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Beckington

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
SHMA	Strategic Housing Market Assessment
VOA	Valuation Office Agency

1. Executive Summary

1.1 Beckington is a Neighbourhood Area (NA) located in the unitary authority of Somerset. The NA boundary covers the areas administered by Beckington Parish Council.

1.2 The 2021 Census recorded 1,172 individuals in Beckington, indicating an increase of 189 people since the 2011 Census.

1.3 There has been considerable development in Beckington in recent years. 2021 Census data shows an increase of 119 dwellings between 2011 and 2021.

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 Steering Group 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.

Conclusions- Tenure and Affordability

Current tenure profile

1.6 In 2021 the NA had a greater proportion of households that owned their own home (73.8%) than Somerset (67.4%) and England (61.3%). Beckington also had the greatest proportion of households living in shared ownership dwellings. A smaller proportion of households lived in social rented dwellings in Beckington (12.0%) and Somerset (13.7%) than England (17.1%). The NA also had the smallest proportion of households living in the private rented sector.

Affordability

1.7 Between 2014 and 2023 there was significant fluctuation in house prices in Beckington, likely due to relatively small sample sizes. In this time the median house price increased by 17.8%, peaking in 2018 at £602,500. The 2023 median house price was £571,250. The lower quartile house price peaked in 2018 at £522,250. The 2023 lower quartile house price was £280,000.

1.8 Local households on average incomes appear 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. Private renting is generally only affordable to higher earners. Households on average incomes or with two lower quartile earners can afford entry level rental thresholds.

1.9 Turning to affordable home ownership, it is recommended that First Homes are delivered at a 50% discount in Beckington, making the product affordable to households on mean incomes. Shared ownership appears to be slightly more affordable than First Homes, with shared ownership at 25% equity accessible to households on mean incomes and shared ownership at 10% equity accessible to households on mean incomes and households with two lower quartile earners. Rent to Buy may therefore offer a useful product to meet the needs of households with little or no savings for a deposit.

1.10 Affordable rented housing is generally affordable to households with two lower earners. Households with a single lower earner appear only able to afford social rented units. Many such individuals will, if unable to secure a social rented dwelling require additional subsidy through Housing Benefit / Universal Credit to access housing.

The need for Affordable Housing

1.11 AECOM estimates that the need for affordable rented homes in Beckington could be met over the plan period as modelling takes into account a rate of turnover in the existing stock. Because there is some existing stock, this is able to satisfy the projected newly arising need as well as some of the backlog (c.16 households), which is effectively spread out over the 16-year period to produce an annualised figure. However, it is not necessarily appropriate for current households to wait until the end of the plan period for their housing needs to be met.

1.12 In addition, one unit of Affordable Housing does not necessarily service one household worth of need, since the unit might have 2-bedrooms while the applicant household might require 4-bedrooms, may be located in an inappropriate location, or be otherwise unsuitable (e.g. does not meet accessibility needs). It may therefore be appropriate for Beckington to encourage the delivery of some affordable rented housing during the Neighbourhood Plan period.

1.13 AECOM estimates the potential demand for 1.9 affordable home ownership dwellings per annum in Beckington, equating to a total of 30.2 over the Neighbourhood Plan period.

Affordable Housing policy

1.14 AECOM suggests an indicative mix of Affordable Housing of 60% social/affordable rented and 40% affordable home ownership. It is recommended that 25% of the Affordable Housing mix is delivered as First Homes, in line with national policy. In the interests of diversity and maximising choice, a further 10% is allocated to shared ownership, with 5% allocated to Rent to Buy.

1.15 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.

Conclusions- Type and Size

The current housing mix

1.16 In 2021 45.4% of households in Beckington lived in detached dwellings, compared to 32.5% across Somerset and 22.9% nationally. The proportion of households living in semi-detached dwellings was broadly the same across the three geographies, at 31-32%. The NA had the smallest proportion of households living in terraced dwellings of the three areas and just 5.1% of households lived in flats in Beckington, although a small proportion is not unusual in rural areas.

1.17 Valuation Office Agency data shows that in 2023 9.7% of dwellings were bungalows in the proxy area for Beckington, compared to 13.1% across Mendip, and 9.1% nationally.

1.18 Turning to dwelling size, in 2021 Beckington had a smaller proportion of households living in smaller 1-2 bedroom dwellings (25.8%) than Somerset (34.5%) and England (38.9%). The NA also had the smallest proportion of households living in mid-sized 3-bedroom dwellings. Beckington had by far the greatest proportion of households living in 4+ bedroom dwellings, at 41.3% of the mix.

Population characteristics

1.19 Between 2011 and 2021 the population of Beckington grew by 19.2%. In both years the greatest proportion of the population was aged 45-64 (31.9% to 30.5%). The proportion of people aged 44 and under decreased over the decade, with the proportion of the population aged 65-84 increasing significantly from 20.0% to 26.3%. The number of people aged 85+ remained the same over the decade.

1.20 At the time of the 2021 Census Beckington had a greater proportion of the population aged 45-84 than Somerset and England, indicating an older population. However, the NA had the smallest proportion of households aged 85+. Beckington had a slightly greater proportion of children than Somerset, but still a smaller proportion than the country as a whole.

1.21 The NA had the greatest proportion of family households, with Beckington having the greatest proportion of families aged 66 and over, at 15.0% compared to 9.2% nationally. The proportion of households with no children was greater in Beckington than the comparator geographies. The NA had a greater proportion of households with dependent children (24.8%) than Somerset (22.9%), but a smaller proportion than nationally (25.8%).

1.22 Under-occupancy is relatively common in Beckington, with 85.9% of households in 2021 living in a dwelling with too many bedrooms based on their household size. This is most common in family households aged 66+, family households (under 66) with no children, and single person households aged 66+. This suggests that larger dwellings in Beckington are not necessarily occupied by households with the most family members, but by households with the most wealth or older households that have not chosen or been able to downsize.

Future population and size needs

1.23 Population growth is projected to be driven by the oldest households, with households with a reference person aged 65 and over projected to increase by 82%. Small increases are also projected in households with a household reference person aged 25-34 and 55-64.

1.24 AECOM modelling suggests a mix of dwelling sizes that should be delivered in Beckington over the plan period. It suggests that 21.9% of future delivery should be for 1-bedroom dwellings, 24.6% 2-bedroom dwellings, and 53.5% 3-bedroom dwellings. However, it is not necessarily appropriate to completely prohibit the delivery of larger dwellings in the NA.

1.25 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.

Conclusions- Specialist Housing for Older People

1.26 There are currently 21 units of specialist housing for older people in Beckington, all of which are available for social rent.

1.27 2021 Census data shows that at this time there were 157 individuals aged 75+ in Beckington, accounting for 13.4% of the population. This is projected to increase to 266 by 2040, with 20.6% of the population falling within the 75+ age category, slightly above the 18.1% projected across Somerset.

Specialist housing for older people

1.28 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 and assumptions.

1.29 These two methods of estimating the future need in Beckington produce a range of 27 to 30 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. If this is found not to be the case, it would justify aspiring to exceed the range identified here.

1.30 It is also helpful to look at the breakdown in tenure and care within the need for specialist housing for older people. There is a greater need for market specialist housing (63.3%) than affordable (36.7%). There is a more balanced split between the need for sheltered (46.7%) and extra-care housing (53.3%). It should be noted that some of this need could potentially be met through at home adaptations or through ensuring that new housing delivered is adaptable and accessible.

1.31 It is considered that Beckington is, in broad terms, a suitable location for specialist accommodation based on its place in the settlement hierarchy. There is no specific requirement or obligation for specialist housing for older people to be delivered here and there need arising from Beckington could also be met in other suitable locations near to but outside the Plan area boundaries, such as Frome or Westbury.

Care homes

1.32 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 home for older people (aged 75+). Based on these rates, applied to the projected growth in the older population, it is estimated that in 2040 there would be a need for 7 residential care beds and 5 nursing care beds in Beckington to meet the needs of this increase in older population. Some of the need for care home beds might be met by independent housing accommodation and vice versa.

Accessible and adaptable housing

1.33 Another key avenue to addressing those with relevant needs is to discuss the standards of accessibility and adaptability in new development.

1.34 The current adopted Local Plan policy DP14 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 Parish Council approaching the LPA to discuss setting requirements on accessibility and adaptability at local authority level.

2. Context

Local context

2.1 Beckington is a Neighbourhood Area (NA) located in the unitary authority of Somerset in the South West. The NA boundary aligns with the parish boundary and was designated in July 2023.

