



Tugby and Keythorpe Affordable Housing for Sale Assessment

February 2020

Purpose

This report provides an assessment of the need for affordable housing for sale in the Parish of Tugby and Keythorpe within the Harborough District of Leicestershire.

Affordable housing is not merely cheaper housing, but planning terminology meaning those forms of housing tenure that fall within the definition of Affordable Housing set out in the current National Planning Policy Framework (NPPF), namely: social rent, affordable rent, affordable private rent and forms of affordable housing designed to offer affordable routes to home ownership.

This will help to inform the emerging Neighbourhood Plan in relation to the opportunities to both identify the need for affordable housing for sale and to see how the Neighbourhood Plan can address the issue.

Context

According to the latest annual Halifax Rural Housing Review (Halifax, 2017), homes in rural areas across Great Britain are 20% more expensive on average than in urban areas. In financial terms, this percentage equates to £44,454.

However, regionally, these figures increase or decrease dramatically depending on the locality. For example, the West Midlands is the region that commands the highest rural premium across Great Britain. Here, the average house price in rural areas is 47%, or £89,272 higher than the region's urban areas, and in contrast, the East of England has the lowest rural housing premium of 9% or £27,765.

Data from the review shows that first time buyers have more or less found themselves priced out of rural areas. They account for 41% of all mortgaged products in rural areas, compared with 53% in urban areas. Affordability is the main reason for this.

In a local context, figures for the East Midlands show a 38% increase in rural average house prices in the period 2012 - 2017. This equates to a rural housing premium of £55,426, compared to urban locations.

Areas which are predominantly rural typically have higher house prices than urban locations, thus making them less affordable. In 2016, the average lower quartile house price was 8.3 times the average lower quartile earnings in rural areas, in comparison with 7 times in urban areas.

In 2018, the National Housing Federation stated that 'the housing crisis in rural England is acute, with the most affordable rural homes costing 8.3 times wages in rural areas (National Housing Federation, 2018).

Tugby and Keythorpe

Harborough District Council's Settlement Profile from 2015 describes the Parish in the following terms.

Tugby and Keythorpe Parish lies some 12 miles from Leicester (to the east) and 14 miles from Market Harborough (south). The parish lies on the A47 that connects Leicester to Uppingham, with the latter being the parish's nearest town only 5 miles away. It lies to the east of the Harborough District in close proximity to Rutland. Neighbours from within the District include Skeffington and Loddington to the north, East Norton to the east, Hallaton to the south, whilst Goadby and Rolleston lie to the west. Numerous streams, brooks, small lakes and woods/spinneys can be found within the parish, The Eye Brook forms the northern border as it flows south-east towards Eye Brook Reservoir.

Tugby and Keythorpe has changed little since the 19th century, with the largest development in recent decades being on Wellfield Close (18 houses), built during the 1970's. As such, Tugby Conservation Area is composed of a roughly U-shaped form (Main Street and Hallaton Road) in order to avoid this new area. The remnants of the village's more self-sufficient past are evident. Tugby's Butchers shop; G.T Doughty's, was established in 1890 but is now closed. Other services and facilities have eroded considerably over time, with a pub, Post Office and Bakery all recently being converted into private residencies.

The village is identified as a Selected Rural Village in the Local Plan for the District and as such, is outlined as a settlement that would potentially benefit from the support of limited development such as rural housing. It is therefore important to understand the function, key characteristics, role, form, issues, problems and ultimately sustainability of the settlement, in order to determine the appropriate level of development to be directed towards the settlement and to understand the local community's aspirations for their village.

Tugby benefits from a reasonable bus service to Leicester/Uppingham and relatively good access to Leicester via the A47. Broadband speeds are generally poor and sporadic but an upgrade to fibre optic broadband is planned for 2015/2016. The village has 2 key services. Uppingham is the nearest small town, with Leicester some 12 miles away offering an extensive range of services, facilities and employment opportunities.

Tugby has an ageing population with particularly high percentage in the 65-74 age bracket. There is a high number of pensioner-only households and under occupancy of dwellings is at a high rate. The proportion of detached homes is also high.

The economic activity rate among residents is very low compared to the District reflecting the ageing population profile. Self-employment is above District levels and working from home is double the District rate.

The village is located within the High Leicestershire landscape character area, one of the most sensitive landscapes in the District. Leighfield Forest SSSI lies partly within the parish but some distance from the village.

Development would need to respect the Conservation Area, the listed buildings (including their setting) and areas of potential archaeological interest.

The village primary school has limited capacity and an extension may be required. The Billesdon GP surgery has capacity for increased numbers.

Overall, Tugby has the services to support its continued designation as a Selected Rural Village and the capacity to accommodate limited growth providing development is sympathetic to the existing village form, maintaining its relatively secluded setting, its heritage assets, the landscape setting, infrastructure requirements and the specific housing needs of the local population.

According to the 2011 Census, the Tugby and Keythorpe Parish had an estimated population of 330 residents living in 136 households dispersed across 893 hectares, equating to a population density of 0.4 persons per hectare. This compares with 1.4 for Harborough, 2.9 for East Midlands and 4.1 for England as a whole. There were 2 vacant dwellings representing a 1.4% vacancy rate. It is estimated that the number of people living in the parish increased between 2001 and 2011 rising by 5% (16 people). During the same period the number of dwellings (occupied and vacant) increased by 10% (12 dwellings).

At the time of the 2011 Census, around 17% of residents were aged under 16 which was below the district (19%), regional (18%) and national (19%) rates. Around 60% of residents were aged between 16 and 64 which was lower than the district (63%), region (64%) and England (65%) rates.

There is a high representation of older people (aged 65+) accounting for 23% of total residents which was above the district (18%), regional (17%) and national (16%) rates. The median age of people living in the local area was 48 which is older than the district (43), region (40) and national (39) rates.

