



Taking Stock
A Strategic Housing Market Assessment
Part 5 - Size, Type and Tenure

'Taking Stock' sets out how our draft Local Plan housing target was established. It also looks into the types, tenures and sizes of housing that we anticipate may be needed over the next fifteen to twenty years. This is also our Strategic Housing Market Assessment (SHMA), incorporating our 'Objective Assessment of Housing Need (OAN)'. This document (Part 5) looks at the sizes, types and tenures of homes that may be needed. A separate document (Parts 1-4) establishes our overall (or objectively assessed) need for market and affordable housing.

Planning Policy Team

October 2015

Contents

Contents	1
List of Tables.....	3
List of Figures	5
Strategic Housing Market Assessment - Where are we now?	7
Population and Age Profile of Eden	8
Population.....	8
Age Profile of Eden Residents.....	9
Population Change - 'Natural Change' and Migration.....	9
Households in Eden.....	12
What is our housing stock?.....	18
Age and Condition of Housing Stock	22
Housing Tenure	26
Current Demand	31
Housing for Specific Household Groups	32
Recent Housing Supply	34
Affordable Housing Supply	38
Concluding Remarks.....	41
Strategic Housing Market Assessment - Where are we going?	43
Population Change	44
Household Change	47
Future Household Types.....	48
Analysis of Existing Housing Stock.....	50
Future Housing Demand.....	55
Future Market Housing Supply	58
Housing for Specific Household Groups	68
Projecting Future Need.....	79
Future Demand for Supported Housing	83
Concluding Remarks.....	87
Conclusions	89
Assessment of Housing Need.....	89

Current Housing Market.....	89
Future Housing Mix.....	89
Meeting Needs of Specific Groups	90
Concluding Remarks.....	90
Appendix 1 - Useful Definitions	91
Household.....	91
Household Space	91
Other Households.....	91
Age	91
Mean Age	91
Median Age.....	91
Usual Resident	91
Communal Establishment.....	92
Dependent Child.....	92
Appendix 2 - SHOP Analysis Tool Assumptions.....	93
Appendix 3 - Planning Practice Guidance	94
How should the needs for all types of housing be addressed?	94

List of Tables

Table 1 - Population change across Cumbria (Source: Office for National Statistics.)	8
Table 2 - Household Composition (Source: Census 2011 (KS105EW))	12
Table 3 - Locational Distribution of Households in Eden (Source: Census 2011)	14
Table 4 - Change in Household Composition 2001-2011 (Source: Census 2001 (UV68) and 2011 (QS116EW))	15
Table 5 - % Change within Household Types (Source: Census 2001 and 2011)	16
Table 6 -Composition of Existing Dwelling Stock (Source: Census 2011)	18
Table 7 Household Composition (Source: Census 2011 (KS105EW))	19
Table 8 - Changes in the Number of Rooms per Dwelling (Source: Census 2001 (SO51) and Census 2011 (DC4404EW))	20
Table 9 - Energy Performance SAP banded (Source: House Condition Survey 2011 and EHS 2009)	24
Table 10 - Tenure of Households in Eden (Source: Census 2011 (KS402EW))	26
Table 11 - Change in Tenure Structure between 2001 and 2011 (Source: Census 2001 (UV63) and Census 2011 (KS402EW))	27
Table 12 - Comparison of Change in Tenure Structure (Source: Census 2001 (S49) and Census 2011 (CAS49))	27
Table 13 - Tenure Trends by Property Size (Source: Census 2001 (SO49) and Census 2011 (DC440EW))	28
Table 14 - General Health (Source: Census 2011)	33
Table 15 - Recent Affordable Housing Supply - Size of Dwelling (%)	39
Table 16 - Future Household Size (Source: DCLG Population Projections 2012)	48
Table 17 - Household Type Projections	48
Table 18 - Size of Existing Dwelling Stock (Source: Census 2011)	50
Table 19 - One Person Households	51
Table 20 - Married and Co-Habiting Couple Households	52
Table 21 - Lone Parent Households	53
Table 22 - Predicted Future Supply (Scenario 1)	59
Table 23 - Existing Household Composition (Source: Census 2011)	60
Table 24 - Newly Forming Households (Predicted Supply)	60
Table 25 - Additional Need for Dwelling Types	61
Table 26 - Future Housing Supply - Based on Existing Household Composition	61

Table 27 - Predicted Future Supply.....	62
Table 28 - Summary of Recent Affordable Housing Supply	63
Table 29 - Potential Future Affordable Housing Supply.....	63
Table 30 - Tenure Composition of Households Aged 65 and Over (Source: Census 2011)	71
Table 31 - Amount of Population Unable to Perform One or More Domestic Tasks on their Own (Source: POPPI)	74
Table 32 - Care Home Provision in Eden (2011).....	77
Table 33 - Extra Care Provision in Eden	78
Table 34 - Existing Extra Care Housing & Future Demand (Source: Cumbria County Council)	78
Table 35 - Current Demand for Specialist Housing in Eden	80
Table 36 - Future Need for Specialist Housing.....	81
Table 37 - Identifying Future Need and Annual Requirements.....	82
Table 38 - Communal Population Projections	84

List of Figures

Figure 1 - Proportional Change in Age Structure between 2004 and 2014(Source: ONS/Cumbria Intelligence Observatory)	8
Figure 2 - Age Profile of Residents (Source: ONS/Cumbria Intelligence Observatory)	9
Figure 3 - Components of Change 2004-14 (Source: ONS/Cumbria Intelligence Observatory)	9
Figure 4 - Net Migration Change (no of Migrants) (Source: ONS/Cumbria Intelligence Observatory)	10
Figure 5 - Household Composition (Source: Census 2011 (KS105EW))	13
Figure 6 - Dwelling age profile England and Eden District (Source: House Condition Survey 2011 and EHS 2009).....	22
Figure 7 - Dwelling Construction Date (Source: House Condition Survey 2011).....	22
Figure 8 - Tenure Profile of Eden (Source: Census 2011)	26
Figure 9 - House Size by Tenure (Source: Census 2011 (LC4405EW))	29
Figure 10 - Right to Buy Sales 1997 - 2014 (Source: ??).....	30
Figure 11 - Size of Recent Housing Supply.....	34
Figure 12 - Recent Housing Supply - Dwelling Type.....	34
Figure 13 - Recent Housing Supply - Location.....	35
Figure 14 - Annual Completion Rates since April 2003	36
Figure 15 - Recent Housing Approvals by Location	37
Figure 16 - Recent Affordable Housing Supply - Size	38
Figure 17 - Recent Affordable Housing Supply - Dwelling Type.....	39
Figure 18 - Recent Affordable Housing Supply by Location	40
Figure 19 - Change in Proportion of Population Aged 65 and Over 2011-2032	44
Figure 20 - Expected Population Changes 2014-2032 (Source: DCLG Population Projections 2012)	45
Figure 21 - Household Change Projections 2014-32 (Source: Census 2011).....	47
Figure 22 - Help to Buy Equity Loan Example (Source: www.helptobuy.org).....	56
Figure 23 - Help to Buy Mortgage Guarantee Scheme (Source: www.helptobuy.org)	57
Figure 24 - Size of Market Housing 2003-15.....	58
Figure 25 - Future Market Housing Supply (Scenario 1)	58
Figure 26 - % of Population over 65 (Source: DCLG)	69

Figure 27 - Life Expectancy Comparison between 2002 and 2012	70
Figure 28 - Elderly Persons Living Alone 2014-2030 (Source: POPPI).....	73
Figure 29 - People aged over 65 predicted to have Dementia	75
Figure 30 - Learning Disabilities in Over 65s.....	76
Figure 31 - No of People Predicted to have a Learning Disability (Source: PANSI) .	83
Figure 32 - No of People with a Moderate or Severe Physical Disability (Source: PANSI)	84
Figure 33 - Newton Rigg College Transport Routes (Source: Newton Rigg College)	85

Strategic Housing Market Assessment - Where are we now?

Population and Age Profile of Eden

Population

- 5.1 In mid-2014 Eden's population was estimated to be 52,630. Eden has a population density of only 0.2 per ha, which compared to Cumbria (0.7), the North West (5) and England (4.1) is significantly lower. Eden is sparsely populated, but its population is growing.
- 5.2 Since 2004 the population has increased by 1,237 people or 2.4%. This is proportionally around a quarter of the growth experienced across England and Wales, however it is much higher than the growth of 0.8% experienced across Cumbria. The only district in Cumbria with higher population growth than Eden is Carlisle whose population grew by 3.5%.

	No of persons		No Change	% Change
	2004	2014		
England and Wales	53,152,000	57,408,000	4,256,000	8.0
Cumbria	494,174	498,074	3,900	0.8
Allerdale	94,846	96,471	1,625	1.7
Barrow-in-Furness	70,845	67,848	-2,997	-4.2
Carlisle	104,412	108,022	3,600	3.5
Copeland	69,750	69,832	82	0.1
Eden	51,393	52,630	1,237	2.4
South Lakeland	102,928	103,271	343	0.3

Table 1 - Population change across Cumbria (Source: Office for National Statistics.¹)

- 5.3 Whilst the overall population in Eden has grown, this growth is not evenly balanced across all age groups. The graph below shows the proportional changes in age structure.

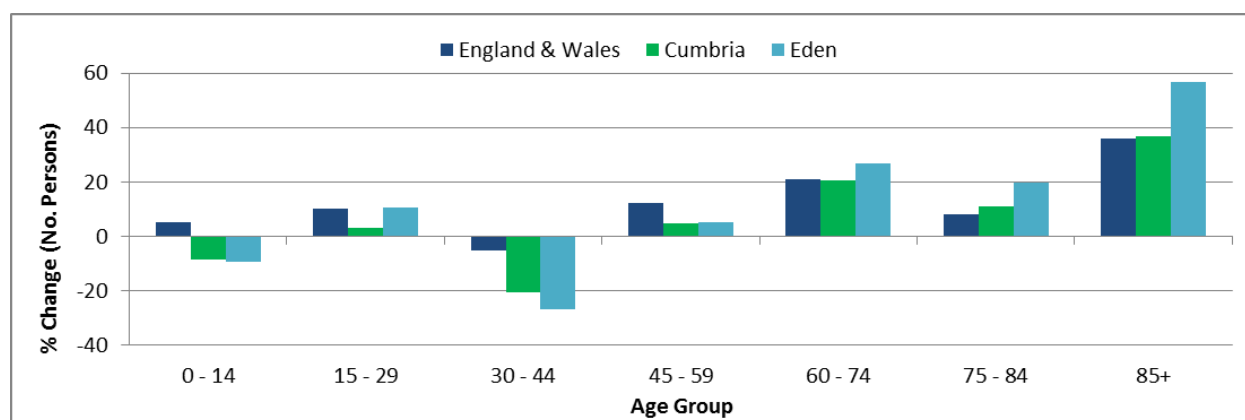


Figure 1 - Proportional Change in Age Structure between 2004 and 2014 (Source: ONS/Cumbria Intelligence Observatory)

¹ Mid-term 2014 population estimates, reported in the Cumbria Observatory. Figures rounded to the nearest 100, may not sum due to rounding.

5.4 The highest level of level of growth has been experienced in the 85+ age group, with growth of 56.6% over the past ten years. By contrast the age group with the largest decrease is the 30-44 age group which decreased by 26.6% during this period.

5.5 Whilst these changes are not unusual and on the whole mirror the trends seen nationally and across Cumbria, the proportional changes experienced in Eden are much higher.

Age Profile of Eden Residents

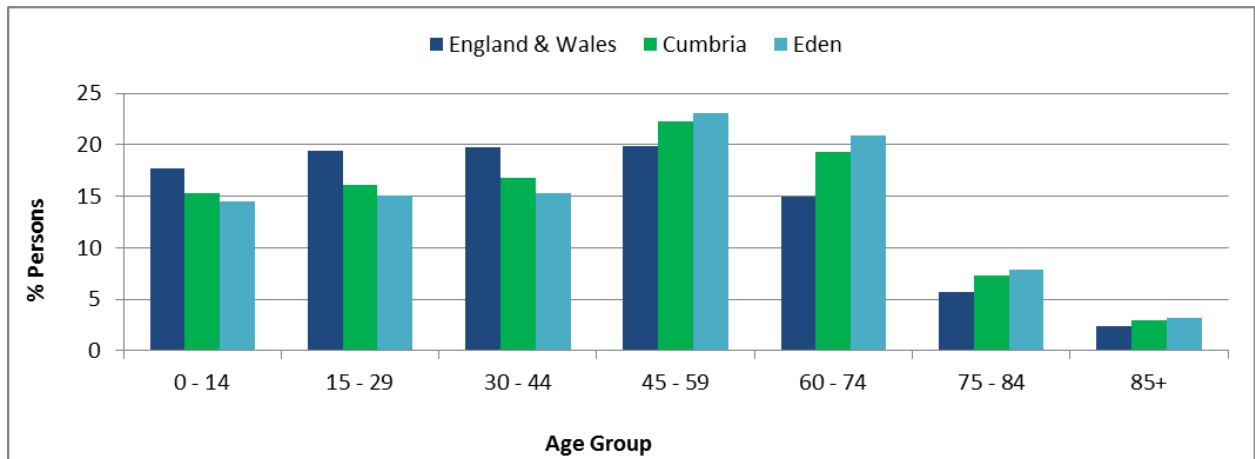


Figure 2 – Age Profile of Residents (Source: ONS/Cumbria Intelligence Observatory)

5.6 This graph indicates that Eden has a proportionally older population than Cumbria or England. The impact of an ageing population is likely to be felt within Eden, and is likely to place additional pressure upon infrastructure, services and housing provision.

Population Change - ‘Natural Change’ and Migration

5.7 Since Mid-2004, there have been more deaths than births in Eden; this ‘natural change’ has accounted for a decrease of 650 persons across the district. However, during the same time, 1,887 more people have migrated into Eden than have migrated out from Eden (CIO, 2014).

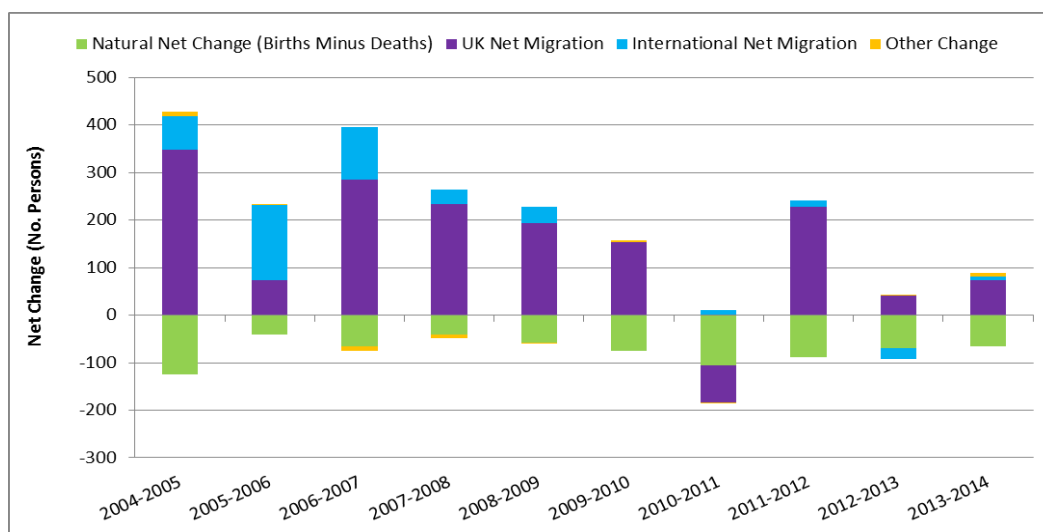


Figure 3 - Components of Change 2004-14 (Source: ONS/Cumbria Intelligence Observatory)

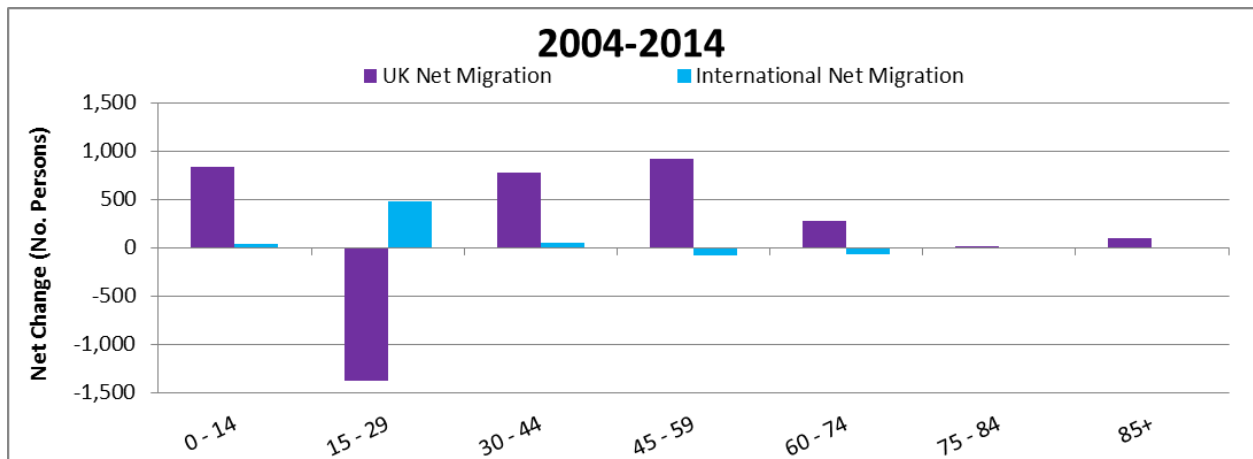


Figure 4 - Net Migration Change (no of Migrants) (Source: ONS/Cumbria Intelligence Observatory)

- 5.8 Figure 4 shows that Eden has experienced net growth in all age groups with the exception of the 15-29 age group.
- 5.9 One perhaps surprising element of the information provided above is that net migration growth in the age groups over 60 is relatively low, suggesting that our ageing population is down to natural ageing rather than an influx of migrants from the older age groups.
- 5.10 The migration trends above show that the population falling into the age groups 30-44 and 0-14 are increasing due to migration, suggesting that families are choosing to move into the area.
- 5.11 Migration of the 45-59 age group is slightly difficult to interpret, one assumption is that this particular age group may be considering future retirement and choosing to move to the area for that reason. However, we need to acknowledge that this age group forms part of the working population with state retirement age currently at 65 for Men and 62 for Women. Further increases are expected by 2032, so this age group is almost certainly going to be economically active.

Population - What do we know so far?

- We have a growing population, albeit not at the rate shown nationally. Eden together with Carlisle show the fastest growth in population in Cumbria.
- The population age ranges which have seen the most growth are between 60 to 74 and 75 to 84. This trend outstrips both England and Wales and Cumbria. Conversely, there has been a reduction in the number of people aged 30 to 44 and increases for all ages below 44 are less pronounced than in Cumbria and England and Wales.
- Since mid-2004 there have been more deaths than births in Eden - the rate of 'natural change' is negative at 650 less people than 10 years ago. However, more than 1887 people have migrated in to the district than have moved out.

Households in Eden

5.12 The 2011 Census revealed that there were 23,043 households in Eden, which are broken down as follows:

All categories: Household composition	23,043
One person household	6,958
One person household: Aged 65 and over	3,322
One person household: Other	3,636
One family household	14,969
One family only: All aged 65 and over	2,633
One family only: Married or same-sex civil partnership couple	8,716
One family only: Married or same-sex civil partnership couple: No children	3,860
One family only: Married or same-sex civil partnership couple: Dependent children	3,444
One family only: Married or same-sex civil partnership couple: All children non-dependent	1,412
One family only: Cohabiting couple	1,969
One family only: Cohabiting couple: No children	1,102
One family only: Cohabiting couple: Dependent children	800
One family only: Cohabiting couple: All children non-dependent	67
One family only: Lone parent	1,651
One family only: Lone parent: Dependent children	998
One family only: Lone parent: All children non-dependent	653
Other household types	1,116
Other household types: With dependent children	335
Other household types: All full-time students	39
Other household types: All aged 65 and over	91
Other household types: Other	651

Table 2 - Household Composition (Source: Census 2011 (KS105EW))

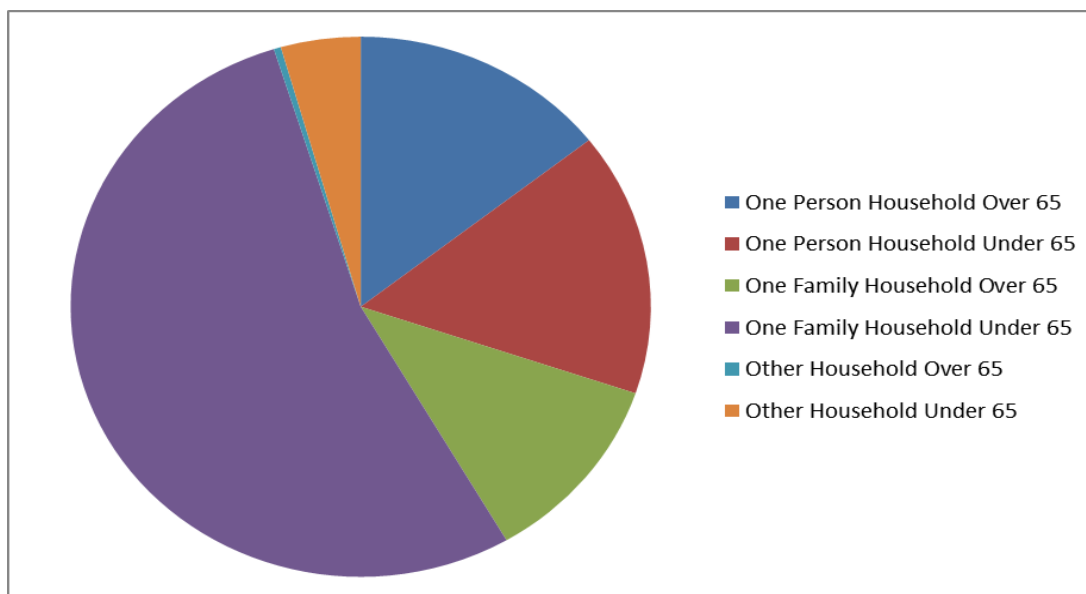


Figure 5 - Household Composition (Source: Census 2011 (KS105EW))

- 5.13 Of note, 14.4% of our households are one person households aged 65 or over, and 30% of all households are one person only. However, the largest proportion of households are households containing a single family, which includes couples, couples with dependent children, couples with non-dependent children and lone parents.
- 5.14 Eden has a lower proportion of single person households aged under 65 (15.8%) than the figure nationally which is 18%. However, the number of single person households aged 65 and over is higher than nationally at 14.4% compared to 12% for England.
- 5.15 Overall 26% of all households in Eden are aged 65 and over, the figure for Cumbria is 25%, but it's lower at 21% for England.
- 5.16 Eden has an average household size of 2.2, which is comparable to Cumbria at 2.2 and England at 2.3. The median age of residents of Eden in 2011 was 46, higher than the national figure of 39.

