

# North Wootton

Housing Needs Assessment (HNA)

May 2022

## Quality information

<b>Prepared by</b>	<b>Checked by</b>	<b>Approved by</b>
Olivia Carr Graduate Housing Consultant	Paul Avery Principal Housing Consultant	Paul Avery Principal Housing Consultant

## Revision History

<b>Revision</b>	<b>Revision date</b>	<b>Details</b>	<b>Authorized</b>	<b>Name</b>	<b>Position</b>
1	March 2022	First Draft	OC	Olivia Carr	Graduate Housing Consultant
2	April 2022	Internal Review	PA	Paul Avery	Principal Housing Consultant
3	May 2022	Group Review	RC	Rachel Curtis	Parish Council Clerk
4	May 2022	Locality Review	AO	Annabel Osborne	Neighbourhood Planning Officer, Locality
5	May 2022	Final Report	OC	Olivia Carr	Graduate Housing Consultant

Prepared for: North Wootton Neighbourhood Plan Steering Group

Prepared by:

AECOM Infrastructure & Environment UK Limited  
Aldgate Tower  
2 Lemn Street  
London E1 8FA  
United Kingdom  
aecom.com

© 2022 AECOM Infrastructure & Environment UK Limited. All Rights Reserved.

This document has been prepared by AECOM Infrastructure & Environment UK Limited (“AECOM”) for sole use of our client (the “Client”) in accordance with generally accepted consultancy principles, the budget for fees and the terms of reference agreed between AECOM and the Client. Any information provided by third parties and referred to herein has not been checked or verified by AECOM, unless otherwise expressly stated in the document. No third party may rely upon this document without the prior and express written agreement of AECOM.

## Table of Contents

1. Executive Summary.....	6
Conclusions- Tenure and Affordability .....	6
Conclusions- Type and Size .....	8
Conclusions- Specialist Housing for Older People .....	9
2. Context.....	12
Local context.....	12
The Housing Market Area Context .....	13
Planning policy context.....	14
Policies in the adopted local plan .....	15
Policies in the emerging local plan .....	17
Quantity of housing to provide.....	19
3. Approach .....	21
Research Questions.....	21
Tenure and Affordability .....	21
Type and Size .....	21
Specialist Housing for Older People.....	22
Relevant Data .....	22
4. RQ 1: Tenure, Affordability and the Need for Affordable Housing .....	23
Introduction .....	23
Current tenure profile .....	24
Affordability.....	25
House prices .....	25
Income .....	26
Affordability Thresholds.....	27
Affordable housing- quantity needed.....	33
Additional LHNA findings.....	34
Affordable Housing policy guidance .....	34
Conclusions- Tenure and Affordability .....	39
5. RQ 2: Type and Size.....	42
Introduction .....	42
Existing types and sizes .....	42
Background and definitions .....	42
Dwelling type .....	43
Dwelling size .....	44
Age and household composition .....	45
Age structure .....	45
Household composition .....	47
Occupancy ratings.....	48
Dwelling mix determined by life-stage modelling.....	48
Suggested future dwelling size mix .....	48
The LHNA findings .....	52
Conclusions- Type and Size.....	53
6. RQ 3: Specialist housing for older people .....	55
Introduction .....	55
Current supply of specialist housing for older people .....	56

Tenure-led projections .....	56
Housing LIN-recommended provision .....	60
LHNA findings .....	62
Conclusions- Specialist Housing for Older People .....	62
7. Recommendations for Next Steps .....	65
Appendix A : Calculation of Affordability Thresholds.....	66
A.1 Assessment geography .....	66
A.2 Market housing .....	66
i) Market sales .....	67
ii) Private Rented Sector (PRS).....	68
A.3 Affordable Housing .....	69
i) Social rent.....	69
ii) Affordable rent.....	70
iii) Affordable home ownership .....	70
Appendix B : Housing Needs Assessment Glossary .....	74

**List of acronyms used in the text:**

BCKLWN	Borough Council of King's Lynn & West Norfolk
DLUHC	Department for Levelling Up, Housing and Communities (formerly MHCLG)
HNA	Housing Needs Assessment
HMA	Housing Market Area
HRF	Housing Requirement Figure (the total number of homes the NA is expected to plan for, usually supplied by LPAs)
HLIN	Housing Learning and Improvement Network
HRP	Household Reference Person
LHN	Local Housing Need
LHNA	Local Housing Needs Assessment
LPA	Local Planning Authority
NA	Neighbourhood (Plan) Area
NP	Neighbourhood Plan
NPPF	National Planning Policy Framework
NW	North Wootton
ONS	Office for National Statistics
PPG	Planning Practice Guidance
PRS	Private Rented Sector
RQ	Research Question
VOA	Valuation Office Agency

# 1. Executive Summary

1. The Office for National Statistics (ONS) mid-2020 population estimate for North Wootton is 2,304, showing a slight decline of 141 individuals since the 2011 Census.
2. There has been little development in North Wootton since 2011, with the Borough Council of King's Lynn & West Norfolk providing completions data between 2011 and 2021 which showed 12 net completions. The quantity of Affordable Housing delivered in this time is unknown but assumed to be minimal. The total quantity of dwellings as of 2021 in the NA is estimated to be 1,015.

## Conclusions- Tenure and Affordability

### Current dwelling stock and affordability

3. As of 2011, the majority of households in North Wootton own their own home at 85.3% of households, significantly higher than the Borough and national figures of 69.4% and 63.3% respectively. There is a very low proportion of households living in the social rented sector in North Wootton at just 3.7%, compared to 17.7% nationally, indicative of a lack of Affordable Housing.
4. Between 2012 and 2021, median and lower quartile house prices in the NA rose relatively steadily, with some fluctuations likely due to a relatively small sample size. The median house price increased by 62.8% in this time period to £260,000. However, the highest median price is recorded in 2019 at £265,000. There was some fluctuation, particularly between 2015 and 2019 in median house prices, potentially due to relatively small sample sizes (an average of 28 transactions per year in this time period), and the type, size, location, and condition of dwellings impacting the averages. There were less significant fluctuations in the lower quartile house prices, with lower quartile house prices increasing from £146,875 in 2012 to the peak of £221,250 in 2021.
5. Local households on average incomes are unable to access even entry-level homes unless they have the advantage of a very large deposit. Market housing, even with the benefit of a higher than average income, is likely to remain out of reach to most. Private renting is generally only affordable to average earners. Households made up of one or two lower quartile earners cannot afford the given rental thresholds.
6. Turning to affordable home ownership, there is a relatively large group of households in North Wootton who may be able to afford to rent privately but cannot afford home ownership and may therefore benefit from products such as First Homes and shared ownership. It is recommended that in North Wootton First Homes are delivered at a 30% discount, making them accessible to households on mean incomes. Shared ownership appears to be similarly affordable than First Homes and is broadly accessible to the same groups, with the exception of shared ownership at 10% equity which is more affordable and accessible to households with two lower quartile earners.
7. Affordable rented housing is generally affordable to households with two lower earners depending on their household size. However, households with a single lower earner

appear unable to afford any of the tenures considered including the smallest socially rented units.

### **Affordable housing need**

8. The King's Lynn & West Norfolk Housing Needs Assessment (2020) estimates the need for affordable housing in the Borough. When the figures are pro-rated to North Wootton this equates to an affordable housing need of 3.1 dwellings per annum or 43.4 dwellings over the Neighbourhood Plan period 2022-2036. It is estimated that this need, split into affordable rented and affordable home ownership, is for 29.5 affordable rented dwellings and 13.9 dwellings for affordable home ownership within the plan period in the NA.
9. The housing requirement figure for North Wootton provided by the Borough Council of King's Lynn & West Norfolk is zero, meaning that there is not expected to be any development in the NA during the plan period. If any windfall or speculative development were to take place it is likely, based on completions in the last decade, that this would come forward in the form of small infill developments unlikely to be large enough to meet the threshold of 5 dwellings, above which the Affordable Housing policy applies. Therefore, the potential delivery of Affordable Housing is expected to be very limited and insufficient to satisfy the total potential demand for Affordable Housing identified.
10. An indicative mix of future Affordable Housing is suggested based on the fact that the delivery of Affordable Housing will be lower than the needs identified in the parish, the greater need identified for affordable rented housing, the backlog of need on the Housing Register, and the lack of social housing in the parish in comparison with the Borough and the country. It is therefore suggested that 75% of housing is delivered as affordable rented housing, and 25% as affordable home ownership. In line with national policy, this 25% affordable home ownership should be delivered as First Homes, recommended at a 30% discount. If Affordable Housing was to be delivered via an alternative to a developer-led route, such as via a rural exception site or Community Land Trust, where more than the minimum Affordable Housing requirement would be met, it is suggested that some shared ownership also be part of the affordable home ownership mix.
11. Where the neighbourhood planning group wish to develop policy that deviates from that outlined in the Local Plan – either by differing from the headline split between renting and ownership or by specifying a greater level of detail around sub-tenures, it is important that they liaise with the Borough Council of King's Lynn & West Norfolk to gather more detailed income and viability information, and to ensure that departures from the local policy context have their support.
12. The expected level of delivery, with no housing requirement figure for the NA, will of course not meet the quantity of demand identified in estimates of the need for affordable housing. It is recommended that the policy requirement be met wherever possible on any development that does come forward, and for further avenues for delivering greater quantities of Affordable Housing (such as exception sites) to be explored. If the group considered exceeding the Local Plan policy requirement in the neighbourhood plan then it must be noted that an extremely high standard of justification is required which goes beyond the scope of this HNA, in particular around the issue of what level of Affordable

Housing delivery can be financially viable in the NA. Raising the percentage of Affordable Housing required could have the effect of discouraging new building from coming forward altogether. Should the group wish to consider such an option, it is advisable to discuss this with the LPA in the first instance.

## Conclusions- Type and Size

13. This study provides an indication of the likely need for different types and sizes of homes based on demographic change. It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the parish or on any particular site. These include the specific characteristics of the nearby stock of housing (such as its condition and design), the role of the NA or site within the wider housing market area (linked to any Local Authority strategies or plans) and site-specific factors which may justify a particular dwelling mix.

### Current dwelling stock

14. In both 2011 and 2021, North Wootton was dominated by detached properties, followed by semi-detached properties, indicating that the NA is skewed towards larger dwellings with more outside space, which are therefore likely more expensive. There were very few terraced dwellings in the NA in 2011 at just 1.0% of the total, increasing very slightly to 2.0% in 2021. The proportion of detached dwellings in the NA is significantly higher than both King's Lynn & West Norfolk and England. Looking at the proportion of bungalows in North Wootton, there is a significantly higher proportion than the country, but the proportion within the overall dwelling mix is still below Borough levels.
15. Turning to dwelling size, the majority of housing in North Wootton in both 2011 and 2021 was either 3-bedroom or 4-bedroom dwellings, with the latter proving dominant in 2021 having increased since 2011. The proportion of 4-bedroom dwellings in North Wootton is also significantly above Borough and national levels. The proportion of 2-bedroom dwellings remained stable whilst some 1-bedroom dwellings were developed between 2011 and 2021. The lack of smaller 1-bedroom and 2-bedroom dwellings in North Wootton is highlighted when compared to the Borough and England, with the proportion of dwellings of this size significantly below these areas.

### Demographics

16. Between 2011 and 2020 there was an estimated decline of 141 people in North Wootton. The largest proportion of the population was aged 45-64, with an increase in people aged 65-84 in 2020, indicative of an aging population. Future population growth can be expected to be driven by the oldest households, with the households with a household reference person aged 65 and over expected to increase by 44% in the plan period.
17. In terms of household composition, a smaller proportion of households in North Wootton are single person households compared to both the Borough and England, which may be indicative of a lack of provision of smaller dwellings or of a lack of demand for small dwellings in the parish. The majority of families had dependent children at 30.5%, compared to 23.2% across the Borough. This is followed by families with no

children, roughly in line with King's Lynn & West Norfolk but above national levels. Between 2001 and 2011, there was an increase in both the proportion of single person households aged 65+ and family households aged 65+ in the NA by 12.7% and 7.7% respectively. This is compared to national declines in both of these categories of 7.3% and 2.0%. An increase in this category suggests an aging population in this time period.

18. There are high levels of under-occupancy in North Wootton, with 88.9% of households occupying a dwelling with at least 1 more bedroom than required. This is most prominent in families aged 65+, single person households aged 65+, single persons under 65, and families under 65 with no children, suggesting that the larger housing is occupied by households with the most wealth.

### **Future dwelling mix**

19. The AECOM model suggests development within the plan period is focussed on smaller and mid-sized dwellings, with no further development of 4-bedroom or 5+ bedroom dwellings. Variety should be sought within the 2 and 3-bedroom homes that come forward in future to attract both newly forming households on lower budgets and older households with substantial equity from their existing larger homes. There may therefore be a strong justification to continue supplying larger homes despite their abundance because a different kind of larger home is needed to accommodate growing families with less buying power.
20. It is recommended that priority is given to smaller and mid-sized homes, as outlined in the suggested size mix, but that this is done to a degree that aligns with the wider objectives of the community and does not limit choice or threaten viability. The evidence in this section represents a starting point for further thought and consultation.

## **Conclusions- Specialist Housing for Older People**

21. There is currently no stock of specialist housing for older persons in North Wootton. Although this report does not consider the need for care homes, it is worth noting that there is a care home within the NA with 44 bed spaces.
22. It is estimated that as of 2020 there were around 276 individuals aged 75 and over in North Wootton. It is projected that there will be an increase of 112 individuals in this age category between 2011 and 2036, increasing the proportion as a whole of the population from 7.6% to 11.4%. This is slightly below the proportion expected across the Borough as a whole.
23. The potential need for specialist housing with some form of additional care for older people can be estimated by bringing together data on population projections, rates of disability, and what tenure of housing the current 55-75 cohort occupy in the NA. This can be sense-checked using a toolkit based on national research and assumptions.
24. These two methods of estimating the future need in North Wootton produce a range of 28 to 35 specialist accommodation units that might be required during the Plan period. These estimates are based on the projected growth of the older population, thereby

assuming that today's older households are already well accommodated. If this is found not to be the case, it would justify aspiring to exceed the range identified here.

25. It is important to take into consideration the breakdown of levels of care and tenure within the need for specialist housing for older persons. When considering the AECOM calculations outlined in Table 6-6, the majority of the need, at 80.0%, is identified for market specialist housing. Slightly more need is identified for sheltered housing at 62.9% compared to 37.1% for extra-care housing. The split of affordable/market housing within each of the tenures is relatively similar, with slightly more need for affordable sheltered housing. It should be noted that the proportion that should be affordable usually has to be in line with Local Plan policy for all housing. The unmet need for market sheltered housing could, at least in part, be satisfied by making sure all new housing is accessible and adaptable for people with lower support needs.
26. Given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another avenue open to the Neighbourhood Planning groups is to discuss the standards of accessibility and adaptability in new development to be met in the Local Plan with the LPA. The local level evidence supplied in this report could be used to influence Borough level policies. Groups may also be able to encourage the adaptation of existing properties through grant schemes and other means (though it is acknowledged that Neighbourhood Plans may have limited influence over changes to the existing stock).
27. Emerging Local Plan policy LP30 provides explicit encouragement for development to accommodate specific groups such as older people. It suggests that all new homes must be designed and constructed in a way that enables them to be adaptable. The policy outlines that 50% of new homes must be built to meet national standards for accessibility and adaptability (Category M4(2)). It also encourages dwellings on schemes involving major developments being provided as wheelchair adaptable dwellings (Category M4(3)). A minimum of 5% of the affordable housing contribution on major housing developments must also meet this standard. It is unclear whether Neighbourhood Plans can set their own requirements for the application of the national standards of adaptability and accessibility for new housing and so discussions with the LPA are advised if this is a key priority.
28. It is relatively common for Local Plans to require that all or a majority of new housing meets Category M4(2) standards in response to the demographic shifts being observed nationwide, and the localised evidence gathered here would further justify this. The proportion of new housing that might accommodate those using wheelchairs might be set with reference to the proportion of affordable housing applicants in the Borough falling into this category.
29. While it is important to maximise the accessibility of all new housing, it is particularly important for specialist housing for older people to be provided in sustainable, accessible locations, for a number of reasons, as follows:
  - so that residents, who often lack cars of their own, are able to access local services and facilities, such as shops and doctor's surgeries, on foot;

- so that any staff working there have the choice to access their workplace by more sustainable transport modes; and
  - so that family members and other visitors have the choice to access relatives and friends living in specialist accommodation by more sustainable transport modes.
30. Alongside the need for specialist housing to be provided in accessible locations, another important requirement is for cost effectiveness and economies of scale. This can be achieved by serving the specialist elderly housing needs arising from a number of different locations and/or neighbourhood areas from a single, centralised point (i.e. what is sometimes referred to as a 'hub-and-spoke' model).
31. It is considered that North Wootton's position in the settlement hierarchy and challenges in relation to land available for development makes it a relatively less suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above. As such, noting that there is no specific requirement or obligation to provide the specialist accommodation need arising from North Wootton entirely within the Neighbourhood Area boundaries, it is recommended it could be provided in a 'hub and spoke' model. In the case of North Wootton, King's Lynn is considered to have potential to accommodate the specialist housing need arising from the Neighbourhood Area (i.e. to be the hub in the hub-and-spoke model). If this were to take place, then the number of specialist dwellings to be provided and the overall dwellings target for the Neighbourhood Area itself would not overlap.
32. Wherever specialist housing is to be accommodated, partnership working with specialist developers is recommended, so as to introduce a greater degree of choice into the housing options for older people who wish to move in later life.

