

Retford Town Centre

Housing Needs Assessment (HNA)

October 2022

Quality information

Prepared by	Checked by	Approved by
Paul Avery Principal Housing Consultant	Kerry Parr Associate Director	Kerry Parr Associate Director

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Prepared for: Retford Town Centre Neighbourhood Planning Group

Prepared by:

AECOM Infrastructure & Environment UK Limited
Aldgate Tower
2 Leman Street
London E1 8FA
United Kingdom
aecom.com

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Table of Contents

1. Summary	6
Conclusions- Type and Size	6
The current housing mix	6
Demographics	7
Occupancy patterns	7
The future housing mix	7
Conclusions- Tenure and Affordability	8
Conclusions- Specialist Housing for Older People	11
Existing supply of specialist housing	11
Characteristics of the current older population	12
Projected demographic change and need for specialist housing	12
Accessibility and adaptability	13
2. Context	14
Local context	14
The NA boundary	15
Headline population and housing statistics	17
The Housing Market Area Context	17
Planning policy context	18
Policies in the adopted local plan	19
Policies in the emerging local plan	20
Quantity of housing to provide	21
3. Approach	22
Research Questions	22
Type and Size	22
Tenure and Affordability	22
Specialist Housing for Older People	22
Relevant Data	22
4. RQ 1: Type and Size	24
Introduction	24
Existing types and sizes	24
Background and definitions	24
Dwelling type	25
Dwelling size	26
Age and household composition	28
Age	28
Household composition	30
Occupancy ratings	31
Suggested dwelling mix	31
Approach and limitations	31
Data inputs	33
Suggested dwelling size mix	35
Conclusions- Type and Size	39
The current housing mix	39
Demographics	39
Occupancy patterns	40

The future housing mix.....	40
5. RQ 2: Tenure, Affordability and the Need for Affordable Housing	42
Introduction	42
Current tenure profile	43
Affordability	45
House prices	45
Income	48
Affordability Thresholds	48
Affordable housing- quantity needed.....	55
Affordable Housing policy guidance	61
Conclusions- Tenure and Affordability	64
6. RQ 3: Specialist housing for older people	68
Introduction	68
Current older population.....	69
Current supply of specialist housing for older people	69
Tenure-led projections	70
Housing LIN-recommended provision	75
HEDNA findings	76
Conclusions- Specialist Housing for Older People	76
Existing supply of specialist housing	76
Characteristics of the current older population	77
Projected demographic change and need for specialist housing	77
Accessibility and adaptability.....	78
7. Next Steps.....	79
Recommendations for next steps.....	79
Appendix A : Calculation of Affordability Thresholds.....	80
A.1 Market housing	80
i) Market sales	80
ii) Private Rented Sector (PRS).....	82
A.2 Affordable Housing	83
i) Social rent.....	83
ii) Affordable rent.....	83
iii) Affordable home ownership	84
Appendix B : Housing Needs Assessment Glossary	88

List of acronyms used in the text:

BDC	Bassetlaw District Council
DLUHC	Department for Levelling Up, Housing and Communities (formerly MHCLG)
HEDNA	Housing and Economic Development Needs Assessment
HMA	Housing Market Area
HNA	Housing Needs Assessment
HRF	Housing Requirement Figure (the total number of homes the NA is expected to plan for, usually supplied by LPAs)
HLIN	Housing Learning and Improvement Network
HRP	Household Reference Person
LHN	Local Housing Need
LPA	Local Planning Authority
NA	Neighbourhood (Plan) Area
NP	Neighbourhood Plan
NPPF	National Planning Policy Framework
ONS	Office for National Statistics
PPG	Planning Practice Guidance
PRS	Private Rented Sector
RQ	Research Question
RTCNPG	Retford Town Centre Neighbourhood Planning Group
SHMA	Strategic Housing Market Assessment
VOA	Valuation Office Agency

1. Summary

1. Retford Town Centre is a Neighbourhood Area located in the local authority area of Bassetlaw. The Neighbourhood Area (NA) boundary is a bespoke geography created for the purpose of the Neighbourhood Plan, covering the core area of town centre activities in Retford. The Neighbourhood Plan looks ahead to 2038 in line with the emerging Bassetlaw Local Plan.
2. The population of the Retford Town Centre NA is estimated to be around 750 people in 2022. The current number of dwellings is approximately 487, representing an increase of 31% on the number existing at the time of the 2011 Census. These figures apply to the best available proxy area for the NA, which is slightly different to the designated boundary for reasons of data accessibility.
3. Although Bassetlaw District Council (BDC) has provided Retford with a target of 2,272 additional dwellings to be delivered between 2020 and 2038, the Town Centre is not expected to contribute to any specific housing target. That said, there is potential for development in the NA over and above its effective minimum target of 0 additional homes.
4. This Executive Summary details the conclusions of each chapter of the report, addressing the three research questions formulated at the outset of the research.

Conclusions- Type and Size

The current housing mix

5. The current dwelling mix in Retford Town Centre is dominated by flats, which make up two-thirds of all homes. This stands in stark contrast to the low proportion of flats across wider Retford and Bassetlaw, at 12% and 7% respectively. Development of new homes since 2011 in the NA, of which 86% were flats, has had the effect of exaggerating this already distinctive feature of the market. Of the remaining homes, half are terraces and the rest are evenly split between detached and semi-detached houses. Houses have formed a minimal proportion of recent development.
6. In terms of dwelling size, a combined 76% of homes in the Town Centre have 2 bedrooms or fewer – a finding that aligns with the dominance of flats discussed above. Although there is a reasonable share of 3 bedroom homes, properties with 4 or more bedrooms are very rare. Recent development has broadly followed existing patterns, with a focus on smaller homes and only a single 4+ bedroom home built since 2011. There has, however, been a significant injection of studio apartments, which is understood to have been driven by a recent uptick in business and retail to residential conversions.
7. The wide availability of larger and less dense dwelling options across Retford as a whole supports a view of the housing market in which households can relocate in and out of the town centre as their needs and preferences change. In this context the Town Centre's seemingly imbalanced dwelling mix in terms of type and size is not necessarily a problem for local people.

Demographics

8. The age structure of the population is a key indicator of the future need for housing. The Town Centre population is estimated to have aged since 2011, with growth in the age groups above 45 (and marginal growth in the number of children), while the population of younger adults has decreased slightly. This broadly aligns with the trends observed in the initial 2021 Census results for Bassetlaw as a whole.
9. Retford Town Centre has a generally younger population than wider Retford and Bassetlaw with two key exceptions: the NA has fewer children than and a higher representation of people aged 85+. The large proportion of working-age people and absence of young children is typical for a relatively urban location.
10. Applying ONS household projections for Bassetlaw to the Retford Town Centre population in 2011 suggests that population growth can be expected to be driven by the oldest households, with the 65+ age group expanding by 67% to become the largest single group while all other age bands grow much more slowly or even decline.
11. However, the population of Bassetlaw is not ageing equally across its various settlements and neighbourhoods, and the mix of available housing can play a direct role in how the population evolves. For Retford Town Centre in particular, it is plausible that as the population ages its middle-aged residents (to take one example) may move into more spacious accommodation in the wider town or elsewhere and be replaced by other younger households attracted by the affordability of smaller flats and the centre's lifestyle offer. This would mitigate the general trend toward ageing projected for the Bassetlaw population overall.

Occupancy patterns

12. In 2011 Retford Town Centre had a far higher proportion of single person households than wider averages, a group that expanded by 35% between 2001 and 2011 and three-quarters of whom were aged under 65. This is unsurprising given the large number of flats with 2 or fewer bedrooms, which tend to accommodate single and younger people. Of the 39% of households composed of families, more had no children than had dependent children – a situation that is reversed across all the comparison areas.
13. Also as of the 2011 Census, 68% of households in the NA had at least one more bedroom than they would be expected to need, and 22% had at least two extra bedrooms. This is perhaps surprising given the relatively small housing stock. However, the data reviewed above suggests that many people live alone in 2 bedroom properties. Under-occupancy was most common among couples with no children, older households and single people. Over-occupancy (where there are too few bedrooms) was most prevalent among households with children, in particular adult children – suggesting they struggle to move out and form their own independent households for affordability reasons.

The future housing mix

14. It is possible to estimate the size mix of future homes that might best accommodate demographic trends and address imbalances in the existing housing stock. The result of this process, undertaken for Retford as a whole, suggests that a balanced mix of dwelling sizes is needed to 2038, with roughly 30% of homes having 1-2 bedrooms, 40% having 3

bedrooms, and the remaining 30% having 4 or more.

15. The question of how Retford Town Centre should contribute to meeting the dwelling size needs of the town as a whole has no definitive answer because the NA is not an isolated housing market. Rather, it functions reciprocally with the surrounding town. Considerations the RTCNPSG might take into account when formulating a policy approach on this topic include the role the Town Centre should play in the wider market, variety in the housing stock, demographic change, affordability, and the efficient use of land.
16. For example, to improve diversity of housing choice within the Town Centre specifically, a dwelling mix focused on larger sizes and promoting houses rather than flats would be appropriate. However, to achieve diversity across the town as a whole would involve embracing the current role played by the town centre and continuing to deliver smaller flats on the assumption that larger homes will continue to be built elsewhere in Retford.
17. AECOM's recommendation is for a compromise between, on one hand, diversifying the Town Centre mix and accommodating a broader range of demographic groups, and, on the other hand, accepting existing density patterns and improving affordability. On the balance of the various factors listed in the main body of this chapter, a dwelling size mix for future development in the Town Centre might include 20% homes with 1 bedroom, 30% with 2 bedrooms, 35% with 3 bedrooms, and 15% with 4 or more bedrooms.
18. This recommendation, which is a starting point for further consideration, applies across all tenures. However, to the extent that the mix can be influenced within specific tenure categories and sites at neighbourhood level, affordable rented homes should generally be smaller and market homes larger. The Bassetlaw (Housing and Economic Development Needs Assessment (HEDNA) and affordable housing waiting list offer relevant guidance on this issue.

Conclusions- Tenure and Affordability

Current tenure profile

19. In Retford Town Centre, home ownership is relatively uncommon: the proportion of people who own their homes, at 23%, was around a third of the rate seen across Retford, Bassetlaw and England in 2011. Correspondingly, a far larger share of the population rented their homes from private and social landlords – at 44% and 32% respectively. The high number of social rented homes suggests ample provision for those in the greatest financial need.
20. A large private rented sector is not uncommon for urban areas, where work and lifestyle factors tend to attract people at particular stages of their lives when flexibility is a priority. Although private renting thereby serves an important function, encouraging more owner-occupation could have positive effects on community cohesion and demographic balance. It is notable that there were no homes in shared ownership in the Town Centre in 2011. This and other tenure products providing a subsidised route to ownership could prove a valuable addition to the market in future.

21. It is not possible to tell definitively how many of the 115 new homes built since 2011 fall into different tenure categories, but applying Bassetlaw's Affordable Housing policy requirements to the relevant sites suggests that around 28 new affordable homes may have been delivered in this period.

Housing costs

22. Home values in the Town Centre have increased over the past ten years, following a gentle upward trajectory with some year-on-year fluctuations. The current median house price (middle number when arranged from lowest to highest) is £110,250, which is 50% higher than the 2012 average. The lower quartile price (the lowest 25% of prices, used as a good proxy for entry-level housing) stands at £98,750, which is 37% higher than its level in 2012. These growth rates align with those of wider Retford, at 48% and 34% respectively.
23. Overall average property prices in the Town Centre appear lower than wider Retford and Bassetlaw on first glance, but this is because of the different mix of house types and sizes available in the three areas. When compared on a like-for-like basis, prices in the Town Centre are in fact slightly higher. The only exception is detached houses, which appear more expensive in the wider area, likely because of their size and amount of outdoor space.

Tenure options

24. AECOM has estimated the annual income required to afford various tenures of housing in the Town Centre and wider Retford – each of which is explained in detail in Appendix A. These thresholds are compared to incomes to determine which options are the most appropriate for local people going forward.
25. The average household income in the part of Retford covering the Town Centre was £36,800 in 2018, and the lower quartile income (per person) for Bassetlaw was £15,379 in 2020. The Bassetlaw HEDNA cites a median income for Retford of £28,500 in 2020, which is similar to a household with two lower earners.
26. It was found that local households on average incomes (including those with two lower earners) are able to afford most forms of market housing for sale in the Town Centre and some of the entry-level options in the wider town, but not its largest detached properties. Single people on lower quartile earnings, however, appear unable to afford any market purchase options without the advantage of additional savings.
27. Private renting follows a similar pattern: the price benchmarks used, for both smaller units in the Town Centre and larger ones beyond, are generally affordable to households on average or dual lower incomes, but not to single individuals on low incomes. Even the rent on an average 1 bedroom property in the Town Centre would require nearly double the income available to this group.
28. Subsidised routes to home ownership like First Homes and shared ownership are intended to target people who can afford to rent but not to buy. However, in the case of the Town Centre, there is a relatively narrow gap between the income needed to afford to rent and to buy. As such, affordable home ownership products appear able to also reach

people who cannot afford to rent, and may help renting households upgrade to larger properties as their needs evolve.

29. The discount on First Homes can be set at 30%, 40% or 50% in Neighbourhood Plans, and it is considered that a 30% discount is suitable in the Town Centre based on affordability testing. There is also a risk that higher discounts would bring sales prices too close to build costs or make affordable rented housing harder to deliver due to development viability issues.
30. Affordable rented housing appears generally affordable to households with two lower earners (average earning households are unlikely to be eligible). Single lower earners can afford social rents but not affordable rents. Social rent should therefore be protected as far as possible. If unable to secure a social rented dwelling or additional subsidy, single lower earners may need to live in a room in a shared house using housing benefits.

Quantity of Affordable Housing needed

31. The 2020 Bassetlaw HEDNA identifies a need for 54 net additional affordable rented homes each year across Retford. For affordable home ownership the gross need is for 19 units per year, but the net need after the supply of lower cost market housing is deducted falls to a surplus of 26 units per year.
32. On the basis that the share of this need attributable to the Town Centre in proportion to its share of the Retford population (2.5%), this suggests that the Town Centre will need around 1.3 affordable rented homes and 0-0.5 units of affordable home ownership per year (or 20 and 0-8 in total by the end of the Neighbourhood Plan period).
33. However, it may not be true in practice that the Town Centre's needs are in proportion to population statistics, particularly given the very different current rates of social renting between the NA and wider averages. It is therefore useful to calculate equivalent estimates at neighborhood scale using data supplied by BDC and from other sources.
34. As of August 2022, there are 286 households across Retford waiting for affordable rented housing, the majority of whom are classed as senior citizens. There are also around 64 re-lets of affordable rented housing per year according to the HEDNA (rising to 73 in 2020-21 in the latest BDC data), which can accommodate newly arising needs.
35. The result of the AECOM estimates of need for the Town Centre specifically suggest very little long-term unmet need for affordable rented housing, equating to around 0.1 households per year or 2 over the entire Plan period, and potential demand for affordable home ownership in the region of 7 households per year or 129 over the Plan period.
36. The former estimate is so low because of the large existing social rented sector and the high number of re-lets relative to the projected newly arising need. Effectively, turnover through vacancies should be enough to accommodate future needs. That said, there remains an existing backlog of need, the homes that come available may not be appropriate to those on the list, and the Town Centre may still be expected to contribute to meeting the needs of the wider area. Therefore a limited amount of affordable rented housing should still be encouraged.

37. The latter estimate, for affordable home ownership, is relatively high because it expresses potential demand from households who are largely adequately housed but may have an aspiration to own. Their needs cannot be satisfied by vacancies in existing homes because no shared ownership existed in the NA in 2011 and First Homes are yet to be delivered on the ground.

Affordable Housing tenure mix

38. Affordable Housing is typically provided and made financially viable by District-wide planning policies that require it to be included at a set proportion of market housing developments. Bassetlaw's adopted policy on this subject (CS3) requires 25% of all new housing in Retford to be affordable. This is a policy area within the remit of the Local Planning Authority, but it is worth considering what the most appropriate mix of Affordable Housing products might be in the Town Centre specifically.
39. AECOM recommends that the tenure mix of Affordable Housing secured in future years gives slightly higher priority to affordable home ownership options (60%) than the emerging Local Plan default (50%), with the remainder protecting affordable rented provision. The reasons for this are the already high rate of social renting in the NA, the higher potential demand for ownership options in the AECOM estimates, and the value provided by all forms of Affordable Housing tested in the affordability assessment earlier in this chapter. In addition to broadening housing choice generally, the addition of affordable routes to home ownership would help to accommodate (primarily younger) households currently living in the private rented sector who wish to put down roots in the Town Centre.
40. There is no obligation to follow this recommendation or to depart from the emerging Local Plan default mix if that is more in line with the community's objectives. Further discussion with BDC about the options and their advice would be beneficial, and could cover issues beyond the scope of this report, such as development viability.

Conclusions- Specialist Housing for Older People

Existing supply of specialist housing

41. There are no specialist accommodation schemes or care homes within the designated NA boundary at present, according to the Elderly Accommodation Counsel search tool. There are, however, 351 units of specialist accommodation across 9 schemes elsewhere in Retford. 81% of the units are available for rent through a social landlord, with the remaining 19% available (when vacant) for market purchase.
42. All of the units in Retford are classed as retirement or age-exclusive housing with minimal care. There are no options that are classed as extra-care for those with more severe support needs. There are, however, also 254 bedspaces in 7 care homes in Retford. 67% of these offer some form of nursing care or support for dementia, and therefore serve the needs of a similar segment of the population.

Characteristics of the current older population

43. There are currently estimated to be around 98 individuals aged 75 or over in Retford Town Centre, representing 13% of the population. For Retford as a whole, the population aged 75+ is in the region of 2,591 people – or 11% of the total.
44. A clear majority of households aged 55-75 in 2011 (and therefore likely to reach the 75+ bracket by 2038) are owner occupiers, and nearly three-quarters of them own their homes outright. Most of the remaining 22% who do not own live in social rented accommodation. This is important because those currently owning will require specialist accommodation for market purchase, being largely ineligible for subsidised housing, while those in private or social rent will need to rely on subsidised rented housing because they are unlikely to have the funds to buy. Rates of disability are also higher among social tenants than owner-occupiers.
45. It is interesting to observe that a much higher proportion of people aged 65+ living in the Town Centre have no long-term health condition that limits their day-to-day activities (61%) than Retford as a whole (41%). More of the older people living in the Town Centre are therefore able to live independently and have active lifestyles than elsewhere.
46. It is, however, unclear whether the healthier older population of the Town Centre is a consequence of the lack of specialist provision or easily adaptable dwelling types that would allow relatively less healthy people to live there, or an effect of other factors (such as leisure and community amenities) that attract active older people to this location. Both possibilities support the idea that the Town Centre plays a particular role in the market of wider Retford, with residents able to self-sort based on their needs and the options available. How far to accept or change this status quo is a policy consideration for the Neighbourhood Plan.

Projected demographic change and need for specialist housing

47. The 75+ population of the Town Centre is projected to increase to 156 people over the Plan period, or 19% of the population in 2038. The equivalent figure for wider Retford is 4,112 people, which is 16% of the projected total. The two growth rates (from current levels) are similar at just under 60%, and are close to the projection for Bassetlaw of 70% identified in the HEDNA.
48. The growth in the older population, which, rather than the total, is the focus of the estimates of need here, is converted into households because some older people will be cohabiting in old age. The projected household (as opposed to population) growth is 41 in the Town Centre and 1,086 across Retford.
49. The potential need for specialist housing with some form of additional care for older people can be estimated by bringing together data on population projections, rates of disability, and what tenure of housing the current 55-75 cohort occupy in the NA. This can be sense-checked using a toolkit based on national research and assumptions.
50. These two methods of estimating the future need in Retford Town Centre produce a range of 14 to 16 specialist accommodation units that might be required during the Plan period. For Retford as a whole the estimated range is 382 to 620.

51. These headline results have been compared with the estimates calculated for Bassetlaw to 2037 in the HEDNA, and are broadly in line with what would be expected if the Bassetlaw results were prorated based on population statistics.
52. The HNA estimates are also broken down by tenure and level of support required. Broadly, 60-75% of the need is for accommodation offered for market purchase. This chimes with the fact that 81% of the current supply of specialist housing in Retford is socially rented, leaving a gap in the market for homes for purchase.
53. Though the two estimates differ more strongly on this point, around 50-70% of the need is found to be for sheltered housing with limited support rather than with extra-care. This could be adjusted upwards in light of the fact that none of the homes currently on offer are classed as extra-care. Although there are many nursing care beds in Retford, this is a different proposition in terms of independence and funding options.

Accessibility and adaptability

54. Given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another avenue open to the RTCNPG is to discuss the standards of accessibility and adaptability required of new development with BDC. There is a particularly high degree of overlap between the groups served by sheltered specialist housing and adapted mainstream housing, so the unmet need for such homes identified here can be reduced through this avenue.
55. Draft Local Plan policy ST31 provides explicit encouragement for specialist development to accommodate older people. However, it does not set specific targets for the proportion of new housing that might be required to meet national standards for accessibility and adaptability (Category M4(2)), or for wheelchair users (Category M4(3)). The evidence gathered here would appear to justify ambitious requirements on accessibility and adaptability if this has BDC's support. It is unclear whether Neighbourhood Plans can set their own requirements for the application of the national standards of adaptability and accessibility for new housing, so discussions with BDC are advised if this is a key priority. It is also worth emphasising that it is possible and not uncommon for flats to meet these standards.

2. Context

Local context

56. Retford Town Centre is a Neighbourhood Area (NA) located in Bassetlaw, Nottinghamshire. Retford is a historic market town located east of Sheffield, west of Lincoln and north-east of Nottingham, and is considered one of the three main settlements in Bassetlaw. The town is well-served by public transport, services and amenities, many of which are concentrated in the Town Centre – notably retail, leisure and employment.
57. The Neighbourhood Area (NA) boundary has been drawn to encompass the core area of town centre activities in Retford and is bound by established geographical features: the shopping developments to the north, Arlington Way to the east, Chersterfield Canal and Carolgate to the south, and the Hospital Road and Kings' Park to the west. The NA was formally designated in March 2021 and modified in September 2021 to include the whole extent of Bridge Gate. A map of the area is shown in Figure 2-1 below.