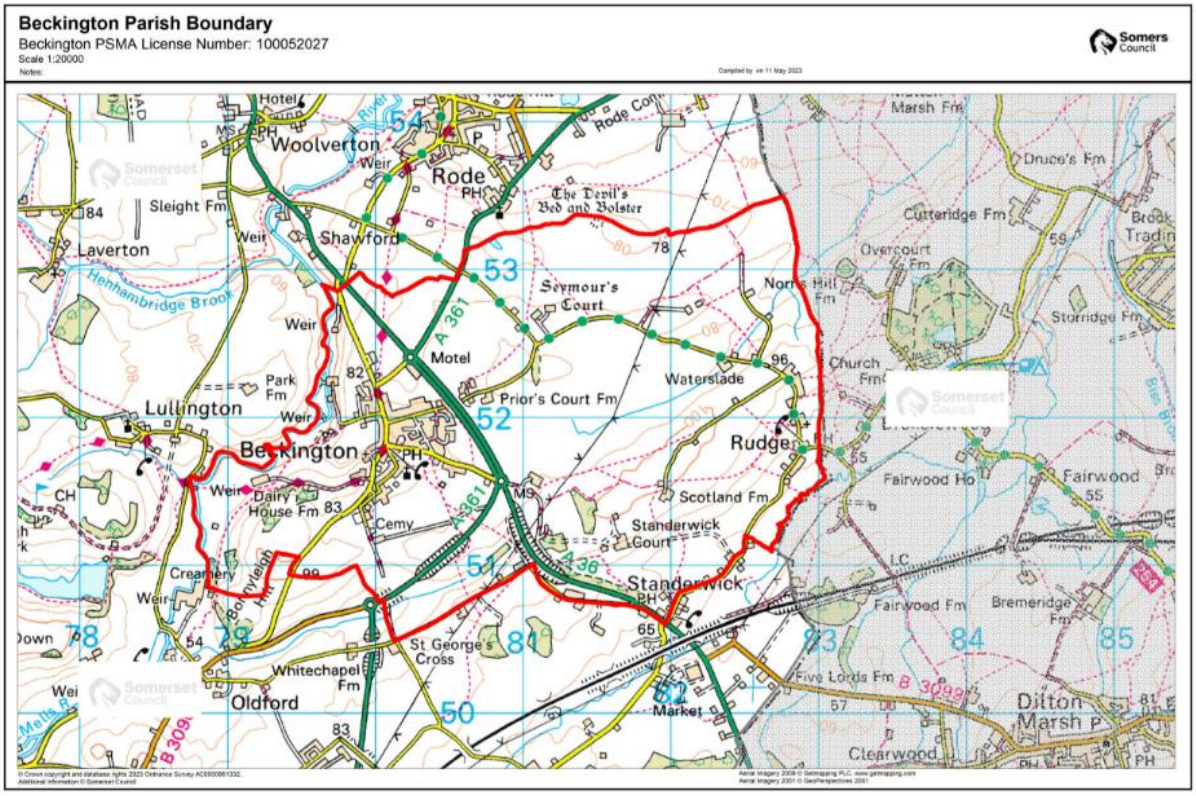
2.2 The Neighbourhood Plan is envisaged to start in 2024 and extend to 2040, therefore covering a period of 16 years. The evidence supplied in this report will look forward to the Plan end date of 2040, but where possible will also provide annualised figures which can be extrapolated to a different term if the Plan period changes.

2.3 Beckington NA is comprised on the village of Beckington and hamlets of Rudge and Standerwick. Throughout this report Beckington refers to the entire NA. The NA is located approximately 3 miles north east of Frome, c. 6 miles south west of Trowbridge, and around 10 miles south east of Bath. The A36 runs through the NA, connecting Southampton and Bath. Frome train station provides connections to larger settlements including Bristol, Weymouth, Gloucester, and London. In terms of amenities, the NA has cafes, pubs, a primary school, independent school, hotel, church, and GP surgery.

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 Beckington is provided in Appendix A. A map of the Plan area appears below in Figure 2-1.

Figure 2-1: Map of the Beckington Neighbourhood Area



Source: Somerset Council[1]

2.5 At the time of the 2011 Census the NA was home to 983 residents, formed into 412 households and occupying 437 dwellings. The 2021 Census indicates population growth of around 189 individuals (or 19.2%) since 2011, recording a total of 1,172 residents and 515 households.

2.6 2021 Census data shows that at this time there were 556 dwellings in Beckington, an increase of 119 since the 2011 Census. This broadly aligns with the increase in households (+103) over the same time period.

The housing market area context

2.9 Whilst this Housing Needs Assessment (HNA) focuses on Beckington 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 Beckington, the NA sits within a housing market area which covers Mendip, Sedgemoor, South Somerset, and Taunton Deane[2]. This means that when households

[1] Available at https://somersetcc.sharepoint.com/sites/SCCPublic/Planning%20and%20Land/Forms/AllItems.aspx?id=%2Fsites%2FSCCPublic%2FPlanning%20and%20Land%2FBeckington%20Parish%20Boundary%2EJPG&parent=%2Fsites%2FSCCPublic%2FPlanning%20and%20Land&p=true&ga=1

[2] https://somersetcc.sharepoint.com/sites/SCCPublic/Planning%20and%20Land/Forms/AllItems.aspx?id=%2Fsites%2FSCCPublic%2FPlanning%20and%20Land%2FMDC%20%2D%20Somerset%5Ffinal%5FSHMA%5FOct2016%2Epdf&parent=%2Fsites%2FSCCPublic%2FPlanning%20and%20Land&p=true&ga=1

who live in these authorities move home, the vast majority move within this geography[3]. The housing market area also has links to other neighbouring areas however, including West Somerset (in 2021 Somerset West & Taunton).

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

2.12 In summary, Beckington functions within a wider strategic area. As well as fostering good working relationships with the local planning authority (Somerset), 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.

Planning policy context

2.13 Neighbourhood Plans are required to be in general conformity with adopted strategic local policies.[4] The adopted local plans relevant to Beckington are the Mendip Local Plan Part 1 (adopted December 2014[5]) and Mendip Local Plan Part 2 (adopted December 2021[6]). These cover the period 2006-2029. Somerset Council will be progressing a Somerset Local Plan but there are currently no documents publicly available.

2.14 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 CP2 identifies an overall housing target of 9,635 homes for Mendip over the period 2006 to 2029;
- In Policy CP1 Beckington is designated as a Primary Village, which will provide new development that is tailored to meet local needs;
- Policy DP11 states that 30% of all new dwellings are expected to be delivered as Affordable Housing on sites of 7 or more dwellings. The suggested tenure mix within Affordable Housing is 80% affordable rent to 20% affordable home ownership.

[3] It should be noted that the SHMA does not include West Somerset, which is now part of Somerset along with the LPAs listed.
[4] 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
[5] https://somersetcc.sharepoint.com/sites/SCCPublic/Planning%20and%20Land/Forms/AllItems.aspx?id=%2Fsites%2FSCCPublic%2FPlanning%20and%20Land%2FPlanning%20Policy%2FMendip%20Adopted%20Local%20Plan%2Epdf&parent=%2Fsites%2FSCCPublic%2FPlanning%20and%20Land%2FPlanning%20Policy&p=true&ga=1
[6] https://somersetcc.sharepoint.com/sites/SCCPublic/Planning%20and%20Land/Forms/AllItems.aspx?id=%2Fsites%2FSCCPublic%2FPlanning%20and%20Land%2FPlanning%20Policy%2FMendip%20Local%20Plan%20Part%20II%2Epdf&parent=%2Fsites%2FSCCPublic%2FPlanning%20and%20Land%2FPlanning%20Policy&p=true&ga=1

Quantity of housing to provide

2.15 The NPPF 2023 (paragraphs 67 and 68) requires LPAs to provide neighbourhood groups upon request with a definitive or an indicative number of houses to plan for over the Neighbourhood Plan period.

2.16 Somerset Council has fulfilled that requirement by providing Beckington with an indicative figure of 0 dwellings according to the Parish Council. However, it should be noted that the emerging Local Plan, when drafted, may allocate sites in the NA to 2040.

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 Beckington Neighbourhood Plan Steering Group. 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.

Affordability and Affordable Housing

3.2 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.

3.3 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.

3.4 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

3.5 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.

3.6 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.

3.7 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

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

3.9 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**.

3.10 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

3.11 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 Rightmove.co.uk;
- Local Authority housing waiting list data; and
- Mendip, Sedgemoor, South Somerset, and Taunton Deane SHMA, October 2016[7].

[7] https://somersetcc.sharepoint.com/sites/SCCPublic/Planning%20and%20Land/Forms/AllItems.aspx?id=%2Fsites%2FSCCPublic%2FPlanning%20and%20Land%2FMDC%20%2D%20Somerset%5Ffinal%5FSHMA%5FOct2016%2Epdf&parent=%2Fsites%2FSCCPublic%2FPlanning%20and%20Land&p=true&ga=1

3.12 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. Affordability and Affordable Housing

Introduction

4.1 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.

4.2 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.

4.3 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

4.4 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.[8]

- **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

4.5 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.

4.6 Table 4-1 presents data on tenure in Beckington compared with Somerset and England from the 2021 Census. It shows that the NA had a greater proportion of households that owned their own home (73.8%) than Somerset (67.4%) and England (61.3%). Beckington also had the greatest proportion of households living in shared ownership dwellings. A smaller proportion of households lived in social rented dwellings in Beckington (12.0%) and Somerset (13.7%) than England (17.1%). The NA also had the smallest proportion of households living in the private rented sector.

Table 4-1: Tenure (households) in Beckington, 2021

Tenure	Beckington	Somerset	England
Owned	73.8%	67.4%	61.3%
Shared ownership	1.7%	1.0%	1.0%
Social rented	12.0%	13.7%	17.1%
Private rented	12.4%	17.8%	20.6%

Sources: Census 2021, AECOM Calculations

4.7 It is also worth comparing how the tenure mix has changed in the last ten years, using the 2011 Census (see Table 4-2). The number of households living in all tenures increased, with Affordable Housing clearly delivered over the decade as the number of households living in shared ownership dwellings increased by 9 and the number living in social rented housing increased by 37.8%.

Table 4-2: Tenure change (households) in Beckington, 2011-2021

Tenure	2011	2021	% change
Owned	318	380	+19.5%
Shared ownership	0	9	-
Social rented	45	62	+37.8%
Private rented	49	64	+30.6%

Sources: Census 2021 and 2011, AECOM Calculations

[8] 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.

Affordability

House prices

4.8 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.

4.9 Figure 4-1 looks at the average and lower quartile house prices in Beckington based on sales price data published by the Land Registry. It shows that between 2014 and 2023 there was significant fluctuation in house prices, likely due to small sample sizes with just 231 transactions in Beckington over this period (average of 23 per year).

