

Tickhill

Housing Needs Assessment (HNA)

August 2023

Quality information

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List of acronyms used in the text:

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

1. Executive Summary

1. Tickhill is a Neighbourhood Area (NA) located in the City of Doncaster. The NA boundary covers the areas administered by Tickhill Town Council.
2. The 2021 Census recorded 5,228 individuals in Tickhill, indicating a decrease of around 70 people since the 2011 Census due to ageing.
3. There has been limited development in Tickhill in recent years. City of Doncaster Council has provided data showing that 19 net new homes have been built since 2016. Extrapolating the annual delivery rate back to 2011 when an accurate total was recorded, the current total number of dwellings in the NA is estimated to be 2,513. As of February 2023, there are 7 homes on sites with planning permission at various stages of completion. In addition, a site for 74 new homes at Sunderland Street was allocated in the Local Plan but has not yet come forward in a planning application.
4. This Executive Summary details the conclusions of each chapter of this Housing Needs Assessment (HNA), addressing each of the themes agreed with the Town Council at the outset of the research. Detailed findings and data sources for each chapter summary are provided in the main body of the report.
5. Data from the 2021 Census continues to be released throughout 2023. At present, the available data covers population, households, tenure, and dwelling stock characteristics. Some data from the Census 2021 at the localised level, including parishes, will not be available until later in 2023, as well as data comparing numerous variables. As such this HNA will draw on the latest available data from the 2021 Census where possible and will also continue to use other data sets, including 2011 Census, Valuation Office Agency data, and ONS parish projections where necessary to build up evidence at the neighbourhood level.

Conclusions- Tenure and Affordability

Current tenure profile

6. Home ownership is the dominant tenure in Tickhill, representing a significantly higher share of the total (80%) than the wider City (63%) and national average (61%). Of the remaining households, most live in privately rented accommodation. The rate of social renting is slightly above the City average. At 7% of all households, social renting exists at a proportion half the size of wider averages and has declined slightly since 2011. This likely represents a challenge for those on the lowest incomes to remain in the town.

Housing costs

7. Home values in the NA have followed a clear upward trajectory despite some year-on-year fluctuations. The current median house price (middle number when arranged from lowest to highest) is £285,000, which is 73% higher than the 2013 average. The lower quartile price (the lowest 25% of prices, used as a good proxy for entry-level housing) stands at £234,000. This is relatively close to the median,

indicating that the range of price points in Tickhill is narrow and consequently people may struggle to find truly affordable entry-level properties.

8. It is also worth noting that the current median house price in Tickhill is 50% higher than the current median for Doncaster as a whole. Although Tickhill is dominated by detached and larger (4+ bedroom) homes and, correspondingly, City averages are strongly influenced by the smaller (1-2 bedroom) flatted accommodation that is more plentiful in the urban centre of Doncaster, it remains clear that Tickhill is an exceptionally high-value housing market for the local area. This presents a barrier to entry for households with lower incomes or wealth.
9. AECOM has estimated the annual income required to afford various tenures of housing in Tickhill – each of which is explained in detail in Appendix C. These thresholds are compared to incomes to determine which options are the most appropriate for local people going forward. The average household income in the NA area was £43,400 in 2018, and the lower quartile income (per person) for Doncaster was £15,598 in 2020.
10. It was found that local households on average incomes are unable to access even entry-level homes unless they have the advantage of a very large deposit. The median house price would require an annual income around 70% above the current average. Private renting is more affordable, but generally only accessible to average and dual lower earning households. Households made up of a single lower earner, however, cannot afford the given rental thresholds. A broader challenge in relation to private renting is that, though potentially cheaper, too few properties are available to make this a reliable option for lower income households. At the time of search in March 2023 there were only 5 rental listings in Tickhill.
11. Subsidised routes to home ownership like First Homes and Shared Ownership are intended to target people who can afford to rent but not to buy. In Tickhill there is a relatively large gap between the income needed to afford to rent (£25,000) and to buy (£60,000), who may benefit from these products.
12. The discount on First Homes can be set at 30%, 40% or 50% in Neighbourhood Plans. In Tickhill a 40% discount may be marginally affordable to the average earning household, but a 50% discount would be required to expand access to ownership more widely. If seeking to take action on this point in the Neighbourhood Plan, the Town Council is advised to discuss this possibility with City of Doncaster Council, who may be able to supply evidence of development viability that is also relevant to this policy option. City of Doncaster Council note that under current transitional arrangements First Homes are not currently supported or considered appropriate across the City as they have not yet been written into policy. However, this may change in future.
13. Affordable rented housing appears generally affordable to households with two lower earners (average earning households are unlikely to be eligible). Single lower earners can afford average social rents and affordable rents but the lowest earners, if unable to secure a social rented dwelling or additional subsidy, may need to live in a room in a shared house using housing benefits.

The need for Affordable Housing

14. AECOM estimate that there will be a long-term surplus of affordable rented housing in Tickhill rather than an unmet need. This amounts to an annual surplus of 0.3 affordable rented homes – effectively an equilibrium. Details of the calculations discussed here are provided in the main body of the report and in Appendix D.
15. This result may initially be surprising since there is understood to be a current backlog of need (in the region of 44 households) and plenty of households bidding on new vacancies. The reason for the affordable rented housing need being met over the long-term is the rate of turnover in the existing stock of social housing, which suggests that vacancies will be able to satisfy the projected newly arising need as well as some of the backlog.
16. An important caveat to this finding is that the NA may be meeting wider needs within the rural area and/or City. As such, whilst it may be possible to address localised needs through the existing stock, new affordable rented housing may be required to continue to provide homes for households living elsewhere in the wider area. The 2019 Doncaster Housing Needs Study identifies a need for 209 affordable rented homes per year across Doncaster. Hypothetically, if Tickhill were to meet 1.7% of the City's need (the share of the City population living in the NA) this would imply 3.5 affordable homes per year – primarily for affordable rent (although this cannot be disaggregated between renting and ownership). This finding (which is not additional to AECOM's estimates but serves as a sense-check) is not necessarily an obligation on Tickhill (indeed City of Doncaster Council do not employ this method), but the degree to which it might meet the wider need is a point for discussion with City of Doncaster Council.
17. AECOM estimate potential demand for 14 affordable home ownership dwellings per annum in Tickhill, equating to a total of 169 over the Neighbourhood Plan period. The households eligible for such homes 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. It is important to note that there is no obligation to meet these potential need in their entirety, and there are valid further reasons that could prevent it such as the availability of land and the need for market housing.

Affordable Housing policy

18. Affordable Housing is typically provided and made financially viable by City-wide planning policies that require it to be included at a set proportion of market housing developments. Doncaster's adopted policy on this subject require 23% of all new housing be affordable. This is a policy area within the remit of the Local Planning Authority, but it is worth considering what the most appropriate mix of Affordable Housing products might be in the NA specifically.
19. AECOM recommends that the tenure mix of Affordable Housing secured in future years gives slightly higher priority to affordable home ownership options (50%)

than the Local Plan default (25%), with the remaining 50% protecting affordable rented provision. There is an opportunity here to boost levels of affordable home ownership to meet high levels of potential demand in a context where home ownership through the open market is very unaffordable. The trade-off is that this would lower delivery of affordable rented housing, which serves those in the greatest need. In this case, AECOM estimates that the existing stock of affordable rented housing may be sufficient for the community's evolving needs. However, it may be prudent to future-proof the stock through some additional supply in case this situation changes and to contribute to the unmet needs of the wider area.

20. There is no obligation to follow this recommendation or to depart from the emerging Local Plan default mix if that is more in line with the community's objectives. Further discussion with City of Doncaster Council about the options and their advice would be beneficial, and could cover issues beyond the scope of this report, such as development viability.

Conclusions- Type and Size

The current housing mix

21. The current dwelling mix in Tickhill is weighted in favour of larger and less dense home types. Specifically, more than half of homes are detached houses (compared to under a quarter across Doncaster and England). The proportion of bungalows, at 29%, is also far higher than the City and national average, and is likely to be linked to the town's older age profile. The proportion of 4+ bedroom homes in Tickhill is also nearly double that of the City and there is a clear lack of 1 bedroom properties. In summary, Tickhill is characterised by large homes and types that tend to be more expensive, and also offers a large number of bungalows.

Population characteristics

22. The NA population, which is consistently older than that of the City and England, has experienced significant ageing in the decade since 2011. The 65-84 and 85+ age groups have expanded by 19% and 40% respectively, while all other age groups have contracted with the exception of a small uptick in the number of 15-24 year olds. The loss of the young population, particularly in the linked groups of young children and those aged 25-44 (childbearing age) would appear to support the Town Council's desire to attract and retain young people and families through Tickhill's housing offer. That said, the robust growth in older households may also require a housing mix that has the potential to accommodate changing mobility and support needs.
23. Applying ONS household projections for Doncaster to the Tickhill population in 2011 suggests that population growth can be expected to be driven by the oldest households, with the 65+ age group nearly doubling to become the largest single group (at 49% of the total) while all other age bands grow at more modest rates or contract.

24. Tickhill has only a slightly higher proportion of single-person households than wider averages, although a much larger share of single-person households are aged over 65. Of the town's family households, fewer have children than do not – which is the reverse of the picture across Doncaster and England. Tickhill also has fewer 'other' households, where more than one family unit shares a dwelling.
25. As of the 2011 Census, more than 85% of households in the NA had at least one more bedroom than they would be expected to need, and 53% had at least two extra bedrooms. This is not surprising given the relatively large skew of the housing stock. Under-occupancy was most common among the three distinct groups: couples with no children, older households and single people. While not uncommon, this might suggest that Tickhill's larger housing is not necessarily being occupied by households with the most family members, but by the people with the most wealth or by older people who have not chosen or been able to move to smaller properties.

Future population and size needs

26. It is possible to estimate the size mix of future homes that might best accommodate demographic trends and address imbalances in the existing housing stock. The result of this process suggests that new development should be focused on smaller and mid-sized homes (2-3 bedrooms), with few larger properties likely to be needed. This could help to achieve three key outcomes: improving affordability, meeting the needs suggested by demographic trends (notably the ageing of older people and counteracting the decline in younger families), and diversification away from the high proportion of 4+ bedroom homes in the current stock.
27. This recommendation is in line with the evidence for Doncaster presented in the 2019 Housing Need Study. However, this source could also be used to justify retaining a modest proportion of larger homes in the development pipeline to preserve choice in the market if this is desired by the community.
28. It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the NA or on any particular site. These include the specific characteristics of the nearby stock of housing (such as its condition and design), the role of the NA or site within the wider housing market area (linked to any Local Authority strategies or plans) and site-specific factors.

Conclusions- Specialist Housing for Older People

Characteristics of the current older population

29. There are currently estimated to be around 930 individuals aged 75 or over in Tickhill, representing 18% of the population. There is no or care home specialist accommodation in Tickhill at present, according to the Elderly Accommodation Counsel search tool.
30. A clear majority (75%) of Doncaster households aged 55-75 in 2011 (and therefore likely to reach the 75+ bracket by 2035) are owner occupiers, and the remainder predominantly rent from a social landlord. This is important because those

currently owning will require specialist accommodation for market purchase, being largely ineligible for subsidised housing, while those in private or social rent will need to rely on subsidised rented housing because they are unlikely to have the funds to buy. Rates of disability in Tickhill are also higher among social tenants than owner-occupiers.

Projected demographic change and need for specialist housing

31. The 75+ population of the NA is projected to increase to 1,326 people over the Plan period, to become 24% of the population in 2035. As established in the previous chapter, Tickhill has a significantly older population than the wider City and is likely to age faster in the coming years.
32. The growth in the older population, which, rather than the total, is the focus of the estimates of need here, should be converted into households because some older people will be cohabiting in old age. The projected household growth among those aged 75+ in Tickhill is 291.
33. 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, as well as the 2019 Housing Needs Study for Doncaster.
34. The two Tickhill specific estimates suggest a range of 99 to 145 specialist accommodation units might be required during the Plan period. The Doncaster HNS indicates 2,474 dwellings and residential care units will be needed across the City from 2018 to 2032. When this estimate is pro-rated to Tickhill (based on 1.67% of the Doncaster population living in Tickhill in the 2021 Census) it suggests a need for 44 dwellings. This is lower than the HNA estimates because it does not reflect the fact that Tickhill has an older population than Doncaster overall.
35. The HNA estimates are also broken down by tenure and level of support required. Broadly, 60-80% of the need is for accommodation offered for market purchase. This chimes with the higher propensity of older households to be homeowners. Around 50-80% of the need is found to be for sheltered housing with limited support rather than additional care arrangements. The potential need for care and nursing home beds in Tickhill to 2035 can be roughly estimated at 42.
36. These estimates are large relative to the overall housing delivery expectation of the NA. Despite this and Tickhill's proportionally large older population, it would not be prudent to prioritise within any available new development the potential demand from older people to the exclusion of other groups, such as those in need of Affordable Housing, young families, and others important to maintaining a balanced and vibrant community. That said, there is an argument that appropriate options for older people can have the knock-on effect of freeing up family-sized housing.
37. Currently, specialist older people's housing in the area of Tickhill is concentrated at Harworth, Bawtry and Maltby, as well as further afield in Doncaster. This may be a sustainable situation going forwards, but there may also be value in attracting

specialist housing development in Tickhill itself for people who do not want to leave their immediate surroundings and social networks when their housing needs change in old age. The HNA evidence can be used to support specialist housing development but does not make that obligatory. How far to promote this is a choice for the Town Council and wider community.

Accessibility and adaptability

38. Given that there is unlikely to be a large volume of additional specialist supply during the Plan period, an alternative or additional avenue to the provision of additional specialist homes is to discuss the standards of accessibility and adaptability required of new development with City of Doncaster Council. There is a particularly high degree of overlap between the groups served by sheltered specialist housing and adapted mainstream housing, so the unmet need for such homes identified here can be reduced through this avenue.
39. The current adopted Local Plan provides explicit encouragement for development to accommodate specific groups such as older people in Policy 7. Policy 45 takes this further to specify that 65% of new homes (over a minimum site size threshold) should meet Category M4(2) accessibility standards and 5% should meet Category M4(3) wheelchair standards. The evidence gathered here further justifies these requirements. 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 existing requirements in the Local Plan are robust, so discussions with the LPA are advised exceeding or departing from them is a key priority.

2. Context

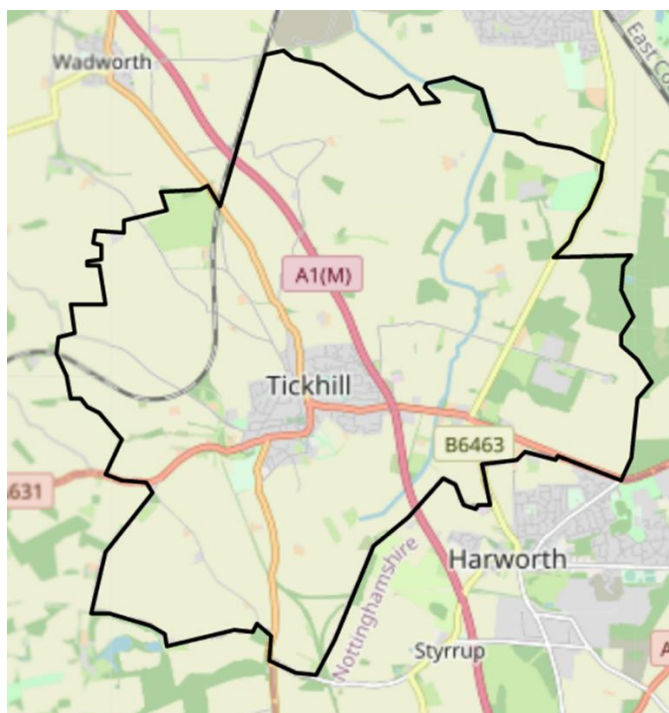
Local context

40. Tickhill is a Neighbourhood Area (NA) located in the City of Doncaster in South Yorkshire. The NA boundary aligns with that of the civil parish of Tickhill and was designated in 2012.
41. The Tickhill Neighbourhood Plan was adopted in 2016. The Town Council are now embarking on a review of the adopted Plan, for which this Housing Needs Assessment (HNA) will provide supporting evidence. The Neighbourhood Plan review is envisaged to look ahead from 2021 to 2035 in line with the recently adopted Doncaster Local Plan, thereby comprising a planning period of 14 years.
42. Tickhill is a small market town located around 8 miles south of central Doncaster and a similar distance north of Worksop. As well as a rich history, the town has a vibrant community and offers a range of amenities including two primary schools, a GP surgery, and a variety of shops, pubs and restaurants. The vision of the Neighbourhood Plan is to preserve and enhance the town's facilities, community spirit and essential character through continued economic development and environmental improvement.

