NEIGHBOURHOOD HOUSING STOCK ANALYSIS

For

Basingstoke and Deane Borough Council

FINAL REPORT

Three Dragons

and

B Line Housing Information

March 2009

NEIGHBOURHOOD HOUSING STOCK ANALYSIS

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1 BACKGROUND TO THE STUDY

This chapter sets out the issues which the study addresses, explains the range of data sources used in the analysis and how the study area has used the local definition of character areas to analyse how the character of the stock varies within the study area.

Study objectives

1.1 Government policy emphasises the important role which local authorities have in planning for sustainable development and the way mixed communities can contribute to this. The principles for achieving this are set out by central government in Planning Policy Statement (PPS) 1 (Delivering Sustainable Development 2005) which states that:

"Planning should facilitate and promote sustainable and inclusive patterns of urban and rural development by: (amongst other things)

– ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community. (Para 5)"

1.2 Basingstoke and Deane Borough Council wanted to understand the issues which should help shape their future policies towards planning for mixed communities and commissioned this study to gather more evidence. The brief for the study called for a, '*review of the size and types of dwellings in the borough, how the profile of dwelling types relate to the current and likely future pattern of household types and what action is open to the Council to address any mismatches between the stock and demographic profile*.' The details of the research, set out in the study brief, are shown in Annex 1.

1.3 The study has focused on Basingstoke town and the surrounding settlements (which we also refer to as the 'study area'). It has provided an overview of the issues which affect this area as a whole but has also provided a picture of the way the make up of the stock varies between different parts of the study area and how this relates to the needs of households in those areas.

1.4 The study has gone beyond a simple snapshot of the current position. It has considered how the available evidence can help in addressing broader aims for the Council to take forward in its place shaping role and which include:

- Fostering a better balance between types of ***households*** and range of ***dwellings;***
- Avoiding imbalances and overshoots in provision that can cause oversupply and market volatility;
- Helping to create 'housing ladders' at a scale at which people actually think, search and choose. There is extensive evidence to suggest that many households often want to remain in the local area where they already live when they move, for reasons of family, friendship and

familiarity. The Survey of English Housing 2005/6 shows that overall some 70% of moves are less than 5 miles, and many are in reality much more localised.

Main elements of research

1.5 A range of different research approaches have contributed to the study. They were:

- A review of national, regional and local planning policy and of the policies of other local authorities and approaches adopted in planning for mixed communities;
- Collection and analysis of a number of different data sources which included the 2001 Census and data drawn from the Hampshire County Council development monitoring system. The sources used for each element of the data analysis are referred to in more detail in the relevant sections of the report with a more general description in the next section. Information for Basingstoke and the surrounding settlements was compared with that for comparable areas and with the overall position for the south east;
- A review of recent appeal decisions by the Planning Inspectorate which relate specifically to the sub division of family houses into flats;
- A workshop of representatives from the Council and the development industry (including planning consultants, housing associations and local authority experts). Annex 2 provides a note of the workshop proceedings.

Data sources and issues

1.6 There is, as yet, no single source that gives enough detail and comprehensive coverage of property types and sizes which would provide all the answers to the research questions posed for this study. It was therefore necessary to compare and triangulate different data sources to build a picture of the types and sizes of the dwelling stock.

1.7 Although it is now somewhat dated, the 2001 Census is still the most comprehensive and detailed source of baseline data about the types of housing in the country – with information available for small areas (Output Areas) which can be amalgamated to any geography required. In any case, whilst the characteristics of the population can have changed quite significantly since 2001, those about accommodation which existed in 2001 will have changed relatively little; a detached, semi, terraced house or flat in 2001 is probably the same now but people will age, change house type and move about.

1.8 Several standard tables record different aspects of type and size information, for housing but none of these combine both type and size to provide a comprehensive overview e.g. to say what percentage of the stock is 3 bedroom terrace housing or 2 bedroom flats. By combining and manipulating available datasets and bespoke tables commissioned from ONS, a robust and detailed profile of the housing stock in 2001 was prepared. There are however unavoidable uncertainties in mixing the different ways of categorising properties by bedrooms or number of rooms, which tend to have more impact for larger properties where rooms could be bedrooms, but might also be living rooms, studies, utility rooms, and so on.

1.9 We then made use of the Hampshire County Council planning monitoring system to identify stock changes (additions and losses) since 2001 so that we could identify recent trends in new development and provide an overview of the make up of the stock in 2008.

Use made of Basingstoke's character areas

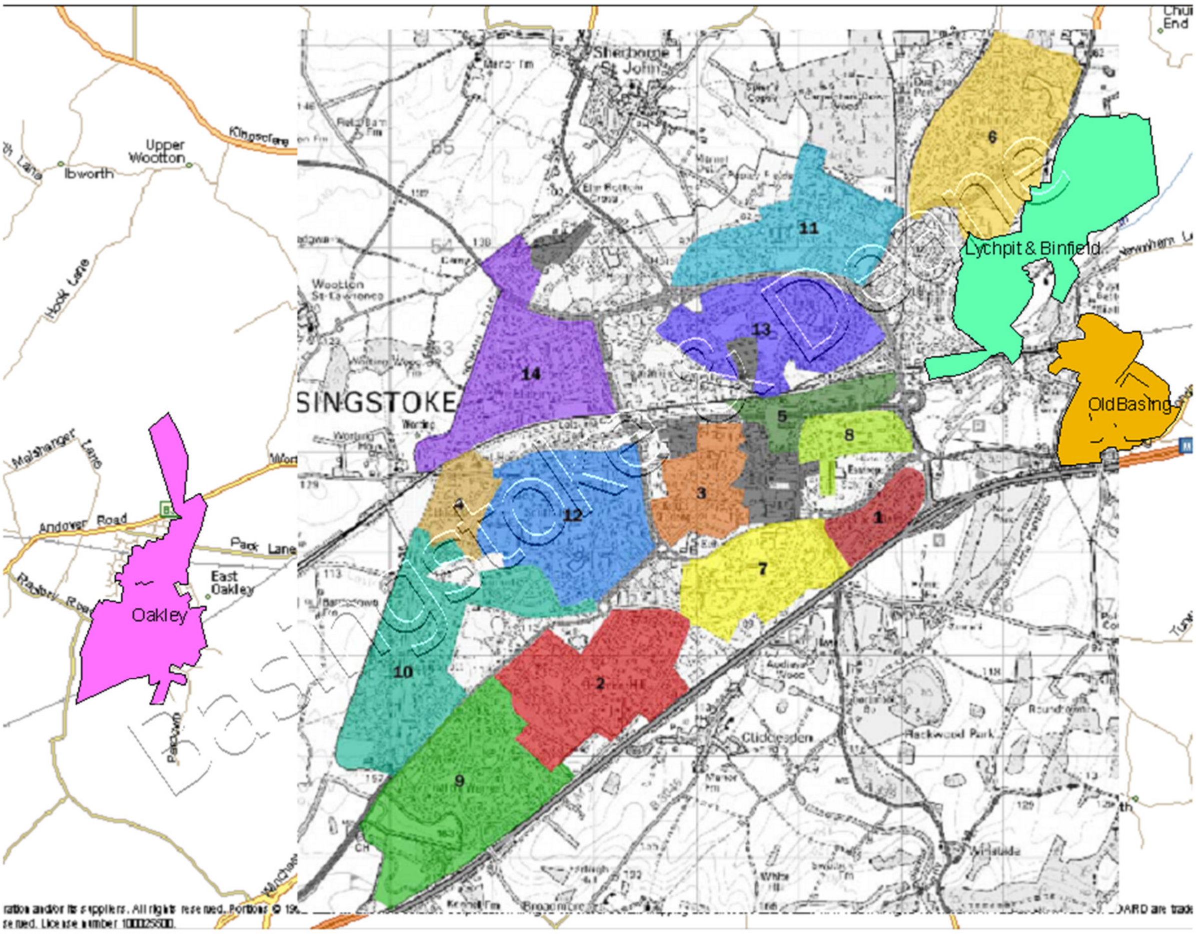
1.10 At the start of the research, the study area was identified and agreed with the Council. The definition of the study area has no particular planning status but was agreed as a working definition for use in the study. The study area included Basingstoke Town and the surrounding settlements of Old Basing and Oakley which are strongly linked to it. Old Basing is a village situated just to the east within half a mile of Basingstoke, with a population of just over 7,000. Oakley is about a mile to the west of Basingstoke, with a population of over 5,000. Both settlements have their own local identities, but fall into the Basingstoke travel to work area and are popular locations for better off movers from the town. Within Basingstoke town, the Council has already carried out an Urban Characterisation Study[1]. The Urban Characterisation Study (UCS) forms an appendix to the SPD on Design and Sustainability, and seeks to identify areas within Basingstoke which have a similar character or special quality, and ascertain the key features which contribute towards their overall character. The appraisal examined the following issues:

- *Built Form* – examines the age and types of housing, scale, predominant building materials and architectural styles, plot widths and garden sizes;
- *Streetscape* – identifies the strength of the building line, frontages onto the road, parking accommodation, street layout, enclosure to the street and density;
- *Landscape* – highlights the role of any open space networks, pockets of landscaping and trees and planting.

1.11 The character appraisal then summarises the main features of the character areas. The results of this form a ready-made geographical structure of the town, using areas and names which are most likely to be widely recognised and understood by most local residents (but which are not the same as the standard administrative areas, including wards). The character areas are shown in the following map. The Lychpit and Binfield part of the town was not originally included as a Character Area and was added for this study. There are also several conservation areas in the town including Brookvale, South View, Fairfields and the town centre. These are not shown separately in colour on the map, but have been included in the figures.

[1] Urban Character Study for Basingstoke, Basingstoke and Deane Borough Council, February 2008

Map 1: Character Areas of Basingstoke



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Key:

1	Black Dam
2	Brighton Hill
3	Brookvale and Kings Furlong
4	Buckskin
5	Central Area
6	Chineham
7	Cranbourne
8	Eastrop
9	Hatch Warren and Beggarwood Lane
10	Kempshott and Fiveways
11	Popley
12	South Ham
13	Southview and Oakridge
14	Winklebury and Rooksdown

1.12 For the analysis of the characteristics of the character areas, we amalgamated information from Output Area level data. Output Areas are the smallest spatial 'building blocks' of Census data, and are sufficiently fine-grained to allow a reasonable match between each character areas and an aggregation of Output Areas. However, the matches are not perfect and descriptions of the character areas used in this report need to be regarded as providing a very good guide to the character areas rather than a perfect description.

2 POLICY CONTEXT

In this chapter we review the spatial planning policies which shape how local planning authorities should plan for mixed communities in their future developments. The review covers national, regional and local policies and considers the kinds of policy approaches which other authorities have been adopting – and any lessons these might have for Basingstoke and Deane Borough Council

National and Regional Policy

2.1 In the previous chapter we noted the importance that government attaches to planning for mixed communities by local planning authorities (and set out in PPS1). PPS3: Housing (2006) provides guidance to local planning authorities on how they should respond to these principles in their place shaping role:

"Local Planning Authorities should plan for a mix of housing on the basis of the different types of households that are likely to require housing over the plan period." (Para 21)

And then at paragraph 22:

" Based upon the findings of the Strategic Housing Market Assessment and other local evidence, Local Planning Authorities should set out in Local Development Documents:
– The likely overall proportions of households that require market or affordable housing, for example, x% market housing and y% affordable housing.
– The likely profile of household types requiring market housing e.g. multi-person, including families and children (x%), single persons (y%), couples (z%).
– The size and type of affordable housing required."

2.2 PPS3 also sets out the importance of considering dwelling mix for larger developments:

"In planning at site level, Local Planning Authorities should ensure that the proposed mix of housing on large strategic sites reflects the proportions of households that require market or affordable housing and achieves a mix of households as well as a mix of tenure and price." (Para 24)

2.3 At the regional level the draft South East Plan reinforces the importance of planning for mixed communities and that new housing needs to meet the housing needs of a wide range of household types. In the following extract from the draft Plan, the underlined text is additions to the draft Plan proposed by the Secretary of State in July 2008. They would seem to yet further emphasise the importance of planning for a mix of household types.

POLICY H4 : TYPE AND SIZE OF NEW HOUSING

Local authorities should identify the full range of existing and future housing required in their areas. Groups with particular housing needs should include older and disabled people, students, black and minority ethnic households, families with children, gypsies and travellers and others with specialist requirements. Local Development Documents should require an appropriate range and mix of housing opportunities, by identifying:

- the likely profile of household types requiring market housing;
- the size and type of affordable housing required.

Local Authorities should seek to identify a mix of site allocations in each five year period, preparing development briefs as necessary, to encourage a range of housing types to be provided. "

With supporting text at para 7.1 stating:

"Housing provision is far more than just a 'numbers game'. It must support the needs of the whole community, and include the provision of both market and affordable housing, as well as reflecting the range of types, sizes and tenures both needed and in demand. This will include specific groups such as families with children and older and disabled people. Policies H3 (Affordable Housing Provision) and H4 (Type and Size of Housing) are included to support this aim."

Local policies

2.4 Although preparation of the Basingstoke and Deane Local Plan[2] pre dates publication of PPS3 and the draft South East Plan, the Local Plan has a strong focus on providing for a mix of dwelling types and sizes which, it identifies as:

"………essential in order to provide local people with the opportunity to rent or buy an affordable dwelling, and the ability to move to a dwelling which better meets the needs of the current stage in their life-cycle without having to leave the area. It is also important for a variety of housing types and sizes to be provided to help achieve balanced and sustainable communities." (Para 4.19)

[2] Basingstoke and Deane Borough Adopted Local Plan 1996 - 2011 Adopted July 2006

2.5 Policy C3 develops this theme and puts in place a policy which is intended to increase the amount of small dwellings in the borough.

Policy C3
New housing development should aim to create mixed and inclusive communities, taking into account the scale of the development, the location of the site and housing needs. There should be a mix of dwellings both in the development overall and within the open market housing provided, including a substantial proportion of 1 and 2 bedroom units. A proportion of new dwellings should be designed to lifetime mobility standards.

Planning permission for residential development will only be permitted provided that between 30% and 50% of market dwellings provided on site are small units (1 & 2 bedrooms) with the highest proportion sought on sites in or adjoining the centres of settlements with a good or a reasonable range of services and public transport opportunities, namely Basingstoke, Tadley, Whitchurch and Overton.
Basingstoke and Deane Borough Adopted Local Plan 1996 - 2011 Adopted July 2006

2.6 The emphasis on smaller dwellings in the Basingstoke and Deane Local Plan is reflected in the policies being developed at the time in other areas.

