

# Local Housing Needs and Demand Study

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South Ribble Borough Council

Final Report  
January 2020

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# Executive Summary

## Introduction

The South Ribble 2019 Local Housing Needs and Demand Study (LHNDS) provides a detailed, robust and defensible evidence base to support housing strategy and planning work. This study supports the development of the Central Lancashire Local Plan and complements both the Central Lancashire Strategic Housing Market Assessment (SHMA) and the Central Lancashire Housing Study.

The study takes account of the requirements of the National Planning Policy Framework (NPPF) and associated Planning Practice Guidance (PPG). Specifically, the need for affordable housing, the size, type and tenure of future housing and the needs of particular groups have been explored.

South Ribble is a borough council in Lancashire located in the North West region of England. The resident population of the borough is estimated to be **110,527**<sup>1</sup> in 2018.

South Ribble council has defined five 'My Neighbourhood Areas' which are the sub-areas for this study:

- Bamber Bridge, Lostock Hall and Walton-le-Dale;
- Leyland;
- Penwortham;
- Eastern; and
- Western Parishes.

Map ES1 illustrates the geographical context of South Ribble and its constituent wards and sub-areas.

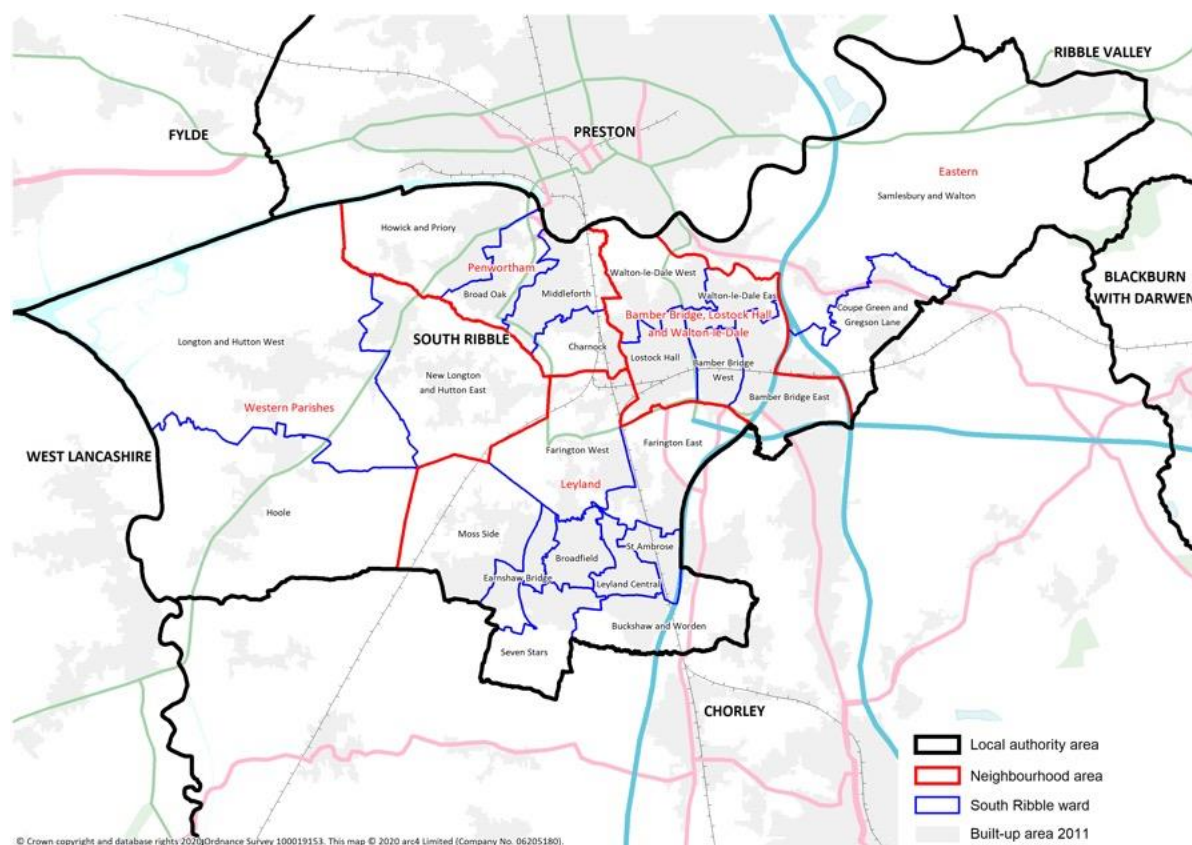
The study has drawn upon a range of data sources including:

- 2011 Census, house price trends, 2016 ONS sub-national population projections and 2014 MHCLG household projections, CORE lettings data and MHCLG statistics;
- modelling of arc<sup>4</sup> national data relating to dwelling type, size and households;
- stakeholder engagement which included both an online survey with 14 respondents from strategic and local organisations; and
- interviews with estate and letting agents and housebuilders where possible, operating within the borough

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<sup>1</sup> ONS 2018 mid-year population estimate

Map ES1 South Ribble Borough geographical context with main transport links



## Policy context

The current South Ribble Local Plan covers the period 2010 to 2026 which identifies a need for 417 homes each year. A review of the local plan began in 2018 and the Central Lancashire Housing Study (CLHS) has provided evidence of local housing need which has revised the annual need figure to 334.

The current local plan requires 30% of housing to be affordable from market housing schemes in urban areas; 35% in rural areas on sites in or adjoining villages which have, or will have, a suitable range of services; or 100% on rural exception sites.

## Housing market context

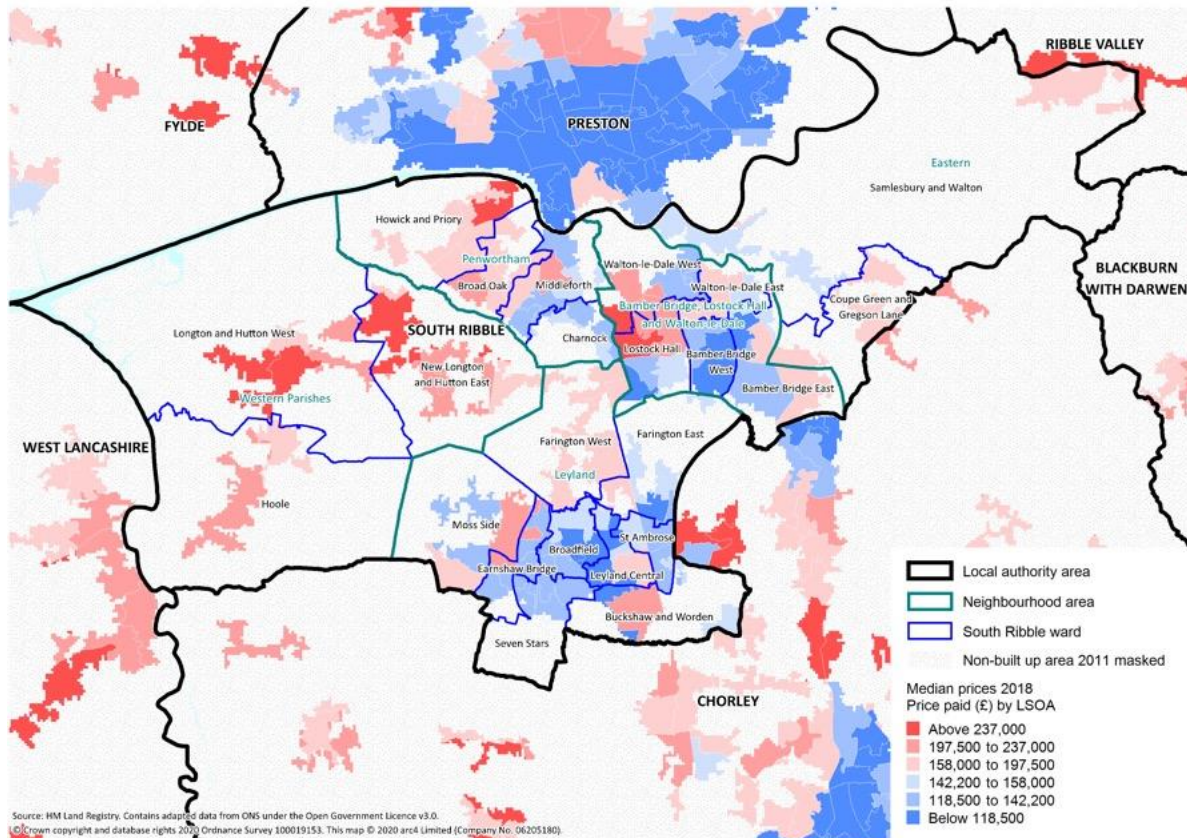
### House prices

Since 2000, median house prices in South Ribble have been consistently above those for Lancashire and the North West region but below England. During 2018, median prices across the borough were £178,508, compared with £154,000 across the region, £136,000 across Lancashire and £235,000 across England<sup>2</sup>. Map ES2 shows how median prices vary across the

<sup>2</sup> Land Registry Price Paid Data

borough . South Ribble is the least affordable district of Central Lancashire as measured by Office for National Statistics (ONS) workplace- and residence-based incomes to house prices.

### Map ES2 Median house prices in South Ribble built up areas, by Lower Super Output Area (LSOA), 2018



### Dwelling stock and household profiles

This 2019 study assumes a total of 48,930 dwellings<sup>3</sup> and 47,790 households<sup>4</sup>. There are an estimated<sup>5</sup> 1,387 empty dwellings (2.8%)

Based on 2011 census data, the tenure profile of South Ribble Borough is:

- 78.8% owner occupied;
- 10.5% social rented;
- 10.2% private rented; and
- 0.5% shared ownership.

<sup>3</sup> 2019 Valuation office Agency

<sup>4</sup> ONS 2014-based household projection 2019 figure

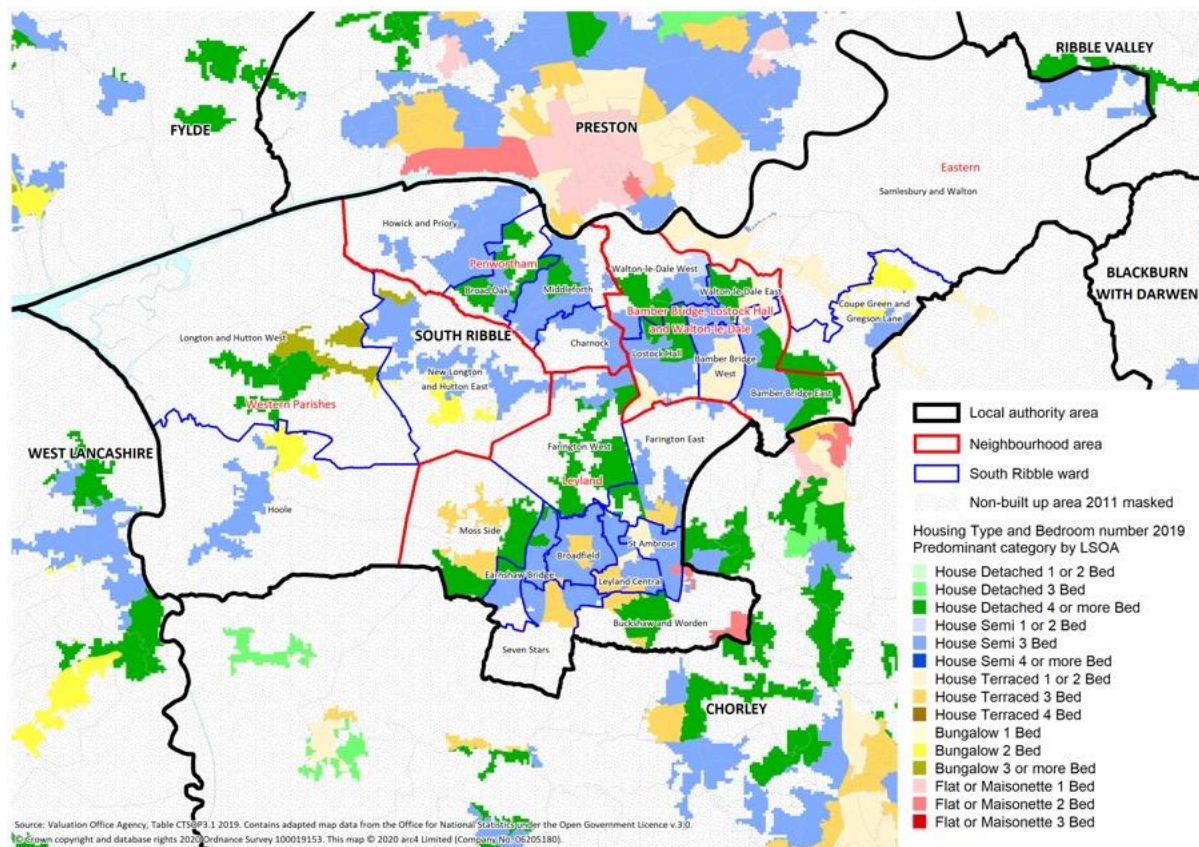
<sup>5</sup> MHCLG vacant stock estimate 2018

The Valuation Office Agency (2018) reports that the housing type and size profile of South Ribble Borough is:

- 13.4% 1 or 2-bedroom houses;
- 47.1% 3-bedroom houses;
- 15.6% 4 or more-bedroom houses;
- 8.5% 1 or 2-bedroom flats;
- 8.8% 1 or 2-bedroom bungalows; and
- 6.5% 3 or more-bedroom bungalows.

Map ES3 illustrates the predominant dwelling types by LSOA across the borough

**Map ES3 Predominant dwelling type and number of bedrooms in South Ribble built up areas, by LSOA, 2018**



## Demographic drivers

The population of the borough is projected to increase over the period 2015-2026, from 109,100 in 2015 to 111,500 in 2026, an overall increase of 2.2%. There will also be a marked increase in the number and proportion of older residents. The population aged 65+ years is

expected to increase by 22.2% from 22,100 in 2015 to 27,000 in 2026<sup>6</sup>. This compares with an increase of around 19.4% across England.

## Affordability and affordable housing need

The study has considered the cost of alternative tenures across South Ribble and the incomes needed to access home ownership. Table ES1 below sets out the amount of income needed to afford private rents when comparing lower quartile prices and rents and median prices and rents by sub-area. The table also illustrates that an income multiplier of at least 5x household income is needed for a market property to be affordable.

Table ES1 Incomes required by sub-area to access open market prices and rents				
Sub-area	% of income needed to be spent on rent (lower quartile)	% of income needed to be spent on rent (median)	Income multiplier for LQ market purchase (e.g. 2 bed property)	Income multiplier for median market purchase (e.g. 3 bed property)
Bamber Bridge, Lostock Hall and Walton-le-Dale	25%	30%	5x	7.5x
Leyland	30%	25%	5x	5x
Penwortham	45%	35%	10x	7.5x
Eastern	25%	25%	5x	5x
Western Parishes	25%	25%	5x	5x
South Ribble	30%	25%	5x	5x

For keyworkers and those on minimum/living wage, the amount needed to be spent on renting and buying is illustrated in Table ES2. This shows that buying a property on the open market is a particular challenge for single-earner key workers. It also illustrates the need to generally pay more than 25% of household income on rent.

<sup>6</sup> ONS 2016-based Subnational Population Projections

Table ES2 Income needed to afford rents and open market purchase for selected key workers and wage earners				
Occupation/Wage	% of income needed to be spent on rent (lower quartile)	% of income needed to be spent on rent (median)	Income multiplier for LQ market purchase (e.g. 2 bed property)	Income multiplier for median market purchase (e.g. 3 bed property)
Police officer	30%	35%	5x	7.5x
Nurse	40%	45%	7.5x	10x
Fire officer	30%	35%	5x	7.5x
Teacher	30%	35%	5x	7.5x
Min Wage (single household)	40%	50%	7.5x	10x
Min Wage (1 FT/1PT)	30%	35%	5x	7.5x
Min Wage (two working adults)	25%	25%	4x	4.5x
Living Wage (single)	40%	45%	7.5x	10x
Living wage (1 FT/1 PT)	25%	30%	4.5x	7.5x
Living Wage (two workers)	25%	25%	3.5x	4.5x

Having considered the incomes of households across South Ribble, Table ES3 sets out what are genuinely affordable rents and purchase prices by sub-area

Table ES3 Genuinely affordable rents and purchase prices by sub-area				
Sub-area	Lower Quartile Rents (25% of income)	Median Rents (25% of income)	Lower quartile purchase (3.5x income multiple)	Median purchase (3.5x income multiple)
Bamber Bridge, Lostock Hall and Walton-le-Dale	£521	£521	£87,500	£87,500
Leyland	£521	£729	£87,500	£122,500
Penwortham	£313	£521	£52,500	£87,500
Eastern	£521	£729	£87,500	£122,500
Western Parishes	£729	£938	£122,500	£157,500
South Ribble	£521	£729	£87,500	£122,500

## Affordable housing need

Housing register data has been modelled to establish the scale of affordable housing need. The 2019 Central Lancashire Housing Study evidenced a need for 208 affordable dwellings. This 2020 study indicates that the scale of need has increased to 296 each year which takes into account:

- need arising from existing households who require alternative accommodation and cannot afford market prices;
- need arising from households falling into need and newly-forming households;
- new-build and relets/sales of affordable dwellings.

For affordable housing, a tenure split of 85% rented and 15% intermediate tenure is appropriate for the borough, although the 15% intermediate tenure requirement should be viewed as a minimum. The rented element should be split 60% social rented and 40% affordable rented based on the relative affordability of each of the affordable rental options.

The current affordable tenure target exceeds 30% but over the past five years less than 20% of dwellings built have been affordable. Therefore, an overall 30% target is reasonable, appropriate and ambitious.

In summary, with a 30% affordable housing target, 20% should be social rented, 5% affordable rented and 5% intermediate tenure. This will help diversity the range of affordable tenures and the range of intermediate options to be delivered should be flexible and in accordance with the tenure options defined in the NPPF

## Dwelling need, type and mix

The relationship between household change and dwelling type/size and tenure requirements have been fully explored. Evidence will help the council deliver an appropriate range of dwelling stock for residents over the plan period. The LHNDS evidence recommends the following profile of dwelling stock:

- 1-bedroom 11.6%, 2-bedroom (36.2%), 3-bedroom (40.7%) and 4 or more bedroom (11.6%);
- a broad split of 55.1% houses, 26.3% bungalows, 17.5% flats and 1.0% other (or 55.1% houses and 44.9% level-access accommodation).

Alternative scenarios which consider household aspirations and expectations are driven by the ageing profile of the borough and point to an even higher need for level-access accommodation.

The overall dwelling mix recommendations for South Ribble Borough are set out in Table ES4, based on an annual target of 417 and Table ES5, based on an annual target of 334.

**Table ES4 Overall dwelling type/size and tenure mix under baseline demographic scenario and 417 annual target (number)**

Dwelling type/size	Tenure				Total
	Market (70%)	Social Rented (10%)	Affordable Rented (5%)	Affordable home ownership (5%)	
1 and 2-bedroom house	32	11	7	4	46
3-bedroom house	114	14	9	7	135
4 or more-bedroom house	41	3	2	4	48
1-bedroom flat	19	16	11	2	37
2-bedroom flat	25	6	4	2	33
3-bedroom flat	2	0	0	0	3
1-bedroom bungalow	7	0	0	0	8
2-bedroom bungalow	61	10	7	0	71
3 or more-bedroom bungalow	29	1	1	0	30
Other	4	0	0	0	4
<b>Total</b>	<b>335</b>	<b>63</b>	<b>42</b>	<b>19</b>	<b>417</b>
Number of bedrooms	Market (70%)	Social Rented (10%)	Affordable Rented (5%)	Affordable home ownership (5%)	Total
1	21	25	17	2	48
2	126	19	13	6	151
3	147	15	10	7	170
4	41	3	2	4	48
<b>Total</b>	<b>335</b>	<b>63</b>	<b>42</b>	<b>19</b>	<b>417</b>
Dwelling type	Market (70%)	Social Rented (10%)	Affordable Rented (5%)	Affordable home ownership (5%)	Total
House	158	33	33	39	230
Flat	36	27	27	9	73
Bungalow	93	14	14	2	110
Other	4	0	0	0	4
<b>Total</b>	<b>292</b>	<b>75</b>	<b>75</b>	<b>50</b>	<b>417</b>

Note: Subject to rounding errors



<b>Table ES5 Overall dwelling type/size and tenure mix under baseline demographic scenario and 334 annual target (number)</b>					
<b>Dwelling type/size</b>	<b>Tenure</b>				<b>Total</b>
	<b>Market (70%)</b>	<b>Social Rented (10%)</b>	<b>Affordable Rented (5%)</b>	<b>Affordable home ownership (5%)</b>	
1 and 2-bedroom house	20	8	6	3	37
3-bedroom house	84	11	7	6	109
4 or more-bedroom house	32	2	2	3	39
1-bedroom flat	7	13	9	1	30
2-bedroom flat	17	5	3	1	27
3-bedroom flat	2	0	0	0	2
1-bedroom bungalow	6	0	0	0	7
2-bedroom bungalow	43	8	6	0	57
3 or more-bedroom bungalow	23	1	1	0	24
Other	3	0	0	0	3
<b>Total</b>	<b>236</b>	<b>50</b>	<b>33</b>	<b>15</b>	<b>334</b>
<b>Number of bedrooms</b>	<b>Market (70%)</b>	<b>Social Rented (10%)</b>	<b>Affordable Rented (5%)</b>	<b>Affordable home ownership (5%)</b>	<b>Total</b>
1	3	20	14	2	39
2	91	15	10	4	121
3	109	12	8	6	136
4	32	2	2	3	39
<b>Total</b>	<b>236</b>	<b>50</b>	<b>33</b>	<b>15</b>	<b>334</b>
<b>Dwelling type</b>	<b>Market (70%)</b>	<b>Social Rented (10%)</b>	<b>Affordable Rented (5%)</b>	<b>Affordable home ownership (5%)</b>	<b>Total</b>
House	136	22	15	12	184
Flat	25	18	12	3	58
Bungalow	71	10	6	1	88
Other	3	0	0	0	3
<b>Total</b>	<b>236</b>	<b>50</b>	<b>33</b>	<b>15</b>	<b>334</b>

Note: Subject to rounding errors

## Meeting the needs of other groups

There is evidence to support a programme of accommodation delivery to help meet the needs of older people and those with disabilities. Although the vast majority of older people want to remain in their own home with support when needed, there is a need to diversify options available to older people wanting to move to more appropriate accommodation. Currently there are around 2,159 units of specialist older person accommodation comprising 798 units of residential care (C2 use class) dwellings and 1,361 units of specialist older person dwellings (C3 use class) such as sheltered and extra care. Analysis of demographic change would suggest a

need for an additional 382 units of residential (C2) units and 652 units of specialist (C3) units to the year 2026. The LCC Care and Support Strategy establishes a specific need for 204 units of extra care accommodation to 2025 which comprises an element of the overall needs evidenced in this analysis.

A key conclusion is that there needs to be a broader housing offer for older people across South Ribble Borough and the LHND has provided evidence of scale and range of dwellings needed.

A range of information has been assembled from various sources which helps to scope out the likely level of disability across South Ribble Borough's population. The LNHA has helped to scope out where needs are arising. Specific needs identified include:

- at least one extra care scheme for older adults (based on LCC recommendations);
- More modern flat schemes for people with learning disabilities;
- Clusters of self-contained units for people with mental health issues;
- Meeting the needs of ex-service personnel which reflects the Armed Forces Community Covenant; and
- A range of move-on accommodation for care leavers.

Given the changing demographics of South Ribble, it is wholly appropriate that the council has a policy of ensuring new dwellings meet optional accessibility standards. Subject to economic viability, it is recommended that a minimum of 1% of new dwellings are built to M4(3) wheelchair accessible standard and 20% of dwellings are built to M4(2). It is also assumed that there will be ongoing adaptation of existing dwellings to support those with additional needs.

## Recommendations for Council delivery

This study has demonstrated a range of needs across the borough. The Council does have opportunity to develop housing to meet local needs and initial recommendations would include the delivery of:

- affordable housing, specifically social rent, and potential delivery of intermediate tenure products;
- level-access accommodation (including bungalows and flats with lift access);
- housing to address the needs of different groups including move on accommodation for care leavers, accommodation for ex-service personnel, clusters of self-contained units for people with learning disabilities and mental health;
- Specialist older person provision including Extra Care; and
- Support services to help people remain in their own homes.

# 1. Introduction

## Background, aims and objectives

- 1.1 The South Ribble Local Housing Needs and Demand Study 2019 has been commissioned by the Council to provide a detailed, robust and defensible evidence base to support housing strategy and planning work. It will provide an understanding of the housing needs across the borough at a sub-area level.
- 1.2 This study supports the development of the Central Lancashire Local Plan and complements both the Central Lancashire Strategic Housing Market Assessment (SHMA) and the Central Lancashire Housing Study.

## Aims

- 1.3 The aims of the report are to:
  - Build upon and support the Central Lancashire SHMA;
  - Aid the future planning of a range of housing including for those special groups identified in para 61 of the NPPF (2019) at an appropriate size and tenure mix through developments across the borough to ensure sustainable communities;
  - Identify housing need and demand and current and future trends for market housing, private rented housing, social and affordable rent housing and intermediate housing to products identified in Annex 2 of the NPPF (2019) by size and house type;
  - Establish the current affordability and demand of housing and the proportion of the population able to access housing across all tenures and identify measures that would be appropriate to ensure a wider choice of housing affordable to a greater proportion of residents;
  - Identify current and future potential shortfalls and/or oversupply of housing types, sizes, tenure and location in the housing market and recommend an optimum mix;
  - Act as a robust evidence base to support the council in its planning negotiations with developers to ensure the delivery of a sustainable mix of housing that supports local housing needs;
  - Identify any shortfall and/or oversupply particularly for 1-bedroom accommodation; and
  - Identify barriers to households wanting to 'right size' whether this be from over or under occupancy.

## Geographical context

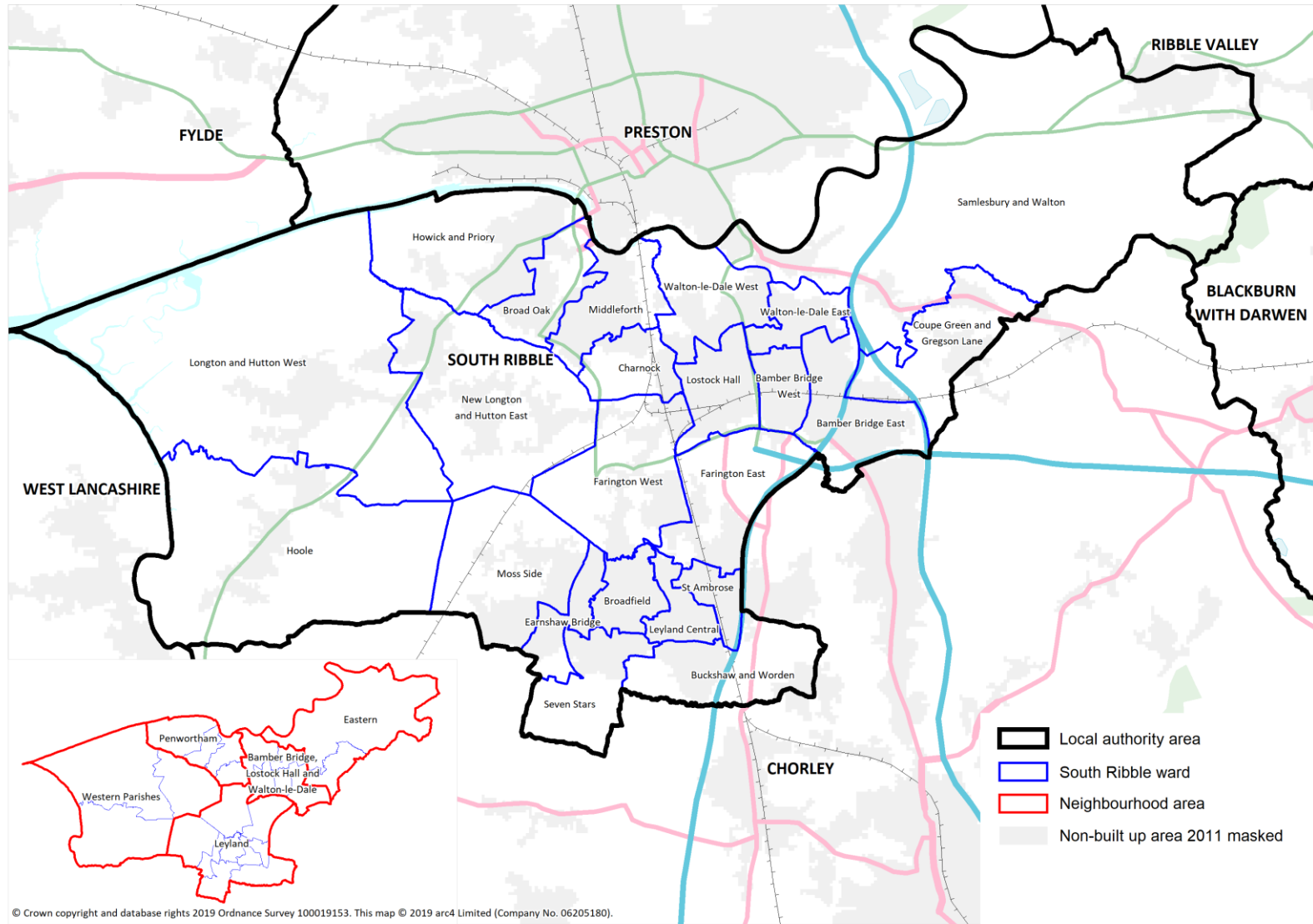
- 1.4 South Ribble is a borough council in Lancashire located in the North West region of England. The resident population of the borough is estimated to be **110,527**<sup>7</sup> in 2018.

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<sup>7</sup> ONS 2018 mid-year population estimate

- 1.5 The borough is bounded by neighbouring Lancashire Boroughs. To the northwest is Fylde, to the north is Preston and to the northeast is Ribble Valley. To the south is Chorley and to the west is West Lancashire. A section of the southeast of South Ribble is bounded by the unitary authority, Blackburn with Darwen. The geographical context of the area can be seen on Map 1.1. The area comprises of villages in a countryside setting, two main built up areas, one centering on Leyland the other on Penwortham, Walton-le-Dale, Lostock Hall and Bamber Bridge. Industry, commerce and distribution is facilitated by several dedicated areas and the M6, M61 and M65 motorways.
- 1.6 South Ribble council has defined five 'My Neighbourhood Areas' which are:
- Bamber Bridge, Lostock Hall and Walton-le-Dale;
  - Leyland;
  - Penwortham;
  - Eastern; and
  - Western Parishes.
- 1.7 The five 'My Neighbourhood Areas' are used as the main sub-areas for this report along with the constituent 23 wards when appropriate. They can be seen on Map 1.1.
- 1.8 Lower Super Output Areas (LSOAs) have been used to present data on market activity as this provides detail at a small area level. Ward level data is available for bespoke analysis.

Map 1.1 South Ribble Borough geographical context with main transport links



## Research methodology

- 1.9 A multi-method approach has been adopted:
- a review of relevant secondary data including the 2011 Census, house price trends, 2016 ONS sub-national population projections and 2014 MHCLG household projections, CORE lettings data and MHCLG statistics;
  - modelling of arc<sup>4</sup> national data relating to dwelling type, size and households;
  - stakeholder engagement which included both an online survey with 14 respondents from strategic and local organisations; and
  - interviews with estate and letting agents and housebuilders where possible, operating within the borough.
- 1.10 Where possible, data are 'triangulated' which means several sources are drawn upon to establish robust output.

## Report structure

- 1.11 The South Ribble LHNS 2019 report is structured as follows:
- **Chapter 2** reviews the national and regional policy context within which the research needs to be positioned;
  - **Chapter 3** considers the main features of the housing market dynamics including house price and rental trends, migration and travel to work patterns;
  - **Chapter 4** reviews the current housing stock and provides a detailed analysis of the main tenures.
  - **Chapter 5** considers need for affordable housing;
  - **Chapter 6** considers household groups with particular housing needs including those with a disability and additional needs;
  - **Chapter 7** sets out an assessment of dwelling type and mix for future housing development within the borough; and
  - **Chapter 8** concludes the report with a summary of findings and a consideration of strategic issues.
- 1.12 The report includes a technical appendix, which provides detailed material that underpins the core outputs of the report. The technical appendix material includes:
- National Planning Policy Framework and Planning Practice Guidance references (Appendix A);
  - Housing need calculations (Appendix B);
  - Dwelling type and mix analysis (Appendix C);
  - Affordable housing definitions (Appendix D);

- Agent review (Appendix E);
- Specialist and supported housing need (Appendix F)
- Intermediate tenure mix (Appendix G)

## 2. Policy context

- 2.1 The purpose of this chapter is to set out the policy and strategic context for housing delivery in South Ribble.

### National Planning Policy Framework

- 2.2 The latest National Planning Policy Framework (NPPF) was published in February 2019 which is supported by Planning Practice Guidance (PPG). The NPPF 2019 sets out the Government's planning policies for England and how these are expected to be applied. Appendix A sets out the paragraphs of the NPPF relevant to this study. The LNHA focuses in particular on the size, type and tenure of housing need for different groups of the community as set out in paragraph 61 of the NPPF.
- 2.3 The NPPF 2019 also sets out definitions relating to affordable housing which can be found at Appendix D of the LHND.

### Sub-regional strategic context

- 2.4 The borough is located within the Lancashire Enterprise Partnership (LEP) area. Whilst the LEPs have no statutory land use planning powers, they are responsible for determining local economic priorities and undertaking activities to drive economic growth and local job creation. The Strategic Economic Plan of the Lancashire Local Enterprise Partnership was published in 2014 and covers the period up to 2025.
- 2.5 The nine key priorities of the LEPs Business Plan (2017-2020) are:
- A Plan for Lancashire's Economy;
  - Developing Great Places to Live and Work;
  - Supporting Business Growth;
  - Investing in Growth;
  - Championing Key Sectors;
  - Developing Lancashire's Skills Base;
  - Telling Lancashire's Story in a more ambitious way;
  - Better Connectivity; and
  - A LEP structure that's fit for purpose.
- 2.6 The LEP has secured significant infrastructure funding that will enable key development initiatives including the £320 million Growth Deal and the £434 million City Deal. The Preston, South Ribble and Lancashire City Deal was signed in September 2013 and aims to expand transport infrastructure, help generate over 20,000 new jobs and deliver over 17,000 new homes.



## Central Lancashire and local context

- 2.7 The three Central Lancashire local authorities of South Ribble, Chorley and Preston have a long history of collaborating at a strategic policy level. The geographical area *'functions as one integrated local economy and travel to work area. It is a single housing market area; nearly 80% of house moves take place within it'*<sup>8</sup>
- 2.8 The current strategic document which reflects this joint approach is the adopted Central Lancashire Core Strategy (July 2012). It contains 24 Strategic Objectives and a Spatial Vision which states that:  
*'By 2026 Central Lancashire will be recognised as a highly sought after place to live and work in the North West. It offers excellent quality of life to all its residents'; and 'Residents will have easy access to public services, good jobs and decent, high quality affordable homes'*<sup>9</sup>.
- 2.9 The scale of new housing proposed in the adopted Core Strategy for the period 2010-2026, refers back to the Regional Strategy. The total for Central Lancashire is 1,341 and for South Ribble 417 homes each year. In the South Ribble Local Plan<sup>10</sup> the 417 homes each year equates to a total of 6,255 for the 15-year plan period 2010/11 to 2025/26.
- 2.10 A Central Lancashire SHMA<sup>11</sup> was published in September 2017. It concludes that Central Lancashire has an objectively assessed housing need of 1,184 new homes each year between 2014 and 2014. At the South Ribble local authority level this is translated to a range of between 355 and 440 homes each year.
- 2.11 A review of the Core Strategy began in 2018 with a view to providing a single Central Lancashire Local Plan for the area up to 2036. The Local Plan Issues and Options Consultation Paper<sup>12</sup>, is being consulted on between November 2019 and February 2020. There are 11 proposed objectives in the plan; objective four relates to housing:  
*'To provide a mix of housing types and sizes to create healthy, vibrant, safe and sustainable communities that deliver the City Deal and meet the changing housing needs of Central Lancashire's population, and support a range and variety of tenures alongside a range of family homes and any potential need for the Traveller community, with affordable housing delivery being a high priority'*.
- 2.12 The Central Lancashire Housing Study (CLHS) was commissioned by the Central Lancashire Council to provide evidence on housing need to inform the Local Plan review. It concludes that, following the PPG standard methodology, this results in a local housing need of **1,026** homes per annum across the plan area. This is based on the sum of the following results for each of the three local planning authorities (Table 2.1); **206** for South Ribble.

<sup>8</sup> Central Lancashire Adopted Core Strategy (July 2012), [paragraph 1.5]

<sup>9</sup> <https://centrallocalplan.lancashire.gov.uk/media/1032/central-lancashire-core-strategy-july-2012-v1.pdf>

<sup>10</sup> <http://www.southribble.gov.uk/sites/default/files/Adopted%20Version%20July%202015.pdf>

<sup>11</sup> <https://centrallocalplan.lancashire.gov.uk/media/1055/shma.pdf>

<sup>12</sup> [https://centrallocalplan.citizenspace.com/central-team/issuesandoptions/supporting\\_documents/smaller%20%20Main%20IO%20Consultation%20Paper%20FINAL%20111119.pdf](https://centrallocalplan.citizenspace.com/central-team/issuesandoptions/supporting_documents/smaller%20%20Main%20IO%20Consultation%20Paper%20FINAL%20111119.pdf)

Calculation	Chorley	Preston	South Ribble	Central Lancashire
2014-based Household Growth	498	225	178	901
Median Affordability Ratio, 2018	6.6	5.2	6.5	-
Adjustment	16%	7%	16%	-
<b>Local Housing Need</b>	<b>579</b>	<b>241</b>	<b>206</b>	<b>1,026</b>

Source: Central Lancashire Housing Study (October 2019), Icenl.

- 2.13 The CLHS continues by considering the distribution of the overall housing need level across the three constituent areas. The PPG states that for jointly produced plans, the housing need for the defined area should at least be the sum of the local housing need for each local planning authority; and it is then for the authorities to distribute the need across the plan area. The analysis considers several approaches, using indicators of population, jobs, urban capacity and a review of strategic development constraints. Icenl recommends that South Ribble should receive 32.5% of the overall distribution and this equates to **334** homes each year.
- 2.14 Policy 7 of the current Local Plan sets out: a target of 30% affordable housing from market housing schemes in urban areas; 35% in rural areas on sites in or adjoining villages which have, or will have, a suitable range of services; or 100% on rural exception sites.
- 2.15 The South Ribble Corporate Plan (September 2019) contains the vision for:  
*'A healthy and happy community, flourishing together in a safer and fairer borough.'*  
One of the four outcomes is *'Place, Homes & Environment'* and the council commits to reviewing the Central Lancashire Local Plan and delivering new homes, including affordable homes, as part of the City Deal.

## Conclusion

- 2.16 The main purpose of this chapter has been to consider the general policy and strategic context within which this research needs to be positioned. The Government has established its housing and planning priorities within the context of local decision-making and accountability, reduced capital expenditure on housing, fundamental changes to welfare, a changing role for social rented housing, and a need for future housing investment to support economic growth.
- 2.17 The importance of having robust and up-to-date information to help inform decision making at local authority level is evermore essential. In a challenging economic climate, this Local Housing Needs Study provides the council with an excellent range of material to shape local housing priorities.
- 2.18 For the purpose of this report, where necessary modelling has been carried out based on an annual target of 334 (the outcome of the CLHS) and 417 (the current plan target).