The NA boundary and key statistics

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

Figure 2-1: Map of the Tickhill Neighbourhood Area



Source: Nomis

44. At the time of the 2011 Census the NA was home to 5,228 residents, formed into 2,398 households and occupying 2,483 dwellings. The 2021 Census indicates population decline of around 70 individuals (or 1.3%) since 2011¹, recording a total of 5,160 residents and 2,405 households. It is not uncommon for the number of households to grow while the population falls due to mortality and children leaving home. In effect, slightly fewer people in total occupy Tickhill's housing stock than was the case in 2011 due to ageing.
45. The 2021 Census results do not currently include the number of dwellings in small areas. To provide an up-to-date total dwelling count, City of Doncaster Council were asked for data on the number of homes built since 2011. The most accurate relevant records (following a change in methodology) begin in 2015/16 so the precise number is not known. That said, 19 net new homes have been built in the last seven years, meaning there are currently at least 2,502 dwellings in Tickhill. If the average annual delivery rate of 2.7 is extrapolated to cover four additional years back to 2011, the total would be 2,513. Further data from the 2021 Census is expected in the coming year, providing a more accurate picture.

The housing market area context

46. Whilst this HNA focuses on Tickhill NA it is important to keep in mind that neighbourhoods are not self-contained housing market areas. Housing market areas are usually wider than local authority areas and often stretch across a number of districts or boroughs. This is because housing market areas are inherently linked to the labour market, employment patterns and travel to work areas.
47. The Housing Needs Study 2019 for Doncaster treats the City as its own housing market area, although it does establish clear migration links to Rotherham, Sheffield, other parts of Yorkshire and the East Midlands.^[1] This means that when households who live in Doncaster move home, most stay within the City but many also travel to a variety of locations in the surrounding region.
48. At the neighbourhood scale it is not possible to be definitive about housing need and demand because neighbourhoods are closely linked to other areas. In the case of Tickhill, changes in need or demand in settlements nearby, notably Doncaster and Worksop but also Maltby and other nearby towns, are likely to impact on the neighbourhood.
49. In summary, Tickhill functions within a wider strategic area. As well as fostering good working relationships with the local planning authority (Doncaster), it is therefore useful to think about the *role* of the neighbourhood within the wider area. This HNA can provide evidence to understand this role and the specific features of the neighbourhood within this wider context. Neighbourhood Plans can have a significant impact in shaping their neighbourhoods, enhancing the positive role the neighbourhood plays within the wider housing market, or

¹ It is worth noting that this figure is an estimate only, based on data which is mostly available at local authority level such as administrative registers of births and deaths, data on moves between local authorities, small-area population estimates and official population projections, and not based on a survey count.

^[1] <https://www.doncaster.gov.uk/services/housing/doncaster-housing-need-study-2019>

developing policies to change entrenched patterns and improve housing outcomes in the neighbourhood and wider area.

Planning policy context

50. Neighbourhood Plans are required to be in general conformity with adopted strategic local policies.² In the case of Doncaster, the Local Plan adopted in 2021 sets out how the City will grow to 2035 and includes policies that will inform decisions on planning applications. Because the Local Plan was adopted fairly recently, there is no emerging new Local Plan for the City.
51. A detailed breakdown of the Local Plan policies relevant to housing need is provided in Appendix B. Here, it is worth summarising the most important points of the adopted Local Plan:
 - The housing target for the City is 15,640 new homes – 2018-2035.
 - Tickhill is classified as a Service Town, which is the third tier of the settlement hierarchy, denoting moderate suitability for growth. The ten Service Towns and Villages in total are to deliver 15% of the City's housing growth through Local Plan allocations. A single site for 74 dwellings is allocated in Tickhill, with a roughly 6-10 year time horizon. Other sites were ruled out from a site selection process due to their Green Belt importance or access issues.
 - Policy 7 states that 23% of new dwellings in the higher value areas of the City (including Tickhill) are expected to be delivered as Affordable Housing on sites larger than 15 homes. The suggested tenure mix within Affordable Housing is 75% affordable rent to 25% affordable home ownership;
 - Policy 7 also supports the delivery of accessible and adaptable homes, and Policy 45 adds specific minimum rates of the relevant standards: 65% of new homes to meet M4(2) accessible requirements and 5% to meet M4(3) wheelchair requirements.

Quantity of housing to provide

52. The NPPF 2021 (paragraphs 66 and 67) requires LPAs to provide neighbourhood groups upon request with a definitive or an indicative number of houses to plan for over the Neighbourhood Plan period.
53. City of Doncaster Council has fulfilled that requirement by providing Tickhill with a Local Plan site allocation with the potential to deliver 74 new homes. This is an allocation rather than a target, but because the City's overall housing requirement is met through allocations and few other suitable sites in Tickhill exist, there is no expectation for additional delivery beyond this figure. That said, 'windfall' development of single properties or small sites is likely to continue. Four such sites currently have planning permission for a total of 7 homes.

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

3. Objectives and approach

Objectives

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

Affordability and Affordable Housing

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

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

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

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

Type and Size

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

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

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

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

Specialist Housing for Older People

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

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

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

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

Approach

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

- ONS population and household projections for future years;
- Valuation Office Agency (VOA) data on the current stock of housing;
- Land Registry data on prices paid for housing within the local market;
- Rental prices from Rightmove;
- Local Authority housing waiting list data; and
- The 2019 Housing Needs Study for Doncaster.

65. Data from the 2021 Census continues to be released throughout 2023. Some data at the localised level, including parishes, will not be available until later in 2023, as well as data comparing numerous variables.

4. Affordability and Affordable Housing

Introduction

66. Neighbourhood plans may include policies that influence the scale of Affordable Housing provision and the mix of different tenures and products provided through new housing development.
67. This chapter has three aims, each given its own sub-section:
- To establish the existing **tenure** of homes within the NA at present (owner occupied, private rented, social/affordable rented, Shared Ownership);
 - To examine the **affordability** of different tenures by considering house prices, rents, local incomes and earnings; and
 - To estimate the scale of **need** for Affordable Housing, including the need for those who cannot afford to rent and those who cannot afford to buy.
68. The evidence gathered here can be used to justify planning policies in the Neighbourhood Plan, but it is likely that other supporting evidence may be needed, for example on viability. Local Plans typically include policies on Affordable Housing and whilst the Neighbourhood Plan must conform with these policies, there is scope for Neighbourhood Plan policies to adopt some local variety where this is supported by the evidence.

Definitions

69. This section uses a range of technical terms which are useful to define at the outset:
- **Tenure** refers to the way a household occupies their home. Broadly speaking, there are two categories of tenure: market housing (such as homes available to purchase outright or rent from a private landlord) and Affordable Housing (including subsidised products like social rent and Shared Ownership).
 - **Affordability** refers to the relationship between the cost of housing to buy or rent and the incomes and earnings of households.
 - The definition of **Affordable Housing** is set out in the NPPF 2021 (Annex 2) as 'Housing for sale or rent, for those whose needs are not met by the market...' We refer to Affordable Housing, with capital letters, to denote the specific tenures that are classified as affordable in the current NPPF (Annex 2). A relatively less expensive home for market sale may be affordable but it is not a form of Affordable Housing.
 - A range of affordable home ownership opportunities are included in the Government's definition of Affordable Housing, to meet the needs of those aspiring to own a home. As part of this, the Government has introduced a new product called First Homes, although this is not yet reflected in Annex 2 of the NPPF.³

³ 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/hws48>. The relevant update to PPG is available here: <https://www.gov.uk/guidance/first-homes#contents>.

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

Current tenure profile

70. 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.
71. Table 4-1 presents data on tenure in Tickhill compared with Doncaster and England from the 2021 Census. It shows that a far higher proportion of Tickhill households own their own homes than is the case across the City and England. This comes at the expense of private renting and, especially, social renting. The latter exists at a proportion half the size of wider averages, and likely represents a challenge for those on the lowest incomes to remain in the town.
72. Since 2011 the private rented sector has grown by 22%, aligning with the declining affordability of ownership evidenced in the subsequent analysis. The social rented sector has contracted by 2%, suggesting a small number of social rented homes were transferred into ownership through the Right to Buy or equivalent schemes.

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

Tenure	Tickhill	Doncaster	England
Owned	79.9%	62.8%	61.3%
Shared Ownership	0.4%	0.4%	1.0%
Social rented	7.3%	17.0%	17.1%
Private rented	12.4%	19.7%	20.6%

Sources: Census 2021, AECOM Calculations

Affordability

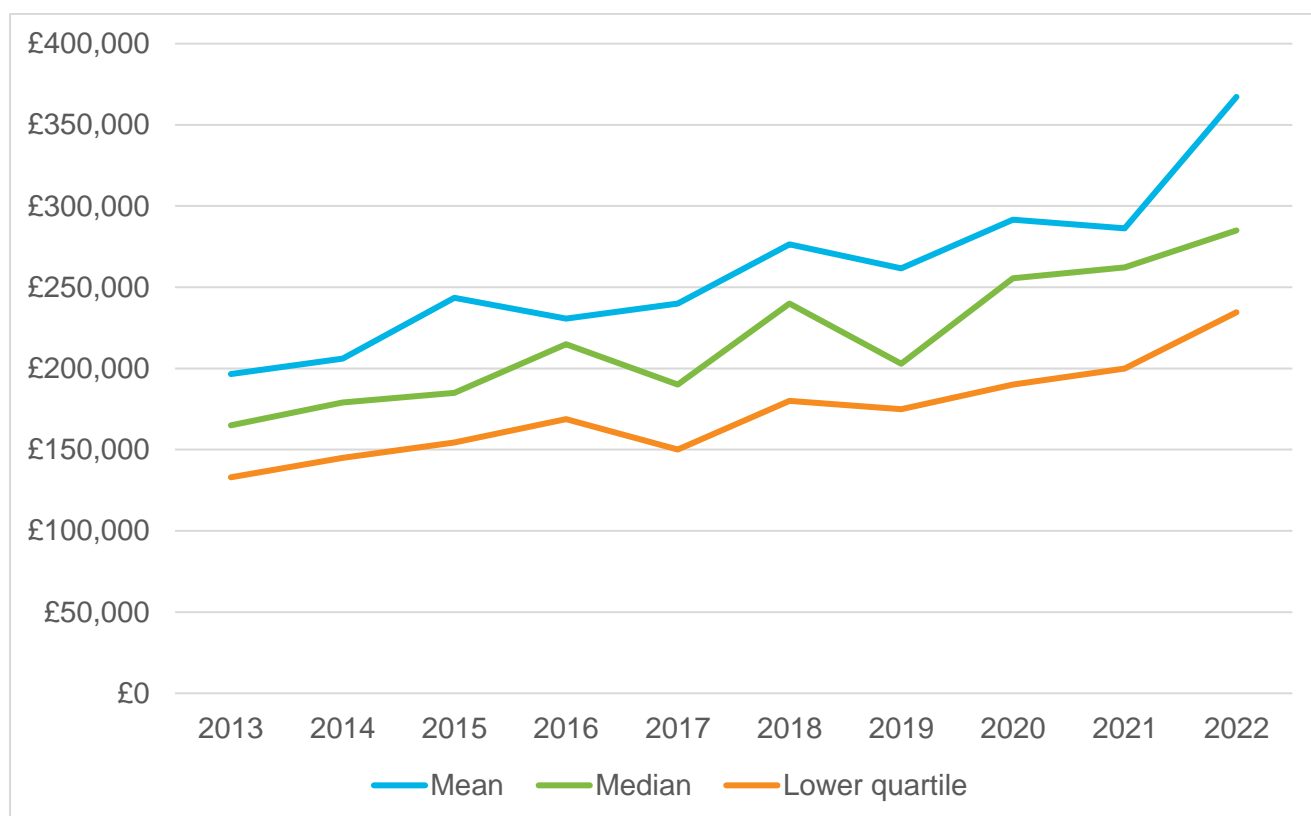
House prices

73. 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.
74. Figure 4-1 looks at the average and lower quartile house prices in Tickhill based on sales price data published by the Land Registry. It shows that prices have followed a clear upward trajectory over the past decade, with a particular uptick in prices in 2022 leaving all three average measures at least 70% higher than

their starting points in 2013. The mean showed the highest growth at 87%, which is not unusual because the mean includes high outliers that are smoothed out in the median (73% growth).

75. The current mean house price is £367,000, the current median is £285,000 and the current lower quartile (the middle value of the cheapest 50% of properties sold) is £234,500. The lower quartile, which is typically taken as a good representation of 'entry-level' housing is relatively close to the median, indicating there is little variety in local home values and that truly entry-level properties only rarely come up for sale.
76. Average house prices in Tickhill are significantly more expensive than those of Doncaster as a whole – by at least 50%. This translates into a price difference of over £130,000 (and up to £190,000 for the mean property). Although Tickhill is dominated by detached and larger homes and, correspondingly, City averages are strongly influenced by the smaller flatted accommodation that is more plentiful in urban Doncaster city, it remains clear that Tickhill is an exceptionally high-value housing market. (Note that no detailed comparison of different settlements or parishes across the City of Doncaster has been undertaken.) There are significant barriers to entry for households with lower incomes or wealth (including young families), compared to other locations in the wider City.

Figure 4-1: House prices by quartile in Tickhill, 2013-2022



Source: Land Registry PPD

77. Table 4-2 breaks down house prices by type, presenting the median within each type. It shows that semi-detached homes in particular have experienced strong price growth over the period, and that it is difficult to understand the pricing of flats because transactions are so scarce.

Table 4-2: Median house prices by type in Tickhill, 2013-2022

Type	2013	2013	2014	2015	2016	2017	2018	2019	2020	2022	Growth
Detached	£242,500	£247,000	£300,000	£245,000	£275,000	£292,000	£295,000	£302,500	£305,000	£360,000	48.5%
Semi-detached	£133,000	£152,500	£160,500	£165,000	£158,000	£185,000	£183,300	£190,000	£204,000	£242,500	82.3%
Terraced	£140,750	£154,000	£163,500	£161,000	£127,000	£171,250	£149,000	£156,000	£185,000	£206,600	46.8%
Flats	£115,000	£93,250	£112,600	£115,000	-	-	£120,000	£126,000	£125,000	-	N/A
All Types	£165,000	£179,000	£185,000	£214,975	£190,000	£240,000	£203,000	£255,500	£262,250	£285,000	72.7%

Source: Land Registry PPD

Income

78. 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.
79. The first source is ONS's estimates of incomes in small areas. This is locally specific but limited to the overall average income (i.e. it does not provide the average income of lower earners). The average total household income locally was £43,400 in 2018 (the most recent year for this dataset). Discussion about the area to which this data applies is provided in Appendix A.
80. 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. Doncaster's gross individual lower quartile annual earnings were £15,598 in 2020. To estimate the income of households with two lower quartile earners, this figure is doubled to £31,196.
81. 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

82. 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.
83. AECOM has determined thresholds for the income required in Tickhill to buy a home in the open market (average and entry-level prices), and the income required to afford private rent and the range of Affordable Housing tenures as set out in the NPPF. These calculations are detailed and discussed in more detail in Appendix C.
84. The key assumptions made in assessing the affordability of different tenures are explained alongside the calculations, but it is worth noting here that we have

assumed that the maximum percentage of household income that should be spent on rent is 30% and that mortgage financing will be offered at a maximum of 3.5 times household income. These are standard assumptions across housing needs assessments at neighbourhood and local authority scale although different approaches are sometimes taken and a case can be made for alternatives (with City of Doncaster suggesting higher ratios may be more realistic). This is discussed in more detail at the start of Appendix C.