Table 1: Usual Residents by Age Band, 2011

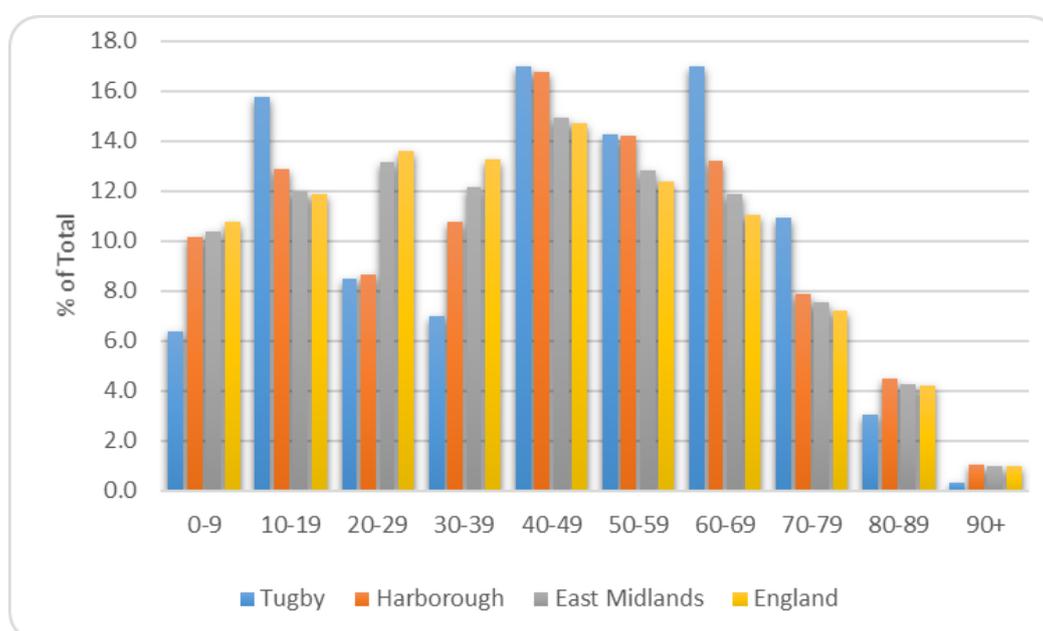
	Tugby & Keythorpe		Harborough	East Midlands	England
	No	%	%	%	%
Aged 0-4	11	3.3	5.5	6.0	6.3
Aged 5-15	44	13.3	13.7	12.5	12.6
Aged 16-64	199	60.3	62.6	64.5	64.8

Aged 65+	76	23.0	18.3	17.1	16.3
All Usual Residents	330	100.0	100.0	100.0	100.0
Median age	48		43	40	39

Source: Census 2011, KS102

A more detailed breakdown of age bands reveals that at the time of the 2011 Census, Tugby & Keythorpe had a high representation of residents aged between 60 and 70 compared with the national average. It has a lower share of people aged between 20 and 39 which may reflect lack of affordable and suitable accommodation for young people entering the housing market.

Figure 1 Population by 10 year age bands, 2011



Source: Census 2011, QS10

The Census data suggests evidence of an ageing population with the number of people aged 65 and over residing in the parish doubling between 2001 and 2011. Over 65s represented 12% of total population in 2001 compared with 23% by 2011. Research shows the number of older people will grow significantly in the future and relative growth will be highest in older cohorts. Latest available population projections¹ suggest that Harborough's 65 plus age group is forecast to grow by around 65% between 2014 and 2034.

Deprivation

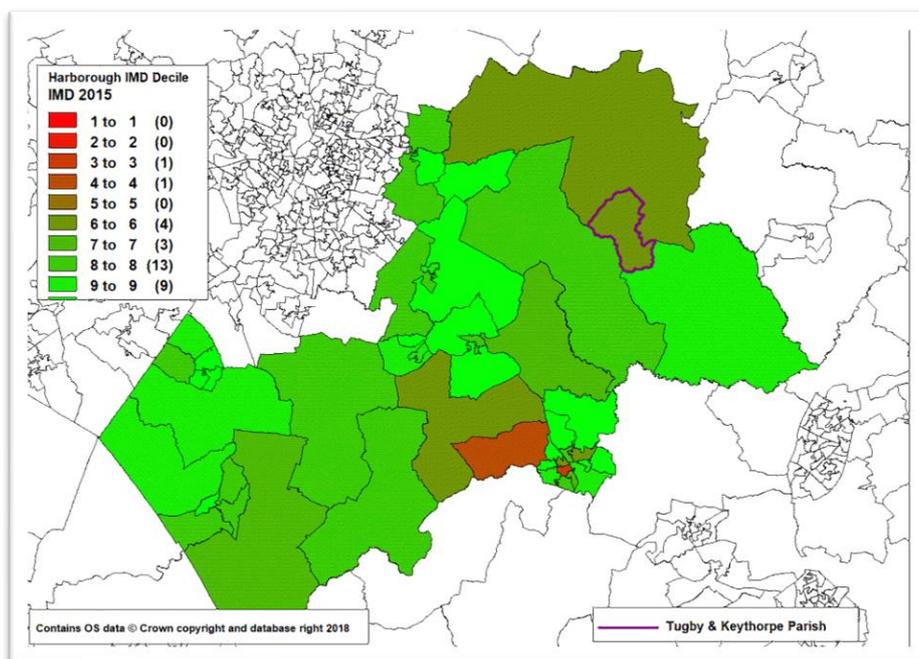
The English Indices of Deprivation measure relative levels of deprivation in 32,844 small areas or neighbourhoods, called Lower-layer Super Output Areas (LSOAs) in England. The Tugby and

¹ Subnational Population Projections for Local Authorities in England: 2014 based

Keythorpe Parish is situated within one LSOA (E01025815) which also includes several other settlements.

The overall Index of Multiple Deprivation Decile (where 1 is most deprived 10% of LSOAs) (IMD) shows that on the whole the local area displays relatively low levels of deprivation ranking in the 6th decile on the overall 2015 Index. The following map illustrates overall Index of Multiple Deprivation deciles within the Harborough district. The Tugby and Keythorpe Parish is denoted by a purple boundary to the north east of the district. However, on closer inspection of the IMD sub domains, the area ranks high (1st decile) on the Barriers to Housing and Services and Living Environment domains which may indicate difficulty to access owner-occupation or the private rental market.

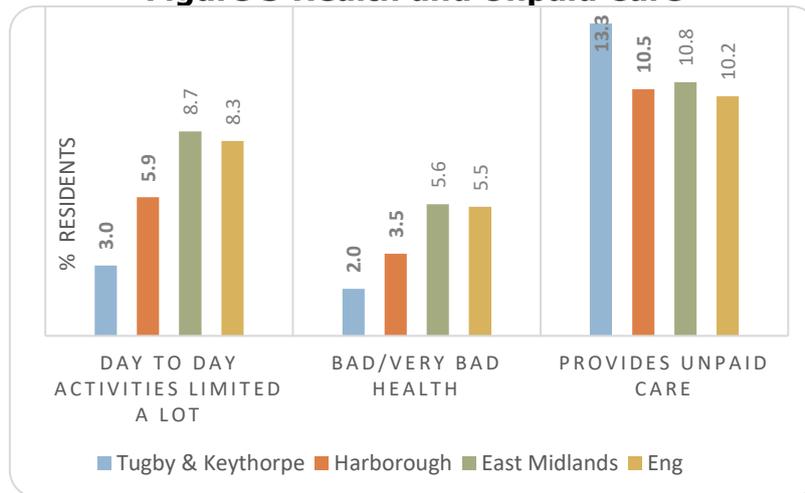
Figure 2 Index of Multiple Deprivation Deciles, 2015, Harborough



Health

The Census highlights ill health and disability is an issue for some residents. However, Figure 3 shows that at 2% the proportion of residents reporting to be in bad or very bad health was below the district (3.5%), region (5.6%) and England (5.5%) rates. Tugby and Keythorpe residents are more likely to be providing unpaid care.

