

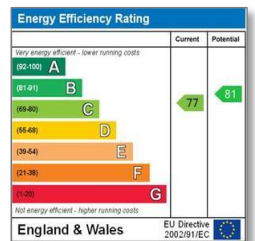


## Wider Bristol HMA Strategic Housing Market Assessment

### VOLUME TWO

Establishing the need for  
all types of housing

November 2015





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# 1. Introducing the Study

## Background to the project and wider policy context

- <sup>1.1</sup> Opinion Research Services (ORS) was jointly commissioned by the West of England local authorities (Bath and North East Somerset, Bristol, North Somerset and South Gloucestershire) to identify the functional Housing Market Areas (HMAs) covered by the four local authorities, in particular to establish the extent of the Wider Bristol HMA, and subsequently prepare a Strategic Housing Market Assessment (SHMA) for the Wider Bristol HMA.
- <sup>1.2</sup> The study adheres to the requirements of the National Planning Policy Framework published in 2012 and subsequent Planning Practice Guidance. The methodology also had regard to emerging good practice and outcomes from Examinations, as well as the Technical Advice Note about Objectively Assessed Need (OAN) and Housing Targets that was originally published by the Planning Advisory Service (PAS) in June 2014 with a second edition in July 2015.
- <sup>1.3</sup> The purpose of the study is to support the local authorities in objectively assessing and evidencing the need for housing (both market and affordable) across the Wider Bristol HMA for the 20-year period 2016-36, and provide other evidence to inform local policies, plans and decision making.

## Government Policy

- <sup>1.4</sup> The National Planning Policy Framework (NPPF) sets out that *“the purpose of the planning system is to contribute to the achievement of sustainable development”* (paragraph 6). The Framework subsequently identifies that social dimension of sustainable development should provide *“the supply of housing required to meet the needs of present and future generations”* and create *“a high quality built environment”*:

*There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:*

- » **An economic role** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- » **A social role** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community’s needs and support its health, social and cultural well-being; and
- » **An environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

National Planning Policy Framework (NPPF), paragraph 7

- 1.5 The Framework also identifies that sustainable development should lead to improvements in the quality of the built environment which contribute to *“improving the conditions in which people live”* and *“widening the choice of high quality homes”*.

*Pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people’s quality of life, including (but not limited to):*

- » *Making it easier for jobs to be created in cities, towns and villages;*
- » *Moving from a net loss of bio-diversity to achieving net gains for nature;*
- » *Replacing poor design with better design;*
- » *Improving the conditions in which people live, work, travel and take leisure; and*
- » *Widening the choice of high quality homes.*

**National Planning Policy Framework (NPPF), paragraph 9**

- 1.6 Section 6 of the Framework (paragraphs 47-55) sets out the policies for *“Delivering a wide choice of high quality homes”*.
- 1.7 The Framework states that Local Plans should meet the *“full, objectively assessed needs for market and affordable housing in the housing market area”* (paragraph 47) and identifies that local planning authorities should seek to *“deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities”* and plan for the *“needs of different groups”*:

*To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should:*

- » *plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);*
- » *identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and*
- » *where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.*

**National Planning Policy Framework (NPPF), paragraph 50**

- 1.8 Planning Practice Guidance (PPG) on the assessment of housing and economic development needs was published in March 2014 and has been updated in March 2015. Previous SHMA Guidance (2007) and related documents were rescinded at that time, so the approach taken in preparation of this report is focussed on meeting the requirements of PPG. In addition, it reflects emerging good practice and the PAS OAN technical advice note.

## Overview of the SHMA

- <sup>1.9</sup> Volume I of the SHMA defined the functional housing market area(s) across the West of England. The analysis identified separate housing market areas for Bristol and Bath; and the “best fit” for Wider Bristol was based on the combined local authority areas of Bristol, North Somerset and South Gloucestershire. The Volume I report also established the OAN for housing (both market and affordable) in the Wider Bristol HMA, which will help inform the Joint Spatial Plan (JSP) for Wider Bristol for the period 2016-36 which the West of England authorities are currently preparing.
- <sup>1.10</sup> This report supplements the key outputs from the SHMA presented in Volume I through providing further information about the needs for different types of housing, including the appropriate mix of market and affordable housing and the needs for all types of housing:
- » The private rented sector;
  - » People wishing to build their own home;
  - » Housing for older people;
  - » Households with specific needs; and
  - » Student housing.
- <sup>1.11</sup> It is important to recognise that the information from the SHMA should not be considered in isolation, but forms part of a wider evidence base to inform the development of housing and planning policies. The SHMA does not seek to determine rigid policy conclusions, but instead provides a key component of the evidence base required to develop and support a sound policy framework.

## 2. Housing Mix and Tenure

### Establishing the mix of market and affordable housing

- 2.1 Demographic projections provide the basis for identifying the Objectively Assessed Need for all types of housing, including both market housing and affordable housing.
- 2.2 Volume I of the SHMA established the Full Objectively Assessed Need for Housing in the Wider Bristol HMA to be 85,000 dwellings over the 20-year Plan period 2016-36. This included a substantial need for affordable housing: a total of 29,100 dwellings across the Wider Bristol HMA, equivalent to an average of 1,455 dwellings per year.
- 2.3 Planning Practice Guidance (PPG) sets out that:

*Once an overall housing figure has been identified, plan makers will need to break this down by tenure, household type (singles, couples and families) and household size. Plan makers should therefore examine current and future trends of:*

- » *the proportion of the population of different age profile;*
- » *the types of household (e.g. singles, couples, families by age group, numbers of children and dependents);*
- » *the current housing stock size of dwellings (e.g. one, two+ bedrooms);*
- » *the tenure composition of housing.*

*This information should be drawn together to understand how age profile and household mix relate to each other, and how this may change in the future. When considering future need for different types of housing, plan makers will need to consider whether they plan to attract a different age profile e.g. increasing the number of working age people.*

**Planning Practice Guidance (March 2015), ID 2a-021**

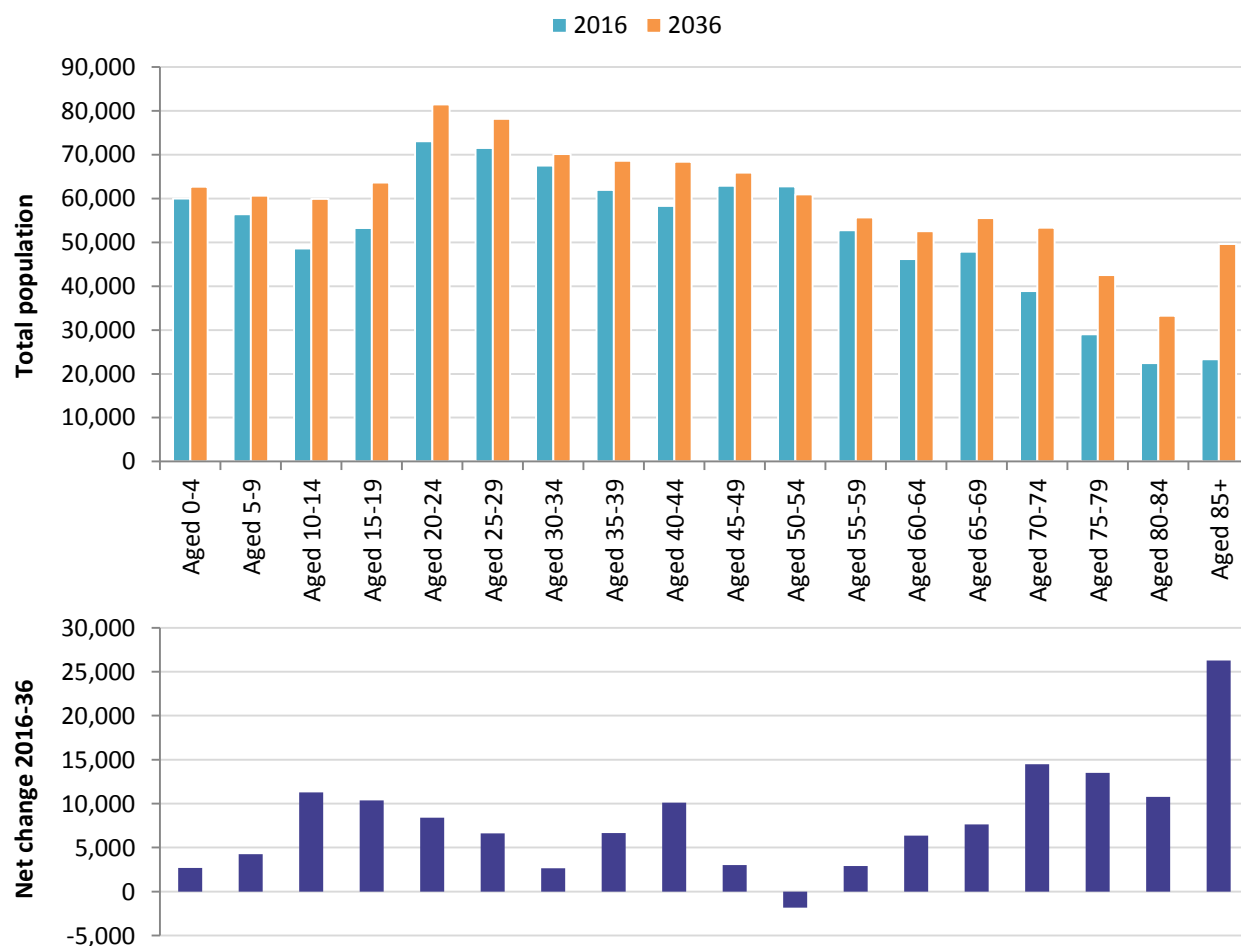
### Projected Population Age Profile

- 2.4 The population projections based on long-term migration trends identified that the population was likely to increase from 936,900 persons to 1,083,100 persons over the 20-year period 2016-36; a 20-year increase of 146,100 persons, equivalent to an average of around 7,300 persons each year. Figure 1 and Figure 2 show the projected change in population by 5-year age band for the 20-year Plan period 2016-36.
- 2.5 The number of persons in almost all age groups is projected to increase. The population aged 15-44 is projected to increase by 44,800 persons, which accounts for 31% of the overall growth; however the population aged 45-64 is projected to increase by only 10,500 persons, 7% of the overall growth.
- 2.6 It is evident that the population in older age groups is projected to increase substantially during the Plan period, with half of the overall population growth (72,700 persons) projected to be aged 65 or over and 35% projected to be 75 or over (50,600 persons). This is particularly important when establishing the types of housing required and the need for housing specifically for older people.

**Figure 1: Wider Bristol population projections 2016-36 by 5-year age cohort based on 10-year migration trend scenario**  
(Note: All figures presented unrounded for transparency)

Age	Total Population		Net change 2016-36	Percentage of net change
	2016	2036		
Aged 0-4	60,022	62,705	+2,683	1.8%
Aged 5-9	56,440	60,682	+4,242	2.9%
Aged 10-14	48,614	59,890	+11,276	7.7%
Aged 15-19	53,290	63,645	+10,355	7.1%
Aged 20-24	73,076	81,476	+8,400	5.7%
Aged 25-29	71,553	78,169	+6,616	4.5%
Aged 30-34	67,504	70,148	+2,645	1.8%
Aged 35-39	61,981	68,618	+6,637	4.5%
Aged 40-44	58,314	68,425	+10,111	6.9%
Aged 45-49	62,897	65,902	+3,005	2.1%
Aged 50-54	62,757	60,940	-1,817	-1.2%
Aged 55-59	52,787	55,707	+2,919	2.0%
Aged 60-64	46,155	52,530	+6,374	4.4%
Aged 65-69	47,903	55,545	+7,643	5.2%
Aged 70-74	38,887	53,355	+14,468	9.9%
Aged 75-79	28,992	42,506	+13,514	9.2%
Aged 80-84	22,468	33,246	+10,778	7.4%
Aged 85+	23,300	49,588	+26,288	18.0%
<b>Total</b>	<b>936,939</b>	<b>1,083,077</b>	<b>+146,138</b>	<b>100.0%</b>

**Figure 2: Wider Bristol population projections 2016-36 by 5-year age cohort based on 10-year migration trend scenario**





## Household Projections

- 2.7 Figure 3 summarises the total number of households in 2016 and 2036 in terms of the age of household representatives, together with the change in the number of households in each category over the 20-year Plan period 2016-36.
- 2.8 The trend-based household projections identified a growth of 75,800 households based on the previous population projections, which yielded a housing need of 78,500 dwellings. Nevertheless, the SHMA recommended that a higher number of dwellings should be provided to respond to market signals and address a likely backlog of housing provision prior to the start of the Plan period.
- 2.9 The Full Objectively Assessed Need (OAN) was established to be 85,000 dwellings over the 20-year Plan period 2016-36. Providing a larger number of homes will yield a higher number of households than suggested by the trend-based projections; an additional 6,300 households over the 20-year Plan period. Therefore, the total household growth is likely to be around 82,100 additional households.