4.10 Between 2014 and 2023 the median (middle number when the data is sorted from smallest to largest) house price increased by 17.8% between 2014 and 2023, peaking in 2018 at £602,500. The 2023 median house price was £571,250. The lower quartile (middle figure of the lowest 50% of prices and a good representation of entry-level housing) house price decreased by 11.5% in this time, again peaking in 2018 at £522,250. The 2023 lower quartile house price was £280,000, but it should be noted that this represents a lower year in terms of prices.

4.11 The 2023 median house price across Somerset was £300,000 and the lower quartile £220,000. Both of these figures are below the 2023 figures for Beckington, suggesting that the NA is perhaps a higher value area within the local authority area.

Figure 4-1: House prices by quartile in Beckington, 2014-2023

Source: Land Registry PPD

4.12 Table 4-3 breaks down house prices by type, presenting the median within each type. It shows that the greatest growth was in the price of flats, although this data may have been skewed by very small sample sizes. Terraced prices are shown to have decreased, whilst detached prices remained the highest each year (with the exception of flats in 2023). There is year-on-year fluctuation in prices, with the annual average by type being derived from a smaller sample size than the overall average. This means that variation in the characteristics of dwellings sold each year, such as the size, location, and condition of the property can have a large impact on the average.

Table 4-3: Median house prices by type in Beckington, 2014-2023

Type	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Growth
Detached	£659,400	£410,000	£586,995	£637,500	£605,000	£475,000	£398,000	£700,000	£901,500	£713,750	8.2%
Semi-detached	£237,500	£260,000	£245,000	£373,500	£645,000	£277,000	£316,250	£368,000	£425,000	£423,000	78.1%
Terraced	£735,000	£219,995	£270,000	£250,000	£502,500	£262,500	£257,500	£358,000	£335,000	£268,750	-63.4%
Flats	£97,000	-	-	-	£126,500	£132,500	-	£200,000	£895,000	£1,050,000	982.5%
All Types	**£485,000**	**£282,500**	**£572,995**	**£455,000**	**£602,500**	**£285,000**	**£292,500**	**£475,000**	**£592,500**	**£571,250**	17.8%

Source: Land Registry PPD

Income

4.13 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.

4.14 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 £49,900 in 2020 (the most recent year for this dataset). Discussion about the area to which this data applies is provided in Appendix A.

4.15 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. Somerset's gross individual lower quartile annual earnings were £17,683 in 2023. To estimate the income of households with two lower quartile earners, this figure is doubled to £35,366.

4.16 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

4.17 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.

4.18 AECOM has determined thresholds for the income required in Beckington 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.

4.19 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.

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

Tenure	Mortgage value (90% of price)	Annual rent	Income required	Affordable on average incomes? £49,900	Affordable on LQ earnings (single earner)? £17,683	Affordable on LQ earnings (2 earners)? £35,366
Market Housing						
Median House Price	£514,125	-	**£146,893**	No	No	No
Estimated NA New Build Entry-Level House Price	£315,000	-	**£90,000**	No	No	No
LQ/Entry-level House Price	£252,000	-	**£72,000**	No	No	No
LA New Build Median House Price	£337,500	-	**£96,429**	No	No	No
Average Market Rent	-	£16,164	**£53,880**	No	No	No
Entry-level Market Rent	-	£10,500	**£35,000**	Yes	No	Yes
Affordable Home Ownership						
First Homes (-30%)	£220,500	-	**£63,000**	No	No	No
First Homes (-40%)	£189,000	-	**£54,000**	No	No	No
First Homes (-50%)	£157,500	-	**£45,000**	Yes	No	No
Shared Ownership (50%)	£157,500	£4,375	**£59,583**	No	No	No
Shared Ownership (25%)	£78,750	£6,563	**£44,375**	Yes	No	No
Shared Ownership (10%)	£31,500	£7,875	**£35,250**	Yes	No	Yes
Affordable Rented Housing						
Affordable Rent	-	£6,139	**£20,443**	Yes	No	Yes
Social Rent	-	£4,903	**£16,326**	Yes	Yes	Yes

Source: AECOM Calculations

4.21 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

4.22 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 almost 3x higher than the current average.

4.23 Private renting is generally only affordable to higher earners. Households on average incomes or with two lower quartile earners can afford entry level rental thresholds. 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

4.24 There is a relatively large group of households in Beckington who may be able to afford to rent privately but cannot afford home ownership. They are typically earning between around £35,000 per year (at which point entry-level rents become affordable) and £72,000 (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.

4.25 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.

4.26 This report has estimated the income required to afford First Homes and tested the implications of 30%, 40% and 50% discount levels. It is recommended that First Homes are delivered at a 50% discount in Beckington, making the product affordable to households on mean incomes.

4.27 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 local authority level, further discussions with the LPA are advised.

4.28 Shared ownership appears to be slightly more affordable than First Homes, with shared ownership at 25% equity accessible to households on mean incomes and shared ownership at 10% equity accessible to households on mean incomes and households with two lower quartile earners.

4.29 Government has recently announced that the minimum equity share for shared ownership will fall to 10% of the property value.[9] 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.

[9] 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.

4.30 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 set. If Rent to Buy is offered at a discount to *entry level* rents, this would expand this route to home ownership quite significantly, making it the most accessible affordable home ownership product. However, discounts on *average* rents would make Rent to Buy affordability, in terms of the household income required, less affordable than First Homes at a 50% discount and shared ownership at 25% and 10% equity. 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.

4.31 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

4.32 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 Beckington.

4.33 Affordable rented housing is generally affordable to households with two lower earners depending on their household size (average earning households are unlikely to be eligible). However, households with a single lower earner appear only able to afford

social rented units. Many such individuals will, if unable to secure a social rented dwelling require additional subsidy through Housing Benefit / Universal Credit to access housing.

4.34 The evidence in this chapter suggests that the affordable rented sector performs a vital function in Beckington 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

4.35 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.

4.36 A SHMA was undertaken for Mendip, Sedgemoor, South Somerset, and Taunton Deane[10] in 2016. As this is now relatively dated, AECOM has undertaken calculations for the need for Affordable Housing in Beckington specifically below.

AECOM Estimates

4.37 AECOM estimates that the need for affordable rented homes in Beckington would be met over the plan period. The estimate and assumptions used are detailed in Appendix D and summarised in Table 4-5 below.

4.38 This result may initially be surprising since there is understood to be a current backlog of need (in the region of 16 households). The reason for the affordable rented housing need being met over the long-term is that model assumes a rate of turnover in the existing stock: of the affordable rented accommodation existing currently, it can be expected that some will come vacant in any given year as their current occupants move to a new location, pass away or cease to be eligible as their circumstances change. Because there is some existing stock, this is able to satisfy the projected newly arising need as well as some of the backlog, which is effectively spread out over the 16-year period to produce an annualised figure. However, it is not necessarily appropriate for current households to wait until the end of the plan period for their housing needs to be met.

4.39 An important caveat is that one unit of Affordable Housing does not necessarily service one household worth of need, since the unit might have 2-bedrooms while the applicant household might require 4-bedrooms, may be located in an inappropriate location, or be otherwise unsuitable (e.g. does not meet accessibility needs).

4.40 As such, it may be appropriate for Beckington to encourage the delivery of some affordable rented housing, with the understanding even if this would meet all of the localised need, it may also help to meet needs from elsewhere in the local authority. The NA's wider strategic role in the delivery of Affordable Housing should be discussed with the LPA.

[10] These LPAs now form Somerset Council

Table 4-5: Estimate of need for Affordable Housing for rent in Beckington

Component of need or supply in the AECOM estimate	Per annum
Current need	1.0
Newly arising need	0.8
Supply	1.9
Net shortfall	0.0

Source: AECOM model summary of estimates. Full estimate included in Appendix D

4.41 AECOM estimate potential demand for 1.9 affordable home ownership dwellings per annum in Beckington, equating to a total of 30.2 over the Neighbourhood Plan period. The estimate and assumptions used is detailed in Appendix D and summarised in Table 4-6 below.

4.42 It is important to keep in mind that the households identified in this estimate are, by and large, adequately housed in the private rented sector, Affordable Housing, or living in other circumstances. They do not necessarily lack their own housing but would prefer to buy rather than rent. They have been included in the national planning definition of those in need of Affordable Housing, but their needs are less acute than those on the waiting list for affordable rented housing.

Table 4-6: Estimate of need for Affordable Housing for sale in Beckington

Component of need or supply in the AECOM estimate	Per annum
Current need	1.9
Newly arising need	0.4
Supply	0.5
Net shortfall	1.9

Source: AECOM model summary of estimates. Full estimate included in Appendix D

Affordable Housing policies in Neighbourhood Plans

4.43 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

4.44 Mendip's adopted policy on this subject DP11 requires 30% of all new housing to be affordable. It is not currently known what proportion of housing in Beckington was delivered as Affordable Housing over the last decade. It is therefore not known if this target usually met on sites in the NA.

4.45 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 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.

Affordable Housing at Neighbourhood level

4.46 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 Beckington on the basis of identified housing need and a range of other considerations detailed in Appendix D.

4.47 This indicative mix is chiefly a response to the expectation that there is likely to be limited delivery of housing in the NA, with the delivery of Affordable Housing expected to be lower than the needs identified here, the smaller social rented sector than Somerset and England, and the backlog of need on the Housing Register (c. 16 households). In this context, affordable rented tenures should be prioritised. The Local Plan guideline mix of 80% rented to 20% ownership does not appear to offer a suitable benchmark for Beckington (being perhaps overly skewed toward renting in the context of estimated needs) and does not comply with the various minimum requirements mandated nationally. AECOM's suggested mix of 60% social/affordable rented and 40% affordable home ownership does meet national requirements.