## 3. Understanding South Ribble market dynamics

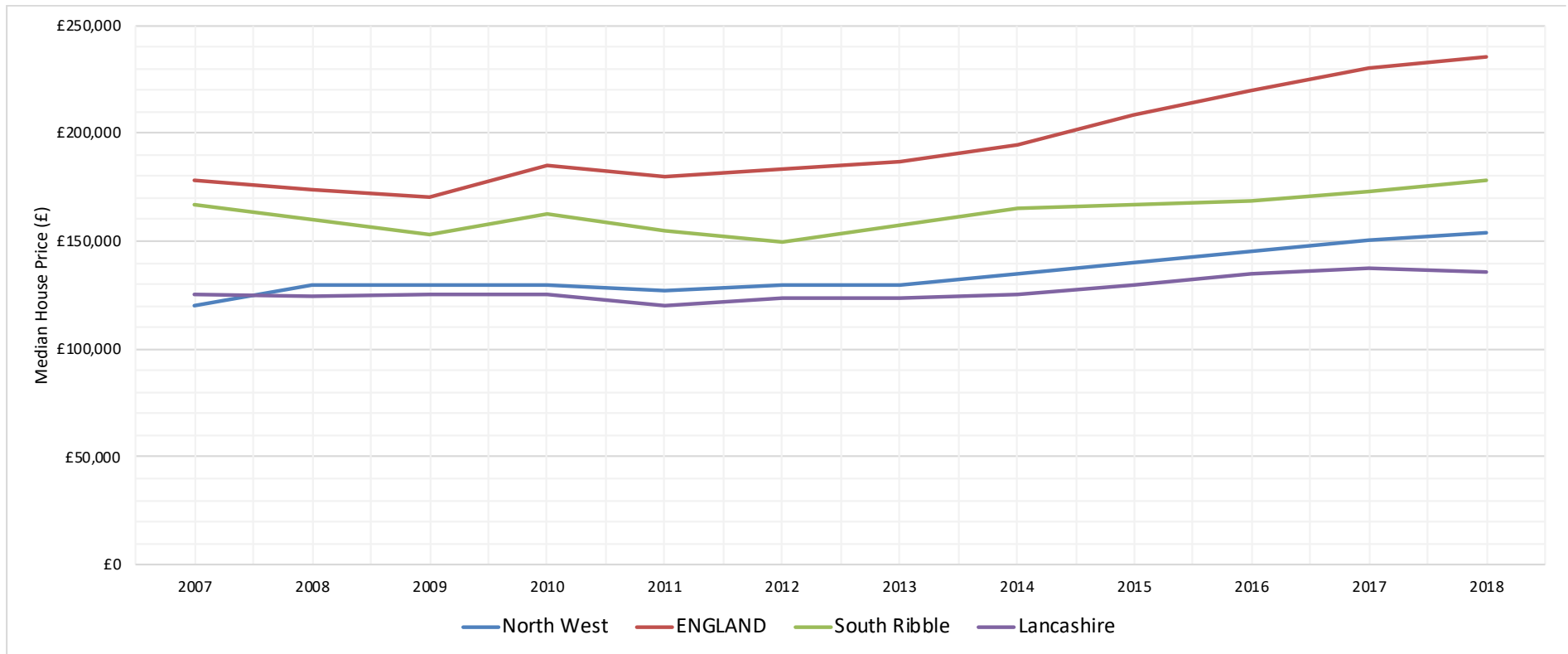
### Introduction

- 3.1 The purpose of this chapter is to assess the geographical context of the housing market in South Ribble and its inter-relationships with other areas. By reviewing house prices, migration and travel to work patterns, a picture of the dynamics of the local housing market emerges.
- 3.2 This chapter considers house price trends, relative affordability, household migration, travel-to-work patterns and dwelling completions data for the borough.

### House price trends

- 3.3 Figure 3.1 shows how house prices in the borough have changed over the years 2000 to 2018, based on full-year Land Registry price paid data. This is compared with Lancashire, the North West and England.
- 3.4 Median house prices increased by over 2.5 times in the period 2000-2007, rising from £58,500 in 2000 to £167,238 in 2007. The next five years saw prices fluctuating, reflecting regional and national trends, with prices overall falling to £149,950. Since 2012 prices have risen with an overall trend of slow growth, similar to the region.
- 3.5 Median house prices in South Ribble have been consistently above those for Lancashire and the region but below England since 2000. Between 2007 and 2018, the gap in house prices between South Ribble and England has widened and now stands at over £50,000.

**Figure 3.1 Median house price trends 2000 to 2018: South Ribble, Lancashire, North West and England**



Source: Data produced by Land Registry © Crown copyright 2019

- 3.6 Tables 3.1 and 3.2 show how price change in South Ribble compares with its neighbouring areas. Overall, median prices have increased from £58,500 in 2000 to £178,508 in 2018, an increase of +205.1%. Lower quartile prices have increased from £45,000 in 2000 to £125,000 in 2018, an increase of +177.8%. In 2018, South Ribble had the highest median and LQ house prices out of the three Central Lancashire boroughs and the highest percentage increases.
- 3.7 Local median prices have increased more than England, the North West and Lancashire and the percentage increase is similar to the highest ranked borough in the table, Ribble Valley. Local LQ prices have not risen as sharply and the increase is below that of the North West as a whole and the same as that experienced by England as a whole and higher than Lancashire.

**Table 3.1 Comparative median house price change 2000-2018 with neighbouring/local authority areas, North West and England**

Location	Median price (£)		% Change 2000-2018
	2000	2018	
Ribble Valley	£68,500	£210,000	206.6
<b>South Ribble</b>	<b>£58,500</b>	<b>£178,508</b>	<b>205.1</b>
England	£82,000	£235,000	186.6
<b>Preston</b>	<b>£49,000</b>	<b>£136,000</b>	<b>177.6</b>
Blackburn with Darwen	£39,950	£110,000	175.3
North West	£56,500	£154,000	172.6
<b>Chorley</b>	<b>£60,000</b>	<b>£160,000</b>	<b>166.7</b>
West Lancashire	£69,950	£180,000	157.3
Lancashire	£55,000	£136,000	147.3

Source: Data produced by Land Registry © Crown copyright 2019

**Table 3.2 Comparative lower quartile (LQ) house price change 2000-2018 with neighbouring local authority areas, North West and England**

Location	LQ price (£)		% Change 2000-2018
	2000	2018	
Ribble Valley	£48,500	£150,000	209.3
Blackburn with Darwen	£25,500	£75,000	194.1
North West	£37,000	£105,000	183.8
<b>South Ribble</b>	<b>£45,000</b>	<b>£125,000</b>	<b>177.8</b>
England	£54,000	£150,000	177.8
<b>Preston</b>	<b>£34,000</b>	<b>£94,000</b>	<b>176.5</b>
<b>Chorley</b>	<b>£44,000</b>	<b>£115,000</b>	<b>161.4</b>
Lancashire	£36,000	£92,000	155.5
West Lancashire	£52,325	£130,000	148.4

Source: Data produced by Land Registry © Crown copyright 2019

- 3.8 As outlined above, during 2018, median prices in South Ribble were £178,508 and LQ prices were £125,000. Taking 2007 as a baseline, median house prices have increased by +6.7% as a whole and LQ prices have increased by +4.2%. Table 3.3 sets out the change in house prices by sub-area over the period 2007 to 2018<sup>13</sup>.
- 3.9 The analysis for median house price change indicates that there has been variation across the area. Bamber Bridge, Lostock Hall and Walton-le-Dale has experienced the largest increase at +10.8%. Eastern sub-area is the only area to not experience an increase of at least +5% and prices fell by -0.5%. This may be down a range of factors including the volume and type of sales and level of newbuild activity.
- 3.10 Table 3.4 sets out lower quartile data for the same period, and again Eastern is the only area not to experience a price increase, prices fell by -4%. LQ price increases in the other sub-areas have not been as high as those for median prices. Penwortham experienced a higher increase than South Ribble as whole with a rise of +5.6%.

Sub-area	Median price by year (£)		% change 2007-2018
	2007	2018	
Bamber Bridge, Lostock Hall and Walton-le-Dale	147,441	163,384	10.8
Eastern	178,447	177,629	-0.5
Leyland	153,472	163,926	6.8
Penwortham	172,506	181,122	5.0
Western Parishes	235,055	248,910	5.9
Total	167,238	178,508	6.7

Source: Data produced by Land Registry © Crown copyright 2019

Ward	LQ price by year (£)		% change 2007-2018
	2007	2018	
Bamber Bridge, Lostock Hall and Walton-le-Dale	115,000	120,000	4.3
Eastern	124,950	120,000	-4.0
Leyland	114,000	118,250	3.7
Penwortham	125,000	132,000	5.6
Western Parishes	162,000	167,950	3.7
Total	120,000	125,000	4.2

Source: Data produced by Land Registry © Crown copyright 2019

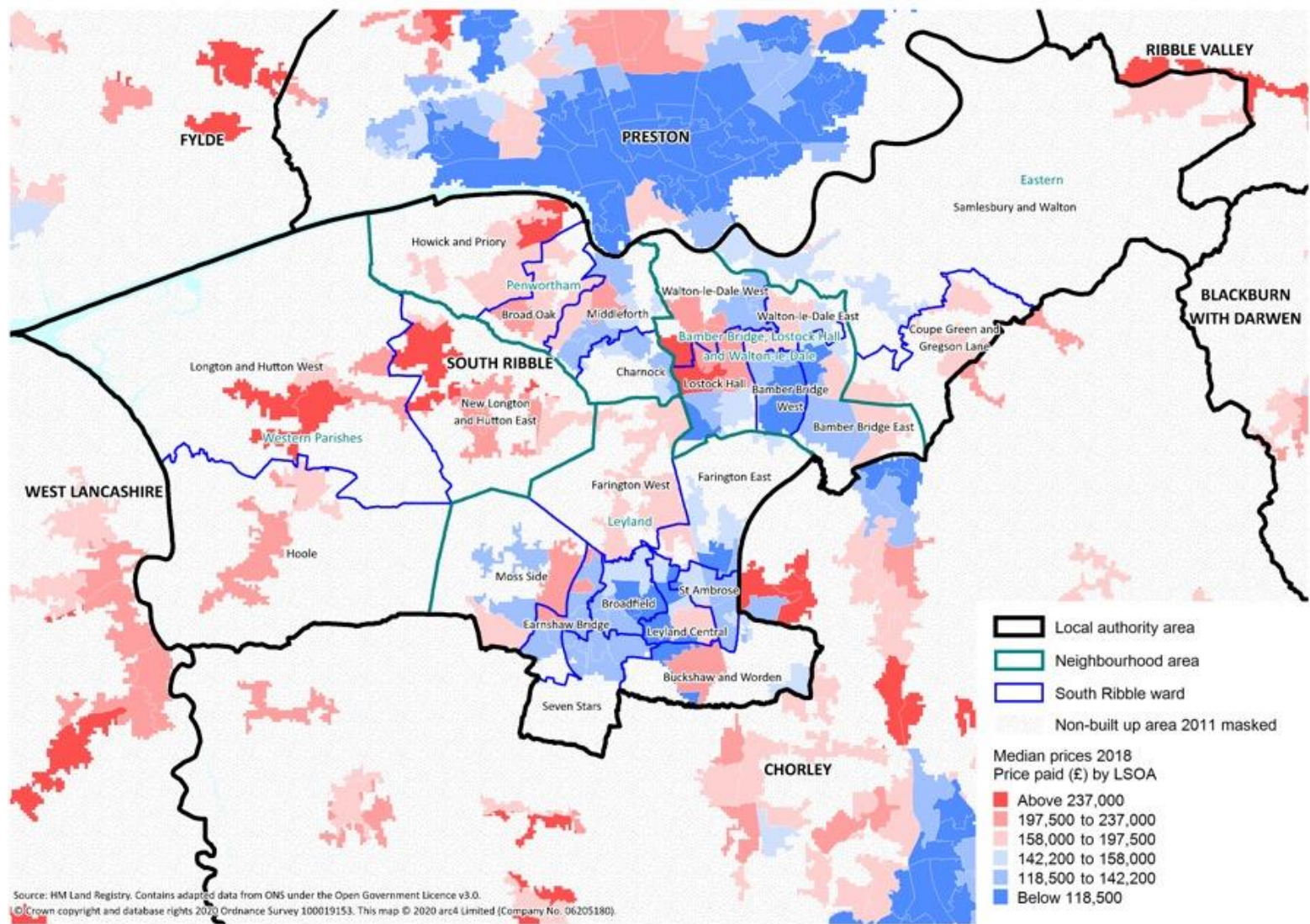
- 3.11 Maps 3.1 and 3.2 provide an illustration of lower quartile and median prices using Lower Super Output Area. It is apparent that there are two concentrations of lower prices. One in the south of the Leyland sub-area and the other being the Bamber Bridge, Lostock Hall and Walton-le-Dale area. South Ribble however, does not have the same degree of concentration of areas with median prices below £118,500, as does neighbouring

<sup>13</sup> Note Land Registry ward-level analysis is possible from 2007

Preston. The highest house prices are generally found in the centre and west of South Ribble, namely the Western Parishes sub-area.

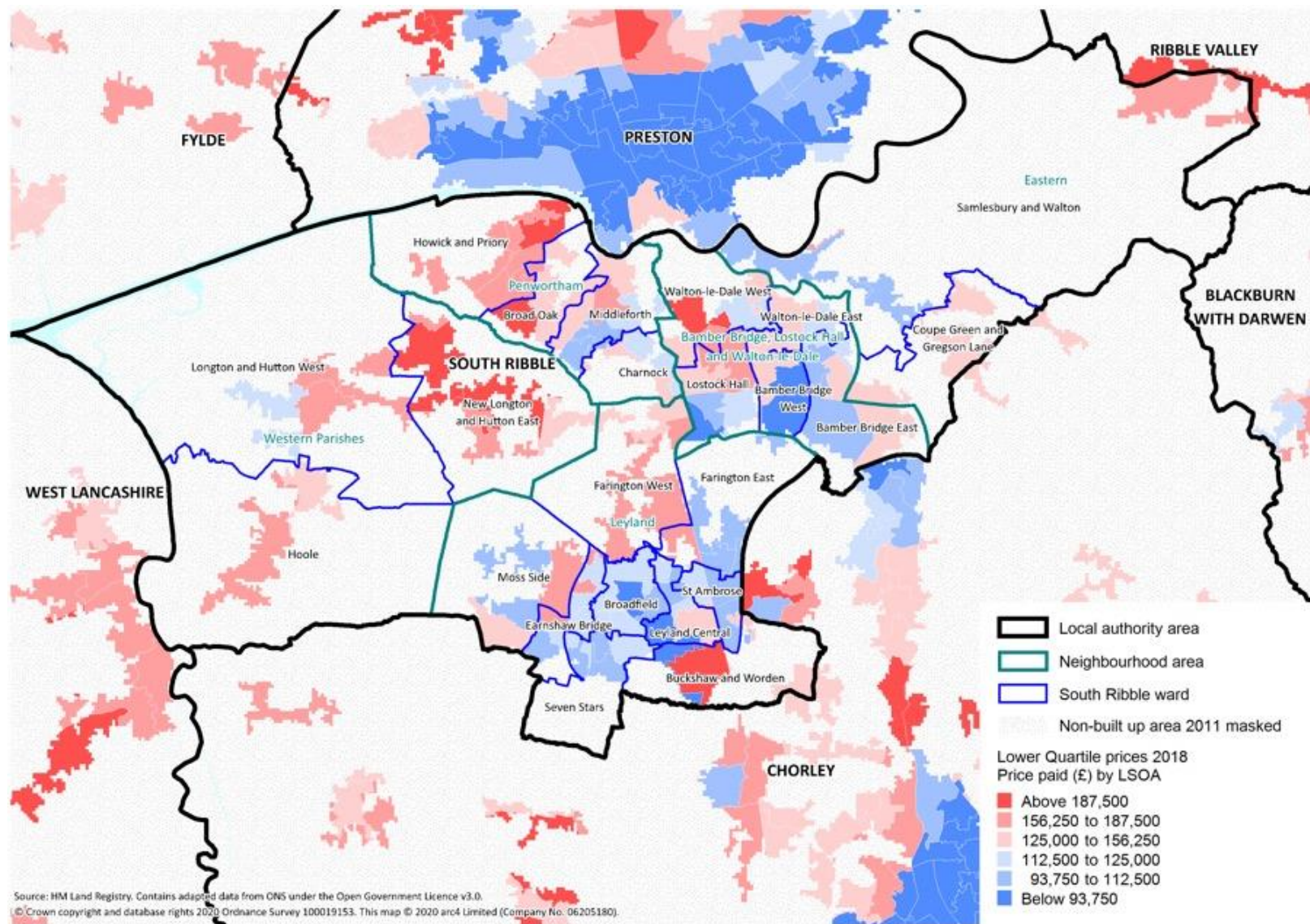
- 3.12 Map 3.3 explores real median house price change over an 11-year period, 2007 to 2018, in the borough. It uses the Treasury Gross Domestic Product (GDP) deflator. The map indicates that most areas have experienced a real decline in prices, with many areas experiencing a decline of -25% or more. All areas, apart from wards in the Eastern sub-area have at least one small area (LSOA) where prices have increased by up to 25%. There is only one small area which has experienced an increase of between 25% to 50%; it falls between the wards of Lostock Hall and Walton-le-Dale West which is likely to be due to the range of dwellings being sold there. The real terms price decline experienced in much of the borough is being experienced more widely across the north of England, and Map 3.3 also shows similar experiences in the neighbouring areas of Preston and Chorley.

**Map 3.1** Median house prices in South Ribble built up areas, by LSOA, 2018

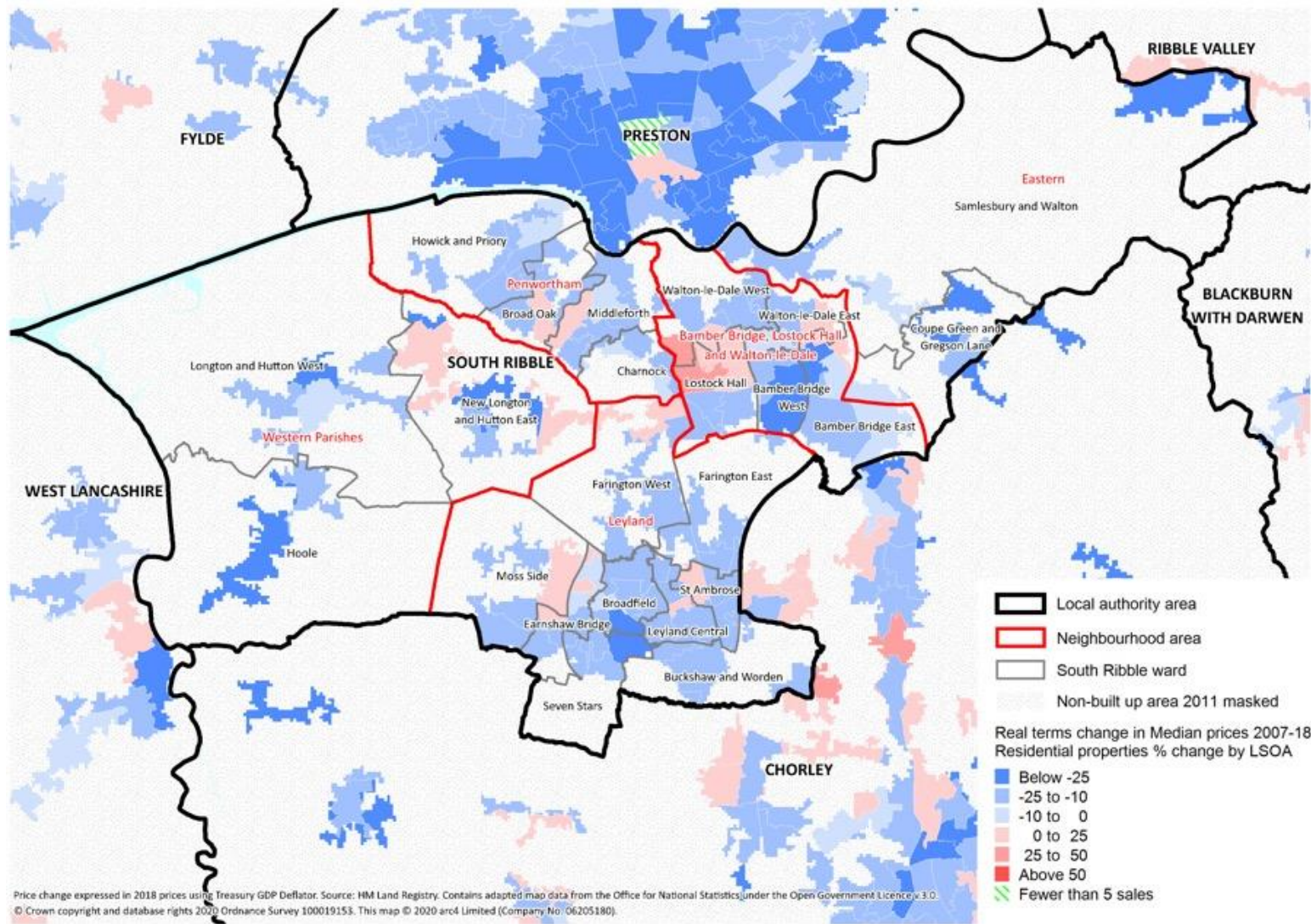




**Map 3.2 Lower quartile house prices in South Ribble built up areas, by LSOA, 2018**



**Map 3.3** Median real house price percentage change in South Ribble built up areas, by LSOA, 2007 to 2018



## Relative affordability

- 3.13 The relative affordability of open market dwellings in South Ribble is compared with the other neighbouring local authorities, Lancashire, the region and England. Tables 3.5 and 3.6 produced by ONS, are based on a ratio of gross earnings to house prices using Land Registry Price Paid and ONS Annual Survey of Hours and Earnings data.
- 3.14 Relative affordability of lower quartile (LQ) price to LQ earnings is ranked, based on 2018 least-to-most affordable ratios in Table 3.5. The table presents both the ratio for people who work in South Ribble (workplace-based) and those who live in South Ribble (residence-based). For both ratios, South Ribble is ranked third least affordable in the table, therefore indicating that it is more affordable than England and Ribble Valley.
- 3.15 South Ribble has a LQ house price to income ratio in 2018 of 6.59 (workplace-based), i.e. lower quartile house prices are 6.59x LQ gross earnings. Out of the three Central Lancashire areas, South Ribble is the least affordable. The ratios show that LQ prices are more affordable to South Ribble residents than South Ribble workers, although the differences are small.

**Table 3.5** Relative affordability of lower quartile (LQ) prices by local authority area, North West and England, workplace-based and residence-based, 2016-2018.

Area	Workplace-based			Area	Residence-based		
	2016	2017	2018		2016	2017	2018
Ribble Valley	7.04	7.56	7.69	England	7.16	7.26	7.29
England	7.16	7.26	7.29	Ribble Valley	6.71	7.61	6.82
<b>South Ribble</b>	<b>6.28</b>	<b>6.50</b>	<b>6.59</b>	<b>South Ribble</b>	<b>6.10</b>	<b>6.11</b>	<b>6.57</b>
<b>Chorley</b>	<b>6.71</b>	<b>6.82</b>	<b>6.38</b>	West Lancashire	6.88	6.80	6.47
West Lancashire	6.58	6.45	6.36	North West	5.47	5.63	5.61
North West	5.47	5.60	5.62	<b>Chorley</b>	<b>5.92</b>	<b>6.45</b>	<b>5.45</b>
Lancashire	5.37	5.49	5.36	Lancashire	5.34	5.45	5.35
<b>Preston</b>	<b>4.70</b>	<b>4.65</b>	<b>4.76</b>	<b>Preston</b>	<b>4.98</b>	<b>4.83</b>	<b>4.91</b>
Blackburn with Darwen	4.02	4.20	4.34	Blackburn with Darwen	4.22	4.41	4.35

Sources: ONS Ratio of house price to workplace-based earnings

- 3.16 In terms of relative affordability based on median prices, South Ribble remains the least affordable of the three Central Lancashire districts. Similar to LQ ratios, the median ratios show that prices are more affordable to South Ribble residents than South Ribble workers.

**Table 3.6** Relative affordability of median prices by local authority area, North West and England, workplace-based and residence-based, 2016-2018

Area	Workplace-based			Area	Residence-based		
	2016	2017	2018		2016	2017	2018
England	7.72	7.91	8.00	England	7.72	7.91	8.00
Ribble Valley	7.58	6.76	6.80	Ribble Valley	7.36	7.69	6.78
<b>Chorley</b>	<b>6.87</b>	<b>6.91</b>	<b>6.60</b>	West Lancashire	6.48	6.33	6.20
West Lancashire	6.47	6.51	6.54	<b>South Ribble</b>	<b>5.77</b>	<b>5.79</b>	<b>5.82</b>
<b>South Ribble</b>	<b>6.28</b>	<b>6.12</b>	<b>6.51</b>	North West	5.64	5.81	5.82
North West	5.64	5.79	5.86	<b>Preston</b>	<b>5.25</b>	<b>5.76</b>	<b>5.52</b>
Lancashire	5.55	5.78	5.66	Lancashire	5.57	5.65	5.48
<b>Preston</b>	<b>4.89</b>	<b>5.38</b>	<b>5.16</b>	<b>Chorley</b>	<b>5.93</b>	<b>6.26</b>	<b>5.47</b>
Blackburn with Darwen	4.16	4.23	4.96	Blackburn with Darwen	4.57	4.62	5.13

Sources: ONS Ratio of house price to workplace-based earnings

## Housing market area

- 3.17 The 2017 Central Lancashire SHMA analysed migration patterns and the extent to which households moved within the area (self-containment). The 2017 SHMA defined short - distance movement as those coming from within 50km radius and finds that the three Central Lancashire authorities combined have containment flows of 82/83%. The study concludes that *'there is ground to justify the definition of a unique HMA across the study area on the basis of migration patterns'*<sup>14</sup> The SHMA also utilises ONS Internal Migration Estimates (2011-2014) to conclude that South Ribble has statistically significant inward and migration from Chorley and Preston.
- 3.18 The 2017 Central Lancashire SHMA also considered local authority commuting flows for Central Lancashire and finds that, *'The vast majority of residents in Central Lancashire also work within Central Lancashire with a self-containment rate of around 71%. This would indicate that by this measure the area could reasonably be considered as an HMA in its own right'* and, *'In commuting terms the workforce of Central Lancashire mainly resides within Central Lancashire with a job self-containment rate of around 69%'*.
- 3.19 The SHMA also utilises ONS Internal Migration Estimates (2011-2014) to examine committing flows and conclude that *'the most statistically significant in-flows of each area are from the other authorities of Central Lancashire and the most statistically significant out-flow is to at least one of other Central Lancashire authorities. It reinforces the definition of an HMA which covers the three authorities'*.
- 3.20 South Ribble has statistically significant inward commuting flows from Chorley and Preston and a significant outward flow to Preston.
- 3.21 Evidence therefore confirms that it is appropriate for South Ribble Borough to jointly work with Preston and Chorley for the purposes of Local Plan policy making as Central Lancashire can be defined as a Housing Market Area.

<sup>14</sup> Central Lancashire SHMA, GL Hearn (September 2017), Paragraph 2.55

## Demographic drivers

- 3.22 The population of the borough is projected to increase over the period 2015-2026, from 109,100 in 2015 to 111,500 in 2026, an overall increase of 2.2%. There will also be a marked increase in the number and proportion of older residents. The population aged 65+ years is expected to increase by 22.2% from 22,100 in 2015 to 27,000 in 2026<sup>15</sup>. This compares with an increase of around 19.4% across England.

## Past trends in housing delivery

- 3.23 Over the past 11 years (2008/09 to 2018/19) 3,243 dwellings have been built across the borough (Table 3.7). In the past 5 years, an annual average of 371 completions have been achieved which is 46 below the annual plan target of 471. A comparison of annual completions with annual targets set in the adopted core strategy plan is presented in Figure 3.2. Figure 3.3 summarises the level of affordable completions by tenure and sub-area 2016/17 to 2018/19.

Year	Total	Market	Affordable	Target
2008/09	312	277	35	417
2009/10	171	139	32	417
2010/11	221	206	15	417
2011/12	170	159	11	417
2012/13	168	128	40	417
2013/14	346	298	48	417
2014/15	486	402	84	417
2015/16	371	221	150	417
2016/17	189	164	25	417
2017/18	318	278	40	417
2018/19	491	394	97	417
Grand Total (11 years)	3,243	2,666	577	4,587
<b>Grand Total (past 5 years)</b>	<b>1,855</b>	<b>1,459</b>	<b>396</b>	<b>2,085</b>
<b>Annual average (past 5 years)</b>	<b>371</b>	<b>292</b>	<b>79</b>	<b>417</b>

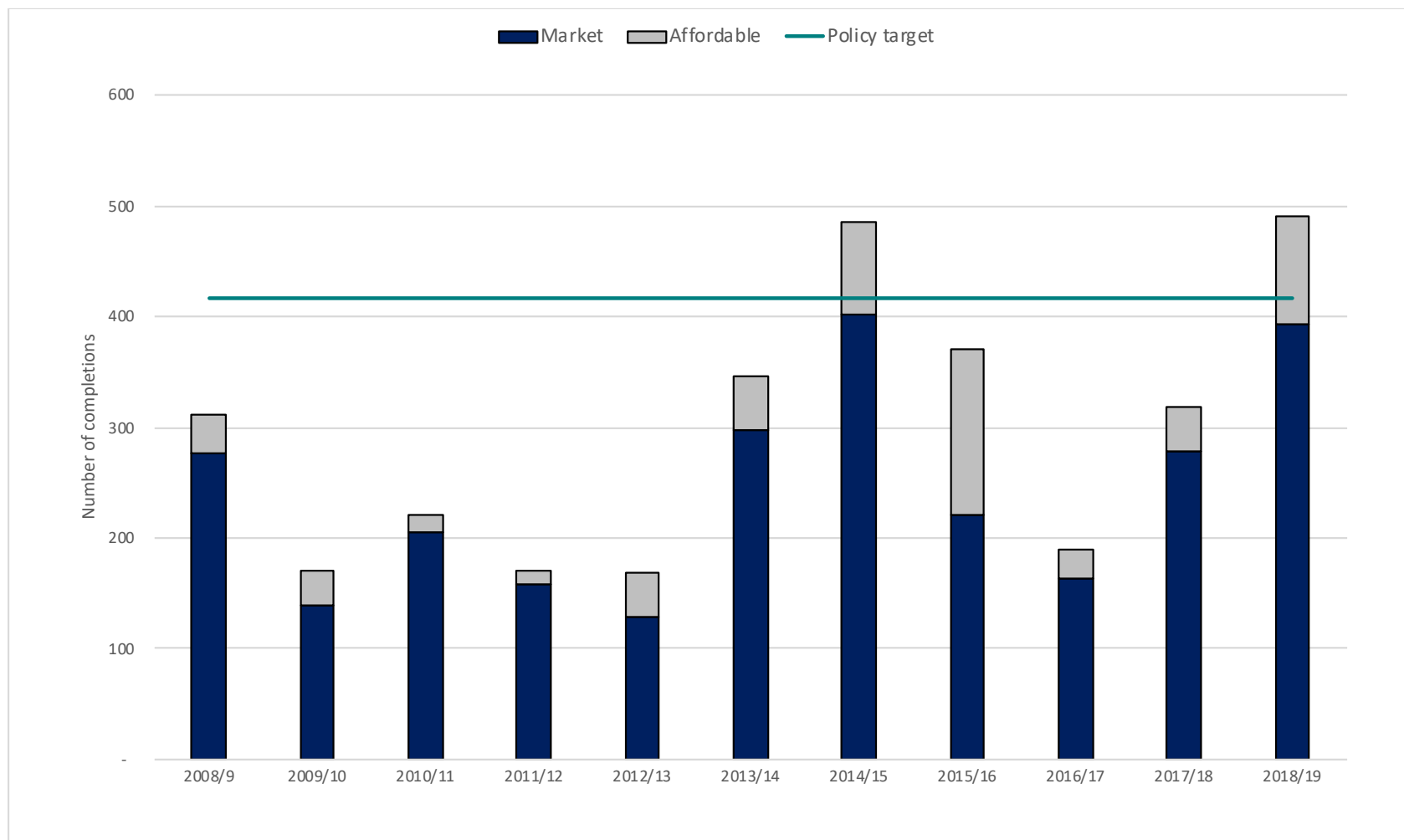
Source: South Ribble SHLAA (March 2018), 2018/19 figures were supplied by South Ribble Council

Target source: South Ribble Local Plan (2012-2026)

- 3.24 Over the period 2016/17 to 2018/19 a total of 162 affordable tenure dwellings have been built; 52.5% (85) were intermediate tenure and 47.5% (77) were for social/affordable rent. Figure 3.2 shows the number of completions by sub area and the tenure breakdown.
- 3.25 Map 3.4 shows where new build activity has taken place over the period 2007-2018 by Lower Super Output Area. The highest concentration of development has been in the Leyland sub-area and particularly along the south-eastern boundary with Chorley.

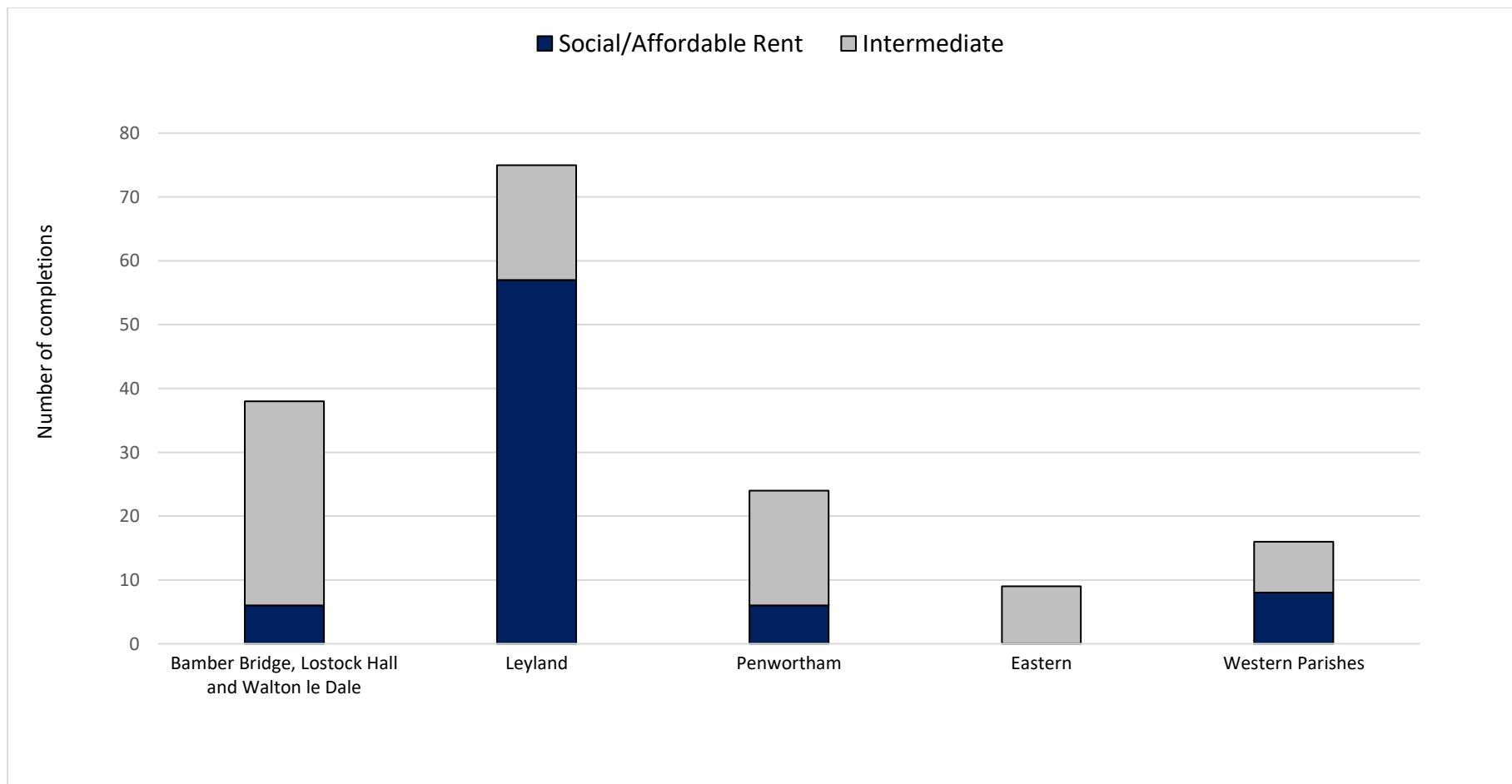
<sup>15</sup> ONS 2016-based Subnational Population Projections

**Figure 3.2 Dwelling completions compared with the annual target**



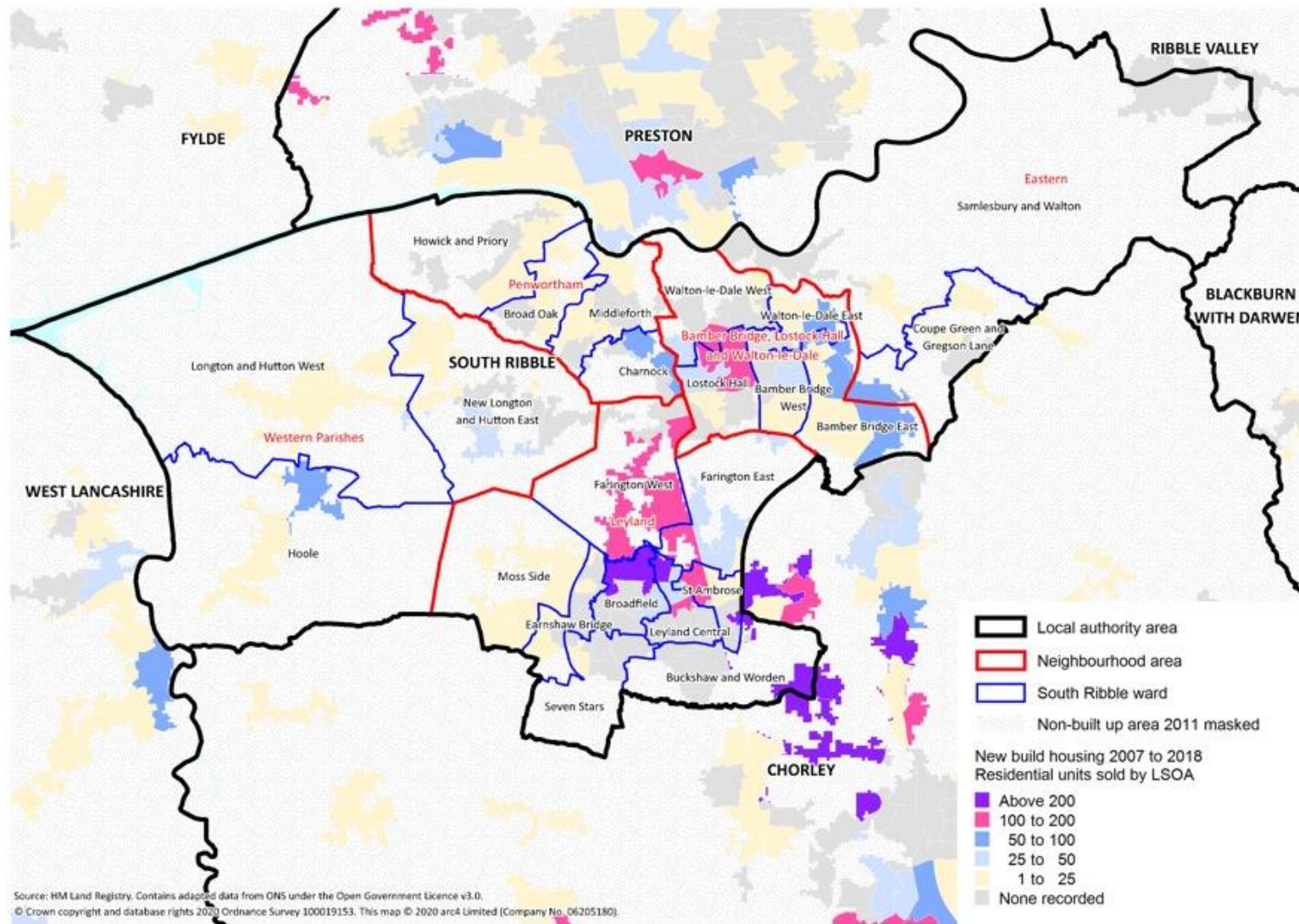
Source: South Ribble SHLAA (March 2018), 2018/19 figures were supplied by South Ribble Council  
 Target source: South Ribble Local Plan (2012-2026)

**Figure 3.3 Social and intermediate tenure completions, 2016/17 to 2018/19, by sub-area**



Source: Data supplied by South Ribble Council

**Map 3.4** New build housing growth in South Ribble built up areas, by LSOA, 2007-2018





## Concluding comments

- 3.26 The purpose of this chapter has been to consider the general housing market context of the borough and its inter-relationships with other areas. By reviewing house prices, relative affordability, migration, travel to work patterns and dwelling completions, a picture of the market dynamics of the borough emerges.
- 3.27 House prices across the borough have been above the regional average since 2000. During 2018 median prices across the borough were £178,508, compared with £154,000 across the North West and £235,000 across England. Lower quartile price was £125,000 compared with £105,000 (North West) and £150,000 (England).
- 3.28 South Ribble has the highest lower quartile affordability ratios compared with other Central Lancashire authorities.
- 3.29 The overall delivery of new housing exceeded annual targets for 2018/19 and over the last 5 years an average of 371 dwellings have been built against a 417 target.
- 3.30 South Ribble Borough is positioned within the Central Lancashire housing market area.

## 4. Housing stock and household review

### Introduction

- 4.1 The purpose of this chapter is to explore the characteristics of the borough's housing stock and households including the current stock profile; house condition and tenure characteristics. This includes a detailed analysis of the major tenures: owner occupation, private rented sector and affordable housing. The range of households living in the borough is also considered.

### Estimates of current dwellings in terms of size, type, condition, tenure

- 4.2 There are several sources of information which can be used to establish the overall number of dwellings and households in the borough. The most recent data available for South Ribble Borough is reported in Table 4.1.

<b>Data</b>	<b>Dwellings</b>	<b>Source</b>
2019 Valuation Office Agency (all dwellings)	49,590	VOA Table CTSOP3.0
2019 Valuation Office Agency (excluding annex and unknown)	<b>48,930</b>	VOA Table CTSOP3.0
2018 MHCLG Dwelling Stock Estimates	49,720	MHCLG Live Tables on Dwelling Stock Table 100
2019 Council Tax	50,152	South Ribble Council
<b>Data</b>	<b>Households</b>	<b>Source</b>
2014-based DCLG Household Projections 2019 figure	<b>47,790</b>	DCLG (now MHCLG)
2016-based ONS Household Projections 2019 figure	47,628	ONS

- 4.3 This 2019 study uses a base of **48,930** dwellings and **47,790** households across South Ribble. Please note that the bases in tables may differ because of alternative data sources being used.
- 4.4 According to 2018 MHCLG statistics, there are an estimated 1,387 vacant dwellings, representing 2.8% of the dwelling stock<sup>16</sup>. This is higher than the national rate of 2.5%. The vacancy rate in the borough is just below the 'transactional vacancy level' of 3%, which is the proportion of stock normally expected to be vacant to allow movement within the market.