## 2. Context

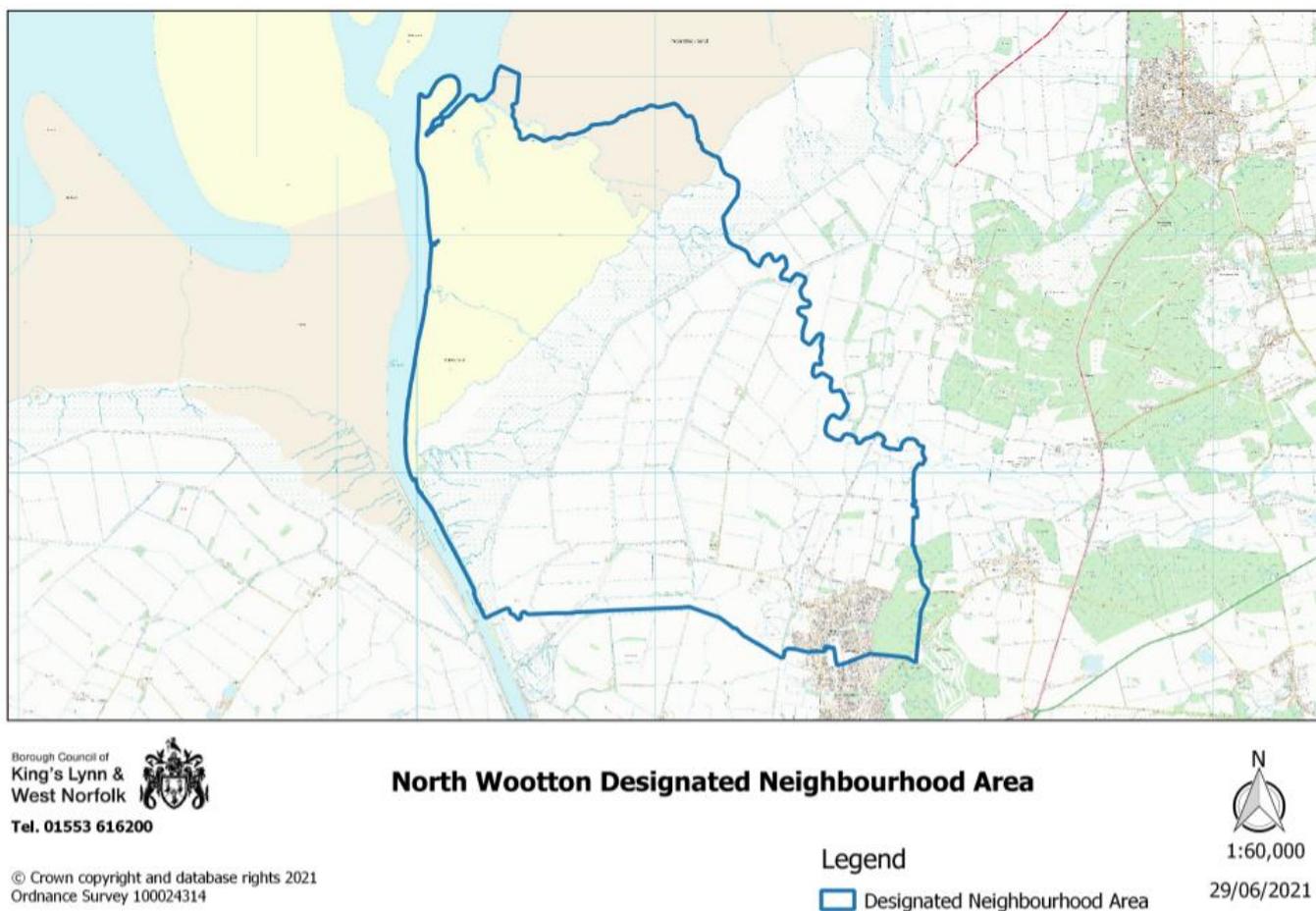
### Local context

33. North Wootton is a Neighbourhood Area located in King's Lynn & West Norfolk, in the East of England. The Neighbourhood Area (NA) boundary aligns with the parish boundary and was designated in June 2021.
34. The proposed Neighbourhood Plan period starts in 2022 and extends to 2036, therefore comprising a planning period of 14 years. The evidence supplied in this report will look forward to the Plan end date of 2036, but where possible will also provide annualised figures which can be extrapolated to a different term if the Plan period changes.
35. The parish of North Wootton is located roughly 4 miles north-east of the major Borough centre of King's Lynn, with a regular bus service between the two settlements. North Wootton borders the parish of South Wootton to the south, Castle Rising to the south-east, and Sandringham to the east. The north, east, and west of the village centre adjoin an AONB, with the parish bordering the coast and the River Great Ouse.
36. In terms of amenities, the parish has a good range of facilities and services, in line with a Rural Service Centre. It is home to a shop, a primary school, pub, church, village hall, a GP, and a large park shared with the neighbouring parish of South Wootton. However, due to the proximity to King's Lynn, it is classified in the Local Plans as an adjacent settlement to the major towns, benefitting from the increased amenities in the urban centre.
37. For Census purposes, the Neighbourhood Area is made up, like the rest of England, of statistical units called Output Areas (OAs). These make up Lower Layer Super Output Areas (LSOAs), which in turn make up Middle Layer Super Output Areas (MSOAs). The Plan area equates to the following LSOAs, which has been used throughout as a statistical proxy for the NA boundary and which can be interrogated for data from both the 2001 and the 2011 Censuses:
  - LSOA E01026691
  - LSOA E01026692
38. The statistics show that in the 2011 Census the NA had a total of 2,445 residents, formed into 976 households and occupying 1,003 dwellings. The Office for National Statistics (ONS) produces mid-year population estimates for parishes and wards throughout the country. The mid-2020 population estimate for North Wootton is 2,304 – indicating population decline of around 141 individuals since 2011. It is worth noting that this figure is an estimate only, based on data which is mostly available at local authority level such as administrative registers of births and deaths, data on moves between local authorities, small-area population estimates and official population projections, and not based on a survey count.
39. Since the 2011 Census, limited development has taken place in the NA, with the Borough Council of King's Lynn & West Norfolk providing completions data for North Wootton between 2011 and 2021, showing 12 net completions. The Council does not break these

down into tenures, types, or sizes so it is unknown what level of Affordable Housing was delivered. This is explored further in the 'Tenure and Affordability' Chapter. The limited development in the NA aligns with the noted population decline in the parish estimated above.

40. A map of the Plan area appears in Figure 2-1.

**Figure 2-1: Map of the North Wootton Neighbourhood Area<sup>1</sup>**



Source: Borough Council of King's Lynn & West Norfolk

## The Housing Market Area Context

41. Whilst this HNA focuses on North Wootton neighbourhood area it is important to keep in mind that neighbourhoods are not self-contained housing market areas. Housing market areas are usually wider than local authority areas and often stretch across a number of districts or boroughs. This is because housing market areas are inherently linked to the labour market, employment patterns and travel to work areas. In the case of North Wootton, the parish sits within a self-contained housing market area which only covers the local authority area of King's Lynn & West Norfolk<sup>2</sup>. This means that when households who live in these authorities move home, the vast majority move within this geography, with King's Lynn & West Norfolk having a relatively high level of self-

<sup>1</sup> Available at [https://www.west-norfolk.gov.uk/downloads/download/69/neighbourhood\\_plans\\_being\\_prepared](https://www.west-norfolk.gov.uk/downloads/download/69/neighbourhood_plans_being_prepared)

<sup>2</sup> King's Lynn & West Norfolk Housing Needs Assessment available at: [https://www.west-norfolk.gov.uk/downloads/file/6252/2020\\_housing\\_needs\\_assessment](https://www.west-norfolk.gov.uk/downloads/file/6252/2020_housing_needs_assessment)

containment with regard to migration and commuter flows. The housing market area does however have links to other neighbouring areas, including Breckland (Norfolk) and Fenland (Cambridgeshire).

42. At the neighbourhood scale it is not possible to be definitive about housing need and demand because neighbourhoods, including North Wootton, are closely linked to other areas. In the case of North Wootton, changes in need or demand in settlements nearby is likely to impact on the neighbourhood. Due to its proximity to the Borough's main settlement of King's Lynn, North Wootton is identified as an adjacent settlement in both the adopted and emerging Local Plan (whereas it likely would have been allocated a Rural Service Centre if located further afield). The needs and demands of this much larger settlement are therefore likely to have an impact on North Wootton. Although identified as being a potential area of growth alongside King's Lynn, no suitable sites were identified in parish, discussed further below. There is however the potential for windfall housing within the parish. On the other hand, it may be that some of the NA's need, especially for older persons specialist housing, will be met within King's Lynn.
43. In summary, North Wootton functions within a wider strategic area. As well as fostering good working relationships with the local planning authority (Borough Council of King's Lynn & West Norfolk), it is therefore useful to think about the *role* of the neighbourhood within the wider area. This HNA can provide evidence to understand this role and the specific features of the neighbourhood within this wider context. Neighbourhood Plans can have a significant impact in shaping their neighbourhoods, enhancing the positive role the neighbourhood play within the wider housing market, or developing policies to change entrenched patterns and improve housing outcomes in the neighbourhood and wider area.

## Planning policy context

44. Neighbourhood Plans are required to be in general conformity with adopted strategic local policies.<sup>3</sup> In the case of North Wootton, the relevant adopted Local Plan for King's Lynn & West Norfolk consists of:
45. The adopted Local Plan for King's Lynn & West Norfolk which consists of the Borough Council of King's Lynn & West Norfolk Local Development Framework Core Strategy (adopted July 2011)<sup>4</sup> and the Site Allocations and Development Management Policies Plan (SADMP) (adopted September 2016)<sup>5</sup>. The Core Strategy guides development to 2026, with the Site Allocations and Development Management Policies Plan complementing the former in setting out land allocations. In the Core Strategy, North Wootton is identified as a Settlement Adjacent to King's Lynn and the Main Towns.
46. In these areas, development will take place where it can demonstrate a positive impact on the adjacent Sub/Regional Centre/Main Town. Although North Wootton is included as one of the areas to accommodate some of the major housing growth around King's Lynn,

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

<sup>4</sup> Available at: [https://www.west-norfolk.gov.uk/downloads/download/68/core\\_strategy\\_document](https://www.west-norfolk.gov.uk/downloads/download/68/core_strategy_document)

<sup>5</sup> Available at: [https://www.west-norfolk.gov.uk/info/20220/site\\_allocations\\_and\\_development\\_management\\_policies\\_plan/514/adopted\\_plan](https://www.west-norfolk.gov.uk/info/20220/site_allocations_and_development_management_policies_plan/514/adopted_plan)

the SADMP identifies that there are no suitable sites for growth in North Wootton. It highlights that there may be scope for infilling within the settlement boundary.

47. The emerging Local Plan<sup>6</sup> will cover the period 2016-2036 and reviews both the Core Strategy and the Site Allocations and Development Management Policies to create a single Local Plan document. The Local Plan review was agreed by Full Council in July 2021, with the pre-submission consultation taking place in August/September 2021. This is the latest version of the Local Plan document. North Wootton remains classified in the Settlement Hierarchy as a Settlement Adjacent to King’s Lynn and the Main Towns.

## Policies in the adopted local plan

48. Table 2-1 summarises adopted Local Plan policies that are relevant to housing need and delivery in North Wootton.

**Table 2-1: Summary of relevant adopted policies in the Borough Council of King’s Lynn & West Norfolk Local Development Framework Core Strategy**

Policy	Provisions
CS01: Spatial Strategy	Approximately 90% of new residential development will take place in areas identified within the settlement hierarchy to ensure reasonable access to services satisfying basic day to day needs.
CS02: The Settlement Hierarchy	<p>The settlement hierarchy for King’s Lynn &amp; West Norfolk is as follows:</p> <ul style="list-style-type: none"> <li>• Sub-Regional Centre (King’s Lynn including West Lynn and Gaywood)</li> <li>• Main Towns (Hunstanton and Downham Market)</li> <li>• Settlements adjacent to King’s Lynn and the Main Towns (including North Wootton)</li> <li>• Key Rural Service Centres</li> <li>• Rural Villages</li> <li>• Smaller Villages and Hamlets</li> </ul> <p>In settlements adjacent to King’s Lynn and the main towns development will take place where it can demonstrate a positive impact on the adjacent Sub/Regional Centre/Main Town.</p>
CS03: King’s Lynn Area	<p>The strategy for growth is to provide at least 7,510 new dwellings within and around King’s Lynn including:</p> <ul style="list-style-type: none"> <li>• West Lynn,</li> <li>• South Wootton,</li> <li>• North Wootton, and</li> </ul>

<sup>6</sup> Available at: <https://west-norfolk-consult.objective.co.uk/kse/event/36371/section/ID-5877719-POLICY-LP34-HOUSING-NEEDS-OF-RURAL-WORKERS#ID-5877719-POLICY-LP34-HOUSING-NEEDS-OF-RURAL-WORKERS>

- West Winch.

At least 1,000 of these dwellings will be provided as part of the regeneration of the central part of the town and the remaining number will be allocated within urban expansion areas to the north and south-east of the town.

---

CS09: Housing Distribution

The plan will identify sufficient land for a minimum of 16,500 new dwellings across the Borough over the period 2001 to 2026. Provision will be made for at least 7,510 dwellings in total (with allocations for at least 5,070 new homes) will be made in King’s Lynn through development at strategic locations identified on the proposals map and through other smaller sites, both allocated through the Site Allocation DPD.

Encouragement will be given to brownfield sites which come forward in contributing to the overall total to support the regeneration emphasis in King’s Lynn.

Proposals for housing must take appropriate account of need identified in the most up to date SHMA with particular regard to size, type, and tenure of dwellings.

The percentage which will be sought for affordable housing provision on qualifying sites outside of the built up area of King’s Lynn is 20%. In King’s Lynn, Downham Market, and Hunstanton, the affordable housing threshold is 10 dwellings or sites of 0.33 ha or more and 5 or more dwellings in the rural areas.

Tenure mix – 70/30 rented to ‘shared ownership’, adjusted where necessary to balance housing need and make schemes viable, subject to negotiation. 30% ‘shared ownership’ is to also include other forms of intermediate tenure, including intermediate rented.

---

DMP (2016) - DM8: Delivering Affordable Housing on Phased Development

On sites allocated for residential development through the Local Plan process the requirement to provide affordable housing under Core Strategy CS09 Housing will apply jointly to the whole of a single allocated site that is developed incrementally and where development of the whole site results in a requirement for a proportion of affordable housing.

On windfall sites the requirement to provide affordable housing under Core Strategy CS09 Housing will apply where the Council considers that the proposed development forms part of a larger site which, if developed, would result in a requirement for a proportion of affordable housing.

*Source: Borough Council of King’s Lynn & West Norfolk*

## Policies in the emerging local plan

49. Table 2-2 summarises emerging Local Plan policies that are relevant to housing need and delivery in North Wootton.

**Table 2-2: Summary of relevant emerging policies in the King’s Lynn & West Norfolk emerging Local Plan Review (Pre-Submission Stage 2021)**

Policy	Provisions
LP01: Spatial Strategy	<p>The strategy for King’s Lynn (including South Wootton, North Wootton, West Lynn, and West Winch) will focus on promoting King’s Lynn as the main centre. It will provide for new houses through the regeneration of brownfield land and urban expansion.</p> <p>The Local Housing Need (LHN) of 539 new dwellings spread over the 20 year plan period (2016-2036) results in a need of 10,780 dwellings which need to be planned for.</p> <p>3,835 homes are allocated for King’s Lynn and Surrounding Areas, 62% of the total allocation. However, 0 homes are allocated specifically for North Wootton.</p>
LP02: Settlement Hierarchy	<p>The settlement hierarchy for King’s Lynn &amp; West Norfolk is as follows:</p> <ul style="list-style-type: none"> <li>• Sub-Regional Centre (King’s Lynn, including West Lynn)</li> <li>• Main Towns (Hunstanton and Downham Market)</li> <li>• Settlements adjacent to King’s Lynn and the Main Towns (including North Wootton)</li> <li>• Growth Key Rural Service Centres</li> <li>• Key Rural Service Centres</li> <li>• Rural Villages</li> <li>• Smaller Villages and Hamlets</li> </ul> <p>Settlements adjacent to King’s Lynn and the main towns are identified as settlements which function as separate communities whilst also supporting adjacent larger settlements, often through significant residential developments.</p>
LP28: Affordable Housing	<p>Proposals for housing need to meet the need as identified in the most up to date housing needs assessment with particular regard to size, type, and tenure of dwellings.</p> <p>Affordable rented housing provided on-site should be maintained as affordable housing in perpetuity.</p> <p>On new developments affordable housing should be fully integrated with general market housing to achieve a mixed and balanced community.</p>

The percentage of affordable housing provision sought on qualifying sites outside of the built-up area of King's Lynn is 20%, with an affordable housing threshold of 10 or more dwellings (or sites 0.33 ha or larger) in King's Lynn, Downham Market, and Hunstanton and 5 or more dwellings in the rural areas.

Tenure mix is 70% rented, 25% First Homes, and 5% shared ownership, adjusted where necessary to balance housing need and make schemes viable.

Affordable housing should be delivered on site.

On windfall sites the requirement to provide affordable housing will apply where the Borough Council considers that the proposed development forms part of a larger site which, if developed, would result in a requirement for a proportion of (or contribution to) affordable housing.

The Borough Council will support schemes for the provision of affordable housing as exceptions to normal planning policies subject to criteria outlined in the Policy.

---

LP29: Housing for the Elderly and Specialist Care	Development proposals providing specialist housing options for older people's accommodation and others with support needs, including sheltered housing, supported housing, extra-care housing, and residential/nursing care homes will be encouraged.
---	---

Further details are outlined in the policy.

---

LP30: Adaptable and Accessible Homes	All new homes must be designed and constructed in a way that enables them to be adaptable, so they can meet the changing needs of their occupants over their lifetime. Planning permission will be granted for new dwellings subject to the following:
--------------------------------------	--

- 50% of new homes must be built to meet requirement M4(2) of Part M of the Building Regulations: Category 2 for accessible and adaptable dwellings
- The encouragement, where practicable and viable, of dwellings on schemes involving major development being provided as wheelchair adaptable dwellings in accordance with the Building Regulations M4(3) standard: Category 3.
- The Borough Council will require a minimum of 5% of the affordable housing contribution (new dwellings) on major housing developments to accord with Category M4(3) (wheelchair adaptability).

---

LP31: Residential Development	For the purpose of this policy small scale refers to development of between 1 to 5 dwellings. This Policy does not apply to settlements
-------------------------------	---

Reasonably  
Related to  
Existing  
Settlements

covered by a Made Neighbourhood Plan unless the relevant Neighbourhood Plan allows this.

1. Residential development will be permitted in areas reasonable related to existing settlements identified in the Settlement Hierarchy Policy LP02 and their development boundaries where it involves:
  - a. the sensitive infilling of small gaps either wholly or in part, or rounding off the existing development boundary; and
  - b. the development is appropriate to the scale and character of the settlement and its surroundings; and
  - c. it will not fill a gap which provides a positive contribution to the street scene or views in/out of the locality; and
  - d. recognition that the development must conserve or enhance the natural environment and conserve and where appropriate enhance any heritage assets in the locality; and
  - e. sitting sympathetically within the wider landscape, preserves or enhances the setting of the nearest settlement; and
  - f. where possible the development is located to maximise the use of walking, cycling, and public transport to access services.
2. In exceptional circumstances the development of small groups of dwellings, i.e. not major development, so less than 10 dwellings, may be considered appropriate where the development is of a particularly high quality and would provide significant benefits to the local community.
3. Meaningful consultation with the Town/Parish Council, local community and other local stakeholders will be encouraged prior to submitting a planning application.
4. Additional weight will be given to proposals for Custom and Self-Build development.

---

*Source: Borough Council of King's Lynn & West Norfolk*

## **Quantity of housing to provide**

50. The NPPF 2021 (paragraphs 66 and 67) requires Local Authorities to provide neighbourhood groups upon request with a definitive or an indicative number of houses to plan for over the Neighbourhood Plan period.
51. The Borough Council of King's Lynn & West Norfolk has fulfilled that requirement by providing North Wootton with a figure of 0 dwellings to be accommodated within the

Neighbourhood Area by the end of the Plan period.<sup>7</sup> The emerging Local Plan states that no suitable sites were identified in the SADMP for North Wootton and that the current local housing need is being sufficiently met meaning that no further site allocations are proposed. There is however the potential for some windfall housing within the parish. It is also noted that there is significant strategic allocation within close proximity to the NA at the adjoining settlement of South Wootton.