4.48 Looking at affordable home ownership options, it is recommended that 25% of the Affordable Housing mix is delivered as First Homes (at 50% discount), in line with national policy. In the interests of diversity and maximising choice, a further 10% is allocated to shared ownership, with shared ownership at 25% and 10% equity more affordable than First Homes. A further 5% is allocated to Rent to Buy as an option for households with little or no savings for a deposit.

4.49 Where the 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 Somerset Council 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 4-7: 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	10%	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	5%	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

4.50 In 2021 the NA had a greater proportion of households that owned their own home (73.8%) than Somerset (67.4%) and England (61.3%). Beckington also had the greatest proportion of households living in shared ownership dwellings. A smaller proportion of households lived in social rented dwellings in Beckington (12.0%) and Somerset (13.7%) than England (17.1%). The NA also had the smallest proportion of households living in the private rented sector.

Affordability

4.51 Between 2014 and 2023 there was significant fluctuation in house prices in Beckington, likely due to relatively small sample sizes. In this time the median house price increased by 17.8%, peaking in 2018 at £602,500. The 2023 median house price was £571,250. The lower quartile house price peaked in 2018 at £522,250. The 2023 lower quartile house price was £280,000.

4.52 Local households on average incomes appear 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. Private renting is generally only affordable to higher earners. Households on average incomes or with two lower quartile earners can afford entry level rental thresholds.

4.53 Turning to affordable home ownership, it is recommended that First Homes are delivered at a 50% discount in Beckington, making the product affordable to households on mean incomes. Shared ownership appears to be slightly more affordable than First Homes, with shared ownership at 25% equity accessible to households on mean incomes and shared ownership at 10% equity accessible to households on mean incomes and households with two lower quartile earners. Rent to Buy may therefore offer a useful product to meet the needs of households with little or no savings for a deposit.

4.54 Affordable rented housing is generally affordable to households with two lower earners. Households with a single lower earner appear only able to afford social rented units. Many such individuals will, if unable to secure a social rented dwelling require additional subsidy through Housing Benefit / Universal Credit to access housing.

The need for Affordable Housing

4.55 AECOM estimates that the need for affordable rented homes in Beckington could be met over the plan period as modelling takes into account a rate of turnover in the existing stock. Because there is some existing stock, this is able to satisfy the projected newly arising need as well as some of the backlog (c.16 households), which is effectively spread out over the 16-year period to produce an annualised figure. However, it is not necessarily appropriate for current households to wait until the end of the plan period for their housing needs to be met.

4.56 In addition, one unit of Affordable Housing does not necessarily service one household worth of need, since the unit might have 2-bedrooms while the applicant household might require 4-bedrooms, may be located in an inappropriate location, or be otherwise unsuitable (e.g. does not meet accessibility needs). It may therefore be appropriate for Beckington to encourage the delivery of some affordable rented housing during the Neighbourhood Plan period.

4.57 AECOM estimates the potential demand for 1.9 affordable home ownership dwellings per annum in Beckington, equating to a total of 30.2 over the Neighbourhood Plan period.

Affordable Housing policy

4.58 AECOM suggests an indicative mix of Affordable Housing of 60% social/affordable rented and 40% affordable home ownership. It is recommended that 25% of the Affordable Housing mix is delivered as First Homes, in line with

national policy. In the interests of diversity and maximising choice, a further 10% is allocated to shared ownership, with 5% allocated to Rent to Buy.

4.59 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.

5. Type and Size

Introduction

5.1 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.

5.2 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.

5.3 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.

5.4 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.

5.5 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

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

Dwelling type

5.7 Table 5-1 below shows that in 2021 45.4% of households in Beckington lived in detached dwellings, compared to 32.5% across Somerset and 22.9% nationally. The proportion of households living in semi-detached dwellings was broadly the same across the three geographies, at 31-32%. The NA had the smallest proportion of households living in terraced dwellings, at 17.9% compared to 23.0% nationally. Just 5.1% of households lived in flats in Beckington, although a small proportion of flats is not unusual in rural areas.

5.8 Unfortunately, Census data does not count bungalows as a separate category, instead counting them within other dwelling types (mainly detached and semi-detached). Valuation Office Agency (VOA) data does count bungalows, with 2023 data showing that 9.7% of dwellings were bungalows in the proxy area (see Figure A-1) for Beckington, compared to 13.1% across Mendip (Somerset data not available), and 9.1% nationally.

Table 5-1: Accommodation type, various geographies, 2021

Type	Beckington	Somerset	England
Detached	45.4%	32.5%	22.9%
Semi-detached	31.6%	31.3%	31.5%
Terrace	17.9%	22.7%	23.0%
Flat	5.1%	12.7%	22.2%

Source: Census 2021, AECOM Calculations

5.9 Table 5-2 looks at the change between the 2011 and 2021 in Beckington. This shows that in this time the proportion of households living in detached dwellings increased from 40.7% to 45.4%, indicating that the majority of new homes built in the last decade were detached, further exaggerating the existing imbalance. The proportion of households living in semi-detached and terraced dwellings decreased. The proportion of households living in flats increased from 3.0% to 5.1%.

Table 5-2: Accommodation type, Beckington, 2011-2021

Type	2011	%	2021	%
Detached	178	40.7%	233	45.4%
Semi-detached	153	35.0%	162	31.6%
Terrace	88	20.1%	92	17.9%
Flat	13	3.0%	26	5.1%
Total	437	-	513	-

Source: ONS 2021 and 2011, AECOM Calculations

Dwelling size

5.10 Table 5-3 below presents the current housing mix in terms of size compared to the wider local authority and country. It shows that Beckington had a smaller proportion of households living in smaller 1-2 bedroom dwellings (25.8%) than Somerset (34.5%) and England (38.9%). The NA also had the smallest proportion of households living in mid-sized 3-bedroom dwellings, at 32.9% compared to 41.0% across Somerset. Beckington had by far the greatest proportion of households living in larger 4+ bedroom dwellings, at 41.3% of the mix, compared to less than 25% in the comparator geographies.

Table 5-3: Dwelling size (bedrooms), various geographies, 2021

Number of bedrooms	Beckington	Somerset	England
1	5.1%	9.0%	11.6%
2	20.7%	25.5%	27.3%
3	32.9%	41.0%	40.0%
4+	41.3%	24.6%	21.1%

Source: Census 2021, AECOM Calculations

5.11 Table 5-4 shows that over the decade the proportion of households in Beckington living in the smallest and largest dwellings increased whilst the proportion living in 2-bedroom and 3-bedroom dwellings decreased.

Table 5-4: Dwelling size (bedrooms), Beckington, 2011-2021

Number of bedrooms	2011	%	2021	%
1	14	3.4%	26	5.1%
2	95	23.1%	106	20.7%
3	144	35.0%	169	32.9%
4+	159	38.6%	212	41.3%
Total	412	-	513	-

Source: ONS 2021 and 2011, AECOM Calculations

Population characteristics

5.12 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

5.13 Table 5-5 shows the most recent age structure of the NA population, alongside 2011 Census figures. The population of Beckington grew by 19.2% between 2011 and 2021. In both years the greatest proportion of the population was aged 45-64, decreasing from 31.9% to 30.5%. The proportion of younger people aged 44 and under decreased over the decade, with the proportion of the population aged 65-84 increasing significantly from 20.0% to 26.3%. This was a 56.3% increase in the number of people within this age category. The number of people aged 85+ remained the same over the decade. Overall, there is a trend towards aging within the Beckington population, counterbalanced by a robust replacement population of children.

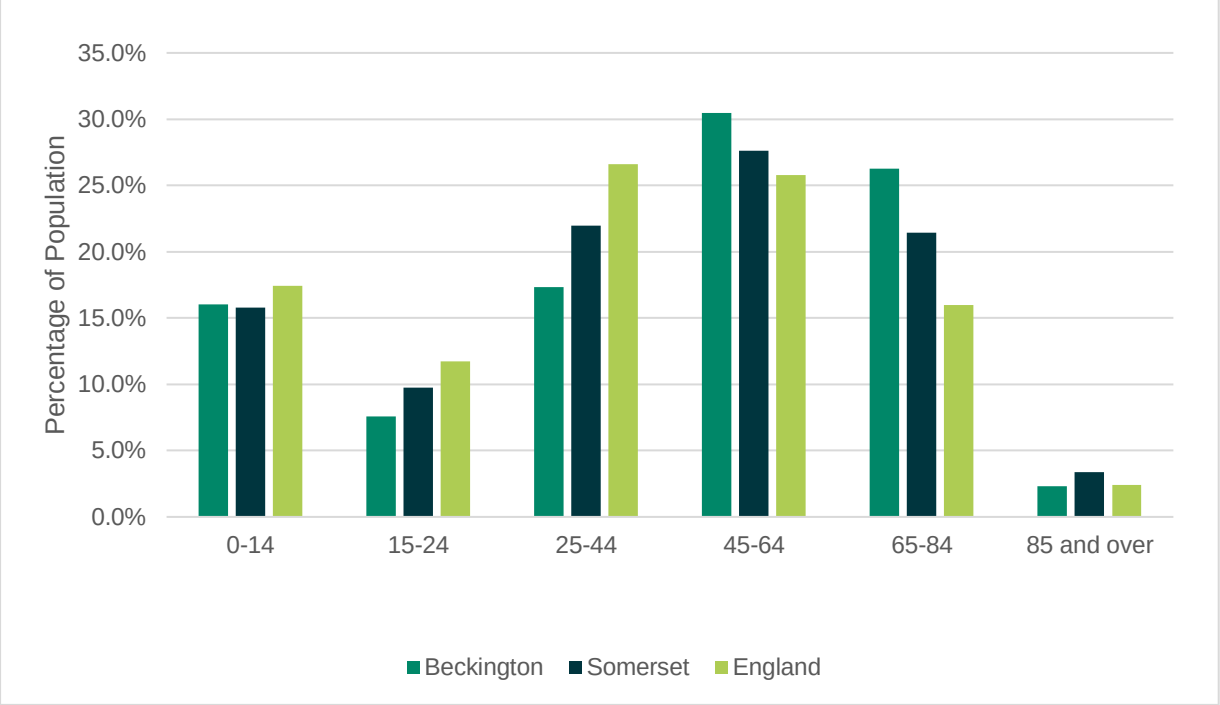
Table 5-5: Age structure of Beckington, 2011 and 2021

