

Housing Needs Assessment

Bramcote Neighbourhood Plan

March 2017
Final Draft Report

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Glossary of terms used in text

DCLG	Department for Communities and Local Government
HNA	Housing Needs Assessment
HSSA	Housing Strategy Statistical Appendix
BBC	Broxtowe Borough Council
NPPF	National Planning Policy Framework
ONS	Office for National Statistics
PPG	Planning Practice Guidance
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment

Executive Summary

The 2011 Localism Act introduced neighbourhood planning, allowing parishes or neighbourhood forums across England to develop and adopt legally binding development plans for their neighbourhood area. As more and more parishes and forums seek to address housing growth, including tenure and type of new housing, it has become evident that developing policies need to be underpinned by robust, objectively assessed data.

In the words of the National Planning Practice Guidance (NPPG), establishing future need for housing is not an exact science, and no single approach will provide a definitive answer. The process involves making balanced judgements, as well as gathering numbers and facts.

This objective and independent housing needs advice note follows the NPPG approach where relevant. This ensures our findings are appropriately evidenced. The NPPG advises that assessment of development needs should be thorough but proportionate and does not require planners to consider purely hypothetical future scenarios, only future scenarios that could be reasonably expected to occur.

This housing need advice note has been prepared for Bramcote Neighbourhood Forum in Broxtowe.

To inform the quantum of housing required at Bramcote, we have calculated a range of four possible housing projections over the proposed Neighbourhood Plan period¹ based on:

- A figure derived from the Aligned Core Strategy, disaggregated to Bramcote, (which gives a total of 236 dwellings, which is just under 14 dwelling per year);
- The Government's 2012-based household projections, extrapolated to Bramcote, translated from households to dwellings and rebased to actual 2014 population (which gives 375 dwellings, or just over 22 per year);
- A projection forward of dwelling completion rates 2001-2011, (which gives 107 dwellings, or just over 6 dwellings per year); and
- A projection forward of dwelling completion rates 2011-2015 (which gives 20 dwellings, or just over 1 per year).

Each of these sources can help planners understand how the parish housing need translates into a numerical range of dwellings to be planned for.

A range of factors relevant to Bramcote derived from a range of other demographic and economic sources can then be applied to this range to move the recommended figure of housing need up or down. We have summarised these factors in our concluding chapter.

Our approach is to provide advice on the housing required based on need and/or demand rather than supply. This is in line with the NPPG, which states that 'the assessment of development needs should be an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints.'

¹ Throughout this report, we have assumed that the Neighbourhood Plan will cover the period 2011-2028, i.e. the same period as the adopted Aligned Core Strategy for Broxtowe, Gedling and Nottingham City, which is the approach we recommend.

For this reason, we advise that the conclusions of this report should be assessed against available spatial capacity (including, for example, factors such as secondary education, transport infrastructure, landscape constraints, flood risk and so on) as a separate and follow-on study².

Based on the data summarised on the quantity of dwellings required and the market factors affecting those quantities, AECOM recommends that housing need for Bramcote ward in the period 2011-2028 is in the range of **130-236** net additional dwellings, or **8-14** dwellings per year over the plan period.

Table 4.2 in our conclusions section summarises the data we have gathered with a potential impact on the housing types and tenures needed in the parish.

Table 4.2: Summary of local factors specific to Bramcote with a potential impact on neighbourhood plan housing characteristics

Factor	Source(s) (see Chapter 3)	Possible impact on housing needed	Conclusion
Affordable Housing	Local housing waiting list	The local housing waiting list strongly indicates that Bramcote does not have a high level of affordable housing need.	The neighbourhood plan should support provision of affordable housing in Bramcote, but evidence does not suggest there is the need to set a Bramcote-specific affordable housing target over and above the existing ACS target.

² Such an approach, clearly separating housing need assessment from dwelling capacity assessment, was recently endorsed by the Government for calculating housing need at local authority level in the ministerial statement and press release 'Councils must protect our precious green belt land' (DCLG, 4 October 2014, available at <https://www.gov.uk/government/news/councils-must-protect-our-precious-green-belt-land>)

Factor	Source(s) (see Chapter 3)	Possible impact on housing needed	Conclusion
Demand/ need for smaller dwellings	Aligned Core Strategy	<p>The Aligned Core Strategy promotes family housing in Nottingham City but elsewhere in the plan area, including Bramcote, encourages a wider mix of housing which would include smaller dwellings. Average household sizes have decreased significantly while the general population of the area has risen. The reduction of household sizes has led to under-occupation of properties.</p> <p>However since 2001, the number of one room dwellings has fallen significantly, while the number of seven to eight room households have increased. This highlights a disparity in the size of dwellings being provided and the size of dwellings needed.</p>	<p>Support, encourage and/or require the development of a large proportion of smaller (1-2 bedroom) dwellings to meet the needs of those needing a smaller dwelling, in particular older people looking to downsize, newly forming households and/or younger families.</p> <p>A policy supporting downsizing for households currently under-occupying larger properties, though aspirational, could at least be a useful statement of intent.</p> <p>Policy could, in combination with evidence from the supply side, indicate locations where smaller housing would be suitable.</p> <p>Smaller dwellings most likely to be in demand would be houses rather than flats, and could be either bungalows, detached or semi-detached, depending on the local context.</p>
Demographic change	Census	<p>The census data indicates that since 2001, the plan area has seen a decrease in its household size but an increase in overall number of households. This indicates a growing older population and a decreasing number of young families.</p>	<p>The plan should reference evidence of the rapidly ageing population and include appropriate policy responses, including support for/encouragement of downsizing through the provision of smaller dwellings and bungalows for the elderly population in appropriate locations (i.e. within reasonable proximity to town centres, services and facilities) which can 'free up' larger homes for incoming/growing families and smaller homes to accommodate newly forming households and young families.</p> <p>Monitor downsizing as it takes place- the more that happens, the lower the need for new family-sized/larger dwellings.</p>

Factor	Source(s) (see Chapter 3)	Possible impact on housing needed	Conclusion
Dwelling type	Broxtowe Borough Council Housing Market Assessment	The HMA notes that there is a lower proportion of flats and terraced houses, which often equate to starter homes. Average house prices show that there is no significant disparity between flats and terraces, while semi-detached and detached houses are in a much higher price bracket.	The vast majority of new homes to be provided, including the smaller as well as the larger units, should be detached or semi-detached, in line with the existing local context. A proportion of the new homes should be bungalows.
Family-sized housing	Census 2011	<p>The Census data shows the largest age group within Bramcote is people aged 45 to 64. As people are having their families later and later, this would indicate a fairly large need for family housing. Furthermore, Bramcote has a higher proportion of one family households than Broxtowe and England and a lower proportion of one person households than Broxtowe and England.</p> <p>The proportion of dwellings that is detached is also significantly higher compared to the local and national areas, while the proportion of flats is lower than the local and national averages. This would indicate a greater supply of housing for families, which means they are less likely to be in demand in future.</p>	<p>Alongside smaller homes for retired and older households, a smaller proportion of larger homes may still be required to meet the needs of families with children moving into the area.</p> <p>These homes should be predominantly 3-4 bedrooms in size, and aimed at the more affordable end of the market (rather than high end, executive housing) to meet the demand from families. Given their size and the local development context, it is likely that these homes would be detached or semi-detached rather than terraced.</p> <p>Include within policy or policies on housing support for medium-sized or larger (3-4 bedroom) dwellings for families and/or those working from home.</p> <p>Note as per previous conclusion that downsizing rates should be monitored, as if family-sized housing is freed up through downsizing, there will correspondingly be less need to support the provision of new family-sized housing.</p>

Factor	Source(s) (see Chapter 3)	Possible impact on housing needed	Conclusion
<p>Housing for older people</p>	<p>Aligned Core Strategy, Census</p>	<p>The Aligned Core Strategy states that particular focus should be given on the needs of the elderly, particular in areas that have significant under occupation and an ageing population. Both of these factors are relevant for Bramcote. The average household size in Bramcote is lower than the national average. Under-crowding is also increasing in Bramcote.</p> <p>In addition, the proportion of people aged over 65 is significantly higher than the local and national averages. Additionally, between 2001 and 2011 there was a decrease in population under the age of 44 but an increase in people over the age of 44. Both of these factors indicated an ageing population.</p> <p>The majority of one person households are aged 65 and over, which is in contrast to the local and national area. This has risen greatly between 2001 and 2011. The proportion of families aged 65 and over is also significantly higher than the local and national averages.</p>	<p>The high proportion of elderly people living alone indicates that specialist housing, including sheltered units and care homes could be provided in accessible locations, within walking distance of a full range of services and amenities.</p> <p>As such, the neighbourhood plan should support the provision of the full range of housing suitable for older people, subject to it being provided in appropriate locations, bearing in mind that housing for older people also forms a place of employment and that employees should also have the choice of accessing care homes by modes other than the private car.</p> <p>Provision of further smaller dwellings will also assist to diversify the size of housing in Bramcote.</p>