Figure 2-1: Map of the Retford Town Centre Neighbourhood Area



Source: BDC Neighbourhood Area Modification Decision Statement, 2021

58. The proposed Neighbourhood Plan period starts in 2023 and extends to 2038, therefore comprising a planning period of 15 years. The evidence supplied in this report will look forward to the Plan end date of 2038, but where possible will also provide annualised figures which can be extrapolated to a different term if the Plan period changes.
59. The NA has a clear role as a leisure and retail centre for the wider town and its rural hinterland. The goal of ensuring a suitable housing stock for residents' future needs

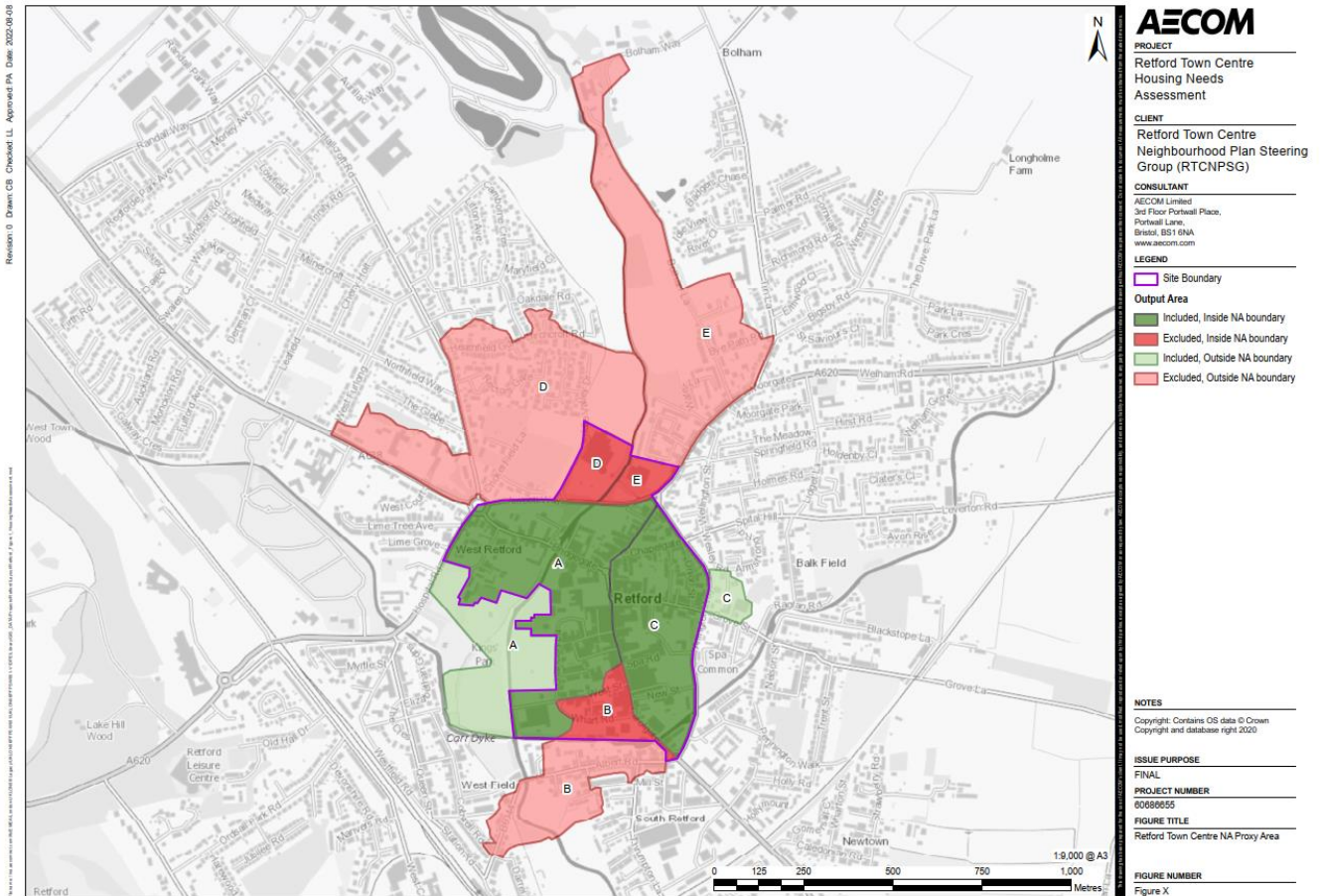
therefore sits alongside clear objectives to protect and enhance the vitality of the local economy. Other important contextual factors include the preservation of the Town Centre's built heritage, the increasing pressures on its infrastructure as wider Retford continues to grow, and ambitions around accessibility and energy efficiency.

60. Similarly, the housing market of the Town Centre is not self-contained, but plays a particular functional role in relationship with wider Retford and the surrounding rural area. As such, it is relevant to consider the potential needs of Retford as a whole at relevant points in this study and to consider the nature of the specific role the Town Centre plays.

The NA boundary

61. For the purpose of the Census and other datasets that align with it, England is made up of statistical units called Output Areas (OAs) and their higher order equivalents. When an NA does not relate to an established parish, ward or other existing area, the boundary needs to be recreated using the most accurate available combination of OAs.
62. In this case the bespoke NA boundary cannot be perfectly recreated using OAs. In fact, it includes parts of five different OAs, none of which are wholly contained by it. A judgement therefore needs to be made about which OAs to include and which to exclude when creating the best proxy area. Two of the five relevant OAs fall predominantly within the NA boundary, while the other three mostly cover areas beyond it.
63. The approach agreed with RTCNPG is for the two OAs falling predominantly within the boundary to be included and the others excluded. This is shown in the map in Figure 2-2 overleaf, in which green areas are included in the proxy area and red areas are excluded. The darker shaded areas fall within the NA boundary and the lighter shaded areas extend beyond it. It can therefore be seen, taking area D as an example, that this area was excluded because a much larger part of it falls outside than inside the NA boundary.
64. The two OAs that make up the proxy area for the NA have the code numbers E00142771 and E00142724, and are labelled A and C in the map respectively. Unless otherwise stated, the data presented for Retford Town Centre in this report will relate to the proxy area shown in green.
65. Overall, more area within the NA boundary (in dark red) is excluded from the proxy area than is included from parts of Retford outside of the NA boundary (in light green). This means that the counts of population and dwelling figures given subsequently are likely to be an underestimate.

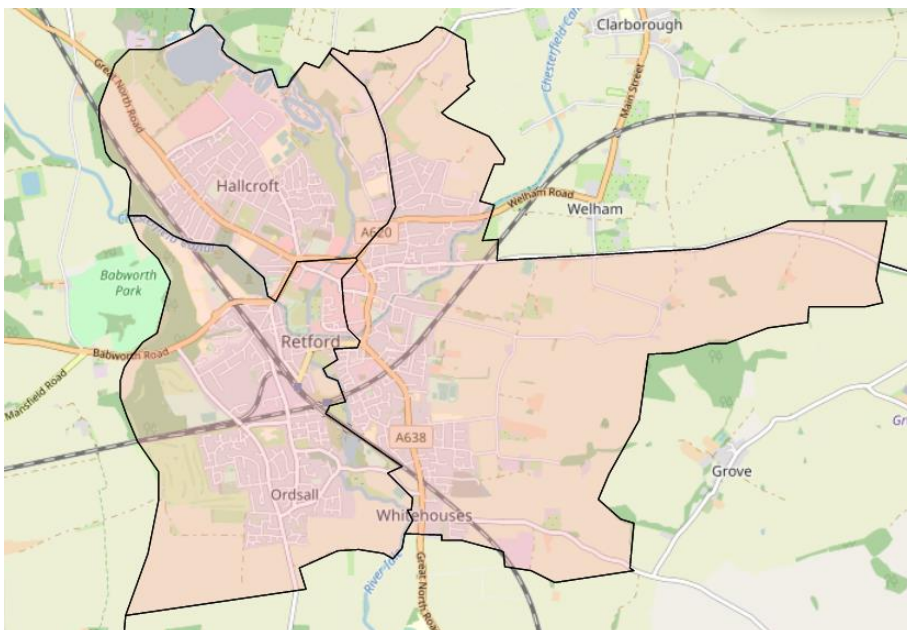
Figure 2-2: Map of the Retford Town Centre HNA Proxy Area



Source: AECOM GIS

66. When looking to the characteristics and needs of wider Retford, the proxy area used is a combination of the four wards that cover Retford town. In Census terms these four wards equate exactly to three Medium Super Output Areas (MSOAs). A map of this area is shown in Figure 2-3 below.

Figure 2-3: Map of the wider Retford area used for comparison



Source: AECOM GIS

Headline population and housing statistics

67. The statistics show that at the time of the 2011 Census the NA had a total of 551 residents, formed into 319 households and occupying 372 dwellings. These figures apply to the slightly different proxy area displayed in Figure 2-2 above.
68. Bassetlaw District Council (BDC) have provided a detailed account of the new homes that have been built within the NA since 2011, which tallies to 115 net additional dwellings (or growth of 31%). This figure applies precisely to the full designated NA (i.e. not the proxy area). This brings the current total to roughly 487 homes, noting that this will not be fully accurate due to the discrepancy in the boundaries used for the two components of the total. As a sense-check, BDC have provided an up-to-date dwelling count for the actual designated NA in August 2022. This tallies to 474, which is within a small margin of error of the figure reached above.
69. There is no perfect source for bringing the total population of the NA up to date, but it can be estimated in two ways. The first is to use the growth in the number of dwellings. Assuming that the 115 additional dwellings house the same number of people as the average dwelling in 2011, which was 1.73, they can be expected to accommodate around 199 additional residents in total. Added to the 2011 population, this suggests a current population of around 750.
70. The second method is to refer to Office for National Statistics (ONS) mid-year population estimates for small areas. These estimates are not available for the small, bespoke NA boundary, but are available for a wider area that includes the whole NA but also extends from the train line in the south west to cover all of Moorgate and Spital Hill in the north east. It is formed of the two Lower Super Output Areas (LSOAs) with code numbers E01028011 and E01028020. This area had a population of 3,435 in 2011, of which 16% resided in the NA. The estimated growth in the population of this area between 2011 and 2020 is 3.1%. When applied to the NA itself, this suggests a 2020 population of 568 people. Although it is common for a population to grow at a slower rate than the number of homes (or even to decline) due to ageing and mortality, this estimate is not credible for Retford Town Centre in the context of the 31% increase in dwellings. As such, the former estimate is likely to be more accurate.

The Housing Market Area Context

71. Whilst this HNA focuses on the Retford Town Centre NA it is important to keep in mind that neighbourhoods are not self-contained housing market areas. Housing market areas are usually wider than local authority areas and often stretch across a number of districts or boroughs. This is because housing market areas are inherently linked to the labour market, employment patterns and travel to work areas.
72. In the case of Retford Town Centre, the NA has a clear and strong interrelationship with Retford as a whole, but also serves a particular function for wider Bassetlaw. The 2019 Economic Demand and Needs Assessment for Bassetlaw further emphasises the multiple linkages and influences between Bassetlaw and its neighbouring local authority areas. While no clearly defined multi-district market area was defined in that study, the

Sheffield City Region group of local authority areas is a relevant geographical unit. It is reasonable to assume that when households who live in this region move home, the vast majority move within this geography or within their home district or borough.

73. At the neighbourhood scale it is not possible to be definitive about housing need and demand because neighbourhoods, including Retford Town Centre, are closely linked to other areas – from the wider town to the district and beyond.
74. In summary, Retford Town Centre functions within a wider strategic area. As well as fostering good working relationships with the local planning authority (Bassetlaw), it is useful to think about the *role* of the neighbourhood within the wider area. This HNA can provide evidence to understand this role and the specific features of the neighbourhood within this wider context. Neighbourhood Plans can have a significant impact in shaping their neighbourhoods, enhancing the positive role the neighbourhood plays within the wider housing market, or developing policies to change entrenched patterns and improve housing outcomes in the neighbourhood and wider area.

Planning policy context

75. Neighbourhood Plans are required to be in general conformity with adopted strategic local policies.¹
76. The relevant adopted Local Plan for Bassetlaw consists of the Core Strategy and Development Management Policies Development Plan Document (DPD), adopted in 2011. The Core Strategy identifies the amount of new housing and development up to 2028 as well as key settlements where development will be directed. Alongside the Core Strategy sits the Affordable Housing Supplementary Planning Document (SPD), which was adopted in January 2014.
77. The 2011 Core Strategy is due to be superseded by the Draft Bassetlaw Local Plan, covering the period 2020-2038. The Publication Version of the Local Plan along with its Second Addendum was submitted to the Secretary of State in July 2022, following a number of consultation stages and updates. Examination in Public is planned for Autumn/Winter 2022 with adoption anticipated for Summer 2023.
78. Upon adoption, this emerging Local Plan will replace the Core Strategy and Development Management Policies DPD.

¹ A description of the Basic Conditions of Neighbourhood Planning is available at <https://www.gov.uk/guidance/neighbourhood-planning--2#basic-conditions-for-neighbourhood-plan-to-referendum>

Policies in the adopted local plan

79. Table 2-1 below summarises adopted Local Plan policies that are relevant to housing need and delivery in Retford Town Centre.

Table 2-1: Summary of relevant adopted policies in the Bassetlaw Core Strategy and Development Management Policies DPD and the Affordable Housing SPD

Policy	Provisions
CS1: Settlement Hierarchy	<p>Distribution of new development will be in accordance with the aims of the settlement hierarchy – to ensure that the scale of new development is appropriate in relation to the size, function and regeneration opportunities of each tier.</p> <p>Retford is classified as the Core Service Centre – the focus for levels of housing, employment and town centre development to maintain and enhance its wider service role and market town character. suitable location for limited rural growth.</p> <p>The settlement hierarchy for Bassetlaw is as follows:</p> <ul style="list-style-type: none"> • Sub-regional Centre (Worksop) • Core Service Centre (Retford) • Main Regeneration Settlement (Harworth Bircotes) • Local Service Centres • Rural Service Centres • All Other Settlements
CS3: Retford	<p>Development in Retford is to be of a scale necessary to sustain and stabilise its role as a service centre, focusing on the maintenance of services, facilities and employment opportunities. New development is to complement the built form of the historic town centre.</p> <p>At least 26% (1,574 houses) of the overall Bassetlaw housing requirement (7,700 houses in 2006-2028) will be delivered in Retford through existing permissions and allocations. This is on top of the 428 completions delivered between 2006 and 2010.</p> <p>Residential proposals will be supported within the development boundary, and all developments resulting in a net gain of housing are required to contribute towards the achievement of an affordable housing target of at least 25% of all new homes.</p> <p>At least 20% (21 ha) of Bassetlaw's employment land needs will be delivered in Retford.</p> <p>Support will be given to town centre developments and regeneration proposals to enhance its vitality and viability. Non-retail uses will be resisted in primary frontages unless they can be demonstrated to improve the attraction of the town centre as a retail destination. A similar approach may be taken to secondary frontages at ground floor level.</p>
DM5: Housing Mix and Density	<p>Proposals for new housing development will be expected to deliver housing of a size, type, and tenure appropriate to the site and locality, informed by evidence and council strategies.</p> <p>Proposals for new housing for the elderly, including supported and specialist accommodation, will be supported in suitable locations, in line with the role and size of the settlement.</p> <p>Development proposals will be expected to deliver housing at densities that reflect the specific characteristics of the site and its surrounding area (in terms of both built form and landscape).</p>
Affordable Housing SPD (2014)	<p>The trigger for affordable housing provision, or a contribution towards that figure, remains at one dwelling, in line with the Core Strategy.</p> <p>The 25% Affordable Housing target outlined for Retford in the Core Strategy remains the starting point for negotiations. The target applies to conversions as well as new build as long as there is a net increase in the number of dwellings.</p>

Policies in the emerging local plan

80. Table 2-2 below summarises emerging Local Plan policies that are relevant to housing need and delivery in Retford Town Centre.

81. The vision for Retford as expressed in the supporting text of the Plan is for Bassetlaw's second town to grow in a sustainable manner, with a wider range of new housing that is better suited to local residents' needs irrespective of their time of life, with improvements to transport and community infrastructure, and an enhanced and greener town centre that enhances the cultural and visitor economy.

Table 2-2: Summary of relevant emerging policies in the Draft Bassetlaw Local Plan (Publication Version and Second Addendum)

Policy	Provisions
ST1: Bassetlaw's Spatial Strategy	<p>Growth will be appropriate to the size of each settlement to meet the evidenced need for new homes and jobs, regenerate the district's town centres, and support necessary improvements to infrastructure, services, and facilities.</p> <p>A minimum of 10,476 dwellings (582 dwellings per annum) is to be delivered across Bassetlaw in the period 2020-2038 through completed sites, sites with planning permission, new site allocations, site allocations made in neighbourhood plans and windfall.</p> <p>Retford, classified as a Main Town, is to grow by 2,272 dwellings.</p> <p>The settlement hierarchy for Bassetlaw is as follows:</p> <ul style="list-style-type: none"> • Main Towns (Worksop, Retford, and Harworth & Bircotes) • Large Rural Settlements • Small Rural Settlements • The Countryside
ST13: Town Centres, Local Centres, Local Shops and Services	<p>Retford is classified as a Town Centre and therefore a principal location for major retail, leisure, entertainment and cultural facilities, where existing services are to be protected and new development (including of a temporary nature) will be supported.</p>
ST14: Management of Town Centres	<p>Proposals resulting in the loss of retail uses in Primary Shopping Areas (including Retford Town Centre) must meet a number of conditions concerning the future use of the unit, the needs of local residents and the vitality and viability of the centre as a whole.</p> <p>The reuse of upper floors will be supported subject to certain conditions.</p> <p>Appropriate proposals to regenerate town centres will be supported. For Retford Town Centre, such proposals should accord with the aspirations of the Neighbourhood Plan around improvements to the public realm, green/blue and transport infrastructure.</p>
ST15: Provision of Land for Housing	<p>A total of 7 sites are listed in Retford, with a total approximate net capacity for new dwellings by 2038 of 1,332. Further details about each site are provided in separate policies for each.</p>
ST29: Affordable Housing	<p>The provision of affordable housing will be sought from housing schemes of 10 or more units (or 0.5ha or more), including conversions and change of use.</p> <p>The amount required is 20% on brownfield land and 25% on greenfield land.</p> <p>The mix of affordable housing tenures sought is 25% First Homes, 25% social rent, 25% affordable rent, and the remainder (25%) as other affordable home ownership products.</p> <p>The supporting text notes that Neighbourhood Plans are enabled to set different affordable housing requirements and tenure mixes where appropriately evidenced.</p>

Policy	Provisions
ST30: Housing Mix	All new residential development should assist in the creation of sustainable and inclusive communities through the provision of an appropriate mix of dwellings in terms of size, type and tenure. The mix should respect the character of the area and be informed by evidence of need.
ST31: Specialist Housing	Proposals for well-designed specialist housing such as homes for older people, people with disabilities, or homes for other specific groups who may require properties that are specifically designed will be supported in appropriate locations and where there are not likely to be negative impacts on the function of the area and its services.
33: Houses in Multiple Occupation	<p>Proposals for Houses in Multiple Occupation (HMOs) will be supported where an unmet need can be demonstrated, wider impacts on the neighbouring residential area can be limited, and cycle and refuse storage is adequately provided.</p> <p>The supporting text notes that HMOs provide an affordable form of accommodation and add diversity to the mix in Bassetlaw, but also risk negative impacts on character and community cohesion as well as the loss of family-sized properties.</p>
ST35: Design Quality	Development must use land efficiently and reflect local character. In Retford and the other Main Towns, the density on sites in and adjoining town centres and transport hubs should be maximised

Quantity of housing to provide

82. The NPPF 2021 (paragraphs 66 and 67) requires Local Authorities to provide neighbourhood groups upon request with a definitive or an indicative number of houses to plan for over the Neighbourhood Plan period.
83. Bassetlaw has provided Retford as a whole with a target of 2,272 additional dwellings to be accommodated by the end of the Plan period (2020-2038). This figure represents a 20% increase in the current number of homes in Retford, and is composed of 225 homes from completions 2020-22, 715 from extant planning permissions, and 1,332 on Local Plan site allocations. That is 18.1% of the new homes planned across the district as a whole (although the district total of 12,551 includes an allowance for 1,200 homes through windfall development, some of which could take place in Retford).
84. Bassetlaw has also confirmed that the Retford Town Centre NA is not expected to contribute to any specific housing target. Retford's needs are theoretically able to be met through the various allocations located outside of the NA boundary. That said, there is potential for additional development in the Town Centre over and above its effective minimum target of 0 additional homes.

3. Approach

Research Questions

85. The following research questions were formulated at the outset of the research through discussion with the Retford Town Centre Neighbourhood Planning Group (RTCNPG). They serve to direct the research and provide the structure for the HNA.

Type and Size

86. The RTCNPG is seeking to determine what size and type of housing would be best suited to the local community based on demographic trends, gaps in the current range of homes, and other factors. This evidence could help guide the form that new development takes in future.

RQ 1: What type and size of housing is appropriate for the Plan area over the Neighbourhood Plan period?

Tenure and Affordability

87. The RTCNPG would like to understand the needs of the community for housing of varying tenures, as well as the relative affordability of those tenures that should be provided to meet local need now and into the future.

88. This evidence will allow the Neighbourhood Plan to establish the right conditions for new development to come forward that is affordable, both in the broader sense of market housing attainable for first-time buyers, and as Affordable Housing for those who may be currently priced out of the market.

RQ 2: What Affordable Housing and other market tenures should be planned for in the housing mix over the Neighbourhood Plan period?

Specialist Housing for Older People

89. This chapter supplements the demographic evidence relating to Type and Size, including the potential demand for downsizing, to consider the quantity and characteristics of need for housing for older people with some form of additional care.

RQ 3: What provision should be made for specialist housing for older people over the Neighbourhood Plan period?

Relevant Data

90. This HNA assesses a range of evidence to ensure its findings are robust for the purposes of developing policy at the Neighbourhood Plan level and is locally specific. This includes data from the 2011 Census and a range of other data sources, including:

- Other Office of National Statistics (ONS) datasets providing more up-to-date demographic information;

- ONS population and household projections for future years;
- Valuation Office Agency (VOA) data on the current stock of housing;
- Land Registry data on prices paid for housing within the local market;
- Rental prices from Rightmove.co.uk;
- Local Authority completions and housing waiting list data; and
- The 2020 Bassetlaw Housing and Economic Demand and Needs Assessment (HEDNA).

91. More recent data sources for the population and existing housing stock will be used wherever possible in this report. However, Census datasets providing, for example, the breakdown of households (as opposed to individuals) by age and the tenure of dwellings, cannot be accurately brought up to date in this way. Such patterns are instead generally assumed to persist to the present day.

4. RQ 1: Type and Size

RQ 1: What type and size of housing is appropriate for the Plan area over the Neighbourhood Plan period?

Introduction

92. The evidence in this chapter is intended to give a snapshot of the existing dwelling stock in Retford Town Centre in terms of type and size, as well as some of the population characteristics that tend to influence housing needs. From this, it is possible to develop an understanding of what sort of housing would be appropriate going forward.
93. It is worth emphasising that this evidence assumes that existing demographic and occupation patterns will persist into the future. It can therefore be thought of as the baseline or default scenario, into which the community may wish to intervene – for example to attract a different or more balanced demographic. The recommendations in this chapter, particularly the final suggested size mix, are a starting point that may be adjusted in light of other community objectives and primary evidence.