---

<sup>7</sup> As confirmed in Teams call with North Wootton Neighbourhood Plan Steering Group, February 2022

## 3. Approach

### Research Questions

52. The following research questions were formulated at the outset of the research through discussion with the North Wootton Neighbourhood Plan Steering Group. They serve to direct the research and provide the structure for the HNA.

### Tenure and Affordability

53. The neighbourhood planning group would like to understand the needs of the community for housing of varying tenures, as well as the relative affordability of those tenures that should be provided to meet local need now and into the future.
54. This evidence will allow North Wootton to establish the right conditions for new development to come forward that is affordable, both in the broader sense of market housing attainable for first-time buyers, and as Affordable Housing for those who may be currently priced out of the market.
55. The neighbourhood planners are interested in exploring the need for Affordable Housing for sale (also known as affordable home ownership) and are therefore eligible for support under the Affordable Housing for sale element of the Neighbourhood Planning Technical Support programme. Analysis and commentary on this issue has been provided where relevant and possible in the HNA.

***RQ 1: What quantity and tenures of Affordable Housing should be planned for over the Neighbourhood Plan period?***

### Type and Size

56. The neighbourhood planning group is seeking to determine what size and type of housing would be best suited to the local community. The Steering Group identify that there is a steadily aging population within North Wootton and therefore that housing needs may be driven by opportunities for downsizing and bungalows.
57. The aim of this research question is to provide neighbourhood planners with evidence on the types and sizes needed by the local community. This will help to shape future development so that it better reflects what residents need.
58. While this study is not able to advise on space standards or home configurations, it may reveal imbalances between the available stock and demographic trends.
59. Note, however, that the evidence gathered here takes the current population as its starting point and projects forward trends that exist today. It therefore risks embedding features of the housing stock and occupation patterns that the community may actually wish to change. In that sense, the findings in this report might be viewed as the baseline scenario on top of which the community's objectives and primary evidence should be layered to create a more complete picture and vision for the future.

***RQ 2: What type (terrace, semi, bungalows, flats and detached) and size (number of bedrooms) of housing is appropriate for the Plan area over the Neighbourhood Plan period?***

## **Specialist Housing for Older People**

60. This chapter supplements the demographic evidence relating to Type and Size, including the potential demand for downsizing, to consider the quantity and characteristics of need for housing for older people with some form of additional care.

***RQ 3: What provision should be made for specialist housing for older people over the Neighbourhood Plan period?***

## **Relevant Data**

61. This HNA assesses a range of evidence to ensure its findings are robust for the purposes of developing policy at the Neighbourhood Plan level and is locally specific. This includes data from the 2011 Census and a range of other data sources, including:

- Other Office of National Statistics (ONS) datasets providing more up-to-date demographic information;
- ONS population and household projections for future years;
- Valuation Office Agency (VOA) data on the current stock of housing;
- Land Registry data on prices paid for housing within the local market;
- Rental prices from Home.co.uk;
- Local Authority housing waiting list data; and
- King's Lynn & West Norfolk Housing Needs Assessment, March 2020.<sup>8</sup>

62. More recent data sources for the population and existing housing stock will be used wherever possible in this report. However, Census datasets providing, for example, the breakdown of households (as opposed to individuals) by age and the tenure of dwellings, cannot be accurately be brought up to date in this way. Such patterns are instead generally assumed to persist to the present day.

---

<sup>8</sup> Available at: [https://www.west-norfolk.gov.uk/downloads/file/6252/2020\\_housing\\_needs\\_assessment](https://www.west-norfolk.gov.uk/downloads/file/6252/2020_housing_needs_assessment)

## 4. RQ 1: Tenure, Affordability and the Need for Affordable Housing

***RQ 1: What Affordable Housing (eg social housing, affordable rented, shared ownership, discounted market sale, intermediate rented) and other market tenures should be planned for in the housing mix over the Neighbourhood Plan period?***

### Introduction

63. This section approaches the question of affordability from two perspectives. First, it examines what tenure options are currently available in the parish and which of them might be most appropriate going forward, based on the relationship between how much they cost and local incomes. Second, it estimates the quantity of Affordable Housing that might be required during the Neighbourhood Plan period. The scale of need for these homes can justify planning policies to guide new development.
64. Tenure refers to the way a household occupies their home. Broadly speaking, there are two categories of tenure: market housing (such as homes available to purchase outright or rent from a private landlord) and Affordable Housing (including subsidised products like social rent and shared ownership). We refer to Affordable Housing, with capital letters, to denote the specific tenures that are classified as affordable in the current NPPF. A relatively less expensive home for market sale may be affordable but it is not a form of Affordable Housing.
65. The definition of Affordable Housing set out in the NPPF 2021 makes clear the Government's commitment to home ownership by broadening the definition to include a range of low-cost housing opportunities for those aspiring to own a home. As part of this effort, the Government has recently introduced a new product called First Homes.<sup>9</sup>
66. Because the First Homes product is new and expected to be an important part of the strategy for improving access to home ownership, it is worth summarising its key features and implications:
- First Homes should be available to buy with a minimum discount of 30% below their full market value (i.e. the value of an equivalent new home);
  - The discount level can be set higher than 30% – at 40% or 50% – where this can be suitably evidenced. The setting and justifying of discount levels can happen at neighbourhood as well as local authority scale;
  - After the discount is applied the initial sale price must not exceed £250,000 (or £420,000 in Greater London), and lower caps can be set locally;

---

<sup>9</sup> The shape that the new First Homes product will take is set out in a Ministerial Statement issued in May 2021, available here: <https://questions-statements.parliament.uk/written-statements/detail/2021-05-24/hlws48>. The relevant update to PPG is available here: <https://www.gov.uk/guidance/first-homes#contents>.

- Purchasers must be first-time buyers with an income less than £80,000 (or £90,000 in Greater London), and First Homes can be prioritised for local people and/or key workers;
- They will be subject to legal restrictions ensuring the discount is retained for future occupants, and renting out or sub-letting will not normally be permitted;
- In addition to setting the discount level, local authorities and neighbourhood planning groups can apply additional criteria, such as a lower income cap, local connection test or prioritisation for key workers through adopted plans, emerging policy or Supplementary Planning Documents.
- 25% of all homes delivered through section 106 developer contributions on sites enabled through the planning process should be sold as First Homes. In simpler terms, 25% of all subsidised Affordable Housing on mainstream housing developments should be First Homes. This is likely to mean that First Homes will take the place of shared ownership housing in many circumstances, and in some cases may also displace social or affordable rented homes.

## Current tenure profile

67. The current tenure profile is a key feature of the Neighbourhood Area (NA). Patterns of home ownership, private renting and affordable/social renting reflect demographic characteristics including age (with older households more likely to own their own homes), and patterns of income and wealth which influence whether households can afford to rent or buy and whether they need subsidy to access housing.
68. Table 4-1 presents data on tenure in North Wootton compared with King's Lynn & West Norfolk and England from the 2011 Census, which is the most recent available source of this information. It shows that a large majority of households in North Wootton own their own home at 85.3% of households, significantly higher than the Borough and national figures of 69.4% and 63.3% respectively. Due to the dominance of owner occupied households, the proportion of households living in the private rented sector in the NA is below the levels observed in King's Lynn & West Norfolk as a whole and across the England. There is a very low proportion of households living in the social rented sector in North Wootton at just 3.7%, compared to 17.7% nationally.
69. The 2021 Census will provide the most robust and up-to-date picture of the tenure split of households in the NA when the results are released in the coming months. However, it is interesting to observe the changes recorded between the 2001 and 2011 Census. In North Wootton the proportion of owner occupied sector remained relatively stable. However, the proportion of shared ownership and social rented dwellings fell by 50.0% and 14.3% respectively in this time period. This could be due to a number of reasons, including the full staircasing of existing shared ownership properties until they essentially become market properties and the potential loss of social housing stock through Right to Buy or demolitions. The private rented sector expanded by 131.0%, a rate of growth that exceeded the national growth in the sector of 82.4%. The private rented sector

expanding in this way may be indicative of affordability challenges in the NA, with households increasingly only being able to rent as opposed to buy.

**Table 4-1: Tenure (households) in North Wootton, 2011**

Tenure	North Wootton	King’s Lynn & West Norfolk	England
Owned	85.3%	69.4%	63.3%
Shared ownership	0.3%	0.4%	0.8%
Social rented	3.7%	13.3%	17.7%
Private rented	9.9%	14.7%	16.8%

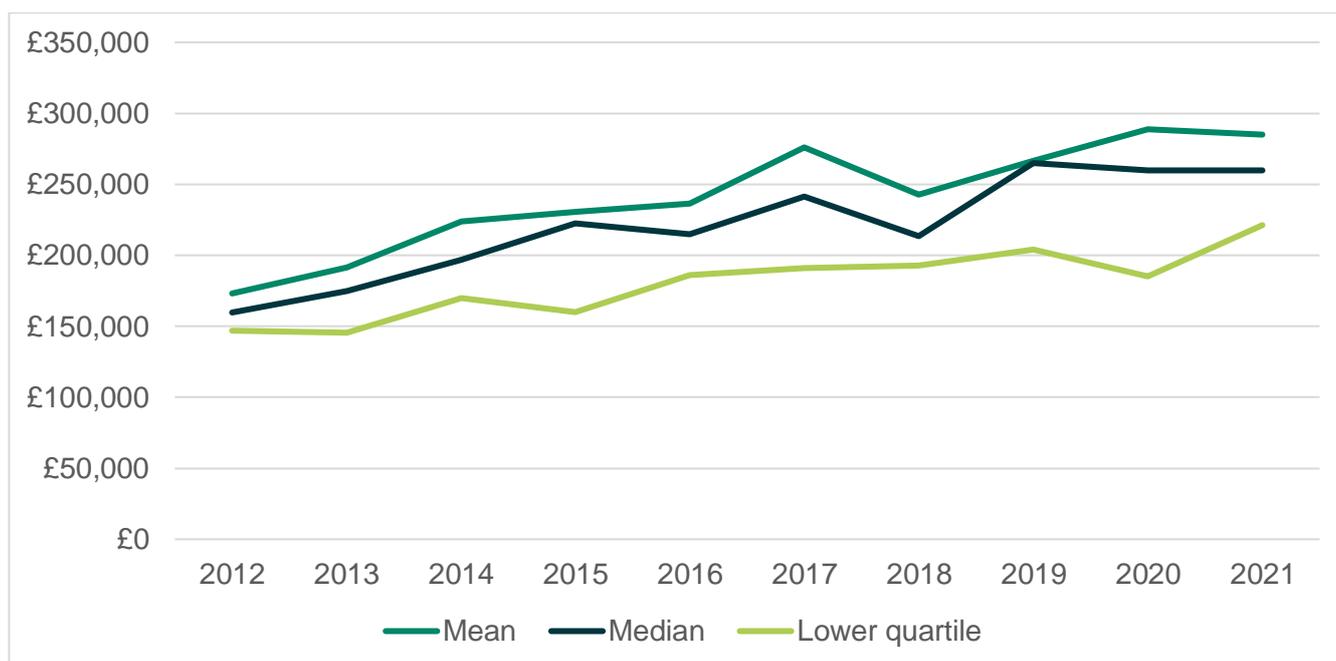
Sources: Census 2011, AECOM Calculations

## Affordability

### House prices

70. House prices provide an indication of the level of demand for homes within an area. The relationship between house prices and incomes determines whether housing is affordable to local households and, to a large extent, what tenure, type and size of home they occupy. Changes in affordability over time can indicate pressures in the housing market. As such, it is useful for the evidence base for plans to examine trends in prices and consider what this reveals about the local housing market.
71. Figure 4-1 looks at selected measures of house prices in North Wootton. It shows that the median and lower quartile house prices in the NA rose relatively steadily between 2012 and 2021, with some fluctuations in this time period, partly due to a relatively small sample size. The mean house price is shown as higher than the median due to the mean capturing the average of all house prices, both high and low, with the few outlying data points on the high end causing the mean to increase. The median on the other hand is the middle number when the values are sorted from smallest to largest.
72. The median house price increases by 62.8% between 2012 and 2021 to £260,000. However, the highest median price is recorded in 2019 at £265,000. There is some fluctuation, particularly between 2015 and 2019 in median house prices, potentially due to relatively small sample sizes (an average of 28 transactions per year in this time period), and the type, size, location, and condition of dwellings impacting house prices. There are less significant fluctuations in the lower quartile house prices, with slight declines in 2015 and 2020. However, the increase overall is relatively steady, with lower quartile house prices increasing from £146,875 in 2012 to the peak in 2021 of £221,250.

**Figure 4-1: House prices by quartile in North Wootton, 2012-2021**



Source: Land Registry PPD

73. Table 4-2 breaks down house prices by type, presenting the median within each type. It shows that the greatest growth was in detached dwellings at 76.3% between 2012 and 2021. The highest detached house price was noted in 2020 at £304,000, £8,750 above the median house price for 2021. There is one clear outlier in the detached house prices, in 2015, where the average price increases by £40,500 on the previous year, falling again by £30,500 the following year. This could be due to varying sizes or conditions of the properties being sold in this year. Growth was less significant in semi-detached properties at 47.0%, with the highest house price being recorded in 2021. There were too few terraced transactions to make any meaningful conclusions about price growth, but an increase can be seen. There were no transactions for flats between 2012 and 2021.

**Table 4-2: Median house prices by type in North Wootton, 2012-2021**

Type	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Growth
Detached	£167,500	£211,000	£225,000	£265,500	£235,000	£255,000	£267,000	£287,500	£304,000	£295,250	76.3%
Semi-detached	£146,250	£142,500	£152,500	£155,000	£190,000	£170,000	£191,002	£203,000	£183,000	£215,000	47.0%
Terraced	£129,500	£125,000	-	-	£180,000	£195,000	-	-	-	-	-
Flats	-	-	-	-	-	-	-	-	-	-	-
<b>All Types</b>	<b>£159,750</b>	<b>£175,000</b>	<b>£197,000</b>	<b>£222,500</b>	<b>£215,000</b>	<b>£241,250</b>	<b>£213,500</b>	<b>£265,000</b>	<b>£260,000</b>	<b>£260,000</b>	<b>62.8%</b>

Source: Land Registry PPD

## Income

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

75. The first source is ONS's estimates of incomes in small areas. This is locally specific but limited to the overall average income (i.e. it does not provide the average income of lower earners). The average total household income before housing costs locally was £52,900 in 2018. A map of the area to which this data applies is provided in Appendix A.
76. The second source is ONS's annual estimates of UK employee earnings. This provides lower quartile average earnings (i.e. the income of the lowest 25% of earners). However, it is only available at the Local Authority level. It also relates to individual earnings. While this is an accurate representation of household incomes where there is only one earner, it does not represent household income where there are two or more people earning. King's Lynn & West Norfolk's gross individual lower quartile annual earnings were £13,839 in 2020. To estimate the income of households with two lower quartile earners, this figure is doubled to £27,678.
77. It is immediately clear from this data that there is a large gap between the spending power of average earning households and those earning the lowest 25% of incomes, particularly where the household in question has one earner only.

## **Affordability Thresholds**

78. To gain a clearer understanding of local affordability, it is useful to understand what levels of income are required to afford different tenures. This is done using 'affordability thresholds': the estimated amount of annual income required to cover the cost of rent or a mortgage given local housing prices.
79. AECOM has determined thresholds for the income required in Newbold Verdon to buy a home in the open market (average and entry-level prices), and the income required to afford private rent and the range of Affordable Housing tenures as set out in the NPPF. These calculations are detailed and discussed in more detail in Appendix A.
80. The key assumptions made in assessing the affordability of different tenures are explained alongside the calculations, but it is worth noting here that we have assumed that the maximum percentage of household income that should be spent on rent is 30% and that mortgage financing will be offered at a maximum of 3.5 times household income.
81. It is important to note that the North Wootton Neighbourhood Plan Steering Group believe that around half of residents in the parish are in receipt of a pension. The older population may have a slightly different levels of accessibility to housing in the parish than the assumptions described above. It is likely that many, if they own their own home, would have existing equity in their homes and therefore have significantly more than a 10% deposit, potentially able to buy outright if downsizing. Those of pensionable age would also be unlikely to secure a mortgage and so downsizing would likely be the only option to remain owner occupiers in market housing.
82. Table 4-3 summarises the estimated cost of each tenure, the annual income required to support these costs within the NA, and whether local incomes are sufficient. The income required column assumes the household already has access to a deposit (which we have assumed to be 10% of the value to be purchased) but does not reflect the possibility that households may already hold equity from an existing property. Although these factors

may be crucial to whether housing will be affordable, they are highly dependent on individual circumstances that cannot be anticipated here.

83. The same information is presented as a graph in Fig on a subsequent page, with selected measures from the table presented for clarity.

**Table 4-3: Affordability thresholds in Newbold Verdon (income required, £)**

Tenure	Mortgage value (90% of price)	Annual rent	Income required	Affordable on average incomes? £52,900	Affordable on LQ earnings (single earner)? £13,839	Affordable on LQ earnings (2 earners)? £27,678
<b>Market Housing</b>						
Median House Price	£234,000	-	£66,857	No	No	No
NA Estimated New Build Entry-Level House Price	£227,202	-	£64,915	No	No	No
LQ/Entry-level House Price	£199,125	-	£56,893	No	No	No
Average Market Rent	-	£10,530	£35,100	Yes	No	No
Entry-level Market Rent	-	£8,910	£29,700	Yes	No	No
<b>Affordable Home Ownership</b>						
First Homes (-30%)	£159,041	-	£45,440	Yes	No	No
First Homes (-40%)	£136,321	-	£38,949	Yes	No	No
First Homes (-50%)	£113,601	-	£32,457	Yes	No	No
Shared Ownership (50%)	£113,601	£3,156	£42,976	Yes	No	No
Shared Ownership (25%)	£56,800	£4,733	£32,007	Yes	No	No
Shared Ownership (10%)	£22,720	£5,680	£25,425	Yes	No	Yes
<b>Affordable Rented Housing</b>						
Affordable Rent	-	£5,376	£17,901	Yes	No	Yes
Social Rent	-	£4,399	£14,648	Yes	Marginal	Yes

Source: AECOM Calculations

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

### Market housing for purchase and rent

85. Thinking about housing for purchase on the open market, it appears that local households on average incomes are unable to access even entry-level homes unless they have the advantage of a very large deposit. Market housing, even with the benefit

of a higher than average income, is likely to remain out of reach to most. The median house price would require an annual income 26.4% higher than the current average.

86. Private renting is generally only affordable to average earners. Households made up of one or two lower quartile earners cannot afford the given rental thresholds. Affordability is improved if households are able or willing to dedicate a larger proportion of their incomes to rental costs, although this has repercussions for other quality of life aspects and cannot be assumed to suit all individuals' circumstances.