Factor	Source(s) (see Chapter 3)	Possible impact on housing needed	Conclusion
<p>Tenure of housing</p>	<p>Broxtowe Borough Council Housing Market Assessment, Census 2011</p>	<p>Even though home ownership has declined in the last ten years, there is still a higher level of owner occupation in Bramcote than both the local and national averages.</p> <p>The proportion of socially rented accommodation is significantly lower than the local and national averages.</p> <p>The HMA notes that the private rental sector within Broxtowe is relatively small compared to the rest of the country. This is highlighted in the census data where Bramcote has a lower private rental sector compared to the surrounding areas. However it has significantly increased since 2001 which highlights a growing need for properties of this tenure.</p>	<p>It can be assumed that most new homes provided will be for owner-occupation.</p> <p>Although the relatively high local house prices indicate that private rented housing is likely to be in demand from those not able to purchase a house of their own, there is no ability in terms of housing policy to specify tenure in private housing. In other words, new homes are provided and a proportion will become buy-to-let rather than owner-occupied based on market conditions at the time of purchase.</p>

1 Introduction

Housing Needs Assessment in Neighbourhood Planning

1. The 2011 Localism Act introduced neighbourhood planning, allowing parish councils, Town Councils and Neighbourhood Forums across England to develop and adopt legally binding development plans for their neighbourhood area.
2. As more and more parishes, town councils and forums seek to address housing growth, including tenure and type of new housing, it has become evident that developing policies need to be underpinned by robust, objectively assessed housing data.
3. In the words of the National Planning Practice Guidance (PPG), establishing future need for housing is not an exact science, and no single approach will provide a definitive answer. The process involves making balanced judgments, as well as gathering numbers and facts. At a neighbourhood planning level, one important consideration is determining the extent to which the neighbourhood diverges from the local authority average, reflecting the fact that a single town or neighbourhood almost never constitutes a housing market on its own and must therefore be assessed in its wider context.
4. The guidance quoted above on housing needs assessment is primarily aimed at local planning authorities preparing Strategic Housing Market Assessments (SHMAs), which are used to determine housing need at a local authority level. However, it helpfully states that those preparing neighbourhood plans can use the guidance to identify specific local needs that may be relevant to a neighbourhood, but that any assessment at such a local level should be proportionate.
5. Our brief was to advise on data at this more local level to help Bramcote Neighbourhood Forum understand specifically, the need housing at the neighbourhood level, in order to inform neighbourhood plan policies.

Local Study Context

6. Bramcote has a population of 7,270 (2011 Census). The nearest mainline train station to the NP area is Beeston Railway Station.
7. For planning purposes, Bramcote is covered by the Broxtowe Borough Council (BBC) Aligned Local Plan Core Strategy (2014). This sets out the planning strategy from 2011 to 2028.
8. The Bramcote NP is also part of the Broxtowe Borough Housing Market Area, and as such, Broxtowe Borough Council Housing Market Assessment Update (SHMA) is relevant to this housing needs analysis and will be interrogated as appropriate.

2 Approach

PPG-Based Assessment

9. This objective and independent housing needs advice note follows the PPG approach where relevant. This ensures our findings are appropriately evidenced. The PPG advises that assessment of development needs should be thorough but proportionate and does not require planners to consider purely hypothetical future scenarios, only future scenarios that could be reasonably expected to occur.

Summary of Methodology

10. Housing Needs Assessment at neighbourhood plan level can be focused either on quantity of housing needed, type of housing need, or both. In most cases, there is a need to focus on quantity where the housing target for the settlement being assessed is unclear, for example where the local authority has not set a specific target for the settlement, or where there is no local plan in place.
11. In the case of the Bramcote NP, the brief for this assessment has been narrowly defined, in light of the work being undertaken on housing policy to support development of the NP by the Bramcote Neighbourhood Forum. Therefore, this report focuses purely on the available local evidence in relation to the potential need for affordable housing. By affordable housing, we have adopted the definition as set out in the NPPF at the time of writing. In order to understand this specific topic, we have gathered a wide range of local evidence and summarised it into policy recommendations designed to inform decisions on affordable housing policy for the NP.
12. The rationale for this recommended approach is that neighbourhood plans need to pass a number of Basic Conditions to be adopted. One of these, Basic Condition E, requires the Neighbourhood Plan to be in 'general conformity with the strategic policies' of the Local Plan, in this case the JLP Part 1. The Government's Planning Practice Guidance indicates that the level of housing development is likely to count as a strategic policy.³

Gathering and Using a Range of Data

13. The PPG states that:

'no single source of information on needs will be comprehensive in identifying the appropriate assessment area; careful consideration should be given to the appropriateness of each source of information and how they relate to one another. For example, for housing, where there are issues of affordability or low demand, house price or rental level analyses will be particularly important in identifying the assessment area. Where there are relatively high or volatile rates of household movement, migration data will be particularly important. Plan makers will need to consider the usefulness of each source of information and approach for their purposes'

14. It continues: *'Plan makers should avoid expending significant resources on primary research (information that is collected through surveys, focus groups or interviews etc. and analysed to produce a new set of findings) as this will in many cases be a disproportionate way of establishing an evidence base. They should instead look to rely predominantly on secondary data (e.g. Census, national surveys) to inform their assessment which are identified within the guidance'*.
15. Compared with the 2001 Census, the 2011 Census gathered data in a number of new categories and across a range of geographies that are highly relevant to planning at the neighbourhood level and helpful if a PPG-based approach is being used.
16. Like much of the data forming the housing policy evidence base, the Census information is quantitative. However, at a local level, qualitative and anecdotal data, if used judiciously, also has an important role to play, to a perhaps greater extent than at local authority level. We have gathered data from as wide a range of sources as practicable in order to ensure robustness of conclusions and recommendations arising from the analysis of that data.

Focus On Demand Rather Than Supply

17. Our approach is to provide advice on the housing required based on need and/or demand rather than supply. This is in line with the PPG, which states that *'the assessment of development*

³ See Planning Practice Guidance Paragraph: 006 Reference ID: 2a-006-20140306

needs should be an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints.'

18. For this reason, we advise that the conclusions of this report should be assessed against supply-side considerations (including, for example, the availability of sites for delivering affordable housing) as a separate and follow-on study⁴.

Study Objectives

19. The objectives of this report can be summarised as:

- Collation of a range of data with relevance to housing need in the Bramcote Neighbourhood Plan area relative to Broxtowe as a whole;
- Analysis of that data to determine patterns of housing need and demand for housing;
- Setting out recommendations based on our data analysis that can be used to inform the Neighbourhood Plan's housing policies.

20. The remainder of this report is structured around the objectives set out above:

- Chapter 3 sets out the data gathered from all sources; and
- Chapter 4 sets out our conclusions and recommendations based on our data analysis that can be used to inform the Neighbourhood Plan's housing policies.

⁴ Such an approach, clearly separating housing need assessment (demand-side) from dwelling capacity assessment (supply side), was endorsed by the Government for calculating housing need at local authority level in the ministerial statement and press release 'Councils must protect our precious green belt land' (DCLG, 4 October 2014, available at <https://www.gov.uk/government/news/councils-must-protect-our-precious-green-belt-land>)

3 Relevant Data

Local Planning Context

Broxtowe Borough Council Housing Market Assessment Update (HMA) (October 2012)

21. The PPG states that neighbourhood planners can refer to existing needs assessments prepared by the local planning authority as a starting point. As Bramcote NP is located within the Broxtowe Housing Market Area, we therefore turned to the Broxtowe Housing Market Assessment (2012, henceforth HMA)⁵ which covers the housing market area and informs housing policies at a local authority level, including affordable housing policy⁶. To ensure a clear, comprehensive analysis, we have broken down draft HMA conclusions by topic area into a number of relevant sub-headings, as follows:

- Housing performance;
- House prices and affordability;
- Affordable rent; and
- Overall conclusion on housing needed.

HMA conclusions on housing performance

22. The HMA notes that current housing markets (in 2012) seemed to have reached a stalemate. The private rental sector continues to be a very important element of the market; however the private rental sector in Broxtowe is relatively small.

23. Sale prices between 2009 and 2011 were fairly unremarkable in their fluctuations, as seen in table 3.1. Prices remained largely stable, as do the favoured property types preferred by the locals.