Figure 3 Health and Unpaid Care



Source: Census 2011

Economic Activity

The following table illustrates the working status of residents aged 16 to 74. In the Tugby and Keythorpe Parish this accounts for 78% of the population. At 64% Tugby and Keythorpe's economic activity rate is lower than the district (73%), regional (69%) and national (70%) rates. It has a higher than average share of self-employed and retired residents. At the time of the 2011 Census the unemployment rate was low.

Table 2: Economic Activity and Inactivity, 2011

	Tugby & Keythorpe		Harborough	East Midlands	England
	No	%	%	%	%
All Usual Residents Aged 16 to 74	257	100.0	100.0	100.0	100.0
<i>Economically Active Total</i>	165	64.2	73.5	69.3	69.9
Employee, Part-time	38	14.8	13.9	38.8	38.6
Employee, Full-time	76	29.6	44.6	14.4	13.7
Self Employed	43	16.7	8.9	8.7	9.8
Unemployed	5	1.9	3.6	4.2	4.4
Full-time Student (econ active)	3	1.2	2.5	3.3	3.4
<i>Economically inactive Total</i>	92	35.8	26.5	30.7	30.1
Retired	57	22.2	14.7	15.0	13.7
Student (including Full-Time Students)	20	7.8	3.9	5.8	5.8
Looking After Home or Family	9	3.5	3.5	4.0	4.4
Long-Term Sick or Disabled	3	1.2	2.8	4.1	4.0
Other	3	1.2	1.5	1.9	2.2

Source: Census 2011, QS601E

Household Size

At the time of the 2011 Census, the average household size in the Tugby and Keythorpe Parish was 2.4 people which was in line with the district and England but above the region (2.3) rates. The average number of rooms per household stood at 7.6 which was above the district (6.3), regional (5.6) and England (5.4) rates.

The average number of bedrooms per household stood at 3.7 which was higher than the district (3.1), region (2.8) and England (2.7) rates.

National Planning Policy Context

The National Planning Policy Framework (NPPF - updated in 2019) confirms the Government's commitment to home ownership, whilst recognising the important role of social, affordable, and private rent tenures for those not currently seeking home ownership.

The 2019 update of the NPPF broadens the definition of affordable housing from merely social and intermediate housing to include a range of low-cost housing opportunities for those wishing to own a home, including starter homes.

Annex 2 defines affordable housing in the following terms:

Affordable housing: 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) **Starter homes:** is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.
- c) **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.
- d) **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.

Paragraph 62 of the NPPF says 'where a need for affordable housing is identified, planning policies should specify the type of affordable housing required, and expect it to be met on-site' unless off-site provision or a financial contribution can be robustly justified; or an alternative approach contributes to the objective of creating mixed and balanced communities.

In paragraph 64 of the NPPF, 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". In line with Planning Practice Guidance, the assumption is that a 'major housing development' can be defined as a site of 10 dwellings or more, and that affordable home ownership includes starter homes, shared ownership homes, and homes available for discount market sale.

Paragraph 77 supports opportunities to bring forward rural exception sites that will provide affordable housing to meet identified local needs.

The NPPF defines self-build housing as 'housing built by an individual, a group of individuals, or persons working with or for them, to be occupied by that individual. Such housing can be either market or affordable housing. A legal definition, for the purpose of applying the Self-build and Custom Housebuilding Act 2015 (as amended), is contained in section 1(A1) and (A2) of that Act'.

The NPPF (paragraph 61) requires local planning authorities to plan for a mix of housing needs, including for older people and people with disabilities.

Neighbourhood Plan policies are required to have regard for national planning policies.

Local Planning Policy context

The village is identified as a Selected Rural Village in the Local Plan for Harborough District and as such, is outlined as a settlement that would potentially benefit from limited growth that will help to sustain the village. The definition of a Selected Rural Village is 'Settlements suitable for rural development on a smaller scale than Rural Centres reflecting their limited services and facilities. Development should be primarily in the form of small-scale infill developments or limited extensions to help address economic, social or community objectives. This could include schemes to enable more social housing, small-scale market housing and development aimed at meeting the needs of local people'. They are required to have at least two of six key services including a primary school, shop, post office, library, GP Surgery or pub. Tugby and Keythorpe has both a Primary School and a pub.

Policy GD2 within the Local Plan, adopted in April 2019, permits development within Selected Rural Villages where:

- a) it does not disproportionately exceed the settlement's minimum housing requirement in Policy H1, taking into account allocations, completions and commitments (where there is no residual minimum housing requirement due to allocations, completions and commitments, only minor additional residential development will be supported); or
- b) it is necessary to meet an identified district-wide housing need, or local housing need as evidenced through a housing needs survey or a neighbourhood plan; or
- c) it comprises the redevelopment or conversion of redundant or disused buildings, or the development of previously developed land of low environmental value, and enhances its immediate setting;
- d) its scale, individually or cumulatively with existing and committed development, reflects the size of the settlement concerned and the level of service provision within that settlement;

- e) it is physically and visually connected to and respects the form and character of the existing settlement and landscape;
- f) it retains as far as possible existing natural boundaries within and around the site, particularly trees, hedges and watercourses.

Policy GD3 permits development outside Selected Rural Villages where it is required for:

- a) agriculture, horticulture, woodland management or other similar uses appropriate to a rural area, including uses which would help to diversify the rural economy, such as:
 - i. local food initiatives, including farm shops and small-scale food and drink processing,
 - ii. tourist attractions and facilities that respect the character of the countryside,
 - iii. tourist accommodation, if it is of a scale that is proportionate to the identified tourism need and subject to Policies RT2 Town and local centres and RT4 Tourism and leisure,
 - iv. equestrian uses;
- b) outdoor sport and recreation and associated buildings;
- c) minerals and waste development;
- d) renewable energy production;
- e) where it is necessary for the continuation of an existing enterprise, facility or operation that is compatible with its setting in the countryside;
- f) rural housing in accordance with Policy GD4 New housing in the countryside;
- g) the conversion or re-use of permanent and substantial buildings, including proposals for the optimum viable use of a heritage asset;
- h) minor extensions to existing dwellings and to other buildings that are subordinate in scale and appearance to the existing building;
- i) facilities to enable the delivery of digital connectivity at speeds and reliability levels comparable with urban areas;
- j) the provision or diversification of a public house, village shop or post office in accordance with Policy HC3 Public house, post offices and village shops;
- k) other services and facilities that improve the sustainability of settlements; or
- l) other uses which justify and are compatible with a countryside location.