Age group	2011 (Census)		2021 (Census)		Change
0-14	163	16.6%	188	16.0%	+15.3%
15-24	90	9.2%	89	7.6%	-1.1%
25-44	192	19.5%	203	17.3%	+5.7%
45-64	314	31.9%	357	30.5%	+13.7%
65-84	197	20.0%	308	26.3%	+56.3%
85 and over	27	2.7%	27	2.3%	0.0%
Total	983	-	1,172	-	+19.2%

Source: ONS 2011, ONS 2021, AECOM Calculations

5.14 For context, it is useful to look at the NA population structure alongside that of the local authority and country. Figure 5-1 (using 2021 Census data) shows that Beckington had a greater proportion of the population aged 45-84 than Somerset and England, indicating an older population. However, the NA had the smallest proportion of households aged 85+. Whilst generally having a smaller proportion of younger people than the wider local authority and England, Beckington had a slightly greater proportion of children than Somerset, but still a smaller proportion than the country as a whole.

Figure 5-1: Age structure in Beckington, 2021



Source: ONS 2021, AECOM Calculations

Household composition and occupancy

5.15 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 5-6 shows that Beckington had a smaller proportion of single person households (25.6%) than Somerset (30.4%) and England (30.1%), although the proportion of single person households aged 66+ was broadly in line with Somerset.

5.16 The NA had the greatest proportion of family households of the comparator areas, with Beckington having the greatest proportion of families aged 66 and over, at 15.0% compared to 9.2% nationally, further highlighting the older population. The proportion of households with no children was greater in Beckington than the comparator geographies. The NA had a greater proportion of households with dependent children (24.8%) than Somerset (22.9%), but a smaller proportion than nationally (25.8%).

5.17 It is also helpful to look at the changes in household composition between 2011 and 2021. Census data shows that in this time the number of single person households aged 65/66[11] and over grew by 52.0% in the NA compared to 15.8% across Somerset and 5.8% nationally. This highlights how the population has aged over the decade. The number of households with dependent children in Beckington grew by 23.5%, compared to less than 3% growth in the comparator geographies.

[11] 2011 Census counts households aged 65 and over whilst 2021 Census counts households aged 66 and over

Table 5-6: Household composition, Beckington, 2021

Household composition		Beckington	Somerset	England
One person household	**Total**	**25.6%**	**30.4%**	**30.1%**
	Aged 66 and over	15.0%	15.5%	12.8%
	Other	10.6%	14.9%	17.3%
One family only	**Total**	**71.7%**	**64.7%**	**63.1%**
	All aged 66 and over	15.0%	13.1%	9.2%
	With no children	20.7%	18.8%	16.8%
	With dependent children	24.8%	22.9%	25.8%
	With non-dependent children[12]	7.5%	9.5%	10.5%
Other household types	**Total**	**2.8%**	**4.9%**	**6.9%**

Source: ONS 2021, AECOM Calculations

5.18 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.

5.19 Under-occupancy is relatively common in Beckington, with 85.9% of households in 2021 living in a dwelling with too many bedrooms based on their household size. This is most common in family households aged 66+ (100% under-occupancy), family households (under 66) with no children (95.3% under-occupancy), and single person households aged 66+ (93.6% under-occupancy). This suggests that larger dwellings in Beckington are not necessarily occupied by households with the most family members, but by households with the most wealth or older households that have not chosen or been able to downsize.

5.20 There is also some over-occupancy (overcrowding) in Beckington, with this occurring in families with dependent children (3.9% overoccupancy) and families with adult children (5.3% overoccupancy).

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

Table 5-7: Occupancy rating by age in Beckington, 2021

Household type	+2 rating	+1 rating	0 rating	-1 rating
Family 66+	84.0%	16.0%	0.0%	0.0%
Single person 66+	65.4%	28.2%	6.4%	0.0%
Family under 66 - no children	65.4%	29.9%	4.7%	0.0%
Family under 66 - dependent children	38.6%	33.9%	23.6%	3.9%
Family under 66 - adult children	42.1%	34.2%	18.4%	5.3%
Single person under 66	34.6%	38.5%	26.9%	0.0%
All households	56.4%	29.5%	12.6%	1.6%

Source: ONS 2021, AECOM Calculations

5.21 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 5-2 sets out this relationship for Somerset in 2011 (because this data is not available at smaller 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 5-2: Age of household reference person by dwelling size in Somerset, 2011

Source: ONS 2011, AECOM Calculations

Future population and size needs

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

Age

5.23 The result of applying Local Authority level household projections to the age profile of Beckington households in 2011 is shown in Table 5-8. This makes clear that population growth can be expected to be driven by the oldest households, with households with a reference person aged 65 and over projected to increase by 82%. This would mean that this category would account for 48.0% of households in 2040, compared to 34.0% in 2011. Small increases are also projected in households with a household reference person aged 25-34 and 55-64.

Table 5-8: Projected age of households, Beckington, 2011 - 2040

Year	24 and under	25 to 34	35 to 54	55 to 64	65 and over
2011	1	12	160	99	140
2040	1	13	154	108	255
% change 2011 - 2040	-19%	+8%	-4%	+9%	+82%

Source: AECOM Calculations

5.24 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 5-2) onto the projected age profile for the NA in Table 5-8 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.

5.25 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.

5.26 The result of this exercise is presented in Table 5-9. It suggests that by the end of the plan period there should be an increase in the proportion of households living in 1-3 bedroom dwellings, and a decrease in the proportion of households living in larger 4+ bedroom dwellings. In order to reach the suggested mix modelling suggests that 21.9% of future delivery should be for 1-bedroom dwellings, 24.6% 2-bedroom dwellings, and 53.5% 3-bedroom dwellings. Table 5-9 identifies no further need for 4+ bedroom dwellings, although it may not be appropriate to completely prohibit the delivery of larger dwellings, as discussed below.

Table 5-9: Suggested dwelling size mix to 2040, Beckington

Number of bedrooms	Current mix (2011)	Suggested mix (2040)	Balance of new housing to reach suggested mix
1	3.4%	8.9%	21.9%
2	23.1%	24.9%	24.6%
3	35.0%	42.4%	53.5%
4+	38.6%	23.8%	0.0%

Source: AECOM Calculations

5.27 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.
- However, if the existing larger housing is not sufficiently affordable then it may be appropriate to deliver some more affordable larger dwellings, either as more affordable dwelling types (e.g. terraced rather than detached or semi-detached) or as Affordable Housing (either rented or ownership).

Tenure

5.28 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.

5.29 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.

5.30 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

5.31 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.

5.32 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.

5.33 The benefits of delivering a certain blend of dwelling types are more closely related to affordability, which is clearly established as an issue in Beckington, 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.

5.34 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 Steering Group and community to consider.

Conclusions- Type and Size

The current housing mix

5.35 In 2021 45.4% of households in Beckington lived in detached dwellings, compared to 32.5% across Somerset and 22.9% nationally. The proportion of households living in semi-detached dwellings was broadly the same across the three geographies, at 31-32%. The NA had the smallest proportion of households living in terraced dwellings of the three areas and just 5.1% of households lived in flats in Beckington, although a small proportion is not unusual in rural areas.

5.36 Valuation Office Agency data shows that in 2023 9.7% of dwellings were bungalows in the proxy area for Beckington, compared to 13.1% across Mendip, and 9.1% nationally.

5.37 Turning to dwelling size, in 2021 Beckington had a smaller proportion of households living in smaller 1-2 bedroom dwellings (25.8%) than Somerset (34.5%) and England (38.9%). The NA also had the smallest proportion of households living in mid-sized 3-bedroom dwellings. Beckington had by far the greatest proportion of households living in 4+ bedroom dwellings, at 41.3% of the mix.

Population characteristics

5.38 Between 2011 and 2021 the population of Beckington grew by 19.2%. In both years the greatest proportion of the population was aged 45-64 (31.9% to 30.5%). The proportion of people aged 44 and under decreased over the decade, with the proportion of the population aged 65-84 increasing significantly from 20.0% to 26.3%. The number of people aged 85+ remained the same over the decade.

5.39 At the time of the 2021 Census Beckington had a greater proportion of the population aged 45-84 than Somerset and England, indicating an older population. However, the NA had the smallest proportion of households aged 85+. Beckington had a slightly greater proportion of children than Somerset, but still a smaller proportion than the country as a whole.

5.40 The NA had the greatest proportion of family households, with Beckington having the greatest proportion of families aged 66 and over, at 15.0% compared to 9.2% nationally. The proportion of households with no children was greater in Beckington than the comparator geographies. The NA had a greater proportion of households with dependent children (24.8%) than Somerset (22.9%), but a smaller proportion than nationally (25.8%).

5.41 Under-occupancy is relatively common in Beckington, with 85.9% of households in 2021 living in a dwelling with too many bedrooms based on their household

size. This is most common in family households aged 66+, family households (under 66) with no children, and single person households aged 66+. This suggests that larger dwellings in Beckington are not necessarily occupied by households with the most family members, but by households with the most wealth or older households that have not chosen or been able to downsize.

Future population and size needs

5.42 Population growth is projected to be driven by the oldest households, with households with a reference person aged 65 and over projected to increase by 82%. Small increases are also projected in households with a household reference person aged 25-34 and 55-64.