Existing types and sizes

Background and definitions

94. Before beginning to explore issues of dwelling type and size, it is important to note that the demand for housing by size and type tends to be determined primarily by wealth – with those having more buying power choosing to occupy larger homes, and often preferring detached properties to denser types, such as flats.
95. This study is concerned primarily with need rather than demand. Need for homes of different sizes is chiefly determined by the number of people occupying the home. In the strict sense, there is no ‘need’ for dwellings of any particular type, other than the specific needs of those with certain disabilities for level access properties, for example.
96. The best proxy for the number of people in a household is age or ‘life stage’, with younger and then older households tending to have one or two people, and those in between these poles more likely to have larger families including children. Life stage is therefore a main indicator considered here for the size of housing needed. But it is worth pointing out that wealth is also correlated with age, so it is not possible to attain a pure view of what is needed from the secondary data alone.
97. It is also useful to clarify the terminology around dwellings and households. Dwellings are counted in the Census by combining address information with Census returns on whether people’s accommodation is self-contained. As such, all dwellings are classified as either shared or unshared dwellings. Households are groups of people who live together as a coherent unit (such as a family), and a dwelling is shared where there is more than one household occupying it (e.g. two families or a group of individual

students). Hence, there is usually a different number of households and dwellings in any given area. The number of dwellings can also exceed that of households in areas with large numbers of holiday or second homes.

Dwelling type

98. Table 4-1 below brings up to date Retford Town Centre's dwelling mix in terms of type. This is done by combining Census 2011 data with information on what has been built since then, provided by Bassetlaw District Council (BDC).
99. The current dwelling mix is clearly dominated by flats at two-thirds of all homes. Recent development since 2011, at 86% flats, had the effect of exaggerating this already distinctive feature of the market. Of the remaining homes, half are terraces and the rest are evenly split between detached and semi-detached houses. These all formed minimal proportions of recent development.

Table 4-1: Accommodation type, Retford Town Centre, 2011 and 2022

Dwelling type	2011 (Census)	Completions 2011-2022 (BDC)	2022 total (Census + Completions)
Flat	220 (59.1%)	99 (86.1%)	319 (65.5%)
Terrace	74 (19.9%)	6 (5.2%)	80 (16.4%)
Semi-detached	40 (10.8%)	6 (5.2%)	46 (9.4%)
Detached	38 (10.2%)	4 (3.5%)	42 (8.6%)
Total	372	115	487

Source: ONS 2011, BDC Completions Data, AECOM Calculations

100. Table 4-2 compares the current dwelling mix by type in the NA with wider Retford, Bassetlaw and England. The data source for the three wider areas is the Valuation Office Agency (VOA) for 2021. It is important to note that this source includes bungalows as a separate category, unlike the Census. It has been assumed, however, that there are few if any bungalows in Retford Town Centre, meaning that the comparison remains valid.
101. The dominance of flats in the Town Centre stands in stark contrast to the low proportions of 12% and 7% across wider Retford and Bassetlaw respectively. Correspondingly, those geographies offer a broader range of other types, with particularly high proportions of semi-detached housing. The wide availability of alternative, less dense options across Retford as a whole supports a view of the housing market in which households can relocate in and out of the town centre if their needs and preferences change. In that wider context the Town Centre's seemingly imbalanced dwelling mix in terms of type is not necessarily a problem for local people.

Table 4-2: Accommodation type, various geographies, 2021/22

Dwelling type	Retford Town Centre	Retford	Bassetlaw	England
Bungalow	-	12.2%	14.2%	9.2%
Flat	65.5%	11.8%	7.4%	23.7%
Terrace	16.4%	23.9%	17.8%	26.1%
Semi-detached	9.4%	30.6%	33.7%	23.7%
Detached	8.6%	20.8%	24.4%	15.8%
Unknown/other	-	0.8%	2.5%	1.4%

Source: VOA 2021, ONS 2011, BDC Completions Data, AECOM Calculations

Dwelling size

102. As for dwelling types above, Table 4-3 below brings up to date the Town Centre's dwelling mix in terms of size (by number of bedrooms), using the same data sources. Note that 27 of the 115 recent completions have an unknown number of bedrooms but are known to be flats. The size of these flats has been estimated according to the proportions of flats with a known number of bedrooms. For instance, 17% of flats had 1 bedroom, so 12% of the 27 unknown flats are assumed to have 1 bedroom. Note also that the 2011 Census total for dwelling size is lower than that for dwelling type in Table 4-1 because in the Census the count of dwellings by type aligns with the number of homes and the count by type aligns with the number of households, which is lower in this case. Homes that were vacant in 2011 are therefore not represented here.
103. A combined 76% of homes in the NA have 2 bedrooms or fewer – a finding that aligns with the dominance of flats discussed above. Although there is a reasonable share of 3 bedroom homes, properties with 4 or more bedrooms are very rare. This has not changed in recent years, with only 1 larger home built since 2011 (which happens to be a 7 bedroom House in Multiple Occupation (HMO)). Recent development has broadly followed and embedded existing patterns, with a focus on smaller homes. One notable change is the significant recent injection of studio apartments, which is understood to have been driven by a recent uptick in business and retail to residential conversions.

Table 4-3: Dwelling size (bedrooms), Retford Town Centre, 2011 and 2022

Number of bedrooms	2011 (Census)	Completions 2011-2021 (BDC)	2021 total (Census + completions)
Studio	6 (1.9%)	30 (26.1%)	36 (8.3%)
1	79 (24.8%)	17 (14.8%)	96 (22.1%)
2	144 (45.1%)	55 (47.8%)	199 (45.9%)
3	65 (20.4%)	12 (10.4%)	77 (17.7%)
4	13 (4.1%)	0 (0.0%)	13 (3.0%)
5+	12 (3.8%)	1 (0.9%)	13 (3.0%)
Total	319	115	434

Source: ONS 2011, BDC Completions Data, AECOM Calculations

104. The pattern of recent development in the Town Centre stands in contrast to what tends to be built across Retford as a whole. BDC have indicated that larger executive housing is prevalent on sites recently built and planned for the near future. It is natural that less dense forms of development are proposed for larger sites in suburban locations and new extensions to the town, while smaller flatted development is concentrated on the limited land available in the Town Centre. This is not necessarily an impediment to meeting the needs of local people if they are able to move elsewhere within the town to a more suitable home within range of their social networks and services, which RTCNPG and BDC indicate to broadly be the case in Retford. However, there can be profit incentives for developers to build luxury executive housing on larger sites and to maximise the number of flats in urban locations at the expense of each unit's floorspace, thereby focusing on the two extremes of the market and catering less for the needs of the majority in the middle.
105. Table 4-4 compares the dwelling size mix in the Town Centre with the same wider geographies and using the same data sources as for dwelling types above. The VOA data used for the wider areas does not separate out studios from 1 bedroom properties.
106. Again there is a clear contrast between the size mix in the Town Centre and wider averages: the NA has a share of studio and 1 bedroom homes that is more than three times greater than the share across Retford overall and four times greater than wider Bassetlaw. This is balanced out by far higher proportions of larger homes across those wider areas, where more than 60% of homes have 3 or more bedrooms. This again speaks to the possibility of moves out of the Town Centre but within Retford for residents who need more space.
107. The overrepresentation of smaller homes in the Town Centre is more pronounced than the overrepresentation of flats. This is due to a number of semi-detached homes with 2 bedrooms and detached homes with 3 bedrooms, including among recent completions, which is a relatively rare combination that can be considered to add variety to Retford's mix overall.

Table 4-4: Dwelling size (bedrooms), various geographies, 2021/22

Number of bedrooms	Retford Town Centre	Retford	Bassetlaw	England
Studio	8.3%	-	-	-
1	22.1%	9.1%	6.9%	12.6%
2	45.9%	28.7%	23.2%	28.4%
3	17.7%	46.3%	51.2%	43.0%
4	3.0%	13.3%	14.9%	12.1%
5+	3.0%	2.6%	3.5%	3.3%

Source: VOA 2021, ONS 2011, BDC Completions Data, AECOM Calculations

Age and household composition

108. Having established the current stock profile of Retford Town Centre and identified recent changes to it, the evidence gathered below examines the age and composition of households living in the NA. These indicators can have a bearing on what housing might be needed in future years.

Age

109. The age profile of the Town Centre population can be established with reference to the 2011 Census and more recent estimates (from the ONS for 2020). Unfortunately, given the small size and bespoke nature of the NA boundary, current estimates are not available for Retford Town Centre. However, estimates are available for the wider area, and trends can be reasonably inferred from this data.
110. The smallest area for which population estimates are available includes the whole NA but also extends from the train line in the south west to cover all of Moorgate and Spital Hill in the north east. It is formed of the two Lower Super Output Areas (LSOAs) with code numbers E01028011 and E01028020. This area had a population of 3,435 in 2011, of which 16% (551 people) resided in the NA itself.
111. The approach taken to reflect recent population change is to apply the percentage change for each of six age bands between 2011 and 2020 across the wider area to the 2011 population of Retford Town Centre. Though imperfect, this gives a sense of the direction of travel in terms of ageing and other demographic factors.
112. The result is shown in Table 4-5 below. If trends for the wider area hold in the NA, the population is likely to have aged since 2011, with growth in the age groups above 45 (and marginal growth in the number of children), while the population of younger adults decreases slightly.

Table 4-5: Age structure of Retford Town Centre population, 2011 and 2020

Age group	2011 (Census)		2020 (ONS, estimated)		% Change
0-15	77	14.0%	80	14.0%	+3.5%
16-24	75	13.6%	64	11.3%	-14.1%
25-44	152	27.6%	130	22.9%	-14.5%
45-64	145	26.3%	169	29.7%	+16.3%
65-84	86	15.6%	103	18.1%	+19.7%
85 and over	16	2.9%	23	4.0%	+41.7%
Total	551		568		+3.1%

Source: ONS 2011, ONS mid-2020 population estimates, AECOM Calculations

113. Actual data from the 2021 Census has started to be released at national and local authority level. The only release to date includes population change by age and can be used to sense-check the estimates for smaller areas used above.
114. Table 4-6 below shows the age structure of Bassetlaw in 2011 and 2021. While the growth in the oldest age group and the decline in younger groups are less pronounced,

the general pattern of ageing is broadly aligned with the 2020 estimate for the central Retford area.

Table 4-6: Age structure of Bassetlaw population, 2011 and 2021

Age group	2011 (Census)		2021 (Census)		% Change
0-14	20,161	17.9%	19,400	16.5%	-3.8%
15-24	11,706	10.4%	11,500	9.8%	-1.8%
25-44	27,564	24.4%	27,500	23.3%	-0.2%
45-64	32,491	28.8%	33,400	28.3%	+2.8%
65-84	18,386	16.3%	23,000	19.5%	+25.1%
85 and over	2,555	2.3%	3,100	2.6%	+21.3%
Total	112,863		117,900		+4.5%

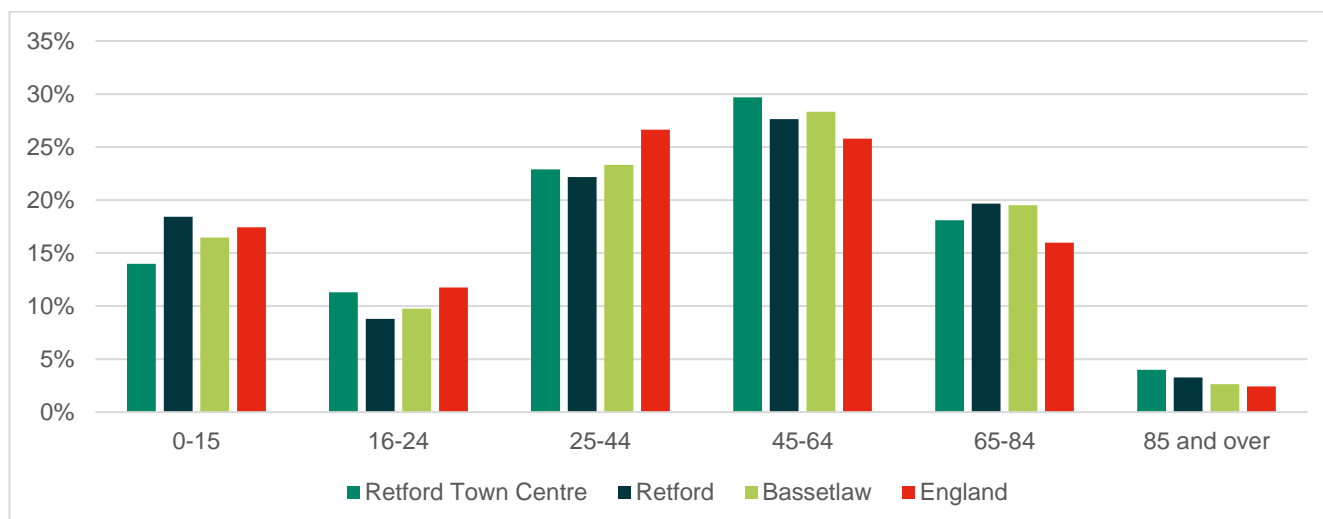
Source: ONS 2011, 2021, AECOM Calculations

115. To fully understand the age profile of Retford Town Centre, it is useful to compare it to that of wider Retford, Bassetlaw and England. This is shown in Figure 4-1 below, which uses 2020 estimates for the NA and Retford, and the 2021 Census for Bassetlaw and England. Note that the 2020 estimates split the younger age groups into 0-15 and 16-24 while the 2021 Census splits them into 0-14 and 15-24. For simplicity, the graph shows the latter.

116. Some interesting comparisons emerge from this data: Retford Town Centre has the lowest proportion of children of the four areas and the largest proportion of people aged 85+. This alone would suggest a relatively old population. However, the NA has a larger share of working age people (aged 16-64) than wider Retford and Bassetlaw and a lower share of people aged 65-84.

117. In summary, Retford Town Centre is home to a large working-age population. Despite this, children are underrepresented – which is not surprising given the more urban character of the environment. If estimated demographic trends are correct there is also a relatively large population of older people, with a relatively high share of those aged 85+ a relatively low share of 65-84 year olds.

Figure 4-1: Age structure in Retford Town Centre, 2020/21



Source: ONS 2021, ONS mid-2020 population estimates, AECOM Calculations

Household composition

118. Household composition (i.e. the combination and relationships of adults and children in a dwelling) is an important factor in the size (and to an extent, the type) of housing needed over the Neighbourhood Plan period.
119. Table 4-7 shows that in 2011 Retford Town Centre had a far higher proportion of single person households than elsewhere, and that nearly three-quarters of such households are aged below 65. This is unsurprising given the large number of flats with 2 or fewer bedrooms, which tend to accommodate single and younger people. Of the 39% of households composed of families, more did not have any children than had dependent children – a situation that is reversed across all the comparison areas. (It is worth noting that wider Retford had a lower proportion of families, and in turn of families with children, than Bassetlaw as a whole.) The proportion of ‘other’ household types, such as HMOs, students, and multigenerational families was low and fairly consistent across the areas considered.
120. Looking back at the changes between the 2001 and 2011 Censuses shows that the momentum was with single person households in Retford Town Centre, growing by 35% compared with 27% for families and 13% for other households. Perhaps surprisingly, the number of families with dependent children increased by 57% from a low base. It is difficult to directly compare this with wider areas because the overall population growth rate differs significantly, but is worth noting that in wider Retford there was still higher growth among single person households (14%) compared with families (4%), and the number of families with dependent children actually decreased by 5%. The number of other households in Retford also grew by 35%, likely reflecting an increase in the number of HMOs.

Table 4-7: Household composition, Retford Town Centre, 2011

Household composition		Retford Town Centre	Retford	Bassetlaw	England
One person	Total	55.5%	32.0%	28.0%	30.2%
	Aged 65 and over	16.3%	14.1%	13.0%	12.4%
	Other	39.2%	17.8%	15.1%	17.9%
One family	Total	39.2%	63.5%	67.1%	61.8%
	All aged 65 and over	5.3%	9.5%	9.8%	8.1%
	No children	15.7%	19.5%	21.2%	17.6%
	Dependent children	13.8%	24.7%	26.2%	26.5%
	Non-dependent children ²	4.4%	9.7%	9.9%	9.6%
Other	Total	5.3%	4.5%	4.8%	8.0%

Source: ONS 2011, AECOM Calculations

² Refers to households containing children who are older than 18 e.g students or young working people living at home.

Occupancy ratings

121. The tendency of households to over- or under-occupy their homes is another relevant consideration to the future size needs of the NA. A person is considered to under-occupy their home when there are more bedrooms in their home than a family of their size and composition would normally be expected to need. This is expressed as an occupancy rating of +1 or +2, indicating that there is one surplus bedroom or at least two surplus bedrooms respectively. Over-occupancy works in the same way, with a rating of -1 indicating at least one bedroom too few.
122. Table 4-8 shows that in Retford Town Centre 68% of households had at least one extra bedroom in 2011, and 22% had at least two extra bedrooms. This is perhaps surprising given the relatively small housing stock. However, the data reviewed above suggests that many households lived and may continue to live alone in 2 bedroom properties, and would therefore receive a +1 occupancy rating. Under-occupancy was most common among couples with no children, older households and single people. Over-occupancy (where there are too few bedrooms) was most prevalent among households with children, in particular adult children – suggesting an inability to afford to move out and form their own independent households.
123. Across Retford as a whole 77% of households had at least one extra bedroom and 38% had at least two, so under-occupancy was more common across the wider area and its range of larger homes.

Table 4-8 Occupancy rating by age in Retford Town Centre, 2011

Household type	+2	+1	0	-1
Family 65+	26.7%	60.0%	13.3%	0.0%
Single person 65+	11.1%	52.8%	36.1%	0.0%
Family under 65 - no children	52.0%	44.0%	4.0%	0.0%
Family under 65 - dependent children	14.3%	42.9%	33.3%	9.5%
Family under 65 – non-dependent children	28.6%	0.0%	57.1%	14.3%
Single person under 65	18.8%	45.8%	35.4%	0.0%
All households	22.3%	45.2%	29.9%	2.5%

Source: ONS 2011, AECOM Calculations

Suggested dwelling mix

Approach and limitations

124. As noted above, there is a strong link between the life stage of a household and the size of dwelling that household can be expected to need. The final part of this chapter presents the results of a model that aims to estimate the dwelling size needs of the NA at the end of the Neighbourhood Plan period. The steps involved in this model are not presented in full, but are summarised – along with the underpinning assumptions and some limitations – in the bullets below.
125. In cases like Retford Town Centre, where the current mix of dwelling sizes is imbalanced and unusual for its surroundings, this model is not effective because the

idiosyncrasies of the existing mix overly skew the results. A better approach, and that taken here, is to run the model for Retford as a whole and then to think through what components of the wider town's need might be best addressed through future development in the Town Centre. While the size needs of Retford are explored in the 2020 Bassetlaw HEDNA, this is limited to commentary linking the suggested size mix for Bassetlaw and the current mix existing in Retford.

- The starting point is the age distribution of Retford households in 2011.
 - The life stage of a household is determined by the age of the household reference person (HRP), a more modern term for the head of household.
 - As noted above, household life stages are not estimated each year, so the older Census data must be used.
- This life stage data is then projected forward to the end of the Plan period by applying the growth rates for each household age group as suggested by the latest household projections. This allows for an estimate of how the local population might evolve in future.
 - ONS household projections are produced every two years but are only available at Local Authority level. The growth rates are therefore applied to the 2011 starting household age profile of Retford.
- Next, we turn to a Census dataset that shows the occupation patterns or preferences of each household life stage (e.g. what proportion of households aged under 24 tend to live in 1 bedroom homes as opposed to 2, 3 or 4 bedroom homes). This data is mapped to the distribution of the projected Retford population for each life stage and each dwelling size category to form a picture of what mix of homes might be appropriate in future.
 - This occupation data is again only available at Local Authority scale, so it does risk embedding any unusual characteristics present in the area.
 - The model also assumes that today's occupation patterns persist into the future, which is not a given, particularly with the change in preferences for home working space and other features arising from the Covid-19 pandemic. However, there is no better indication of what those patterns might look like. It is considered more appropriate to adjust the end mix that results from this model to reflect such trends than to build further speculative assumptions into the model.
- Finally, this 'ideal' future mix of dwelling sizes can be compared to the current stock of housing in Retford. From this we can identify how future development might best fill the gaps.
 - This is the stage in the model that makes it necessary to use Retford as a whole. If the existing size mix of housing in the Town Centre alone is used, the end result becomes primarily a reaction to its current imbalances. When the model is run for the Town Centre the result is for no further dwellings to have

1-2 bedrooms, 72% of new homes to have 3 bedrooms, 25% to have 4 bedrooms, and 3% to have 5 or more.

- This might be an appropriate recommendation if Retford Town Centre existed in isolation (meaning its residents' needs could not be met beyond its borders) and also had unlimited development land. But in reality the Town Centre is part of a contiguous market area where a wider range of options are available, and future development cannot realistically take the form primarily of houses given existing density patterns and the need to make efficient use of land.
- Because the current mix of homes across Retford as a whole has not been brought up to date precisely through net completions data (less reliable VOA data being presented in Table 5-4 earlier in this chapter), Census 2011 data is used as the baseline in the model. This also aligns consistently with the household life stage data used.

126. It is important to keep in mind that housing need is not an exact science and this exercise provides an estimate based on demographic trends and occupancy patterns alone. It does not take into account income and wealth, other than in an indirect way through the tendency of households to occupy more or less space than they 'need'. It also does not anticipate changes in how people may wish to occupy their homes in response to social and technological change.