Policy H1 identifies the need for a minimum of 3,975 new dwellings up to 2031 across the District. Of these, 15 new homes are required in Tugby and Keythorpe Parish.

A key objective of the Local Plan is to ‘meet the housing requirements of the District in full by providing a range of market and affordable housing types, tenures and sizes in appropriate and sustainable locations to meet local needs. Recognise the specific accommodation requirements of the young and the elderly populations, including starter homes to help first time buyers, shared ownership and rented housing to help those who cannot afford to buy, and specialist housing such as sheltered and extra care accommodation’.

The Local Plan vision states ‘New housing will reflect local needs in terms of type, size and tenure and enable equality of access to suitable accommodation. Older people will have increased access to accommodation to suit their changing needs and affordable homes will

have been delivered to enable a new generation of home owners to get onto the housing ladder and to meet the needs of those unable to afford market housing for sale’.

Under the section on specialist housing, paragraph 5.7.5 says ‘The provision of properties suitable for older people in the villages is also important, as many villages have even higher age profiles. Neighbourhood plans are well placed to identify local need and include provision in neighbourhood plan policies’.

Local Plan policy H2 specifies the affordable housing requirements. These are:

- a) 40% affordable housing will be required on housing sites:
 - i. of more than 10 dwellings; or
 - ii. with a combined gross floorspace of more than 1,000 square metres.
- b) The tenure split for the affordable housing will be as follows:
 - i. about 75% affordable or socially rented; and
 - ii. about 25% low cost home ownership products; or
 - iii. a variation on the above mix which is shown to be justified by reference to the latest assessment of affordable housing need.
- c) Where on-site provision is demonstrated to be impractical, off-site commuted sums of an equivalent value will be made in lieu of on-site provision.
- d) Where small housing developments (of 10 or fewer dwellings or with a combined gross floorspace of 1,000 square metres or less) are proposed within five years of each other on sites that have a spatial relationship (such as a shared access or being located adjacent to each other), or on adjacent sites that are (or have been within the five year period) in the same ownership, affordable housing will be required where a cumulative total of more than 10 dwellings or a combined gross floorspace of more than 1,000 square metres is proposed.
- e) Proposals which do not meet the above policy requirements will be acceptable where it is demonstrated to the Council's satisfaction that a different level or mix of affordable housing is required to make the development viable and the approach contributes towards creating mixed and balanced communities.

The explanation for policy H2 states that the required affordable housing tenure split must reflect evidence of the relative need for different affordable housing products. ‘The tenure split set out in the policy conforms with national policy requirements for housing sites to deliver a minimum of 10% affordable home ownership units. However, Policy H2 allows for a different tenure split to be provided to reflect the latest evidence of need. Provision of a different tenure split would require agreement with the Council, following liaison with the relevant registered providers. The make-up of provision type within these tenures will be determined by the Council on a site- by-site basis according to the latest evidence of local need’.

Policy H3 allows for affordable housing on sites which would not otherwise be considered suitable for residential development. It says:

- a) Development proposals for affordable housing on small sites in rural areas that would not normally be permitted for housing, will be approved as rural exception sites where:
 - i. the development would meet clearly evidenced local affordable housing need;
 - ii. the housing remains affordable in perpetuity;
 - iii. the site is proportionate in scale to, closely related to, and in safe and reasonable walking distance of a rural settlement; and
 - iv. the development respects the character, form and appearance of the immediate vicinity and surrounding rural area.
- b) Small numbers of market homes may be permitted on rural exception sites where they:
 - i. are essential to enable the delivery of affordable units;
 - ii. meet an identified and proven element of local need, such as starter homes or units to enable 'downsizing'; and
 - iii. constitute no more than 20% of the number of dwellings proposed, the exact percentage being determined by the viability of each scheme.

The intention of the policy is that rural exception sites will remain as affordable housing for local people in perpetuity. This will be secured through a Section 106 legal agreement which is specific to the site concerned.

Policy H5 addresses issues to do with density, mix and standards and permits new housing development in a range of circumstances including in any location suitable for housing, including allocated sites, committed sites and windfall sites.

Policy GD8 includes reference to 'making provision for the needs of specific groups in the community such as the elderly and those with disabilities

Neighbourhood Plans are required to be in general conformity with adopted strategic local policies.

Approach

The approach undertaken was to consider a range of local factors in the context of the NPPF and the Harborough Local Plan. These included assessments of local demographic data relating to existing property types and tenures (taken from the 2011 Census), house prices in Tugby and Keythorpe (Land Registry figures); comments made at a local engagement event; results of a community questionnaire undertaken as part of the process of preparing the neighbourhood plan; analysis of a Housing Need Survey undertaken in summer 2016 and consideration of housing need in Tugby and Keythorpe in conjunction with strategic affordable housing officers from Harborough District Council.

The neighbourhood planning group 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.

This evidence will allow Tugby and Keythorpe 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.

The neighbourhood planning group is seeking to determine what size and type of housing would be best suited to the local community. The aim of this is to provide the Parish Council with robust evidence on the types and sizes of dwellings needed by the local community. This will ensure future development truly reflects what residents need.

An Information Evening was held in the Parish on Tuesday 17 April 2018.

The lack of affordable homes for young families was identified along with the need for smaller homes for more elderly residents (9 comments). Further comments were made about the provision of more affordable housing offering the opportunity for more children to attend the local Primary School.

Research findings

Existing property types and tenures – Census 2011 data

What Affordable Housing (social housing, affordable rented, shared ownership, intermediate rented) and other market tenures should be planned for in the housing mix over the Neighbourhood Plan period?

Tenure refers to the legal arrangements in place that enable a household to live in their home; it determines householder rights and influences the level of payments to be made in return for these rights. Broadly speaking, tenure falls into two categories, Affordable Housing and Market Housing, depending on whether the household benefits from a subsidy of some sort to enable them to live in their home.

This section will examine the tenure of dwellings in the current stock and recent supply. Then, looking at affordability, we will make an assessment on whether continuation of these trends would meet future needs. We will also investigate whether there are misalignments between the supply of different tenures of housing and local need. Such misalignments can justify policies that guide new developments to prioritise certain tenures, to bring supply and demand into better alignment.