Table 3.1 – Broxtowe Property Sales, Average Prices and most common property type sold

Quarter/ Year	No. Sales	% change +/-	Average Price	% change +/-	Most common property type
Q1 2009	190	0	£152,032	0	Semi-detached
Q2 2009	310	63%	£141,613	-7%	Detached
Q3 2009	353	14%	£152,385	8%	Semi-detached
Q4 2009	457	29%	£155,317	2%	Semi-detached
Q1 2010	231	-49%	£160,720	3%	Detached
Q2 2010	311	35%	£150,248	-7%	Semi-detached
Q3 2010	378	22%	£155,197	3%	Detached
Q4 2010	263	-30%	£153,733	-1%	Detached
Q1 2011	207	-21%	£143,824	-6%	Semi-detached
Q2 2011	249	20%	£152,496	6%	Semi-detached
Q3 2011	264	6%	£146,744	-4%	Semi-detached

⁵ Available online at <http://www.broxtowe.gov.uk/CHttpHandler.ashx?id=26499&p=0>

⁶ Here and throughout this report, we have defined affordable housing according **only** to the standard definition found in Annex 2 of the National Planning Policy Framework (NPPF) as at the time of writing, namely: 'Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market.' We have avoided the definition of affordable housing in its colloquial sense of 'relatively cheaper market housing'. Until such time as the NPPF is amended to reflect the new Starter Home provisions in the Planning and Housing Act 2016 this remains the official definition.

Source – Broxtowe Borough Council Housing Market Assessment Update (2012)

24. There are low figures for flats and terraced housing which, equate to starter homes. Flats in particular account for a very low proportion of overall property sales in Broxtowe, which could just be because of supply. Average house prices show that there is not a large disparity between flats and terraces, while semi-detached and detached houses each belong to a separate, higher price bracket.

HMA conclusions on house prices and affordability

25. House prices in Broxtowe have changed very little in recent years. It remains likely therefore that those unable to purchase property previously still remain outside of home ownership unless their circumstances have improved. Table 3.2 below compares the percentage of emerging households unable to afford mark purchase, deducting 10% who may have access to financial resources from elsewhere (for example parental help), as applied in the 2006 and 2009 HMAs for the area.

Table 3.2 – Emerging households unable to afford market purchase

LA	2006 unable to afford (minus 10% resources from elsewhere)	2009 unable to afford (minus 10% resources from elsewhere)	2011 unable to afford (minus 10% resources from elsewhere)
Broxtowe	30%	47%	42%

Source – Broxtowe Borough Council Housing Market Assessment Update (2012)

26. The assessment of affordability by the HMA concludes that just over half of households in the Borough are unlikely to be able to afford market entry housing based on income alone (calculated using the 2008 subnational population projections).
27. The HMA highlights that there is a disparity between the supply of and the demand for affordable housing. The number of people on the housing waiting list in Broxtowe in January 2012 was high at 2,112, with a three year average of 2,232.

HMA conclusions on affordable rent

28. About half of all supply flow should be at social rent levels, and about half could be at affordable rent levels, to best meet the profile of housing need in Broxtowe. However, the incomes and affordability calculation within the model determines that approximately 39% of new households requiring affordable housing over the next 10 years (from 2012) will be unable to afford the new Affordable Rent product.

HMA overall conclusion on housing needed

29. The HMA concludes that the housing market in Broxtowe, as far as sales are concerned, is much flatter than it was in 2006, but relatively unchanged when compared to 2009. The most significant change relates to the population projection figures, which greatly increase estimated need from emerging households.
30. The final net estimated affordable housing requirement produced in the HMA is not likely to be achieved in reality, but the figure serves as an emphasis as to the need to provide alternative housing options for those locked out of the private market.
31. The HMA does not assess the total housing need for Broxtowe, only the affordable need. As a result a figure is not available for housing need in Bramcote or Broxtowe.

Broxtowe Borough, Gedling Borough and Nottingham City Aligned Core Strategies Part 1 Local Plan (September 2014)

32. Greater Nottingham is made up of the administrative areas of Broxtowe, Erewash, Gedling, Nottingham City and Rushcliffe Councils, and the Hucknall part of Ashfield Council. These authorities, alongside Derbyshire and Nottinghamshire County Councils, have produced an aligned set of policies on how the Greater Nottingham area can develop between 2011 and 2028.
33. The policies most relevant for the purposes of this housing needs assessment are the following:
- Policy 2: The Spatial Strategy
 - Policy 8: Housing Size, Mix and Choice
34. Policy 2 encourages majority of new development to be located in the built up area of Nottingham, with development also adjacent to the Sub Regional centre of Hucknall. A minimum of 30,550 new homes will be provided between 2011 and 2028. 6,150 of this will be located in Broxtowe Borough Council.
35. The 6,150 new homes are allocated in Broxtowe as follows:
- 550 homes at the Boots and Severn Trent Site;
 - 450 homes at a Sustainable Urban Extension at Field Farm, north of Stapleford;
 - A minimum of 500 homes at land east and west of Toton Lane;
 - Up to 350 homes in Awsworth;
 - Up to 150 homes in Brinsley;
 - Up to 1,250 homes in Eastwood; and
 - Up to 600 homes in Kimberley.
36. None of these locations, which between them will accommodate 3,850 homes, are within the boundary of the Bramcote Neighbourhood Plan area. As such, Bramcote forms part of a 'rest of Broxtowe' zone that will need to accommodate the remaining 2,300 homes.
37. In order to understand how many of these 2,300 would go to Bramcote rather than elsewhere within the 'rest of Broxtowe' zone, the total number of current dwellings at the 2011 Census within the 'rest of Broxtowe' needs to be understood. This can be calculated as follows:
38. Assuming on the basis of relevant local and national policy on Green Belts that other than the greenfield sites listed, there will be no development allocated to the rural part of Broxtowe, and with towns away from the Greater Nottingham conurbation individually listed⁷, it can be assumed that the 'rest of Broxtowe' zone comprises only the part of the Greater Nottingham conurbation within Broxtowe. Alongside Bramcote, therefore, the 'rest of Broxtowe' for this purpose comprises Stapleford, Beeston, Chilwell and Toton- in other words, the whole of the urban area of Broxtowe that lies south of the M1.

⁷ Namely Awsworth, Brinsley, Eastwood and Kimberley.

39. The number of dwellings in this location can be determined through the Middle Super Output Areas (MSOAs) and Lower Super Output Areas (LSOAs) used in the 2011 Census- and the total is set out in Table 3.3 as follows:

40. **Table 3.3: Calculation of number of dwellings within ‘rest of Broxtowe’ zone, including Bramcote**

41. MSOA	42. LSOA	43. Total number of dwellings, Census 2011
44. Broxtowe 007	45. n/a	46. 3,189
47. Broxtowe 008	48. n/a	49. 2,764
50. Broxtowe 009	51. n/a	52. 3,294
53. Broxtowe 010	54. n/a	55. 4,008
56. Broxtowe 011	57. n/a	58. 4,075
59. Broxtowe 012	60. n/a	61. 2,520
62. Broxtowe 013	63. n/a	64. 3,502
65. Broxtowe 014	66. n/a	67. 3,218
68. Broxtowe 015	69. n/a	70. 3,420
71. n/a	72. Broxtowe 016F	73. 1,038
74. TOTAL	75.	76. 31,028

Source – Census (2011)

77. Therefore, the Aligned Core Strategy allocates 2,300 homes across the ‘rest of Broxtowe’ zone, which includes Bramcote and contains an existing 31,028 homes. This equates to one new home for every 13.49 existing homes. As Bramcote neighbourhood plan area included 3,189 homes at the 2011 Census (note that the neighbourhood plan area and Broxtowe 007 in fact cover the same area), this means that the **Aligned Core Strategy-derived housing target for Bramcote between 2011 and 2028 is (3,189/13.49=) 236 dwellings.**

78. Policy 8 encourages family housing to be located in Nottingham City but elsewhere in the plan area, including at Bramcote, to have a broader mix of housing. Particular focus should be given on the needs of the elderly, particular in areas that have significant under occupation and an ageing population. In addition, an affordable housing target is set as 30% in Broxtowe Borough.

79. The Aligned Core Strategy says there is focus to provide greater suitable housing. Both nationally and locally, average household sizes have decreased significantly while the general population of an area has risen. This reduction in household sizes has led to an under-occupation of properties. This is in line with the ageing population of many areas.

