

Ecclesfield

Draft Housing Needs Assessment (HNA)

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Quality information

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List of acronyms used in the text:

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

1. Executive Summary

- 1.1 Ecclesfield is a Neighbourhood Area (NA) located in the city of Sheffield. The NA boundary covers the areas administered by Ecclesfield Parish Council. In some parts of the HNA data is broken down into 4 sub-areas agreed with the Working Party (Ecclesfield settlement, Grenoside, Chapeltown/Burncross, and High Green/Thorncliffe). It should be noted that where Ecclesfield is referred to in the report this relates to the entire NA, with the sub-area referred to as Ecclesfield settlement.
- 1.2 The 2021 Census recorded 31,128 individuals in Ecclesfield, indicating a decrease of 945 people since the 2011 Census.
- 1.3 There has been significant development in Ecclesfield in recent years. Sheffield City Council has provided data showing that 480 new homes have been built between 2011/12 and 2022/23. As of October 2023, outstanding commitments (dwellings on sites with planning permission) total 145 homes, with 14 of these under construction and 24 already built.
- 1.4 This Executive Summary details the conclusions of each chapter of this Housing Needs Assessment (HNA), addressing each of the themes agreed with the Working Party at the outset of the research.
- 1.5 Data from the 2021 Census is being released throughout 2023. At present, the available data covers population, households, tenure, and dwelling stock characteristics. Some data from the Census 2021 at the localised level, including parishes, will not be available until later in 2023, as well as data comparing numerous variables. As such this HNA will draw on the latest available data from the 2021 Census where possible and will also continue to use other data sets, including 2011 Census, Valuation Office Agency data, and ONS parish projections where necessary to build up evidence at the neighbourhood level.

Conclusions- Tenure and Affordability

Current tenure profile

- 1.6 At the time of the 2021 Census 76.4% of households in the NA owned their own home, significantly above levels across Sheffield (58.3%). Due to the dominance of this tenure in the NA, there was a smaller proportion of all other tenures than Sheffield and England. This is notable when considering the proportion of households living in social rented housing, with the NA having a significantly smaller proportion than the comparator geographies. Ecclesfield also had a small proportion of households living in the private rented sector.
- 1.7 There are variations in the tenure profile of the NA. Grenoside had the greatest proportion of households owning their own home (85.8%) and the smallest proportion of all other tenures. Just 6.1% of households lived in Affordable Housing in Grenoside. The

greatest proportion of households living in Affordable Housing lived in High Green/Thorncliffe, at 20.9%, above the NA as a whole.

Affordability

- 1.8 Between 2013 and 2022 house prices increased steadily, with some minor price fluctuation. In this time the median house price increased by 52.7%, peaking at £195,500 in 2022. Over the same period the lower quartile house price increased by 45.0%, peaking again in 2022 at £145,000. The median house price across Sheffield in 2022 was £190,000, slightly below the Ecclesfield median.
- 1.9 Local households on average incomes are, in theory, able to access entry-level home ownership but average (median) house prices would require an annual income 25.6% higher than the current average. Private renting is generally only affordable to average income households. Households made up of two lower quartile earners can only afford entry-level rents.
- 1.10 Turning to affordable home ownership options, it is recommended that, in the interests of viability, First Homes are delivered at a 30% discount in the NA. This makes the product affordable to households on average incomes and households with two lower quartile earners. Shared ownership appears to be slightly more affordable than First Homes but is broadly accessible to the same groups, with the exception of shared ownership at 10% equity which is affordable to households with one lower quartile earner. Affordable rents set out in the table above are substantially below market rents. Whilst affordable rents can be set at up to 80% of market rents, in many locations Registered Providers (housing associations) set them to ensure that they are affordable to those claiming housing benefit, i.e. at or below Local Housing Allowance levels. This means that they are in practice below 80% of market levels. This appears to be the case in Ecclesfield.
- 1.11 Affordable rented housing is generally affordable to households with one or two lower quartile earners. Households unable to afford any of the tenures considered (including socially rented units) will require additional subsidy through Housing Benefit/Universal Credit to access housing.

The need for Affordable Housing

- 1.12 AECOM estimates the need for 155 affordable rented homes per annum in Ecclesfield equating to a total of 2,482 over the plan period. This estimate may reflect very large levels of housing need on Sheffield City Council's waiting list and the households who have indicated a preference to living in the NA. This need is largely for social/affordable rent as it relates to households who live in unsuitable housing and who cannot afford to access market rents.
- 1.13 AECOM estimate potential demand for 52 affordable home ownership dwellings per annum in Ecclesfield, equating to a total of 837 over the Neighbourhood Plan period. It is important to keep in mind that the households identified in this estimate are, by and large, adequately housed in the private rented sector, Affordable Housing, or living in

other circumstances. They do not necessarily lack their own housing but would prefer to buy rather than rent.

Affordable Housing policy

- 1.14 AECOM suggests an indicative mix of Affordable Housing in response to the expectation that the delivery of Affordable Housing will be significantly lower than the needs identified. In this context, affordable rented tenures should be prioritised. It is suggested that 70% of Affordable Housing is delivered as social/affordable rent, with 30% affordable home ownership tenures. In line with national policy, 25% of Affordable Housing should be delivered as First Homes, with it suggested that these are delivered at a 30% discount. In the interests of diversity and maximising choice a further 5% is allocated to shared ownership, with shared ownership at 10% equity accessible to households with one lower quartile earner. Rent to Buy does not feature in the recommended mix as it was considered the least affordable tenure locally.
- 1.15 The expected level of delivery of Affordable Housing does not meet the scale of need identified in estimates of the need, with the need and demand identified significantly greater than the overall housing requirement figure for the NA. This may be in part due to the challenges and uncertainty surrounding housing requirements generally in the NA and Sheffield. Previous housing requirement figures for the NA allowed for Green Belt release, meaning Ecclesfield would be expected to deliver 1,000-1,500 new dwellings during the plan period. At present the allocations remain at 44 so this figure is used throughout the report, although this may be subject to change before the adoption of the emerging Local Plan.
- 1.16 Due to the expected level of delivery not meeting the Affordable Housing needs identified the recommendation is that the policy requirement is met wherever possible and for further avenues for delivering greater quantities of Affordable Housing to be explored.
- 1.17 Affordable housing is typically provided and made financially viable by its inclusion as a proportion of larger market developments, as guided by Local Plan policy. However, if the community wishes to boost the supply of affordable housing, there are other, more proactive routes available for its provision. For example, using neighbourhood development orders, identifying exception sites, or developing community land trusts are all ways of boosting the supply of affordable housing.

Conclusions- Type and Size

The current housing mix

- 1.18 In both 2011 and 2021 the greatest proportion of households in the NA lived in semi-detached, at c.45%. Over a quarter of households lived in detached dwellings, with the proportion increasing slightly over the decade. VOA data counts bungalows, with 10.9% of dwellings in Ecclesfield in 2022 bungalows, well above the 4.5% across Sheffield.
- 1.19 The greatest proportion of households living in flats lived in Ecclesfield settlement, with the greatest proportion of households living in terraced dwellings also in this sub area. Both Grenoside and Chapeltown/Burncross had over half of households living in semi-

detached dwellings, with the greatest proportion of households living in detached dwellings in Grenoside, potentially indicating that this is a higher value area.

- 1.20 It shows that Ecclesfield had a greater proportion of households living in both detached and semi-detached dwellings than Sheffield and England. The NA had a significantly smaller proportion of households living in terraced dwellings in 2021 than Sheffield, perhaps indicative of a lack of more affordable housing types.
- 1.21 Turning to dwelling size, between 2011 and 2021 there was little change in the size mix in Ecclesfield. There was an increase in the proportion of households living in 4+ bedroom dwellings, likely due to a combination of new development and extensions to existing dwellings, with decreases in the proportion of all other dwelling sizes. In 2021 Ecclesfield settlement had the largest proportion of households living in the smallest dwellings, with the smallest proportion in Grenoside. Grenoside had the greatest proportion of households living in 4+ bedroom dwellings, well above the comparator areas and the NA as a whole.
- 1.22 In 2021 the NA had a smaller proportion of 1-bedroom and 2-bedroom dwellings than both Sheffield and England. The NA had the greatest proportion of mid-sized dwellings, at 53.0% compared to 45.1% across Sheffield.

Population characteristics

- 1.23 In both 2011 and 2021 the greatest proportion of the population was aged 45-64 in the NA, decreasing slightly over the decade. The number of people aged 65-84 grew by 25.2%, with the number of people aged 85+ increasing by 16.4%. This is indicative of a relatively quickly aging population in the NA. In 2021 Grenoside had the oldest population, with 30.0% of the population aged 65+. High Green/Thorncliffe had the greatest proportion of children aged 0-14 and young people aged 15-24, perhaps suggesting a greater proportion of families in this sub-area.
- 1.24 Ecclesfield had the smallest proportion of single person households in 2021 when compared to Sheffield and England. Despite this, it had by far the greatest proportion of single person households aged 66 and over. When considering family households, Ecclesfield again had the greatest proportion of households aged 66 and over, at 16.2% compared to 8.5% across Sheffield. The NA also had a slightly greater proportion of households with no children than the comparator geographies.
- 1.25 Under-occupancy is relatively common in Ecclesfield, with 82.0% of households living in a dwelling with more bedrooms than required based on their household size. This is most common in family households aged 66 and over and family households aged under 66 with no children, suggesting that larger housing is not necessarily occupied by households with the most family members, but by households with the most wealth or by older households that have been unable or unwilling to downsize.

Future population and size needs

- 1.26 AECOM modelling suggests that by 2039 there should be an increase in the proportion of smaller 1-bedroom and 2-bedroom dwellings and some larger family homes, but on a

smaller scale. In order to reach the suggested mix it is recommended that delivery focusses on smaller dwellings. However, 2-bedroom dwellings are often more desirable on the open market than 1-bedroom dwellings and so some adjustment may be appropriate in these categories. The modelling suggests some future provision of mid-sized dwellings as well as larger 4+ bedroom dwellings. In essence the goal is diversification away from a relatively skewed current mix, with a need for a variety of sizes of home but particular emphasis on the smallest options.

- 1.27 It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the NA or on any particular site. These include the specific characteristics of the nearby stock of housing (such as its condition and design), the role of the NA or site within the wider housing market area (linked to any Local Authority strategies or plans) and site-specific factors.

Conclusions- Specialist Housing for Older People

- 1.28 There are currently 370 units of specialist accommodation for older people in Ecclesfield, 93% of which are available for social rent for those in financial need, with the remaining 7% offered for leasehold market purchase. There are also 5 care homes in the NA, with a total of 234 bedspaces.
- 1.29 2021 Census data suggests that at this time there were 3,881 individuals aged 75+ in the NA. It is projected that by the end of the plan period this will increase to 5,248, with the 75+ population accounting for 14.7% of the population by 2039 compared to 9.6% across Sheffield.

Specialist housing for older people

- 1.30 The potential need for specialist housing with some form of additional care for older people can be estimated by bringing together data on population projections, rates of disability, and what tenure of housing the current 55-75 cohort occupy in the NA. This can be sense-checked using a toolkit based on national research and assumptions.
- 1.31 These two methods of estimating the future need in Ecclesfield produce a range of 343 to 578 specialist accommodation units that might be required during the Plan period. These estimates are based on the projected growth of the older population, thereby assuming that today's older households are already well accommodated. If this is found not to be the case, it would justify aspiring to exceed the range identified here.
- 1.32 It is helpful to consider the breakdown in tenure and care within the potential need for specialist housing for older people in Ecclesfield. Table 6-3 shows that there is a greater need for market (62.6%) than affordable (37.4%) tenures. In addition, 93% of the current stock of specialist housing for older people in the NA is available for social rent, meaning future provision may need to be further skewed towards market delivery. There is a relatively even split between the need for sheltered and extra-care housing, with a slightly greater need for extra-care. The greatest sub-category of need is for market sheltered housing however (32.5%), although at least some of this need could be met

through at home adaptations or ensuring that future housing delivery is accessible and adaptable.

- 1.33 It is important for specialist housing for older people to be provided in sustainable, accessible locations, with cost-effectiveness and economies of scale also important factors to consider. It is considered that Ecclesfield is a suitable location for specialist accommodation for older people.

Care homes

- 1.34 Care home accommodation is defined as institutional accommodation rather than housing. AECOM has estimated the likely need for care home accommodation over the plan period, based on the HLIN SHOP toolkit prevalence rates for residential and nursing care homes for older people (aged 75+). Based on this rate and the expected increase of 1,367 individuals aged 75+ between 2021 and 2039, it is estimated that in 2039 there would be a need for 89 additional care home beds in the NA. Some of the need for care home beds might be met by independent housing accommodation and vice versa. In addition, some of this need could likely be met through the turnover in current care bed spaces.

Adaptable and accessible housing

- 1.35 Given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another key avenue to addressing those with relevant needs is to discuss the standards of accessibility and adaptability in new development.
- 1.36 The current emerging Local Plan policy NC4 sets an expectation that on developments of fewer than 50 new homes, 100% should be designed to be accessible and adaptable dwellings. On sites of 50 or more new homes this should be 98% accessible and adaptable and 2% wheelchair adaptable.

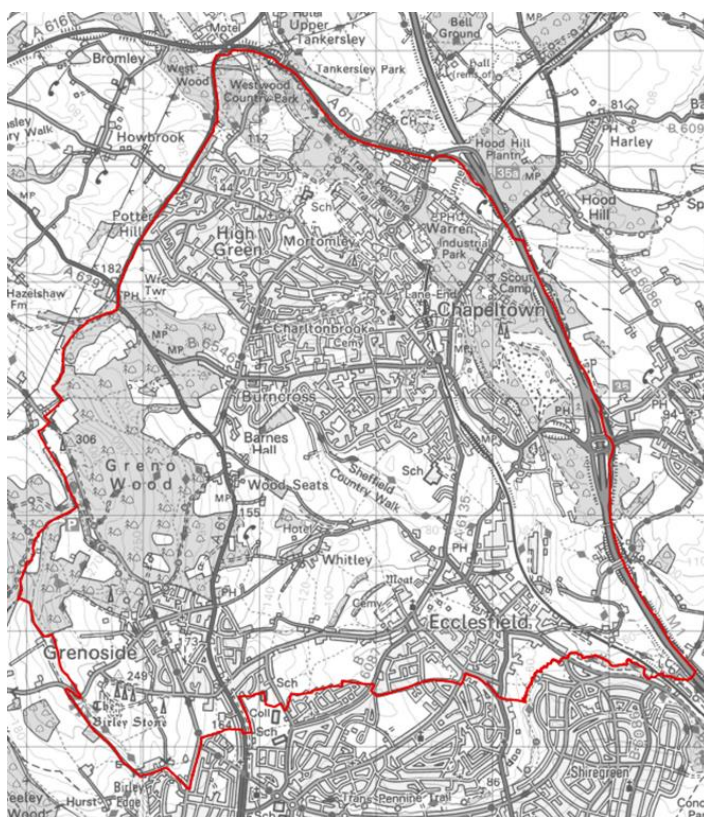
2. Context

Local context

- 2.1 Ecclesfield is a Neighbourhood Area (NA) located in the city of Sheffield in Yorkshire. The NA boundary aligns with the parish boundary and was designated by the City Council.
- 2.2 The Neighbourhood Plan is envisaged to start in 2023 and extend to 2039, therefore covering a period of 16 years. The evidence supplied in this report will look forward to the Plan end date of 2039, but where possible will also provide annualised figures which can be extrapolated to a different term if the Plan period changes.
- 2.3 Ecclesfield NA is comprised of numerous settlements, including Ecclesfield, Chapeltown, High Green, Grenoside, Burncross, Thorncliffe, and Whitley. It is located approximately 4 miles north of Sheffield city centre and c.5 miles north-west of Rotherham. The M1 runs along the eastern boundary of the NA, connecting London to Leeds. Chapeltown train station provides further connections to Sheffield, Leeds, and Huddersfield. In terms of amenities, the NA is well served, with a number of supermarkets, primary schools, pubs/restaurants, and a secondary school.

The NA boundary and key statistics

- 2.4 For Census purposes, the NA is made up, like the rest of England, of statistical units called Output Areas (OAs). A breakdown of the OAs relevant to Ecclesfield is provided in Appendix A, along with 4 sub-areas agreed with the Working Party (Ecclesfield settlement, Grenoside, Chapeltown/Burncross, and High Green/Thorncliffe). It should be noted that where Ecclesfield is referred to in the report this relates to the entire NA, with the sub-area referred to as Ecclesfield settlement. A map of the Plan area appears below in Figure 2-1.

Figure 2-1: Map of the Ecclesfield Neighbourhood Area

Source: Sheffield City Council¹

- 2.5 At the time of the 2011 Census the NA was home to 32,073 residents, formed into 13,876 households and occupying 14,266 dwellings. The 2021 Census indicates population decline of around 945 individuals (or -2.9%) since 2011, recording a total of 31,128 residents and 13,916 households. The average household size fell. Despite a decrease in population, the number of households grew over the decade, by 40 households, consistent with the fall in household size.
- 2.6 2021 Census data indicates that at this time there were 14,410 dwellings in Ecclesfield, an increase of 144 dwellings, a greater increase than suggested by the increase in households. Sheffield City Council completions data indicates that between 2011/12 and 2022/23 there were 480 dwellings delivered in Ecclesfield. This is significantly greater than the change noted in the Census between 2011 and 2021. This is in part due to 114 of the 480 dwellings being delivered post-Census, between 2021/22 and 2022/23. The Council data also does not take account of any demolitions which the Census would be able to note.

The housing market area context

- 2.7 Whilst this HNA focuses on Ecclesfield NA it is important to keep in mind that neighbourhoods are not self-contained housing market areas (HMAs). Housing market areas are usually wider than local authority areas and often stretch across a number of

¹ Available at <https://www.sheffield.gov.uk/sites/default/files/docs/planning-and-development/city-wide-plans-and-reports/ecclesfield/Ecclesfield%20Parish%20Boundary%20Map.pdf>

districts or boroughs. This is because housing market areas are inherently linked to the labour market, employment patterns and travel to work areas.

- 2.8 In the case of Ecclesfield, the NA sits within the Sheffield and Rotherham HMA which covers Rotherham and Sheffield. This means that when households who live in these authorities move home, the vast majority move within this geography. The housing market area also has links to other neighbouring areas. The Sheffield City Region comprises nine local authorities (Sheffield, Barnsley, Bassetlaw, Bolsover, Chesterfield, Derbyshire Dales, Doncaster, North East Derbyshire, and Rotherham).
- 2.9 At the neighbourhood scale it is not possible to be definitive about housing need and demand because neighbourhoods, including Ecclesfield, are closely linked to other areas. In the case of Ecclesfield, changes in need or demand in settlements nearby, such as the main urban area of Sheffield, is likely to impact on the neighbourhood.
- 2.10 In summary, Ecclesfield functions within a wider strategic area. As well as fostering good working relationships with the local planning authority (Sheffield City Council), it is therefore useful to think about the *role* of the neighbourhood within the wider area. This HNA can provide evidence to understand this role and the specific features of the neighbourhood within this wider context. Neighbourhood Plans can have a significant impact in shaping their neighbourhoods, enhancing the positive role the neighbourhood plays within the wider housing market, or developing policies to change entrenched patterns and improve housing outcomes in the neighbourhood and wider area.