### **Affordable home ownership**

87. There is a relatively large group of households in North Wootton who may be able to afford to rent privately but cannot afford home ownership. They are typically earning between around £29,700 per year (at which point entry-level rents become affordable) and £56,893 (at which point entry-level market sale homes become affordable). This 'can rent, can't buy' cohort may benefit from the range of affordable home ownership products such as First Homes and shared ownership.
88. First Homes are to be offered at a discount of at least 30% on equivalent market prices (i.e. new build, entry-level properties). Local authorities and neighbourhood plan qualifying bodies will have discretion to increase the discount on First Homes to 40% or 50% where there is evidence to suggest this is appropriate.
89. This report has estimated the income required to afford First Homes and tested the implications of 30%, 40% and 50% discount levels. It is recommended that in North Wootton First Homes are delivered at a 30% discount as this makes First Homes accessible to households on mean incomes. Increasing the discount does not make First Homes accessible to any further income groups. Therefore, keeping the discount at 30% may increase the viability of Affordable Housing on sites, helping to protect the provision of social/affordable rented housing.
90. Table 4-4 shows the discount required for First Homes to be affordable to the three income groups. In order to estimate the cost of a typical First Home in the NA, the estimated new build entry-level house price was calculated. In order to estimate this for the NA, the uplift between new build house prices in 2020 and 2021 in King's Lynn & West Norfolk was calculated against total house prices. This uplift of 14.1% was then applied to the North Wootton lower quartile house price to give an estimated new build entry-level house price which the income thresholds for First Homes and shared ownership were then calculated against. It is also worth thinking about First Homes in relation to the median and lower quartile house prices in the NA to get a complete picture, with the discount levels required for these alternative benchmarks given below.

**Table 4-4: Discount on sale price required for households to afford First Homes**

Tenure/product	Mean Income	LQ Income x1	LQ Income x2
NA Median house price	21%	79%	59%
NA Estimated New Build Entry-Level House Price	19%	79%	57%
NA Entry-level house price	7%	76%	51%

Source: Land Registry PPD; ONS MSOA total household income

91. Shared ownership appears to be similarly affordable than First Homes and is broadly accessible to the same groups, with the exception of shared ownership at 10% equity which is more affordable and accessible to households with two lower quartile earners. Government has recently announced that the minimum equity share for shared ownership will fall to 10% of the property value.<sup>10</sup> If this is delivered in the NA, it will make shared ownership easier to access for more people. However, while the income threshold for a 10% equity shared ownership home is lower, this product may not necessarily be more attractive than the alternatives (such as shared ownership at higher equity shares and First Homes) for those who can afford them.
92. The transition from 10% to 100% ownership would be long, and during this period the rent on the 90% unsold value would not be subsidised, meaning that monthly costs for occupants will remain relatively high and the build-up of equity will be relatively slow. This product would therefore only be a realistic route to full ownership for households prepared to take a long-term view.
93. The income required to access Rent to Buy is assumed to be the same as that required to afford market rents. On that basis, First Homes and shared ownership are more affordable when First Homes have a 50% discount or shared ownership at 25% and 10% equity shares. Rent to Buy is considered more affordable than First Homes at 30% and 40% discount and than shared ownership at 50% equity. This product would be accessible to households on mean incomes.
94. These three products need to be considered in relation to what they offer occupants in the long term beyond simply being affordable to access or not.
- First Homes allow for a greater ownership stake in the property, enabling occupiers to benefit from price appreciation over time. Monthly outgoings are also limited to mortgage costs alone, which tend to be cheaper than renting.
  - Shared ownership at high equity shares performs a similar function to First Homes, but there are additional costs associated with the rented portion.
  - Shared ownership at low equity shares can usually be accessed by lower earning households (than First Homes) and requires a smaller deposit. However, this is a potentially less attractive route to eventual ownership because monthly outgoings remain high. The occupant has to pay a significant monthly rent as well as service

<sup>10</sup> The previous minimum equity share was 25%. This change took effect from 28 June 2021 and transitional arrangements are in place for planning policy documents that are prepared during the implementation timeframe. Changes are also introduced to make the process of staircasing to full ownership more gradual with lower minimum increments of 1%. The ministerial statement confirming and detailing the changes is available here: <https://questions-statements.parliament.uk/written-statements/detail/2021-05-24/hws48>.

charges and other costs, so it can be harder for them to save funds to buy out a greater share in the property over time.

- Rent to Buy requires no deposit, thereby benefitting those with sufficient incomes but low savings. It is more attractive than renting but results in a much slower accumulation of the funds that can provide an eventual route to ownership than the other tenures discussed above.

95. In conclusion, all of these products would provide value to different segments of the local population, with shared ownership at a 10% equity share potentially allowing lower earning households to get a foot on the housing ladder, while Rent to Buy is helpful to those with little or no savings for a deposit, and First Homes potentially providing a better long-term investment to those who can afford to access it.

### **Affordable rented housing**

96. Affordable rented housing is generally affordable to households with two lower earners depending on their household size (average earning households are unlikely to be eligible). However, households with a single lower earner appear unable to afford any of the tenures considered except perhaps the smallest socially rented units. Many such individuals will, if unable to secure a social rented dwelling require additional subsidy through Housing Benefit to access housing.
97. The evidence in this chapter suggests that the affordable rented sector performs a vital function in North Wootton as the only option for a large segment of those in the greatest need. Social rents are cheaper and would therefore leave households on lower earnings better off and better able to afford their other living costs, such as food and fuel etc. Where households are supported by housing benefit the difference in the cost of affordable and social rents may be irrelevant as the level of housing benefit flexes according to the rent. This mean that households supported by housing benefit may be no better off in social rented accommodation because they receive a lower rate of housing benefit to cover their rent.

**Figure 4-2: Affordability thresholds in North Wootton, income required (additional cost of deposit in black)**



Source: AECOM Calculations

## Affordable housing- quantity needed

98. The starting point for understanding the need for affordable housing in North Wootton is the relevant Local Housing Needs Assessment (LHNA) – the King’s Lynn & West Norfolk Housing Needs Assessment (2020). This study estimates the need for affordable housing in the Borough based on analysis of the Council’s waiting list and analysis of other data sets in line with Planning Practice Guidance at the time. The LHNA identifies the need for 202 additional affordable homes each year in King’s Lynn & West Norfolk area as a whole. Whilst the LHNA does not provide a recommended split for affordable housing, it does provide a suggested tenure split for all new housing in King’s Lynn & West Norfolk, as outlined:

- 53.7% owner occupied;
- 22.0% private rented;
- 7.7% shared ownership;
- 16.7% social/affordable rent.

When looking at just the affordable elements of this recommended split of new housing, the ratio between social/affordable rent and affordable home ownership (in this case classified as shared ownership) can be extrapolated to a 68% to 32% split. A caveat worth emphasising is that one unit of Affordable Housing does not necessarily service one household worth of need, since the unit might have 2 bedrooms while the applicant household might require 4 bedrooms, may be located in an inappropriate location, or be otherwise unsuitable.

It is also important to keep in mind that with the estimate for affordable home ownership, these households are, by and large, adequately housed in other circumstances. They do not necessarily lack their own housing but would prefer to buy rather than rent. They have been included in the national planning definition of those in need of Affordable Housing, but their needs are less acute than those on the waiting list for affordable rented housing. This further indicates that the need is largely for social/affordable rent as it relates to households who live in unsuitable housing and who cannot afford to access market rents.

99. When the LHNA figures are pro-rated to North Wootton based on its fair share of the population (1.52% of the LPA’s population), this equates to 3.1 dwellings per annum or 43.4 dwellings over the Neighbourhood Plan period 2022-2036. Using the assumed split of Affordable Housing mentioned above, of 68% social/affordable rent and 32% affordable home ownership, this can be broken down further. It is estimated therefore that there is a need in North Wootton for 29.5 affordable rented dwellings and 13.9 dwellings for affordable home ownership within the plan period

100. There is currently a backlog of households in need currently in the NA on the Borough Council of King’s Lynn & West Norfolk Housing Register waiting list.

Data provided by the Borough Council indicates a total of 7 existing residents within North Wootton parish on the waiting list. The number with a local connection to the parish or simply a preference for residing there is likely to be greater still. The need is broken down into the size of dwelling required with two 1-bedroom dwellings, four 2-bedroom dwellings, and one 3-bedroom. This need may justify the delivery of some affordable rented housing towards the beginning of the plan period to contribute towards meeting this existing need. It also emphasises the need for a mix of sizes of affordable rented housing in order to meet the needs of different households.

101. There is no policy or legal obligation on the part either of the Local Authority or Neighbourhood Plan to meet affordable housing needs in full, though there are tools available to the Steering Group that can help ensure that it is met to a greater extent if resources permit (e.g., the ability to allocate sites for affordable housing).
102. It is also important to remember that even after the Neighbourhood Plan is adopted, the allocation of affordable rented housing to those in need, and the management of the housing waiting list all remain the responsibility of the Local Authority rather than the neighbourhood planning group.

## **Additional LHNA findings**

103. The King's Lynn & West Norfolk Housing Needs Assessment outlines a number of areas which may relate to housing tenure and affordability in North Wootton. These are outlined below:
  - The mean gross annual household income in King's Lynn & West Norfolk is 4.6% below the equivalent for Norfolk.
  - The 2018 overall property price in King's Lynn & West Norfolk was 19.5% lower than nationally and 11.5% lower than East Anglia. The average rental price in King's Lynn & West Norfolk was 23.6% lower than nationally and 24.9% lower than the East region.
  - The recommended tenure split of new housing in King's Lynn & West Norfolk during the Local Plan period (to 2036) is outlined above in 'Affordable housing – quantity needed'.

## **Affordable Housing policy guidance**

104. King's Lynn & West Norfolk's emerging policy on this subject Policy LP28: Affordable Housing requires 20% of all new housing in areas outside of the 'built-up area of King's Lynn' to be affordable. It is somewhat unclear the threshold for affordable housing requirements to apply to developments in North Wootton, with the emerging Local Plan outlining the following:
  - In King's Lynn, Downham Market, and Hunstanton it is required on sites of 10 or more dwellings.
  - In rural areas it is required on sites of 5 dwellings or more.

Through the emerging Local Plan North Wootton is classified as a 'settlement adjacent to King's Lynn and the main towns' as well as being included in the strategy for King's Lynn. It is however assumed to be outside the 'built-up area of King's Lynn' when determining the Affordable Housing requirement. For the purposes of this Housing Needs Assessment, it is assumed that North Wootton will be categorised as a rural area as opposed to in one of the listed towns, with Affordable Housing to be delivered on sites with 5 or more dwellings.

105. It is unknown what proportion housing developed between 2011 and 2021 was delivered as Affordable Housing. However, completions data provided by the Borough Council of King's Lynn & West Norfolk suggest that there were 12 net completions in this time period. Of these, only one development provided net completions high enough to meet the Affordable Housing threshold of 5 dwellings. If the required percentage of Affordable Housing was delivered on this site then it is estimated that 1 dwelling of Affordable Housing was delivered between 2011 and 2021. It is therefore understood that the Affordable Housing need is not being met.
106. The overall proportion of housing that must be affordable is not an area of policy that a Neighbourhood Plan can usually influence, but it is worth emphasizing that the HNA finds there to be robust evidence of need for Affordable Housing in the NA, and every effort should be made to maximise delivery where viable.
107. How the Affordable Housing that comes forward through mainstream development sites is broken down into specific tenures – such as the balance between rented tenures and routes to home ownership – is specified in the emerging Local Plan as 70% rented, 25% First Homes, and 5% shared ownership, but able to be adjusted where necessary. The HNA can supply more localized evidence, and this section summarises the factors that might be taken into account before proposing a suggested Affordable Housing tenure mix that might be suitable for North Wootton specifically.
108. The following evidence and considerations may be used as a starting point in the development of policy concerning the Affordable Housing mix:
  - A. **Evidence of need for Affordable Housing:** Using figures from the LHNA, this study estimates that North Wootton requires roughly 29.5 units of affordable rented housing and 13.9 units of affordable home ownership over the Plan period. Both forms of Affordable Housing appear to be valuable in meeting the needs of people on various incomes.

The relationship between these figures suggests that 68% of Affordable Housing should be rented and 32% should offer a route to ownership. However, as noted above, these figures are not directly equivalent: the former expresses the identified need of a group with acute needs and no alternative options; the latter expresses potential demand from a group who are generally adequately housed in rented accommodation and may not be able to afford the deposit to transition to ownership.

If the quantity of new housing overall were unlimited, 68% to 32% may be an appropriate affordable tenure mix. However, this is not likely and also not strictly necessary.

- B. Can Affordable Housing needs be met in full?** How far the more urgently needed affordable rented housing should be prioritised in the tenure mix depends on the quantity of overall housing delivery expected.

The housing requirement figure for North Wootton provided by the Borough Council of King's Lynn & West Norfolk is zero, meaning that there is not expected to be any development in the NA during the plan period. If any windfall or speculative development were to take place it is likely, based on completions in the last decade, that this would come forward in the form of small infill developments unlikely to be large enough to meet the threshold of 5 dwellings, above which the Affordable Housing policy applies. Therefore, the potential delivery of Affordable Housing is expected to be very limited and insufficient to satisfy the total potential demand for Affordable Housing identified here.

As a result, affordable rented housing should have a higher weighting in the tenure mix to ensure that the most acute needs are met as a priority on any developments that do come forward and are required to supply Affordable Housing.

- C. Government policy (eg NPPF) requirements:** current NPPF policy requires 10% of all homes to be delivered for affordable home ownership. For 10% of all housing to be affordable ownership in King's Lynn & West Norfolk, where 20% of all housing should be affordable, 50% of Affordable Housing should be for affordable ownership. This does not comply with the guideline tenure split sought in the Local Plan which suggests 30% home ownership (25% First Homes and 5% shared ownership).

There can be exceptions to this requirement if it would prevent the delivery of other forms of Affordable Housing. Based on the findings of this HNA it is thought that delivery of 10% or more of homes as affordable home ownership may impact on the ability to deliver much needed social/affordable rented housing.

- D. Local Plan policy:** As noted above, the emerging Local Plan seeks a tenure split of 70% social/affordable rented housing and 30% affordable home ownership. In terms of affordable home ownership, the preferred product split is 25% First Homes (in line with national requirements) and 5% shared ownership.
- E. First Homes policy:** The Government recently concluded a consultation on the introduction of First Homes (to provide at least 30% discount on new build home prices). The proposals have now been enacted through a ministerial statement. A minimum of 25% of all Affordable Housing secured through developer contributions are now required to be First Homes.

This new minimum requirement may have the effect of displacing other products in any established tenure mix and will reduce the amount of social or affordable rent if this was proposed to be more than 75% of Affordable Housing. The Borough Council of King's Lynn & West Norfolk have already considered the implications of First Homes within the Borough, with the emerging Local Plan requiring 25% of Affordable Housing to be delivered as First Homes along with 5% shared ownership and 70% social/affordable rent. There may still be potential for a neighbourhood plan tenure mix to deviate from how the other tenures are rebalanced if appropriate.

- F. **Viability:** HNAs cannot take into consideration the factors which affect viability in the neighbourhood area or at the site-specific level. Viability issues are recognised in the Local Plan and it is acknowledged that this may affect the provision of affordable housing, the mix of tenures provided and the discounts that can be sought on First Homes properties.
- G. **Funding:** the availability of funding to support the delivery of different forms of Affordable Housing may also influence what it is appropriate to provide at a particular point in time or on any one site. The neighbourhood planning group may wish to keep this in mind so that it can take up any opportunities to secure funding if they become available.
- H. **Existing tenure mix in North Wootton:** It is not known exactly how much Affordable Housing there is in North Wootton as the King's Lynn & West Norfolk completions data does not break down the data to this level. As of 2011, 3.7% of households in North Wootton lived in social rented dwellings, with 0.3% of households living in shared ownership dwellings. It is not known how these levels have changed, or how much of the social housing remains in the parish. This suggests that some provision of Affordable Housing would offer a wider choice of homes for local residents and, importantly, may allow those on lower incomes including newly forming households and younger families to remain in or move to the area.
- I. **Views of registered providers:** it is not within the scope of this HNA to investigate whether it would be viable for housing associations (registered providers) to deliver and manage affordable rented homes in the parish. The funding arrangements available to housing associations will determine rent levels.
- J. **Wider policy objectives:** the neighbourhood planning group may wish to take account of broader policy objectives for North Wootton and/or the wider borough. These could include, but are not restricted to, policies to attract younger households, families or working age people to the NA. These wider considerations may influence the mix of Affordable Housing provided.

109. On the basis of the considerations above, Table 4-5 proposes an indicative Affordable Housing tenure mix that might be sought through Neighbourhood Plan policy.

110. This indicative mix is in response to a number of factors. These include the fact that the delivery of Affordable Housing will be lower than the needs identified in the parish, the greater need identified for affordable rented housing (at 68%), the backlog of need on the Housing Register, and the lack of social housing in the parish in comparison with the Borough and the country. In this context, affordable rented tenures should be prioritised. It is suggested that 75% of housing is delivered as affordable rented housing, and 25% as affordable home ownership models.
111. In terms of the 25% affordable home ownership, in line with national requirements, this should all be delivered as First Homes. According to the data analysed in this report, First Homes should be delivered at a 30% discount in North Wootton as at this discount they are affordable to those on mean incomes and increasing this discount does not make them accessible to further groups. Due to the prioritisation of affordable rented housing, there is no suggested provision for shared ownership or Rent to Buy. However, it is important to note that shared ownership is slightly more affordable than First Homes in the NA, especially at 10% equity, which makes the product affordable to households with two lower quartile incomes. Therefore, if Affordable Housing was to be delivered via an alternative to a developer-led route, such as via a rural exception site or Community Land Trust, where more than the minimum Affordable Housing requirement would be met, it is suggested that some shared ownership also be part of the affordable home ownership mix.
112. This mix should be viewed as a starting point, based primarily on secondary evidence, which should be reconsidered in light of considerations F to J above, and in particular the views and objectives of the community.
113. Where the neighbourhood planning group wish to develop policy that deviates from that outlined in the Local Plan – either by differing from the headline split between renting and ownership or by specifying a greater level of detail around sub-tenures, it is important that they liaise with the Borough Council of King's Lynn & West Norfolk to gather more detailed income and viability information, and to ensure that departures from the local policy context have their support.
114. Another option when developing Neighbourhood Plan policies on tenure splits is to add caveats to the policy in question, to the effect that the precise mix of affordable housing will be considered on the basis of site-by-site circumstances in addition to this evidence.

**Table 4-5: Indicative tenure split (Affordable Housing)**

<b>Tenure</b>	<b>Indicative mix</b>	<b>Considerations and uncertainties</b>
<b>Routes to home ownership, of which</b>	<b>25%</b>	
First Homes	25%	Product untested so uncertainties around viability, developer, lenders and buyer appetite etc.
Shared ownership	0%	Recently confirmed changes to the model to allow purchases of 10% share - impact on viability unknown. RPs business plans currently reliant on shared ownership model. Impact of displacement by First Homes unknown.
Rent to Buy	0%	Emerging product with popularity and effectiveness as yet unknown. Impact of displacement by First Homes unknown.
<b>Affordable Housing for rent, of which</b>	<b>75%</b>	
Social rent	To be set by Registered Providers	Uncertain how much funding available to support this tenure in local area. Uncertain whether RPs willing to own/manage stock in this area.
Affordable rent	To be set by Registered Providers	Uncertain whether RPs willing to own/manage stock in this area.