5.17 We can also break these household figures down to our four towns and the rest of the district:

	Penrith	Alston Moor	Appleby	Kirkby Stephen	Rural Areas	TOTAL
All categories: Household composition	7,030	996	1,415	1,170	12,432	23,043
One person household	2,429	380	497	380	3,272	6,774
One person household: Aged 65 and over	1,096	165	238	198	1,625	3,218
One person household: Aged 64 or less	1,333	215	259	182	1,647	3,556
One family household	4,204	582	864	746	8,573	14,483
One family only: All aged 65 and over	689	80	191	149	1,524	2,537
One family only: Married or same-sex civil partnership couple, aged 64 or less	2,217	322	457	404	5,316	8,434
One family only: Cohabiting couple, aged 64 or less	653	104	106	97	1,009	1,918
One family only: Lone parent, aged 65 or less	645	76	110	96	724	1,594
Other household types (aged 64 or less)	397	34	54	44	587	1,090
Other household types: With dependent children (aged 64 or less)	94	6	21	12	202	325
Other household types: All full-time students	25	0	0	0	14	39
Other household types: All aged 65 and over	27	6	5	4	49	89
Other household types: Other (aged 64 or less)	251	22	28	28	322	637

Table 3 - Locational Distribution of Households in Eden (Source: Census 2011)

5.18 The number of households in rural areas outstrips the number in the towns; there are 12,432 households in the rural areas compared to 10,611 in the four towns. This means that 54% of households reside in the rural area, with 46% of households residing in our four main towns.

- 5.19 There are no major differences highlighted in the table above, however, there are slightly lower proportions of one person households in rural areas and conversely higher proportions of married/civil partnership couples. There are also higher proportions of lone parent households at Penrith, particularly when compared with rural areas.
- 5.20 The percentage of all households which are single person households aged over 65 is highest in Kirkby Stephen (16.9%), with the lowest percentage of households residing in the rural areas. Appleby has the highest proportion of single family households where all residents are aged 65 and over at 21.6% of all households.
- 5.21 We can also look how household composition has changed since the last census, based on the percentage of households falling into each household category:

Household type	Eden				Cumbria		England	
	Count and % of households				% of households		% of households	
	2001	2011	2001	2011	2001	2011	2001	2011
All households	21143	23043						
One person	5932	6958	28	30	30	32	30	30
Couple, no children	8604	9405	41	41	38	38	35	34
Couple, with dependent children	4733	4412	22	19	21	19	22	21
Lone Parent, with dependent children	891	1071	4	5	6	6	7	8
Lone Parent, with non-dependent children	623	713	3	3	3	3	3	4
Other multi-person households	360	484	2	2	2	2	3	4

Table 4 - Change in Household Composition 2001-2011 (Source: Census 2001 (UV68) and 2011 (QS116EW))

- 5.22 Between 2001 and 2011 there has been an increase of 1900 households, which equates to an increase of 9%.
- 5.23 In Table 4 we considered the changes to the proportion of households falling into each household category. Table 5 considers the level of change experienced within each of these categories between 2001 and 2011.

Household type	Eden	Cumbria	England
All households	9.0	6.2	7.9
One person	17.3	14.2	8.4
Couple, no children	9.3	6.2	5.7
Couple, with dependent children	-6.8	-7.2	1.5
Lone Parent, with dependent children	20.2	8.8	19.8
Lone Parent, with non-dependent children	14.4	12.7	24.1
Other multi-person households	34.4	11.9	27.8

Table 5 - % Change within Household Types (Source: Census 2001 and 2011)

- 5.24 Since 2001, there has been a 9% increase in overall households; however, household composition has remained broadly the same (Table 4)
- 5.25 However, when you consider in more detail changes within specific household types, increases have occurred in all household groups with the exception of couples with dependent children. 'Other multi-person households' experienced the largest increase, increasing by 34.4%, but still only accounting for 2% of the overall number of households.
- 5.26 When compared nationally, Eden has experienced significantly higher growth in one person households. The growth experienced in England is 8.4%, whereas for Eden it was 17.3, but this has only contributed to an increase of 2% to the overall proportion of households that comprise single person households.

Households - What do we know so far?

- Eden has an average household size of 2.2 persons.
- The largest proportion of households within Eden comprises couples with no children and the smallest proportion comprising 'multi-person households'.
- The structure of household types within Eden has changed only slightly between 2001 and 2011, the largest amount of change being a 2% increase in single person households, and a 2% decrease in couple with children households.
- There are differences in structure when Eden is compared to England, with a higher proportion of couples with no children in the district, fewer lone parents and fewer multi-person households.
- Within the different household types the cohort exhibiting the most marked change are multi-person households; while this group makes up only 2% of all households in Eden it has increased by 34%. Lone parents with dependent children (5% of all households) have also increased by 20%. This is closer to the picture nationally than Cumbria as a whole.
- One person households, which comprise 30% of all households, shows a significant upwards change of 17% when compared to 8% nationally.

What is our housing stock?

- 5.27 Our 23,043 households enjoy a dwelling stock of 25,308 homes, so on the face of it the supply exceeds the demand. However, 2,265 of these homes (8.9%) are classed as 'households with no usual residents' (second and holiday homes or empty homes). Empty homes can be put back into use, but there still may be a demand for second homes that could reduce the numbers of homes available for those residents in Eden.
- 5.28 Our own data for the year 2011/12 (the base date of the census) showed that 1,930 homes were classed as second or holiday homes, reducing our stock to 23,375. (our assessment of objectively assessed need set out in Part 4 of this document assuming that some homes will be second homes when it converted households into housing - it applied a multiplier of 1.098 to households to arrive at a dwellings figure, based on this split. We can also probably assume that some empty dwellings may also remain empty. However, on the whole there seems to be a relatively even relationship between the numbers of households and homes.
- 5.29 Our existing dwelling stock at the time of the Census in 2011 can be broken down as follows:

Type of dwelling	Stock
Detached	9,682
Semi-Detached	7,588
Terraced	5,493
Flat	1,641
Shared accommodation/bedsit	506
In a commercial development	259

Table 6 -Composition of Existing Dwelling Stock (Source: Census 2011)

- 5.30 Having looked at household composition within Eden we can now look at the amount, type and quality of the housing stock.

	Penrith	Alston	Kirkby Stephen	Appleby	Villages	Total
All Categories: Household Spaces	7,255	1,156	1,307	1,493	14,097	25,308
Household Spaces with at least one resident	7,030	996	1,170	1,415	12,432	23,043
Household Space with no usual residents	225	160	137	78	1,665	2,265
Whole House or Bungalow: Detached	1,446	401	411	371	7,053	9,682
Whole House of Bungalow: Semi-Detached	2,445	300	329	583	3,931	7,588
Whole House or Bungalow: Terraced (inc End of Terrace)	2,005	310	416	344	2,418	5,493
Flat, Maisonette or Apartment: Purpose Built Block of Flats	1,065	96	97	123	260	1,641
Flat, Maisonette or Apartment: part of a converted or shared house	192	21	17	41	235	506
Flat, Maisonette or Apartment: In a commercial building.	98	25	34	28	74	259
Caravan or other temporary mobile structure	4	3	3	3	0	13

Table 7 Household Composition (Source: Census 2011 (KS105EW))

Does our stock meet demands from different types of households?

- 5.31 We need to approach this question with great care, as the type of housing demanded by a household tends to be based more on ability to pay rather than the size and type of household - a single person household may for example ideally buy a detached home if he or she could afford it. For this reason we do not intend to try and precisely correlate households and dwelling types. However, we can look at a very general split and see if there is evidence of under or over occupation.
- 5.32 At a general level the one conclusion we could reach is that there may be 'under-occupation' of dwellings (ie people having spare bedrooms) and a there is a high level of stock with two or more bedrooms compared to the number of single person households.
- 5.33 If we make the (simplistic) assumption that terraced, semi-detached and detached dwellings have more than one bedroom then our stock of these (22,763 units) is serving the needs of 16,085 'family' or 'other households, meaning we have an oversupply. Conversely, if we make the (again simplistic) assumption that one person households under 64 years may ideally demand a flat, we have 3,636 households and a stock of only 1,641 flats. An additional 506 households in shared accommodation or a bedsit may also ideally prefer to be in a flat.
- 5.34 We can also analyse census results to see how many rooms' properties have:

	Total	Total	Change since 2001	% change since 2011
Total	23,043	21,149	1,894	8.2%
1 room	88	0%	-47	-53.4%
2 rooms	378	2%	21	5.6%
3 rooms	1,137	5%	187	16.4%
4 rooms	3,617	16%	119	3.3%
5 rooms	5,078	22%	-242	-4.8%
6 rooms	4,670	20%	270	5.8%
7 rooms	3,300	14%	575	17.4%
8+ rooms	4,775	21%	1,011	21.2%

Table 8 - Changes in the Number of Rooms per Dwelling (Source: Census 2001 (SO51) and Census 2011 (DC4404EW))

- 5.35 The definition of 'rooms' in this case does not include bathrooms, toilets, halls or landings, or rooms that can only be used for storage purposes. All other rooms, for example, kitchens, living rooms, bedrooms, utility rooms, studies and conservatories are counted.

- 5.36 The obvious trend here is the large relative increase in larger homes of seven or more rooms (assuming a kitchen, living room and either a study or conservatory this would still mean a four or more bedroomed house). 35% of our stock has seven or more rooms, compared to 23% for England and Wales.
- 5.37 We can also look at the census to see whether we have an issue with overcrowding or 'concealed' homes. This was covered in Part 4 of this document which looked at affordable housing need. This section established that 824 households were 'overcrowded' (defined as having an occupancy rating of -1 or less ie there is at least one too few bedrooms to adequately accommodate the individuals residing there) and 161 households were 'concealed' (defined as couples and lone parents with and without dependent children ie not adult children living at home with no children of their own). This is 3.6% and 0.7% respectively, which is less than half the rate for England and Wales of 8.5% and 1.8%.
- 5.38 There are also an estimated 200 Houses in Multiple Occupation across the Eden District, 30 of which are licenced². Unfortunately the census provides limited information about adult children living with parents because they are unable to afford a home of their own.
- 5.39 The conclusion we would draw from this analysis is that Eden predominately has a stock of larger housing compared to national rates, and that the stock tends to be bigger than the present household composition strictly requires.

Housing Stock – What do we know so far?

- Eden predominantly has a stock of larger housing compared to national figures.
- The existing stock tends to be larger than the present household composition requires, however as discussed above not all single people desire to live in a one bedroomed flat.
- It is possible that there has been an undersupply of smaller accommodation leaving smaller households with limited opportunity to move into smaller accommodation should they wish to.
- The census indicates that Eden had 161 concealed households; however, this figure does not count non-dependent children living with parents who cannot afford to live independently. Nationally we are seeing a rise in young people staying at home with their parents for longer; however this is not counted in the 2011 Census.

² Source: 2013/14 Local Authority Housing Statistics, DCLG)

Age and Condition of Housing Stock

Age of Properties

5.40 Compared to England Eden has a higher than average proportion of properties built before 1919. Buildings in all other construction date bands occur at a lower rate than for England as a whole, except for post 1990 dwellings. Much of the social housing in the district was built between 1965 and the present day, but this is not included in these figures.

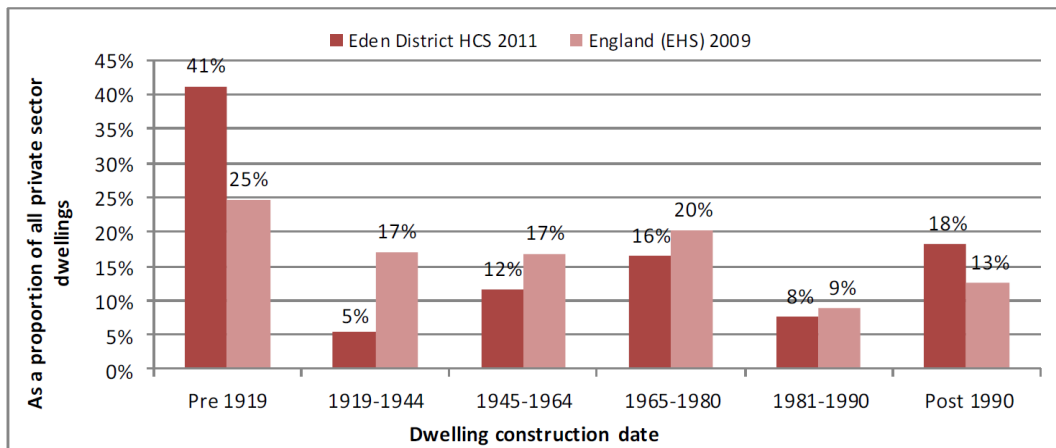


Figure 6- Dwelling age profile England and Eden District (Source: House Condition Survey 2011 and EHS 2009)

5.41 The following graph provides a breakdown of dwelling construction date by tenure in order to compare owner occupied and privately rented dwellings.

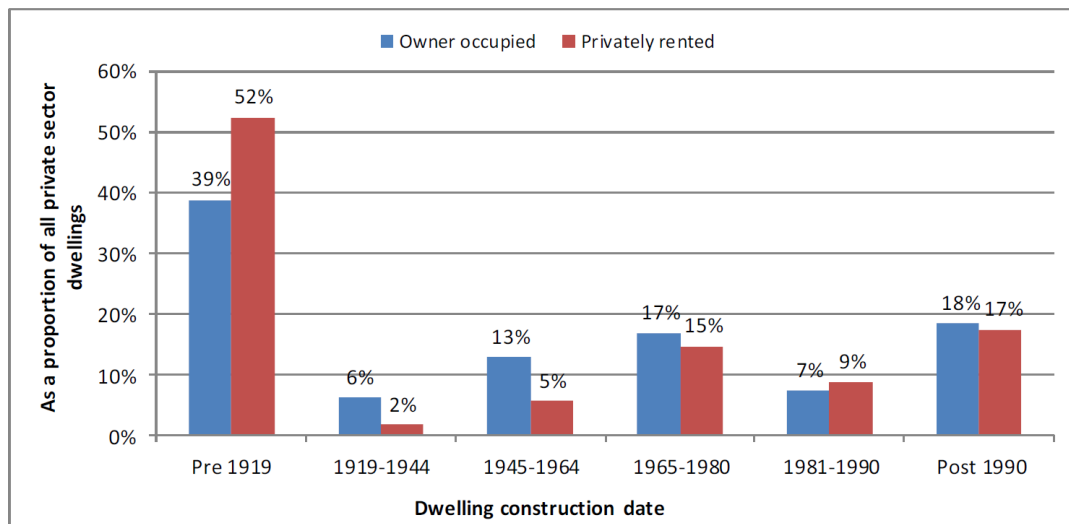


Figure 7 - Dwelling Construction Date (Source: House Condition Survey 2011)

5.42 The age distribution of Eden's dwelling stock by tenure is typical of that found nationally with private rented dwellings tending to be much older than average and owner occupied dwellings slightly more modern than the average for the District.

Stock Condition

5.43 Eden District carried out a Private Sector Stock Condition Survey in March 2012. The following list gives some of the key features of the District's housing stock and population compared with national averages:

- An older dwelling stock age profile than is the case nationally, which leads to expectations of more disrepair and energy efficiency issues than are found in England as a whole.
- Private renting is at the same rate as is the case nationally. Privately rented dwelling numbers have increased over the past ten years, but only at a similar rate to what has been the case nationally.
- The increase in the private rented sector is also associated with an increase in flat conversions. Terraced houses make up the bulk of the private sector housing stock.
- There is a below average number of houses in multiple occupation (HMO) in the District. This includes approximately 40 licensable HMOs, for which there is a mandatory requirement to carry out inspections and take enforcement action where landlords are non-compliant.
- The age profile of residents in Eden District Council is older than the national average, particularly for the over 65 age range. There are more single person households in Eden District Council than for England as a whole.
- Overall average incomes are significantly below those reported for England as a whole. Distribution is somewhat different, with larger numbers of households in the lowest income bracket (household income below £10,000 per annum).
- Receipt of a range of benefits is used to define vulnerability, which are mainly income related with the exception of some disability benefits, and are closely associated with the qualifying criteria used under the Warm Front scheme. In Eden, the proportion of households receiving a benefit is below the national average reflecting the fact that many low income households are low earners or low income retired people, rather than benefit recipients.

5.44 This survey data confirms that the data we have collected from secondary sources in this document is robust as it reaches the same conclusions.

Dwelling and Condition Summary by Tenure

5.45 In general, due to the rural nature of the dwelling stock, conditions are worse than the national average, with low provision of mains gas and dwelling types more prone to hazards, as well as the average proportion of privately rented dwellings. It should be noted that energy efficiency is the main driver of this and that the physical fabric of dwellings is generally good and certainly no worse than average for a dwelling stock of this type.

5.46 Non decent dwellings are slightly more common than is the case nationally, but failures are distributed differently to the national position. The age of dwelling stock results in higher than average failures for dwelling disrepair, thermal comfort and Excess Cold hazards which contribute to more failures under the Housing Health and Safety Rating System³.

Empty Homes

5.47 Long-term empty properties are less common than is the case nationally. The pressure to bring long-term empties back into use and for councils to be actively involved in this process continues to increase.

5.48 Eden currently has 392 empty properties⁴, which represents 1.6% of the overall stock. Nationally the figure is 2.6% of the total housing stock.

5.49 Eden has successfully brought 17 properties back into use through its grant assistance or loan schemes.

Energy Rating and Performance

5.50 Figure 8 shows the energy performance distribution by tenure incorporating the same banding system used since the EHCS 2007. The majority for each tenure group were contained within the 39 to 68 bandings, being 64.3% for owner occupied dwellings and 55.1% for the privately rented stock. The overall stock rate is 62.7% within those bands, which is well below the national rate. The most striking issue, however, is the number of dwellings with a SAP rating below 39 at nearly 34%, compared to less than 22% for England.

EPC SAP Range Banded	Owner occupied	Privately rented	Whole Stock	EHCS 2009
Band A (92-100)	0.0%	0.0%	0.0%	0.0%
Band B (81-91)	0.0%	0.0%	0.0%	0.1%
Band C (69-80)	2.9%	6.3%	3.5%	5.0%
Band D (55-68)	25.7%	21.9%	25.1%	30.4%
Band E (39-54)	38.6%	33.3%	37.7%	42.8%
Band F (21-38)	25.1%	28.2%	25.7%	17.3%
Band G (1-20)	7.6%	10.3%	8.1%	4.4%
Total	100.0%	100.0%	100.0%	100.0%

Table 9 - Energy Performance SAP banded (Source: House Condition Survey 2011 and EHS 2009)

³ Introduced under the Housing Act (2004), it applies to all residential properties in England and Wales. It is a risk based evaluation tool to help local authorities identify and protect against potential risks and hazards to health and safety from any deficiencies identified in dwellings.

⁴ EDC Council Tax Data

- 5.51 The government intends to introduce new legislation that would mean that new minimum energy efficiency standards would apply to all privately rented homes. These standards would apply to new tenancies from 1 April 2018 and to all tenancies from 1 April 2020. The minimum EPC rating of a property will be E, the rating system runs from A to G with A being the most energy efficient. With this legislation there are some limited exemptions, and local authorities will be given powers to enforce, and impose fines or even to prevent a property from being let.
- 5.52 Table 9 above indicates that 38.5% of private rented stock currently has an EPC rating of F or G, meaning that a significant proportion of our rented stock will require improvement under this new legislation. The costs of these improvements will be paid for by landlords.

Age of Properties and Stock Condition - What do we know so far?

- Our dwelling stock is older than nationally, with a higher proportion of pre-1919 properties in the private rented sector.
- Due to the rural nature of much of dwelling stock, conditions are worse than national average. This is mainly due to low provision of mains gas and dwelling types which are more prone to hazards.
- With the benefit from grant assistance or loans 17 empty properties have successfully been brought back into use with the support of Eden District Council.
- 38.5% of our private rented stock currently has an EPC rating of F or G, new legislation will require these properties to be upgrade to a minimum standard of an E rating, at the cost of the landlord.

Housing Tenure

5.51 Once we have established our housing stock, the NPPF guidance suggests we then look at the tenure composition of our housing stock.

5.52 Only 10% of housing stock within Eden in the social rented sector, with the majority of the housing stock in private ownership (either owned outright or with a mortgage). However, we have witnessed some change in relation to the tenure profile in Eden, home ownership with a mortgage has seen a 13% reduction, whereas privately rented accommodation has seen a 34% rise along with those households who own their home outright which has increased by 20%.

5.53 The graph below indicated the tenure profile, and the changes experienced between 2001 and 2011:

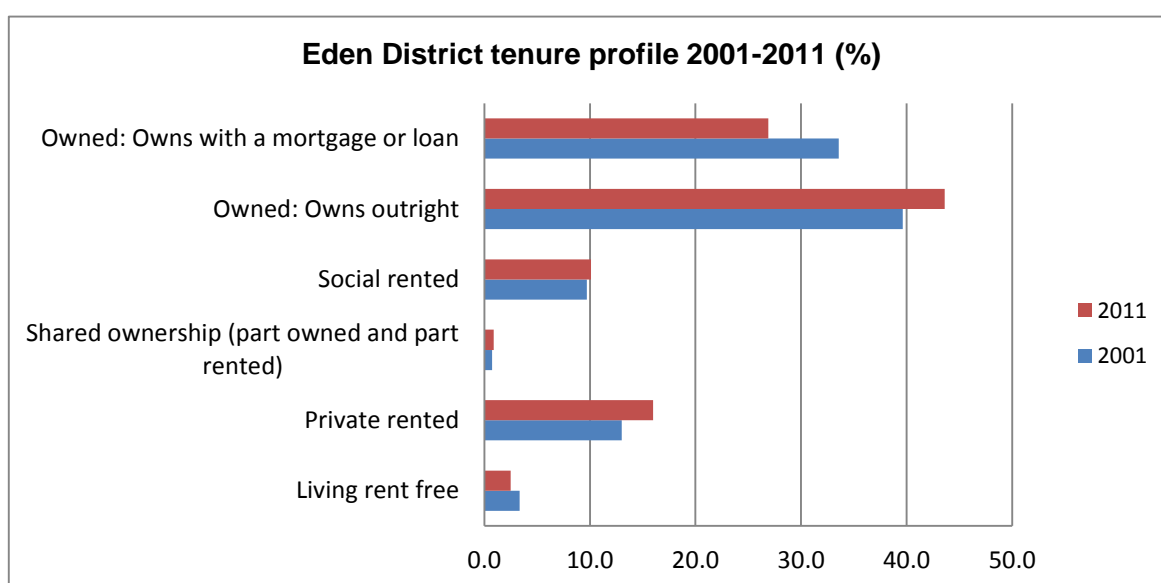


Figure 8 - Tenure Profile of Eden (Source: Census 2011)

5.54 The table below compares the proportionality of Eden's Housing stock with Cumbria and England:

Tenure (2011)	Eden (No)	Eden %	Cumbria %	England %
All Households	23,043			
Owned Outright	10,048	43.6%	39.2%	30.6%
Owned with a Mortgage or Loan	6,210	26.9%	31.5%	32.8%
Shared Ownership	211	0.9%	0.5%	0.8%
Social Rented	2,321	10%	14.3%	17.7%
Private Rented	3,685	16%	12.8%	16.8%
Living Rent Free	568	2.5%	1.6%	1.3%

Table 10 - Tenure of Households in Eden (Source: Census 2011 (KS402EW))

- 5.55 Overall, home ownership in Eden is 70.5%, which is much higher than the national average of 63.4% and almost equal to the figure for Cumbria which is 70.7%. Only Barrow-in-Furness and South Lakeland have higher levels of home ownership in Cumbria. However, Eden has the lowest proportion of home ownership (with a mortgage) across Cumbria.
- 5.56 The proportion of housing stock in the social rented sector at 10% is much lower than for the rest of Cumbria or Nationally, the figure for Cumbria is 14.3% and nationally even higher at 17.7%.