85. 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, although 5% may be available for some buyers) but does not reflect the possibility that households may already hold equity from an existing property. Although these factors may be crucial to whether housing will be affordable, they are highly dependent on individual circumstances that cannot be anticipated here.

Table 4-3: Affordability thresholds in Tickhill (income required, £)

Tenure	Mortgage value (90% of price)	Annual rent	Income required	Affordable on average incomes? £43,400	Affordable on LQ earnings (single earner)? £15,598	Affordable on LQ earnings (2 earners)? £31,196
Market Housing						
Median House Price	£256,500	-	£73,286	No	No	No
Estimated NA New Build Entry-Level House Price	£265,738	-	£75,925	No	No	No
LQ/Entry-level House Price	£211,134	-	£60,324	No	No	No
LA New Build Median House Price	£164,250	-	£46,929	Marginal	No	No
Larger Home Market Rent	-	£10,500	£35,000	Yes	No	No
Entry-level Home Market Rent	-	£7,500	£25,000	Yes	No	Yes
Affordable Home Ownership						
First Homes (-30%)	£186,017	-	£53,148	No	No	No
First Homes (-40%)	£159,443	-	£45,555	Marginal	No	No
First Homes (-50%)	£132,869	-	£37,963	Yes	No	No
Shared Ownership (50%)	£132,869	£3,691	£50,265	No	No	No
Shared Ownership (25%)	£66,435	£5,536	£37,435	Yes	No	No
Shared Ownership (10%)	£26,574	£6,643	£29,737	Yes	No	Yes
Affordable Rented Housing						
Affordable Rent	-	£4,844	£16,130	Yes	Marginal	Yes
Social Rent	-	£4,407	£14,675	Yes	Yes	Yes

Source: AECOM Calculations

86. Before considering each tenure category in turn, it is important to stress that these affordability thresholds have been calculated to give an indication of the costs of various tenures to inform Neighbourhood Plan policy choices. These figures rely on existing data and assumptions, and it is not possible to estimate every possible permutation. The income figures also disguise a large degree of

variation. For simplicity the analysis below speaks in terms of tenure products being 'affordable' or 'not affordable' for different groups, but individual circumstances and the location, condition and other factors of specific properties in each category have a large impact. These conclusions should therefore be interpreted flexibly.

Market housing for purchase and rent

87. 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 nearly 70% (£30,000) higher than the current average.
88. Private renting is generally only affordable to average earners. Households made up of two lower quartile earners can just about afford the entry-level rental threshold. 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. A broader challenge in relation to private renting is that, though potentially cheaper, too few properties are available to make this a reliable option for lower income households. At the time of search in March 2023 there were only 5 rental listings in Tickhill.

Affordable home ownership

89. There is a relatively large group of households in Tickhill who may be able to afford to rent privately but cannot afford home ownership. They are typically earning between around £25,000 per year (at which point entry-level rents become affordable) and £60,000 (at which point entry-level market sale homes become affordable). This 'can rent, can't buy' cohort may benefit from the range of affordable home ownership products such as First Homes and Shared Ownership.
90. 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. City of Doncaster Council note that First Homes are not currently supported or considered appropriate across the City as they have not yet been written into policy. However, this may change in future.
91. As such, this report has estimated the income required to afford First Homes and tested the implications of 30%, 40% and 50% discount levels. A 40% discount may be marginally affordable to the average earning household, but a 50% discount would be required to expand access to ownership more widely.
92. It is important to note that this evidence based on affordability does not provide a complete picture: evidence about the financial viability of development is also relevant. The question is whether demanding higher discount levels on First

Homes will create a financial burden on developers that leads them to argue either that the discount level is not feasible or that the total amount of Affordable Housing may need to be decreased (or, indeed, that other changes such as more executive-style housing are needed). This could effectively sacrifice the provision of affordable rented housing to provide a more attractive First Homes product. The issue of development viability is a specialist matter involving analysis of land values and build costs that is outside the scope of this assessment. If the Town Council intend to set a higher First Homes discount level than that set at City level, further discussions with the LPA are advised.

93. Shared Ownership appears to be slightly more affordable than First Homes but is broadly accessible to the same groups. Government has recently announced that the minimum equity share for Shared Ownership will fall to 10% of the property value.⁴ 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.
94. Rent to Buy provides households with the option to rent at a discount whilst saving for a deposit to buy their property within a set period (usually within 7 years). The income required to access Rent to Buy is assumed to be the same as that required to afford market rents. However, affordability to local households would depend on how rents are set. If Rent to Buy is offered at a discount to *entry level* rents, this would expand this route to home ownership quite significantly, giving a further option to dual lower earning households if 10% Shared Ownership is not available or desirable to them. Discounts on *average* rents would make Rent to Buy affordability, in terms of the household income required, comparable to First Homes and Shared Ownership at 50% discount and 25% equity. However, for some households, the availability of a deposit rather than income level per se is the key barrier to accessing home ownership. Rent to Buy may therefore offer a useful product to meet the needs of some households.
95. These three affordable home ownership products need to be considered in relation to what they offer occupants in the long term beyond simply being affordable to access or not:
 - First Homes allow for a greater ownership stake in the property, enabling occupiers to benefit from price appreciation over time. Monthly outgoings are also limited to mortgage costs alone, which tend to be cheaper than renting.
 - Shared Ownership at high equity shares performs a similar function to First Homes, but there are additional costs associated with the rented portion.

⁴ The previous minimum equity share was 25%. This change took effect from 28 June 2021 and transitional arrangements are in place for planning policy documents that are prepared during the implementation timeframe. Changes are also introduced to make the process of staircasing to full ownership more gradual with lower minimum increments of 1%. The ministerial statement confirming and detailing the changes is available here: <https://questions-statements.parliament.uk/written-statements/detail/2021-05-24/hlws48>.

- Shared Ownership at low equity shares can usually be accessed by lower earning households (than First Homes) and requires a smaller deposit. However, this is a potentially less attractive route to eventual ownership because monthly outgoings remain high. The occupant has to pay a significant monthly rent as well as service charges and other costs, so it can be harder for them to save funds to buy out a greater share in the property over time.
- Rent to Buy requires no deposit, thereby benefitting those with sufficient incomes but low savings. It is more attractive than renting but results in a much slower accumulation of the funds that can provide an eventual route to ownership than the other tenures discussed above.

Affordable rented housing

96. Affordable rents set out in the table above are substantially below market rents. Whilst affordable rents can be set at up to 80% of market rents, in many locations Registered Providers (housing associations) set them to ensure that they are affordable to those claiming housing benefit, i.e. at or below Local Housing Allowance levels. This means that they are in practice below 80% of market levels. This appears to be the case in Tickhill.
97. 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 reliant exclusively on this tenure option. Given the low current proportion of social renting, many such individuals will, if unable to secure a social rented dwelling require additional subsidy through Housing Benefit to access housing.
98. The evidence in this chapter suggests that the affordable rented sector performs a vital function in Tickhill as the only option for a large segment of those in the greatest need. Social rents are cheaper and would therefore leave households on lower earnings better off and better able to afford their other living costs, such as food and fuel etc. Where households are supported by housing benefit the difference in the cost of affordable and social rents may be irrelevant as the level of housing benefit flexes according to the rent. This means that households supported by housing benefit may be no better off in social rented accommodation because they receive a lower rate of housing benefit to cover their rent.

Estimates of the need for Affordable Housing

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

AECOM Estimates

100. AECOM estimates there to be limited long-term need for affordable rented homes in Tickhill. Our model estimates an annual surplus of 0.3 units – effectively an equilibrium where newly arising need and supply through turnover (vacancies) in the existing stock are balanced.
101. The estimate and assumptions used are detailed in Appendix D and summarised in Table 4-4 below. This estimate is largely for social/affordable rent as it relates to households who live in unsuitable housing and who cannot afford to access market rents.
102. This result may initially be surprising since there is understood to be a current backlog of need (in the region of 44 households – see subsequent section) and plenty of households bidding on new vacancies. The reason for the affordable rented housing need being met over the long-term is that model assumes a rate of turnover in the existing stock: of the affordable rented accommodation existing currently, it can be expected that some will come vacant in any given year as their current occupants move to a new location, pass away or cease to be eligible as their circumstances change. This is able to satisfy the projected newly arising need as well as some of the backlog, which is effectively spread out over the 10-year period to produce an annualized figure.
103. An important caveat to this finding is that the NA may be meeting wider needs within the City or the town's rural hinterland where the services and facilities required are more limited. As such, whilst it may be possible to address localised needs through the existing stock, new affordable rented housing may be required to continue to provide homes for households in acute need living elsewhere in the wider area.
104. A further caveat worth emphasizing 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.
105. As such, it may be appropriate for Tickhill to encourage the delivery of some affordable rented housing, with the understanding even if this would meet all of the localised need, it may also help to meet needs from elsewhere in the district. The NA's wider strategic role in the delivery of Affordable Housing should be discussed with City of Doncaster Council.

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

Component of need or supply in the AECOM estimate	Per annum
Current need	3.7
Newly arising need	1.9
Supply	5.3
Net surplus	0.3

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

106. Turning to affordable home ownership tenures, AECOM estimates potential demand for 14 affordable home ownership dwellings per annum in Tickhill, equating to a total of 169 over the Neighbourhood Plan period. The estimate and assumptions used is detailed in Appendix D and summarised in Table 4-5 below. One of the reasons the result is so high (and exceeding the growth targeted in the Local Plan) is that there is so little Shared Ownership housing in the town at present, that turnover in the existing stock has a much lesser impact on the final estimate.
107. It is important to keep in mind that the households identified in this estimate are, by and large, adequately housed in the private rented sector, Affordable Housing, or living in other circumstances. They do not necessarily lack their own housing but would prefer to buy rather than rent. They have been included in the national planning definition of those in need of Affordable Housing, but their needs are less acute than those on the waiting list for affordable rented housing.

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

Component of need or supply in the AECOM estimate	Per annum
Current need	13.5
Newly arising need	1.0
Supply	0.5
Net shortfall	14.0

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

Evidence in the Doncaster 2019 HNS

108. A Housing Need Study was undertaken for Doncaster in 2019. This study estimates the need for affordable housing in the City based on analysis of the Council's housing waiting list and analysis of other data sets in line with Planning Practice Guidance at the time.
109. The HNS identifies the need for 209 additional affordable homes (without disaggregating affordable renting and affordable sale) across the City of Doncaster as a whole.
110. When this figure is pro-rated to Tickhill based on its fair share of the population (1.7% of the City's population as of the 2021 Census), this equates to 3.5 homes per annum or 42 homes over the 12 years remaining to 2035. However, the HNS also disaggregates the need across areas of the City, finding that Tickhill and Wadworth's annual imbalance is a need for 10 dwellings per year.
111. Given the HNS's approach of not disaggregating affordable rented and ownership need, it is hard to compare this result to the HNA estimates summarised above. This review of that evidence does, however, suggest that a combined need in the region of 5-15 units per year is broadly appropriate.

Additional evidence of Affordable Housing needs

112. City of Doncaster Council provided a range of evidence from the affordable rented housing register, which has been drawn upon in AECOM's calculations. It is worth also setting out this evidence explicitly here.
113. As of February 2023 there were 44 households who live in Tickhill on the waiting list for affordable rented housing. The majority of need (34 of 44) is for 1-2 bedroom properties. There are also fewer households in the highest priority bands than the lower bands (e.g. 9 in gold and 19 in bronze).
114. There have been 24 re-lets in the existing social rented housing stock in the past three whole years – i.e. vacancies that were filled by other households on the list. The annual average is thus 8 per year. Because only 3 years of data was available (and during an unusual time), the AECOM estimate uses our standard assumption of 3% per year, which equates to 5.3. This is considered more conservative as it reduces the risk of baking in an assumption that a large number of units will continue to come vacant each year into the future.
115. Bidding data was also provided showing that vacancies in social rented housing tend to attract between 40 and 100 bids on average, indicating strong demand (assumed to include households outside of Tickhill).

Affordable Housing policies in Neighbourhood Plans

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

Application of Local Plan policies

117. Doncaster's adopted policy on this subject (Policy 7) requires 23% of all new housing on sites of 15+ homes to be affordable. Given that all of Tickhill's housing growth in recent years has been on sites smaller than this threshold, very little or no new affordable housing has been delivered, and it is not possible to tell whether this 23% target tends to be met or negotiated down on viability grounds. City of Doncaster Council note that viability was tested prior to the Local Plan and Tickhill was found to be one of the most viable parts of the City (at least theoretically).
118. 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.
119. How the Affordable Housing that comes forward through mainstream development sites (i.e. the 23% of all housing cited above) is broken down into specific tenures – such as the balance between rented tenures and routes to home ownership – is specified in Policy 7 as 75% affordable housing to rent and 25% low-cost home ownership.

Affordable Housing at Neighbourhood level

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

121. The key factors here can be summarised as follows:

AECOM's estimates suggest a robust potential demand for affordable home ownership in Tickhill and limited need for further affordable rented homes because turnover in the current stock appears able to satisfy newly arising need. This points toward a strong emphasis on ownership options;

- There is nevertheless a not insignificant current backlog of need for affordable rented housing (44 households) as well as persistent outstanding need across Doncaster as a whole, to which the NA might reasonably be expected to contribute.
- If housing delivery over the Plan period is dominated, as is expected, by the 74-home allocation in the Local Plan, around 17 affordable homes could be built. This is a proportionally large increase in provision, but not high enough to meet in full the potential demand for affordable home ownership here, nor to service the current backlog of need for rented options. When supply is limited, there is cause to consider what should be prioritised, and it is often prudent to ensure the most acute needs (for affordable rented housing) are protected as a priority.
- The affordability analysis earlier in this chapter established that affordable rented housing is the only option for single lower earners and that, while still expensive in some forms, affordable home ownership products would meaningfully widen access to home ownership to local people. This suggests both should feature in the tenure mix.

122. On balance, AECOM suggests that there is an opportunity here to boost levels of affordable home ownership to meet high levels of potential demand in a context where home ownership through the open market is very unaffordable. The trade-off is that this would lower delivery of affordable rented housing, which serves those in the greatest need. In this case, AECOM estimates that the existing stock of affordable rented housing may be sufficient for the community's evolving needs. However, it may be prudent to future-proof the stock through some additional supply in case this situation changes and to contribute to the unmet needs of the wider area.

123. As such, both affordable rent and affordable home ownership should feature in the Affordable Housing tenure mix. The question is whether the default position set out in the emerging Local Plan, which favours affordable rent over ownership at a ratio of 75% to 25% could be adjusted for Tickhill to take its particular circumstances into account.

124. AECOM's interpretation of the evidence suggests that it could be tweaked further in favour of affordable home ownership if this aligns with the community's

wider objectives. Table 5-6 sets out one proposed option, and breaks down the headline split between rented and ownership tenures with reference to the affordability analysis earlier in the chapter. This suggested that First Homes at a higher discount level is beneficial, Shared Ownership is also potentially valuable at lower equity shares, and that rent to buy might be particularly useful if offered at suitable rental levels and if this less common tenure is feasible locally.