Planning policy context

- 2.11 Neighbourhood Plans are required to be in general conformity with adopted strategic local policies.² In the case of Sheffield City Council, the relevant adopted Local Plan consists of the Sheffield Core Strategy, adopted in March 2009.
- 2.12 The emerging Local Plan will replace both the Core Strategy and the older saved policies. Regulation 19 consultation took place in early 2023, with the 'Sheffield Plan: Our City, Our Future' Publication (Pre-Submission) Draft consisting of 'Part 1: Vision, Spatial Strategy, Sub-Area Policies, and Site Allocations' and 'Part 2: Development Management Policies and Implementation. The emerging plan looks to run to 2039.
- 2.13 A detailed breakdown of the Local Plan policies relevant to housing need is provided in Appendix B. Here, it is worth summarising the most important points of the emerging Local Plan:
 - Emerging Local Plan Policy SP1 identifies an overall housing target of 2,090 homes per year for the local authority area between 2022 and 2039;
 - In Policy SP2 the settlements of Chapeltown and High Green are designated as a Principal Town (combined). The rest of the NA is located within the northeast Sheffield sub-area, with Whitley identified in SA9 as a 'Smaller Village'.

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

- Policy NC3 implies that 10% of all new dwellings are expected to be delivered as Affordable Housing on sites larger than 10 homes in Chapeltown / Ecclesfield. The suggested tenure mix within Affordable Housing is 25% social rent, 25% First Homes, and 50% affordable rent or intermediate (e.g. affordable home ownership) tenures;
- Policy NC4 sets out an expectation that in developments of fewer than 50 new homes, 100% should be designed to be accessible and adaptable dwellings. On sites of 50 or more new homes this should be 98% accessible and adaptable and 2% wheelchair adaptable.

Quantity of housing to provide

2.14 The NPPF 2021 (paragraphs 66 and 67) requires LPAs to provide neighbourhood groups upon request with a definitive or an indicative number of houses to plan for over the Neighbourhood Plan period.

2.15 Sheffield City Council has fulfilled that requirement by providing Ecclesfield with an indicative figure of 44 dwellings to be accommodated within the NA by the end of the Plan period as per emerging Local Plan allocations (see Appendix B). It should be noted that this is dependent on Sheffield City Council not releasing Green Belt land. Previous figures allowed for Green Belt release (opposed by the Parish Council and politically by Sheffield City Council), meaning Ecclesfield would need to deliver 1,000-1,500 new dwellings during the plan period. At present the allocations remain at 44 so this figure is used throughout the report, although this may be subject to change before the adoption of the emerging Local Plan.

3. Objectives and approach

Objectives

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

Affordability and Affordable Housing

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

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

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

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

Type and Size

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

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

- To establish what **mix** of housing exists in the NA at present;
- To describe relevant characteristics of the local **population**; and

- To look to the **future**, considering how the population is likely to evolve and what mix of homes would be most appropriate to build.

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

Specialist Housing for Older People

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

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

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

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

Approach

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

- ONS population and household projections for future years;
- ONS population age estimates for parishes (as 2021 Census data does not yet include age profile at small scales);
- Valuation Office Agency (VOA) data on the current stock of housing;
- Land Registry data on prices paid for housing within the local market;
- Rental prices from Rightmove.co.uk;
- Local Authority housing waiting list data; and

- Sheffield and Rotherham Strategic Housing Market Assessment 2018³.

3.12 Data from the 2021 Census continues to be released throughout 2023. At present, the available data covers population, households, tenure, and dwelling stock characteristics. Some data at the localised level, including parishes, will not be available until later in 2023, as well as data comparing numerous variables. As such, neighbourhood level HNAs will draw on the latest available data from the 2021 Census where possible and will also continue to use other data sets, including 2011 Census, Valuation Office Agency data, and ONS parish projections to build up evidence at the neighbourhood level.

³ <https://www.sheffield.gov.uk/sites/default/files/docs/housing/housing%20strategy/sheffield-and-rotherham-shma-july-2019.pdf>

4. Affordability and Affordable Housing

Introduction

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

Definitions

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

to own a home. As part of this, the Government has introduced a new product called First Homes, although this is not yet reflected in Annex 2 of the NPPF.⁴

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

Current tenure profile

4.5 The current tenure profile is a key feature of the Neighbourhood Area (NA). Patterns of home ownership, private renting and affordable/social renting reflect demographic characteristics including age (with older households more likely to own their own homes), and patterns of income and wealth which influence whether households can afford to rent or buy and whether they need subsidy to access housing.

4.6 Table 4-1 presents data on tenure in Ecclesfield compared with Sheffield and England from the 2021 Census. It shows that at this time Ecclesfield had the greatest proportion of households that owned their own home (76.4%), significantly above levels in Sheffield (58.3%) and England (61.3%). Due to the dominance of this tenure in the NA, there was a smaller proportion of all other tenures than the comparator geographies. This is notable when considering the proportion of households living in social rented housing, with the NA having a significantly smaller proportion than both England and Sheffield, with the proportion in the NA 9.5 percentage points below the wider local authority area. Ecclesfield also had a small proportion of households living in the private rented sector.

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

Tenure	Ecclesfield	Sheffield	England
Owned	76.4%	58.3%	61.3%
Shared ownership	0.2%	0.3%	1.0%
Social rented	13.1%	22.6%	17.1%
Private rented	10.4%	18.8%	20.6%

Sources: Census 2021, AECOM Calculations

4.7 It is also worth comparing how the tenure mix has changed in the last ten years, using the 2011 Census (see Table 4-2). Between 2011 and 2021 the number of households living in most tenures decreased in Ecclesfield, with the exception of the private rented sector. The increase of 44.4% in households living in this tenure may suggest declining affordability in the NA, with households less able to afford to purchase. There is also a notable decline in the affordable tenures, with the decrease in households living in shared ownership dwellings potentially due to households fully staircasing to full ownership or RPs selling stock.

⁴ The shape that the new First Homes product will take is set out in a Ministerial Statement issued in May 2021, available here: <https://questions-statements.parliament.uk/written-statements/detail/2021-05-24/hlws48>. The relevant update to PPG is available here: <https://www.gov.uk/guidance/first-homes#contents>.

Table 4-2: Tenure change (households) in Ecclesfield, 2011-2021

Tenure	2011	2021	% Change
Owned	10,731	10,625	-1.0%
Shared ownership	32	24	-25.0%
Social rented	2,001	1,820	-9.0%
Private rented	1,002	1,447	44.4%

Sources: Census 2021 and 2011, AECOM Calculations

4.8 There are variations in the tenure profile of the NA, with Table 4-3 showing the tenure mix in 2021 of the sub-areas of Ecclesfield. This shows that Grenoside had the greatest proportion of households owning their own home (85.8%) and the smallest proportion of all other tenures. Just 6.1% of households lived in Affordable Housing in Grenoside. The greatest proportion of households living in Affordable Housing lived in High Green/Thorncliffe, at 20.9%, above the NA as a whole.

Table 4-3: Tenure Ecclesfield sub areas, 2021

Tenure	NA	Ecclesfield (settlement)	Grenoside	Chapelton / Burncross	High Green / Thorncliffe
Owned	76.4%	67.6%	85.8%	82.9%	69.5%
Shared ownership	0.2%	0.4%	0.1%	0.2%	0.1%
Social rented	13.1%	18.3%	6.0%	6.6%	20.8%
Private rented	10.4%	13.7%	8.1%	10.3%	9.6%

Sources: Census 2021, AECOM Calculations

Affordability

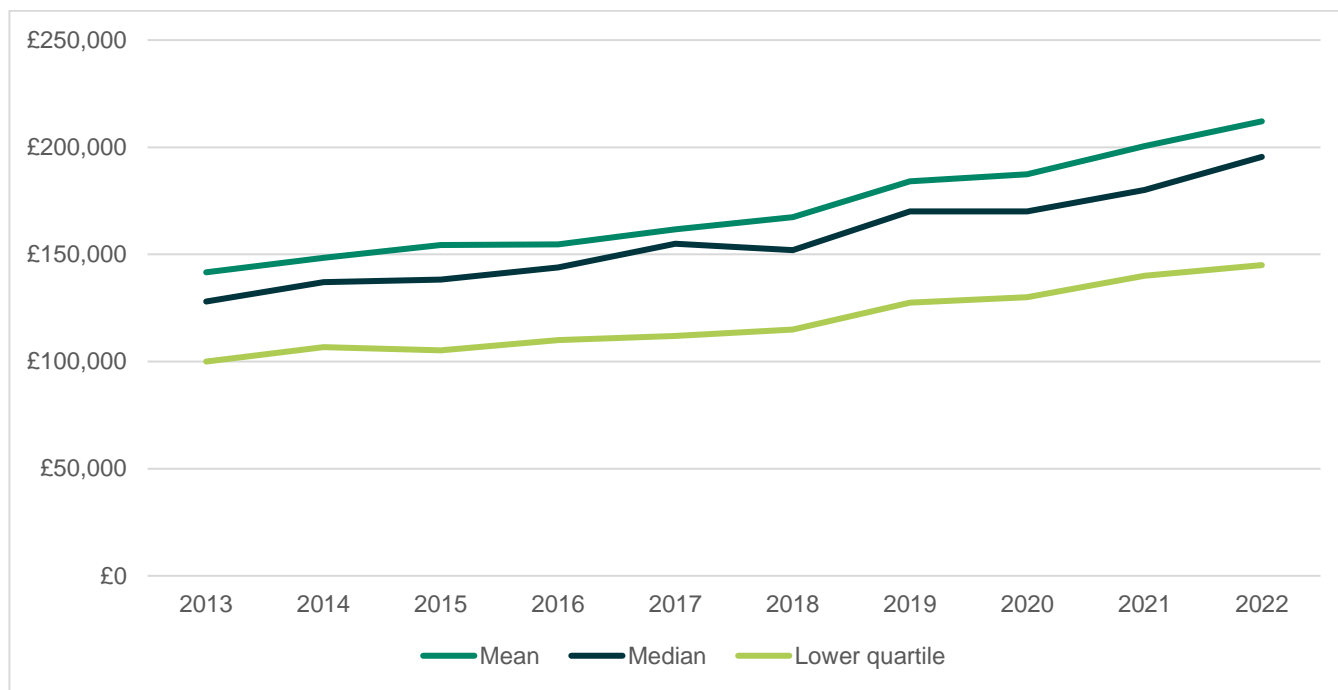
House prices

4.9 House prices provide an indication of the level of demand for homes within an area. The relationship between house prices and incomes determines whether housing is affordable to local households and, to a large extent, what tenure, type and size of home they occupy. Changes in affordability over time can indicate pressures in the housing market. As such, it is useful for the evidence base for plans to examine trends in prices and consider what this reveals about the local housing market.

4.10 Figure 4-1 looks at the average and lower quartile house prices in Ecclesfield based on sales price data published by the Land Registry. It shows that house prices increased steadily over the decade, with some minor price fluctuation. Between 2013 and 2022 the median (the middle number when the data is sorted from smallest to largest) house price increased by 52.7%, peaking at £195,500 in 2022. Over the same period the lower quartile (the middle figure of the lowest 50% of prices and a good representation of entry-level housing) house price increased by 45.0%, peaking again in 2022 at £145,000.

4.11 The median house price across Sheffield in 2022 was £190,000, slightly below the Ecclesfield median. The Sheffield lower quartile house price (£135,000) was also slightly below the NA's. This indicates that the NA may be a slightly higher value area than the wider local authority.

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



Source: Land Registry PPD

4.12 Table 4-4 breaks down house prices by type, presenting the median within each type. It shows that between 2013 and 2022 semi-detached dwellings experienced the greatest price growth, at 64.0%. Despite this, detached house prices remained the greatest of all the dwelling types. There is some minor year-on-year fluctuation in prices, likely due to the annual average by type being derived from a smaller sample size within each category than the overall average. This means that characteristics outside of the type of dwellings, such as size, location, and condition, may have a greater impact on the average.

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

Type	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Growth
Detached	£197,000	£199,975	£225,000	£215,000	£230,000	£244,250	£250,000	£261,500	£275,000	£298,500	51.5%
Semi-detached	£125,000	£137,000	£142,500	£145,000	£159,500	£157,875	£170,000	£170,000	£180,000	£205,000	64.0%
Terraced	£92,500	£95,000	£105,000	£110,000	£118,500	£115,000	£123,750	£129,975	£143,750	£143,000	54.6%
Flats	£87,500	£93,000	£87,500	£89,000	£88,950	£100,000	£117,000	£109,500	£116,000	£104,000	18.9%
All Types	£128,000	£137,000	£138,250	£143,900	£155,000	£152,000	£170,000	£170,000	£180,000	£195,500	52.7%

Source: Land Registry PPD

Income

- 4.13 Household incomes determine the ability of households to exercise choice in the housing market, and consequently the level of need for affordable housing products. Two sources of data are used to examine household incomes in the NA.
- 4.14 The first source is ONS's estimates of incomes in small areas. This is locally specific but limited to the overall average income (i.e. it does not provide the average income of lower earners). The average household income locally was £40,025 in 2018 (the most recent year for this dataset). Discussion about the area to which this data applies is provided in Appendix A.
- 4.15 The second source is ONS's annual estimates of UK employee earnings. This provides lower quartile earnings (i.e. the income of the lowest 25% of earners). However, it is only available at the Local Authority level. It also relates to individual earnings. While this is an accurate representation of household incomes where there is only one earner, it does not represent household income where there are two or more people earning. Sheffield's gross individual lower quartile annual earnings were £17,345 in 2022. To estimate the income of households with two lower quartile earners, this figure is doubled to £34,690.
- 4.16 It is clear from this data that there is a large gap between the spending power of average earning households and those earning the lowest 25% of incomes, particularly where the household in question has one earner only.

Affordability Thresholds

- 4.17 To gain a clearer understanding of local affordability, it is useful to understand what levels of income are required to afford different tenures. This is done using 'affordability thresholds': the estimated amount of annual income required to cover the cost of rent or a mortgage given local housing prices.
- 4.18 AECOM has determined thresholds for the income required in Ecclesfield to buy a home in the open market (average and entry-level prices), and the income required to afford private rent and the range of Affordable Housing tenures as set out in the NPPF. These calculations are detailed and discussed in more detail in Appendix C.
- 4.19 The key assumptions made in assessing the affordability of different tenures are explained alongside the calculations, but it is worth noting here that we have assumed that the maximum percentage of household income that should be spent on rent is 30% and that mortgage financing will be offered at a maximum of 3.5 times household income. These are standard assumptions across housing needs assessments at neighbourhood and local authority scale although different approaches are sometimes taken and a case can be made for alternatives. This is discussed in more detail at the start of Appendix C.
- 4.20 Table 4-5 summarises the estimated cost of each tenure, the annual income required to support these costs within the NA, and whether local incomes are sufficient. The income required column assumes the household already has access to a deposit (which we have assumed to be 10% of the value to be purchased) but does not reflect the possibility that

households may already hold equity from an existing property. Although these factors may be crucial to whether housing will be affordable, they are highly dependent on individual circumstances that cannot be anticipated here.

Table 4-5: Affordability thresholds in Ecclesfield (income required, £)

Tenure	Mortgage value (90% of price)	Annual rent	Income required	Affordable on average incomes? £40,025	Affordable on LQ earnings (single earner)? £17,345	Affordable on LQ earnings (2 earners)? £34,690
Market Housing						
Median House Price	£175,950	-	£50,271	No	No	No
Estimated NA New Build Entry-Level House Price	£154,227		£44,065	No	No	No
LQ/Entry-level House Price	£130,500	-	£37,286	Yes	No	No
LA New Build Median House Price	£166,500	-	£47,571	No	No	No
Average Market Rent	-	£11,940	£39,800	Yes	No	No
Entry-level Market Rent	-	£9,180	£30,600	Yes	No	Yes
Affordable Home Ownership						
First Homes (-30%)	£107,959	-	£30,845	Yes	No	Yes
First Homes (-40%)	£92,536	-	£26,439	Yes	No	Yes
First Homes (-50%)	£77,114	-	£22,032	Yes	No	Yes
Shared Ownership (50%)	£77,114	£2,142	£29,173	Yes	No	Yes
Shared Ownership (25%)	£38,557	£3,213	£21,726	Yes	No	Yes
Shared Ownership (10%)	£15,423	£3,856	£17,259	Yes	Yes	Yes
Affordable Rented Housing						
Affordable Rent	-	£4,983	£16,594	Yes	Yes	Yes
Social Rent	-	£4,289	£14,284	Yes	Yes	Yes

Source: AECOM Calculations

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

Market housing for purchase and rent

4.22 Thinking about housing for purchase on the open market, it appears that local households on average incomes are unable to access average (median prices). The median house price would require an annual income 25.6% higher than the current average. However, households with average incomes may be able to afford entry-level (lower quartile prices) homes assuming they have access to a deposit. Households with

lower quartile earnings (either single or dual earners within a household) would not be able to afford to buy, even at the lower quartile end of the market.

- 4.23 Private renting is generally only affordable to average income households. Households made up of two lower quartile earners can only afford the given entry-level rental thresholds. Households with a single earner on lower quartile earnings are unable to afford private rents. Affordability is improved if households are able or willing to dedicate a larger proportion of their incomes to rental costs, although this has repercussions for other quality of life aspects and cannot be assumed to suit all individuals' circumstances.

Affordable home ownership

- 4.24 There is a group of households in Ecclesfield who may be able to afford to rent privately but cannot afford home ownership. They are typically earning between around £30,600 per year (at which point entry-level rents become affordable) and £37,286 (at which point entry-level market sale homes become affordable). This 'can rent, can't buy' cohort may benefit from the range of affordable home ownership products such as First Homes and shared ownership.
- 4.25 First Homes are to be offered at a discount of at least 30% on equivalent market prices (i.e. new build, entry-level properties). Local authorities and neighbourhood plan qualifying bodies will have discretion to increase the discount on First Homes to 40% or 50% where there is evidence to suggest this is appropriate.
- 4.26 This report has estimated the income required to afford First Homes and tested the implications of 30%, 40% and 50% discount levels. The analysis in Table 4.5 shows that a discount of 30% would be sufficient to widen access to home ownership in the NA. This makes the product affordable to households on mean incomes and households with two lower quartile earners. Increasing the discount level does not make it affordable to further groups.
- 4.27 It is important to note that this evidence based on affordability does not provide a complete picture: evidence about the financial viability of development is also relevant. The question is whether demanding higher discount levels on First Homes will create a financial burden on developers that leads them to argue either that the discount level is not feasible or that the total amount of Affordable Housing may need to be decreased. This could effectively sacrifice the provision of affordable rented housing to provide a more attractive First Homes product. The issue of development viability is a specialist matter involving analysis of land values and build costs that is outside the scope of this assessment. If the Working Party intend to set a higher First Homes discount level than that set at local authority level, further discussions with the LPA are advised.
- 4.28 Shared ownership appears to be slightly more affordable than First Homes but is broadly accessible to the same groups, with the exception of shared ownership at 10% equity which is affordable to households with one lower quartile earner. Government has recently announced that the minimum equity share for shared ownership will fall to 10%

of the property value.⁵ If this is delivered in the NA, it will make shared ownership easier to access for more people. However, while the income threshold for a 10% equity shared ownership home is lower, this product may not necessarily be more attractive than the alternatives (such as shared ownership at higher equity shares and First Homes) for those who can afford them.