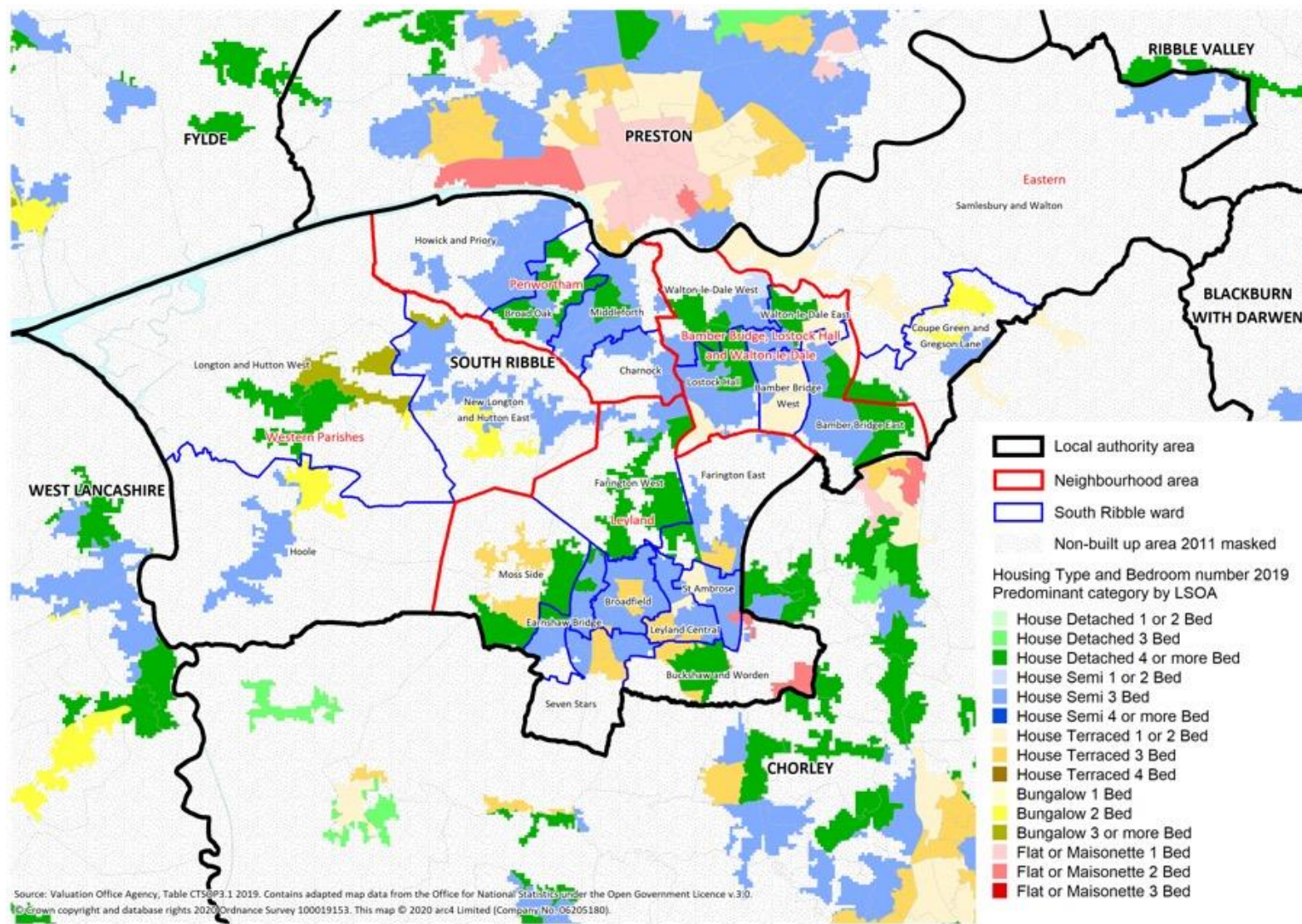
### Dwelling type and number of bedrooms

- 4.5 Map 4.1 illustrates the predominant dwelling type and number of bedrooms by LSOA based on 2018 Valuation Office Agency data.

<sup>16</sup> 1,387 / 49,720 = 2.8%. This is derived using the MHCLG dwelling stock as a base and not the Council Tax base

- 4.6 How dwelling size and type vary by the sub areas is set out in Table 4.2. This shows a high proportion of dwellings with four or more bedrooms (22.7%) in Western Parishes compared to a small proportion of 4 or more-bedroom dwellings in Bamber Bridge, Lostock Hall and Walton-le-Dale (13.5%). Across South Ribble, 15.6% of dwellings have four or more-bedrooms.
- 4.7 5.9% of dwellings in the Eastern Area are flats with 1 or 2-bedrooms compared to 8.5% for South Ribble as a whole. The proportion of bungalows (of all sizes) in Western Parishes (30.0%) and Eastern (22.0%) is higher than South Ribble as a whole (15.3%).

**Map 4.1** Predominant dwelling type and number of bedrooms in South Ribble built up areas, by LSOA, 2018



Dwelling type and number of bedrooms	Sub-area					South Ribble
	Bamber Bridge, Lostock Hall and Walton le Dale	Leyland	Penwortham	Eastern	Western Parishes	
1-bedroom house	0.4	0.5	0.7	0.3	0.0	0.4
2-bedroom house	19.8	11.2	9.5	15.3	10.2	12.9
3-bedroom house	44.1	51.5	53.1	39.4	33.3	46.9
4+ bedroom house	13.5	14.5	14.4	17.1	22.6	15.5
1-bedroom flat	3.5	4.8	3.6	2.6	2.0	3.7
2-bedroom flat	3.9	6.7	4.5	3.4	1.7	4.7
3+ bedroom flat	0.1	0.0	0.1	0.0	0.0	0.0
1-bedroom bungalow	0.8	0.6	1.6	0.1	1.3	0.9
2-bedroom bungalow	8.4	4.6	7.5	11.2	15.1	7.9
3+bedroom bungalow	4.3	4.8	3.6	9.0	11.3	5.6
4+ bedroom bungalow	0.5	0.7	0.5	1.6	2.2	0.9
Other	0.7	0.2	0.8	0.0	0.2	0.4
Total	100.0	100.0	100.0	100.0	100.0	100.0
Base (total dwellings)	10927	17989	10180	3723	6321	49140

Source: 2019 VOA

Note: Subject to rounding errors

## Housing tenure

4.8 Based on the 2011 census, the tenure profile of the borough is:

- 78.8% owner occupied;
- 10.5% social rented;
- 10.2% private rented; and
- 0.5% intermediate tenure.

4.9 Table 4.3 shows how the tenure profile of households varies by sub-area. The proportion of private renting households by sub areas is consistently around the borough average of 10.2%. The two sub-areas with the highest levels of homeowner households, Eastern and Western Parishes have the lowest levels of affordable tenure households; 5.4% and 3.7% respectively. Conversely Leyland has the lowest proportion of homeowner households (72.6%) and the highest proportion of affordable tenure households (16.6%).

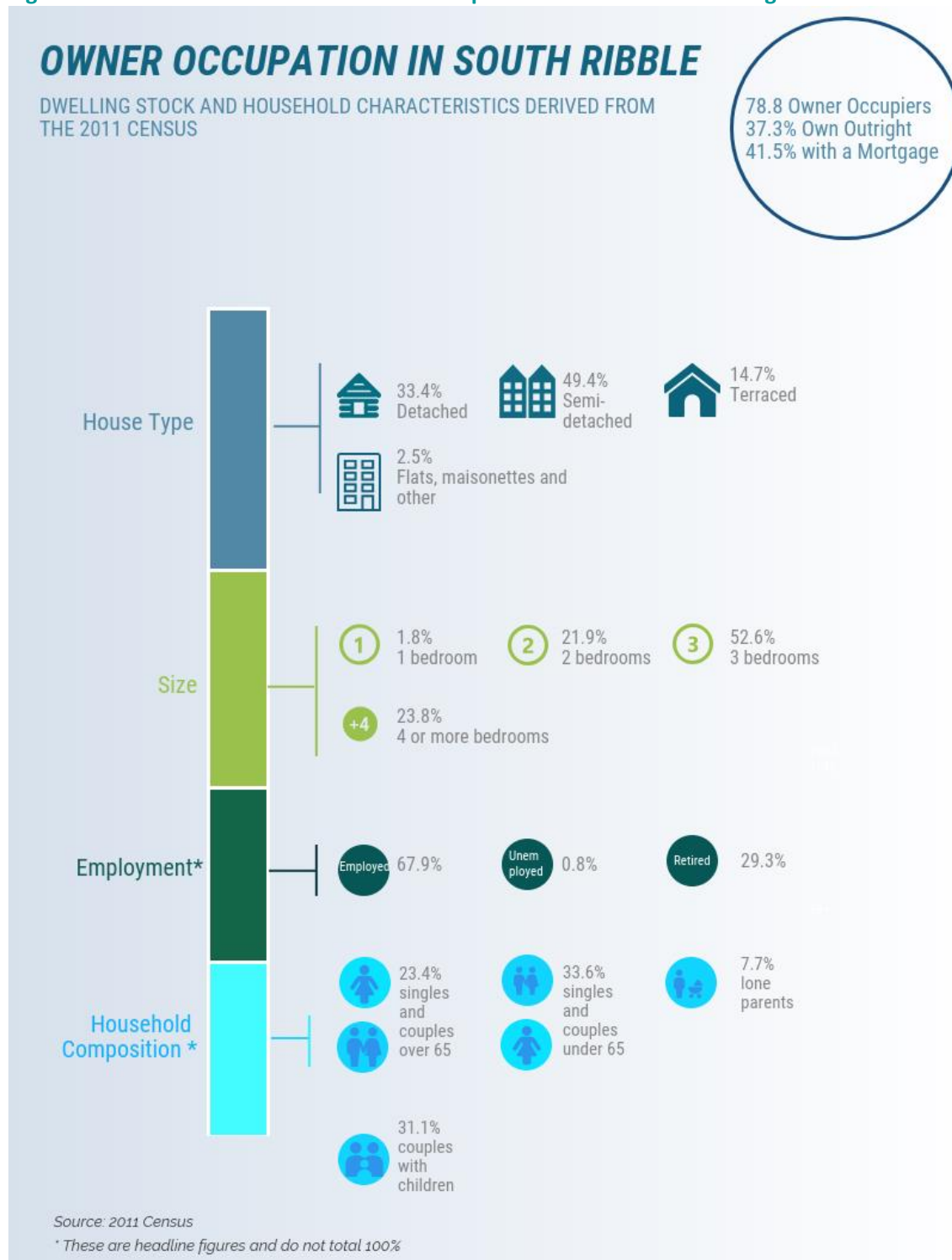
Sub-area	Tenure (%)					Total
	Owner occupied (outright)	Owner occupied (mortgage)	Social rented	Private Rented	Shared ownership	
Bamber Bridge, Lostock Hall and Walton le Dale	35.8	43.8	7.8	12.0	0.5	100.0
Leyland	30.9	41.7	16.2	10.8	0.4	100.0
Penwortham	39.4	40.9	10.1	8.9	0.7	100.0
Eastern	44.0	41.1	5.3	9.5	0.1	100.0
Western Parishes	49.7	38.6	3.3	8.1	0.4	100.0
South Ribble	37.3	41.5	10.5	10.2	0.5	100.0
Base	17189	19148	4845	4705	215	46102

Source: 2011 Census

## The owner-occupied sector

4.10 Overall 78.8% (36,337) of households across South Ribble are owner occupiers. 41.5% own with a mortgage or loan and 37.3% own outright. Table 4.3 above indicates that the highest proportions of homeowner households at sub-area level is in Western Parishes (88.2%) and Eastern (85.1%). Figure 4.1 sets out the general characteristics of owner-occupier households across South Ribble.

Figure 4.1 Characteristics of owner-occupied households and dwellings



## Estate agent insights: owner-occupied sector

- 4.11 The following information has been obtained from interviews with estate agents in the area and more detail can be found in Appendix E. Agents told us that:
- further 4-bedroom homes are not needed by local residents;
  - the priority should be family homes, 2 and 3-bedrooms; and
  - a further priority should be housing that is suited toward the elderly downsizer.

## The private rented sector

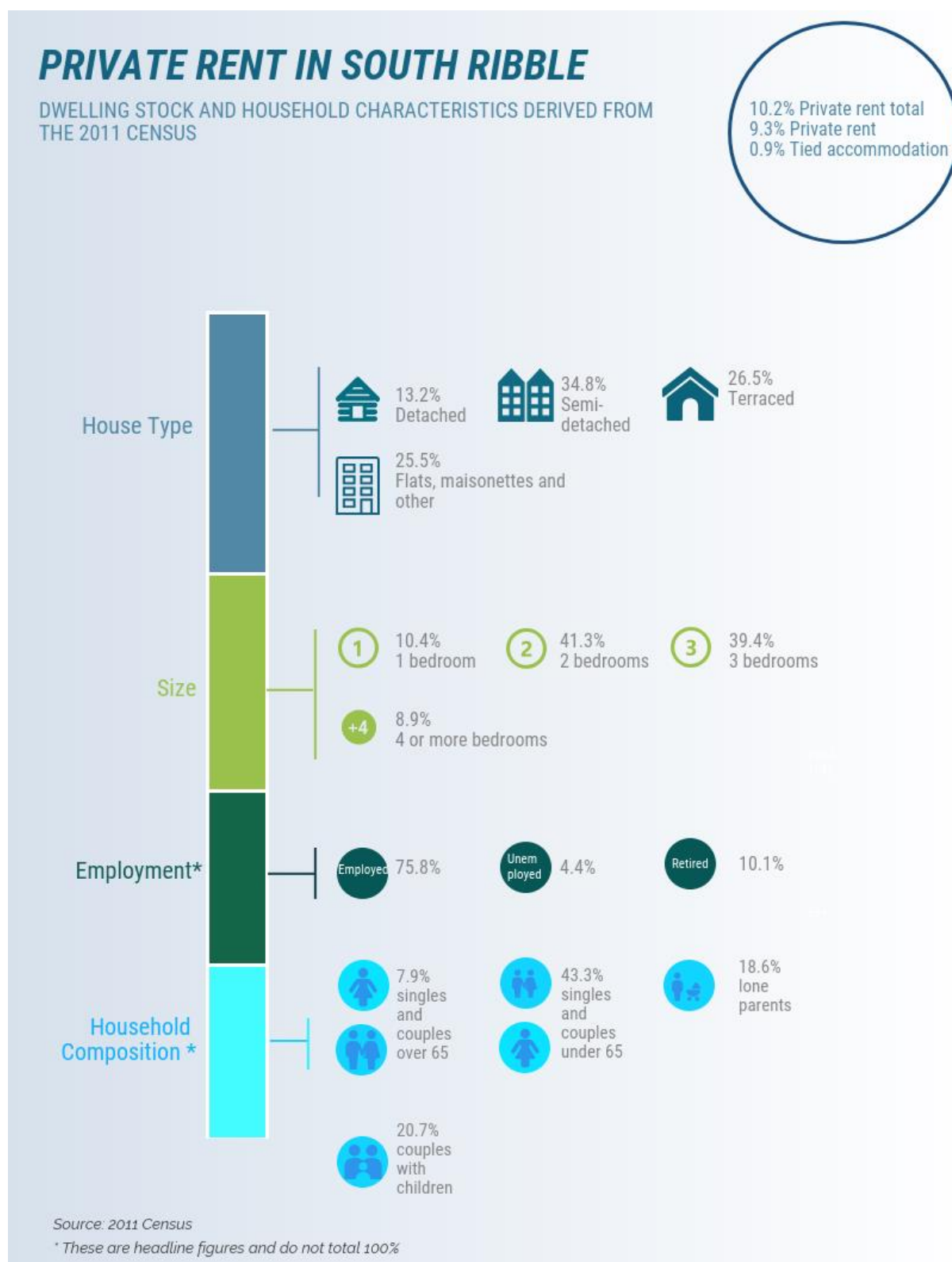
- 4.12 The Government's Housing Strategy (November 2011)<sup>17</sup>, set out the Government's plans to boost housing supply. It recognised an increasingly important role for the private rented sector, both in meeting people's housing needs and in supporting economic growth by enabling people to move to take up jobs elsewhere and to respond to changing circumstances.
- 4.13 The private rented sector in England is growing; the Census figures for 2011 confirmed that the sector now totals 16.8% of the dwelling stock, an increase from 8.8% in 2001. Increasing house prices pre-2007 and the struggling sales market when the downturn came are both factors that have underpinned the growth of the rental market for both 'active choice' renters and 'frustrated would-be' homeowners. Tenure reform and less accessible social rented housing are also likely to be an increasing factor to the growth in the private rented sector and the sector clearly now plays a vital role in meeting housing need, affordable need as well as providing an alternative to homeownership.
- 4.14 Local authorities have an important enabling and regulatory role in ensuring that the private rented sector meets these requirements. Balancing good quality supply with demand will help to stabilise rents and by encouraging good quality management, will improve the reputation of the sector and encourage longer term lets and lower turnover. However, this is a challenging task where existing partners need to be encouraged to participate and new partners and investors need to be identified.
- 4.15 The private rented sector accommodates around one in ten of households across South Ribble; 10.2%. (Census 2011). This includes 0.9% who live rent free in tied accommodation. Table 4.3 above indicates that the proportion of private renting households by sub areas is consistently around the borough average of 10.2% with Bamber Bridge recording the highest proportion at 12.0%.
- 4.16 Figure 4.2 sets out the general characteristics of private rented households and dwellings across the borough based on the 2011 Census.

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<sup>17</sup> *Laying The Foundations; A Housing Strategy for England, 2011*



Figure 4.2 Characteristics of private rented households and dwellings



4.17 In terms of the cost of renting, Tables 4.4 and 4.5 set out the comparative median and lower quartile rents for South Ribble, North West and England as a whole.

4.18 The tables indicate that 2018 median (£610 pcm) and lower quartile (£524 pcm) rental prices are lower than national levels but higher than the region.

- 4.19 Comparing the rental price in 2018 with that in 2010 indicates that there has been an increase of around +5.3% in median rents and +6.1% in lower quartile rental prices in the area. The increase in median rents has been lower than regional and national increases but higher than the increase across Lancashire. Across the North West, lower quartile rents have only increased slightly (1.1%) compared with 6.6% across South Ribble, 13% nationally and across Lancashire lower quartile rents have actually declined by 2.9%

Table 4.4 Comparative median rental price 2010-2018			
Location	Median price by year (£)		% change 2010-2018
	2010	2018	
South Ribble	<b>579</b>	<b>610</b>	<b>+5.3</b>
Lancashire	520	524	+0.8
North West	546	594	+8.8
England	893	1,075	+20.4

Source: Zoopla PPD 2019

Table 4.5 Comparative lower quartile rental price 2010-2018			
Location	Lower quartile price by year (£)		% change 2010-2018
	2010	2018	
South Ribble	<b>494</b>	<b>524</b>	<b>+6.1</b>
Lancashire	442	429	-2.9
North West	472	477	+1.1
England	598	676	+13.0

Source: Zoopla PPD 2019

- 4.20 Monthly rents are available for the five sub-areas, Table 4.6 shows lower quartile and median rents in 2018. The data indicates that Western Parishes experience the highest rents at both the lower quartile and median level by around £50 each month compared to South Ribble overall.

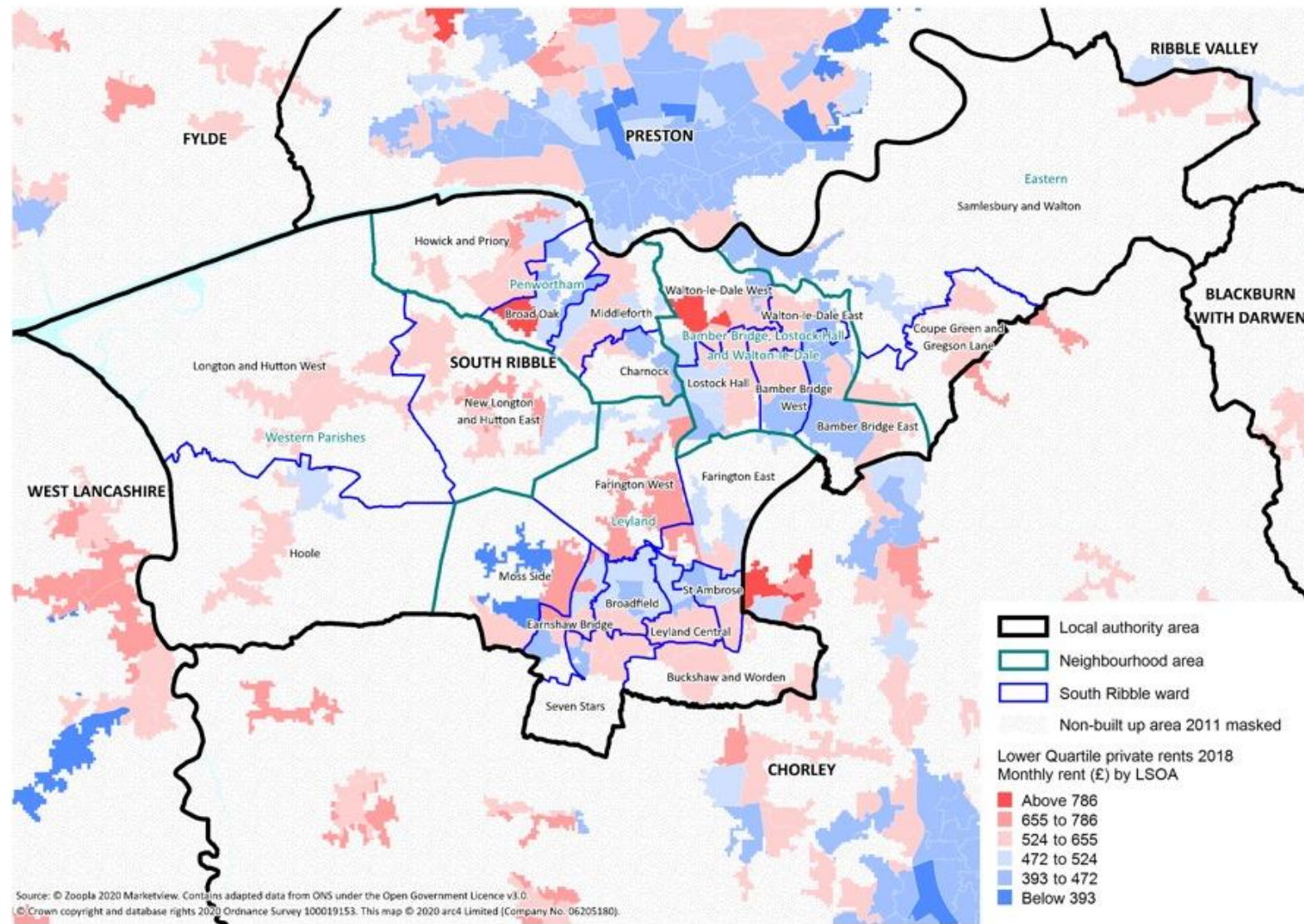
Table 4.6 Lower quartile and median rents by sub-area, 2018		
Sub-Area	Lower quartile (£ each month)	Median (£ each month)
Bamber Bridge, Lostock Hall and Walton-le-Dale	498	578
Eastern	498	643
Leyland	524	602
Penwortham	533	633
Western Parishes	576	658
<b>South Ribble</b>	<b>524</b>	<b>610</b>

- 4.21 Further details on LQ and median rents within built-up areas at a small area level (Lower Super Output Areas) can be found in maps 4.2 and 4.3 below. This illustrates the

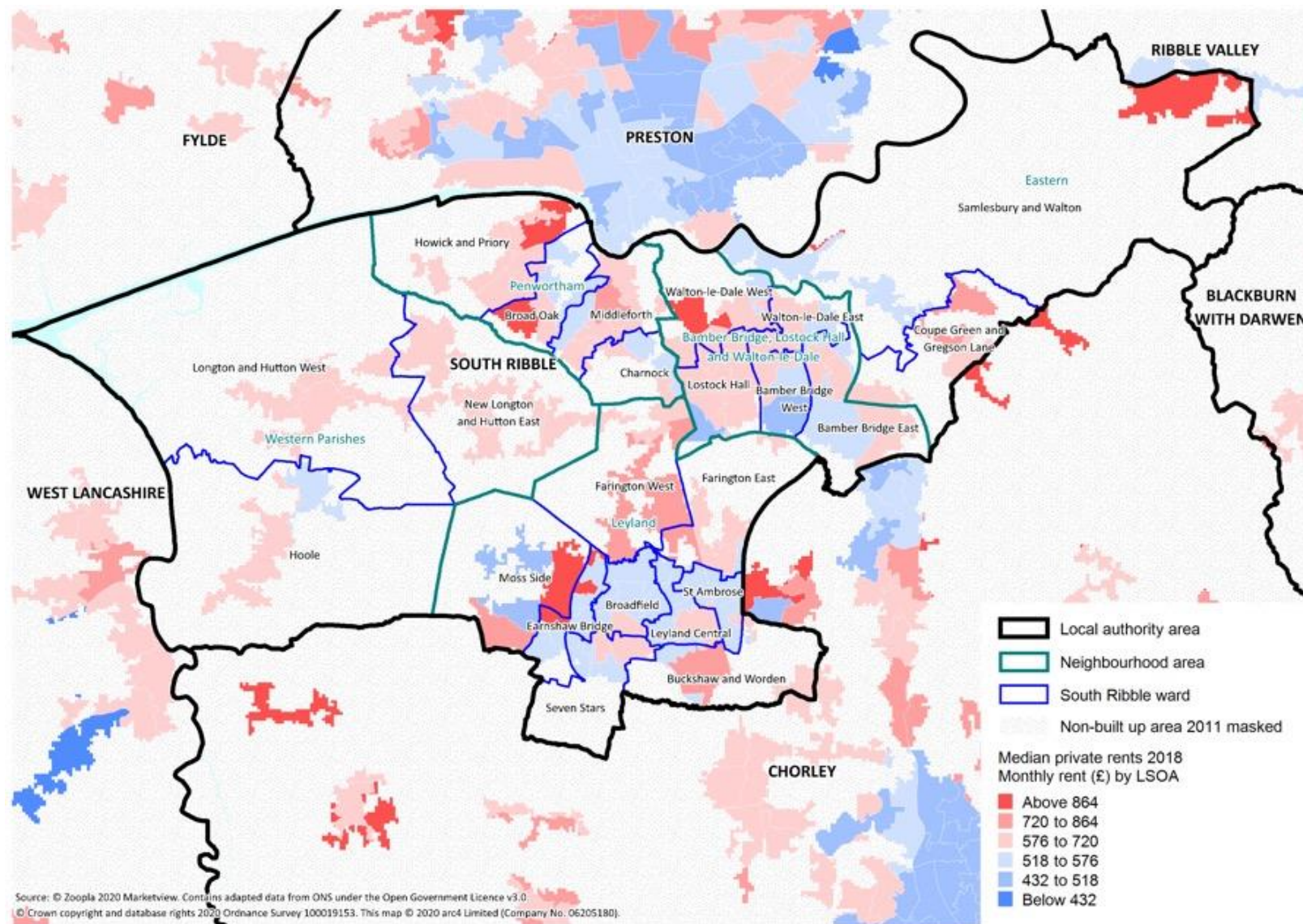
relatively low rental values in the centre of Leyland sub-area compared to a generally mixed picture of rental values in the rest of the borough.

- 4.22 Information on private rented sector ROI yields and private rented sector non passported housing benefit is also presented maps 4.4 and 4.5.

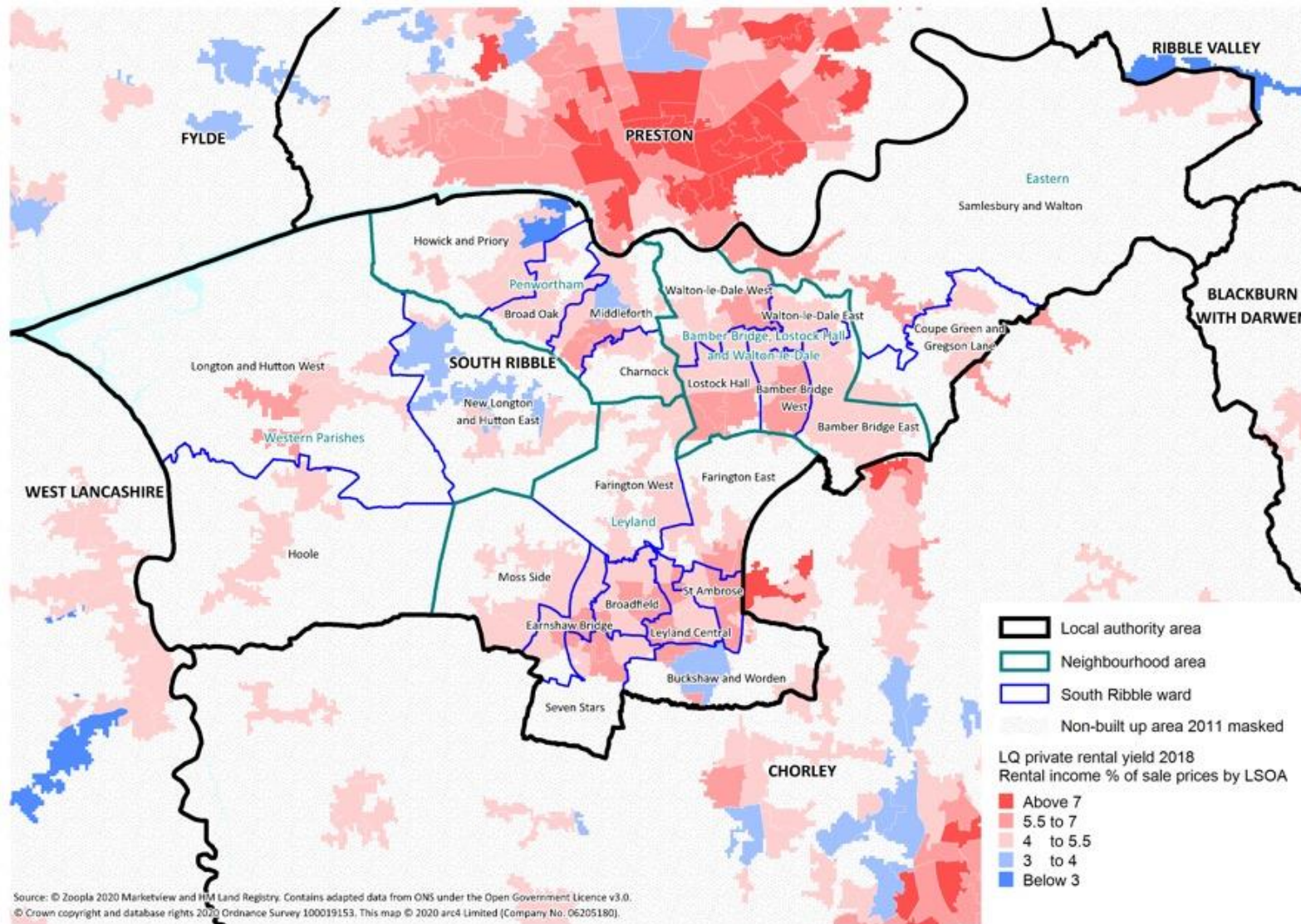
**Map 4.2 2018 lower quartile rents across South Ribble and adjacent authorities by built up areas within LSOAs**



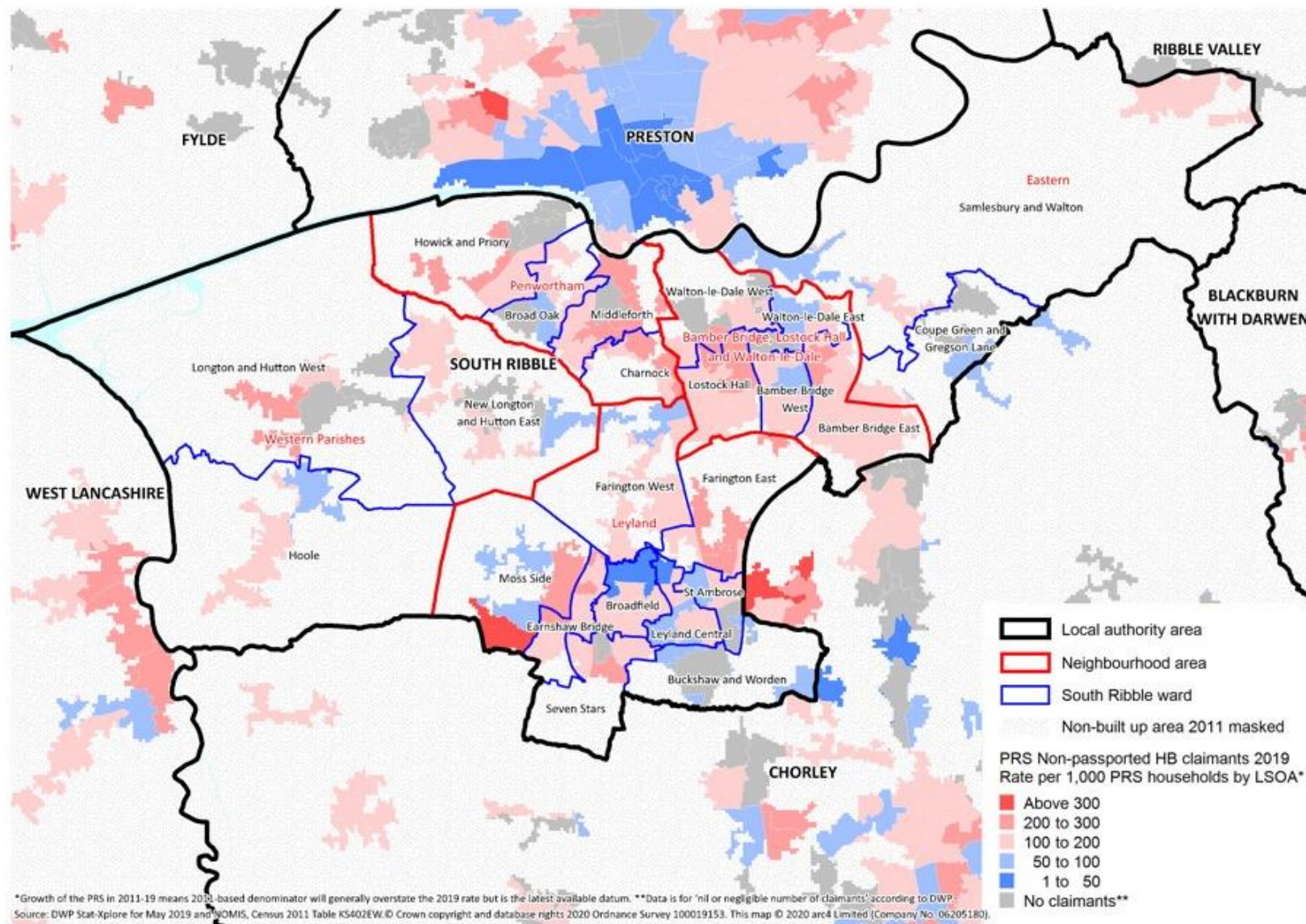
**Map 4.3 2018 median rents across South Ribble and adjacent authorities by built up areas within LSOAs**



**Map 4.4 2018 lower quartile rental yield across South Ribble and adjacent authorities by built up areas within LSOAs**



**Map 4.5 2018 Private rented sector non-passported Housing Benefit across South Ribble and adjacent authorities by built up areas within LSOAs**



- 4.23 The private rented sector houses a proportion of low-income households that are eligible for assistance with rental costs. The amount that can be claimed is capped to a local allowance that varies by area. The cap is estimated by the VOA and published in the form of a Local Housing Allowance (LHA) rate for a broad market area.
- 4.24 The Local Housing Allowance rates for South Ribble (as at November 2019) are examined. Two Broad Rental Market Areas (BRMAs)<sup>18</sup> affect the area:

#### **Central Lancashire BRMA**

- shared accommodation rate - £55.28 per week;
- 1-bedroom rate - £89.46 per week;
- 2-bedroom rate - £109.32 per week;
- 3-bedroom rate - £126.58 per week; and
- 4-bedroom rate - £161.10 per week

#### **East Lancashire BRMA**

- shared accommodation rate - £53.50 per week;
- 1-bedroom rate - £80.03 per week;
- 2-bedroom rate - £90.90 per week;
- 3-bedroom rate - £104.00 per week; and
- 4-bedroom rate - £142.80 per week.

### **Estate agent insights: private-rented sector**

- 4.25 The following information has been obtained from interviews with estate and letting agents in the area and more detail can be found in Appendix E:
- overall the supply of private rented sector housing is very low compared to demand;
  - this is currently partially explained by Brexit with fewer people moving home because of economic uncertainty;
  - also, landlords are either not investing or are withdrawing from the market as a result of government changes to stamp duty and taxation;
  - the gap in the market generally is good quality 3 bedroom houses.

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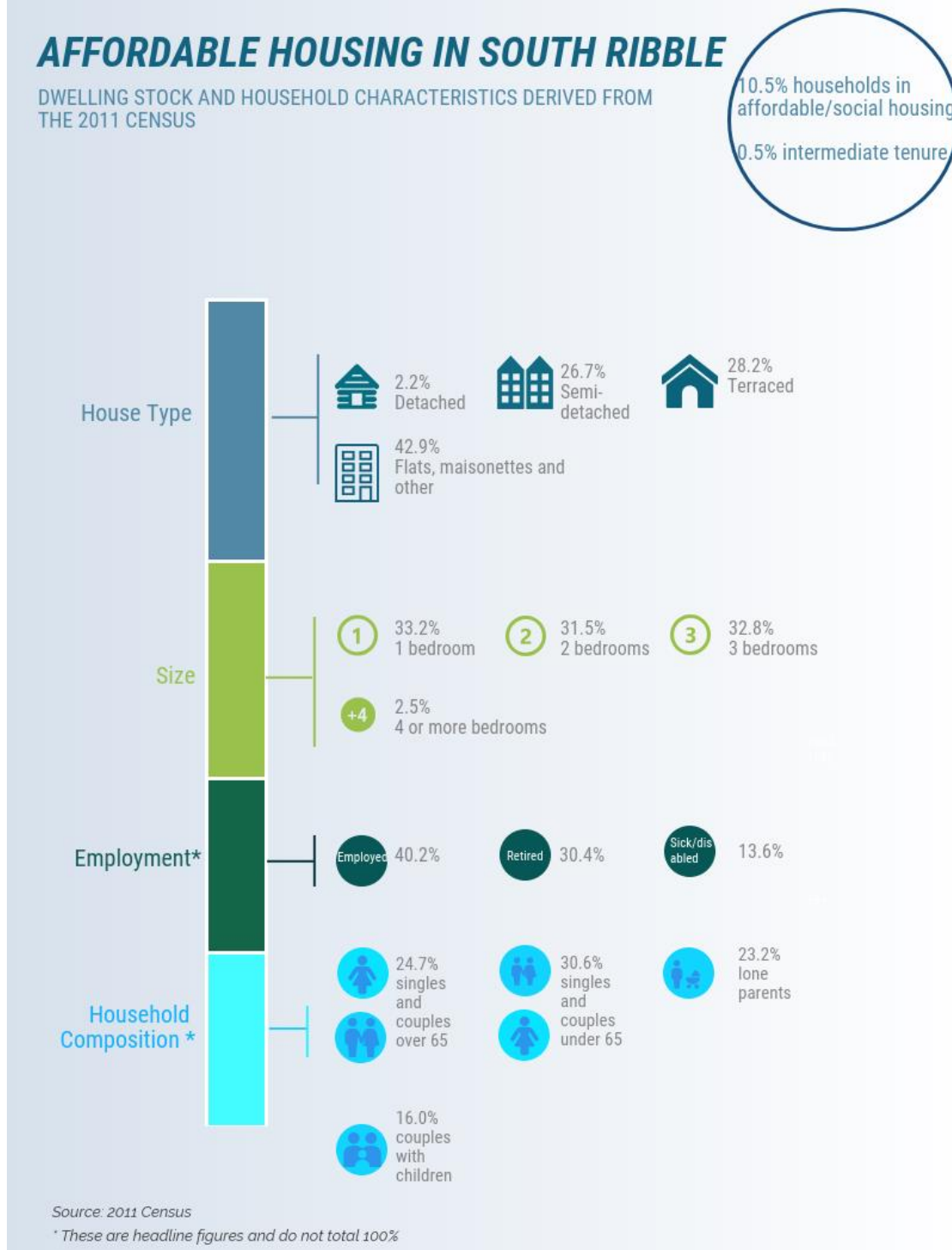
<sup>18</sup> A Broad Rental Market Area is an area 'within which a person could reasonably be expected to live having regard to facilities and services for purposes of health, education, recreation, personal banking and shopping, taking account of the distance of travel, by public and private transport and from those facilities and services'. A BRMA must contain 'residential premises for a variety of types, including such premises held on a variety of tenures' PLUS 'sufficient privately rented residential premises, to ensure that, in the rent officer's opinion, the LHA for the area is representative of the rents that a landlord might reasonably be expected to obtain in that area' Source: VOA BRMA statistics



## Affordable housing

- 4.26 According to the 2011 Census, affordable housing accommodates around 11.0% (5,060) of households across South Ribble. The 2018 Statistical Data Return (SDR) reports a total of 5,414 affordable dwellings across the borough (5,234 affordable/social rented and 180 intermediate tenure).
- 4.27 Figure 4.3 sets out the general characteristics of affordable housing households and dwellings across the borough based on the 2011 Census.