125. Where the Parish Council wish to develop policy that deviates from that outlined in the Local Plan – either by differing from the headline split between renting and ownership or by specifying a greater level of detail around sub-tenures, it is important that they liaise with City of Doncaster Council to understand if any more detailed viability information is needed, and to ensure that departures from the local policy context have their support.

Table 4-6: Indicative tenure split (Affordable Housing)

Tenure	Indicative mix	Considerations and uncertainties
Routes to home ownership, of which	50%	
First Homes	25%	Product untested so uncertainties around viability, developer, lenders and buyer appetite etc.
Shared Ownership	15%	Recently confirmed changes to the model to allow purchases of 10% share - impact on viability unknown. RPs business plans currently reliant on Shared Ownership model. Impact of displacement by First Homes unknown.
Rent to Buy	10%	Emerging product with popularity and effectiveness as yet unknown. Impact of displacement by First Homes unknown.
Affordable Housing for rent, of which	50%	
Social rent	To be set by Registered Providers	Uncertain how much funding available to support this tenure in local area. Uncertain whether RPs willing to own/manage stock in this area.
Affordable rent	To be set by Registered Providers	Uncertain whether RPs willing to own/manage stock in this area.

Source: AECOM calculations

Conclusions- Tenure and Affordability

Current tenure profile

126. Home ownership is the dominant tenure in Tickhill, representing a significantly higher share of the total (80%) than the wider City (63%) and national average (61%). Of the remaining households, most live in privately rented accommodation. The rate of social renting is slightly above the City average. At 7% of all households, social renting exists at a proportion half the size of wider averages and has declined slightly since 2011. This likely represents a challenge for those on the lowest incomes to remain in the town.

Housing costs

127. Home values in the NA have followed a clear upward trajectory despite some year-on-year fluctuations. The current median house price (middle number when arranged from lowest to highest) is £285,000, which is 73% higher than the 2013 average. The lower quartile price (the lowest 25% of prices, used as a good proxy for entry-level housing) stands at £234,000. This is relatively close to the median, indicating that the range of price points in Tickhill is narrow and consequently people may struggle to find truly affordable entry-level properties.
128. It is also worth noting that the current median house price in Tickhill is 50% higher than the current median for Doncaster as a whole. Although Tickhill is dominated by detached and larger (4+ bedroom) homes and, correspondingly, City averages are strongly influenced by the smaller (1-2 bedroom) flatted accommodation that is more plentiful in the urban centre of Doncaster, it remains clear that Tickhill is an exceptionally high-value housing market for the local area. This presents a barrier to entry for households with lower incomes or wealth.
129. AECOM has estimated the annual income required to afford various tenures of housing in Tickhill – each of which is explained in detail in Appendix C. These thresholds are compared to incomes to determine which options are the most appropriate for local people going forward. The average household income in the NA area was £43,400 in 2018, and the lower quartile income (per person) for Doncaster was £15,598 in 2020.
130. It was found that local households on average incomes are unable to access even entry-level homes unless they have the advantage of a very large deposit. The median house price would require an annual income around 70% above the current average. Private renting is more affordable, but generally only accessible to average and dual lower earning households. Households made up of a single lower earner, however, cannot afford the given rental thresholds. A broader challenge in relation to private renting is that, though potentially cheaper, too few properties are available to make this a reliable option for lower income households. At the time of search in March 2023 there were only 5 rental listings in Tickhill.
131. Subsidised routes to home ownership like First Homes and Shared Ownership are intended to target people who can afford to rent but not to buy. In Tickhill there is

a relatively large gap between the income needed to afford to rent (£25,000) and to buy (£60,000), who may benefit from these products.

132. The discount on First Homes can be set at 30%, 40% or 50% in Neighbourhood Plans. In Tickhill a 40% discount may be marginally affordable to the average earning household, but a 50% discount would be required to expand access to ownership more widely. If seeking to take action on this point in the Neighbourhood Plan, the Town Council is advised to discuss this possibility with City of Doncaster Council, who may be able to supply evidence of development viability that is also relevant to this policy option. City of Doncaster Council note that under current transitional arrangements First Homes are not currently supported or considered appropriate across the City as they have not yet been written into policy. However, this may change in future.
133. Affordable rented housing appears generally affordable to households with two lower earners (average earning households are unlikely to be eligible). Single lower earners can afford average social rents and affordable rents but the lowest earners, if unable to secure a social rented dwelling or additional subsidy, may need to live in a room in a shared house using housing benefits.

The need for Affordable Housing

134. AECOM estimate that there will be a long-term surplus of affordable rented housing in Tickhill rather than an unmet need. This amounts to an annual surplus of 0.3 affordable rented homes – effectively an equilibrium. Details of the calculations discussed here are provided in the main body of the report and in Appendix D.
135. This result may initially be surprising since there is understood to be a current backlog of need (in the region of 44 households) and plenty of households bidding on new vacancies. The reason for the affordable rented housing need being met over the long-term is the rate of turnover in the existing stock of social housing, which suggests that vacancies will be able to satisfy the projected newly arising need as well as some of the backlog.
136. An important caveat to this finding is that the NA may be meeting wider needs within the rural area and/or City. As such, whilst it may be possible to address localised needs through the existing stock, new affordable rented housing may be required to continue to provide homes for households living elsewhere in the wider area. The 2019 Doncaster Housing Needs Study identifies a need for 209 affordable rented homes per year across Doncaster. Hypothetically, if Tickhill were to meet 1.7% of the City's need (the share of the City population living in the NA) this would imply 3.5 affordable homes per year – primarily for affordable rent (although this cannot be disaggregated between renting and ownership). This finding (which is not additional to AECOM's estimates but serves as a sense-check) is not necessarily an obligation on Tickhill (indeed City of Doncaster Council do not employ this method), but the degree to which it might meet the wider need is a point for discussion with City of Doncaster Council.

137. AECOM estimate potential demand for 14 affordable home ownership dwellings per annum in Tickhill, equating to a total of 169 over the Neighbourhood Plan period. The households eligible for such homes 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. It is important to note that there is no obligation to meet these potential need in their entirety, and there are valid further reasons that could prevent it such as the availability of land and the need for market housing.

Affordable Housing policy

138. Affordable Housing is typically provided and made financially viable by City-wide planning policies that require it to be included at a set proportion of market housing developments. Doncaster's adopted policy on this subject require 23% of all new housing be affordable. This is a policy area within the remit of the Local Planning Authority, but it is worth considering what the most appropriate mix of Affordable Housing products might be in the NA specifically.
139. AECOM recommends that the tenure mix of Affordable Housing secured in future years gives slightly higher priority to affordable home ownership options (50%) than the Local Plan default (25%), with the remaining 50% protecting affordable rented provision. There is an opportunity here to boost levels of affordable home ownership to meet high levels of potential demand in a context where home ownership through the open market is very unaffordable. The trade-off is that this would lower delivery of affordable rented housing, which serves those in the greatest need. In this case, AECOM estimates that the existing stock of affordable rented housing may be sufficient for the community's evolving needs. However, it may be prudent to future-proof the stock through some additional supply in case this situation changes and to contribute to the unmet needs of the wider area.
140. There is no obligation to follow this recommendation or to depart from the emerging Local Plan default mix if that is more in line with the community's objectives. Further discussion with City of Doncaster Council about the options and their advice would be beneficial, and could cover issues beyond the scope of this report, such as development viability.
141. Table 5-7 summarises Tickhill's position with regards to the expected delivery of Affordable Housing, and how this might ideally be apportioned among sub-categories of tenure to meet local needs over the Plan period. This exercise simply applies the delivery expectation from the 74-home Local Plan allocation, and shows the quantities of affordable housing for rent and sale that would be delivered if the tenure mix proposed in this HNA were to be rigidly enforced. In this sense it is hypothetical, and the outcomes in practice may differ, either as a result of measures taken in the neighbourhood plan (e.g. if the group plans for more housing (and therefore more affordable housing) than the local plan, or if the group decides to influence the tenure mix in other ways), or as a result of site-specific constraints.

Table 4-7: Estimated delivery of Affordable Housing in Tickhill

	Step in Estimation	Expected delivery
A	Local Plan allocation	74
B	Affordable housing quota (%) in LPA's Local Plan	23%
C	Potential total Affordable Housing in NA (A x B)	17
D	Rented % (e.g. social/ affordable rented)	50%
E	Rented number (C x D)	8-9
F	Affordable home ownership % (e.g. First Homes, Rent to Buy)	50%
G	Affordable home ownership number (C x F)	8-9

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

5. Type and Size

Introduction

142. It is common for neighbourhood plans to include policies that influence what form new housing should take in terms of type and size. This requires evidence of what local people need.
143. This can be done using statistics to identify relevant trends and potential gaps in the market. That is the focus of this chapter of the HNA. The evidence gathered here can be used to justify planning policies either on its own or in combination with survey results expressing the specific wants and concerns of local residents. It will also build up a picture of the population and existing range of homes that may provide useful context for the neighbourhood plan.
144. This chapter has three aims, each given its own sub-section:
- To establish what **mix** of housing exists in the NA at present;
 - To describe characteristics of the local **population** that are relevant to housing need; and
 - To look to the **future**, considering how the population is likely to evolve and what mix of homes would be most appropriate to build.
145. It is important to keep in mind that housing need is not an exact science. To get from a set of facts about the population to an ideal mix of homes requires making assumptions. For example, there are clear patterns about what size of home families tend to live in at different stages of life. However, a variety of other reasons sit behind people's housing choices that are less easy to predict, including wealth, accessibility requirements and personal preference. Some trends can also change rapidly over time, such as the increasing preference for home working.
146. The conclusions and recommendations given here are therefore not definitive. Rather, they are what the statistics suggest future needs will look like based on current trends. This is sufficient for justifying planning policies, but it is also appropriate to take into account other factors and evidence if desired.

Definitions

- **Dwelling type:** whether a home is detached, semi-detached, terraced, a flat, bungalow or other type. Which a household chooses to occupy tends to be more about wealth and preference than a specific need.
- **Dwelling size:** how many rooms or bedrooms a home contains. While this could also mean floor area or number of storeys, the number of bedrooms is most reliably recorded in housing statistics. Bedroom numbers are also closely linked to family size and life stage.
- **Household:** a unit of people who live together, commonly a family, couple or single person. Not all dwellings contain a household, including properties that are vacant and second homes, so the number of dwellings and the number of households in an area is usually different.

- **Household composition:** the specific combination of adults and children who form a household. The Census offers a number of categories, for example distinguishing between families with children who are dependent or non-dependent (i.e. adults). 'Other' households in the Census include house-sharers, groups of students, and multi-family households.
- **Household life stage:** the age of the lead member of a household – usually the oldest adult, or what used to be called the 'head of household'. Life stage is correlated with dwelling size as well as wealth.
- **Housing mix:** the range of home sizes and types in an area.
- **Over- and under-occupancy:** the degree to which the size and composition of a household lines up with the number of bedrooms in their home. If there are more bedrooms than the household would be expected to need, the home is considered under-occupied, and vice versa.

The current housing mix

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

Dwelling type

148. Table 5-1 below shows that Tickhill's dwelling mix is much more strongly weighted in favour of detached housing than the wider comparator geographies – although this characteristic is not unusual for rural towns. There are correspondingly smaller proportions of other type categories. In particular, there is a lack of terraced and flatted accommodation, which tends to be the smallest and most affordable, and therefore most suitable to young people leaving home and new families.
149. It has not been possible to identify changes in the dwelling type mix between 2011 and 2021 because data on what has been built in that period, provided by City of Doncaster Council, is not broken down by type or size. There is also a complicating change in how dwelling types is counted in the Census: in 2011 the total aligned with the number of dwellings; in 2021 it aligns with the number of households. Because some dwellings are not occupied by a household, the data appears to show a decrease overall and in most categories – which is unlikely to be the case in practice. Nevertheless, it is understood that only 19 new homes were built in Tickhill since 2015. It is therefore unlikely that new development will have significantly altered the balance of house types in the town.
150. The Census divides dwellings into a standard set of categories that does not include bungalows: a detached bungalow will be counted simply as a detached house, and so forth. It is therefore useful to refer to Valuation Office Agency (VOA) data, which is based on council tax reporting and is in other respects less precise, but which does separate out bungalows as a separate category. VOA counts 730 bungalows in Tickhill in 2021, which is 29% of all homes. This is a significantly higher proportion than wider Doncaster (15%) and England (9.2%). Bungalows tend to appeal to older households and those with mobility

limitations. As such, this notable characteristic of Tickhill's housing offer may well be linked to the age profile of the population, considered later in this chapter.

151. Finally, the data indicates that there are many residential caravans in Tickhill. Unfortunately the information on this subject is limited and unreliable. The 2021 Census no longer disaggregates caravans and temporary structures. At the time of the 2011 Census there were 36 recorded, although this is likely an underestimate. It is also worth noting that City of Doncaster's 2022 Gypsy and Traveller Accommodation Need Assessment indicates only 2 authorised plots and 1 unauthorised plots. From the secondary data it is unclear what form the remaining residential caravans take and who they accommodate.

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

Type	Tickhill	Doncaster	England
Detached	53.5%	24.1%	22.9%
Semi-detached	33.7%	45.5%	31.5%
Terrace	7.7%	21.1%	23.0%
Flat	3.7%	8.6%	22.2%

Source: Census 2021, AECOM Calculations

Dwelling size

152. Table 5-2 shows the mix of dwelling sizes, by number of bedrooms, in Tickhill and the wider City and country. Tickhill has a significantly larger housing stock than the comparator areas. In particular, the proportion of 4+ bedroom homes in the town is nearly double that of the City. The share of homes with 2-3 bedrooms is in line with wider averages, and there is a relatively low share of 1 bedroom properties.
153. Again, there are idiosyncrasies with the data that can be used to understand changes to the dwelling stock between 2011 and 2021. However, in the case of bedrooms, which the 2011 and 2021 Censuses count in the same way, some patterns can be observed. The number of homes with 1-3 bedrooms appears to be slightly smaller in 2021 than in 2011. Correspondingly, there appear to be 60 more 4+ bedroom homes in the town in 2021. Fewer than 60 homes have been built since 2011 in Tickhill, but this statistic may still be broadly accurate due to the impact of extensions of existing homes (which would also explain the small declines in the other size categories). Supported by anecdotal evidence from the Town Council it can reasonably be concluded both that the new homes built since 2011 have been larger properties with 4+ bedrooms, and that a number of 2-3 bedroom homes have been extended. These changes have the result of exaggerating the existing imbalance in property sizes in the town.

Table 5-2: Dwelling size (bedrooms), various geographies, 2021

Number of bedrooms	Tickhill	Doncaster	England
1	4.9%	7.2%	11.6%
2	23.5%	23.6%	27.3%
3	41.2%	53.2%	40.0%
4+	30.4%	16.0%	21.1%

Source: Census 2021, AECOM Calculations

Population characteristics

154. Having This section examines key characteristics of the local population that have a bearing on what housing might be needed in future years.