4.29 Rent to Buy provides households with the option to rent at a discount whilst saving for a deposit to buy their property within a set period (usually within 7 years). The income required to access Rent to Buy is assumed to be the same as that required to afford market rents. However, affordability to local households would depend on how rents are set. If Rent to Buy is offered at a discount to *entry level* rents, this would expand this route to home ownership to households on mean incomes and with two lower quartile earners. However, discounts on *average* rents would make Rent to Buy affordability, in terms of the household income required, significantly less affordable than First Homes and shared ownership. However, for some households, the availability of a deposit rather than income level per se is the key barrier to accessing home ownership. Rent to Buy may therefore offer a useful product to meet the needs of some households.

4.30 These three affordable home ownership products need to be considered in relation to what they offer occupants in the long term beyond simply being affordable to access or not:

- First Homes allow for a greater ownership stake in the property, enabling occupiers to benefit from price appreciation over time. Monthly outgoings are also limited to mortgage costs alone, which tend to be cheaper than renting.
- Shared ownership at high equity shares performs a similar function to First Homes, but there are additional costs associated with the rented portion.
- Shared ownership at low equity shares can usually be accessed by lower earning households (than First Homes) and requires a smaller deposit. However, this is a potentially less attractive route to eventual ownership because monthly outgoings remain high. The occupant has to pay a significant monthly rent as well as service charges and other costs, so it can be harder for them to save funds to buy out a greater share in the property over time.
- Rent to Buy requires no deposit, thereby benefitting those with sufficient incomes but low savings. It is more attractive than renting but results in a much slower accumulation of the funds that can provide an eventual route to ownership than the other tenures discussed above.

Affordable rented housing

4.31 Affordable rents set out in the table above are substantially below market rents. Whilst affordable rents can be set at up to 80% of market rents, in many locations Registered Providers (housing associations) set them to ensure that they are affordable to those

⁵ The previous minimum equity share was 25%. This change took effect from 28 June 2021 and transitional arrangements are in place for planning policy documents that are prepared during the implementation timeframe. Changes are also introduced to make the process of staircasing to full ownership more gradual with lower minimum increments of 1%. The ministerial statement confirming and detailing the changes is available here: <https://questions-statements.parliament.uk/written-statements/detail/2021-05-24/hlws48>.

claiming housing benefit, i.e. at or below Local Housing Allowance levels. This means that they are in practice below 80% of market levels. This appears to be the case in Ecclesfield.

- 4.32 Affordable rented housing is generally affordable to households with one or two lower quartile earners depending on their household size (average earning households are unlikely to be eligible). Households unable to afford any of the tenures considered (including socially rented units) will require additional subsidy through Housing Benefit/Universal Credit to access housing.
- 4.33 The evidence in this chapter suggests that the affordable rented sector performs a vital function in Ecclesfield as the only option for those on the lowest incomes and in the greatest need. Social rents are cheaper and would therefore leave households on lower earnings better off and better able to afford their other living costs, such as food and fuel etc. Where households are supported by housing benefit the difference in the cost of affordable and social rents may be irrelevant as the level of housing benefit flexes according to the rent. This means that households supported by housing benefit may be no better off in social rented accommodation because they receive a lower rate of housing benefit to cover their rent.

Estimates of the need for Affordable Housing

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

4.35 A SHMA was undertaken for Sheffield in 2018. However, as this study is now relatively dated, AECOM has undertaken calculations estimating the need for Affordable Housing in Ecclesfield.

AECOM Estimates

4.36 AECOM estimates the need for 155 affordable rented homes per annum in Ecclesfield equating to a total of 2,482 over the plan period. The estimate and assumptions used are detailed in Appendix D and summarised in Table 4-6 below. This need is largely for social/affordable rent as it relates to households who live in unsuitable housing and who cannot afford to access market rents.

Table 4-6: Estimate of need for Affordable Housing for rent in Ecclesfield

Component of need or supply in the AECOM estimate	Per annum
Current need	235.7
Newly arising need	34.1
Supply	114.7
Net shortfall	155.2

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

4.37 AECOM estimate potential demand for 52 affordable home ownership dwellings per annum in Ecclesfield, equating to a total of 837 over the Neighbourhood Plan period. The estimate and assumptions used is detailed in Appendix D and summarised in Table 4-7 below.

4.38 It is important to keep in mind that the households identified in the estimate of the need for affordable home ownership are, by and large, adequately housed in the private rented sector, Affordable Housing, or living in other circumstances. They do not necessarily lack their own housing but would prefer to buy rather than rent. They have been included in the national planning definition of those in need of Affordable Housing, but their needs are less acute than those on the waiting list for affordable rented housing.

Table 4-7: Estimate of need for Affordable Housing for sale in Ecclesfield

Component of need or supply in the AECOM estimate	Per annum
Current need	48.0
Newly arising need	5.5
Supply	1.2
Net shortfall	52.3

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

Additional evidence of Affordable Housing needs

4.39 Sheffield City Council provided Housing Register data showing that there are currently 3,771 active applicants for the NA. Of these, 67.5% of applications are for Chapeltown, 16.6% for Ecclesfield, 9.7% for Grenoside, and 6.2% for High Green.

4.40 It should be noted that the Housing Register data is based on households with a preference for living in Chapeltown, Ecclesfield, Grenoside, or High Green. It may be that these areas are more desirable and so households are more likely to select them than other areas of Sheffield. It is unclear whether applicants are also able to select more than one area. The Affordable Housing need and demand identified above does not necessarily have to be provided in the NA and may be able to also be met in other parts of the City.

Affordable Housing policies in Neighbourhood Plans

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

Application of Local Plan policies

4.42 Sheffield City Council's emerging policy on this subject NC3 requires that 10% of all new housing should be affordable. It is not known what proportion of housing was delivered as Affordable Housing in Ecclesfield over the last decade based on Sheffield City Council completions figures. It is therefore unknown whether this target is usually met on sites in the NA.

4.43 The overall proportion of housing that must be affordable is not an area of policy that a Neighbourhood Plan can usually influence, but it is worth emphasizing that the HNA finds there to be robust evidence of need for Affordable Housing in the NA, and every effort should be made to maximise delivery where viable. Changing or influencing the overall proportion of housing that must be affordable is uncommon in Neighbourhood Plans and would demand a high standard of evidence to depart from the Local Plan. If this is of interest, it should first be discussed with the LPA to ensure their support and to determine what additional evidence (e.g. about development viability) would be needed.

- 4.44 How the Affordable Housing that comes forward through mainstream development sites is broken down into specific tenures – such as the balance between rented tenures and routes to home ownership – is specified as 25% social rent, 25% First Homes, and 50% affordable rent or intermediate housing (affordable home ownership) in the emerging Local Plan.

Affordable Housing at Neighbourhood level

- 4.45 The HNA can provide more localised evidence and this may be used to support Neighbourhood Plan policies. This section suggests an Affordable Housing tenure mix that might be suitable for Ecclesfield on the basis of identified housing need and a range of other considerations detailed in Appendix D.
- 4.46 This indicative mix is chiefly a response to the expectation that the delivery of Affordable Housing will be significantly lower than the needs identified here as well as there being a significant backlog of households on the Housing Register. The proportion of households living in Affordable Housing at the time of the 2021 Census in the NA (13.3%) was well below the local authority as a whole (22.9%). In this context, affordable rented tenures should be prioritised. The emerging Local Plan guideline mix of 25% social rented, 25% First Homes, and 50% affordable rent or intermediate housing (affordable home ownership) is relatively flexible. This offers a suitable benchmark to Table 4-8. The emerging Local Plan mix and AECOM's indicative mix do not meet the national requirement that 10% of all housing should be for affordable home ownership. However, this would require 100% of Affordable Housing delivery to be affordable home ownership tenures, which is not appropriate based on the evidence in this report. It is therefore suggested that this requirement is not met in Ecclesfield.
- 4.47 AECOM's indicative mix suggests that 70% of Affordable Housing is delivered as social/affordable rented, with 30% affordable home ownership tenures. In line with national policy, 25% of Affordable Housing should be delivered as First Homes, with it suggested that these are delivered at a 30% discount. In the interests of diversity and maximising choice a further 5% is allocated to shared ownership, with shared ownership at 10% equity accessible to households with one lower quartile earner. Rent to Buy does not feature in the recommended mix as it was considered the least affordable tenure locally.
- 4.48 Where the Working Party wish to develop policy that deviates from that outlined in the Local Plan – either by differing from the headline split between renting and ownership or by specifying a greater level of detail around sub-tenures, it is important that they liaise with Sheffield City Council to determine what additional evidence (notably about development viability) may be needed, and to ensure that departures from the local policy context have their support.

Table 4-8: Indicative tenure split (Affordable Housing)

Tenure	Indicative mix	Considerations and uncertainties
Routes to home ownership, of which	30%	
First Homes	25%	Product untested so uncertainties around viability, developer, lenders and buyer appetite etc.
Shared ownership	5%	Recently confirmed changes to the model to allow purchases of 10% share - impact on viability unknown. RPs business plans currently reliant on shared ownership model. Impact of displacement by First Homes unknown.
Rent to Buy	0%	Emerging product with popularity and effectiveness as yet unknown. Impact of displacement by First Homes unknown.
Affordable Housing for rent, of which	70%	
Social rent	To be set by Registered Providers	Uncertain how much funding available to support this tenure in local area. Uncertain whether RPs willing to own/manage stock in this area.
Affordable rent	To be set by Registered Providers	Uncertain whether RPs willing to own/manage stock in this area.

Source: AECOM calculations

Conclusions- Tenure and Affordability

Current tenure profile

4.49 At the time of the 2021 Census 76.4% of households in the NA owned their own home, significantly above levels across Sheffield (58.3%). Due to the dominance of this tenure in the NA, there was a smaller proportion of all other tenures than Sheffield and England. This is notable when considering the proportion of households living in social rented housing, with the NA having a significantly smaller proportion than the comparator geographies. Ecclesfield also had a small proportion of households living in the private rented sector.

4.50 There are variations in the tenure profile of the NA. Grenoside had the greatest proportion of households owning their own home (85.8%) and the smallest proportion of all other tenures. Just 6.1% of households lived in Affordable Housing in Grenoside. The greatest proportion of households living in Affordable Housing lived in High Green/Thornccliffe, at 20.9%, above the NA as a whole.

Affordability

- 4.51 Between 2013 and 2022 house prices increased steadily, with some minor price fluctuation. In this time the median house price increased by 52.7%, peaking at £195,500 in 2022. Over the same period the lower quartile house price increased by 45.0%, peaking again in 2022 at £145,000. The median house price across Sheffield in 2022 was £190,000, slightly below the Ecclesfield median.
- 4.52 Local households on average incomes are, in theory, able to access entry-level home ownership but average (median) house prices would require an annual income 25.6% higher than the current average. Private renting is generally only affordable to average income households. Households made up of two lower quartile earners can only afford entry-level rents.
- 4.53 Turning to affordable home ownership options, it is recommended that, in the interests of viability, First Homes are delivered at a 30% discount in the NA. This makes the product affordable to households on average incomes and households with two lower quartile earners. Shared ownership appears to be slightly more affordable than First Homes but is broadly accessible to the same groups, with the exception of shared ownership at 10% equity which is affordable to households with one lower quartile earner. Affordable rents set out in the table above are substantially below market rents. Whilst affordable rents can be set at up to 80% of market rents, in many locations Registered Providers (housing associations) set them to ensure that they are affordable to those claiming housing benefit, i.e. at or below Local Housing Allowance levels. This means that they are in practice below 80% of market levels. This appears to be the case in Ecclesfield.
- 4.54 Affordable rented housing is generally affordable to households with one or two lower quartile earners. Households unable to afford any of the tenures considered (including socially rented units) will require additional subsidy through Housing Benefit/Universal Credit to access housing.

The need for Affordable Housing

- 4.55 AECOM estimates the need for 155 affordable rented homes per annum in Ecclesfield equating to a total of 2,482 over the plan period. This estimate may reflect very large levels of housing need on Sheffield City Council's waiting list and the households who have indicated a preference to living in the NA. This need is largely for social/affordable rent as it relates to households who live in unsuitable housing and who cannot afford to access market rents.
- 4.56 AECOM estimate potential demand for 52 affordable home ownership dwellings per annum in Ecclesfield, equating to a total of 837 over the Neighbourhood Plan period. It is important to keep in mind that the households identified in this estimate are, by and large, adequately housed in the private rented sector, Affordable Housing, or living in other circumstances. They do not necessarily lack their own housing but would prefer to buy rather than rent.

Affordable Housing policy

4.57 AECOM suggests an indicative mix of Affordable Housing in response to the expectation that the delivery of Affordable Housing will be significantly lower than the needs identified. In this context, affordable rented tenures should be prioritised. It is suggested that 70% of Affordable Housing is delivered as social/affordable rent, with 30% affordable home ownership tenures. In line with national policy, 25% of Affordable Housing should be delivered as First Homes, with it suggested that these are delivered at a 30% discount. In the interests of diversity and maximising choice a further 5% is allocated to shared ownership, with shared ownership at 10% equity accessible to households with one lower quartile earner. Rent to Buy does not feature in the recommended mix as it was considered the least affordable tenure locally.

4.58 Table 4-9 summarises Ecclesfield's position with regards to the expected delivery of Affordable Housing, and how this might ideally be apportioned among sub-categories of tenure to meet local needs over the Plan period. This exercise simply applies the housing requirement figure for the area to the Local Plan policy expectation and shows the quantities of affordable housing for rent and sale that would be delivered if the tenure mix proposed in this HNA were to be rigidly enforced. In this sense it is hypothetical, and the outcomes in practice may differ, either as a result of measures taken in the neighbourhood plan (e.g. if the group plans for more housing (and therefore more affordable housing) than the local plan, or if the group decides to influence the tenure mix in other ways), or as a result of site-specific constraints.

Table 4-9: Estimated delivery of Affordable Housing in Ecclesfield

	Step in Estimation	Expected delivery
A	Sum of allocations	44
B	Affordable housing quota (%) in LPA's emerging Local Plan	10%
C	Potential total Affordable Housing in NA (A x B)	4.4
D	Rented % (e.g. social/ affordable rented)	70%
E	Rented number (C x D)	3.1
F	Affordable home ownership % (e.g. First Homes, Rent to Buy)	30%
G	Affordable home ownership number (C x F)	1.3

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

4.59 This expected level of delivery does not meet the scale of need identified in estimates of the need for Affordable Housing, with the need and demand identified significantly greater than the overall housing requirement figure for the NA. This may be in part due to the challenges and uncertainty surrounding

housing requirements generally in the NA and Sheffield. Previous housing requirement figures for the NA allowed for Green Belt release, meaning Ecclesfield would be expected to deliver 1,000-1,500 new dwellings during the plan period. At present the allocations remain at 44 so this figure is used throughout the report, although this may be subject to change before the adoption of the emerging Local Plan.

- 4.60 Due to the expected level of delivery not meeting the Affordable Housing needs identified the recommendation is that the policy requirement is met wherever possible and for further avenues for delivering greater quantities of Affordable Housing to be explored.
- 4.61 Affordable housing is typically provided and made financially viable by its inclusion as a proportion of larger market developments, as guided by Local Plan policy. However, if the community wishes to boost the supply of affordable housing, there are other, more proactive routes available for its provision. For example, using neighbourhood development orders, identifying exception sites, or developing community land trusts are all ways of boosting the supply of affordable housing.

5. Type and Size

Introduction

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

Definitions

- **Dwelling type:** whether a home is detached, semi-detached, terraced, a flat, bungalow or other type. Which a household chooses to occupy tends to be more about wealth and preference than a specific need.
- **Dwelling size:** how many rooms or bedrooms a home contains. While this could also mean floor area or number of storeys, the number of bedrooms is most reliably recorded in housing statistics. Bedroom numbers are also closely linked to family size and life stage.

- **Household:** a unit of people who live together, commonly a family, couple or single person. Not all dwellings contain a household, including properties that are vacant and second homes, so the number of dwellings and the number of households in an area is usually different.
- **Household composition:** the specific combination of adults and children who form a household. The Census offers a number of categories, for example distinguishing between families with children who are dependent or non-dependent (i.e. adults). 'Other' households in the Census include house-sharers, groups of students, and multi-family households.
- **Household life stage:** the age of the lead member of a household – usually the oldest adult, or what used to be called the 'head of household'. Life stage is correlated with dwelling size as well as wealth.
- **Housing mix:** the range of home sizes and types in an area.
- **Over- and under-occupancy:** the degree to which the size and composition of a household lines up with the number of bedrooms in their home. If there are more bedrooms than the household would be expected to need, the home is considered under-occupied, and vice versa.

The current housing mix

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

Dwelling type

5.7 Table 5-1 below shows that in both 2011 and 2021 the greatest proportion of households lived in semi-detached dwellings in Ecclesfield, with this broadly similar across the two decades, at c.45%. Over a quarter of households lived in detached dwellings, with the proportion increasing slightly over the decade. The proportion of terraced dwellings and flats decreased slightly but remained broadly the same as in 2011.

5.8 Unfortunately Census data does not count bungalows as an individual category, instead counting them within the other categories (mainly detached and semi-detached). Valuation Office Agency (VOA) data counts bungalows as a separate category, with 10.9% of dwellings in Ecclesfield in 2022 bungalows. This is well above Sheffield as a whole, with 4.5% of dwellings across the local authority area bungalows.

Table 5-1: Accommodation type, Ecclesfield, 2011-2021

Type	2011	%	2021	%
Detached	3,741	26.2%	3,769	27.1%
Semi-detached	6,480	45.4%	6,340	45.6%
Terrace	2,627	18.4%	2,501	18.0%
Flat	1,413	9.9%	1,282	9.2%
Total	14,266	-	13,909	-

Source: ONS 2021 and 2011, VOA 2021, AECOM Calculations

5.9 It is also interesting to look at the breakdown of dwelling types in the sub areas of the NA. The greatest proportion of households living in flats lived in Ecclesfield settlement, with the greatest proportion of households living in terraced dwellings also in this sub area. Both Grenoside and Chapeltown/Burncross had over half of households living in semi-detached dwellings, with the greatest proportion of households living in detached dwellings in Grenoside, potentially indicating that this is a higher value area.