Source: AECOM calculations

## Conclusions- Tenure and Affordability

### Current dwelling stock and affordability

115. As of 2011, the majority of households in North Wootton own their own home at 85.3% of households, significantly higher than the Borough and national figures of 69.4% and 63.3% respectively. There is a very low proportion of households living in the social rented sector in North Wootton at just 3.7%, compared to 17.7% nationally, indicative of a lack of Affordable Housing.
116. Between 2012 and 2021, median and lower quartile house prices in the NA rose relatively steadily, with some fluctuations likely due to a relatively small sample size. The median house price increased by 62.8% in this time period to £260,000. However, the highest median price is recorded in 2019 at £265,000. There was some fluctuation, particularly between 2015 and 2019 in median house prices, potentially due to relatively small sample sizes (an average of 28

transactions per year in this time period), and the type, size, location, and condition of dwellings impacting the averages. There were less significant fluctuations in the lower quartile house prices, with lower quartile house prices increasing from £146,875 in 2012 to the peak of £221,250 in 2021.

117. Local households on average incomes are unable to access even entry-level homes unless they have the advantage of a very large deposit. Market housing, even with the benefit of a higher than average income, is likely to remain out of reach to most. Private renting is generally only affordable to average earners. Households made up of one or two lower quartile earners cannot afford the given rental thresholds.
118. Turning to affordable home ownership, there is a relatively large group of households in North Wootton who may be able to afford to rent privately but cannot afford home ownership and may therefore benefit from products such as First Homes and shared ownership. It is recommended that in North Wootton First Homes are delivered at a 30% discount, making them accessible to households on mean incomes. Shared ownership appears to be similarly affordable than First Homes and is broadly accessible to the same groups, with the exception of shared ownership at 10% equity which is more affordable and accessible to households with two lower quartile earners.
119. Affordable rented housing is generally affordable to households with two lower earners depending on their household size. However, households with a single lower earner appear unable to afford any of the tenures considered including the smallest socially rented units.

### **Affordable housing need**

120. The King's Lynn & West Norfolk Housing Needs Assessment (2020) estimates the need for affordable housing in the Borough. When the figures are pro-rated to North Wootton this equates to an affordable housing need of 3.1 dwellings per annum or 43.4 dwellings over the Neighbourhood Plan period 2022-2036. It is estimated that this need, split into affordable rented and affordable home ownership, is for 29.5 affordable rented dwellings and 13.9 dwellings for affordable home ownership within the plan period in the NA.
121. The housing requirement figure for North Wootton provided by the Borough Council of King's Lynn & West Norfolk is zero, meaning that there is not expected to be any development in the NA during the plan period. If any windfall or speculative development were to take place it is likely, based on completions in the last decade, that this would come forward in the form of small infill developments unlikely to be large enough to meet the threshold of 5 dwellings, above which the Affordable Housing policy applies. Therefore, the potential delivery of Affordable Housing is expected to be very limited and insufficient to satisfy the total potential demand for Affordable Housing identified.
122. An indicative mix of future Affordable Housing is suggested based on the fact that the delivery of Affordable Housing will be lower than the needs identified in the parish, the greater need identified for affordable rented housing, the backlog of need on the Housing Register, and the lack of social housing in the parish in

comparison with the Borough and the country. It is therefore suggested that 75% of housing is delivered as affordable rented housing, and 25% as affordable home ownership. In line with national policy, this 25% affordable home ownership should be delivered as First Homes, recommended at a 30% discount. If Affordable Housing was to be delivered via an alternative to a developer-led route, such as via a rural exception site or Community Land Trust, where more than the minimum Affordable Housing requirement would be met, it is suggested that some shared ownership also be part of the affordable home ownership mix.

123. Where the neighbourhood planning group wish to develop policy that deviates from that outlined in the Local Plan – either by differing from the headline split between renting and ownership or by specifying a greater level of detail around sub-tenures, it is important that they liaise with the Borough Council of King’s Lynn & West Norfolk to gather more detailed income and viability information, and to ensure that departures from the local policy context have their support.
124. The expected level of delivery, with no housing requirement figure for the NA, will of course not meet the quantity of demand identified in estimates of the need for affordable housing. It is recommended that the policy requirement be met wherever possible on any development that does come forward, and for further avenues for delivering greater quantities of Affordable Housing (such as exception sites) to be explored. If the group considered exceeding the Local Plan policy requirement in the neighbourhood plan then it must be noted that an extremely high standard of justification is required which goes beyond the scope of this HNA, in particular around the issue of what level of Affordable Housing delivery can be financially viable in the NA. Raising the percentage of Affordable Housing required could have the effect of discouraging new building from coming forward altogether. Should the group wish to consider such an option, it is advisable to discuss this with the LPA in the first instance.

## 5. RQ 2: Type and Size

***RQ 2: What type (terrace, semi, bungalows, flats and detached) and size (number of bedrooms) of housing is appropriate for the Plan area over the Neighbourhood Plan period?***

### Introduction

125. The evidence in this chapter is intended to give a snapshot of the existing dwelling stock in North Wootton in terms of type and size, as well as some of the population characteristics that tend to influence housing needs. From this, it is possible to develop an understanding of what sort of housing would be appropriate going forward.
126. It is worth emphasising that this evidence assumes that existing demographic and occupation patterns will persist into the future. It can therefore be thought of as the baseline or default scenario, into which the community may wish to intervene – for example to attract a different or more balanced demographic. The recommendations in this chapter, particularly the final suggested size mix, are a starting point that may be adjusted in light of other community objectives and primary evidence.

### Existing types and sizes

#### Background and definitions

127. Before beginning to explore issues of dwelling type and size, it is important to note that the demand for housing by size and type tends to be determined primarily by wealth – with those having more buying power choosing to occupy larger homes, and often preferring detached properties to denser types, such as flats.
128. This study is concerned primarily with need rather than demand. Need for homes of different sizes is chiefly determined by the number of people occupying the home. In the strict sense, there is no ‘need’ for dwellings of any particular type, other than the specific needs of those with certain disabilities for level access properties, for example.
129. The best proxy for the number of people in a household is age or ‘life stage’, with younger and then older households tending to have one or two people, and those in between these poles more likely to have larger families including children. Life stage is therefore a main indicator considered here for the size of housing needed. But it is worth pointing out that wealth is also correlated with age, so it is not possible to attain a pure view of what is needed from the secondary data alone.
130. It is also useful to clarify the terminology around dwellings and households. Dwellings are counted in the Census by combining address information with Census returns on whether people’s accommodation is self-contained. As such,

all dwellings are classified as either shared or unshared dwellings. Households are groups of people who live together as a coherent unit (such as a family), and a dwelling is shared where there is more than one household occupying it (e.g. two families or a group of individual students). Hence, there is usually a different number of households and dwellings in any given area. The number of dwellings can also exceed that of households in areas with large numbers of holiday or second homes.

131. There is no perfect data source for the current mix of dwellings in the NA. For some aspects, adding together Census figures and completions data for the intervening period is highly accurate. For others, this method is not available and Valuation Office Agency (VOA) must be used. The most appropriate combination of approaches is used in this section.

## Dwelling type

132. Table 5-1 shows the type mix of dwellings in North Wootton in 2011 based on VOA data and how this mix has changed to 2021. Note that VOA data is rounded to the nearest 10 in each dwelling category.
133. The table shows that in both 2011 and 2021, North Wootton is dominated by detached properties, followed by semi-detached properties, indicating that the NA is skewed towards larger, and therefore likely more expensive, dwellings. There is a slight decline seen in the proportion of both of these categories in the last decade, likely due to the slight increase in the proportion of terraced dwellings and flats between 2011 and 2021, which although still very low, indicates that there may have been some development of these types of, usually more affordable, dwellings.

**Table 5-1: Accommodation type, North Wootton, 2011 and 2021**

Dwelling type	2011 (VOA)	2021 (VOA)
Bungalow	17.0%	16.8%
Flat	0.0%	1.0%
Terrace	1.0%	2.0%
Semi-detached	28.0%	26.7%
Detached	54.0%	53.5%

Source: ONS 2011, VOA 2021, AECOM Calculations

134. Comparing the type mix of dwellings in North Wootton in 2021 with the wider Borough and country can be helpful to understand the balance of housing. Table 5-2 shows that the proportion of detached dwellings in the NA is significantly higher than both King's Lynn & West Norfolk and England. There is also a greater proportion of semi-detached dwellings, but to a less significant extent. Looking at the proportion of bungalows in North Wootton, there is a significantly higher proportion than the country, but the proportion within the overall dwelling mix is still much below Borough levels. Due to the dominance of these three dwelling types in the NA, the proportion of both flats and terraced properties is well below Borough levels, and even more distant from the proportions across the country as a whole.

**Table 5-2: Accommodation type, various geographies, 2021**

Dwelling type	North Wootton	King's Lynn & West Norfolk	England
Bungalow	16.8%	27.4%	9.4%
Flat	1.0%	9.4%	23.2%
Terrace	2.0%	16.8%	26.3%
Semi-detached	26.7%	21.9%	23.8%
Detached	53.5%	21.6%	16.0%
Unknown/other	0.0%	3.0%	1.4%

Source: VOA 2021, AECOM Calculations

## Dwelling size

135. The Steering Group identified that a key issue in the NA is the conversion and extension of smaller dwellings. VOA data is therefore used here to understand the 2021 size mix as it takes into account the changes that have been made to existing homes, such as extensions and the sub-division of rooms, whilst local authority data does not include this.

136. Table 5-3 demonstrates that the majority of housing in North Wootton in both 2011 and 2021 was either 3-bedroom or 4-bedroom dwellings, with the latter becoming dominant in 2021 after having increased since 2011. The proportion of 3-bedroom dwellings fell slightly in this time (potentially as some of them were extended to become 4-bedroom homes). The proportion of 2-bedroom dwellings remained stable whilst some 1-bedroom dwellings were developed between 2011 and 2021 due to this size featuring in the 2021 mix. There was also a decline in the proportion of the largest dwellings in North Wootton in the last decade.

**Table 5-3: Dwelling size (bedrooms), North Wootton, 2011 and 2021**

Number of bedrooms	2011 (Census)	2021 (VOA)
Studio	0.1%	-
1	0.0%	1.0%
2	21.1%	21.6%
3	37.6%	36.3%
4	34.3%	37.3%
5+	6.9%	3.9%

Source: ONS 2011, VOA 2021, AECOM Calculations

137. Again, it is useful to look at the percentage breakdown of dwelling sizes in comparison with the wider Borough and country. Table 5-4 shows that the proportion of 4-bedroom dwellings in North Wootton is significantly above Borough and national levels. The proportion of the largest dwellings is also slightly above the levels in the comparator areas. The proportion of mid-sized 3-bedroom dwellings in the stock in the NA is below the proportions seen in King's Lynn & West Norfolk and the country as a whole. The lack of smaller 1-bedroom and 2-bedroom dwellings in North Wootton is highlighted when

comparing to the Borough and England, with the proportion of dwellings of this size significantly below these areas.

**Table 5-4: Dwelling size (bedrooms), various geographies, 2021**

Number of bedrooms	North Wootton	King's Lynn & West Norfolk	England
1	1.0%	7.5%	12.3%
2	21.6%	30.4%	28.1%
3	36.3%	44.3%	43.4%
4	37.3%	14.3%	12.2%
5+	3.9%	3.3%	3.3%

Source: VOA 2021, AECOM Calculations

## Age and household composition

138. Having established the current stock profile of North Wootton and identified recent changes to it, the evidence gathered below examines the composition and age structure of households living in the NA. Many of these indicators have a bearing on what housing might be needed in future years.

### Age structure

139. Table 5-5 shows the most recent estimated age structure of the NA population, alongside 2011 Census figures, highlighting a slight decline in population of 141. It shows that in both 2011 and 2020, the largest proportion of the population were aged 45-64, decreasing slightly from 31.5% of the population to 30.5% of the population in this time. The second highest proportion of the population changes, with a decrease in people aged 25-44 and an increase in people aged 65-84 between 2011 and 2020, indicating a skew towards an older population in 2020. The increase of 182 people aged 65-84 is significant in this time period, despite the overall decline in population. This age category accounts for 16.2% of the population in 2011 and 25.1% in 2020, once again suggesting an aging population in North Wootton. Whilst the proportion of young people aged 16-24 in the population remains the same, the actual number of people declines slightly, with the proportion of the youngest people in the parish decreasing.

140. Note that ONS advises exercising caution with population estimates by single year of age (from which this 2020 data has been derived), as patterns of variance and bias make it relatively less accurate compared to Census data.

141. It is also worth noting that only the age structure of the population (individuals) can be brought up to date in this way. The life stage of households, which forms the basis of the subsequent analysis of future dwelling size needs, is not estimated each year. The 2011 Census therefore remains the most accurate basis to use in those areas, and the brief comparison here demonstrates that the change from 2011-2020 has not been so significant as to invalidate the 2011 household data used in modelling later in this chapter.

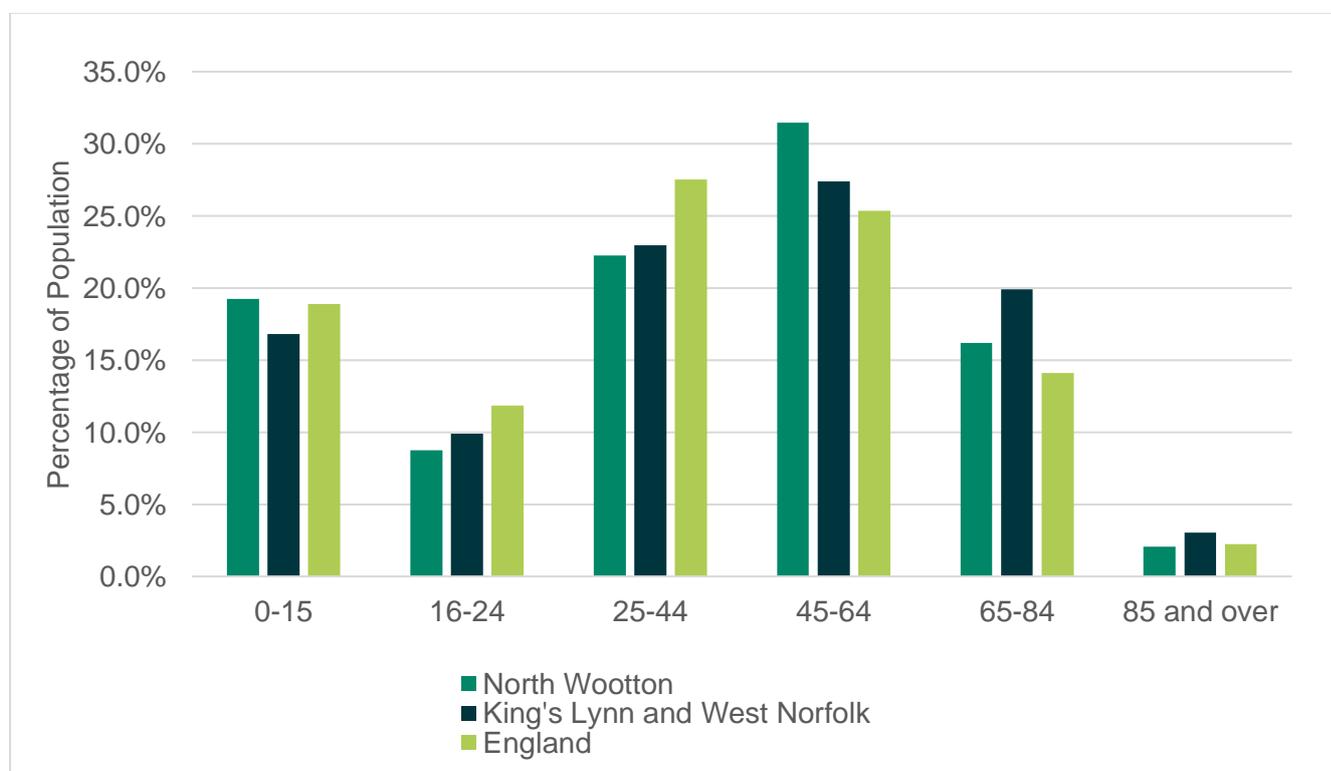
**Table 5-5: Age structure of North Wootton population, 2011 and 2020**

Age group	2011 (Census)		2020 (ONS, estimated)	
0-15	471	19.3%	370	16.1%
16-24	214	8.8%	202	8.8%
25-44	544	22.2%	383	16.6%
45-64	769	31.5%	703	30.5%
65-84	396	16.2%	578	25.1%
85 and over	51	2.1%	68	3.0%
Total	2,445	-	2,304	-

Source: ONS 2011, ONS mid-2020 population estimates, AECOM Calculations

142. For context, it is useful to look at the parish population structure alongside that of the borough and country. Figure 5-1 (using 2011 Census data) shows that the proportion of the population aged 45-64 in North Wootton was greater than the proportion in King's Lynn & West Norfolk and across England. In the 65-84 age category, the proportion of the population in this category across the Borough is greater than both the NA and the country. However, there was significant growth estimated in this category in North Wootton by 2020 which may further widen the gap between the NA and England. In 2011 the proportion of the population aged 16-44 in the NA was below both Borough and national levels but there was a greater proportion of the population aged 0-15, suggesting a significant proportion of families with children in North Wootton at this time.

**Figure 5-1: Age structure in North Wootton, 2011**



Source: ONS 2011, AECOM Calculations

## Household composition

143. Household composition (i.e. the combination and relationships of adults and children in a dwelling) is an important factor in the size (and to an extent, the type) of housing needed over the Neighbourhood Plan period. Table 5-6 shows that a smaller proportion of households in North Wootton are single person households compared to both the Borough and England, at 19.9%, 27.2%, and 30.2% respectively. This may be indicative of a lack of provision of smaller dwellings or an indicator of lack of demand for small dwellings in the parish.
144. Due to the lack of single person households, there is a significantly higher proportion of family households in the NA. The majority of these are families with dependent children at 30.5%, compared to 23.2% across the Borough. This is followed by families with no children, roughly in line with King's Lynn & West Norfolk but above national levels. The same trend is observed across the geographies with families where all residents are aged 65+. It is important to note that this data is from the 2011 Census, with the most up to date 2021 household composition not yet released. Population projections to mid-2020 indicate a significant increase in older persons, likely to translate to an increase in one person and family households aged 65+.
145. Between 2001 and 2011, there was an increase in both the proportion of single person households aged 65+ and family households aged 65+ in the NA by 12.7% and 7.7% respectively. This is compared to national declines in both of these categories of 7.3% and 2.0%. An increase in this category suggests an aging population in this time period.