Tenure Structure Change in Eden (2011)	Eden (No)	Eden %
All Households	1900	
Owned: Outright	1670	4%
Owned: Owned with a Mortgage or Loan	-891	-7%
Shared Ownership	58	0
Social Rented	267	0
Private Rented	933	3%
Living Rent Free	-137	-1%

Table 11 - Change in Tenure Structure between 2001 and 2011 (Source: Census 2001 (UV63) and Census 2011 (KS402EW))

- 5.57 The preceding analysis looks at the overall structure. The following table looks at the changes within each cohort. This shows that 'owned outright' has remained strong but 'owner occupied with a mortgage has declined. Shared ownership has grown along with people living in the private rented sector.

% Household tenure changes 2001- 2011	Eden	Cumbria	England
All Households	9	6	8
Owned: Owns outright	20	19	13
Owned: Owns with a mortgage or loan	-13	-9	-9
Shared ownership (part owned and part rented)	38	9	30
Social rented	13	-5	-1
Private rented	34	48	82
Living rent free	-19	-29	-30

Table 12 - Comparison of Change in Tenure Structure (Source: Census 2001 (S49) and Census 2011 (CAS49))

Tenure Trends by Property Size

5.58 Census data measures the size of properties by the total number of rooms including a living room, kitchen and bathroom.

Percent of property type/tenure within tenure	2001			2011		
	Owned inc shared ownership	Social rent	Private rent	Owned inc shared ownership	Social rent	Private rent
House or bungalow - detached	44.6	4.0	36.4	45.3	3.4	31.4
House or bungalow - semi-detached	30.7	30.8	23.9	31.5	30.3	26.1
Terraced or bungalow	20.3	33.7	19.9	19.2	32.8	22.1
Flats and Caravans	4.4	31.5	19.8	4.0	33.4	20.4
Total	100	100	100	100	100	100

Table 13 - Tenure Trends by Property Size (Source: Census 2001 (SO49) and Census 2011 (DC440EW))

- 5.59 Table 12 identifies that the majority of properties which are owned are either detached (45.3%) or semi-detached (31.5%), contributing to 76.8% of overall housing stock. Both these figures have increased since 2001. Only 4% of all owned stock comprises flats or caravans, this figure has decreased since the 2001 Census.
- 5.60 There is a fairly even split of properties which are for social rent, 30% semi-detached, 32.8% terraced and 33.4% flats and caravans. However, only 3.4% of all social rented accommodation is detached.
- 5.61 Once again in the privately rented sector, detached properties comprise 31.4% of the overall supply.
- 5.62 However, when you look at the tenure split based on property size what is noticeable is that the majority of 1 bedroomed dwellings are social rent, or private rent, with very few in private ownership. Accommodation with 2 or more bedrooms is dominated by ownership, particularly 3 bedroomed dwellings where the proportion of homeowners who own the property outright is significantly higher than all other tenures.

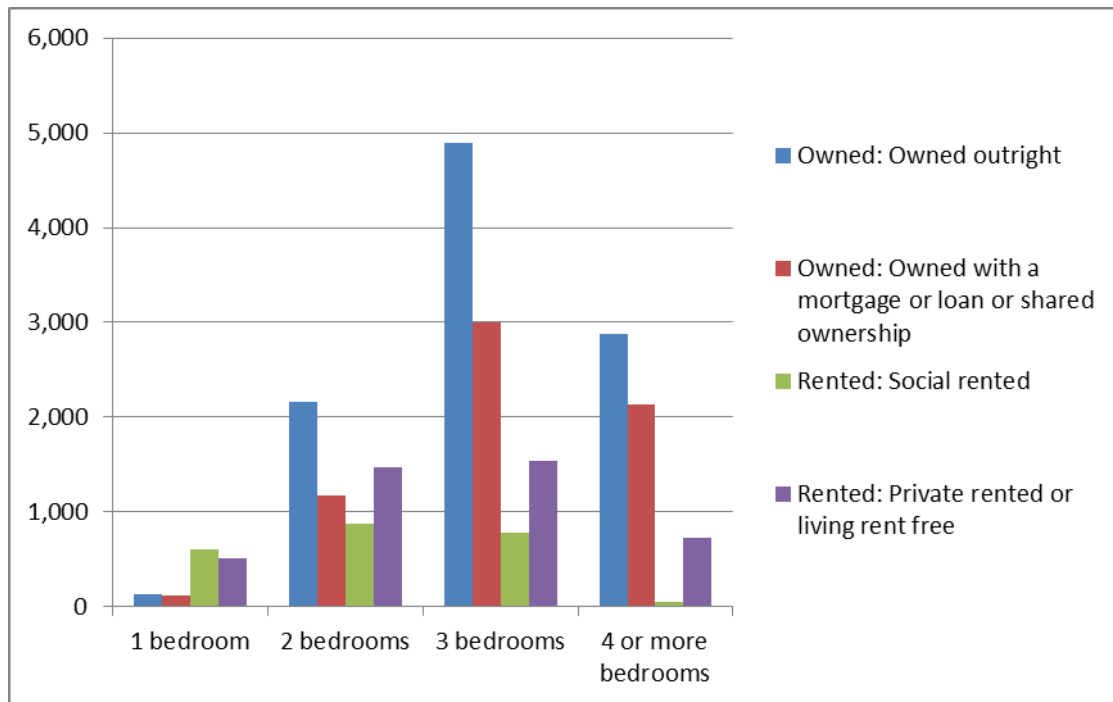


Figure 9 - House Size by Tenure (Source: Census 2011 (LC4405EW))

Housing Tenure - What do we know so far?

- The majority of households (70.5%) own their own homes either outright or with a mortgage.
- Only 10% of households rent social housing, which is much lower than the national figure of 17.7%.
- The number of households who own their home outright has increased by 20% since 2001.
- The number of households privately renting has increased by 34% since 2001 and now comprises 16% of all households in Eden.

Right to Buy

5.62 There have been a total of 235 sales under Right to Buy since 1997. This peaked in 2001/02 with 40 sales and gradually reduced to zero by 2008. The 'reinvigorated' Right to Buy scheme brought a slight impact with a further 10 sales since 2012, as illustrated in the following graph.

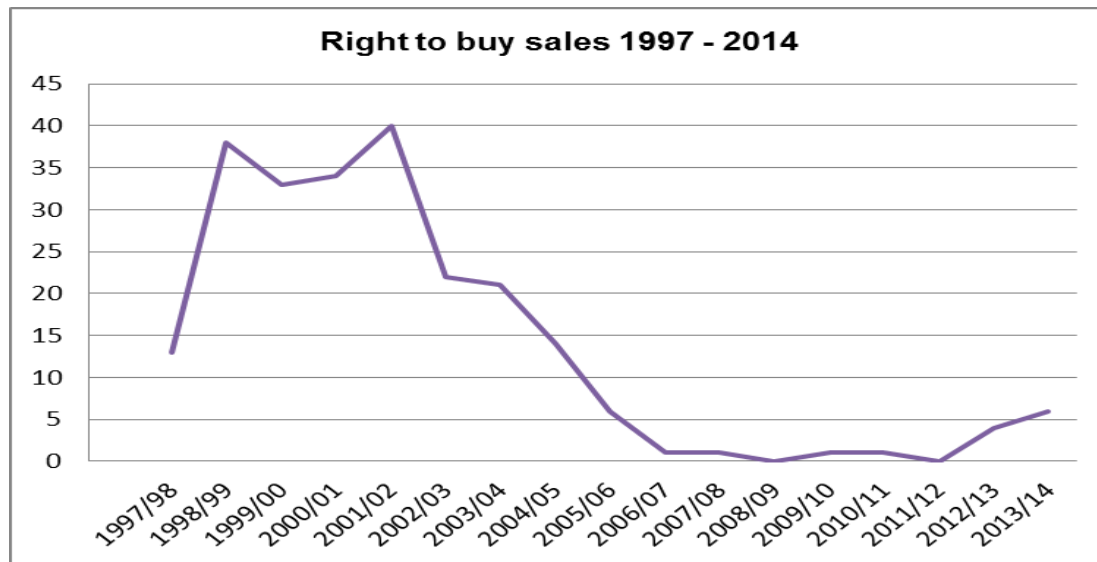


Figure 10 - Right to Buy Sales 1997 - 2014 (Source: ??)

- 5.63 However, in May 2015 the Government announced that the RTB provisions would be extended to housing association tenants who have lived in their property for a minimum of three years.
- 5.64 The government says that means up to 1.3m housing association tenants will be eligible in England. For those eligible, discounts start at 35% on a house and 50% on a flat. The maximum is 70%, but that is currently capped at £77,900 outside London, and £103,900 in the capital. For example, someone who has been a public sector tenant for ten years could buy a £100,000 flat for just £40,000 - using a 60% discount⁵.
- 5.65 Whilst the stock of social housing in Eden is relatively low, only 10% of all stock is in the social sector, this has the potential to affect future supply of affordable housing if eligible tenants take up this opportunity. Especially when the provision of new affordable housing has been relatively low (compared to need based targets) since 2003.

⁵ Source: <http://www.bbc.co.uk/news/business-32884747>

Current Demand

Affordable Housing

- 5.66 There are currently 894 households on the housing waiting list; the majority are singles or couples without children.
- 5.67 Demand is mainly for houses, followed by flats. However, when applying the minimum bedroom standard to applicants the majority require 1 and 2 bedrooms. Cross referencing desired property type and minimum bedrooms required results in 1-2 bed houses, and 1 bed flats and bungalows.

Private Sector

- 5.68 Three local estate agencies were contacted in 2015 to discuss local market trends and demand; these are a summary of our findings:
- Demand from lower end of the market, mainly 2 beds
 - Owner occupied flats have largely dropped out of the market.
 - Demand across district is generally for 2 - 3 beds for downsizing into.
 - Seen a big drop in first time buyers.
 - Massive need for bungalows, 'mile long queue but developers seem reluctant to build them and seem to opt for bigger houses.'
 - Rental demand in mainly for 3 bedroomed properties.
 - Evidence from recent sales of 31 flats at Penrith New Squares indicates demand from older population rather than younger FTB's.

Housing Demand - What do we know so far?

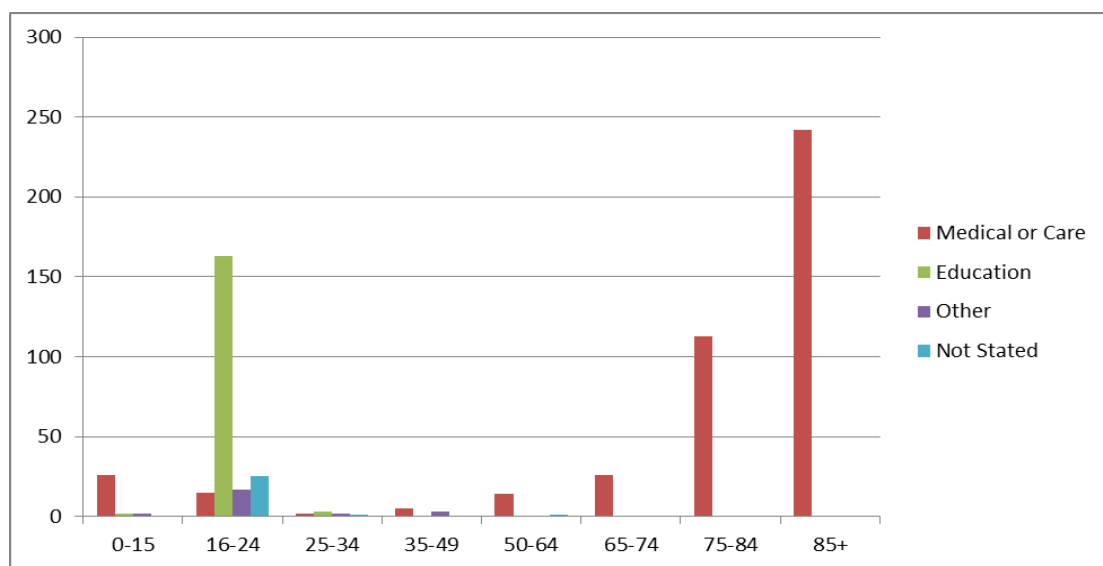
- There is a need for bungalows and other 2/3 bedroom properties which are suitable for downsizing.
- Evidence from recent sales of 31 flats at Penrith New Squares indicates demand from older population rather than younger FTB's.
- Estate agents have noticed a reduction in the number of FTB's.
- Estate agents suggest that rental demand is mainly for 3 bed properties.

Housing for Specific Household Groups

Communal Establishment Living and Supported Housing

5.69 This section covers aspects of communal living and also home and housing services for people who need help and support to be able to live as independently as possible within the community. Supported housing is concerned with the housing needs of a diverse range of people based on client groups identified in the Supporting People Strategy⁶, but also those who require accommodation with particular facilities.

5.70 We know that in 2011, 951 Eden residents were residing in communal establishments, 443⁷ of which were residing in 'Medical and Care Establishments'. Within this category, 381 (86%) of the 443 residents currently living in 'Medical and Care Establishments' are aged 65 and over.



5.71 The largest proportion of residents living in a communal establishment are aged 75 and over, however there is also a high proportion of 16-24 year olds also.

5.72 The majority of 16-24 year olds reside in 'Education' establishments, whilst the majority of those who are 65+ reside in 'Medical or Care' establishments.

⁶ Cumbria County Council

⁷ This figure excludes staff and their families.

General Health

5.73 At the 2011 Census the population of Eden was 52,600, of this population, 46% recorded that they had 'very good' health, with a further 36% recording that they had 'good health'. Only 5% of the population reported that they had 'bad or 'very bad' health.

		Day-to-day activities limited ¹ a lot	Day-to-day activities limited ¹ a little	Day-to-day activities not limited
England	53,012,456	8.3	9.3	82.4
North West	7,052,177	10.3	10.0	79.8
Cumbria	499,858	9.7	10.6	79.7
Allerdale	96,422	10.1	10.7	79.2
Barrow-in-Furness	69,087	13.0	11.7	75.4
Carlisle	107,524	9.2	10.0	80.8
Copeland	70,603	10.7	10.7	78.7
Eden	52,564	7.8	10.2	82.0
South Lakeland	103,658	8.0	10.8	81.2

Table 14 - General Health (Source: Census 2011)

Unpaid Care Provision

5.74 At the 2011 Census, 89% of the population recorded that they provided no unpaid care, the figure nationally is 90%, and 89% across Cumbria. 2% of the population recorded that they provided in excess of 50 hours per week of unpaid care; once again this is equal to the figure recorded nationally.

Gypsy and Traveller Groups

5.75 We specifically need to meet the needs of hard to reach groups and ethnic minorities within the District. Two such groups whose needs are often not met are Gypsies and Travellers⁸.

5.76 Eden currently has one identified site at Lakeland View, Inglewood Road, Penrith. This site is privately owned and managed; it has a current capacity of 44 pitches (of which 10 are temporary)⁹.

⁸ Definition - 'Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling Showpeople [sic] or circus people travelling together as such.' (Arc Study 2013, pg7)

⁹ Arc 2013 Study

Recent Housing Supply

5.77 Since April 2003 (the base date for the current Core Strategy), there have been 1916¹⁰ completed dwellings in Eden, 407 (21%) of which have been affordable homes. The target number of annualised housing completions is 239 units, meaning that there is currently an undersupply of some 713 units.

5.78 Figure 13 below indicates the proportional split between the different sizes of dwellings provided:

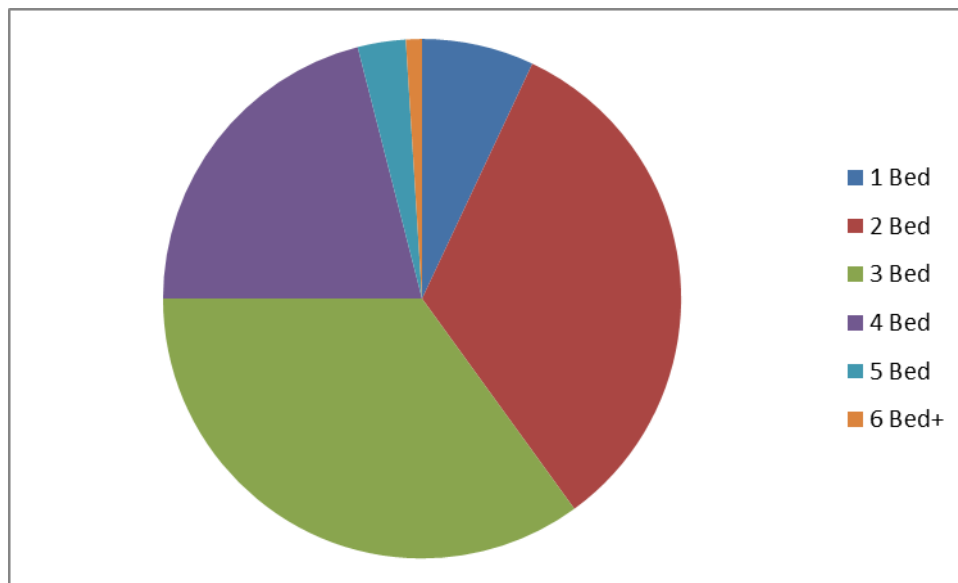


Figure 11 - Size of Recent Housing Supply

5.79 Figure 16 below identifies the different types and sizes of the completed units.

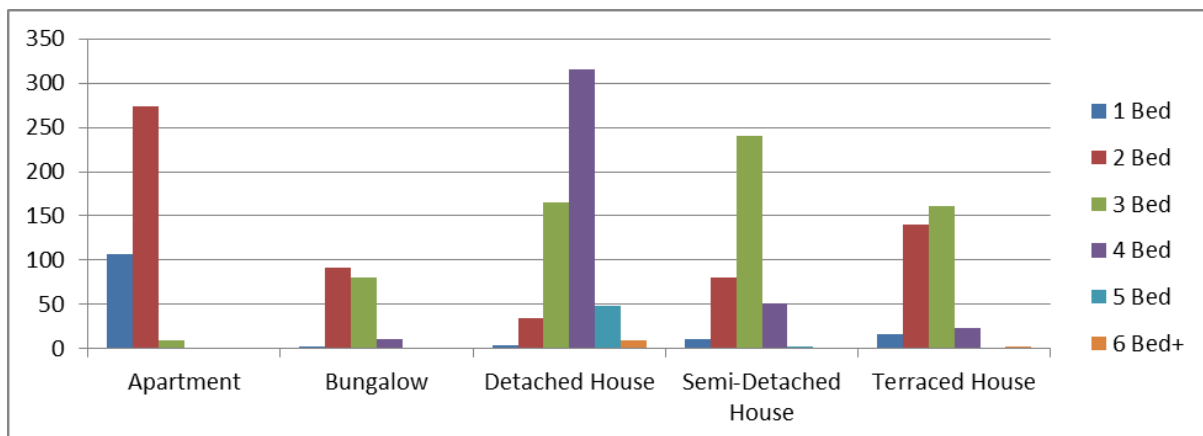


Figure 12 - Recent Housing Supply - Dwelling Type

5.80 The graph indicates that the highest level of provision falls into the 2 bed apartments and 4 bed detached houses categories.

¹⁰ Of the 1916 completed units we only hold accurate data on the size and property type of 1882.

Location of Recent Supply

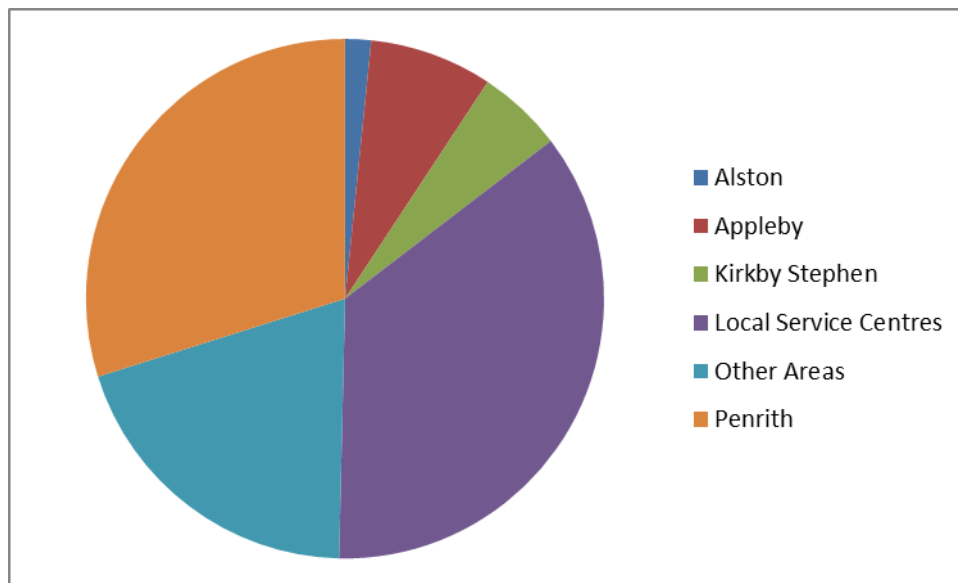


Figure 13 - Recent Housing Supply - Location

- 5.81 The majority of the supply has been provided in the Local Service Centres (36%), Penrith (30%) and Other Areas¹¹ (20%), with only 15% of the total supply provided across the towns of Alston, Appleby and Kirkby Stephen.
- 5.82 Looking forward, we would expect the proportion of the supply in Penrith to increase significantly with reductions to the level of supply in both the Local Service Centres and Other Areas. It is anticipated that the future level of supply in Alston, Appleby and Kirkby Stephen will remain broadly the same as past completion rates.