Table 5-2: Accommodation type, Ecclesfield sub areas, 2021

Type	NA	Ecclesfield (settlement)	Grenoside	Chapeltown / Burncross	High Green / Thorncliffe
Detached	27.1%	22.4%	31.2%	26.0%	28.9%
Semi-detached	45.6%	37.7%	53.9%	52.6%	38.0%
Terrace	18.0%	23.6%	9.6%	15.0%	22.0%
Flat	9.2%	16.1%	5.2%	6.2%	11.1%

Source: ONS 2021 and 2011, VOA 2021, AECOM Calculations

5.10 Table 5-3 compares the NA mix to wider benchmarks. It shows that Ecclesfield had a greater proportion of households living in both detached and semi-detached dwellings than Sheffield and England. Sheffield had a notably low proportion of households living in detached dwellings. The NA had a significantly smaller proportion of households living in terraced dwellings in 2021 than Sheffield, perhaps indicative of a lack of more affordable housing types. The proportion of households living in flats in Ecclesfield (9.2%) was well below the wider geographies (21-22%).

Table 5-3: Accommodation type, various geographies, 2021

Type	Ecclesfield	Sheffield	England
Detached	27.1%	15.0%	22.9%
Semi-detached	45.6%	38.0%	31.5%
Terrace	18.0%	26.0%	23.0%
Flat	9.2%	21.0%	22.2%

Source: Census 2021, AECOM Calculations

Dwelling size

5.11 Table 5-4 below presents the current housing mix in terms of size. It shows that between 2011 and 2021 there was little change in the size mix. There was an

increase in the proportion of households living in 4+ bedroom dwellings, likely due to a combination of new development and extensions to existing dwellings, with decreases in the proportion of all other dwelling sizes. The greatest proportion of households lived in mid-sized 3-bedroom dwellings; a trend observed across most HNAs.

Table 5-4: Dwelling size (bedrooms), Ecclesfield, 2011-2021

Number of bedrooms	2011	%	2021	%
1	781	5.6%	760	5.5%
2	3,401	24.5%	3,301	23.7%
3	7,527	54.2%	7,373	53.0%
4+	2,167	15.6%	2,478	17.8%
Total	13,876	-	13,912	-

Source: ONS 2021 and 2011, AECOM Calculations

5.12 Again, it is helpful to look at the NA sub-areas, with Table 5-5 showing the breakdown in dwelling sizes. Across all of the sub-areas the greatest proportion of households living in 3-bedroom dwellings. Ecclesfield settlement had the largest proportion of households living in the smallest dwellings, with the smallest proportion in Grenoside. Grenoside had the greatest proportion of households living in 4+ bedroom dwellings, well above the comparator areas and the NA as a whole.

Table 5-5: Dwelling size (bedrooms), Ecclesfield sub areas, 2021

Bedrooms	NA	Ecclesfield (settlement)	Grenoside	Chapelton / Burncross	High Green / Thorncliffe
1	5.5%	11.9%	2.7%	3.5%	5.7%
2	23.7%	26.3%	17.0%	24.0%	25.0%
3	53.0%	45.4%	58.0%	55.5%	51.8%
4+	17.8%	16.4%	22.3%	17.0%	17.5%

Source: ONS 2021 and 2011, AECOM Calculations

5.13 Again, it is useful to look at the percentage breakdown of dwelling sizes in comparison with the wider local authority and country. Table 5-6 shows that in 2021 Ecclesfield had a smaller proportion of 1-bedroom and 2-bedroom dwellings than both Sheffield and England. The NA had the greatest proportion of mid-sized dwellings, at 53.0% compared to 45.1% across Sheffield. Ecclesfield had a slightly greater proportion of larger 4+ bedroom dwellings than the local authority area, but a smaller proportion than nationally.

Table 5-6: Dwelling size (bedrooms), various geographies, 2021

Number of bedrooms	Ecclesfield	Sheffield	England
1	5.5%	12.3%	11.6%
2	23.7%	26.0%	27.3%
3	53.0%	45.1%	40.0%
4+	17.8%	16.6%	21.1%

Source: Census 2021, AECOM Calculations

Population characteristics

5.14 This section examines key characteristics of the local population that have a bearing on what housing might be needed in future years. Where available, recent data is used. However, for some information it is necessary to fall back on the 2011 Census.

Age

5.15 Table 5-7 shows the most recent age structure of the NA population, alongside 2011 Census figures. It shows that in both 2011 and 2021 the greatest proportion of the population was aged 45-64 in the NA, decreasing slightly over the decade from 29.0% to 28.4%. The number of people aged 65-84 grew by 25.2%, with the number of people aged 85+ increasing by 16.4%. This is indicative of the aging population in the NA. There were decreases in the number and proportion of people aged 44 and under.

Table 5-7: Age structure of Ecclesfield, 2011 and 2021

Age group	2011 (Census)		2021 (Census)		Change
0-14	4,958	15.5%	4,443	14.3%	-10.4%
15-24	3,408	10.6%	2,979	9.6%	-12.6%
25-44	7,832	24.4%	6,696	21.5%	-14.5%
45-64	9,305	29.0%	8,855	28.4%	-4.8%
65-84	5,736	17.9%	7,184	23.1%	+25.2%
85 and over	834	2.6%	971	3.1%	+16.4%
Total	32,073	-	31,128	-	-2.9%

Source: ONS 2011, ONS 2021, AECOM Calculations

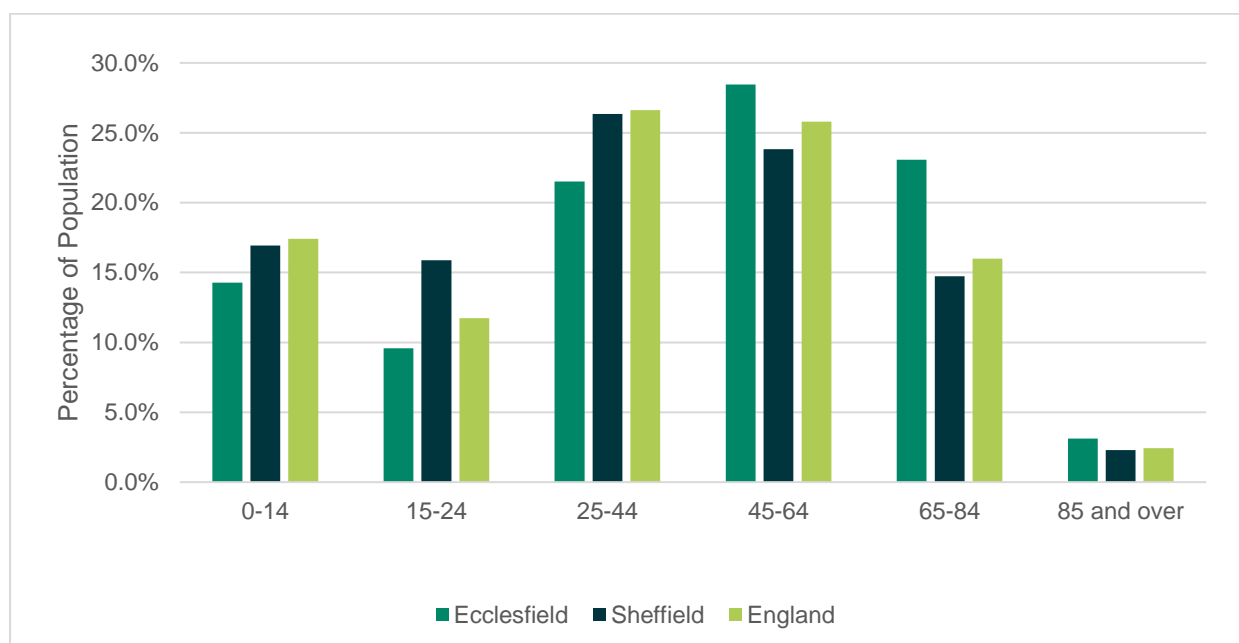
5.16 It is also interesting to look at the population breakdown of the NA sub areas in 2021. Table 5-7 shows that Grenoside had the oldest population, with 30.0% of the population aged 65+. High Green/Thorncliffe had the greatest proportion of children aged 0-14 and young people aged 15-24, perhaps suggesting a greater proportion of families in this sub-area. Ecclesfield settlement aligned most closely with the NA as a whole.

Table 5-7: Age structure of Ecclesfield sub-areas, 2021

Age group	NA	Ecclesfield (settlement)	Grenoside	Chapelton / Burncross	High Green / Thorncliffe
0-14	14.3%	13.6%	12.3%	12.7%	17.0%
15-24	9.6%	10.0%	8.3%	9.1%	10.4%
25-44	21.5%	21.7%	19.6%	20.6%	23.2%
45-64	28.4%	28.3%	29.8%	28.8%	27.6%
65-84	23.1%	22.8%	26.2%	25.6%	19.3%
85 and over	3.1%	3.6%	3.8%	3.3%	2.5%

Source: ONS 2021, AECOM Calculations

5.17 For context, it is useful to look at the NA population structure alongside that of the local authority and country. Figure 5-1 (using 2021 Census data) shows that Ecclesfield had a significantly older population than Sheffield and England, with a greater proportion of the population aged 45 and over than the comparator geographies. Ecclesfield had a smaller proportion of the population aged 44 and under, with this most evident when comparing the proportion of the population aged 15-24 in the NA and local authority.

Figure 5-1: Age structure in Ecclesfield, 2021

Source: ONS 2021, AECOM Calculations

Household composition and occupancy

5.18 Household composition (the combination and relationships of adults and children in a dwelling) is an important factor in the kinds of housing needed over the Neighbourhood Plan period. Table 5-8 shows that Ecclesfield had the smallest proportion of single person households. Despite this, it had by far the greatest proportion of single person households aged 66 and over, indicative of an aging population. When considering older family households, Ecclesfield again had the greatest proportion of households aged 66 and over, at 16.2% compared to 8.5%

across Sheffield. The NA also had a slightly greater proportion of households with no children than the comparator geographies. Ecclesfield had the smallest proportion of households with dependent children, around 3 percentage points below the local authority and country.

5.19 It is also helpful to consider the changes in household composition between the 2011 and 2021 Census. In this time the number of family households aged 65/66⁶ and over in Ecclesfield grew by 43.3%, compared to growth of 9.1% across Sheffield and 8.4% nationally. This further highlights the aging population. The number of family households with no children and with dependent children fell over the decade, potentially in part due to the increase in older households (or the natural aging of these households over time).

Table 5-8: Household composition, Ecclesfield, 2021

Household composition		Ecclesfield	Sheffield	England
One person household	Total	29.7%	32.7%	30.1%
	Aged 66 and over	16.2%	12.9%	12.8%
	Other	13.5%	19.8%	17.3%
One family only	Total	67.2%	60.7%	63.1%
	All aged 66 and over	16.2%	8.5%	9.2%
	With no children	18.6%	16.8%	16.8%
	With dependent children	22.3%	25.1%	25.8%
	With non-dependent children ⁷	11.5%	9.6%	10.5%
Other household types	Total	3.1%	6.7%	6.9%

Source: ONS 2021, AECOM Calculations

5.20 The tendency of households to over- or under-occupy their homes is another relevant consideration to the future size needs of the NA. A person is considered to under-occupy their home when there are more bedrooms in their home than a family of their size and composition would normally be expected to need. This is expressed as an occupancy rating of +1 or +2, indicating that there is one surplus bedroom or at least two surplus bedrooms (respectively). Over-occupancy works in the same way, with a rating of -1 indicating at least one bedroom too few.

5.21 Under-occupancy is relatively common in Ecclesfield, with 82.0% of households living in a dwelling with more bedrooms than required based on their household size. This is most common in family households aged 66 and over (97.3% under-occupancy) and family households aged under 66 with no children (98.0% under-occupancy). Whilst not uncommon, this may suggest that the larger housing in Ecclesfield is not necessarily being occupied by households with the most family

⁶ 2011 Census counts households aged 65+ whilst the 2021 Census counts households aged 66+

⁷ Refers to households containing children who are older than 18 e.g students or young working people living at home.

members, but by households with the most wealth or by older households that have been unable or unwilling to downsize.

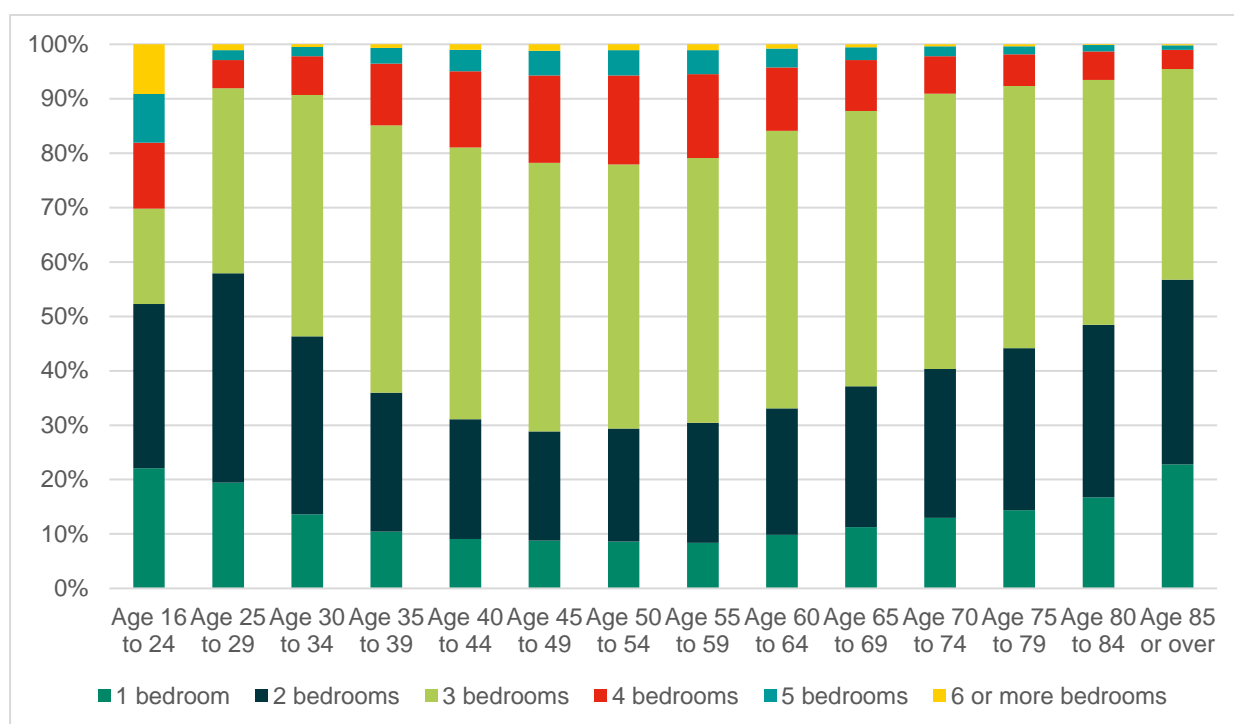
5.22 There is also some over-occupancy (overcrowding) in the NA, with 1.3% of all households living in a dwelling with too few bedrooms based on their household size. This is most common in family households (under 66) with dependent children where 3.4% of these households are living in overcrowded homes.

Table 5-9: Occupancy rating by age in Ecclesfield, 2021

Household type	+2 rating	+1 rating	0 rating	-1 rating
Family 66+	71.2%	26.2%	2.7%	0.0%
Single person 66+	51.0%	34.0%	15.0%	0.0%
Family under 66 - no children	76.2%	21.7%	2.0%	0.0%
Family under 66 - dependent children	18.5%	46.5%	31.6%	3.4%
Family under 66 - adult children	19.2%	52.7%	26.4%	1.7%
Single person under 66	45.0%	38.8%	16.3%	0.0%
All households	45.7%	36.3%	16.7%	1.3%

Source: ONS 2021, AECOM Calculations

5.23 As noted in the introduction to this chapter, the life stage of households is strongly correlated with the size of home they tend to occupy. Figure 5-2 sets out this relationship for Sheffield in 2011 (because this data is not available at smaller scales nor updated for 2021). The graph generally shows how the youngest households tend to occupy the smallest dwellings, before rapidly taking up larger homes as their families expand, and then more gradually downsizing to smaller homes again as they age. However, in Sheffield there is a much greater proportion of households with a household reference person aged 16 to 24 living in larger 3+ bedroom dwellings than expected. This is likely due to students linked to the University of Sheffield and Sheffield Hallam University living in houses in multiple occupation (HMOs) in the city.

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

Source: ONS 2011, AECOM Calculations

Future population and size needs

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

Age

5.25 The result of applying Local Authority level household projections to the age profile of Ecclesfield households in 2011 is shown in Table 5-10. This makes clear that population growth can be expected to be driven by the oldest households, with households with a household reference person aged 65 and over projected to increase by 37%. These households would then account for 36.0% of the population, compared to 31.3% in 2011. There is projected to be increases across all age groups, with the other notable increase in households with a household reference person aged 25 to 34, of 22%.

Table 5-10: Projected age of households, Ecclesfield, 2011 - 2039

Year	24 and under	25 to 34	35 to 54	55 to 64	65 and over
2011	267	1,387	5,264	2,609	4,349
2039	284	1,686	5,682	2,917	5,941
% change 2011-2039	+6%	+22%	+8%	+12%	+37%

Source: AECOM Calculations

- 5.26 The demographic change discussed above can be translated into an ‘ideal’ mix of dwelling sizes. This is achieved through a model that maps the dwelling size preferences by life stage shown earlier (in Figure 5-2) onto the projected age profile for the NA in Table 5-10 immediately above. The resulting ‘ideal’ future mix of dwelling sizes can then be compared to the current stock of housing to identify how future development might best fill the gaps.
- 5.27 This approach has limitations, in that it embeds existing size preferences and does not anticipate changes in what people want from their homes. As such, it is appropriate for the results to be taken as a baseline scenario – what would occur if current trends persisted. It may well be the intention of the community to intervene to produce a different outcome more in line with their interpretation of emerging trends and their place- and community-shaping objectives. Layering these factors on top of the indicative picture provided by this model is appropriate for the purpose of drafting neighbourhood plan policies.
- 5.28 The result of this exercise is presented in Table 5-11. It suggests that by 2039 there should be an increase in the proportion of smaller 1-bedroom and 2-bedroom dwellings and in the largest 5+ bedroom family homes, with a decrease in the proportion of 3-4 bedroom dwellings. In order to reach the suggested mix it is recommended that delivery focusses on smaller dwellings. However, it may not be appropriate to rely wholly on the modelling, with 2-bedroom dwellings often more desirable than 1-bedroom dwellings in the market. Therefore, the increased delivery of 2-bedroom dwellings and decreased delivery of 1-bedroom dwellings may be appropriate in practice. The modelling suggests some future provision of mid-sized dwellings as well as larger 5+ bedroom dwellings. In essence the goal is diversification away from a relatively skewed current mix, with a need for a variety of sizes of home but particular emphasis on the smaller options.