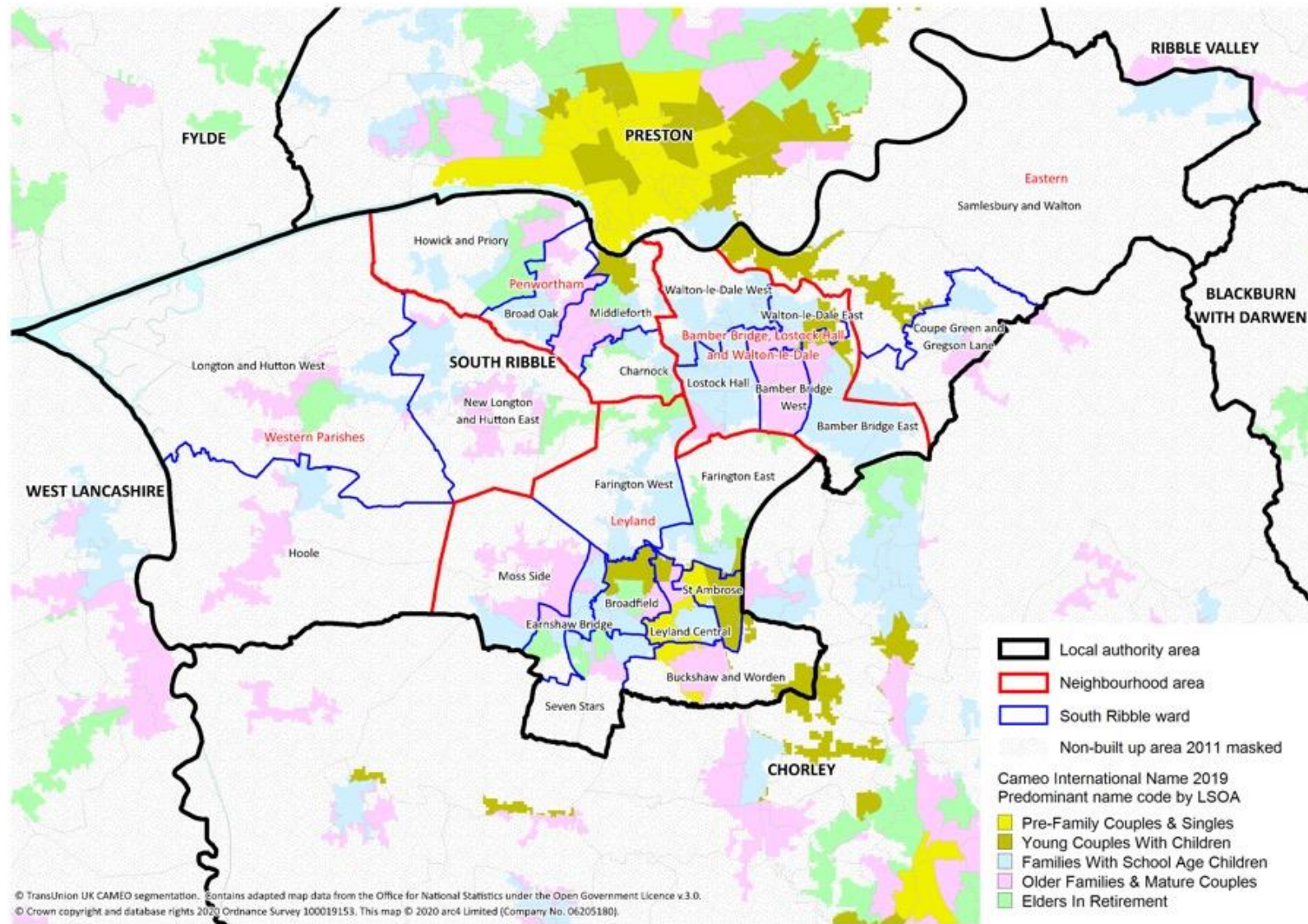
**Figure 4.3 Characteristics of households and dwellings living in affordable housing**



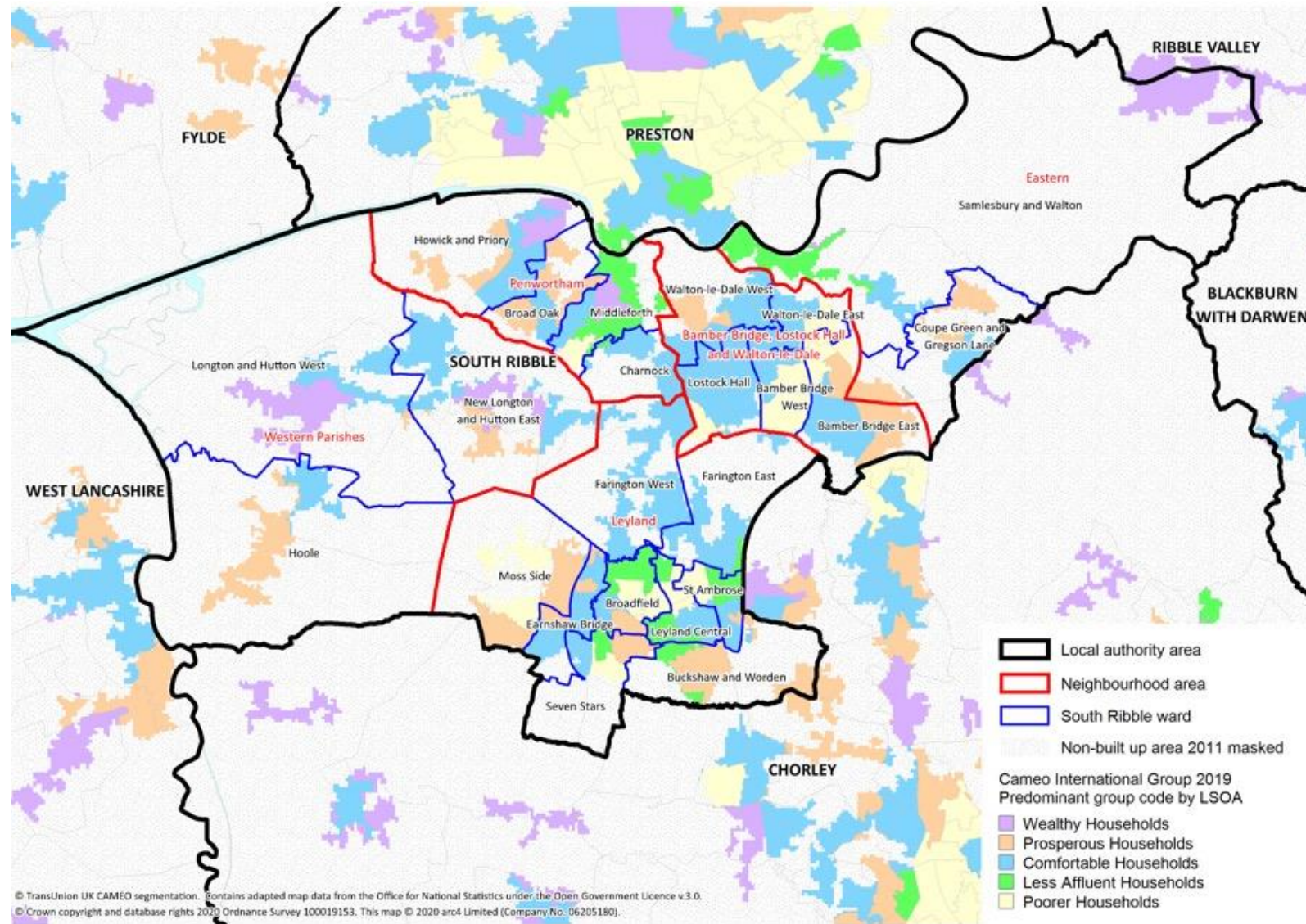
## Household characteristics

- 4.28 Having considered how the characteristics of households in different tenures varies, the range of households living in the borough is further illustrated in Maps 4.6 and 4.7. Map 4.6 considers general characteristics of households and indicates a predominance of families with either school age or older children. Young families and singles are concentrated in the Leyland sub-area, where there is the greatest mix of household types. Young couples with children are also the main household type in parts of the north central area of the borough, particularly in areas close to the border with Preston. Map 4.7 focuses on income and shows a predominance of comfortable households with a few areas of wealthy households, mainly located in north west areas of the borough.

**Map 4.6 Household characteristics: household type by LSOA, 2018**



Map 4.7 Household characteristics: income by LSOA, 2018



## Relative affordability of housing tenure options and defining genuinely affordable housing

- 4.29 The relative cost of alternative housing options across the borough and sub-areas is from two perspectives. Firstly, analysis considers prevailing prices at sub-area level across a range of market and affordable tenures and the incomes required to afford these properties. Secondly, analysis considers what is genuinely affordable to households based on local incomes and assumptions around the proportion of income that should be spent on renting and the multiples of income for buying. The analysis of what is genuinely affordable also considers the incomes of selected key workers and those on minimum and living wages.

### Range of tenure options

- 4.30 Table 4.7 sets out the range of market and affordable tenures considered in analysis and any assumptions relating to the cost of properties.

### Cost of alternative tenure options

- 4.31 Table 4.8 sets out the cost of alternative tenure options by sub-area.

### Income required for tenure options

- 4.32 Table 4.9 sets out the indicative incomes required based on a rental home being affordable if up to 25% of household income is spent on rent; and owning is affordable based on a 3.5x household income multiple. These are reasonable and long-standing assumptions which were initially proposed on Government guidance<sup>19</sup>. Analysis also assumes deposits of up to 10%. The impact of higher deposits on the income required to service a mortgage are summarised in Table 4.10 based on borough prices; this demonstrates the considerable reduction on income requirements for a home to be affordable through higher deposits.

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<sup>19</sup> CLG 2007 Strategic Housing Market Assessment guidance Practice Guidance version 2 p.43

<b>Table 4.7 Summary of tenure (including affordable options), price assumptions and data sources</b>		
<b>Tenure</b>	<b>Tenure price assumptions</b>	<b>Data Source</b>
Social rent	2018 prices	Regulator of Social Housing Statistical Data Return 2018
Affordable Rent	Affordable homes based on 80% of average market rent	Zoopla 2019
Market Rent – lower quartile	2018 prices	Zoopla 2019
Market Rent – median	2018 prices	Zoopla 2019
Market Rent – upper quartile	2018 prices	Zoopla 2019
Market Sale – lower quartile	2018 prices	Land Registry Price Paid
Market Sale – median	2018 prices	Land Registry Price Paid
Market Sale – average	2018 prices	Land Registry Price Paid
Shared ownership (50%)	Total price based on median price and 50% ownership. Mortgage based on 40%. 10% deposit required; annual service charge £395, Annual rent based on 2.75% of remaining equity	Assumptions applied to Land Registry Price Paid data
Shared ownership (25%)	Total price based on median price and 25% ownership. Mortgage based on 20%. 5% deposit required; annual service charge £395, Annual rent based on 2.75% of remaining equity	Assumptions applied to Land Registry Price Paid data
Help to buy	Total price based on median price. Mortgage based on 75% equity. 20% loan and deposit of 5%. Loan fee of 1.75% in year 6 of outstanding equity loan increasing annually from yr7 at RPI+1%	Assumptions applied to Land Registry Price Paid data
Discounted home ownership (30%)	30% discount to median market price	Assumptions applied to Land Registry Price Paid data
Discounted home ownership (20%)	20% discount to median market price	Assumptions applied to Land Registry Price Paid data

<b>Table 4.8 Cost of alternative tenures by sub-area</b>						
<b>Tenure option</b>	<b>Price (2018)</b>					
	Bamber Bridge, Lostock Hall and Walton-le-Dale	Leyland	Penwortham	Eastern	Western Parishes	South Ribble
Social rent (average)	£377	£377	£377	£377	£377	£377
Affordable rent	£462	£482	£506	£514	£526	£488
Market rent - lower quartile	£498	£524	£533	£498	£576	£524
Market rent - median	£578	£602	£633	£643	£658	£610
Market rent - upper quartile	£650	£676	£693	£676	£693	£676
Market sale - lower quartile	£120,000	£118,250	£132,000	£120,000	£167,950	£125,000
Market sale - median	£141,000	£151,995	£162,995	£151,250	£206,000	£158,000
Market sale - average	£163,384	£163,926	£181,122	£177,629	£248,910	£178,508
Shared ownership (50%)	£70,500	£75,998	£81,498	£75,625	£103,000	£79,000
Shared ownership (25%)	£35,250	£37,999	£40,749	£37,813	£51,500	£39,500
Help to buy	£141,000	£151,995	£162,995	£151,250	£206,000	£158,000
Discounted home ownership (30%)	£98,700	£106,397	£114,097	£105,875	£144,200	£110,600
Discounted home ownership (20%)	£112,800	£121,596	£130,396	£121,000	£164,800	£126,400

Source: Data produced by Land Registry © Crown copyright 2019, Zoopla 2019, MHCLG, RSH SDR 2018

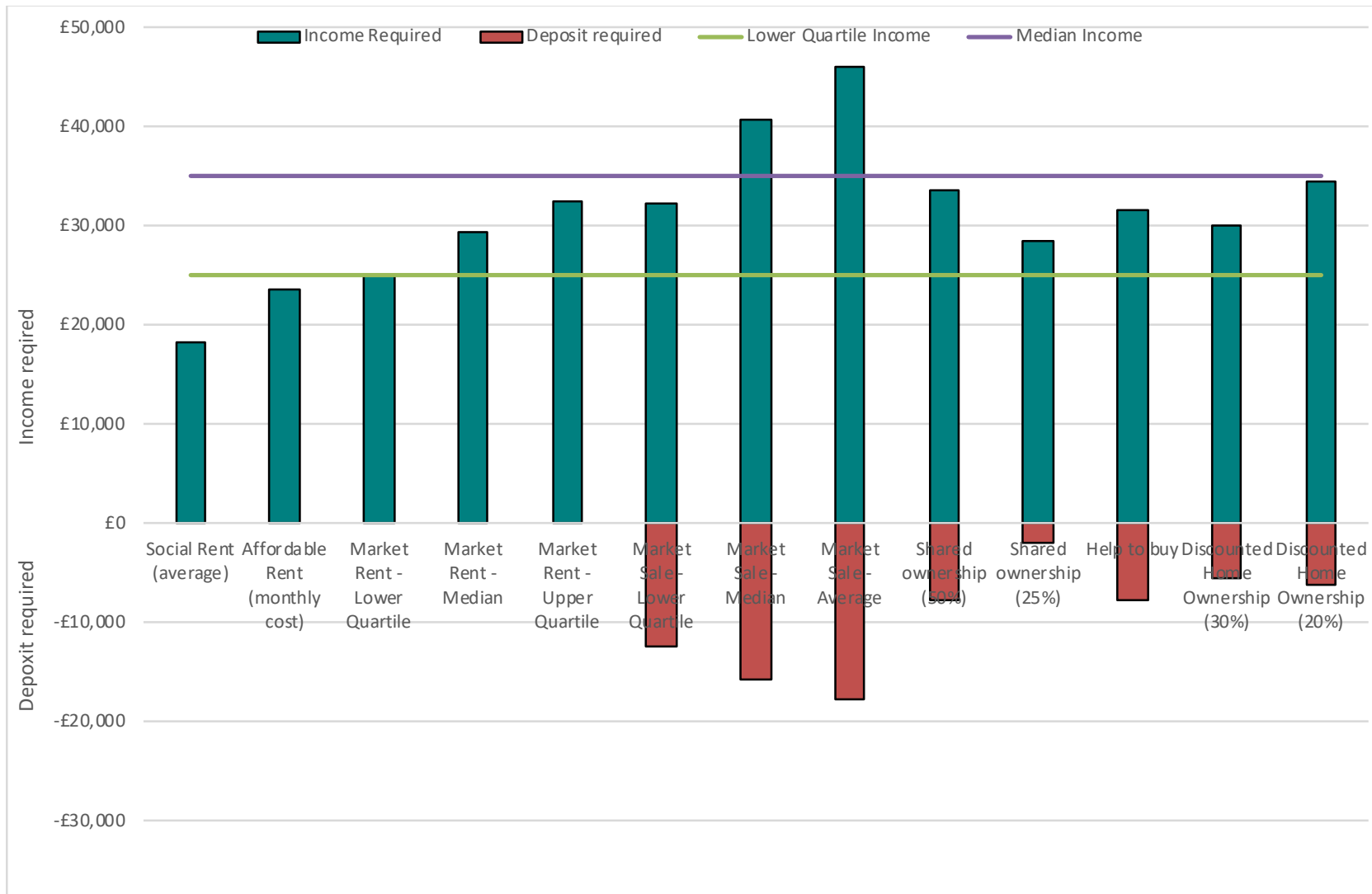
<b>Table 4.9 Household income required for tenure to be affordable (based on 25% of income for rents and 3.5x income for buying)</b>						
<b>Tenure option</b>	<b>Income required (2018)</b>					
	<b>Bamber Bridge, Lostock Hall and Walton-le-Dale</b>	<b>Leyland</b>	<b>Penwortham</b>	<b>Eastern</b>	<b>Western Parishes</b>	<b>South Ribble</b>
Social rent (average)	£18,119	£18,119	£18,119	£18,119	£18,119	£18,119
Affordable rent	£22,195	£23,117	£24,307	£24,691	£25,267	£23,424
Market rent - lower quartile	£23,904	£25,152	£25,584	£23,904	£27,648	£25,152
Market rent – median	£27,744	£28,896	£30,384	£30,864	£31,584	£29,280
Market rent – upper quartile	£31,200	£32,448	£33,264	£32,448	£33,264	£32,448
Market sale - lower quartile	£30,857	£30,407	£33,943	£30,857	£43,187	£32,143
Market sale – median	£36,257	£39,084	£41,913	£38,893	£52,971	£40,629
Market sale – average	£42,013	£42,152	£46,574	£45,676	£64,005	£45,902
Shared ownership (50%)	£30,444	£32,462	£34,481	£32,325	£42,376	£33,564
Shared ownership (25%)	£25,760	£27,414	£29,067	£27,302	£35,534	£28,316
Help to buy	£28,200	£30,399	£32,599	£30,250	£41,200	£31,600
Discounted home ownership (30%)	£26,790	£28,879	£30,969	£28,738	£39,140	£30,020
Discounted home ownership (20%)	£30,617	£33,005	£35,393	£32,843	£44,731	£34,309



Market sale price	Amount of deposit				Borough Average Price
	10%	20%	30%	40%	
Market sale - lower quartile	£112,500	£100,000	£87,500	£75,000	£125,000
Market sale - median	£142,200	£126,400	£110,600	£94,800	£158,000
Market sale - average	£160,657	£142,806	£124,956	£107,105	£178,508
Household income required (3.5x multiple)	10%	20%	30%	40%	
Market sale - lower quartile	£32,143	£28,571	£25,000	£21,429	
Market sale - median	£45,902	£40,802	£35,702	£30,601	
Market sale - average	£40,629	£36,114	£31,600	£27,086	

- 4.33 Figure 4.4 summarises in graphical form the relative affordability of alternative tenures at the borough level, setting out the income and deposit required for different options set against prevailing lower quartile and median earnings derived from 2018 CAMEO data.
- 4.34 The analysis indicates that for those on lower quartile incomes only social renting and affordable renting are truly affordable. Market rent at the LQ level is close to the affordability threshold.
- 4.35 For households on median incomes, market rent at median and UQ levels and sales at LQ level are affordable. No other market sale prices are truly affordable, but some intermediate affordable products and particularly discounted home ownership is affordable for those on median incomes with existing equity or savings.
- 4.36 This comparison of local incomes with the cost of local house prices and rents particularly illustrates the affordability challenge faced by residents on LQ incomes.

**Figure 4.4 South Ribble household income and housing costs**



Source: Data produced by Land Registry © Crown copyright 2018, Zoopla 2018, CAMEO 2018, RSH SDR 2018

Note: The deposit requirements are shown on the figure as a negative number

## What is genuinely affordable housing in the South Ribble context?

- 4.37 Having considered what a household needs to earn to afford alternative tenures, consideration is now given to the actual incomes of households across the borough and how this relates to prevailing prices. This analysis helps to establish what is genuinely affordable based on reasonable income multipliers for renting and buying. The analysis takes into account:
- Sub-area 2018 lower quartile and median household incomes from CAMEO data;
  - 2018 entry-level incomes from a range of key worker occupations;
  - Incomes associated with 2018 minimum and living wages (using single, dual income and 1.5x income measures);
  - How much households could afford to spend on market rents by considering the percentage of income spent on housing. To do this, analysis considers what rent a household could afford if it spent 25%, 30%, 35%, 40%, 45% and 50% of income on rent. This is then compared with what lower quartile and median market rents actually were in 2018 to determine what is affordable to households;
  - The extent to which affordable rental options are genuinely affordable to households;
  - The extent to which households could afford home ownership based on multiples of household income starting at 3.5x which is a typical mortgage multiplier. The analysis does go up to a 7.5x income multiple (this is to illustrate the affordability challenges of home ownership although it is recognised that obtaining a mortgage would not be possible on such a multiple of income).

### *Genuinely affordable rents*

- 4.38 Table 4.11 sets out the lower quartile rent that could be afforded based on the percentage of income used to pay the rent by sub-area. For instance, in Penwortham, lower quartile rent in 2018 was £533 each month and lower quartile gross household incomes were £1,250 each month. The table shows that if 25% of income was spent on housing, a rent of £533 each month could not be afforded, and rents would only be affordable if 45% of income is spent on rent. If 30% of household's income is spent on a lower quartile rent, all other sub-areas are affordable.
- 4.39 Table 4.12 presents the same analysis based on median rents and incomes. This shows that median rents are affordable in all sub-areas if 35% of a median household income is spent on rent.
- 4.40 This analysis can help establish what would be a reasonable rent based on local incomes. Assuming that 25% of income is spent on housing, across the borough a genuinely affordable lower quartile market rent would be £521 based on local incomes. This drops to £313 in Penwortham and rises to £729 in north Western Parishes.

Sub-area	Monthly lower quartile rent that could be afforded by percentage of income spent on rent						LQ rent and income	
	25% of income	30% of income	35% of income	40% of income	45% of income	50% of income	Actual LQ rent 2018	LQ gross household income 2018 (Monthly £)
Bamber Bridge, Lostock Hall and Walton-le-Dale	£521	£625	£729	£833	£938	£1,042	£498	£2,083
Leyland	£521	£625	£729	£833	£938	£1,042	£524	£2,083
Penwortham	£313	£375	£438	£500	£563	£625	£533	£1,250
Eastern	£521	£625	£729	£833	£938	£1,042	£498	£2,083
Western Parishes	£729	£875	£1,021	£1,167	£1,313	£1,458	£576	£2,917
South Ribble	£521	£625	£729	£833	£938	£1,042	£524	£2,083

Sub-area	Monthly median rent that could be afforded by percentage of income spent on rent						Median rent and income	
	25% of income	30% of income	35% of income	40% of income	45% of income	50% of income	Actual median rent 2018	Median gross household income 2018 (month £)
Bamber Bridge, Lostock Hall and Walton-le-Dale	£521	£625	£729	£833	£938	£1,042	£578	£2,083
Leyland	£729	£875	£1,021	£1,167	£1,313	£1,458	£602	£2,917
Penwortham	£521	£625	£729	£833	£938	£1,042	£633	£2,083
Eastern	£729	£875	£1,021	£1,167	£1,313	£1,458	£643	£2,917
Western Parishes	£938	£1,125	£1,313	£1,500	£1,688	£1,875	£658	£3,750
South Ribble	£729	£875	£1,021	£1,167	£1,313	£1,458	£610	£2,917

Note: Red cells indicate rent is not affordable; Green cells indicate rent is affordable

*Genuinely affordable rents for selected key workers and those on minimum and living wages*

- 4.41 The extent to which open market rents are affordable to selected entry-level keyworkers and those on minimum and living wages are explored in Table 4.13. This establishes that lower quartile prices are not affordable to the following households if 25% of income is spent on rent: a single earner on living wage, a household with less than two full-time minimum wage incomes or any of the key workers. Lower quartile rents are affordable to households where there are two full-time/1.5 time living wage incomes and 25% of income is spent on rent. LQ rents become affordable to police and fire officers and teachers when 30% of income is spent on rent and this rises to 40% for nurses. Median rents (Table 4.14) are only affordable to dual full-time living wage/minimum wage households where at least 25% of income is spent on rent. Median rents become affordable to all key workers, except for nurses, when 35% of income is spent on rent.

Occupation/Wage	Gross household income 2018 (£)	Monthly LQ rent that could be afforded by percentage of income spent on rent						LQ rent and income	
		25% of income	30% of income	35% of income	40% of income	45% of income	50% of income	Actual LQ rent 2018	Gross household income 2018 (Monthly £)
Police officer	£23,124	£482	£578	£674	£771	£867	£964	£524	£1,927
Nurse	£17,652	£368	£441	£515	£588	£662	£736	£524	£1,471
Fire officer	£23,862	£497	£597	£696	£795	£895	£994	£524	£1,989
Teacher	£23,720	£494	£593	£692	£791	£890	£988	£524	£1,977
Min Wage (single household)	£16,010	£334	£400	£467	£534	£600	£667	£524	£1,334
Min Wage (1 FT/1PT)	£24,014	£500	£600	£700	£800	£901	£1,001	£524	£2,001
Min Wage (two working adults)	£32,019	£667	£800	£934	£1,067	£1,201	£1,334	£524	£2,668
Living Wage (single)	£17,550	£366	£439	£512	£585	£658	£731	£524	£1,463
Living wage (1 FT/1 PT)	£26,325	£548	£658	£768	£878	£987	£1,097	£524	£2,194
Living Wage (two workers)	£35,100	£731	£878	£1,024	£1,170	£1,316	£1,463	£524	£2,925

Note: Red cells indicate rent is not affordable; Green cells indicate rent is affordable

Occupation/Wage	Gross Household Income 2018 (£)	Monthly median rent that could be afforded by percentage of income spent on rent						Median rent and income	
		25% of income	30% of income	35% of income	40% of income	45% of income	50% of income	Actual median rent 2018	Gross household income 2018 (Monthly £)
Police officer	£23,124	£482	£578	£674	£771	£867	£964	£610	£1,927
Nurse	£17,652	£368	£441	£515	£588	£662	£736	£610	£1,471
Fire officer	£23,862	£497	£597	£696	£795	£895	£994	£610	£1,989
Teacher	£23,720	£494	£593	£692	£791	£890	£988	£610	£1,977
Min Wage (single household)	£16,010	£334	£400	£467	£534	£600	£667	£610	£1,334
Min Wage (1 FT/1PT)	£24,014	£500	£600	£700	£800	£901	£1,001	£610	£2,001
Min Wage (two working adults)	£32,019	£667	£800	£934	£1,067	£1,201	£1,334	£610	£2,668
Living Wage (single)	£17,550	£366	£439	£512	£585	£658	£731	£610	£1,463
Living wage (1 FT/1 PT)	£26,325	£548	£658	£768	£878	£987	£1,097	£610	£2,194
Living Wage (two workers)	£35,100	£731	£878	£1,024	£1,170	£1,316	£1,463	£610	£2,925

### *Buying a home*

- 4.42 Table 4.15 considers LQ house prices and incomes. It indicates the buying potential based on multiples of income and assumes a 10% deposit. The analysis demonstrates that it is effectively not possible to access LQ properties in the area unless income multiples are at 5x. This excludes Penwortham where an income multiple of 10x is required. For median house prices and incomes (Table 4.16), homes are only affordable at 5x income multiples in Leyland, the remaining sub-areas and South Ribble as a whole becomes affordable at the 7.5x level.

**Table 4.15 Lower quartile house prices compared with lower quartile household income buying capacity**

Sub-area	Potential buying capacity of lower quartile price properties based on income multiples				Lower Quartile Price and Income		
	3.5x	5x	7.5x	10x	Actual LQ price 2018	LQ price 2018 (with 10% deposit)	LQ Gross household income 2018 (Monthly £)
Bamber Bridge, Lostock Hall and Walton le Dale	£87,500	£125,000	£187,500	£250,000	£120,000	£108,000	£2,083
Leyland	£87,500	£125,000	£187,500	£250,000	£118,250	£106,425	£2,083
Penwortham	£52,500	£75,000	£112,500	£150,000	£132,000	£118,800	£1,250
Eastern	£87,500	£125,000	£187,500	£250,000	£120,000	£108,000	£2,083
Western Parishes	£122,500	£175,000	£262,500	£350,000	£167,950	£151,155	£2,917
South Ribble	£87,500	£125,000	£187,500	£250,000	£125,000	£112,500	£2,083

Note: Red cells indicate price is not affordable; Green cells indicate price is affordable

Sub-area	Potential buying capacity of lower quartile price properties based on income multiples				Lower quartile price and income		
	3.5x	5x	7.5x	10x	Actual Median price 2018	Median price 2018 (with 10% deposit)	LQ Gross household income 2018 (Monthly £)
Bamber Bridge, Lostock Hall and Walton le Dale	£87,500	£125,000	£187,500	£250,000	£141,000	£126,900	£2,083
Leyland	£122,500	£175,000	£262,500	£350,000	£151,995	£136,796	£2,917
Penwortham	£87,500	£125,000	£187,500	£250,000	£162,995	£146,696	£2,083
Eastern	£122,500	£175,000	£262,500	£350,000	£151,250	£136,125	£2,917
Western Parishes	£157,500	£225,000	£337,500	£450,000	£206,000	£185,400	£3,750
South Ribble	£122,500	£175,000	£262,500	£350,000	£158,000	£142,200	£2,917

Note: Red cells indicate price is not affordable; Green cells indicate price is affordable

#### *Buying a home: selected key workers and wage earners*

- 4.43 Table 4.17 shows the buying potential (assuming a 10% deposit) for selected entry-level keyworkers and those on minimum and living wages applied to borough-wide figures of £125,000 (LQ price) and £178,508 (median price). This shows that key workers would require a minimum 5x income multiple to buy a LQ home. Households on dual full-time minimum/living wages would require an income multiple of at least 4x for a LQ home to be affordable. While fire officers can afford a median priced home at the 7.5x level, nurses on a starting grade require a multiple of 10x income.



**Table 4.17 Lower Quartile and Median house prices compared with incomes****LQ Prices**

Benchmark incomes	Gross Household Income 2018 (£)	3.5x	4x	4.5x	5x	7.5x	10x	LQ price 2018	LQ price 2018 (with 10% deposit)
Police officer	£23,124	£80,934	£92,496	£104,058	£115,620	£173,430	£231,240	£125,000	£112,500
Nurse	£17,652	£61,782	£70,608	£79,434	£88,260	£132,390	£176,520	£125,000	£112,500
Fire officer	£23,862	£83,517	£95,448	£107,379	£119,310	£178,965	£238,620	£125,000	£112,500
Teacher	£23,720	£83,020	£94,880	£106,740	£118,600	£177,900	£237,200	£125,000	£112,500
Min Wage (single household)	£16,010	£56,033	£64,038	£72,043	£80,048	£120,071	£160,095	£125,000	£112,500
Min Wage (1 FT/1PT)	£24,014	£84,050	£96,057	£108,064	£120,071	£180,107	£240,143	£125,000	£112,500
Min Wage (two working adults)	£32,019	£112,067	£128,076	£144,086	£160,095	£240,143	£320,190	£125,000	£112,500
Living Wage (single)	£17,550	£61,425	£70,200	£78,975	£87,750	£131,625	£175,500	£125,000	£112,500
Living wage (1 FT/1 PT)	£26,325	£92,138	£105,300	£118,463	£131,625	£197,438	£263,250	£125,000	£112,500
Living Wage (two workers)	£35,100	£122,850	£140,400	£157,950	£175,500	£263,250	£351,000	£125,000	£112,500

**Median prices**

Benchmark incomes	Gross Household Income 2018 (£)	3.5x	4x	4.5x	5x	7.5x	10x	Median price 2018	Median price 2018 (with 10% deposit)
Police officer	£23,124	£80,934	£92,496	£104,058	£115,620	£173,430	£231,240	£158,000	£142,200
Nurse	£17,652	£61,782	£70,608	£79,434	£88,260	£132,390	£176,520	£158,000	£142,200
Fire officer	£23,862	£83,517	£95,448	£107,379	£119,310	£178,965	£238,620	£158,000	£142,200
Teacher	£23,720	£83,020	£94,880	£106,740	£118,600	£177,900	£237,200	£158,000	£142,200
Min Wage (single household)	£16,010	£56,033	£64,038	£72,043	£80,048	£120,071	£160,095	£158,000	£142,200
Min Wage (1 FT/1PT)	£24,014	£84,050	£96,057	£108,064	£120,071	£180,107	£240,143	£158,000	£142,200
Min Wage (two working adults)	£32,019	£112,067	£128,076	£144,086	£160,095	£240,143	£320,190	£158,000	£142,200
Living Wage (single)	£17,550	£61,425	£70,200	£78,975	£87,750	£131,625	£175,500	£158,000	£142,200
Living wage (1 FT/1 PT)	£26,325	£92,138	£105,300	£118,463	£131,625	£197,438	£263,250	£158,000	£142,200
Living Wage (two workers)	£35,100	£122,850	£140,400	£157,950	£175,500	£263,250	£351,000	£158,000	£142,200

Note: Red cells indicate price is not affordable; Green cells indicate price is affordable

### The affordability of affordable housing options

- 4.44 The final section of analysis considers the extent to which affordable housing options are genuinely affordable to households across South Ribble. This uses borough-wide data and is tested against 2018 CAMEO income data; the incomes of selected entry-level key workers; and households where members are earning minimum and living wages. This analysis does not factor in benefits which may be available to households.
- 4.45 For social and affordable rented tenures, Table 4.18 shows that social renting would be affordable to all of the selected key worker households, except for nurses, and households with multiple minimum/living wage earners. The affordable renting analysis indicated the same household groups with the addition of being unaffordable to police officers.
- 4.46 Table 4.18 also shows the basic income multiples associated with the equity components of alternative affordable purchase options. This does not take into account any rental component but would indicate that starter homes, help to buy and discounted home ownership are less realistic options except where substantial deposits can be made.
- 4.47 This analysis clearly demonstrates that social and affordable renting remains the most affordable tenure option available to households. The affordability of the equity components of intermediate tenures is highly variable and the ability to access this market is challenging for the selected key workers and wage earners considered in analysis. Although the definitions in the NPPF have been widened to include a broader range of intermediate tenure options, these only remain affordable to a minority of households.

**Table 4.18** Relative affordability of alternative affordable tenure options

Tenure option and monthly rent/purchase price>>>			Social Rent (monthly cost)	Affordable Rent (monthly cost)	Shared ownership (50%)	Shared ownership (25%)	Help to buy	Discounted home ownership (30%)	Discounted home ownership (20%)
Occupation/Wage	Gross household income 2018 (Annual £)	Gross household income 2018 (Monthly £)	£377	£488	£79,000	£39,500	£118,500	£110,600	£126,400
			Household income required (assuming 25% spent on rent is affordable)		Income multiple required for equity component (including deposit)				
			£1,510	£1,952					
Police officer	£23,124	£1,927	£1,927	£1,927	3.1	1.6	4.9	4.5	5.2
Nurse	£17,652	£1,471	£1,471	£1,471	4.0	2.1	6.4	6.0	6.8
Fire officer	£27,492	£2,291	£2,291	£2,291	2.6	1.4	4.1	3.8	4.4
Teacher	£29,664	£2,472	£2,472	£2,472	2.4	1.3	3.8	3.5	4.0
Min Wage (single household)	£16,010	£1,334	£1,334	£1,334	4.4	2.3	7.0	6.6	7.5
Min Wage (1 FT/1PT)	£24,014	£2,001	£2,001	£2,001	3.0	1.6	4.7	4.4	5.0
Min Wage (two working adults)	£32,019	£2,668	£2,668	£2,668	2.2	1.2	3.5	3.3	3.8
Living Wage (single)	£17,843	£1,487	£1,487	£1,487	4.0	2.1	6.3	5.9	6.7
Living wage (1 FT/1 PT)	£26,764	£2,230	£2,230	£2,230	2.7	1.4	4.2	3.9	4.5
Living Wage (two workers)	£35,685	£2,974	£2,974	£2,974	2.0	1.1	3.2	2.9	3.4

Note: Yellow cells indicate the income multiple is higher than x3.5

## Concluding comments

- 4.48 This chapter has explored the current housing market dynamics affecting and influencing the housing market within the borough. It has provided detail on the current profile of dwellings by type, tenure and size along with house condition and prices.
- 4.49 The chapter has considered the affordability of housing options in considerable detail. Analysis has established the levels of income required to afford open market prices and rents and affordable tenure options. These have then been tested against local incomes and the incomes of selected key workers and those on minimum and living wages.
- 4.50 Using the evidence presented in this chapter, it is possible to establish what would be a genuinely affordable rent and purchase price across the borough (Table 4.19). This is based on local incomes and assumes that no more than 25% of income is spent on a rent and a household income multiple of 3.5x is applied to local household incomes.

**Table 4.19 Genuinely affordable rents and purchase prices by sub-area**

Sub-area	Lower Quartile Rents (25% of income)	Median Rents (25% of income)	Lower quartile purchase (3.5x income multiple)	Median purchase (3.5x income multiple)
Bamber Bridge, Lostock Hall and Walton-le-Dale	£521	£521	£87,500	£87,500
Leyland	£521	£729	£87,500	£122,500
Penwortham	£313	£521	£52,500	£87,500
Eastern	£521	£729	£87,500	£122,500
Western Parishes	£729	£938	£122,500	£157,500
South Ribble	£521	£729	£87,500	£122,500

Note: excludes any assumptions regarding equity/savings

## 5. Affordable housing need

### Introduction

- 5.1 The 2019 NPPF (Paragraph 61) requires that the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policy which includes affordable housing. The 2019 NPPF (Paragraph 62) states that *'where a need for affordable housing is identified, planning policies should specify the type of affordable housing required'*.
- 5.2 This chapter uses evidence from the 2019 housing register supplemented with secondary data relating to house prices, rents and affordable lettings/sales to assess affordable housing requirements in South Ribble. The evidence presented will assist the council and its strategic partners in making policy decisions regarding future housing development.
- 5.3 The 2017 Central Lancashire SHMA evidenced an annual affordable net need of 620 dwellings each year for the HMA which included 235 for South Ribble. The 2019 Central Lancashire Housing Study concludes a slightly lower level of net need, 590 for the HMA and 208 for South Ribble.

### Affordable Housing Needs Assessment

- 5.4 The 2019 NPPF defines affordable housing as follows:  
*'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) ...'* (Annex 2).
- 5.5 This section considers affordable housing need for those households who cannot afford to meet their needs in the open market through home ownership or private rental.
- 5.6 PPG 2019 states *'all households whose needs are not met by the market can be considered in affordable housing need'*<sup>20</sup>.
- 5.7 A detailed analysis of the following factors quantifies the shortfall of affordable housing:
- households currently in housing which is unsuitable for their use and who are unable to afford to buy or rent in the market; and those who can afford private rent but cannot afford to buy;
  - new households forming who cannot afford to buy or rent in the market;
  - existing households likely to fall into need; and
  - the supply of affordable housing through social/affordable renting and intermediate tenure stock.

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<sup>20</sup> PPG 2019 Paragraph 018 Reference ID: 2a-018-20190220

## Assessing affordable housing need using the 2019 housing register

- 5.8 The 2019 housing register provided a range of evidence on the scale and range of need within communities across the borough. Detailed analysis is presented at Appendix C of this report and follows PPG.
- 5.9 Table 5.1 sets out the reasons for housing need as evidenced in the housing register. This shows that there are 1,064 existing households in need, which represents 2.2% of all households in South Ribble. There are also 184 newly forming households on the housing register.

Reason for need	Total in need
Homeless household or in temporary accommodation	37
Overcrowded or concealed household	184
Existing affordable tenants in need	332
Homeowners or private rent	404
Other tenures in need	107
All households in need	1,064

Source: 2019 housing register

- 5.10 Having established the overall scale of need using the housing register, further modelling takes into account the ability of households to afford open market housing. The detailed workings of the affordable needs assessment is presented at Appendix C. The modelling results in a summary of overall need by dwelling type and size (Table 5.2).

Number of bedrooms	South Ribble %
1	40.4
2	30.2
3	24.6
4	4.7
5	0.0
<b>Gross need</b>	<b>550</b>
<b>Net need</b>	<b>296</b>

- 5.11 Analysis provides a gross figure (absolute shortfalls in affordable provision) and a net figure (which takes into account supply of existing affordable accommodation). Modelling of housing register data suggests an annual gross imbalance of **550** dwellings and after taking account of affordable supply an annual net imbalance of **296** affordable dwellings across South Ribble as shown in Table 5.2. The detailed workings of the affordable needs assessment, including the findings at sub-area level is presented at Appendix C.