Example of other policies

2.7 We undertook a web based review of planning policies being used in other parts of the country. The search was informed by examples of policies brought to our attention from a range of contacts at the local and regional level. The policy search was not intended to be a comprehensive survey of all policies but to find examples of the type of approach other authorities have or are following. Some policies were part of the formal development plan, others were in supplementary documents that have less material weight in the hierarchy of planning policies.

2.8 From our review, it is apparent that Basingstoke and Deane is not untypical of authorities in the earlier part of this decade in promoting the development of smaller dwellings - as these three examples illustrate:

Huntingdonshire SPG Market Housing Mix (2004) (for larger sites)

- *Providing not less than 40% of all properties with one or two bedrooms*
- *Providing not less than 60% of all properties with one, two or three bedrooms*

Tunbridge Wells Local Plan (2006)

POLICY H2

Proposals for residential development of 15 or more bedspaces will only be permitted if they incorporate an element of small dwellings and a significant number of intermediate dwellings.

(Small = <60 square metres internal floorspace, Intermediate = 61-80 square metres total internal)

Eastleigh Housing Mix SPG (2003)

To achieve a genuine mix of housing, the Council will seek that proposals provide the following mix of dwellings:

- *About 35% with 2 bedrooms or under; about 50 % with 3 bedrooms; and about 15% with 4 bedrooms or more.*

2.9 But more recent approaches taken by local authorities show a move away from encouraging smaller dwellings toward a renewed interest in providing larger (family) dwellings. We can only speculate but suspect that this trend is likely driven by two factors. First, the recent down turn in the housing market has been felt most strongly in the market for flats and, second, a growing recognition that household forecasts which show a growth in single person households do not necessarily translate into demand and need for small dwellings. This is a theme to which we return in chapter 5.

2.10 Perhaps the following example from Leeds reflects the former concern and those from Slough and Oxford, are more about the changing demographics of the towns.

Leeds City Council, Non-statutory interim Policy Guidance on Housing Mix, July 2008

IHP1: New-build residential development should provide:

- *at least 65% of new dwellings as houses with gardens, ii) at least 40% of new dwellings to be 3 or more bedroom*

(except in city and town and district centres)

Slough Borough Council – Core Strategy 2008

CP 4 (Type of Housing)

In the urban areas outside the town centre, new residential development will predominantly consist of family housing…..

Oxford City Council – Balance of Dwellings SPD Jan 2008

Our policy approach is therefore to influence this imbalance to include more family housing units in the future housing mix.

The Oxford SPD then considers the City as a series of sub areas. These include the City centre and district centres as their own sub areas; with other sites of 25 units and above having a range of percentages for each dwelling type for different site sizes (25-74, 75-249 and 250+ dwellings). The rest of the City is divided into a series of Neighbourhood Areas which are categorised as red, amber or green (depending on a bundle of indicators e.g. existing stock composition, recent rate of conversions). The SPD then sets out mixes which are to be sought (on sites of 10-24 dwellings) in each category of area e.g. the mix sought for new housing in 'red' areas is that it should contain 35-75% 3 bed dwellings on sites of 10-24 units. (In such areas there is also to be "No net loss of family units' on developments of 1 to 3 units).

The City is divided into 15 Neighbourhood Areas (including the City centre). The Areas range in size from about 2,200 to 8,000 dwellings – with 10 of the Areas having between 2,000 and 4,000 dwellings.

Summary

- National government attaches considerable importance to the role of local authorities in planning for mixed communities. Local planning authorities should be planning for a mix of housing to reflect, "….*the different types of households that are likely to require housing over the plan period." (Extract from PPS3);*
- Emerging regional guidance in the draft RSS reinforces the importance of planning for mixed communities and that new housing needs to meet the housing needs of a wide range of household types;
- Basingstoke and Deane Borough Council's Local Plan (adopted in 2006) has a strong focus on providing for a mix of dwelling types and sizes. There is a specific policy (C3) which encourages the provision of more smaller dwellings during the period covered by the Plan (1996 – 2011);
- In this respect, the policy adopted by the Council is similar to those of other authorities where they have set out their approach to the mix of dwelling types in their area. But examples of the most up to date policies from elsewhere, whilst still reflecting the importance of achieving a mix of dwellings, are targeted at delivering more larger (family) homes.

3 STOCK OF DWELLINGS IN BASINGSTOKE AND NEIGHBOURING SETTLEMENTS

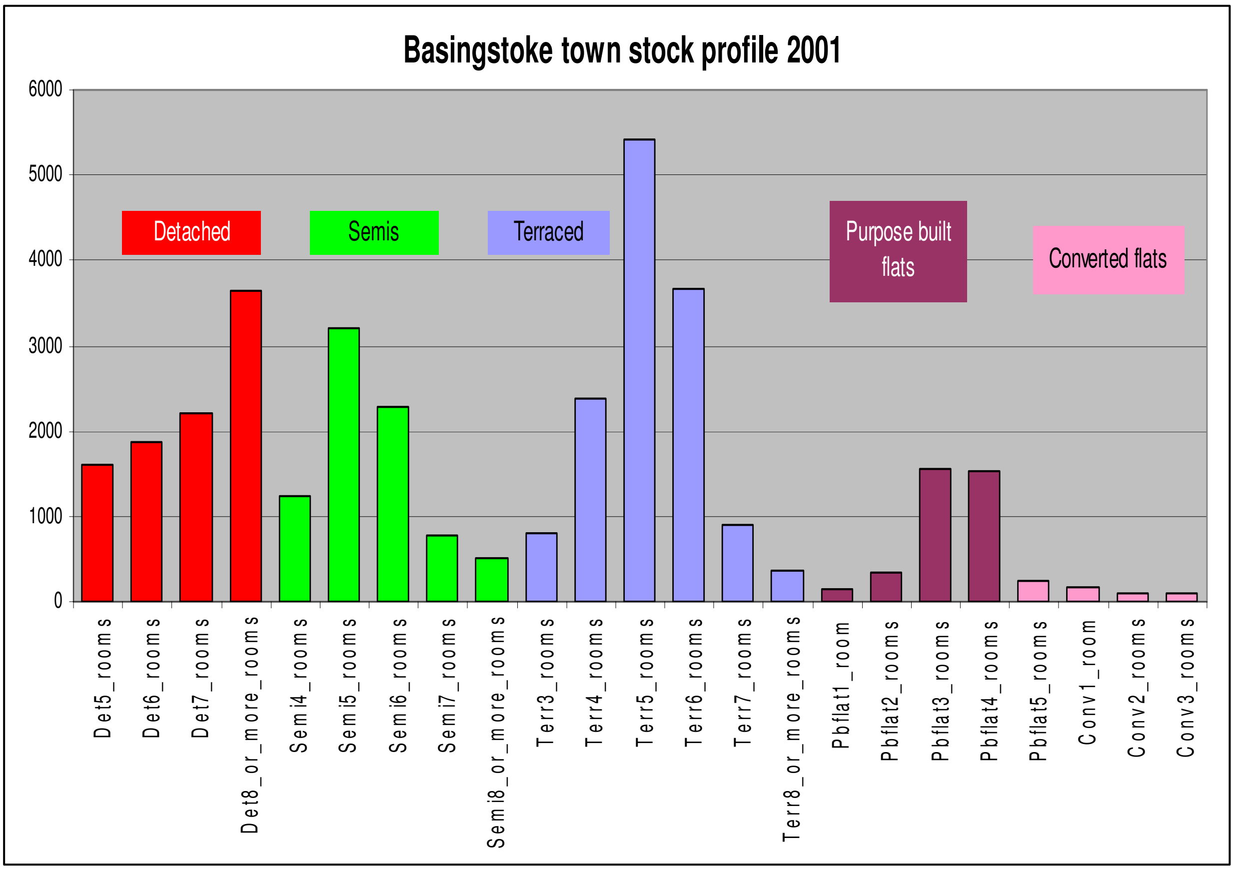
Important for the future planning for mixed communities in Basingstoke and its surrounding settlements is an understanding of the current make-up of dwelling types and whether recent building patterns have changed this. This chapter reviews the stock of dwellings in the study area and highlights differences in the stock profile of the character areas. The types of dwelling built since 2001 are analysed to explore whether recent house building has been delivering a different mix of dwellings than before.

Make up of the stock – 2001 and 2008

Basingstoke and surrounding settlements

3.1 The total housing stock in Basingstoke and surrounding settlements at the 2001 Census was just under 40,000. The profile of this stock is shown in the chart below.

Figure 3.1: Stock Profile in 2001



Source: Census 2001 - Commissioned table C0956 . Key – Det =detached, semi= semi detached, terr =terraced house, PB flats = purpose built flat, Conv = converted flat . Rooms do not include bathrooms, toilets, halls, landings or cupboards.

3.2 The Census does not provide information about dwellings by their number of bedrooms. Although not a perfect interpretation, dwellings with 6 rooms generally have 3 or more bedrooms and dwellings with 7 or 8 rooms are usually at least 4 bedroom houses. Using this as a reasonable yardstick, the stock in 2001 is seen to be dominated by larger dwellings with flats making up a relatively small proportion of the stock.

3.3 The profile of the stock is further illustrated in the following chart which shows a simplified version of Figure 3.1 above and which highlights the importance of 3, 4 and 5 bedroom houses – which made up about 72% of the stock in 2001. Flats were a small element of the stock – around 13% and flats with more than 2 bedrooms were almost completely 'missing' from the stock.

Figure 3.2a: Stock Profile in 2001 (Basingstoke and surrounding area) - Simplified

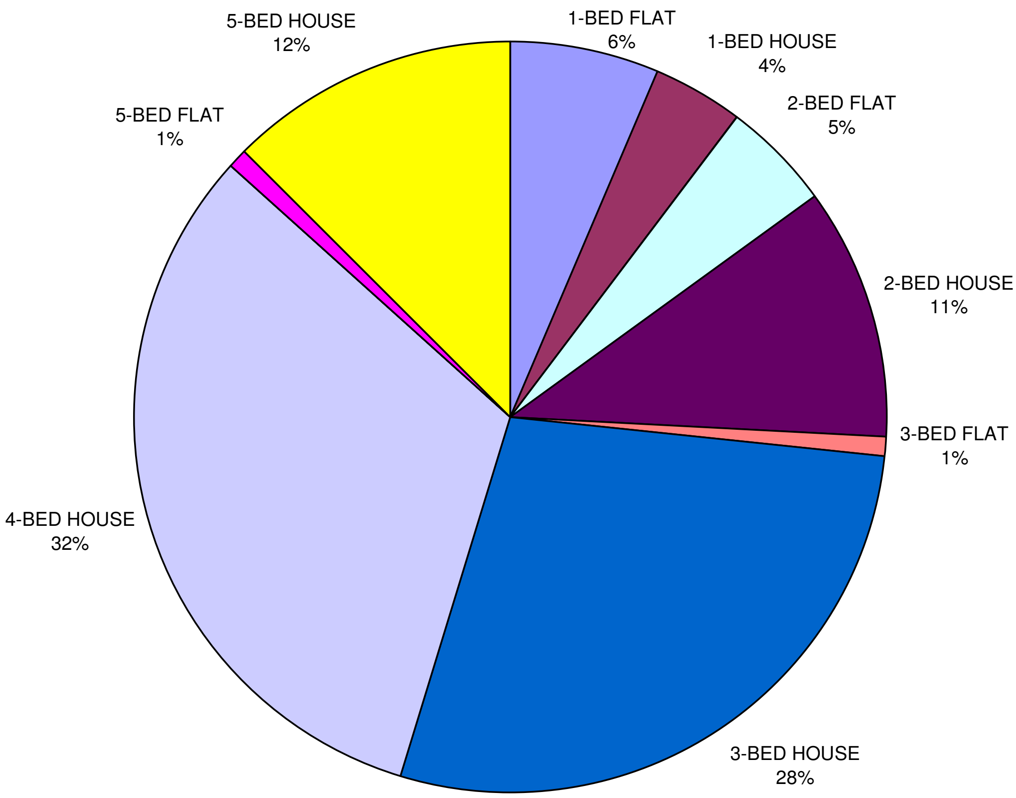


Figure 3.2b: Stock Profile in 2001 - Simplified – Background Data

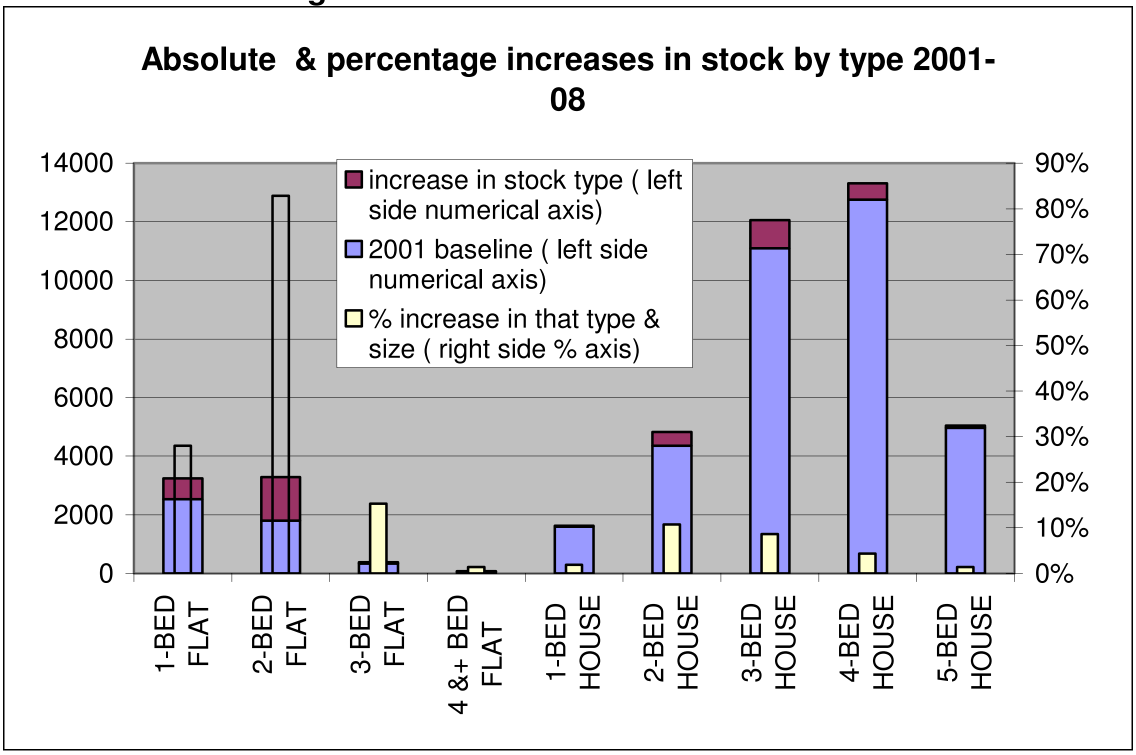
	1-BED FLAT	2-BED FLAT	3-BED FLAT	4 &+ BED FLAT	1-BED HOUSE	2-BED HOUSE	3-BED HOUSE	4-BED HOUSE	5-BED HOUSE	Total
2001	2532	1798	333	103	1593	4355	11101	12753	4968	39536
%	6%	5%	1%	0%	4%	11%	28%	32%	12%	

Additions and changes to the stock: 2001 to 2008

3.4 Using the Hampshire County Council planning database we identified that between April 2001 and March 2008, some 4,300 dwellings gross (10.9% of the 2001 stock) were added to the stock of the study area of Basingstoke and the surrounding settlements (i.e. recorded as being completed).[3] There were also some losses due to demolitions and conversions of around 370, so the net gain was just under 4,000 or about 10% of the stock at 2001.