**Figure 3: Total projected households for 2016 and 2036 and summary of 20-year change by age of household representative**  
(Note: Figures may not sum due to rounding)

	Age of Household Representative								TOTAL
	15-24	25-34	35-44	45-54	55-64	65-74	75-84	85+	
<b>TOTAL HOUSEHOLDS</b>									
2016	16,900	63,200	70,200	76,200	61,500	56,600	37,200	17,100	398,700
2036	19,100	64,900	82,600	78,400	69,200	72,500	53,100	34,900	474,500
<b>TREND-BASED CHANGE 2016-2036</b>	<b>+2,200</b>	<b>+1,700</b>	<b>+12,400</b>	<b>+2,200</b>	<b>+7,700</b>	<b>+15,900</b>	<b>+15,900</b>	<b>+17,800</b>	<b>+75,800</b>
Impact of OAN Uplift	+200	+800	+1,600	+1,400	+900	+700	+400	+300	+6,300
<b>TOTAL CHANGE 2016-2036</b>	<b>+2,300</b>	<b>+2,500</b>	<b>+14,000</b>	<b>+3,600</b>	<b>+8,600</b>	<b>+16,600</b>	<b>+16,300</b>	<b>+18,100</b>	<b>+82,100</b>

- 2.10 Considering this growth in terms of the age of household representatives, it is evident that the increase in older people is also reflected in terms of household types. Whilst the increase in people aged 65+ represented half of the overall population growth, the increase in households aged 65+ represents almost two thirds (66%) of the trend-based growth: 49,700 households out of the 75,800 total. Taking account of the OAN uplift increases the likely growth of older households to 51,000, equivalent to 62% of the total.
- 2.11 Nevertheless, many of these older households will already be established and living in existing homes in the Wider Bristol HMA. They will simply get older during the Plan period. It is therefore also important to consider household growth in relation to age cohorts.
- 2.12 Figure 4 shows the projected number of households in each cohort, showing their age in both 2016 and 2036. For example, there were 63,200 households aged 25-34 in 2016 and these same households would be aged 45-54 by 2036. The trend-based projection identified that total number of households aged 45-54 in 2036 would be 78,400; therefore an extra 15,200 households. Together with a further 1,400 households following the OAN uplift, the total growth is likely to be around 16,600 households in this cohort; partly due to new household formations and partly due to net migration.
- 2.13 Based on the cohort analysis, it is apparent that around 168,800 extra households aged under 55 (in 2036) will be likely to form in Wider Bristol over the period 2016-36. This includes 65,700 households aged 25-34 and 67,300 households aged 35-44 (although many of those aged 35-44 in 2036 may have already formed households by 2026, at which time that they were also aged 25-34).

**Figure 4: Total projected households for 2016 and 2036 and summary of 20-year change by age cohort of household representative (Note: Figures may not sum due to rounding)**

	Age of Household Representative									TOTAL
	Age in 2016	< 5	5-14	15-24	25-34	35-44	45-54	55-64	65+	
	Age in 2036	15-24	25-34	35-44	45-54	55-64	65-74	75-84	85+	
<b>TOTAL HOUSEHOLDS</b>										
2016	-	-	-	16,900	63,200	70,200	76,200	61,500	110,800	398,700
2036	19,100	64,900	82,600	78,400	69,200	72,500	53,100	34,900		474,500
<b>TREND-BASED CHANGE 2016-2036</b>		+19,100	+64,900	+65,700	+15,200	-1,000	-3,600	-8,400	-75,900	+75,800
Impact of OAN Uplift		+200	+800	+1,600	+1,400	+900	+700	+400	+300	+6,300
<b>TOTAL CHANGE 2016-2036</b>		+19,200	+65,700	+67,300	+16,600	-100	-2,900	-8,000	-75,600	+82,100

2.14 We previously noted that the overall growth was 82,100 households over the 20-year Plan period 2016-36, which is lower than the number of new households forming. Nevertheless, the 168,800 extra household aged under 55 are offset against a reduction of 86,700 households aged 55 or over (in 2036). Most of this reduction is due to household dissolution following death (although some may be due to net migration):

- » 110,800 households were aged 65+ in 2016, who would be aged 85+ in 2036 if they had survived;
- » The projected number of households aged 85+ in 2036 is 34,900, which represents a reduction of 75,900 households whose existing homes would be vacated.

2.15 Whilst the increase in overall households is largely amongst those aged 65+, we can therefore conclude that most of the new households seeking housing will actually be in their twenties and thirties at the time that they form. However, the total number of new households is likely to be more than double the overall household growth; so it is also important to recognise that many new households will buy or rent existing housing, and not all new housing will be occupied by new households.

## Projected Household Types

2.16 When considering future need for different types of housing, it is important to recognise that households of different ages are likely to have different housing needs. Similarly, households of different types (singles, couples and families) within each age group will also have different housing needs.

2.17 Figure 5 shows the household numbers for 2016 and 2036 based on the trend-based based projections by household type and age; together with the net change (based on both the trend-based projections and the impact of the OAN uplift) for each group. This is based on the number in each age category rather than the number in each age cohort, as it is assumed that the housing needs are more likely to be influenced by the actual age rather than the year of birth.

2.18 In summary:

- » Single person households represent 41% of the overall household growth: an increase of 34,000 over the 20-year Plan period, including 9,900 extra single person households aged 85 or over;
- » Families with dependent children represent 25% of the overall growth: a projected increase of 13,600 lone parent households and 6,700 extra couples with dependent children; and
- » Couples without dependent children and “other” households both represent around 17% of the growth, with increases of 14,300 and 13,500 households respectively.

**Figure 5: Total projected households for 2016 and 2036 and summary of 20-year change by household type and age of household representative (Note: Figures may not sum due to rounding)**

Household Type	Age of Household Representative								TOTAL
	15-24	25-34	35-44	45-54	55-64	65-74	75-84	85+	
<b>TOTAL HOUSEHOLDS 2016</b>									
Single person	3,200	17,400	17,200	18,400	18,600	18,600	22,200	11,400	127,100
Couple without children	2,300	16,700	8,700	22,600	35,600	34,000	10,400	3,900	134,100
Couple with child(ren)	700	12,100	30,000	25,500	3,800	500	-	-	72,600
Lone parent	2,500	8,900	12,500	6,600	700	200	100	100	31,600
Other households	8,200	8,100	1,800	3,100	2,700	3,400	4,400	1,600	33,200
<b>TOTAL</b>	<b>16,900</b>	<b>63,200</b>	<b>70,200</b>	<b>76,200</b>	<b>61,500</b>	<b>56,600</b>	<b>37,200</b>	<b>17,100</b>	<b>398,700</b>
<b>TOTAL HOUSEHOLDS 2036</b>									
Single person	1,800	18,100	23,200	21,600	23,600	21,800	27,800	21,100	159,100
Couple without children	1,800	16,200	8,100	14,300	36,300	45,000	16,000	9,000	146,700
Couple with child(ren)	300	8,300	31,200	31,300	5,800	800	100	-	78,000
Lone parent	2,700	10,800	19,000	9,500	1,300	300	300	500	44,400
Other households	12,500	11,500	1,000	1,500	2,100	4,600	8,800	4,200	46,200
<b>TOTAL</b>	<b>19,100</b>	<b>64,900</b>	<b>82,600</b>	<b>78,400</b>	<b>69,200</b>	<b>72,500</b>	<b>53,100</b>	<b>34,900</b>	<b>474,500</b>
<b>TREND-BASED CHANGE 2016-36</b>									
Single person	-1,430	+660	+6,000	+3,230	+5,030	+3,170	+5,650	+9,740	+32,000
Couple without children	-510	-500	-610	-8,250	+710	+11,060	+5,610	+5,090	+12,600
Couple with child(ren)	-420	-3,800	+1,250	+5,880	+2,030	+350	+40	-	+5,300
Lone parent	+250	+1,940	+6,490	+2,940	+550	+150	+170	+360	+12,800
Other households	+4,290	+3,380	-760	-1,580	-610	+1,210	+4,430	+2,640	+13,000
<b>TOTAL CHANGE</b>	<b>+2,200</b>	<b>+1,700</b>	<b>+12,400</b>	<b>+2,200</b>	<b>+7,700</b>	<b>+15,900</b>	<b>+15,900</b>	<b>+17,800</b>	<b>+75,800</b>
<b>IMPACT OF OAN UPLIFT</b>									
Single person	-10	+240	+470	+390	+300	+200	+210	+160	+2,000
Couple without children	-	+200	+150	+240	+460	+440	+120	+70	+1,700
Couple with child(ren)	-	+70	+600	+590	+80	+10	-	-	+1,300
Lone parent	+30	+160	+390	+180	+20	-	-	-	+800
Other households	+150	+180	+20	+20	+20	+50	+70	+40	+500
<b>TOTAL IMPACT</b>	<b>+200</b>	<b>+800</b>	<b>+1,600</b>	<b>+1,400</b>	<b>+900</b>	<b>+700</b>	<b>+400</b>	<b>+300</b>	<b>+6,300</b>
<b>TOTAL CHANGE 2016-2036</b>									
Single person	-1,440	+890	+6,470	+3,620	+5,330	+3,370	+5,860	+9,900	+34,000
Couple without children	-500	-300	-460	-8,010	+1,170	+11,490	+5,730	+5,160	+14,300
Couple with child(ren)	-420	-3,720	+1,850	+6,470	+2,110	+360	+40	-	+6,700
Lone parent	+280	+2,100	+6,880	+3,120	+570	+150	+170	+360	+13,600
Other households	+4,430	+3,560	-750	-1,560	-580	+1,260	+4,500	+2,670	+13,500
<b>TOTAL CHANGE</b>	<b>+2,300</b>	<b>+2,500</b>	<b>+14,000</b>	<b>+3,600</b>	<b>+8,600</b>	<b>+16,600</b>	<b>+16,300</b>	<b>+18,100</b>	<b>+82,100</b>

## Housing Mix: Size and Tenure

- <sup>2.19</sup> When considering future need for different types of housing, the model assumes that the housing mix needed by households of each household type and age will reflect current patterns. For example, a growth in single person households aged 65-74 will lead to an increase in the need for the type of housing currently occupied by single person households of this age. On this basis, where such households continue to live in family housing despite no longer having a family living with them, this need for family housing will still be counted. As the balance between flats and houses suggested by the Model is based on the future mix of households (by type and age) and housing currently occupied by each of these groups in each area, it may be necessary to take a judgement on this balance where the Model identifies a particularly high (or particularly low) proportion of flats (or houses).
- <sup>2.20</sup> Figure 6 identifies the need for market housing and affordable housing of different types (in terms of flats and houses) and sizes (in terms of number of bedrooms). This shows the overall need in 2016 and 2036 based on the mix of different household types and ages projected to be living in the Wider Bristol HMA, together with the net change (based on both the trend-based projections and the OAN uplift).
- <sup>2.21</sup> Whilst there is projected to be an increase of 34,000 extra single person households, only 9,600 extra dwellings have one bedroom (3,500 market homes and 6,100 affordable homes). This reflects that many single person households will continue to occupy family housing in which they already live.
- <sup>2.22</sup> Overall, housing need for market housing comprises almost 10,000 additional flats and just over 46,000 additional houses; mainly three bedroom properties, but with a need identified for 7,300 houses with two bedrooms and 7,700 houses with four or more bedrooms. Housing need for affordable housing comprises 11,600 flats (split relatively evenly between one bedroom flats and flats with two or more bedrooms) and 17,500 houses (4,900 houses with two bedrooms, almost 10,000 houses with three bedrooms and 2,700 houses with four or more bedrooms).

