2023 in the same area. This percentage uplift (or 'new build premium' of 9.8%) is then applied to the 2023 lower quartile house price in the NA to give an estimated NA new build entry-level house price of £241,500 and purchase threshold of £62,100.

C.9 In order to provide a comparison with the wider local authority area, it is helpful to also look at the cost of new build housing across Stafford in 2023. The median cost of new build dwellings in Stafford was £270,000, with a purchase threshold of £70,000.

i) Private Rented Sector (PRS)

C.10 It is assumed here that rented housing is affordable if the annual rent does not exceed 30% of the household's gross annual income. The percentage of income to be spent on rent before the property is considered affordable varies considerably for individuals, and it is increasingly common for households to dedicate a larger proportion of their earnings to rent. When considering affordability it is considered good practice to be conservative, and the 30% benchmark is used as ONS's current standard assumption.

C.11 This is an important assumption because it is possible that a household will be able to afford tenures that are deemed not affordable in this report if they are willing or able to dedicate a higher proportion of their income to housing costs. It is becoming increasingly necessary for households to do so. However, for the purpose of planning it is considered more appropriate to use this conservative lower benchmark for affordability on the understanding that additional households may be willing or able to access housing this way than to use a higher benchmark which assumes that all households can afford to do so when their individual circumstances may well prevent it.

C.12 The property website Home.co.uk shows rental values for property in the Neighbourhood Area. The best available data is derived from properties available for rent within the ST12 postcode area, which covers a larger area than the Plan area itself but can be used as a reasonable proxy for it. Moreover, because it forms a larger geography with a greater number of rental properties offered, the larger sample size is likely to generate more robust findings.

C.13 According to home.co.uk, there were 17 properties for rent at the time of search in March, 2024, with an average monthly rent of £1,190. There were 6

one/two-bed properties listed, with an average price of £870 per calendar month.

C.14 The calculation for the private rent income threshold for entry-level (2 bedroom) dwellings is as follows:

- Annual rent = £870 x 12 = £10,440;
- Multiplied by 3.33 (so that no more than 30% of income is spent on rent) = income threshold of £34,800.

C.15 The calculation is repeated for the overall average to give an income threshold of £47,600.

Affordable Housing

C.16 There are a range of tenures that constitute the definition of Affordable Housing within the NPPF 2023: social rent and affordable rent, discounted market sales housing, and other affordable routes to home ownership. The new First Homes was been introduced in 2021 but is not yet included in the NPPF. Each of the affordable housing tenures are considered below.

i) Social rent

C.17 Rents in socially rented properties reflect a formula based on property values and average earnings in each area, resulting in substantial discounts to market rents. As such, this tenure is suitable for the needs of those on the lowest incomes and is subject to strict eligibility criteria.

C.18 To determine social rent levels, data and statistical return from Homes England is used. This data is only available at Local Authority scale so must act as a proxy for Barlaston. This data provides information about rents and the size and type of stock owned and managed by private registered providers and is presented for Stafford in Table C-1.

C.19 To determine the income needed, it is assumed that no more than 30% of income should be spent on rent. This is an assumption only for what might generally make housing affordable or unaffordable – it is unrelated to the eligibility criteria of Affordable Housing policy at Local Authority level. The overall average across all property sizes is taken forward as the income threshold for social rent.

Table C-1: Social rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average social rent per week	£75.00	£85.00	£89.00	£96.00	**£85.00**
Annual average	£3,900	£4,420	£4,628	£4,992	**£4,420**
Income needed	£12,987	£14,719	£15,411	£16,623	**£14,719**

Source: Homes England, AECOM Calculations

i) Affordable rent

C.20 Affordable rent is controlled at no more than 80% of the local market rent. However, registered providers who own and manage affordable rented housing may also apply a cap to the rent to ensure that it is affordable to those on housing benefit (where under Universal Credit the total received in all benefits to working age households is £20,000).

C.21 Even a 20% discount on the market rent may not be sufficient to ensure that households can afford this tenure, particularly when they are dependent on benefits. Registered Providers in some areas have applied caps to larger properties where the higher rents would make them unaffordable to families under Universal Credit.

C.22 Data on the most realistic local affordable rent costs is obtained from the same source as social rent levels for Stafford. Again, it is assumed that no more than 30% of income should be spent on rent, and the overall average is taken forward.