3.5 Completions between 2001 and 2008 had a very different profile compared with the stock at 2001. There was a significant shift towards development of flats in the period as the chart below makes clear.

Figure 3.3: Stock Profile at 2001 Compared with Completion of New Dwellings between 2001 and 2008



Sources: Census 2001 & Hampshire County Council Planning database

3.6 Small (one and two bedroom) flats were the most common dwelling type in the newly built stock whilst larger (family) housing played a much lesser role in residential development. Even so, it is also worthwhile noting that between 2001 and 2008, over 1,500 new 3, 4 and 5 bed houses were added to the stock in Basingstoke and surrounding settlements.

3.7 By combining the stock figures at 2001 with completions 2001 to 2008, we can estimate the stock profile at 2008. This is shown in the chart below,

[3] There were also a number of stock losses but these were relatively small in number and have not been allowed for in the analysis presented. In the main they were associated with the regeneration scheme at Oakridge.

which is followed by another chart which compares the stock profile in 2001 with that of 2008.

Figure 3.4: Stock Profile at 2008

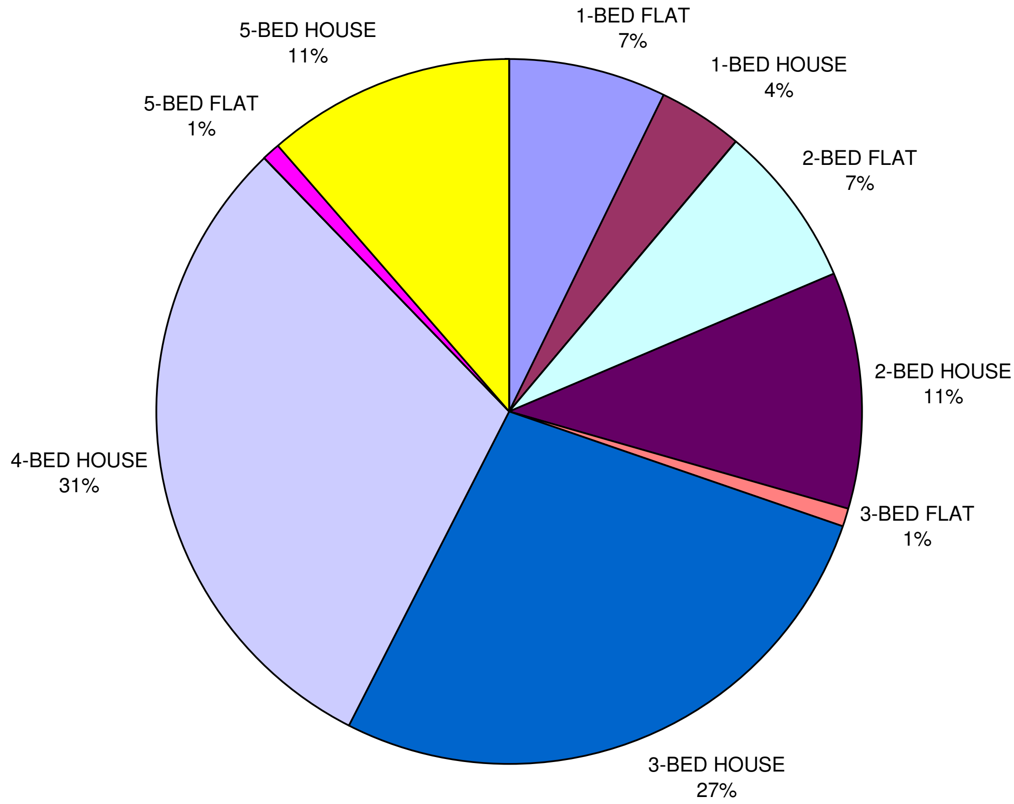


Figure 3.5a: Stock Profiles Compared: 2001 and 2008

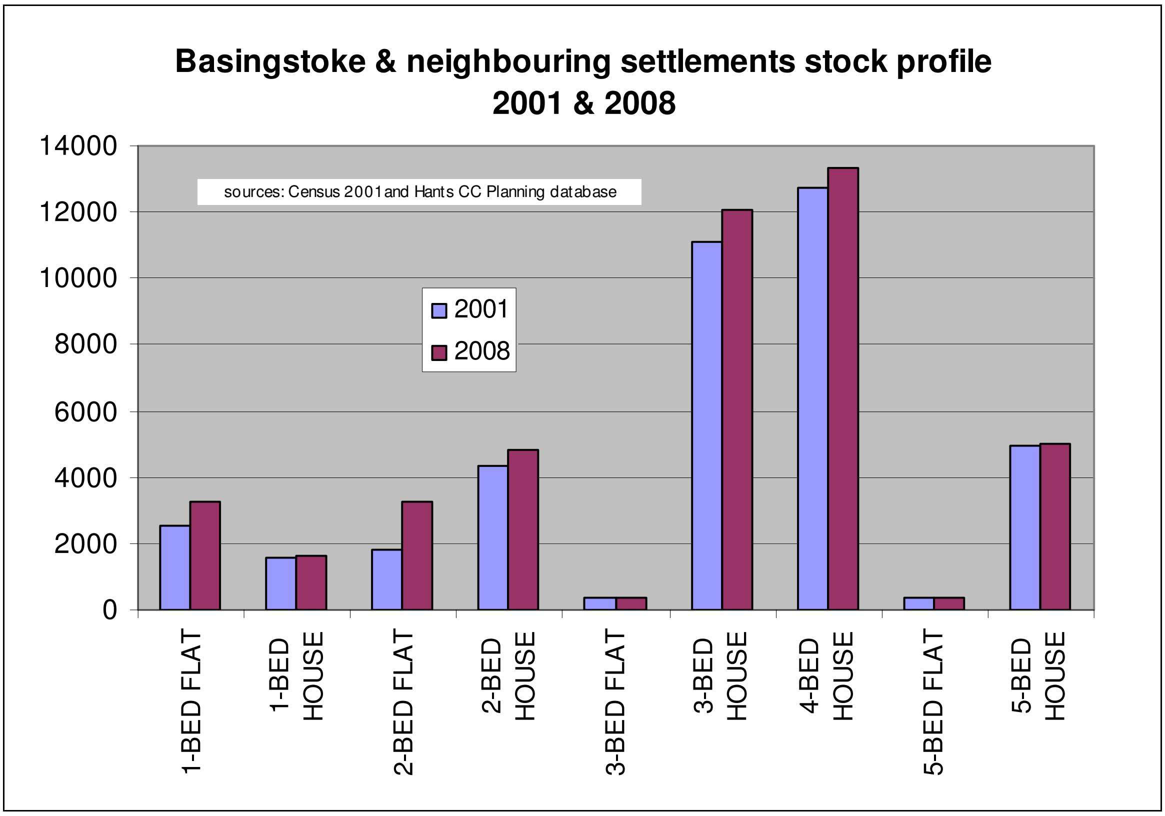


Figure 3.5b: Stock Profiles Compared: 2001 and 2008, Background Data

	1-BED FLAT	2-BED FLAT	3-BED FLAT	4 &+# BED FLAT	1-BED HOUSE	2-BED HOUSE	3-BED HOUSE	4-BED HOUSE	5-BED HOUSE	Total
2001	2532	1798	333	103	1593	4355	11101	12753	4968	39,536
%	6%	5%	1%	0%	4%	11%	28%	32%	12%	
2008	3241	3288	384	104	1623	4823	12061	13311	5036	43,871
%	7.4%	7.5%	0.9%	0.2%	3.7%	11%	27.5%	30.3%	11.5%	
Change	709	1490	51	1	30	468	960	558	68	
Change in % of total stock	1.3%	2.5%	-0.1%	0.2%	-0.3%	-0.1%	-0.7%	-1.8%	-0.6%	
% increase in that type & size	28%	83%	15%	1%	2%	11%	9%	4%	1%	

Sources. Census 2001 and Hants CC completions database 2008

Figures given are best estimates derived from the available data and have a spurious accuracy due to manipulation in spreadsheets, but are shown to a decimal point for 2008 to indicate trends in the proportion of this type of stock.

* For larger sized properties the distinction between bedrooms and other uses becomes less reliable

4+ bed flats may also include some institutional and shared types of accommodation such as nurses homes, hostels.

3.8 Total completions in the study area from 2001 to 2008 were some 4,300. The 2008 profile is (as would be expected) broadly similar to that of 2001 with increases in all of the stock types. But there are also some changes which have emerged in what is a relatively short period of time. Overall the proportion of 4 bedroom houses has fallen, although the absolute number has increased. 'Family housing' (i.e. all 3, 4 and 5 bedroom houses) has decreased from 72.5% to 68.9% of the stock but still represents by far the largest housing type in the study area.

3.9 Going the other way, the number of 2 bedroom flats has increased more than any other accommodation type – almost doubling in number from 2001 to 2008 but still only representing about 7.5% of the stock by 2008. By 2008, there were about 7,300 flats in Basingstoke and Surrounding Settlements of which about 6,500 (90%) were 1 bed and 2 bed flats.

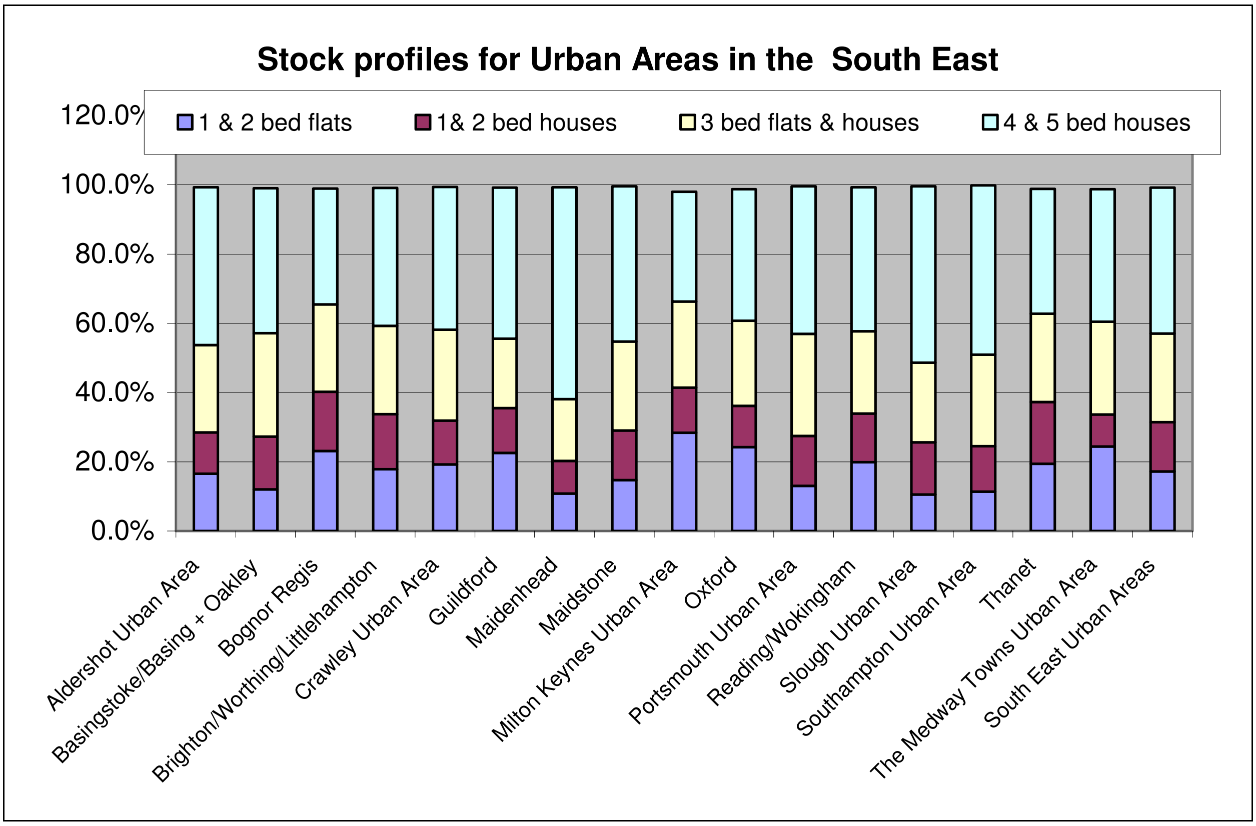
Basingstoke and Surrounding Settlements compared with other places

National and regional picture

3.10 The stock at 2001 in Basingstoke and surrounding settlements was compared with other urban areas in the south east by aggregating the detailed data from the Commissioned table C0956 using ONS urban area boundaries. The analysis indicates that the stock in Basingstoke and surrounding settlements was broadly comparable with other urban areas of the south east.

3.11 However, two features of the Basingstoke profile do stand out: first, that 3 bed houses were more numerous in Basingstoke than most of the other South East urban areas and, second, that there was a lower percentage of 1 and 2 bedroom flats than in the comparator urban areas. The table below sets out the data using a simplified category of stock types.

Figure 3.6: Chart of stock Profile at 2001 Compared with Other Urban Areas in the South East



Source Derived from Census commissioned table C0956

3.12 There is no data available to look at the equivalent position in 2008. However, we can compare the mix of dwellings built since 2001, nationally and by region, from CLG Live Table 254. The following is an extract from Table 254 which shows for the financial years 2001 to 2007 that, across the south east, there was a marked shift towards the provision of new flats and smaller units. Whereas in 2001/02 64% of new homes built had 3 or more bedrooms, by 2006/07, this figure had fallen to 42% and flats (which in 2001/2002 made up 28% of new dwellings completed) provided more than half the new dwellings (at 53%) by 2006/07.