**Figure 6: Market and affordable housing mix for Wider Bristol 2016-36 (Note: Figures may not sum due to rounding)**

		Housing Need		Net Change 2016-36	Impact of OAN Uplift	TOTAL CHANGE 2016-36
		2016	2036			
<b>MARKET HOUSING</b>						
Flat	1 bedroom	27,900	31,300	3,400	100	<b>3,500</b>
	2+ bedrooms	43,200	49,000	5,800	400	<b>6,300</b>
House	2 bedrooms	46,400	53,000	6,700	600	<b>7,300</b>
	3 bedrooms	176,900	205,700	28,800	2,500	<b>31,200</b>
	4 bedrooms	56,900	63,200	6,200	600	<b>6,900</b>
	5+ bedrooms	8,900	9,600	700	100	<b>800</b>
<b>Total Market Housing</b>		<b>354,700</b>	<b>406,300</b>	<b>51,600</b>	<b>4,400</b>	<b>55,900</b>
<b>AFFORDABLE HOUSING</b>						
Flat	1 bedroom	15,200	20,600	5,400	600	<b>6,100</b>
	2+ bedrooms	14,000	19,100	5,100	500	<b>5,500</b>
House	2 bedrooms	9,500	14,100	4,600	300	<b>4,900</b>
	3 bedrooms	17,400	26,600	9,200	700	<b>9,900</b>
	4+ bedrooms	1,900	4,500	2,600	100	<b>2,700</b>
<b>Total Affordable Housing</b>		<b>58,000</b>	<b>84,900</b>	<b>26,900</b>	<b>2,100</b>	<b>29,100</b>
<b>TOTAL</b>		<b>412,700</b>	<b>491,200</b>	<b>78,500</b>	<b>6,500</b>	<b>85,000</b>

## Affordable Housing Tenures

- <sup>2.23</sup> Within the overall need of 29,100 affordable homes identified by the model, it is possible to consider the mix of different affordable housing products that would be appropriate based on the mix of households needing affordable housing.

### Rented Housing

- <sup>2.24</sup> Figure 7 sets out the weekly rents for different property sizes in each of the three local authority areas based on the largest BRMA<sup>1</sup>. This includes:
- » Median private rent;
  - » Local Housing Allowance (LHA) maximum (previously based on the 30<sup>th</sup> percentile private rent, however more recent increases have based on CPI and rates were frozen in the July 2015 Budget);
  - » Affordable rent, based on 80% of the median private rent<sup>2</sup>; and
  - » Target social rent.

**Figure 7: Weekly rent thresholds (Source: Valuation Office Agency; Homes and Communities Agency, 2014)**

Weekly Rent £	Median Private Rent	Maximum Local Housing Allowance	Affordable Rent (80% of median)	Target Social Rent
<b>BRISTOL</b>				
1 bedroom	128.80	115.20	103.00	67.20
2 bedrooms	161.00	144.20	128.80	78.80
3 bedrooms	195.50	167.30	156.40	87.80
4+ bedrooms	356.50	219.20	285.20	98.10
<b>NORTH SOMERSET</b>				
1 bedroom	105.80	96.90	84.60	64.80
2 bedrooms	132.20	121.20	105.80	74.50
3 bedrooms	159.80	150.00	127.90	85.10
4+ bedrooms	228.80	183.50	183.10	94.20
<b>SOUTH GLOUCESTERSHIRE</b>				
1 bedroom	120.70	115.20	96.60	66.00
2 bedrooms	149.50	144.20	119.60	75.60
3 bedrooms	178.20	167.30	142.60	84.20
4+ bedrooms	230.00	219.20	184.00	98.40

- <sup>2.25</sup> It is evident that for most property sizes in most local authority areas, the median private rent is the highest followed in turn by the maximum LHA, affordable rent and target social rent. The only exception to this is

<sup>1</sup> North Somerset is covered by two BRMAs (Bristol and Weston-Super-Mare), and South Gloucestershire is covered by 4 BRMAs (Bath, Bristol, Gloucester, West Wiltshire). The figures are based on the largest BRMA. For example, Bristol BRMA dominates South Gloucestershire in terms of area and of number of households.

<sup>2</sup> Throughout this document, Affordable Rents are shown inclusive of service charge. This is consistent with the HCA "2011-15 Affordable Homes Programme – Framework", which says:

"Gross market rents are generally expressed inclusive of any service charges." (para 3.3)

"Providers will be able to let a property at an Affordable Rent (inclusive of service charges, where applicable) of up to 80% of the gross market rent which reflects the property size and location" (para 3.4)

four bedroom properties in Bristol, where the LHA limit (£219) is lower than affordable rent would be, assuming that it was set at 80% of median private rents.

- 2.26 Figure 7 identifies that affordable rents (at 80% of median private rent) are currently below the maximum LHA rate for most property sizes in each area, but this relationship could change in future. The Welfare Bill requires social landlords to reduce their rents by 1% every year for four years, whilst LHA rates generally increase in line with CPI (although they were updated by a fixed 1% in 2014/15 and 2015/16); so together these changes will typically increase the “gap” for existing Affordable Rent properties. However the rent for new properties is based on market rents; so if market rents increase faster than the maximum LHA, it is possible that new Affordable Rent properties could have rents that are higher than the LHA.
- 2.27 The Local Housing Allowance Guidance Manual (April 2014)<sup>3</sup> confirms that “*the LHA arrangements apply to HB customers in the deregulated private sector only*”; so the LHA rate does not apply to Affordable Rent, and households are currently able claim housing benefit to cover the full cost of Affordable Rent (where they were entitled to do so based on their circumstances). However, whilst housing associations could set rents above the maximum LHA, many operate a rent policy where rent levels must be within the LHA for the area concerned – partly due to perceived risks of future welfare reforms (which could change the rules) but also to keep properties as affordable as possible.
- 2.28 This is particularly relevant as all households claiming out-of-work benefits are subject to a cap of £500 per week (for lone parents and couples) or £350 per week (for single persons) which affects the amount of housing benefit received by some households (especially those with larger families needing larger properties). These limits were reduced in the July 2015 Budget to a maximum of £20,000 per year (outside London) and this lower rate will affect more households. Nevertheless, households that qualify for Working Tax Credit and those that receive various disability related benefits or armed forces pensions are exempt from the cap. There is emerging evidence of significant numbers of households being affected by the cap on benefits with significant effects on their ability to pay for housing. A July 2015 report from Citizens Advice reported that between April 2013 and February 2015, 58,690 households had been affected nationally, and estimated that 110,000 households would be affected by lowering the cap to £23,000 (higher than the £20,000 announced in the July 2015 Budget)<sup>4</sup>.

### Low Cost Home Ownership

- 2.29 In addition to affordable housing for rent, a range of Low Cost Home Ownership (LCHO) products have also been developed to assist households into homeownership.
- 2.30 Figure 8 sets out the weekly costs associated with shared ownership properties of different sizes in each local authority area, taking account of the differential full market prices. This illustration is based on a variation of the shared ownership model currently promoted in the HMA:
- » 40% equity share purchased by the occupier;
  - » 10% of the equity purchased is available as a deposit;
  - » Mortgage costs based on a 30-year repayment mortgage at 6.25% interest;
  - » Rent based on 1.5% of the retained equity paid each year<sup>5</sup>; and
  - » Service charge of £10 per week.

<sup>3</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/324708/lha-guidance-manual.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/324708/lha-guidance-manual.pdf) (para 1.070)

<sup>4</sup> <https://www.citizensadvice.org.uk/Global/CitizensAdvice/welfare%20publications/Benefit%20Cap%20Impact%20Assessment%20%281%29.pdf>

<sup>5</sup> In the shared ownership model currently promoted in the HMA, rent is based on 1.0% of the retained equity; however Registered Providers have identified that a higher rent is needed due to viability issues

- 2.31 Based on this model, it is evident that the weekly costs are generally lower than the equivalent median private rent and, for smaller properties, lower than the maximum LHA.

**Figure 8: Shared ownership costs 2015 (Note: Mortgage costs based on a 30-year repayment mortgage at 6.25% interest. Rent based on 1.5% of the retained equity annually. Service charge assumed to be £10 per week. Source: property values based on currently available properties with a range of estate agents)**

	Property Value	40% Equity Share	10% Deposit	Weekly Costs			
				Mortgage	Rent	Service Charge	TOTAL
BRISTOL							
1 bedroom	138,000	55,200	5,520	71.03	23.80	10.00	104.83
2 bedrooms	208,000	83,200	8,320	107.06	35.88	10.00	152.94
3 bedrooms	248,000	99,200	9,920	127.65	42.78	10.00	180.43
4+ bedrooms	359,000	143,600	14,360	184.78	61.92	10.00	256.70
NORTH SOMERSET							
1 bedroom	105,000	42,000	4,200	54.04	18.11	10.00	82.16
2 bedrooms	149,000	59,600	5,960	76.69	25.70	10.00	112.39
3 bedrooms	217,000	86,800	8,680	111.69	37.43	10.00	159.12
4+ bedrooms	330,000	132,000	13,200	169.86	56.92	10.00	236.78
SOUTH GLOUCESTERSHIRE							
1 bedroom	135,000	54,000	5,400	69.49	23.29	10.00	102.77
2 bedrooms	189,000	75,600	7,560	97.28	32.60	10.00	139.88
3 bedrooms	244,000	97,600	9,760	125.59	42.09	10.00	177.68
4+ bedrooms	350,000	140,000	14,000	180.15	60.37	10.00	250.52

- 2.32 Figure 9 shows the sensitivity of weekly costs to the equity share purchased and presents this relative to the equivalent local rents. It would appear that the model currently promoted (based on 40% equity share) remains appropriate for the area, given that higher equity shares tend to yield weekly costs that are higher than private rent. If the relative affordability of different options is considered, then some complexities emerge. For example, the Median Private Rent for 4+ bedroom properties in Bristol is high compared to other sized properties. Figure 7 shows that the Median Private Rent for a 3 bedroom property in Bristol is 21% higher than 2 bedroom property, whereas the Median Private rent for a 4+ bedroom property is 82% higher than a 3 bedroom property. This has the effect that a shared ownership 4+ bedroom property at 50% equity share is a cheaper option than renting a 4+ bedroom property at the Median Private Rent, whereas a shared ownership 3 bedroom property at 50% equity is more expensive than renting a 3 bedroom property at Median Private Rent. Such complexities are a reflection of local markets; in Bristol, compared to the demand, there is a greater supply of 3 bedroom properties for rent at an acceptable quality and location than 4+ bedroom properties.
- 2.33 There may also be a role for LCHO products at higher equity shares targeted at households able to afford private rent but unable to afford home ownership. This would help “*widen opportunities for home ownership*” (NPPF paragraph 50), but would be in addition to the need to deliver 29,100 affordable homes in the Wider Bristol HMA over the 20-year Plan period 2016-36.