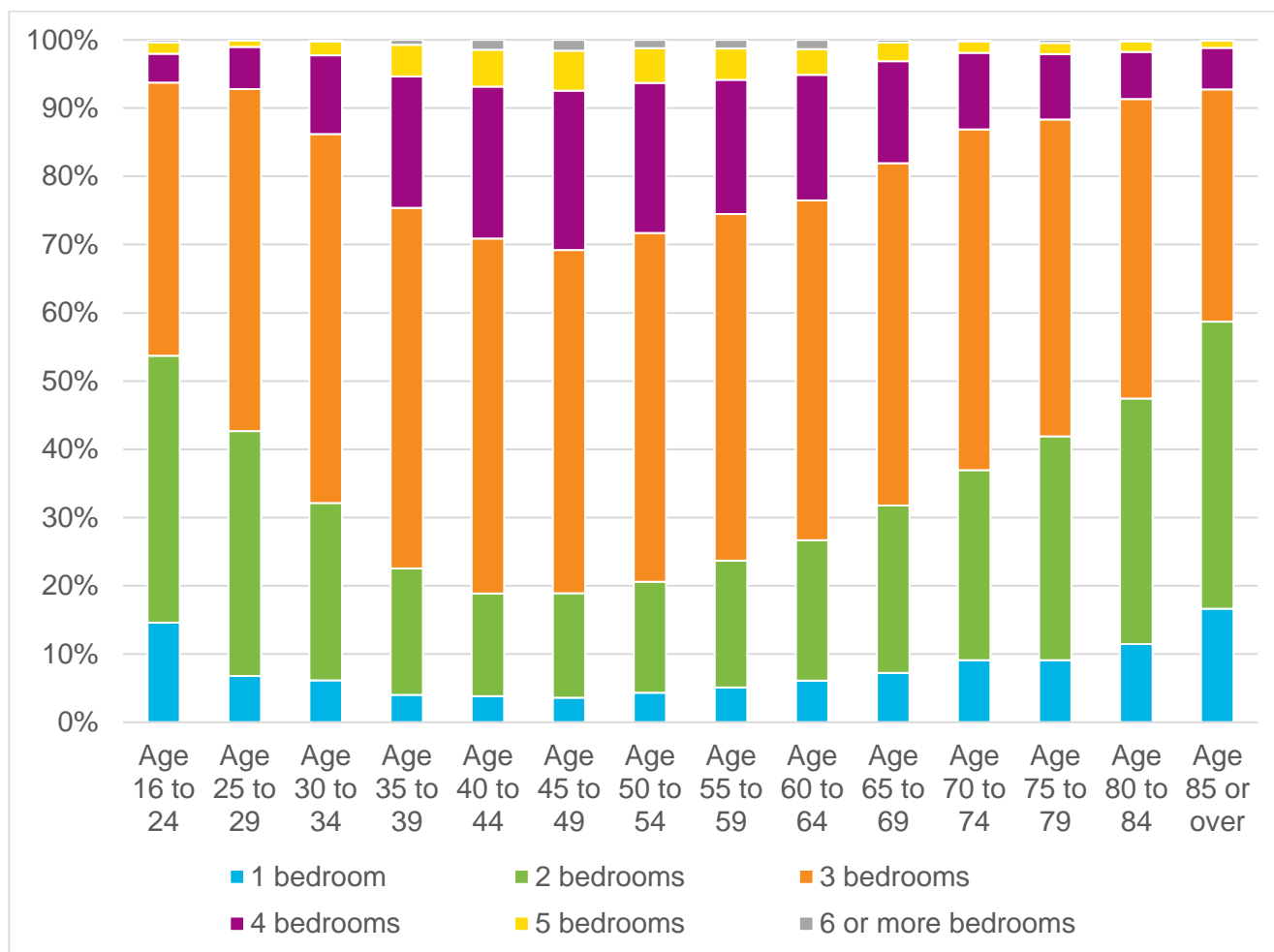
127. The approach therefore embeds existing patterns of occupancy which may or may not be desirable. As such, it is appropriate for the result of this model to be taken as a baseline scenario – what would occur if current trends persisted. It may well be the intention of the community to intervene to produce a different outcome more in line with their interpretation of emerging trends and their place- and community-shaping objectives. Layering these factors on top of the indicative picture provided by this model is considered entirely appropriate for the purpose of drafting neighbourhood plan policy.

Data inputs

128. Before presenting the results of this exercise, it may be interesting to review two of the inputs described above.

129. The first, given as Figure 4-2, sets out the relationship between household life stage and dwelling size for Bassetlaw in 2011. This shows how the youngest households occupy the smallest dwellings, before rapidly taking up larger homes as their families expand, and then more gradually downsizing to smaller homes again as they age.

Figure 4-2: Age of household reference person by dwelling size, Bassetlaw, 2011



Source: ONS 2011, AECOM Calculations

130. The second dataset of note is the result of applying Local Authority level household projections to the age profile of Retford households in 2011. Table 4-9 makes clear that population growth can be expected to be driven by the oldest households, with the 65+ age group expanding by 67% to become the largest single group while all other age bands grow much more slowly or even decline. Table 4-10 then applies the same growth rates to show the future household age mix of the Town Centre specifically.
131. Although it is the best available indication of how the future will look, applying district-level growth rates to smaller areas brings a number of limitations. The population of Bassetlaw is not ageing at identical rates in its various settlements and neighbourhoods, and the mix of available housing can play a direct role in how the population evolves. For the Town Centre in particular it is more plausible that as the population ages, its younger residents (to take one example) may move into more spacious accommodation in the wider town or elsewhere and be replaced by other younger households attracted by the affordability of smaller flats and the lifestyle offer of the Town Centre. This would mitigate the general trend toward ageing projected for the Bassetlaw population overall. There are many other complexities at play, making the actual evolution of the population impossible to accurately predict. This is another good reason to base the size mix model on Retford as a whole.

Table 4-9: Projected distribution of households by age of HRP, Retford

Year	24 and under	25 to 34	35 to 54	55 to 64	65 and over
2011	361	1,166	3,736	1,773	2,924
2038	331	1,232	3,596	1,893	4,891
% change 2011-2038	-8%	6%	-4%	7%	67%

Source: AECOM Calculations

Table 4-10: Projected distribution of households by age of HRP, Retford Town Centre

Year	24 and under	25 to 34	35 to 54	55 to 64	65 and over
2011	23	60	112	44	80
2038	21	63	108	47	134
% change 2011-2038	-8%	6%	-4%	7%	67%

Source: AECOM Calculations

Suggested dwelling size mix

132. The final result of this modelling exercise is presented in Table 4-11. The model suggests that across Retford as a whole, a balanced mix of dwelling sizes is needed to 2038, with roughly 40% of homes having 3 bedrooms, a combined 30% having 1-2 and a similar 30% having 4 or more.

Table 4-11: Suggested dwelling size mix to 2038, Retford

Number of bedrooms	Current mix (2011)	Target mix (2038)	Balance of new housing to reach target mix
1	7.1%	7.2%	7.7%
2	25.2%	24.9%	21.6%
3	49.8%	48.9%	41.1%
4	13.9%	15.0%	23.7%
5 or more	3.7%	4.0%	5.9%

Source: AECOM Calculations

133. The question of how Retford Town Centre should contribute to meeting the dwelling size needs of the town as a whole has no definitive answer. Because the NA is not an isolated housing market, but functions interdependently with the surrounding town, the size mix that might be sought on new developments in the Town Centre is as much a question of policy than of need. It encompasses a range of issues that are beyond the scope of this study, including the efficient use of land, the objectives of the community (for example, about demographic balance and which market segments to accommodate), and the imperative to complement the mix that is expected on the various site allocations elsewhere in Retford.

134. The following paragraphs expand on some of the key points that might be taken into account when devising a dwelling size mix for Retford Town Centre.

135. A common general aim of housing policy is to create a diverse mix of house sizes and types that can in turn accommodate a diverse range of needs and groups. The key question here is at what geographical scale diversity needs to be achieved. If the community's view is that, as far as possible, diversity needs to be achieved within the boundary of the Town Centre NA, then a dwelling mix focused on larger sizes would be appropriate. When the above model is run for the Town Centre alone it suggests 72% of new homes should have 3 bedrooms and 28% should have 4 bedrooms or more, with no further 1-2 bedroom homes.
136. However, if the scale at which a wide range of housing options should be offered is the town of Retford as a whole, diversifying the existing mix within the Town Centre itself (at least in terms of bedroom numbers) becomes much less important. The question then becomes what role the Town Centre plays, or should play, within the wider market.
137. The evidence reviewed in this chapter suggests that the housing mix currently on offer in the NA serves a range of groups, but holds particular appeal to single-person households, people of working age without children, and the oldest age groups. When the demographic characteristics of wider Retford have been surveyed for comparison, it becomes clear that key groups not living in the Town Centre are present in the wider town, namely families with children, early retirees, and individuals cohabiting in non-family groups. This demographic picture chimes with the features of wider Redford's housing stock, which offers a greater choice of mid-sized and larger homes.
138. In this context it appears that the Town Centre indeed plays a functional role in the wider town, that the housing offer at these two scales is broadly complementary, and that Retford's residents are generally able to find options to suit their life circumstances (questions of affordability aside). This being the case, it would be reasonable to seek a mix of dwelling sizes that conforms to the existing profile of the Town Centre and that embraces its existing function.
139. Such a mix, skewing towards small sizes and likely to be delivered primarily as flats, would also make more efficient use of the few brownfield and infill sites that have development potential in the coming years. That said, there remains potential for new apartment buildings to be divided into fewer larger flats, even exceeding 3 bedrooms, rather than more smaller units.
140. Another approach, likely to produce a similar outcome, is for the dwelling mix in the Town Centre to respond to the pipeline mix of larger sites across the wider town in a way that fills gaps. Given the anecdotal evidence of current and pipeline supply across Retford, those gaps are likely to include smaller properties and more dense typologies. This may, however, be difficult to monitor and enforce in practice, and risks enabling the tendency of developers to build larger executive homes elsewhere in Retford.
141. It is also worth highlighting that a subsequent chapter of this study finds that affordability is a serious and worsening challenge in the Town Centre. While the provision of Affordable Housing (subsidised tenure products) is one way to combat this, another is to ensure that homes come forward which are of an appropriate size, type and density

for local residents' budgets. Continuing to provide flatted accommodation and smaller homes with fewer bedrooms would help to address this situation.

142. When it comes to devising a policy approach to the mix of housing in the Neighbourhood Plan, it is for the RTCNPG and wider community to decide on the appropriate balance between meeting needs, seeking to diversify the range of choices in the Town Centre, accepting or enhancing the particular role it currently plays, and making the most efficient use of land.
143. In Table 4-12 below, however, a suggested size mix for new housing in the Town Centre is proposed on the basis of AECOM's own judgement on the above factors. The table also shows the Town Centre's existing size mix, and the recommended future size mix for Retford (the output of the model discussed above). These show the current position and the overall goal to which the Town Centre might contribute, and are therefore important inputs to consider.
144. It is difficult to be definitive about the nature of the Town Centre's contribution given that the scale of development in the NA relative to Retford overall is not known. Retford Town Centre does not have a specific housing target and is not required to meet a particular share of Bassetlaw's needs, so the scale of growth is assumed to be limited. If the Neighbourhood Plan includes site allocations and more detail becomes known about the potential scale of delivery, this should form part of the equation.

Table 4-12: Suggested dwelling size mix to 2038, Retford Town Centre

Number of bedrooms	Town Centre current mix (2021)	Retford suggested size mix for new housing (2038)	Town Centre suggested size mix for new housing (2038)
1	30.4%	7.7%	20.0%
2	45.9%	21.6%	30.0%
3	17.7%	41.1%	35.0%
4	3.0%	23.7%	10.0%
5 or more	3.0%	5.9%	5.0%

Source: AECOM Calculations

145. The rationale for the mix suggested above is as follows:
- The Town Centre has an abundance of 1 bedroom homes (including studios), a category that warrants minimal growth across Retford. Given existing densities, the NA is a logical place to continue to supply the few 1 bedroom homes that continue to be needed, but should not be the sole destination for them, and could seek to diversify away from them to some degree.
 - While 2 bedroom homes dominate the Town Centre stock, they continue to be needed across Retford. It is reasonable to expect the NA to deliver more of them, but again in a way that does not exaggerate their present abundance to the exclusion of other size options. They also offer versatility to young and old age groups, both of which are likely to remain key market segments in the Town Centre.

- 3 bedroom dwellings are likely to be in the greatest demand by far across Retford and exist at low volumes in the Town Centre. It is plausible for future flatted developments to include larger units, and terraced development remains a possibility. This is likely the most beneficial and realistic opportunity for diversification of the current mix, and should (at least aspirationally) be sought as a key component of future schemes.
- Homes with 4 or more bedrooms are very rare in the Town Centre in accordance with existing densities. This is likely to remain the case given the types of sites that could become available for development in future. However, both continue to be needed across Retford, and would attract a different demographic that could enhance the Town Centre's vitality. Though it is likely to be limited, they should play some role in the future housing mix where possible.

146. The mix recommended above is for all housing in the Town Centre, irrespective of tenure. This is proportionate to the small scale of the NA and its expected quantity of housing delivery, where a specific mix for each tenure category would be overly prescriptive. How to flex the mix on any particular site will likely be a consideration for BDC, using the guidance on this point provided in the 2020 HEDNA.

147. The HEDNA proposes the following size mix by tenure for Bassetlaw as a whole. This clearly shows the stronger demand for smaller homes in the affordable rented sector and for larger homes in the market sector, with affordable home ownership falling in between.

Table 4-13: HEDNA suggested dwelling size mix to 2038 by tenure, Bassetlaw

Number of bedrooms	Market housing	Affordable home ownership	Affordable/social rent
1	Up to 10%	10-20%	25-35%
2	20-30%	35-45%	35-45%
3	45-55%	30-40%	20-30%
4 or more	15-25%	5-15%	Up to 10%

Source: 2020 Bassetlaw HEDNA

148. Another relevant source when thinking about the size needs of different tenures is the need expressed on the affordable housing waiting list. The data gathered by BDC on this point relates to the whole of Retford (covering postcode sectors DN22 6 and DN22 7, which are equivalent to the area shown in Figure 2-3 at the start of this report). From this snapshot accurate to July 2022, 17% of the need is for 1 bedroom properties, 73% for 2 bedrooms, 8% for 3 bedrooms, and 2% for 4 or more bedrooms.

149. This confirms that the size mix skews smaller for the affordable rented sector. That said, the BDC Strategic Housing Team notes that the proportion of applicants seeking 1 bedroom properties has increased by over 30% from previous years due to affordability issues around Universal Credit and Local Housing Allowance, as well as a recent increase in provision of larger 2-4 bedroom properties across the wider town.

150. Finally, this study cannot be prescriptive about what dwelling types (detached, flats, etc.) are 'needed', but there is a balance to be struck between, on the one hand,

improving choice in the market by encouraging terraces and other forms of houses, and, on the other hand, combatting affordability and preserving the Town Centre's character with mainly flatted development. As above, three key factors are diversity, affordability and the availability of land.

Conclusions- Type and Size

The current housing mix

151. The current dwelling mix in Retford Town Centre is dominated by flats, which make up two-thirds of all homes. This stands in stark contrast to the low proportion of flats across wider Retford and Bassetlaw, at 12% and 7% respectively. Development of new homes since 2011 in the NA, of which 86% were flats, has had the effect of exaggerating this already distinctive feature of the market. Of the remaining homes, half are terraces and the rest are evenly split between detached and semi-detached houses. Houses have formed a minimal proportion of recent development.
152. In terms of dwelling size, a combined 76% of homes in the Town Centre have 2 bedrooms or fewer – a finding that aligns with the dominance of flats discussed above. Although there is a reasonable share of 3 bedroom homes, properties with 4 or more bedrooms are very rare. Recent development has broadly followed existing patterns, with a focus on smaller homes and only a single 4+ bedroom home built since 2011. There has, however, been a significant injection of studio apartments, which is understood to have been driven by a recent uptick in business and retail to residential conversions.
153. The wide availability of larger and less dense dwelling options across Retford as a whole supports a view of the housing market in which households can relocate in and out of the town centre as their needs and preferences change. In this context the Town Centre's seemingly imbalanced dwelling mix in terms of type and size is not necessarily a problem for local people.

Demographics

154. The age structure of the population is a key indicator of the future need for housing. The Town Centre population is estimated to have aged since 2011, with growth in the age groups above 45 (and marginal growth in the number of children), while the population of younger adults has decreased slightly. This broadly aligns with the trends observed in the initial 2021 Census results for Bassetlaw as a whole.
155. Retford Town Centre has a generally younger population than wider Retford and Bassetlaw with two key exceptions: the NA has fewer children than and a higher representation of people aged 85+. The large proportion of working-age people and absence of young children is typical for a relatively urban location.
156. Applying ONS household projections for Bassetlaw to the Retford Town Centre population in 2011 suggests that population growth can be expected to be driven by the oldest households, with the 65+ age group expanding by 67% to become the largest single group while all other age bands grow much more slowly or even decline.

157. However, the population of Bassetlaw is not ageing equally across its various settlements and neighbourhoods, and the mix of available housing can play a direct role in how the population evolves. For Retford Town Centre in particular, it is plausible that as the population ages its middle-aged residents (to take one example) may move into more spacious accommodation in the wider town or elsewhere and be replaced by other younger households attracted by the affordability of smaller flats and the centre's lifestyle offer. This would mitigate the general trend toward ageing projected for the Bassetlaw population overall.

Occupancy patterns

158. In 2011 Retford Town Centre had a far higher proportion of single person households than wider averages, a group that expanded by 35% between 2001 and 2011 and three-quarters of whom were aged under 65. This is unsurprising given the large number of flats with 2 or fewer bedrooms, which tend to accommodate single and younger people. Of the 39% of households composed of families, more had no children than had dependent children – a situation that is reversed across all the comparison areas.

159. Also as of the 2011 Census, 68% of households in the NA had at least one more bedroom than they would be expected to need, and 22% had at least two extra bedrooms. This is perhaps surprising given the relatively small housing stock. However, the data reviewed above suggests that many people live alone in 2 bedroom properties. Under-occupancy was most common among couples with no children, older households and single people. Over-occupancy (where there are too few bedrooms) was most prevalent among households with children, in particular adult children – suggesting they struggle to move out and form their own independent households for affordability reasons.

The future housing mix

160. It is possible to estimate the size mix of future homes that might best accommodate demographic trends and address imbalances in the existing housing stock. The result of this process, undertaken for Retford as a whole, suggests that a balanced mix of dwelling sizes is needed to 2038, with roughly 30% of homes having 1-2 bedrooms, 40% having 3 bedrooms, and the remaining 30% having 4 or more.

161. The question of how Retford Town Centre should contribute to meeting the dwelling size needs of the town as a whole has no definitive answer because the NA is not an isolated housing market. Rather, it functions reciprocally with the surrounding town. Considerations the STCNPSG might take into account when formulating a policy approach on this topic include the role the Town Centre should play in the wider market, variety in the housing stock, demographic change, affordability, and the efficient use of land.

162. For example, to improve diversity of housing choice within the Town Centre specifically, a dwelling mix focused on larger sizes and promoting houses rather than flats would be appropriate. However, to achieve diversity across the town as a whole would involve embracing the current role played by the town centre and continuing to deliver smaller flats on the assumption that larger homes will continue to be built elsewhere in Retford.

163. AECOM's recommendation is for a compromise between, on one hand, diversifying the Town Centre mix and accommodating a broader range of demographic groups, and, on the other hand, accepting existing density patterns and improving affordability. On the balance of the various factors listed in the main body of this chapter, a dwelling size mix for future development in the Town Centre might include 20% homes with 1 bedroom, 30% with 2 bedrooms, 35% with 3 bedrooms, and 15% with 4 or more bedrooms.
164. This recommendation, which is a starting point for further consideration, applies across all tenures. However, to the extent that the mix can be influenced within specific tenure categories and sites at neighbourhood level, affordable rented homes should generally be smaller and market homes larger. The Bassetlaw (Housing and Economic Development Needs Assessment (HEDNA) and affordable housing waiting list offer relevant guidance on this issue.

5. RQ 2: Tenure, Affordability and the Need for Affordable Housing

RQ 2: What Affordable Housing and other market tenures should be planned for in the housing mix over the Neighbourhood Plan period?

Introduction

165. This section approaches the question of affordability from two perspectives. First, it examines what tenure options are currently available locally and which of them might be most appropriate going forward, based on the relationship between how much they cost and local incomes. Second, it estimates the quantity of Affordable Housing that might be required during the Neighbourhood Plan period. The scale of need for these homes can justify planning policies to guide new development.
166. Tenure refers to the way a household occupies their home. Broadly speaking, there are two categories of tenure: market housing (such as homes available to purchase outright or rent from a private landlord) and Affordable Housing (including subsidised products like social rent and shared ownership). We refer to Affordable Housing, with capital letters, to denote the specific tenures that are classified as affordable in the current NPPF. A relatively less expensive home for market sale may be affordable but it is not a form of Affordable Housing.
167. The definition of Affordable Housing set out in the NPPF 2021 makes clear the Government's commitment to home ownership by broadening the definition to include a range of low-cost housing opportunities for those aspiring to own a home. The NPPF defines Affordable Housing as *'housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers; and which complies with one or more of the following definitions)'*³. The full document further outlines the tenures included in this definition. Those outlined in Table 5-1 overleaf are the key products that fall under the NPPF definition of Affordable Housing.

³ Available here -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1005759/NPPF_July_2021.pdf

Table 5-1: Definition of Affordable Housing tenures

Tenure	Rent/Ownership	Brief Description
Social Rent	Rent	<p>This tenure is owned by local authorities (what used to be called Council housing) and private registered providers (also known as housing associations).</p> <p>Guideline target rents are determined through the national rent regime and are typically the lowest-cost form of housing available.</p> <p>Households must be eligible on the basis of incomes and other circumstances, and there are usually waiting lists.</p>
Affordable Rent	Rent	<p>This is similar to Social Rent (above). Affordable Rent is not subject to the national rent regime but must have a rent of no more than 80% of the local market.</p> <p>Households must be eligible on the basis of incomes and other circumstances, and there are usually waiting lists.</p>
Rent to Buy	Combination	<p>Rent to Buy is a relatively uncommon tenure. Subsidy allows the occupant to save a portion of their rent to be used to build up a deposit to eventually purchase the home.</p>
Shared Ownership	Ownership	<p>An affordable home ownership product where a purchaser buys part (generally between 25% and 75%, but can be as little at 10%) of the value of the property. The remaining (un-owned part) is rented from a housing association or local authority.</p> <p>This Generally applies to new build properties, but re-sales occasionally become available.</p>
First Homes	Ownership	<p>First Homes are an affordable home ownership product introduced in 2021. Discounts on the market price can be set at 30%, 40%, or 50%.</p> <p>New developments will be required to provide 25% of the Affordable Housing as First Homes. This product is discussed in more detail in the commentary following this table.</p>

Current tenure profile

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

169. Table 5-2 presents data on tenure in Retford Town Centre compared with the wider town,

Bassetlaw and England from the 2011 Census, which is the most recent available source of this information. The proportion of households in the Town Centre who owned their own homes is around a third of that seen across the three wider areas, at just 23%. Correspondingly, there were much larger private rented and social rented sectors in the NA. There were no shared ownership homes in the Town Centre in 2011.

170. Though BDC data on the homes built since 2011 is not broken down by tenure, it is possible to roughly estimate what proportion is likely to be Affordable Housing using an approach agreed with BDC. The 2014 Affordable Housing SPD and Policy CS3 of the Core Strategy state that any net gain of residential units (sites delivering 1 or more homes) in Retford should be composed of 25% Affordable Housing. The SPD clarifies the approach where 25% of the total is not a whole number: where the decimal place is 0.5 or higher it will be rounded up to the nearest whole number, and will otherwise be rounded down.
171. Applying this approach to the 22 schemes completed in the Town Centre since 2011 suggests that around 28 of the 115 new homes are likely to be in Affordable Housing tenures. This is only 1 unit less than would be expected if exactly 25% of the 115 units were Affordable Housing without rounding.
172. If the 101 units of socially rented housing in the Town Centre remain so today (the alternative is that some have been bought out by occupants through the Right to Buy and similar schemes or were demolished to make way for new construction), this suggests that there are currently 129 units of Affordable Housing in the NA, or 29.7% of all homes. This is a slight decrease on the proportion of 31.7% seen in 2011, but that is not surprising given the 2011 starting figure is higher than the proportion of new housing that must be affordable.
173. There is no current data on the proportion of housing that is rented because the choice to let out a property does not require planning permission or other changes that would be recorded centrally. The 2021 Census will provide the most robust and up-to-date picture of this when the results are released in the coming months. However, it is interesting to observe the change recorded between the 2001 and 2011 Census: in Retford Town Centre the private rented sector expanded by 77% in that period, a rate of growth that is lower than the wider town (122%), Bassetlaw (112%) and England (82%), which is to be expected given that the Town Centre already had a much larger private rented sector and therefore less scope for growth than the wider comparator areas.