Figure 3.7: Completions in the South East by Dwelling Type – 2001/02 to 2006/07 (CLG Table 254)

		Percentage of all dwellings					
Financial Year		2001/02 [2]	2002/03 [2]	2003/04 [2]	2004/05 [2]	2005/06 [2]	2006/07 [2]
South East							
All tenures							
Houses	**1 bedroom**	**1**	-	-	-	-	-
	2 bedrooms	**10**	**11**	**9**	**8**	**8**	**7**
	3 bedrooms	**30**	**30**	**28**	**25**	**21**	**22**
	4 or more bedrooms	**32**	**30**	**25**	**19**	**16**	**18**
	All	**72**	**71**	**62**	**53**	**46**	**47**
Flats	**1 bedroom**	**6**	**6**	**7**	**9**	**13**	**12**
	2 bedrooms	**20**	**21**	**29**	**37**	**40**	**39**
	3 bedrooms	**2**	**2**	**1**	**1**	**2**	**1**
	4 or more bedrooms	-	-	-	-	-	-
	All	**28**	**29**	**38**	**47**	**54**	**53**
Houses and flats	**1 bedroom**	**6**	**6**	**8**	**9**	**13**	**13**
	2 bedrooms	**30**	**32**	**38**	**45**	**49**	**47**
	3 bedrooms	**32**	**32**	**29**	**27**	**22**	**23**
	4 or more bedrooms	**32**	**30**	**25**	**19**	**16**	**18**
	All	**100**	**100**	**100**	**100**	**100**	**100**

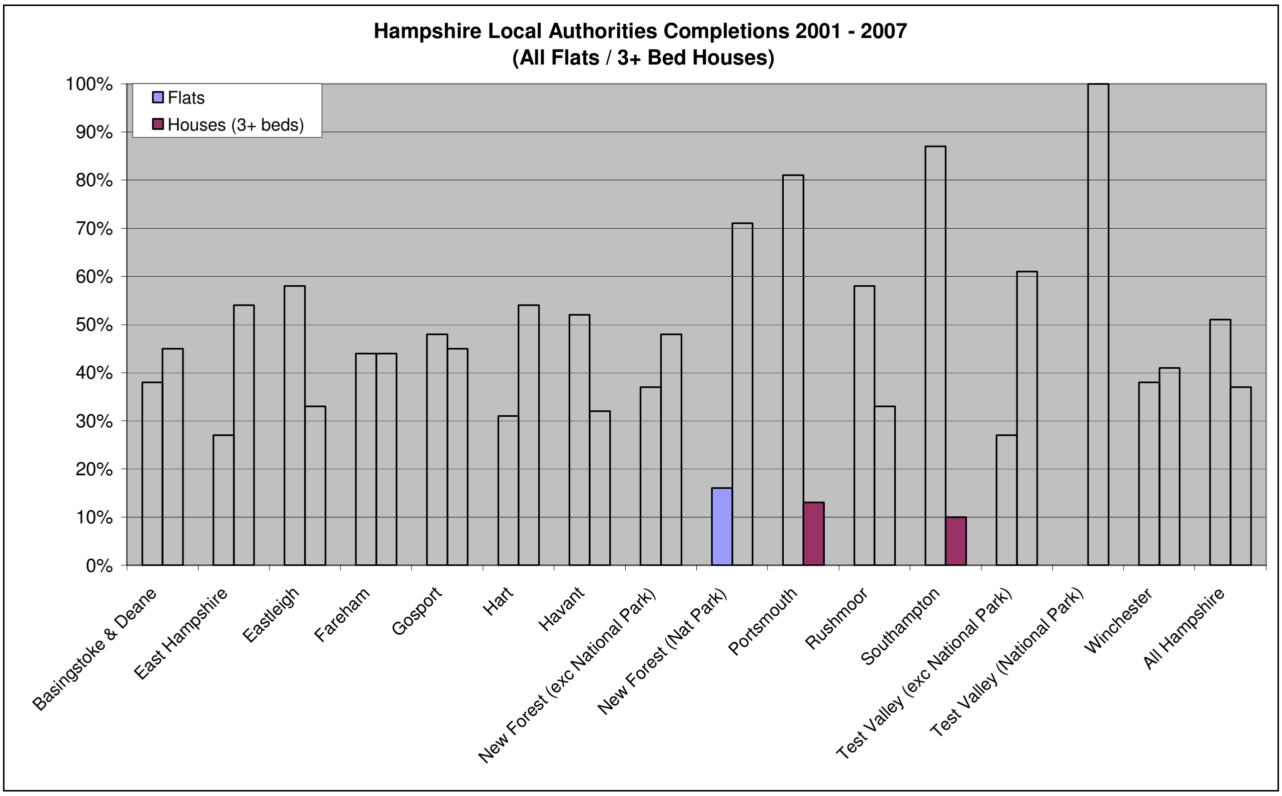
CLG Notes: For detailed definitions of all tenures, see Definitions of housing terms in Housing Statistics home page.
Figures for 2001/02 onwards are based on just NHBC figures, so there is some degree of variability owing to partial coverage.

3.13 Although not a perfect comparison with the data we have for Basingstoke and surrounding settlements, the above figure illustrates how housebuilding generally across the south east swung very firmly towards the development of flats during the first part of this decade. Basingstoke has very much mirrored this trend with, for example, 50.7% of completions 2001 to 2008 as 1 and 2 bed flats compared with 51% across the region in 2006/07 and 53% in 2005/06.

Other Hampshire authorities

3.14 There is one other comparison we can make, using the excellent database provided by Hampshire County Council. For the whole local authority area of Basingstoke and Deane, we can compare the profile of completions with other planning authorities in Hampshire. The data available at the time of our analysis was for April 2001 to March 2007.

Figure 3.8: Completions 2001 to 2007 in the 'Hampshire authorities' by Dwelling Type



Source: Hampshire CC Planning database

3.15 Across all the 'Hampshire authorities' (except the New Forest National Park) flats make up a significant component of dwelling completions between 2001 and 2007. However, compared with some other authorities in Hampshire, Basingstoke and Deane Borough Council area has maintained a relatively balanced development mix.

3.16 For example, one and 2 bed flats were 37% of the completions in Basingstoke but were 50% across Hampshire as a whole and as high as 84% in Southampton and 79% in Portsmouth. At the same time, in Basingstoke completions for 'family housing' (houses with 3 or more bedrooms) were at 42% compared with a Hampshire figure of 34%. Whilst there were some districts which had a higher proportion of family housing than Basingstoke (notably Test valley and the New Forest) Basingstoke's profile of completions indicates a more mixed stock coming through the planning pipeline 2001 to 2007, than was typical of other urban parts of the county.

Summary

- The total housing stock in Basingstoke and neighbouring settlements at the 2001 Census was just under 40,000; about 72% of which was 'family housing' (3, 4 and 5 bedroom houses);
- In 2001, the stock profile in Basingstoke and neighbouring settlements was not dissimilar to other urban areas in the south east;

- 4,335 new dwellings were built between 2001 and 2008. Slightly more than half of these were flats – a very different profile of housebuilding compared with the stock at the start of the period. In this respect, Basingstoke and the neighbouring settlements was very similar to the South East as a whole but actually showed a lesser emphasis on developing flats than some other parts of Hampshire;
- By 2008, 'family housing' (i.e. all 3, 4 and 5 bedroom houses) had decreased from 72.5% (in 2001) to 68.9% of the stock but still represented by far the largest housing type in the study area.

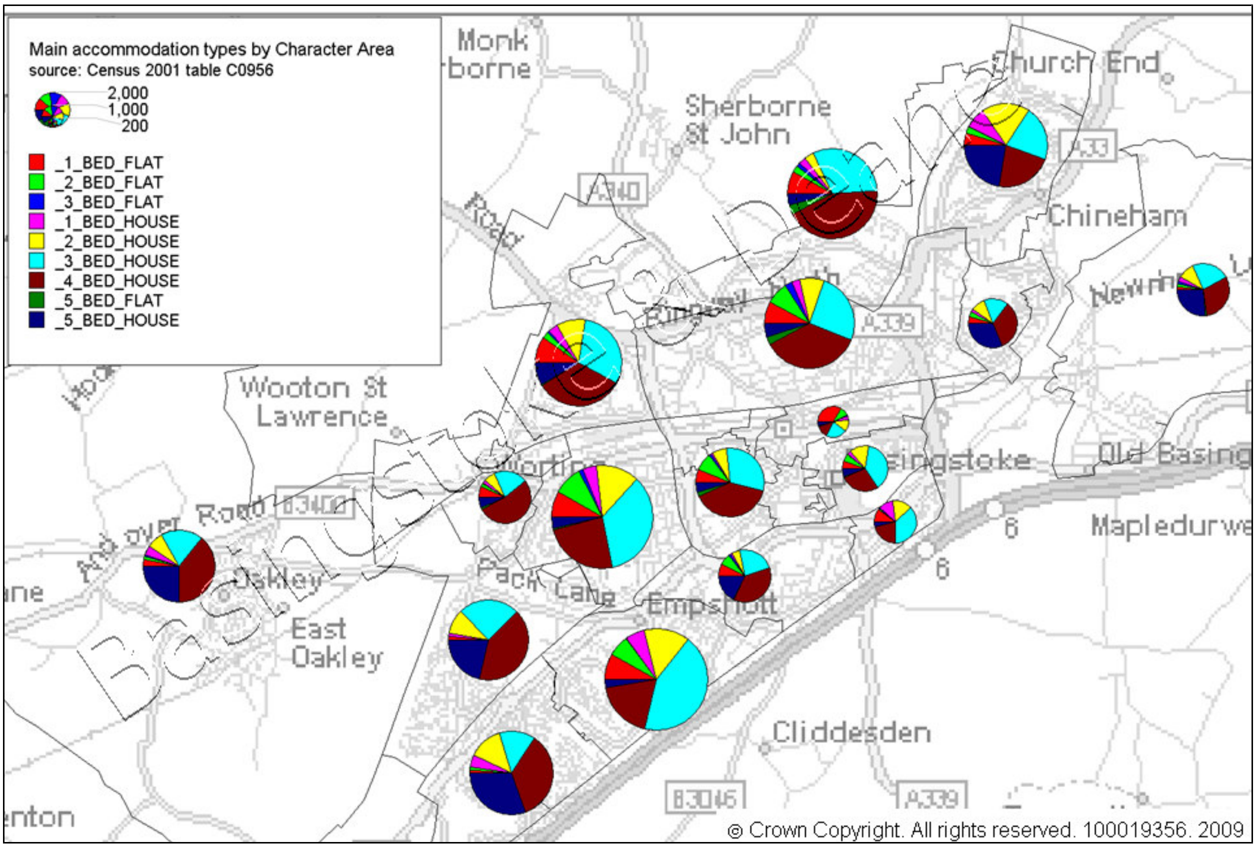
4 PROFILE OF STOCK WITHIN BASINGSTOKE AND NEIGHBOURING SETTLEMENTS

An important element of the study has been a consideration of the differences in the make-up of the stock *within* Basingstoke and neighbouring settlements. In this chapter, we analyse these differences by reference to the town's character areas and highlight where there have been significant shifts in the profile of the stock over recent years.

Stock Profile at 2001

4.1 There are very significant differences in the stock profile of the character areas in Basingstoke and surrounding settlements. The maps below illustrate the position at 2001. Annex 4 provides the data underlying the character area maps.

Figure 4.1: Accommodation Types by Character Area, 2001

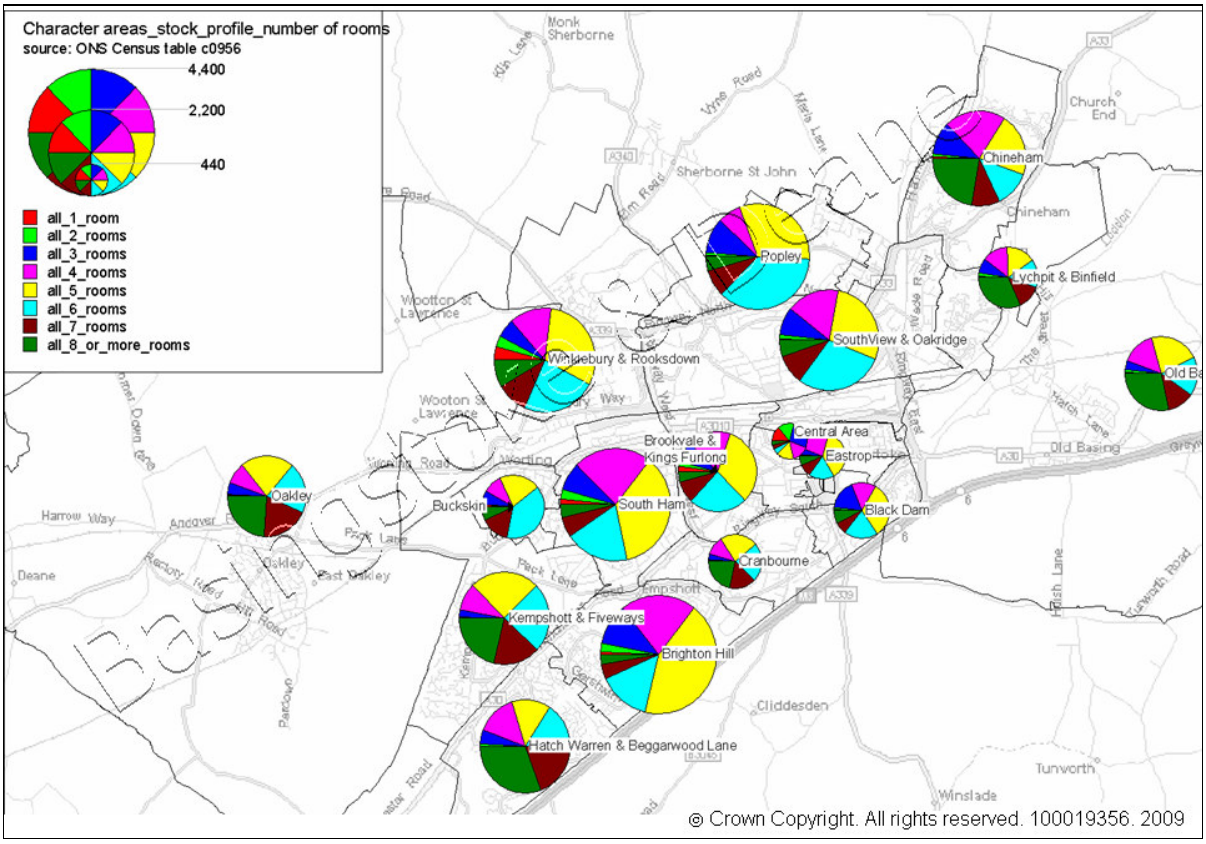


Source: Census 2001

4.2 One of the biggest differences between the character areas is the actual number of dwellings in each. Beyond this, there are also differences between areas in their make-up of stock but there are also great similarities. 11 of the character areas had four or five bed dwellings as the most common dwelling type, in another 4 character areas 3 bedroom housing was most common and in only one area was the one bedroom flat more common than any other dwelling type (and this was the character area with the smallest stock). Therefore, in only one character area were small units (1 and 2 bedroom units) the most common dwelling type in 2001.