Local housing waiting list (Broxtowe Borough Council, January 2017)

80. We contacted BBC for their assessment of the number of households currently on the waiting list that expressed a preference to be located in the NP area.
81. BBC advised that currently there are 36 households on the waiting list from Bramcote, which represents 2.4% of the housing register list. 11 fall within the higher priority bands 1-2. Band 1 represents urgent priority of either under occupancy, statutory overcrowding, property factors (poor condition as defined as a cat 1 hazard in HHSRS or identified for demolition), while Band 2 represents homeless, homeless prevention, care leaver or high medical need. All households on the housing waiting list are identified by priority band and size of unit as follows:

Table 3.4: Local Housing Waiting List – number of households by dwelling size located in Bramcote

Band	Total
1	4
2	7
3	9
4	16
Total	36

Source: Broxtowe Borough Council, January 2017

82. What is clear from the data provided by BBC is that although the waiting list is just a snapshot in time, the local affordable housing is need is not significant enough for the Neighbourhood Plan to have to formulate an affordable housing target of its own.
83. The reason for this is that Broxtowe Borough's adopted policy on affordable housing (Policy 8 of the Aligned Core Strategy, seeking 30% affordable housing) will continue to apply in the ward even after neighbourhood plan adoption, and the adopted neighbourhood plan needs to be in strategic conformity with existing and emerging policy.
84. Therefore, formulating an affordable housing target for Bramcote is not recommended as it could risk one of two undesirable results – either a) conflict with or b) restatement of Local Plan policy.

DCLG Household Projections

85. The Department for Communities and Local Government (DCLG) periodically publishes household projections. The NPPG recommends that these household projections should form the starting point for the assessment of housing need, albeit that this advice is likely aimed more at local authorities than neighbourhood planners.
86. The most recent (2014-based) household projections were published in July 2016⁸, and extend to 2039. Although population projections are only available at a local authority level, a calculation of the share for Bramcote is nevertheless possible for the household projections based on the neighbourhood plan area household numbers in 2011 (the Core Strategy base date).
87. At the 2011 Census, Broxtowe had 46,820 households and Bramcote had 3,104 households, or 6.6% of the Broxtowe total.

⁸ See 2014-based DCLG Household Projections live tables at <https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections>

88. In the 2014-based household projections, the projection for 2028 is for 52,538 households in Broxtowe. Assuming it continues to form 6.6% of the Borough total, Bramcote's new total number of households would be 3,468 and therefore 364 new households would have formed in Bramcote over the Plan period.
89. Number of households does not, however, equate precisely to number of dwellings, with the latter slightly higher in most places. Bramcote is no exception; in the 2011 Census, there were 3,104 households but 3,189 dwellings. This gives a ratio of 0.97 households per dwelling. In the case of Bramcote, then, a projection of 364 new households translates into **a need for 375 dwellings** (rounded to the nearest whole number).
90. This projection is an entirely unconstrained, theoretical figure comprising a relative proportion of the overall projected increase, and thus does not take into account political, economic, demographic or any other drivers that might have influenced, or may in future influence, the Local Plan distribution across the Borough and hence any difference between this figure and a future Local Plan-derived figure.

Dwelling growth 2001-2011

91. Dwelling growth for Bramcote between 2001 and 2011 can be determined by comparing dwelling numbers from the two Censuses. With Census 2001 showing 3,126 dwellings and Census 2011 3,189 dwellings, this equates to a ten-year growth rate of 63 dwellings, or just over 6 dwellings per year.
92. If this rate of completion was projected forward **for the period 2011-2028, a dwelling requirement of (17 x 6.3=) 107 dwellings would be the result.**

Dwelling growth since 2011

93. Broxtowe has helpfully provided the number of dwellings completed in Bramcote ward since the 2011 Census.
94. Broxtowe advises that between 2011/12 and 2016/17 (to date), a net figure of 6 dwellings have been completed in the ward. All of these dwellings were five bedroom detached houses. This equates to a rate of 1.2 dwelling completions per year. If this rate of completion was applied across the period 2011-2028, **a dwelling projection of (17 x 1.2=) 20 dwellings would be the result.** Those dwellings already completed since 2011 can also, of course, be discounted from all 2011-2028 projections, and this is addressed in our conclusion.

Characteristics of Population

95. Through analysis of Census 2001 and 2011 data, we have investigated how the population of Bramcote neighbourhood plan area differs from that of the Broxtowe and England averages.
96. Table 3.5 gives the population and number of households in Bramcote, Broxtowe and England, as recorded in the 2011 Census. In 2011, Bramcote had a population of 7,270, and an average household size of 2.3 persons. This is the same as the Broxtowe average (2.3) but lower than the England (2.4) average.

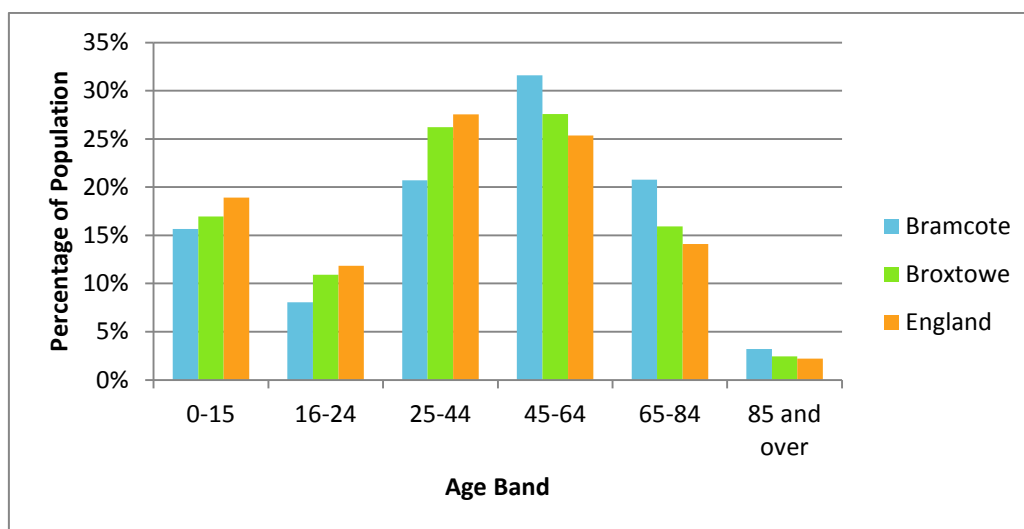
Table 3.5: Population and household size in Bramcote, 2011⁹

	Bramcote	Broxtowe	England
Population	7,270	109,487	53,012,456
Households	3,104	46,820	22,063,368
Household size	2.3	2.3	2.4
Dwellings	3,189	48,666	22,976,066

Source: ONS, Census 2011. AECOM calculations

97. As illustrated in Figure 3.1 below, the largest age group in Bramcote is aged 45-64, at 32%. This is greater than the figures for Broxtowe (28%) and England (25%). The proportion of people aged 0 to 15 is less than Broxtowe and England. The proportion of people aged between 16 and 24 (8%) is again lower than both the local (11%) and national (12%) averages. The proportion of people in Bramcote between the ages of 25 and 44, is 21%, which is lower than both Broxtowe's average (26%) and England's average (28%). Bramcote has a much greater proportion of people aged over 65 (24%), compared to both Broxtowe (18%) and England (16%).
98. Table 3.6 shows the rate of change of the population by age band. It shows that under the age of 44 there has been a decrease in the population in Bramcote, while over the age of 44 there has been an increase in the population. The decrease in the young population is more significant than the local and national changes, in particular the 25 to 44 age group with a 14.1% decrease, compared to the 9.3% decrease in Broxtowe, and 1.4% increase in England. The increase in the older population is at a much larger increase in over 85, at 114.7%, than the local increase, at 35.1%, and national increase, at 23.7%.

Figure 3.1: Age structure in Bramcote¹⁰



Source: ONS, Census 2011. AECOM calculations

⁹ ONS, Census 2011, Population Density (QS102EW); Household Size, 2011 (QS406EW).

¹⁰ ONS, Census 2011, Age Structure (KS102EW)

Table 3.6: Rate of change in the age structure of Bramcote population, 2001-2011¹¹

Age group	Bramcote	Broxtowe	England
0-15	-8.8%	-8.3%	1.2%
16-24	-0.3%	12.6%	17.2%
25-44	-14.1%	-9.3%	1.4%
45-64	2.0%	10.0%	15.2%
65-84	10.4%	11.5%	9.1%
85 and over	114.7%	35.1%	23.7%

Source: ONS, Census 2001 and 2011. AECOM calculations

99. Table 3.7 shows that Bramcote is home to more people born outside the UK than Broxtowe but fewer than England. Correspondingly, the 'Born in the UK' category is lower than the Broxtowe average but higher than the England average.

Table 3.7: Country of birth and length of residence

Place of birth	Population breakdown		Bramcote	Broxtowe	England
Born in the UK	Total		88.3%	92.3%	86.2%
Born outside the UK	Total		11.7%	7.7%	13.8%
	EU		3.1%	2.8%	3.7%
	Other		8.6%	4.9%	9.4%
	Length of residence	Less than 2 years	0.5%	1.2%	1.8%
		2-5 years	1.5%	1.4%	2.2%
5-10 years		1.4%	1.3%	2.9%	
10 years or more		8.2%	3.8%	7.0%	

Source: ONS, Census 2011. AECOM calculations

100. Of the 11.7% of Bramcote residents who were born overseas, the majority have lived in the UK for ten years or more, indicating no significant recent influx of international migrants.