C.23 Comparing this result with the average 2 bedroom annual private rent above indicates that affordable rents in the NA are actually closer to 50% of market rates than the maximum of 80%, a feature that is necessary to make them achievable to those in need.

Table C-2: Affordable rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average affordable rent per week	£85.00	£100.00	£115.00	£117.00	**£100.00**
Annual average	£4,420	£5,200	£5,980	£6,084	**£5,200**
Income needed	£14,719	£17,316	£19,913	£20,260	**£17,316**

Source: Homes England, AECOM Calculations

i) Affordable home ownership

C.24 Affordable home ownership tenures include products for sale and rent provided at a cost above social rent, but below market levels. The three most widely available are discounted market housing (a subset of which is the new First Homes product), shared ownership, and Rent to Buy. These are considered in turn below.

C.25 In paragraph 66 of the NPPF 2023, the Government introduces a recommendation that “where major development involving the provision of housing is proposed, planning policies and decisions should expect at least 10% of the total number of homes to be available for affordable home ownership.” There are exemptions to this requirement, including where:

- The provision would exceed the level of affordable housing required in an area;

- The provision would significantly prejudice the ability to meet the identified affordable housing needs of specific groups;
- A proposed development provides solely Build to Rent homes;
- A proposed development provides specialist accommodation for a group of people with specific needs (such as purpose built accommodation for students or the elderly);
- The development is proposed to be developed by people who wish to build or commission their own homes; or
- The proposed development is exclusively for affordable housing, a community-led development exception site, or a rural exception site.

First Homes

C.26 Because First Homes are a new tenure product, it is worth explaining some of their key features:

- First Homes should be available to buy with a minimum discount of 30% below their full market value (i.e. the value of an equivalent new home);
- The discount level can be set higher than 30% – at 40% or 50% – where this can be suitably evidenced. The setting and justifying of discount levels can happen at neighbourhood as well as local authority scale;
- After the discount is applied the initial sale price must not exceed £250,000 (or £420,000 in Greater London), and lower caps can be set locally;
- Purchasers must be first-time buyers with an income less than £80,000 (or £90,000 in Greater London), and First Homes can be prioritised for local people and/or key workers;
- They will be subject to legal restrictions ensuring the discount is retained for future occupants, and renting out or sub-letting will not normally be permitted;
- In addition to setting the discount level, local authorities and neighbourhood planning groups can apply additional criteria, such as a lower income cap, local connection test or prioritisation for key workers through adopted plans, emerging policy or Supplementary Planning Documents.
- 25% of all homes delivered through section 106 developer contributions on sites enabled through the planning process should be sold as First Homes. In simpler terms, 25% of all subsidised Affordable Housing on mainstream housing developments should be First Homes. This is likely to mean that First Homes will take the place of shared ownership housing in many circumstances, and in some cases may also displace social or affordable rented homes.

C.27 The starting point for considering whether First Homes are affordable is the estimated cost of new build entry-level housing in the NA noted above of £241,500.

C.28 For the minimum discount of 30% the purchase threshold can be calculated as follows:

- Value of a new home (estimated NA new build entry-level) = £241,500;
- Discounted by 30% = £169,000;
- Purchase deposit at 10% of value = £17,000;
- Value of dwelling for mortgage purposes = £152,200;
- Divided by loan to income ratio of 3.5 = purchase threshold of £43,500.

C.29 The income thresholds analysis in the Affordability and Affordable Housing chapter also compares local incomes with the costs of a 40% and 50% discounted First Home. This would require an income threshold of £37,300 and £31,000 respectively.

C.30 All of the income thresholds calculated here for First Homes are below the cap of £80,000 above which households are not eligible.

C.31 Note that discounted market sale homes may be unviable to develop if the discounted price is close to (or below) build costs. Build costs vary across the country but as an illustration, the build cost for a 2 bedroom home (assuming 70 sq. m and a build cost of £1,750 per sq. m23) would be around £122,500. This cost excludes any land value or developer profit. This could be an issue in Barlaston if higher discounts were required.