4.3 The importance of larger 'family' dwellings in most character areas is illustrated in another way – this time by the count of habitable rooms.

Figure 4.2: Number of Habitable Rooms by Character Area, 2001



Source; Census 2001 Commissioned Census table C0956

The overall pattern of character areas at 2001

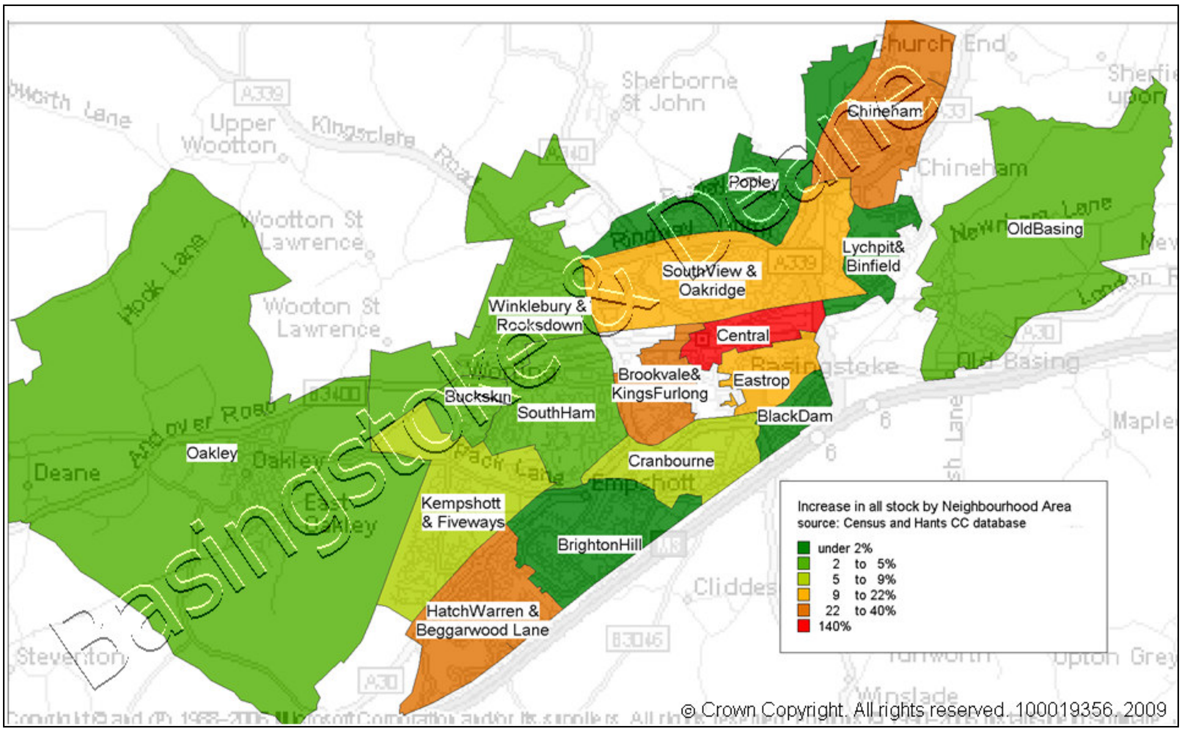
4.4 It can be seen from the maps that the character areas which might be described as 'suburbs' on the outer edges of the town such as Chineham, Lychpit & Binfield, Hatch Warren & Beggarwood Lane, Kempshot & Fiveways, as well as the neighbouring settlements of Old Basing and Oakley — all have more detached properties with more rooms – typically four bedroom detached houses. The inner character areas of Central, Brookvale & Kings Furlong and Eastrop have more smaller homes and more flats.

4.5 This is a typical urban area pattern, which results both from intentional planning and the preferences and choices of households, and consequently the activities of developers. In modern housing markets urban settlements of any size typically have an ‘escalator’ model of migrations[4], by which younger, newer, and less well off households tend to move to the central areas, while more mature and better off households move to larger family houses in the outer suburbs or rural areas. This is likely to be relatively less prevalent for a smaller settlement such as Basingstoke than for large cities, but the stock profiles in the different character areas both drive and reflect this escalator model pattern.

The position at 2008

4.6 We would not expect the basic morphology of the housing stock in the study area to have significantly changed since 2001. However, there has been development right across the area, with some parts having considerably more house building than others – as the following map illustrates.

Figure 4.3: Increase in Stock by Character Area, 2001 to 2008



Source: Derived from Census table C0956 and Hants CC planning database

(N.B. The increase of 140% applies only to the Central area due to extensive development of flats. All other areas gained less than 40%)

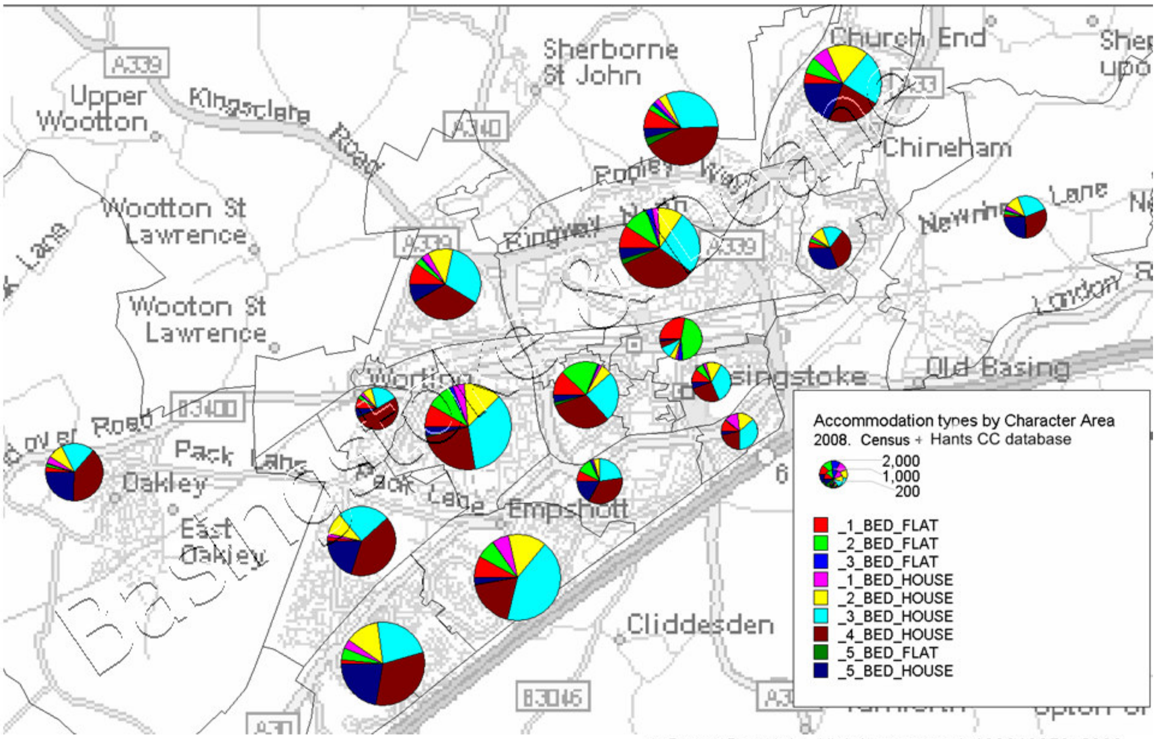
4.7 There are clearly parts of Basingstoke and neighbouring settlements that have experienced considerably more housebuilding than others between. The Central character area stands out in this respect but Chineham, Hatch Warrant and Beggarwood Lane and Brookvale and Kings Furlong have experienced an increase in stock 2001 to 2008 of between 22% and 40%.

[4] A. J. Fielding, 1992. "**Migration and Social Mobility: South East England as an Escalator Region**," Regional Studies, Taylor and Francis Journals, vol. 26(1), pages 1-15, January

4.8 It is axiomatic that areas with most house building 2001 to 2008 will be those where the make-up of the stock is most likely to have changed – especially as, already noted, during this time the development of flats has increased significantly.

4.9 The maps below show the stock profile for each character area at 2008 – the second map being a simplified version of the more detailed information shown in the first. The information used in the maps is based on the Census 2001 position with the addition of completions to 2008.

Figure 4.4a: Estimate of Accommodation Types by Character Area, 2008



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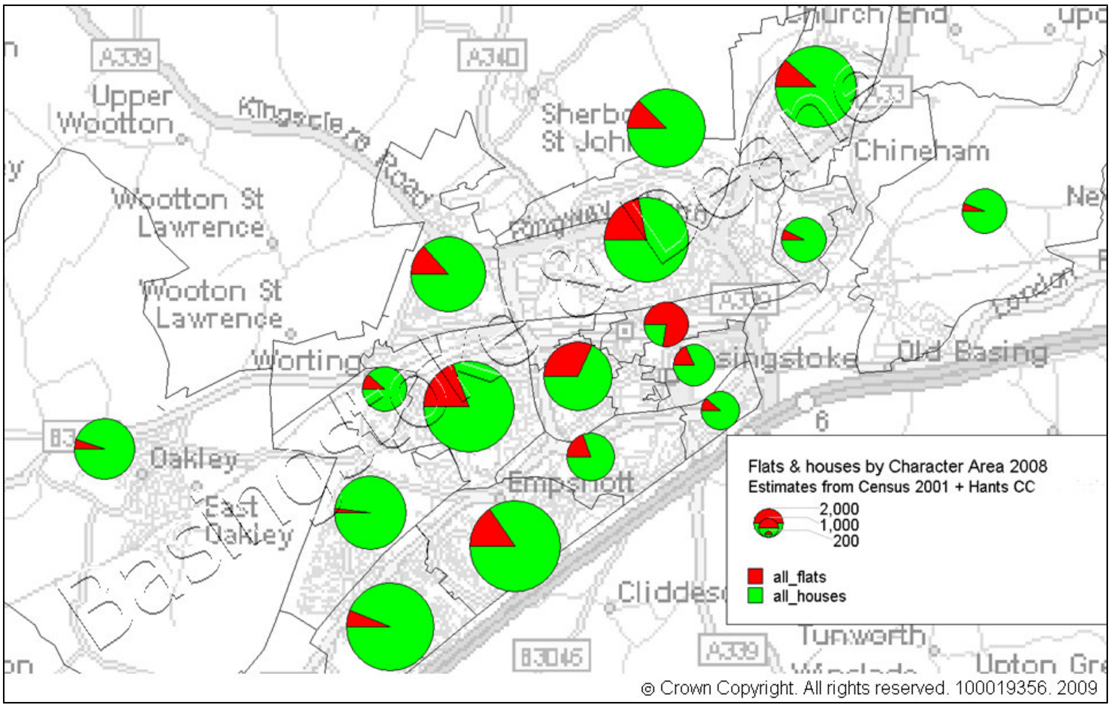
Sources: Census 2001 and Hants CC Planning database

Figure 4.4b: Estimate of Accommodation Types by Character Area, Houses and Flats, 2008



Sources: Census 2001 and Hants CC Planning database

Figure 4.5: Percentage of Selected Dwelling Types in the Stock 2001 and 2008

Character area	Position at 2001		Position at 2008	
	% 1 and 2 bed flats	% 3, 4 and 5 bed houses	% 1 and 2 bed flats	% 3, 4 and 5 bed houses
BlackDam	11%	62%	11%	61%
BrightonHill	15%	64%	15%	64%
Brookvale&KingsFurlong	14%	75%	31%	60%
Buckskin	9%	80%	11%	78%
Central	43%	39%	73%	16%
Chineham	7%	66%	11%	64%
Cranbourne	15%	78%	18%	75%
Eastrop	10%	72%	18%	66%
HatchWarren &Beggarwood Lane	2%	80%	6%	77%
Kempshott & Fiveways	1%	87%	2%	86%
Lychpit&Binfield	8%	81%	8%	81%
Oakley	4%	83%	4%	82%
OldBasing	4%	81%	4%	80%
Popley	11%	79%	11%	78%
SouthHam	17%	62%	18%	62%
SouthView & Oakridge	16%	67%	21%	66%
Winklebury & Rooksdown	12%	72%	13%	71%

Sources; Census 2001 and Hants CC planning database (N.B does not sum to 100% for each Character Area and year because not all stock types are included)

4.10 There are a number of character areas where 'family housing' dominates and where the position has not changed significantly 2001 to 2008. Taking 70% 'family housing' as the cut off point (in 2001 and 2008) the following character areas fall into this group:- Kempshott & Fiveways, Oakley, Lychpit & Binfield, Old Basing, Popley, Buckskin, HatchWarren & Beggarwood Lane, Cranbourne, and Winklebury & Rooksdown. Eastrop, close to the Central area, had more than 70% (72%) family housing in 2001 but this fell to 66% in 2008, while the proportion of flats in this character area increased from 10% to 18%.

4.11 There have been more substantial change in the houses and flats mix in a number of character areas, most notably Central, Brookvale & Kings Furlong, and Eastrop, as discussed above. In these character areas the proportion of flats has increased most, and the proportion of family houses has fallen inversely.

Figure 4.6: Change in percentage of family houses and flats by Character Area 2001 and 2008

Character area	Change in family housing 01 to 08	Change in flats 01 to 08
Lychpit&Binfield	0.2%	-0.1%
BrightonHill	-0.3%	0.4%
BlackDam	-0.4%	-0.1%
Popley	-0.4%	0.5%
SouthHam	-0.5%	0.7%
OldBasing	-0.6%	0.8%
Oakley	-0.7%	0.0%
Winklebury & Rooksdown	-0.9%	0.6%
SouthView & Oakridge	-1.0%	4.6%
Kempshott & Fiveways	-1.1%	0.7%
Chineham	-1.6%	4.0%
Buckskin	-2.1%	2.2%
HatchWarren &Beggarwood Lane	-2.5%	4.0%
Cranbourne	-3.0%	3.8%
Eastrop	-5.7%	7.5%
Brookvale & Kings Furlong	-14.9%	16.9%
Central	-23.0%	29.7%

4.12 The Central area has seen most change, with an almost 30% increase in the percentage of flats. By 2008, two bedroom flats had become the most common property type in the Central character area.

4.13 Of the other character areas, only in Chineham have new developments meant that three bedroom houses have overtaken five bedroom houses as the most common type.