**Figure 9: Total weekly costs for shared ownership 2015 based on different equity shares (Note: Mortgage costs based on a 30-year repayment mortgage at 6.25% interest. Rent based on 1.5% of the retained equity annually. Service charge assumed to be £10 per week. Cells highlighted in green are lower than the equivalent maximum LHA, cells in orange are above the LHA rate but below median private rent, cells in red are above the equivalent median private rent)**

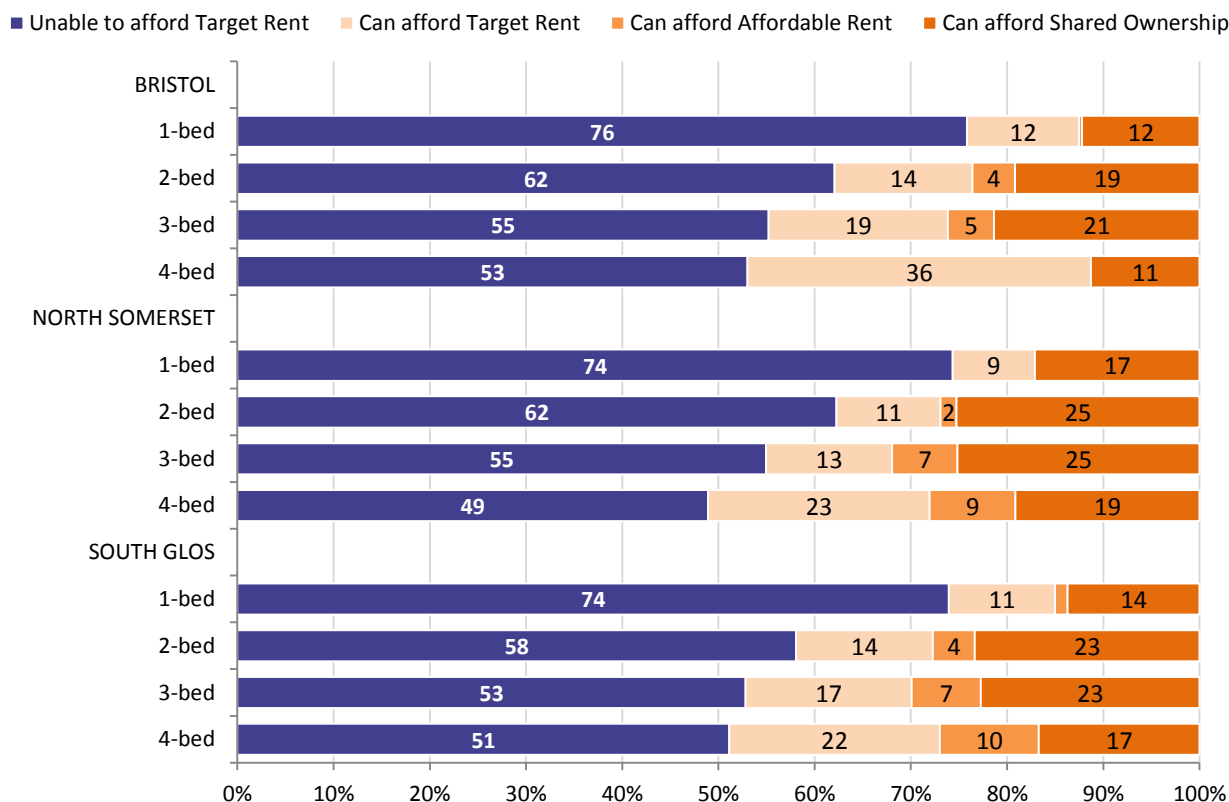
Total Weekly Cost £	Property Value	Equity Share					
		25%	30%	35%	40%	45%	50%
BRISTOL							
1 bedroom	138,000	84.15	91.04	97.94	104.83	111.73	118.62
2 bedrooms	208,000	121.76	132.15	142.54	152.94	163.33	173.72
3 bedrooms	248,000	143.25	155.64	168.03	180.43	192.82	205.21
4+ bedrooms	359,000	202.89	220.83	238.77	256.70	274.64	292.58
NORTH SOMERSET							
1 bedroom	105,000	66.42	71.66	76.91	82.16	87.40	92.65
2 bedrooms	149,000	90.06	97.50	104.95	112.39	119.84	127.28
3 bedrooms	217,000	126.59	137.44	148.28	159.12	169.96	180.81
4+ bedrooms	330,000	187.31	203.80	220.29	236.78	253.26	269.75
SOUTH GLOUCESTERSHIRE							
1 bedroom	135,000	82.54	89.28	96.03	102.77	109.52	116.26
2 bedrooms	189,000	111.55	120.99	130.44	139.88	149.32	158.77
3 bedrooms	244,000	141.10	153.29	165.48	177.68	189.87	202.06
4+ bedrooms	350,000	198.06	215.54	233.03	250.52	268.01	285.50

## Household Affordability

- <sup>2.34</sup> In order to profile the affordability of the mix of households needing affordable housing, income data from the English Housing Survey and ONS Survey of Personal Incomes has been combined and modelled to establish the income distribution by household type and age in each local authority area. This excludes any income from housing benefit, as the analysis seeks to determine to what extent housing benefit would be needed by households in each group.
- <sup>2.35</sup> Figure 10 illustrates the affordability of households needing affordable housing by property size in each local authority area based on the assumption that up to 35% of gross household income (excluding housing benefit) is available for housing costs. This identifies those able to afford shared ownership, affordable rent and target rent (all without housing benefit subsidy) and those that would need financial support to afford target rent.



**Figure 10: Affordability of households needing affordable housing by property size and local authority area 2015 (Note: Weekly costs based on data in Figure 7 and Figure 8)**



<sup>2.36</sup> Figure 11 sets out the affordable housing mix, which identifies that more than half of the households in need of affordable housing would not be able to afford the relevant Target Social Rent for a property of the size needed: 17,800 households (61%) based on up to 35% of income being spent on housing costs

<sup>2.37</sup> Providing new affordable rented housing based on Target Social Rents would enable 4,700 households to pay their rent without housing benefit support that could not afford to do so if new housing was provided as Affordable Rent. If new affordable rented housing was provided with Affordable Rents (based on 80% of median private rent), these households would continue to depend on housing benefit.

<sup>2.38</sup> Around 6,600 households in need of affordable housing could afford either Affordable Rent (without housing benefit support) or the weekly costs of Shared Ownership (based on a 40% equity share). Most of these households could afford either of these products, given the similarities in the weekly costs identified.

**Figure 11: Affordable housing mix by household affordability to 2016-2036 (Source: ORS Housing Model. Note: Figures may not sum due to rounding)**

		Unable to afford Target Rent	Can afford Target Rent	Can afford Affordable Rent	Can afford Shared Ownership	TOTAL
Flat	1 bedroom	4,570	670	20	800	6,100
	2+ bedrooms	3,390	760	220	1,150	5,500
House	2 bedrooms	3,010	670	190	1,080	4,900
	3 bedrooms	5,410	1,730	550	2,200	9,900
	4+ bedrooms	1,390	840	20	400	2,700
TOTAL		17,800	4,700	1,000	5,600	29,100

## Location of Affordable Housing Need

- 2.39 Figure 12 details the modelling analysis results for each of the three local authority areas. This includes the affordability distribution for those in need of affordable housing in each local authority area, based on 35% of household income (excluding housing benefit) being available for housing costs. It is evident that the highest levels of affordable housing need are in Bristol: 18,800 dwellings of the 29,100 dwelling total; with need for 4,800 dwellings in North Somerset and 5,500 dwellings in South Gloucestershire.
- 2.40 Just over three fifths of households in need of affordable housing in both Bristol and North Somerset (62% and 61% respectively) would not be able to afford the relevant Target Social Rent for a property of the size needed, with only a marginally lower proportion (58%) unable to afford this threshold in South Gloucestershire. However, around a quarter of households in North Somerset and South Gloucestershire could either afford Affordable Rent (without housing benefit support) or the weekly costs of Shared Ownership (based on a 40% equity share), whereas only around a fifth could afford these options in Bristol.

**Figure 12: Affordable housing mix by household affordability and LA 2016-2036 (Source: ORS Housing Model. Note: Figures may not sum due to rounding)**

		Unable to afford Target Rent		Can afford Target Rent		Can afford Affordable Rent		Can afford Shared Ownership		TOTAL	
BRISTOL		N	%	N	%	N	%	N	%	N	%
Flat	1 bedroom	3,400	18.1	520	2.8	10	0.1	550	2.9	<b>4,500</b>	<b>23.8</b>
	2+ bedrooms	2,350	12.5	540	2.9	170	0.9	720	3.9	<b>3,800</b>	<b>20.1</b>
House	2 bedrooms	1,400	7.5	320	1.7	100	0.5	430	2.3	<b>2,300</b>	<b>12.0</b>
	3 bedrooms	3,540	18.8	1,190	6.4	310	1.6	1,370	7.3	<b>6,400</b>	<b>34.1</b>
	4+ bedrooms	980	5.2	660	3.5	-	-	210	1.4	<b>1,900</b>	<b>9.9</b>
<b>TOTAL</b>		<b>11,700</b>	<b>62.1</b>	<b>3,200</b>	<b>17.3</b>	<b>600</b>	<b>3.1</b>	<b>3,300</b>	<b>17.5</b>	<b>18,800</b>	<b>100.0</b>
NORTH SOMERSET		N	%	N	%	N	%	N	%	N	%
Flat	1 bedroom	660	13.8	80	1.6	-	-	150	3.3	<b>900</b>	<b>18.5</b>
	2+ bedrooms	560	11.6	100	2.0	10	0.3	230	4.7	<b>900</b>	<b>18.7</b>
House	2 bedrooms	700	14.5	120	2.5	20	0.4	280	5.9	<b>1,100</b>	<b>23.4</b>
	3 bedrooms	850	17.7	200	4.2	110	2.2	390	8.1	<b>1,600</b>	<b>32.2</b>
	4+ bedrooms	170	3.5	80	1.7	30	0.6	70	1.4	<b>300</b>	<b>7.2</b>
<b>TOTAL</b>		<b>2,900</b>	<b>61.2</b>	<b>600</b>	<b>12.0</b>	<b>200</b>	<b>3.5</b>	<b>1,100</b>	<b>23.3</b>	<b>4,800</b>	<b>100.0</b>
SOUTH GLOUCESTERSHIRE		N	%	N	%	N	%	N	%	N	%
Flat	1 bedroom	510	9.3	80	1.4	10	0.2	90	1.7	<b>700</b>	<b>12.6</b>
	2+ bedrooms	480	8.9	120	2.2	40	0.7	190	3.6	<b>800</b>	<b>15.3</b>
House	2 bedrooms	900	16.5	220	4.1	70	1.2	360	6.7	<b>1,600</b>	<b>28.5</b>
	3 bedrooms	1,010	18.6	330	6.1	140	2.5	440	8.0	<b>1,900</b>	<b>35.2</b>
	4+ bedrooms	230	4.3	100	1.8	50	0.9	80	1.4	<b>500</b>	<b>8.4</b>
<b>TOTAL</b>		<b>3,100</b>	<b>57.6</b>	<b>800</b>	<b>15.5</b>	<b>300</b>	<b>5.3</b>	<b>1,200</b>	<b>21.5</b>	<b>5,500</b>	<b>100.0</b>

- 2.41 Nevertheless, whilst the distribution of affordable housing need identified by the SHMA will be a key part of the evidence base, the Joint Spatial Plan (JSP) will consider the appropriate spatial distribution of future market and affordable housing provision across the functional housing market area for Wider Bristol identified in Volume I. It is through the JSP and Core Strategies that local authority wide and local authority partnership responses will be set out to increase market and affordable housing supply.