¹¹ ONS, Census 2011, Age Structure (KS102EW); ONS, Census 2001, Age Structure (KS02)

Household Type

101. Table 3.8 shows clearly that in recent years there has been a significant net increase in Bramcote of seven rooms or more households¹², closely followed by two and three room households, especially compared to Broxtowe and England's net increase. Four, five and six room households have decreased in the area, similar to local changes, except for the increase in six room households locally and nationally. However one room households have significantly decreased, more so than the decrease locally and nationally.

Table 3.8: Rates of change in number of rooms per household in Bramcote, 2001-2011¹³

Number of Rooms	Bramcote	Broxtowe	England
1 Room	-100.0%	-43.4 %	-5.2%
2 Rooms	25.0%	8.8%	24.2%
3 Rooms	19.4%	12.3%	20.4%
4 Rooms	-14.8%	-6.0%	3.5%
5 Rooms	-13.8%	-8.9%	-1.8%
6 Rooms	-10.5%	1.7%	2.1%
7 Rooms	11.2%	24.6%	17.9%
8 Rooms or more	36.6%	42.6%	29.8%

Source: ONS, Census 2001 and 2011. AECOM calculations

102. The PPG states that factors such as overcrowding, concealed¹⁴ and shared households, homelessness and the numbers of people in temporary accommodation demonstrate un-met need for housing. Increases in the number of such households may be a signal to consider increasing planned housing numbers.
103. Table 3.9 emphasises that, on the contrary, under-occupation is increasing in Bramcote. This could be because of a growing older population within the area. This trend is similar to the trend in Broxtowe as a whole but is different to the increasing overcrowding in England as a whole.

¹² Number of rooms' as defined for Census purposes is not the same as 'number of bedrooms'. The Census definition of 'number of rooms' is as follows: 'Number of rooms does not include 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 a number of households, for example a shared kitchen, are not counted'.

¹³ ONS, Census 2011, Number of Rooms (QS407EW); ONS, Census 2001, Number of Rooms (UV57)

¹⁴ A concealed household is one within an existing household that wishes to form its own household, but is unable to do so for any reason, usually affordability.

Table 3.9: Trends in number of persons per room in Bramcote, 2001-2011¹⁵

Persons per room	Bramcote	Broxtowe	England
Up to 0.5 persons per room	5.3%	5.9%	7.9%
Over 0.5 and up to 1.0 persons per room	-13.5%	-4.7%	7.0%
Over 1.0 and up to 1.5 persons per room	-17.6%	-10.0%	27.3%
Over 1.5 persons per room	-66.7%	-23.2%	2.5%

Source: ONS, Census 2001 and 2011. AECOM calculations

Household Tenure

104. The PPG states that housing needs studies should investigate household tenure in the current stock and in recent supply, and assess whether continuation of these trends would meet future needs. Plan makers should therefore examine current and future trends in tenure.

Table 3.10: Tenure (households) in Bramcote, 2011¹⁶

Tenure	Bramcote	Broxtowe	England
Owned; total	84.8%	73.2%	63.3%
Shared ownership	0.1%	0.4%	0.8%
Social rented; total	4.9%	11.1%	17.7%
Private rented; total	9.1%	14.1%	16.8%

Source: ONS, Census 2011. AECOM calculations

105. Table 3.10 shows that the level of owner occupation in Bramcote is higher than the Broxtowe average and the England average. The proportion of socially rented housing (rented from the Council or a Registered Social Landlord) is significantly lower than the local and national averages. There is also a lower proportion of privately rented units in Bramcote compared to the Broxtowe and England averages.
106. Table 3.11 shows how tenure has changed in Bramcote between the 2001 and 2011 Censuses. Home ownership in the area has decreased slightly, which is same as the decline in the same tenure across Broxtowe and England. Although the shared ownership decrease appears significant, the absolute numbers of households within this tenure is low. There has also been a decrease in social rented properties, but a significant increase in private rented properties compared to Broxtowe and England.

¹⁵ ONS, Census 2011, Persons Per Room - Households (QS409EW); ONS, Census 2001, Persons per Room - Households (UV58)

¹⁶ ONS, Census 2011, Tenure - Households (QS405EW)

Table 3.11: Rate of tenure change in Bramcote, 2001-2011

Tenure	Bramcote	Broxtowe	England
Owned; total	-2.2%	-0.9%	-0.6%
Shared ownership	-25.0%	10.5%	30.0%
Social rented; total	-12.6%	-8.1%	-0.9%
Private rented; total	116.2%	74.4%	82.4%

Source: ONS, Census 2001 and 2011, AECOM calculations.

House prices

107. The current average value of property in Bramcote is £312,872 (Zoopla, December 2016) which is 45.9% higher than the average price of Broxtowe as a whole £169,152.

Local Household Composition

108. Table 3.12 shows that the proportion of single person households in Bramcote is lower than the Broxtowe and England averages. By contrast, the proportion of households with a single family occupancy is higher than both the Broxtowe and England averages.

Table 3.12: Household composition (by household) in Bramcote, 2011¹⁷

		Bramcote	Broxtowe	England
One person household	Total	25.5%	27.9%	30.2%
	Aged 65 and over	15.2%	12.9%	12.4%
	Other	10.3%	15.0%	17.9%
One family only ¹⁸	Total	70.1%	65.7%	61.8%
	All aged 65 and over	14.5%	9.8%	8.1%
	With no children	21.4%	20.5%	17.6%
	With dependent children	23.4%	25.3%	26.5%
	All children non-dependent	10.8%	10.1%	9.6%
Other household types	Total	4.5%	6.3%	8.0%

¹⁷ ONS, Census 2011, Household Composition - Households (QS113EW)

¹⁸ This includes: married couples, cohabiting couples, same-sex civil partnership couples and lone parents.

Source: ONS, Census 2011. AECOM calculations

109. The proportion of single person households aged 65 and over in Bramcote is higher than both the Broxtowe and England averages. Additionally, the proportion of single family households aged 65 and over is also higher than the local and national averages. This represents the ageing population in Bramcote.
110. The plan area is also home to a higher proportion of families with no children than Broxtowe and England. The proportion of households with dependent children is lower than the local and national averages, but the proportion of households with non-dependent children is slightly higher than the local and national averages. The proportion of other household types is low.
111. Table 3.13 shows how household composition changed in the 10 years between the 2001 and 2011 Censuses. Overall, there was an increase in single person households in the plan area, which was more marked than the local and national increases. This increase was more significant in households under 65.
112. There was a decrease in one family households compared to the increases locally and nationally, and in particular families (under 65) with dependent children. There was a decreases in families (under 65) with no children.

Table 3.13: Rates of change in household composition in Bramcote, 2001-2011¹⁹

Household type		Percentage change, 2001-2011		
		Bramcote	Broxtowe	England
One person household	Total	8.7%	4.2%	8.4%
	Aged 65 and over	6.8%	-2.2%	-7.3%
	Other	11.5%	10.6%	22.7%
One family only	Total	-1.8%	1.2%	5.4%
	All aged 65 and over	2.7%	0.5%	-2.0%
	With no children	-0.9%	2.6%	7.1%
	With dependent children	-8.3%	-2.3%	5.0%
	All children non-dependent	6.3%	9.0%	10.6%
Other household types	Total	16.8%	18.9%	28.9%

Source: ONS, Census 2001 and 2011, AECOM calculations.

¹⁹ ONS, Census 2011, Household Composition - Households (QS113EW); ONS, Census 2001, Household Composition - Households (UV65)

113. As noted previously, Bramcote's household size is the same as the local average but lower than the national average. Table 3.14 shows that the plan area experienced an increase in its number of households but a decrease in its population over the period 2001-2011, and at the same time there was a decrease in household size. The decrease in household size at the same time as an increase in households could be explained by a growing older population and decreasing number of young families.

Table 3.14: Change in household numbers and size in Bramcote, 2001-2011

Key indicator	Percentage change, 2001-2011		
	Bramcote	Broxtowe	England
Population	-0.7%	1.8%	7.9%
Households	1.4%	3.0%	7.9%
Household size	-2.0%	-1.2%	0%

Source: ONS, Census 2001 and 2011, AECOM calculations.

114. Table 3.15 shows that the proportion of dwellings in Bramcote that are detached is significantly higher than the local and national averages. In turn, the proportion of semi-detached dwellings is lower than the local and national averages, while the proportion of terraced dwellings is significantly lower than the local and national averages. The proportion of flats is lower than the local and national averages.