Home ownership levels are high with around 85% of households owning their homes outright or with a mortgage or loan. This is higher than the district (78%), regional (67%) and national (63%) rates. Around 7% of households live in private rented accommodation which is lower than the district (11%), region (15%) and England (17%) averages. Just 5% of households live in social rented accommodation which was lower than the district (8%), regional (16%) and national (18%) rates.

Table 3: Tenure, 2011

	Tugby & Keythorpe		Harborough	East Midlands	England
	No	%	%	%	%
All occupied Households	136	100.0	100.0	100.0	100.0
Owned; Owned Outright	71	52.2	38.4	32.8	30.6
Owned; Owned with a Mortgage or Loan	44	32.4	39.7	34.5	32.8
Shared Ownership (Part Owned/Part Rented)	-	0.0	1.2	0.7	0.8
Social Rented; Rented from Council (Local Authority)	1	0.7	1.4	10.1	9.4
Social Rented; Other	6	4.4	7.0	5.7	8.3
Private Rented; Private Landlord or Letting Agency	6	4.4	10.1	13.6	15.4
Private Rented; Other	3	2.2	1.1	1.3	1.4
Living Rent Free	5	3.7	1.1	1.3	1.3

Source: Census 2011, KS402EW

Accommodation Type

Data from the 2011 Census shows the majority (66%) of residential dwellings were detached which is somewhat higher than the district (48%), regional (32%) and national (22%) shares. Semi-detached housing accounted for 20% of the housing stock against 29% for the district, 35% for the region and 31% nationally. Terraced housing, flats and apartments provide just 14% of accommodation spaces which is lower than the district (23%), region (32%) and national (47%) shares.

Table 4: Accommodation Type, 2011

	Tugby & Keythorpe		Harborough	East Midlands	England
	No	%	%	%	%
All household spaces (occupied + vacant)	138	100.0	100.0	100.0	100.0
Detached	91	65.9	47.7	32.2	22.3

	Tugby & Keythorpe		Harborough	East Midlands	England
	No	%	%	%	%
Semi-Detached	28	20.3	28.6	35.1	30.7
Terraced	18	13.0	15.2	20.6	24.5
Flat, Maisonette or Apartment	1	0.7	8.1	11.7	22.1
Caravan or Other Mobile or Temporary Structure	-	0.0	0.4	0.4	0.4

Source: Census 2011, KS405EW

Number of Bedrooms and Occupancy Rates

More than half (58%) of households live in houses with four or more bedrooms which is somewhat higher than the district (34%), regional (20%) and national (19%) averages. There is an under representation of housing for single people with just 1.5% of dwellings having one bedroom against 6% for the district, 8% for the region and 12% for England as a whole.

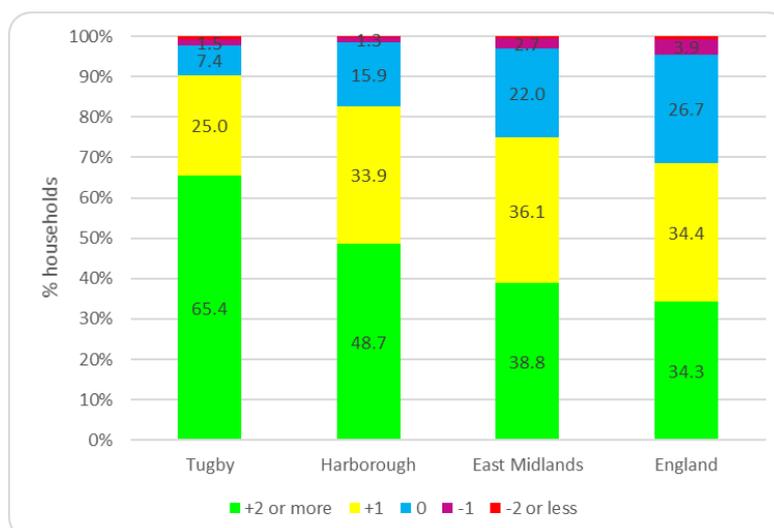
Table 5 Households by number of bedrooms, 2011

Bedrooms	Tugby & Keythorpe		Harborough	East Midlands	England
All occupied Household Spaces	136	100.0	100.0	100.0	100.0
No Bedrooms	-	0.0	0.1	0.2	0.2
1 Bedroom	2	1.5	5.8	8.1	11.8
2 Bedrooms	19	14.0	22.5	26.5	27.9
3 Bedrooms	36	26.5	37.3	45.4	41.2
4 Bedrooms	56	41.2	25.7	15.4	14.4
5 or More Bedrooms	23	16.9	8.5	4.4	4.6

Source: Census 2011, LC4405EW

There is evidence of under occupancy in the local area (having more bedrooms than the notional number recommended by the bedroom standard). Analysis of the 2011 Census shows that around 65% of all occupied households in Tugby and Keythorpe have two or more spare bedrooms and around 25% have one spare bedroom. Under occupancy is higher than district, regional and national averages.

Figure 4: Bedroom Occupancy Rates, All Households, 2011



Source: Census 2011, QS412EW

Under occupancy in the local area is particularly evident in larger properties with around 58% of households with 4 or more bedrooms occupied by just one or two people. This is somewhat higher than district (44%), regional (43%) and England (41%) rates.

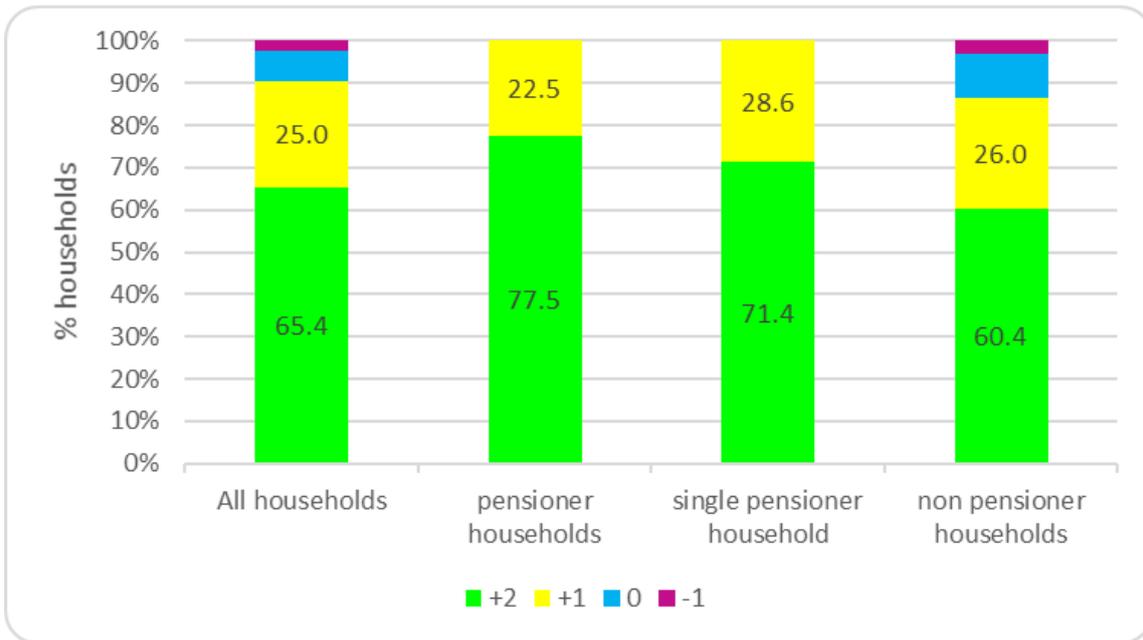
Table 6 Households with 4 or more bedrooms by household size, 2011