## 3. Needs of different groups

### Addressing the need for all types of housing

#### The Private Rented Sector

- 3.1 As the private rented sector (PRS) expands and other sectors contract, it is clear that many households who would traditionally meet their housing needs in other sectors are now renting privately.
- 3.2 The English Housing Survey (EHS) 2013-14<sup>6</sup> identified that 19% (4.4 million) of households were renting from a private landlord, almost double the rate of 11% a decade earlier in 2003-04. The EHS also shows that households aged 25-34 were more likely to be renting privately (48%) than buying a home, up from 21% in 2003-04. Owner occupation in this age group dropped from 59% to 36% over the same 10 year period.
- 3.3 The Government sees the PRS having an important and long term role in meeting the housing need of the nation; CLG (with the Intermediary Mortgage Lenders Association) forecast that the private rented sector will increase in size to 35% nationally by 2032<sup>7</sup>. On this basis, the number of households renting privately could double again over the next twenty years.
- 3.4 Given this context, PPG recognises the importance of understanding the likely future role of the private rented sector:

#### *The private rented sector*

*Tenure data from the Office of National Statistics can be used to understand the future need for private rented sector housing. However, this will be based on past trends. Market signals in the demand for private rented sector housing could be indicated from a change in rents.*

**Planning Practice Guidance (March 2014), ID 2a-021**

- 3.5 Policy by both Government and Local Authorities is focussed on improving Management and Maintenance in the sector (via licensing or self-regulation schemes) and expanding supply<sup>8</sup> (including the Build to Rent investment scheme<sup>9</sup>). The Government published “*Improving the Private Rented Sector and Tackling Bad Practice: A guide for local authorities*” in March 2015<sup>10</sup>, and the Forward by the Minister stated:

*“The private rented sector is an important and growing part of our housing market, housing 4.4 million households in England. The quality of housing in the sector has improved dramatically over the last decade. It is now the second largest tenure and this growth is forecast to continue growing. I am proud of this growth as it shows increasing choice, improving standards whilst helping to keep rents affordable. The Government supports a bigger and better private rented sector and wants to see this growth continue.”*

<sup>6</sup> <https://www.gov.uk/government/statistics/english-housing-survey-2013-to-2014-headline-report>

<sup>7</sup> <http://news.rla.org.uk/rpi-rent-revolution/>

<sup>8</sup> <https://www.gov.uk/government/publications/private-rented-homes-review-of-the-barriers-to-institutional-investment>

<sup>9</sup> <https://www.gov.uk/government/publications/build-to-rent-round-2-initial-due-diligence>

<sup>10</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/412921/Improving\\_private\\_rented\\_sector.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/412921/Improving_private_rented_sector.pdf)

- 3.6 The policy to support low-income households in the private rented sector with housing benefit is long-standing and housing benefit is explicitly factored into the long-term forecasts for public spending. However, there have been a number of legislative changes affecting the calculation and payment of housing benefit in the private rented sector, and these are set out below:

**Figure 13: Summary of legislative changes affecting private tenants' LHA (Source: HM Treasury, DWP)**

Effective from	Change
April 2011	Introduction of absolute caps on the maximum rates that can be paid for each size of property
	Ending of the 5 bedroom rate – LHA restricted to 4 bedroom rate
	Stopping claimants being able to keep up to a £15 'excess' above their actual rent if it is below the LHA
	Increasing deductions for non-dependants living with HB claimants
	Increasing the Government's contribution to Discretionary Housing Payments
	Amending size criteria to allow an extra bedroom for disabled claimants with a non-resident carer
October 2011	Setting maximum LHA at the 30th percentile of local rents instead of the median
January 2012	Increasing age qualification for Shared Accommodation Rate from 25 to 35 years old
April 2013	Increasing LHA rates over time by the Consumer Price Index instead of referencing market rents – increase by 1% from April 2014 except in high rent areas
	Reducing LHA by 10% for those claiming JSA for over a year – not implemented
	Council Tax Benefit replaced by localised Council Tax Reduction schemes
	Parts of the Social Fund abolished, including Community Care grants and Crisis Loans
	Universal Credit implementation begins (with a pathfinder) to complete by 2017
	Spare room subsidy ('bedroom tax') introduced
June 2013	End of DLA, PIP begins for new claims
July 2013	Benefit cap implementation
	Universal Credit pathfinder expands
October 2013	Temporary Accommodation to have housing costs met in line with Local Housing Allowance rates
	Reassessment of existing Disability Living Allowance migration to Personal Independence Payment begins
	Universal Credit roll-out begins
	Incapacity benefit abolished; all claimants move to Employment Support Allowance (ESA) by late 2017
	Expansion of PIP/DLA reassessment for existing claimants
April 2014	Removal of access to Housing Benefit for EEA Jobseekers
	LHA uprating limited to 1 per cent
	Help to work scheme introduced for those unemployed 2 years +
April 2016	State Pensions Age increases begin
	Four year freeze to certain working age benefits (pensioner benefits, DLA, PIP not frozen)
	Four-year freeze to local housing allowance rates
	Lowering the benefit cap to £23,000 in London and £20,000 elsewhere
	Universal credit claims will be limited to two children from April 2017 (with some exceptions)
	Removing entitlement to housing support for those aged 21 or under (with some exemptions)

- 3.7 It is therefore important for local authorities to consider the role of the private rented sector at a local level and recognise the way in which private rented housing will continue to provide housing options for households unable to afford their housing costs in future. Nevertheless, local authorities need to understand the range of different households in their areas that currently rent from private landlords and consider their policy responses accordingly.

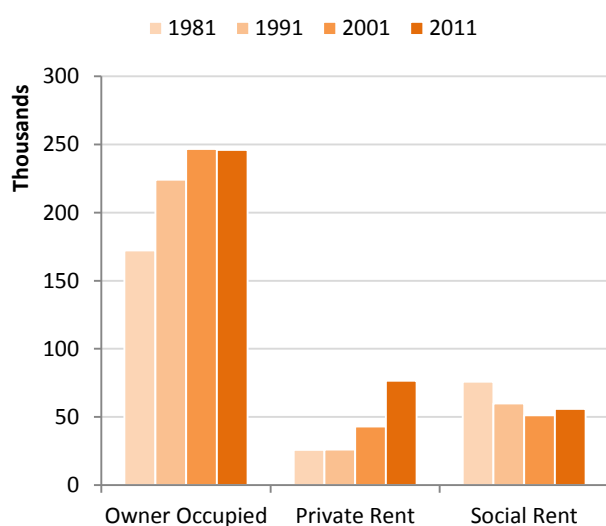
## Private Rented Sector in Wider Bristol

3.8 Considering the trends of tenure mix for Wider Bristol over the last thirty years, it is evident that there have been some significant changes in the balance between owner occupiers and tenants renting their home.

- » **From 1981-1991:** the number of owner occupiers climbed significantly (increasing from 172K to 224K households, a gain of 52 thousand). This was partly as a consequence of the Right to Buy, which led to a decline in the number of social tenants (reducing from 76K to 60K households, a loss of 16 thousand); however there was no change in the number of private tenants (constant at 16K).
- » **From 1991-2001:** the number of owner occupiers continued to climb albeit at a slower pace (increasing from 224K to 247K households, a gain of 23 thousand); however this was alongside a growth of private tenants (increasing from 16K to 43K households, a gain of 27 thousand). The number of social tenants continued to decline (reducing from 60K to 51K households, a further loss of nine thousand).
- » **From 2001-2011:** the number of owner occupiers reduced fractionally (falling from 247K to 246K households, a loss of a thousand) whilst the number of private tenants increased substantially (from 43K to 77K households, a gain of 34 thousand). The number of social tenants also increased marginally (from 51K to 56K households, a gain of five thousand), though still remained below the number of social tenants recorded in 1991.

3.9 It is evident that the overall balance between owners and renters is similar in 2011 to the position in 1981, with just over a third renting and almost two thirds owning. Nevertheless, the balance between social rent and private rent has changed significantly: a quarter of tenants rented privately in 1981 (9% out of 37%) whereas more than half rented privately in 2011 (20% out of 35%).

**Figure 14: Number of Households by Tenure 1981-2011**  
(Source: UK Census of Population)



**Figure 15: Percentage of Households by Tenure 1981-2011**  
(Source: UK Census of Population)

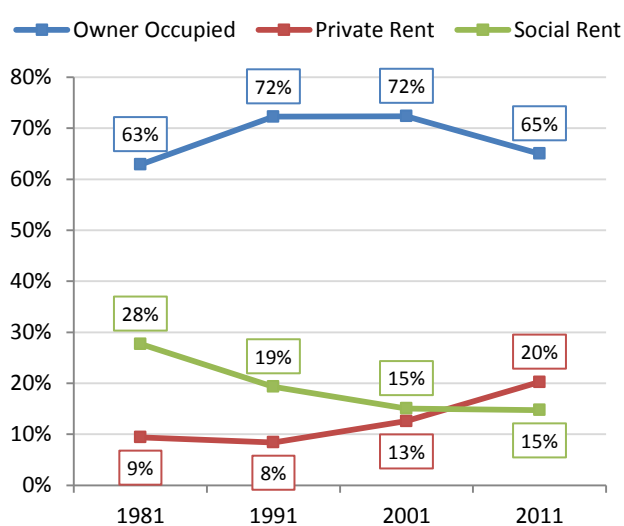


Figure 16: Households by Tenure 1981-2011 (Source: UK Census of Population)

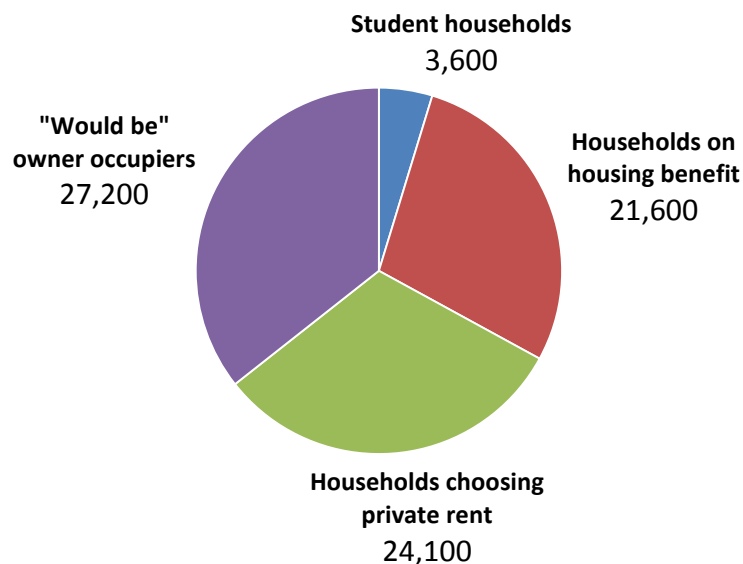
Tenure	Total Households				Net Change		
	1981	1991	2001	2011	1981-1991	1991-2001	2001-2011
Owner occupied	172,300	224,100	246,800	246,100	+51,800	+22,800	-800
Private rent	25,800	26,100	42,900	76,600	+300	+16,800	+33,700
Social rent	75,900	59,900	51,300	55,800	-15,900	-8,600	+4,500
<b>TOTAL</b>	<b>273,900</b>	<b>310,100</b>	<b>341,100</b>	<b>378,500</b>	<b>+36,200</b>	<b>+31,000</b>	<b>+37,400</b>
Owner occupied	62.9%	72.3%	72.4%	65.0%	+143%	+73%	-2%
Private rent	9.4%	8.4%	12.6%	20.2%	+1%	+54%	+90%
Social rent	27.7%	19.3%	15.1%	14.7%	-44%	-28%	+12%

<sup>3.10</sup> Based on the range of information available about tenants currently renting privately in Wider Bristol, it is helpful to consider the mix of different types of household living in the area:

- » 3,600 properties are rented by households that are students, although this is only 5% of the sector;
- » 21,600 properties are rented by households in receipt of housing benefit, over a quarter (28%) of the sector;
- » A further 51,400 households renting privately; however if the proportion of households in owner occupation had not changed between 2001 and 2011, 27,200 of these households would have been owner occupiers. This represents over a third (36%) of all households renting privately; and
- » 24,100 households are therefore renting privately through choice, due to their current personal, family, employment or other circumstances.

<sup>3.11</sup> It is important to recognise that the 27,200 households identified as “would be” owner occupiers are not included within the need for affordable housing, as they are able to rent market housing without financial support through housing benefit even if they cannot afford to buy. As previously noted, the NPPF seeks to “*widen opportunities for home ownership*” (paragraph 50) and national schemes such as Help-to-Buy and the Starter Home Initiative aim to help people onto the housing ladder. **Given the number of “would be” owner occupiers in Wider Bristol, the Councils may wish to consider any local options for extending home ownership to these households.** This action would be in addition to providing affordable housing.

