

Housing Mix policy review

Both SH & WD have policies that seek to inform an 'appropriate housing mix'. This briefing paper examines the status of these policies and the mechanism for applying them.

Status of both policies and supporting evidence – are they even NPPF compliant.

Both policies can be seen below. The aim of both policies is broadly the same, and both policies rely on the Housing Market Needs Assessment as the evidence with which to inform housing mix.

WDBC Strategic Policy 8

Inclusive Communities

Development should provide a mix of housing sizes and types to meet the needs of the Borough's communities. Provision should particularly be made for smaller homes to meet the needs of existing and new households.

It is aimed to create a socially inclusive, balanced community with an adaptable environment suitable for a range of occupiers which meets the long term housing needs of all. When making spatial planning decisions and when determining planning applications the needs of the following groups must be addressed:

- i. an ageing population, providing appropriate housing and health care accessible to all people and which is capable of adaptation to reflect changing lifestyles;
- ii. young people, providing jobs, housing and lifestyle to enable them to stay in the area;
- iii. people whose circumstances make them vulnerable;
- iv. minority groups within the Borough.

All new residential developments will maximise the potential to incorporate the principles of Lifetime Homes Standards where viable.

SHDC DP11: Housing Mix and Tenure

Residential and mixed-use developments will be permitted where they provide an appropriate mix of dwelling types, tenures and sizes. This should reflect the identified local need in South Hams, and may include flats, small family sized units and housing suitable for older people, demonstrated by the latest Housing Market Needs Assessment and other local evidence.

The relevant National Planning Policy framework paragraphs relating to housing mix are:

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

- plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);
- identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and
- where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of

broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.

Housing

159. Local planning authorities should have a clear understanding of housing needs in their area. They should:

- prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The Strategic Housing Market Assessment should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:
 - meets household and population projections, taking account of migration and demographic change;
 - addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);³⁴ and
 - caters for housing demand and the scale of housing supply necessary to meet this demand;
- prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.

The NPPF is clear that the Local Planning Authority (LPA) should be using appropriate evidence to inform housing mix. In this regard both policies can be considered NPPF compliant.

Where there is an issue at present, is that both policies currently reference the 2006 HMNA as evidence. The 2013 SHMNA is in the public domain, and the key messages for both LPA should be extracted and used to identify some key requirements with regard to housing mix.

Position in SH where 5 year supply isn't in place – impact of NPPF on weight and use of policy

It is acknowledged that SHDC are currently unable to demonstrate a 5 year housing land supply. In paragraph 49 of the NPPF there are clear policy implications for LPAs that cannot demonstrate a 5-year housing land supply:

“Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.”

Neither WD Policy SP8 or SH Policy DP11 should be regarded as policies relevant to housing supply. The housing mix is a consideration once the broad principle of housing has been established, and these policies do not relate to overall housing numbers or locations. Both policies should be considered up-to-date, and be applied with the full weight apportioned to an NPPF compliant policy.

How we ensure Place Making and DM specialists work to apply policy in future

Place Making specialists have prepared an up-to-date summary for both LPAs from the 2013 SHMNA, shown below. Also, key information regarding demographic change will be accessed from the Neighbourhood Statistic website to provide an additional layer of understanding – this will allow both Place making and DM Specialists to determine if the key messages from the SHMNA are applicable on a site-by-site basis, or if the housing mix requirements could be adjusted to suit locally specific needs.

Clarification is required on the *intent* of the SH policy, what it is seeking to achieve.

South Hams SHMNA summary of overall housing stock:

□ South Hams has a total of 43,245 dwellings, 6,387 of these are currently classified as properties with no usual residents², equating to 14.8% of total stock³;

□ A total of 2,420 dwellings were been built within the South Hams during the 11 year period 2001/02 – 2011/12⁴. This represents an average of 220 per annum. Despite the recession and housing market downturn from 2008, delivery levels in South Hams have remained relatively stable over the period.

- The profile of the housing by type shows that around 38% of homes are detached, 26% are semi-detached, 22% are terraced, 14% are flats with the remainder being classified as other^[1]. This profile is reflected in the size of properties, with the average number of rooms per household in 2011 being 5.8 and the average number of bedrooms being 2.9.
- Concentrations of detached property within the Plymouth Fringe and Kingsbridge sub market areas.
- Smaller concentrations of semi-detached properties in the Ivybridge, Plymouth Fringe, Dartmouth and Totnes sub market areas.
- Relatively small concentrations of terraced property in evidence in Kingsbridge, Totnes and Dartmouth. Flatted properties are concentrated in Dartmouth, Totnes and Kingsbridge sub market areas.
- A large proportion of the South Hams local authority area is characterised by properties with relatively high numbers of bedrooms (above 3 per property). Notable exceptions, and evidence of smaller property sizes exist in parts of the Kingsbridge, Totnes and Dartmouth sub market areas.

^[1] Other includes people living in an 'unshared dwelling caravan or other mobile or temporary structure' or a 'shared dwelling'

- There is a relatively universal pattern of high levels of household spaces with no usual residents. This phenomenon is closely associated with second home ownership across a large area of South Hams. Relatively lower levels of household spaces with no usual resident are in evidence in the Plymouth Fringe sub-market area and parts of the Totnes sub market area.