**Table 5-6: Household composition, North Wootton, 2011**

Household composition		North Wootton	King's Lynn & West Norfolk	England
<b>One person household</b>	<b>Total</b>	<b>19.9%</b>	<b>27.2%</b>	<b>30.2%</b>
	Aged 65 and over	9.1%	14.4%	12.4%
	Other	10.8%	12.8%	17.9%
<b>One family only</b>	<b>Total</b>	<b>75.9%</b>	<b>66.6%</b>	<b>61.8%</b>
	All aged 65 and over	12.9%	13.0%	8.1%
	With no children	22.3%	21.4%	17.6%
	With dependent children	30.5%	23.2%	26.5%
	All children Non-Dependent <sup>11</sup>	10.1%	9.0%	9.6%
<b>Other household types</b>	<b>Total</b>	<b>4.2%</b>	<b>6.2%</b>	<b>8.0%</b>

Source: ONS 2011, AECOM Calculations

<sup>11</sup> Refers to households containing children who are older than 18 e.g students or young working people living at home.

## Occupancy ratings

146. The tendency of households to over- or under-occupy their homes is another relevant consideration to the future size needs of the NA. A person is considered to under-occupy their home when there are more bedrooms in their home than a family of their size and composition would normally be expected to need. This is expressed as an occupancy rating of +1 or +2, indicating that there is one surplus bedroom or at least two surplus bedrooms (respectively). Over-occupancy works in the same way, with a rating of -1 indicating at least one bedroom too few.
147. There are high levels of under-occupancy in North Wootton, with 88.9% of households occupying a dwelling with at least 1 more bedroom than required. This is most prominent in four household types: families aged 65+, single person households aged 65+, single persons under 65, and families under 65 with no children. In these categories, 100% of households were under-occupying their homes in 2011. This suggests that the larger housing is not occupied by the households with the most family members, such as those with dependent children, but by those with the most wealth and by older people who have chosen not to or have not been able to move to smaller properties. Overall, 1.3% of households were over-occupying their homes in the NA, with this occurring solely in families with dependent children and families with adult children, perhaps suggesting a lack of affordable family-sized dwellings. 24.2% and 11.1% of households in these categories respectively occupied a home of a size in line with their household size.

**Table 5-7: Occupancy rating by age in North Wootton, 2011**

Household type	+2 rating	+1 rating	0 rating	-1 rating
Family 65+	74.6%	25.4%	0.0%	0.0%
Single person 65+	71.9%	28.1%	0.0%	0.0%
Family under 65 - no children	78.4%	21.6%	0.0%	0.0%
Family under 65 - dependent children	34.6%	39.6%	24.2%	1.7%
Family under 65 - adult children	38.4%	49.5%	11.1%	1.0%
Single person under 65	55.2%	44.8%	0.0%	0.0%
All households	55.0%	33.9%	9.7%	1.3%

Source: ONS 2011, AECOM Calculations

## Dwelling mix determined by life-stage modelling

### Suggested future dwelling size mix

148. As noted above, there is a strong link between the life stage of a household and the size of dwelling that household can be expected to need. The final part of this chapter presents the results of a model that aims to estimate the dwelling size needs of the parish at the end of the Neighbourhood Plan period. The steps involved in this model are not presented in full, but can be summarised – along with the underpinning assumptions and some limitations – as follows:

- The starting point is the age distribution of North Wootton households in 2011.
  - The life stage of a household is determined by the age of the household reference person (HRP), a more modern term for the head of household.
  - As noted above, household life stages are not estimated annually, so the older Census data must be used.
- This life stage data is then projected forward to the end of the Plan period by applying the growth rates for each household age group as suggested by the latest household projections. This allows for an estimate of how the parish population might evolve in future.
  - ONS household projections are produced every two years but are only available at Local Authority level. The growth rates are therefore applied to the 2011 starting household age profile of the NA.
- Next, we turn to a Census dataset that shows the occupation patterns or preferences of each household life stage (e.g. what proportion of households aged under 24 tend to live in 1 bedroom homes as opposed to 2, 3 or 4 bedroom homes). This data is mapped to the distribution of the projected NA population for each life stage and each dwelling size category to form a picture of what mix of homes might be appropriate in future.
  - This occupation data is again only available at Local Authority scale, so it does risk embedding any unusual characteristics present in the area.
  - The model also assumes that today's occupation patterns persist into the future, which is not a given, particularly with the change in preferences for home working space and other features arising from the Covid-19 pandemic. However, there is no better indication of what those patterns might look like. It is considered more appropriate to adjust the end mix that results from this model to reflect such trends than to build further speculative assumptions into the model.
- Finally, this 'ideal' future mix of dwelling sizes can be compared to the current stock of housing in the NA. From this we can identify how future development might best fill the gaps.
  - The 2011 dwelling size mix is used for consistency, so any imbalances in new development since then may justify adjustments to the final results.

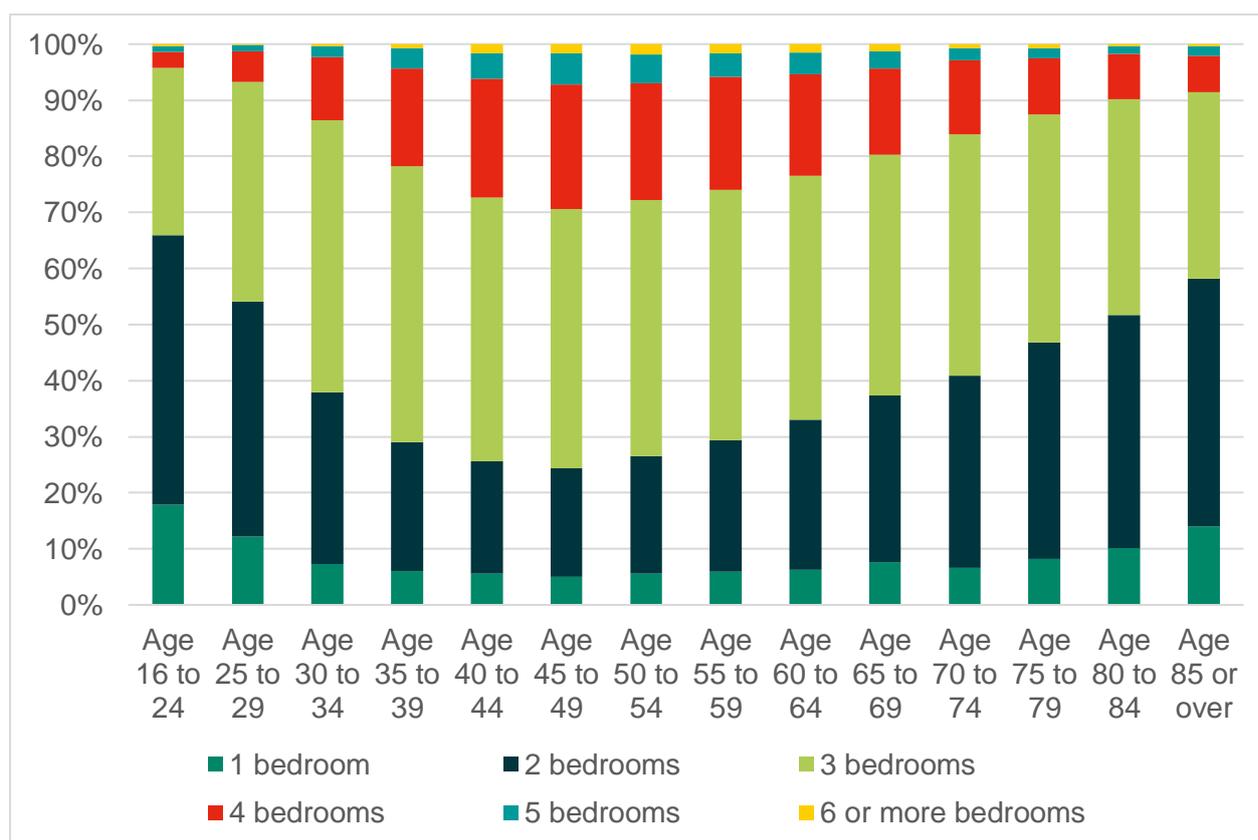
149. It is important to keep in mind that housing need is not an exact science and this exercise provides an estimate based on demographic trends and occupancy patterns alone. It does not take into account income and wealth, other than in an indirect way through the tendency of households to occupy more or less space than they 'need'. It also does not anticipate changes in how people may wish to occupy their homes in response to social and technological change.

150. The approach therefore embeds existing patterns of occupancy which may or may not be desirable. As such, it is appropriate for the result of this model to be taken as a baseline scenario – what would occur if current trends persisted. It may well be the intention of the community to intervene to produce a different outcome more in line with their interpretation of emerging trends and their place- and community-shaping objectives. Layering these factors on top of the indicative picture provided by this model is considered entirely appropriate for the purpose of drafting neighbourhood plan policy.

151. Before presenting the results of this exercise, it may be interesting to review two of the inputs described above.

152. The first, given as Figure 5-2, sets out the relationship between household life stage and dwelling size for King’s Lynn & West Norfolk in 2011. This shows how the youngest households occupy the smallest dwellings, before rapidly taking up larger homes as their families expand, and then more gradually downsizing to smaller homes again as they age.

**Figure 5-2: Age of household reference person by dwelling size in King’s Lynn & West Norfolk, 2011**



Source: ONS 2011, AECOM Calculations

153. The second dataset of note is the result of applying Local Authority level household projections to the age profile of North Wootton households in 2011 and the updated estimates of household numbers described in the bullets above. Table 5-8 makes clear that population growth can be expected to be driven by the oldest households, with the greatest growth expected to be in households with a household reference person aged 65 and over, with an expected 44% increase. This would mean that households within this age band

would account for 36.7% of the population by the end of the plan period, compared to 27.4% in 2011. The only other category where growth is expected in households with a household reference person aged 55 to 64, further indicating an aging population. There are declines projected in all other categories, most significantly in the youngest households at a projected 31% decline, indicating not only an aging population but also potentially younger people moving out of the parish. This may be due to location, affordability challenges, or a lack of suitable dwellings (whether this is type, size, or condition).

**Table 5-8: Projected distribution of households by age of HRP, North Wootton**

Year	Age of HRP 24 and under	Age of HRP 25 to 34	Age of HRP 35 to 54	Age of HRP 55 to 64	Age of HRP 65 and over
2011	6	84	406	213	267
2036	4	75	364	222	385
% change 2011-2036	-31%	-11%	-10%	4%	44%

Source: AECOM Calculations

154. The final result of this exercise is presented in Table 5-9. The model suggests that the indicative mix should increase the proportion of 1, 2, and 3 bedroom dwellings whilst significantly reducing the proportion of 4-bedroom dwellings and reducing somewhat the proportion of the largest dwellings. Small to mid-sized dwellings are appropriate for a range of different households including young people, families, and older persons looking to downsize. In order to achieve this suggested dwelling size mix, it is suggested in Table 5-9 that development within the plan period is focussed on smaller and mid-sized dwellings, with no further development of 4-bedroom or 5+ bedroom dwellings.

**Table 5-9: Suggested dwelling size mix to 2036, North Wootton**

Number of bedrooms	Starting mix (2011)	Indicative mix (2036)	Balance of new housing to reach indicative mix
1 bedroom	0.0%	7.2%	28.9%
2 bedrooms	21.1%	28.7%	36.5%
3 bedrooms	37.6%	43.6%	34.6%
4 bedrooms	34.3%	15.9%	0.0%
5 or more bedrooms	6.9%	4.6%	0.0%

Source: AECOM Calculations

155. However, it is never advisable to restrict future housing delivery to selected size categories only. The result of this model is a relatively blunt measure of what could be beneficial given population change and existing imbalances in housing options. The preceding chapter found that affordability is a serious challenge in the NA. While the provision of Affordable Housing is one way to combat this, another is to ensure that homes come forward which are of an appropriate size,

type and density for local residents' budgets. Continuing to provide smaller homes with fewer bedrooms would help to address this situation.

156. To best meet the needs of the large cohort of older households expected to be present by the end of the Plan period, it should be considered whether the existing options are well tailored to older people's requirements in terms of space, flexibility, quality, location and accessibility. Variety should be sought within the 2 and 3-bedroom homes that come forward in future to attract both newly forming households on lower budgets and older households with substantial equity from their existing larger homes. Facilitating downsizing among older households may release those larger homes for use by families who need more bedrooms. That said, it may not be realistic to expect growing families to be able to afford the larger detached homes that are currently under-occupied in the parish. There may be a strong justification to continue supplying larger homes despite their abundance because a different kind of larger home is needed to accommodate growing families with less buying power. This is too speculative to quantify in a percentage size mix but is among the good reasons not to inhibit any size of dwelling entirely.
157. Therefore, it would be unwise for any new housing that does come forward to be delivered in an unbalanced way. Those wishing to move within or relocate to the area will have a range of circumstances and preferences, and they should be offered a range of choices. As such, it is recommended that priority is given to smaller and mid-sized homes, as outlined in the suggested size mix, but that this is done to a degree that aligns with the wider objectives of the community and does not limit choice or threaten viability. The evidence in this section represents a starting point for further thought and consultation.

## **The LHNA findings**

158. The King's Lynn & West Norfolk LHNA outlines the suggested size of future dwellings across all tenures in Table 5-10. This shows that a variety of sizes of dwelling are required across the Borough, in all dwelling types. It is difficult to compare this to the recommended dwelling size split above for North Wootton because the AECOM model presents an estimate of the overall need for different sized dwellings and does not split between different tenures, and because the (very different) current mix in each location has a large impact on the recommendation. Table 5-10, along with the Housing Register, may be helpful in determining the appropriate sizes for Affordable Housing in the parish.

**Table 5-10: Size of new accommodation required in the Borough between 2016 and 2036 by tenure (Replicated from King’s Lynn & West Norfolk HNA – Table S.2)**

<b>Dwelling size</b>	<b>Owner-occupied</b>	<b>Private rented</b>	<b>Shared ownership</b>	<b>Social rent / affordable rent</b>
<b>One bedroom</b>	821	558	151	457
<b>Two bedrooms</b>	1,519	341	218	570
<b>Three bedrooms</b>	1,313	533	228	270
<b>Four or more bedrooms</b>	1,797	797	183	398
<b>Total</b>	<b>5,450</b>	<b>2,229</b>	<b>780</b>	<b>1,696</b>

Source: King’s Lynn & West Norfolk Housing Needs Assessment (2020)

## Conclusions- Type and Size

159. This study provides an indication of the likely need for different types and sizes of homes based on demographic change. It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the parish or on any particular site. These include the specific characteristics of the nearby stock of housing (such as its condition and design), the role of the NA or site within the wider housing market area (linked to any Local Authority strategies or plans) and site-specific factors which may justify a particular dwelling mix.

### Current dwelling stock

160. In both 2011 and 2021, North Wootton was dominated by detached properties, followed by semi-detached properties, indicating that the NA is skewed towards larger dwellings with more outside space, which are therefore likely more expensive. There were very few terraced dwellings in the NA in 2011 at just 1.0% of the total, increasing very slightly to 2.0% in 2021. The proportion of detached dwellings in the NA is significantly higher than both King’s Lynn & West Norfolk and England. Looking at the proportion of bungalows in North Wootton, there is a significantly higher proportion than the country, but the proportion within the overall dwelling mix is still below Borough levels.

161. Turning to dwelling size, the majority of housing in North Wootton in both 2011 and 2021 was either 3-bedroom or 4-bedroom dwellings, with the latter proving dominant in 2021 having increased since 2011. The proportion of 4-bedroom dwellings in North Wootton is also significantly above Borough and national levels. The proportion of 2-bedroom dwellings remained stable whilst some 1-bedroom dwellings were developed between 2011 and 2021. The lack of smaller 1-bedroom and 2-bedroom dwellings in North Wootton is highlighted

when compared to the Borough and England, with the proportion of dwellings of this size significantly below these areas.

## Demographics

162. Between 2011 and 2020 there was an estimated decline of 141 people in North Wootton. The largest proportion of the population was aged 45-64, with an increase in people aged 65-84 in 2020, indicative of an aging population. Future population growth can be expected to be driven by the oldest households, with the households with a household reference person aged 65 and over expected to increase by 44% in the plan period.
163. In terms of household composition, a smaller proportion of households in North Wootton are single person households compared to both the Borough and England, which may be indicative of a lack of provision of smaller dwellings or of a lack of demand for small dwellings in the parish. The majority of families had dependent children at 30.5%, compared to 23.2% across the Borough. This is followed by families with no children, roughly in line with King's Lynn & West Norfolk but above national levels. Between 2001 and 2011, there was an increase in both the proportion of single person households aged 65+ and family households aged 65+ in the NA by 12.7% and 7.7% respectively. This is compared to national declines in both of these categories of 7.3% and 2.0%. An increase in this category suggests an aging population in this time period.
164. There are high levels of under-occupancy in North Wootton, with 88.9% of households occupying a dwelling with at least 1 more bedroom than required. This is most prominent in families aged 65+, single person households aged 65+, single persons under 65, and families under 65 with no children, suggesting that the larger housing is occupied by households with the most wealth.

## Future dwelling mix

165. The AECOM model suggests development within the plan period is focussed on smaller and mid-sized dwellings, with no further development of 4-bedroom or 5+ bedroom dwellings. Variety should be sought within the 2 and 3-bedroom homes that come forward in future to attract both newly forming households on lower budgets and older households with substantial equity from their existing larger homes. There may therefore be a strong justification to continue supplying larger homes despite their abundance because a different kind of larger home is needed to accommodate growing families with less buying power.
166. It is recommended that priority is given to smaller and mid-sized homes, as outlined in the suggested size mix, but that this is done to a degree that aligns with the wider objectives of the community and does not limit choice or threaten viability. The evidence in this section represents a starting point for further thought and consultation.

## 6. RQ 3: Specialist housing for older people

***RQ 3: What provision should be made for specialist housing for older and disabled people over the Neighbourhood Plan period?***

### Introduction

167. This chapter considers in detail the specialist housing needs of older and disabled people in North Wootton. The level of care associated with specialist housing products can vary widely, and is broadly categorised, in descending order from highest to lowest care level, as follows

- Specialist schemes that have 24-hour onsite care and support, typically including onsite catering (e.g. extra care, flexi-care, and enhanced care);
- Specialist housing that is designed with the relevant group in mind. This may be suitable for receiving care or support, but this is not typically provided onsite or at all times of day (e.g. sheltered housing); and
- Mainstream housing that is adapted or capable of adaptation so that the inhabitant can live independently and care or support can be provided in the home.

168. People experience ageing differently. Much depends on their health, lifestyle and relationship with work. Some people live healthy and active lives into advanced old age while others may need support and care much earlier in their lives. Some will be interested in moving to a suitable home closer to services while for others ageing independently in place will be key to their wellbeing.

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

170. The specialist housing needs of older people (75+) are assessed below using two methods. The first is a tenure-led projection, based on rates of mobility limitation among this age group and the tenure of housing they currently occupy. The second, included for the purposes of comparison, is based on the Housing Learning and Improvement Network (HLIN) Strategic Housing for Older People (SHOP) tool,<sup>12</sup> which is based on best practice nationally and sets a recommended level of provision per 1,000 head of population.