- 5.12 Analysis is based on the next five years (2019/20 to the end of 2023/24) and in the absence of any updated information this should be extrapolated forward to the Local Plan period.

### Alternative evidence of affordable need

- 5.13 The scale of need evidenced from the housing register analysis is considered to underestimate need as only 2.2% of all households are on the housing register. Arc<sup>4</sup> national evidence demonstrates that usually between 5 and 10% of existing households are expected to be in affordable housing need.
- 5.14 At step 4.2 in the affordable needs model, the quota to reduce the backlog is usually 20% to reduce backlog over 5 years. However, as the basis of the analysis was the housing register which is refreshed regularly, it is assumed that all need is addressed over one year, therefore, a quota of 100% has been applied, resulting in a gross shortfall of 550 and a net shortfall of 296.
- 5.15 An alternative view would be to increase the proportion of overall housing need to a more representative level i.e. 5%, which would result in 2,390 households in housing need. If a 5% level of housing need and the standard 20% quota to reduce backlog over 5 years was applied, this would suggest the gross shortfall would be 588 and the net shortfall 334.
- 5.16 Council data supplied on homelessness (separate to the housing register) indicates over 1,000 applications alone were made to the housing department in the past 12 months. Overcrowding as at Census 2011 suggests an over-occupancy rating of 2% in the borough, applying that ratio to the total number of households as at 2019, equates to 955 households being overcrowded. Therefore, these two need categories alone imply a higher than the need reflected in the housing register overall.
- 5.17 In summary, reliance on the housing register alone would potentially underestimate affordable need in the borough and therefore, the shortfall is likely to be higher each year based on other sources of evidence.

### Social and affordable rented

- 5.18 Information on household income is not available from the housing register. Therefore, national estimates of the incomes of households have been used to establish the relationship between household income and social/affordable rents. (Table 5.3). The analysis considers the relative affordability of social renting (47.2% could afford) and affordable renting (34.9% could afford). Applying logic would suggest that 34.9% could afford both affordable and social renting and an additional 12.3% could only afford social renting.
- 5.19 Further modelling of the data results in a recommended split of 57% social rented and 43% affordable rented.

	Social Rent	Affordable Rented
Monthly Rent £	£377	£478
Monthly income needed £	£1,508	£1,912
Annual income needed £	£18,096	£22,944
% could afford	47.2	34.9
Rebased to 100%	57.4	42.5

Source: English Housing Survey 2017/18; SDR and Zoopla rental data

## Accessing home ownership

- 5.20 Aside from the households on the housing register, which is largely affordable/social rented need, there will be households in the borough who cannot access open market housing. Lower quartile house prices in the borough are £125,000 and median prices are £178,508. Assuming a 3.5x income multiple and a 10% deposit, households would need an income of £32,143 to afford lower quartile prices and £45,902 afford median prices. Around 47% of all households in the borough earn under £32,000 each year and around 77% earn less than £45,000 each year.
- 5.21 Data on housing completions in the borough over the past five years shows that around 33% of affordable newbuilds were intermediate housing. .
- 5.22 MHCLG data on the range of households accessing intermediate tenure by age group coupled with an analysis of arc<sup>4</sup> national data on the characteristics of dwellings occupied by households in different age groups helps to establish an appropriate profile of intermediate tenure dwellings across the borough. This analysis is presented at Appendix G.
- 5.23 Analysis of intermediate product prices would suggest that around 38% of households could afford shared ownership (50% equity) compared with around 20% of households who could afford a house on the open market (based on median house prices).

## Tenure split recommendation

- 5.24 In order to consider an appropriate affordable housing tenure, split between social/affordable rented and intermediate tenure options such as shared ownership and discounted for sale, the ability of households to afford different options needs to be considered. Table 5.4 sets out the cost of alternative intermediate tenure options and the proportion of all households and those on the housing register who could afford them.
- 5.25 The 2017 Central Lancashire SHMA report suggested a tenure split of 85-90% affordable/social rented and 10-15% intermediate tenure which remains appropriate.
- 5.26 Overall, evidence across all neighbourhood areas suggests an average of around 88.0% of those on the housing register could not afford affordable home ownership options and therefore, a tenure split of 85-90% affordable/social rented and 10-15% intermediate would be logical.



<b>Intermediate product</b>	<b>South Ribble Borough Price</b>	<b>Income required</b>	<b>% all households able to afford</b>	<b>% household on housing register able to afford</b>
Shared ownership (50% purchase/50% rent and service charges)	£79,000	£33,564	48.0	16.7
Shared ownership (25% purchase/75% rent and service charges)	£39,500	£28,316	61.0	24.4
Help to buy	£158,000	£31,600	52.0	19.7
Discounted home ownership (30%)	£110,600	£30,020	56.0	21.6
Discounted home ownership (20%)	£126,400	£34,309	43.0	15.3
Overall average			52.0	19.4

Source: 2018 CAMEO data and EHS social renter's income applied to indicative intermediate tenure prices.

- 5.27 When considering tenure splits, it is worth noting paragraph 64 of the NPPF which states 'where major development involving the provision of housing is proposed, planning policies and decisions should expect at least 10% of the homes to be available for affordable home ownership.' The NPPF then cites examples where the 10% would be exempt including where this would exceed the affordable housing required in the area and where it would significantly prejudice the ability to meet the identified affordable housing requirements of specific groups. Further exemptions are: a. where the site/proposed development provides solely 'Build to Rent' homes; b. provides specialist accommodation including purpose-built accommodation for the elderly or student; c. is proposed to be developed by people who wish to build or commission their own homes; or d. is exclusively for affordable housing, an entry-level exception site or a rural exceptions site.
- 5.28 In conclusion, it is recommended that there is a broad affordable tenure split which takes account of the need for social and affordable rented from those on the housing register and affordable home ownership options for those residents in the district who cannot afford open market prices. It is also suggested that the 15% intermediate tenure target remains flexible so that higher proportions could be delivered where opportunities arise.

### Affordable dwelling type and size summary

- 5.29 Table 5.5 summarises the type and size requirements of affordable housing based on housing register evidence and profile of households moving into intermediate tenure dwellings. This analysis also feeds into the overall market mix analysis of the LHND.

Table 5.5 Affordable dwelling type and size				
Dwelling type/size	Social Rented (%)	Affordable Rented (%)	Affordable home ownership (%)	All affordable (%)
1-bedroom house	13.8	13.8	1.2	11.8
2-bedroom house	3.2	3.2	19.4	5.6
3-bedroom house	22.4	22.4	36.9	24.6
4 or more-bedroom house	4.7	4.7	20.0	7.1
1 bedroom flat	25.9	25.9	9.1	23.4
2 bedrooms flat	10.3	10.3	8.3	10.0
3 or more bedroom flat	0.4	0.4	0.8	0.4
1-bedroom bungalow	0.8	0.8	1.3	0.9
2-bedroom bungalow	16.7	16.7	1.3	14.4
3 or more-bedroom bungalow	1.8	1.8	1.6	1.8
Other	0.0	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0
Number of Bedrooms	Social Rented (%)	Affordable Rented (%)	Affordable home ownership (%)	All affordable (%)
1	40.5	40.5	11.7	36.1
2	30.2	30.2	29.0	30.0
3	24.6	24.6	39.3	26.8
4	4.7	4.7	20.0	7.1
Total	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	100.0
Dwelling type	Social Rented (%)	Affordable Rented (%)	Affordable home ownership (%)	All affordable (%)
House	44.1	44.1	77.5	49.2
Flat	36.6	36.6	18.3	33.8
Bungalow	19.3	19.3	4.2	17.0
Total	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

## Summary

- 5.30 This chapter and the associated appendices provide a clear definition of housing need and affordable housing required, along with a step-by-step explanation of the housing needs assessment model.
- 5.31 The Local Plan requires 30% of housing to be affordable in urban areas, 35% in villages and 100% on rural exception sites. Assuming an overall delivery of around 30%, with a proposed annual dwelling target of 417, this translates to the delivery of 125 affordable dwellings each year.
- 5.32 Analysis of housing register evidence indicates a gross shortfall of 550 and a net shortfall of 296 affordable dwellings each year. The analysis has highlighted that 2.2% of existing households are identified to be in housing need but this is well below the expected range of between 5% and 10% of households based on arc<sup>4</sup> national studies. Sensitivity analysis which assumes 5% of households are in need translates to a gross annual shortfall of 558 and a net shortfall of 334 (assuming that backlog is cleared over 5 years).

- 5.33 Furthermore, council data on homelessness and census data on overcrowding substantiates the higher number of households in the borough in housing need.
- 5.34 On the basis of a 30% affordable housing target and annual delivery of 417 dwellings, 125 affordable dwellings would be built each year of which 85% should be rented (106 dwellings) and 15% intermediate tenure (19 dwellings).
- 5.35 On the basis of a 30% affordable housing target and annual delivery of 334 dwellings, 100 affordable dwellings would be built each year of which 85% should be rented (85 dwellings) and 15% intermediate tenure (15 dwellings).

## 6. The needs of different groups

### Introduction

- 6.1 The NPPF (2019) (paragraph 61) acknowledges that there are a range of household groups who have particular housing requirements. It sets out that the needs of different groups should be assessed and reflected in planning policy in terms of the size, type and tenure of housing. It states that these households include but are not limited to those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes.
- 6.2 The PPG<sup>21</sup> states, ‘The need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is on the basis that the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method. When producing policies to address the need of specific groups strategic policy-making authorities will need to consider how the needs of individual groups can be addressed within the constraint of the overall need established’.
- 6.3 The needs of those who require affordable housing have been addressed in the previous chapter. The following sections look at the remaining paragraph 61 groups which we also extend to include other vulnerable groups.

### Housing requirements of older people, people with disabilities and other vulnerable groups

- 6.4 For older people, people with disabilities and other vulnerable groups, it is important that the evidence base considers those needing specific housing and housing-related support. This is a complex area of research, gathering evidence can be challenging and some people fall into multiple needs groups. Ultimately, evidence needs to translate to clear policy recommendations.
- 6.5 Figure 6.1 begins to explore our understanding of the various elements of specialist housing need and population groups which should be considered:
- **age-related housing need** – this concerns the position of particular age groups in the housing market due to life events and the demand this creates for accommodation units of a certain size or affordability;
  - **health-related housing need** – a household’s health may be a determining factor in the type of accommodation they require or the support they need to receive. For most in this group the need for specialist accommodation or support is likely to be a lifelong need;
  - **life-experience related housing need** – supported accommodation may be needed by those life experiences which may have disadvantaged their ability to live

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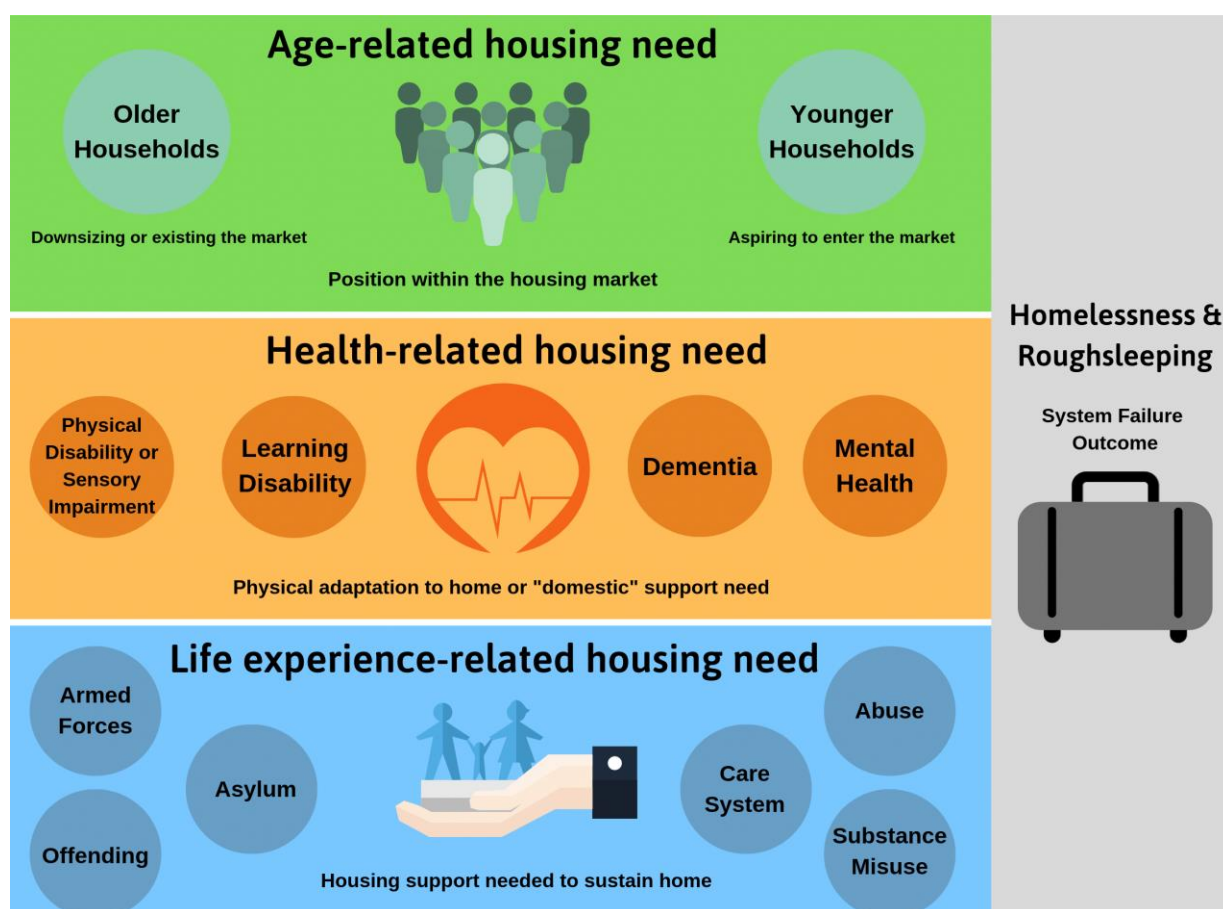
<sup>21</sup> 2019 PPG Paragraph: 017 Reference ID: 2a-017-20190220

independently. The support required here may be shorter term with the intention of promoting independence in the longer term; and

- **cultural heritage related housing need** – for those from a minority ethnic background there may be cultural heritage or religion related determined needs which impact on the type of accommodation required.

6.6 For all of the above groups the prevalence of homelessness can indicate a deficit of both appropriate and affordable accommodation options and support availability. This goes beyond the presence of households rough sleeping, reflecting the broad statutory definitions of homelessness to include those in inadequate or inappropriate accommodation who may be hidden from society’s view.

**Figure 6.1** Establishing need associated with age, health and life experience



6.7 For the purpose of this LHNDS we have brought together intelligence from a range of different sources:

- primary data from the arc4 national household survey data set;
- national secondary data sets;
- a review of the strategic and commissioning context locally; and
- discussions with key stakeholders where this has been possible.

- 6.8 This is a complex area of work and Technical Appendix F sets out the range of information gathered to consider the needs of different groups and provides a broader policy context for this material. Key findings are presented in this chapter. Our primary focus has been to fulfil the requirements of the PPG, hence greater detail being given on the needs of older person households and those with physical disabilities. We do however provide some context to the other groups locally.

## Age-related housing need

- 6.9 Age-related housing need relates to the position of particular age groups in the housing market due to life events and the demand this creates for units of a certain size or affordability. Older households will be considering downsizing within the market and may require a greater supply of smaller units in order to do so. Affordable housing need is primarily the concern of younger households entering the market and is considered fully elsewhere in this assessment. For this chapter we therefore focus upon the needs of older persons for particular unit types.
- 6.10 Over the period 2015-2026, the number of residents aged 65 and over is expected to increase by around 22% (Table 6.1). The percentage increases are larger when looking at the categories of 75 years plus (47.9%) and 85 years plus (53.8%).

Older age groups	2015	2026	Number change	% change
All Older 65+	22,100	27,000	4,900	22.2
All Older 75+	9,600	14,200	4,600	47.9
All Older 85+	2,600	4,000	1,400	53.8

Source: ONS 2014-based subnational population projections

- 6.11 According to 2014-based household projections<sup>22</sup>, the number of households headed by someone aged 60 and over is expected to increase by 3,159 (+17%) over the period 2015 to 2026.
- 6.12 The 2014-based household projections indicate that in 2015, 31.6% of Household Reference People are aged 65 and over, with 16.8% aged 65-74, 10.7% aged 75-84 and 4.1% aged 85 and over.
- 6.13 Across the borough, there are around 2,159 units of specialist older persons accommodation. This includes 798 units of residential care (C2 planning use class)<sup>23</sup> dwellings and 1,361 units of specialist older person accommodation (C3 planning use class which includes Extra Care schemes). Given the ageing of the population, the need for specialist older person accommodation is expected to increase. Based on population projections to 2026, there is an additional need for 652 additional specialist older persons' accommodation (C3) and 382 additional units of residential care provision (C2)

<sup>22</sup> CLG 2014-based household projections are the latest available at the time of drafting this report

<sup>23</sup> C2 Planning Use class refers to the provision of residential accommodation and care to people in need of care. C3 Planning Use relates to residential dwellings.

over the plan period to 2026.<sup>24</sup> The LCC Care and Support Strategy 2019-2025 has identified a specific need for 204 Extra Care dwellings which is an element of the C3 modelled need.

- 6.14 There are also around 7,470 bungalows in South Ribble accounting for 15.0% of overall stock and 4,230 flats accounting for 8.6% of stock some of which will be providing accommodation for older people, particularly flats on the ground floor and those accessible by lifts.
- 6.15 Arc<sup>4</sup> national data indicates that that the majority of older people want to remain in their own homes with help and support when necessary, there will be an increasing need to adapt existing homes. Currently around 190 dwellings are adapted each year through Disabled Facilities Grants, principally for level-access showers (Table 6.2). The majority of approved works were for households over 65 years old and for owner occupiers.

Type	%
Level access shower	59.1
Straight / curved stair lift	16.6
Ramped access	5.8
Bedroom / bathroom extension	5.0
Hoists	2.9
Closomat	2.6
Bathroom within structure	2.4
Extension for bedroom	2.4
Through floor lift	2.1
Door widening	0.3
Over bath shower	0.3
Adaptations to steps front / rear	0.3
Kitchen adaptation	0.3
Adaptations to Private rented dwellings	10

Source: South Ribble Borough Council

## Housing for people with disabilities and additional needs

- 6.16 A range of sources can be drawn upon to establish the overall scale of disability/support needs across South Ribble. The extent to which specific accommodation for different groups may be required is then explored using available data and specific gaps in understanding are also highlighted.
- 6.17 The 2011 Census estimates that around 19,162 residents were in fair or bad/very bad health and this represents 17.7% of residents. This compares with 18.3% for England.

<sup>24</sup> 2019 PPG Paragraph: 016 Reference ID 63-016-20190626 states '... for residential institutions, to establish the amount of accommodation released in the housing market, authorities should base calculations on the average number of adults living in households, using the published Census Data. 2011 Census table QS421EW reported 792 residents in older persons residential accommodation: 332 residents in care homes with nursing, 460 in care homes without nursing and 0 in sheltered communal establishments and therefore the EAC data is used as a basis for a more up to date calculation

The census also reported that around 8,653 (8.0%) of residents reported that their daily activities were limited 'a lot', this is lower than the comparable England figure, 8.3%.

- 6.18 Applying national disability prevalence rates to South Ribble suggests that the proportion of the population with a disability is expected to increase from 22% of residents in 2015 to 23.8% on 2026. The actual number of people is expected to increase by 2,485 over this period.

## Specialist housing need in South Ribble

- 6.19 Appendix H sets out a range of specialist housing need analysis relevant to South Ribble. The evidence provides a wider context in which to consider the needs of older people, those with disabilities and specific needs groups.

## Optional accessibility and wheelchair standard housing

- 6.20 PPG states that '*where an identified need exists, plans are expected to make use of the optional technical housing standards (footnote 46 of the NPPF). To help bring forward an adequate supply of accessible housing. In doing so planning policies for housing can set out the proportion of new housing that will be delivered to the following standards:*
- *M4(1) Category 1: Visitable dwellings (the minimum standard that applies where no planning condition is given unless a plan sets a higher minimum requirement);*
  - *M4(2) Category 2: Accessible and adaptable dwellings; and*
  - *M4(3) Category 3: Wheelchair user dwellings*

*'Planning policies for accessible housing need to be based on evidence of need, viability and a consideration of site-specific factors'.<sup>25</sup>*

- 6.21 Optional accessibility standards for dwellings were introduced by the Government in 2015 to provide a mechanism for improving accessibility of housing for those with additional needs. National standards have been established and contained within Part M Volume 1 of the Building Regulations<sup>26</sup> as set out in Table 6.3. The M4(1) visitable dwelling is the mandatory minimum standard applied to all new dwellings. Only one accessible housing standard can apply to any dwelling. The M4(2) accessible and adaptable dwelling standard is based on, and in 2015 effectively replaced, the 'Lifetime Homes' standard. Figures 6.2 and 6.3 define these optional accessibility standards further. The optional standards are now being proposed by local authorities in their local plans<sup>27</sup>.

<sup>25</sup> PPG June 2019 Paragraph: 009 Reference ID: 63-009-20190626

<sup>26</sup>[https://www.planningportal.co.uk/info/200135/approved\\_documents/80/part\\_m\\_-\\_access\\_to\\_and\\_use\\_of\\_buildings](https://www.planningportal.co.uk/info/200135/approved_documents/80/part_m_-_access_to_and_use_of_buildings)

<sup>27</sup> In Greater London, the target is 90% for M4(2) and 10% for M4(3). In Greater Manchester, the Greater Manchester Spatial Framework policy GM H3 calls for all new dwellings to be built to the 'accessible and adaptable' standard in Part M4(2) of the Building Regulations, unless specific site conditions make this impracticable



<b>Standard label</b>	<b>Standard title</b>	<b>Level of accessibility provided</b>	<b>Mandatory or optional</b>
M4(1)	Visitable dwellings	Level access not necessarily provided into the dwellings – few accessibility features	Mandatory
M4(2)	Accessible and adaptable dwellings	Level access is provided into the dwelling – easy to adapt to make more accessible – not suitable for most wheelchair users	Optional
M4(3)	Wheelchair user dwellings	Dwellings suitable for wheelchair users: either wheelchair accessible or wheelchair adaptable	Optional

**Figure 6.2 Explanation of optional accessibility standard M4(2)**

In the Secretary of State's view, optional requirement M4(2) will be met where a new dwelling makes reasonable provision for most people to access the dwelling and incorporates features that make it potentially suitable for a wide range of occupants, including older people, those with reduced mobility and some wheelchair users. Reasonable provision is made if the dwelling complies with all of the following.

- a. Within the curtilage of the dwelling, or of the building containing the dwelling, it is possible to approach and gain step-free access to the dwelling and to any associated parking space and communal facilities intended for the occupants to use.
- b. There is step-free access to the WC and other accommodation within the entrance storey, and to any associated private outdoor space directly connected to the entrance storey.
- c. A wide range of people, including older and disabled people and some wheelchair users, are able to use the accommodation and its sanitary facilities.
- d. Features are provided to enable common adaptations to be carried out in future to increase the accessibility and functionality of the dwelling.
- e. Wall-mounted switches, socket outlets and other controls are reasonably accessible to people who have reduced reach.

**Figure 6.3 Explanation of optional accessibility standard M4(3)**

In the Secretary of State's view, optional requirement M4(3) will be met where a new dwelling makes reasonable provision, either at completion or at a point following completion, for a wheelchair user to live in the dwelling and use any associated private outdoor space, parking and communal facilities that may be provided for the use of the occupants. Reasonable provision is made if the dwelling complies with all of the following.

- a. Within the curtilage of the dwelling or of the building containing the dwelling, a wheelchair user can approach and gain step-free access to every private entrance to the dwelling and to every associated private outdoor space, parking space and communal facility for occupants' use.
- b. Access to the WC and other accommodation within the entrance storey is step-free and the dwelling is designed to have the potential for step-free access to all other parts.
- c. There is sufficient internal space to make accommodation within the dwelling suitable for a wheelchair user.
- d. The dwelling is wheelchair adaptable such that key parts of the accommodation, including sanitary facilities and kitchens, could be easily altered to meet the needs of a wheelchair user or, where required by a local planning authority, the dwelling is wheelchair accessible.
- e. Wall-mounted switches, controls and socket outlets are accessible to people who have reduced reach.

- 6.22 In order to establish an appropriate target for M4(3) dwellings, Table 6.4 sets out the likely level of wheelchair use in South Ribble. On the basis of national data around:
- 1,688 households are likely to contain someone who uses a wheelchair either indoors or outdoors; and
  - 469 households are likely to contain someone who uses a wheelchair indoors.
- 6.23 Table 6.4 also shows how the number of wheelchair users is likely to change over the plan period.

<b>Assumption</b>	<b>% of households</b>	<b>Likely overall scale of need (from 46,877 households) in 2015</b>	<b>Likely overall scale of need (from 49,091 households) in 2026</b>	<b>Change in need 2019-2025</b>
Wheelchair use from the English Housing Survey 2014/15 – households using wheelchair all the time	1%	469	491	22
Wheelchair use from the English Housing Survey 2014/15 – households using wheelchair either indoors or outdoors	3.6%	1,688	1,767	80

- 6.24 When considering the scale of M4(2) need, PPG states that ‘Local Plan policies for wheelchair accessible homes should be applied only to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling<sup>28</sup>.
- 6.25 There is no accurate data available which shows how many dwellings in South Ribble are already wheelchair adapted. However, CORE lettings data indicates that 70 wheelchair accessible dwellings were let in 2016/17 and 2017/18 (35 each year average).
- 6.26 On the basis of an increase in need from 22 households over the plan period, this would translate to a need for around 1% of new dwellings to meet M4(2) standard. This should be viewed as a minimum requirement based on available data.
- 6.27 On the basis of that 35 are let each year, this would translate to a need for 8% of new dwellings to be M4(2) standard (417 target) or 10.5% (334 target). This should be considered as a maximum requirement based on available data.
- 6.28 Given the ageing population in the borough and the identified levels of disability amongst the population, it is recommended that a policy to provide new homes built to accessibility standards is included in the Local Plan. On the basis of available evidence, it is therefore recommended that the need for M4(2) dwellings is set within the range 1% to 8% (based on a 417 target) and 1 to 10.5% (334 target). A pragmatic response

<sup>28</sup> Paragraph: 009 Reference ID: 56-009-20150327 Housing Optional Technical Standards

would be to average these numbers, resulting in a 5% M4(2) target (using 417 dwellings as a base) and 6% M4(2) target (using 334 dwellings as a base).

- 6.29 It is also recommended that in addition a minimum of 20% of new dwellings should be built to M4(2) accessible housing standard. Evidence indicates that 22% of residents in households are estimated to have a disability and 17.7% of residents in households have their activities limited in some way.
- 6.30 In setting targets for optional accessibility standards, it should be noted that any percentage requirements for accessible housing are subject to cumulative viability testing and to reiterate, PPG states that Local Plan policies for wheelchair accessible homes should be applied only to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling<sup>29</sup>. It is also recommended that needs are monitored closely given the ageing population over the Plan Period.

## Summary of need of accommodation for people with additional needs

- 6.31 Key findings from this chapter include:
- a need for more specialist older person accommodation to reflect the growing number of older people across South Ribble. Overall need for residential care (C2 planning use class) is projected to increase by 382 units by 2036 and specialist older person (C3 planning use class) by 652 units;
  - there is a continued need to increase the number of adapted properties across South Ribble and an average of 190 are adapted each year; and
  - it is recommended that a minimum 1% of new dwellings should be built to wheelchair accessible M4(3) standard and a minimum of 20% of dwellings should be built to M4(2) standard subject to economic viability testing.
- 6.32 A key conclusion is that there needs to be a broader housing offer for older people across the borough and the LHNS has provided evidence of scale and range of dwellings needed.
- 6.33 A broader range of information has been assembled from various sources which helps to indicate specific needs across different groups.
- 6.34 Key needs identified include:
- at least one extra care scheme for older adults (based on LCC recommendations);
  - More modern flat schemes for people with learning disabilities;
  - Clusters of self-contained units for people with mental health issues;
  - Meeting the needs of ex-service personnel which reflects the Armed Forces Community Covenant; and
  - A range of move-on accommodation for care leavers.

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<sup>29</sup> Paragraph: 009 Reference ID: 56-009-20150327 Housing Optional Technical Standards

## People who rent their homes

- 6.35 Chapter 4 presents a range of data on the characteristics of households who rent their homes – either privately or from a social housing provider.

## Self-build and custom housebuilding

- 6.36 The National Planning Policy Framework (NPPF) 2019 set out that the Government wants to enable more people to build their own homes and wants to make this form of housing a mainstream housing option. The Self-Build and Custom Housebuilding Act 2015 and subsequent Self-Build and Custom Housebuilding (Register) Regulations 2016 require authorities to maintain a register of those who have expressed an interest in buying serviced plots. Local authorities are under a duty to have regard to these registers in carrying out their planning function.
- 6.37 The Central Lancashire Housing Study (2019) found that between May 2016 and May 2019, in South Ribble there were:
- 22 expressions of interest in serviced plots. The latest self-build register provided to arc<sup>4</sup> indicates this has risen to 33;
  - 146 people registered on the Buildstore's Custom Build Register;
  - 540 subscribers to PlotSearch; and
  - NaCSBA research-based analysis points towards a need for 1,829 plots.
- 6.38 Icenl conclude that in South Ribble and Central Lancashire as a whole, there is a higher level of demand in the area than shown by the Council's self-build register. It is recommended that South Ribble Council consider:
- encouraging provision of self and custom build plots through a strategic policy and on major allocations identified in the emerging Central Lancashire Local Plan; and
  - the use of suitable council land or other available land controlled by a willing landowner or developer to make provision for serviced plots to meet demand.

## Student housing need

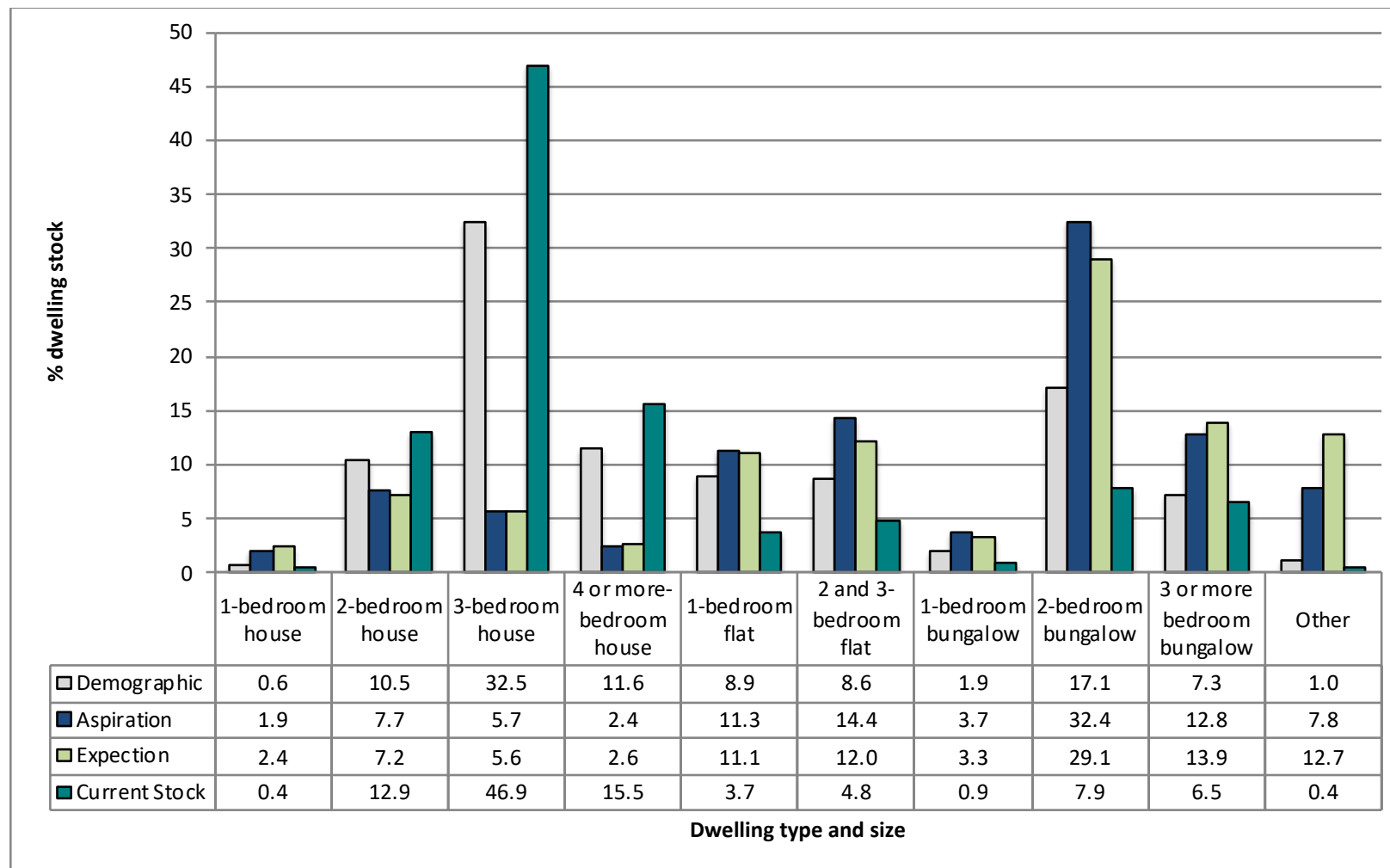
- 6.39 In the 2011 Census there were 5,017 students aged 16-74 in South Ribble. There are no higher education institutions in the borough and currently no identified strategic need for student accommodation.

## 7. Overall dwelling type and mix

### Introduction

- 7.1 Having considered the overall housing need, affordable need and the needs of particular groups, this chapter establishes an overall dwelling type, size and tenure mix for South Ribble Borough.
- 7.2 In summary, the analysis uses the following data sources:
- household projections;
  - dwelling stock information;
  - national estimates of the relationships between households and dwellings derived from arc<sup>4</sup> national household surveys; and
  - data from the affordable housing need calculation.
- 7.3 The analysis considers overall dwelling type and mix under three scenarios for South Ribble:
- a **baseline demographic** scenario which assumes the relationship between households and the dwellings they occupy remains the same over the plan period;
  - an **aspirations** scenario which looks at the aspirations of households by age group and household type; and
  - an **expectations** scenario which considers what households expect to move to by age group and household type.
- 7.4 The results of the scenarios are then compared with the current dwelling stock profile.
- 7.5 The detailed analysis is set out in Appendix C.
- 7.6 Figure 7.1 illustrates the variance between current stock and the alternative dwelling mix scenarios. Under the baseline demographic scenario:
- 32.5% of need is for three-bedroom houses and 17.1% for 2-bedroom bungalows;
  - a continued need for four or more-bedroom houses (11.6% of need) and one- and two-bedroom houses (11.1%);
  - a marked increase in the need for flats (17.5%); and
  - a slight increase in need for 1-bedroom bungalows (1.9%) and 3-bedroom bungalows (7.3%).
- 7.7 When household aspirations and expectations are considered, there is a marked shift towards bungalows/level access accommodation due to the underlying demographic changes which is expected to happen over the plan period.

**Figure 7.1 Summary of dwelling types in current stock and under baseline demographic, aspiration and expectation scenarios**



Source: arc4 national surveys

NOTE Other refers to caravan/park homes and specialist accommodation such as extra care

## Summary of scenarios

- 7.8 Table 7.1 summarises the outcome of the dwelling type/mix scenario analysis. Taking into account what people aspire to and what they expect to, there is an increasing emphasis on flats and bungalows compared with houses. There is a particular disparity between the current stock of 2 or more-bedroom bungalows and aspirations and expectations.

Dwelling type/size	Scenario			Current stock (%)
	Demographic baseline (%)	Aspiration (%)	Expectation (%)	
1 and 2-bedroom house	11.1	9.5	9.7	13.4
3-bedroom house	32.5	5.7	5.6	46.9
4 or more-bedroom house	11.6	2.4	2.6	15.5
1-bedroom flat	8.9	11.3	11.1	3.7
2-bedroom flat	8.0	12.3	11.6	4.7
3 or more-bedroom flat	0.6	2.1	0.4	0.0
1-bedroom bungalow	1.9	3.7	3.3	0.9
2-bedroom bungalow	17.1	32.4	29.1	7.9
3 or more-bedroom bungalow	7.3	12.8	13.9	6.5
Other	1.0	7.8	12.7	0.4
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
Dwelling type	Demographic baseline (%)	Aspiration (%)	Expectation (%)	Current stock (%)
House	55.1	17.7	17.9	75.8
Flat	17.5	25.6	23.1	8.5
Bungalow	26.3	48.9	46.3	15.3
Other	1.0	7.8	12.7	0.4
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
Number of bedrooms	Demographic baseline (%)	Aspiration (%)	Expectation (%)	Current stock (%)
1	11.6	20.6	23.3	5.2
2	36.2	56.7	54.4	25.7
3	40.7	20.3	19.7	53.6
4	11.6	2.4	2.6	15.5
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

## Overall dwelling mix by tenure

- 7.9 Table 7.2 summarises the overall dwelling mix in terms of the proportions of dwelling types and sizes by tenure. This takes into account the overall dwelling mix based on the demographic scenario analysis and the specific profiles of open market, affordable rented and affordable home ownership tenures.

Dwelling type/size	Tenure				Total
	Market (70%)	Social Rented (10%)	Affordable Rented (5%)	Affordable home ownership (5%)	
1 and 2-bedroom house	8.4	16.9	16.9	20.6	11.1
3-bedroom house	35.8	22.4	22.4	36.9	32.5
4 or more-bedroom house	13.5	4.7	4.7	20.0	11.6
1-bedroom flat	2.8	25.9	25.9	9.1	8.9
2-bedroom flat	7.1	10.3	10.3	8.3	8.0
3-bedroom flat	0.7	0.4	0.4	0.8	0.6
1-bedroom bungalow	2.4	0.8	0.8	1.3	1.9
2-bedroom bungalow	18.3	16.7	16.7	1.3	17.1
3 or more-bedroom bungalow	9.6	1.8	1.8	1.6	7.3
Other	1.4	0.0	0.0	0.0	1.0
<b>Total</b>	100.0	100.0	100.0	100.0	100.0
Number of bedrooms	Market (70%)	Social Rented (10%)	Affordable Rented (5%)	Affordable home ownership (5%)	Total
<b>1</b>	1.4	40.5	40.5	11.7	11.6
<b>2</b>	38.7	30.2	30.2	29.0	36.2
<b>3</b>	46.4	24.6	24.6	39.3	40.7
<b>4</b>	13.5	4.7	4.7	20.0	11.6
<b>Total</b>	100.0	100.0	100.0	100.0	100.0
Dwelling type	Market (70%)	Social Rented (10%)	Affordable Rented (5%)	Affordable home ownership (5%)	Total
<b>House</b>	57.6	44.1	44.1	77.5	55.1
<b>Flat</b>	10.7	36.6	36.6	18.3	17.5
<b>Bungalow</b>	30.3	19.3	19.3	4.2	26.3
<b>Other</b>	1.4	0.0	0.0	0.0	1.0
<b>Total</b>	100.0	100.0	100.0	100.0	100.0

Note: Subject to rounding errors

- 7.10 Table 7.3 presents the overall dwelling breakdown by tenure using the 417 annual dwelling target as a base and Table 7.4 uses the 334 annual dwelling target.
- 7.11 Dwelling type/size mix based on the overall dwelling mix set out in Table 7.1. This analysis assumes an annual target of 417 dwellings, an overall affordable housing target of 30% and factors in the dwelling type/size analysis carried out as part of the affordable housing need calculation. The 30% affordable target is split between social rented (10%), affordable rented (5%) and affordable home ownership (5%).