Table 3.15: Accommodation type (households), 2011

Dwelling type		Bramcote	Broxtowe	England
Whole house or bungalow	Detached	66.9%	36.2%	22.4%
	Semi-detached	20.1%	35.5%	31.2%
	Terraced	6.0%	16.8%	24.5%
Flat, maisonette or apartment	Purpose-built block of flats or tenement	6.1%	9.7%	16.4%
	Parts of a converted or shared house	0.6%	0.9%	3.8%
	In commercial building	0.4%	0.9%	1.0%

Source: ONS, Census 2001 and 2011. AECOM calculations

115. A 'concealed family' means any group of people who want to form a new household but are unable to do so, typically for economic reasons such as high house prices or a lack of suitable property. Table 3.16 shows that there is a relatively low level of concealed families in the plan area; one would normally expect a correlation between lower numbers of people per household and lower numbers of concealed families, and this is indeed the case.

Table 3.16: Concealed families in Bramcote, 2011²⁰

Concealed families	Bramcote	Broxtowe	England
All families: total	2,286	32,563	14,885,145
Concealed families: total	24	349	275,954
Concealed families as % of total	1.0%	1.1%	1.9%

Source: ONS, Census 2001 and 2011. AECOM calculations

116. Official statistics do not clarify the overlap, if any, between the Bramcote/Broxtowe housing waiting list and the stated number of concealed families locally.

Economic Activity

117. Table 3.17 shows that Bramcote's proportion of economically active residents is lower than Broxtowe and England, and correspondingly the proportion of inactive residents is higher than Broxtowe's and England's averages. There is a lower proportion of full time workers than across Broxtowe as a whole, but significantly more than the England level. There is a higher proportion of part-time people in Bramcote than Broxtowe, and a greater self-employed proportion of people than Broxtowe. There are less unemployed and full-time students in Bramcote than Broxtowe and England as a whole.
118. The proportion of retired people is higher than the local and national averages but the level of student households is below the local and national averages. Fewer households are looking after home or family and are long-term sick/disabled (despite the relatively older population) than Broxtowe and England.

²⁰ NOMIS, LC1110EW - Concealed family status by family type by dependent children by age of Family Reference Person (FRP)

Table 3.17: Economic activity in Bramcote, 2011²¹

Economic category		Bramcote	Broxtowe	England
Economically active	Total	68.0%	69.7%	69.9%
	Employee: Full-time	37.8%	40.7%	13.7%
	Employee: Part-time	14.7%	14.5%	38.6%
	Self-employed	10.3%	7.7%	9.8%
	Unemployed	2.5%	3.9%	4.4%
	Full-time student	2.6%	2.9%	3.4%
Economically inactive	Total	32.0%	30.3%	30.1%
	Retired	21.4%	16.5%	13.7%
	Student	5.0%	5.6%	5.8%
	Looking after home or family	3.0%	3.3%	4.4%
	Long-term sick or disabled	1.6%	3.5%	4.1%
	Other	1.1%	1.4%	2.2%

Source: ONS, Census 2001 and 2011. AECOM calculations

Table 3.18: Rates of long-term health problems or disability in Bramcote, 2011²²

Extent of activity limitation	Bramcote	Broxtowe	England
Day-to-day activities limited a lot	7.6%	8.7%	8.3%
Day-to-day activities limited a little	10.6%	10.2%	9.3%
Day-to-day activities not limited	81.8%	81.2%	82.4%

Source: ONS, Census 2001 and 2011. AECOM calculations

119. The PPG advises taking account in housing need assessments of the number of people with long-term limiting illness. Table 3.17 shows that the proportion of working-age residents of Bramcote who are long-term sick or disabled is lower than Broxtowe's and England's average. Table 3.18 also shows that the proportion whose day-to-day activities are limited a lot is lower than the Broxtowe and England averages.
120. Table 3.19 shows that Bramcote residents travel further to work than both the Broxtowe and England averages, with 8.9% of residents travelling more than 30km to work, compared with an

²¹ ONS, Census 2011, Economic Activity (QS601EW)

²² ONS, Census 2011, Long-Term Health Problem or Disability (QS303EW)

average for this distance band of 7.4% of Broxtowe residents and 8% of England residents. This indicates Bramcote is relatively popular with long-distance commuters and that places to which they commute are likely to include Nottingham, Derby and Loughborough.

Table 3.19: Distance travelled to work, 2011²³

Location of work	Bramcote	Broxtowe	England
Less than 10km	60.1%	59.8%	52.30%
10km to less than 30km	12.6%	17.4%	21%
30km and over	8.9%	7.4%	8%
Work mainly at or from home	12.4%	8.8%	10.30%
Other	6.0%	6.6%	8.50%
Average Distance Travelled to Work	15.5km	14.5km	14.9km

Source: ONS, Census 2011, AECOM calculations

²³ NOMIS, QS702EW - Distance travelled to work

4 Conclusions

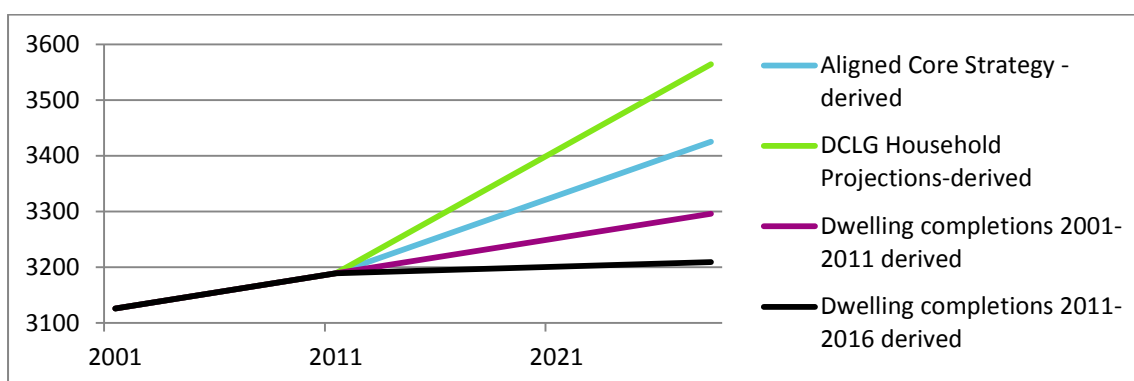
Overview

121. This housing needs assessment for affordable housing has interrogated a wide range of data sources, which, taken together, can inform key trends and messages relevant to the Neighbourhood Plan's housing policies.
122. In this concluding chapter we assess, based on the data uncovered, indications of the scale and type of the need for housing in Bramcote currently and in the future, based on the data analysed.
123. In line with recommended best practice, our preferred methodology is to present the projections our analysis has produced as a starting point, and then highlight the factors²⁴ that the neighbourhood forum might wish to take into consideration as they determine the final housing policy text, bearing in mind the requirement to be in general conformity with the strategic housing policies of Broxtowe.

Quantity of Housing Needed

124. To recap, we have identified four separate projections of dwelling numbers for Bramcote between 2011 and 2028 based on:
- A figure derived from the Aligned Core Strategy, disaggregated to Bramcote, (which gives a total of 236 dwellings, which is just under 14 dwelling per year);
 - The Government's 2012-based household projections, extrapolated to Bramcote, translated from households to dwellings and rebased to actual 2014 population (which gives 375 dwellings, or just over 22 per year);
 - A projection forward of dwelling completion rates 2001-2011, (which gives 107 dwellings, or just over 6 dwellings per year); and
 - A projection forward of dwelling completion rates 2011-2015 (which gives 20 dwellings, or just over 1 per year).
125. These dwelling number projections are illustrated in Figure 4.1 below.

Figure 4.1: Dwelling projections for the Bramcote Ward NP Area 2011-2028





Sources: Aligned Core Strategy, DCLG Household Projections, 2001 Census, 2011 Census. Broxtowe Borough Council

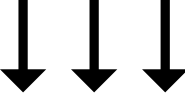
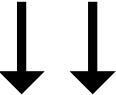
²⁴ These factors are also referred to as 'indicators' in the PPG.