¹¹ Other Areas are any locations outside of the four towns and designated Local Service Centres and will include development in some of our villages. Local Service Centre designations were only introduced in the Core Strategy (2010). Prior to this the Eden Local Plan (1996) had a more flexible approach for the distribution of housing.

Annual Housing Completion Rates

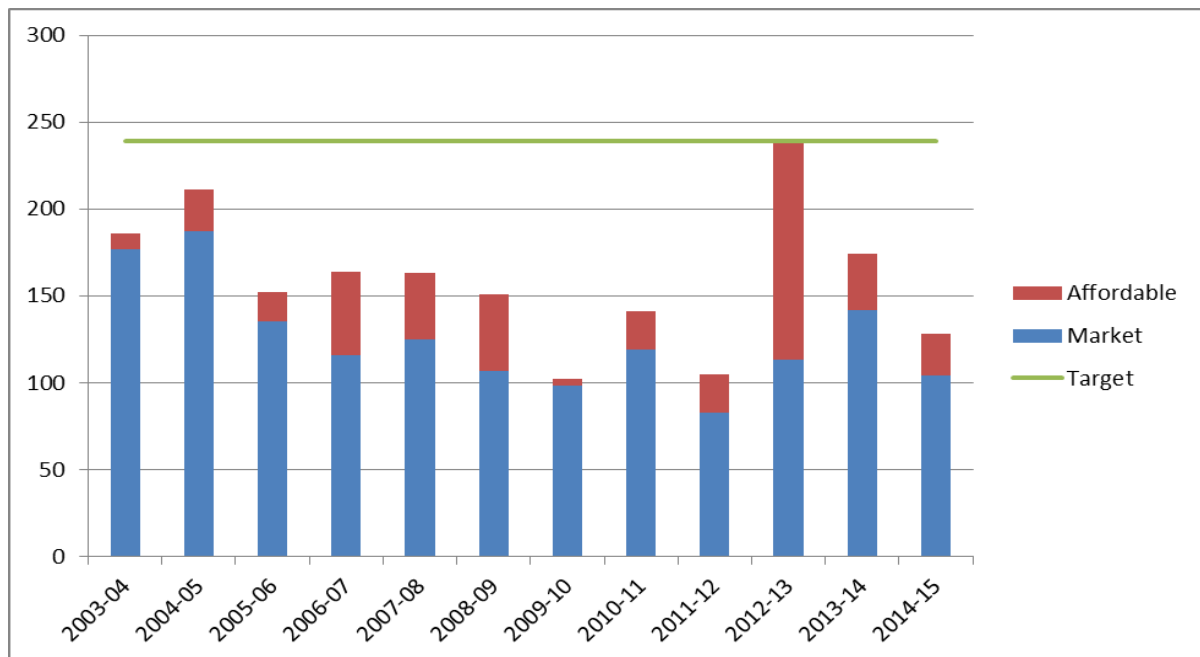


Figure 14 - Annual Completion Rates since April 2003

5.83 Annual completion rates have been significantly below the annualised target of 239 dwellings set by the Core Strategy (2010). Whilst it could be argued that the economic downturn has played a part in undersupply, consistently since 2003 completions rates have failed to reach the target with an average of 174 completed units per annum. In 2012-13 we almost met the target with 238 completed units completed, however this was the result of a number of Homes and Communities Agency funded schemes coming forward within Penrith.

Housing Approvals

5.84 Since April 2003, 2428 housing units have been approved, granting permission for 539 affordable units. The majority (1700) of these units have been approved on 'significant sites'¹², with the remaining 728 on 'small sites'¹³.

5.85 Figure 18 below identifies the location of each of these approvals, with 38% within Penrith and 33% in the Local Service Centres; a further 13% of supply has been in the rural areas.

¹² Significant Site - 4 or more dwellings.

¹³ Small Site - Less than (but including) 3 dwellings.

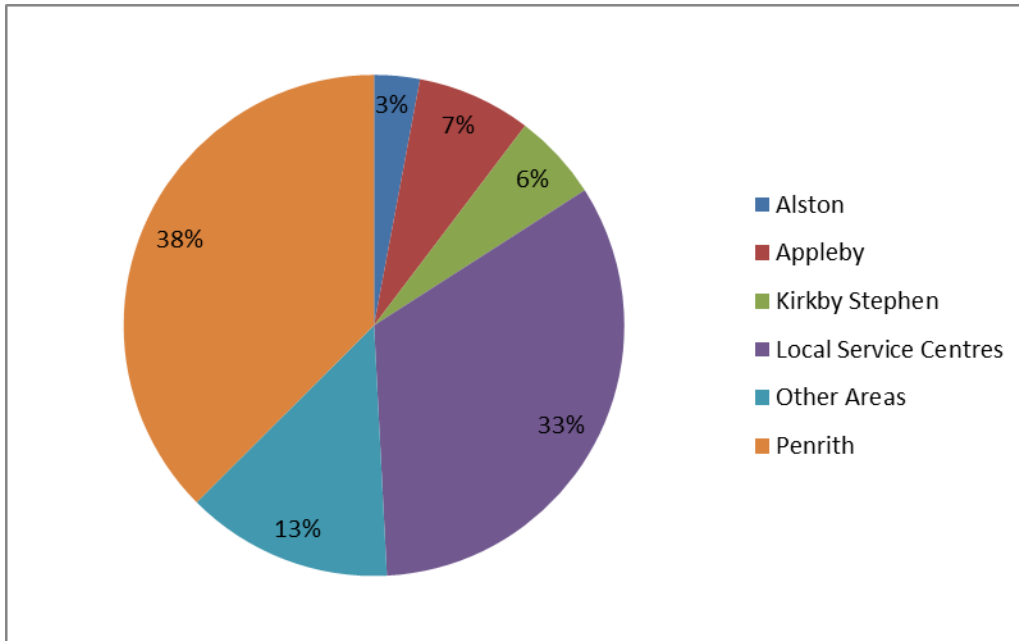


Figure 15 - Recent Housing Approvals by Location

Recent Housing Supply - What do we know so far?

- 1916 completed dwellings since April 2003, and undersupply of 713 dwellings when compared to the target.
- It is mostly 2 bed apartments and 4 bed detached houses which have been built.
- 36% of housing supply has been delivered in Local Service Centres. with Penrith providing 30%.

Affordable Housing Supply

5.86 As already noted above, 407 affordable units have been completed since April 2003. The Council currently has a target delivery rate of 92 affordable dwellings per annum¹⁴, which has not been met; accordingly there has been an undersupply of 605 affordable dwellings.

5.87 This section will look at the type and size composition of that supply.

Size of Supply

5.88 The graph below identifies the property sizes of these units:

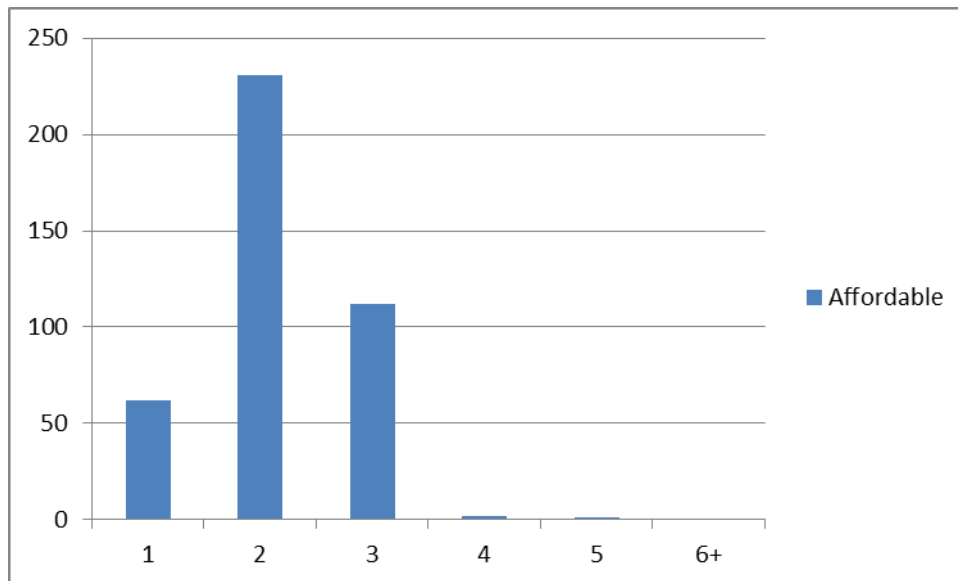


Figure 16 - Recent Affordable Housing Supply - Size

5.89 Over 50% of the affordable units completed have been 2 bedroomed dwellings, with apartments contributing 44% of this provision. We would expect to see an increase in the number of affordable smaller units being provided if the 'bedroom tax' remains in place.¹⁵

¹⁴ Required by Core Strategy Policy CS10

¹⁵ In 2012 it was believed that 293 households would be under occupying a property by one bedroom and 45 households under occupying a property by two bedrooms.

No of Bedrooms	% of Supply
1 Bed	15%
2 Bed	56.60%
3 Bed	27.45%
4 Bed	<1%
5 Bed	<1%
6+ Bed	-

Table 15 - Recent Affordable Housing Supply - Size of Dwelling (%)

5.90 76% of all 1 bed roomed dwellings completed have been apartments, with the remaining supply comprising terraced housing.

5.91 Only 3 dwellings have been completed which provide 4 or more bedrooms.

Type of Supply

5.92 The graph below indicates the types of dwellings which have been provided for the affordable housing sector:

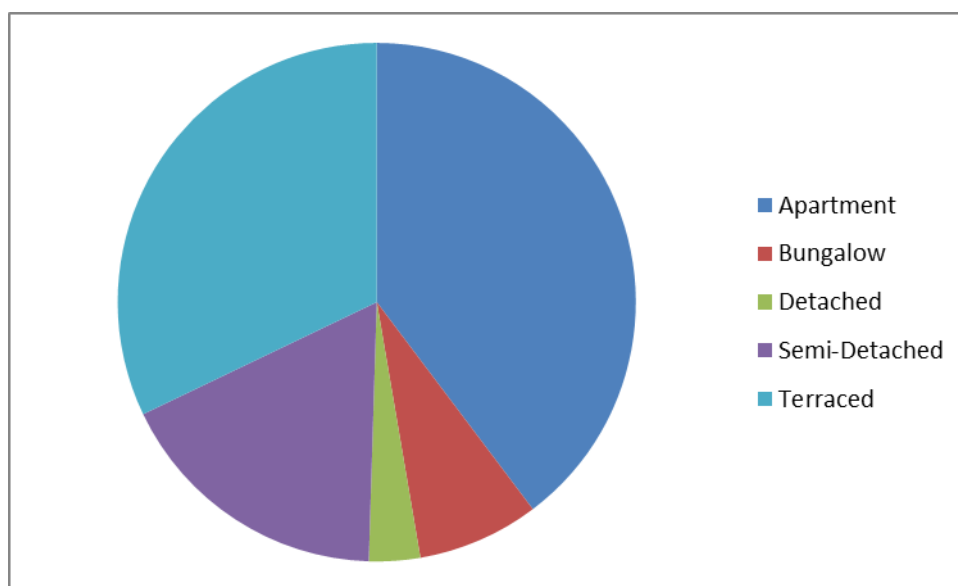


Figure 17 - Recent Affordable Housing Supply - Dwelling Type

5.93 Undoubtedly, apartments have provided the greatest amount of new affordable housing supply, with terraced housing not far behind, combined these two provide over 2/3rds of the affordable housing supply since 2003.

Location of Supply

5.94 Registered Social Landlord's (RSLs) are telling us that there is declining demand in the rural areas - this issue is currently being explored by EDC's housing team. Past trends tell us that the Market Towns of Alston, Appleby and Kirkby Stephen have contributed 11% of the affordable housing supply.

Rural exception sites have contributed 5% to the overall supply, with Local Service Centres contributing 23% of the supply.

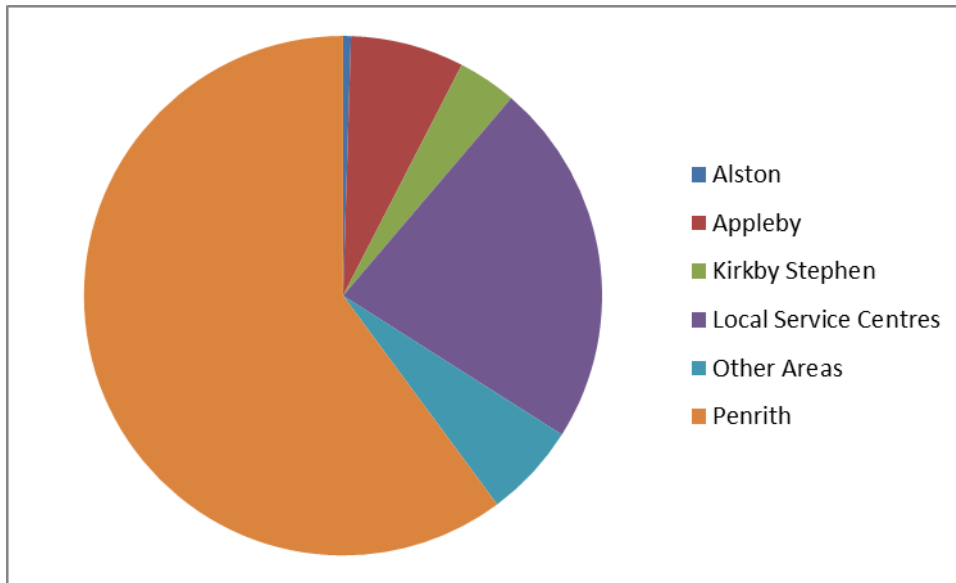


Figure 18 - Recent Affordable Housing Supply by Location

- 5.95 Penrith has provided the greatest contribution to the affordable housing supply, with 246 completed units since 2003. There have been a number of 100% affordable housing schemes in Penrith which have contributed 138 (56%) units.

Affordable Housing Supply - What do we know so far?

- There has been an undersupply of 605 homes between April 2003 and March 2015, when compared to the Core Strategy target of 92 per year.
- 56% of all affordable homes built during this period have been two bedroomed.
- 44% of all affordable homes built during this period have been flats/apartments.
- Penrith has provided 40% of all affordable housing units.
- RSL's are claiming there is little demand for affordable properties in the rural areas.

Concluding Remarks

- 5.96 Eden's population is changing, between 2004 and 2014, Eden's population grew, but not at the rate experienced elsewhere in Cumbria or England. The most growth experienced was within the 85+ age group. Eden has a proportionally older population than either Cumbria or England, placing pressure upon existing infrastructure, services and housing provision.
- 5.97 In Eden 'natural change' resulted in a decrease of 650 persons, however migration is a significant factor in Eden, with 1887 more people migrating in than migrated out. Migration trends indicate that the age groups comprising 30-44 and 0-14 are increasing, whereas the 15-29 age group are decreasing. However, it is interesting to find that migration trends do not evidence the assumption that it is 'retired' households who are moving in to the area.
- 5.98 Census data (2011) indicates that Eden has an average household size of 2.2, with single person households comprising 30% of all households. The census indicates that Eden had 161 concealed households; however, this figure does not count non dependent children living with parents who wish to but who cannot afford to live independently. Nationally we are seeing a rise in young people staying at home with their parents for longer; however this is not recorded in the 2011 Census. It is also important to note that due to Eden having such a large housing stock, many adult children can be easily accommodated without causing overcrowding and therefore fall somewhat beneath the radar.
- 5.99 The housing stock in Eden is older, with a higher than average proportion of homes built before 1919 than nationally. Due to the rural nature of much of the dwelling stock, conditions are also worse than the national average. This is mainly due to low provision of mains gas and dwelling types which are more prone to hazards.
- 5.100 With the benefit from grant assistance or loans, 17 previously empty properties have successfully been brought back into use with the support of Eden District Council. Whilst Eden doesn't have a particularly high proportion of empty properties, nevertheless Eden is committed to bringing empty homes back into use.
- 5.101 Eden has a high proportion (70.5%) of home owners, either owned outright or with a mortgage; interestingly the number of households who own their home outright has increase by 20% between 2001 and 2011. Only 10% of households in Eden rent social housing, which is much lower than the national figure of 17.7%. The number of households privately renting has increased by 34% since 2001 and now comprises 16% of all households in Eden.
- 5.102 There are currently 894 households on the housing waiting list; the majority are singles or couples without children, with demand mainly for houses followed by flats, when applying bedroom standards need is identified for 1 and 2 bedroomed accommodation.

- 5.103 In May 2015, the Government announced its intention to extend Right to Buy provisions to housing association tenants who have lived in their property for three years, meaning that they would be eligible to purchase their home at a discount of between 35% and 70%. Whilst Eden has a relatively low stock of social housing, this has the potential to further decrease the supply of affordable homes in Eden.
- 5.104 The Gypsy and Traveller Accommodation Assessment undertaken in 2013 identified further need for pitches, a further 9 pitches are required by 2018 and a further 18 by 2028, Eden currently has a site (Lakeland View) with capacity for 44 pitches (10 of which a temporary).
- 5.105 Housing supply across Eden has been well below the Core Strategy (2010) target of 239 homes per year. Between April 2003 and March 2015 we have completed 1916 dwellings, resulting in an undersupply of 713 properties. 36% of housing supply has been provided in our 'Local Service Centres' with 30% in Penrith. Recent supply has resulted in the largest amount of housing provision falling into the 2 bedroom apartment/flat and 4 bed roomed detached house categories, with few bungalows and smaller houses being delivered. We would expect housing supply to reduce in the 'Local Service Centres' in the future with more focus placed upon new housing supply in Penrith, with large sites proposed for allocation at both the northern and eastern edges of the town.
- 5.106 When you consider affordable housing provision, only 407 units have been delivered across this period, and undersupply of 605 units when assessed against the core strategy target of 92 per annum. 56% of all affordable housing supply has been 2 bed roomed properties, comprising either flats or terraced housing. Penrith has supplied 40% of all affordable housing units.
- 5.107 We would expect Penrith to continue to be the focus of affordable housing supply, with its high level of services and access to frequent public transport.
- 5.108 In conclusion, this section of analysis tells us that households in Eden are small whereas our housing stock is not, resulting in high levels of under occupation. The population is growing but slowly, yet our population is ageing rapidly. The rate of ageing in our population is likely to pose some significant challenges for future housing supply, and it is this age group likely to influence future market housing supply the most, as younger households struggle to afford to buy their first home. We are also hearing from our RSL's that demand in rural areas is declining, this is something which Eden's housing team are currently exploring.
- 5.109 We need to consider whether we need to address the current imbalances in stock provision, the remaining section of this document will consider this aspect in more detail looking at the future housing market and identifying areas where policy input may be required to secure desired outcomes and adequately meet the needs of the existing and future population of Eden.

Strategic Housing Market Assessment - Where are we going?

5.110 It is acknowledged that there are a range of factors which influence housing demand. In this section we will consider the implications of demographic drivers on the demand for different housing products. The analysis will attempt to provide an understanding of the implications of changing demographic dynamics and the potential influence this may have over future housing need.

5.111 Key Drivers which will determine future tenure and type of development:

- Need to satisfy household aspirations within the open market supply;
- Response to demographic change, particularly increasing the range of housing and support products for older people;
- Delivery of affordable housing including a wider range of options, particularly intermediate products;
- Delivery of housing with support to meet a range of needs.

Population Change

5.112 Between 2014 and 2032 the population of Eden is expected to increase from 52,700 to 53,400, and increase of just 700 people. However, we are expecting a significant increase in the proportion of the population aged 65 and over.

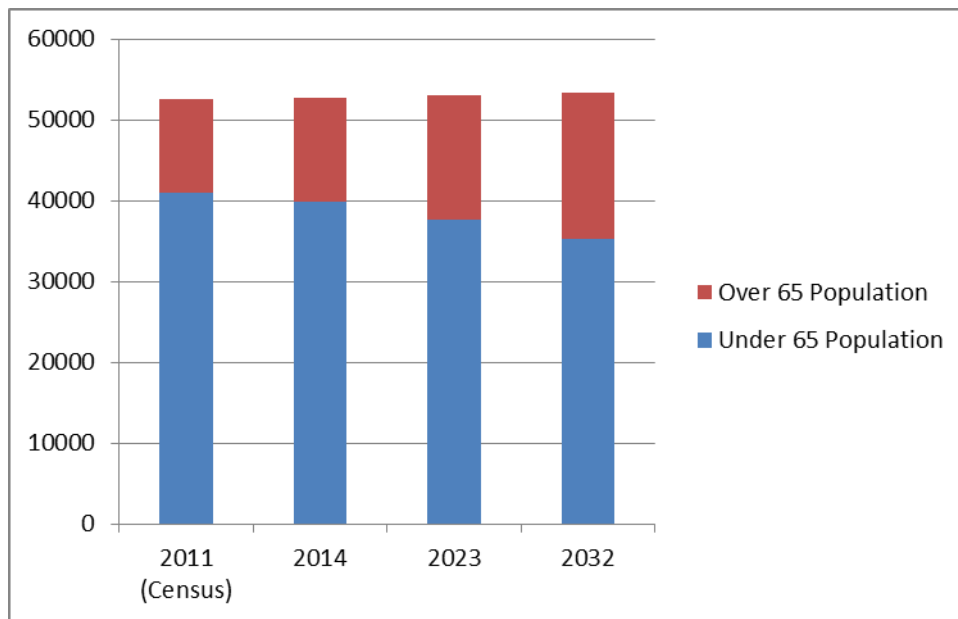


Figure 19 – Change in Proportion of Population Aged 65 and Over 2011-2032

5.113 Figure 22 shows that the proportion of older people is increasing significantly, whereas the overall population is only experiencing slow growth. This in turn means that the proportion of older people within our population increases disproportionately.

5.114 We can then analyse the changes within the different age groups. We know that our population is ageing; this is also the case nationally. The graph below indicates a sharp rise in those aged 75 and over between 2014 and 2032. We will also experience a decline in the population aged 15 to 44 and 45 to 64.