Table 5-2: Tenure (households) in Retford Town Centre, 2011

Tenure	Retford Town Centre	Retford	Bassetlaw	England
Owned	22.6%	65.1%	69.5%	63.3%
Shared ownership	0.0%	0.2%	0.4%	0.8%
Social rented	31.7%	19.1%	15.9%	17.7%
Private rented	43.9%	14.0%	12.5%	16.8%

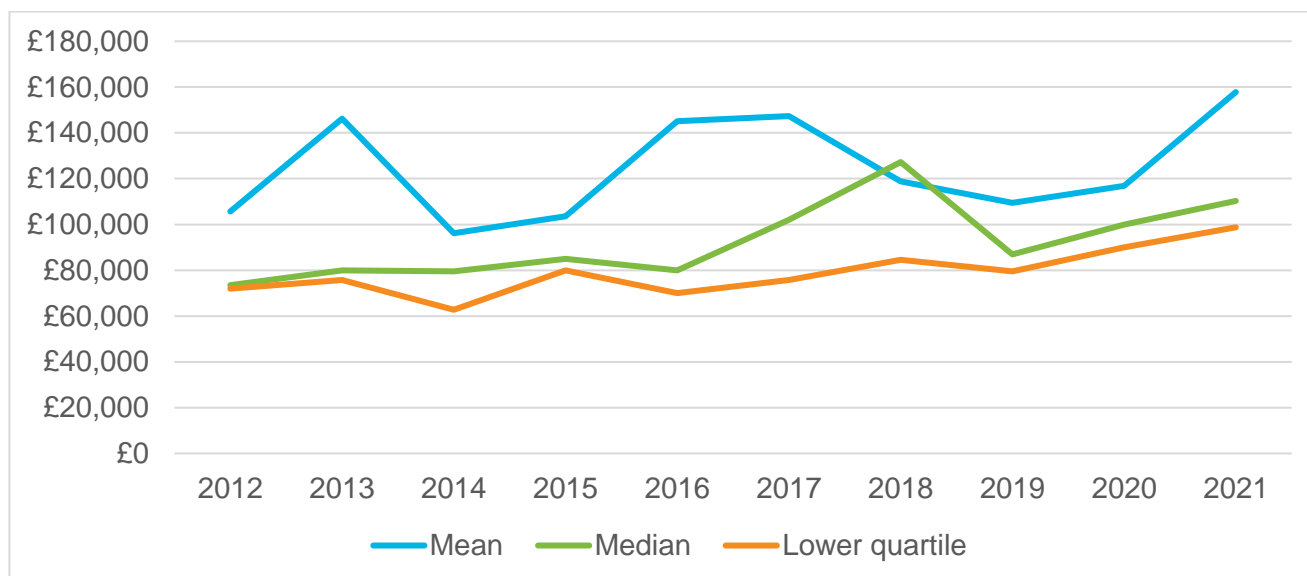
Sources: Census 2011, AECOM Calculations

Affordability

House prices

174. House prices provide an indication of the level of demand for homes within an area. The relationship between house prices and incomes determines whether housing is affordable to local households and, to a large extent, what tenure, type and size of home they occupy. Changes in affordability over time can indicate pressures in the housing market. As such, it is useful for the evidence base for plans to examine trends in prices and consider what this reveals about the local housing market.
175. Figure 5-1 looks at the average and lower quartile house prices in Retford Town Centre based on sales price data published by the Land Registry (with 'other' transaction types, which are primarily business premises, excluded). It shows that home values are on a clear if gentle upward trajectory overall, with some year-on-year volatility. The mean home price (average of all values) is particularly erratic, which is not unusual with a relatively small sample because outliers at either end of the scale skew the result more than is the case for the median (middle value when sorting low to high) and lower quartile (25% lowest value).
176. The mean house price in 2021 is £157,800, the median is £110,250 and the lower quartile is £98,750. These figures represent growth of 50%, 50% and 37% over the past decade respectively. It is interesting to observe that the lower end of the market is generally growing at a slower rate than the middle of the market.
177. Home values in the Town Centre appear lower than wider Retford and Bassetlaw on these metrics. For example, the 2021 median is £165,000 for Retford and £173,000 for Bassetlaw. However, because the mix of homes differs significantly across these geographies (see the Type and Size chapter), these averages are not equivalent. It is more appropriate to make comparisons based on dwelling types, considered below.

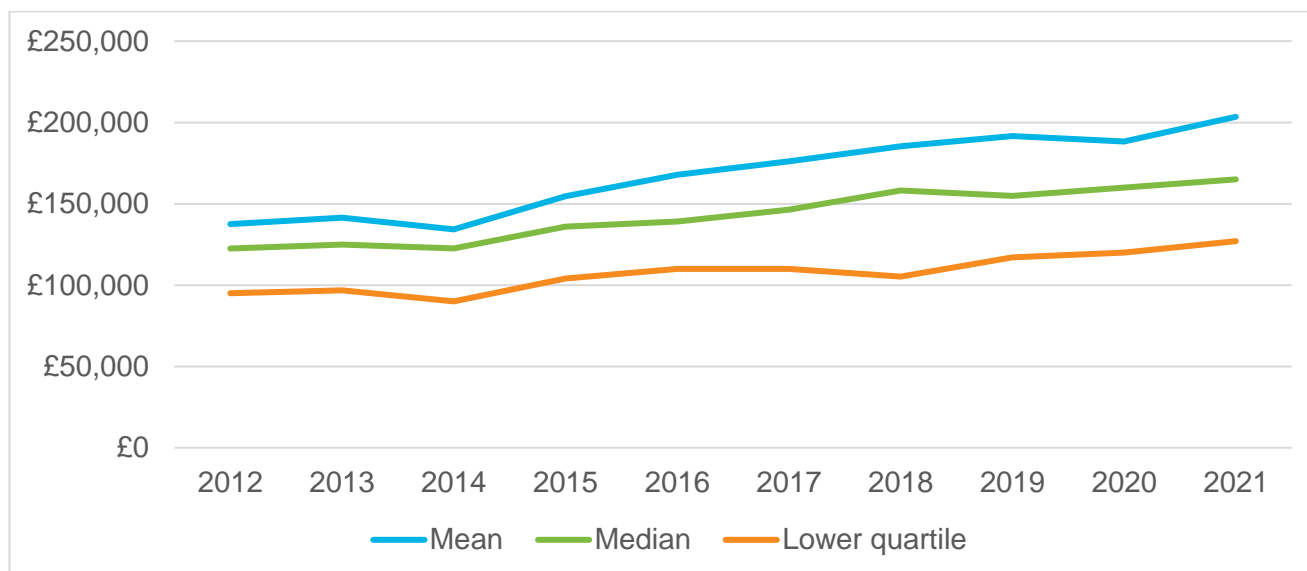
Figure 5-1: House prices by quartile in Retford Town Centre, 2012-2021



Source: Land Registry PPD

178. First, however, it is worth presenting the same graph for wider Retford to get a sense of the growth trajectory across the town as a whole. The lines in Figure 5-2 are much smoother because the data sample is larger, meaning unusual results in each year have a lower impact. The 2021 mean price of £203,500 represents growth of 48% over the decade. The current median is £165,000, representing 35% growth, and the lower quartile is £127,000, representing 34% growth.

Figure 5-2: House prices by quartile in Retford, 2012-2021



Source: Land Registry PPD

179. Moving on to home values by dwelling type, Table 5-3 breaks down house prices by the median within each type in Retford Town Centre. It is, firstly, clear that the data is patchy because different combinations of types are sold in different years, which has an effect on the overall median. There is also strong variation within each type over time because the small sample allows the specific properties that happen to be sold in a given year (which will vary in location, condition, etc.) to have a large impact on the average. Accordingly, the trend over time for each type does not express changes in pure market value. Nevertheless growth over time is generally discernible and (despite a number of anomalies) there are clear distinctions between the costs of each dwelling type.

Table 5-3: Median house prices by type in Retford Town Centre, 2012-2021

Type	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Growth
Detached	£204,000	£262,500	£240,000	£120,000	-	£380,000	-	-	£167,000	-	-
Semi-detached	-	-	£95,476	-	£85,000	-	-	£106,500	£158,000	-	-
Terraced	£73,000	£110,000	£83,000	£118,500	£80,500	£126,000	£140,000	£87,000	£85,000	£162,000	121.9%
Flats	-	£78,000	£71,000	£82,500	£75,000	£69,000	£79,750	-	£97,475	£100,000	-
All Types	£73,500	£80,000	£79,500	£85,000	£80,000	£102,000	£127,250	£87,000	£100,000	£110,250	50.0%

Source: Land Registry PPD

180. Table 5-4 compares recent house prices (median by type) across three local geographies. To attain a more robust sample for the Town Centre, 2020 and 2021 transactions are combined. While detached homes tend to be cheaper in the Town Centre, presumably because they are on smaller plots with less outdoor or other space, all other types are

slightly more expensive in the Town Centre than the wider town and Bassetlaw. As noted above, the overall average is skewed by the mix of homes sold, with lower proportions of detached and semi-detached homes in the Town Centre resulting in a lower overall average despite the higher values by type.

Table 5-4: Median house prices by type, various geographies, 2020-2021

Type	Retford Town Centre (2020-2021)	Retford (2021)	Bassetlaw (2021)
Detached	£167,000	£275,000	£275,000
Semi-detached	£158,000	£155,000	£145,000
Terraced	£121,250	£118,000	£108,000
Flats	£99,950	£85,000	£85,000
All Types	£100,500	£165,000	£173,000

Source: Land Registry PPD

181. Finally, it is important to consider the cost of newly built housing. More detailed discussion on this topic is provided under Market Housing in the Appendix. In summary, there are very few new build sales transactions in the Town Centre itself to comment upon. The cost of newly built housing can be compared with existing housing for wider Retford and Bassetlaw, however, and this is shown in Table 5-5. This must again be segmented by type because the overall average is skewed by the mix of homes built. Note also that the existing prices given below are different to those given in the table above because new build transactions have been excluded.
182. There is a large degree of variation in the difference between existing and new housing across the two areas and various types, suggesting that other factors such as location, size and the relative attractiveness of existing homes play an outsized role. For example, new semi-detached homes are cheaper than existing ones in Retford but command a significant new build premium across Bassetlaw as a whole. This data does not enable a robust estimate of the cost of newly built housing in the Town Centre itself to be calculated. Alternative assumptions are given in the Appendix.

Table 5-5: New build and existing values compared by type, various geographies, 2021

Type	Retford			Bassetlaw		
	Existing	New	Difference	Existing	New	Difference
Detached	£265,000	£352,495	33.0%	£272,400	£289,973	6.5%
Semi-detached	£155,000	£101,784	-34.3%	£143,000	£193,498	35.3%
Terraced	£120,000	£84,569	-29.5%	£108,500	£101,724	-6.2%
Flats	£85,000	-	-	£85,000	-	-
All Types	£162,000	£288,495	78.1%	£165,000	£272,995	65.5%

Source: Land Registry PPD

Income

183. Household incomes determine the ability of households to exercise choice in the housing market, and consequently the level of need for affordable housing products. Two sources of data are used to examine household incomes in the area.
184. The first source is ONS's estimates of incomes in small areas. This is locally specific but limited to the overall average income (i.e. it does not provide the average income of lower earners). The average total household income locally was £36,800 in 2018. This figure relates to most of Retford because it is not available at a smaller scale. It is an average of the figure of £37,600 for the large eastern area shown on the map in Figure 2-3 in the context section of this report, and £36,000 for the south western area shown in the same map, both of which cover parts of the NA. Adding in the final north western part of that map (with an income of £33,700) suggests an overall average income of £35,767 for Retford as a whole. As the difference between the NA income and that of wider Retford is relatively small, only the NA figure is taken forward in the subsequent analysis.
185. The second source is ONS's annual estimates of UK employee earnings. This provides lower quartile average earnings (i.e. the income of the lowest 25% of earners). However, it is only available at the Local Authority level. It also relates to individual earnings. While this is an accurate representation of household incomes where there is only one earner, it does not represent household income where there are two or more people earning. Bassetlaw's gross individual lower quartile annual earnings were £15,379 in 2020. To estimate the income of households with two lower quartile earners, this figure is doubled to £30,758.
186. The Bassetlaw HEDNA cites a median household income of £28,500 in Retford as a whole in 2019, which is lower than the household average cited above but close to the estimated figure for a household composed of two lower earners. On this basis it may be more appropriate to focus on that latter figure when thinking about affordability.
187. It is immediately clear from this data that there is a large gap between the spending power of average earning households and those earning the lowest 25% of incomes, particularly where the household in question has one earner only.

Affordability Thresholds

188. To gain a clearer understanding of local affordability, it is useful to understand what levels of income are required to afford different tenures. This is done using 'affordability thresholds': the estimated amount of annual income required by households to cover the cost of rent or a mortgage for a given tenure option.
189. AECOM has determined thresholds for the income required in Retford Town Centre to buy a home in the open market (average and entry-level prices), and the income required to afford private rent and the range of Affordable Housing tenures as set out in the NPPF. These calculations are detailed and discussed in more detail in Appendix A.
190. The key assumptions made in assessing the affordability of different tenures are explained alongside the calculations, but it is worth noting here that we have assumed

that the maximum percentage of household income that should be spent on rent is 30% and that mortgage financing will be offered at a maximum of 3.5 times household income. These are standard assumptions across housing needs assessments at neighbourhood and local authority scale although different approaches are sometimes taken and a case can be made for alternatives.

191. The mortgage multiplier is particularly variable, with multipliers up to 4.5 or even above 5 times income increasingly available, although the actual average in practice tends to be lower, particularly where applicants are dual earning. The Financial Conduct Authority uses 3.5 or more as its standard assumption for single applicants and 2.75 or more for dual applicants.
192. The percentage of income to be spent on rent also varies considerably for individuals, and it is increasingly common for households to dedicate a larger proportion of their earnings to rent. When considering affordability it is considered good practice to be conservative, and the 30% benchmark is used as ONS's current standard assumption.
193. While larger mortgages and higher rents may be feasible for individuals, this creates vulnerability to changing economic circumstances and may not be a possibility for many people with the most acute housing needs. Different assumptions would, however, alter the picture of affordability that emerges here. This is another reason interpret the findings with a degree of flexibility.
194. Table 5-6 summarises the estimated cost of each tenure, the annual income required to support these costs within the NA, and whether local incomes are sufficient. The income required column assumes the household already has access to a deposit (which we have assumed to be 10% of the value to be purchased) but does not reflect the possibility that households may already hold equity from an existing property. Although these factors may be crucial to whether housing will be affordable, they are highly dependent on individual circumstances that cannot be anticipated here.
195. The same information is presented as a graph in Figure 5-3 on a subsequent page, with selected measures from the table presented for clarity. Some thresholds are given for wider Retford to show the other options that exist further afield and to understand how the Town Centre sits within the wider market.

Table 5-6: Affordability thresholds in Retford Town Centre (income required, £)

Tenure	Mortgage value (90% of price)	Annual rent	Income required	Affordable on average incomes? £38,600	Affordable on LQ earnings (single earner)? £15,379	Affordable on LQ earnings (2 earners)? £30,758
Market Housing for Purchase						
Retford Median House Price	£148,500	-	£42,429	No	No	No
Retford Entry-level House Price	£114,300	-	£32,657	Yes	No	Marginal
NA Median House Price	£99,225	-	£28,350	Yes	No	Yes
NA Entry-level House Price	£88,875	-	£25,393	Yes	No	Yes
Market Housing for Rent						
Retford 3+ bed Market Rent	-	£9,600	£32,000	Yes	No	No
NA 2-bed Market Rent	-	£9,000	£30,000	Yes	No	Marginal
NA 1-bed Market Rent	-	£6,120	£20,400	Yes	No	Yes
Affordable Home Ownership						
First Homes (-30%)	£69,458	-	£19,845	Yes	No	Yes
First Homes (-40%)	£59,535	-	£17,010	Yes	No	Yes
First Homes (-50%)	£49,613	-	£14,175	Yes	Yes	Yes
Shared Ownership (50%)	£49,613	£1,378	£18,769	Yes	No	Yes
Shared Ownership (25%)	£24,806	£2,067	£13,978	Yes	Yes	Yes
Shared Ownership (10%)	£9,923	£2,481	£11,104	Yes	Yes	Yes
Affordable Rented Housing						
Affordable Rent	-	£5,056	£16,836	Yes	No	Yes
Social Rent	-	£4,603	£15,328	Yes	Marginal	Yes

Source: AECOM Calculations

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

Market housing for purchase and rent

197. It appears that local households on average incomes are able to access most forms of market purchase housing in the Town Centre as well as entry-level homes across the wider town. The average household income is not, however, enough to afford the overall average house price for Retford, which largely represents the larger and detached houses available there.

198. However, given the demographic information that is known about the Town Centre – that a large proportion of residents are single younger people and those in the oldest age categories – the overall average household income for Retford may not be the most

important benchmark. The income of an individual lower quartile earner (data for Bassetlaw), and the estimate for a cohabiting pair of such earners, may be better representations of local people's means. These are shown in the columns of the table furthest to the right. Households formed of two lower earners still appear able to afford most market purchase options in the Town Centre, but are more limited in what they can afford further afield. Single people on lower quartile earnings, however, appear unable to afford any market purchase options without the advantage of additional savings.

199. Private renting follows a similar pattern: the price benchmarks used, for both smaller units in the Town Centre and larger ones beyond, are generally affordable households on average or dual lower incomes, but not to single individuals on low incomes. Even the rent on an average 1 bedroom property in the Town Centre would require nearly double the income available to this group.
200. Affordability is improved if households are able or willing to dedicate a larger proportion of their incomes to rental costs, although this has repercussions for other quality of life aspects and cannot be assumed to suit all individuals' circumstances.

Affordable home ownership

201. The relationship between house prices and rents in the NA is fairly unusual. There is a gap of only £5,000 in the annual income needed to afford to rent and to buy an entry-level home. In theory, subsidised routes to home ownership like First Homes and shared ownership target people who can afford to rent but not to buy. Given the relatively narrow income band that applies here (£20,400 to £25,400), it is likely that in practice these products will also serve a wider group that includes people who can afford the lowest rents but would like to buy a more spacious home, and even potentially people who cannot currently afford to rent based on their incomes but do have access to savings.
202. It is worth mentioning that the equivalent affordability thresholds for Retford calculated in the Bassetlaw HEDNA are £20,900 to rent and £24,800 to buy. These are very close to those referenced above, and broadly validate the affordability data reviewed here.
203. First Homes are to be offered at a discount of at least 30% on equivalent market prices (i.e. new build, entry-level properties). Local authorities and neighbourhood plan qualifying bodies will have discretion to increase the discount on First Homes to 40% or 50% where there is evidence to suggest this is appropriate.
204. This report has estimated the income required to afford First Homes and tested the implications of 30%, 40% and 50% discount levels. Given that both average earning households and those composed of two lower earners appear able to afford 30% discounted First Homes, there would seem little justification to exceed this discount level in the Town Centre. An advantage of not unduly raising the discount level is that other Affordable Housing products, notably affordable/social rent, may consequently be more viable as part of the housing mix.
205. The cost of a typical First Home will depend on its 'equivalent market price' – a factor that is difficult to define hypothetically. The approach taken for the above table is to use the median house price in the Town Centre for 2021, on the assumption that the new build price premium on an entry-level property will bring the value to a similar level as

the median for existing homes. This has also been checked against the price of flats in the area and new build costs across Retford (see Appendix and Table 5-5).

206. However, because of this uncertainty, it is also worth considering the discounts required for some additional price benchmarks. Table 5-7 below shows the discount required to each of the income groups for First Homes when benchmarked against other measures of local prices. None of the three most relevant options change the discount required: a 30% discount is more than sufficient because most groups can afford ownership with no discount (although a larger group of people between these income levels will also gain access).
207. The fourth benchmark is the average cost of a newly built semi-detached house across Bassetlaw in 2021. Semi-detached was selected because no new flats were sold in 2021 and the average for terraces at £101,000 is effectively the same benchmark as the entry-level price in the Town Centre. If First Homes take a form closer to the average newly built semi-detached home a 30% discount remains suitable for average earners although a larger group of people (including dual lower earners) become priced out. It is worth paying attention to these subtleties as the First Homes product gains traction locally.

Table 5-7: Discount on sale price required for households to afford First Homes

House price benchmark	Mean household income	Single LQ earner	Dual LQ earning household
NA Median House Price	0%	46%	0%
NA Entry-Level House Price	0%	39%	0%
Retford Entry-Level House Price	0%	53%	6%
Bassetlaw Median New Build Semi-Detached House Price (£193,500)	26%	69%	38%

Source: Land Registry PPD; ONS MSOA total household income

208. Shared ownership appears to be slightly more affordable than First Homes but is broadly accessible to the same groups. Government has recently announced that the minimum equity share for shared ownership will fall to 10% of the property value.⁴ If this is delivered in the NA, it will make shared ownership easier to access for more people, even potentially single people on lower incomes. However, while the income threshold for a 10% equity shared ownership home is lower, this product may not necessarily be more attractive than the alternatives (such as shared ownership at higher equity shares and First Homes) for those who can afford them.
209. The transition from 10% to 100% ownership would be long, and during this period the rent on the 90% unsold value would not be subsidised, meaning that monthly costs for occupants will remain relatively high and the build-up of equity will be relatively slow. This product would therefore only be a realistic route to full ownership for households prepared to take a long-term view.

⁴ The previous minimum equity share was 25%. This change took effect from 28 June 2021 and transitional arrangements are in place for planning policy documents that are prepared during the implementation timeframe. Changes are also introduced to make the process of staircasing to full ownership more gradual with lower minimum increments of 1%. The ministerial statement confirming and detailing the changes is available here: <https://questions-statements.parliament.uk/written-statements/detail/2021-05-24/hlws48>.