C.32 Table C-3 shows the discount required for First Homes to be affordable to the three income groups. The cost of a typical First Home is calculated using an estimate for new build entry-level housing in the NA. However, it is worth thinking about First Homes in relation to the cost of new build prices in the wider area, as well as median and entry-level existing prices locally to get a more complete picture. The discount levels required for these alternative benchmarks are given below.

Table C-3: Discount on sale price required for households to afford First Homes

House price benchmark	Mean household income	Single LQ earner	Dual LQ earning household
NA median house price	**36%**	**69%**	**38%**
NA estimated new build entry-level house price	**24%**	**63%**	**26%**
NA entry-level house price	**16%**	**59%**	**19%**
LA median new build house price	**31%**	**67%**	**34%**

[23] It is estimated that in 2022, build costs for a house are between £1,750 and £3,000 per square metre - https://urbanistarchitecture.co.uk/cost-to-build-a-house-uk/

Source: Land Registry PPD; ONS MSOA total household income

Shared ownership

C.33 Shared ownership involves the purchaser buying an initial share in a property, typically of between 25% and 75% (but now set at a minimum of 10%), and paying rent on the share retained by the provider. Shared ownership is flexible in two respects, in the share which can be purchased and in the rent payable on the share retained by the provider. Both of these are variable. The share owned by the occupant can be increased over time through a process known as 'staircasing'.

C.34 In exceptional circumstances (for example, as a result of financial difficulties, and where the alternative is repossession), and at the discretion of the provider, shared owners may staircase down, thereby reducing the share they own. Shared equity is available to first-time buyers, people who have owned a home previously and council and housing association tenants with a good credit rating whose annual household income does not exceed £80,000.

C.35 To determine the affordability of shared ownership, calculations are again based on the estimated costs of new build housing as discussed above. The deposit available to the prospective purchaser is assumed to be 10% of the value of the dwelling, and the standard loan to income ratio of 3.5 is used to calculate the income required to obtain a mortgage. The rental component is estimated at 2.5% of the value of the remaining (unsold) portion of the price. The income required to cover the rental component of the dwelling is based on the assumption that a household spends no more than 30% of the income on rent (as for the income threshold for the private rental sector).

C.36 The affordability threshold for a 25% equity share is calculated as follows:

- A 25% equity share of £241,500 is £60,400;
- A 10% deposit of £6,040 is deducted, leaving a mortgage value of £54,300;
- This is divided by the loan to value ratio of 3.5 to give a purchase threshold of £15,500;
- Rent is charged on the remaining 75% shared ownership equity, i.e. the unsold value of £181,150;
- The estimated annual rent at 2.5% of the unsold value is £4,500;
- This requires an income of £15,100 (annual rent multiplied by 3.33 so that no more than 30% of income is spent on rent).
- The total income required is £30,600 (£15,500 plus £15,100).

C.37 The same calculation is repeated for equity shares of 10% and 50% producing affordability thresholds of £24,300 £41,100 respectively. All of the income thresholds calculated here for Shared Ownership dwellings are below the cap of £80,000 above which households are not eligible.

Rent to Buy

C.38 Rent to Buy is a relatively new and less common tenure, which through subsidy allows the occupant to save a portion of their rent, which is intended to be used to build up a deposit to eventually purchase the home. It is therefore estimated to cost the same as private rents – the difference being that the occupant builds up savings with a portion of the rent.

Help to Buy (Equity Loan)

C.39 The Help to Buy Equity Loan is not an affordable housing tenure but allows households to afford market housing through a loan provided by the government. With a Help to Buy Equity Loan the government lends up to 20% (40% in London) of the cost of a newly built home. The household must pay a deposit of 5% or more and arrange a mortgage of 25% or more to make up the rest. Buyers are not charged interest on the 20% loan for the first five years of owning the home.

C.40 It is important to note that this product widens access to market housing but does not provide an affordable home in perpetuity.

Appendix D : Affordable Housing policy

Affordable housing policy

D.1 The following table reviews the relevant factors in developing a policy on the Affordable Housing tenure mix, which inform the recommendation given in the main body of the report.