126. We have summarised the findings of the data gathered in Chapter 3 above in Table 4.1 below. The source for each factor with particular relevance to the neighbourhood is shown, together with AECOM assessment of whether that factor is more likely to increase (↑), decrease (↓) or have no impact on (↔) the neighbourhood plan area's future housing need. Following PPG guidance, the factors relate both to housing price and housing quantity.
127. We have applied our professional judgement on the scales of increase and decrease associated with each factor on a scale from one to three, where one arrow indicates 'some impact', two arrows 'stronger impact' and three arrows indicates an even stronger impact. Factors are in alphabetical but no other order.
128. Note that factors have the potential to contradict one another, due to data being gathered at different times and across differing geographies. The Neighbourhood Forum is invited to use its judgement in resolving any conflicts, but we would advise that the more local and more recent data should generally have priority over data gathered at a larger spatial scale or older data.
129. However, our general approach reflects PPG advice to adjust the housing quantity suggested by household projections to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings, such as house prices and past build-out rate.
130. The PPG also advises that market signals are affected by a number of factors, and plan makers should not attempt to estimate the precise impact of an increase in housing supply. Rather they should increase planned supply by an amount that, on reasonable assumptions and consistent with principles of sustainable development, could be expected to improve affordability, and monitor the response of the market over the plan period.
131. As such, Table 4.1 should be used as a basis for qualitative judgement rather than quantitative calculation. It is designed to form the starting point for steering group decisions on housing policy rather than to provide definitive answers. Again, this reflects the PPG approach it states that: *when considering future need for different types of housing, planners have the option to consider whether they plan to attract an age profile that differs from the present situation. They should look at the household types, tenure and size in the current stock and in recent supply, and assess whether continuation of these trends would meet future needs.*
132. The PPG also states that appropriate comparisons of indicators (i.e. factors) should be made and that trends uncovered may necessitate adjustment to planned housing numbers compared to ones based solely on household projections. Where upward adjustment is considered necessary, it should be at a reasonable level and not negatively affect strategic conformity with the emerging Local Plan.
133. To help inform the steering group discussions that will be necessary to determine a neighbourhood plan housing target, we have provided our own professional judgement of need level, based on the projections presented in Figure 4.1 and the market factors presented in Table 4.1, and taking into account our own knowledge and experience of housing need at neighbourhood plan level.

Table 4.1: Summary of factors specific to Bramcote with a potential impact on neighbourhood plan housing quantity

Factor	Source(s) (detailed in Chapter 3)	Possible impact on future housing need	Rationale for judgement
Age structure of population	Census		<p>The census data indicates that the largest age group within Bramcote is 45 to 64, while the proportion of people aged 16 to 24 is significantly lower than the local and national averages. Bramcote also has a much larger population of people aged 65 and over than Broxtowe and England. Additionally, between 2001 and 2011 there was a decrease in people under 44 but an increase in people over 44. The decrease in the young population was much greater than the decrease locally. This indicates an ageing population and a reducing number of families in the local area, helping to justify an assessment of two up arrows.</p>
Economic performance and potential	Census		<p>Bramcote has a lower proportion of economically active people compared to the local proportion. Correspondingly the proportion of inactive residents is higher than the local average. This is due largely to the number of retired people. However Bramcote has a lower proportion of people whose day to day activities are limited a lot because of long-term health problems or disability.</p> <p>The average distance travelled to work, 15.5km, is higher than the local and national average, indicating that those who are economically active commute a longer distance, reflecting a lower number of jobs locally.</p> <p>These two factors combine to indicate that housing growth linked to economic performance and potential will likely be lower than the Broxtowe average, hence two down arrows.</p>

Factor	Source(s) (detailed in Chapter 3)	Possible impact on future housing need	Rationale for judgement
House prices relative to surroundings	HMA, Zoopla	↑ ↑	<p>House prices in Broxtowe have changed very little in recent years.</p> <p>This indicates that people who were unable to purchase property previously, would still unlikely be able to unless their personal circumstances have significantly changed. In 2011, 42% of the emerging households in Broxtowe were unable to afford market purchase based on income alone.</p> <p>The average value of property in Bramcote is 45.9% higher than the average price across Broxtowe.</p> <p>This high level of demand justifies two up arrows for this factor relative to the Broxtowe average.</p>
International and UK in-migration rate	Census	↔	<p>The census data indicates that more people in Bramcote were born outside the UK than the Broxtowe average. However, the majority moved to the area ten years or more ago. This indicates relatively low levels of international migration to the area in recent years. The two factors are considered to cancel one another out, hence an assessment of no overall impact.</p>
Level of new supply in local housing market	HMA, Aligned Core Strategy	↔	<p>The HMA states that population projection figures hint at an increase in emerging households and that there is insufficient housing to accommodate them.</p> <p>The Aligned Core Strategy predicts significant growth within Broxtowe between 2011 and 2028, and this may well include some growth at Bramcote.</p> <p>However, there is no certainty that even if Bramcote grows as a result of this factor, that its share would be disproportionately higher than the Broxtowe average; for this reason, an assessment of 'no overall impact' has been made.</p>

Factor	Source(s) (detailed in Chapter 3)	Possible impact on future housing need	Rationale for judgement
Local housing waiting list/need for affordable housing	Local housing waiting list		<p>The local housing waiting list strongly indicates that Bramcote does not have a high affordable housing need. Broxtowe Borough’s adopted policy on affordable housing (Policy 8 seeking 30% affordable housing) will continue to apply in the ward even after the neighbourhood plan is adopted. This minimises the need for Bramcote to have an additional affordable housing target in their plan.</p> <p>Formulating an affordable housing target for Bramcote is therefore not recommended, as it could cause conflict with or restatement of the adopted Local Plan policy. As affordable housing need in Bramcote appears relatively much lower than that of Broxtowe, an assessment of three down arrows has been made.</p>
Overcrowding, including concealed families	Census		<p>Bramcote has very low numbers of people per household which correlates with a low number of concealed families.</p> <p>This indicates that rather than being overcrowded, housing in Bramcote is relatively undercrowded, and hence an assessment of two down arrows has been made.</p>

134. Table 4.1 contains in total four up arrows and seven down arrows, indicating that the local market factors acting to decrease demand for new housing in Bramcote relative to the Broxtowe average are stronger than those acting to increase demand. This suggests that Bramcote’s housing need is lower than the midpoint of the dwelling projections in Figure 4.1 (the midpoint figure is 185 dwellings).

135. Additionally, it is notable from Figure 4.1 that Bramcote’s future dwelling projections comprise quite a wide range, with a maximum of 375 and minimum of 20. It is noted that the adopted Core Strategy-derived target (which is the only one of the figures carrying statutory weight, in the sense that the Neighbourhood Plan must demonstrate conformity with it at its examination) does not spatially allocate dwellings at a level lower than that of the ‘rest of Broxtowe’ zone for which a derived housing target was calculated previously.

136. Based on the calculations required in section 3 above that disaggregated housing growth elsewhere in Broxtowe from the ‘rest of Broxtowe’ zone including Bramcote, it is considered that, in the case of Bramcote, the projection of 375 derived from household projections would be an over-estimate of need.

137. This is because that figure of 375 takes account of demand across the whole of Broxtowe, and not only does the Aligned Core Strategy demonstrate that other parts of Broxtowe will provide the supply to meet this demand to a much greater extent than Bramcote itself, also Table 4.1 suggests that the local factors relevant to Bramcote mean its housing need is lower than the midpoint of 185 dwellings in any case.

138. However, this presents the neighbourhood forum with a dilemma, as follows:
139. Bramcote's estimated housing need 2011-2028 is lower than 185 dwellings, but the Aligned Core Strategy-derived figure is 236 dwellings. There is therefore a risk that if Bramcote were to select a dwelling target of less than 236, the neighbourhood plan would fail Basic Condition E, which requires it to be 'in general conformity with the strategic policies of the development plan', and which notes that the development plan's dwelling targets are likely to be a strategic policy.
140. Having said this, the calculation of 236 dwellings derived from the Aligned Core Strategy (ACS) is AECOM's, and has not been endorsed by Broxtowe Borough Council, Bramcote itself not being specifically referenced within the ACS's dwelling targets. Legally, this means it is may be at the discretion of Broxtowe as to whether a housing need figure of less than 236 would be acceptable to the Council and/or the neighbourhood plan examiner, based on the Bramcote-specific evidence that the housing need is lower than 185 dwellings.
141. Given that the down arrows in Table 4.1 substantially outnumber the up arrows, the actual housing need figure is likely to be considerably below the mid-point of 185 dwellings, though nowhere near as low as the projection of 20 derived from dwelling completion rates since 2011, as this is so far away from what the other evidence suggests.
142. Additionally, the dwelling completion rate of 107 based on 2001-2011 completions, like any projection based on past completion rates, is constrained by the supply available rather than being a pure indication of demand. As such, it seems reasonable to assume that the true demand figure would be higher than 107.
143. Faced, therefore, with the evidence that Bramcote's demand is substantially lower than 185 dwellings but higher than 107 dwellings, it is estimated that the neighbourhood plan area's demand is likely to be in the region of about 130 dwellings.
144. As such, AECOM recommends that the neighbourhood forum shares this evidence to the Borough Council, who will need to decide whether the neighbourhood forum should plan on the basis of 236 new dwellings, 130 dwellings, or a compromise figure between these two.
145. Any houses completed since 2011 fall within this period and therefore count towards whichever target is selected- however, at the time of writing, this was only six dwellings.