210. The income required to access Rent to Buy, a product designed to allow residents to transition from renting to ownership by allowing a discount on the market rent to be used to save a deposit, is assumed to be the same as that required to afford market rents. On that basis, First Homes and shared ownership are theoretically more affordable than Rent to Buy.
211. In conclusion, all of these products would provide value to different segments of the local population, with shared ownership at a lower than 25% equity share potentially allowing lower earning households to get a foot on the housing ladder, while Rent to Buy is helpful to those with little or no savings for a deposit, and First Homes may provide a better long-term investment to those who can afford to access it.

Affordable rented housing

212. Affordable rented housing is generally affordable to households with two lower earners depending on their household size (average earning households are unlikely to be eligible). However, households with a single lower earner appear only just able to afford any socially rented homes, assuming that the relevant shared ownership products are not available.
213. The evidence considered here suggests that the affordable rented sector performs a vital function in Retford Town Centre as the only option for a large segment of those in the greatest need. Social rents are cheaper and would therefore leave households on lower earnings better off and better able to afford their other living costs, such as food and fuel etc. Where households are supported by housing benefit the difference in the cost of affordable and social rents may be irrelevant as the level of housing benefit flexes according to the rent. This means that households supported by housing benefit may be no better off in social rented accommodation because they receive a lower rate of housing benefit to cover their rent.

Figure 5-3: Affordability thresholds in Retford Town Centre, income required (additional cost of deposit in black)



Source: AECOM Calculations

Affordable housing- quantity needed

214. The starting point for understanding the need for affordable housing in Retford Town Centre is the relevant Housing Need Assessment at Local Authority scale. In this case the relevant document is the 2020 Bassetlaw HEDNA.
215. The HEDNA estimates the need for affordable housing across Bassetlaw as well as for a number of sub-areas, which include Retford, based on analysis of the Council's waiting list and other data sets in line with Planning Practice Guidance. It identifies the need for 54 net additional affordable rented homes each year in Retford. It also estimates a gross need for 19 units of affordable home ownership each year in Retford, but this becomes a surplus of 26 units per year once supply is taken into account – on the assumption that half of the lower quartile homes sold each year effectively accommodates this group.
216. When the HEDNA figures for Retford are pro-rated to the Town Centre based on its share of the population (2.5% at the time of the 2011 Census), this equates to 1.3 homes per annum for social/affordable rent and between 0 and 0.5 units per annum of affordable home ownership (depending on whether the gross or net figure is used). This equates to 20 homes for affordable rent and 0-8 homes for affordable sale over the Town Centre Neighbourhood Plan period (both figures rounded).
217. This provides a robust benchmark for the potential scale of need in the Town Centre, assuming that the NA's needs are roughly in proportion to its share of Retford's population.
218. However, it is also possible to calculate equivalent estimates at NA scale using data supplied by BDC and from other sources. This has been undertaken in Tables 5-8 and 5-9 below, the first for affordable rented housing and the second for affordable home ownership.
219. Before discussing the results it is relevant to summarise the data inputs provided by BDC, which also provide detail on the characteristics of affordable housing need at present. The Strategic Housing Team at BDC provided this data in August 2022, and it relates to the whole built-up area of Retford used as a comparison area throughout this report.
220. As of August 2022, there are 286 applicant households on the waiting list for affordable rented housing. This is a key input to the model in Table 5-8 below. It is slightly lower than the figure of 314 for 2020 cited in the HEDNA.
221. 8 applicant households are in priority Band A (homeless, fleeing violence or other urgent circumstances), and 14 are in Band B (medical needs). These figures change frequently and are accurate to August 2022. The remaining 264 are in Bands C to E (less urgent needs), and a more detailed breakdown of their characteristics was provided in July 2022. Some key findings in relation to the latter group are as follows:
- 17% require a studio or 1 bedroom, 73% a 2 bedroom, 8% a 3 bedroom, and 2% a 4 bedroom property;

- The above figures represent a drastic swing toward smaller units, with the number of applicants requiring 1 bedroom homes increasing by over 30%. This is understood to be due to affordability in relation to Universal Credit and Local Housing Allowance. A recent increase in the provision of 2-4 bedroom housing association properties is another contributing factor;
 - 78% of applicants are classed as senior citizens, most of whom are living in couples though some have dependents;
 - 64% require some form of sheltered or supported accommodation linked to their age (note that this percentage is derived from a different total);
 - 11% are families with children (not including senior citizens with dependents);
 - 8% are single people, the vast majority of which are aged over 40; and
 - 1% are couples (not including senior citizen couples).
222. These figures suggest a strong bias toward the older population, which is not necessarily reflective of Retford Town Centre specifically. However it is not possible to segment this data further.
223. BDC also note that there were 73 dwellings re-let across Retford in the 2020-21 reporting year. This is important because re-lets from the existing stock, caused by vacancies as their occupants move or pass away, are able to accommodate other people on the waiting list without a new dwelling being built. Although this is the most recent snapshot of this metric, and the Strategic Housing Team note that during the Covid-19 pandemic lettings were generally lower, it is safer to use a longer-term average when projecting future needs. The HEDNA presented a slightly older figure that represented the average of three years. The result was 64. This is not far from the current figure, and is used as an input to the model in Table 5-8.
224. It is also important to note that 536 bids were received in total for the 73 re-let properties, an average of 7.3 bids per dwelling. While it is assumed the same households bid on multiple properties, this still demonstrates a high level of demand in Retford.
225. In Table 5-8 an estimate is presented for the annual need for affordable rented housing in Retford Town Centre over the Plan period. The key inputs noted above, which apply to the whole of Retford, are prorated using population statistics (with 2.5% of the Retford population residing in the Town Centre at the time of the 2011 Census). This is not entirely accurate but is the best approach available. For this reason, it is important to think about the result in relation to the figures derived from the HEDNA discussed above.
226. The result of the model is 0.1 households falling into need per annum, or 2 (rounded) dwellings for the Neighbourhood Plan period. This result may initially be surprising since there is understood to be a current backlog of need (in the region of 7 households). The reason for the lower result is turnover through vacancies in the existing stock: of the 129 units of affordable rented accommodation existing currently, it can be expected that around 1.6 will come vacant in any given year as their current occupants move to a new location,

- pass away or cease to be eligible as their circumstances change. This satisfies the projected newly arising need as well as some of the backlog, which is effectively spread out over the 10-year period to produce an annualized figure.
227. The key reason for this result is the exceptionally high current rate of affordable renting in the Town Centre compared to wider averages. 44% of households in 2011 lived in social rented accommodation in the NA, which is a proportion more than three times higher than that of wider Retford or Bassetlaw. While this means that a higher share of residents are in need of housing support, it also suggests that there are sufficient affordable rented homes to accommodate people's needs as they evolve in future years. This significant distinction between the Town Centre and wider Retford is a good reason to estimate the Town Centre's specific needs in addition to prorating the HEDNA.
228. An important caveat to this finding is that there are almost certainly households currently in need in the Town Centre, and to 'spread them out' over the Plan period suggests that some of them can be accommodated in ten years' time once a sufficient surplus has been built up through new supply and turnover of the existing stock. While possible, this is not favourable to the individuals involved. In practice, it would be better to frontload any future affordable rented provision to meet those needs as soon as possible, leaving newly arising need in future to be met by turnover in the existing stock.
229. A further caveat worth emphasizing is that one unit of Affordable Housing does not necessarily service one household worth of need, since the unit might have 2 bedrooms while the applicant household might require 4 bedrooms, may be located in an inappropriate location, or be otherwise unsuitable.
230. Finally, the HEDNA suggests that around 20 units of affordable rented might be required in the Town Centre if the need is in proportion to the share of Retford's population. Because of the large existing stock, this assumption is unlikely to be true. However, it remains the case that the Town Centre has potential to contribute to meeting the needs of the wider town.
231. For the above reasons, it is recommended that Retford Town Centre considers encouraging the delivery of a limited quantity of affordable rented housing, particularly early in the Plan period, with the understanding that if this results in oversupply in future years, the vacancies created when existing occupants leave their properties may need to satisfy new need from elsewhere in the town or District.

Table 5-8: Estimate of need for rented Affordable Housing in Retford Town Centre

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current households in need	7.1	BDC data for the whole of Retford accurate at August 2022, showing 286 applicant households. Prorated at 2.5%
1.2 Per annum	0.5	Step 1.1 divided by the plan period to produce an annualised figure.
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	35.8	DLUHC 2018-based household projections for the LA between start and end of plan period. % increase applied to NA.
2.2 Proportion of new households unable to rent in the market	51.1%	(Steps 1.1 + 2.2.1 + 2.2.2) divided by number of households in NA.
2.2.1 Current number of social renters in parish	129.0	2011 Census social rented occupancy of 101 plus the assumed 28 additional affordable homes built since then (see start of this chapter).
2.2.2 Number of private renters on housing benefits	41.6	Housing benefit caseload May 2018. Prorated to NA.
2.3 New households unable to rent	18.3	Step 2.1 x Step 2.2.
2.4 Per annum	1.2	Step 2.3 divided by plan period.
STAGE 3: TURNOVER OF AFFORDABLE HOUSING		
3.1 Supply of social/affordable re-lets (including transfers) %	1.6	Assumed proportion of stock re-let each year: average of 64 cited in the HEDNA for 2016-2019.
NET SHORTFALL OF RENTED UNITS PER ANNUM		
Overall shortfall per annum	0.1	Step 1.2 + Step 2.4 - Step 3.2

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

232. Turning to Affordable Housing providing a route to home ownership, Table 5-9 estimates the potential demand in Retford Town Centre. This model aims to estimate the number of households might wish to own their own home but cannot afford to – the ‘can rent, can’t buy’ group described in the previous section. The model is consistent with methods used at Local Authority scale in taking as its starting point households currently living in or expected to enter the private rented sector who are not on housing benefit. That said, it is not consistent with the approach of the HEDNA, which discounts the gross need with reference to the number of sales of entry-level homes in a given year. AECOM do not take this approach.

233. There may be other barriers to these households accessing home ownership on the open market, including being unable to save for a deposit, or being

unable to afford a home of the right type/size or in the right location. The model also discounts 25% of households potentially in need, assuming a proportion will be renting out of choice. This assumption is based on consistent results for surveys and polls at the national level which demonstrate that most households (typically 80% or more) aspire to home ownership.⁵ No robust indicator exists for this area or a wider scale to suggest aspirations may be higher or lower in the NA.

234. The result of the calculation is 7.2 households per annum who may be interested in affordable home ownership or 108 (rounded) for the entirety of the Neighbourhood Plan period.
235. Here turnover in the existing stock does not satisfy some newly arising need because there was no shared ownership present in the NA at the time of the 2011 Census and it is assumed that the dominance of affordable rented housing has continued with the 28 new affordable homes built since then. This assumption, which cannot be validated using the data available, is one reason that the result is so high in relation to the need for affordable rented housing.
236. The result is again in sharp contrast to the HEDNA, which suggests a net surplus rather than a shortfall. Even the gross result in the HEDNA is an order of magnitude lower than the estimate below.
237. It is, however, important to keep in mind that the households identified in this estimate are, by and large, adequately housed in the private rented sector, Affordable Housing, or living in other circumstances. They do not necessarily lack their own housing but would prefer to buy rather than rent. They have been included in the national planning definition of those in need of Affordable Housing, but their needs are less acute than those on the waiting list for affordable rented housing. As such, the result discussed here is an expression of potential demand rather than need in the strict sense.

⁵ <http://www.ipsos-mori-generations.com/housing.html>

Table 5-9: Estimate of the potential demand for affordable housing for sale in Retford Town Centre

Stage and Step in Calculation	Total	Description
STAGE 1: CURRENT NEED		
1.1 Current number of renters in parish	170.7	Census 2011 number of renters x national % increase to 2018.
1.2 Percentage renters on housing benefit in LA	24.4%	% of renters in 2018 on housing benefit.
1.3 Number of renters on housing benefits in parish	41.6	Step 1.1 x Step 1.2.
1.4 Current need (households)	96.8	Current renters minus those on housing benefit and minus 25% assumed to rent by choice. ⁶
1.5 Per annum	6.5	Step 1.4 divided by plan period.
STAGE 2: NEWLY ARISING NEED		
2.1 New household formation	35.8	LA household projections for plan period (2018 based) pro rated to NA.
2.2 % of renting households unable to buy	27.8%	(Step 1.4 + Step 3.1) divided by number of households in NA.
2.3 Total newly arising need	10.0	Step 2.1 x Step 2.2.
2.4 Total newly arising need per annum	0.8	Step 2.3 divided by plan period.
STAGE 3: SUPPLY OF AFFORDABLE HOUSING		
3.1 Supply of affordable housing	0.0	Number of shared ownership homes in NA (Census 2011).
3.2 Supply - intermediate resales	0.0	Step 3.1 x 5% (assumed rate of re-sale).
NET SHORTFALL PER ANNUM		
Overall shortfall per annum	108.3	(Step 1.5 + Step 2.4) - Step 3.2.

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

238. There is no policy or legal obligation on the part either of the Local Authority or Neighbourhood Plan to meet affordable housing needs in full, though there are tools available to the RTCNPG that can help ensure that it is met to a greater extent if resources permit (e.g. the ability to allocate sites for affordable housing).

239. It is also important to remember that even after the Neighbourhood Plan is adopted, the assessment of need for Affordable Housing, the allocation of affordable rented housing to those in need, and the management of the housing

⁶ The assumption of approximately 25% preferring to rent and 75% preferring to buy is AECOM's judgement, based on national level polls which consistently reveal that most households who prefer home ownership eg <http://www.ipsos-mori-generations.com/housing.html> and informed by our experience across numerous neighbourhood level HNAs. The assumption is based on the fact that some households choose to rent at certain stages in their life (e.g. when young, when needing flexibility in employment market, or when new migrants move into an area). While most households prefer the added security and independence of owning their own home, private renting is nevertheless a tenure of choice at a certain points in many households' journey through the housing market. The actual percentage of preference will differ between areas, being higher in large metropolitan areas with younger households and more new migrants, but lower in other areas. 25% is used as a reasonable proxy and for consistency across HNAs and similar assumptions are used in some larger scale assessments such as LHNAs and SHMAs. If the neighbourhood planning group feel this is not an appropriate assumption in their particular locality they could use the results of a local residents survey to refine or confirm this calculation.

waiting list all remain the responsibility of the Local Authority rather than the Neighbourhood Plan.

Affordable Housing policy guidance

240. Bassetlaw's adopted policy on this subject (CS3) requires 25% of all new housing in Retford to be affordable. In the emerging Local Plan (Policy ST29), some nuance is added, with brownfield sites expected to deliver 20% Affordable Housing and greenfield sites 25%. It is not known whether this target is usually met on sites in the NA because localised completions data does not provide a tenure breakdown.

241. The overall proportion of housing that must be affordable is not an area of policy that a Neighbourhood Plan can usually influence. However, within the Affordable Housing that comes forward through mainstream development sites, the balance between affordable tenures – namely the split balance between affordable rent and subsidised routes to home ownership – is something Neighbourhood Plans may influence.

242. Policy ST29 of the emerging Local Plan seeks the following breakdown:

- 25% social rent;
- 25% affordable rent;
- 25% First Homes; and
- 25% other forms of affordable ownership.

243. This is the default position but it is possible for the Town Centre to seek a slightly different mix if this has the support of BDC. The following section summarises the factors that might be taken into account before proposing a suggested Affordable Housing tenure mix that might be suitable for Retford Town Centre specifically.

A. **Evidence of need for Affordable Housing:** This study estimates that Retford Town Centre requires roughly 2 units of affordable rented housing and could see demand for around 108 units of affordable home ownership over the Plan period. The HEDNA suggests a very different balance, with 20 homes for affordable rent needed and 0-8 for affordable home ownership.

The HNA estimates suggest that the vast majority of Affordable Housing should take the form of routes to ownership because the long term need for affordable rent can be satisfied by turnover of the comparatively large existing stock.

However, as noted above, these figures are not directly equivalent: the former expresses the identified need of a group with acute needs and no alternative options; the latter expresses potential demand from a group who are generally adequately housed in rented accommodation and may not be able to afford the deposit to transition to ownership.

If the quantity of new housing overall were unlimited, 2% rented housing to 98% subsidised ownership may be an appropriate affordable tenure mix. However, this is not likely and also not strictly necessary.

- B. Can Affordable Housing needs be met in full?** How far the more urgently needed affordable rented housing should be prioritised in the tenure mix depends on the quantity of overall housing delivery expected.

Retford Town Centre has no specific housing target or requirement, and is not expected to contribute to the District's housing delivery targets. Allocations and infill development may still persist but the amount of development required or expected has not been quantified.

Given the rates of growth experienced over the past decade it is reasonable to assume that some new housing will be built in the Town Centre during the Neighbourhood Plan period, but it is unlikely to be of a sufficient scale to meet the total potential need/demand for Affordable Housing identified here.

As a result, affordable rented housing should have a higher weighting in the tenure mix to ensure that the most acute needs are met as a priority. The 50% rented to 50% ownership guideline mix in the emerging Local Plan may offer an appropriate benchmark – allowing for a large share of ownership options but without overly limiting rented delivery.

- C. Government policy (eg NPPF) requirements:** current NPPF policy requires 10% of all homes to be delivered for affordable home ownership. For 10% of all housing to be affordable ownership in Bassetlaw, where 25% of all housing should be affordable, 40% of Affordable Housing should be for affordable ownership. This complies with the guideline tenure split sought in the emerging Local Plan. The split on brownfield sites (where only 20% must be affordable) would be 50% for ownership and is therefore also compliant.

There can be exceptions to this requirement if it would prevent the delivery of other forms of Affordable Housing. Based on the findings of this HNA there is little evidence that meeting the 10% threshold in Retford Town Centre would prejudice the provision of much needed affordable rented homes.

- D. Local Plan policy:** As noted above, the adopted Local Plan seeks a tenure split of 50% rent (25% social and 25% affordable) and 50% ownership (25% First Homes and 25% other forms).
- E. First Homes policy:** the Government recently concluded a consultation on the introduction of First Homes (to provide at least 30% discount on new build home prices). The proposals have now been enacted through a ministerial statement. A minimum of 25% of all Affordable Housing secured through developer contributions are now required to be First Homes. The emerging Local Plan is again in compliance with this requirement.

- F. **Viability:** HNAs cannot take into consideration the factors which affect viability in the neighbourhood area or at the site-specific level. Viability issues are recognised in the Local Plan and it is acknowledged that this may affect the provision of affordable housing, the mix of tenures provided and the discounts that can be sought on First Homes properties.
 - G. **Funding:** the availability of funding to support the delivery of different forms of Affordable Housing may also influence what it is appropriate to provide at a particular point in time or on any one site.
 - H. **Existing tenure mix in Retford Town Centre:** As noted above, Retford Town Centre has an unusually high rate of social renting and (at least in 2011) a complete absence of subsidised routes to ownership. This suggests a potential gap in the market for affordable home ownership products in particular.
 - I. **Views of registered providers:** it is not within the scope of this HNA to investigate whether it would be viable for housing associations (registered providers) to deliver and manage affordable rented homes in the parish. The funding arrangements available to housing associations will determine rent levels.
 - J. **Wider policy objectives:** the RTCNPG may wish to take account of broader policy objectives for Retford Town Centre and/or the wider District. These could include, but are not restricted to, policies to attract younger households, families or working age people to the NA. These wider considerations may influence the mix of Affordable Housing provided.
244. On the basis of the considerations above, Table 5-10 proposes an indicative Affordable Housing tenure mix that might be sought through Neighbourhood Plan policy.
245. The key recommendation is for a headline split of 60% routes to ownership and 40% affordable renting. This is a slight adjustment in favour of ownership options from the emerging Local Plan default (50-50%), proposed in response to the already high rates of social renting in the NA and the higher potential demand for ownership options identified in the HNA estimates. The affordability analysis earlier in the chapter also suggests that First Homes and shared ownership bring significant additional value to a large range of income groups, provided that they are viable to deliver at the assumed values (rent to buy appears less valuable and is thus not recommended in the mix below). Affordable rented tenures should also form a meaningful share of the tenure mix in spite of the low estimated long-term need because of the current backlog, potential mismatch between supply and need, and the fact that this is the only affordable option for the lowest earners in the NA.
246. This mix should be viewed as a starting point, based primarily on secondary evidence, which should be reconsidered in light of considerations F to J above, and in particular the views and objectives of the community.

247. Where the neighbourhood planning group wish to develop policy that deviates from that outlined in the Local Plan – either by differing from the headline split between renting and ownership or by specifying a greater level of detail around sub-tenures, it is important that they liaise with BDC to gather more detailed income and viability information, and to ensure that departures from the local policy context have their support.

248. Another option when developing Neighbourhood Plan policies on tenure splits is to add caveats to the policy in question, to the effect that the precise mix of affordable housing will be considered on the basis of site-by-site circumstances in addition to this evidence.

Table 5-10: Indicative tenure split (Affordable Housing)

Tenure	Indicative mix	Considerations and uncertainties
Routes to home ownership, of which	60%	
First Homes	30%	Product untested so uncertainties around viability, developer, lenders and buyer appetite etc.
Shared ownership	30%	Recently confirmed changes to the model to allow purchases of 10% share - impact on viability unknown. RPs business plans currently reliant on shared ownership model. Impact of displacement by First Homes unknown.
Rent to Buy	0%	Emerging product with popularity and effectiveness as yet unknown. Impact of displacement by First Homes unknown.
Affordable Housing for rent, of which	40%	
Social rent	To be set by Registered Providers	Uncertain how much funding available to support this tenure in local area. Uncertain whether RPs willing to own/manage stock in this area.
Affordable rent	To be set by Registered Providers	Uncertain whether RPs willing to own/manage stock in this area.

Source: AECOM calculations

Conclusions- Tenure and Affordability

Current tenure profile

249. In Retford Town Centre, home ownership is relatively uncommon: the proportion of people who own their homes, at 23%, was around a third of the rate seen across Retford, Bassetlaw and England in 2011. Correspondingly, a far larger share of

the population rented their homes from private and social landlords – at 44% and 32% respectively. The high number of social rented homes suggests ample provision for those in the greatest financial need.

250. A large private rented sector is not uncommon for urban areas, where work and lifestyle factors tend to attract people at particular stages of their lives when flexibility is a priority. Although private renting thereby serves an important function, encouraging more owner-occupation could have positive effects on community cohesion and demographic balance. It is notable that there were no homes in shared ownership in the Town Centre in 2011. This and other tenure products providing a subsidised route to ownership could prove a valuable addition to the market in future.
251. It is not possible to tell definitively how many of the 115 new homes built since 2011 fall into different tenure categories, but applying Bassetlaw's Affordable Housing policy requirements to the relevant sites suggests that around 28 new affordable homes may have been delivered in this period.