171. It is important to note that the need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the total housing need or requirement. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline

---

<sup>12</sup> Available at <https://www.housinglin.org.uk/Topics/browse/HousingExtraCare/ExtraCareStrategy/SHOP/SHOPv2/>

as opposed to the projected new households which form the baseline for estimating housing need overall.<sup>13</sup>

172. This study covers the need for housing, i.e. buildings that the planning system classifies as Use Class C3 (private dwellings).<sup>14</sup> Residences that fall into Use Class C2 (institutions including prisons, boarding schools and some care homes for the elderly) are not within the scope of this research. Unfortunately, however, the dividing line between care homes for older people that fall into use class C2 and those where accommodation is counted as C3 is blurred. As such, the findings of this chapter may justify the provision of extra-care C3 housing and/or C2 care home units, but it is not possible to state definitively how much of each would be required.

## Current supply of specialist housing for older people

173. When determining a final target for the need for specialist dwellings, it is necessary first to take account of current supply. Information on the current stock is collated manually using the search function on the Elderly Accommodation Counsel's Website: <http://www.housingcare.org>.

174. There are no units of specialist accommodation in the NA at present. Although this report does not focus on care homes, Table 6-1 shows the units of C2 accommodation in the NA for reference, counting a total of 44 beds of care home accommodation in the NA at present.

175. ONS 2020 population estimates suggest that there are currently around 276 individuals aged 75 or over in North Wootton. Table 6-1 shows that there is currently no provision of sheltered or extra-care housing in the NA meaning that the significant older population may therefore have unmet needs or be living in otherwise suitable or adapted dwellings.

**Table 6-1: Existing housing for the elderly in North Wootton**

	Name	Description	Bed spaces	Type
1	Wyndham House	Care home for people with dementia. Accommodates 44 residents in 25 single and 6 shared rooms.	44	Care Home

Source: <http://www.housingcare.org>

## Tenure-led projections

176. Turning to determining future need for specialist housing, the first step is to review data on the tenure of households aged 55-75 across King's Lynn & West Norfolk, as this is the most recent and smallest geography for which tenure by age bracket data is available.

<sup>13</sup> See Paragraph: 017 Reference ID: 2a-017-20190220, at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>)

<sup>14</sup> For a full description of Planning Use Classes, please refer to [https://www.planningportal.co.uk/info/200130/common\\_projects/9/change\\_of\\_use](https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use)

177. The 2011 55-75 age bracket is considered the best proxy for the group likely to fall into need for specialist accommodation during the Plan period to 2036. It is assumed that those currently occupying their own home will wish to do so for as long as practicably possible in future, even where downsizing or moving into specialist accommodation. Equally, those who currently rent, either in the private or social sectors, are projected to need affordable rented specialist accommodation.

178. According to Table 6-2, the majority of households aged 55-75 in North Wootton in 2011 were owned at 80.1%, with 59.8% of all households owning their home outright. This suggests that there may be a greater need for market (rather than subsidised) specialist housing for older people in the plan period. For those households that rented in 2011 in this age category, the greatest proportion were social rented at 10.9% of all households, highlighting that there is likely to be some need for affordable older persons accommodation as well as market.

**Table 6-2 Tenure of households aged 55-75 in King’s Lynn & West Norfolk, 2011**

All owned	Owned outright	Owned with mortgage or loan or Shared Ownership	All Rented	Social rented	Private rented	Living rent free
<b>80.1%</b>	59.8%	20.3%	<b>19.9%</b>	10.9%	7.2%	1.8%

Source: Census 2011

179. The next step is to project how the overall number of older people in North Wootton is likely to change in future, by extrapolating from the ONS Sub-National Population Projections for King’s Lynn & West Norfolk at the end of the Plan period. The figure must be extrapolated from the Local Authority level data because such projections are not available at neighbourhood level. The results are set out in Table 6-3. This shows that between 2011 and 2036 there is expected to be an increase of 112 individuals aged 75+ in North Wootton, increasing their proportion as a whole of the population from 7.6% to 11.4%. The proportion of the population aged 75+ is expected to be slightly higher in the Borough as a whole than in the NA specifically, with this area also projected to increase.

**Table 6-3: Modelled projection of elderly population in North Wootton by end of Plan period**

Age group	2011		2036	
	North Wootton	King’s Lynn & West Norfolk	North Wootton	King’s Lynn & West Norfolk
All ages	2,445	147,451	2,615	157,689
75+	186	16,048	298	25,669
%	7.6%	10.9%	11.4%	16.3%

Source: ONS SNPP 2020, AECOM Calculations

180. A key assumption for the next stages of the calculation is that the older people living in the NA currently are already suitably accommodated, either because they occupy the existing stock of specialist accommodation, have made appropriate adaptations to their own homes or do not require support or adaptations. This is unlikely to be completely true, but it is not possible to determine how many such individuals are inadequately housed without evidence from a household survey (which itself may not give a complete picture).
181. The people whose needs are the focus of the subsequent analysis are therefore the additional 112 individuals expected to join the 75+ age group by the end of the Plan period. This figure should also be converted into households with reference to the average number of people per household with a life stage of 75+ in King's Lynn & West Norfolk in 2011 (the smallest and most recent dataset to capture households). In 2011 there were 16,048 individuals aged 75+ and 11,363 households headed by a person in that age group. The average household size is therefore 1.41, and the projected growth of 112 people in North Wootton can be estimated to be formed into around 79 households.
182. The next step is to multiply this figure by the percentages of 55-75 year olds occupying each tenure (shown in the table above). This is set out in Table 6-4. This provides a breakdown of which tenures those households are likely to need. It shows that the majority of households aged 75+ in the NA are expected to own their own home at the end of the plan period, at 79.7%. Of those households expected to be renting, just over half, at 56.3%, of households are projected to be living in social/affordable rented dwellings.

**Table 6-4: Projected tenure of households aged 75+ in North Wootton to the end of the Plan period**

<b>Owned</b>	<b>Owned outright</b>	<b>Owned with a mortgage or loan or shared ownership</b>	<b>All rented</b>	<b>Social rented</b>	<b>Private rented</b>	<b>Living rent free</b>
<b>63</b>	<b>47</b>	<b>16</b>	<b>16</b>	<b>9</b>	<b>6</b>	<b>1</b>

Source: Census 2011, ONS SNPP 2020, AECOM Calculations

183. Next, rates of disability by tenure are considered. The tendency for people in rented housing to have higher disability levels is well established. It arises partly because people with more limiting disabilities tend to have lower incomes. It also reflects the fact that as people develop support and care needs they may find that the only suitable and affordable option to them is available in the social rented sector. Table 6-5 presents this data for North Wootton from the 2011 Census. Note that the closest proxy for the 75+ age group in the Census is the 65+ age group.

**Table 6-5: Tenure and mobility limitations of those aged 65+ in North Wootton, 2011**

Tenure	All categories:		Day-to-day activities limited a lot		Day-to-day activities limited a little		Day-to-day activities not limited	
	Long-term health problem or disability							
<b>All categories: Tenure</b>	<b>431</b>	<b>70</b>	<b>16.2%</b>	<b>118</b>	<b>27.4%</b>	<b>243</b>	<b>56.4%</b>	
<b>Owned or shared ownership: Total</b>	<b>417</b>	<b>68</b>	<b>16.3%</b>	<b>114</b>	<b>27.3%</b>	<b>235</b>	<b>56.4%</b>	
Owned: Owned outright	392	65	16.6%	107	27.3%	220	56.1%	
Owned: Owned with a mortgage or loan or shared ownership	25	3	12.0%	7	28.0%	15	60.0%	
<b>Rented or living rent free: Total</b>	<b>14</b>	<b>2</b>	<b>14.3%</b>	<b>4</b>	<b>28.6%</b>	<b>8</b>	<b>57.1%</b>	
Rented: Social rented	4	2	50.0%	1	25.0%	1	25.0%	
Rented: Private rented or living rent free	10	0	0.0%	3	30.0%	7	70.0%	

Source: DC3408EW Health status

184. It is now possible to multiply the projected number of 75+ households occupying each tenure by the rates of mobility limitation for that tenure to arrive at the final tenure-led estimate for specialist housing needs. The number of households falling into potential need for specialist accommodation over the Plan period is 34.

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

**Table 6-6: AECOM estimate of specialist housing need in North Wootton by the end of the Plan period**

Type	Affordable	Market	Total (rounded)
Housing with care (e.g. extra care)	Multiply the number of people across all rented tenures (not just social rent as those aged 65+ who need to rent are overwhelmingly likely to need Affordable Housing) by the percent of occupiers in that tenure who have day to day activity limitations limited a lot	Multiply the number of people across all owner-occupied housing by the percent of occupiers in that tenure who have day to day activity limitations limited a lot	<b>13</b> 37.1%
	2.3	10.4	
Adaptations, sheltered, or retirement living	Multiply the number of people across all rented housing by the percent of occupiers in that tenure who have day to day activity limitations limited a little	Multiply the number of people across all owned housing by the percent of occupiers in that tenure who have day to day activity limitations limited a little	<b>22</b> 62.9%
	4.5	17.4	
<b>Total</b>	<b>7</b> 20.0%	<b>28</b> 80.0%	<b>35</b> 100.0%

Source: Census 2011, AECOM Calculations

## Housing LIN-recommended provision

186. It is worth comparing these findings with the recommendations of the Housing Learning and Improvement Network (HLIN), one of the simplest and widely used models estimating for the housing needs of older people. Table 6-7 reproduces the key assumptions of HLIN's Strategic Housing for Older People (SHOP) toolkit. The table serves as a guide to the numbers of specialist dwellings for older people that should be provided given the increase in their numbers over the Plan period, and how these should be split into the different tenures.

187. It is worth highlighting that the HLIN model suggests that the level of unmet demand for specialist housing for older people of all kinds is approximately 251 units per 1,000 of the population aged 75+.

**Table 6-7: Recommended provision of specialist housing for older people from the SHOP toolkit**

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

Source: Housing LIN SHOP Toolkit

188. As Table 6-3 shows, North Wootton is forecast to see an increase of 112 individuals aged 75+ by the end of the Plan period. According to the HLIN tool, this translates into need as follows:

- Conventional sheltered housing to rent =  $60 \times 0.112 = 6.72$
- Leasehold sheltered housing =  $120 \times 0.112 = 13.44$
- Enhanced sheltered housing (divided 50:50 between that for rent and that for sale) =  $20 \times 0.112 = 2.24$
- Extra care housing for rent =  $15 \times 0.112 = 1.68$
- Extra care housing for sale =  $30 \times 0.112 = 3.36$
- Housing based provision for dementia =  $6 \times 0.112 = 0.67$

189. This produces an overall total of 28 specialist dwellings which might be required by the end of the plan period.

190. Table 6-8 sets out the HLIN recommendations in the same format as Table 6-6 above. It is important to stress that the SHOP toolkit embeds assumptions that uplift the provision of specialist accommodation compared to current rates.

**Table 6-8: HLIN estimate of specialist housing need in North Wootton by the end of the Plan period**

Type	Affordable	Market	Total
Housing with care (e.g. extra care)	Includes: enhanced sheltered housing for rent + extra care housing for rent + housing based provision for dementia	Includes: enhanced sheltered housing for sale + extra care housing for sale	<b>8</b> 28.6%
	3.5	4.5	
Sheltered housing	Conventional sheltered housing for rent	Leasehold sheltered housing	<b>20</b> 71.4%
	6.7	13.4	
<b>Total</b>	<b>10</b> 35.7%	<b>18</b> 64.3%	<b>28</b> 100.0%

Source: Housing LIN, AECOM calculations

## LHNA findings

191. The King's Lynn & West Norfolk Housing Needs Assessment outlines a number of areas which relate to specialist housing for older persons in North Wootton. These are outlined below:

- Projections indicate that the number of households headed by someone over 65 in the Borough will increase by 41.5% between 2016 and 2036.
- It is estimated that by 2041 there will be a requirement for 2,948 new units of specialist housing for older persons in King's Lynn & West Norfolk. This figure is comprised of:
  - 1,839 units of sheltered housing for sale or shared equity ownership;
  - 780 units of extra-care and enhanced sheltered housing for sale or shared equity;
  - 229 units of extra-care and enhanced sheltered housing for rent;
  - 100 units of dementia care housing; and
  - There will be a surplus of sheltered housing for rent (from within the current stock).

## Conclusions- Specialist Housing for Older People

192. There is currently no stock of specialist housing for older persons in North Wootton. Although this report does not consider the need for care homes, it is worth noting that there is a care home within the NA with 44 bed spaces.

193. It is estimated that as of 2020 there were around 276 individuals aged 75 and over in North Wootton. It is projected that there will be an increase of 112 individuals in this age category between 2011 and 2036, increasing the

proportion as a whole of the population from 7.6% to 11.4%. This is slightly below the proportion expected across the Borough as a whole.

194. The potential need for specialist housing with some form of additional care for older people can be estimated by bringing together data on population projections, rates of disability, and what tenure of housing the current 55-75 cohort occupy in the NA. This can be sense-checked using a toolkit based on national research and assumptions.
195. These two methods of estimating the future need in North Wootton produce a range of 28 to 35 specialist accommodation units that might be required during the Plan period. These estimates are based on the projected growth of the older population, thereby assuming that today's older households are already well accommodated. If this is found not to be the case, it would justify aspiring to exceed the range identified here.
196. It is important to take into consideration the breakdown of levels of care and tenure within the need for specialist housing for older persons. When considering the AECOM calculations outlined in Table 6-6, the majority of the need, at 80.0%, is identified for market specialist housing. Slightly more need is identified for sheltered housing at 62.9% compared to 37.1% for extra-care housing. The split of affordable/market housing within each of the tenures is relatively similar, with slightly more need for affordable sheltered housing. It should be noted that the proportion that should be affordable usually has to be in line with Local Plan policy for all housing. The unmet need for market sheltered housing could, at least in part, be satisfied by making sure all new housing is accessible and adaptable for people with lower support needs.
197. Given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another avenue open to the Neighbourhood Planning groups is to discuss the standards of accessibility and adaptability in new development to be met in the Local Plan with the LPA. The local level evidence supplied in this report could be used to influence Borough level policies. Groups may also be able to encourage the adaptation of existing properties through grant schemes and other means (though it is acknowledged that Neighbourhood Plans may have limited influence over changes to the existing stock).
198. Emerging Local Plan policy LP30 provides explicit encouragement for development to accommodate specific groups such as older people. It suggests that all new homes must be designed and constructed in a way that enables them to be adaptable. The policy outlines that 50% of new homes must be built to meet national standards for accessibility and adaptability (Category M4(2)). It also encourages dwellings on schemes involving major developments being provided as wheelchair adaptable dwellings (Category M4(3)). A minimum of 5% of the affordable housing contribution on major housing developments must also meet this standard. It is unclear whether Neighbourhood Plans can set their own requirements for the application of the national standards of adaptability and accessibility for new housing and so discussions with the LPA are advised if this is a key priority.

199. It is relatively common for Local Plans to require that all or a majority of new housing meets Category M4(2) standards in response to the demographic shifts being observed nationwide, and the localised evidence gathered here would further justify this. The proportion of new housing that might accommodate those using wheelchairs might be set with reference to the proportion of affordable housing applicants in the Borough falling into this category.
200. While it is important to maximise the accessibility of all new housing, it is particularly important for specialist housing for older people to be provided in sustainable, accessible locations, for a number of reasons, as follows:
- so that residents, who often lack cars of their own, are able to access local services and facilities, such as shops and doctor's surgeries, on foot;
  - so that any staff working there have the choice to access their workplace by more sustainable transport modes; and
  - so that family members and other visitors have the choice to access relatives and friends living in specialist accommodation by more sustainable transport modes.
201. Alongside the need for specialist housing to be provided in accessible locations, another important requirement is for cost effectiveness and economies of scale. This can be achieved by serving the specialist elderly housing needs arising from a number of different locations and/or neighbourhood areas from a single, centralised point (i.e. what is sometimes referred to as a 'hub-and-spoke' model).
202. It is considered that North Wootton's position in the settlement hierarchy and challenges in relation to land available for development makes it a relatively less suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above. As such, noting that there is no specific requirement or obligation to provide the specialist accommodation need arising from North Wootton entirely within the Neighbourhood Area boundaries, it is recommended it could be provided in a 'hub and spoke' model. In the case of North Wootton, King's Lynn is considered to have potential to accommodate the specialist housing need arising from the Neighbourhood Area (i.e. to be the hub in the hub-and-spoke model). If this were to take place, then the number of specialist dwellings to be provided and the overall dwellings target for the Neighbourhood Area itself would not overlap.
203. Wherever specialist housing is to be accommodated, partnership working with specialist developers is recommended, so as to introduce a greater degree of choice into the housing options for older people who wish to move in later life.

## 7. Recommendations for Next Steps

204. This Neighbourhood Plan housing needs assessment aims to provide North Wootton with evidence on a range of housing trends and issues from a range of relevant sources. We recommend that the neighbourhood planners should, as a next step, discuss the contents and conclusions with the Borough Council of King's Lynn & West Norfolk with a view to agreeing and formulating draft housing policies, bearing the following in mind:

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

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

206. Bearing this in mind, it is recommended that the Neighbourhood Plan steering group should monitor carefully strategies and documents with an impact on housing policy produced by the Government, the Borough Council of King's Lynn & West Norfolk or any other relevant party and review the Neighbourhood Plan accordingly to ensure that general conformity is maintained.

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

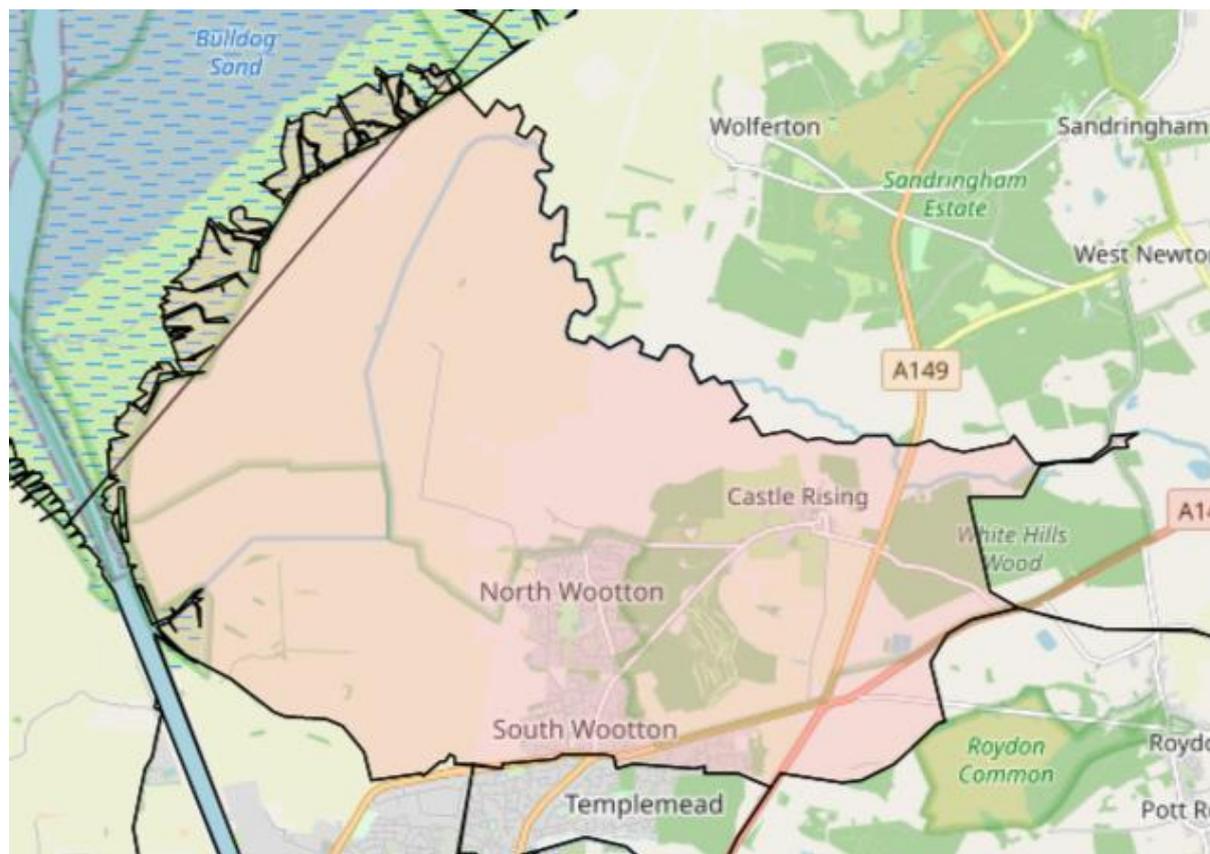
# Appendix A : Calculation of Affordability Thresholds

## A.1 Assessment geography

208. As noted in the Tenure and Affordability chapter above, affordability thresholds can only be calculated on the basis of data on incomes across the Neighbourhood Area. Such data is available at MSOA level but not at the level of neighbourhood areas.