Table 5-11: Suggested dwelling size mix to 2039, Ecclesfield

Number of bedrooms	Current mix (2011)	Suggested mix (2039)	Balance of new housing to reach suggested mix
1	5.5%	12.2%	44.8%
2	24.5%	26.2%	33.1%
3	54.2%	47.1%	9.1%
4	13.7%	10.6%	0.0%
5+	2.0%	3.9%	13.0%

Source: AECOM Calculations

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

- The preceding chapter found that affordability is a challenge in the NA for local households. While the provision of Affordable Housing (subsidised tenure products) is one way to combat this, another is to ensure that homes come

forward which are of an appropriate size, type and density for local residents' budgets.

- Continuing to provide smaller homes with fewer bedrooms would help to address this situation, although it should be considered whether large numbers of 1-bedroom homes are suitable given the area's character and current density.
- To best meet the needs of the growing cohort of older households expected to be present by the end of the Plan period, it should also be considered whether the existing options are well tailored to older people's requirements in terms of space, flexibility, quality, location and accessibility.
- Variety should be sought within the mid-sized homes that are built in future to attract both newly forming households on lower budgets and older households with equity from their existing larger homes. While the number of bedrooms required may be similar, other preferences and levels of purchasing power could be very different. Facilitating downsizing among older households may also release those larger homes for use by families who need more bedrooms if the existing stock of larger homes is sufficiently affordable.
- As noted earlier in the report (Table 5-5), there is some variation in the dwelling sizes of the NA sub-areas. The Working Party may wish to consider whether to implement NA wide size mix policies or individual policies for the sub-areas. Within this, the Working Party would need to consider whether to keep the distinct characters of the sub-areas (e.g. larger dwellings in Grenoside) or whether to try to bring them in line with each other. This is a decision for the Working Party to consider.

Tenure

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

5.31 Generally speaking, the size mix needed within affordable tenures, particularly affordable and social rent, is smaller than the size mix of market housing. This is because there tend to be higher proportions of single people in need of affordable rented housing (eligible for 1 bedroom properties) and even family households (with two young children expected to share) are only eligible 2-bedroom properties. In contrast, people buying their own homes tend to want more space than they technically 'need', such as spare rooms for guests, home working or other uses. This fact is established in the data on under-occupancy presented earlier in this chapter.

- 5.32 The waiting list for affordable rented housing, kept by Sheffield City Council, provides a more current snapshot of the size needs of applicant households. As this changes over time, individual planning applications can be decided in ways that meet evolving needs. In the NA 64% of applicants on the Housing Register are eligible for a 1-bedroom dwelling, 26% for a 2-bedroom dwelling, 9% a 3-bedroom dwelling, and 2% a 4+ bedroom dwelling. This highlights a greater need for smaller dwellings in the social/affordable rented sector. However, there is often a greater stock of smaller social/affordable rented dwellings, meaning the need can be more acute for larger dwellings. This would be a reason not to entirely restrict the delivery of larger dwellings.
- 5.33 To summarise, the indicative size mix presented above applies generally to new housing in the NA. Within this mix, Affordable Housing might require a greater weighting towards smaller sizes while market homes focus on mid-sized homes and some larger options. It is not necessary (and is potentially not appropriate) for Neighbourhood Plans to be prescriptive about the size mix within different tenures, but a range of data sources exist that indicate a direction of travel, which Local Planning Authorities will draw upon when determining applications, and which it is possible for the neighbourhood planners to monitor.

Type

- 5.34 Planning policy also tends to be less prescriptive about the mix of dwelling types that are needed than the mix of home sizes. This is because the choice to occupy a terraced rather than a detached home, for example, is primarily a matter of wealth, personal preference, and the amount of outdoor space or other features sought than 'need' in the strict sense. This stands in contrast to the matter of dwelling size, where it can be more clearly established that a household with a certain number of members, closely correlated with age, requires a particular number of bedrooms.
- 5.35 The key distinctions when it comes to dwelling type are between flats and houses and, to a lesser extent, bungalows, each of which tend to appeal to occupants with different life circumstances. However, it remains difficult to generalise about this, particularly when drawing on demographic evidence.
- 5.36 The benefits of delivering a certain blend of dwelling types are more closely related to affordability, which is clearly established as an issue in Ecclesfield, and which favours more dense options (e.g. terraces and flats). This imperative to improve affordability is often in conflict with matters of character, which in rural areas tend to favour lower density options that blend in with the existing built environment. This is particularly relevant in the case of flats, a large block of which may not be a welcome proposition in the NA. That said, it is possible to deliver flats in the form of low-rise maisonettes that resemble terraces from street level, which can counter this issue.
- 5.37 In summary, there is a balance to be struck between, on the one hand, improving affordability and choice in the market by encouraging flats and terraces, and, on the other hand, preserving the distinctive character and other features that

residents like about the NA today. How far the Neighbourhood Plan should guide on this issue, and in what direction, is a policy decision for the Working Party and community to consider.

Conclusions- Type and Size

The current housing mix

- 5.38 In both 2011 and 2021 the greatest proportion of households in the NA lived in semi-detached, at c.45%. Over a quarter of households lived in detached dwellings, with the proportion increasing slightly over the decade. VOA data counts bungalows, with 10.9% of dwellings in Ecclesfield in 2022 bungalows, well above the 4.5% across Sheffield.
- 5.39 The greatest proportion of households living in flats lived in Ecclesfield settlement, with the greatest proportion of households living in terraced dwellings also in this sub area. Both Grenoside and Chapeltown/Burncross had over half of households living in semi-detached dwellings, with the greatest proportion of households living in detached dwellings in Grenoside, potentially indicating that this is a higher value area.
- 5.40 It shows that Ecclesfield had a greater proportion of households living in both detached and semi-detached dwellings than Sheffield and England. The NA had a significantly smaller proportion of households living in terraced dwellings in 2021 than Sheffield, perhaps indicative of a lack of more affordable housing types.
- 5.41 Turning to dwelling size, between 2011 and 2021 there was little change in the size mix in Ecclesfield. There was an increase in the proportion of households living in 4+ bedroom dwellings, likely due to a combination of new development and extensions to existing dwellings, with decreases in the proportion of all other dwelling sizes. In 2021 Ecclesfield settlement had the largest proportion of households living in the smallest dwellings, with the smallest proportion in Grenoside. Grenoside had the greatest proportion of households living in 4+ bedroom dwellings, well above the comparator areas and the NA as a whole.
- 5.42 In 2021 the NA had a smaller proportion of 1-bedroom and 2-bedroom dwellings than both Sheffield and England. The NA had the greatest proportion of mid-sized dwellings, at 53.0% compared to 45.1% across Sheffield.

Population characteristics

- 5.43 In both 2011 and 2021 the greatest proportion of the population was aged 45-64 in the NA, decreasing slightly over the decade. The number of people aged 65-84 grew by 25.2%, with the number of people aged 85+ increasing by 16.4%. This is indicative of a relatively quickly aging population in the NA. In 2021 Grenoside had the oldest population, with 30.0% of the population aged 65+. High Green/Thorncliffe had the greatest proportion of children aged 0-14 and young people aged 15-24, perhaps suggesting a greater proportion of families in this sub-area.

- 5.44 Ecclesfield had the smallest proportion of single person households in 2021 when compared to Sheffield and England. Despite this, it had by far the greatest proportion of single person households aged 66 and over. When considering family households, Ecclesfield again had the greatest proportion of households aged 66 and over, at 16.2% compared to 8.5% across Sheffield. The NA also had a slightly greater proportion of households with no children than the comparator geographies.
- 5.45 Under-occupancy is relatively common in Ecclesfield, with 82.0% of households living in a dwelling with more bedrooms than required based on their household size. This is most common in family households aged 66 and over and family households aged under 66 with no children, suggesting that larger housing is not necessarily occupied by households with the most family members, but by households with the most wealth or by older households that have been unable or unwilling to downsize.

Future population and size needs

- 5.46 AECOM modelling suggests that by 2039 there should be an increase in the proportion of smaller 1-bedroom and 2-bedroom dwellings and some larger family homes, but on a smaller scale. In order to reach the suggested mix it is recommended that delivery focusses on smaller dwellings. However, 2-bedroom dwellings are often more desirable on the open market than 1-bedroom dwellings and so some adjustment may be appropriate in these categories. The modelling suggests some future provision of mid-sized dwellings as well as larger 4+ bedroom dwellings. In essence the goal is diversification away from a relatively skewed current mix, with a need for a variety of sizes of home but particular emphasis on the smallest options.
- 5.47 It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the NA or on any particular site. These include the specific characteristics of the nearby stock of housing (such as its condition and design), the role of the NA or site within the wider housing market area (linked to any Local Authority strategies or plans) and site-specific factors.

6. Specialist housing for older people

Introduction

6.1 It is relatively common for neighbourhood plans in areas with aging populations to include policies relating to specialist housing for older people. This chapter considers in detail the specialist housing needs of older people in Ecclesfield. It focuses on specialist forms of provision but recognises that the majority of older people will live in the mainstream housing stock. The approach is as follows:

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

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

6.3 It is important to note that the need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the total housing need or requirement. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as opposed to the projected new households which form the baseline for estimating housing need overall.⁸

6.4 This study covers the need for housing, i.e. buildings that the planning system classifies as Use Class C3 (private dwellings).⁹ Residences that fall into Use Class C2 (institutions including prisons, boarding schools and some care homes for older people) are largely beyond the scope of this research. However, it is possible to estimate the likely need for residential and nursing care over the Neighbourhood Plan period.

6.5 The distinction between care homes for older people that fall into use class C2 and those where accommodation is counted as C3 is blurred. As such, the findings of this chapter may justify the provision of extra-care C3 housing and/or C2 care home units, but it is not possible to state definitively how much of each would be required. C3 specialist accommodation is typically self-contained with its own front door, made available on an individual basis with support provided in

⁸ See Paragraph: 017 Reference ID: 2a-017-20190220, at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>)

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

the home or not at all if the resident does not require it, and offered for sale or rent on the open market.

Definitions

- **Older people:** people over retirement age, ranging from the active newly retired to the very frail elderly. Their housing needs tend to encompass accessible and adaptable general needs housing as well as the full spectrum of retirement and specialised housing offering additional care.
- **Specialist housing for older people:** a wide range of housing types specifically aimed at older people, which may often be restricted to those in certain older age groups. This could include residential institutions, sheltered housing, extra care housing, retirement housing and a range of other potential types of housing which has been designed and built to serve the needs of older people, including often providing care or other additional services.
- **Sheltered Housing¹⁰:** self-contained flats or bungalows where all the residents are older people. Schemes on the whole provide independent, self-contained homes, either to rent or buy. Properties in most schemes have features like raised electric sockets, lowered worktops, walk-in showers, and so on, as well as being linked to an emergency alarm service. Some will be designed to accommodate wheelchair users. Managed schemes will also usually have some shared or communal facilities such as a lounge for residents to meet, a laundry, guest flats and gardens.
- **Extra Care Housing:** housing which usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required. Residents are able to live independently with 24-hour access to support services and staff, and meals are often also available. In some cases, these developments are included in retirement communities or villages - the intention is for residents to benefit from varying levels of care as time progresses.
- **Category M4(2):** accessible and adaptable dwellings.
- **Category M4(3):** wheelchair user dwellings.

Specialist housing for older people

6.6 There are 370 units of specialist accommodation in the NA at present, 93% of which are available for social rent for those in financial need, with the remaining 7% offered for leasehold market purchase. Details are provided in Appendix E. In addition, there are currently 5 care homes¹¹ in the NA, providing a total of 234 bedspaces.

6.7 2021 Census suggests that there are currently around 3,881 individuals aged 75 or over in Ecclesfield. This suggests that current provision of specialist housing

¹⁰ See <http://www.housingcare.org/jargon-sheltered-housing.aspx>

¹¹ Hilltop Lodge, Chapel Lodge Nursing Home, Birch Avenue Nursing Home, Aaron View, and Nightingale Care Home

(excluding care homes) is in the region of 95 units per 1,000 of the 75+ population (a common measure of specialist housing supply). It is relevant to note that the national average for England is 136 units per 1,000 of the 75+ population¹², so provision in the NA is lower than the national average.

Demographic characteristics

- 6.8 The starting point for estimating the need for specialist housing for older people is to project how the overall number of older people in Ecclesfield is likely to change in future. This is calculated by extrapolating population projections from the ONS Sub-National Population Projections for Sheffield. The results are set out in Table 6-1. It shows that in 2021 there were 3,881 individuals aged 75 and over in Ecclesfield, accounting for 12.5% of the population. This is expected to rise to 14.7% of the population by 2039, greater than the 9.6% across Sheffield as a whole.
- 6.9 A key assumption for the estimate given at the end of this section is that the older people living in the NA currently are already suitably accommodated, either because they occupy the existing stock of specialist accommodation, have made appropriate adaptations to their own homes or do not require support or adaptations. This is unlikely to be completely true, but it is not possible to determine how many such individuals are inadequately housed without evidence from a household survey (which itself may not give a complete picture). As such, the growth in the older population rather than the total at the end of the Plan period is the key output of this calculation.

Table 6-1: Modelled projection of older population in Ecclesfield by end of Plan period

Age group	2021		2039	
	Ecclesfield	Sheffield	Ecclesfield	Sheffield
All ages	31,128	556,525	35,795	639,962
75+	3,881	45,406	5,248	61,396
%	12.5%	8.2%	14.7%	9.6%

Source: ONS SNPP 2020, AECOM Calculations

- 6.10 The next step is to consider the need for different tenures of dwelling for older people. It is assumed that those currently occupying their own home will wish to do so for as long as practicably possible in future, even where downsizing or moving into specialist accommodation. Equally, those who currently rent, either in the private or social sectors, are projected to need affordable rented specialist accommodation.
- 6.11 The 2011 55-75 age bracket is considered the best proxy for the group likely to fall into need for specialist accommodation during the Plan period to 2039. The top row in Table 6-2 outlines the tenure mix among households aged 55-75 at Local Authority level, which indicates that in 2011 the majority of these

¹² Table 22, 'More Choice Greater Voice' (2008), published by Housing LIN for CLG (now DLUHC) and the Care Services Improvement Partnership

households owned their own home (71.4%), with the remaining 28.6% renting. By far the greatest proportion of households renting were social renting, at 24.1% of all households.

- 6.12 The expected growth in the 75+ population in the NA is 1,367 additional individuals by the end of the plan period. This can be converted into additional 1,009 households based on the average number of people per household aged 75+ at Local Authority scale. Multiplying this figure by the percentages of 55-75 year olds occupying each tenure gives a breakdown of which tenures Ecclesfield households are likely to need in 2039 and is shown in the bottom row of Table 6-2.

Table 6-2: Tenure of households aged 55-75 in Sheffield (2011) and projected aged 75+ in Ecclesfield (2039)

	All owned	Owned outright	Owned (mortgage) or Shared Ownership	All Rented	Social rented	Private rented	Living rent free
Sheffield (2011 mix)	71.4%	51.9%	19.5%	28.6%	24.1%	3.8%	0.7%
Ecclesfield (2039 projection)	720	524	197	289	243	38	7

Source: Census 2011

- 6.13 It is also important to consider rates of disability by tenure. The tendency for people in rented housing to have higher disability levels is well established. It arises partly because people with more limiting disabilities tend to have lower incomes. It also reflects the fact that as people develop support and care needs they may find that the only suitable and affordable option to them is available in the social rented sector. Table E-2 in Appendix E presents this data for Ecclesfield from the 2011 Census.

Future needs for specialist accommodation and adaptations

- 6.14 Based on the evidence outlined above, the number of households falling into potential need for specialist accommodation over the Plan period is calculated to be 578.
- 6.15 AECOM's modelling, summarised in Table 6-3, is based on the assumption that those whose day-to-day activities are limited a lot may need housing with care (e.g. extra care housing, with significant on-site services, including potentially medical services), while those with their day to day activities limited only a little may simply need adaptations to their existing homes, or alternatively sheltered or retirement living that can provide some degree of oversight or additional services. However, it is important to note that, even those people who have high support or care needs can often be supported to live in their own homes. This is often reflected in policy of local authorities, with explicit aim to reduce the need to commission increasing numbers of care home beds.

6.16 It is important to consider the breakdown in tenure and care in the need for specialist housing for older people in Ecclesfield. Table 6-3 shows a significantly greater need for market specialist housing (62.6%) compared to affordable (37.4%). In addition, 93% of the current stock of specialist housing for older people in the NA is available for social rent, meaning future provision may need to be further skewed towards market delivery. There is a relatively even split between the need for sheltered and extra-care housing, with a slightly greater need for extra-care. The greatest sub-category of need is for market sheltered housing however (32.5%), although at least some of this need could be met through at home adaptations or ensuring that future housing delivery is accessible and adaptable.

Table 6-3: AECOM estimate of specialist housing for older people need in Ecclesfield by the end of the Plan period

Type	Affordable	Market	Total
Housing with care	130 (22.5%)	174 (30.1%)	304 (52.6%)
Adaptations, sheltered, or retirement living	86 (14.9%)	188 (32.5%)	274 (47.4%)
Total	216 (37.4%)	362 (62.6%)	578

Source: Census 2011, AECOM Calculations

6.17 It is worth comparing these findings with the recommendations of the Housing Learning and Improvement Network (HLIN), one of the simplest and widely used models estimating for the housing needs of older people. Table E-3 in Appendix E reproduces the key assumptions of HLIN's Strategic Housing for Older People (SHOP) toolkit. Applying those assumptions to the growth in the older population of Ecclesfield results in a total of 343 specialist dwellings that might be required to the end of the Plan period. This is set out in Table 6-4.

Table 6-4: HLIN estimate of specialist housing for older people need in Ecclesfield by the end of the Plan period

Type	Affordable	Market	Total
Housing with care	42 (12.2%)	55 (16.0%)	97 (28.3%)
Adaptations, sheltered, or retirement living	82 (23.9%)	164 (47.8%)	246 (71.7%)
Total	124 (36.2%)	219 (63.8%)	343

Source: Housing LIN, AECOM calculations

Further considerations

6.18 The above estimates suggest that potential need for specialist accommodation could be in the range of 343-578 units over the Neighbourhood Plan period.

However, it may not be possible or appropriate to deliver this scale of new accommodation. It is proportionally high in relation to the overall housing delivery expectation in the NA, and therefore should not necessarily be prioritised to the exclusion of other groups, such as those in need of Affordable Housing.