Housing costs

252. Home values in the Town Centre have increased over the past ten years, following a gentle upward trajectory with some year-on-year fluctuations. The current median house price (middle number when arranged from lowest to highest) is £110,250, which is 50% higher than the 2012 average. The lower quartile price (the lowest 25% of prices, used as a good proxy for entry-level housing) stands at £98,750, which is 37% higher than its level in 2012. These growth rates align with those of wider Retford, at 48% and 34% respectively.
253. Overall average property prices in the Town Centre appear lower than wider Retford and Bassetlaw on first glance, but this is because of the different mix of house types and sizes available in the three areas. When compared on a like-for-like basis, prices in the Town Centre are in fact slightly higher. The only exception is detached houses, which appear more expensive in the wider area, likely because of their size and amount of outdoor space.

Tenure options

254. AECOM has estimated the annual income required to afford various tenures of housing in the Town Centre and wider Retford – each of which is explained in detail in Appendix A. These thresholds are compared to incomes to determine which options are the most appropriate for local people going forward.
255. The average household income in the part of Retford covering the Town Centre was £36,800 in 2018, and the lower quartile income (per person) for Bassetlaw was £15,379 in 2020. The Bassetlaw HEDNA cites a median income for Retford of £28,500 in 2020, which is similar to a household with two lower earners.
256. It was found that local households on average incomes (including those with two lower earners) are able to afford most forms of market housing for sale in the Town Centre and some of the entry-level options in the wider town, but not its largest detached properties. Single people on lower quartile earnings, however, appear

unable to afford any market purchase options without the advantage of additional savings.

257. Private renting follows a similar pattern: the price benchmarks used, for both smaller units in the Town Centre and larger ones beyond, are generally affordable to households on average or dual lower incomes, but not to single individuals on low incomes. Even the rent on an average 1 bedroom property in the Town Centre would require nearly double the income available to this group.
258. Subsidised routes to home ownership like First Homes and shared ownership are intended to target people who can afford to rent but not to buy. However, in the case of the Town Centre, there is a relatively narrow gap between the income needed to afford to rent and to buy. As such, affordable home ownership products appear able to also reach people who cannot afford to rent, and may help renting households upgrade to larger properties as their needs evolve.
259. The discount on First Homes can be set at 30%, 40% or 50% in Neighbourhood Plans, and it is considered that a 30% discount is suitable in the Town Centre based on affordability testing. There is also a risk that higher discounts would bring sales prices too close to build costs or make affordable rented housing harder to deliver due to development viability issues.
260. Affordable rented housing appears generally affordable to households with two lower earners (average earning households are unlikely to be eligible). Single lower earners can afford social rents but not affordable rents. Social rent should therefore be protected as far as possible. If unable to secure a social rented dwelling or additional subsidy, single lower earners may need to live in a room in a shared house using housing benefits.

Quantity of Affordable Housing needed

261. The 2020 Bassetlaw HEDNA identifies a need for 54 net additional affordable rented homes each year across Retford. For affordable home ownership the gross need is for 19 units per year, but the net need after the supply of lower cost market housing is deducted falls to a surplus of 26 units per year.
262. On the basis that the share of this need attributable to the Town Centre in proportion to its share of the Retford population (2.5%), this suggests that the Town Centre will need around 1.3 affordable rented homes and 0-0.5 units of affordable home ownership per year (or 20 and 0-8 in total by the end of the Neighbourhood Plan period).
263. However, it may not be true in practice that the Town Centre's needs are in proportion to population statistics, particularly given the very different current rates of social renting between the NA and wider averages. It is therefore useful to calculate equivalent estimates at neighborhood scale using data supplied by BDC and from other sources.
264. As of August 2022, there are 286 households across Retford waiting for affordable rented housing, the majority of whom are classed as senior citizens. There are also around 64 re-lets of affordable rented housing per year according to the

HEDNA (rising to 73 in 2020-21 in the latest BDC data), which can accommodate newly arising needs.

265. The result of the AECOM estimates of need for the Town Centre specifically suggest very little long-term unmet need for affordable rented housing, equating to around 0.1 households per year or 2 over the entire Plan period, and potential demand for affordable home ownership in the region of 7 households per year or 129 over the Plan period.
266. The former estimate is so low because of the large existing social rented sector and the high number of re-lets relative to the projected newly arising need. Effectively, turnover through vacancies should be enough to accommodate future needs. That said, there remains an existing backlog of need, the homes that come available may not be appropriate to those on the list, and the Town Centre may still be expected to contribute to meeting the needs of the wider area. Therefore a limited amount of affordable rented housing should still be encouraged.
267. The latter estimate, for affordable home ownership, is relatively high because it expresses potential demand from households who are largely adequately housed but may have an aspiration to own. Their needs cannot be satisfied by vacancies in existing homes because no shared ownership existed in the NA in 2011 and First Homes are yet to be delivered on the ground.

Affordable Housing tenure mix

268. Affordable Housing is typically provided and made financially viable by District-wide planning policies that require it to be included at a set proportion of market housing developments. Bassetlaw's adopted policy on this subject (CS3) requires 25% of all new housing in Retford to be affordable. This is a policy area within the remit of the Local Planning Authority, but it is worth considering what the most appropriate mix of Affordable Housing products might be in the Town Centre specifically.
269. AECOM recommends that the tenure mix of Affordable Housing secured in future years gives slightly higher priority to affordable home ownership options (60%) than the emerging Local Plan default (50%), with the remainder protecting affordable rented provision. The reasons for this are the already high rate of social renting in the NA, the higher potential demand for ownership options in the AECOM estimates, and the value provided by all forms of Affordable Housing tested in the affordability assessment earlier in this chapter. In addition to broadening housing choice generally, the addition of affordable routes to home ownership would help to accommodate (primarily younger) households currently living in the private rented sector who wish to put down roots in the Town Centre.
270. There is no obligation to follow this recommendation or to depart from the emerging Local Plan default mix if that is more in line with the community's objectives. Further discussion with BDC about the options and their advice would be beneficial, and could cover issues beyond the scope of this report, such as development viability.

6. RQ 3: Specialist housing for older people

RQ 3: What provision should be made for specialist housing for older and disabled people over the Neighbourhood Plan period?

Introduction

271. This chapter considers in detail the specialist housing needs of older and disabled people in Retford Town Centre and wider Retford. The level of care associated with specialist housing products can vary widely, and is broadly categorised, in descending order from highest to lowest care level, as follows

- Specialist schemes that have 24-hour onsite care and support, typically including onsite catering (e.g. extra care, flexicare, and enhanced care);
- Specialist housing that is designed with the relevant group in mind. This may be suitable for receiving care or support, but this is not typically provided onsite or at all times of day (e.g. sheltered or age-restricted housing); and
- Mainstream housing that is adapted or capable of adaptation so that the inhabitant can live independently and care or support can be provided in the home.

272. People experience ageing differently. Much depends on their health, lifestyle and relationship with work. Some people live healthy and active lives into advanced old age while others may need support and care much earlier in their lives. Some will be interested in moving to a suitable home closer to services while for others ageing independently in place will be key to their wellbeing.

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

274. The specialist housing needs of older people (75+) are assessed below using two methods. The first is a tenure-led projection, based on rates of mobility limitation among this age group and the tenure of housing they currently occupy. The second, included for the purposes of comparison, is based on the Housing Learning and Improvement Network (HLIN) Strategic Housing for Older People (SHOP) tool,⁷ which is based on best practice nationally and sets a recommended level of provision per 1,000 of the older population.

275. It is important to note that the need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the total housing need or requirement. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline

⁷ Available at <https://www.housinglin.org.uk/Topics/browse/HousingExtraCare/ExtraCareStrategy/SHOP/SHOPv2/>

as opposed to the projected new households which form the baseline for estimating housing need overall.⁸

276. This study covers the need for housing, i.e. buildings that the planning system classifies as Use Class C3 (private dwellings).⁹ Residences that fall into Use Class C2 (institutions including prisons, boarding schools and some care homes for the elderly) are not within the scope of this research. Unfortunately, however, the dividing line between care homes for older people that fall into use class C2 and those where accommodation is counted as C3 is blurred. As such, the findings of this chapter may justify the provision of extra-care C3 housing and/or C2 care home units, but it is not possible to state definitively how much of each would be required.

Current older population

277. ONS 2020 population estimates suggest that there are currently around 73 individuals aged 75 or over in Retford Town Centre, which is around 13% of the population of 568. This has been calculated by applying the growth rates for that age group for the smallest available proxy area to the Town Centre population in 2011 in the same way as was done in the Type and Size chapter. It is important to acknowledge that the total population of the NA is likely to be higher than that method suggests due to the volume of recent development. If the proportion of 13% is applied to the more realistic population estimate of 750, this suggests there may be around 98 people aged 75+ currently living in the town centre.

278. For Retford as a whole, ONS 2020 estimates suggest the population aged 75+ is in the region of 2,591 people – or 11% of the total.

Current supply of specialist housing for older people

279. When determining the need for specialist dwellings, it is necessary first to take account of current supply. Information on the current stock is collated manually using the search function on the Elderly Accommodation Counsel's Website: <http://www.housingcare.org>.

280. This source shows no specialist accommodation schemes or care homes within the designated NA boundary. There is, however, a wider range of options across Retford as a whole. Table 6-1 counts a total of 351 units of specialist accommodation across 9 schemes. 81% of the units are available for rent through a social landlord, with the remaining 19% available (when vacant) for market purchase.

281. All of the properties listed are retirement or age-exclusive housing with minimal care. There are no options that are classified as extra-care for those with more severe support needs. There is, however, also a total of 254 bedspaces in 7 care homes in Retford. 67% of these offer some form of nursing care or support

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

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

for dementia. While not classed as residential dwellings, these care homes can effectively serve the needs of some of the same people who might require extra-care specialist housing.

Table 6-1: Existing specialist housing for the elderly in Retford Town Centre

	Name	Units	Tenure	Type
1	Trinity Hospital Almshouses	15	Social rent	Retirement
2	Water Lane	35	Social rent	Retirement
3	Charter Court	56	Leasehold purchase	Retirement
4	The Meadow	18	Social rent	Retirement
5	Queens Court	62	Social rent	Retirement
6	New Court Gardens	10	Freehold purchase	Age-exclusive
7	Swales Close	14	Social rent	Retirement
8	Conway Gardens	35	Social rent	Retirement
9	Randall Way	106	Social rent	Retirement

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

Tenure-led projections

282. Turning to determining future need for specialist housing, the first step is to review data on the tenure of households aged 55-75 across Bassetlaw, as this is the most recent and smallest geography for which tenure by age bracket data is available.

283. The 2011 55-75 age bracket is considered the best proxy for the group likely to fall into need for specialist accommodation during the Plan period to 2038. It is assumed that those currently occupying their own home will wish to do so for as long as practicably possible in future, even where downsizing or moving into specialist accommodation. Equally, those who currently rent, either in the private or social sectors, are projected to need affordable rented specialist accommodation because they are unlikely to be able to buy.

284. According to Table 6-2, a clear majority of households in this age group are owner occupiers, nearly three-quarters of whom own their homes outright. Nearly three-quarters of the remaining 22% who do not own live in social rented accommodation. This is not uncommon: people aged over 55 tend to either have equity in an owned home or rely on subsidised housing, with few retired people having sufficient monthly income to rent privately.

Table 6-2: Tenure of households aged 55-75 in Bassetlaw, 2011

All owned	Owned outright	Owned (mortgage or Shared Ownership)	All Rented	Social rented	Private rented	Living rent free
77.9%	57.0%	20.9%	22.1%	15.0%	5.6%	1.5%

Source: Census 2011

285. The next step is to project how the overall number of older people in Retford and the Town Centre are likely to change in future, by extrapolating from the ONS Sub-National Population Projections for Bassetlaw at the end of the Plan period. The figure must be extrapolated from the Local Authority level data because such projections are not available at neighbourhood level. The results are set out in Table 6-3 for the Town Centre and 6-4 for Retford as a whole.

286. The 75+ population of the Town Centre is projected to increase by 58 to 156 people, or 19% of the population in 2038. For wider Retford an increase of 1,521 is projected, taking the proportion of the population aged 75+ to 4,112 or 16% of the total. The growth rates in this group are similar, at just under 60%.

287. For comparison, the Bassetlaw HENDA projected 70% growth in the 75+ population across the district from 2018 to 2037. This is similar to the HNA findings, and it is unsurprising that the ageing of wider Bassetlaw (including its rural areas) is likely to be slightly higher than Retford.

Table 6-3: Modelled projection of 75+ population in Retford Town Centre, 2038

Age group	2020	Bassetlaw (ONS estimate)	2038	Bassetlaw (ONS 2018- based projection)
	Retford Town Centre (ONS/AECOM estimate)		Retford Town Centre (AECOM estimate)	
All ages	750	118,280	825	130,175
75+	98	12,000	156	19,044
%	13.1%	10.1%	18.8%	14.6%

Source: ONS SNPP 2020, AECOM Calculations

Table 6-4: Modelled projection of 75+ population in Retford, 2038

Age group	2020	Bassetlaw (ONS estimate)	2038	Bassetlaw (ONS 2018- based projection)
	Retford (ONS estimate)		Retford (AECOM estimate)	
All ages	23,849	118,280	26,247	130,175
75+	2,591	12,000	4,112	19,044
%	10.9%	10.1%	15.7%	14.6%

Source: ONS SNPP 2020, AECOM Calculations

288. A key assumption for the next stages of the calculation is that Retford's current older population is already suitably accommodated, either because they occupy the existing stock of specialist accommodation, have made appropriate adaptations to their own homes or do not require support or adaptations. This is unlikely to be completely true, but it is not possible to determine how many such individuals are inadequately housed without evidence from a household survey (which itself may not give a complete picture).

289. When thinking about residents of the Town Centre specifically, it is also reasonable to assume that a degree of self-sorting takes place. Because there is no specialist housing for older people in the NA specifically and it may be

comparatively more difficult to make suitable adaptations to existing flats (which make up a majority of the available stock), it is likely that older people living in the NA whose needs change will move out of the Town Centre to alternative accommodation across wider Retford.

290. The older people who remain are therefore likelier to be capable of living independently and may also have relatively more active lifestyles given their choice to live in a particularly lively central location. This is in fact clearly demonstrable in Retford Town Centre. 2011 Census data on rates of disability among the 65+ age group shows that 61% of them have no disability that limits their day-to-day activities. This is a significantly larger proportion than across wider Retford, where only 41% of this age group have no disability. The rate across Bassetlaw is similar at 42% according to the HEDNA.
291. What is not clear is whether the relatively healthier older population of the Town Centre is a consequence of the lack of specialist provision that would allow relatively less healthy people to live there, or an effect of other factors (such as leisure and community amenities) that attract active older people to this location. Most likely it is some combination of the two.
292. As discussed at the end of the Type and Size chapter, there is a potential policy debate here about whether to accept the Town Centre's limited role as part of a wider market where more specialist needs can be met elsewhere, or to change the status quo by encouraging specialist housing to come forward in future.
293. Considering the nearly 60% increase in the number of older people expected in the Town Centre by 2038, not to mention the significant increase across the wider town, the latter – moving to widen the offer for older people – would seem prudent in this case. AECOM also understands that exploring the potential for this form of accommodation is an aspiration of the community and that this possibility is not excluded by the range of potential development sites in the NA.
294. Moving ahead with the estimate of the scale of potential need, the people whose needs are the focus of the subsequent steps are the additional people expected to join the 75+ age group by the end of the Plan period. For Retford as a whole this is based on the assumption that today's older population are (generally) suitably accommodated. For the Town Centre, it is based on the assumption that a reasonable proportion of older people will still be comparatively healthy and drawn by lifestyle factors that enable them to occupy mainstream housing.
295. In both cases, the growth in the older population should also be converted into households with reference to the average number of people per household with a life stage of 75+ in Bassetlaw in 2011 (the smallest and most recent dataset to capture households). In 2011 there were 9,397 individuals aged 75+ and 6,656 households headed by a person in that age group. The average household size is therefore 1.4. The projected growth of older 58 people in the Town Centre can be estimated to be formed into around 41 households. The projected growth of 1,521 across Retford equates to roughly 1,086 households.

296. The next step in the estimate is to segment the growth in older households into the tenures they are likely to occupy (using Table 6-2). This calculation is not shown as a separate set of tables.

297. Next, rates of disability by tenure are considered. The overall rate of disability is mentioned above, noting the much lower rates of disability in the Town Centre than wider Retford, but it is worth displaying this in more detail at the two scales. This is shown in Tables 6-5 and 6-6 below, using data from the 2011 Census.

298. The tendency for people in rented housing to have higher disability levels than owners is well established. It arises partly because people with more limiting disabilities tend to have lower incomes. It also reflects the fact that as people develop support and care needs they may find that the only suitable and affordable option is available in the social rented sector. Note that the closest proxy for the 75+ age group in the Census is the 65+ age group.

Table 6-5: Tenure and disability of those aged 65+, Retford Town Centre, 2011

Tenure	Day-to-day activities limited a lot		Day-to-day activities limited a little		Day-to-day activities not limited	
	Count	Percentage	Count	Percentage	Count	Percentage
All households	6	19.4%	6	19.4%	19	61.3%
Owned	2	15.4%	3	23.1%	8	61.5%
Owned outright	2	16.7%	3	25.0%	7	58.3%
Owned (mortgage or shared ownership)	0	0.0%	0	0.0%	1	100.0%
Rented	4	22.2%	3	16.7%	11	61.1%
Social rented	3	27.3%	2	18.2%	6	54.5%
Private rented or living rent free	1	14.3%	1	14.3%	5	71.4%

Source: DC3408EW Health status

Table 6-6: Tenure and disability of those aged 65+, Retford, 2011

Tenure	Day-to-day activities limited a lot		Day-to-day activities limited a little		Day-to-day activities not limited	
	Count	Percentage	Count	Percentage	Count	Percentage
All households	434	30.9%	394	28.0%	577	41.1%
Owned	246	26.2%	257	27.3%	437	46.5%
Owned outright	209	25.3%	232	28.1%	386	46.7%
Owned (mortgage or shared ownership)	37	32.7%	25	22.1%	51	45.1%
Rented	188	40.4%	137	29.5%	140	30.1%
Social rented	158	41.7%	112	29.6%	109	28.8%
Private rented or living rent free	30	34.9%	25	29.1%	31	36.0%

Source: DC3408EW Health status

299. To complete the calculation it is now possible to multiply the projected number of 75+ households occupying each tenure by the rates of mobility limitation for that tenure. This produces a total estimate for specialist housing needs to 2038

and a breakdown by tenure and level of additional care required. The number of households falling into potential need for specialist accommodation over the Plan period is 16 in the Town Centre and 620 across Retford overall.

300. These findings are set out in Tables 6-7 and 6-8 below, based on the assumption that those whose day-to-day activities are limited a lot are more likely to need housing with care (e.g. extra care housing, with significant on-site services, including potentially medical services), while those with their day to day activities limited only a little may simply need adaptations to their existing homes, or alternatively sheltered or retirement living that can provide some degree of oversight or additional services. The tenure of specialist housing required is informed by the mix of tenures currently occupied by households likely to reach the 75+ age group by 2038.
301. The estimate of 168 affordable specialist units in Retford is broadly in line with the BDC Affordable Housing waiting list data, which suggests that 215 of 334 applicants have a need for some form of sheltered or supported accommodation. (Note that there are only 264 applicant households on the register, so the 215 and 334 figures cited above include some households who are classified as being in need of multiple types of accommodation and are thus double counted.
302. It is important to note that, even those people who have higher care needs can often be supported to live in their own homes. This is often reflected in policy of local authorities, with explicit aim to reduce the need to commission increasing numbers of care home beds.

Table 6-7: AECOM estimate of specialist needs in Retford Town Centre, 2038

Type	Affordable	Market	Total
Extra-care	2	5	7
Adaptations, sheltered, or retirement living	2	7	9
Total	4	12	16

Source: Census 2011, AECOM Calculations

Table 6-8: AECOM estimate of specialist needs in Retford, 2038

Type	Affordable	Market	Total
Extra-care	97	221	318
Adaptations, sheltered, or retirement living	71	231	302
Total	168	452	620

Source: Census 2011, AECOM Calculations

Housing LIN-recommended provision

303. It is worth comparing these findings with the recommendations of the Housing Learning and Improvement Network (HLIN), one of the most simple and widely used models estimating for the housing needs of older people. Table 6-9 reproduces the key assumptions of HLIN's Strategic Housing for Older People (SHOP) toolkit. The table serves as a guide to the numbers of specialist dwellings for older people that should be provided given the increase in their numbers over the Plan period, and how these should be split into the different tenures.

304. It is worth highlighting that the HLIN model suggests that the level of unmet demand for specialist housing for older people of all kinds is approximately 251 units per 1,000 of the population aged 75+.

Table 6-9: Recommended provision of specialist housing for older people from the SHOP toolkit

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

Source: Housing LIN SHOP Toolkit

305. This can be translated into need figures for the Town Centre and wider Retford with reference to the projected increase in the older population (rather than households) noted above of 58 and 1,521 respectively. The results are presented in the same format as the tenure-led estimates discussed above in Tables 6-10 and 6-11 below. The result is total need of 14 in the Town Centre and 382 for Retford as a whole. The former is very close to the tenure-led estimate while the latter diverges more strongly, projecting lower need.

Table 6-7: HLIN estimate of specialist needs in Retford Town Centre, 2038

Type	Affordable	Market	Total
Extra-care	2	2	4
Adaptations, sheltered, or retirement living	3	7	10
Total	5	9	14

Source: Census 2011, AECOM Calculations

Table 6-8: HLIN estimate of specialist needs in Retford, 2038

Type	Affordable	Market	Total
Extra-care	47	61	108
Adaptations, sheltered, or retirement living	91	183	274
Total	138	244	382

Source: Census 2011, AECOM Calculations

HEDNA findings

306. The HEDNA assesses the shortfall to 2037 of various sub-categories of specialist housing for older people across Bassetlaw as a whole. The key results are a shortfall of 2,018 units of housing with support (69% in market tenures), a shortfall of 911 units of housing with care (58% in market tenures), and a surplus of 390 units of age-restricted housing (although the surplus is in affordable tenures with unmet need of 73 market units remaining). The HEDNA also calculates a need for 603 care home bedspaces, split relatively evenly between residential and nursing care.
307. Although the estimates in the HEDNA and HNA are not identical or directly equivalent, the higher end of the range of need for specialist accommodation in Retford calculated here (620) is around 24% of the HEDNA total for Bassetlaw of 2,539 (net of the surplus, and not including care homes). The lower end of the range (382) is 15% of Bassetlaw's needs. Given that the Retford population is 20% of Bassetlaw's (according to 2020 ONS estimates, see Table 6-4 above), the need identified in the HNA is broadly aligned with the HEDNA.
308. The alignment is very close for Retford Town Centre. The NA contains 0.63% of the Bassetlaw population using the same source, and the range of need identified here is 0.55-0.63% of Bassetlaw's need as identified in the HEDNA.