**Table 7.3 Overall dwelling type/size and tenure mix under baseline demographic scenario and 417 annual target (number)**

Dwelling type/size	Tenure				Total
	Market (70%)	Social Rented (10%)	Affordable Rented (5%)	Affordable home ownership (5%)	
1 and 2-bedroom house	32	11	7	4	46
3-bedroom house	114	14	9	7	135
4 or more-bedroom house	41	3	2	4	48
1-bedroom flat	19	16	11	2	37
2-bedroom flat	25	6	4	2	33
3-bedroom flat	2	0	0	0	3
1-bedroom bungalow	7	0	0	0	8
2-bedroom bungalow	61	10	7	0	71
3 or more-bedroom bungalow	29	1	1	0	30
Other	4	0	0	0	4
<b>Total</b>	<b>335</b>	<b>63</b>	<b>42</b>	<b>19</b>	<b>417</b>
Number of bedrooms	Market (70%)	Affordable Rented (18%)	Affordable Rented (18%)	Affordable home ownership (12%)	Total
1	21	25	17	2	48
2	126	19	13	6	151
3	147	15	10	7	170
4	41	3	2	4	48
<b>Total</b>	<b>335</b>	<b>63</b>	<b>42</b>	<b>19</b>	<b>417</b>
Dwelling type	Market (70%)	Affordable Rented (18%)	Affordable Rented (18%)	Affordable home ownership (12%)	Total
House	158	33	33	39	230
Flat	36	27	27	9	73
Bungalow	93	14	14	2	110
Other	4	0	0	0	4
<b>Total</b>	<b>292</b>	<b>75</b>	<b>75</b>	<b>50</b>	<b>417</b>

Note: Subject to rounding errors

**Table 7.4 Overall dwelling type/size and tenure mix under baseline demographic scenario and 334 annual target (number)**

Dwelling type/size	Tenure				Total
	Market (70%)	Social Rented (10%)	Affordable Rented (5%)	Affordable home ownership (5%)	
1 and 2-bedroom house	20	8	6	3	37
3-bedroom house	84	11	7	6	109
4 or more-bedroom house	32	2	2	3	39
1-bedroom flat	7	13	9	1	30
2-bedroom flat	17	5	3	1	27
3-bedroom flat	2	0	0	0	2
1-bedroom bungalow	6	0	0	0	7
2-bedroom bungalow	43	8	6	0	57
3 or more-bedroom bungalow	23	1	1	0	24
Other	3	0	0	0	3
<b>Total</b>	<b>236</b>	<b>50</b>	<b>33</b>	<b>15</b>	<b>334</b>
Number of bedrooms	Market (70%)	Social Rented (10%)	Affordable Rented (5%)	Affordable home ownership (5%)	Total
1	3	20	14	2	39
2	91	15	10	4	121
3	109	12	8	6	136
4	32	2	2	3	39
<b>Total</b>	<b>236</b>	<b>50</b>	<b>33</b>	<b>15</b>	<b>334</b>
Dwelling type	Market (70%)	Social Rented (10%)	Affordable Rented (5%)	Affordable home ownership (5%)	Total
House	136	22	15	12	184
Flat	25	18	12	3	58
Bungalow	71	10	6	1	88
Other	3	0	0	0	3
<b>Total</b>	<b>236</b>	<b>50</b>	<b>33</b>	<b>15</b>	<b>334</b>

Note: Subject to rounding errors

## Sub-area analysis

7.12 Modelling of future dwelling type and mix had been carried out at borough level. This is because official household projections are only available at this level. However, it is possible to compare the current stock profile at the sub-area level with the overall dwelling type and mix requirement at the borough level. This helps to identify if there are particular shortfalls in type/size of dwelling at the sub-area level. Table 7.5 and Figure 7.2 summarises the type/size profile of all dwellings in each sub-area. Table 7.6 then compares this with the baseline dwelling type/size requirements sets out in Table 7.2. Table 7.6 shows where there is sufficient supply (green) or not sufficient supply

(red) of dwelling types and sizes compared with the baseline dwelling type/size requirements.

**Table 7.5 Current dwelling type/size profile by sub-area**

Dwelling type/size	Sub-area and current stock profile (% of dwellings)						Dwelling type/size required
	Bamber Bridge, Lostock Hall and Walton le Dale	Leyland	Penwortham	Eastern	Western Parishes	South Ribble	
1 and 2-bedroom house	20.1	11.7	10.2	15.6	10.3	13.4	11.1
3-bedroom house	44.1	51.5	53.1	39.4	33.3	46.9	32.5
4+ bedroom house	13.5	14.5	14.4	17.1	22.6	15.5	11.6
1-bedroom flat	3.5	4.8	3.6	2.6	2.0	3.7	8.9
2-bedroom flat	3.9	6.7	4.5	3.4	1.7	4.7	8.0
3+ bedroom flat	0.1	0.0	0.1	0.0	0.0	0.0	0.6
1-bedroom bungalow	0.8	0.6	1.6	0.1	1.3	0.9	1.9
2-bedroom bungalow	8.4	4.6	7.5	11.2	15.1	7.9	17.1
3+ bedroom bungalow	4.9	5.5	4.1	10.7	13.6	6.5	7.3
Other	0.7	0.2	0.8	0.0	0.2	0.4	1.0
Sub-Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

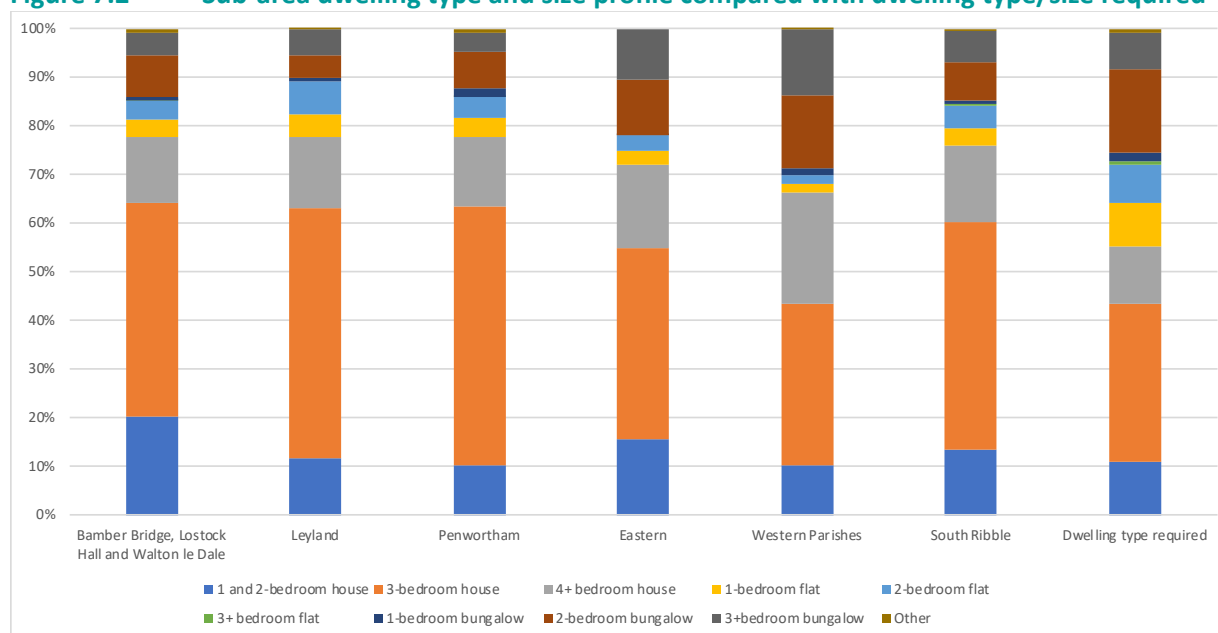
Dwelling type	Bamber Bridge, Lostock Hall and Walton le Dale	Leyland	Penwortham	Eastern	Western Parishes	South Ribble	Dwelling type required
House	77.7	77.6	77.8	72.1	66.2	75.8	55.1
Flat	7.5	11.5	8.3	5.9	3.7	8.5	17.5
Bungalow	14.0	10.6	13.2	22.0	30.0	15.3	26.3
Other	0.7	0.2	0.8	0.0	0.2	0.4	1.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Dwelling size (number of bedrooms)	Bamber Bridge, Lostock Hall and Walton le Dale	Leyland	Penwortham	Eastern	Western Parishes	South Ribble	Dwelling size required
1	5.4	6.1	6.7	3.0	3.5	5.5	11.5
2	32.0	22.5	21.5	29.9	27.0	25.5	36.2
3	49.1	57.0	57.4	50.1	46.9	53.5	40.7
4	13.5	14.5	14.4	17.1	22.6	15.5	11.6
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: Valuation Office Agency

**Figure 7.2 Sub-area dwelling type and size profile compared with dwelling type/size required**



**Table 7.6** Variance in dwelling type/size profile by sub-area with future dwelling type/size mix

Dwelling type and size	Sub-area and current stock profile (% variation from future dwelling requirements)					
	Bamber Bridge, Lostock Hall and Walton le Dale	Leyland	Penwortham	Eastern	Western Parishes	South Ribble
1 and 2-bedroom house	9.0	0.6	-0.9	4.5	-0.8	2.3
3-bedroom house	11.7	19.0	20.7	6.9	0.8	14.5
4+ bedroom house	1.9	2.9	2.9	5.5	11.0	3.9
1-bedroom flat	-5.4	-4.1	-5.3	-6.3	-6.9	-5.1
2-bedroom flat	-4.1	-1.3	-3.5	-4.6	-6.3	-3.3
3+ bedroom flat	-0.5	-0.6	-0.5	-0.6	-0.6	-0.6
1-bedroom bungalow	-1.2	-1.3	-0.4	-1.8	-0.7	-1.1
2-bedroom bungalow	-8.8	-12.5	-9.7	-6.0	-2.0	-9.3
3+bedroom bungalow	-2.4	-1.8	-3.1	3.4	6.3	-0.8
Other	-0.3	-0.8	-0.2	-1.0	-0.9	-0.6
<b>Dwelling type</b>						
House	22.6	22.5	22.7	17.0	11.0	20.7
Flat	-10.0	-6.0	-9.2	-11.6	-13.8	-9.0
Bungalow	-12.3	-15.7	-13.2	-4.4	3.6	-11.1
Other	-0.3	-0.8	-0.2	-1.0	-0.9	-0.6
<b>Dwelling size (number of bedrooms)</b>						
1	-6.1	-5.4	-4.8	-8.5	-8.0	-6.0
2	-4.2	-13.7	-14.7	-6.3	-9.2	-10.7
3	8.4	16.3	16.7	9.4	6.2	12.8
4	1.9	2.9	2.8	5.5	11.0	3.9

- 7.13 Overall, this analysis demonstrates there is an adequate supply of houses and three- and four-bedroom dwellings across the borough and this is consistent across all areas (with the exception of a shortfall of smaller houses in Penwortham and Western Parishes). There is a shortfall of flats of all sizes across all sub-areas. There is a shortfall of bungalows and in particular two-bedroom bungalows across all areas but there is an adequate supply of 3 or more-bedroom bungalows in the Eastern and Western Parishes sub-areas.
- 7.14 Essentially this analysis is demonstrating a need to shift development towards flats and bungalows (level-access accommodation) across the borough which reflects the changing demography of the area. If household aspirations and expectations are considered, the need for level-access accommodation increases further. A particular priority should therefore be given to the development of level-access accommodation.
- 7.15 Increasing the delivery of flats and bungalows also creates the potential for households to 'rightsize' and free up existing dwelling stock. Arc<sup>4</sup> evidence from national household surveys would suggest that of older households planning to move, around 65% expect to move to a property with fewer bedrooms, 28.1% expect to move to a property with the same number of bedrooms and 6.7% expect to move to a property with more bedrooms.

## Conclusions

- 7.16 The purpose of this chapter has been to explore the relationship between households and dwellings occupied to establish an indication of appropriate dwelling mix for South Ribble over the plan period.

- 7.17 This analysis demonstrates that there continues to be a need for a broad range of dwelling stock and in particular 3-bedroom houses and 2-bedroom bungalows. However, when comparing future dwelling need to the current stock profile, there needs to be an increased emphasis on delivering smaller and level-access accommodation (flats and bungalows). This is a consistent message across all sub-areas.
- 7.18 Having established future household change and the implications this has for dwelling type, size and tenure mix, the council can make an informed strategic decision in the range of dwellings to be built over the plan period.

## 8. Conclusion: policy and strategic issues

- 8.1 This document has been prepared to supplement the Central Lancashire SHMA and provides South Ribble Council with detailed, robust, defensible and transparent information to help inform strategic decision-making and the formulation of appropriate housing and planning policies. The work takes account of the requirements of the NPPF.
- 8.2 The South Ribble LHNDS 2019 will help the council plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community. Specifically, the LHNDS identifies the size, type and tenure of housing required by considering current market demand relative to supply; and also identifies a continued affordable housing imbalance across the borough.
- 8.3 This concluding chapter summarises key messages from the research findings, structured around a commentary on the current and future housing markets and key local strategic issues.

### Overall Housing need

- 8.4 The current local plan target is 417 dwellings each year. The Central Lancashire Housing Study has established a lower target of 334. This LHNDS has considered both targets in assessing overall dwelling mix which is appropriate for the borough and the constituent sub-areas.

### Dwelling type, tenure and mix

- 8.5 The relationship between household change and dwelling type/size and tenure requirements have been fully explored. Evidence will help the council deliver an appropriate range of dwelling stock for residents over the plan period. The LHNDS evidence recommends the following profile of dwelling stock:
- 1-bedroom 11.6%, 2-bedroom (36.2%), 3-bedroom (40.7%) and 4 or more bedroom (11.6%); and
  - a broad split of 55.1% houses, 26.3% bungalows, 17.5% flats and 1.0% other (for example park homes) or 55.1% houses and 44.9% level-access accommodation).
- 8.6 Alternative scenarios which consider household aspirations and expectations are driven by the ageing profile of the borough and point to an even higher need for level-access accommodation.
- 8.7 Regarding affordable need, analysis of the housing register would indicate a shortfall of 296 affordable dwellings each year. . This justifies a strong affordable housing policy and that the underlying need is addressed in a proportionate manner which takes account of the economic viability of delivery.
- 8.8 The current affordable tenure target exceeds 30% but over the past five years less than 20% of dwellings built have been affordable. Therefore, an overall 30% target is reasonable, appropriate and remains ambitious. A tenure split of 85% affordable/social rented and a minimum of 15% intermediate tenure is recommended. This will help

diversity the range of affordable tenures and the range of intermediate options to be delivered should be flexible and in accordance with the tenure options defined in the NPPF.

## Meeting the needs of other groups

- 8.9 There is evidence to support a programme of accommodation delivery to help meet the needs of older people and those with disabilities. Although the vast majority of older people want to remain in their own home with support when needed, there is a need to diversify options available to older people wanting to move to more appropriate accommodation. Currently there are around 2,159 units of specialist older person accommodation comprising 798 units of residential care (C2 use class) dwellings and 1,361 units of specialist older person dwellings (C3 use class) such as sheltered and extra care. Analysis of demographic change would suggest a need for an additional 382 additional units of residential (C2) units and 652 units of specialist (C3) units to 2026. The LCC Care and Support Strategy establishes a specific need for 204 units of extra care accommodation to 2025 which comprises an element of the overall needs evidenced in this analysis.
- 8.10 A key conclusion is that there needs to be a broader housing offer for older people across South Ribble Borough and the LHNDAs has provided evidence of scale and range of dwellings needed.
- 8.11 A range of information has been assembled from various sources which helps to scope out the likely level of disability across South Ribble Borough's population. Although it is a challenge to quantify the precise accommodation and support requirements, the LHNDAs has helped to scope out where needs are arising.
- 8.12 Given the changing demographics of South Ribble, it is wholly appropriate that the council has a policy of ensuring new dwellings meet optional accessibility standards. Subject to economic viability, it is recommended that 1% of new dwellings are built to M4(3) wheelchair accessible standard and 20% of dwellings are built to M4(2). It is also assumed that there will be ongoing adaptation of existing dwellings to support those with additional needs.

## Final comments

- 8.13 The evidence presented in this LHNDAs suggests that there are three main policy areas that require particular attention from both a planning policy and social policy perspective:
- the challenge of enabling the quantity and mix of housing that needs to be delivered;
  - the challenge of ensuring that the housing and support needs of older people are met going forward; and
  - ensuring that new development takes account of the particular needs across the borough.

## List of Technical Appendices

- Technical Appendix A: National Planning Policy Framework and Planning Practice Guidance references
- Technical Appendix B: Housing need calculations
- Technical Appendix C: Dwelling type and mix analysis
- Technical Appendix D: Affordable housing definitions
- Technical Appendix E: Agent review
- Technical Appendix F: Specialist Housing Need
- Technical Appendix G: Intermediate tenure mix



## Technical Appendix A: National Planning Policy and Planning Practice Guidance references

### National Planning Policy Framework

- A.1 The latest National Planning Policy Framework (NPPF) was published in February 2019 which is supported by Planning Practice Guidance (PPG). The NPPF 2019 sets out the Government's planning policies for England and how these are expected to be applied. Paragraph 10 of the NPPF states that plans, and decisions should apply a *'presumption in favour of sustainable development'*. As part of this, in relation to plan-making, it sets out that this means that *'strategic policies should, as a minimum, provide for objectively assessed needs for housing...'*.
- A.2 Paragraph 59 provides an important context to the policy for housing delivery, as follows:
- 'To support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.'*
- A.3 It goes on to state (paragraph 60) that:
- 'To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance – unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.'*
- A.4 The NPPF 2019 (paragraph 61) states that:
- 'the size, type and tenure of housing need for different groups in the community, should be assessed and reflected in planning policies including. but not limited to:*
- *those who require affordable housing;*
  - *families with children;*
  - *older people;*
  - *students;*
  - *people with disabilities;*
  - *service families;*
  - *travellers;*
  - *people who rent their homes; and*
  - *people wishing to commission or build their own homes.'*
- A.5 In addition, the NPPF 2019 paragraph 62 sets out that:

*‘where a need for affordable housing is identified, planning policies should specify the type of affordable housing required...’.*

A.6 The NPPF 2019 (paragraph 65) requires that:

*‘strategic policy-making authorities should establish a housing requirement figure for their whole area, which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period. Within this overall requirement, strategic policies should set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations.’*

A.7 The NPPF 2019 (paragraph 71) relates to the development of entry-level exception sites:

‘Local planning authorities should support the development of entry-level exception sites, suitable for first time buyers (or those looking to rent their first home), unless the need for such homes is already being met within the authority’s area. These sites should be on land which is not already allocated for housing and should:

a) comprise of entry-level homes that offer one or more types of affordable housing as defined in Annex 2 of this Framework; and

b) be adjacent to existing settlements, proportionate in size to them, not compromise the protection given to areas or assets of particular importance in this Framework, and comply with any local design policies and standards.’

A.8 The Localism Act 2010 introduced the ‘Duty to Co-operate’ as a replacement for Regional Spatial Strategy and this requirement is also established in National Planning Policy (NPPF 2019, paragraphs 24-27). Section 110 requires local authorities and other bodies, including Local Enterprise Partnerships to co-operate in maximising the effectiveness of strategic matters within development plan documents. The provision of housing development is a strategic priority and the council will have to ensure that it is legally compliant with the Localism Act at local plan examination.

A.9 The NPPF 2019 sets out definitions relating to affordable housing which can be found at Appendix D of the LHND.

## Technical Appendix B: Housing need calculations

### Introduction

- B.1 The purpose of this section is to set out the affordable housing need calculations for South Ribble using the framework for analysis established in the PPG 2019.
- B.2 All households whose needs are not met by the market can be considered (to be) in affordable housing need<sup>30</sup>. PPG 2019 then considers how affordable housing need should be calculated:
- 'Strategic policy-makers will need to estimate the current number of households and projected number of households who lack their own housing or who cannot afford to meet their housing needs in the market. This should involve working with colleagues in their relevant authority (e.g. housing, health and social care departments).'*<sup>31</sup>
- B.3 The council housing register provides an appropriate source of data from which a robust assessment of need can be calculated.
- B.4 Affordable housing need analysis and modelling has been prepared in accordance with PPG guidance at borough and neighbourhood level. In summary, the model reviews in a stepwise process:
- Stage 1: Current housing need (gross backlog)
  - Stage 2: Newly arising need
  - Stage 3: Likely future affordable housing supply
  - Stage 4: Total and annual need for affordable housing
- B.5 Table B.1 provides an overall summary of needs analysis and a description of each stage of the model is then discussed in detail in this Appendix. Table B.2 reviews affordable need by neighbourhood area.

<sup>30</sup> PPG 2019 Paragraph: 018 Reference ID: 2a-018-20190220

<sup>31</sup> PPG 2019 Paragraph: 019 Reference ID: 2a-019-20190220

<b>Table B.1 Affordable housing need calculation for South Ribble</b>			
<b>Step</b>	<b>Stage and Step description</b>	<b>Calculation</b>	<b>South Ribble total</b>
		<b>Total households</b>	<b>47,790</b>
<b>Stage1: CURRENT NEED</b>			
<b>1.1</b>	<b>Total existing households in need</b>	<b>Total</b>	<b>1,064</b>
<b>1.2</b>	<b>% in need who cannot afford open market (buying or renting)</b>		<b>70.7%</b>
<b>1.3</b>	<b>TOTAL in need and cannot afford open market (buying or renting)</b>		<b>752</b>
<b>Stage 2: FUTURE NEED</b>			
2.1	New household formation (gross per year)	Based national formation rate and family household data	<b>464</b>
2.2	% of new households requiring affordable housing	% based on actual affordability of households forming	<b>N/A</b>
	Number of new households requiring affordable housing	Based on housing register	<b>184</b>
2.3	Existing households falling into need	Annual requirement	<b>Included in 1.3</b>
<b>2.4</b>	<b>TOTAL newly arising housing need (gross each year)</b>	<b>2.2 + 2.3</b>	<b>184</b>
<b>Stage 3: AFFORDABLE HOUSING SUPPLY</b>			
3.1	Affordable dwellings occupied by households in need		<b>332</b>
3.2	Surplus stock	Vacancy rate <2% so no surplus stock assumed	<b>0</b>
3.3	Committed supply of new affordable units	Average annual delivery	<b>54</b>
3.4	Units to be taken out of management	None assumed	<b>0</b>
3.5	Total affordable housing stock available	3.1+3.2+3.3	<b>386</b>
3.6	Annual supply of social re-lets (net)	Annual Supply (3-year average)	<b>225</b>
3.7	Annual supply of intermediate affordable housing available for re-let or resale at sub-market levels	Annual Supply (3-year average)	<b>29</b>
<b>3.8</b>	<b>Annual supply of affordable housing</b>	<b>3.6+3.7</b>	<b>254</b>
<b>Stage 4: ESTIMATE OF ANNUAL HOUSING NEED</b>			
4.1	Total backlog need	1.3-3.5	<b>366</b>
4.2	Quota to reduce over 1 year		<b>100%</b>
4.3	Annual backlog reduction	Annual requirement	<b>366</b>
4.4	Newly arising need	From 2.4	<b>184</b>
4.5	Total annual affordable need (GROSS need)	4.3+4.4	<b>550</b>
4.6	Annual affordable capacity	From 3.7	<b>254</b>
<b>4.7</b>	<b>NET ANNUAL SHORTFALL (4.5-4.6)</b>	<b>NET</b>	<b>296</b>

Source: Council housing register, RP Core Lettings and Sales data

**Table B.2 Affordable housing need calculation for South Ribble by Neighbourhood Area**

	Element and step in calculation	NEIGHBOURHOOD AREAS	Bamber Bridge, Lostock Hall and Walton le Dale	Leyland	Penwortham	Eastern	Western Parishes	SOUTH RIBBLE TOTAL
Step	Stage and Step description	Total households>>>	10,595	17,531	9,865	3,636	6,164	47,790
	<b>Stage1: CURRENT NEED</b>							
1.1	Total in need		216	513	167	106	62	1,064
1.2	% in need who cannot afford open market (buying or renting)		68.3	70.7	70.8	68.3	73.8	70.7
1.3	TOTAL in need and cannot afford open market (buying or renting)	<b>Total</b>	148	363	118	72	46	752
	<b>Stage 2: FUTURE NEED</b>							
2.1	New household formation (Gross per year)	Based on blended rate of national formation/future households forming and households formed in the past 5 years	103	170	96	35	60	464
2.2	Number of new households requiring affordable housing	% Based on actual affordability of households forming						
		Number cannot afford	41	67	38	14	24	184
2.3	Existing households falling into need	Annual requirement	0	0	0	0	0	0
2.4	<b>Total newly-arising housing need (gross each year)</b>	2.2 + 2.3	41	67	38	14	24	184
	<b>Stage 3: AFFORDABLE HOUSING SUPPLY</b>							
3.1	Affordable dwellings occupied by households in need	(based on 1.1)	74	122	69	25	43	332
3.2	Surplus stock	Vacancy rate <2% so no surplus stock assumed	0	0	0	0	0	0
3.3	Committed supply of new affordable units	Annual	13	25	8	3	5	54
3.4	Units to be taken out of management	None assumed	0	0	0	0	0	0
3.5	Total affordable housing stock available	3.1+3.2+3.3-3.4	87	147	77	28	48	386
3.6	Annual supply of social re-lets (net)	Annual Supply (3 year average)	50	83	46	17	29	225
3.7	Annual supply of intermediate affordable housing available for re-let or resale at sub-market levels	Annual Supply (3 year average)	6	11	6	2	4	29
3.8	Annual supply of affordable housing	3.6+3.7	56	93	52	19	33	254
	<b>Stage 4: ESTIMATE OF ANNUAL HOUSING NEED</b>							
4.1	Total backlog need	1.1-3.5	61	216	42	44	-2	366
4.2	Quota to reduce over plan period	Annual reduction	100%	100%	100%	100%	100%	100%
4.3	Annual backlog reduction	Annual requirement	61	216	42	44	-2	366
4.4	Newly-arising need	2.4	41	67	38	14	24	184
4.5	Total annual affordable need	4.3+4.4	102	283	80	58	22	550
4.6	Annual affordable capacity	3.8	56	93	52	19	33	254
4.7	<b>Net annual imbalance</b>	<b>4.5-4.6 NET</b>	<b>45</b>	<b>190</b>	<b>27</b>	<b>39</b>	<b>-11</b>	<b>296</b>

## Stage 1: Current households in affordable housing need

- B.6 PPG 2019<sup>32</sup> states that ‘strategic policy-making authorities can establish the unmet (gross) need for affordable housing by assessing past trends and current estimates of:
- the number of homeless households;
  - the number of those in priority need who are currently housed in temporary accommodation;
  - the number of households in over-crowded housing;
  - the number of concealed households;
  - the number of existing affordable housing tenants in need (i.e. householders currently housed in unsuitable dwellings); and
  - the number of households from other tenures in need and those that cannot afford their own homes, either to rent or to own if that is their aspiration.’
- B.7 PPG 2019 notes that care should be taken to avoid double-counting and to only include those households who cannot afford to access suitable housing in the market.
- B.8 Using evidence from the current housing register, a total of 1,064 households are identified to be in housing need representing 2.2% of all households in South Ribble (arc<sup>4</sup> would expect between 5 and 10% of households in need based on our other studies). Table B.3 summarises the range of need across the borough.

Table B.3 Reason for housing need	
Homeless household or in temporary accommodation	37
Overcrowded or concealed households	184
Existing affordable tenants in need	332
Homeowners or in private rent	404
Other tenures in need	107
All households in need	1,064

Source: Council Housing Register

### Homeless households and households in temporary accommodation

- B.9 Table B.4 considers trends in decisions and acceptances of homeless households and indicates that an annual average of 44 households have been accepted as homeless over the period 2010/11 to 2017/18.

<sup>32</sup> Paragraph: 020 Reference ID: 2a-021-20190220

<b>Year</b>	<b>Decisions made</b>	<b>Accepted as homeless</b>
2010/11	75	46
2011/12	76	44
2012/13	97	43
2013/14	95	52
2014/15	66	39
2015/16	53	31
2016/17	68	44
2017/18	73	51
<b>Total</b>	<b>603</b>	<b>350</b>
<b>Annual Average</b>	<b>75</b>	<b>44</b>

Source: MHCLG Homelessness Statistics

- B.10 Housing register data identifies a total of 37 households who are either homeless or living in temporary accommodation.

### Overcrowding and concealed households

- B.11 The extent to which households are overcrowded is measured using the 'bedroom standard'. This allocates a standard number of bedrooms to each household in accordance with its age/sex/marital status composition. A separate bedroom is allocated to each married couple, any other person aged 21 or over, each pair of adolescents aged 10-20 of the same sex and each pair of children under 10. Any unpaired person aged 10-20 is paired if possible, with a child under 10 of the same sex, or, if that is not possible, is given a separate bedroom, as is any unpaired child under 10. This standard is then compared with the actual number of bedrooms (including bedsits) available for the sole use of the household.
- B.12 Concealed households are categorised as people currently living with family and friends. The current housing register identifies a total of 184 households living in overcrowded conditions or who are classed as a concealed household.

### Existing affordable tenants in need

- B.13 Housing register data identified a total of 332 affordable tenants in housing need.

### Households in other tenures in need

- B.14 The current housing register identified over a third of people on the list were currently owner occupiers or private renters who required some form of affordable housing (404).
- B.15 A total of 107 other households were identified as being in need, including those in supported housing, leaving care, armed forces and leaving hospital.

## Affordability of open market prices

- B.16 Step 1.2 then considers the extent to which households in need can afford open market prices or rents, tested against lower quartile borough prices (Table B.5). This analysis has been based on lower quartile prices for 2018 derived from Land Registry address-level data and private sector rents from lettings reported by Zoopla during 2018.
- B.17 This analysis demonstrates that across the borough 70.7% of existing households in need on the housing register could not afford open market prices or rents (752 households).

	Lower quartile price (£)	Lower quartile private rent £ (each month)
Bamber Bridge, Lostock Hall and Walton-le-Dale	£120,000	£498
Eastern	£120,000	£498
Leyland	£118,250	£524
Penwortham	£132,000	£533
Western Parishes	£167,950	£576
South Ribble Total	£125,000	£524

Source: Data produced by Land Registry © Crown copyright 2018, Zoopla 2018

## Stage 2: Newly arising affordable need

- B.18 The 2019 PPG considers how the number of newly-arising households likely to need affordable housing: *‘Projections of affordable housing need will have to reflect new household formation, the proportion of newly forming households unable to buy or rent in the market area, and an estimation of the number of existing households falling into need. This process will need to identify the minimum household income required to access lower quartile (entry level) market housing (strategic policy-making authorities can use current cost in this process but may wish to factor in anticipated changes in house prices and wages). It can then assess what proportion of newly-forming households will be unable to access market housing.’*<sup>33</sup>

## New household formation (gross per year)

- B.19 The national household formation rate reported in the English Housing Survey is currently 1.48% based on the latest three-year average national rate reported in the English Housing Survey over the period 2015/16 to 2016/17. Applying the gross national household formation rate, to family household estimates, this establishes an annual household formation of 464.
- B.20 The current housing register includes 184 newly forming households and this is taken as the annual need.

<sup>33</sup> Paragraph: 021 Reference ID: 2a-021-20190220



### Existing households expected to fall into need

- B.21 These are likely to be a small number of households and assumed to be included in the total number of exiting households in need.

### Total newly arising housing need (gross per year)

- B.22 Total newly arising need requiring affordable housing is calculated to be 184 households each year across South Ribble.

## Stage 3: Affordable housing supply

- B.23 The 2019 PPG states how the current stock of affordable housing supply should be calculated:

- *the number of affordable dwellings that are going to be vacated by current occupiers that are fit for use by other households in need;*
- *suitable surplus stock (vacant properties); and*
- *the committed supply of new net affordable homes at the point of the assessment (number and size).<sup>34</sup>*

- B.24 Total affordable housing stock available = Dwellings currently occupied by households in need + surplus stock + committed additional housing stock – units to be taken out of management.

### Step 3.1 Affordable dwellings occupied by households in need

- B.25 This is an important consideration in establishing the net levels of housing need as the movement of these households within affordable housing will have a nil effect in terms of housing need.
- B.26 A total of 332 households are current occupiers of affordable housing in need. Although the movement of these households within affordable housing will have a nil effect in terms of housing need (i.e. they already live in affordable housing), the model assumes that these households will move in the next 1-2 years to address their housing need.

### Step 3.2 Surplus stock

- B.27 A proportion of vacant properties are needed to allow households to move within housing stock. Across the social rented sector, this proportion is generally recognised as being 2%. Stock above this proportion is usually assumed to be surplus stock. Modelling assumes no surplus social rented stock across the borough.

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<sup>34</sup> Paragraph: 022 Reference ID: 2a-022-20190220

### Step 3.3 Committed supply of new affordable units

- B.28 Data supplied by South Ribble Council suggests there is a committed supply of 54 affordable dwellings. This is based on an average of committed supply of affordable dwellings over three years.

### Step 3.4 Total affordable housing stock available

- B.29 It is assumed that there are 332 social (affordable) rented dwellings available arising from households moving within the stock within the next 1-2 years and 54 affordable new build commitments. This results in a total of 386 units of housing stock available.

### Step 3.6 Annual supply of social re-lets

- B.30 Over the three period 2015/16 to 2017/18 there were an average of 225 re-lets made across the borough.

### Step 3.7 Annual supply of intermediate re-lets/sales

- B.31 There has been limited supply of intermediate dwellings over the past three years 2015/16 to 2017/18. However, affordable supply statistics (MHCLG) suggest there is the average of intermediate supply is 29 annually.

### Summary of Stage 3

- B.32 Overall, the model assumes a stock of 386 affordable dwellings coming available from either existing household moving or new build. In addition, the model assumes there is an annual affordable supply through general and intermediate re-lets of 254 dwellings.

## Stage 4: Estimate of total annual need for affordable housing

### Overview

- B.33 Analysis has carefully considered how housing need is arising within South Ribble Borough by identifying existing households in need (and who cannot afford market solutions), newly forming households in need and existing households likely to fall into need in line with PPG.
- B.34 This has been reconciled with the overall supply of affordable dwellings. Based on the affordable needs framework model, analysis suggests that **there is an overall annual net shortfall of 296 dwellings each year**. This justifies a continued need for an affordable housing policy.
- B.35 Stage 4 brings together the individual components of the needs assessment to establish the total net annual shortfall.

### Step 4.1 Total backlog need

- B.36 Step 4.1 is the total backlog need which is derived from the number of households in Step 1.1 minus total affordable housing stock available (Step 3.5). The total backlog need is 366.

### Steps 4.2 to 4.6

- B.37 Step 4.2 is a quota to reduce the total backlog need. As the basis of the analysis was the housing register, which is refreshed regularly, it is assumed that all need is addressed over one year. This also reflects the urgency for which households in need ought to be provided with alternative and more appropriate accommodation.
- B.38 Step 4.3 is the annual backlog reduction based on Step 4.2 (366 each year).
- B.39 Step 4.4 is a summary of newly arising need from both newly forming households and existing households falling into need (184 each year).
- B.40 Step 4.5 is the total annual affordable need based on Steps 4.3 and 4.4 (550 each year) (*this is also the gross need*).
- B.41 Step 4.6 is the annual social/affordable rented and intermediate tenure capacity based on Step 3.7 (254 each year).

### Total gross and net imbalance

- B.42 The overall gross imbalance across South Ribble is 550 affordable dwellings each year. After taking into account supply of affordable accommodation, the net shortfall is 296 each year.

### Relationship between current housing stock and current and future needs

- B.43 The 2019 PPG states that 'Strategic policy-making authorities will need to look at the current stock of different sizes and assess whether these match current and future needs'<sup>35</sup>. The analysis of affordable housing need therefore includes a review of the dwelling sizes of new affordable units.
- B.44 Table B.6 compares the current supply of affordable housing with the gross imbalance and indicates that there are particular shortfalls of 1 and 4-bedroom affordable dwellings.

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<sup>35</sup> 2019 PPG Paragraph 023 Reference ID: 2a-023030190220

Number of bedrooms	Current supply	%	Annual gross imbalance of need %	Variance
1-bedroom	1,658	33.2	40.4	-7.3
2-bedroom	1,664	33.3	30.2	3.1
3-bedroom	1,616	32.3	24.6	7.7
4-bedroom	60	1.2	4.7	-3.5
5-bedroom	2	0.0	0.0	0.0
Total	5,000	100.0	100.0	

Source (current supply): Regulator of Social Housing Statistical Data Return 2018

## Dwelling size and type

B.45 Table B.7 shows the size requirements of affordable housing based on the annual gross imbalance. This analysis is based on what existing households in need and newly forming households need to move to. Further analysis of the mix of dwelling types by size has been prepared and fed into the overall market mix analysis of the LHNS (Table B.8).

Number of bedrooms	Sub-area (%)					Total
	Bamber Bridge, Lostock Hall and Walton-le-Dale	Leyland	Penwortham	Eastern	Western Parishes	
1	33.4	50.0	38.2	29.4	3.4	40.4
2	37.3	25.1	25.7	42.3	32.9	30.2
3	25.3	21.4	30.4	22.8	47.7	24.6
4	4.0	3.5	5.7	5.5	16.0	4.7
Gross need	102	283	80	58	22	550
Net need	45	190	27	39	-11	296

Dwelling type/size	Affordable need (%)	Dwelling type	Affordable need (%)
1-bedroom house	13.8	House	44.1
2-bedroom house	3.2	Flat	36.6
3-bedroom house	22.4	Bung	19.3
4 or more-bedroom house	4.7	Total	100.0
1-bedroom flat	25.9	<b>Dwelling size/ no. bedrooms</b>	<b>Affordable need (%)</b>
2-bedroom flat	10.3	1	40.4
3 or more bedroom flat	0.4	2	30.2
1-bedroom bungalow	0.8	3	24.6
2-bedroom bungalow	16.7	4	4.7
3 or more-bedroom bungalow	1.8	Total	100.0
1-bedroom other	0.0		
2-bedroom other	0.0		
3 or more bedroom other	0.0		
Total	100.0		

## Technical Appendix C: Dwelling type and mix analysis

### Introduction

- C.1 This technical appendix describes the method used by arc<sup>4</sup> to establish future dwelling type and size mix across the borough. It presents the baseline data used as a starting point for the analysis and how data are interpreted to establish a reasonable view on dwelling type and mix.

### Starting points

- C.2 There are three main data sources which provide the starting point for the analysis:
- household projections;
  - dwelling stock information; and
  - national estimates of the relationships between households and dwellings derived from arc<sup>4</sup> national household surveys

### Household projections

- C.3 These are used to establish the number of households by Household Reference Persons (HRP) and household type using the 2014-based data, and how this is expected to change over the Local Plan period 2015 to 2026.
- C.4 The change in the number of households over this period can be established and, assuming that the dwelling needs of these households do not change significantly over the plan period, the potential impact on type and number of bedrooms of future dwellings can be determined.

### Dwelling stock

- C.5 The latest Valuation Office Agency (VOA) data provides a summary of dwelling type (house, flat, bungalow) and size (number of bedrooms) as at September 2019.

### Relationship between households and dwellings

- C.6 The relationship between the age of Household Reference Person, household type and dwellings occupied by type and size can be derived from arc<sup>4</sup> household survey. The data available is summarised in Table C.1. For each age group, the proportion of Household Reference Persons (HRPs) by household type living in different type/size and size of dwelling has been estimated.
- C.7 The arc<sup>4</sup> national household surveys also provide data on household aspirations and what households would expect to move to. This data can also be broken down by HRP age group and household type.
- C.8 By combining this range of data, it is possible to model the likely change in dwelling type/size requirements with reference to:

- the current relationship between HRP/household type and dwelling type/size and this remains constant over the plan period (demographic baseline);
- household aspirations by HRP/household type (aspirations); and
- what households would expect by HRP/household type (expect).

Age group of Household Reference Person	Household type	Dwelling type	Dwelling size
15 to 24	One-person household	1-bedroom house	1-bedroom
25 to 34	Couple only household	2-bedroom house	2-bedrooms
35 to 44	Household with 1 or 2-child(ren)	3-bedroom house	3-bedrooms
45 to 59	Households with 3-children	4 or more-bedroom house	4 or more-bedrooms
60 to 84	Other multi-person household	1-bedroom flat	All
85+	All	2-bedroom flat	
All		3 or more-bedroom flat	
		1 or 2-bedroom bungalow	
		3 or more-bedroom bungalow	
		All	

Source: arc<sup>4</sup> national data

### Applying the data at borough level

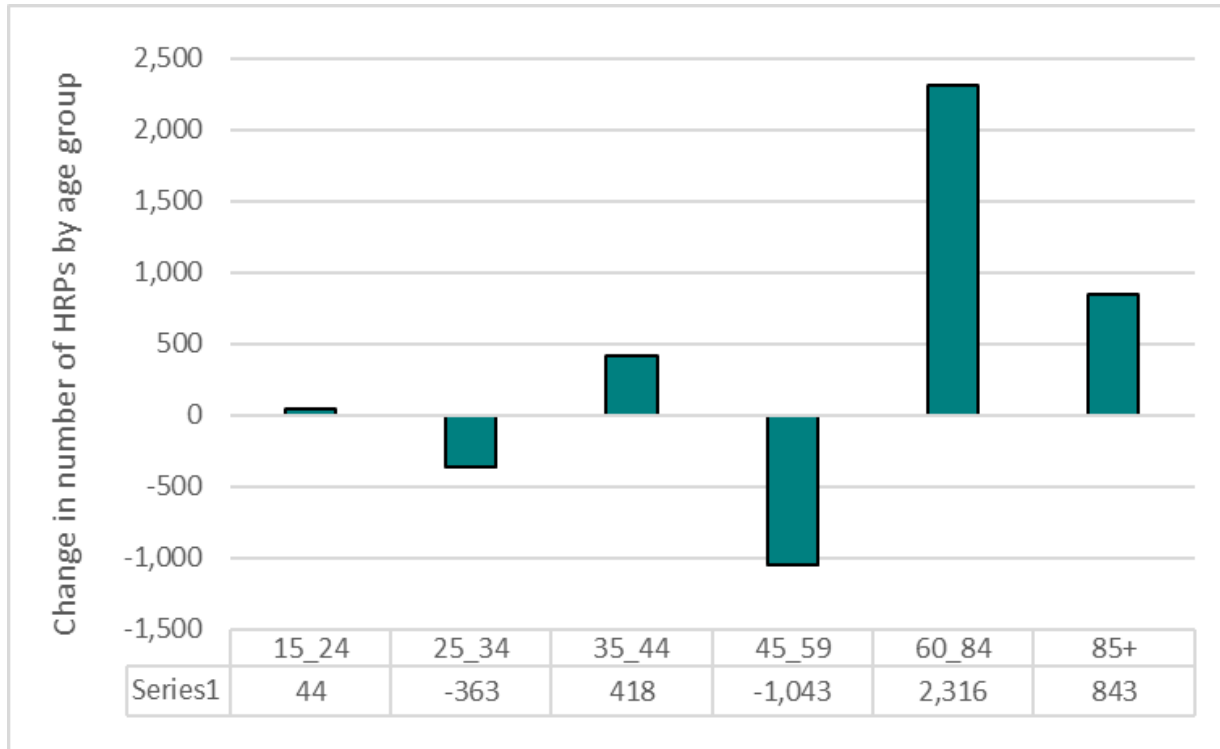
C.9 Applying the data to household projections is done in a systematic way. Firstly, the change in the number of households by age group and household type is established from household projections. Assuming that the dwelling needs of these households do not change over the plan period, the overall impact on type/size of dwellings can be determined.