Age

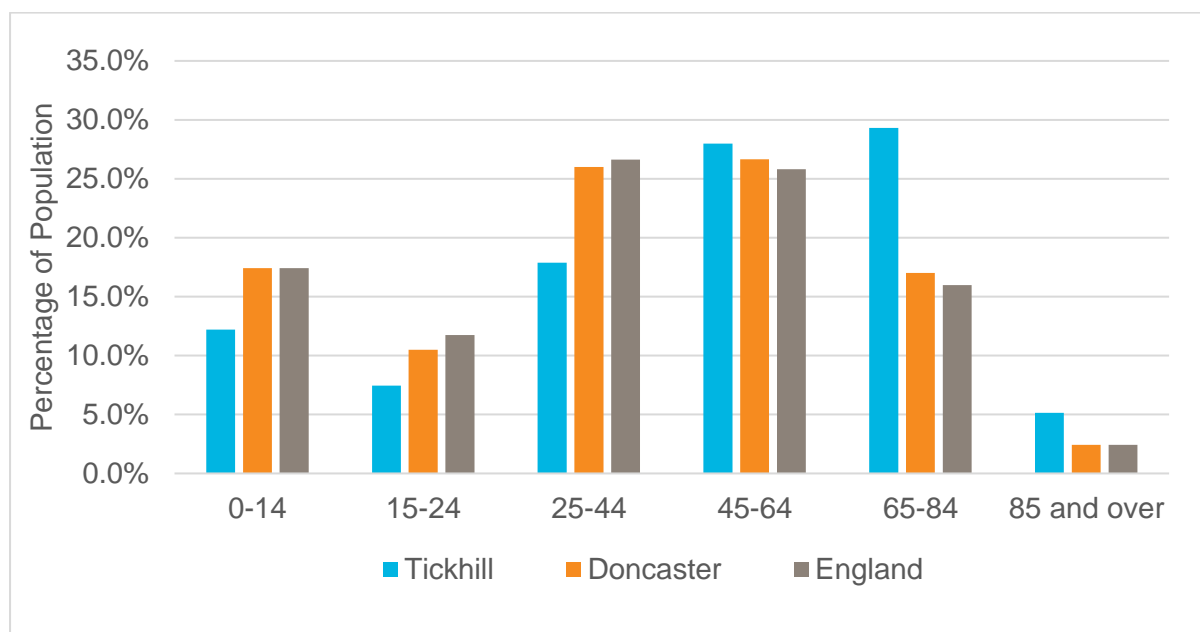
155. Table 5-3 shows the most recent age structure of the NA population, alongside 2011 Census figures. This shows the speed at which the population is ageing in Tickhill, with the older two age groups expanding significantly over the last decade while all other age groups contract (except for a small increase in young adults). The loss of the young population, particularly in the linked groups of young children and those aged 25-44 (childbearing age), may present a challenge to the balance and vibrancy of the community. As such, this evidence would appear to support the Town Council's desire to attract and retain young people and families through Tickhill's housing offer.

Table 5-3: Age structure of Tickhill, 2011 and 2021

Age group	2011 (Census)		2021 (Census)		Change
0-14	738	14.1%	630	12.2%	-14.6%
15-24	361	6.9%	385	7.5%	6.6%
25-44	1,034	19.8%	922	17.9%	-10.8%
45-64	1,632	31.2%	1,444	28.0%	-11.5%
65-84	1,273	24.3%	1,513	29.3%	18.9%
85 and over	190	3.6%	266	5.2%	40.0%
Total	5,228		5,160		-1.3%

Source: ONS 2011, ONS 2021, AECOM Calculations

156. For context, it is useful to look at the NA population structure alongside that of the City and country. Figure 5-1 (using 2021 Census data) shows that Tickhill's population is significantly older than that of Doncaster, which is in turn slightly older than the national average. As observed above, the 65-84 age group is unusually large in Tickhill. As the population continues to evolve to 2035 it is likely that many in this age group will be entering the 85+ group, at which point the housing needs of many tend to change – for example, requiring accessibility adaptations or additional support.

Figure 5-1: Age structure in Tickhill, 2021

Source: ONS 2021, AECOM Calculations

Household composition and occupancy

157. Household composition (the combination and relationships of adults and children in a dwelling) is an important factor in the kinds of housing needed over the Neighbourhood Plan period. Table 5-4 shows that Tickhill has only a slightly higher proportion of single-person households than wider averages, although a much larger share of single-person households are aged over 65. Of the town's family households, fewer have children than do not – which is the reverse of the picture across Doncaster and England. Tickhill also has fewer 'other' households, where more than one family unit shares a dwelling.

Table 5-4 Household composition, Tickhill, 2021

Household composition		Tickhill	Doncaster	England
One person household	Total	32.3%	31.2%	30.1%
	Aged 66 and over	20.3%	13.5%	12.8%
	Other	12.1%	17.7%	17.3%
One family only	Total	65.8%	64.1%	63.1%
	All aged 66 and over	20.3%	9.5%	9.2%
	With no children	19.2%	17.7%	16.8%
	With dependent children	18.7%	25.5%	25.8%
	With non-dependent children ⁵	8.5%	10.7%	10.5%
Other household types	Total	1.9%	4.7%	6.9%

Source: ONS 2021, AECOM Calculations

⁵ Refers to households containing children who are older than 18 e.g students or young working people living at home.

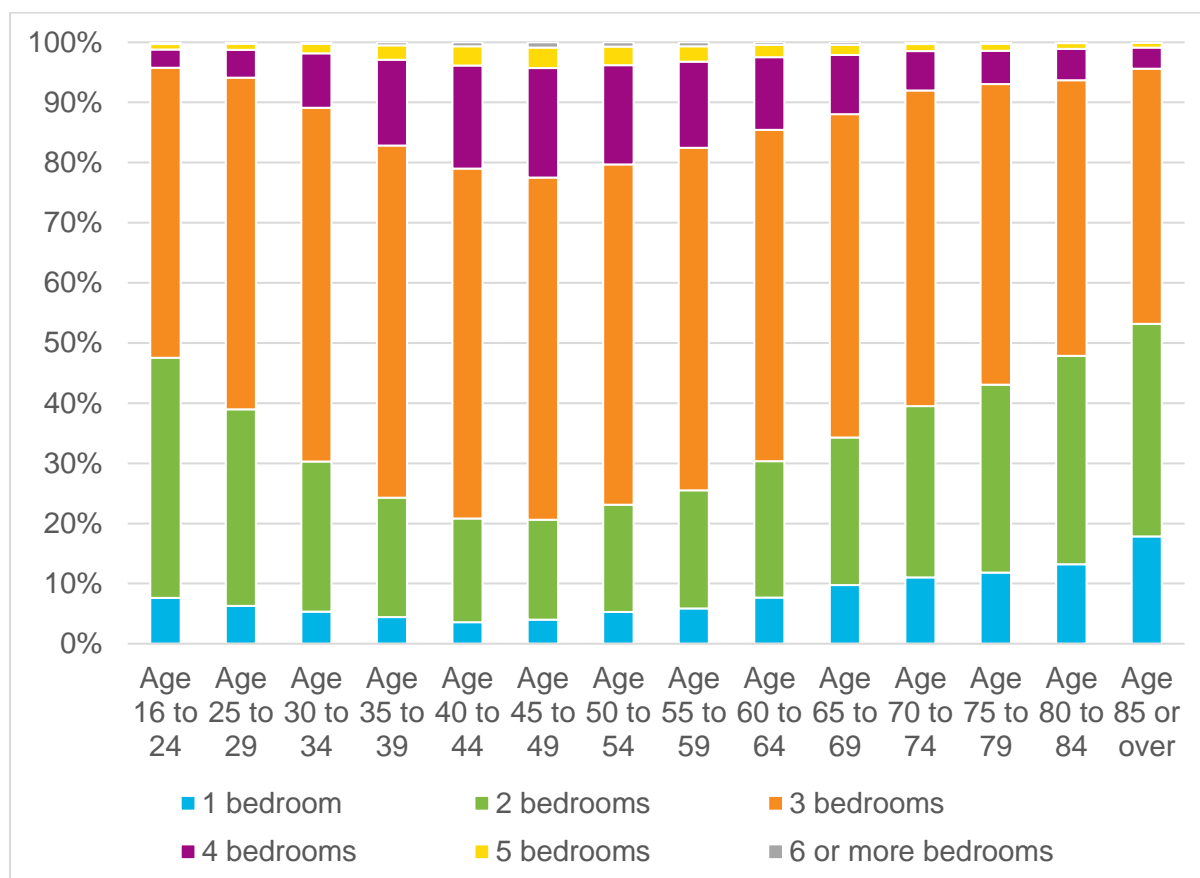
158. The tendency of households to over- or under-occupy their homes is another relevant consideration to the future size needs of the NA. A person is considered to under-occupy their home when there are more bedrooms in their home than a family of their size and composition would normally be expected 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.
159. 2011 Census data (because this has not yet been released for 2021) in Table 5-5 shows that around 86% of households have at least one more bedroom than they would be expected to need, and 53% have two more. This is particularly the case for couples over 65 and families without children. 95% of both groups have extra bedrooms. While not uncommon, this suggests that the town's larger housing is not necessarily being occupied by households with the most family members, but by the people with the most wealth or by older people who have not chosen or been able to move to smaller properties.
160. There are very few households with too few bedrooms, but these are generally those with dependent or adult children – suggesting that affordability difficulties are causing a small number of households to live in unsuitable accommodation.

Table 5-5: Occupancy rating by age in Tickhill, 2011

Household type	+2 rating	+1 rating	0 rating	-1 rating
Family 65+	71.8%	23.7%	4.5%	0.0%
Single person 65+	47.3%	40.2%	12.5%	0.0%
Family under 65 - no children	78.0%	18.7%	3.3%	0.0%
Family under 65 - dependent children	34.9%	41.3%	20.9%	2.9%
Family under 65 - adult children	33.8%	40.3%	23.9%	2.0%
Single person under 65	46.4%	42.9%	10.7%	0.0%
All households	53.0%	33.4%	12.5%	1.0%

Source: ONS 2011, AECOM Calculations

161. As noted in the introduction to this chapter, the life stage of households is strongly correlated with the size of home they tend to occupy. Figure 5-2 sets out this relationship for Doncaster in 2011 (because this data is not available at smaller scales or for the latest Census). The graph shows how the youngest households tend to occupy the smallest dwellings, before rapidly taking up larger homes as their families expand, and then more gradually downsizing to smaller homes again as they age.

Figure 5-2: Age of household reference person by dwelling size, Doncaster, 2011

Source: ONS 2011, AECOM Calculations

Future population and size needs

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

Age

163. The result of applying Local Authority level household projections to the age profile of Tickhill households in 2011 (because household age data is not yet available for 2021) is shown in Table 5-6. This makes clear that population change can be expected to be driven by further growth in the oldest households, with the 65+ age group expected to expand by nearly 50% to become just under 50% of the total, while the younger age groups grow by far less or remain largely the same size.

Table 5-6: Projected age of households, Tickhill, 2011 - 2035

Year	24 and under	25 to 34	35 to 54	55 to 64	65 and over
2011	29	176	750	477	966
2035	23	180	753	532	1,414
% change 2011-2035	-20%	2%	0%	12%	46%

Source: AECOM Calculations

164. The demographic change discussed above can be translated into an ideal mix of dwelling sizes. This is achieved through a model that maps the dwelling size preferences by life stage shown earlier (in Figure 5-2) onto the projected age profile for the NA in Table 5-6 immediately above. The resulting 'ideal' future mix of dwelling sizes can then be compared to the current stock of housing to identify how future development might best fill the gaps.
165. This approach has limitations, in that it embeds existing size preferences and does not anticipate changes in what people want from their homes. As such, it is appropriate for the results to be taken as a baseline scenario – what would occur if current trends persisted. It may well be the intention of the community to intervene to produce a different outcome more in line with their interpretation of emerging trends and their place- and community-shaping objectives. Layering these factors on top of the indicative picture provided by this model is appropriate for the purpose of drafting neighbourhood plan policies.
166. The result of this exercise is presented in Table 5-7. It suggests that the ideal mix of dwelling sizes in 2035 to accommodate demographic change would have higher proportions of smaller and mid-sized homes and lower proportions of larger ones than the current dwelling mix. Consequently, the model recommends that future housing delivery focuses predominantly on 3 bedroom homes (at 65%), which tend to appeal to young families and downsizing older households alike and are underrepresented in the current stock compared to wider averages. The remaining 35% of new homes should be split between 1 and 2 bedroom options, with a slight emphasis on the latter. This again reflects their relative scarcity in the existing stock as well as their ability to accommodate younger households due to their size and affordability. The model suggests that no further properties with 4 or more bedrooms are needed because they are so abundant at present. In theory, if sufficient smaller homes are built, some of the households currently occupying larger homes will be able to downsize and thereby release larger homes for growing families.
167. In essence the goal is diversification away from a relatively skewed current mix, with a need for mid-sized and smaller options, and limited need for the largest properties.

Table 5-7: Suggested dwelling size mix to 2035, Tickhill

Number of bedrooms	Current mix (2021)	Suggested mix (2035)	Balance of new housing to reach suggested mix
1	5.0%	8.7%	15.6%
2	23.6%	25.2%	19.5%
3	41.3%	53.4%	65.0%
4	30.5%	12.7%	0.0%

Source: AECOM Calculations

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

- The preceding chapter found that affordability is a serious and worsening challenge in the parish. While the provision of Affordable Housing (subsidised tenure products) is one way to combat this, another is to ensure that homes come forward which are of an appropriate size, type and density for local residents' budgets.
- Continuing to provide smaller homes with fewer bedrooms would help to address this situation (even if their prices rise through demand), although it should be considered whether large numbers of 1 bedroom homes are suitable given the area's character and current density.
- To best meet the needs of the growing cohort of older households expected to be present by the end of the Plan period, it should also be considered whether the existing options are well tailored to older people's requirements in terms of space, flexibility, quality, location and accessibility.
- Variety should be sought within the mid-sized homes that are built in future to attract both newly forming households on lower budgets and older households with equity from their existing larger homes. While the number of bedrooms required may be similar, other preferences and levels of purchasing power could be very different. Facilitating downsizing among older households may also release those larger homes for use by families who need more bedrooms if the existing stock of larger homes is sufficiently affordable. That said, people also have sentimental attachments to existing homes or see them as nest eggs for children, meaning that downsizing is not a preference for everyone.
- It is relevant to look at the mix proposed for Doncaster as a whole in the 2019 Housing Needs Study. Here, the key finding is 'a marked shift towards a need for smaller dwellings and a reduced emphasis on houses in favour of flats and bungalows/level access accommodation' (para 7.14). The HNS accordingly recommends that a majority of new homes have 3 bedrooms and that most of the remainder have 1-2 rather than 4+ bedrooms. This finding is aligned with the mix proposed here for Tickhill specifically.
- More broadly it is important that the mix of new housing is balanced in and of itself (in addition to creating greater balance in the housing stock overall). As such, it may reasonably be considered that the complete absence of 4+ bedroom homes in the recommended size mix is inappropriately constricting. Allowing for a limited proportion of larger homes may be appropriate if this is in line with the objectives of the community.

Tenure

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

170. Generally speaking, the size mix needed within affordable tenures, particularly affordable and social rent, is smaller than the size mix of market housing. This is because there tend to be higher proportions of single people and couples in need of affordable rented housing, and they are likely to be eligible only for 1 or 2 bedroom properties. In contrast, people buying their own homes tend to want more space than they technically 'need', such as spare rooms for guests, home working or other uses. This fact is established in the data on under-occupancy presented earlier in this chapter.
171. There are three key sources of information for thinking through the size needs of different categories. These are:
- The 2019 HNS for Doncaster. This sets out the projected need by size within each tenure over the long-term in Table 7.8. This suggests that only 11% of market housing should have 1-2 bedrooms, but 83% of affordable homes should have 1-2 bedrooms.
 - The waiting list for affordable rented housing, kept by the Local Authority. This provides a more current snapshot of the size needs of applicant households. As this changes over time, individual planning applications can be decided in ways that meet evolving needs. In this case, only 1 of the 44 applicant households would be eligible for a 3-4 bedroom home. 9 require a 2-3 bedroom home, and the remaining 34 require a 1-2 bedroom home.
 - Any relevant household survey or consultation work in the NA can also highlight any specific gaps in the market within particular segments of the population.
172. To summarise, the overall size mix recommendation presented above applies generally to new housing in the NA. Within this mix, Affordable Housing might require a greater weighting towards smaller sizes while market homes focus on mid-sized homes and some larger options. It is not necessary (and is potentially not appropriate) for Neighbourhood Plans to be prescriptive about the size mix within different tenures, but a range of data sources exist that indicate a direction of travel, which Local Planning Authorities will draw upon when determining applications, and which it is possible for the neighbourhood planners to monitor.