South Hams SHMNA summary of demographic changes:

- The examination of the changing age profile of the population of the authority over this period showed that compared to the England and Wales profile South Ham's population profile has a notably high proportion of older persons, those aged 60+. In particular comparing the pyramids of the two Census years shows a notable increase in the proportion of people aged 60 – 70 between 2001 and 2011 in the authority. South Hams population profile also shows a sustained low proportion of people aged 20 to 30. This has been consistent historically with this low proportion of this age group in 2001 moving through to result in a notable decline in the proportion aged 30 – 40 between 2001 and 2011. The contraction of people aged 30 – 50 over the last ten years as a proportion of the population as a whole has also resulted in a reduction in the proportion of children in the authority;
- The age group 18-29 years is relatively sparsely represented across the whole of the local authority area. There is a small concentration of this age group in evidence in the Dartmouth sub market area.
- The 30-64 years age group is evident through concentrations of population in the Dartmouth, Totnes, Ivybridge and Plymouth Fringe sub market areas.
- A large part of South Hams also exhibits concentrations of population aged 65+ years. The spatial pattern associated with this age group includes a "coastal" dimension.
- As well as the age profile of the population the Census 2011 also provides a useful indication of the average size of households (number of persons per household). The SHMNA identified that in South Hams the average household size had changed from 2.29 in 2001 to 2.21 2011.

2011 Census Analysis / Population Structure	South Hams (All Parishes)	Sub-area					South Hams National Park Sub-areas
		Dartmouth	Ivybridge	Kingsbridge	Plymouth Fringe	Totnes	Dartmoor Fringe
0 – 17	18.3%	14.9%	21.5%	16.2%	18.2%	18.8%	18.8%
18 – 29	10.5%	11.3%	10.8%	9.9%	12.4%	9.8%	9.3%
30 – 64	47.4%	45.8%	48.1%	45.2%	48.8%	48.4%	49.0%
65+	23.8%	28.0%	19.6%	28.8%	20.5%	23.0%	22.8%
Total	83,140	9,922	20,718	18,856	9,617	18,528	5,499

Source: Census 2011

West Devon SHMNA summary of overall housing stock:

- The profile of the existing housing stock by type shows that around 43% of homes are detached, 25% are semi-detached, 21% are terraced, 10% are flats with the remainder being classified as other. This profile is reflected in the size of properties, with the average number of rooms per household in 2011 being 6 and the average number of bedrooms being 3.
- Notable concentrations of detached properties in the Chagford sub market area. A different pattern of concentration of semi-detached properties in the Dartmoor Forest and Princetown sub market areas.
- Notable concentrations of terraced and flatted properties in Chagford.
- In terms of property size, the majority of the local authority area is characterised by properties with a relatively large number of bedroom spaces (over 3.1 spaces).

West Devon SHMNA summary of demographic changes:

- Comparing the 2001 and 2011 Census shows that the population of West Devon has grown by 4,800 people over these ten years. This represents a growth of 9.8% which is the highest across the five authorities comprising the SHMNA area;
- Changes in the age profile of the population of the authority over this period show that compared to the England and Wales age profile West Devon's population includes a notably high proportion of older persons, defined as those aged 60 years +. In particular comparing the age profiles between 2001 and 2011 shows a notable increase in the proportion of people aged 60 – 70 between 2001 and 2011 in the authority.
- West Devon's population profile also shows a sustained low proportion of people aged 20 – 30, although the proportion of females aged 20 – 25 has increased

between 2001 and 2011. The overall low proportions of people within this age group would appear to have existed over a longer period of time with the low proportion of this age group in 2001 moving through to result in a notable decline in the proportion aged 30 – 40 between 2001 and 2011. The contraction of people aged 30 – 45 over the last ten years as a proportion of the population as a whole has also resulted in a reduction in the proportion of children in the authority;

- There are relatively low levels of population aged 18-29 years, with marginally elevated levels evident in the Dartmoor Forest and Princetown sub market area.
- Working age population in the age group 30-64 years exhibits concentrations in the Dartmoor Forest and Princetown sub market area as well as Tavistock.
- There are concentrations of population aged 65+ year in Tavistock, Okehampton and Chagford

Specialists can source information at a Parish level from:

<http://www.neighbourhood.statistics.gov.uk/dissemination/LeadHome.do?m=0&s=1389343556899&enc=1&nsis=true&nsck=false&nssvg=false&nswid=1280>

This will help to understand if changes in housing stock and demographic profile is broadly consistent with the average across the LPA, and if not, locally appropriate adjustment can be made that reflects the characteristics of the local area.

Clarify intention of housing mix policies

Using Parish data regarding housing stock and demographic profile, both LPAs will be seeking to achieve a more balanced profile of housing stock and demographic groups.

In particular, each LPA will be seeking to deliver more housing that meets the needs of:

An increasing older population

2 bed properties

Smaller garden sizes

One or split levels

Built with adaptability in mind

Particularly in coastal areas to increase diversity of housing stock

Young people

1 bed properties

Close to frequent public transport services

Close to recognised employment centres

Young families

2 and 3 bed properties

Larger garden sizes

Well dispersed throughout the District/Borough

Close to frequent public transport services

Close to recognised employment centres

Users with particular needs

Dwellings designed to accommodate people with reduced mobility

Dementia friendly dwellings and housing schemes

Well dispersed throughout the District

Proposed implementation of housing mix policies:

Both SHDC & WDBC should be seeking the following mix on housing schemes over 5 units:

35% - 1 and 2 bedroom properties

35% - 3 bedroom properties

30% - 4+ bedrooms

Of the housing that is provided, the type will be guided by whether the parish and/or settlement has a housing stock that varies significantly from the average across the District:

14% - flats

22% - terraced

25.5% - semi-detached

38% - detached

This information will be obtained using the ONS Neighbourhood Statistics data.

Subject to viability, each LPA would expect to see an equitable proportion of each dwelling type made available as affordable housing. Each LPA will seek to resist development proposals that allocate the smaller dwelling types for affordable housing and larger properties as open market dwellings, as this does not support our aim of enabling more equitable access to housing types across each area.

(Information regarding stock breakdown for WD to follow).