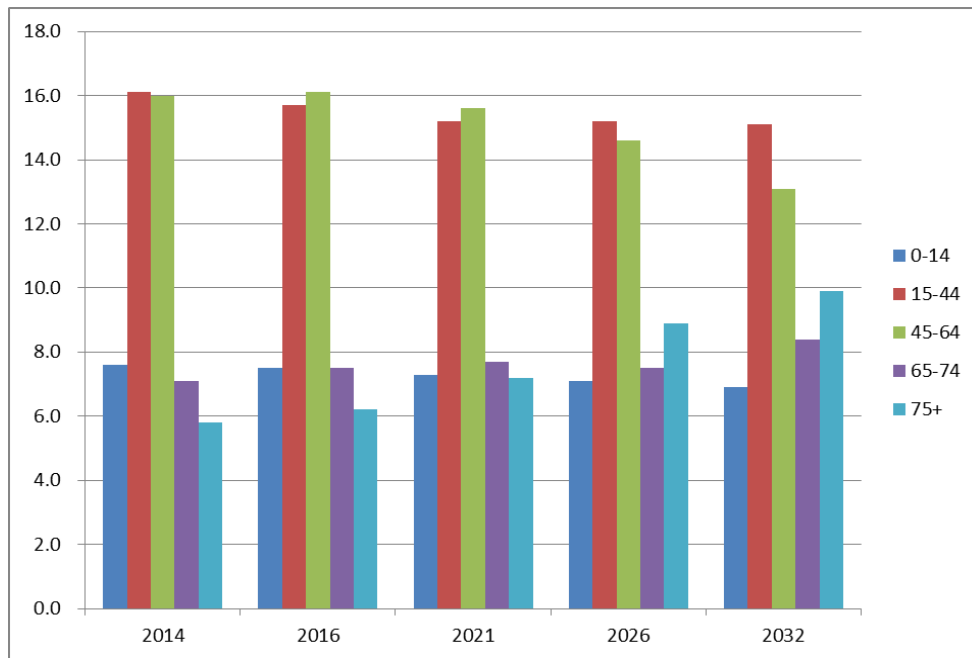


Figure 20 - Expected Population Changes 2014-2032 (Source: DCLG Population Projections 2012)

5.115 What is particularly striking is the vast increase in the population which will be aged 80 and over by 2032. The 2012 population projections predict that an additional 3300 people will be aged 80 and over by 2032, an increase of 97%. The total population over 80 will account for 12.5% of the overall population. This trend has significant policy implications, given the greater need for appropriate housing and support as people age. Currently, the majority of older people wish to remain in their own homes with help and support when needed, this will also pose significant challenges.

5.116 The range of housing options for older people needs to be diversified, for instance through the development of open market housing marketed specifically at older people, the development of Extra Care accommodation¹⁶ and co-housing¹⁷.

¹⁶ Extra-Care Accommodation is designed with the needs of frailer older people in mind; it includes flats, bungalows and retirement villages; residents have their own front door and domestic support and personal care are available.

¹⁷ Co-Housing is your own home in a small community which shares facilities (eg laundry) and activities.

Population Change - what do we know so far?

- Our population is expected to increase by 700 persons between 2014 and 2032.
- Our population is ageing, with the proportion of the population over 65 increasing significantly.
- The proportion of the population falling into the 15 to 44 and 45 to 64 age groups is decreasing.

Household Change

5.117 The DCLG mid-2012 projections predict an increase of 1984 (8.49%) households by 2032, which equates to an average annual increase of 110 households per year. This is significantly greater than the predicted population increase of only 700 persons.

5.118 We know households are getting smaller, and we can assume that the remainder of these households will form from within our existing population, typically children who become adults and form their own household, as well as households which separate through divorce or relationship breakdown.

5.119 The most significant increase in households can be found in the single households group, which will experience a rise of 45.6% for males and 44.7% for females by 2032.

5.120 The number of couple households is forecast to decrease by 1.18%.

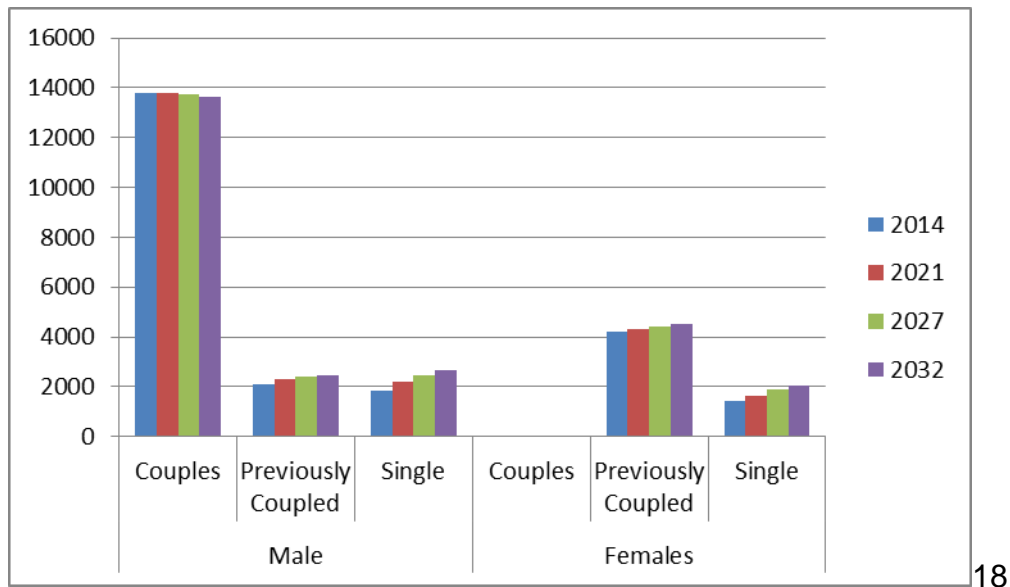


Figure 21 - Household Change Projections 2014-32 (Source: Census 2011)

		2014	2021	2027	2032
Male	Couples	13780	13798	13749	13617
	Previously Coupled	2119	2281	2385	2457
	Single	1826	2186	2456	2659
Females	Couples	0	0	0	0
	Previously Coupled	4206	4305	4433	4543
	Single	1427	1654	1867	2066

¹⁸ Female Couples are recorded as zero because the HRP used is the male.

Future Household Types

- 5.121 At the time of the 2001 Census 28% of households were single person households, which had risen to 30% by the time of the 2011 Census. The 2008 based DCLG projections anticipate a further rise to 41% by 2033.
- 5.122 The most up to dates figures we have for 'household types' are the 2008 DCLG population projections dataset.

Household Type	2008		2033	
	No	%	No	%
1 Person	7	30.4	11	40.74
Couple	12	52.17	13	48.14
Couple and 1 or more other adults	2	8.69	1	3.7
Lone Parent	1	4.34	1	3.7
Other	1	4.34	1	3.7

Table 16 - Future Household Size (Source: DCLG Population Projections 2012)

- 5.123 These figures indicate an increase in both the actual number and proportion of single person households, increasing from 7000 to 11,000 (30% to 40%). They also indicate a proportional reduction in the number of couple, lone parent and other households.
- 5.124 However, there is predicted to be an increase in the number of couple households, increasing from 12,000 to 13,000, despite a reduction in the proportional split of couple households.
- 5.125 Household formation projections were more optimistic in 2008, with the 2012 projection reflecting the economic down town and constrained housing market.

Household Type Projections		
	2032 ¹⁹	2033 ²⁰
1 Person	10328	11000
Couple	12200	13000
Couple + 1 or more adults	938	1000
Lone Parent	938	1000
Other	938	1000

Table 17 - Household Type Projections

¹⁹ 2012 based projections (Source: DCLG)

²⁰ 2008 based projections (Source: DCLG)

5.126 Table 16 uses the 2008 proportional split and the 2012 household numbers to predict the number of households falling into each category, however this is a very basic calculation and more accurate predictions are expected to be released by DCLG in due course.

Household Change - what do we know so far?

- Household projections predict a significant increase in 'single person households'.
- There is a reduction of 1.18% predicted for 'couple households'.
- We also know that our overall household size is decreasing.

Analysis of Existing Housing Stock

5.127 These household projections would suggest that by 2033 there is potential for increased demand for smaller 1 (or possibly 2) bedroomed properties. Currently 1 bedroomed properties contribute only 6% of our existing housing stock, highlighting a potential mismatch between demand and existing supply.

No of Bedrooms	No of Dwellings	%
1 bedroom	1,369	5.94
2 bedrooms	5,676	24.6
3 bedrooms	10,216	44.33
4 bedrooms	4,345	18.85
5 or more bedrooms	1,437	6.23
Total No of Dwellings	23,043	

Table 18 - Size of Existing Dwelling Stock (Source: Census 2011)

- 5.128 If 40% of our households are predicted to be single person households by 2033, we will have an undersupply in excess of 5,000 properties with one bedroom. However, it is important to note that not all single person households will want a small property; their needs will be met by their own ability to afford to live in a property of their choosing.
- 5.129 However, if they require affordable housing this may well be influenced by the size of their household, and they may only be offered a 1 bedroomed unit due to the implications of the 'under occupancy (bedroom) tax'.
- 5.130 Whilst the demographic projections provide a good indication of how the population and household structure will develop it is not a simple task to convert the net increase in the number of households into a suggested profile for additional housing to be provided. For example, there is no reason why a single person cannot buy (or choose to live in) a four bedroom home as long as they can afford it and hence projecting an increase in single person households does not automatically translate in to a need for smaller units.
- 5.131 Further analysis of the occupation of 1 bedroomed property indicates that 79.5% of existing stock is occupied by single person households. The remaining stock is occupied by single families 345 (25.2%), 29 of these households comprise either a married or co-habiting couple with a child/children. Lone Parents occupy 37 (2.7%) with 'other households' occupying the remaining stock (1.9%).
- 5.132 As these figures indicate there would seem to be insufficient supply for the quantity of single person households within the district. It is therefore reasonable to suggest that an increase in supply should be considered across the plan period.
- 5.133 The table below analyses the size of properties currently (2011) occupied by single person households.

	1 bedroom		2 bedrooms		3 bedrooms		4 bedrooms		5 or more bedrooms	
One person household: Total	1,088	16%	2,628	38%	2,482	36%	579	8%	181	3%
One person household: Aged 65 and over	396	12%	1,243	37%	1,305	39%	288	9%	90	3%
One person household: Other	692	19%	1,385	38%	1,177	32%	291	8%	91	3%

Table 19 - One Person Households

5.134 Of note, 51% of single person households aged 65 and over live in dwellings which have three or more bedrooms, with only 12% residing in dwellings which are 1 bedroomed accommodation. The remaining 37% live in 2 bedroomed accommodation.

5.135 Whilst this clearly tells us that not all older single person households live in smaller accommodation, we know that this could be due to a variety of factors, particularly older people wishing to remain in their own, and probably family home. We also know that there is insufficient numbers of smaller dwellings when compared to the number of smaller households. It is also likely to be the case that there is insufficient supply of more suitable accommodation for older people to downsize into.

5.136 Therefore, merely increasing supply of smaller 1 or 2 bedroomed accommodation may not deliver the desired results, perhaps a greater degree of focussed housing supply is needed, in the form of bungalows or apartment living. It may also be the case that there is greater demand placed upon adapting existing households perhaps to accommodate future needs such as accommodating a live in carer which may mean that smaller accommodation units are considered to be less suitable.

However, we cannot underestimate the emotional connection many people have with their home, especially if it is their family home with a wealth of happy memories, which is likely to influence their desire to remain in their existing (often large) property.

5.137 What is perhaps more surprising than the figures outlined above is that 43% of single person households aged 65 and under live in dwellings with three or more bedrooms, with only 19% residing in 1 bedroomed accommodation. The remaining 38% of households live in 2 bedroomed accommodation.

5.138 Based upon simplistic affordability assumptions, most of our larger housing stock would appear to be unaffordable for many of our single person households.

5.139 We can now consider how 'Couple Households' occupy our existing housing stock:

	1 bedroom		2 bedrooms		3 bedrooms		4 bedrooms		5 or more bedrooms		All categories: Number of bedrooms
One Family Household: No Children	151	3%	1,198	24%	2,305	46%	1,030	21%	278	6%	4,962
One Family Household: Dependent Children	24	1%	455	11%	2,033	48%	1,292	30%	440	10%	4,244
One Family Household: Non-Dependent Children	3	0.2%	108	7%	780	53%	431	29%	157	11%	1,479
One Family: Over 65	40	2%	608	23%	1,309	50%	546	21%	130	5%	2,633

Table 20 - Married and Co-Habiting Couple Households

5.140 One family households are the largest 'group' of households within Eden, comprising 65% of all households. Of these households, 33% comprise couples (under 65) with no children, 28.3% comprise couples with dependent children, 10% comprise couples with non-dependent children and finally 11% are lone parent households.

5.141 Couples with dependent children would not normally be expected to live in a 1 bedroom property therefore the 24 households identified in the above table would be deemed to be in housing need. A further 3 households with adult children live in 1 bedroomed accommodation, also falling into housing need.

5.142 When allocating social housing an occupancy criteria is applied to each household, which would mean that a couple with a child would be allocated a 2 bedroom property. There is no such requirement within the private sector and accommodation size is influenced by the ability to afford a home in the location of their preference.

5.143 Looking further at one family households which comprise couples with children, 48% of married, civil partnership or co-habiting couples with dependent children live in three bedroomed properties, with a further 40% living in properties with more than 4 bedrooms.

5.144 53% of couples with non-dependent children live in properties with 3 bedrooms, with a further 40% in properties which have 4 or more bedrooms.

5.145 When we consider households which are aged 65 and over, 76% of these households reside in properties with 3 or more bedrooms. Only 2% of these households live in 1 bedroomed accommodation.

5.146 Owner occupation is high in Eden, and particularly within older age groups it is therefore likely to be the case that the majority of these households are owner occupiers who have or the had the ability to own a larger property than technically their household size would suggest they need. Lifestyle factors should also be considered, many of these households will have families who may not necessarily live locally, so the size of the property they live in may reflect a desire to provide additional accommodation for friends and family to visit.

5.147 Owner occupation amongst the elderly may also coincide with large amount of home equity, which as they grow older they may want or need to release. It may be the case with future pressure on social care provision that many older and wealthier households will be required to privately fund their care requirements.

5.148 There are 1651 lone parent households in Eden which represents 7% of the total number of households.

	1 bedroom		2 bedrooms		3 bedrooms		4 bedrooms		5 or more bedrooms		All categories: Number of bedrooms
Lone Parent Households: Total	37	2%	454	27%	874	53%	218	13%	68	4%	1,651
Lone Parent Households: Dependent Children	28	3%	301	30%	513	51%	118	12%	38	4%	998
Lone Parent Households: Non-Dependent Children	9	1%	153	23%	361	55%	100	15%	30	5%	653

Table 21 - Lone Parent Households

5.149 Lone Parent households predominantly reside in 2 or 3 bedroomed accommodation. However, 37 (2%) households currently reside in 1 bedroomed accommodation which is considered to be unsuitable, and these households are deemed to be in housing need.

5.150 Finally, the last household group, 'other households'; due to the varied nature of this household type it is difficult to draw to many conclusions regarding future demand.

	1 bedroom		2 bedrooms		3 bedrooms		4 bedrooms		5 or more bedrooms		All categories: Number of bedrooms
Other Households	26	2%	225	20%	433	39%	249	22%	183	16%	1,116

Household Change - what do we know so far?

- Single person households do not necessarily occupy 1 bed units, with 51% of single person households aged 65 and over occupying a property with three or more bedrooms.
- Interestingly, 41% of single person households aged under 65 also live in properties with three or more bedrooms.
- There is definitely an undersupply of smaller accommodation, but equally if you are able to afford a larger property increasing supply of 1 bed roomed accommodation units will not necessarily address this imbalance - although it is fair to assume that it would meet the needs of younger newly forming single person households.
- The type of accommodation may be more important than size – e.g. a retired person may consider downsizing into a 1 or 2 bed bungalow but would not consider a 1 or 2 bed roomed flat.
- There will be continuing demand for family housing especially if we intend to attract new economically active people to the area (based on jobs growth forecasting).

Future Housing Demand

5.151 In this section we will consider the need for market and affordable housing, how this can be broken down by size of property as well as considering the types of affordable housing provision requires in the future.

Market Housing

5.152 Creating a more balanced housing stock can only be achieved over the long term but it is necessary to address imbalances in the structure of our current stock, particularly to address demographic change and household formation patterns.

5.153 38.4% of all existing housing stock is detached, with 30% semi-detached, only 6.5% of our housing stock is flats/apartments.

5.154 The combination of the larger property types and the existing demographic profile creates a high level of under occupation; at the time of the 2011 Census 10,808 (47%) households were under occupying by two bedrooms or more.

5.155 There is a need for a higher number of two bedroom units to create a better housing offer and to address the need for smaller properties due to demographic and household formation change.

5.156 When we consider that household growth will be mostly from smaller households, either newly forming households or existing households wishing to downsize. It is reasonable to assume that smaller units will play a key role in meeting future demand.

5.157 When considering future market housing provision it's important to consider the type of accommodation households aspire to live in, for example a young couple may only wish to buy a 2 or 3 bedroomed house, they may only be able to afford a 1 bedroomed flat, and as a result may not buy a home preferring to rent instead to meet their needs or aspirations. Whilst rental values in Eden are high, for a lot of people they may still be a cheaper and more attractive option than home ownership.

Mortgage Lending Availability

5.158 Mortgage lending is likely to be a crucial factor in future housing demand and therefore supply. New lending rules introduced in April 2014, have restricted the amount of money potential home owners can borrow, typically this is now capped at 2.9 times joint income (although there is some flexibility to increase this to 4.5²¹). A greater degree of scrutiny is placed upon the potential borrowers spending habits, meaning that more and more people are being priced out of the market all together.

²¹ Only 15% of a bank's mortgage lending can be at a ratio above 4.5 (Source:CBL)

5.159 Housing charity Shelter estimates that only 20% of 25-34 year olds will be on the property ladder by 2020, this is stark change from 60% just ten years ago. In recent years, soaring house prices and difficulties in obtaining mortgage finance have pushed many younger households into private rented accommodation. Younger households living in private rented accommodation may find it difficult to save for a deposit whilst the cost of living remains high in relation to income.

5.160 The Government has introduced two schemes with the aim of assisting home buyers who can afford a mortgage but have a low deposit through their Help to Buy schemes.

Help to Buy: Equity Loan

5.161 The first of these schemes involves an equity loan. The Government lends up to 20% of the cost of a new-build home, so only a 5% cash deposit and a 75% mortgage is required (see Figure 24).

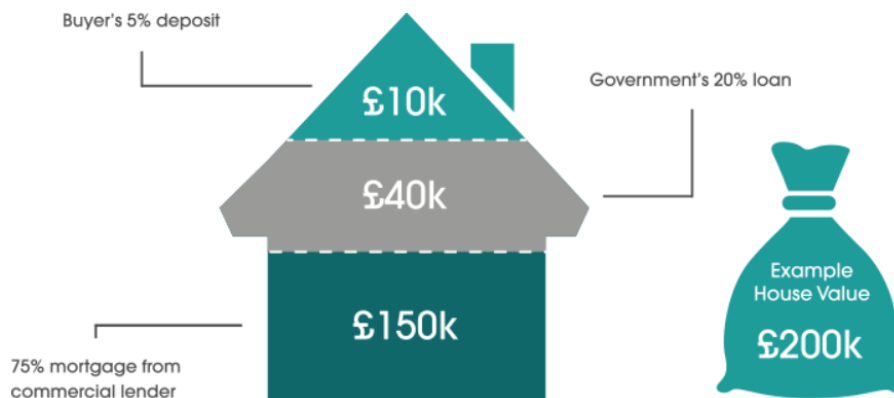


Figure 22 - Help to Buy Equity Loan Example (Source: www.helptobuy.org)

Help to Buy: Government Guarantee

5.162 The second of the current scheme provides a mortgage supported by the Help to Buy: Mortgage Guarantee Scheme which works in exactly the same way as any other mortgage except that under the scheme the Government offers lenders the option to purchase a guarantee on mortgage loans. Because of this support, lenders taking part are able to offer home buyers more high-loan-to-value mortgages (80-95%).



Figure 23 - Help to Buy Mortgage Guarantee Scheme (Source: www.helptobuy.org)

Future Housing Demand - what do we know so far?

- The availability of mortgage lending is likely to be a crucial factor in future housing demand and supply.
- Housing charity Shelter estimates that only 20% of 25-34 year olds will be on the property ladder by 2020, this is stark change from 60% just ten years ago.
- There is a need for a higher number of two bedroom units to create a better housing offer and to address the need for smaller properties due to demographic and household formation change.

Future Market Housing Supply

5.163 The OAN in Part 4 identifies the need for 200 new homes per year, and a total of 3600 across the plan period. The affordable requirement is set at 30% meaning a total of 2520 market properties are forecast to be provided by 2032, at an average rate of 140 units per year.