- 6.19 In addition, specialist housing for older people should only be provided in sustainable, accessible locations that offer services and facilities, public transport options, and the necessary workforce of carers and others.
- 6.20 Alongside the need for specialist housing to be provided in accessible locations, another important requirement is for cost effectiveness and economies of scale. This can be achieved by serving the specialist older persons housing needs arising from a number of different locations and/or Neighbourhood Areas from a single, centralised point (i.e. what is sometimes referred to as a 'hub-and-spoke' model).
- 6.21 It is considered that Ecclesfield is, in broad terms, a suitable location for specialist accommodation on the basis of the accessibility criteria and the considerations of cost-effectiveness above. As such, there is potential for such accommodation to be provided within the Neighbourhood Area (while noting there is no specific requirement or obligation to do so if there is potential to meet need arising from Ecclesfield in other suitable locations near to but outside the Plan area boundaries).
- 6.22 It is also important to emphasise that the potential need for specialist housing for older people overlaps with the need for care home bedspaces and the need for adaptations to mainstream housing. These topics are considered in the sections below.

Care homes

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

depend on both local and national policies, delivery, and the appetite of private developers.

- 6.26 AECOM has estimated the likely need for care home accommodation over the plan period, based on the HLIN SHOP toolkit prevalence rates for residential and nursing care homes for older people (aged 75+). This estimate applied the prevalence rates in the 'More Choice, Greater Voice' 2008 report which informed the development of the HLIN toolkit. This report suggested that 65 residential care beds per 1,000 people aged 75+ was an appropriate rate. Based on this rate, applied to the growth in the older population (+1,367 people) for consistency with the calculations above, it is estimated that in Ecclesfield there would be a need for a further 89 care homes beds in the NA over the plan period, although some of this need could be met through turnover in the existing care bedspaces.
- 6.27 It is important to note that as these estimates relate to care homes (or the population in institutions) rather than independent housing, these figures are in addition to the overall need for housing in the NA. However, as discussed in this section, some of the need for care home beds might be met by independent housing accommodation and vice versa.

The Role of Mainstream Housing

- 6.28 The majority of older people live in mainstream housing and will continue to do so all of their lives. Based on the estimated number of older people and the tally of the existing stock in Appendix E, around 84% of the Ecclesfield population aged 75 and over is likely to live in the mainstream housing stock¹³.
- 6.29 It is not possible to be precise about how well older people are accommodated within mainstream housing, in terms of whether their accommodation is suitable to their needs and whether adequate care or support is provided within the home when they need.
- 6.30 However, given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another key avenue to addressing those with relevant needs is to discuss the standards of accessibility and adaptability in new development to be met in the Local Plan with Sheffield City Council.
- 6.31 It is relatively common for Local Plans to require that all or a majority of new housing meets Category M4(2) standards in response to the demographic shifts being observed nationwide. Government is considering mandating M4(2) on newly erected dwellings¹⁴, although changes to Building Regulations have not yet been made.
- 6.32 The current emerging Local Plan policy NC4 sets an expectation that on developments of fewer than 50 new homes, 100% should be designed to be

¹³ 3,881 over 75s in 2021, of which 370 are accommodated in specialist housing and a further 234 in care homes, leaving 3,277 people living in mainstream housing. This is approximate since some people in specialist housing and care homes will be under the age of 75.

¹⁴ See [Raising accessibility standards for new homes: summary of consultation responses and government response](https://www.gov.uk/government/consultations/raising-accessibility-standards-for-new-homes) - GOV.UK (www.gov.uk)

accessible and adaptable dwellings. On sites of 50 or more new homes this should be 98% accessible and adaptable and 2% wheelchair adaptable.

- 6.33 The proportion of new housing that might accommodate those using wheelchairs is harder to define at small scales. Typically, at Local Authority scale, this might be set with reference to the proportion of Affordable Housing applicants in the Local Authority area falling into this category or to wider data from surveys and other sources where available.
- 6.34 Table 6-5 sets out the proportion of wheelchair users in England as a whole, either using a wheelchair all of the time (0.6% of the population) or part of the time (3% of the population). As a crude estimate, these percentages are applied to the expected level of housing delivery for Ecclesfield to suggest the number that might be encouraged to be wheelchair friendly or adaptable. This would imply a potential need for 1 or 2 wheelchair accessible dwellings over the Plan period. It is worth noting that these national figures are for all age categories, not just older persons, although it is likely that a significant proportion of households using a wheelchair will be older persons.

Table 6-5 Wheelchair use Nationally Applied to Ecclesfield

	Percentage in England	% applied to NA housing allocations (44 to end of plan period)
Households using wheelchair all the time	0.6%	0.3
Households using wheelchair either indoors or outdoors	3.0%	1.3

Source: Survey of English Housing 2018/19

Conclusions- Specialist Housing for Older People

- 6.35 There are currently 370 units of specialist accommodation for older people in Ecclesfield, 93% of which are available for social rent for those in financial need, with the remaining 7% offered for leasehold market purchase. There are also 5 care homes in the NA, with a total of 234 bedspaces.
- 6.36 2021 Census data suggests that at this time there were 3,881 individuals aged 75+ in the NA. It is projected that by the end of the plan period this will increase to 5,248, with the 75+ population accounting for 14.7% of the population by 2039 compared to 9.6% across Sheffield.

Specialist housing for older people

- 6.37 The potential need for specialist housing with some form of additional care for older people can be estimated by bringing together data on population projections, rates of disability, and what tenure of housing the current 55-75 cohort occupy in the NA. This can be sense-checked using a toolkit based on national research and assumptions.
- 6.38 These two methods of estimating the future need in Ecclesfield produce a range of 343 to 578 specialist accommodation units that might be required during the

Plan period. These estimates are based on the projected growth of the older population, thereby assuming that today's older households are already well accommodated. If this is found not to be the case, it would justify aspiring to exceed the range identified here.

- 6.39 It is helpful to consider the breakdown in tenure and care within the potential need for specialist housing for older people in Ecclesfield. Table 6-3 shows that there is a greater need for market (62.6%) than affordable (37.4%) tenures. In addition, 93% of the current stock of specialist housing for older people in the NA is available for social rent, meaning future provision may need to be further skewed towards market delivery. There is a relatively even split between the need for sheltered and extra-care housing, with a slightly greater need for extra-care. The greatest sub-category of need is for market sheltered housing however (32.5%), although at least some of this need could be met through at home adaptations or ensuring that future housing delivery is accessible and adaptable.
- 6.40 It is important for specialist housing for older people to be provided in sustainable, accessible locations, with cost-effectiveness and economies of scale also important factors to consider. It is considered that Ecclesfield is a suitable location for specialist accommodation for older people.

Care homes

- 6.41 Care home accommodation is defined as institutional accommodation rather than housing. AECOM has estimated the likely need for care home accommodation over the plan period, based on the HLIN SHOP toolkit prevalence rates for residential and nursing care homes for older people (aged 75+). Based on this rate and the expected increase of 1,367 individuals aged 75+ between 2021 and 2039, it is estimated that in 2039 there would be a need for 89 additional care home beds in the NA. Some of the need for care home beds might be met by independent housing accommodation and vice versa. In addition, some of this need could likely be met through the turnover in current care bed spaces.

Adaptable and accessible housing

- 6.42 Given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another key avenue to addressing those with relevant needs is to discuss the standards of accessibility and adaptability in new development.
- 6.43 The current emerging Local Plan policy NC4 sets an expectation that on developments of fewer than 50 new homes, 100% should be designed to be accessible and adaptable dwellings. On sites of 50 or more new homes this should be 98% accessible and adaptable and 2% wheelchair adaptable.

7. Next Steps

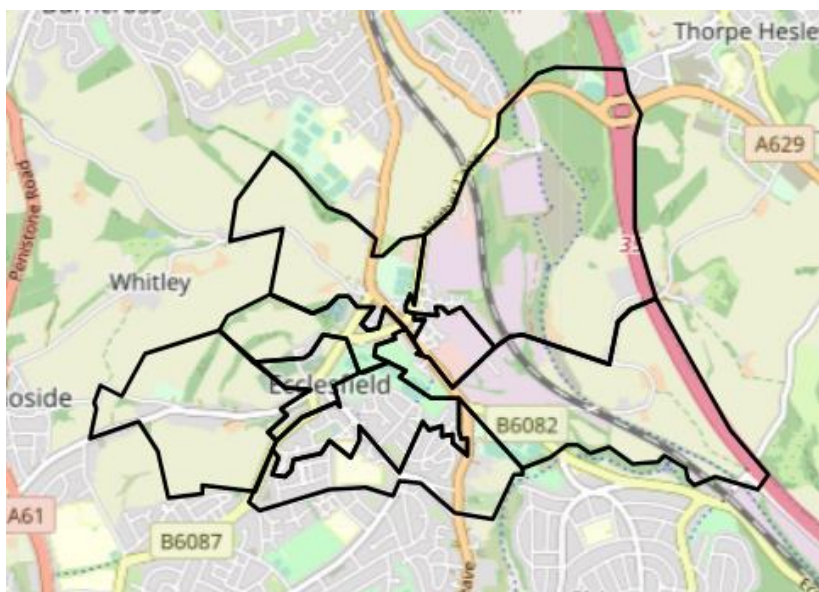
Recommendations for next steps

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

Appendix A : Assessment geography

1. For Census purposes, the whole of England is divided into statistical units of similar population size called Output Areas (OAs), the smallest units. They make up Lower Layer Super Output Areas (LSOAs), which in turn make up Middle Layer Super Output Areas (MSOAs). The NA equates to the following:
 - MSOA E02001615;
 - MSOA E02001613;
 - MSOA E02001614;
 - LSOA E01008138; and
 - LSOA E01008139.
2. As agreed with the Working Party, it is also helpful to look at sub-areas of Ecclesfield NA in certain places throughout the report. These are as follows:
 - Ecclesfield (settlement)
 - LSOA E01008139;
 - LSOA E01008138;
 - OA E00041237;
 - OA E00172536;
 - OA E00172530;
 - OA E00041235;
 - OA E00041234;
 - OA E00041231; and
 - OA E00041230.

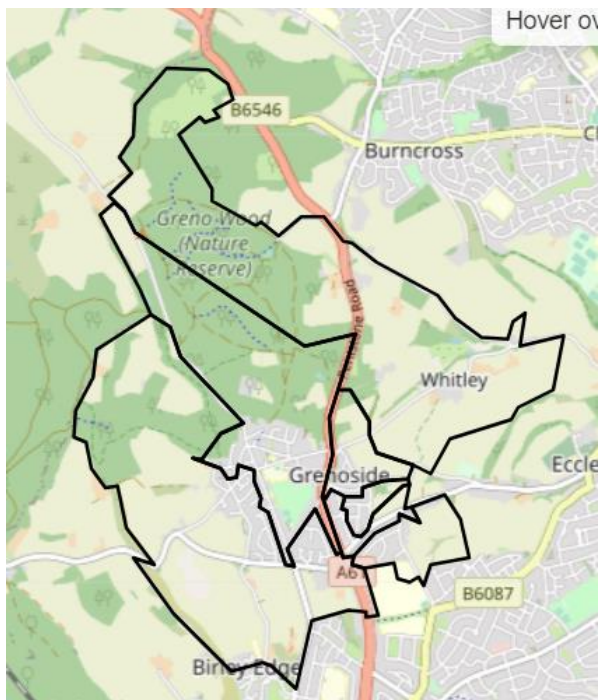
Figure A-1: Ecclesfield (settlement)



Source: NOMIS

- Grenoside
 - LSOA E01008141;
 - LSOA E01008134;
 - OA E00041250;
 - OA E00041241;
 - OA E00041240;
 - OA E00041227; and
 - OA E00041251.

Figure A-2: Grenoside



Source: NOMIS

- High Green / Thorncliffe
 - LSOA E01007892;
 - LSOA E01007898;
 - LSOA E01007899;
 - LSOA E01007900;
 - LSOA E01007901;
 - OA E00039963;
 - OA E00040011;
 - OA E00040016;
 - OA E00039961;
 - OA E00039991;
 - OA E00039992;

- OA E00172516;
- OA E00172517;
- OA E00172527;
- OA E00172538;
- OA E00172543; and
- OA E00172544.

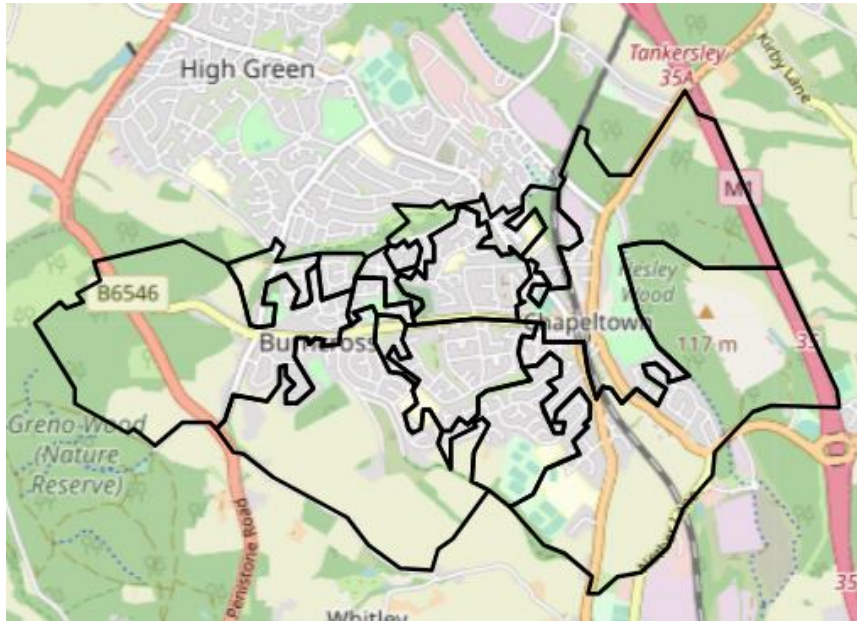
Figure A-3: High Green / Thorncliffe



Source: NOMIS

- Chapeltown / Burncross
 - LSOA E01007897;
 - LSOA E01007895;
 - LSOA E01007893;
 - LSOA E01007890;
 - LSOA E01007891;
 - LSOA E01007894;
 - LSOA E01007896;
 - OA E00040012;
 - OA E00040015;
 - OA E00039962;
 - OA E00039985;
 - OA E00040017;
 - OA E00040021;
 - OA E00039965; and
 - OA E00039966.

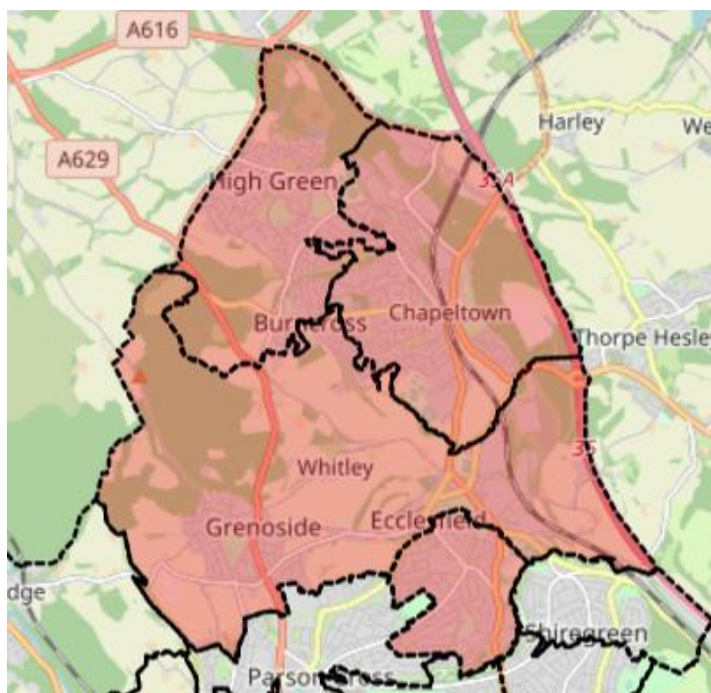
Figure A-4: Chapeltown / Burncross



Source: NOMIS

3. Finally, as noted in the analysis of affordability in the main body of the report, household income data for small areas is only provided down to the scale of MSOAs. The relevant MSOA, in which the NA is located and which will need to serve as a proxy for it, is:
 - MSOA E02001613;
 - MSOA E02001614;
 - MSOA E02001615; and
 - MSOA E02001616.

Figure A-5: MSOAs



Source: NOMIS

Appendix B : Local Plan context

Policies in the adopted local plan

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

Table B-1: Summary of relevant adopted policies in the Sheffield Development Framework Core Strategy¹⁵

Policy	Provisions
CS22 – Scale of the Requirement for New Housing	<p>The requirement for new housing is as follows:</p> <ol style="list-style-type: none"> a. An average of 1,025 net additional dwellings per year over the period 2004/05 to 2007/08 b. An average of 1,425 net additional dwellings per year over the period 2008/09 to 2025/26. <p>Sufficient sites will be allocated to meet the housing requirement to at least 2020/21.</p> <p>A 5-year supply of deliverable sites will be maintained at all times.</p>
CS23 – Locations for New Housing	<p>New housing development will be concentrated where it would support urban regeneration and make efficient use of land and infrastructure. In the period 2008/09 to 2020/21 the main focus will be on suitable sustainably located sites within or adjoining:</p> <ol style="list-style-type: none"> a. The main urban area of Sheffield (at least 90% of additional dwellings); and b. The urban area of Stocksbridge/Deepcar. <p>After 2020/21, and before then as opportunities arise, additional housing growth will occur in parts of the city where significant change and regeneration are taking place. This will be primarily in the main urban area of Sheffield (with an emphasis on the Lower Don Valley and North East Urban Area) and Stocksbridge/Deepcar.</p> <p>In Chapeltown/High Green and in the larger villages of Oughtibridge, Worrall, and Warncliffe Side housing development will be limited to suitable, sustainable sites within the existing built-up areas.</p> <p>Outside the urban areas and larger villages, housing development will be limited to that which is consistent with policies for the Green Belt and countryside areas.</p>

¹⁵ <https://www.sheffield.gov.uk/sites/default/files/2022-07/core-strategy-adopted-march-2009.pdf>

Policy	Provisions
CS32 – Jobs and Housing in Chapeltown / Ecclesfield	<p>New housing development will be limited to infilling and windfall sites within the existing residential areas and the surrounding countryside will be protected.</p> <p>The District Centre will be promoted as opportunities arise, through redevelopment, environmental improvement, and measures to remove traffic that does not need to be in the Centre.</p>
CS34 - District Centres	<p>Chapeltown is identified as a District Centre.</p> <p>Smaller-scale offices and residential development away from shop frontages will complement shops and services.</p>
CS40 – Affordable Housing	<p>In all parts of the city, developers of all new housing developments will be required to contribute towards the provision of affordable housing where this is practicable and financially viable.</p>
CS41 – Creating Mixed Communities	<p>Mixed communities will be promoted by encouraging development of housing to meet a range of housing needs including a mix of prices, sizes, types, tenures, and:</p> <ol style="list-style-type: none"> Providing housing for a broad range of smaller households in the City Centre and other highly accessible locations where no more than half the new homes in larger developments should consist of a single house type; Requiring a greater mix of housing in other locations, including homes for larger households, especially families; Providing new purpose-built student accommodation as part of a mix of housing development, with a mix of tenures and sizes of unit on larger sites, primarily in the City Centre and the areas directly to the north west and south of the City Centre. Limiting new or conversions to hostels, purpose-built student accommodation, and houses in multiple occupation where the community is already imbalanced by a concentration of such uses or where the development would create imbalance.