Type

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

174. The key distinctions when it comes to dwelling type are between flats and houses and, to a lesser extent, bungalows, each of which tend to appeal to occupants with different life circumstances. However, it remains difficult to generalise about this, particularly when drawing on demographic evidence.
175. The benefits of delivering a certain blend of dwelling types are more closely related to affordability, which is clearly established as an issue in Tickhill, and which favours more dense options (e.g. terraces and flats). This imperative to improve affordability is often in conflict with matters of character, which in rural areas tend to favour lower density options that blend in with the existing built environment. This is particularly relevant in the case of flats, a large block of which may not be a welcome proposition in the NA. That said, it is possible to deliver flats in the form of low-rise maisonettes that resemble terraces from street level, which can counter this issue.
176. In summary, there is a balance to be struck between, on the one hand, improving affordability and choice in the market by encouraging flats and terraces, and, on the other hand, preserving the distinctive character and other features that residents like about the NA today. How far the Neighbourhood Plan should guide on this issue, and in what direction, is a policy decision for the Town Council and community to consider.

Conclusions- Type and Size

The current housing mix

177. The current dwelling mix in Tickhill is weighted in favour of larger and less dense home types. Specifically, more than half of homes are detached houses (compared to under a quarter across Doncaster and England). The proportion of bungalows, at 29%, is also far higher than the City and national average, and is likely to be linked to the town's older age profile. The proportion of 4+ bedroom homes in Tickhill is also nearly double that of the City and there is a clear lack of 1 bedroom properties. In summary, Tickhill is characterised by large homes and types that tend to be more expensive, and also offers a large number of bungalows.

Population characteristics

178. The NA population, which is consistently older than that of the City and England, has experienced significant ageing in the decade since 2011. The 65-84 and 85+ age groups have expanded by 19% and 40% respectively, while all other age groups have contracted with the exception of a small uptick in the number of 15-24 year olds. The loss of the young population, particularly in the linked groups of young children and those aged 25-44 (childbearing age) would appear to support the Town Council's desire to attract and retain young people and families through Tickhill's housing offer. That said, the robust growth in older households may also require a housing mix that has the potential to accommodate changing mobility and support needs.

179. Applying ONS household projections for Doncaster to the Tickhill population in 2011 suggests that population growth can be expected to be driven by the oldest households, with the 65+ age group nearly doubling to become the largest single group (at 49% of the total) while all other age bands grow at more modest rates or contract.
180. Tickhill has only a slightly higher proportion of single-person households than wider averages, although a much larger share of single-person households are aged over 65. Of the town's family households, fewer have children than do not – which is the reverse of the picture across Doncaster and England. Tickhill also has fewer 'other' households, where more than one family unit shares a dwelling.
181. As of the 2011 Census, more than 85% of households in the NA had at least one more bedroom than they would be expected to need, and 53% had at least two extra bedrooms. This is not surprising given the relatively large skew of the housing stock. Under-occupancy was most common among the three distinct groups: couples with no children, older households and single people. While not uncommon, this might suggest that Tickhill's larger housing is not necessarily being occupied by households with the most family members, but by the people with the most wealth or by older people who have not chosen or been able to move to smaller properties.

Future population and size needs

182. It is possible to estimate the size mix of future homes that might best accommodate demographic trends and address imbalances in the existing housing stock. The result of this process suggests that new development should be focused on smaller and mid-sized homes (2-3 bedrooms), with few larger properties likely to be needed. This could help to achieve three key outcomes: improving affordability, meeting the needs suggested by demographic trends (notably the ageing of older people and counteracting the decline in younger families), and diversification away from the high proportion of 4+ bedroom homes in the current stock.
183. This recommendation is in line with the evidence for Doncaster presented in the 2019 Housing Need Study. However, this source could also be used to justify retaining a modest proportion of larger homes in the development pipeline to preserve choice in the market if this is desired by the community.
184. It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the NA or on any particular site. These include the specific characteristics of the nearby stock of housing (such as its condition and design), the role of the NA or site within the wider housing market area (linked to any Local Authority strategies or plans) and site-specific factors.

6. Specialist housing for older people

Introduction

185. It is relatively common for neighbourhood plans in areas with aging populations to include policies relating to specialist housing for older people. This chapter considers in detail the specialist housing needs of older people in Tickhill. It focuses on specialist forms of provision but recognises that the majority of older people will live in the mainstream housing stock. The approach is as follows:
- To review the **current provision** of specialist housing in the NA;
 - To estimate the **potential demand** for this form of accommodation with reference to the projected growth in the older population and current rates of mobility limitation; and
 - To discuss the potential for meeting this need through adaptations to the mainstream stock and other **additional considerations**.
186. 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.
187. It is important to note that the need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the total housing need or requirement. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as opposed to the projected new households which form the baseline for estimating housing need overall.⁶
188. This study covers the need for housing, i.e. buildings that the planning system classifies as Use Class C3 (private dwellings).⁷ Residences that fall into Use Class C2 (institutions including prisons, boarding schools and some care homes for older people) are largely beyond the scope of this research. However, it is possible to estimate the likely need for residential and nursing care over the Neighbourhood Plan period.
189. The distinction between the need for care homes for older people that fall into use class C2 and those where accommodation is counted as C3 is blurred. As such, the findings of this chapter may justify the provision of extra-care C3 housing and/or C2 care home units, but it is not possible to state definitively how much of each would be required. C3 specialist accommodation is typically self-contained with its own front door, made available on an individual basis with support provided in the home or not at all if the resident does not require it, and offered for sale or rent on the open market.

⁶ See Paragraph: 017 Reference ID: 2a-017-20190220, at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>)

⁷ For a full description of Planning Use Classes, please refer to https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use

Definitions

- **Older people:** people over retirement age, ranging from the active newly retired to the very frail elderly. Their housing needs tend to encompass accessible and adaptable general needs housing as well as the full spectrum of retirement and specialised housing offering additional care.
- **Specialist housing for older people:** a wide range of housing types specifically aimed at older people, which may often be restricted to those in certain older age groups. This could include residential institutions, sheltered housing, extra care housing, retirement housing and a range of other potential types of housing which has been designed and built to serve the needs of older people, including often providing care or other additional services.
- **Sheltered Housing⁸:** self-contained flats or bungalows where all the residents are older people. Schemes on the whole provide independent, self-contained homes, either to rent or buy. Properties in most schemes have features like raised electric sockets, lowered worktops, walk-in showers, and so on, as well as being linked to an emergency alarm service. Some will be designed to accommodate wheelchair users. Managed schemes will also usually have some shared or communal facilities such as a lounge for residents to meet, a laundry, guest flats and gardens.
- **Extra Care Housing:** housing which usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required. Residents are able to live independently with 24-hour access to support services and staff, and meals are often also available. In some cases, these developments are included in retirement communities or villages - the intention is for residents to benefit from varying levels of care as time progresses.
- **Category M4(2):** accessible and adaptable dwellings.
- **Category M4(3):** wheelchair user dwellings.

Specialist housing for older people

190. According to the search function on the Elderly Accommodation Counsel website, there are no units of specialist accommodation in the NA at present, although clusters exist in Harworth, Bawtry and Maltby.
191. 2021 Census data suggests that there are currently around 930 individuals aged 75 or over in Tickhill.

Demographic characteristics

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

⁸ See <http://www.housingcare.org/jargon-sheltered-housing.aspx>

ONS Sub-National Population Projections for Doncaster. The results are set out in Table 6-1. Currently, around 18% of the population of Tickhill are aged 75+, which is a significantly higher proportion than that of wider Doncaster. Over the Neighbourhood Plan period this is projected to rise still further to nearly a quarter of the population. As established in the previous chapter, Tickhill has a significantly older population than the wider City and is likely to age faster in the coming years.

193. A key assumption for the estimate given at the end of this section is that the older people living in the NA currently are already suitably accommodated, either because they occupy the existing stock of specialist accommodation, have made appropriate adaptations to their own homes or do not require support or adaptations. This is unlikely to be completely true, but it is not possible to determine how many such individuals are inadequately housed without evidence from a household survey (which itself may not give a complete picture). As such, the growth in the older population – of 396 – rather than the total at the end of the Plan period (1,326) is the key output of this calculation.

Table 6-1: Modelled projection of older population in Tickhill to 2035

Age group	2021		2035	
	Tickhill	Doncaster	Tickhill	Doncaster
All ages	5,160	308,104	5,521	329,641
75+	930	26,993	1,326	38,486
%	18.0%	8.8%	24.0%	11.7%

Source: ONS SNPP 2020, AECOM Calculations

194. The next step is to consider the need for different tenures of dwelling for older people. It is assumed that those currently occupying their own home will wish to do so for as long as practicably possible in future, even where downsizing or moving into specialist accommodation. Equally, those who currently rent, either in the private or social sectors, are projected to need affordable rented specialist accommodation.
195. 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 2035. The top row in Table 6-2 outlines the tenure mix among households aged 55-75 at Local Authority level, which indicates that the vast majority of older households are home owners and that, of the remainder, most are in social rather than private rented accommodation.
196. The expected growth in the 75+ population in the NA is 396 additional individuals by the end of the plan period. This can be converted into 291 households based on the average number of people per household aged 75+ at Local Authority scale. Multiplying this figure by the percentages of 55-75 year olds occupying each tenure gives a breakdown of which tenures Tickhill households are likely to need in 2035, and is shown in the bottom row of Table 6-2.

Table 6-2: Tenure of households aged 55-75 in Doncaster (2011) and projected new households aged 75+ in Tickhill in 2035

	All owned	Owned outright	Owned (mortgage) or Shared Ownership	All Rented	Social rented	Private rented	Living rent free
Doncaster (2011 mix)	74.9%	54.3%	20.5%	25.1%	18.4%	5.3%	1.5%
Tickhill (additional households to 2035)	218	158	60	73	54	15	4

Source: Census 2011

197. It is also important to consider rates of disability by tenure. The tendency for people in rented housing to have higher disability levels is well established. It arises partly because people with more limiting disabilities tend to have lower incomes. It also reflects the fact that as people develop support and care needs they may find that the only suitable and affordable option to them is available in the social rented sector. Table E-1 in Appendix E presents this data for Tickhill from the 2011 Census.

Future needs for specialist accommodation and adaptations

198. Based on the evidence outlined above, the number of households falling into potential need for specialist accommodation over the Plan period is calculated to be 145.
199. AECOM's modelling, summarised in Table 6-3, is based on the assumption that those whose day-to-day activities are limited a lot may need housing with care (e.g. extra care housing, with significant on-site services, including potentially medical services), while those with their day to day activities limited only a little may simply need adaptations to their existing homes, or alternatively sheltered or retirement living that can provide some degree of oversight or additional services. However, it is important to note that, even those people who have high support or care needs can often be supported to live in their own homes. This is often reflected in policy of local authorities, with explicit aim to reduce the need to commission increasing numbers of care home beds.
200. These estimates suggest that the greatest need is for market specialist housing, which is unsurprising given that most older households are already homeowners and would not qualify for subsidised housing. The need is relatively balanced between options with additional care and less specialised options – for which adaptations to market housing represent a viable alternative.

Table 6-3: AECOM estimate of specialist housing need in Tickhill to 2035

Type	Affordable	Market	Total
Housing with care	27	44	71
Adaptations, sheltered, or retirement living	20	54	74
Total	47	98	145

Source: Census 2011, AECOM Calculations

201. It is worth comparing these findings with the recommendations of the Housing Learning and Improvement Network (HLIN), one of the most simple and widely used models estimating for the housing needs of older people. HLIN calculations

202. **Ta2** in Appendix E reproduces the key assumptions of HLIN's Strategic Housing for Older People (SHOP) toolkit. Applying those assumptions to the growth in the older population of Tickhill results in a total of 99 specialist dwellings that might be required to the end of the Plan period. This is set out in Table 6-4. Again the majority of need is for market options, but the HLIN estimates suggest there is more limited need for extra care accommodation compared to sheltered housing or adaptations to mainstream homes.

Table 6-4: HLIN estimate of specialist housing need in Tickhill by the end of the Plan period

Type	Affordable	Market	Total
Housing with care	12	16	28
Adaptations, sheltered, or retirement living	24	47	71
Total	36	63	99

Source: Housing LIN, AECOM calculations

Further considerations

203. The above estimates suggest that potential need for specialist accommodation could be in the range of 99-145 units over the Neighbourhood Plan period. However, it may not be possible or appropriate to deliver this scale of new accommodation. It is clearly very high in relation to the overall housing delivery expectation of around 74 homes (through a large application, which may be supplemented by windfall delivery). Despite Tickhill's proportionally large older population, it would not be prudent to prioritise the potential demand from older people to the exclusion of other groups, such as those in need of Affordable Housing, young families, and others important to maintaining a balanced and vibrant community.

204. In addition, specialist housing for older people should only be provided in sustainable, accessible locations that offer services and facilities, public transport options, and the necessary workforce of carers and others.
205. Alongside the need for specialist housing to be provided in accessible locations, another important requirement is for cost effectiveness and economies of scale. This can be achieved by serving the specialist older persons housing needs arising from a number of different locations and/or Neighbourhood Areas from a single, centralised point (i.e. what is sometimes referred to as a 'hub-and-spoke' model).
206. It is considered that Tickhill is, in broad terms, a potentially suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above. As such, there is potential for such accommodation to be provided within the NA (while noting there is no specific requirement or obligation to do so if there is potential to meet need arising from Tickhill in other suitable locations near to but outside the Plan area boundaries).
207. Clearly the hub and spoke model is operational in the area around Tickhill at the moment, with Harworth, Bawtry and Maltby, as well as Doncaster, providing clusters of specialist housing and care home accommodation that are likely to serve their rural hinterland. This may be a sustainable situation into the future, but there may also be value in attracting specialist housing development in Tickhill itself for people who do not want to leave their immediate surroundings and social networks when their housing needs change in old age. The HNA evidence can be used to support specialist housing development but does not make that obligatory. How far to promote this is a choice for the Town Council and wider community, in discussion with City of Doncaster Council.
208. It is also important to emphasise that the potential need for specialist housing for older people overlaps with the need for care home bedspaces and the need for adaptations to mainstream housing. These topics are considered in the sections below.

Care homes

209. Residential and nursing care homes are not defined as housing because they do not provide self-contained accommodation where an older person can live independently. Care home accommodation is defined as institutional accommodation rather than housing.
210. However, residents of care homes may be similar in terms of their care and support needs as those living in specialist housing, or even mainstream housing with appropriate care and support delivered in their homes. There may be some scope for older people who would otherwise have been accommodated in care homes to meet their needs within specialist or mainstream housing if sufficient appropriate accommodation can be provided. Nevertheless, there is likely to be continued need for care home accommodation to meet more acute and severe needs, and to offer choice to some older people and their families about how they are cared for and supported.