Conclusions- Specialist Housing for Older People

Existing supply of specialist housing

309. There are no specialist accommodation schemes or care homes within the designated NA boundary at present, according to the Elderly Accommodation Counsel search tool. There are, however, 351 units of specialist accommodation across 9 schemes elsewhere in Retford. 81% of the units are available for rent through a social landlord, with the remaining 19% available (when vacant) for market purchase.
310. All of the units in Retford are classed as retirement or age-exclusive housing with minimal care. There are no options that are classed as extra-care for those with more severe support needs. There are, however, also 254 bedspaces in 7 care homes in Retford. 67% of these offer some form of nursing care or support for dementia, and therefore serve the needs of a similar segment of the population.

Characteristics of the current older population

311. There are currently estimated to be around 98 individuals aged 75 or over in Retford Town Centre, representing 13% of the population. For Retford as a whole, the population aged 75+ is in the region of 2,591 people – or 11% of the total.
312. A clear majority of households aged 55-75 in 2011 (and therefore likely to reach the 75+ bracket by 2038) are owner occupiers, and nearly three-quarters of them own their homes outright. Most of the remaining 22% who do not own live in social rented accommodation. This is important because those currently owning will require specialist accommodation for market purchase, being largely ineligible for subsidised housing, while those in private or social rent will need to rely on subsidised rented housing because they are unlikely to have the funds to buy. Rates of disability are also higher among social tenants than owner-occupiers.
313. It is interesting to observe that a much higher proportion of people aged 65+ living in the Town Centre have no long-term health condition that limits their day-to-day activities (61%) than Retford as a whole (41%). More of the older people living in the Town Centre are therefore able to live independently and have active lifestyles than elsewhere.
314. It is, however, unclear whether the healthier older population of the Town Centre is a consequence of the lack of specialist provision or easily adaptable dwelling types that would allow relatively less healthy people to live there, or an effect of other factors (such as leisure and community amenities) that attract active older people to this location. Both possibilities support the idea that the Town Centre plays a particular role in the market of wider Retford, with residents able to self-sort based on their needs and the options available. How far to accept or change this status quo is a policy consideration for the Neighbourhood Plan.

Projected demographic change and need for specialist housing

315. The 75+ population of the Town Centre is projected to increase to 156 people over the Plan period, or 19% of the population in 2038. The equivalent figure for wider Retford is 4,112 people, which is 16% of the projected total. The two growth rates (from current levels) are similar at just under 60%, and are close to the projection for Bassetlaw of 70% identified in the HEDNA.
316. The growth in the older population, which, rather than the total, is the focus of the estimates of need here, is converted into households because some older people will be cohabiting in old age. The projected household (as opposed to population) growth is 41 in the Town Centre and 1,086 across Retford.
317. The potential need for specialist housing with some form of additional care for older people can be estimated by bringing together data on population projections, rates of disability, and what tenure of housing the current 55-75 cohort occupy in the NA. This can be sense-checked using a toolkit based on national research and assumptions.

318. These two methods of estimating the future need in Retford Town Centre produce a range of 14 to 16 specialist accommodation units that might be required during the Plan period. For Retford as a whole the estimated range is 382 to 620.
319. These headline results have been compared with the estimates calculated for Bassetlaw to 2037 in the HEDNA, and are broadly in line with what would be expected if the Bassetlaw results were prorated based on population statistics.
320. The HNA estimates are also broken down by tenure and level of support required. Broadly, 60-75% of the need is for accommodation offered for market purchase. This chimes with the fact that 81% of the current supply of specialist housing in Retford is socially rented, leaving a gap in the market for homes for purchase.
321. Though the two estimates differ more strongly on this point, around 50-70% of the need is found to be for sheltered housing with limited support rather than with extra-care. This could be adjusted upwards in light of the fact that none of the homes currently on offer are classed as extra-care. Although there are many nursing care beds in Retford, this is a different proposition in terms of independence and funding options.

Accessibility and adaptability

322. Given that there is unlikely to be a large volume of additional specialist supply during the Plan period, another avenue open to the RTCNPG is to discuss the standards of accessibility and adaptability required of new development with BDC. There is a particularly high degree of overlap between the groups served by sheltered specialist housing and adapted mainstream housing, so the unmet need for such homes identified here can be reduced through this avenue.
323. Draft Local Plan policy ST31 provides explicit encouragement for specialist development to accommodate older people. However, it does not set specific targets for the proportion of new housing that might be required to meet national standards for accessibility and adaptability (Category M4(2)), or for wheelchair users (Category M4(3)). The evidence gathered here would appear to justify ambitious requirements on accessibility and adaptability if this has BDC's support. It is unclear whether Neighbourhood Plans can set their own requirements for the application of the national standards of adaptability and accessibility for new housing, so discussions with BDC are advised if this is a key priority. It is also worth emphasising that it is possible and not uncommon for flats to meet these standards.

7. Next Steps

Recommendations for next steps

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

Appendix A : Calculation of Affordability Thresholds

A.1 Market housing

328. Market housing is not subsidised and tends to be primarily accessible to people on higher incomes.
329. To determine affordability in market housing, this assessment considers two primary indicators: income thresholds, which denote the maximum share of a family's income that should be spent on accommodation costs, and purchase thresholds, which denote the standard household income required to access mortgage products.
330. The data reviewed here is for the precise designated NA boundary.

i) Market sales

331. The starting point for calculating the affordability of a dwelling for sale (i.e. the purchase threshold) from the perspective of a specific household is the loan to income ratio which most mortgage companies are prepared to agree. This ratio is conservatively estimated to be 3.5.
332. To produce a more accurate assessment of affordability, the savings required for a deposit should be taken into account in addition to the costs of servicing a mortgage. However, unlike for incomes, data is not available for the savings available to households in Retford Town Centre, and the precise deposit a mortgage provider will require of any buyer will be determined by their individual circumstances and the state of the mortgage market. An assumption is therefore made that a 10% purchase deposit is required and is available to the prospective buyer. In reality it is possible that the cost of the deposit is a greater barrier to home ownership than the mortgage costs.
333. The calculation for the purchase threshold for market housing is as follows:
- Value of median NA home (2021) = £110,250;
 - Purchase deposit at 10% of value = £11,025;
 - Value of dwelling for mortgage purposes = £99,225;
 - Divided by loan to income ratio of 3.5 = purchase threshold of £28,350.
334. The purchase threshold for an entry-level dwelling is a better representation of affordability to those with lower incomes or savings, such as first-time buyers. To determine this threshold, the same calculation is repeated but with reference to the lower quartile rather than the median house price. The lower quartile average in the Town Centre in 2021 was £98,750, and the purchase threshold is therefore £25,393.

335. It is also worth assessing the purchase threshold for new build homes, since this most closely represents the cost of the new housing that will come forward in future. The last time Land Registry recorded the sale of a newly built home in the NA was in 2015, despite 115 net additional dwellings being added since 2011. Only 6 of these are represented in Land Registry data (from 2012), so it may be that many of the others were not sold on the open market (instead perhaps built for rent), are yet to sell from construction in recent months, or are otherwise not captured by Land Registry.
336. Given this lack of recent data, it is not possible to determine a current average for the cost of new build housing in Retford Town Centre specifically. However, it is important that an estimate is calculated, particularly for newly built entry-level housing, which is the benchmark used for the likely cost of affordable home ownership products (calculated later in this Appendix).
337. An estimate for entry-level new build housing can be calculated by uplifting the lower quartile average price for 2021 noted above by the price premium associated with newly built housing across a wider area where there is a representative sample. Ideally this would be based on the price differential for flats, which are by far the most common form newly built housing has taken in the NA in recent years. However, not enough flats, new build or otherwise, have been sold across Retford or Bassetlaw in recent years to calculate a robust differential. The differential for other home types varies widely: in Retford, the average new detached home cost 33% more than the average existing detached home in 2021, but the price of new build terraces was 30% less than existing ones; across Bassetlaw there was a premium of 35% on newly built semi-detached homes but newly built terraces were 6% cheaper.
338. Given this inconclusive picture, and clear evidence that newly built housing in this area does not necessarily cost more than existing housing (potentially for reasons of size and location), it is considered that the 2021 median home price for Retford Town Centre is a sufficient representation of the potential cost of newly built housing in the near term. At £110,250 this benchmark is 10% higher than the median price of an existing flat, which allows for a conservative margin of error if a new build premium does apply in practice.
339. For Retford as a whole the above calculations are repeated, generating the following results:
- The median 2021 home price was £165,000, requiring an annual income of £42,429
 - The lower quartile 2021 home price was £127,000, requiring an income of £32,657
 - The average newly built home in 2021 cost £288,495, although this is skewed by the high representation of detached homes in new build transactions.

ii) Private Rented Sector (PRS)

340. Income thresholds are used to calculate the affordability of rented and affordable housing tenures. It is assumed here that rented housing is affordable if the annual rent does not exceed 30% of the household's gross annual income.
341. This is an important assumption because it is possible that a household will be able to afford tenures that are deemed not affordable in this report if they are willing or able to dedicate a higher proportion of their income to housing costs. It is becoming increasingly necessary for households to do so. However, for the purpose of planning it is considered more appropriate to use this conservative lower benchmark for affordability on the understanding that additional households may be willing or able to access housing this way than to use a higher benchmark which assumes that all households can afford to do so when their individual circumstances may well prevent it.
342. The property website Rightmove.co.uk can be used to understand rental values for property in the NA.
343. According to Rightmove.co.uk, there were 10 properties for rent at the time of search in August 2022. There were four 1 bedroom properties, ranging in price from £450 to £600 per month, the median of which was £510. There were five 2 bedroom homes listed, ranging in price from £450 to £750, the median of which was £750 (because three of the five were listed at this price point). There was also a single 4 bedroom home listed for £950 per month,
344. The income required to afford these rents is calculated as follows:
- Annual rent of 1 bedroom home = $£510 \times 12 = £6,120$;
 - Multiplied by 3.33 (so that no more than 30% of income is spent on rent) = income threshold of £20,400.
345. The calculation is repeated for 2 bedroom homes to give an income threshold of £30,000.
346. For Retford as a whole the above calculations are repeated, generating the following results:
- At the time of search in August 2022 there were 31 properties listed for rent in Retford. Deducting the 10 falling within the Town Centre NA leaves 21.
 - These are composed of one room in a house share, for £412 per month, four 1 bedroom homes with a median price of £463, seven 2 bedroom homes with a median price of £625, eight 3 bedroom homes with a median price of £775, and one 4 bedroom home for £1,300 per month. The 1-2 bed prices are higher than the lower quartile rent for Retford cited in the HEDNA.
 - The costs of renting smaller homes across Retford are generally slightly lower than in the Town Centre.

- The additional affordability threshold to be taken from this data is for the median 3+ bedroom property across wider Retford. At a monthly rent of £800 the annual cost is £9,600 and the income required is £32,000.

A.2 Affordable Housing

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

i) Social rent

348. Rents in socially rented properties reflect a formula based on property values and average earnings in each area, resulting in substantial discounts to market rents. As such, this tenure is suitable for the needs of those on the lowest incomes and is subject to strict eligibility criteria.

349. To determine social rent levels, data and statistical return from Homes England is used. This data is only available at the LPA level so must act as a proxy for Retford Town Centre and the wider town. This data provides information about rents and the size and type of stock owned and managed by private registered providers and is presented for Bassetlaw in the Table A-1.

350. To determine the income needed, it is assumed that no more than 30% of income should be spent on rent. This is an assumption only for what might generally make housing affordable or unaffordable – it is unrelated to the eligibility criteria of Affordable Housing policy at Local Authority level. The overall average across all property sizes is taken forward as the income threshold for social rent.

Table A-1: Social rent levels

Size	1 bed	2 beds	3 beds	4 beds	All
Average social rent per week	£74.21	£86.48	£93.24	£109.89	£88.52
Annual average	£3,859	£4,497	£4,848	£5,714	£4,603
Income needed	£12,850	£14,975	£16,145	£19,029	£15,328

Source: Homes England, AECOM Calculations

ii) Affordable rent

351. Affordable rent is controlled at no more than 80% of the local market rent. However, registered providers who own and manage affordable rented housing may also apply a cap to the rent to ensure that it is affordable to those on housing benefit (where under Universal Credit the total received in all benefits to working age households is £20,000).

352. Even an 80% discount on the market rent may not be sufficient to ensure that households can afford this tenure, particularly when they are dependent on

benefits. Registered Providers in some areas have applied caps to larger properties where the higher rents would make them unaffordable to families under Universal Credit. This may mean that the rents are actually 50-60% of market levels rather than 80%.

353. Data on the most realistic local affordable rent costs is obtained from the same source as social rent levels for Bassetlaw. Again it is assumed that no more than 30% of income should be spent on rent, and the overall average is taken forward.

354. Comparing this result with the average 2 bedroom annual private rent above indicates that affordable rents in the NA are actually closer to 55% of market rates than the maximum of 80%, a feature that is necessary to make them achievable to those in need.

Table A-2: Affordable rent levels

Size	1 bed	2 beds	3 beds	4 beds	All
Average affordable rent per week	£78.21	£95.59	£107.37	£90.67	£97.23
Annual average	£4,067	£4,971	£5,583	£4,715	£5,056
Income needed	£13,543	£16,552	£18,592	£15,700	£16,836

Source: Homes England, AECOM Calculations

iii) Affordable home ownership

355. Affordable home ownership tenures include products for sale and rent provided at a cost above social rent, but below market levels. The three most widely available are discounted market housing (a subset of which is the new First Homes product), shared ownership, and Rent to Buy. These are considered in turn below.

356. In paragraph 65 of the NPPF 2021, the Government introduces a recommendation that “where major housing development is proposed, planning policies and decisions should expect at least 10% of the homes to be available for affordable home ownership.” The recently issued Ministerial Statement and updates to PPG state that 25% of all Affordable Housing should be First Homes – the Government’s new flagship discounted market sale product. When the NPPF is next updated, it is expected that the 10% affordable home ownership requirement referenced above may be replaced by the First Homes requirement.

First Homes

357. As part of the effort to expand home ownership, the Government introduced the First Homes product in 2021.¹⁰ Because the First Homes product is new and expected to be an important part of the strategy for improving access to home ownership, it is worth summarising its key features and implications:

¹⁰ The shape that the new First Homes product will take is set out in a Ministerial Statement issued in May 2021, available here: <https://questions-statements.parliament.uk/written-statements/detail/2021-05-24/hws48>. The relevant update to PPG is available here: <https://www.gov.uk/guidance/first-homes#contents>.

- First Homes should be available to buy with a minimum discount of 30% below their full market value (i.e. the value of an equivalent new home);
- The discount level can be set higher than 30% – at 40% or 50% – where this can be suitably evidenced. The setting and justifying of discount levels can happen at neighbourhood as well as local authority scale;
- After the discount is applied the initial sale price must not exceed £250,000 (or £420,000 in Greater London), and lower caps can be set locally;
- Purchasers must be first-time buyers with an income less than £80,000 (or £90,000 in Greater London), and First Homes can be prioritised for local people and/or key workers;
- They will be subject to legal restrictions ensuring the discount is retained for future occupants, and renting out or sub-letting will not normally be permitted;
- In addition to setting the discount level, local authorities and neighbourhood planning groups can apply additional criteria, such as a lower income cap, local connection test or prioritisation for key workers through adopted plans, emerging policy or Supplementary Planning Documents.
- 25% of all homes delivered through section 106 developer contributions on sites enabled through the planning process should be sold as First Homes. In simpler terms, 25% of all subsidised Affordable Housing on mainstream housing developments should be First Homes. This is likely to mean that First Homes will take the place of shared ownership housing in many circumstances, and in some cases may also displace social or affordable rented homes.

358. The starting point calculating the affordability of First Homes is in the estimated cost of new build entry-level housing in the NA noted above of £110,250. Because this benchmark is higher than the new built cost of other types of housing (notably terraces) across wider Retford, it is used as the sole and most conservative benchmark. But the possibility for First Homes to come forward at lower prices elsewhere in Retford is acknowledged.

359. For the minimum discount of 30% the purchase threshold can be calculated as follows:

- Estimated value of a new build entry-level home = £110,250;
- Discounted by 30% = £77,175;
- Purchase deposit at 10% of value = £7,718;
- Value of dwelling for mortgage purposes = £69,458;
- Divided by loan to income ratio of 3.5 = purchase threshold of £19,845.

360. The income thresholds analysis in the Tenure and Affordability chapter also compares local incomes with the costs of a 40% and 50% discounted First Home. This would require an income threshold of £17,010 and £14,175 respectively.

361. All of the income thresholds calculated here for First Homes are below the cap of £80,000 above which households are not eligible. The discounted prices are also all below the cap of £250,000.
362. Note that discounted market sale homes may be unviable to develop if the discounted price is close to (or below) build costs. Build costs vary across the country but as an illustration, the build cost for a 2 bedroom home (assuming 70 sq. m and a build cost of £1,750 per sq. m¹¹) would be around £122,500. This cost excludes any land value or developer profit. This would appear to be a potential risk in Retford Town Centre, although build costs per unit may be lower for flatted development. Concerns about this should be addressed with BDC with reference to any viability studies that have been undertaken for the district.

Shared ownership

363. Shared ownership involves the purchaser buying an initial share in a property, typically of between 25% and 75% (but now set at a minimum of 10%), and paying rent on the share retained by the provider. Shared ownership is flexible in two respects, in the share which can be purchased and in the rental payable on the share retained by the provider. Both of these are variable. The share owned by the occupant can be increased over time through a process known as 'staircasing'.
364. In exceptional circumstances (for example, as a result of financial difficulties, and where the alternative is repossession), and at the discretion of the provider, shared owners may staircase down, thereby reducing the share they own. Shared equity is available to first-time buyers, people who have owned a home previously and council and housing association tenants with a good credit rating whose annual household income does not exceed £80,000.
365. To determine the affordability of shared ownership, calculations are again based on the estimated costs of new build housing as discussed above. The deposit available to the prospective purchaser is assumed to be 10% of the value of the dwelling, and the standard loan to income ratio of 3.5 is used to calculate the income required to obtain a mortgage. The rental component is estimated at 2.5% of the value of the remaining (unsold) portion of the price. The income required to cover the rental component of the dwelling is based on the assumption that a household spends no more than 30% of the income on rent (as for the income threshold for the private rental sector).
366. The affordability threshold for a 25% equity share is calculated as follows:
- A 25% equity share of £110,250 is £27,563;
 - A 10% deposit of £2,756 is deducted, leaving a mortgage value of £24,806;
 - This is divided by the loan to value ratio of 3.5 to give a purchase threshold of £7,088;

¹¹ It is estimated that in 2022, build costs for a house are between £1,750 and £3,000 per square metre - <https://urbanistarchitecture.co.uk/cost-to-build-a-house-uk/>

- Rent is charged on the remaining 75% shared ownership equity, i.e. the unsold value of £82,688;
- The estimated annual rent at 2.5% of the unsold value is £2,067;
- This requires an income of £6,891 (annual rent multiplied by 3.33 so that no more than 30% of income is spent on rent).
- The total income required is £13,979 (£7,088 plus £6,891).

367. The same calculation is repeated for equity shares of 10% and 50% producing affordability thresholds of £11,104 and £18,769 respectively.

Rent to Buy

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

Help to Buy (Equity Loan)

369. The Help to Buy Equity Loan is not an affordable housing tenure but allows households to afford market housing through a loan provided by the government. With a Help to Buy Equity Loan the government lends up to 20% (40% in London) of the cost of a newly built home. The household must pay a deposit of 5% or more and arrange a mortgage of 25% or more to make up the rest. Buyers are not charged interest on the 20% loan for the first five years of owning the home.

370. It is important to note that this product widens access to market housing but does not provide an affordable home in perpetuity.

Appendix B : Housing Needs Assessment Glossary

Adoption

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

Affordability

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

Affordability Ratio

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

Affordable Housing (NPPF Definition)

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

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

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

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

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

Affordable rented housing

Rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). The national rent regime is the regime under which the social rents of tenants of social housing are set, with particular reference to the Guide to Social Rent Reforms (March 2001) and the Rent Influencing Regime Guidance (October 2001). Local market rents are calculated using the Royal Institution for Chartered Surveyors (RICS) approved valuation methods¹².

Age-Restricted General Market Housing

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

Annual Monitoring Report

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

Basic Conditions

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

Backlog need

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

Bedroom Standard¹³

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

¹² The Tenant Services Authority has issued an explanatory note on these methods at <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

¹³ See <https://www.gov.uk/government/statistics/english-housing-survey-2011-to-2012-household-report>

Co-living

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

Community Led Housing/Community Land Trusts

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

Community Right to Build Order¹⁴

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

Concealed Families (Census definition)¹⁵

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

Equity Loans/Shared Equity

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

¹⁴ See <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

¹⁵ See http://webarchive.nationalarchives.gov.uk/20160107160832/http://www.ons.gov.uk/ons/dcp171776_350282.pdf

Extra Care Housing or Housing-With-Care

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

Fair Share

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

First Homes

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

Habitable Rooms

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

Household Reference Person (HRP)

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

Housing Market Area

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

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

Housing Needs

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

Housing Needs Assessment

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

Housing Products

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

Housing Size (Census Definition)

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

Housing Type (Census Definition)

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

Housing Tenure (Census Definition)

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

Income Threshold

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

Intercensal Period

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

Intermediate Housing

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

Life Stage modelling

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

Life-time Homes

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

Life-time Neighbourhoods

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

Local Development Order

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

Local Enterprise Partnership

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

Local housing need (NPPF definition)

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

Local Planning Authority

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

Local Plan

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

Lower Quartile

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

Lower Quartile Affordability Ratio

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

Market Housing

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

Mean (Average)

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

Median

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

Median Affordability Ratio

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

Mortgage Ratio

The mortgage ratio is the ratio of mortgage value to income which is typically deemed acceptable by banks. Approximately 75% of all mortgage lending ratios fell below 4 in recent years¹⁶, i.e. the total value of the mortgage was less than 4 times the annual income of the person who was granted the mortgage.

Neighbourhood Development Order (NDO)

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

Neighbourhood plan

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

Older People

People over retirement age, including the active, newly-retired through to 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.

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

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

Overcrowding

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

¹⁶ See <https://www.which.co.uk/news/2017/08/how-your-income-affects-your-mortgage-chances/>

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

Planning Condition

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

Planning Obligation

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

Purchase Threshold

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

Proportionate and Robust Evidence

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

Private Rented

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

Retirement Living or Sheltered Housing

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

Residential Care Homes and Nursing Homes

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

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

Rightsizing

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

Rural Exception Sites

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

Shared Ownership

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

Sheltered Housing¹⁷

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

¹⁷ See <http://www.housingcare.org/jargon-sheltered-housing.aspx>

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

Strategic Housing Land Availability Assessment

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

Strategic Housing Market Assessment (NPPF Definition)

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

Specialist Housing for the Elderly

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

Social Rented Housing

Social rented housing is owned by local authorities and private registered providers (as defined in Section 80 of the Housing and Regeneration Act 2008.). Guideline target rents for this tenure are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with Homes England.¹⁸

¹⁸ See <http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing>