Figure 17: Mix of household types living in the private rented sector (Source: UK Census of Population 2011 and DWP)



## People Wishing to Build their Own Homes

- 3.12 Paragraph 50 of the NPPF identifies that local planning authorities should plan for people wishing to build their own homes, and PPG states:

### ***People wishing to build their own homes***

*The Government wants to enable more people to build their own home and wants to make this form of housing a mainstream housing option. There is strong industry evidence of significant demand for such housing, as supported by successive surveys. Local planning authorities should, therefore, plan to meet the strong latent demand for such housing.*

Planning Practice Guidance (March 2014), ID 2a-021

- 3.13 Over half of the population (53%) say that they would consider building their own home<sup>11</sup> (either directly or using the services of architects and contractors) and an Ipsos MORI poll commissioned by the National Self Build Association (NaSBA) in 2014 to mark the launch of May 2014 National Custom & Self Build Week (NCSBW) found that: “one in seven (14%) Britons (around 7 million people) now expect to research or plan how to build a home for themselves in the next 12 months; up from 12% last year. The poll also suggested that around one in 50 expect to buy a building plot, obtain detailed planning consent, start or complete construction work on their own new home during the coming year or so”<sup>12</sup>. Nevertheless, it is likely that these figures conflate aspiration with effective market demand. Self-build currently represents only around 10% of housing completions in the UK, compared to rates of around 40% in France and 70 to 80% elsewhere in Europe.
- 3.14 “*Laying the Foundations – a Housing Strategy for England*” (HM Government, 2011)<sup>13</sup> redefined self-build as ‘Custom Build’ and aimed to double the size of this market, creating up to 100,000 additional homes over the decade. “*Build-it-yourself? Understanding the changing landscape of the UK self-build market*” (University of York, 2013)<sup>14</sup> subsequently set out the main challenges to self-build projects and made a number of recommendations for establishing self-build as a significant contributor to housing supply. The previous Government also established a network of 11 Right to Build ‘Vanguards’ to test how the ‘Right to Build’ could work in practice in a range of different circumstances.
- 3.15 The attractiveness of self-build is primarily reduced costs; however the Joseph Rowntree Foundation report “*The current state of the self-build housing market*” (2001) showed how the sector in the UK had moved away from those unable to afford mainstream housing towards those who want an individual property or a particular location.
- 3.16 The University of York 2013 study ran a small qualitative survey including 22 self-builders along with an e-survey which was used alongside the Building Societies Association survey of 2011. The survey data; “*reveal that effective demand for current self-build is from older, ‘empty nest’, existing homeowners on higher incomes (Building Societies Association, 2011)*” and; “*The current self-build sector is serving demand at the higher end of the housing market*”. This leads to one emerging theme of the study being that; “*A major challenge is to improve access amongst less affluent groups at a time when the mortgage market is constrained*”.

<sup>11</sup> Building Societies Association Survey of 2,051 UK consumers 2011

<sup>12</sup> <https://www.ipsos-mori.com/researchpublications/researcharchive/3347/One-in-seven-Britons-expect-to-look-into-building-their-own-home.aspx>

<sup>13</sup> <https://www.gov.uk/government/publications/laying-the-foundations-a-housing-strategy-for-england--2>

<sup>14</sup> [https://www.york.ac.uk/media/chp/documents/2013/Lloyds\\_A4%20report%20v2-final%20NEWno.2.pdf](https://www.york.ac.uk/media/chp/documents/2013/Lloyds_A4%20report%20v2-final%20NEWno.2.pdf)



- 3.17 In the Budget 2014, the Government announced an intention to consult on creating a new 'Right to Build', giving 'Custom Builders' a right to a plot from councils. The Self-Build and Custom Housebuilding Act<sup>15</sup> 2015 has now placed a duty on local planning authorities to:
- » Keep a register (and publicise this) of eligible prospective 'custom' and self-build individuals, community groups and developers;
  - » Plan to bring forward sufficient serviced plots of land, probably with some form of planning permission, to meet the need on the register and offer these plots to those on the register at market value; and
  - » Allow *"volume house builders to include self-build and custom-build projects as contributing towards their affordable housing obligations, when in partnership for this purpose with a Registered Social Landlord"*<sup>16</sup>.
- 3.18 The Housing and Planning Bill 2015 proposes to amend and add to the Self-Build and Custom Housebuilding Act 2015 and requires local authorities to grant *"sufficient suitable development permission"* of serviced plots of land to meet the local demand based on the register. Key points in the Bill are:
- » The register of prospective custom builders can be in two parts with the first part being eligible prospective custom builders and the second part being those who do not meet the eligibility criteria;
  - » The demand from the first part of the register will be taken into account in granting sufficient suitable development permission of serviced plots of land for self-build and custom build;
  - » Demand from the second part of the register would not have to be taken into account in considering whether there were suitable development permissions granted, though it would need to be considered in respect of planning, housing and land disposal duties; and
  - » A serviced plot of land has access to a public highway and connections for electricity, water and waste water, or they can be provided.
- 3.19 Government funding<sup>17</sup> is currently available via the HCA Custom Build Homes Fund programme (short-term project finance to help unlock group custom build or self-build schemes). The Government announced further measures in 2014 (Custom Build Serviced Plots Loan Fund) to encourage people to build their own homes, and to help make available 10,000 'shovel ready' sites with planning permission.
- 3.20 Given the historic low supply of self-build homes and the challenges in bringing schemes forward it seems unlikely that self-build will make a significant contribution locally to meeting housing need in its current form. Nevertheless, the Councils should put arrangements in place to comply with the Self-Build and Custom Housebuilding Act.
- 3.21 In May 2012 a Self-Build Portal<sup>18</sup> run by the National Custom and Self Build Association (NCSBA) was launched. Figure 18 shows the current registrations from groups and individuals looking for land in the HMA on the 'Need-a-Plot' section of the portal. Whilst there is clearly some interest in self-build across the area, this represents only a very limited number of people and an exceptionally small proportion of the overall housing need identified each year.

<sup>15</sup> <http://services.parliament.uk/bills/2014-15/selfbuildandcustomhousebuilding.html>

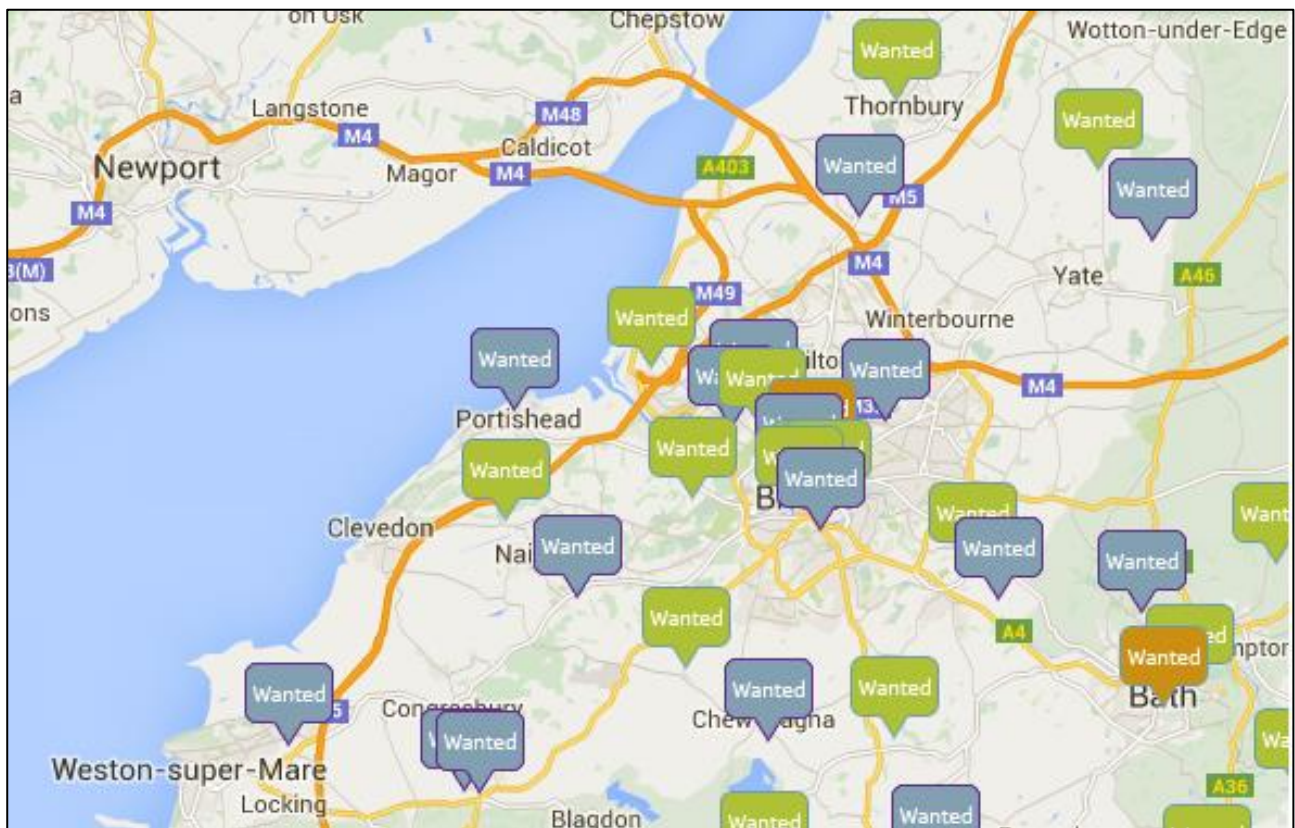
<sup>16</sup> <http://services.parliament.uk/bills/2014-15/selfbuildandcustomhousebuilding.html>

<sup>17</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/364100/custom\\_build\\_homes\\_fund\\_prospectus\\_120712.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/364100/custom_build_homes_fund_prospectus_120712.pdf)

<sup>18</sup> <http://www.selfbuildportal.org.uk/>



**Figure 18: Group and Individual Registrations currently looking for land in and around Wider Bristol on the 'Need-a-Plot' Portal**  
 (Source: NCaSBA, September 2015. Note: Green flags represent solo plots wanted, brown flags represent group plots wanted and blue flags represent group or solo plots wanted)



- 3.22 The Local Self-Build Register set up by the social enterprise, Ecomotive aims “to help self builders and local authorities communicate with each other and should make it easier for people to find suitable building plots in their area of interest”<sup>19</sup>. It is for the Councils themselves to assess whether the Local Self-Build Register meets the requirements of the Self-Build and Custom Housebuilding Act.
- 3.23 There is, however, a strong nascent self-build community in the Wider Bristol area, such as the award-winning Ashley Vale (The Yard) project of 40 homes in Bristol and two projects currently being developed; 36 homes in Shaldon Road, between Ashley Down/Montpelier and Lockleaze, and 12 homes at 352 Fishponds Road, Eastville, both working with the Bristol Community Land Trust.
- 3.24 A survey to ascertain levels of demand for self-build could be undertaken in future; however it would be important to ensure that appropriate questions are designed that can effectively separate aspiration from effective market demand.
- 3.25 **Overall, the evidence supports limited demand for self-build. However, this may under-estimate actual demand. Therefore, arrangements should be put in place to comply with the Self-Build and Custom Housebuilding Act and undertake a possible future survey to ascertain levels of demand for self-build in the HMA.**

<sup>19</sup> <http://localselfbuildregister.co.uk/>

## Housing for Older People

- 3.26 Britain's population is ageing, and people can expect to live longer healthier lives than previous generations. The older population is forecast to grow to 21.6m by 2037<sup>20</sup> for the over 60s, and from 1.4m (2012) to 3.6m by 2033 for the over 85s. Given this context, PPG recognises the importance of providing housing for older people:

### *Housing for older people*

*The need to provide housing for older people is critical given the projected increase in the number of households aged 65 and over ... Plan makers will need to consider the size, location and quality of dwellings needed in the future for older people in order to allow them to move. This could free up houses that are under occupied.*

*The future need for older persons housing broken down by tenure and type (e.g. sheltered, enhanced sheltered, extra care and, registered care) should be assessed and can be obtained from a number of online tool kits provided by the sector. The assessment should set out the level of need for residential institutions (Use Class C2). But identifying the need for particular types of general housing, such as bungalows, is equally important.*

Planning Practice Guidance (March 2014), ID 2a-021

- 3.27 The population projections based on long-term migration trends identified that the population was likely to increase from 936,900 persons to 1,083,100 persons over the 20-year period 2016-36; a 20-year increase of 146,100 persons. The population in older age groups is projected to increase substantially during the Plan period, with half of the overall population growth (72,700 persons) projected to be aged 65 or over and 35% projected to be 75 or over (50,600 persons). This is particularly important when establishing the types of housing required and the need for housing specifically for older people. Whilst most of these older people will already live in the area and many will not move from their current homes; those that do move home are likely to need accessible housing.
- 3.28 Current supply indicates that there are currently around 9,400 specialist Older Person housing units in Wider Bristol:

**Figure 19: Wider Bristol Older Persons housing units (Source: EAC 2013<sup>21</sup>. Note: North Somerset (Alliance Homes) and South Gloucestershire (Merlin) transferred their housing stock some years ago; this stock included in RSL data. Figures may not sum due to rounding)**

	Rent			Sale	TOTAL
	LA	RSL	TOTAL		
Bristol	800	2,300	3,100	1,100	4,300
North Somerset	-	1,700	1,700	1,100	2,800
South Gloucestershire	-	1,800	1,800	500	2,300
<b>TOTAL</b>	<b>800</b>	<b>5,800</b>	<b>6,600</b>	<b>2,700</b>	<b>9,400</b>

<sup>20</sup> <http://www.ons.gov.uk/ons/rel/npp/national-population-projections/2012-based-projections/stb-2012-based-npp-principal-and-key-variants.html#tab-Changing-Age-Structure>

<sup>21</sup> The EAC 'acknowledges both the rented and private sectors contain a wide range of housing types intended for older people. The social sector has traditionally distinguished these as Category 1, 2 etc., but the private sector tends to refer to them all simply as "retirement housing". This report looks only at schemes that fall within the following definition: "a group of dwellings intended for older people and served by a resident or non-resident warden/scheme manager with specific responsibility for the group". It is important to note that a considerable proportion of housing intended for older people falls outside this definition, and is therefore excluded. Extra care, assisted living, and other forms of 'housing with care' are included.