	Tugby & Keythorpe		Harborough	East Midlands	England
HHs with 4 or more bedrooms	79	100.0	100.0	100.0	100.0
1 person in household	13	16.5	9.2	10.4	10.6
2 people in household	33	41.8	35.2	32.3	30.3
3 people in household	16	20.3	18.0	18.8	18.3
4 or more people in household	17	21.5	37.6	38.5	40.8

Source: Census 2011, LC4405EW

Census data also suggests that older person households are more likely to under-occupy their dwellings. Data from the 2011 Census allows us to investigate this using the bedroom standard. In total, around 78% of pensioner households have an occupancy rating of +2 or more (meaning there are at least two more bedrooms that are technically required by the household) and is somewhat higher than the 60% non-pensioner household rate.

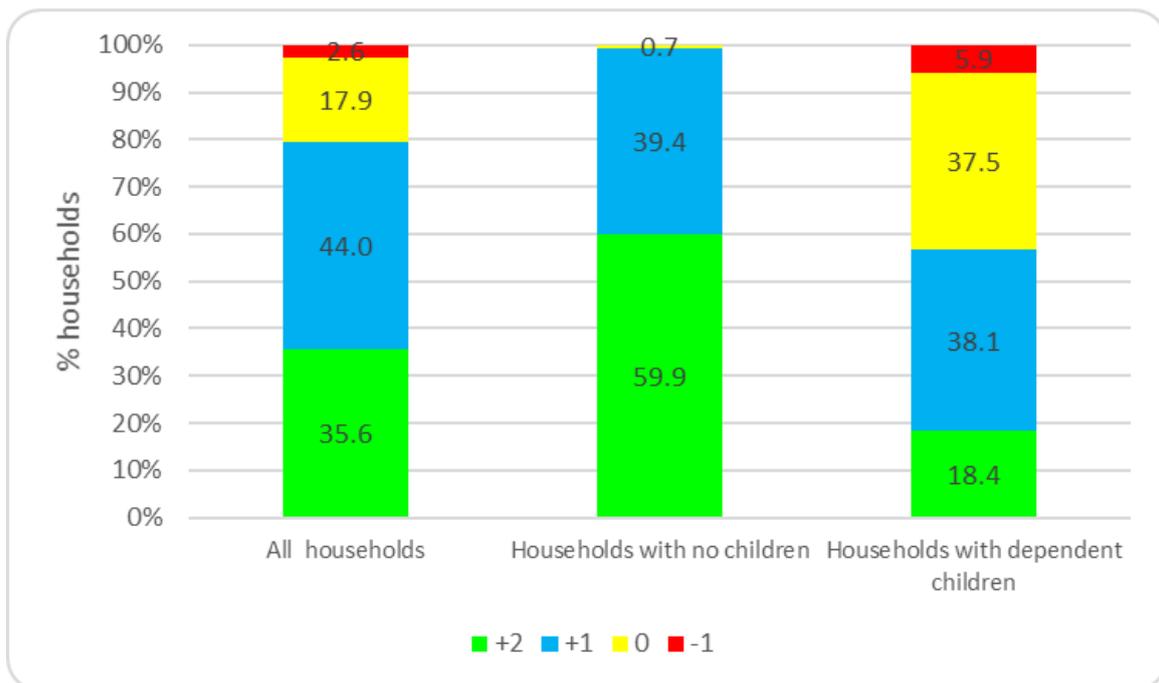
Figure 5: Bedroom Occupancy rating of Older Person Households, Tugby and Keythorpe Parish, 2011



Source: Census 2011, LC4105EW

Overcrowding is not a significant issue in the local area, however, research shows that households with dependent children are more likely to be overcrowded. The Census implies there is some evidence of a small number of families with dependent children living in overcrowded households in Tugby and Keythorpe.

Figure 6: Bedroom Occupancy rating of Family Households Tugby & Keythorpe Parish, 2011