Table D-1: Wider considerations in developing Affordable Housing mix policy

Consideration	Local Evidence
A. **Evidence of need for Affordable Housing**: The need for affordable rent and affordable home ownership is not directly equivalent: the former expresses the identified need of a group with acute needs and no alternative options; the latter expresses potential demand from a group who are generally adequately housed in rented accommodation and may not be able to afford the deposit to transition to ownership.	This HNA suggests that the NA requires around 5.3 units of affordable rented housing and 8.6 units of affordable home ownership homes per annum over the Plan period. Both forms of Affordable Housing appear to be valuable in meeting the needs of people on various incomes. The relationship between these figures suggests that affordable home ownership should be prioritized over affordable rental units.
B. **Can Affordable Housing needs be met in full?** How far the more urgently needed affordable rented housing should be prioritised in the tenure mix depends on the quantity of overall housing delivery expected.	If the Local Plan target of 40% were achieved on every site, assuming the delivery of the NA's housing need figure (as established in this HNA) for 25 homes overall, up to 10 affordable homes might be expected in the NA over Plan period. This level of potential affordable housing delivery would not be sufficient to meet all of the need identified.
C. **Government policy (eg NPPF) requirements**: Current NPPF policy requires 10% of all homes to be delivered for affordable home ownership. There can be exceptions to this requirement if it would prevent the delivery of other forms of Affordable Housing.	For 10% of all housing to be affordable ownership in Barlaston, where 40% of all housing should be affordable, 25% of Affordable Housing should be for affordable ownership. This does comply with the guideline tenure split sought in the Local Plan.

D. **Local Plan policy**:	The adopted Local Plan does not set a specific tenure mix for new affordable housing.
E. **First Homes policy:** The Government recently concluded a consultation on the introduction of First Homes (to provide at least 30% discount on new build home prices). The proposals have now been enacted through a ministerial statement. A minimum of 25% of all Affordable Housing secured through developer contributions are now required to be First Homes. After the 25% First Homes requirement has been met, the remaining 75% of Affordable Housing units should as a first priority protect the provision for social rent set out in the Local Plan. The remaining units should then be allocated to other tenure products in the relative proportions set out in the Local Plan. AECOM is aware that some Local Planning Authorities are considering 'top slicing' their affordable housing quota to provide 25% First Homes and then allocating the remaining proportion according to their existing policy tenure split. Some LPAs are considering this approach because of the existing business models of registered providers which have relied on shared ownership to cross subsidise affordable rented housing and uncertainty over whether First Homes could replace this model.	This new minimum requirement may have the effect of displacing other products in any established tenure mix, and will reduce the amount of social or affordable rent if this was proposed to be more than 75% of Affordable Housing. Following the 40% Affordable Housing target set out in the Local Plan and the NPPF requirement that 10% of new affordable homes are provided for affordable ownership, a minimum requirement of 25% First Homes would not have a displacement effect on other affordable housing products.
F. **Viability**:	HNAs cannot take into consideration the factors which affect viability in the neighbourhood area or at the site-specific level. Viability issues are recognised in the Local Plan and it is acknowledged that this may affect the provision of affordable housing, the mix of tenures provided and the

	discounts that can be sought on First Homes properties.
G. **Funding**: The availability of funding to support the delivery of different forms of Affordable Housing may also influence what it is appropriate to provide at a particular point in time or on any one site.	The Barlaston Parish Council may wish to keep this in mind so that it can take up any opportunities to secure funding if they become available.
H. **Existing tenure mix in Barlaston**: The current stock of homes in an area, in terms of balance between ownership, rented and affordable provision may be a consideration in the mix of tenures provided on new development sites.	Socially rented housing currently makes up 17% of the overall tenure profile in the NA which is higher than the borough average, and there are no shared ownership dwellings. The current tenure mix of Affordable Housing would suggest there is an opportunity to extend affordable home ownership options in the NA.
I. **Views of registered providers**:	It is not within the scope of this HNA to investigate whether it would be viable for housing associations (registered providers) to deliver and manage affordable rented homes in the NA. The funding arrangements available to housing associations will determine rent levels.
J. Wider policy objectives:	The Barlaston Parish Council may wish to take account of broader policy objectives for Barlaston and/or the wider borough. These could include, but are not restricted to, policies to attract younger households, families or working age people to the NA. These wider considerations may influence the mix of Affordable Housing provided.