C.10 This is further explained by a worked example.

- In 2015, 23.8% of couples (348) with an HRP aged 25-34 are expected to be living in a two-bedroom house and there are a total of 1,506 households in this age and HRP cohort. By 2036, the number of households in this cohort is expected to reduce slightly to 1,483 and assuming that 23.8% live in a two-bedroom house, there will be 343 living in two-bedroom houses. There will be a net decrease in need by 5 from this particular cohort for two-bedroom houses;
- In contrast, the number of couples aged 60-84 is expected to increase from 7,951 in 2015 to 9,470 in 2025. In 2015, 11.4% (906) are expected to be living in two-bedroom houses and this would increase to 1,079 in 2026. There would be a net increase in need of 173 from this particular cohort for two-bedroom dwellings.

C.11 Figure C.1 illustrates how the number of households by HRP age is expected to change over the plan period 2015-2026 for South Ribble. The overall trends are an increase in 60+ HRPs and marked reduction in 45-59 HRPS.

**Figure C.1 Change in HRP age groups 2015-2026: South Ribble**



Source: 2014-based MHCLG household projections

Tables C.2A and C2.B set out the projected change in households by age group and household type for South Ribble.

Age group	Household (HH) Type	Year		Change in households 2015-2026
		2015	2026	
15-24	One person	237	181	-56
	Couple only	182	143	-39
	Household with 1 or 2-children	540	672	132
	Household with 3-children	35	48	13
	Other multi-person household	125	119	-6
	<b>Total</b>	<b>1,119</b>	<b>1,163</b>	<b>44</b>
25-34	One person	1,106	860	-246
	Couple only	1,506	1,483	-23
	Household with 1 or 2-children	2,325	2,180	-145
	Household with 3-children	452	428	-24
	Other multi-person household	366	441	75
	<b>Total</b>	<b>5,755</b>	<b>5,392</b>	<b>-363</b>
35-44	One person	1,380	1,511	131
	Couple only	817	790	-27
	Household with 1 or 2-children	4,390	4,807	417
	Household with 3-children	832	721	-111
	Other multi-person household	407	415	8
	<b>Total</b>	<b>7,826</b>	<b>8,244</b>	<b>418</b>
45-59	One person	2,635	2,569	-66
	Couple only	2,990	2,169	-821
	Household with 1 or 2-children	4,283	4,504	221
	Household with 3-children	363	332	-31
	Other multi-person household	3,371	3,025	-346
	<b>Total</b>	<b>13,642</b>	<b>12,599</b>	<b>-1,043</b>
60-84	One person	6,131	6,340	209
	Couple only	7,951	9,470	1,519
	Household with 1 or 2-children	267	419	152
	Household with 3-children	18	26	8
	Other multi-person household	2,269	2,697	428
	<b>Total</b>	<b>16,636</b>	<b>18,952</b>	<b>2,316</b>
85+	One person	1,222	1,559	337
	Couple only	476	877	401
	Household with 1 or 2-children	10	18	8
	Household with 3-children	0	0	0
	Other multi-person household	191	288	97
	<b>Total</b>	<b>1,899</b>	<b>2,742</b>	<b>843</b>

Continued overleaf/...



Age group	Household Type	Year		Change in households 2015-2026
		2015	2026	
<b>ALL</b>	One person	12,711	13,020	309
	Couple only	13,922	14,931	1,009
	Household with 1 or 2-children	11,815	12,600	785
	Household with 3-children	1,700	1,555	-145
	Other multi-person household	6,729	6,985	256
	<b>Total</b>	<b>46,877</b>	<b>49,091</b>	<b>2,214</b>

Source: MHCLG 2014-based household projections (subject to rounding)

C.12 Table C.3 summarises the change in the number of households by age group for South Ribble Borough.

Year and HRP	Household type					
	One Person	Couple only	With 1 or 2 Children	With 3 Children	Other Multi-person	Total
<b>2015</b>						
15_24	237	182	540	35	125	1,119
25_34	1,106	1,506	2,325	452	366	5,755
35_44	1,380	817	4,390	832	407	7,826
45_59	2,635	2,990	4,283	363	3,371	13,642
60_84	6,131	7,951	267	18	2,269	16,636
85+	1,222	476	10	0	191	1,899
<b>Total</b>	<b>12,711</b>	<b>13,922</b>	<b>11,815</b>	<b>1,700</b>	<b>6,729</b>	<b>46,877</b>
<b>2026</b>						
15_24	181	143	672	48	119	1,163
25_34	860	1,483	2,180	428	441	5,392
35_44	1,511	790	4,807	721	415	8,244
45_59	2,569	2,169	4,504	332	3,025	12,599
60_84	6,340	9,470	419	26	2,697	18,952
85+	1,559	877	18	0	288	2,742
<b>Total</b>	<b>13,020</b>	<b>14,932</b>	<b>12,600</b>	<b>1,555</b>	<b>6,985</b>	<b>49,092</b>
<b>Change 2015-26</b>						
15_24	-56	-39	132	13	-6	44
25_34	-246	-23	-145	-24	75	-363
35_44	131	-27	417	-111	8	418
45_59	-66	-821	221	-31	-346	-1,043
60_84	209	1,519	152	8	428	2,316
85+	337	401	8	0	97	843
<b>Total</b>	<b>309</b>	<b>1,010</b>	<b>785</b>	<b>-145</b>	<b>256</b>	<b>2,215</b>

Source: MHCLG 2014-based household projections (subject to rounding)

C.13 Table C.4 applies arc<sup>4</sup> national household survey data on dwelling occupancy to the demographic trends across South Ribble over the period 2015-2026. The two right hand columns indicate the likely change in demand for dwelling types and sizes and how this translates to an overall percentage change in dwelling requirement. The majority of need will be for 3-bedroom (40.7%) followed by 2-bedroom (36.2%). 4 or more-bedroom (11.6%) and 1-bedroom (11.6%) are the same. Regarding dwelling type, analysis suggests a broad split of 55.2% houses, 26.3% bungalows (or level-access accommodation), 17.5% flats and 1.1% other.

Dwelling type/size	Age group of Household Reference Person						Total	% change
	15-24	25-34	35-44	45-59	60-84	85+		
1-bedroom house	0	-6	5	-13	23	4	13	0.6
2-bedroom house	11	-94	74	-171	308	103	232	10.5
3-bedroom house	8	-141	168	-408	856	236	720	32.5
4 or more-bedroom house	6	-35	102	-253	380	56	256	11.6
1-bedroom flat	10	-34	28	-71	165	100	197	8.9
2-bedroom flat	8	-40	25	-60	153	91	177	8.0
3 or more-bedroom flat	0	-4	4	-7	12	8	14	0.6
1-bedroom bungalow	0	-1	0	-3	27	19	43	1.9
2-bedroom bungalow	0	-5	4	-31	241	169	379	17.1
3 or more-bedroom bungalow	0	-2	5	-23	134	47	161	7.3
1-bedroom other	0	-2	1	-1	2	4	4	0.2
2-bedroom other	0	0	2	-2	8	5	13	0.6
3 or more-bedroom other	0	-1	1	-1	6	1	6	0.3
<b>Total</b>	<b>44</b>	<b>-363</b>	<b>418</b>	<b>-1,043</b>	<b>2,316</b>	<b>843</b>	<b>2,215</b>	<b>100.0</b>
Number of Bedrooms	Age group of Household Reference Person						Total	% change
	15-24	25-34	35-44	45-59	60-84	85+		
1	10	-42	34	-88	218	126	257	11.6
2	20	-138	105	-264	711	368	801	36.2
3	9	-147	177	-439	1,008	293	900	40.7
4 or more	6	-35	102	-253	380	56	256	11.6
<b>Total</b>	<b>44</b>	<b>-363</b>	<b>418</b>	<b>-1,043</b>	<b>2,316</b>	<b>843</b>	<b>2,215</b>	<b>100</b>

Note totals by age group may vary slightly due to rounding errors

Source: MHCLG 2014-based household projections and 2015 household survey

## Aspiration scenario

C.14 Under the aspiration scenario, the relationship between HRP/household type and dwelling type/size is based on the aspirations of households who are intending to move in the next 5 years. The profile of dwellings is applied to changes in HRP/household type over the plan period. The impact of this on overall dwelling type/mix is shown in Table C.5. Analysis indicates that the highest level of need is for 2-bedroom (56.7%) and 1-bedroom (20.6%) dwellings followed by 3-bedroom (20.3%) dwellings and 4 or more-bedroom dwellings (2.4%). Regarding dwelling type, analysis suggests a continued need for houses but a marked shift towards bungalow/level access accommodation, with broad split of 17.7% houses, 48.9% bungalows, 25.6% flats and 7.8% in other property types (for instance older persons specialist accommodation).

Dwelling type/size	Age group of Household Reference Person						Total change	% change
	15-24	25-34	35-44	45-59	60-84	85+		
1-bedroom house	0	-1	2	-17	9	49	42	1.9
2-bedroom house	12	-48	43	-175	319	18	170	7.7
3-bedroom house	17	-165	150	-340	454	10	126	5.7
4 or more-bedroom house	8	-113	189	-203	166	6	54	2.4
1-bedroom flat	1	-5	4	-38	132	156	250	11.3
2-bedroom flat	4	-17	14	-56	234	94	272	12.3
3 or more-bedroom flat	2	-2	1	-7	13	40	46	2.1
1-bedroom bungalow	0	-1	1	-9	59	32	82	3.7
2-bedroom bungalow	0	-5	5	-82	521	279	719	32.4
3 or more-bedroom bungalow	0	-2	7	-81	323	35	283	12.8
1-bedroom other	0	0	0	-3	18	68	84	3.8
2-bedroom other	0	-1	1	-19	59	55	95	4.3
3 or more-bedroom other	0	-3	2	-13	9	0	-6	-0.3
<b>Total</b>	<b>44</b>	<b>-363</b>	<b>418</b>	<b>-1043</b>	<b>2316</b>	<b>843</b>	<b>2215</b>	<b>100.0</b>
Dwelling size	Age group of Household Reference Person						Total change	% change
	15-24	25-34	35-44	45-59	60-84	85+		
1	1	-7	6	-67	218	305	457	20.6
2	16	-71	63	-332	1,133	447	1,255	56.7
3	19	-172	159	-442	799	85	449	20.3
4 or more	8	-113	189	-203	166	6	54	2.4
<b>Total</b>	<b>44</b>	<b>-363</b>	<b>418</b>	<b>-1,043</b>	<b>2,316</b>	<b>843</b>	<b>2,215</b>	<b>100</b>

Note totals by age group may vary slightly due to rounding errors

Source: MHCLG 2014-based household projections and 2019 household survey

## Expectation scenario

C.15 Under the expectation scenario, the relationship between HRP/household type and dwelling type/size is based on what households would accept to move to if they are intending to move in the next 5 years. The profile of dwellings is applied to changes in HRP/household type over the plan period. The impact of this on overall dwelling type/mix is shown in Table C.6. Analysis indicates a continued focus on 2-bedroom (54.4%) and 1-bedroom (23.3%) dwellings followed by 3-bedroom (19.7%) and larger 4 or more-bedroom dwellings (2.6%). Regarding dwelling type, analysis continues to suggest a shift away from houses, with broad split of 17.9% houses, 46.3% bungalows, 23.2% flats and 12.7% other property types (principally older persons specialist accommodation).

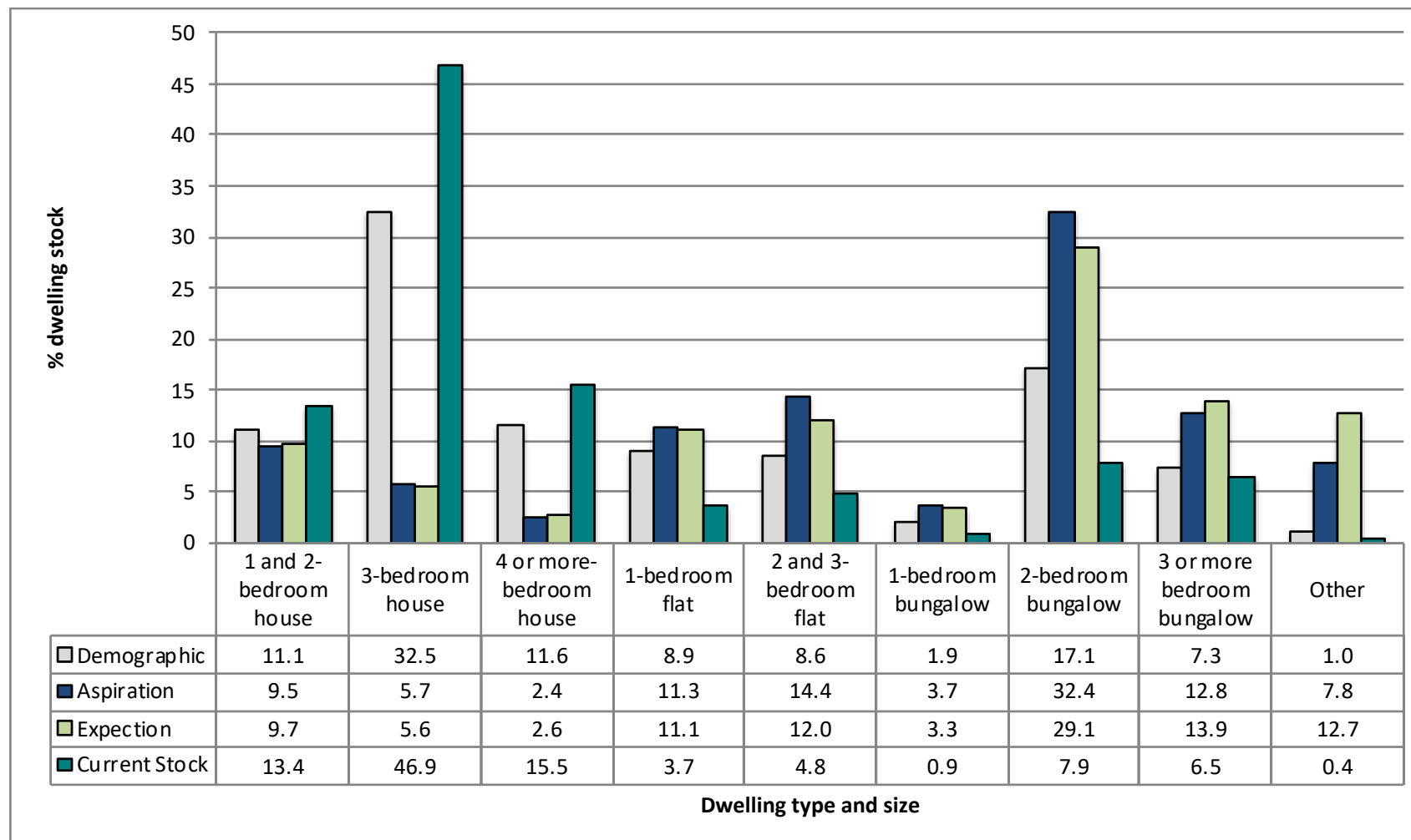
Dwelling type / size	Age group of Household Reference Person						Total change	% change
	15-24	25-34	35-44	45-59	60-84	85+		
1-bedroom house	0	-1	2	-17	9	61	54	2.4
2-bedroom house	12	-48	43	-175	319	9	160	7.2
3-bedroom house	17	-165	150	-340	454	9	124	5.6
4 or more-bedroom house	8	-113	189	-203	166	10	58	2.6
1-bedroom flat	1	-5	4	-38	132	153	247	11.1
2-bedroom flat	4	-17	14	-56	234	79	257	11.6
3 or more-bedroom flat	2	-2	1	-7	13	3	10	0.4
1-bedroom bungalow	0	-1	1	-9	59	23	73	3.3
2-bedroom bungalow	0	-5	5	-82	521	205	644	29.1
3 or more-bedroom bungalow	0	-2	7	-81	323	60	308	13.9
1-bedroom other	0	0	0	-3	18	128	143	6.5
2-bedroom other	0	-1	1	-19	59	104	144	6.5
3 or more-bedroom other	0	-3	2	-13	9	0	-6	-0.3
<b>Total</b>	<b>44</b>	<b>-363</b>	<b>418</b>	<b>-1043</b>	<b>2316</b>	<b>843</b>	<b>2215</b>	<b>100.0</b>
Number of Bedrooms	Age group of Household Reference Person						Total change	% change
	15-24	25-34	35-44	45-59	60-84	85+		
1	1	-7	6	-67	218	365	517	23.3
2	16	-71	63	-332	1,133	396	1,205	54.4
3	19	-172	159	-442	799	72	435	19.7
4 or more	8	-113	189	-203	166	10	58	2.6
<b>Total</b>	<b>44</b>	<b>-363</b>	<b>418</b>	<b>-1,043</b>	<b>2,316</b>	<b>843</b>	<b>2,215</b>	<b>100</b>

Note totals by age group may vary slightly due to rounding errors

Source: MHCLG 2014-based household projections and 2019 household survey

- C.16 Figure C.2 provides a further illustration of the variance between current stock and the alternative dwelling mix scenarios. Under the baseline demographic scenario, delivery of an increasing proportion of one-bedroom flats and bungalows is identified. However, under the aspiration and expectation scenarios, there is a shift towards flats and bungalows, particularly two-bedroom bungalows.

**Figure C.2 Summary of dwelling types in current stock and under baseline demographic, aspiration and expectation scenarios**



Source: 2019 household survey

## Summary of scenarios

C.17 Table C.7 summarises the outcome of the dwelling type/mix scenario analysis. The key message is by taking into account what people aspire to and what they expect to, there is an increased emphasis bungalows, flats and dwellings with one and two bedrooms.

Dwelling type/size	Scenario			Current stock (%)
	Demographic baseline (%)	Aspiration (%)	Expectation (%)	
1 and 2-bedroom house	11.1	9.5	9.7	13.4
3-bedroom house	32.5	5.7	5.6	46.9
4 or more-bedroom house	11.6	2.4	2.6	15.5
1-bedroom flat	8.9	11.3	11.1	3.7
2 and 3-bedroom flat	8.6	14.4	12.0	4.8
1-bedroom bungalow	1.9	3.7	3.3	0.9
2-bedroom bungalow	17.1	32.4	29.1	7.9
3 or more-bedroom bungalow	7.3	12.8	13.9	6.5
Other	1.0	7.8	12.7	0.4
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
Dwelling type	Demographic baseline (%)	Aspiration (%)	Expectation (%)	Current stock (%)
House	55.1	17.7	17.9	75.8
Flat	17.5	25.6	23.2	8.5
Bungalow	26.3	48.9	46.3	15.3
Other	1.0	7.8	12.7	0.4
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
Number of bedrooms	Demographic baseline (%)	Aspiration (%)	Expectation (%)	Current stock (%)
1	11.6	20.6	23.3	5.2
2	36.2	56.7	54.4	25.7
3	40.7	20.3	19.7	53.6
4	11.6	2.4	2.6	15.5
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

Note totals by age group may vary slightly due to rounding errors

## Overall dwelling mix by tenure

C.18 Table C.8 summarises dwelling type/size mix based on the demographic scenario. Note that the only major difference under the aspiration and expectation scenarios are higher proportions of bungalows and flats. The analysis also factors in the affordable needs evidence and covers the plan period 2015-2026. Data for the annual targets of 417 and 334 are presented, with an overall affordable housing target of 30%. The analysis can be revised if annual targets and affordable housing delivery targets are updated.

**Table C.8 Overall dwelling type/size and tenure mix under baseline demographic scenario and 417 annual target (number)**

Dwelling type/size	Tenure			Total
	Market (70%)	Affordable Rented (18%)	Affordable home ownership (12%)	
1 and 2-bedroom house	23	13	10	46
3-bedroom house	100	17	18	135
4 or more-bedroom house	35	4	10	48
1-bedroom flat	13	19	5	37
2-bedroom flat	21	8	4	33
3-bedroom flat	2	0	0	3
1-bedroom bungalow	7	1	1	8
2-bedroom bungalow	58	13	1	71
3 or more-bedroom bungalow	28	1	1	30
Other	4	0	0	4
<b>Total</b>	<b>292</b>	<b>75</b>	<b>50</b>	<b>417</b>
Number of bedrooms	Market (70%)	Affordable Rented (18%)	Affordable home ownership (12%)	Total
1	12	30	6	48
2	114	23	15	151
3	131	18	20	170
4	35	4	10	48
<b>Total</b>	<b>292</b>	<b>75</b>	<b>50</b>	<b>417</b>
Dwelling type	Market (70%)	Affordable Rented (18%)	Affordable home ownership (12%)	Total
House	158	33	39	230
Flat	36	27	9	73
Bungalow	93	14	2	110
Other	4	0	0	4
<b>Total</b>	<b>292</b>	<b>75</b>	<b>50</b>	<b>417</b>

Note totals by age group may vary slightly due to rounding errors

**Table C.9 Overall dwelling type/size and tenure mix under baseline demographic scenario and 334 annual target (number)**

Dwelling type/size	Tenure			Total
	Market (70%)	Affordable Rented (18%)	Affordable home ownership (12%)	
1 and 2-bedroom house	19	10	8	37
3-bedroom house	80	13	15	109
4 or more-bedroom house	28	3	8	39
1-bedroom flat	10	16	4	30
2-bedroom flat	17	6	3	27
3-bedroom flat	2	0	0	2
1-bedroom bungalow	6	0	1	7
2-bedroom bungalow	47	10	1	57
3 or more-bedroom bungalow	23	1	1	24
Other	3	0	0	3
<b>Total</b>	<b>234</b>	<b>60</b>	<b>40</b>	<b>334</b>
Number of bedrooms	Market (70%)	Affordable Rented (18%)	Affordable home ownership (12%)	Total
1	10	24	5	39
2	91	18	12	121
3	105	15	16	136
4	28	3	8	39
<b>Total</b>	<b>234</b>	<b>60</b>	<b>40</b>	<b>334</b>
Dwelling type	Market (70%)	Affordable Rented (18%)	Affordable home ownership (12%)	Total
House	127	27	31	184
Flat	29	22	7	58
Bungalow	75	12	2	88
Other	3	0	0	3
<b>Total</b>	<b>234</b>	<b>60</b>	<b>40</b>	<b>334</b>



## Technical Appendix D: Affordable housing definitions

Definitions relating to affordable housing are presented in the NPPF 2019 (Annex 2):

**Affordable housing:** 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) **Starter homes:** is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.
- c) **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.
- d) **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.

## Technical Appendix E: Agent Review

### Introduction

- E.1 Our aim was to gather further insights into the house sales and rental markets than is apparent from the data. We were particularly interested in learning more about local in gaps supply and what factors are driving local markets. Interviews were conducted on the basis that information would be reported in a non-attributable way. Interviews were designed to allow respondents to raise the issues that they thought were most important locally that they would ask the council to consider in its policy deliberations. 7 interviews took place during November 2019.

### The A59 corridor

- E.2 The A59 runs from Liverpool to York. The Liverpool to Preston section is of interest. The A5267 connects with the A59, just south of the district and this connects to Southport and other coastal towns towards Liverpool. There is no direct 'A' road connection to Leyland.
- E.3 The settlements of Much Hoole, Longton, Hutton and Penwortham were visited. Agents were interviewed at Much Hoole, Longton and Penwortham.
- E.4 At Longton the agent told us that the gap is mostly housing affordable to first time buyers priced at up to £130,000. There is also great deal of demand for 2-bedroom houses and bungalows from downsizers. This applies to the rental market too as some older households are seeking to sell up and rent to provide more funding for their retirement. The agent was clear that new build supply was not meeting the above needs, stating that in the local area there are more than enough 4-bedroom homes than are needed locally. The agent also told us that there was an acute shortage of rentals of all types and price points.
- E.5 Agents at Penwortham told us that the local gap in supply was family houses both for sale and rent. Drivers were the town's close proximity to the City of Preston and the presence of a grammar school at Hutton. Local new build was helping to meet need from first time buyers due to help to buy being offered.
- E.6 Agents were keen to point out the acute shortage of rental housing. Shortages were apparent across the board but most acutely for good quality family homes with off street parking. Agents blamed this on the unwillingness for landlords to invest due to changes to stamp duty on second homes, changes to the taxation of landlords and what was perceived as tougher regulation. We were told that some had sold their portfolio and retired. As there was little or no build to rent or investment from institutional investors agents thought that the supply/demand gap would only grow. New build in Preston, particularly apartments was the only place where supply was being improved on any scale. We were told that small investors continue to compete with first time buyers for cheaper terraced homes in order to 'flip' them rather than let them after undertaking improvements. 'Flipping' is buying, improving and re-selling in a short period of time.

- E.7 We came across several housing sites under construction including a McCarthy and Stone age restricted development. The sales agent for Linden Homes explained that the development involved registered provider Halo Homes for the 13 affordable homes. We were told that most interest and sales to date had been from households local to Penwortham Longton and New Longton.
- E.8 We were told by both agents that the local market was strongly connected to the City of Preston.

### The north eastern area

- E.9 Walton-le-dale is situated on the A6 just south of Preston, south of the River Ribble. It connects to the eastern settlements of Higher Walton, Coup Green and Gregson Lane via the A65. Whilst Walton le Dale is the northern end of a built-up area that includes Bamber Bridge and Lostock, the named settlements to the east are in a more rural setting.
- E.10 The agent at Walton le Dale confirmed that the branch covered the north eastern area described above plus Bamber Bridge. We were told that there were enough 4-bedroom homes and no more should be built. The gap was entry level housing and bungalows for older people.
- E.11 The agent told us that the market was very slow at the moment. Households were only relocating at the moment of they had to meaning that although the area had a significant housing capacity very little supply was coming out of it. The agent blamed the economic uncertainty of the Brexit process for this. The agent restated the point that this is why it is important that supply is available for first time buyers and older people, as these are the end points of conveyancing chains that get long and complex when supply is low.

The agent told us that there is little interest in terraced housing from either first time buyers or investors. It was explained that they form a large proportion of housing in the built up area and they are avoided by first time buyers. They are left to a diminishing group of investors, if priced appropriately.

We observed that new housebuilding taking place within the area; Grey Gable Farm Water Fold Farm but no sales agent was available to talk to us.

### Leyland and its surrounding area

- E.12 On our visit we observed current new build and recent new build on some scale affecting the town and its periphery. We also observed the significant amount of commercial and distribution activity at several locations due to Leyland's connection to the M6, M61 and M65 motorways.
- E.13 Insights from a local mortgage broker were particularly interesting. He told us that a loan to income ratio of 4.5:1 was typical of most transactions, and stress testing of an applicant's financial standing had led to few rejections. He considered that that most applicants had a realistic view of their spending power and would only make an offer on a dwelling and mortgage application if they were confident of their circumstances. We

were told that generally young people and first-time buyers were pursuing a strategy of buying the largest home they could afford and moving less frequently. He was concerned about first time buyers entering the newbuild market. This was because whilst new build is it is easy and affordable to access and presents few repair and maintenance issues, it is sold at a premium price which often does not reflect its resale value. He stated that some of his clients were now needing to move home but were prevented from doing so due to negative equity.

- E.14 Leyland agents could identify no gaps in re-sale supply. They considered that the town and its periphery offered a wide choice of housing in terms of type, number of bedrooms and price points. When pressed they suggested that the weakest part of the market was terraced housing where parking permit schemes were in operation. Agents stated that this might be a deciding factor when choosing from a short-list. This applied to owner occupiers and investors.
- E.15 Regarding the impact of new build housing agents believed that this had little impact on the town centre housing market but had strengthened the local economy due to a growing population. Agents told us that the customer for new build had different characteristics to resale customers once first -time buyers were taken out of the equation. New build homes tended to attract a higher proportion of incomers to the area as it was relatively easy to move into a new build especially of relocating some distance. They thought that part exchange schemes were particularly effective. Agents also told us that incomers were often returners having left the area some time ago but wishing to return to give or receive support from local family members. Agents anticipated the forthcoming McCartney and Stone age restricted development but expressed concerns about high levels of service charges.
- E.16 Regarding private rented sector lettings agents reported very few homes becoming available for letting. Agents felt that this was partly due to Brexit but also because new lettings due to investors acquiring additional homes were rare due to the impacts of government policy on the sector described above. Every vacancy was subject to multiple viewings and lettings occurred very quickly from waiting lists.

## Conclusion

- E.17 The main issues brought to our attention from agents is, that in their view:
- further 4-bedroom homes are not needed by local residents;
  - the priority should be family homes 2 and 3-bedrooms in the resale sector and 3-bedroom family homes with of street parking or unrestricted street parking in the private rented sector;
  - a further priority should be housing that is suited toward the elderly downsizer; and
  - there is a need to attract new rental investors into the area as local small investors are either failing to invest or are disinvesting, whilst demand continues to grow.

## Technical Appendix F: Specialist housing need

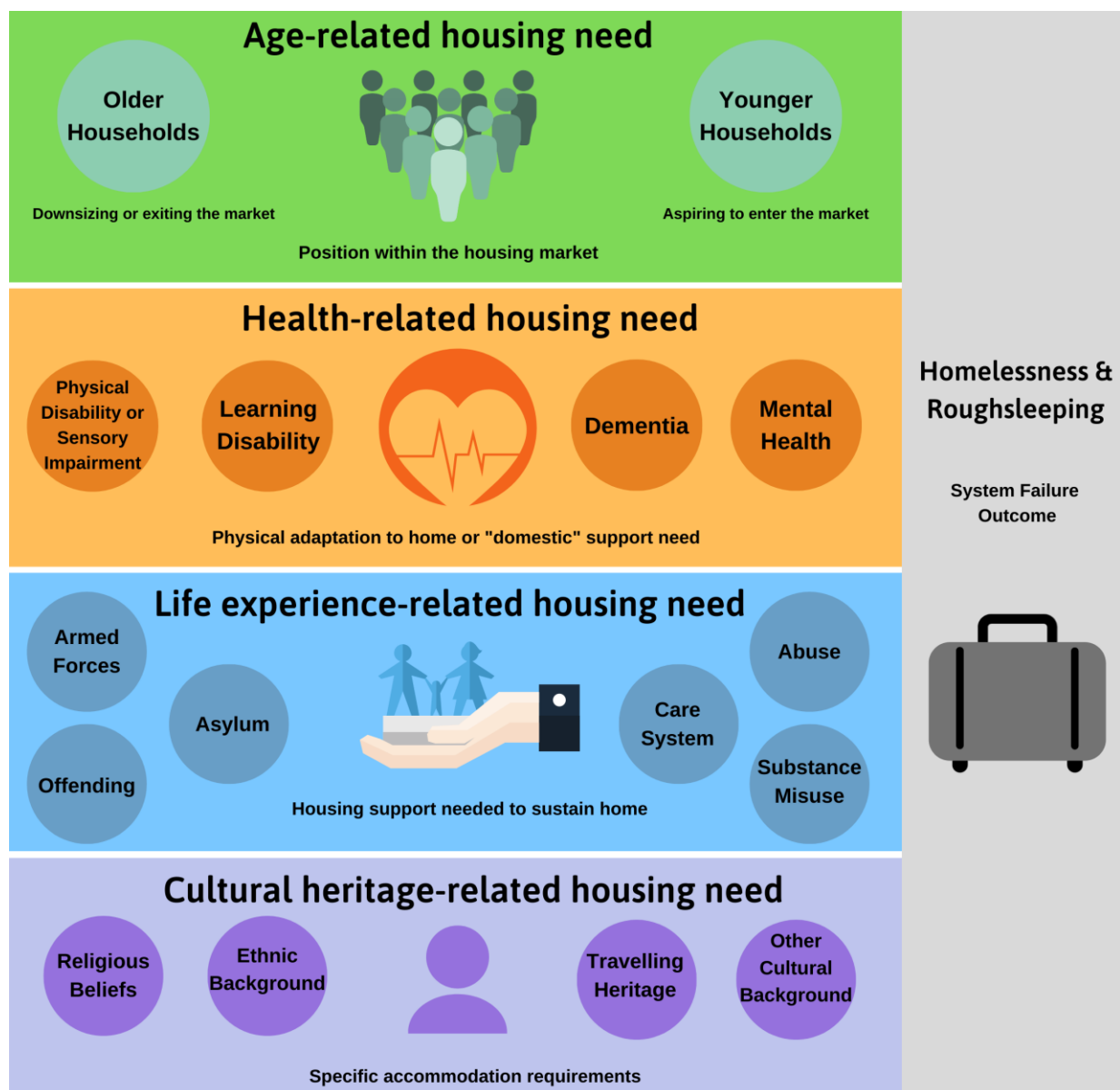
### Introduction

- F.1 The NPPF (2019) (Paragraph 61) acknowledges that there are a range of household groups who have particular housing requirements. It sets out that the needs of different groups should be assessed and reflected in planning policy in terms of the size, type and tenure of housing.
- F.2 Whilst a local housing needs and demand study is concerned with accommodation-based needs, i.e. providing an appropriate unit of accommodation, a comprehensive assessment of specialist housing need must also reflect upon the support which is required in this accommodation in order to enable the stay in that accommodation to be sustainable.
- F.3 arc<sup>4</sup> recognise that this is a complex area requiring discussion with social care and health commissioners and service managers. This is a development area for us, and the content of this appendix is the result of some exploration of these issues, although we recognise that there is scope for this to be explored in much greater depth in a standalone assessment.

### Our understanding of specialist housing need

- F.4 Figure F.1 begins to explore our understanding of the various elements of specialist housing need and population groups which should be considered:
- **Age-related housing need** – this concerns the position of particular age groups in the housing market due to life events and the demand this creates for accommodation units of a certain size or affordability.
  - **Health-related housing need** – a household's health may be a determining factor in the type of accommodation they require or the support they need to receive. For most in this group the need for specialist accommodation or support is likely to be a lifelong need.
  - **Life-experience related housing need** – supported accommodation may be needed by those affected by life experiences which may have disadvantaged their ability to live independently. The support required here may be shorter term with the intention of promoting independence in the longer term.
  - **Cultural heritage related housing need** – for those from a minority ethnic background there may be cultural heritage or religion related determined needs which impact on the type of accommodation required.
- F.5 For all of the above groups the prevalence of homelessness can indicate a deficit of both appropriate and affordable accommodation options and support availability. This goes beyond the presence of households rough sleeping, reflecting the broad statutory definitions of homelessness to include those in inadequate or inappropriate accommodation who may be hidden from society's view.

Figure F.1 Establishing need associated with age, health and life experience



F.6 For the purpose of this local housing needs and demand study we have brought together intelligence from a range of different sources:

- primary data from our household survey data set;
- national secondary data sets;
- a review of the strategic and commissioning context locally; and
- discussions with key stakeholders where this has been possible

F.7 Our primary focus has been to fulfil the requirements of the PPG, hence greater detail being given on the needs of older person households and those with physical disabilities. We do however provide some context to the other groups locally.

## Planning Practice Guidance

- F.8 The February 2019 Planning Practice Guidance ‘Housing and economic needs assessment’ says that *‘The health and lifestyles of older people will differ greatly, as will their housing needs. Strategic policy-making authorities will need to determine in relation to their plan period the needs of people who will be approaching or reaching retirement as well as older people now’*. It continues *‘Strategic policy-making authorities will need to consider the size, location and quality of dwellings needed in the future for older people in order to allow them to live independently and safely in their own home for as long as possible, or to move to more suitable accommodation if they so wish. Supporting independent living can help to reduce the costs to health and social services and providing more options for older people to move could also free up houses that are under occupied.’*
- F.9 In June 2019, additional Planning Practice Guidance was issued which guides councils in preparing planning policies on housing for older and disabled people. The PPG also includes advice on accessible and adaptable housing. Regarding older people, the PPG says *‘The need to provide housing for older people is critical. People are living longer lives and the proportion of older people in the population is increasing...Offering older people a better choice of accommodation to suit their changing needs can help them live independently for longer, feel more connected to their communities and help reduce costs to the social care and health systems. Therefore, an understanding of how the ageing population affects housing needs is something to be considered from the early stages of plan-making through to decision-taking’<sup>36</sup>*
- F.10 Regarding people with disabilities, the PPG says *‘The provision of appropriate housing for people with disabilities, including specialist and supported housing, is crucial in helping them to live safe and independent lives. Unsuitable or unadapted housing can have a negative impact on disabled people and their carers. It can lead to mobility problems inside and outside the home, poorer mental health and a lack of employment opportunities. Providing suitable housing can enable disabled people to live more independently and safely, with greater choice and control over their lives. Without accessible and adaptable housing, disabled people risk facing discrimination and disadvantage in housing. An ageing population will see the numbers of disabled people continuing to increase and it is important we plan early to meet their needs throughout their lifetime.’<sup>37</sup>*
- F.11 The PPG notes that *‘for plan-making purposes, strategic policy-making authorities will need to determine the needs of people who will be approaching or reaching retirement over the plan period, as well as the existing population of older people.’<sup>38</sup>*

## Setting the Context for Specialist Housing Need in South Ribble

- F.12 Due to the organisation of local government in the area, the social care function locally sits with the Lancashire County Council. Key strategic observations and priorities are

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<sup>36</sup> PPG June 2019 Paragraph: 001 Reference ID: 63-001-20190626

<sup>37</sup> PPG June 2019 Paragraph: 002 Reference ID: 63-002-20190626

<sup>38</sup> PPG June 2019 Paragraph: 003 Reference ID: 63-001-20190626

highlighted here to set a context to specialist housing needs within the district and the likely commissioning intentions of the authority.

- F.13 Key data relating to specific groups contained in these documents is used to inform the following sections of this technical appendix.

## Lancashire County Council

### Corporate Strategy<sup>39</sup>

- F.14 The County's Corporate Strategy sets out for *"Lancashire to be the county people choose to create a home, raise their children, develop a career and grow old in. We are committed to developing and celebrating our diverse communities, heritage and landscape to create a strong sense of place we can all be proud of."*
- F.15 The document's vision is focused around five objectives, which from a housing perspective include:
- Lancashire will be the place to live
    - People have good housing
    - People live healthier lives for longer
    - Our most vulnerable people are protected and supported
    - The county council and its partners will prioritise the care and support of Lancashire's most vulnerable residents, both young and old.
  - Lancashire will be the place where everyone acts responsibly
    - We will equip our most vulnerable people with the support and skills they need to do more for themselves
    - We commission, procure and provide services that provide maximum benefit to Lancashire residents

### Lancashire Health and Wellbeing Strategy<sup>40</sup>

- F.16 This strategy has been developed by Lancashire's Health and Wellbeing Board, with key stakeholders including the locality health and wellbeing partnerships. Our ambition is to work better together to deliver real improvements and address the inequalities in the health and wellbeing of Lancashire's citizens and communities.
- F.17 The strategy aims to promote working together to:
- Achieve changes in the way that partners work; resulting in more effective collaboration and greater impact on health and wellbeing in Lancashire;
  - Learn the lessons arising from this collaboration to strengthen future working together;
  - Pursue the "Triple Aim" of improving outcomes, enhancing quality of care and reducing costs.

<sup>39</sup> <https://www.lancashire.gov.uk/media/908444/corporate-strategy.pdf#page=2>

<sup>40</sup> <https://www.lancashire.gov.uk/media/907203/lancashire-health-and-wellbeing-strategy.pdf>



- F.18 It is clearly recognised that the availability of affordable and suitable housing makes an important contribution to health. Too many people in Lancashire cannot afford to keep their home warm in the winter. This contributes to a number of health problems including heart disease and stroke, respiratory diseases and poor mental health, placing demand on our services. It is important to work with planners, developers, housing authorities, landlords and health services to improve the quality and availability of suitable housing.

### Joint Strategic Needs Assessment Toolkit<sup>41</sup>

- F.19 The purpose of the health needs assessment is to better understand the health and wellbeing status of a particular population so that needs can be met, assets utilised, and health and wellbeing improved.
- F.20 The Lancashire Insight Area profile <sup>42</sup> for South Ribble highlights the following:
- a mosaic profile of local households classifies Lancashire residents by 15 main groups. Aspiring homemakers and suburban stability are two of the dominant groups in South Ribble;
  - the median house prices to earnings ratio in the authority is higher than many other Lancashire authorities;
  - a total of 9.5% of South Ribble households were in fuel poverty in 2019, which was the lowest rate in Lancashire and below the England average of 10.9%;
  - figures for life expectancy at birth reveal that South Ribble had a male average that was above the national figure and a female average just above the England and Wales figure; and
  - the 2019 Indices of Deprivation revealed South Ribble was the 210th most deprived area out of 317 districts and unitary authorities in England, when measured by the rank of average rank.