Scenario 1 - Recent Completions Data

5.164 Based on recent completions data (Figure 26) we can predict the likely future supply of market housing.

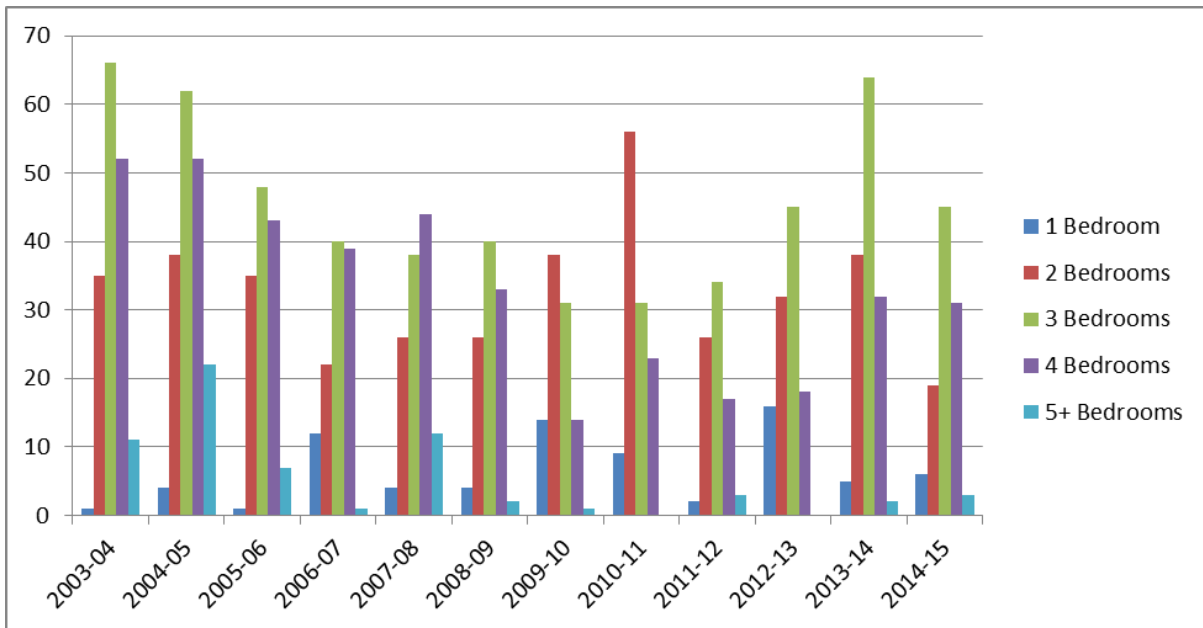


Figure 24 - Size of Market Housing 2003-15

5.165 Based upon past trends we can predict the following market housing supply:

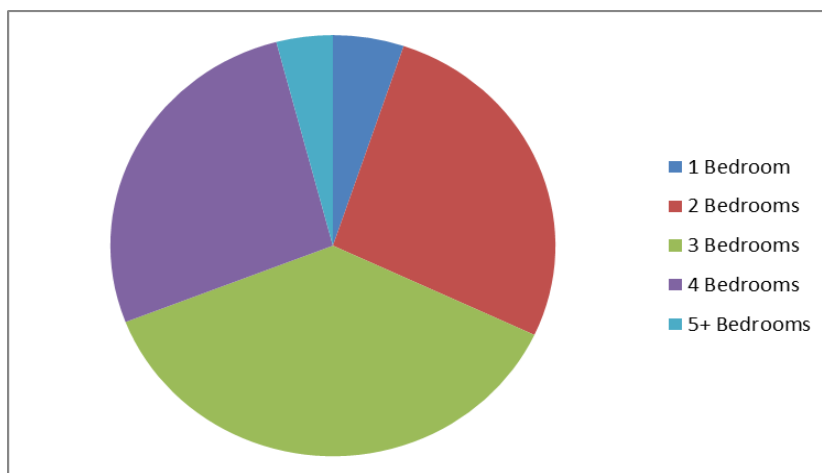


Figure 25 - Future Market Housing Supply (Scenario 1)

5.166 Based on this scenario we would predict the following numbers of dwellings to come forward in each category:

	Total No of Units	Units per Annum
1 Bedroom	126	7
2 Bedrooms	655	36
3 Bedrooms	907	50
4 Bedrooms	655	36
5+ Bedrooms	100	6
Unknown	77	4
TOTAL	2,520	140

Table 22 - Predicted Future Supply (Scenario 1)

5.167 This scenario would result in:

- Increasing the supply of 3 bedroomed properties, of which there are already 10,216, or 44% of all existing housing stock.
- The supply of 1 and 2 bedroom properties would not mirror demographic change and household formation patterns.
- We would reinforce the under-occupation of properties that currently exists.
- This scenario may fail to meet the expectations of newly forming households, and households wishing to move, particularly those who wish to downsize in to smaller and often more suitable accommodation.

Scenario 2 - Housing Supply Based on Household Type Projections

5.168 This scenario will consider potential housing supply based on trying to address the imbalance of housing stock to demographic profile within Eden.

5.169 Between 2014 and 2032 we expect the number of couple households to reduce by 163. Conversely we expect the number of single person households to increase by 2,147 households providing an overall household increase of 1984.

5.170 In 2032 we expect the overall household split to be as follows:

- Couples = 13,617
- Single Person Households = 11,725

- 5.171 The proportion of couple households is expected to be 54%, with the remaining 46% classed a single person households, which will include and 'previously married' households.
- 5.172 It is worth noting that whilst 'couple' households are projected to decrease between 2014 and 2032, there is a projected increase of 299 households (2.2%) from the 2011 Census.
- 5.173 Based on our existing knowledge of Eden's household composition we can predict the total number of households falling into each of these categories in 2032. Table 22 below highlights the current split of households:

Existing Household Profile	2011	%
One Person Households	6958	30%
One Family: All aged over 65	2633	11%
Couples with No Children	4962	21.5%
Couples with Dependent Children	4244	18%
Couples with Non-Dependent Children	1479	6%
Lone Parent Households	1651	7%
Other Households	1116	5%
TOTAL	23043	-

Table 23 - Existing Household Composition (Source: Census 2011)

- 5.174 If existing household patterns remain as was the case at the 2011 Census (Table 22) we can estimate the following need:

Newly Forming Households			
	Single Person Households	Lone Parent Households	Total
1 Bedroom	288	3	291
2 Bedroom	697	38	735
3 Bedroom	658	74	732
4 Bedroom	154	18	172
5 Bedroom	48	6	54
	1,845	139	1984

Table 24 - Newly Forming Households (Predicted Supply)

- 5.175 Mirroring existing trends in relation to single person households would reinforce existing patterns of under occupation, which is not considered to be desirable given the recent demographic trends. These trends clearly indicate that households are getting smaller and our population are living longer - this should result in decreased demand for larger housing stock.
- 5.176 There would seem to be no logical reason to change these patterns, lone parents will have one or more children and will therefore need properties with 2 or 3 bedrooms.
- 5.177 In Part 4 the OAN identified need for 3600 new dwelling, which is 1616 more than the number of households we predict to increase by. The following table attempts to identify the household types this additional need is likely to require. These assumptions are based on existing household composition patterns.

Additional Households				
	One Person	One Family	Other	Total
1 Bedroom	76	31	2	109
2 Bedroom	183	263	22	468
3 Bedroom	173	504	43	720
4 Bedroom	40	200	11	251
5 Bedroom	13	52	3	68
	485	1,050	81	1,616

Table 25 - Additional Need for Dwelling Types

- 5.178 Again, these projections would reinforce existing household occupation trends, resulting in high levels of under-occupation of larger properties.

Overall Need		% Supply
1 Bedroom	400	11
2 Bedroom	1,203	33
3 Bedroom	1,452	40
4 Bedroom	423	12
5 Bedroom	122	3
	3,600	100

Table 26 - Future Housing Supply - Based on Existing Household Composition

- 5.179 This would result in a further increase in the stock of larger properties, for which demographic trends do not indicate that there is a need for such properties.

- 5.180 By providing smaller accommodation, with a focus on provision for our ageing population this could release existing larger stock into the open market to meet the needs of families whilst ensuring our ageing population has access to housing provision better suited to their needs.
- 5.181 Smaller market accommodation is typically much cheaper than larger accommodation; we know there a significant discrepancy between high house prices and low incomes in Eden.
- 5.182 We also know households in Eden are small, with an average size of 2.28 at the 2011 census, which is predicted to decrease further to 2.05 by 2032, adding further evidence to support the provision of smaller accommodation units.

Conclusions

- 5.183 Whilst both the scenarios outlined above provide a useful starting point, they are both based too heavily upon past trends rather than future need. Scenario 1 reinforces recent supply trends which do not reflect current and future need in the form of household formation patterns. Recent supply patterns have further increased the supply of larger properties, and will have contributed to increasing levels of under-occupation in Eden.
- 5.184 Scenario 2 reinforces existing patterns of occupation and fails to adequately address the future needs of our population, most specifically our ageing population. We know based upon affordability assessment undertaken elsewhere within this document that many younger households will struggle to buy their first home, meaning that much of the demand within the market sector is likely to come from older households, often wishing to downsize.
- 5.185 In the market sector, we would expect the demand profile to be focussed on two and three bedroom properties.

	Target % of Supply	No of Units - Plan Period	No of Units - Per Annum
1 Bedroom Properties	5-10%	126-252	7-14
2 Bedroom Properties	30-35%	756-882	42-49
3 Bedroom Properties	40-45%	1,008-1,134	56-63
4+ Bedroom Properties	15-20%	378-504	21-28

Table 27 - Predicted Future Supply

- 5.186 These projections for future housing mix are driven by long-term demographic factors, namely the ageing population. These projections are intended to provide guidance, each application should be assessed on its own merits and bases upon up to date evidence of local need.
- 5.187 On balance, it is considered that it is necessary to address the present imbalance between household size and dwelling size. In order to do this we advocate increasing the supply of smaller 2 and 3 bedroom homes, and

reducing the provision of larger accommodation, 25% of our existing housing stock has in excess of 4 bedrooms and it is considered that this supply is sufficient to meet the needs of Eden's population.

5.188 In addition to this, we also need to give careful consideration to the type of homes that are delivered across the plan period, particularly in light of our ageing population. There should be a focus on providing home which are suitable for life, and capable of meeting a variety of needs.

Affordable Housing

5.189 Increases in house prices over the last decade, despite the recession, have priced many 'first-time buyers' out of the owner occupied market, especially in relatively highly priced areas (relative to income) as Eden.

5.190 Despite relatively small changes in the price and lower interest rates over the last five years affordability remains a difficulty for many existing and new forming households.

Scenario 1: Recent Supply

5.191 Based on recent affordable housing completions data we can predict the likely supply of affordable housing across the plan period:

	No of Units	% of Supply
1 Bedroom	62	15%
2 Bedroom	231	56.6%
3 Bedroom	112	27.45%
4 Bedroom	2	<1%
5 Bedroom	1	<1%
Total	407	100%

Table 28 - Summary of Recent Affordable Housing Supply

5.192 Based on this scenario we would predict the following affordable housing supply:

	Total No of Units	Units per Annum
1 Bedroom	162	9
2 Bedrooms	612	34
3 Bedrooms	288	16
4 Bedrooms	0.5	9
5+ Bedrooms	0.5	9
TOTAL	1,080	60

Table 29 - Potential Future Affordable Housing Supply

5.193 These patterns of delivery clearly reflect demand of the social housing sector since April 2003, based on the assumption that RSL's build housing that meets an identified need, rather than building speculatively.

5.194 Predicting forthwith, we can assume that households are getting smaller and therefore the demand for smaller social housing will increase.

Scenario 2: Current and Predicted Household Size

5.195 This scenario will consider future supply based on likely household composition, drawing on household projections and existing household composition analysis.

5.196 We know that much of our housing need will come from single households, which is particularly relevant for affordable housing, where under occupancy rules can apply.

5.197 As with market housing we predict the 55% of the target need of 1080 affordable homes will come from newly forming households, of which 93% are predicted to be lone person households. For the remaining 45% we have used existing household composition patterns to forecast future supply.

5.198 Based on this scenario we predict the following supply:

	Total No of Units	Units per Annum
1 Bedroom	670	37
2 Bedrooms	205	11
3 Bedrooms	194	11
4 +Bedrooms	11	1
TOTAL	1,080	60

5.199 This scenario would increase the existing supply of 1 bed accommodation by 110% resulting in a total of 1274 units by 2032.

Conclusions

5.200 Each of these scenarios provides potential future supply pictures, and we know that affordable housing is rarely built on a speculative basis, unlike market housing.

5.201 In determining planning application either for or which includes the provision of affordable housing, we will seek guidance from the RSL's on up to date need and demand as the plan progresses in order to ensure that the appropriate housing is being delivered to meet the identified need.

Type of Future Supply

5.202 Looking forward it is also important to consider the type of affordable housing supply, for example increasing the supply of intermediate tenure options rather than solely focussing on the delivery of social or affordable rent. These various types of affordable housing provision are discussed below:

- **Intermediate Rented Housing**

In theory, discounted market rent should be an option for new unit delivery without grant support for households whose only other alternative is intermediate housing for sale, especially those at early stages of the careers or on limited employment contracts who are looking for flexibility in their housing arrangements.

However, discounted market rented housing can only be delivered where there is an adequate cost margin between social rent and market rent.

The Coalition Government introduced 'affordable rents' which are 80% of market rent value for new social rented stock makes new intermediate rent difficult to deliver because there is very limited scope between 80% and 100% of private rents in the HMA.

- **Intermediate Housing for Sale**

NPPF definition of '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".

Intermediate affordable housing for sale can include, shared ownership, shared equity or discounted market housing.

- **Social and Affordable Rented Housing**

NPPF definition of Social 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), for which guideline target rents 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 the Homes and Communities Agency".

NPPF definition of 'Affordable Rented Housing':

"Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable)".

Under Occupancy Tax (Bedroom Tax)

5.203 Undoubtedly this will have a significant impact on future supply of affordable housing. The measures introduced by the Coalition Government mean that for working age council or housing association tenants, the council limits housing benefits if the Council deems you have a spare bedroom.

5.204 The reductions in benefit are calculated as a percentage and are as follows:

- 14% reduction for one spare bedroom
- 25% reduction for two or more spare bedrooms

Exemptions apply in the following circumstances:

- If the tenant has reached state pension age
- If they live in a shared ownership property
- Caravans, mobile homes and house boats
- Some types of supported accommodation.

5.205 The exemption detailed above which enables older people (once they have reached state pension age) to remain in their current home without fear of the under occupancy tax, is likely to pose an interesting challenge. Housing associations will feel under pressure to allocate smaller units of accommodation to those who are adversely affected by the under occupancy tax, potentially leaving many older people in homes which are much larger than they need and may be difficult for them to manage.

5.206 In light of these new measures there is greater pressure for smaller accommodation to avoid imposing under occupancy upon future social housing tenants, especially when demographic change suggests a higher proportion of these will be single person households.

5.207 It is therefore considered appropriate to increase supply of smaller units to help meet these needs.

Conclusions

5.208 Household growth is largely coming from single person households; therefore demand for 1 bedroomed accommodation is expected to increase across the plan period. However, it is likely that a high proportion of the household growth in single households will be households aged 65 and over who may not necessarily demand a 1 bed.

5.209 By 2032 we expect there to be 1845 additional single person households.

Recent Changes

5.210 In November 2014, the Government issued revised guidance in relation to planning obligations and affordable housing requirements, below is a summary of these changes:

- contributions should not be sought from developments of 10-units or less, and which have a maximum combined gross floorspace of no more than 1000sqm (gross internal area).
- in designated rural areas, local planning authorities may choose to apply a lower threshold of 5-units or less. No affordable housing or tariff-style contributions should then be sought from these developments. In addition, in a rural area where the lower 5-unit or less threshold is applied, affordable housing and tariff style contributions should be sought from developments of between 6 and 10-units in the form of cash payments which are commuted until after completion of units within the development. This applies to rural areas described under section 157(1) of the Housing Act 1985, which includes National Parks and Areas of Outstanding Natural Beauty
- affordable housing and tariff-style contributions should not be sought from any development consisting only of the construction of a residential annex or extension to an existing home.

- 5.211 Additionally local planning authorities should not seek section 106 affordable housing contributions, including any tariff-based contributions to general infrastructure pots, from developments of Starter Homes. Local planning authorities will still be able to seek other section 106 contributions to mitigate the impact of development to make it acceptable in planning terms, including addressing any necessary infrastructure.
- 5.212 Prior to the release of this revised guidance, Eden District Council sought a financial contribution (3% of the completed market value of each unit) on schemes of 1-3 units and sought the provision of 30% affordable housing on all schemes greater than 4 units.
- 5.213 It is anticipated that these changes will lead to a reduction in the number of affordable homes being built as part of future housing sites, although there is opportunity to boost supply through the commuted sum payments which can be required on schemes of between 6-10 units in the rural area.
- 5.214 Based on a simple analysis of past approvals, we know that 2425 units have been approved between April 2003 and March 2015, of these 419 (17%) were affordable units.
- 5.215 When we then consider how many of these sites would have required a contribution, we can identify 1347 dwellings approved sites of 11 or more units who under the new rules would still be required to supply affordable housing units on site, this equates to 56% of all housing supply (approvals).
- 5.216 If you then apply this proportional split to our future housing target of 3600 homes, this provides us with a figure of 605 affordable homes across the plan period, or 33.6 per year. This equates to 17% of overall housing supply, which is significantly below the Council's target of 30% or 60 dwellings per year and would result in an undersupply of 475 units by 2032.
- 5.217 To deliver 30% affordable housing across the plan period, on applicable sites, 53.5% of all housing on schemes of 11 or more would need to be affordable.

5.218 We can also estimate, based on past trends, schemes providing 6-10 units will contribute approximately 7 dwellings per year, which based on an average house price of £200,000 and a 10% contribution would levy a potential sum of £150,000 per annum or 2.68 million across the plan period.

Housing for Specific Household Groups

Older People

5.219 The NPPF's glossary provides a useful definition of older people:

“People over retirement age, including the active, newly-retired through to the very frail elderly, 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”²²

5.220 The provision of housing for older people to enable them to live independently and remain in their own homes for as long as they are able to do so is a significant challenge in the context of an ageing society across the UK, but particularly in Eden.

5.221 In general terms the need for care and support increases with age; whilst more and more people are remaining in their homes for longer, some older people will reach the stage where they can no longer manage in their own home and will need access to some kind of supported housing.

5.222 A recent report published by Shelter, A Better Fit? Creating Housing Choices for an Ageing Population (2012) found that there is very little specialist housing available to buy or rent privately, and very little mid-range specialist housing for older people who are not wealthy but do not rent socially.

2.223 The report also acknowledged that in the mainstream housing sector there is an under supply of bungalows relative to demand, and not all homes are easily accessible to those with limited mobility.

5.224 The report recommended that:

- We need a significant increase in supply and range of suitable housing for older people, including owner-occupied and privately rented specialist housing.
- The planning system must support the development of housing for older people. The NPPF provides an opportunity for older peoples housing to be given higher priority.
- Older people need to be better informed about their housing options at an early stage.
- Local Planning Authorities must factor older peoples housing into Local Plans, strategies and Housing Market Assessments.

²² National Planning Policy Framework (DCLG, 2011)

- 5.225 When considering accommodation for older people, it is important to acknowledge that “the trend towards smaller household size does not necessarily equate to aspirations for smaller living space, as evidenced by the low demand for bedsits and one bed sheltered accommodation”²³.
- 5.226 We know that people wish to remain in their homes for as long as possible, with some residential and sheltered schemes proving to be unpopular. Owner occupation will influence the aspirations of older people, who will normally seek to buy a property with a general preference being for at least a 2 bedroomed property.
- 5.227 In a recent study by Housing Learning and Improvement Network (LIN), they found that the age of 70 is the optimal age to down size with 58% of respondents, a further 27% of people felt that 80 was an optimal age to downsize²⁴.
- 5.228 The study also found that the UK suffers from a chronic undersupply of age specific housing. All too often, this leads to older people living in homes which do not suit their needs, with moving often forced rather than through choice.
- 5.229 It is clear that general needs housing needs to provide more flexible options to suit a wider range of needs and aspirations.
- 5.230 Our population is ageing, not just in Eden but across Cumbria and nationally, this poses a significant challenge. The graph below indicates the predicted rise in the proportion of the population which will be aged 65 and over by 2032.

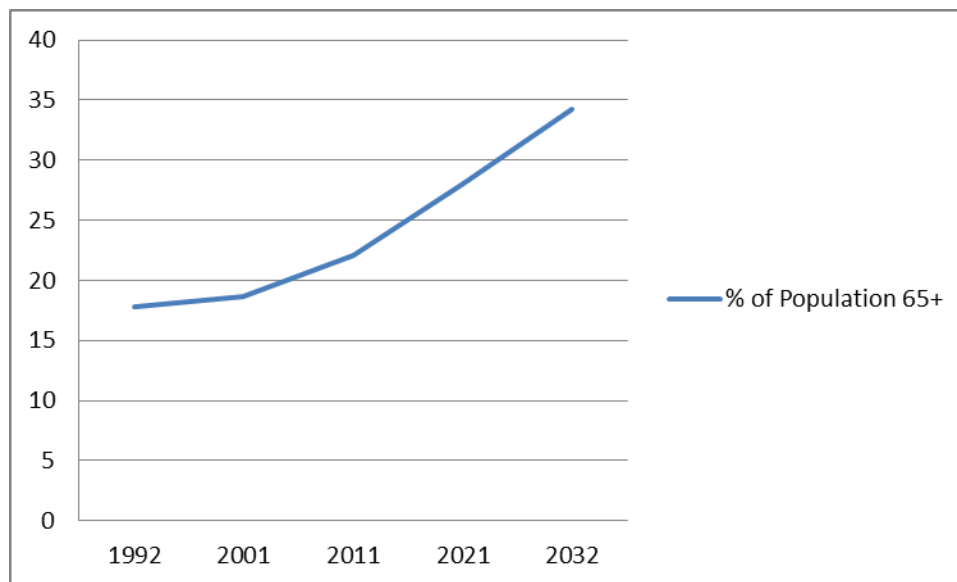


Figure 26 - % of Population over 65 (Source: DCLG)

²³ Older People's Accommodation and Wider Service Needs Assessment 2010 (Eden District Council and South Lakeland District Council)

²⁴ Source: http://www.housinglin.org.uk/_library/Resources/Housing/OtherOrganisation/LTB_Report.pdf

- 5.231 What is particularly noticeable from this graph is the sharp growth expected between 2011 and 2032. It is predicted that by 2032, 34.2% of Eden's population will be aged 65 and over.
- 5.232 The population of the over 80 age category is expected to increase by 97% between 2014 and 2032²⁵, with an additional 3300 persons expected to fall within the age category.

Life Expectancy

- 5.233 It has been well documented that life expectancy is predicted to rise; the trend of increasing life expectancy is nothing new and has been going on for decades.
- 5.234 The table below identifies the changes in life expectancy directly comparing life expectancy in 2002 against life expectancy in 2012.