- 3.29 The Older People housing options considered in this section follow the definitions in the 2012 *Housing Our Ageing Population* report (HAPPI2)<sup>22</sup>. This defines specialist provision as mainstream (including adapted and wheelchair homes), specialised housing (including Extra Care and sheltered housing) and Care Homes (including both Registered Nursing and Registered Care Homes). The specialist housing requirements were modelled using the Housing LIN methodology (2012)<sup>23</sup>. This forecasts future population and then applies a benchmark need for particular housing types per thousand people aged 75+.

**Figure 20: Benchmark Figures for Specialist Accommodation based on Section A of the Strategic Housing for Older People Resource Pack (Housing LIN, ADASS, IPC) 2012**

	Demand per 1,000 persons aged 75+		
	Owned	Rented	TOTAL
Extra care	30	15	45
Sheltered 'plus' or 'Enhanced' Sheltered	10	10	20
Conventional Sheltered Housing	-	60	60
Dementia	-	6	6
Leasehold Schemes for the Elderly (LSE)	120	-	120

- 3.30 Based on the growth in population aged 75+ identified across the population projection scenarios, the table below identifies the potential requirement for new specialist housing (using the Housing LIN Older People Resource Pack 2012). As can be seen, there is a significant need for LSE schemes which represent properties for sale. We would note that shelter plus or enhanced sheltered schemes are independent living schemes which are staffed 24 hours a day to assist toward who require more than standard sheltered housing. These schemes can be associated with dementia provision and act as a halfway house between independent living and residential care.

**Figure 21: Additional Modelled Demand for Older Person Housing to 2036 (Source: Housing LIN Toolkit)**

		Bristol	North Somerset	South Glos	TOTAL
<b>Population aged 75+</b>					
2016		28,300	23,000	23,400	74,800
2036		43,700	41,400	40,200	125,300
<b>Change 2016-36</b>		<b>+15,400</b>	<b>+18,300</b>	<b>+16,800</b>	<b>+50,600</b>
<b>Additional Modelled Demand for Older Person Housing</b>					
Extra care	Owned	460	550	500	1,500
	Rented	230	280	250	800
Sheltered 'plus' or 'Enhanced' Sheltered	Owned	150	180	170	500
	Rented	150	180	170	500
Conventional sheltered housing to rent		920	1,100	1,000	3,040
Dementia		90	110	100	300
Leasehold Schemes for the Elderly (LSE)		1,850	2,200	2,020	6,100
<b>TOTAL</b>		<b>3,900</b>	<b>4,600</b>	<b>4,200</b>	<b>12,700</b>
Percentage of Overall OAN		-	-	-	15%

- 3.31 The toolkit identifies future need for 12,700 specialist older person housing units of various types over the 20-year period 2016-36; which represents around 15% of the overall OAN for the HMA.

<sup>22</sup> <http://www.housinglin.org.uk/library/Resources/Housing/Support materials/Other reports and guidance/Housing our Ageing Population Plan for Implementation.pdf>

<sup>23</sup> [www.housinglin.org.uk/housinginlaterlife\\_planningtool](http://www.housinglin.org.uk/housinginlaterlife_planningtool)

- 3.32 PPG identifies that “assessments should set out the level of need for residential institutions (Use Class C2)” (ID 2a-021). Planning Practice Guidance for Housing and Economic Land Availability Assessment also states the following in relation to housing for older people:

***How should local planning authorities deal with housing for older people?***

*Older people have a wide range of different housing needs, ranging from suitable and appropriately located market housing through to residential institutions (Use Class C2). Local planning authorities should count housing provided for older people, including residential institutions in Use Class C2, against their housing requirement. The approach taken, which may include site allocations, should be clearly set out in the Local Plan.*

Planning Practice Guidance (March 2015), ID 3-037

- 3.33 It is important to recognise that the identified OAN of 85,000 dwellings does not include the projected increase of institutional population, which represents a growth of around 4,500 persons over the 20-year Plan period 2016-36. This increase in institutional population is a consequence of the CLG approach to establishing the household population<sup>24</sup>, which assumes “that the share of the institutional population stays at 2011 levels by age, sex and relationship status for the over 75s” on the basis that “ageing population will lead to greater level of population aged over 75 in residential care homes”. Student housing is considered below and the evidence is there will be limited growth in dedicated, institutional, housing for students.
- 3.34 The Councils will therefore need to consider the most appropriate way to count the supply of bedspaces in residential institutions (Use Class C2) as part of their overall housing monitoring, and decide whether this should form part of the overall housing supply. **If bedspaces in residential institutions in Use Class C2 are counted within the housing supply, then the increase in institutional population aged 75 or over would need to be counted as a component of the housing requirement (in addition to the assessed OAN).** If these bedspaces are not counted within the housing supply, then there is no need to include the increase in institutional population as part of the housing requirement.
- 3.35 Nevertheless, older people are living longer, healthier lives, and the specialist housing offered today may not be appropriate in future years and the Government’s reform of Health and Adult Social Care is underpinned by a principle of sustaining people at home for as long as possible. Therefore, despite the ageing population, current policy means that the number of care homes and nursing homes may actually decline, as people are supported to continue living in their own homes for longer.
- 3.36 Although the institutional population is projected to increase by around 4,484 persons over the Plan period 2016-36 (based on the CLG assumption that there will be a “greater level of population aged over 75 in residential care homes”), it does not necessarily follow that all of this need should be provided as additional bedspaces in residential institutions in Use Class C2 – but any reduction in the growth of institutional population aged 75 or over would need to be offset against higher growth for these age groups in the household population; which would yield more households than assumed when establishing the OAN.
- 3.37 As a consequence, if fewer older people are expected to live in communal establishments than is currently projected, the needs of any additional older people in the household population would need to be counted in addition to the assessed OAN.

<sup>24</sup> Household Projections 2012-based: Methodological Report, Department for Communities and Local Government, February 2015

<sup>3.38</sup> More generally, it is important that policies for specialist older person housing are considered in partnership with other agencies, in particular those responsible for older person support needs. It is also important to consider other factors and constraints in the market:

- » **Demographics:** the changing health, longevity and aspirations of Older People mean people will live increasingly healthy longer lives and their future housing needs may be different from current needs;
- » **New supply:** development viability of schemes, and the availability of revenue funding for care and support services, need to be carefully considered before commissioning any new scheme. It will also be important for the Councils and their partners to determine the most appropriate types of specialist older person housing to be provided in the area;
- » **Existing supply:** while there is considerable existing specialist supply, this may be either inappropriate for future households or may already be approaching the end of its life. Therefore, future need may be understated. Nevertheless, other forms of specialist older person housing may be more appropriate than conventional sheltered housing to rent when considering future needs;
- » **Other agencies:** any procurement of existing supply needs to be undertaken with other agencies who also plan for the future needs of Older People, particularly LA Supporting People Teams and the Health Service; and
- » **National strategy and its implications for Older People:** national strategy emphasises Older People being able to remain in their own homes for as long as possible rather than specialist provision, so future need may, again, be overstated.

## Households with Specific Needs

<sup>3.39</sup> Paragraph 50 of the NPPF identifies that local planning authorities should plan households with specific needs, and PPG states:

### *Households with specific needs*

*There is no one source of information about disabled people who require adaptations in the home, either now or in the future.*

*The Census provides information on the number of people with long-term limiting illness and plan makers can access information from the Department of Work and Pensions on the numbers of Disability Living Allowance/Attendance Allowance benefit claimants. Whilst these data can provide a good indication of the number of disabled people, not all of the people included within these counts will require adaptations in the home.*

*Applications for Disabled Facilities Grant will provide an indication of levels of expressed need, although this could underestimate total need. If necessary, plan makers can engage with partners to better understand their housing requirements.*

**Planning Practice Guidance (March 2015), ID 2a-021**

<sup>3.40</sup> Personal Independence Payments started to replace the Disability Living Allowance from April 2013, and these are awarded to people aged under 65 years who incur extra costs due to disability (although there is no upper age limit once awarded, providing that applicants continue to satisfy either the care or mobility conditions). Higher Mobility Component (HMC) is awarded when applicants have “other, more severe, walking difficulty” above the Lower Mobility Component (which is for supervision outdoors).



- 3.41 In Wider Bristol, the numbers claiming Disability Living Allowance/Personal Independence Payments have increased from 27,670 in 2002 to 41,980 in 2014; a rise of around 52%. The highest number of claimants is in Bristol City (22,680 in 2014), more than the combined number of claimants in North Somerset (9,420) and South Gloucestershire (9,880).
- 3.42 Attendance Allowance contributes to the cost of personal care for people who are physically or mentally disabled and who are aged 65 or over. It is paid at two different rates: a lower rate is paid for those who need help or constant supervision during the day, or supervision at night; a higher rate is paid where help or supervision throughout both day and night is needed, or if people are terminally ill.
- 3.43 In Wider Bristol, the numbers claiming Attendance Allowance has increased from 14,400 claimants in 1996 to 22,000 in 2014:
- » Bristol: an increase from 7,100 to 10,500 claimants;
  - » North Somerset: an increase from 4,200 to 5,900 claimants; and
  - » South Gloucestershire: an increase from 3,100 to 5,500 claimants.
- 3.44 Nevertheless, PPG recognises that neither of these sources provides information about the need for adapted homes as *“not all of the people included within these counts will require adaptations in the home”*.
- 3.45 Disabled Facilities Grants (DFG) are normally provided by Councils and housing associations to adapt properties for individuals with health and/or mobility needs. Grants cover a range of works, such as:
- » Widening doors and installing ramps;
  - » Improving access to rooms and facilities, for example stair lifts or a downstairs bathroom;
  - » Providing a heating system suitable for needs; and
  - » Adapting heating or lighting controls to make them easier to use.
- 3.46 Local data about DFGs was published by CLG in Live Table 314<sup>25</sup>, and this indicated that 705 DFGs were funded in the study area in 2010/11 (121 in Bristol, 306 in North Somerset and 278 in South Gloucestershire) at an average cost of £6,500. This represents around 17% of the overall annual housing need identified, however PPG notes that whilst patterns of DFG applications *“provide an indication of expressed need”* it cautions that this could *“underestimate need”*. Of course, it is also important to recognise that DFGs typically relate to adaptations to the existing housing stock rather than new housing provision.
- 3.47 As previously noted, the Government’s reform of Health and Adult Social Care is underpinned by a principle of sustaining people at home for as long as possible. This was reflected in the recent changes to building regulations relating to adaptations and wheelchair accessible homes that were published in the 2015 edition of Approved Document M: Volume 1 (Access to and use of dwellings)<sup>26</sup>. This introduces three categories of dwellings:
- » Category 1: Visitable dwellings – Mandatory, broadly about accessibility to ALL properties
  - » Category 2: Accessible and adaptable dwellings – Optional, similar to Lifetime Homes
  - » Category 3: Wheelchair user dwellings – Optional, equivalent to wheelchair accessible standard.