Appendix E : Specialist housing for older people

Background data tables

Table E-1: Tenure and mobility limitations of those aged 65+ in Barlaston, 2011 (65+ is the closest proxy for 75+ in this data)

Tenure	Day-to-day activities limited a lot		Day-to-day activities limited a little		Day-to-day activities not limited	
All categories	**171**	**26.5%**	**178**	**27.6%**	**296**	**45.9%**
Owned Total	**114**	***22.4%***	**140**	***27.5%***	**256**	***50.2%***
Owned outright	**101**	22.0%	**129**	28.1%	**229**	49.9%
Owned (mortgage) or shared ownership	**13**	25.5%	**11**	21.6%	**27**	52.9%
Rented Total	**57**	***42.2%***	**38**	***28.1%***	**40**	***29.6%***
Social rented	**47**	46.5%	**28**	27.7%	**26**	25.7%
Private rented or living rent free	**10**	29.4%	**10**	29.4%	**14**	41.2%

Source: DC3408EW Health status

HLIN calculations

Table E-2: Recommended provision of specialist housing for older people from the HLIN SHOP toolkit

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

Source: Housing LIN SHOP Toolkit

E.1 As Table 7-4 in the main report shows, Barlaston is forecast to see an increase of 124 individuals aged 75+ by the end of the Plan period. According to the HLIN tool, this translates into need as follows:

- Conventional sheltered housing to rent = 60 x 0.124 = 7
- Leasehold sheltered housing = 120 x 0.124 15
- Enhanced sheltered housing (divided 50:50 between that for rent and that for sale) = 20 x 0.124 = 2.5
- Extra care housing for rent = 15 x 0.124 = 1.9
- Extra care housing for sale = 30 x 0.124 = 3.7
- Housing based provision for dementia = 6 x 0.124 = 0.7

Appendix F : Housing Needs Assessment Glossary

Adoption

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

Affordability

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

Affordability Ratio

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

Affordable Housing (NPPF Definition)

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

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

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

c) Other affordable routes to home ownership: is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low-cost homes for sale (at a price equivalent to at least 20% below local market value) and

Rent to Buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to Government or the relevant authority specified in the funding agreement.

Affordable rented housing

Rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). The national rent regime is the regime under which the social rents of tenants of social housing are set, with particular reference to the Guide to Social Rent Reforms (March 2001) and the Rent Influencing Regime Guidance (October 2001). Local market rents are calculated using the Royal Institution for Chartered Surveyors (RICS) approved valuation methods[24].

Age-Restricted General Market Housing

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

Annual Monitoring Report

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

Basic Conditions

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

Backlog need

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

Bedroom Standard[25]

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

[24] The Tenant Services Authority has issued an explanatory note on these methods at http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf

[25] See https://www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-household-report

Co-living

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

Community-led developments (NPPF definition)

A development instigated and taken forward by a not-for-profit organisation set up and run primarily for the purpose of meeting the housing needs of its members and the wider local community, rather than being a primarily commercial enterprise. The organisation is created, managed, and democratically controlled by its members. It may take any one of the various legal forms including a community land trust, housing co-operative, and community benefit society. Membership of the organisation is open to all beneficiaries and prospective beneficiaries of that organisation. The organisation should own, manage, or steward the homes in a manner consistent with its purpose, for example through a mutually supported arrangement with a Registered Provider of Social Housing. The benefits of the development to the specified community should be clearly defined and consideration given to how these benefits can be protected over time, including in the event of the organisation being wound up.

Community Right to Build Order[26]

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

Concealed Families (Census definition)[27]

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

Equity Loans/Shared Equity

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

[26] See https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary
[27] See http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp171776_350282.pdf

Extra Care Housing or Housing-With-Care

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

Fair Share

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

First Homes

First Homes is another form of discounted market housing which will provide a discount of at least 30% on the price of new homes, introduced in 2021. These homes are available to first time buyers as a priority but other households will be eligible depending on agreed criteria. New developments will be required to provide 25% of Affordable Housing as First Homes. A more detailed explanation of First Homes and its implications is provided in the main body of the HNA.

Habitable Rooms

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

Household Reference Person (HRP)

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

Housing Market Area

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

The extent of the housing market areas identified will vary, and many will in practice cut across various local planning authority administrative boundaries. Local planning

authorities should work with all the other constituent authorities under the duty to cooperate.