5.43 AECOM modelling suggests a mix of dwelling sizes that should be delivered in Beckington over the plan period. It suggests that 21.9% of future delivery should be for 1-bedroom dwellings, 24.6% 2-bedroom dwellings, and 53.5% 3-bedroom dwellings. However, it is not necessarily appropriate to completely prohibit the delivery of larger dwellings in the NA.

5.44 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.

6. Specialist housing for older people

Introduction

6.1 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 Beckington. 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**.

6.2 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.

6.3 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.[13]

6.4 This study covers the need for housing, i.e. buildings that the planning system classifies as Use Class C3 (private dwellings).[14] 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.

6.5 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

[13] See Paragraph: 017 Reference ID: 2a-017-20190220, at https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments)
[14] 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[15]:** 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

6.6 There is a total of 21 units of specialist accommodation in the NA at present, all of which is available for social rent for those in financial need. Details are provided in Appendix E.

6.7 The 2021 Census indicates that at this time there were 157 individuals aged 75 or over in Beckington. This suggests that current provision is in the region of 134 units per 1,000 of the 75+ population (a common measure of specialist housing supply). It is relevant to note that the national average for England is 136 units

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

per 1,000 of the 75+ population[16], so provision in the NA is broadly in line with national levels.

Demographic characteristics

6.8 The starting point for estimating the need for specialist housing for older people is to project how the overall number of older people in Beckington is likely to change in future. This is calculated by extrapolating population projections from the ONS Sub-National Population Projections for Somerset. The results are set out in Table 6-1. This shows that in 2021 there were 157 individuals aged 75+ in Beckington, accounting for 13.4% of the population. This is projected to increase to 266 by 2040, with 20.6% of the population falling within the 75+ age category, slightly above the 18.1% projected across Somerset.

6.9 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 6-1: Modelled projection of older population in Beckington by end of Plan period

Age group	2021		2040	
	Beckington	Somerset	Beckington	Somerset
All ages	1,172	571,549	1,288	628,154
75+	157	67,168	266	113,603
%	13.4%	11.8%	20.6%	18.1%

Source: ONS SNPP 2020, AECOM Calculations

6.10 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.

6.11 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 2040. The top row in Table 6-2 outlines the tenure mix among households aged 55-75 at Local Authority level, which indicates that the majority of these households

[16] Table 22, 'More Choice Greater Voice' (2008), published by Housing LIN for CLG (now DLUHC) and the Care Services Improvement Partnership

owned their own home, at 80.5%, with the remaining 19.5% renting. The greatest proportion of renters were social renters, at 10.8% of the total mix.

6.12 The expected growth in the 75+ population in the NA is 109 additional individuals by the end of the plan period. This can be converted into 77 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 Beckington households are likely to need in 2040 and is shown in the bottom row of Table 6-2.

Table 6-2: Tenure of households aged 55-75 in Somerset (2011) and projected aged 75+ in Beckington (2040)

	All owned	Owned outright	Owned (mortgage) or Shared Ownership	All Rented	Social rented	Private rented	Living rent free
Somerset (2011 mix)	**80.5%**	57.8%	22.7%	**19.5%**	10.8%	7.5%	1.2%
Beckington (2040 projection)	**62**	45	18	**15**	8	6	1

Source: Census 2011

6.13 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 Beckington from the 2011 Census.

Future needs for specialist accommodation and adaptations

6.14 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 30.

6.15 AECOM's modelling, summarised in Table 6-3, 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.

6.16 It is also useful to look at the breakdown in tenure and care within the need for specialist housing for older people. Table 6-3 shows that there is a greater need for market specialist housing (63.3%) than affordable (36.7%). This may be further exacerbated by the fact that all of the current provision in Beckington is for social rent. There is a more balanced split between sheltered and extra-care housing, with a greater need for extra-care housing, at 53.3% of the mix.

Table 6-3: AECOM estimate of specialist housing for older people need in Beckington by the end of the Plan period

Type	Affordable	Market	Total
Housing with care	6 (20.0%)	10 (33.3%)	**16** **(53.3%)**
Adaptations, sheltered, or retirement living	5 (16.7%)	9 (30.0%)	**14** **(46.7%)**
Total	**11** **(36.7%)**	**19** **(63.3%)**	**30**

Source: Census 2011, AECOM Calculations

6.17 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-3 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 Beckington results in a total of 27 specialist dwellings that might be required to the end of the Plan period. This is set out in Table 6-4.

Table 6-4: HLIN estimate of specialist housing for older people need in Beckington by the end of the Plan period

Type	Affordable	Market	Total
Housing with care	3 (11.1%)	4 (14.8%)	**7** **(25.9%)**
Adaptations, sheltered, or retirement living	7 (25.9%)	13 (48.1%)	**20** **(74.1%)**
Total	**10** **(37.0%)**	**17** **(63.0%)**	**27**

Source: Housing LIN, AECOM calculations

Further considerations

6.18 The above estimates suggest that potential need for specialist accommodation could be in the range of 27-30 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 housing 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.

6.19 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.

6.20 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).

6.21 It is considered that Beckington is, in broad terms, a suitable location for specialist accommodation based on its place in the settlement hierarchy. As such, there is potential for such accommodation to be provided within the Neighbourhood Area (while noting there is no specific requirement or obligation to do so if there is potential to meet need arising from Beckington in other suitable locations near to but outside the Plan area boundaries, such as Frome or Westbury).

6.22 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

6.23 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.

6.24 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.

6.25 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.

6.26 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 2040 there would be a need for 7 residential care beds and 5 nursing care beds in the NA, an increase of 12 from present levels.

6.27 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

6.28 The majority of older people live in mainstream housing and will continue to do so all of their lives. Based on the estimated number of older people and the tally of the existing stock in Appendix E, around 87% of the Beckington population aged 75 and over is likely to live in the mainstream housing stock[17].

6.29 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.

6.30 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 Somerset.

6.31 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[18], although changes to Building Regulations have not yet been made.

6.32 The current adopted Local Plan policy DP14 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 Parish Council approaching the LPA to discuss setting requirements on accessibility and adaptability at local authority level. It is unclear

[17] 157 over 75s in 2021, of which 21 are accommodated in specialist housing, leaving 136 people living in mainstream housing. This is approximate since some people in specialist housing and care homes will be under the age of 75.
[18] See Raising accessibility standards for new homes: summary of consultation responses and government response - GOV.UK (www.gov.uk)

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.

6.33 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.

6.34 Table 6-5 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 could be applied to future housing delivery fin Beckington to suggest the number that might be encouraged to be wheelchair friendly or adaptable. 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 6-5: Wheelchair use Nationally Applied

	Percentage in England
Households using wheelchair all the time	0.6%
Households using wheelchair either indoors or outdoors	3.0%

Source: Survey of English Housing 2018/19

Conclusions- Specialist Housing for Older People

6.35 There are currently 21 units of specialist housing for older people in Beckington, all of which are available for social rent.

6.36 2021 Census data shows that at this time there were 157 individuals aged 75+ in Beckington, accounting for 13.4% of the population. This is projected to increase to 266 by 2040, with 20.6% of the population falling within the 75+ age category, slightly above the 18.1% projected across Somerset.

Specialist housing for older people

6.37 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 and assumptions.

6.38 These two methods of estimating the future need in Beckington produce a range of 27 to 30 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. If this is found not to be the case, it would justify aspiring to exceed the range identified here.

6.39 It is also helpful to look at the breakdown in tenure and care within the need for specialist housing for older people. There is a greater need for market specialist housing (63.3%) than affordable (36.7%). There is a more balanced split between the need for sheltered (46.7%) and extra-care housing (53.3%). It should be noted that some of this need could potentially be met through at home adaptations or through ensuring that new housing delivered is adaptable and accessible.

6.40 It is considered that Beckington is, in broad terms, a suitable location for specialist accommodation based on its place in the settlement hierarchy. There is no specific requirement or obligation for specialist housing for older people to be delivered here and there need arising from Beckington could also be met in other suitable locations near to but outside the Plan area boundaries, such as Frome or Westbury.

Care homes

6.41 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 home for older people (aged 75+). Based on these rates, applied to the projected growth in the older population, it is estimated that in 2040 there would be a need for 7 residential care beds and 5 nursing care beds in Beckington to meet the needs of this increase in older population. Some of the need for care home beds might be met by independent housing accommodation and vice versa.

Accessible and adaptable housing

6.42 Another key avenue to addressing those with relevant needs is to discuss the standards of accessibility and adaptability in new development.

6.43 The current adopted Local Plan policy DP14 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 Parish Council approaching the LPA to discuss setting requirements on accessibility and adaptability at local authority level.

7. Next Steps

Recommendations for next steps

7.1 This Neighbourhood Plan housing needs assessment aims to provide Beckington Neighbourhood Plan Steering Group 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 Somerset Council 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 Somerset Council;
- 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 Somerset Council.

7.2 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.