Stock change through sub division

4.14 We were asked to consider another aspect of change in the stock which is brought about by sub division of family housing into flats. Current Local Plan policy is broadly permissive and planning decisions about applications for sub divisions have been made on the basis of 'traditional' development control considerations - e.g. neighbour amenity, the parking situation. However, in the last few years the Development Control Committee has become increasingly concerned about the cumulative impact of sub divisions on the established character of areas where sub divisions are considered to be concentrated.

4.15 Between 2001 and 2008, a total of 188 applications for sub divisions were dealt with by the council, with a significant increase in the number of applications at least up to 2007. There is evidence of a more recent fall in developer interest in sub division; reflecting the wider market down-turn. As the number of applications had increased, so too had refusals of permission such that in 2007 and 2008[5], there were significantly more refusals than successful applications. The increase in refusals has largely been the result of decisions taken by councillors rather than officers.

4.16 Planning inspectors hearing appeals against refusal of permission for the sub division of family dwellings have been unsympathetic to arguments that sub-divisions are leading to an unacceptable change of character. They have not accepted that there has been a significant cumulative impact, even in those areas where sub divisions have been most concentrated. But they will uphold refusals of permissions where they are persuaded that there is an adverse impact on local amenity or they believe the appearance of an area is adversely affected (e.g. through inadequate bin storage).

4.17 There are (some limited) examples of policies introduced by other authorities to resist the loss of family dwellings – usually as a response to concerns about lack of family housing in particular neighbourhoods. But inspectors have also rejected such plan policies where they feel the evidence of the 'damage' done by sub divisions is not proven.

4.18 Annex 5 in the Technical Report provides a full description of the analysis of sub divisions which we undertook (including a review of recent planning appeal decisions).

Summary

- In 2001, 11 of the character areas had four or five bed dwellings as the most common dwelling type, in another 4 character areas 3 bedroom housing were most common and in only one area (Central) was one bedroom flat more common than any other dwelling type (and this is the character area with the smallest stock);

[5] The 2008 figure only includes applications which have been determined at the time the data was prepared.

- House building between 2001 and 2008 has changed the balance of dwelling types in some character areas more than others. In Central, Brookvale & Kings Furlong, and (to a lesser extent) Eastrop the proportion of flats has increased most, and the proportion of family houses has fallen inversely;
- Other of the character areas have changed little in terms of the profile of their housing stock. Kempshott & Fiveways, Oakley, Lychpit & Binfield, Old Basing, Popley, Buckskin, HatchWarren & Beggarwood Lane, Cranbourne, and Winklebury & Rooksdown are character areas where 'family housing' continues to dominate (with over 70% of the stock as 3, 4 and 5 bed houses).

5 DEMAND AND SUPPLY IN THE FUTURE

This chapter examines forecasts which show the growth in different household types to 2026 and then discusses how this might translate into demand for different types of housing. The potential pattern of future demand for different types of housing is compared with estimates of the future pattern of supply, under a number of scenarios about future patterns of delivery.

Views from the development industry

5.1 As part of the research, a workshop with representatives of the development industry was held. The views of the workshop provide useful context for this chapter and its review of future demand for and supply of different types and size of dwellings.

5.2 Importantly, workshop participants had very clear views about the perceived impact of planning policies on what gets built – both through specific policies on housing mix and through the type of sites which are allocated for residential development. Participants pointed to the allocation of a number of town centre sites in the Local Plan as one of the underlying reasons why higher density, flatted development had become so much more important in the 2000s than had been the case previously. In practice, we understand that many town centre developments have been on sites not allocated in the Plan (i.e. as windfall sites) but the workshop comment about the influence of Local Plan allocations on development is an important one.

5.3 Other of the key points raised at the workshop included:

- Whilst the importance of town centre flatted development was highlighted, it was recognised that, since 2001, there had been continued development of houses at a relatively high level and it was easy to overstate the importance of flatted development. Some participants felt that the visibility of the apartment blocks (simply because of their height and location) may be giving a wrong impression of what has actually been built;
- However, the apparent ‘lurch’ to the development of flats was not seen as a sustainable pattern of development for the long term as it would not deliver a good of mix of new housing. In any case, the change in market conditions and the down-turn in development has affected the market for flats more than that for houses so the immediate future is unlikely to see a lot of new flatted development being started;
- The Basingstoke housing market is typically complex and there is a wide range of household types with different housing needs and aspirations, but the housing opportunities already in the stock (with a perceived heavy reliance on a rather ‘standard’ range of three and four bed family) seem to offer a somewhat limited choice of type in some respects – particularly given an ageing population. Workshop participants then felt that the more

obvious gap in provision today in terms of size of dwelling – is of two bed homes to allow progression both 'up' and 'down' the housing ladder. Moving 'up' for younger households moving on from smaller accommodation and moving 'down' for older 'empty nester' households currently living in family accommodation;

- It is understood that the proportion of older people in the population is increasing and there will be more smaller households in the future but there is no clear view about the type of housing these households will be prepared to move into (and vacate their existing family housing);
- Over time, market needs will change – any new spatial planning policies will have to be flexible (with the ability to monitor stock changes and household preferences and respond accordingly).

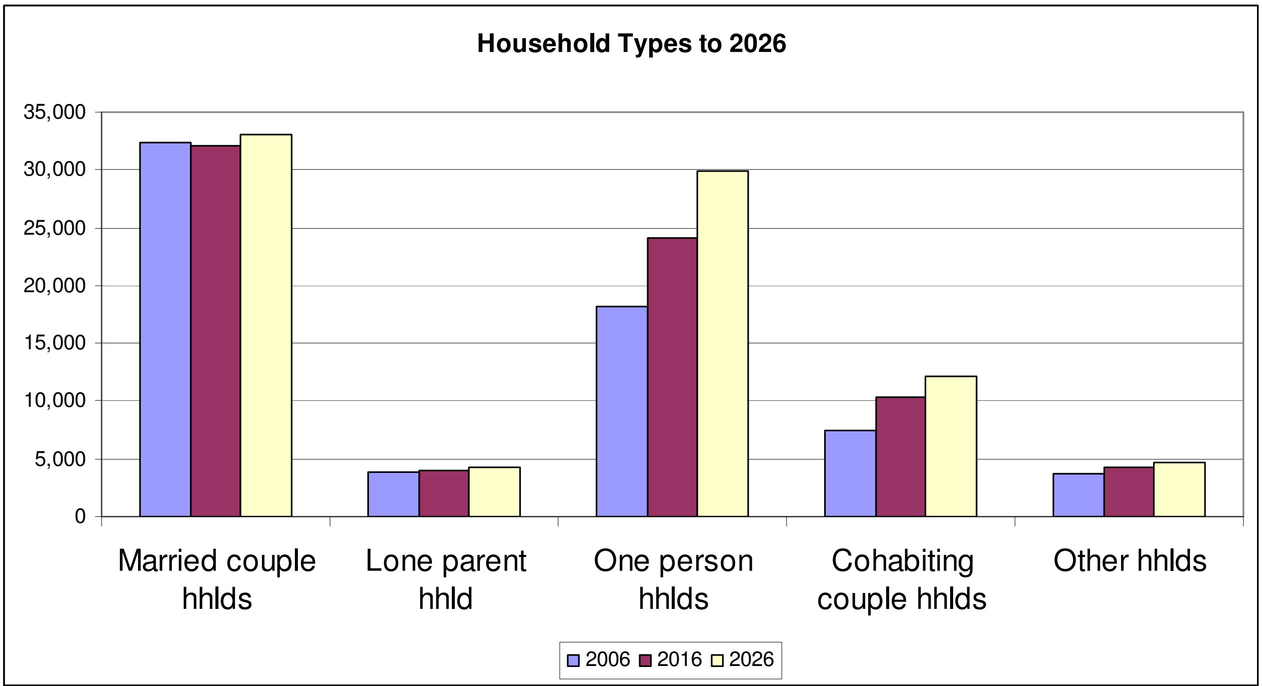
Demographic forecasts and implications

5.4 Hampshire County Council provided government demographic projections for the Borough as a whole (it is not possible to provide separate forecasts for Basingstoke and surrounding settlements). The projections confirm the views expressed at the development industry workshop of an ageing population and a trend to more small households (especially of one-person households). The projections are based on the housing numbers in the draft South East Plan[6]. However, it must be remembered that the projections are just that – a view of the future based on historic population trends and assumed migration patterns. If an area decided to provide a very particular mix of dwelling types (say all one bedroom flats) the types of households which chose to live in the area would be very different than if the new supply over the next 20 years was all family dwellings. Neither approach would contribute to a mixed and sustainable community but the point is made that future patterns of supply can influence population change as much as population change can influence demand for different dwelling types.

5.5 With these caveats in mind, the available projections show that, between 2006 and 2026, single person households are forecast to increase to 2026 by 11,800 when they will make up 36% of all households. Over the same period, multi person households are forecast to increase by 6,800. The chart below illustrates the forecasts growth in household types.

[6] Government housing figures from Government Actuary's Department 2006 based on an overall average increase in dwellings per annum of 945.

Figure 5.1: Projection of Household Types for the Borough – 2006 to 2026



Source: Hampshire County Council

5.6 The largest element of household growth projected for 2006 to 2026 is the number of older households, and many of these will be single person households. The following chart illustrates this with information from the growth forecasts in the number of 'one person' and 'more than one person' households, categorised by the age of their 'household reference person'. The second illustration is the same data but this time in table format.

Figure 5.2a: Projection of Household Types (for the Borough) – 2006 to 2026 by Age

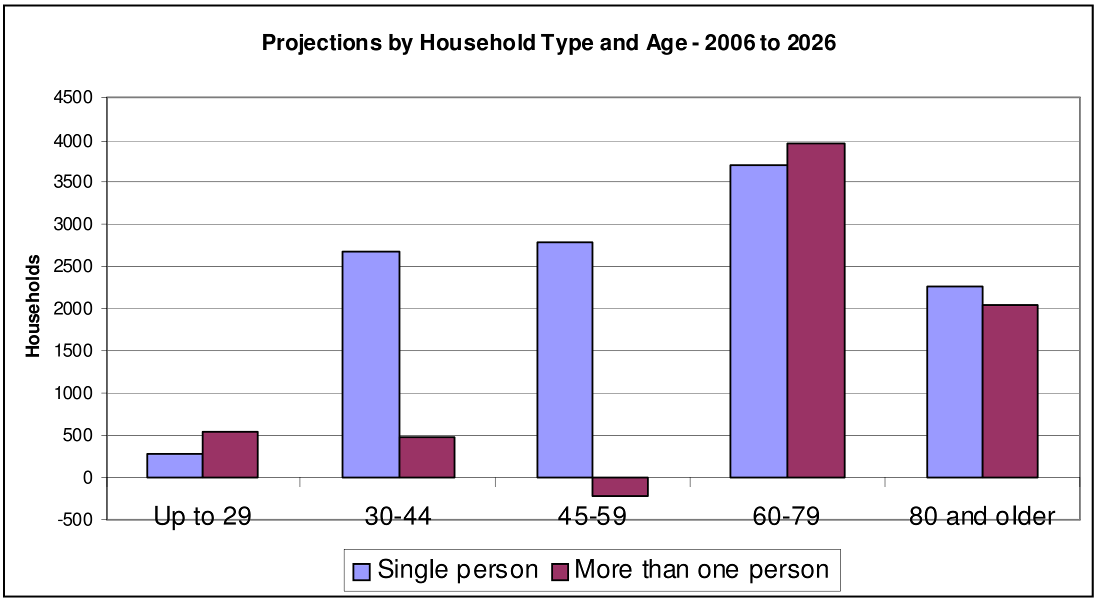


Figure 5.2b: Projection of Household Types (for the Borough)– 2006 to 2026 by Age (as a table)

	Single person		More than one person	
Age groups	Nos	%	Nos	%
Up to 29	287	2.5%	553	8.1%
30-44	2,685	22.9%	463	6.8%
45-59	2,782	23.8%	-223	-3.3%
60-79	3,700	31.6%	3,954	58.2%
80 and older	2,259	19.3%	2,043	30.1%
Total	11,713	100.0%	6,790	100.0%

Source: Hampshire County Council

5.7 The forecast growth in single person households is across all the age ranges but half (50.9%) of additional single person households are forecast to be over 60 years of age. Similarly, the growth in multi person households is amongst the older age groups – 88.3% being 60 years or older. There is a forecast decrease in only one of the households types we have analysed – multi person households aged 45-59 years.

5.8 It is worth repeating that all the above information needs to be treated with caution and is only a guide to the future if past trends were to continue – it would be foolish to place undue reliance on any individual figure. There are doubts about some assumptions underlying the projections[7], and signs that they are already changing in the economic downturn, for example (international) migrant workers returning home. But the forecasts spell out important messages for the study area:

- Increase in households numbers 2006 to 2026 will be both of single people and larger households – the future is not just about more smaller households;
- There will be many more older person households – this has implications for the type of dwellings required but also for other service delivery e.g. social care. The latter is outside the scope of this study but the data does highlight important potential demographic shifts happening and which will have widespread implications for public authorities;
- There will be many more single person households in the population but, in the main, they will not be **young** single persons.

5.9 Migration could affect the proportions of different age groups, as many migrants are younger. However the trends and longer term impacts of migration are difficult to pin down clearly enough to include in forward planning. Over recent years there has clearly been an influx of young, migrant workers, especially from EU accession countries such as Poland, but this has declined and reversed with the economic recession, and was expected to fall anyway when France and Germany became more open to migrant workers in 2011.

5.10 The spatial planning implications of the projected demographic changes are very important. Whereas recent provision for single person (and other smaller) households has focused on flatted development in town/city centre locations, the growth in single person households in the future is likely to want quite a different housing solution. We explore these ideas later in this chapter; in the next section we explore how the housing stock might change as new supply is added over future years.