Characteristics of housing needed

146. Table 4.2 summarises the data we have gathered with a potential impact on the characteristics of the housing needed in the neighbourhood. Factors are in alphabetical but no other order.

Table 4.2: Summary of local factors specific to Bramcote with a potential impact on neighbourhood plan housing characteristics

Factor	Source(s) (see Chapter 3)	Possible impact on housing needed	Conclusion
Affordable Housing	Local housing waiting list	The local housing waiting list strongly indicates that Bramcote does not have a high level of affordable housing need.	The neighbourhood plan should support provision of affordable housing in Bramcote, but evidence does not suggest there is the need to set a Bramcote-specific affordable housing target over and above the existing ACS target.
Demand/ need for smaller dwellings	Aligned Core Strategy	<p>The Aligned Core Strategy promotes family housing in Nottingham City but elsewhere in the plan area, including Bramcote, encourages a wider mix of housing which would include smaller dwellings. Average household sizes have decreased significantly while the general population of the area has risen. The reduction of household sizes has led to under-occupation of properties.</p> <p>However since 2001, the number of one room dwellings has fallen significantly, while the number of seven to eight room households have increased. This highlights a disparity in the size of dwellings being provided and the size of dwellings needed.</p>	<p>Support, encourage and/or require the development of a large proportion of smaller (1-2 bedroom) dwellings to meet the needs of those needing a smaller dwelling, in particular older people looking to downsize, newly forming households and/or younger families.</p> <p>A policy supporting downsizing for households currently under-occupying larger properties, though aspirational, could at least be a useful statement of intent.</p> <p>Policy could, in combination with evidence from the supply side, indicate locations where smaller housing would be suitable.</p> <p>Smaller dwellings most likely to be in demand would be houses rather than flats, and could be either bungalows, detached or semi-detached, depending on the local context.</p>

Factor	Source(s) (see Chapter 3)	Possible impact on housing needed	Conclusion
Demographic change	Census	The census data indicates that since 2001, the plan area has seen a decrease in its household size but an increase in overall number of households. This indicates a growing older population and a decreasing number of young families.	<p>The plan should reference evidence of the rapidly ageing population and include appropriate policy responses, including support for/encouragement of downsizing through the provision of smaller dwellings and bungalows for the elderly population in appropriate locations (i.e. within reasonable proximity to town centres, services and facilities) which can 'free up' larger homes for incoming/growing families and smaller homes to accommodate newly forming households and young families.</p> <p>Monitor downsizing as it takes place- the more that happens, the lower the need for new family-sized/larger dwellings.</p>
Dwelling type	Broxtowe Borough Council Housing Market Assessment	The HMA notes that there is a lower proportion of flats and terraced houses, which often equate to starter homes. Average house prices show that there is no significant disparity between flats and terraces, while semi-detached and detached houses are in a much higher price bracket.	The vast majority of new homes to be provided, including the smaller as well as the larger units, should be detached or semi-detached, in line with the existing local context. A proportion of the new homes should be bungalows.

Factor	Source(s) (see Chapter 3)	Possible impact on housing needed	Conclusion
<p>Family-sized housing</p>	<p>Census</p>	<p>The Census data shows the largest age group within Bramcote is people aged 45 to 64. As people are having their families later and later, this would indicate a fairly large need for family housing. Furthermore, Bramcote has a higher proportion of one family households than Broxtowe and England and a lower proportion of one person households than Broxtowe and England.</p> <p>The proportion of dwellings that is detached is also significantly higher compared to the local and national areas, while the proportion of flats is lower than the local and national averages. This would indicate a greater supply of housing for families, which means they are less likely to be in demand in future.</p>	<p>Alongside smaller homes for retired and older households, a smaller proportion of larger homes may still be required to meet the needs of families with children moving into the area.</p> <p>These homes should be predominantly 3-4 bedrooms in size, and aimed at the more affordable end of the market (rather than high end, executive housing) to meet the demand from families. Given their size and the local development context, it is likely that these homes would be detached or semi-detached rather than terraced.</p> <p>Include within policy or policies on housing support for medium-sized or larger (3-4 bedroom) dwellings for families and/or those working from home.</p> <p>Note as per previous conclusion that downsizing rates should be monitored, as if family-sized housing is freed up through downsizing, there will correspondingly be less need to support the provision of new family-sized housing.</p>

Factor	Source(s) (see Chapter 3)	Possible impact on housing needed	Conclusion
<p>Housing for older people</p>	<p>Aligned Core Strategy, Census</p>	<p>The Aligned Core Strategy states that particular focus should be given on the needs of the elderly, particular in areas that have significant under occupation and an ageing population. Both of these factors are relevant for Bramcote. The average household size in Bramcote is lower than the national average. Under-crowding is also increasing in Bramcote.</p> <p>In addition, the proportion of people aged over 65 is significantly higher than the local and national averages. Additionally, between 2001 and 2011 there was a decrease in population under the age of 44 but an increase in people over the age of 44. Both of these factors indicated an ageing population.</p> <p>The majority of one person households are aged 65 and over, which is in contrast to the local and national area. This has risen greatly between 2001 and 2011. The proportion of families aged 65 and over is also significantly higher than the local and national averages.</p>	<p>The high proportion of elderly people living alone indicates that specialist housing, including sheltered units and care homes could be provided in accessible locations, within walking distance of a full range of services and amenities.</p> <p>As such, the neighbourhood plan should support the provision of the full range of housing suitable for older people, subject to it being provided in appropriate locations, bearing in mind that housing for older people also forms a place of employment and that employees should also have the choice of accessing care homes by modes other than the private car.</p> <p>Provision of further smaller dwellings will also assist to diversify the size of housing in Bramcote.</p>

Factor	Source(s) (see Chapter 3)	Possible impact on housing needed	Conclusion
Tenure of housing	Broxtowe Borough Council Housing Market Assessment, Census	<p>Even though home ownership has declined in the last ten years, there is still a higher level of owner occupation in Bramcote than both the local and national averages.</p> <p>The proportion of socially rented accommodation is significantly lower than the local and national averages.</p> <p>The HMA notes that the private rental sector within Broxtowe is relatively small compared to the rest of the country. This is highlighted in the census data where Bramcote has a lower private rental sector compared to the surrounding areas. However it has significantly increased since 2001 which highlights a growing need for properties of this tenure.</p>	<p>It can be assumed that most new homes provided will be for owner-occupation.</p> <p>Although the relatively high local house prices indicate that private rented housing is likely to be in demand from those not able to purchase a house of their own, there is no ability in terms of housing policy to specify tenure in private housing. In other words, new homes are provided and a proportion will become buy-to-let rather than owner-occupied based on market conditions at the time of purchase.</p>

Recommendations for next steps

147. This neighbourhood plan housing needs advice has aimed to provide Bramcote Neighbourhood Forum with evidence on housing trends as these relate to the need for affordable housing from a range of sources. We recommend that the Neighbourhood Forum should, as a next step, discuss the contents and conclusions with Broxtowe Borough Council with a view to agreeing and formulating draft housing policies, taking the following into account during the process:

- the contents of this report, including but not limited to Table 4.1 and 4.2;
- Neighbourhood Planning Basic Condition E, which is the need for the neighbourhood plan to be in general conformity with the adopted development plan (here, the Aligned Core Strategy);
- the need for the neighbourhood plan to be under-pinned by the evidence from the emerging development plan;
- the types (detached, semi-detached, terraced etc.) and sizes (1 bedroom, 2 bedroom etc.) of recent and existing dwelling completions and commitments and cross-referencing the findings of this assessment with Table 4.2, as what has already been provided will have an impact on the types and sizes of the remaining homes to be provided over the rest of the plan period;
- the views of Broxtowe Borough Council;
- the views of local residents;

- the views of other relevant local stakeholders, including housing developers; and
 - the numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by the Council, including but not limited to the SHLAA.²⁵
148. National policy on planning and housing will continue to affect housing policies at a local authority and, by extension, a neighbourhood level.
149. This advice note has been provided in good faith by AECOM consultants on the basis of housing data current at the time of writing (alongside other relevant and available information).
150. Bearing this in mind, we recommend that the steering group should monitor carefully strategies and documents with an impact on housing policy produced by Broxtowe or any other relevant body and review the neighbourhood plan accordingly to ensure that general conformity is maintained.
151. At the same time, monitoring ongoing demographic or other trends in the factors summarised in Table 4.1 and 4.2 would be particularly valuable.

²⁵ Available online at <https://www.broxtowe.gov.uk/for-you/planning-building/planning-policy/strategic-housing-land-availability-assessment-shlaa/>

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