<sup>25</sup> Table 314 has now been discontinued by CLG

<sup>26</sup> <http://www.planningportal.gov.uk/buildingregulations/approveddocuments/partm/adm/admvol1>

- 3.48 Local authorities should identify the proportion of dwellings in new developments that should comply with the requirements for Category 2 and Category 3 as part of the Local Plan, based on the likely future need for housing for older and disabled people (including wheelchair user dwellings) and taking account of the overall impact on viability. Planning Practice Guidance for Housing optional technical standards states:

*Based on their housing needs assessment and other available datasets it will be for local planning authorities to set out how they intend to approach demonstrating the need for Requirement M4(2) (accessible and adaptable dwellings), and / or M4(3) (wheelchair user dwellings), of the Building Regulations.*

*To assist local planning authorities in appraising this data the Government has produced a summary data sheet. This sets out in one place useful data and sources of further information which planning authorities can draw from to inform their assessments. It will reduce the time needed for undertaking the assessment and thereby avoid replicating some elements of the work.*

Planning Practice Guidance (March 2015), ID 56-007

- 3.49 The population projections based on long-term migration trends identified that the population was likely to increase from 936,900 persons to 1,083,100 persons over the 20-year period 2016-36; a 20-year increase of 146,100 persons. The population in older age groups is projected to increase substantially during the Plan period, with half of the overall population growth (72,700 persons) projected to be aged 65 or over. This includes an extra 29,100 persons aged 85 or over, around a quarter of the total increase. Many of these older people will already live in the area and a number will stay in their current homes; but those that do move home are likely to need accessible housing. **Given this context, the evidence supports the need for all dwellings to meet Category 2 requirements, providing that this does not compromise viability.** This approach has been adopted in Local Plans elsewhere.
- 3.50 The CLG guide to available disability data<sup>27</sup> (referenced by PPG above) shows that currently around 1-in-30 households in England (3.3%) have at least one wheelchair user, although the rate is notably higher for households living in affordable housing (7.1%). The rates are also higher for older households, and given that the number of older person households is likely to increase over the period to 2036, the proportion of households needing wheelchair housing in future is also likely to be higher. Figure 22 identifies the proportion of households with a wheelchair user currently living in market housing and affordable housing by age of household representative.

Figure 22: Percentage of households with a wheelchair user by type of housing and age of household representative  
(Source: English Housing Survey 2013-14)

Housing Type	Age of Household Representative							
	15-24	25-34	35-44	45-54	55-64	65-74	75-84	85+
Housing type								
Market housing	< 0.1%	0.4%	1.0%	1.6%	3.0%	4.0%	6.1%	9.3%
Affordable housing	0.3%	2.0%	2.9%	6.0%	6.0%	10.3%	12.7%	19.9%

<sup>27</sup> <https://www.gov.uk/government/publications/building-regulations-guide-to-available-disability-data>

- 3.51 Figure 23 identifies the net change in the number of households with a wheelchair user over the period 2016 to 2036. It is evident that the number of households likely to need wheelchair adapted housing in Wider Bristol is likely to increase by just over 5,000 over the 20-year period 2016-36, equivalent to around 6% of the overall OAN.

**Figure 23: Households needing Wheelchair Adapted Housing (Source: ORS Housing Model. Note: Figures may not sum due to arithmetic rounding)**

Modelled Need for Wheelchair Adapted Housing	Households aged under 75			Households aged 75+			Overall change 2016-36	% of OAN
	2016	2036	Net change 2016-36	2016	2036	Net change 2016-36		
<b>Housing type</b>								
Market housing	5,140	5,890	750	3,050	5,110	2,060	2,810	5.0%
Affordable housing	3,200	4,230	1,030	1,700	3,010	1,320	2,350	8.1%
<b>All households</b>	<b>8,340</b>	<b>10,120</b>	<b>1,780</b>	<b>4,750</b>	<b>8,130</b>	<b>3,370</b>	<b>5,160</b>	<b>6.0%</b>

- 3.52 This comprises around 2,800 households in market housing (5% of the market housing OAN) and approaching 2,400 households in affordable housing (8% of the affordable housing OAN). The evidence therefore supports the need for a proportion of both market and affordable housing to be wheelchair accessible. On this basis, **the evidence supports the need for a target of 5% of all market housing and 8% of all affordable housing to meet Category 3 requirements.** However, it is evident that around two thirds of the identified growth (3,370 households, equivalent to 65%) are households aged 75 or over and it is likely that many of these households would also be identified as needing specialist housing for older persons. It may therefore be appropriate to adopt higher targets for specialist housing for older persons that is wheelchair accessible and this could reduce the proportion of general housing that would need to meet the Category 3 requirements.
- 3.53 The earlier analysis identified a need for around 12,700 specialist older person housing units for households aged 75 or over, whilst the above analysis identifies a need for around 3,400 wheelchair adapted dwellings for households in the same age group. Whilst not all households aged 75 or over needing wheelchair adapted housing will live in specialist older person housing, at any point in time it is likely that around a quarter of those living in specialist housing will need wheelchair adapted homes. However, it is important to recognise that as individual household circumstances change, it is likely that some households will start using a wheelchair whilst living in specialist housing if their health deteriorates. On this basis, a higher proportion of specialist older person housing units will need to be wheelchair adapted. **The evidence supports the need for a target of at least 25% and ideally 50% or more of specialist housing for older people to meet Category 3 requirements.**
- 3.54 When developing appropriate policies, it is important to note that Planning Practice Guidance for Housing optional technical standards states:

*Local Plan policies for wheelchair accessible homes should be applied only to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling.*

Planning Practice Guidance (March 2015), ID 56-009

- 3.55 Therefore, whilst there is clearly evidence to support the need to provide market housing that is wheelchair accessible, it may only be possible for the local authorities to adopt policies requiring the provision of wheelchair accessible housing that meets Category 3 requirements in relation to affordable housing.



## Student Housing

- 3.56 PPG was updated in March 2015 to include specific reference to identifying the needs of students:

*Local planning authorities should plan for sufficient student accommodation whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus. Student housing provided by private landlords is often a lower-cost form of housing. Encouraging more dedicated student accommodation may provide low cost housing that takes pressure off the private rented sector and increases the overall housing stock. Plan makers are encouraged to consider options which would support both the needs of the student population as well as local residents before imposing caps or restrictions on students living outside of university-provided accommodation. Plan makers should engage with universities and other higher educational establishments to better understand their student accommodation requirements.*

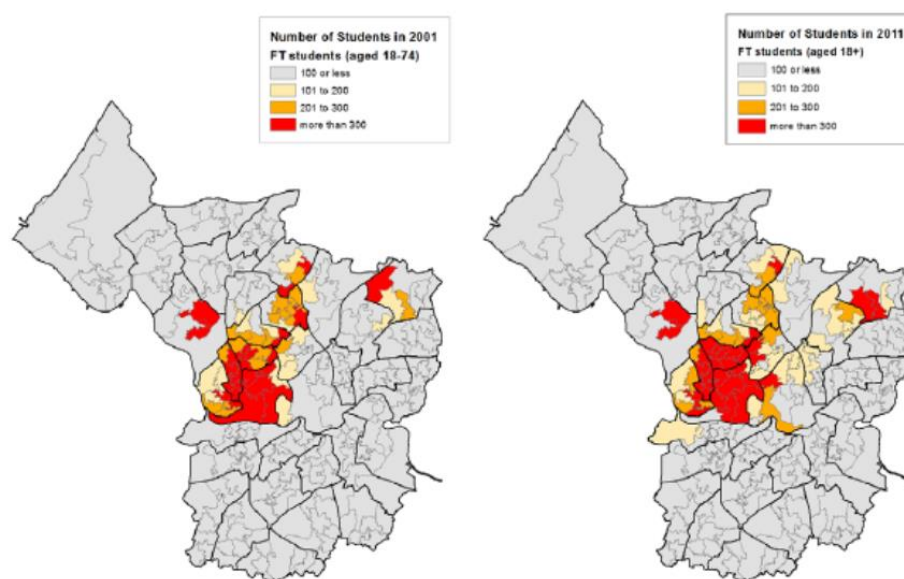
Planning Practice Guidance 2014, paragraph 21

- 3.57 Wider Bristol has significant student numbers, mainly studying at two Higher Education Providers (HEPs) with a third possibility for the future:

- » University of Bristol had around 22,200 students in 2014/15. This number has remained relatively stable over time, with 20,200 students in 2000/01 and the same number in 2012/13.
- » University of the West of England (UWE) had around 27,100 students in 2013/14 of which around 19,800 are studying at sites within the Wider Bristol HMA. The total number of students at UWE has increased from around 23,600 in 2000/01 to the current levels, although some of this growth has been at facilities such as Hartpury, which are outside the HMA.
- » Weston College, Weston-Super-Mare provides university level courses, but does not as yet attract significant numbers of students from outside the area.

- 3.58 Most students resident in Wider Bristol HMA live in Bristol city, concentrated in the centre close to the Universities. Figure 24 illustrates the change in distribution of full-time students over the decade to 2011.

Figure 24: Student population distribution in Bristol (Source: Bristol City Council 2014)



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- 3.59 The trend between 2001 and 2011 shows how their market has changed; some inner city wards now have more students living in them. Of course, the individual preferences and choices made by students can influence the shape of demand. However, in Bristol, the market seems established in certain locations. Bristol City Council carried out a study of students as part of preparation for the Local Plan in 2014<sup>28</sup>. That study identifies that there is an important role for specialist student housing in the city:

*“The council considers that there is an important continuing role for specialist student accommodation providers. Supply of this type of accommodation, in appropriate locations within the city centre, will help with supply and demand issues and will help to relieve pressure on residential communities and the local housing stock. Both universities support in principle the delivery of this type of accommodation and may seek to expand their partnership agreements with private providers.*

*The council considers the city centre an appropriate location in principle for student accommodation, with most areas in reasonable walking distance of the UoB and having good public transport connections to UWE.”*

- 3.60 In terms of future provision, the 2014 study goes on to say:

*“... the council have adopted a positive and flexible policy approach to the provision of specialist student accommodation within the city centre. This is set out through policy **DM2: Residential Sub-divisions, Shared and Specialist Housing within the Site Allocations and Development Management Policies**. Proposed policy **BCAP4: Specialist Student Housing in Bristol City Centre within the Bristol Central Area Plan** additionally provides for consideration of harmful impacts resulting from concentrations of student accommodation, identifying locations where such concentrations would and would not be appropriate.”*

- 3.61 Both HEPs provide student accommodation and there is a relatively healthy pipeline of new specialist schemes for students (2,489 units: an additional 32% supply) indicating continued demand for the product.

**Figure 25: Student accommodation provided by HEPs in Bristol (Source: Bristol City Council 2014)**

	University of Bristol	UWE
Hall or equivalent	6,057	1,607
Total current provision	7,664	-
Direct Let (Private rent accreditation scheme)	2,031	-
Pipeline schemes	2,489	-

- 3.62 The household projections did not assume any growth of students living in communal establishments, so any net increase in bedspaces provided in halls of residence (or other university accommodation) across the area would reduce the demand from student households. However, PPG highlights how encouraging more dedicated student accommodation may provide low cost housing that takes the pressure off the private rented sector and increases the overall housing stock.

- 3.63 Overall, the evidence suggests that the Wider Bristol student housing market is well established and is unlikely to change significantly, as future HEP expansion will be relatively limited. However, demand exists for specialist student housing and both the market and the Council have responded by creating the necessary structures to enable significant new supply.

<sup>28</sup> [http://www.bristol.gov.uk/sites/default/files/documents/planning\\_and\\_building\\_regulations/planning\\_policy/local\\_development\\_framework/CAP%2050%20SD%2031%20-%20Student%20Accommodation%20Topic%20Paper.pdf](http://www.bristol.gov.uk/sites/default/files/documents/planning_and_building_regulations/planning_policy/local_development_framework/CAP%2050%20SD%2031%20-%20Student%20Accommodation%20Topic%20Paper.pdf)

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