What the stock might look like if……

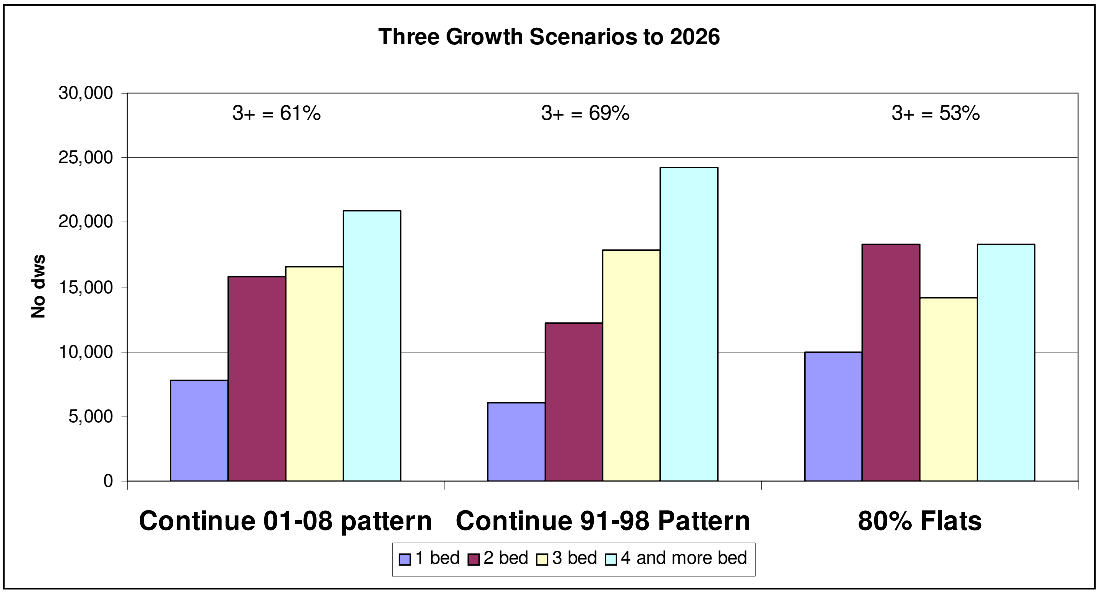
5.11 To compare with the forecast demographic changes to 2026, we provided our own forecasts of the make-up of the stock in Basingstoke and the surrounding settlements for three alternative scenarios, agreed with the Council but purely for the research purposes of this study. The three scenarios were:

- Continue the pattern of dwelling types granted permission 2001-2008 through to 2026;
- Assume that the mix of dwellings built post 2008 and through to 2026 reverted to the mix built over period 1991-1998 (when two thirds of market housing completions were 3 or more bedrooms and 35% 4 bed or more);

[7] http://www.dataspring.org.uk/Downloads/Households_Final_B&W.pdf

- Assume a greater emphasis on small, flatted development, with 80% of the newly built properties 2008 to 2026 as 1 and 2 bedroom flats.

Figure 5.3: Alternative Scenarios of (Total) Stock Profile at 2026



Note: Figures above the columns are percentages of dwellings with 3 bedroom or more.

5.12 If the most recent pattern of development is continued through to 2026, there remains a significant proportion of the stock which will be larger dwellings (3 or more bedrooms) but at 61% this would be a decrease of 9 percentage points from the position in 2008 (70%). Even with the extreme scenario of development being 80% focused on flats, by 2026 'family housing' is still the majority of the stock but at a considerably reduced proportion (to 53%).

5.13 From the above analysis, and albeit an obvious point, it is worth remarking on the amount of change which spatial planning policies set out today about the size and type of dwellings to be provided could have in the longer term. As demand for housing will, in part, follow the supply – very different profiles of size and type of dwelling in the future would also have implications for the type of household which would want to live and be able to find suitable accommodation in Basingstoke and neighbouring settlements.

Balancing the housing market and household types mix

Understanding housing preferences better

5.14 We have identified the importance for the future of Basingstoke and the neighbouring settlements of an ageing population with forecast growth in nearly all households types but especially of older single person households. We have also seen the possible future stock profile under a variety of assumptions about what gets built to 2026. In this section of the report, we draw the two themes together and ask the question, "*what profile of types and sizes of accommodation in the housing stock would be most suitable for the current, and crucially the future, mix of household types*".

5.15 To develop an evidence base for this, the more detailed household projections by type and age group were considered, but not just for the type of housing each group might 'need', but also what they would want, expect, and , crucially, ***their likely current type of housing and market position***.

5.16 This is a different way of thinking about the nature of housing demand and how to meet it. It attempts to reflect what influences household choices and the way the market works, rather than expect household behaviour to follow a more traditional planning approach which makes 'technically' rational judgements about the housing requirements of different household types, but does not always adequately take into account their probable behaviour. It also reflects the way we live now – for instance, many 'middle aged' single person households have regular childcare responsibilities and greater home working relies on the availability of 'office space' within the home.

5.17 But making judgements about housing behaviour and aspirations is inevitably more speculative and requires experience and qualitative evidence based judgements, because if the empirical data on current housing circumstances only is considered it simply shows existing imbalances – for example that older 'empty nester' households often live in large family houses, and more young people live in flats.

5.18 Evidence to help understand and analyse future dwelling requirements comes from CLG 'New Horizons' research [8]:-

> *"… some older participants stressed the importance of considering housing options, and if necessary moving, when you are young enough to cope with moving."*
>
> *" Those few people who had moved said they had been determined to make a deliberate choice to move to a particular place, rather than be forced to move when they might not have the capacity to look at different alternatives and make a considered decision as to what was best for them. For those who were moving, finding suitable properties either to buy or to rent was not always easy."*

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[8] http://www.communities.gov.uk/publications/housing/housingoptionsaspirations

" Most people thought that bungalows are the best option for older people because of their perceived accessibility. Two bedrooms were seen as a minimum requirement for most people, as well as having reasonable space standards for the whole dwelling. Good access to local services and transport links was also essential."

5.19 Communities and Local Government and Department of Work and Pensions Guidance – *'Lifetime Homes, Lifetime Neighbourhoods – a national strategy for housing in an ageing population'* also addresses this issue, considering options for older households both to stay put and, if they so choose, to move to housing that meets their needs and aspirations. It discusses the need for *a greater choice of quality housing options,* what this will require in terms of design, neighbourhoods and services.

5.20 More local evidence is provided in the Basingstoke & Deane Older Persons Needs Study 2005 (Outside Research). Within the next two years, 6.4% of the survey response or 91 households said they intended to move. These households are split 51.8% from the urban area and 48.1% from the rural communities. The number of planned moves decreases significantly with age.

"50% of these households intending to move in the next two years said they are moving because their home was not suitable for the needs of their household. Of these respondents the main reason is that their home is too large (28.2%).

In addition to these households a further 88 households or 6.2% of the survey expressed a desire to move within the next two years, but an inability to do so.

Bungalows are the desired choice of respondents intending to move in the next two years (53.7%) whether in sheltered accommodation or general housing. Nearly a quarter, 24.4%, are intending to move into flats or apartments either in general housing or sheltered accommodation.

35.4% of these respondents said they would require housing with care or support but did not specify in the subsequent question their specific needs.

A preference for two bedroom accommodation was shown with 55.6% of respondents stating they needed two bedroom accommodation.

61% of these respondents showed an interest in specialist older person's accommodation such as elderly villages.

Of those people intending to move in the next two years 34.3% said they wanted to move out of Basingstoke and Deane. The main reason was the limited choice of suitable properties.

Of those intending to move and remaining within Basingstoke and Deane, most wanted to stay in the area where they already live."

5.21 The Hampshire Home Movers Report 2002 also gives some indications of key issues of demand, aspiration and supply in the wider housing market:-

" …. the main problem seems to be that current properties are not big enough in terms of house and garden size to meet people's aspirations. But is there enough space to build houses which are large enough etc to meet people's aspirations? As bigger houses and gardens mean they take up more land and are lower density. …... However the majority of people (71 per cent) surveyed seemed satisfied with their current property."

5.22 The above evidence chimes with views expressed at the development industry workshop held as part of this study and which discussed the housing needs of an ageing population – making clear that these households have a wide variety of housing needs and that a solution which simply delivered a lot of small flats for older persons would fail dismally.

Modelling for a new way of thinking

5.23 To respond to all these concerns we have developed a model which considers the population in terms of life-stage groups and provides very broad estimates of their likely preferred, acceptable and affordable (for them) forms of accommodation. For convenience, we have called this the "household projections and current market position " (HPCMP) model. The following chart shows the assumptions made in the model about the type of accommodation which each age and household type might **need, want and accept**, given its likely current housing circumstances and market position.

Figure 5.4: Accommodation types that different household types & life stages are more likely to 'Need, Want and Accept'

Colour code	General accommodation type	Suitable and affordable for, and acceptable to	Housing career stage
	1bed flats	mainly younger single or couple households at the start of housing pathway	1
	2 bed upsizing flats	childless couples or older singles	2
	2 bed houses	couples, smaller families, single parents, singles with child access and frequent visitors	2 and/or 3
	3 bed houses & larger	typical families with children	2, 3, 4
	3 bed flats (for example cluster/ supported flats for sharers or students)	young people/students sharing at start of housing career, students, extended older families, non-traditional household groups	1, 5, etc
	2 bed downsizing houses, flats, bungalows	younger empty-nesters, downsizers	5
	1 /2 bed elderly/care	older frail elderly singles	6

5.24 The size and type of dwelling attributed to each household type/age group is based on their need, probable expectation and aspiration broadly according to the lifestyle, lifestage and probable housing market position and financial bargaining power. For example:-

- young people or couples at the start of their 'housing career' have little financial bargaining power and know that they will in time move on, so are more likely to be satisfied with sharing or a one bedroom flat;
- older singles and couples have more resources and require more space, so prefer two bedroom flats;
- families with children need and want family housing;
- many older singles are probably 'empty nesters' still in family houses.

5.25 This is essentially an *evidence based judgment* using sources such as Survey of English Housing, British Household Panel Survey, local surveys, and experience.

5.26 We fully acknowledge that a different author might come to different conclusions about the categorisation devised and there is always an inherent constraint in the approach - by allocating whole household groups to just one dwelling type. Nevertheless we consider that this approach offers an alternative way of thinking to aid consideration of the future mix of dwelling types which an area should aspire to, to meet the needs of a changing population.

5.27 These broad 'allocations' of households to accommodation type can be applied to the household projections. We have undertaken the analysis for household projections to 2011, 2016 and to 2026 – but noting that modelling of the kind we have undertaken does become increasingly speculative with the length of period covered. The results are for the Borough as a whole rather than the study area because household projections are not available below whole local authority level. We start by considering the position at 2016.

Figure 5.5a: Household projections by age and type for 2016 by General Accommodation Type for the Borough

Age of household reference person	Married couple hhlds	Cohabiting couple hhlds	Lone parent hhld	Other hhlds	One person hhlds	Total heads
15-19						230
20-24						2137
25-29						4885
30-34						6959
35-39						6866
40-44						7238
45-49						7827
50-54						7296
55-59						6476
60-64						5385
65-69						5861
70-74						4466
75-79						3517
80-84						2729
85+						2941
Total	32169	10345	4011	4231	24057	74813

Source: Hampshire County Council

5.28 The next stage in the process is to aggregate the totals of each colour and hence each property type

Figure 5.5b: Aggregate 'Requirement' for Different Dwelling types based on the HPCMP Approach - for 2016 (for the Borough)

	1bed flats	3776	5%
	2 bed upsizing flats	5733	8%
	2 bed houses	14408	19%
	3 bed houses & larger	28981	39%
	3 bed flats/cluster	1158	2%
	2 bed downsizing houses, flats, bungalows	14867	20%
	1 /2 bed elderly/care	5890	8%
	Total	74813	100%

Derived by applying 'need, want and can afford' template (Fig 5.4) to household type& size projections (Fig 5.5a)

5.29 The same method can be applied to all years for which household projections are available - usually at five year intervals - using a semi automated spreadsheet developed for the purpose. The results of applying the HPCMP model for each of the other five year periods from 2006 are shown in the series of tables below, showing the trends, starting by going back to 2011, and then beyond 2016 to 2021.

Figure 5.6a: Household projections by age and type for 2011 for the Borough

Age of household reference person in years	**Married couple hhlds**	**Cohabiting couple hhlds**	**Lone parent hhld**	**Other hhlds**	**One person hhlds**	**Total heads**
15-19						222
20-24						2085
25-29						4537
30-34						6063
35-39						7154
40-44						7709
45-49						7748
50-54						6393
55-59						5704
60-64						6141
65-69						4725
70-74						3758
75-79						3112
80-84						2455
85+						2381
Totals	32136	9226	3955	3802	21068	70187

Source: Hants County Council

Figure 5.6b: Aggregate 'Requirement' for Different Dwelling types based on the HPCMP Approach - for 2011 (for the Borough

	1bed flats	3557	5%
	2 bed upsizing flats	5146	7%
	2 bed houses	12767	18%
	3 bed houses & larger	29850	43%
	3 bed flats/cluster	1026	1%
	2 bed downsizing flats/bungalows	12805	18%
	1 /2 bed elderly/care	5036	7%
	Total	70187	100%

Figure 5.7a: Household projections by age and type for 2021 for the Borough

Age of household reference person in years	Married couple hhlds	Cohabiting couple hhlds	Lone parent hhld	Other hhlds	One person hhlds	Total heads
15-19						237
20-24						2037
25-29						4845
30-34						7669
35-39						7912
40-44						6926
45-49						7342
50-54						7324
55-59						7391
60-64						6077
65-69						5166
70-74						5548
75-79						4183
80-84						3162
85+						3619
Totals	32543	11483	4082	4294	27036	79438

Source: Hants County Council

Figure 5.7b: Aggregate 'Requirement' for Different Dwelling types based on the HPCMP Approach - for 2021 (for the Borough)

	1bed flats	3697	5%
	2 bed upsizing flats	6417	8%
	2 bed houses	15876	20%
	3 bed houses & larger	28933	36%
	3 bed flats/cluster	1249	2%
	2 bed downsizing flats/bungalows	16213	20%
	1 /2 bed elderly/care	7053	9%
	Total	79438	100%

Figure 5.8a: Household projections by age and type for 2026 for the Borough

Age of household reference person	Married couple hhlds	Cohabiting couple hhlds	Lone parent hhld	Other hhlds	One person hhlds	Total heads
15-19						272
20-24						2013
25-29						4585
30-34						7799
35-39						8812
40-44						7973
45-49						7066
50-54						6837
55-59						7452
60-64						6937
65-69						5804
70-74						4951
75-79						5197
80-84						3815
85+						4552
Total	33101	12171	4251	4654	29888	84065

Source: Hampshire County Council

Figure 5.8b: Aggregate 'Requirement' for Different Dwelling types based on the HPCMP Approach - for 2026

	1bed flats	3593	4%
	2 bed upsizing flats	6727	8%
	2 bed houses	16859	20%
	3 bed houses & larger	29315	35%
	3 bed flats/cluster	1286	2%
	2 bed downsizing houses, flats, bungalows	17571	21%
	1 /2 bed elderly/care	8714	10%
	Total	84065	100%

5.30 It can be seen that based on this approach to estimating future requirements, there remains a substantial requirement for 'family housing' (3 bed and more) but also a significant 'requirement' for smaller flats and houses (30 -35% at 2016 under the assumptions we have made). But what our approach has really highlighted is the significant *theoretical* 'requirement for 'downsizing' types of housing (around 20% under the assumptions we have used here - to both 2016 and 2026).