211. Given the overlap between people who might enter care home accommodation and those who might take up specialist housing or care and support in their own home if available, estimates of the future need for care home accommodation, as with estimates of the need for specialist housing above, are uncertain and depend on both local and national policies, delivery, and the appetite of private developers.
212. AECOM has estimated the likely need for care home accommodation over the plan period, based on the HLIN SHOP toolkit prevalence rates for residential and nursing care homes for older people (aged 75+). This estimate applied the prevalence rates in the 'More Choice, Greater Voice' 2008 report which informed the development of the HLIN toolkit. This report suggested that 65 residential care beds per 1,000 people aged 75+ was an appropriate rate. Based on this rate, applied to the growth in the older population for consistency with the calculations above, it is estimated that by 2035 there would be a need for 42 care homes beds arising from people currently living in the NA.
213. It is important to note that as these estimates relate to care homes (or the population in institutions) rather than independent housing, these figures are in addition to the overall need for housing in the NA. However, as discussed in this section, some or all of the potential need for care home beds might be met by independent housing accommodation and vice versa, or in more suitable locations elsewhere.

The Role of Mainstream Housing

214. The majority of older people live in mainstream housing and will continue to do so all of their lives. This is particularly the case in Tickhill where there currently are no specialist housing schemes or care homes.
215. It is not possible to be precise about how well older people are accommodated within mainstream housing, in terms of whether their accommodation is suitable to their needs and whether adequate care or support is provided within the home when they need.
216. However, given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another key avenue to accommodating those with relevant needs is to discuss the standards of accessibility and adaptability in new development to be met in the Local Plan with Doncaster.
217. It is relatively common for Local Plans to require that all or a majority of new housing meets Category M4(2) standards in response to the demographic shifts being observed nationwide. Government is considering mandating M4(2) on newly erected dwellings⁹, although changes to Building Regulations have not yet been made.
218. The current adopted Local Plan provides explicit encouragement for development to accommodate specific groups such as older people in Policy 7.

⁹ See [Raising accessibility standards for new homes: summary of consultation responses and government response - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/raising-accessibility-standards-for-new-homes)

Policy 45 takes this further to specify that 65% of new homes (over a minimum site size threshold) should meet Category M4(2) accessibility standards and 5% should meet Category M4(3) wheelchair standards. The evidence gathered here further justifies these requirements. 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 existing requirements in the Local Plan are robust, so discussions with the LPA are advised exceeding or departing from them is a key priority.

219. The proportion of new housing that might accommodate those using wheelchairs is harder to define at small scales. Typically, at Local Authority scale, this might be set with reference to the proportion of Affordable Housing applicants in the Local Authority area falling into this category or to wider data from surveys and other sources where available. Across England as a whole, 0.6% of the population use a wheelchair all of the time, and 3% do so part of the time. It is worth noting that these national figures are for all age categories, not just older persons, although it is likely that a significant proportion of households using a wheelchair will be older persons. These percentages might form the basis of a formal or informal target for Category M(3) dwellings.

Conclusions- Specialist Housing for Older People

Characteristics of the current older population

220. There are currently estimated to be around 930 individuals aged 75 or over in Tickhill, representing 18% of the population. There is no or care home specialist accommodation in Tickhill at present, according to the Elderly Accommodation Counsel search tool.
221. A clear majority (75%) of Doncaster households aged 55-75 in 2011 (and therefore likely to reach the 75+ bracket by 2035) are owner occupiers, and the remainder predominantly rent from a social landlord. This is important because those currently owning will require specialist accommodation for market purchase, being largely ineligible for subsidised housing, while those in private or social rent will need to rely on subsidised rented housing because they are unlikely to have the funds to buy. Rates of disability in Tickhill are also higher among social tenants than owner-occupiers.

Projected demographic change and need for specialist housing

222. The 75+ population of the NA is projected to increase to 1,326 people over the Plan period, to become 24% of the population in 2035. As established in the previous chapter, Tickhill has a significantly older population than the wider City and is likely to age faster in the coming years.
223. The growth in the older population, which, rather than the total, is the focus of the estimates of need here, should be converted into households because some older people will be cohabiting in old age. The projected household growth among those aged 75+ in Tickhill is 291.

224. 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, as well as the 2019 Housing Needs Study for Doncaster.
225. The two Tickhill specific estimates suggest a range of 99 to 145 specialist accommodation units might be required during the Plan period. The Doncaster HNS indicates 2,474 dwellings and residential care units will be needed across the City from 2018 to 2032. When this estimate is pro-rated to Tickhill (based on 1.67% of the Doncaster population living in Tickhill in the 2021 Census) it suggests a need for 44 dwellings. This is lower than the HNA estimates because it does not reflect the fact that Tickhill has an older population than Doncaster overall.
226. The HNA estimates are also broken down by tenure and level of support required. Broadly, 60-80% of the need is for accommodation offered for market purchase. This chimes with the higher propensity of older households to be homeowners. Around 50-80% of the need is found to be for sheltered housing with limited support rather than additional care arrangements. The potential need for care and nursing home beds in Tickhill to 2035 can be roughly estimated at 42.
227. These estimates are large relative to the overall housing delivery expectation of the NA. Despite this and Tickhill's proportionally large older population, it would not be prudent to prioritise the potential demand from older people to the exclusion of other groups, such as those in need of Affordable Housing, young families, and others important to maintaining a balanced and vibrant community.
228. Currently, specialist older people's housing in the area of Tickhill is concentrated at Harworth, Bawrty and Maltby, as well as further afield in Doncaster. This may be a sustainable situation going forwards, but there may also be value in attracting specialist housing development in Tickhill itself for people who do not want to leave their immediate surroundings and social networks when their housing needs change in old age. The HNA evidence can be used to support specialist housing development but does not make that obligatory. How far to promote this is a choice for the Town Council and wider community.

Accessibility and adaptability

229. Given that there is unlikely to be a large volume of additional specialist supply during the Plan period, an alternative or additional avenue to the provision of additional specialist homes is to discuss the standards of accessibility and adaptability required of new development with City of Doncaster Council. There is a particularly high degree of overlap between the groups served by sheltered specialist housing and adapted mainstream housing, so the unmet need for such homes identified here can be reduced through this avenue.
230. The current adopted Local Plan provides explicit encouragement for development to accommodate specific groups such as older people in Policy 7.

Policy 45 takes this further to specify that 65% of new homes (over a minimum site size threshold) should meet Category M4(2) accessibility standards and 5% should meet Category M4(3) wheelchair standards. The evidence gathered here further justifies these requirements. 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 existing requirements in the Local Plan are robust, so discussions with the LPA are advised exceeding or departing from them is a key priority.

7. Next Steps

Recommendations for next steps

231. This Neighbourhood Plan housing needs assessment aims to provide Town Council with evidence on a range of housing trends and issues from a range of relevant sources. We recommend that the neighbourhood planners should, as a next step, discuss the contents and conclusions with City of Doncaster Council with a view to agreeing and formulating draft housing policies, bearing the following in mind:
- All Neighbourhood Planning Basic Conditions, but in particular Condition E, which is the need for the Neighbourhood Plan to be in general conformity with the strategic policies of the adopted development plan;
 - The views of City of Doncaster Council;
 - The views of local residents;
 - The views of other relevant local stakeholders, including housing developers and estate agents; and
 - The numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by City of Doncaster Council.
232. 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.
233. Bearing this in mind, it is recommended that the Town Council should monitor carefully strategies and documents with an impact on housing policy produced by the Government, City of Doncaster Council or any other relevant party and review the Neighbourhood Plan accordingly to ensure that general conformity is maintained.
234. At the same time, monitoring on-going demographic or other trends over the Neighbourhood Plan period will help ensure the continued relevance and credibility of its policies.

Appendix A : Assessment geography

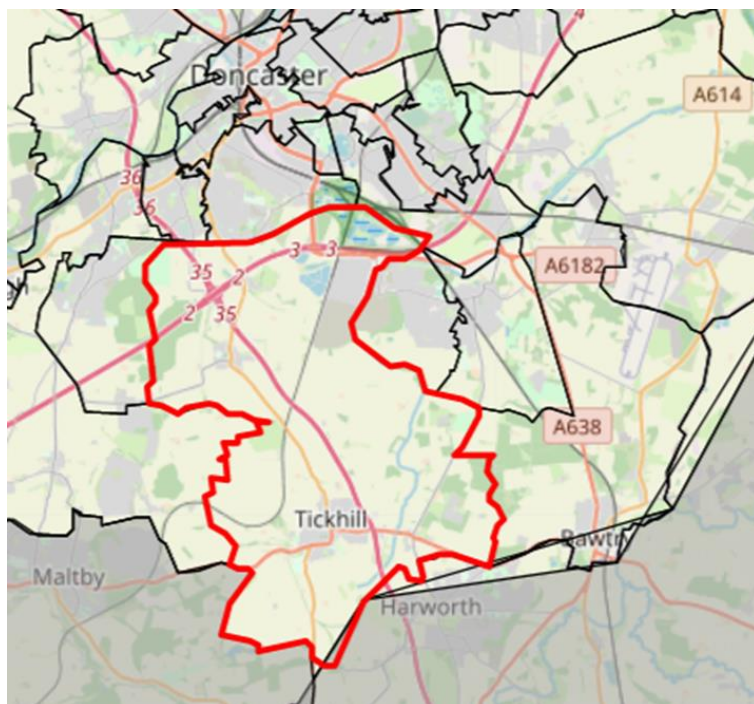
235. For Census purposes, the whole of England is divided into statistical units of similar population size called Output Areas (OAs) and their larger equivalents. OAs are the smallest units. They make up Lower Layer Super Output Areas (LSOAs), which in turn make up Middle Layer Super Output Areas (MSOAs).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

- E01007612
- E01007614
- E01007615
- E01007616

236. Many other datasets besides the Census itself make use of OAs, but not necessarily down to the same level of detail. For example, Valuation Office Agency (VOA) data, which can be used to understand the type and size mix of housing, is only available down to the scale of LSOAs. Because Tickhill is comprised of LSOAs (as listed above), this data can be used precisely.

237. Finally, as noted in the analysis of affordability in the main body of the report, household income data for small areas is only provided down to the scale of MSOAs. The relevant MSOA, in which the NA is located and which will need to serve as a proxy for it, has the code number E02001577. This MSOA is comprised of five LSOAs, four of which make up the NA exactly, with the fifth covering a large but more sparsely populated area to the north. A map of this geography is given below:

Figure A-1: Map of MSOA E02001577



Source: Nomis

Appendix B : Local Plan context

Policies in the adopted local plan

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

Table B-1: Summary of relevant adopted Local Plan policies

Policy	Provisions
1: Settlement Hierarchy	<p>Divides the City into a hierarchy of development locations according to the suitability for growth of key settlements:</p> <ul style="list-style-type: none"> - Doncaster Main Urban Area – where at least 45% of new homes will be targeted - Main Towns – where approximately 40% of new homes will be built - Service Towns and Villages – where around 15% of new homes will be built - Defined Villages – with no allocations for growth given their limited services - Countryside Policy Area – outside of development limits - Green Belt - Flood Risk <p>Tickhill falls under the category of Service Towns and Villages, which are defined by their good range of services and are to be maintained and enhanced through an appropriate level of growth to meet local needs.</p>
2: Level of Growth	The Local Plan aims to facilitate the delivery of 15,640 new homes between 2018 and 2035, an annual average of 920.
5: Housing Allocations	The total allocation for Service Towns and Villages is 2,382 new homes, of which 74 are allocated to Tickhill.
7: Delivering the Necessary Range of Housing	<p>New housing developments are required to deliver an appropriate range of house sizes, types and tenures to address need and demand, and having regard to the latest evidence.</p> <p>Sites of 15 or more homes will normally be expected to include 23% affordable homes in high value areas and 15% elsewhere in the City. Affordable housing is split into 75% affordable homes to rent and 25% low-cost home ownership.</p> <p>New developments should include homes that are adaptable, accessible and suitable to a wide range of needs.</p>
45: Housing Design standards	New homes are required to meet the Nationally Described Space Standard.

Policy	Provisions
	On sites of over 0.5 hectares or 10 or more dwellings, 65% of new homes should meet building regulations category M4(2) accessible and adaptable homes standards, and 5% should meet category M4(3) wheelchair adaptable standards.

Source: City of Doncaster Council

Appendix C : Affordability calculations

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

C.1 Market housing

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

i) Market sales

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

242. 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 Tickhill, 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.

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

- Value of a median NA house price (2022) = £285,000;
- Purchase deposit at 10% of value = £28,500;
- Value of dwelling for mortgage purposes = £256,500;
- Divided by loan to income ratio of 3.5 = purchase threshold of £73,286.

244. 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 2022 was £234,594, and the purchase threshold is therefore £60,324.

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

2015. As such, there are too few recent sales in the NA specifically to determine an accurate average for the cost of new build housing in Tickhill. It is, however, important to understand the likely cost of new housing because new housing is where the Neighbourhood Plan has most influence, and is the appropriate benchmark for understanding the costs of affordable home ownership tenures (considered below).

246. Therefore an estimate has been calculated by determining the uplift between all house prices in 2022 across Doncaster and new build house prices in 2022 in the same area. This percentage uplift (or 'new build premium') of 26% is then applied to the 2022 lower quartile house price in the NA to give an estimated NA new build entry-level house price of £295,265 and purchase threshold of £75,925.
247. In order to provide a comparison with the wider local authority area, it is helpful to also look at the cost of new build housing across Doncaster in 2022. The median cost of new build dwellings in Doncaster was £182,500, with a purchase threshold of £46,929. This is perhaps unlikely to be achievable in the NA given that the median home value in Tickhill in 2022 was nearly double the median for the wider district/borough – hence the need to calculate the estimate outlined above.

ii) Private Rented Sector (PRS)

248. It is assumed here that rented housing is affordable if the annual rent does not exceed 30% of the household's gross annual income. The percentage of income to be spent on rent before the property is considered affordable varies considerably for individuals, and it is increasingly common for households to dedicate a larger proportion of their earnings to rent. When considering affordability it is considered good practice to be conservative, and the 30% benchmark is used as ONS's current standard assumption.
249. 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.
250. The property website Rightmove shows rental values for property in the Neighbourhood Area. The sample of rental price data within Tickhill itself was limited at the time of search in March 2023, with only 5 listings. A wider radius of a mile beyond the parish produces a larger sample of 29 listings, which can be used to sense check the results for Tickhill specifically.
251. According to Rightmove, the median monthly rent for higher-value rentals (two 3 bedroom and one 2 bedroom) in Tickhill is £875. This is also the median of

3+ bedroom properties across the wider area and therefore serves as an appropriate benchmark for larger housing. The median of lower-value rentals in Tickhill (one 1 bedroom and one 2 bedroom) is £625. This is also the median of 1-2 bedroom properties across the wider area so again represents a reasonable benchmark for smaller housing.

252. The calculation for the private rent income threshold for entry-level dwellings is as follows:

- Annual rent = £625 x 12 = £7,500;
- Multiplied by 3.33 (so that no more than 30% of income is spent on rent) = income threshold of £25,000.

253. The calculation is repeated for larger property average to give an income threshold of £35,000.

C.2 Affordable Housing

254. 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

255. 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.

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

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

Table C-1: Social rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average social rent per week	£77.00	£83.24	£92.08	£102.75	£84.75
Annual average	£4,004	£4,328	£4,788	£5,343	£4,407
Income needed	£13,333	£14,414	£15,945	£17,792	£14,675

Source: Homes England, AECOM Calculations

ii) Affordable rent

258. 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).

259. 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%.

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

261. Comparing this result with the average 2 bedroom annual private rent above indicates that affordable rents in the NA are actually closer to 65% of market rates than the maximum of 80%, a feature that is necessary to make them achievable to those in need.

Table C-2: Affordable rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average affordable rent per week	£80.97	£90.77	£100.61	£123.09	£93.15
Annual average	£4,210	£4,720	£5,232	£6,401	£4,844
Income needed	£14,021	£15,718	£17,422	£21,314	£16,130

Source: Homes England, AECOM Calculations

iii) Affordable home ownership

262. 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.

263. 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

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

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

265. The starting point for considering whether First Homes are affordable is the estimated cost of new build entry-level housing in the NA noted above of £295,625.