Housing Needs

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

Housing Needs Assessment

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

Housing Products

Housing products simply refers to different types of housing as they are produced by developers of various kinds (including councils and housing associations). Housing products usually refers to specific tenures and types of new build housing.

Housing Size (Census Definition)

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

Housing Type (Census Definition)

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

Housing Tenure (Census Definition)

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

Income Threshold

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

Intercensal Period

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

Intermediate Housing

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

Life Stage modelling

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

Life-time Homes

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

Life-time Neighbourhoods

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

Local Development Order

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

Local Enterprise Partnership

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

Local housing need (NPPF definition)

The number of homes identified as being needed through the application of the standard method set out in national planning guidance (or, in the context of preparing

strategic policies only, this may be calculated using a justified alternative approach as provided for in paragraph 60 of this Framework).

Local Planning Authority

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

Local Plan

This is the plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies form part of the Local Plan and are known as 'Development Plan Documents' (DPDs).

Lower Quartile

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

Lower Quartile Affordability Ratio

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

Market Housing

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

Mean (Average)

The mean or the average is, mathematically, the sum of all values divided by the total number of values. This is the more commonly used "average" measure as it includes all values, unlike the median.

Median

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

Median Affordability Ratio

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

Mortgage Ratio

The mortgage ratio is the ratio of mortgage value to income which is typically deemed acceptable by banks. Approximately 75% of all mortgage lending ratios fell below 4 in recent years[28], i.e. the total value of the mortgage was less than 4 times the annual income of the person who was granted the mortgage.

Neighbourhood Development Order (NDO)

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

Neighbourhood plan

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

Older People

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

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

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

[28] See https://www.which.co.uk/news/2017/08/how-your-income-affects-your-mortgage-chances/

Overcrowding

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

Planning Condition

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

Planning Obligation

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

Purchase Threshold

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

Proportionate and Robust Evidence

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

Private Rented

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

Retirement Living or Sheltered Housing

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

Residential Care Homes and Nursing Homes

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

Rightsizing

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

Rural Exception Sites

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

Shared Ownership

Housing where a purchaser part buys and part rents from a housing association or local authority. Typical purchase share is between 25% and 75% (though this was lowered in 2021 to a minimum of 10%), and buyers are encouraged to buy the largest share they can afford. Generally applies to new build properties, but re-sales occasionally become available. There may be an opportunity to rent at intermediate rent level before purchasing a share in order to save/increase the deposit level

Sheltered Housing[29]

Sheltered housing (also known as retirement housing) means having your own flat or bungalow in a block, or on a small estate, where all the other residents are older people (usually over 55). With a few exceptions, all developments (or 'schemes') provide independent, self-contained homes with their own front doors. There are many different types of scheme, both to rent and to buy. They usually contain between 15 and 40 properties, and range in size from studio flats (or 'bedsits') through to 2 and 3 bedroomed. Properties in most schemes are designed to make life a little easier for older people - with features like raised electric sockets, lowered worktops, walk-in showers, and so on. Some will usually be designed to accommodate wheelchair users. And they are usually linked to an emergency alarm service (sometimes called 'community alarm service') to call help if needed. Many schemes also have their own

[29] See http://www.housingcare.org/jargon-sheltered-housing.aspx

'manager' or 'warden', either living on-site or nearby, whose job is to manage the scheme and help arrange any services residents need. Managed schemes will also usually have some shared or communal facilities such as a lounge for residents to meet, a laundry, a guest flat and a garden.

Strategic Housing Land Availability Assessment

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

Strategic Housing Market Assessment (NPPF Definition)

A Strategic Housing Market Assessment (SHMA) is a document prepared by one or more local planning authorities to assess their housing needs under the 2012 version of the NPPF, usually across administrative boundaries to encompass the whole housing market area. The NPPF makes clear that SHMAs should identify the scale and mix of housing and the range of tenures the local population is likely to need over the Plan period. Sometimes SHMAs are combined with Economic Development Needs Assessments to create documents known as HEDNAs (Housing and Economic Development Needs Assessments).

Specialist Housing for Older People

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

Social Rented Housing

Social rented housing is owned by local authorities and private registered providers (as defined in Section 80 of the Housing and Regeneration Act 2008.). Guideline target rents for this tenure are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with Homes England.[30]

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

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