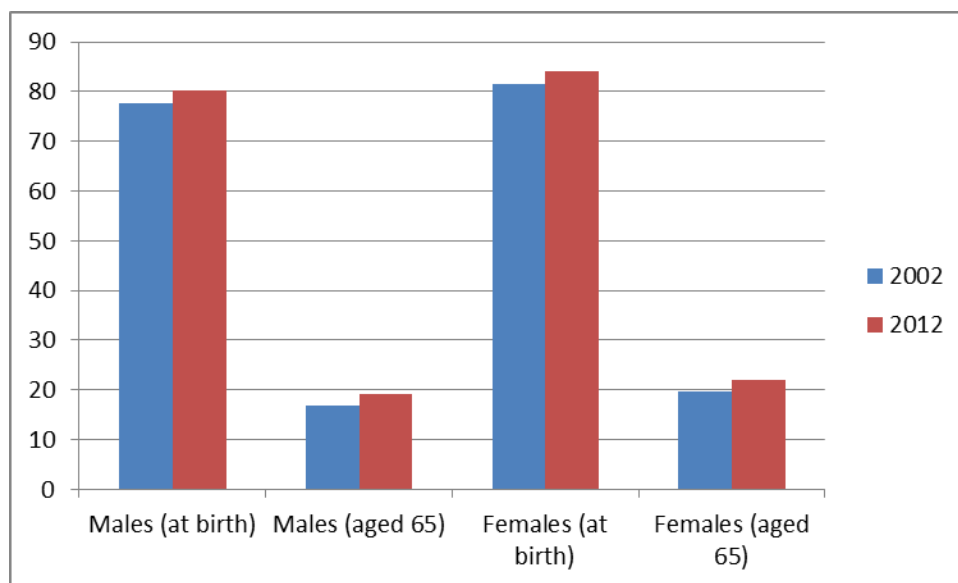


Figure 27 - Life Expectancy Comparison between 2002 and 2012

- 5.235 In 2012, average life expectancy for a male at birth rose to 80.3 years old, for women it is 84.1. For males aged 65 in 2012, they were now predicted to live a further 19.2 years, an increase from 16.8 in 2002. Females aged 65 are now expected to live a further 21.9 years an increase from 19.7. Life expectancy for males rose slightly more than for women; however there is still a notable difference between the life expectancy for males and females, with female life expectancy much higher.
- 5.236 Further rises in life expectancy are expected and this is of particular interest in a district with a rapidly ageing population.

²⁵ Source: DCLG Population Projections (2012)

Tenure Predictions

5.237 It is important to understand the tenure choice of older people, typically more people over the age of 65 will be home owners often without a mortgage and they may also benefit from a significant amount of equity in their homes that they may wish to release.

5.238 The table below analyses the tenure composition of our 65+ population, with comparisons drawn to both Cumbria and England.

		Eden		North West		England	
All Households where the Household Reference Person is Aged 65 and Over	Households	7,503	%	787,247	%	5,721,724	%
All Households where the Household Reference Person is Aged 65 and Over; Owned	Households	5,927	79	579,713	74	4,239,177	74
All Households where the Household Reference Person is Aged 65 and Over; Shared Ownership (Part Owned and Part Rented)	Households	35	0	4,714	1	27,489	0.5
All Households where the Household Reference Person is Aged 65 and Over; Rented from Council (Local Authority)	Persons	93	1	59,098	8	585,397	10
All Households where the Household Reference Person is Aged 65 and Over; Other Social Rented	Households	656	9	92,874	12	499,063	9
All Households where the Household Reference Person is Aged 65 and Over; Private Rented	Households	584	8	34,313	4	252,553	4
All Households where the Household Reference Person is Aged 65 and Over; Living Rent Free	Households	208	3	16,535	2	118,045	2

Table 30 - Tenure Composition of Households Aged 65 and Over (Source: Census 2011)

- 5.239 It is clear from Table 21 that Eden has a high proportion of home owners aged 65 and over. Eden has a significantly lower proportion of social renters; however this increases amongst the population aged 80 and over²⁶. However this could be influenced by the fact the majority of existing sheltered and extra care accommodation being provided by social rented sector rather than the private sector.
- 5.240 Eden has a higher proportion of private renters than nationally, 87% of older peoples housing need is currently meet via the open market, with only 10% met via social housing.
- 5.241 The proportion of older people who own their own homes, poses a slightly unique challenge in that they will choose where to live based upon their ability to afford a home in the area of their choosing, or in many cases wish to remain in their family home. So, whilst providing smaller and more suitable accommodation options for older people might seem like the obvious thing to do, we do not know that there is sufficient demand to support this approach. A recent development of 48 'retirement living' apartments in Penrith has proved there is some demand, with over 55% of the apartments being sold prior to completion of the project.

Older People Living Alone

- 5.242 Projecting Older People Population Information (POPPI) analysis of population projections predicts a significant rise in the number of older person households living alone.

²⁶ Source: POPPI



Figure 28 - Elderly Persons Living Alone 2014-2030 (Source: POPPI)

- 5.243 The needs of an ageing population will need to be met, but it is likely that there will be significant differences in the needs of an ageing population, some of which will require formal care, whereas many will want to live independently with access to care provision.
- 5.244 Providing a wider range of accommodation suitable for older people has the potential to free up larger family accommodation, providing older people are willing and able to move, however it is likely that much of this accommodation will be unaffordable to existing Eden residents.
- 5.245 The table below predicts the proportion of the population aged 65 and over that will encounter difficulty in performing domestic tasks. This data can help us to predict the likely amount of care provision that may be required to meet the needs of this population.

Ability to Perform Domestic Tasks

	2014		2030	
	Population Unable to Perform One or more Domestic Task on their own	All Population over 65 years	Population Unable to Perform One or more Domestic Task on their own	All Population over 65 years
Aged 65-69	896	4,100	968	4,400
Aged 70-74	915	3,000	1,159	3,700
Aged 75-79	1,072	2,400	1,408	3,200
Aged 80-84	931	1,700	1,646	3,000
Aged 85+	1,310	1,700	2,592	3,300
Total Population aged 65+	5,124	12,900	7,773	17,600

Table 31 - Amount of Population Unable to Perform One or More Domestic Tasks on their Own (Source: POPPI)

5.253 POPPI produced assessments indicate that around 40% of the population aged 65 and over will be unable to complete all domestic tasks²⁷ without assistance; this is projected to rise to 44% by 2030. This is likely to have significant impacts for care providers and facilities across the plan period as a large proportion of the older population are likely to have some form of care need.

5.254 There will also come a point where the required level of care provision can no longer be reasonably provided within an individual's home.

5.255 Innovative new projects such as the Eden Independent Living Project which launched in 2012, brings together support services from Eden Housing Association and care services from Eden Country Care. Their aim is to deliver the help and reassurance people need to continue living independently in their own homes. They offer a variety of services including, care alarms, handy person services and gardening. Initially the services were popular with Eden Housing tenants, but recently it has been extended to older home owners across the district²⁸ regardless of whether they live in EHA accommodation.

²⁷ Domestic Tasks include household shopping, wash and dry dishes, clean windows inside, jobs involving climbing, using a vacuum cleaner, wash clothing by hand, open screw tops, deal with personal affairs and do practical activities. (Source: POPPI)

²⁸ Source: <http://www.edenindependentliving.org.uk/>

Dementia Care

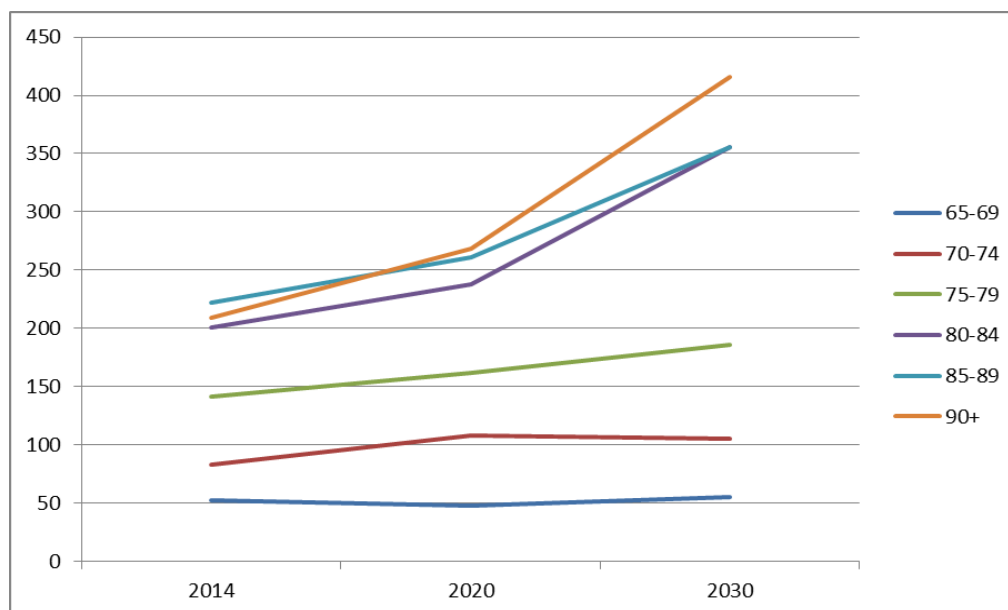


Figure 29 - People aged over 65 predicted to have Dementia

- 5.256 According to the Alzheimer's Society there are around 800,000 people in the UK with dementia. One in three people over 65 will develop dementia, and two-thirds of people with dementia are women²⁹.
- 5.257 The graph above indicates sharp increase in the number of people suffering from dementia in the 75+ age groups. Between 2014 and 2030, POPPI estimates that the number of people aged 90+ suffering from dementia in Eden will have increased by 99%.
- 5.258 By 2017 it is predicted there will not be enough informal carers to look after older people requiring care.³⁰

²⁹ Source: <http://www.nhs.uk/conditions/dementia-guide/pages/about-dementia.aspx>

³⁰ McNeil, C and Hunter, J. (2014) Generation Strain: Collective solutions to care in an ageing society. IPPR

Learning Disabilities

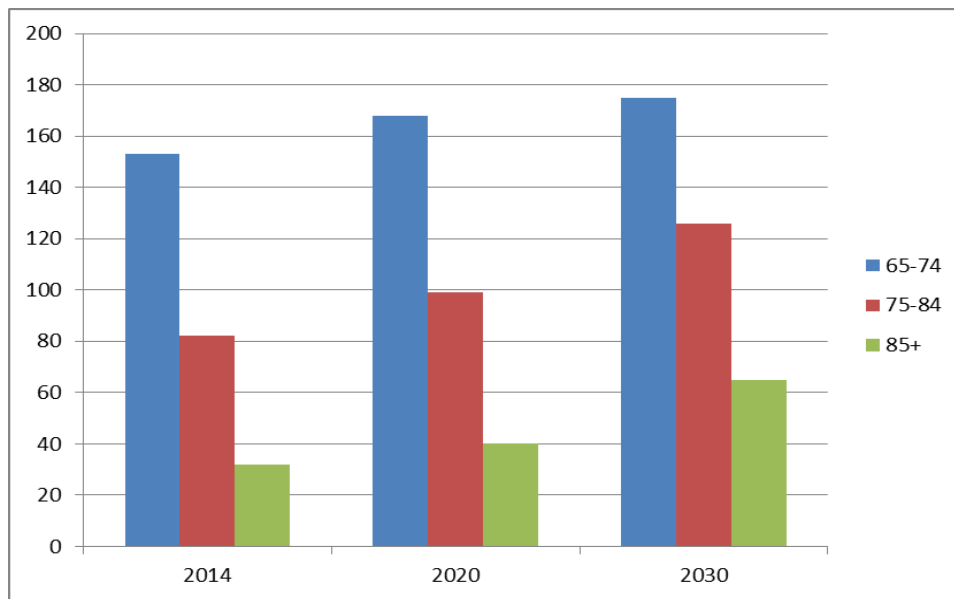


Figure 30 - Learning Disabilities in Over 65s

5.259 It is expected that by 2030 the number of people with a learning disability and aged over 65 will be 366; this represents an increase of 37% between 2014 and 2030. However, the most significant increase again falls into the 85+ category which is predicted to experience an increase of 103% across this period.

Communal Living - Older Population

5.260 This section will consider existing provision of communal accommodation for older people, whilst also assessing existing and future need to identify where future supply might be required.

5.261 The tables beneath identify existing provision³¹ of older person's accommodation, which includes care homes, nursing homes and extra care provision.

³¹ 2011 data collected.

Care Home	Location	Provider	Total
Christian Head	Silver Street, Kirkby Stephen	Cumbria Care	31
Edenside	Holme Street, Appleby	Cumbria Care	24
Greengarth	Bridge Lane, Penrith	Cumbria Care	39
Grisedale Croft	Church Road, Alston	Cumbria Care	19
Stobars Hall	Kirkby Stephen	Private	38
Croft Avenue Residential Home	Wordsworth Street, Penrith	Private	30
Cold Springs Park	Scaws Road, Penrith	Private	60
Yanwath Care Home	Yanwath, Penrith	Private	48
Hazelbank	Yanwath, Penrith	Private	21
Winters Park	Pategill Road, Penrith	Private	41
Beacon Edge Nursing Home	Beacon Edge, Penrith	Private	41
Barrock Court Nursing Home	Low Hesket, Carlisle	Private	28
The Pines Nursing Home	Bongate, Appleby	Private	27
	Eden District Total		447

Table 32 - Care Home Provision in Eden (2011)

5.262 Since 2011, the care homes at Yanwath have closed, and therefore supply has been reduced to 378 residential spaces.

Extra Care Provision

5.263 Extra care housing can include a range of housing types but a common principle is that it provides independent living accommodation with a level of support equivalent to that of a care home.

Scheme	Total No of Units	Housing Provider
Lonsdale Court (Penrith)	29	Housing 21
Woodlands	57	Methodist Homes
Rampkin House	19	Eden Housing
Mill Gardens	19	Eden Housing
Total	125	

Table 33 - Extra Care Provision in Eden

5.264 The County Council's Commissioning Strategy for Older People and their Carers 2010-2019 states how it will seek to put in place services to support the increasing number of older people in the county and achieve the best possible outcomes for them. It describes how it wishes to reshape and modernise services for older people to provide choice and independence for as long as possible. An important part of achieving this is to provide increased opportunities for older people with care and support needs to be supported in extra care housing.

5.265 The County Council's Extra Care Strategy (2011-2029) makes projection of need for additional Extra Care housing in Eden District based upon an independent analysis of need provided by "Planning 4Care" (2009). This projects 150 Extra Care units would be needed in Eden District by 2019 to meet need.

5.266 The table below shows the projected overall requirement versus current supply for extra care housing in Key Service Centres within Eden district.

Town	Projected Demand 2019	ECH Supply 2014/5	ECH Supply and planned 2015/6
Alston	6	0	0
Appleby	22	19	19
Kirkby Stephen	19	19	19
Penrith	103	87	87
	150	125	125

Table 34 - Existing Extra Care Housing & Future Demand (Source: Cumbria County Council)

5.267 The provision of an extra 3,600 new homes (200 x 18 years) in Eden over the plan period will create a further requirement for the provision of extra care housing over and above this conservative baseline requirement.

5.268 As an estimate of the additional requirement, evidence supporting CCC's Extra Care Strategy highlights a minimum requirement for 1855 extra care housing units for older people in Cumbria in 2019. When this figure is divided by the estimate of 222,488 households in Cumbria (based on 2011 CACI data) it quantifies a requirement for approximately 0.0066 extra care housing units per household.

a) Number of homes proposed (3,600 between 2014 and 2032)
b) 0.0066 ECH units required per home
a) x b) = ECH Requirement
3,600 x 0.0066 = 24 Extra Care Units over and above the baseline requirement specified in Extra Care Strategy

5.269 A typical new Extra Care housing scheme with around 40 units costs around £5.5million to build although the cost of building an Extra Care scheme will vary from scheme to scheme, depending on where the funding is coming from and issues such as the availability of land and the level of facilities provided. The majority of extra care schemes built in recent years have depended on combinations of a number of funding sources.

5.270 Developer contributions will be important in ensuring the delivery of sufficient levels of specialist housing to meet the requirements created by new development. Affordable extra care housing could be delivered as part of the affordable housing requirement of a scheme where a site is considered suitable.

Projecting Future Need

5.271 Using the Strategic Housing for Older People Analysis Tool, this section shows the estimated number of older people aged 75+ who are likely to require specialist housing or registered care (demand) against the number of units available within the area (supply).

5.272 The table below identifies existing deficits which need to be addressed alongside future demand, the assumptions used to make these calculations can be found in **Appendix 2**.

	Demand ³²	Supply ³³	Variance	% Variance
Sheltered Housing³⁴	725	267	-458	-63%
Sheltered Housing: Rent	595	219	-375	-63%
Sheltered Housing: Leasehold	131	48	-82	-63%

	Demand ³⁵	Supply ³⁶	Variance	% Variance
Enhanced Sheltered Housing³⁷	116	0	-116	-100%
Enhanced Sheltered: Rent	65	0	-65	-100%
Enhanced Sheltered: Leasehold	51	0	-51	-100%
Extra Care³⁸	145	103	-42	-29%
Extra Care: Rent	68	48	-20	-30%
Extra Care: Leasehold	77	55	-22	-28%
Registered Care	638	399	-239	-37%
Residential Care ³⁹	377	299	-78	-21%
Nursing Care ⁴⁰	261	100	-161	-62%

Table 35 - Current Demand for Specialist Housing in Eden

5.273 Table 34 identifies that there are significant deficits with the existing provision which will need to be addressed, and future increases in older population are likely to exacerbate this issue further.

³² The data for demand is calculated by applying prevalence rates to the 2012 population aged 75+.

³³ The data for supply is the current number of specialist housing and registered care beds from Elderly Accommodation Counsel, national housing database 2014.

³⁴ Sheltered Housing: schemes/properties are included where some form of scheme manager (warden) service is provided on site on a regular basis but where no registered personal care is provided. A regularly visiting scheme manager service may qualify as long as he/she is available to all residents when on site. An on-call-only service does not qualify a scheme to be included. In most cases schemes will also include traditional shared facilities - a resident's lounge and possibly a laundry and garden.

³⁵ The data for demand is calculated by applying prevalence rates to the 2012 population aged 75+.

³⁶ The data for supply is the current number of specialist housing and registered care beds from Elderly Accommodation Counsel, national housing database 2014.

³⁷ Enhanced Sheltered Housing: schemes/properties are included where service provision is higher for sheltered housing but below extra care level. Typically there may be 24/7 staffing cover, at least one daily meal will be provided and there may be additional shared facilities.

³⁸ Extra Care: schemes/properties are included where care (registered personal care) is available on site 24/7.

³⁹ Residential Care: where a care home is registered to provide residential (personal) care only, all beds are allocated to residential care.

⁴⁰ Nursing Care: where a care home is registered to provide nursing care, all beds are allocated to nursing care, although in practice not all residents might be in need of or receiving nursing care.

5.274 To establish potential future need, basic assumptions on ratios are applied to our projected population, for example a need for 125 Sheltered Housing Spaces per 1000 population aged 75 and over.

	2014	2015	2020	2025	2030	2035
Sheltered Housing	725	738	888	1075	1188	1313
Sheltered Housing: Rent	595	605	728	882	974	1076
Sheltered Housing: Leasehold	131	133	160	194	214	236
Enhanced Sheltered Housing	116	118	142	172	190	210
Enhanced Sheltered: Rent	65	66	80	96	106	118
Enhanced Sheltered: Leasehold	51	52	62	76	84	92
Extra Care	145	148	178	215	238	263
Extra Care: Rent	68	69	83	101	112	123
Extra Care: Leasehold	77	78	94	114	126	139
Registered Care	638	649	781	946	1045	1155
Residential Care	377	384	462	559	618	683
Nursing Care	261	266	320	387	428	473

Table 36 - Future Need for Specialist Housing

5.275 We can then in turn use these population projections and evidence of existing supply deficit to predict expected delivery across the plan period. Table 36 below identifies our future need.

Future Requirements

	2014	2030	Requirement	Annual Requirement
Sheltered Housing	267	1,188	921	51
Sheltered Housing: Rent	219	974	755	42
Sheltered Housing: Leasehold	48	214	166	9.2
Enhanced Sheltered Housing	0	190	190	10.5
Enhanced Sheltered: Rent	0	106	106	5.8
Enhanced Sheltered: Leasehold	0	84	84	4.6
Extra Care	145	238	93	5.16
Extra Care: Rent	48	112	64	3.5
Extra Care: Leasehold	55	126	71	3.9
Registered Care	399	1,045	646	35.8
Residential Care	299	618	319	17.72
Nursing Care	100	428	328	18.22

Table 37 - Identifying Future Need and Annual Requirements

Recent Approvals/Supply

Site Address	Proposed Development	No of Units
Former Greggs Bakery, Friargate, Penrith	Demolition of bakery buildings and erection of retirement housing for the elderly (category II type accommodation), communal facilities, landscaping and car parking.	48
Stobars Hall, Kirkby Stephen	Revised proposal for Care Home Facilities and Close Care Accommodation previously approved under reference 02/0834.	29
Park Holme, Eamont Bridge	Proposed extra care apartments for the elderly (over 55).	24
West Lane, Penrith	Erection of an Extra Care Facility comprising of 28 flats.	28

5.276 Housing developments for older people need to offer a choice of tenure, with more options for outright purchase or shared ownership, which should match the tenure makeup of the market.

5.277 Well-designed housing options for older people will reduce the level of admissions into residential care for housing related reasons.

5.278 All new housing should be capable of having the range of health and care services being delivered into them to ensure that they can remain lifetime homes.

5.279 Providers need to address design and delivery issues to maximise opportunities for people with dementia to remain in housing in the community.

Future Demand for Supported Housing

5.280 Understanding the broad number of households with support, special and/or specific need, and the individual challenges, is vital to determining where and how much purpose-built or adapted housing is required.

5.281 There is no single data source which enables a thorough assessment to be made of the scale of these issues. This analysis draws on projections from the Projecting Adult Needs and Service Information System (PANSI).

5.282 The Projecting Adult Needs and Service Information System (PANSI) provide projections for adults aged between 18 and 64.

5.283 This is in addition to any provision identified in the previous section (older people).

Learning Disability - Under 65s

5.284 Using PANSI generated projections we can predict the number of people likely to suffer from a learning disability by 2030.

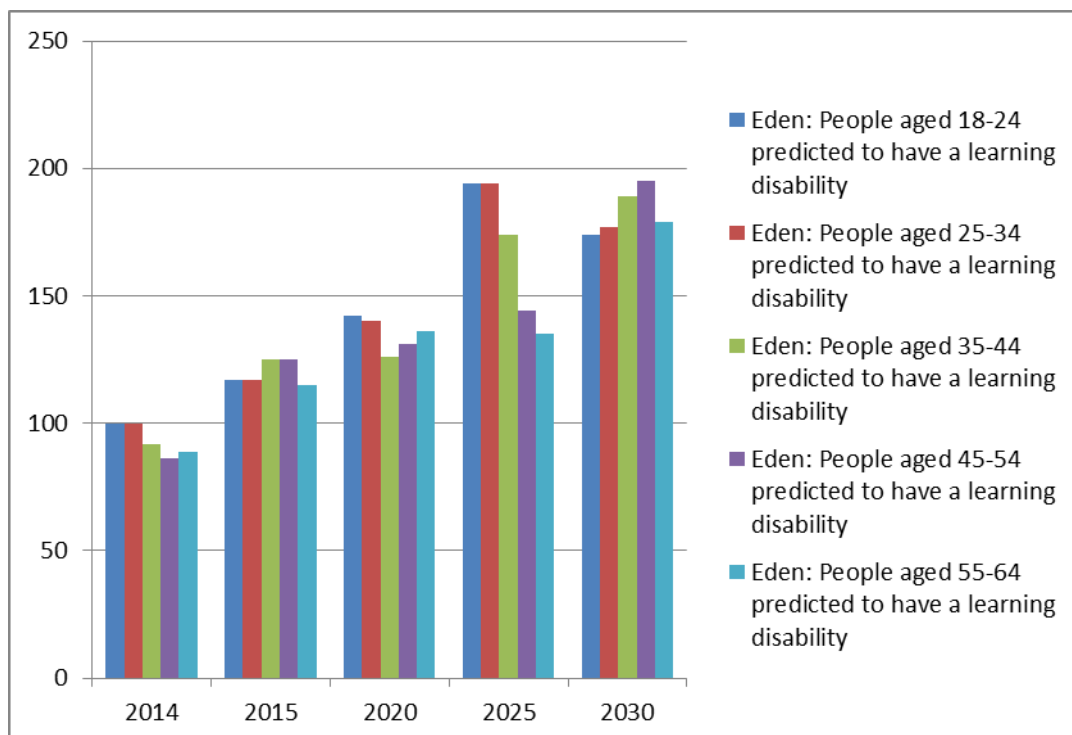


Figure 31 - No of People Predicted to have a Learning Disability (Source: PANSI)

5.285 The number of people suffering from a learning disability in 2030 is expected to decrease by 10% from 2014. However, the 55-64 age group is expected to experience a rise of around 3%.