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

- Value of a new home (estimated NA new build entry-level) = £295,625;
- Discounted by 30% = £206,685;
- Purchase deposit at 10% of value = £20,669;
- Value of dwelling for mortgage purposes = £186,017;
- Divided by loan to income ratio of 3.5 = purchase threshold of £53,148.

267. The income thresholds analysis in the Affordability and Affordable Housing chapter also compares local incomes with the costs of a 40% and 50% discounted First Home. This would require an income threshold of £45,555 and £37,963 respectively.

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

269. Note that discounted market sale homes may be unviable to develop if the discounted price is close to (or below) build costs. Build costs vary across the country but as an illustration, the build cost for a 2 bedroom home (assuming 70 sq. m and a build cost of £1,750 per sq. m¹⁰) would be around £122,500. This cost excludes any land value or developer profit. This would not appear to be an issue in Tickhill.

270. Table C-3 shows the discount required for First Homes to be affordable to the four income groups. The cost of a typical First Home is calculated using an estimate for new build entry-level housing in the NA. However, it is worth thinking about First Homes in relation to the cost of new build prices in the wider area, as well as median and entry-level existing prices locally to get a more complete picture. The discount levels required for these alternative benchmarks are given below, suggesting that there is a big difference in affordability depending on the form that First Homes take. It is considered safer and more conservative to base affordability conclusions on the main estimate of new build entry level housing, but affordability would be improved if, for example, First Homes were delivered as flats.

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

House price benchmark	Mean household income	Single LQ earner	Dual LQ earning household
NA median house price	41%	79%	57%
NA estimated new build entry-level house price	43%	79%	59%
NA entry-level house price	28%	74%	48%
LA median new build house price	8%	67%	34%

Source: Land Registry PPD; ONS MSOA total household income

¹⁰ It is estimated that in 2022, build costs for a house are between £1,750 and £3,000 per square metre - <https://urbanistarchitecture.co.uk/cost-to-build-a-house-uk/>

Shared Ownership

271. 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'.
272. 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.
273. 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).
274. The affordability threshold for a 25% equity share is calculated as follows:
- A 25% equity share of £295,265 is £73,816;
 - A 10% deposit of £7,382 is deducted, leaving a mortgage value of £66,435;
 - This is divided by the loan to value ratio of 3.5 to give a purchase threshold of £18,981;
 - Rent is charged on the remaining 75% Shared Ownership equity, i.e. the unsold value of £221,448;
 - The estimated annual rent at 2.5% of the unsold value is £5,536;
 - This requires an income of £18,454 (annual rent multiplied by 3.33 so that no more than 30% of income is spent on rent).
 - The total income required is £37,435 (£18,981 plus £18,454).
275. The same calculation is repeated for equity shares of 10% and 50% producing affordability thresholds of £29,737 and £50,265 respectively. These results are again below the £80,000 eligibility cap.

Rent to Buy

276. 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)

277. 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.
278. It is important to note that this product widens access to market housing but does not provide an affordable home in perpetuity.

Appendix D : Affordable Housing need and policy

Affordable Housing estimates

279. In Table D-1 AECOM has calculated, using PPG as a starting point,¹¹ an estimate of the total need for affordable rented housing in Tickhill over the Plan period. It should, however, be noted that the accuracy of the findings generated by the model is only as strong as the evidence available. However, given the test of proportionality for evidence supporting neighbourhood plans, and the need to be in conformity with Local Authority strategic policies, the calculations set out here are considered a reasonable basis for understanding and planning for neighbourhood-level affordable housing need.
280. It should also be noted that figures in Table D-1 are largely dependent on information provided by Doncaster in its capacity as manager of the local housing waiting list.
281. Note that the model uses an assumed rate of turnover in the existing social rented stock of 3% per year, meaning that roughly 5 of the 176 existing properties are likely to come vacant in a given year and accommodate a different household in need. Doncaster Council provided data on the actual number of re-lets in the last three years. The average was 8 but there was wide variation between 6 and 10. Because of the small sample and large variation it is considered more conservative to use the standard assumed rate rather than the recent average. However, the calculation was repeated using an average turnover of 8 per year. The result is no longer a shortfall of affordable rented housing but a surplus of 2.4 units per year. This points to the fact that the need in Tickhill is broadly at equilibrium: depending on factors like the rate of turnover the current volume of affordable rented housing could be sufficient in the long term or fall slightly below need.

¹¹ Paragraphs 024-026 Reference ID: 2a-026-20140306, at <https://www.gov.uk/guidance/housing-and-economic-land-availability-assessment>

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

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current households in need	44.0	Number of Tickhill households on the waiting list for affordable rented housing as of February 2023.
1.2 Per annum	3.7	Step 1.1 divided by the plan period to produce an annualised figure.
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	193.7	DLUHC 2018-based household projections for the LA between start and end of plan period. % increase applied to NA.
2.2 Proportion of new households unable to rent in the market	11.8%	(Steps 1.1 + 2.2.1 + 2.2.2) divided by number of households in NA.
2.2.1 Current number of social renters in parish	176.0	2021 Census social rented occupancy
2.2.2 Number of private renters on housing benefits	82.0	Housing benefit caseload May 2018. Pro rata for NA.
2.3 New households unable to rent	22.8	Step 2.1 x Step 2.2.
2.4 Per annum	1.9	Step 2.3 divided by plan period.
STAGE 3: TURNOVER OF AFFORDABLE HOUSING		
3.1 Supply of social/affordable re-lets (including transfers) %	3%	Assumed proportion of stock re-let each year.
3.2 Supply of social/affordable re-lets (including transfers)	5.3	Step 3.1 x NA social rented stock (2.2.1).
NET SHORTFALL OF RENTED UNITS PER ANNUM		
Overall shortfall per annum	0.3	Step 1.2 + Step 2.4 - Step 3.2

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

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

283. There may be other barriers to these households accessing home ownership on the open market, including being unable to save for a deposit, or being unable to afford a home of the right type/size or in the right location. The model also discounts 25% of households potentially in need, assuming a proportion will be renting out of choice. This assumption is based on consistent results for surveys and polls at the national level which demonstrate that most households (typically 80% or more) aspire to home ownership.¹² No robust indicator exists

¹² <http://www.ipsos-mori-generations.com/housing.html>

for this area or a wider scale to suggest aspirations may be higher or lower in the NA.

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

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current number of renters in parish	298.0	Census 2021 private rented occupancy.
1.2 Percentage renters on housing benefit in LA	27.5%	% of renters in 2018 on housing benefit.
1.3 Number of renters on housing benefits in parish	82.0	Step 1.1 x Step 1.2.
1.4 Current need (households)	162.0	Current renters minus those on housing benefit and minus 25% assumed to rent by choice. ¹³
1.5 Per annum	13.5	Step 1.4 divided by plan period.
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	193.7	LA household projections for plan period (2018 based) pro rated to NA.
2.2 % of households unable to buy but able to rent	6.7%	(Step 1.4 + Step 3.1) divided by number of households in NA.
2.3 Total newly arising need	12.9	Step 2.1 x Step 2.2.
2.4 Total newly arising need per annum	1.0	Step 2.3 divided by plan period.
STAGE 3: SUPPLY OF AFFORDABLE HOUSING		
3.1 Supply of affordable housing	9.0	Number of Shared Ownership homes in parish (Census 2021).
3.2 Supply - intermediate resales	0.5	Step 3.1 x 5% (assumed rate of re-sale).
NET SHORTFALL PER ANNUM		
Overall shortfall per annum	14.0	(Step 1.5 + Step 2.4) - Step 3.2.

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

284. It should be noted that 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).

¹³ The assumption of approximately 25% preferring to rent and 75% preferring to buy is AECOM's judgement, based on national level polls which consistently reveal that most households who prefer home ownership eg <http://www.ipsos-mori-generations.com/housing.html> and informed by our experience across numerous neighbourhood level HNAs. The assumption is based on the fact that some households choose to rent at certain stages in their life (e.g. when young, when needing flexibility in employment market, or when new migrants move into an area). While most households prefer the added security and independence of owning their own home, private renting is nevertheless a tenure of choice at a certain points in many households' journey through the housing market. The actual percentage of preference will differ between areas, being higher in large metropolitan areas with younger households and more new migrants, but lower in other areas. 25% is used as a reasonable proxy and for consistency across HNAs and similar assumptions are used in some larger scale assessments such as LHNAs and SHMAs. If the neighbourhood planning group feel this is not an appropriate assumption in their particular locality they could use the results of a local residents survey to refine or confirm this calculation.

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

Affordable housing policy

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

Table D-3: Wider considerations in developing Affordable Housing mix policy

Consideration	Local Evidence
<p>A. Evidence of need for Affordable Housing:</p> <p>The need for affordable rent and affordable home ownership is not directly equivalent: the former expresses the identified need of a group with acute needs and no alternative options; the latter expresses potential demand from a group who are generally adequately housed in rented accommodation and may not be able to afford the deposit to transition to ownership.</p>	<p>This HNA suggests that the NA requires limited further affordable rented housing over the long-term but may see potential demand for 14 units of affordable home ownership homes per annum. Both forms of Affordable Housing appear to be valuable in meeting the needs of people on various incomes.</p> <p>The relationship between these figures suggests that all new affordable housing should provide a route to ownership. However, it would be prudent to secure the delivery of more affordable rented housing because of the low proportion in the existing mix, the backlog of current need for it, and the potential expectation for Tickhill to meet the needs of the surrounding rural area.</p>
<p>B. Can Affordable Housing needs be met in full?</p> <p>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.</p>	<p>If the Local Plan target of 23% were achieved on the 74-home allocation, up to 17 affordable homes might be expected in the NA over Plan period.</p> <p>This level of potential affordable housing delivery would not be sufficient to meet all of the potential demand identified but would provide a helpful injection of supply. There is potential within this level of delivery to secure a nominal amount of affordable rented housing to future-proof supply, and to</p>

	meet a broader opportunity to service demand for affordable home ownership.
<p>C. Government policy (eg NPPF) requirements:</p> <p>Current NPPF policy requires 10% of all homes to be delivered for affordable home ownership. There can be exceptions to this requirement if it would prevent the delivery of other forms of Affordable Housing.</p>	For 10% of all housing to be affordable ownership in Tickhill, where 23% of all housing should be affordable, 43% of Affordable Housing should be for affordable ownership. This does not comply with the guideline tenure split sought in the Local Plan, although the Local Plan may be implicitly claiming an exception from this requirement to ensure that the rented need is met.
D. Local Plan policy:	The adopted Local Plan seeks a tenure split of 75% affordable rent and 25% affordable home ownership.
<p>E. First Homes policy:</p> <p>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.</p> <p>After the 25% First Homes requirement has been met, the remaining 75% of Affordable Housing units should as a first priority protect the provision for social rent set out in the Local Plan. The remaining units should then be allocated to other tenure products in the relative proportions set out in the Local Plan.</p> <p>AECOM is aware that some Local Planning Authorities are considering 'top slicing' their affordable housing quota to provide 25% First Homes and then allocating the remaining proportion according to their existing policy tenure split. Some LPAs are considering this approach because of the existing business models of registered providers which have relied on Shared Ownership to cross subsidise affordable</p>	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 mix in the adopted Local Plan exactly meets this requirement, but all affordable home ownership would be First Homes, leaving no room for Shared Ownership or other tenure products.

rented housing and uncertainty over whether First Homes could replace this model.	
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 Town Council may wish to keep this in mind so that it can take up any opportunities to secure funding if they become available.
H. Existing tenure mix in Tickhill: The current stock of homes in an area, in terms of balance between ownership, rented and affordable provision may be a consideration in the mix of tenures provided on new development sites.	The tenure mix in Tickhill at present has a similar level of Shared Ownership to Doncaster but around half the level of affordable renting. This suggests there is a potentially large gap in the market for affordable rent.
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 Town Council may wish to take account of broader policy objectives for Tickhill and/or the wider City. These could include, but are not restricted to, policies to attract younger households, families or working age people to the NA. These wider considerations may influence the mix of Affordable Housing provided.

Appendix E : Specialist housing for older people

Background data

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

Tenure	Day-to-day activities limited a lot		Day-to-day activities limited a little		Day-to-day activities not limited	
All categories	1,423	327	23.0%	360	25.3%	736
<i>Owned Total</i>	1,189	241	20.3%	295	24.8%	653
Owned outright	1,065	218	20.5%	269	25.3%	578
Owned (mortgage) or Shared Ownership	124	23	18.5%	26	21.0%	75
<i>Rented Total</i>	234	86	36.8%	65	27.8%	83
Social rented	151	55	36.4%	44	29.1%	52
Private rented or living rent free	83	31	37.3%	21	25.3%	31

Source: DC3408EW Health status

HLIN calculations

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

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

Source: Housing LIN SHOP Toolkit

287. As Table 6-1 in the main report shows, Tickhill is forecast to see an increase of 396 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 = $60 \times .396 = 24$
- Leasehold sheltered housing = $120 \times .396 = 47$
- Enhanced sheltered housing (divided 50:50 between that for rent and that for sale) = $20 \times .396 = 8$
- Extra care housing for rent = $15 \times .396 = 6$
- Extra care housing for sale = $30 \times .396 = 12$
- Housing based provision for dementia = $6 \times .396 = 2$

Appendix F : Housing Needs Assessment Glossary

Adoption

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

Affordability

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

Affordability Ratio

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

Affordable Housing (NPPF Definition)

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

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

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

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

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

Affordable rented housing

Rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). The national rent regime is the regime under which the social rents of tenants of social housing are set, with particular reference to the Guide to Social Rent Reforms (March 2001) and the Rent Influencing Regime Guidance (October 2001). Local market rents are calculated using the Royal Institution for Chartered Surveyors (RICS) approved valuation methods¹⁴.

Age-Restricted General Market Housing

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

Annual Monitoring Report

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

Basic Conditions

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

Backlog need

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

Bedroom Standard¹⁵

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.

¹⁴ The Tenant Services Authority has issued an explanatory note on these methods at <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

¹⁵ 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 principal 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 Order¹⁶

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)¹⁷

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

Equity Loans/Shared Equity

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

¹⁶ See <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

¹⁷ See http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp171776_350282.pdf

Extra Care Housing or Housing-With-Care

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

Fair Share

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

First Homes

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

Habitable Rooms

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

Household Reference Person (HRP)

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

Housing Market Area

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

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

Housing Needs

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

Housing Needs Assessment

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

Housing Products

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

Housing Size (Census Definition)

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

Housing Type (Census Definition)

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

Housing Tenure (Census Definition)

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

Income Threshold

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

Intercensal Period

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

Intermediate Housing

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

Life Stage modelling

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

Life-time Homes

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

Life-time Neighbourhoods

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

Local Development Order

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

Local Enterprise Partnership

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

Local housing need (NPPF definition)

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

Local Planning Authority

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

Local Plan

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

Lower Quartile

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

Lower Quartile Affordability Ratio

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

Market Housing

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

Mean (Average)

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

Median

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

Median Affordability Ratio

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

Mortgage Ratio

The mortgage ratio is the ratio of mortgage value to income which is typically deemed acceptable by banks. Approximately 75% of all mortgage lending ratios fell below 4 in recent years¹⁸, i.e. the total value of the mortgage was less than 4 times the annual income of the person who was granted the mortgage.

Neighbourhood Development Order (NDO)

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

Neighbourhood plan

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

Older People

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

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

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

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

¹⁸ 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 Housing¹⁹

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

¹⁹ 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 Older People

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

Social Rented Housing

Social rented housing is owned by local authorities and private registered providers (as defined in Section 80 of the Housing and Regeneration Act 2008.). Guideline target rents for this tenure are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with Homes England.²⁰

²⁰ See <http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing>