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

7.4 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

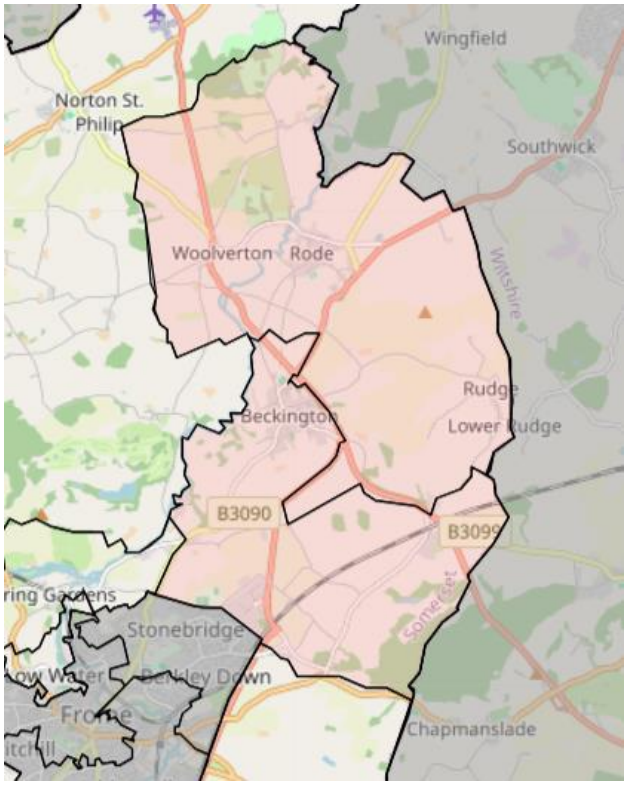
A.1 For Census purposes, the whole of England is divided into statistical units of similar population size called Output Areas (OAs) and their larger equivalents. OAs are the smallest units. They make up Lower Layer Super Output Areas (LSOAs), which in turn make up Middle Layer Super Output Areas (MSOAs).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

- OA E00147805;
- OA E00147807;
- OA E00147808; and
- OA E00147806.

A.2 Many other datasets besides the Census itself make use of OAs, but not necessarily down to the same level of detail. For example, Valuation Office Agency (VOA) data, which can be used to understand the type and size mix of housing, is only available down to the scale of LSOAs. The most relevant combination of LSOAs in this case, which will need to be used as a proxy for the NA, is:

- LSOA E01029022; and
- LSOA E01029023.

Figure A-1: LSOAs for VOA data



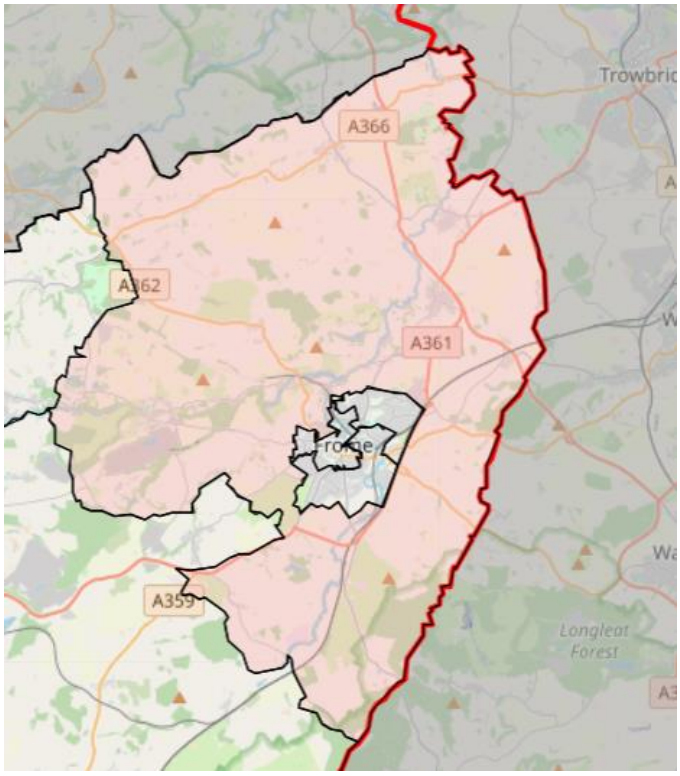
Source: NOMIS

A.3 Finally, 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:

- MSOA E02006047.

Figure A-2: MSOA for income data



Source: NOMIS

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 Beckington.

Table B-1: Summary of relevant adopted policies in the Mendip Local Plan Part 1 – Strategy and Policies

Policy	Provisions
Core Policy 1 – Mendip Spatial Strategy	All new development is expected to contribute positively towards delivering components of the Vision for the district and the associated strategic objectives. In the rural part of the district, new development that is tailored to meet local needs will be provided for in Primary Villages **(including Beckington)** and Secondary Villages. Primary Villages offer key community facilities (including the best available public transport services) and some employment opportunities making them the best placed to accommodate most new rural development.
Core Policy 2 – Supporting the Provision of New Housing	Provision for a minimum of 9,635 additional dwellings will be made over the plan period from 2006 to 2029. Villages (16 Primary Villages and 13 Secondary and other villages) will deliver 1,780 new homes between 2006 and 2029, 20% of the district requirement.
DP 11 – Affordable Housing	The Council will negotiate the provision of a contribution towards meeting the district's housing need from all housing proposals. Proposals will contribute through either: a) On site provision (or a combination of on-site and development contribution) on residential developments of 7 or more dwellings (or 0.25 hectares); or b) The payment of a commuted sum on sites below 0.25 hectares or providing up to 6 new homes. Proposals will make provision for 30% of the total number of new homes to be provided in affordable tenures. In rural areas the Council may negotiate or allocate sites with provision in excess of 30% where this is justified and financially viable.

Policy	Provisions
	The initial basis is that a tenure split of 80% social rented housing and 20% intermediate housing is provided.
DP12 – Rural Exception Sites	As an exception to normal policy for the provision of housing set out in Core Policies 1 and 2, affordable housing for local people may be permitted in locations adjoining existing rural settlements on small sites where development would not otherwise be permitted where: a) The development will provide affordable homes that meet a clearly identified need for affordable housing as identified in the latest LHNA specific to that settlement; and b) The need cannot reasonably be met in any other way on a site where housing would be permitted under normal policies; and c) The development satisfies other policies in this Plan, with particular regard being given to its integration into the form and character of the settlement and its landscape setting. Further criteria are outlined in the full policy.
DP14 – Housing Mix and Type	Proposals for residential development should provide an appropriate mix of dwelling types and sizes. This mix should reflect identified local need in Mendip, including for small family sized units and housing suitable for older people, as set out in the SHMA and other local evidence, particularly LHNAs in rural communities. Proposals for care homes or similar specialist accommodation that meet an identified local need will be permitted in accordance with the Plan's overall spatial strategy.

Source: Somerset Council

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 Beckington, 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) = £571,250;
- Purchase deposit at 10% of value = £57,125;
- Value of dwelling for mortgage purposes = £514,125;
- Divided by loan to income ratio of 3.5 = purchase threshold of £146,893.

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 £280,000, and the purchase threshold is therefore £72,000.

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. The Land Registry recorded no sales of new build properties in the

NA in 2023. 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 Somerset and new build house prices in 2023 in the same area. This percentage uplift (or 'new build premium') 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 £350,000 and purchase threshold of £90,000. It should be noted that the NA 2023 lower quartile house price was lower than a number of previous years. Therefore, our estimates of the cost relating to new build entry-level housing (and affordable home ownership products) should be seen as the minimum, with prices potentially higher depending on how values are set.

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 Somerset in 2023. The median cost of new build dwellings in Somerset was £375,000, with a purchase threshold of £94,429.

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 Rightmove.co.uk shows rental values for property in the Neighbourhood Area. The best available data is derived from properties available for rent within a 3 mile radius of Beckington, 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 Rightmove.co.uk, there were 20 properties for rent at the time of search in May 2024, with an average monthly rent of £1,347. There were 2 2-bedroom properties listed, with an average price of £875 per calendar month.

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

- Annual rent = £875 x 12 = £10,500;
- Multiplied by 3.33 (so that no more than 30% of income is spent on rent) = income threshold of £35,000.

C.15 The calculation is repeated for the overall average to give an income threshold of £53,880.

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 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, 2021 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 Beckington. This data provides information about rents and the size and type of stock owned and managed by private registered providers and local authorities and is presented for Mendip[19] 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.

[19] This data is not yet available for Somerset LPA

Table C-1: Social rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average social rent per week	£79.31	£92.22	£104.14	£123.98	£94.28
Annual average	**£4,124**	**£4,795**	**£5,415**	**£6,447**	**£4,903**
Income needed	**£13,733**	**£15,969**	**£18,033**	**£21,468**	**£16,326**

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. This may mean that the rents are actually 50-60% of market levels rather than 80%.

C.22 Data on the most realistic local affordable rent costs is obtained from the same source as social rent levels for Mendip. 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 60% 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	£93.14	£116.41	£138.66	£173.59	£118.06
Annual average	**£4,843**	**£6,053**	**£7,210**	**£9,027**	**£6,139**
Income needed	**£16,128**	**£20,158**	**£24,010**	**£30,059**	**£20,443**

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 £350,000.

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) = £350,000;
- Discounted by 30% = £245,000;
- Purchase deposit at 10% of value = £24,500;
- Value of dwelling for mortgage purposes = £220,500;
- Divided by loan to income ratio of 3.5 = purchase threshold of £63,000.

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 £54,000 and £45,000 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. All of the discounted prices are also below the cap of £250,000.

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. m20) would be around £122,500. This cost excludes any land value or developer profit. This would not appear to be an issue in Beckington.

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.

[20] 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/

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	66%	88%	76%
NA estimated new build entry-level house price	45%	80%	61%
NA entry-level house price	31%	75%	51%
LA median new build house price	48%	82%	63%

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 £350,000 is £87,500;
- A 10% deposit of £8,750 is deducted, leaving a mortgage value of £78,750;
- This is divided by the loan to value ratio of 3.5 to give a purchase threshold of £22,500;
- Rent is charged on the remaining 75% shared ownership equity, i.e. the unsold value of £262,500;
- The estimated annual rent at 2.5% of the unsold value is £6,563;

- This requires an income of £21,875 (annual rent multiplied by 3.33 so that no more than 30% of income is spent on rent).
- The total income required is £44,375 (£22,500 plus £21,875).

C.37 The same calculation is repeated for equity shares of 10% and 50% producing affordability thresholds of £35,250 and £59,583 respectively.