Source: Census 2011, LC4105EW

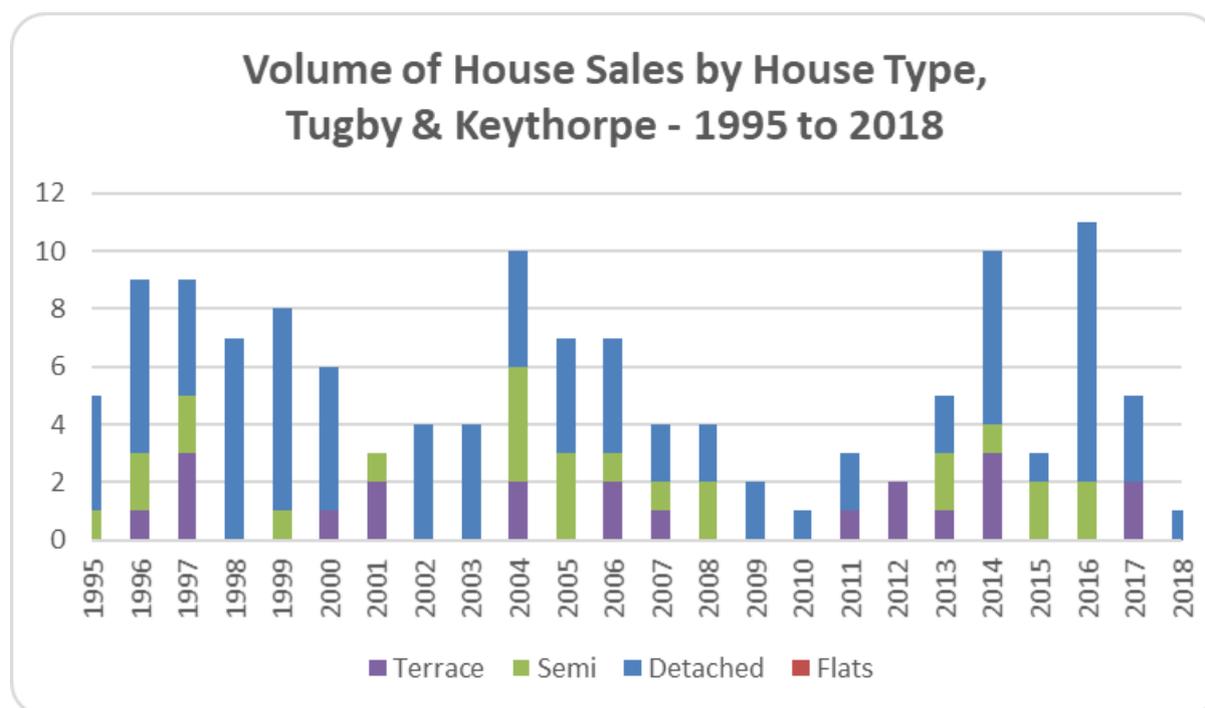
Housing Market

Council Tax Bands

Residential Sales

Land Registry price paid data shows around 84 residential property sales were recorded in the Tugby and Keythorpe Parish between 1995 and 2018. At 65% detached housing accounted for the majority of sales, 19% were semi-detached and 16% terraced. It should be noted that some sales are not captured by the Land Registry, for example properties that were not full market value, right to buy and compulsory purchase orders will be excluded.

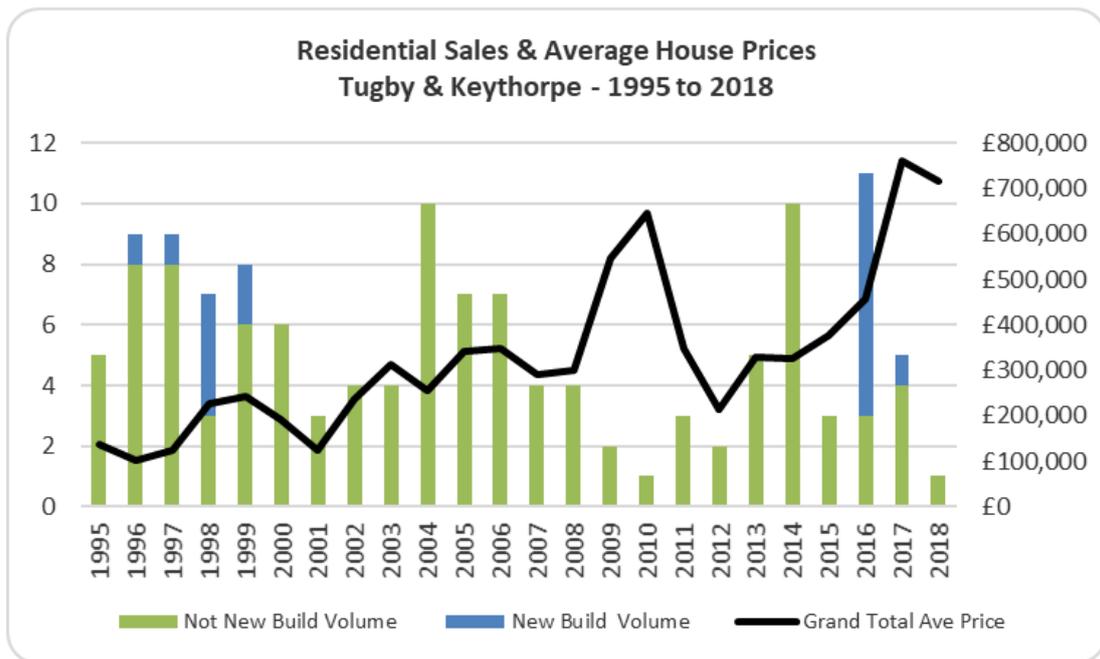
Figure 7



Data produced by Land Registry © Crown copyright 2018 (data available at 15.2.19)

There is evidence of new build housing in the local area with 17 new build residential sales recorded between 1995 and 2018, representing 13% of total sales recorded by the Land Registry in the area. Figure 8 below shows the volume of sales together with the overall annual average house price.

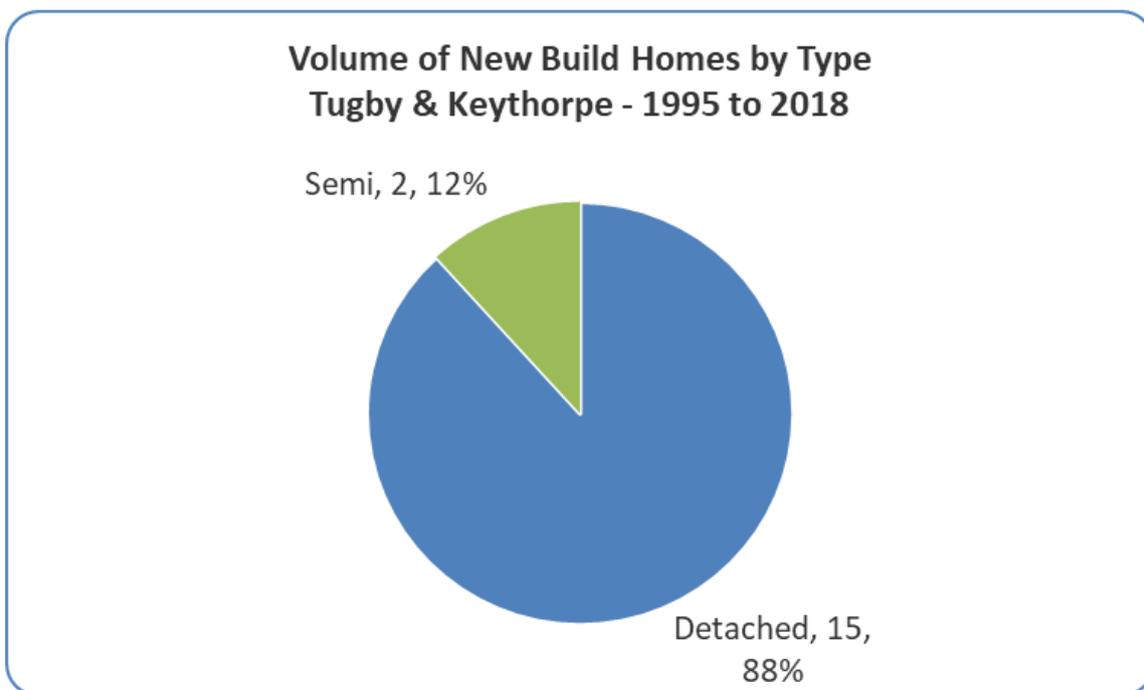
Figure 8:



Data produced by Land Registry © Crown copyright 2018 (data available at 15.11.18)

During this period, the majority (88%) of new build residential sales were detached (Figure 9). It should be noted that not all new builds will be captured in the Land Registry price paid data, e.g. some conversions and social housing units will be excluded.