209. As such, when calculating affordability thresholds, an MSOA needs to be selected that is a best-fit proxy for the Neighbourhood Area. In the case of North Wootton, it is considered that MSOA E02005555 – which contains the parish – is the closest realistic proxy for the Neighbourhood Area boundary, and as such, this is the assessment geography that has been selected. A map of E02005555 appears in Figure A-1.

**Figure A-1: MSOA E02005555 used as a best-fit geographical proxy for the Neighbourhood Area**



Source: ONS

## A.2 Market housing

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

211. To determine affordability in market housing, this assessment considers two primary indicators: income thresholds, which denote the maximum share of a family's income that should be spent on accommodation costs, and purchase thresholds, which denote the standard household income required to access mortgage products.

## **i) Market sales**

212. The starting point for calculating the affordability of a dwelling for sale (i.e. the purchase threshold) from the perspective of a specific household is the loan to income ratio which most mortgage companies are prepared to agree. This ratio is conservatively estimated to be 3.5.

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

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

- Value of a median NA house price (2021) = £260,000;
- Purchase deposit at 10% of value = £26,000;
- Value of dwelling for mortgage purposes = £234,000;
- Divided by loan to income ratio of 3.5 = purchase threshold of £66,857.

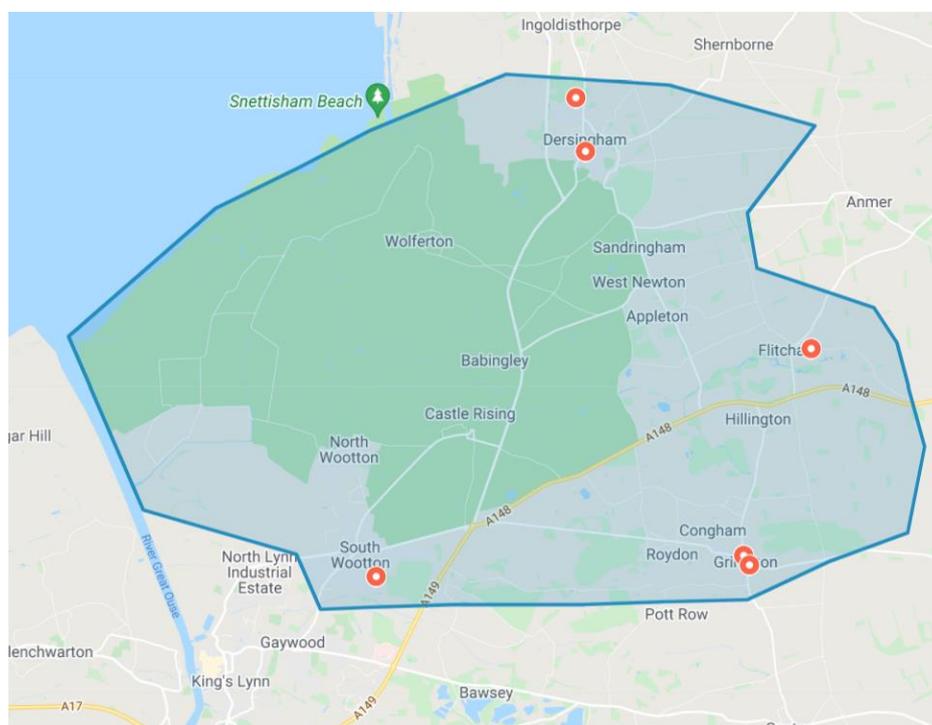
215. The purchase threshold for an entry-level dwelling is a better representation of affordability to those with lower incomes or savings, such as first-time buyers. To determine this threshold, the same calculation is repeated but with reference to the lower quartile rather than the median house price. The lower quartile average in 2021 was £221,250, and the purchase threshold is therefore £56,893.

216. Finally, it is worth assessing the purchase threshold for new build homes, since this most closely represents the cost of the new housing that will come forward in future. Land Registry records no sales of new build properties in the NA in 2021. Due to this, an estimated new build entry-level house price was calculated for North Wootton based on local authority level completions. In order to estimate this for the NA, the uplift between new build house prices in 2020 and 2021 in King's Lynn & West Norfolk was calculated against total house prices. This uplift of 14.1% was then applied to the North Wootton lower quartile house price to give an estimated new build entry-level house price of £252,446.

## ii) Private Rented Sector (PRS)

217. Income thresholds are used to calculate the affordability of rented and affordable housing tenures. It is assumed here that rented housing is affordable if the annual rent does not exceed 30% of the household's gross annual income.
218. This is an important assumption because it is possible that a household will be able to afford tenures that are deemed not affordable in this report if they are willing or able to dedicate a higher proportion of their income to housing costs. It is becoming increasingly necessary for households to do so. However, for the purpose of planning it is considered more appropriate to use this conservative lower benchmark for affordability on the understanding that additional households may be willing or able to access housing this way than to use a higher benchmark which assumes that all households can afford to do so when their individual circumstances may well prevent it.
219. The property website Rightmove.co.uk shows rental values for property in the Neighbourhood Area. There were too few rental properties on the market at the time of this HNA being written to determine and average so the best available data is derived from properties available for rent within the area defined in Figure A-2. This covers a larger area than the Plan area itself but can be used as a reasonable proxy for it. Moreover, because it forms a larger geography with a greater number of rental properties offered, the larger sample size is likely to generate more robust findings.

**Figure A-2: Map of area used to determine NA rental prices, 2021**



*Source: Rightmove.co.uk*

220. According to Rightmove.co.uk, there were 6 properties for rent at the time of search in February 2022, with an average monthly rent of £878. There were 4

one and two-bed properties listed, with an average price of £743 per calendar month.

221. The calculation for the private rent income threshold for entry-level (1 and 2 bedroom) dwellings is as follows:

- Annual rent = £743 x 12 = £8,910;
- Multiplied by 3.33 (so that no more than 30% of income is spent on rent) = income threshold of £29,700.

222. The calculation is repeated for the overall average to give an income threshold of £35,100.

## A.3 Affordable Housing

223. There are a range of tenures that constitute the definition of Affordable Housing within the NPPF 2021: social rent and affordable rent, discounted market sales housing, and other affordable routes to home ownership. More recently, a new product called First Homes has been introduced in 2021. Each of the affordable housing tenures are considered below.

### i) Social rent

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

225. To determine social rent levels, data and statistical return from Homes England is used. This data is only available at the LPA level so must act as a proxy for North Wootton. This data provides information about rents and the size and type of stock owned and managed by private registered providers and is presented for King's Lynn & West Norfolk in Table A-1.

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

**Table A-1: Social rent levels (£)**

Size	1 bed	2 beds	3 beds	4 beds	All
Average social rent per week	£75.98	£83.27	£90.67	£102.33	<b>£84.59</b>
Annual average	£3,951	£4,330	£4,715	£5,321	<b>£4,399</b>
Income needed	£13,157	£14,419	£15,700	£17,719	<b>£14,648</b>

Source: Homes England, AECOM Calculations

## ii) Affordable rent

227. Affordable rent is controlled at no more than 80% of the local market rent. However, registered providers who own and manage affordable rented housing may also apply a cap to the rent to ensure that it is affordable to those on housing benefit (where under Universal Credit the total received in all benefits to working age households is £20,000).
228. Even an 80% discount on the market rent may not be sufficient to ensure that households can afford this tenure, particularly when they are dependent on benefits. Registered Providers in some areas have applied caps to larger properties where the higher rents would make them unaffordable to families under Universal Credit. This may mean that the rents are actually 50-60% of market levels rather than 80%.
229. Data on the most realistic local affordable rent costs is obtained from the same source as social rent levels for King’s Lynn & West Norfolk. Again, it is assumed that no more than 30% of income should be spent on rent, and the overall average is taken forward.
230. Comparing this result with the average entry level annual private rent above indicates that affordable rents in the NA are actually closer to 58.7% of market rates than the maximum of 80%, a feature that is necessary to make them achievable to those in need.

**Table A-2: Affordable rent levels (£)**

Size	1 bed	2 beds	3 beds	4 beds	All
Average affordable rent per week	£82.50	£100.53	£111.35	£131.75	<b>£103.38</b>
Annual average	£4,290	£5,228	£5,790	£6,851	<b>£5,376</b>
Income needed	£14,286	£17,408	£19,281	£22,814	<b>£17,901</b>

Source: Homes England, AECOM Calculations

## iii) Affordable home ownership

231. Affordable home ownership tenures include products for sale and rent provided at a cost above social rent, but below market levels. The three most widely available are discounted market housing (a subset of which is the new First Homes product), shared ownership, and Rent to Buy. These are considered in turn below.
232. In paragraph 65 of the NPPF 2021, the Government introduces a recommendation that “where major housing development is proposed, planning policies and decisions should expect at least 10% of the homes to be available for affordable home ownership.” The recently issued Ministerial Statement and updates to PPG state that 25% of all Affordable Housing should be First Homes – the Government’s new flagship discounted market sale product. When the NPPF is next updated, it is expected that the 10% affordable home ownership

requirement referenced above may be replaced by the First Homes requirement.

### **First Homes**

233. Whether to treat discounted market housing as affordable or not depends on whether discounting the asking price of new build homes of a size and type suitable to first time buyers would bring them within reach of people currently unable to buy market housing.
234. The starting point for these calculations is therefore the estimated cost of new build entry-level housing in North Wootton, noted above of £252,446.
235. For the minimum discount of 30% the purchase threshold can be calculated as follows:
- Value of a new home (estimated NA entry-level new build) = £252,446;
  - Discounted by 30% = £176,712;
  - Purchase deposit at 10% of value = £17,671;
  - Value of dwelling for mortgage purposes = £159,041;
  - Divided by loan to income ratio of 3.5 = purchase threshold of £45,440.
236. The income thresholds analysis in the Tenure and Affordability chapter also compares local incomes with the costs of a 40% and 50% discounted First Home. This would require an income threshold of £38,949 and £32,457 respectively.
237. All of the income thresholds calculated here for First Homes are below the cap of £80,000 above which households are not eligible. The discounted prices are all also below the £250,000 cap.
238. Note that discounted market sale homes may be unviable to develop if the discounted price is close to (or below) build costs. Build costs vary across the country but as an illustration, the build cost for a 2 bedroom home (assuming 70 sq. m and a build cost of £1,500 per sq. m) would be around £105,000. This cost excludes any land value or developer profit. This would not appear to be an issue in North Wootton.

### **Shared ownership**

239. Shared ownership involves the purchaser buying an initial share in a property, typically of between 25% and 75% (but now set at a minimum of 10%), and paying rent on the share retained by the provider. Shared ownership is flexible in two respects, in the share which can be purchased and in the rental payable on the share retained by the provider. Both of these are variable. The share owned by the occupant can be increased over time through a process known as 'staircasing'.
240. In exceptional circumstances (for example, as a result of financial difficulties, and where the alternative is repossession), and at the discretion of the provider, shared owners may staircase down, thereby reducing the share they own. Shared equity is available to first-time buyers, people who have owned a home

previously and council and housing association tenants with a good credit rating whose annual household income does not exceed £80,000.

241. To determine the affordability of shared ownership, calculations are again based on the estimated costs of new build housing as discussed above. The deposit available to the prospective purchaser is assumed to be 10% of the value of the dwelling, and the standard loan to income ratio of 3.5 is used to calculate the income required to obtain a mortgage. The rental component is estimated at 2.5% of the value of the remaining (unsold) portion of the price. The income required to cover the rental component of the dwelling is based on the assumption that a household spends no more than 30% of the income on rent (as for the income threshold for the private rental sector).
242. The affordability threshold for a 25% equity share is calculated as follows:
- A 25% equity share of £252,446 is £63,112;
  - A 10% deposit of £6,311 is deducted, leaving a mortgage value of £56,800;
  - This is divided by the loan to value ratio of 3.5 to give a purchase threshold of £16,229;
  - Rent is charged on the remaining 75% shared ownership equity, i.e. the unsold value of £189,335;
  - The estimated annual rent at 2.5% of the unsold value is £4,733;
  - This requires an income of £15,778 (annual rent multiplied by 3.33 so that no more than 30% of income is spent on rent).
  - The total income required is £32,007 (£16,229 plus £15,778).
243. The same calculation is repeated for equity shares of 10% and 50% producing affordability thresholds of £25,425 and £42,976 respectively.
244. The income thresholds for all equity levels of shared ownership are below the £80,000 income cap for eligible households.

### **Rent to Buy**

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

### **Help to Buy (Equity Loan)**

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

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

# Appendix B : Housing Needs Assessment Glossary

## **Adoption**

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

## **Affordability**

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

## **Affordability Ratio**

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

## **Affordable Housing (NPPF Definition)**

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

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

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

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

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

### **Affordable rented housing**

Rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). The national rent regime is the regime under which the social rents of tenants of social housing are set, with particular reference to the Guide to Social Rent Reforms (March 2001) and the Rent Influencing Regime Guidance (October 2001). Local market rents are calculated using the Royal Institution for Chartered Surveyors (RICS) approved valuation methods<sup>15</sup>.

### **Age-Restricted General Market Housing**

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

### **Annual Monitoring Report**

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

### **Basic Conditions**

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

### **Backlog need**

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

### **Bedroom Standard<sup>16</sup>**

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

---

<sup>15</sup> The Tenant Services Authority has issued an explanatory note on these methods at <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

<sup>16</sup> See <https://www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-household-report>

## **Co-living**

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

## **Community Led Housing/Community Land Trusts**

Housing development, provision and management that is led by the community is very often driven by a need to secure affordable housing for local people in the belief that housing that comes through the planning system may be neither the right tenure or price-point to be attractive or affordable to local people. The principle forms of community-led models include cooperatives, co-housing communities, self-help housing, community self-build housing, collective custom-build housing, and community land trusts. By bringing forward development which is owned by the community, the community is able to set rents and/or mortgage payments at a rate that it feels is appropriate. The Government has a range of support programmes for people interested in bringing forward community led housing.

## **Community Right to Build Order<sup>17</sup>**

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

## **Concealed Families (Census definition)<sup>18</sup>**

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

## **Equity Loans/Shared Equity**

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

---

<sup>17</sup> See <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

<sup>18</sup> See [http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp171776\\_350282.pdf](http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp171776_350282.pdf)

## **Extra Care Housing or Housing-With-Care**

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

## **Fair Share**

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

## **First Homes**

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

## **Habitable Rooms**

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

## **Household Reference Person (HRP)**

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

## **Housing Market Area**

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

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

## **Housing Needs**

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

## **Housing Needs Assessment**

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

## **Housing Products**

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

## **Housing Size (Census Definition)**

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

## **Housing Type (Census Definition)**

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

## **Housing Tenure (Census Definition)**

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

## **Income Threshold**

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

## **Intercensal Period**

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

## **Intermediate Housing**

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

## **Life Stage modelling**

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

## **Life-time Homes**

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

## **Life-time Neighbourhoods**

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

## **Local Development Order**

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

## **Local Enterprise Partnership**

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

## **Local housing need (NPPF definition)**

The number of homes identified as being needed through the application of the standard method set out in national planning guidance (or, in the context of preparing strategic policies only, this may be calculated using a justified alternative approach as provided for in paragraph 60 of this Framework).

## **Local Planning Authority**

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

## **Local Plan**

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

## **Lower Quartile**

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

## **Lower Quartile Affordability Ratio**

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

## **Market Housing**

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

## **Mean (Average)**

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

## **Median**

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

## **Median Affordability Ratio**

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

## **Mortgage Ratio**

The mortgage ratio is the ratio of mortgage value to income which is typically deemed acceptable by banks. Approximately 75% of all mortgage lending ratios fell below 4 in recent years<sup>19</sup>, i.e. the total value of the mortgage was less than 4 times the annual income of the person who was granted the mortgage.

## **Neighbourhood Development Order (NDO)**

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

## **Neighbourhood plan**

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

## **Older People**

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

## **Output Area/Lower Super Output Area/Middle Super Output Area**

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

## **Overcrowding**

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

---

<sup>19</sup> See <https://www.which.co.uk/news/2017/08/how-your-income-affects-your-mortgage-chances/>

living room and one kitchen would be deemed overcrowded if three adults were living there.

### **Planning Condition**

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

### **Planning Obligation**

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

### **Purchase Threshold**

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

### **Proportionate and Robust Evidence**

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

### **Private Rented**

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

### **Retirement Living or Sheltered Housing**

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

### **Residential Care Homes and Nursing Homes**

Housing for older people comprising of individual rooms within a residential building and provide a high level of care meeting all activities of daily living. They do not usually

include support services for independent living. This type of housing can also include dementia care homes.

## **Rightsizing**

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

## **Rural Exception Sites**

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

## **Shared Ownership**

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

## **Sheltered Housing<sup>20</sup>**

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

---

<sup>20</sup> See <http://www.housingcare.org/jargon-sheltered-housing.aspx>

usually have some shared or communal facilities such as a lounge for residents to meet, a laundry, a guest flat and a garden.

### **Strategic Housing Land Availability Assessment**

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

### **Strategic Housing Market Assessment (NPPF Definition)**

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

### **Specialist Housing for the Elderly**

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

### **Social Rented Housing**

Social rented housing is owned by local authorities and private registered providers (as defined in Section 80 of the Housing and Regeneration Act 2008.). Guideline target rents for this tenure are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with Homes England.<sup>21</sup>

---

<sup>21</sup> See <http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing>