### Market Position Statement 2019<sup>43</sup>

- F.21 Lancashire County Council's Market Position Statement (MPS) is a consultation document that is a steppingstone to a more detailed statement that will address key issues across the whole of the health and social care system for Lancashire and South Cumbria.
- F.22 The purpose of the MPS is to provide information about the adult social care market in Lancashire so that current and prospective providers understand the local context, what is likely to change and where opportunities might arise in the future.
- F.23 Lancashire want to work differently with partners and providers to support a diverse and sustainable market which will meet the care and support needs of the people of Lancashire. They want to work with the market to:

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<sup>41</sup> <https://www.lancashire.gov.uk/lancashire-insight/jsna/jsna-toolkits/>

<sup>42</sup> <https://www.lancashire.gov.uk/lancashire-insight/area-profiles/local-authority-profiles/south-ribble-district/>

<sup>43</sup> <https://www.lancashire.gov.uk/media/912288/market-position-statement.pdf>

- prioritise investment in increasing the capacity and coverage of home care;
- develop and embed the use of technology enabled care in care and support services;
- explore how they can incentivise more providers to build homes with the right facilities for the changing needs of people;
- encourage and support fewer bed-based and more individually tailored community packages of care;
- actively promote direct payments to give our customers the greatest freedom and flexibility to meet their needs; and
- commissioning services that maximise independence, keep people healthy for longer and make full use of our communities' strengths and assets.

### Housing with Care and Support Strategy 2019 2025<sup>44</sup>

- F.24 This strategy defines housing with care and support as purpose built or adapted housing with the availability of up to 24/7 care and support services. Overarching messages for the market include:
- wanting to work with providers, developers and partners including district councils to encourage and enable investment in new types of innovative and flexible housing; and
  - needing to reduce reliance on residential care by ensuring alternative options are available to help manage the growing demand and financial pressures.

### Care, Support and Wellbeing of Adults in Lancashire<sup>45</sup>

- F.25 This strategy's vision is to *"support people to live as independently and healthily as possible, with the right level of care for the right amount of time for themselves and their carers."*
- F.26 The County Council are working to ensure people in Lancashire are:
- safe, secure and connected to their local community;
  - maximising their potential, remaining healthy and feeling well; and
  - living as independently as possible in their own home, or close to home, with appropriate care and support if needed.
- F.27 It is recognised that when compared to other councils with similar population sizes and needs, Lancashire not only spend more but rely more heavily on intensive long-term support, especially residential and nursing care. This has the unintended consequence of actually reducing people's independence and is detrimental to long term health and wellbeing. The county intend to increase the availability of 'supported accommodation' options, which we know are working well in other places in the UK.

<sup>44</sup> <https://www.lancashire.gov.uk/media/912048/housing-with-care-strategy.pdf>

<sup>45</sup> <https://www.lancashire.gov.uk/media/910450/adult-services-vision-document-c-version-2final.pdf>

## South Ribble Borough Council

### South Ribble Corporate Plan 2019-23<sup>46</sup>

F.28 The Council's Corporate Plan sets the vision to have *"a healthy and happy community, flourishing together in a safer and fairer borough"*.

F.29 Key outcomes include:

- Health, Wellbeing & Safety
  - We will support our communities by working to develop more suitable community services and activities that can support independent living. We will provide information and support for people to take control of their futures and health.
  - Success will include:
    - More people telling us they feel safe at home and out and about
    - Fewer people homeless
- Place, Homes & Environment
 

We are focused on ensuring South Ribble remains a great place to live and work by protecting green and open spaces, safeguarding our environment, increasing the number of affordable homes and ensuring that development is managed.

  - Success will include:
    - We deliver affordable homes
- Excellence, Investment & Financial Sustainability
  - Excellent services and a strong financial position that enables us to invest in the right way.
- Our People and Communities
  - Strong and active communities where people are engaged and have a voice.
- Place, Homes & Environment
  - Our green spaces are valued, and development is well managed.

### South Ribble Housing Framework November 2017<sup>47</sup>

F.30 The council plans to introduce and implement policies to help ensure a diverse range of high-quality homes are provided across South Ribble that meet the needs and aspirations of both current and future residents. These homes are essential to support the growth ambitions of the council and the Central Lancashire City Deal programme. The priorities and actions identified within the housing framework will focus council and partner resources on the housing growth desired, and ensure that developments create and enhance healthy, sustainable and prosperous communities across the whole borough.

<sup>46</sup> <https://www.southribble.gov.uk/sites/default/files/19G374%20-%20SR%20-%20Corporate%20Plan%2019-20%20-%2020270919.pdf>

<sup>47</sup> <https://southribble.gov.uk/sites/default/files/South%20Ribble%20Housing%20Framework%20Final%20November%202017.pdf>

- F.31 The priorities to drive action and policy of the council include:
- Delivery of a range of quality new homes to meet the requirements of existing and new residents.
  - Ensure that sustainable communities are at the heart of the growth of housing.
  - Support the inclusion and health and wellbeing of residents through the provision of supported and adapted accommodation.
    - Develop and introduce a policy to support the development of housing for older and vulnerable People.
    - Continue to deliver an effective and efficient disabled facilities grant service
    - Work with health partners to seek additional funding opportunities for home improvements and adaptations to meet increasing demand.
    - Undertake a survey of all existing older person's accommodation as part of the housing condition survey
    - Explore the options to deliver more 1-bedroom accommodation in the borough.
  - Maintaining and, where possible, improving the quality of existing homes.

### South Ribble Homelessness Strategy <sup>48</sup>

- F.32 The review of homelessness services in South Ribble was carried out in late 2016 to early 2017 and is now due for renewal to reflect the new legislative framework of the Homelessness Reduction Act. The homelessness strategy is also due for renewal in December 2019.
- F.33 A briefing report to South Ribble's Scrutiny Committee in November/December 2019 provides an updated picture on homelessness demand:
- 817 people presenting as homeless in 2018/19, 658 of which were owed a presentation or relief duty by the authority;
  - family no longer willing to accommodate was the main cause of homelessness;
  - end of assured shorthold tenancy, domestic abuse, relationship breakdown and other reasons were the other main causes;
  - the borough does not have a significant number of rough sleepers - in November 2018 the Housing Options service reported 5 rough sleepers, 4 of whom were working with Preston Homelessness service;
  - 29 households accepted with a main duty in 2018/19; and
  - as at September 2019 there were 454 registered households in housing need on the Select Move social housing register.
- F.34 The report highlights that there are a number of gaps and improvements that could be made to services for homeless households. These include:

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<sup>48</sup> <https://www.southribble.gov.uk/sites/default/files/Homeless%20%20strategy%202016%20-%20final.docx>

- lack of support to clients since floating support was dis-continued;
- young people falling through the gap – particularly due to funding changes for supported accommodation;
- Universal Credit and its impact on people - the effect of advances is under reported;
- accommodation being the most important thing for everyone to move forward;
- affordability for under 25's;
- lack of supported accommodation for over 18's;
- lack of shared accommodation for under 35's;
- supported housing for complex needs; and
- lack of affordable 1-bedroom accommodation

## Age-related housing need

- F.35 Age related housing need related to the position of particular age groups in the housing market due to life events and the demand this creates for units of a certain size or affordability. Older households will be considering downsizing within the market and may require a greater supply of smaller units in order to do so.
- F.36 Affordable housing need is primarily the concern of younger households entering the market and is considered fully elsewhere in this assessment. For this chapter we therefore focus upon the needs of older persons for particular unit types.

## Housing for older people

- F.37 The NPPF Annex 2 defines older people as *'people over or approaching retirement age, including the active, newly-retired through to the very frail elderly; and whose housing can encompass accessible, adaptable general needs housing through to the full range of retirement and specialist housing for those with care and support needs.'*
- F.38 The February and June PPG recommends the following are considered in an assessment of older persons need:
- the future need for specialist accommodation (including but not restricted to age-restricted general market housing, retirement living or sheltered accommodation, extra-care or housing with care), broken down by type and tenure;
  - the need for care in residential care and nursing homes (C2);
  - the need for co-housing communities; and
  - the role of general housing and in particular bungalows and homes that can be adapted to meet a change in needs.
- F.39 PPG notes that *'plan-making authorities will need to count housing provided for older people against their housing requirement'*<sup>49</sup>. Over the period 2015-2026, the number of

<sup>49</sup> PPG June 2019 Paragraph: 016 Reference ID: 63-016-20190626

residents aged 65 and over is expected to increase by around 22% (Table F.1). The percentage increases are larger when looking at the categories of 75 years plus (47.9%) and 85 years plus (53.8%).

Older age groups	2015	2026	Number change	% change
All Older 65+	22,100	27,000	4,900	22.2
All Older 75+	9,600	14,200	4,600	47.9
All Older 85+	2,600	4,000	1,400	53.8

Source: ONS 2014-based subnational population projections

## Future need for specialist older person accommodation and residential care provision

F.40 Table F.2 sets out the categories of specialist older person accommodation, as shown on the Elderly Accommodation Counsel (EAC) website<sup>50</sup>. PPG recognises that *'there is a significant amount of variability in the types of specialist housing for older people. The list provided provides an indication of the different types of housing available but is not definitive. Any single development may contain a range of different types of specialist housing'*<sup>51</sup>

Category	Current number of units	Description
Age-exclusive housing	125	<p><b>EAC definition:</b> Schemes or developments that cater exclusively for older people, usually incorporate design features helpful to older people and may have communal facilities such as a residents' lounge, guest suite and shared garden, but do not provide any regular on-site support to residents.</p> <p><b>PPG definition:</b> This type of housing is generally for people aged 55 and over and the active elderly. It may include some shared amenities such as communal gardens but does not include support or care services.</p>
Care homes	412	<p><b>EAC definition:</b> A residential setting where a number of older people live, usually in single rooms, and have access to on-site care services. Since April 2002 all homes in England, Scotland and Wales are known as 'care homes', but are registered to provide different levels of care. A home registered simply as a <b>care</b></p>

<sup>50</sup> [www.housingcare.org](http://www.housingcare.org)

<sup>51</sup> PPG June 2019 Paragraph: 010 Reference ID: 63-010-20190626

Table F.2 Categories of older person accommodation		
Category	Current number of units	Description
		<p><b>home</b> will provide personal care only - help with washing, dressing and giving medication.</p> <p><b>PPG definition:</b> These have 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.</p>
Care home with nursing	386	A home registered as a <b>care home with nursing</b> will provide the same personal care but also have a qualified nurse on duty twenty-four hours a day to carry out nursing tasks. These homes are for people who are physically or mentally frail or people who need regular attention from a nurse.
Enhanced sheltered/close care	0	Sheltered housing that provides more in facilities and services than traditional sheltered housing but does not offer the full range of provision that is found in an Extra Care Housing scheme
Retirement/Sheltered housing	1,100	<p>EAC definition: <b>Sheltered housing (S)</b> 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.</p> <p><b>Retirement housing (R)</b> means housing developments of a similar type to sheltered housing (see below), but built for sale, usually on a leasehold basis.</p> <p>PPG definition: This 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.</p>
Extra Care housing or housing with care	136	<p>EAC definition: Extra Care Housing is housing designed with the needs of frailer older people in mind and with varying levels of care and support available on site. People who live in Extra Care Housing have their own self-contained homes, their own front doors and a legal right to occupy the property. Extra Care Housing is also known as very sheltered housing, assisted living, or simply as 'housing with care'. It comes in many built forms, including blocks of flats, bungalow estates and retirement villages. It is a popular choice among older people because it can sometimes provide an alternative to a care home.</p> <p><b>PPG definition:</b> This usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available</p>

Category	Current number of units	Description
		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 known as retirement communities or villages - the intention is for residents to benefit from varying levels of care as time progresses.  <b>Note</b> extra care can also provide accommodation for people with additional needs who are not older people
Total	2,159	

Source: EAC database [www.housingcare.org](http://www.housingcare.org)

F.41 Across the borough, there are around 2,159 units of specialist older persons accommodation. This includes 798 units of residential care (C2 planning use class) dwellings and 1,361 units of specialist older person accommodation (C3 planning use class). In terms of the ownership of this provision:

- 52.8% of is owned by registered/social providers and the local authority;
- 26.3% by private organisations;
- 11.3% by small/family businesses;
- 9.0% by charities; and
- 0.6% of accommodation is classified as 'other' or 'unknown'.

F.42 Table F.3 considers the current ratio of older people to current provision and then applies this ratio to future population projections. This results in a need for 652 additional units of specialist older persons accommodation (C3) and 382 additional units of residential care provision (C2) over the plan period to 2026.

Current provision (and planning use class)	Number of units 2019	Number aged 75 and over 2015	Number aged 75 and over 2035 (projected)	Change in need
		<b>9,600</b>	<b>14,200</b>	
		<b>Ratio of population to current provision</b>	<b>Ratio applied to 2026 population</b>	
Specialist older person (C3)	1,361	0.1418	2,013	652
Residential Care (C2)	798	0.0831	1,180	382
Total	2,159		3,194	1,035

Source: EAC database [www.housingcare.org](http://www.housingcare.org), ONS 2016-based subnational population projections



## Lancashire Housing with Care and Support Strategy 2018-2025<sup>52</sup> – Population projections and care costs

- F.43 Predicted changes to the older adults (aged 65 or over) population of Lancashire by 2025 (from 2017):
- 34,300 or 14% increase in the number of older adults;
  - 20,649 or 25% increase in the number of people with dementia; and
  - 21,502 or 17% increase in the number of people with a limiting long-term illness.
- F.44 In June 2018, Lancashire were supporting 3,214 older adults in long-term residential care at an average gross weekly cost of £515 per person, and 1,077 older adults in nursing care at an average gross weekly cost of £745 per person.
- F.45 In 2016/17, the number of council-supported long-term admissions to residential or nursing care homes per 100,000 population was 742 in Lancashire – higher than both the shire counties average of 560 and the England average of 611. N.B. There is variation in the profile at a district level in Lancashire

## People with dementia and early onset dementia

- F.46 The Lancashire Dementia Strategy 2018<sup>53</sup> estimates that there are 15,459 persons living with dementia in Lancashire, of which 63% are female, and this is projected to increase to 21,472 by 2025. This means that around 0.87% of the population of Lancashire is living with dementia, a figure that is significantly above the England average of 0.76%. Lancashire also has rates that are significantly higher than the England average for inpatient hospital use, emergency admissions and mortality amongst people with dementia aged over 65.. The highest prevalence of dementia is in Wyre (2.59%), Fylde (2.58%), Lancaster (2.17%) and the Ribble Valley (2.17%) .

## Senior co-housing communities

- F.47 Senior co-housing is specifically mentioned in PPG as a housing option for older people: *‘Senior co-housing communities are created and run by residents, based on the intention to live with a group of people of a similar age. The sites often consist of self-contained private homes as well as shared community space. Some communities offer an additional option for informal care.’*

## The role of general housing and in particular bungalows and homes that can be adapted to meet a change in needs

- F.48 PPG comments that *‘Many older people may not want or need specialist accommodation or care and may wish to stay or move to general housing that is already suitable, such as bungalows, or homes which can be adapted to meet a change in their needs. Local authorities will therefore need to identify the role that general housing may*

<sup>52</sup> <https://www.lancashire.gov.uk/media/912048/housing-with-care-strategy.pdf>

<sup>53</sup> <https://www.lancashire.gov.uk/media/905829/lcc-dementia-strategy-2018-2023.pdf>

*play as part of their assessment.* There are also around 7,470 bungalows in South Ribble accounting for 15.3% of overall stock and 4,230 flats accounting for 8.6% of stock which will be providing accommodation for older people.

- F.49 Many older people want to remain in their own homes with help and support when necessary and so there will be an increasing need to adapt existing homes. The actual scale of existing adaptations in the home nationally has been explored in the 2015/16 English Housing Survey (Table F.4). This identifies that, adaptations to bathrooms and grab rails are most frequently found in existing dwellings. Table F.4 estimates the number of households likely to have adaptations in South Ribble based on national data.
- F.50 Table F.4 then factors in the likely change in households (a 1,301 (+2.7%) increase by 2026) to establish the likely increase in the need to adapt existing dwellings. This can be achieved either through the adaptation of existing properties or through new build.

Table F.4 Likely level of property adaptation in South Ribble and future need for adaptations in the home				
Type of adaptation	% dwellings with adaptations (England)	South Ribble		
		Expected adaptations 2019	Expected adaptations 2026	Change in number of dwellings needing adaptations
Adapted bathroom	6.9	3,298	3,387	89
Grab rails	6.6	3,154	3,240	86
Adapted kitchen	2.8	1,338	1,375	37
Electrical modifications	2.1	1,004	1,031	27
Stair lift	1.7	812	835	23
Ramps	1.6	765	785	20
Hoists	0.5	239	245	6
Base		47,790	49,091	1,301

Source: 2015 Household Survey and MHCLG 2014-based household projections

Note: The baseline for this analysis is dwellings with existing adaptations rather than those who may need them now.

### Adult Social Care Commissioning Priorities

- F.51 The Housing with Care and Support Strategy 2019-2025<sup>54</sup> report that there are currently two purpose built extra care schemes in Lancashire, located in Ormskirk and Whitworth, and three schemes are under development in Chorley, Preston and Wyre. There are also a number of sheltered schemes with a 24-hour care team based on site. Lancashire County Council is consulting on the future of some of those schemes.
- F.52 The county recognise that they rely too much on the use of traditional models of residential care and want to help people maximise their independence through the accommodation in which they live, where at all possible.
- F.53 Lancashire report that as there are only two purpose-built schemes in Lancashire and three in development, there appears to be a significant under provision of extra care

<sup>54</sup> <https://www.lancashire.gov.uk/media/912048/housing-with-care-strategy.pdf>

schemes when comparing Lancashire to other areas. The indicative figures shown below demonstrate the potential need for housing with care and support for older people in Lancashire based on 15 units per 1,000 people aged 75 or over. However, any developers intending to enter the housing with care and support market are advised to undertake their own assessment of the need for housing with care and support in the proposed development area.

<b>District</b>	<b>Estimated no. of units needed</b>	<b>No. of units in existence or development</b>
Burnley	134	0
Chorley	206	65
Fylde	194	0
Hyndburn	123	0
Lancaster	238	0
Pendle	138	0
Preston	165	60
Ribble Valley	125	0
Rosendale	107	42
South Ribble	204	0
West Lancashire	217	111
Wyre	265	72
<b>Total</b>	<b>2,117</b>	<b>350</b>

Source: Lancashire Council (note total is 2,116 for estimated number of units needed – data reported as presented table across pages 9 and 10 in document <http://council.lancashire.gov.uk/documents/s138807/Appendix%20A.pdf>)

- F.54 There are 13 sheltered based extra care schemes not included in the above table. We are currently consulting on the future of some of these schemes, which means they may not all be classified as extra care in the future.
- F.55 The estimated potential demand of 2,117 extra care units is much higher than the approximate 1,000 units being proposed in the care and support strategy as the authority strive to be realistic about what can be delivered.
- F.56 South Ribble's Housing Framework <sup>55</sup> reports that there are 38 sheltered housing schemes in the borough. Currently, there are no purpose-built Extra Care Housing schemes. Progress Housing, the principal social housing landlord, is currently undertaking a process of reviewing and decommissioning outdated sheltered housing schemes.
- F.57 A McCarthy and Stone scheme is under construction at Burlington Gardens. Whilst private sector development of this type is a good indication of local need, there is no local connection criteria of residency and buyers will be attracted from outside of South Ribble.

<sup>55</sup> <https://southribble.gov.uk/sites/default/files/South%20Ribble%20Housing%20Framework%20Final%20November%202017.pdf>

- F.58 Lancashire's Care and Support Strategy's <sup>56</sup> ambition is to work with our key partners to develop a range of high-quality housing with care and support schemes across Lancashire by 2025 for both older adults and younger adults with disabilities. This will enable many more people to remain safe and independent in a suitable home environment that connects them to other people, their community and services they need or might need in the future.
- F.59 Key commissioning messages include:
- Housing with care and support is purpose built or adapted housing with a range of tenures and the availability of up to 24/7 care and support.
  - An aim to have at least one extra care scheme for older adults in each district and about 1,000 homes by 2025. New schemes will include a minimum of 60 homes and for South Ribble a requirement for 204 dwellings.

## Health-related housing need

- F.60 February 2019 PPG comments that *'The provision of appropriate housing for people with disabilities, including specialist and supported housing, is crucial in ensuring that they live safe and independent lives'<sup>57</sup>*. The NPPF and PPG provide definitions of people with disabilities.
- F.61 The NPPF Annex 2 defines people with disabilities as people who *'have a physical or mental impairment, and that impairment has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. These people include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs. The PPG notes that these disabilities, 'may generate a range of housing requirements which can change over time. Local planning authorities may also wish to consider groups outside of the scope of this definition in order to meet specific needs within their community. To enable disabled people to live more safely and independently, local planning authorities will need to consider their variety of needs in both plan-making and decision-taking'*.
- F.62 Figure D.1 earlier in the appendix has established a framework for considering the needs of people with disabilities and additional needs.

## Data sources

- F.63 A range of data has been collected which sets out the likely scale of residents who have particular disabilities and additional needs; and then considers any evidence regarding the nature of dwelling stock required to help meet the needs of different groups.
- F.64 The data assembled falls into the following categories:
- national sources including the census;
  - national disability prevalence rates applied to the local population, and

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<sup>56</sup> <http://council.lancashire.gov.uk/documents/s138807/Appendix%20A.pdf>

<sup>57</sup> PPG February 2019 Paragraph: 017 Reference ID: 2a-017-20190220

- feedback from stakeholders.

F.65 There can be variation in the estimates of residents with particular disabilities and additional needs. There are several reasons for this, for instance a person may self-report as having an illness/disability on the 2011 Census but not be known to service providers; and some data may be collected for specific administrative purposes, for instance when someone presents themselves to service providers for assistance. There are also variations in the timescales for data reported across different groups. Therefore, the data is not necessarily consistent across each of the needs groups, but a genuine attempt has been made to compile available data from published sources and primary research and to consider the accommodation needs of particular groups.

### Establishing the overall level of disability/support needs across South Ribble

F.66 A range of sources can be drawn upon to establish the overall scale of disability/support needs across the borough. The extent to which specific accommodation for different groups may be required is then explored using available data and specific gaps in understanding are also highlighted.

### Census 2011 data

F.67 The census records a baseline of broad measures of disability across the population. Table F.6 reports that across South Ribble, 4.9% of residents stated they were in bad or very bad health; there is an age-related gradient as this rises amongst the older age groups. A further 12.8% were in 'fair' health. The majority, 82.3%, were in 'very good or good health'. Overall, the 2011 Census estimates that around 19,162 residents were in fair or bad/very bad health and this represents 17.7% of residents. This compares with 18.3% for England.

Table F.6 Long-term health problem or disability			
Age Group	Measure of health (%)		
	Very good or good health (%)	Fair health (%)	Bad or very bad health (%)
Age 0 to 15	97.6	1.8	0.6
Age 16 to 24	95.8	3.4	0.8
Age 25 to 34	93.5	5.1	1.4
Age 35 to 49	87.5	9.2	3.3
Age 50 to 64	75.3	17.3	7.4
Age 65 to 74	60.6	29.1	10.4
Age 75 to 84	43.6	40.5	15.9
Age 85 and over	27.1	49.9	23.0
All categories: Age	82.3	12.8	4.9
Total by measure of health	89,063	13,871	5,291

Source: 2011 Census Table DC3302EW

- F.68 The extent to which measure of health varies by sub-area is shown in Table F.7. Analysis indicates that the proportion of residents with fair or bad/very bad health does not vary considerably.

Sub-area	% of residents with very good/good health	% of residents with fair health	% of residents with Bad or very bad health	Total % with fair, bad or very bad health	Base (all residents)
Bamber Bridge, Lostock Hall and Walton le Dale	82.0	12.9	5.2	18.0	24,033
Leyland	82.1	12.8	5.2	17.9	38,790
Penwortham	82.7	12.6	4.7	17.3	22,906
Eastern	83.1	12.5	4.4	16.9	8,299
Western Parishes	82.2	13.5	4.3	17.8	14,197
South Ribble	82.3	12.8	4.9	17.7	108,225

#### *National disability prevalence rates applied to South Ribble*

- F.69 The ONS Family Resources Survey provides national data on the number of people with disabilities by age group. This can be applied to population projections to establish the potential number of residents who have a disability at the start of the plan period in 2015. The data can be modelled to see how this is likely to change over the plan period up to 2026 (Table F.8). The number of people does not necessarily translate to a specific housing need, although it provides a further insight into the likely level of disability experienced by residents in the borough. The data indicates around 24,004 people are experiencing a disability in 2015 which represents 22.0% of residents in households. This is expected to increase to 23.8% by 2026. The number of people with a disability is expected to increase by 2,485 by 2026.

	Estimate of residents with a disability		
	Year		Change
	2019	2026	
Base (total in households with disability)	24,004	26,489	2,485
% of population with disability	22.0	23.8	

Source: ONS Family Resources Survey 2016/17 and ONS 2014-based population projections

- F.70 A household's health may be a determining factor in the type of accommodation they require or the support they need to receive. Those with a physical disability may require level access or wheelchair accessible accommodation whilst those with a reduced

capacity due to a learning disability or dementia may require intensive daily support. Individuals with poor mental health may also be in need of lower level support. For most in this group the need for specialist accommodation or support is likely to be a lifelong need.

### Physical Disability or Sensory Impairment

- F.71 The 2011 Census provides some detail on physical disability or limiting long term illness which has an impact on a person's day to day activities.
- F.72 Table F.9 shows that 8,653 (8.0%) residents reported that their daily activities were limited 'a lot', this is lower than the comparable England figure, 8.3%. In South Ribble 10,202 (9.4%) reported that their daily activities were limited 'a little' and this is higher than England, 8.3%. Table D.9 shows how this is again particularly associated with older age groups. According to census data in 2011 there were 9,530 people aged 65+ with a limiting long-term illness which caused their day to day activities to be limited. 48.9% of whom (4,664) report that their daily activities are limited a lot because of their illness. This compares with 50% for England.

Age Group	Daily activity limitations (%)		
	Day-to-day activities limited a lot	Day-to-day activities limited a little	Day-to-day activities not limited
Age 0 to 15	0.3	0.4	17.7
Age 16 to 24	0.2	0.3	10.1
Age 25 to 34	0.3	0.4	10.8
Age 35 to 49	1.0	1.4	20.0
Age 50 to 64	1.9	2.4	15.5
Age 65 to 74	1.6	2.1	6.1
Age 75 to 84	1.7	1.8	2.1
Age 85 and over	1.0	0.6	0.3
All categories: Age	8.0	9.4	82.6
Total by level of limitation	8,653	10,202	89,370

Source: 2011 Census Table DC3302EW

- F.73 The Lancashire Joint Strategic Needs Assessment (JSNA) data <sup>58</sup> sourced from the Projecting Adult Needs and Service Information (PANSI) website and the Projecting Older People Population Information (POPPI) website highlights the following:

#### *Moderate and serious personal care disabilities*

- In Lancashire there are an estimated 28,483 adults aged 18-64 living with a moderate personal care disability and 6,287 with a serious personal care disability;

<sup>58</sup> <https://www.lancashire.gov.uk/lancashire-insight/health-and-care/health/disability/physical-disability-in-adults/>

- By 2035 these estimates are expected to fall to 26,214 for moderate personal care disabilities and to 5,820 for serious personal care disabilities

#### *People aged 65+ who need help with at least one self-care activity*

- In Lancashire there are an estimated 71,104 adults aged 65+ who need help with at least one self-care activity;
- By 2035 these estimates are expected to rise to 96,501.

F.74 The South Ribble Housing Framework<sup>59</sup> reports that the Disabled Facilities Grant service provides funding that enables adaptation works to be carried out on homes of people (both children and adults) with needs to remain within their own homes. The Private Sector Housing Stock Condition Survey undertaken in 2012 identified that 2410 homes across the borough had adaptation. However, it identified that there is still a significant need and, taking account of the demographics, the need is likely to grow.

F.75 The stakeholder workshop held on the 16<sup>th</sup> December to inform this technical appendix reported that there was a real issue in adapting older properties for people's needs, particularly in the social housing stock and there was a need for further specifically designed provision.

## Learning Disability and Autism

F.76 The Lancashire JSNA data<sup>60</sup> for learning disabilities reports that:

#### *Baseline estimates of the number of people with learning disabilities*

- In Lancashire, 22,380 people (18+ years) are estimated to have a learning disability;
- By 2035 these estimates are expected to rise to 23,233
- Of the above 2019 baseline estimates, 3,892 people aged 18 to 64, and 711 people aged 65+ are estimated to have a moderate or severe learning disability in the Lancashire area (a total of 4,603 people aged 18+).
- By 2035, in the Lancashire area, the number of people with a moderate or severe learning disability aged 18 to 64 is expected to fall to 3,747 people. However, the number of people aged 65+ is expected to increase to 901 persons. Therefore, the total number of people aged 18+ with a moderate or severe learning disability is expected to rise to 4,648 people in the Lancashire area by 2035.

#### *Estimates of people with an autistic spectrum disorder*

- 9,399 people (18+ years) are estimated to have an autistic spectrum disorder in Lancashire
- By 2035 these estimates are expected to rise to 9,848.

<sup>59</sup> <https://southribble.gov.uk/sites/default/files/South%20Ribble%20Housing%20Framework%20Final%20November%202017.pdf>

<sup>60</sup> <https://www.lancashire.gov.uk/lancashire-insight/health-and-care/health/disability/learning-disability-in-adults/>



## Learning Disability and Autism Commissioning priorities

- F.77 The Housing with Care and Support Strategy 2019-2025 <sup>61</sup> reports that current supply of housing with care and support is not equitable across Lancashire – there are too many properties for shared households and not enough modern flat schemes which is restricting choice.
- F.78 Key facts:
- There are approximately 1,500 people with learning disabilities and/or autism living in more than 700 shared households at an average gross weekly cost of over £850 per person.
  - There are 185 people with mental health needs in shared households or flat schemes.
  - In June 2018, we were supporting over 257 adults with learning disabilities and autism in long-term residential care at an average gross weekly cost of £1,321 per person.
- F.79 The Maximising Occupancy in Supported Housing Consultation Documents (November 2019) reports approximately 160 of supported living schemes are carrying one or more vacancies (approximately 225 vacancies in total according to 2019 figures). Vacant tenancies place a financial strain on the remaining tenants and sometimes on the housing and support provider, and on the resources of the county council. The number of vacancies in supported housing look set to rise as some households will not meet the needs of an ageing population; tenants will pass away as they age, new tenants will move in but do not want to be there, some tenants will move out and as alternative options are developed some tenants will choose to move on to alternative solutions, leaving former co-tenants behind.
- F.80 Shared households' provision has been in existence for decades and, whilst this still represents one of the best ways of supporting some people, there is a need to offer more flat schemes incorporating around 12 homes.

## Mental Health

- F.81 The Housing with Care and Support Strategy 2019-2025 <sup>62</sup> reports that in March 2019, Lancashire County Council were supporting 268 adults with mental health needs in residential care, which is very high when compared to other councils, at an average gross weekly cost of £1,007 per person.
- F.82 Future commissioning for this group will take a similar model to learnings disabilities with clusters of self-contained units.

## Life-experience related housing need

- F.83 Supported accommodation in its broadest sense is generally provided for those individuals or households who are vulnerable to tenancy failure. For many this will be

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<sup>61</sup> <https://www.lancashire.gov.uk/media/912048/housing-with-care-strategy.pdf>

<sup>62</sup> <https://www.lancashire.gov.uk/media/912048/housing-with-care-strategy.pdf>

due to life experiences which may have disadvantaged their ability to live independently. These may include time in an institution or care, asylum or a history of abuse. The support required here may be shorter term which the intention of promoting independence in the longer term.

### Armed forces

- F.84 The Lancashire JSNA data<sup>63</sup>sourced from Ministry of Defence figures reported that Chorley, Fylde and Preston districts are the only three authorities in the county where military forces are stationed permanently. The recent South Ribble Homelessness report identifies 2 cases of ex-Armed Forces people presenting as homeless during 2018/19 has left HM Forces.
- F.85 SRBC is part of the Armed Forces Community Covenant <https://www.southribble.gov.uk/content/armed-forces-covenant> and supports local Armed Forces and the Community. The Council also has an Armed Forces Member Champion.

### Young Care Leavers

- F.86 The Lancashire JSNA data<sup>64</sup> suggests that
- There has been a significant increase in the number and rate of children becoming looked after since 2015 in Lancashire.
  - There were 1,964 recorded at the end of March 2018 equating to a rate of 79.0 per 10,000 population. This is much higher than in March 2015 (1,591 CLA, 65.0 per 10,000 population).
  - The 2018 rate was much higher when compared to the England (64.0) rate but lower than the North West (91.0).
  - The percentage of 19-21-year-old care leavers in suitable accommodation measures the suitability of accommodation as a proxy for the effectiveness of care leaving services. The Lancashire position has been improving significantly over the years; at the end of 2017/18 the rate of 88% was above than England (84%) and North West (87%) rates.
- F.87 Objective 5 of the Draft Corporate Parenting Strategy 2018-2022<sup>65</sup> aims that children and young people will have a suitable place to live and be cared for. The strategy strives to *“ensure that the children and young people we care for have a range of suitable and appropriate accommodation to meet their immediate and long-term needs”*.
- F.88 The strategy reports that all housing providers and district councils have an essential role to play in working with Lancashire County Council to provide enough good quality accommodation for care leavers. Lancashire County Council and its district partners are

<sup>63</sup> <https://www.lancashire.gov.uk/lancashire-insight/economy/major-employers/armed-forces-and-support-personnel/>

<sup>64</sup> <https://www.lancashire.gov.uk/lancashire-insight/health-and-care/social-care/childrens-social-care-overview/>

<sup>65</sup> <http://council.lancashire.gov.uk/documents/s142748/Appendix%20A.pdf>

working hard to ensure that when young people are ready to live more independently, we are able to provide a range of move-on accommodation with support, as required.

### Domestic Abuse

- F.89 Domestic abuse was highlighted as a top 5 cause of homeless presentation in South Ribble in 2018/19:
- 72 cases were owed a prevention duty
  - 31 cases were owed a relief duty
  - 5 cases were not deemed to be homeless
- F.90 There is a refuge located within the district with 8-9 accommodation units. Stakeholders highlighted that fact that nationally 60-70% people experiencing DA can't find a refuge and hence have to continue to tolerate / suffer present situation or move out and potentially become homeless.

### Substance Abuse

- F.91 The Lancashire JSNA data<sup>66</sup> suggests that alcohol indicators for South Ribble district are not significantly different to England.
- F.92 The specific needs of households are not considered strategically by the borough, so we are unable to observe any requirements in relation to specialist housing.

### Stakeholder feedback from Specialist Housing Need Workshop

- F.93 The stakeholder workshop held on the 16<sup>th</sup> December to inform this technical appendix reported that the following issues with access to accommodation for the above groups:
- move on from supported accommodation / supporting programmes is hindered by a lack of move-on housing
  - Young people particularly are forced to moving out of the area due to lack of suitable accommodation e.g. Preston, where there is a larger private rented sector
  - There are few houses in multiple occupation and general market shared housing options in the district
  - Homelessness is an issue in South Ribble, but it is often not recognised as there is a low level of rough sleeping. Hidden homelessness is a clear problem.
  - Some concerns were expressed that young people have an unrealistic view on what accommodation is available and there is a need to manage expectations

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<sup>66</sup> <https://www.lancashire.gov.uk/media/898058/south-ribble-summary.pdf>

## Cultural heritage related housing need

- F.94 For those from a minority ethnic background there may be cultural heritage or religion related determined needs which impact on the type of accommodation required. This would include the specific needs of particular BAME households as well as those from travelling communities.

## BAME Households

- F.95 We have been unable to find any data or strategic assessment regarding the needs of BAME households within South Ribble district. 2011 Census data illustrated that proportions across all minority ethnic groups are lower than the north west average (Table F.10).
- F.96 Stakeholders reported that South Ribble has or is in the process of re-housing a group of Syrian refugees however we are unclear on the number of households involved.

Ethnic Group	South Ribble		North West	
	number	%	number	%
<b>All usual residents</b>	<b>109,057</b>	<b>100.0</b>	<b>7,052,177</b>	<b>100.0</b>
<b>White</b>	<b>105,847</b>	<b>97.1</b>	<b>6,361,716</b>	<b>90.2</b>
White: English/Welsh/Scottish/Northern Irish/British	103,890	95.3	6,141,069	87.1
White: Irish	680	0.6	64,930	0.9
White: Gypsy or Irish Traveller	17	0.0	4,147	0.1
White: Other White	1,260	1.2	151,570	2.1
<b>Mixed/multiple ethnic groups</b>	<b>1,174</b>	<b>1.1</b>	<b>110,891</b>	<b>1.6</b>
Mixed/multiple ethnic groups: White and Black Caribbean	514	0.5	39,204	0.6
Mixed/multiple ethnic groups: White and Black African	99	0.1	18,392	0.3
Mixed/multiple ethnic groups: White and Asian	388	0.4	30,529	0.4
Mixed/multiple ethnic groups: Other Mixed	173	0.2	22,766	0.3
<b>Asian/Asian British</b>	<b>1,612</b>	<b>1.5</b>	<b>437,485</b>	<b>6.2</b>
Asian/Asian British: Indian	798	0.7	107,353	1.5
Asian/Asian British: Pakistani	241	0.2	189,436	2.7
Asian/Asian British: Bangladeshi	26	0.0	45,897	0.7
Asian/Asian British: Chinese	282	0.3	48,049	0.7
Asian/Asian British: Other Asian	265	0.2	46,750	0.7
<b>Black/African/Caribbean/Black British</b>	<b>268</b>	<b>0.2</b>	<b>97,869</b>	<b>1.4</b>
Black/African/Caribbean/Black British: African	78	0.1	59,278	0.8
Black/African/Caribbean/Black British: Caribbean	149	0.1	23,131	0.3
Black/African/Caribbean/Black British: Other Black	41	0.0	15,460	0.2
<b>Other ethnic group</b>	<b>156</b>	<b>0.1</b>	<b>44,216</b>	<b>0.6</b>
Other ethnic group: Arab	65	0.1	24,528	0.3
Other ethnic group: Any other ethnic group	91	0.1	19,688	0.3

Source: Census 2011 NOMIS

## Gypsy Travellers

- F.97 The Central Lancashire 2019 Gypsy and Traveller Accommodation Assessment (GTAA) analyses the latest available evidence to identify the accommodation needs of Gypsies and Travellers and Travelling Showpeople across the study area.
- F.98 The 2011 Census identified a total of 58 households across Central Lancashire where the Household Reference Person had a 'White: Gypsy or Irish Traveller' ethnicity:
- Chorley 16 households (12 lived in bricks and mortar and 4 in a caravan or other mobile or temporary structure);
  - Preston 35 households (27 lived in bricks and mortar and 8 in a caravan or other mobile or temporary structure); and
  - South Ribble 7 households (5 lived in bricks and mortar and 2 in a caravan or other mobile or temporary structure).
- F.99 The bi-annual DCLG Traveller caravan count has identified an average of 33 caravans over the last seven counts across Central Lancashire (Chorley 5, Preston 28 and South Ribble 0).
- F.100 In terms of Gypsy and Traveller site provision across Central Lancashire, there is one council site in Preston (with 15 pitches in total including one site manager pitch), one temporary authorised site in Chorley (2 pitches) and one unauthorised site (previously temporary authorised) at Catforth, Preston. There is currently no Travelling Showpersons' yard in Central Lancashire. The triangulation of secondary data, council records and field survey has identified a total of 22 Gypsy and Traveller pitches across Central Lancashire
- F.101 The GTAA concludes that there is no requirement for Gypsy and Traveller residential pitches in South Ribble for the Local Plan Period (to 2036). It is however recommended that the council consider the development of 5 transit pitches to address the short-term accommodation needs of households travelling through the district.

## Technical Appendix G: Intermediate tenure mix

- G.1 There is no data from the housing register on households who may want to move to intermediate tenure housing. Therefore, data from the English Housing Survey and from arc4 national surveys has been analysed to determine an appropriate profile for intermediate tenure dwellings
- G.2 The national age profile of households moving into intermediate tenures is available from the English Housing Survey (Table G.1)

<b>Table G.1 Age profile of households buying shared ownership properties</b>	
<b>Age group</b>	<b>2017-18</b>
under 25	12.0%
25-29	27.0%
30-39	34.0%
40-49	14.0%
50-59	8.0%
60-69	4.0%
70-79	1.0%
80 and above	0.0%
Total	100.0%
<b>Summary age group</b>	
15-24	12.0%
25-59	83.0%
60+	5.0%
Total	100.0%

- G.3 Arc4 national data provides evidence of what households require across all age groups. This can be applied to those requiring intermediate tenure on the basis that a range of dwelling types and sizes should be provided.
- G.4 Applying the age profile data to the arc4 national dataset results in the profile of dwellings by type and size presented in Table G.2.

<b>Dwelling type/size</b>	<b>%</b>
1 Bed House	1.2
2 Bed House	19.4
3 Bed House	36.9
4 or more Bed House	20.0
1 Bed Flat	9.1
2 Bed Flat	8.3
3+ Bed Flat	0.8
1-Bed Bungalow	1.3
2-Bed Bungalow	1.3
3+ Bed Bungalow	1.6
1 Bed Other	0.0
2 Bed Other	0.0
3+ Bed Other	0.0
<b>Total</b>	<b>100.0</b>

Source: arc4 surveys