Source: Sheffield City Council

Policies in the emerging local plan

2. Table B-2 below summarises emerging Local Plan policies that are relevant to housing need and delivery in Ecclesfield.

Table 2-2: Summary of relevant emerging policies in the Sheffield Plan: Our City, Our Future Publication (Pre-Submission) Draft. Part 1: Vision, Spatial Strategy, Sub-Area Policies, and Site Allocation¹⁶.

Policy	Provisions
SP1 – Overall Growth Plan	<p>The Sheffield Plan will deliver:</p> <ul style="list-style-type: none"> a) 35,530 new homes by 2039 (2,090 homes per annum from 2022 to 2039); b) 12.9 hectares of employment land per year, which includes 2.9 hectares for office development and 10 hectares for industrial development; c) 372 site allocations including 297 for housing, 52 for economic development, 19 mixed use, and 1 for leisure and recreation which provide a deliverable and developable supply to meet needs. <p>Further delivery, not specific to housing, are outlined in the full policy.</p>
SP2 – Spatial Strategy	<p>The majority of future growth will be on previously developed sites within existing urban areas. These are the Main Urban Area of Sheffield and the two Principal Towns of Stocksbridge/Deepcar and Chapelton/High Green.</p> <p>The spatial strategy has been defined by considering the future of Sheffield across nine ‘sub-areas’. These are:</p> <ul style="list-style-type: none"> 1. Central (including the City Centre) 2. Northwest Sheffield 3. Northeast Sheffield (including Grenoside and Ecclesfield) 4. East Sheffield 5. Southeast Sheffield 6. South Sheffield 7. Southwest Sheffield 8. Stocksbridge/Deepcar

16 https://ehq-production-europe.s3.eu-west-1.amazonaws.com/fcd33c9b64067ae33b758b7bae877b96405ada04/original/1672911775a48548b8e028547bdad101dedb567cf8_2023_01_05_SP_Part_1%28170dpi%29.pdf?X-Amz-Algorithm=AWS4-HMAC-SHA256&X-Amz-Credential=AKIA4KKNQAKICO37GBEP%2F20230831%2Ffeu-west-1%2Fs3%2Faws4_request&X-Amz-Date=20230831T082337Z&X-Amz-Expires=300&X-Amz-SignedHeaders=host&X-Amz-Signature=7f4be643aa0d027b60a48149ff12da366dab6a9d62323422a0d014aa28eb2b8e

Policy	Provisions
	<p>9. Chapeltown/High Green</p> <p>The sub-areas will deliver a pattern of sustainable development within the existing settlement hierarchy of Sheffield (Main Urban Area) and the identified Principal Towns, Larger Villages, and Smaller Villages.</p>
SA3 – Northeast Sheffield Sub-Area	<p>This sub-area includes part of the Main Urban Area of Sheffield, the District Centres of Chaucer, Firth Park, and Spital Hill, as well as 18 Local Centres.</p> <p>Development proposals in the Northeast Sheffield Sub-Area will deliver approximately 970 new homes through a combination of existing planning permissions and new site allocations. Longer term housing growth may also take place within several of the Flexible Uses Zones in the Sub-Areas (Broad Locations for Growth) where existing commercial uses will be allowed to transition to residential use.</p> <p>It will continue the regeneration of housing estates in collaboration with the Sheffield Housing Company and other house builders to continue developing cleared sites.</p>
SA9 – Chapeltown / High Green Sub-Area	<p>The sub-area includes the Principal Town of Chapeltown/High Green. Chapeltown also serves as a District Centre and there are 2 Local Centres.</p> <p>Whitley serves as a Smaller Village that is washed over by the Green Belt.</p> <p>Development will deliver approximately 25 new homes on large sites. It will also deliver a housing requirement figure for the designated neighbourhood plan area (Ecclesfield) – at least 145 homes (including homes on small sites which already have planning permission).</p>
H1 – Scale and Supply of New Housing	<p>Delivery of new homes will be in accordance with Policy SP1 and Policy SP2. It will be primarily focused on previously developed land within the existing urban areas – these are the Main Urban Area of Sheffield and the two Principal Towns of Chapeltown/High Green and Stocksbridge/Deepcar.</p> <p>The target for homes delivered on previously developed land is 85% across the period 2022 to 2039.</p> <p>New housing will be delivered on sites that already have planning permission, on identified housing site allocations, in the Broad Locations for Growth, through a small site allowance, and</p>

Policy	Provisions
	<p>through large site windfalls (mainly after year 6 of the plan period).</p> <p>Delivery of affordable homes will occur across each of the 12 identified Affordable Housing Market Areas.</p> <p>A wide range of new housing will be supported to meet identified needs including custom build and self-build homes, older people's independent living accommodation, and housing to meet the needs of disabled people.</p>
SA3 – Northeast Sheffield Sub-Area Site Allocations	NES26 – Eden Park Service Station, Penistone Road, Grenoside, Sheffield, S35 8QG – 20 dwellings
SA9 – Chapeltown / High Green Sub-Area Site Allocations	<p>CH01 – Former Chapeltown Training Centre, 220-230 Lane End, Sheffield, S35 2UZ – 14 dwellings</p> <p>CH02 – Swimming Baths, Burncross Road, Sheffield, S35 1RX – 10 dwellings</p>

Source: Sheffield City Council

Table 2-3: Summary of relevant emerging policies in the Sheffield Plan: Our City, Our Future Publication (Pre-Submission) Draft. Part 2: Development Management Policies and Implementation.

Policy	Provisions
NC2 – Development in the Residential Zones	<p>In the Residential Zones, the following uses will be:</p> <p>Preferred</p> <ul style="list-style-type: none"> • Residential Institutions (Class C2) • Housing (Class C3) <p>Acceptable</p> <ul style="list-style-type: none"> • Houses in multiple occupation (Class C4) • Houses in multiple occupation with more than 6 residents (sui generis) • Commercial, business, and service uses (Class E) • Learning and non-residential institutions (Class F1) • Local community uses (Class F2) <p>Unacceptable</p> <ul style="list-style-type: none"> • General industrial (Class B2) • Storage or distribution (Class B8)

Policy	Provisions
	<ul style="list-style-type: none"> Unclassified uses that would be incompatible with residential use due to the noise, pollution, or traffic that they would generate
NC3 – Provision of Affordable Housing	<p>A contribution towards the provision of affordable housing will be required from the following housing developments:</p> <ul style="list-style-type: none"> Sites with capacity for 10 or more dwellings; Sites with a capacity of less than 10 dwellings which would provide 10 or more dwellings when combined with an adjoining allocated site or vacant site. <p>The developer will be required to provide a specified percentage of the gross internal floor area of the development for transfer to a Registered Affordable Housing Provider at 10% in Chapeltown/Ecclesfield.</p> <p>The tenure mix should be:</p> <ul style="list-style-type: none"> 25% affordable housing for First Homes 25% affordable housing for social rented or equivalent affordable tenures 50% affordable rent or housing for intermediate housing or equivalent affordable tenures
NC4 – Housing for Independent and Supported Living	<p>All new homes should be designed to enable independent living. This means:</p> <ol style="list-style-type: none"> In developments of fewer than 50 new homes, 100% should be designed to be accessible and adaptable dwellings; In developments of 50 or more new homes, 98% should be designed to be accessible and adaptable dwellings and the remaining 2% should be wheelchair adaptable dwellings. <p>Wheelchair adaptable homes should be located on the flattest part of a site and, where feasible, as close as possible to local facilities.</p> <p>Specialist housing designated for older or disabled people will be promoted in areas of need.</p> <p>All specialist housing designated for older or disabled people, including supported accommodation (including hostels providing an element of care), and non-supported accommodation should be wheelchair adaptable or fully wheelchair accessible throughout.</p>
NC5 – Creating Mixed Communities	<p>Mixed communities will be created and maintained by encouraging the development of housing to meet a range of</p>

Policy	Provisions
	<p>needs including providing a mix of values, sizes, types, and tenures. This will be achieved by:</p> <ul style="list-style-type: none"> a) Requiring that, in developments of 30 or more homes in the City Centre and other highly accessible locations, no more than half the homes consist of 1-bedroom apartments and studios; and b) Requiring a greater mix of house types on developments of 30 or more homes in other locations, including homes for larger households; and c) Continuing to apply an Article 4 Direction to the areas shown on the Policies Map where new (or conversions to) HMOs, hostels, and shared housing, will not be permitted where the combined concentration of these uses, when compared with the number of all residential properties within 200m of the site, exceeds 20%.
GS2 – Development in the Green Belt	<p>In the Green Belt development that is not inappropriate will be permitted where it meets the tests set out in the NPPF and where:</p> <ul style="list-style-type: none"> a) Extensions or alterations to existing buildings would not result in disproportionate additions to the original building, taking into account the context of design, size, and siting of the existing building, as well as the heritage and landscape character of the surrounding area; b) A replacement building is in the same use and is not materially larger than the one it replaces; c) Any proposal for the re-use of buildings for other uses ensure that: <ul style="list-style-type: none"> - The existing building is of permanent substantial construction and it does not require significant structural re-building; and - It would not require disproportionate additions to the original building. d) Proposals for infilling of a small gap are proposed in the following locations: <ul style="list-style-type: none"> - The villages of Bolsterstone, Brightholmlee, Dungworth, Ewden Village, Midhopestones, Ringinglow, and Whitley; or - Substantially development road frontages at Chapeltown Road, Whiteley Wood Road, and Long Line (at Dore).

Appendix C : Affordability calculations

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

C.1 Market housing

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

i) Market sales

3. The starting point for calculating the affordability of a dwelling for sale from the perspective of a specific household is the loan to income ratio which most mortgage companies are prepared to agree. This ratio is conservatively estimated to be 3.5. In practice this can be highly variable. Multipliers up to 4.5 or even above 5 times income increasingly available, although the actual average in practice tends to be lower, particularly where applicants are dual earning. The Financial Conduct Authority uses 3.5 or more as its standard assumption for single applicants and 2.75 or more for dual applicants.
4. To produce a more accurate assessment of affordability, the savings required for a deposit should be taken into account in addition to the costs of servicing a mortgage. However, unlike for incomes, data is not available for the savings available to households in Ecclesfield, and the precise deposit a mortgage provider will require of any buyer will be determined by their individual circumstances and the state of the mortgage market. An assumption is therefore made that a 10% purchase deposit is required and is available to the prospective buyer. In reality it is possible that the cost of the deposit is a greater barrier to home ownership than the mortgage costs.
5. The calculation for the purchase threshold for market housing is as follows:
 - Value of a median NA house price (2022) = £195,500;
 - Purchase deposit at 10% of value = £19,550;
 - Value of dwelling for mortgage purposes = £175,950;
 - Divided by loan to income ratio of 3.5 = purchase threshold of £50,271.
6. The purchase threshold for an entry-level dwelling is a better representation of affordability to those with lower incomes or savings, such as first-time buyers. To determine this threshold, the same calculation is repeated but with reference to the lower quartile rather than the median house price. The lower quartile average in 2022 was £145,000, and the purchase threshold is therefore £37,286.
7. It is also worth assessing the purchase threshold for new build homes, since this most closely represents the cost of the new housing that will come forward in future. Land Registry recorded 4 sales of new build properties in the NA in 2022. There were too few recent sales in the NA specifically to determine an accurate

average for the cost of new build housing in Ecclesfield. It is, however, important to understand the likely cost of new housing because new housing is where the Neighbourhood Plan has most influence and is the appropriate benchmark for understanding the costs of affordable home ownership tenures (considered below).

8. Therefore an estimate has been calculated by determining the uplift between all flat prices (used as a proxy for entry-level prices) in 2022 across Sheffield and new build flat prices in 2022 in the same area. This percentage uplift (or 'new build premium') is then applied to the 2022 lower quartile house price in the NA to give an estimated NA new build entry-level house price of £171,364 and purchase threshold of £44,065.
9. In order to provide a comparison with the wider local authority area, it is helpful to also look at the cost of new build housing across Sheffield in 2022. The median cost of new build dwellings in Sheffield was £185,000, with a purchase threshold of £47,571.

ii) Private Rented Sector (PRS)

10. It is assumed here that rented housing is affordable if the annual rent does not exceed 30% of the household's gross annual income. The percentage of income to be spent on rent before the property is considered affordable varies considerably for individuals, and it is increasingly common for households to dedicate a larger proportion of their earnings to rent. When considering affordability it is considered good practice to be conservative, and the 30% benchmark is used as ONS's current standard assumption.
11. This is an important assumption because it is possible that a household will be able to afford tenures that are deemed not affordable in this report if they are willing or able to dedicate a higher proportion of their income to housing costs. It is becoming increasingly necessary for households to do so. However, for the purpose of planning it is considered more appropriate to use this conservative lower benchmark for affordability on the understanding that additional households may be willing or able to access housing this way than to use a higher benchmark which assumes that all households can afford to do so when their individual circumstances may well prevent it.
12. The property website Rightmove.co.uk shows rental values for property in the Neighbourhood Area. According to Rightmove.co.uk there were 11 properties for rent at the time of search in August 2023, with an average monthly rent of £995. There were 4 two-bedroom properties listed, with an average price of £765 per calendar month.
13. The calculation for the private rent income threshold for entry-level (2-bedroom) dwellings is as follows:
 - Annual rent = £765 x 12 = £9,180;
 - Multiplied by 3.33 (so that no more than 30% of income is spent on rent) = income threshold of £30,600.

14. The calculation is repeated for the overall average to give an income threshold of £39,800.

C.2 Affordable Housing

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

i) Social rent

16. Rents in socially rented properties reflect a formula based on property values and average earnings in each area, resulting in substantial discounts to market rents. As such, this tenure is suitable for the needs of those on the lowest incomes and is subject to strict eligibility criteria.
17. To determine social rent levels, data and statistical return from Homes England is used. This data is only available at Local Authority scale so must act as a proxy for Ecclesfield. This data provides information about rents and the size and type of stock owned and managed by private registered providers and is presented for Sheffield in Table C-1.
18. To determine the income needed, it is assumed that no more than 30% of income should be spent on rent. This is an assumption only for what might generally make housing affordable or unaffordable – it is unrelated to the eligibility criteria of Affordable Housing policy at Local Authority level. The overall average across all property sizes is taken forward as the income threshold for social rent.

Table C-1: Social rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average social rent per week	£76.20	£80.71	£86.63	£102.52	£82.49
Annual average	£3,962	£4,197	£4,505	£5,331	£4,289
Income needed	£13,195	£13,976	£15,001	£17,752	£14,284

Source: Homes England, AECOM Calculations

ii) Affordable rent

19. Affordable rent is controlled at no more than 80% of the local market rent. However, registered providers who own and manage affordable rented housing may also apply a cap to the rent to ensure that it is affordable to those on housing benefit (where under Universal Credit the total received in all benefits to working age households is £20,000).
20. Even an 20% discount on the market rent may not be sufficient to ensure that households can afford this tenure, particularly when they are dependent on benefits. Registered Providers in some areas have applied caps to larger

properties where the higher rents would make them unaffordable to families under Universal Credit. This may mean that the rents are actually 50-60% of market levels rather than 80%.

21. Data on the most realistic local affordable rent costs is obtained from the same source as social rent levels for Sheffield. Again it is assumed that no more than 30% of income should be spent on rent, and the overall average is taken forward.
22. Comparing this result with the average 2-bedroom annual private rent above indicates that affordable rents in the NA are actually closer to 50% of market rates than the maximum of 80%, a feature that is necessary to make them achievable to those in need.

Table C-2: Affordable rent levels (£)

Size	1 bed	2 beds	3 beds	4 beds	All
Average affordable rent per week	£82.52	£95.09	£102.36	£117.68	£95.83
Annual average	£4,291	£4,945	£5,323	£6,119	£4,983
Income needed	£14,289	£16,466	£17,725	£20,377	£16,594

Source: Homes England, AECOM Calculations

iii) Affordable home ownership

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

First Homes

25. Because First Homes are a new tenure product, it is worth explaining some of their key features:
 - First Homes should be available to buy with a minimum discount of 30% below their full market value (i.e. the value of an equivalent new home);
 - The discount level can be set higher than 30% – at 40% or 50% – where this can be suitably evidenced. The setting and justifying of discount levels can happen at neighbourhood as well as local authority scale;
 - After the discount is applied the initial sale price must not exceed £250,000 (or £420,000 in Greater London), and lower caps can be set locally;

- Purchasers must be first-time buyers with an income less than £80,000 (or £90,000 in Greater London), and First Homes can be prioritised for local people and/or key workers;
 - They will be subject to legal restrictions ensuring the discount is retained for future occupants, and renting out or sub-letting will not normally be permitted;
 - In addition to setting the discount level, local authorities and neighbourhood planning groups can apply additional criteria, such as a lower income cap, local connection test or prioritisation for key workers through adopted plans, emerging policy or Supplementary Planning Documents.
 - 25% of all homes delivered through section 106 developer contributions on sites enabled through the planning process should be sold as First Homes. In simpler terms, 25% of all subsidised Affordable Housing on mainstream housing developments should be First Homes. This is likely to mean that First Homes will take the place of shared ownership housing in many circumstances, and in some cases may also displace social or affordable rented homes.
26. The starting point for considering whether First Homes are affordable is the estimated cost of new build entry-level housing in the NA noted above of £171,364.
27. For the minimum discount of 30% the purchase threshold can be calculated as follows:
- Value of a new home (estimated NA new build entry-level) = £171,364;
 - Discounted by 30% = £119,955;
 - Purchase deposit at 10% of value = £11,995;
 - Value of dwelling for mortgage purposes = £107,959;
 - Divided by loan to income ratio of 3.5 = purchase threshold of £30,845.
28. The income thresholds analysis in the Affordability and Affordable Housing chapter also compares local incomes with the costs of a 40% and 50% discounted First Home. This would require an income threshold of £26,439 and £22,032 respectively.
29. All of the income thresholds calculated here for First Homes are below the cap of £80,000 above which households are not eligible. The discounted prices are also all below the cap of £250,000.
30. Note that discounted market sale homes may be unviable to develop if the discounted price is close to (or below) build costs. Build costs vary across the country but as an illustration, the build cost for a 2 bedroom home (assuming 70 sq. m and a build cost of £1,750 per sq. m¹⁷) would be around £122,500. This cost excludes any land value or developer profit. This would appear to be an issue in Ecclesfield.

¹⁷ It is estimated that in 2022, build costs for a house are between £1,750 and £3,000 per square metre - <https://urbanistarchitecture.co.uk/cost-to-build-a-house-uk/>

31. Table C-3 shows the discount required for First Homes to be affordable to the three income groups. The cost of a typical First Home is calculated using an estimate for new build entry-level housing in the NA. However, it is worth thinking about First Homes in relation to the cost of new build prices in the wider area, as well as median and entry-level existing prices locally to get a more complete picture. The discount levels required for these alternative benchmarks are given below.