Physical Disability - Under 65s

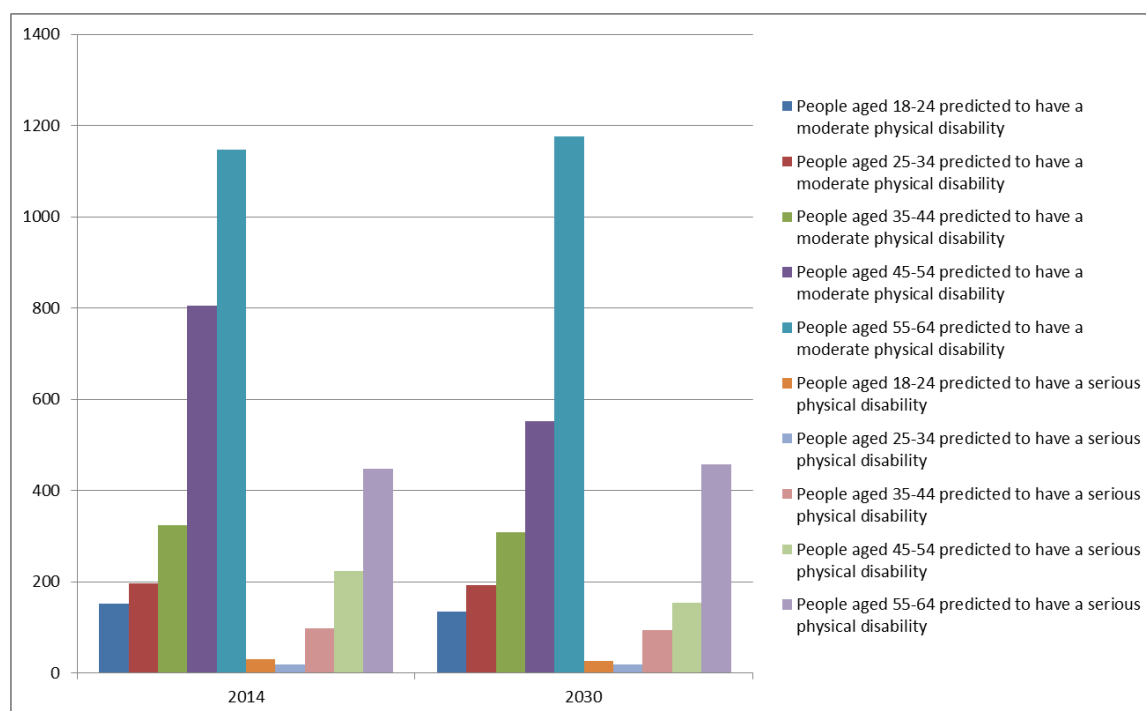


Figure 32 - No of People with a Moderate or Severe Physical Disability (Source: PANSI)

5.286 The number of people who suffer from a moderate or severe physical disability is expected to decrease by 18% between 2014 and 2030. However, as before with learning disabilities the 55 to 64 age group will experience a small rise of 5%.

Households in Communal Establishments 2011-2032

5.287 We can use these figures to predict the likely proportional split of the institutional population by 2032.

	2011	2032	Change	% Change
Total Population	951	1,246	295	31
Total Population Excluding Staff	662	860	198	30
Medical or Care Establishment	443	576	133	30
Other Establishment (exc Education)	24	31	7	29
Other Establishment: Education	168	218	50	30
No Establishment Given	27	35	8	30

Table 38 - Communal Population Projections

5.288 The population living in communal establishments (based on 2012 pop projections is expected to increase by 295 persons by 2032, 180 females (62%) and 112 males (38%).

5.289 In 2032, around 2% of the overall population will reside in communal establishments, 58% will be female and 42% male. 40% of the communal establishment population will be aged 85 and over, however this will represent only 10% of all people aged over 85 by 2032. This will mean that 90% of the over 85 population will be living in other types of accommodation, possibly remaining in their own homes.

Student Accommodation

5.290 Newton Rigg College located just outside of Penrith, provides student accommodation for 176 students in 120 en-suite bedrooms and a further 56 spaces in hostel-style accommodation.

5.291 Transport is currently offered free of charge to all full-time students from the designated pick up points identified below, this reduces the requirement for accommodation to be provided as many students can choose to live at home, potentially reducing their costs.

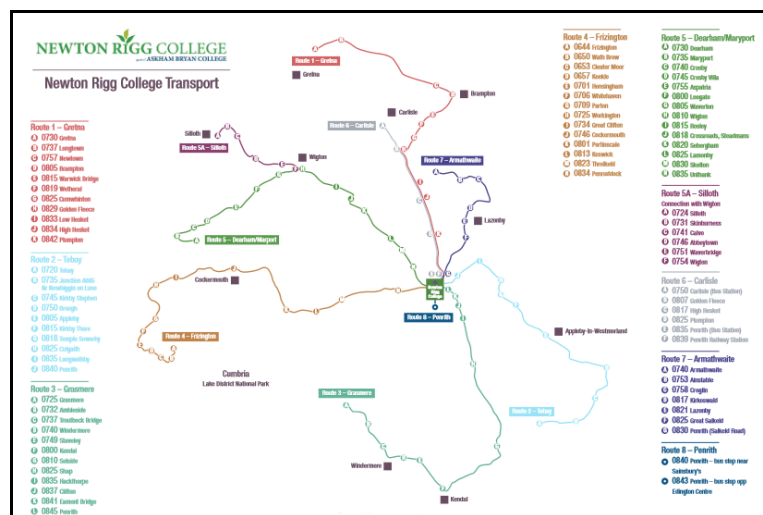


Figure 33 - Newton Rigg College Transport Routes (Source: Newton Rigg College)

5.292 As a point of clarification, the student housing requirements are already incorporated within the wider dwelling projections and are not an additional requirement.

Gypsy and Traveller Accommodation Needs

5.293 The Council together with Allerdale Borough Council, Barrow Borough Council, Carlisle City Council, Copeland Borough Council, Cumbria County Council, Lake District National Park Authority and South Lakeland District Council commissioned an assessment of housing need which was published in November 2013.

5.294 The study identified a need for 9 additional Gypsy and Traveller pitches⁴¹ by 2018, with a further 18 pitched required by 2028.

⁴¹ Definition - "pitch" means a pitch on a "gypsy and traveller" [sic] site (CLG, 2012, Planning policy for traveller sites Appendix A Glossary)

5.295 The study also identified a separate need for ‘Showperson⁴²’ provision, establishing that an additional 2 plots⁴³ are required by 2018. Eden currently has no specific plots for ‘Showpersons’. Beyond 2018, no further need has been established.

5.296 Specific polices and an allocated site will be included as part of the Eden Local Plan 2014-32. Policy HS7⁴⁴ sets out the criteria for assessing the suitability of sites:

- Access to schools, shops or other community facilities are within reasonable travelling distance, and can be reached by foot, cycle or public transport;
- The site is served (or can be served) by adequate water and sewerage connections;
- The amenity of nearby residents or operations of adjoining land uses would not be materially harmed;
- The siting and landscaping ensure that any impact upon the character and appearance of the countryside is minimised, and the development can be assimilated into its surroundings;
- The development would not materially harm the natural historic environmental assets of the district.

⁴² Definition - “Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above” (Arc Study 2013, pg7)

⁴³ Definition - “plot” means a pitch on a “travelling Showpeople” [sic] site (often called a “yard”). (CLG, 2012, Planning policy for traveller sites Appendix A Glossary)

⁴⁴ This is the same policy wording as CS11 Provision for Gypsies and Travellers in the current adopted Core Strategy (2010)

Concluding Remarks

- 5.297 As previously identified in the earlier discussion, our population is ageing rapidly. It is predicted that by 2032 that 12% of the total population will be aged 80 and over, which will be equivalent to the number of people that will be aged between 20-34 (13%). Such rapid and significant change has implications for both housing supply and health/care provision. It is acknowledged that the range of housing options for older people needs to be diversified, for instance through the development of open market housing specifically aimed at older people.
- 5.298 Our population is expected to increase by 700 people to 2032; however we are predicted to see growth of 1984 households within this same period. It is anticipated that the largest growth will be experienced within the 'single person' household category.
- 5.299 These household projections seem to such suggest significant growth in single and older person households, meaning that future policy aspirations need to be focussed on the needs of these groups, and providing suitable accommodation for their needs. Currently 51% of single households aged 65 and over live in properties with three or more bedrooms; perhaps more surprisingly 43% of single households aged under 65 also live in properties with 3 or more bedrooms.
- 5.300 Whilst we cannot simply assume that all of these households would prefer to live in smaller accommodation, we can make the realistic assumption that as single person households get older they are likely to want to move to smaller and more suitable accommodation units. We know that owner occupation is Eden is high, particularly amongst the older age groups, and therefore for the majority of people their needs will be met through the open market and their own ability to afford a suitable property.
- 5.293 69.4% of all of Eden's existing housing stock has three or more bedrooms, with 44.33% have three bedrooms. Only 6% of our housing stock has one bedroom, creating an obvious mis-match between household size and property size and resulting in high levels of 'under-occupation'.
- 5.301 Another conclusion drawn from our analysis of our existing stock and it occupation is that the type of new accommodation may in fact be more important than the size, for example a 2 bed bungalow or house may be more attractive than a 2 bed flat or vice versa.
- 5.302 We acknowledge that creating a more balanced housing stock can only be achieved over the longer term, but that it is necessary to address imbalances in the structure of our current stock, particularly to address demographic change and household formation patterns.
- 5.303 The availability of mortgage lending is likely to be a crucial factor in future housing demand, and therefore supply. Housing charity Shelter estimates that only 20% of 25-34 year olds will be on the property ladder by 2020, which represents a sharp reduction from the 60% figure recorded just ten years ago.

- 5.304 The Government have introduced some initiatives to help first time buyers, such a Help to Buy and their 'Starter Homes programme, however these initiatives rely upon the ability of the buyers to obtain suitable mortgages and to have access to a deposit.
- 5.305 When considering future market supply, we would expect future supply to focus on the provision of 2 or 3 bedroom properties, with reduced provision of 4+ bedroomed properties, which the district already has a significant supply of (in relation to household size).
- 5.306 Housing supply for older people is likely to be one of Eden's biggest challenges in the coming years, alongside continuing to provide much needed affordable housing. We know that older people wish to remain in their own homes for as long as possible and we also know that smaller household size does not necessarily equate to aspirations for smaller living spaces. It is clear that future market housing needs to provide more flexible options to better suit the needs of our ageing population.
- 5.307 We also acknowledge that demand for communal accommodation may increase, the need for residential care provision and other such similar services, however there may be opportunities to look for alternative options to meet this need, as for many older people the idea of 'care home' living is not appealing. Instead, extra care accommodation could be a preferred option, where varying degrees of care can be provided whilst retaining the older person's aspirations for independent living. A recent scheme at Kirkby Stephen (Mill Gardens) has recently opened in this format and proved to be a popular choice.
- 5.308 There is also a need to consider those under 65 who will require some form of 'supported housing', whether that is in medical or care establishments. On the whole, those suffering from a disability and requiring support is expected to decrease, nevertheless we need to be mindful that this need is not overlooked when concentrating on older peoples supported housing needs.
- 5.309 It is clear from the evidence provided above that there are some significant and potentially complex challenges facing housing policy and supply in the coming years. Undoubtedly, significant attention will need to be paid to the demographic change and household formation patterns that will shape the population of Eden in the future.

Conclusions

- 6.1 The focus of the SHMA has been to consider the overall need for housing, the need for different types of homes and housing need for different groups.
- 6.2 In this final section we will draw together the proceeding analysis to draw out key conclusions regarding housing need.

Assessment of Housing Need

- Parts 1-4 of this SHMA (see separate document) established our best estimate of our 'objectively assessed' housing need. We calculated a need for 3,600 new homes in Eden over the period 2014-32 (200 homes per year).
- This figure is mostly driven by a need to 'replace' lost workers and fill new jobs.
- Within this there is a potential need for 3,039 affordable homes - however a combination of 'churn' in the affordable sector (social re-lets) and new build affordable housing should mean this target is exceeded. We re-ran our calculations pegged to past affordable housing supply and adding 'existing households falling in to need' and this suggested our 200 homes per year figure is enough to deliver sufficient affordable housing.

Current Housing Market

- 6.3 The study provides up to date information on the housing stock in Eden. The 2011 Census reported that there are a total of 25,308 dwellings and 23,043 households.
- 6.4 Overall in Eden:
- 38% of properties are detached, 30% are semi-detached, 22% are terraced, 6.5% are flats and 3% are other property types (inc shared accommodation).
 - 70.5 % of properties are owner occupied, 10% are affordable and 16% are privately rented.
- 6.5 Households in Eden currently under occupy the existing dwelling stock, with 47% of households living in a property with two or more spare bedrooms, Eden has an average household size of just 2.2.

Future Housing Mix

- 6.6 The projections for housing mix are driven by long term demographic factors, namely ageing population. Over the last decade the analysis points to a shift towards smaller properties, but also growth in private renting in particular.
- 6.7 There is a projected need for more 2 and 3 bedroom homes, to attract or retain young families, provide more affordable housing options, allow the older population to 'downshift' more easily and address the present imbalances between stock size and household size.

- 6.8 Type of housing may be more important than size, for example a house or bungalow may be more attractive than a flat. We also know that there is limited demand for one bedroom houses (except in the affordable sector).
- 6.9 There will be increased demand placed upon the private rented sector, with households who are unable to buy, and affordable housing demand is also likely to remain high, particularly affordable rent.

Meeting Needs of Specific Groups

- 6.10 The SHMA indicates that a particular driver of housing need over the period to 2032 will be a growing population of older people, particularly in the over 80 age group. Demographic change is likely to see a requirement for additional levels of care/support along with the provision of specialist accommodation in both the market and affordable sectors.
- 6.11 However, many older people will seek to remain living in mainstream housing. Some may require support to do so, including adaptations to properties to meet their changing needs. We can also expect some older households to consider downsizing, particularly in the market sector to release equity within their homes and potentially reduce the costs associated with maintaining a home. Planning for and accommodating this will be important, such as through provision of smaller homes (albeit often with more than 1 bedroom) in accessible locations to meet localised needs.

Concluding Remarks

- 6.12 Appropriate housing and planning policies have a fundamental role to play in the delivery of thriving, inclusive and sustainable areas. These policies need to be underpinned with high quality data.
- 6.13 The report signposts future strategic challenges which includes the ongoing delivery of new market and affordable housing to address need and support economic growth; diversifying the range of affordable tenures available to local residents; improving the condition and energy efficiency of existing stock; and addressing the requirement of an increasingly ageing population and vulnerable groups.
- 6.14 It will also be important to allow for flexibility as every site and location is different.

Appendix 1 - Useful Definitions

Household

A household is defined as:

- One person living alone; or
- A group of people (not necessarily related) living at the same address who share cooking facilities and living/siting room or dining room.

This includes:

- Sheltered accommodation units in an establishment where 50% or more have their own kitchen.
- All people living in caravans on any type of site that is their usual residence.

Household Space

The accommodation occupied by an individual household or, if unoccupied, available for an individual household.

Other Households

Are households other than those consisting of one family only, or single person households. It includes households with more than one family; households comprised of unrelated adults sharing; those including one family with other unrelated adults; all full-time student households and all aged over 65 (but not spouses or parent and child).

Age

"Age is derived from the date of birth question and is a person's age at their last birthday. Dates of birth that imply an age over 115 are treated as invalid and the person's age is imputed. Infants less than one year old are classified as 0 years of age."

Mean Age

Mean age is calculated by dividing the sum of each person's age by the number of people. Ages are the age at last birthday (in whole years).

Median Age

The median age is the middle value when all the ages are arranged in order from youngest to oldest. Ages used are the age at last birthday (in whole years).

Usual Resident

"The main population base for outputs from the 2011 Census is the usual resident population as at census day 27 March 2011. Although the population base for enumeration included non-UK short-term residents, this population is analysed separately and is not included in the main outputs from the 2011 Census. All outputs, unless specified, are produced using only usual residents of the UK.

For 2011 Census purposes, a usual resident of the UK is anyone who, on census day, was in the UK and had stayed or intended to stay in the UK for a period of 12 months or more, or had a permanent UK address and was outside the UK and intended to be outside the UK for less than 12 months."

Communal Establishment

Is an establishment providing managed residential accommodation. 'Managed', in this context means full-time or part-time supervision of accommodation. Communal Establishments include sheltered accommodation, prisons, hotels, guest houses, B&Bs, pubs and all accommodation provided solely for students (term-time).

Dependent Child

Is any person aged 0-15 or 16-18 and in full time education. It does not include any people aged 16-18 who have a spouse, partner or child living in the household.

Appendix 2 - SHOP Analysis Tool Assumptions

		Current Market Split		2030 Market Split	
Type of Accommodation	Housing Demand (per 1000 75+)	Rent	Sale	Rent	Sale
Sheltered Housing	125	82%	18%	82%	18%
Enhanced Sheltered Housing	20	56%	44%	56%	44%
Extra Care Support	25	47%	53%	47%	53%
Residential Care	65				
Nursing Care	45				

These assumptions can be used to estimate future need.

Appendix 3 - Planning Practice Guidance

How should the needs for all types of housing be addressed?

Once an overall housing figure has been identified, plan makers will need to break this down by tenure, household type (singles, couples and families) and household size. Plan makers should therefore examine current and future trends of:

- the proportion of the population of different age profile;
- the types of household (eg singles, couples, families by age group, numbers of children and dependents);
- the current housing stock size of dwellings (eg one, two+ bedrooms);
- the tenure composition of housing.

This information should be drawn together to understand how age profile and household mix relate to each other, and how this may change in the future. When considering future need for different types of housing, plan makers will need to consider whether they plan to attract a different age profile eg increasing the number of working age people.

Plan makers 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.

Identifying the need for certain types of housing and the needs of different groups is discussed below in more detail.

The Private Rented Sector

Tenure data from the Office of National Statistics can be used to understand the future need for private rented sector housing. However, this will be based on past trends. Market signals in the demand for private rented sector housing could be indicated from a change in rents. Evidence can also be sourced from the English Housing Survey, which will provide at national level updated information on tenure trends, Office of National Statistics Private Rental Index, the Valuation Office Agency, HomeLet Rental Index and other commercial sources.

People Wishing to Build Their Own Homes

The Government wants to enable more people to build their own home and wants to make this form of housing a mainstream housing option. There is strong industry evidence of significant demand for such housing, as supported by successive surveys. Local planning authorities should, therefore, plan to meet the strong latent demand for such housing. Additional local demand, over and above current levels of delivery can be identified from secondary data sources such as: building plot search websites, 'Need-a-Plot' information available from the Self Build Portal; and enquiries for building plots from local estate agents. However, such data is unlikely on its own to provide reliable local information on the local demand for people wishing to build their own homes. Plan makers should, therefore, consider surveying local residents, possibly as part of any wider surveys, to assess local housing need for this type of housing, and compile a local list or register of people who want to build their own homes.

Family Housing

Plan makers can identify current numbers of families, including those with children, by using the local household projections.

Housing for Older People

The need to provide housing for older people is critical given the projected increase in the number of households aged 65 and over accounts for over half of the new households (Department for Communities and Local Government Household Projections 2013). The age profile of the population can be drawn from Census data. Projection of population and households by age group should also be used. Plan makers will need to consider the size, location and quality of dwellings needed in the future for older people in order to allow them to live independently and safely in their own home for as long as possible, or to move to more suitable accommodation if they so wish. Supporting independent living can help to reduce the costs to health and social services, and providing more options for older people to move could also free up houses that are under occupied. The future need for specialist accommodation for older people broken down by tenure and type (eg sheltered, enhanced sheltered, extra care, registered care) should be assessed and can be obtained from a number of online tool kits provided by the sector. The assessment should set out the level of need for residential institutions (Use Class C2). Many older people may not want or need specialist accommodation or care and may wish to stay or move to general housing that is already suitable, such as bungalows, or homes which can be adapted to meet a change in their needs. Local authorities should therefore identify particular types of general housing as part of their assessment.

Households with Specific Needs

There is no one source of information about disabled people who require adaptations in the home, either now or in the future. The Census provides information on the number of people with long-term limiting illness and plan makers can access information from the Department of Work and Pensions on the numbers of Disability Living Allowance/Attendance Allowance benefit claimants. Whilst these data can provide a good indication of the number of disabled people, not all of the people included within these counts will require adaptations in the home. Applications for Disabled Facilities Grant will provide an indication of levels of expressed need, although this could underestimate total need. If necessary, plan makers can engage with partners to better understand their housing requirements.

Student Housing

Local planning authorities should plan for sufficient student accommodation whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus. Student housing provided by private landlords is often a lower-cost form of housing. Encouraging more dedicated student accommodation may provide low cost housing that takes pressure off the private rented sector and increases the overall housing stock. Plan makers are encouraged to consider options which would support both the needs of the student population as well as local residents before imposing caps or restrictions on students living outside of university-provided accommodation. Plan makers should engage with universities and other higher educational establishments to better understand their student accommodation requirements.

Paragraph: 021 Reference ID: 2a-021-20150326

<http://planningguidance.planningportal.gov.uk/blog/guidance/housing-and-economic-development-needs-assessments/methodology-assessing-housing-need/>