C.38 All of the income thresholds are below the £80,000 cap for eligible households.

Rent to Buy

C.39 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.

Appendix D : Affordable Housing need and policy

Affordable Housing estimates

D.1 In Table D-1 AECOM has calculated, using PPG as a starting point,21 an estimate of the total need for affordable rented housing in Beckington over the Plan period. It should, however, be noted that the accuracy of the findings generated by the model is only as strong as the evidence available. However, given the test of proportionality for evidence supporting neighbourhood plans, and the need to be in conformity with Local Authority strategic policies, the calculations set out here are considered a reasonable basis for understanding and planning for neighbourhood-level affordable housing need.

D.2 It should also be noted that figures in Table D-1 are largely dependent on information provided by Somerset in its capacity as manager of the local housing waiting list. At the time of writing housing waiting list data had not been provided by Somerset Council.

Table D-1: Estimate of need for Affordable Housing for rent in Beckington

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current households in need	16.4	2021/22 waiting list data available from DLUHC local authority housing statistics data return[22]. Pro-rated to NA[23].
1.2 Per annum	**1.0**	Step 1.1 divided by the plan period to produce an annualised figure.
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	58.9	DLUHC 2018-based household projections for the LA between start and end of plan period. % increase applied to NA.
2.2 Proportion of new households unable to rent in the market	21.6%	(Steps 1.1 + 2.2.1 + 2.2.2) divided by number of households in NA.
2.2.1 Current number of social renters in NA	62.0	2021 Census social rented occupancy
2.2.2 Number of private renters on housing benefits	22.5	Housing benefit caseload May 2018. Pro rata for NA.
2.3 New households unable to rent	12.7	Step 2.1 x Step 2.2.
2.4 Per annum	**1.9**	Step 2.3 divided by plan period.
STAGE 3: TURNOVER OF AFFORDABLE HOUSING		

[21] Paragraphs 024-026 Reference ID: 2a-026-20140306, at https://www.gov.uk/guidance/housing-and-economic-land-availability-assessment
[22] This is for Mendip rather than Somerset
[23] Pro-rated based on 2011 Census population for NA and LPA due to data not being available for Mendip in 2021

3.1 Supply of social/affordable re-lets (including transfers) %	3.0%	Assumed proportion of stock re-let each year.
3.2 Supply of social/affordable re-lets (including transfers)	**1.9**	Step 3.1 x NA social rented stock (2.2.1).
NET SHORTFALL/SURPLUS OF RENTED UNITS PER ANNUM		
Overall shortfall per annum	**0.0**	Step 1.2 + Step 2.4 - Step 3.2
Overall surplus over plan period	**0.6**	Above * plan period

Source: AECOM model, using Census 2011, English Housing Survey 2018, DLUHC 2018 based household projections and net additions to affordable housing stock. 2018 is the latest reliable data for some datasets so is used throughout for consistency. Figures may not sum due to rounding.

D.3 Turning to Affordable Housing providing a route to home ownership, Table D-2 estimates the potential demand in Beckington. This model aims to estimate the number of households that might wish to own their own home but cannot afford to. The model is consistent with methods used at Local Authority scale in taking as its starting point households currently living in or expected to enter the private rented sector who are not on housing benefit.

D.4 There may be other barriers to these households accessing home ownership on the open market, including being unable to save for a deposit, or being unable to afford a home of the right type/size or in the right location. The model also discounts 25% of households potentially in need, assuming a proportion will be renting out of choice. This assumption is based on consistent results for surveys and polls at the national level which demonstrate that most households (typically 80% or more) aspire to home ownership.24 No robust indicator exists for this area or a wider scale to suggest aspirations may be higher or lower in the NA.

[24] http://www.ipsos-mori-generations.com/housing.html

Table D-2: Estimate of the potential demand for affordable housing for sale in Beckington

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current number of renters in NA	64.0	Census 2021 private rented occupancy.
1.2 Percentage renters on housing benefit in LA	35.1%	% of renters in 2021 on Housing Benefit / Universal Credit with housing entitlement
1.3 Number of renters on housing benefits in the NA	22.5	Step 1.1 x Step 1.2.
1.4 Current need (households)	31.2	Current renters minus those on housing benefit and minus 25% assumed to rent by choice.[25]
1.5 Per annum	**1.9**	Step 1.4 divided by plan period.
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	58.9	LA household projections for plan period (2018 based) pro rated to NA.
2.2 % of households unable to buy but able to rent	8.6%	(Step 1.4 + Step 3.1) divided by number of households in NA.
2.3 Total newly arising need	5.1	Step 2.1 x Step 2.2.
2.4 Total newly arising need per annum	**0.4**	Step 2.3 divided by plan period.
STAGE 3: SUPPLY OF AFFORDABLE HOUSING		
3.1 Supply of affordable housing	9.0	Number of shared ownership homes in the NA (Census 2021).
3.2 Supply - intermediate resales	**0.5**	Step 3.1 x 5% (assumed rate of re-sale).
NET SHORTFALL PER ANNUM		
Overall shortfall per annum	**1.9**	(Step 1.5 + Step 2.4) - Step 3.2.
Overall shortfall over plan period	**30.2**	Above * plan period

Source: AECOM model, using Census 2011, English Housing Survey 2018, DLUHC 2018 based household projections and net additions to affordable housing stock. 2018 is the latest reliable data for some datasets so is used throughout for consistency.

D.5 There is no policy or legal obligation on the part either of the Local Authority or Neighbourhood Plan to meet affordable housing needs in full, though there are tools available to the Steering Group that can help ensure that it is met to a greater extent if resources permit (e.g. the ability to allocate sites for affordable housing).

[25] The assumption of approximately 25% preferring to rent and 75% preferring to buy is AECOM's judgement, based on national level polls which consistently reveal that most households who prefer home ownership eg http://www.ipsos-mori-generations.com/housing.html and informed by our experience across numerous neighbourhood level HNAs. The assumption is based on the fact that some households choose to rent at certain stages in their life (e.g. when young, when needing flexibility in employment market, or when new migrants move into an area). While most households prefer the added security and independence of owning their own home, private renting is nevertheless a tenure of choice at a certain points in many households' journey through the housing market. The actual percentage of preference will differ between areas, being higher in large metropolitan areas with younger households and more new migrants, but lower in other areas. 25% is used as a reasonable proxy and for consistency across HNAs and similar assumptions are used in some larger scale assessments such as LHNAs and SHMAs. If the neighbourhood planning group feel this is not an appropriate assumption in their particular locality they could use the results of a local residents survey to refine or confirm this calculation.

D.6 It is also important to remember that even after the Neighbourhood Plan is adopted, the assessment of need for Affordable Housing, the allocation of affordable rented housing to those in need, and the management of the housing waiting list all remain the responsibility of the Local Authority rather than the neighbourhood planning group.

Affordable housing policy

D.7 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-3: 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 need for social/affordable rented housing could be met in the NA over the plan period. It also suggests a demand for around 30 affordable home ownership dwellings over the plan period. Both forms of Affordable Housing are valuable in meeting the needs of people on various incomes and so it may still be appropriate to deliver some social/affordable rented housing in the plan period.
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.	As there is currently no housing requirement for the NA, it is not expected that there will be much (if any) delivery of Affordable Housing in the plan period. Therefore, the needs identified in this report would not be met.
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 Mendip, where 30% of all housing should be affordable, 1/3 of Affordable Housing should be for affordable ownership. This does not comply with the guideline tenure split sought in the Local Plan.

D. **Local Plan policy**:	The adopted Local Plan seeks a tenure split of 80% affordable rent and 20% intermediate housing (affordable home ownership).
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. This may be an issue in Mendip, with the adopted Local Plan only allocating 20% of Affordable Housing to intermediate tenures.
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 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 Beckington**: 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.	2021 Census data shows that at this time 13.8% of households in Beckington lived in Affordable Housing (1.7% in shared ownership dwellings and 12.0% social renting). This was compared to 14.7% of households across Somerset living in Affordable Housing, and 18.1% nationally.
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 Parish Council may wish to take account of broader policy objectives for Beckington and/or the wider local authority. 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: Existing specialist housing supply, Beckington

	Name	Description	Dwellings	Tenure	Type
1	Lah's Place	Studio and 2-bedroom bungalows. Includes mobility and wheelchair standard properties.	21	Rent (social landlord)	Retirement housing

Source: http://www.housingcare.org

Table E-2: Tenure and mobility limitations of those aged 65+ in Beckington, 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	**45**	**20.1%**	**40**	**17.9%**	**139**	**62.1%**
Owned Total	***28***	***15.5%***	***27***	***14.9%***	***126***	***69.6%***
Owned outright	26	15.6%	26	15.6%	115	68.9%
Owned (mortgage) or shared ownership	2	14.3%	1	7.1%	11	78.6%
Rented Total	***17***	***39.5%***	***13***	***30.2%***	***13***	***30.2%***
Social rented	13	41.9%	9	29.0%	9	29.0%
Private rented or living rent free	4	33.3%	4	33.3%	4	33.3%

Source: DC3408EW Health status

HLIN calculations

Table E-3: 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 6-1 in the main report shows, Beckington is forecast to see an increase of 109 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 0.109 = 7
- Leasehold sheltered housing = 120 x 0.109 = 13
- Enhanced sheltered housing (divided 50:50 between that for rent and that for sale) = 20 x 0.109 = 2
- Extra care housing for rent = 15 x 0.109 = 2
- Extra care housing for sale = 30 x 0.109 = 3
- Housing based provision for dementia = 6 x 0.109 = 1

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[26].

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[27]

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.

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

[27] 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[28]

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)[29]

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.

[28] See https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary
[29] 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[30], 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.

[30] 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[31]

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

[31] 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.[32]

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

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