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

House price benchmark	Mean household income	Single LQ earner	Dual LQ earning household
NA median house price	20%	65%	31%
NA estimated new build entry-level house price	9%	61%	21%
NA entry-level house price	-	53%	7%
LA median new build house price	16%	64%	27%

Source: Land Registry PPD; ONS MSOA total household income

Shared ownership

32. Shared ownership involves the purchaser buying an initial share in a property, typically of between 25% and 75% (but now set at a minimum of 10%), and paying rent on the share retained by the provider. Shared ownership is flexible in two respects, in the share which can be purchased and in the rent payable on the share retained by the provider. Both of these are variable. The share owned by the occupant can be increased over time through a process known as 'staircasing'.
33. In exceptional circumstances (for example, as a result of financial difficulties, and where the alternative is repossession), and at the discretion of the provider, shared owners may staircase down, thereby reducing the share they own. Shared equity is available to first-time buyers, people who have owned a home previously and council and housing association tenants with a good credit rating whose annual household income does not exceed £80,000.
34. To determine the affordability of shared ownership, calculations are again based on the estimated costs of new build housing as discussed above. The deposit available to the prospective purchaser is assumed to be 10% of the value of the dwelling, and the standard loan to income ratio of 3.5 is used to calculate the income required to obtain a mortgage. The rental component is estimated at 2.5% of the value of the remaining (unsold) portion of the price. The income required to cover the rental component of the dwelling is based on the assumption that a household spends no more than 30% of the income on rent (as for the income threshold for the private rental sector).
35. The affordability threshold for a 25% equity share is calculated as follows:
- A 25% equity share of £171,364 is £42,841;
 - A 10% deposit of £4,284 is deducted, leaving a mortgage value of £38,557;
 - This is divided by the loan to value ratio of 3.5 to give a purchase threshold of £11,016;

- Rent is charged on the remaining 75% shared ownership equity, i.e. the unsold value of £128,523;
- The estimated annual rent at 2.5% of the unsold value is £3,213;
- This requires an income of £10,710 (annual rent multiplied by 3.33 so that no more than 30% of income is spent on rent).
- The total income required is £21,726 (£11,016 plus £10,710).

36. The same calculation is repeated for equity shares of 10% and 50% producing affordability thresholds of £17,259 and £29,173 respectively.

37. All of the income thresholds are below the £80,000 cap for eligible households.

Rent to Buy

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

Appendix D : Affordable Housing need and policy

Affordable Housing estimates

1. In Table D-1 AECOM has calculated, using PPG as a starting point,¹⁸ an estimate of the total need for affordable rented housing in Ecclesfield over the Plan period. It should, however, be noted that the accuracy of the findings generated by the model is only as strong as the evidence available. However, given the test of proportionality for evidence supporting neighbourhood plans, and the need to be in conformity with Local Authority strategic policies, the calculations set out here are considered a reasonable basis for understanding and planning for neighbourhood-level affordable housing need.
2. It should also be noted that figures in Table D-1 are largely dependent on information provided by Sheffield City Council in its capacity as manager of the local housing waiting list.

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

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current households in need	3,771.0	Active applicants on Housing Register for Chapeltown, Ecclesfield, Grenoside, and High Green.
1.2 Per annum	235.7	Step 1.1 divided by the plan period to produce an annualised figure.
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	1,362.5	DLUHC 2018-based household projections for the LA between start and end of plan period. % increase applied to NA.
2.2 Proportion of new households unable to rent in the market	40.1%	(Steps 1.1 + 2.2.1 + 2.2.2) divided by number of households in NA.
2.2.1 Current number of social renters in NA	1,820.0	2021 Census social rented occupancy
2.2.2 Number of private renters on housing benefits	424.0	Housing benefit caseload May 2018. Pro rata for NA.
2.3 New households unable to rent	546.0	Step 2.1 x Step 2.2.
2.4 Per annum	34.1	Step 2.3 divided by plan period.
STAGE 3: TURNOVER OF AFFORDABLE HOUSING		
3.1 Supply of social/affordable re-lets (including transfers) %	6.3%	2019/20 relet rate for Chapeltown & Ecclesfield HMA

¹⁸ Paragraphs 024-026 Reference ID: 2a-026-20140306, at <https://www.gov.uk/guidance/housing-and-economic-land-availability-assessment>

3.2 Supply of social/affordable re-lets (including transfers)	114.7	Step 3.1 x NA social rented stock (2.2.1).
NET SHORTFALL OF RENTED UNITS PER ANNUM		
Overall shortfall per annum	155.2	Step 1.2 + Step 2.4 - Step 3.2
Overall shortfall over plan period	2,482.4	Above * plan period

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

- Turning to Affordable Housing providing a route to home ownership, Table D-2 estimates the potential demand in Ecclesfield. This model aims to estimate the number of households that might wish to own their own home but cannot afford to. The model is consistent with methods used at Local Authority scale in taking as its starting point households currently living in or expected to enter the private rented sector who are not on housing benefit.
- There may be other barriers to these households accessing home ownership on the open market, including being unable to save for a deposit, or being unable to afford a home of the right type/size or in the right location. The model also discounts 25% of households potentially in need, assuming a proportion will be renting out of choice. This assumption is based on consistent results for surveys and polls at the national level which demonstrate that most households (typically 80% or more) aspire to home ownership.¹⁹ No robust indicator exists for this area or a wider scale to suggest aspirations may be higher or lower in the NA.

¹⁹ <http://www.ipsos-mori-generations.com/housing.html>

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

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current number of renters in NA	1,447.0	Census 2021 private rented occupancy.
1.2 Percentage renters on housing benefit in LA	29.3%	% of renters in 2021 on Housing Benefit / Universal Credit with housing entitlement
1.3 Number of renters on housing benefits in the NA	424.0	Step 1.1 x Step 1.2.
1.4 Current need (households)	767.3	Current renters minus those on housing benefit and minus 25% assumed to rent by choice. ²⁰
1.5 Per annum	48.0	Step 1.4 divided by plan period.
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	1,362.5	LA household projections for plan period (2018 based) pro rated to NA.
2.2 % of households unable to buy but able to rent	5.3%	(Step 1.4 + Step 3.1) divided by number of households in NA.
2.3 Total newly arising need	71.8	Step 2.1 x Step 2.2.
2.4 Total newly arising need per annum	5.5	Step 2.3 divided by plan period.
STAGE 3: SUPPLY OF AFFORDABLE HOUSING		
3.1 Supply of affordable housing	24.0	Number of shared ownership homes in the NA (Census 2021).
3.2 Supply - intermediate resales	1.2	Step 3.1 x 5% (assumed rate of re-sale).
NET SHORTFALL PER ANNUM		
Overall shortfall per annum	52.3	(Step 1.5 + Step 2.4) - Step 3.2.
Overall shortfall over plan period	836.5	Above * plan period

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

- There is no policy or legal obligation on the part either of the Local Authority or Neighbourhood Plan to meet affordable housing needs in full, though there are tools available to the Steering Group that can help ensure that it is met to a greater extent if resources permit (e.g. the ability to allocate sites for affordable housing).
- It is also important to remember that even after the Neighbourhood Plan is adopted, the assessment of need for Affordable Housing, the allocation of

²⁰ The assumption of approximately 25% preferring to rent and 75% preferring to buy is AECOM's judgement, based on national level polls which consistently reveal that most households who prefer home ownership eg <http://www.ipsos-mori-generations.com/housing.html> and informed by our experience across numerous neighbourhood level HNAs. The assumption is based on the fact that some households choose to rent at certain stages in their life (e.g. when young, when needing flexibility in employment market, or when new migrants move into an area). While most households prefer the added security and independence of owning their own home, private renting is nevertheless a tenure of choice at a certain points in many households' journey through the housing market. The actual percentage of preference will differ between areas, being higher in large metropolitan areas with younger households and more new migrants, but lower in other areas. 25% is used as a reasonable proxy and for consistency across HNAs and similar assumptions are used in some larger scale assessments such as LHNAs and SHMAs. If the neighbourhood planning group feel this is not an appropriate assumption in their particular locality they could use the results of a local residents survey to refine or confirm this calculation.

affordable rented housing to those in need, and the management of the housing waiting list all remain the responsibility of the Local Authority rather than the neighbourhood planning group.

Affordable housing policy

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

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

Consideration	Local Evidence
<p>A. Evidence of need for Affordable Housing:</p> <p>The need for affordable rent and affordable home ownership is not directly equivalent: the former expresses the identified need of a group with acute needs and no alternative options; the latter expresses potential demand from a group who are generally adequately housed in rented accommodation and may not be able to afford the deposit to transition to ownership.</p>	<p>This HNA suggests that the NA requires around 2,482 units of affordable rented housing and 837 units of affordable home ownership homes per annum over the Plan period. Both forms of Affordable Housing appear to be valuable in meeting the needs of people on various incomes.</p> <p>The relationship between these figures suggests that affordable rented housing should be prioritised over affordable home ownership.</p>
<p>B. Can Affordable Housing needs be met in full?</p> <p>How far the more urgently needed affordable rented housing should be prioritised in the tenure mix depends on the quantity of overall housing delivery expected.</p>	<p>If the Local Plan target of 10% were achieved on every site, assuming the delivery of the NA's housing allocations for 44 homes overall, up to 4.4 affordable homes might be expected in the NA over Plan period.</p> <p>This level of potential affordable housing delivery would not be sufficient to meet all of the need identified. The more urgent and acute need for rented housing should therefore be prioritised.</p>
<p>C. Government policy (eg NPPF) requirements:</p> <p>Current NPPF policy requires 10% of all homes to be delivered for affordable home ownership. There can be exceptions to this requirement if it would prevent the delivery of other forms of Affordable Housing.</p>	<p>For 10% of all housing to be affordable ownership in Ecclesfield, where 10% of all housing should be affordable, 100% of Affordable Housing should be for affordable ownership. This does not comply with the guideline tenure split sought in the Local Plan.</p>

<p>D. Local Plan policy:</p>	<p>The emerging Local Plan seeks a tenure split of 25% social rent, 25% First Homes, and 50% affordable rent or intermediate housing (e.g. affordable home ownership).</p>
<p>E. First Homes policy:</p> <p>The Government recently concluded a consultation on the introduction of First Homes (to provide at least 30% discount on new build home prices). The proposals have now been enacted through a ministerial statement. A minimum of 25% of all Affordable Housing secured through developer contributions are now required to be First Homes.</p> <p>After the 25% First Homes requirement has been met, the remaining 75% of Affordable Housing units should as a first priority protect the provision for social rent set out in the Local Plan. The remaining units should then be allocated to other tenure products in the relative proportions set out in the Local Plan.</p> <p>AECOM is aware that some Local Planning Authorities are considering 'top slicing' their affordable housing quota to provide 25% First Homes and then allocating the remaining proportion according to their existing policy tenure split. Some LPAs are considering this approach because of the existing business models of registered providers which have relied on shared ownership to cross subsidise affordable rented housing and uncertainty over whether First Homes could replace this model.</p>	<p>This new minimum requirement may have the effect of displacing other products in any established tenure mix and will reduce the amount of social or affordable rent if this was proposed to be more than 75% of Affordable Housing. This does not appear to be an issue in Sheffield.</p>
<p>F. Viability:</p>	<p>HNAs cannot take into consideration the factors which affect viability in the neighbourhood area or at the site-specific level. Viability issues are recognised in the Local Plan and it is acknowledged that this may affect the provision of affordable housing, the mix of tenures provided and the</p>

	discounts that can be sought on First Homes properties.
<p>G. Funding:</p> <p>The availability of funding to support the delivery of different forms of Affordable Housing may also influence what it is appropriate to provide at a particular point in time or on any one site.</p>	<p>The Working Party may wish to keep this in mind so that it can take up any opportunities to secure funding if they become available.</p>
<p>H. Existing tenure mix in Ecclesfield:</p> <p>The current stock of homes in an area, in terms of balance between ownership, rented and affordable provision may be a consideration in the mix of tenures provided on new development sites.</p>	<p>At the time of the 2021 Census 13.3% of households in the NA lived in Affordable Housing (0.2% shared ownership and 13.1% social rented). This is below national levels (18.1%) and well below Sheffield as a whole. 22.9% of households across Sheffield lived in Affordable Housing, 0.3% in shared ownership dwellings and 22.6% in social rented dwellings, with the disparity with the NA greatest when considering social rented tenures.</p>
<p>I. Views of registered providers:</p>	<p>It is not within the scope of this HNA to investigate whether it would be viable for housing associations (registered providers) to deliver and manage affordable rented homes in the NA. The funding arrangements available to housing associations will determine rent levels.</p>
<p>J. Wider policy objectives:</p>	<p>The Working Party may wish to take account of broader policy objectives for Ecclesfield and/or the wider city. These could include, but are not restricted to, policies to attract younger households, families or working age people to the NA. These wider considerations may influence the mix of Affordable Housing provided.</p>

Appendix E : Specialist housing for older people

Background data tables

Table E-1: Existing specialist housing supply, Ecclesfield

	Name	Description	Dwellings	Tenure	Type
1	Newgate Close House	1-bedroom and 2-bedroom flats	80	Rent (social landlord)	Retirement housing
2	Marlfield Croft	1-bedroom flats	16	Rent (social landlord)	Age exclusive housing
3	Ernest Fox House	1-bedroom and 2-bedroom flats and bungalows	52	Rent (social landlord)	Retirement housing
4	John Trickett House	1-bedroom and 2-bedroom flats and bungalows	45	Rent (social landlord)	Retirement housing
5	Charles Square Hamlet	2-bedroom and 3-bedroom bungalows	34	Rent (social landlord)	Retirement housing
6	Ernest Copley House	1-bedroom and 2-bedroom flats	49	Rent (social landlord)	Retirement housing
7	Kinsey Road Sheltered Scheme	1-bedroom and 3-bedroom flats	68	Rent (social landlord)	Retirement housing
8	Mortomley Hall Gardens	1-bedroom and 2-bedroom flats and bungalows	26	Leasehold	Age exclusive housing

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

Table E-2: Tenure and mobility limitations of those aged 65+ in Ecclesfield, 2011 (65+ is the closest proxy for 75+ in this data)

Tenure	Day-to-day activities limited a lot		Day-to-day activities limited a little		Day-to-day activities not limited	
All categories	1,843	28.9%	1,718	26.9%	2,817	44.2%
<i>Owned Total</i>	1,197	24.2%	1,292	26.1%	2,456	49.7%
Owned outright	1,083	24.0%	1,193	26.4%	2,245	49.7%
Owned (mortgage) or shared ownership	114	26.9%	99	23.3%	211	49.8%
<i>Rented Total</i>	646	45.1%	426	29.7%	361	25.2%
Social rented	586	47.2%	372	30.0%	283	22.8%
Private rented or living rent free	60	31.3%	54	28.1%	78	40.6%

Source: DC3408EW Health status

HLIN calculations

Table E-3: Recommended provision of specialist housing for older people from the HLIN SHOP toolkit

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

Source: Housing LIN SHOP Toolkit

- As Table 6-1 in the main report shows, Ecclesfield is forecast to see an increase of 1,367 individuals aged 75+ by the end of the Plan period. According to the HLIN tool, this translates into need as follows:

- Conventional sheltered housing to rent = $60 \times 1.367 = 82$
- Leasehold sheltered housing = $120 \times 1.367 = 164$
- Enhanced sheltered housing (divided 50:50 between that for rent and that for sale) = $20 \times 1.367 = 27$

- Extra care housing for rent = $15 \times 1.367 = 21$
- Extra care housing for sale = $30 \times 1.367 = 41$
- Housing based provision for dementia = $6 \times 1.367 = 8$

Appendix F : Housing Needs Assessment Glossary

Adoption

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

Affordability

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

Affordability Ratio

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

Affordable Housing (NPPF Definition)

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

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

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

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

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

Affordable rented housing

Rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). The national rent regime is the regime under which the social rents of tenants of social housing are set, with particular reference to the Guide to Social Rent Reforms (March 2001) and the Rent Influencing Regime Guidance (October 2001). Local market rents are calculated using the Royal Institution for Chartered Surveyors (RICS) approved valuation methods²¹.

Age-Restricted General Market Housing

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

Annual Monitoring Report

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

Basic Conditions

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

Backlog need

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

Bedroom Standard²²

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

²¹ The Tenant Services Authority has issued an explanatory note on these methods at <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

²² See <https://www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-household-report>

Co-living

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

Community Led Housing/Community Land Trusts

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

Community Right to Build Order²³

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

Concealed Families (Census definition)²⁴

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

Equity Loans/Shared Equity

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

²³ See <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

²⁴ See http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp171776_350282.pdf

Extra Care Housing or Housing-With-Care

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

Fair Share

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

First Homes

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

Habitable Rooms

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

Household Reference Person (HRP)

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

Housing Market Area

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

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

Housing Needs

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

Housing Needs Assessment

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

Housing Products

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

Housing Size (Census Definition)

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

Housing Type (Census Definition)

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

Housing Tenure (Census Definition)

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

Income Threshold

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

Intercensal Period

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

Intermediate Housing

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

Life Stage modelling

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

Life-time Homes

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

Life-time Neighbourhoods

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

Local Development Order

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

Local Enterprise Partnership

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

Local housing need (NPPF definition)

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

Local Planning Authority

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

Local Plan

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

Lower Quartile

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

Lower Quartile Affordability Ratio

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

Market Housing

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

Mean (Average)

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

Median

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

Median Affordability Ratio

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

Mortgage Ratio

The mortgage ratio is the ratio of mortgage value to income which is typically deemed acceptable by banks. Approximately 75% of all mortgage lending ratios fell below 4 in recent years²⁵, i.e. the total value of the mortgage was less than 4 times the annual income of the person who was granted the mortgage.

Neighbourhood Development Order (NDO)

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

Neighbourhood plan

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

Older People

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

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

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

Overcrowding

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

²⁵ See <https://www.which.co.uk/news/2017/08/how-your-income-affects-your-mortgage-chances/>

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

Planning Condition

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

Planning Obligation

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

Purchase Threshold

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

Proportionate and Robust Evidence

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

Private Rented

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

Retirement Living or Sheltered Housing

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

Residential Care Homes and Nursing Homes

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

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

Rightsizing

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

Rural Exception Sites

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

Shared Ownership

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

Sheltered Housing²⁶

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

²⁶ See <http://www.housingcare.org/jargon-sheltered-housing.aspx>

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

Strategic Housing Land Availability Assessment

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

Strategic Housing Market Assessment (NPPF Definition)

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

Specialist Housing for Older People

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

Social Rented Housing

Social rented housing is owned by local authorities and private registered providers (as defined in Section 80 of the Housing and Regeneration Act 2008.). Guideline target rents for this tenure are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with Homes England.²⁷

²⁷ See <http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing>