5.31 This concurs with the qualitative views expressed at the development industry workshop. It also reflects current profiles of occupation levels, which show large percentages of owners aged over 50 'under-occupying' in the crude sense that they have spare rooms according to the Census criteria[9]. For Basingstoke and surrounding settlements some 58% of owners aged over 50 had 2 bedrooms in excess of the bedroom standard as at the Census in 2001[10].

The needs and preferences of downsizing households

5.32 The theoretical future need from downsizing households does not mean that all these households will choose to move to downsizing forms of housing. As older, empty nester households (usually owner occupiers), they are typically in a strong housing market position and whether they move is very much a matter of choice and preference.

5.33 It does however suggest that there is room and potential demand in the market for products that would attract them to downsize and that these sorts of products are not really being delivered – a point raised at the workshop.

5.34 We do not have a ready model for how these products might look and which would be attractive to 'down sizers'.

5.35 Indeed provision of bedsits, flats and bungalows to tempt older social tenants out of their family houses was a strategy of many local authorities in the 1960s and 70s. But in time this failed, as fashions and expectations changed, leaving some elderly person social housing schemes and types of accommodation with little demand for them, especially smaller flats and bedsits.

5.36 There is a need for some very careful market research (at national as well as local level) and further analysis of the needs and preferences of down-sizers. But what the market evidence to date would seem to indicate is that the housing requirements of this group are not generally met by centrally located, high density flats.

Implications for future housing mix

5.37 In reality, we recognise that future spatial policy cannot be based on a simple assumption that older empty nester households will move to smaller housing (even when better targeted to their requirements) – although we would argue that this is part of the market which has to be better understood and developed. But if it is not, then the appropriate response would seem to be to offset this gap by providing more 'upsizing' family houses and the combined total for this, which includes the

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[9] The Census occupancy rating provides a measure of under-occupancy and overcrowding. For example a value of -1 implies that there is one room too few and that there is overcrowding in the household. It assumes that every household; including one person households; requires a minimum of two common rooms (excluding bathrooms).

[10] The bedroom standard is outlined in the Housing (Overcrowding) Bill 2003 and replaced the previous definition of overcrowding as in the Housing Act 1985. This allocates a room to each person/couple/pair of same sex siblings in a household in accordance with a simple formula. See http://www.publications.parliament.uk/pa/cm200203/cmbills/046/en/03046x--.htm

estimated requirement for 2 bed houses, 3 bed and larger houses, ***plus*** more family homes to offset those which remain occupied by empty nesters, (that is some or all of the theoretically required 2 bed down-sizing houses, flats, bungalows), could then rise to almost 80% of all dwelling stock. However, if schemes, products and pricing can be developed which do increase the numbers of older households who choose to move **out** of larger houses, this could reduce the need for more new larger family homes.

5.38 These are complex and subtle shifts in the patterns of housing demands which will rely on developing new and well thought through and targeted products. From the local authority's perspective, responding to changing demography will require careful judgements and a flexible and responsive planning system that can take account of trends and changes in the market over both shorter and longer time scales – looking to avoid both over or undershoots of particular dwelling types in the market.

5.39 A question also arises as to what would be the implications if different proportions of empty nesters choose to move to 'downsize'. This would be relatively easy to estimate ***if*** it could be assumed that each family home vacated by a downsizing empty nester household would be occupied by a family. A crude derivation on this simplistic basis is shown below.

Figure 5.9: Derived estimate of optimum housing stock profile for different proportions of downsizing by older empty nester households

		Proportion of empty nesters downsizing				
	number	100%	50%	25%	10%	5%
1bed flats	3593	4%	4%	4%	4%	4%
2 bed upsizing flats	6727	8%	8%	8%	8%	8%
2 bed houses	16859	20%	20%	20%	20%	20%
3 bed houses & larger	29315	35%	46%	51%	53%	54%
3 bed flats/cluster	1286	2%	2%	2%	2%	2%
2 bed downsizing houses, flats, bungalows	17571	21%	11%	5%	2%	1%
1 /2 bed elderly/care	8714	10%	10%	10%	11%	11%
Total	84065	100%	100%	100%	100%	100%

5.40 This can then be summarised into broad groups based on the role that type of housing usually tends to play in typical housing careers (or housing pathways) .

Figure 5.10: Summarised optimum stock profiles for different proportions of downsizer scenarios

	Proportion of empty nesters downsizing				
Stock type - position in housing pathway	100%	50%	25%	10%	5%
early housing career – mainly flats	14%	14%	14%	14%	14%
family housing - medium and larger houses	55%	66%	71%	73%	74%
housing for older people – flats, bungalows, residential homes	31%	21%	15%	13%	12%

5.41 However, in a free market with different levels of affluence and choice a 'one for one' exchange between downsizers and families is unlikely. More affluent households tend to buy more space for themselves, and childless households often have more disposable incomes and thus can buy family houses. Also, if older households move to more suitable accommodation while still able to do so they may avoid later needs for residential and higher levels of care. All of these, and other factors, will affect the optimum mix

5.42 These complications all tend to point towards similar conclusions that the most flexible and suitable form of housing overall is adaptable 'lifetime homes' family houses. There is clearly a need for starter and downsizing options at either end of housing careers, but these forms of housing are less adaptable.

5.43 This does not at first sight ease pressures on space and costs, but in the long run it may be more cost, and space, effective than building housing which will not meet long term need and demand.

5.44 A readjustment of the mix of the housing stock could also be transitional to some extent, as once the stock mix better matches the mix of households, then the requirement would be for steady additions and replacements of all types and sizes across a broad front; - *unless* the mix of household types, sizes, ages and lifestages shifts substantially again due to economic, social, behaviour or longevity changes.

Summary

- Trend based demographic projections show that between 2006 and 2026, single person households are forecast to increase by 11,800 when they will make up 36% of all households in the Borough. Over the same period, multi person households are forecast to increase by 6,800;
- The forecast growth in single person households is across all the age ranges but half (50.9%) of additional single person households are forecast to be over 60 years of age. Similarly, the growth in multi person households is amongst the older age groups – 88.3% being 60 years or older;

- Different scenarios of future patterns of house building show significantly different stock profiles by 2026. If the most recent pattern of development is continued through to 2026, there remains a significant proportion of the stock which will be larger dwellings (3 or more bedrooms) but at 61% this would be a decrease of 9 percentage points from the position in 2008;
- As demand for housing will, in part, follow the supply – very different profiles of size and type of dwelling in the future would also have implications for the type of household which would want to live and be able to find suitable accommodation in Basingstoke and neighbouring settlements;
- 'Traditional planning approaches' can be characterised as making 'technically' rational judgements about the housing requirements of different household types but do not always adequately take into account their probable behaviour. A different way of thinking about the nature of housing demand and how to meet it, is to reflect what influences household choices and by making judgements about housing behaviour and aspirations. This is inevitably a more speculative approach and requires experience and qualitative evidence based judgements;
- Using the 'household projections and current market position' approach we have developed, there remains a substantial theoretical requirement for 'family housing' (3 bed and more) but also a significant 'requirement' for smaller flats and houses (30 -35% at 2016). But this alternative approach to estimating future requirements for different types of stock, highlights the significant 'requirement' from older households as they become 'empty nesters' for 'downsizing' housing of smaller units best suited to their needs (around 20% under the assumptions used - to both 2016 and 2026);
- The housing needs of this group need to be better understood so that schemes, products and pricing can be developed which do increase the numbers of older households who choose to move **out** of larger houses. If older 'empty nesters' are not tempted to move, the 'gap' in the market will need to be filled by family housing (rather than a high proportion of small flats and houses).

6 CONCLUSIONS

Housing mix matters

6.1 Local authorities are increasingly being asked to take a pro-active role in planning for mixed communities and to use their plan making responsibilities to shape the housing stock in their area. Government guidance says that local planning authorities should provide for a mix of housing to reflect, "….*the different types of households that are likely to require housing over the plan period." (Extract from PPS3.)*

6.2 This study has considered the issues which the Borough Council will need to take into account in shaping their future policies towards planning for mixed communities. Specifically, the brief for the study called for a, '*review of the size and types of dwellings in the borough, how the profile of dwelling types relate to the current and likely future pattern of household types and what action is open to the Council to address any mismatches between the stock and demographic profile*.'

6.3 An important finding from the study is that the data needed to undertake such a review does not reside in a single simple database and it has been necessary to combine a number of different data sources to come forward with a picture of the current housing stock in the study area (Basingstoke town and neighbouring settlements), to explore future demand and supply issues.

How the stock is evolving

6.4 In terms of the profile of the stock and recent patterns of house building, the picture for Basingstoke and neighbouring settlements is not very different from other similar areas in the south east.

6.5 The majority of the stock in the study area is 'family housing' (3, 4 and 5 bedroom houses) – about 72% of the stock in 2001 and 68.9% in 2008. The reduction in 'family stock' between 2001 and 2008 has been the result of a surge in the development of flats over this period. However, compared to many other areas of Hampshire and the wider south east, Basingstoke has avoided the worst excesses of this trend and continued to deliver a relatively balanced portfolio of housing.

6.6 A number of factors came together to stimulate the move towards flatted development and which were felt across the country and from which the study area would not be immune.

6.7 In part the stimulus for building flats was an appreciation by the house building industry of the significant growth in small (single person) households which has already happened and is projected to continue to happen. Local planning policy has also encouraged the development of smaller units. But the increasing number of smaller households are mainly older people, often 'empty nester' owner occupiers. The types of smaller, flatted accommodation delivered by the market over recent years, prompted by government pressure for brownfield development and increased density, and in an era of easy credit and growth of 'buy to let', have not actually met this changing demographic demand very well.

Meeting the needs of a changing demography

6.8 The demographic projections for Basingstoke and Deane Borough, as a whole, indicate a strong and continuing trend towards smaller households. Between 2006 and 2026, single person households are forecast to increase by 11,800 when they will make up 36% of all households. Over the same period, multi person households are forecast to increase by 6,800. Growth in single person households is projected across all the age ranges but half (50.9%) of additional single person households are forecast to be over 60 years of age. Similarly, the growth in multi person households is amongst the older age groups – 88.3% being 60 years or older.

6.9 We recognise that any demographic projection implies a continuation of past trends and that the supply of housing which is provided can affect the type of household living in an area and produce a very different demographic out-turn. However, taking the projections at face value, it is suggested that future planning policy needs to take a different approach and to focus on the needs and aspirations of the growing numbers of older households who are 'empty nesters' occupying family housing. Nationally, lessons from the past are not encouraging here with many of the housing schemes developed in the past to meet the needs of older households failing to be attractive to this target group.

6.10 A challenge for the council will be to identify what sort of housing will be attractive to this group and to work with the development industry to plan effectively for its provision. Our analysis (which we recognise involves an innovative approach to assessing housing needs of different types of households) suggests that if 'empty nesters' are not offered the kinds of housing which attracts them, then the best alternative to 'down sizing' housing is to maintain a strong programme of family housing rather than turn to more smaller flats – but this is a matter of degree and maintaining a balance of dwelling types in the future would seem to be the most important principle.

6.11 Different scenarios of future patterns of house building show significantly different stock profiles by 2026. If the pattern of development between 2001 and 2008 was continued through to 2026, there would remain a significant proportion of the stock which will be larger dwellings (3 or more bedrooms) but at 61% this would be a decrease of 9 percentage points from the position in 2008,

6.12 Given the projected profile of households and our view on their likely housing needs, this profile might be acceptable ***only if*** the smaller units added to the stock before 2026 include product types which older 'empty nesters' will find sufficiently attractive to motivate them to move. If this cannot be achieved, a reduction in the percentage of family sized accommodation may cause a problem, and more family housing should be provided to offset this.

Local differences and stock change

6.13 Our study has also considered differences of housing stock within the character areas of Basingstoke and neighbouring settlements as already defined by a previous study. As would be expected of any urban settlement, there are differences in stock profile between the character areas which might be described as 'suburban' (such as Chineham and Lychpit & Binfield) and the inner character areas (of Central, Brookvale & Kings Furlong and Eastrop). The latter have a much higher proportion of smaller homes and flats. But beyond this important distinction between two groups of character areas, there is considerable similarity in terms of mix of dwelling type between the majorities of the ('suburban') character areas - with 11 of the character areas having four or five bed dwellings as the most common dwelling type in 2001.

6.14 Most of the character areas have seen little change in the make up of their stock since 2001 – simply because there has been very little house building there. It has been in Central, Brookvale & Kings Furlong, and (to a lesser extent) Eastrop where change has been most marked and the proportion of flats has increased most.

6.15 Change in stock profile has also been happening through the sub division of family housing into flats. The number of applications for these sorts of sub division grew rapidly during the early years of this decade but there is evidence that their popularity has significantly reduced with the down-turn in the market.

6.16 While sub-divisions can provide forms of accommodation to meet changing demand, concentrations of conversions in small areas could have gradual, cumulative effects which change the character of a locality. But cumulative impact is difficult to measure. Where applications for subdivisions have been refused because of a perceived adverse impact on the character of an area and then taken to appeal, planning inspectors have not been sympathetic to these arguments. Even in the local areas (streets) where sub divisions have been most concentrated, planning inspectors have not been convinced that the character of an area is being changed. They also argue that such changes in character are not necessarily undesirable, but they may need to be carefully monitored and managed.

Flexibility in policy making

6.17 There are complex and subtle shifts in the patterns of future housing demands which will rely on developing new , well thought out, thoroughly researched and targeted products. From the local authority's perspective, responding to changing demography will require careful judgements and a flexible and responsive planning system that can take account of trends and changes in the market over both shorter and longer time scales – looking to avoid both over or undershoots of particular dwelling types in the market.

6.18 Planning policies must be evidence based, and to obtain this the council will need to carefully monitor and understand the housing market at detailed local levels, using data and information from a wide range of sources. This is not easy to prescribe and depends much more on developing an ongoing housing and planning research and intelligence capability which can investigate and learn what research, data, sources and qualitative evidence is available, and then apply it to local circumstances.

6.19 There are many publications and resources which give data, information or guidance on this . A few web links are given below.

http://www.communities.gov.uk/publications/planningandbuilding/housingmarketinformation

https://www.housing.org.uk/OnlineStore/Default.aspx?tabid=44&action=INVProductDetails&args=4284

http://www.communities.gov.uk/documents/507390/pdf/1098230.pdf

http://www.hometrack.co.uk/

6.20 Even so data alone will not provide all the answers, and a supported but strongly evidence based ***judgment*** must in the end be the basis of policy.