Figure 9:



Data produced by Land Registry © Crown copyright 2018 (data available at 15.11.18)

Open Event

An open event took place in Tugby and Keythorpe on 17 April 2018 as part of the process of preparing a Neighbourhood Plan. 45 people attended the event.

The analysis included the following: 'Housing matters brought a range of comments. Lack of affordable homes for young families cropped up along with smaller homes for more elderly residents (9 comments).

Housing Needs Survey 2016

A detailed study of the housing needs of Tugby and Keythorpe Parish up to 2021 was undertaken in 2016. This study has not only investigated the affordable housing need of the village, but also for market rent level housing and open market housing.

The survey identified a need for affordable and open market properties in need in the next 5 years for those with a connection to Tugby and Keythorpe Parish.

Of the 6 respondents who were assessed as being in housing need in the following 5 years:

3 were assessed as being in need of affordable housing for rent.

3 were assessed as being in need of affordable housing (for local people) to purchase through shared ownership.

0 people were assessed as being in need of open market housing (for local people) to purchase.

Discussions with Harborough District Council strategic housing team

It is reasonable and appropriate for neighbourhood planners to refer to existing needs assessments prepared by the Local Planning Authority as a starting point. As the Tugby and Keythorpe Neighbourhood Area is located within Harborough's planning area, it is relevant to examine the Harborough Strategic Housing Market Assessment (SHMA) 2016.

For the purpose of this paper, data from Harborough's own evidence base to support their housing policies has been considered applicable and relevant unless it conflicts with more locally specific and/or more recently produced evidence. The housing market evidence draws upon a range of data including population and demographic projections, housing market transactions, and employment scenarios. As such, it contains a number of points of relevance when determining housing need within the Neighbourhood Area and has been referenced as appropriate.

The Housing Services team at Harborough District Council maintain a register of those in need of affordable housing for rent in the Parish. This is managed through a process known as 'Choice Based Lettings'. No affordable homes are allocated, as such, rather they are advertised once they become available and eligible people are invited to express an interest.

There is currently no register held of people in need of Affordable Housing for Sale. Also, the District Council do not compile records of need for separate Parishes such as Tugby and Keythorpe. The data collected only shows the information for Wards in the District. Tugby and Keythorpe falls within the Tilton ward.

With agreement of Harborough District Council, the relevant figure for Tugby and Keythorpe can be derived by determining the figures for the Parish as a proportion of the full ward.

Ward	Total Households	1 bed under 55	1 bed over 55	2 bed	3 bed	4 bed	5 bed
Tilton	55	15	7	22	6	4	1
Tugby and Keythorpe	9	2	1	4	1	1	0

Tugby and Keythorpe Parish comprises approximately 16.5% of the ward population. The figures under each heading have been estimated on the basis of a pro-rata share for the Parish based on its proportion of the total population.

Meetings and correspondence with the Strategic Housing team at Harborough District Council confirmed the approach taken which is to promote the building of bungalows by considering the opportunity to count one bungalow as two units of affordable housing to recognise the additional development costs in constructing bungalows.

The Local Plan policy of supporting 75% rental affordable housing units and 25% Affordable Housing for Sale needs to be seen in the context both of availability in Tugby and Keythorpe alongside demand.

Although there is clear demand for rental units, the lack of availability of any Affordable Housing for Sale in the Parish is something that needs to be addressed through development activity.

An appropriate balance of sale v rental units taking these factors into account is proposed as being around 60% for sale and around 40% rent. This proportion may change over time, and any policy in the Neighbourhood Plan must recognise the need to reflect the most up to date analysis of housing need in Tugby and Keythorpe.

Through discussions with the Housing Strategy team it was also confirmed that all affordable housing must be visually indistinguishable from market dwellings and that clusters of units proportionate to the size of the development must be achieved to prevent potential 'ghettoisation' of the Affordable housing product.

The opportunity to make the dwellings available to local people is supported within bands of need determined by the local planning authority.

Discussion/analysis of the main issues

At the time of the 2011 Census, the Tugby and Keythorpe Parish was home to around 330 residents living in 136 households. Analysis of the Census suggests that between 2001 and 2011 the local area population increased by around 5% (16 people). During this period it is estimated the number of dwellings increased by 10% (12).

There is evidence of a higher than average representation of older residents living in the local area with over 23% of residents aged 65 and over which is higher than the district, region and national averages. In line with national trends the local population is likely to get older as average life expectancy continues to rise.

Home ownership levels are very high with around 85% of households owning their homes outright or with a mortgage or loan and at 5% the share of households living in social rented accommodation is very low when compared with regional and national rates.

There is evidence of under occupancy suggesting a need for smaller homes of one to two bedrooms which would be suitable for residents needing to downsize, small families and those entering the housing market. Providing suitable accommodation for elderly residents will enable them to remain in the local community and release under-occupied larger properties onto the market which would be suitable for growing families.

There is a predominance of large detached and high value housing. There is an under representation of housing for single people with just 1% of dwellings having one bedroom.

Land Registry data indicates there has been some new build housing market activity over recent years, but this has been predominantly high value detached housing.

Deprivation is not a significant issue in the local area but IMD domain data suggests that some residents may find it difficult to access owner-occupation or access the private rental market.

Consultation with the community has indicated general support for more affordable housing across tenures.

It is recognised that local needs affordable homes could be developed on a 'rural exception site', if available, and subject to local support some open market sale homes could be used to cross-subsidise the affordable homes. The alternative to this is that the local homes that are needed are developed as part of a larger development if the opportunity arises and if the needs cannot be met by existing properties.

The provision of affordable housing in settlements such as Tugby and Keythorpe is promoted through both the NPPF and the Harborough Local Plan.

The Harborough Local Plan supports a tenure mix of 75% affordable housing for rent and 25% affordable home ownership but allows for a variation in this mix where there is local evidence to suggest an alternative ratio. The evidence of high property prices in Tugby and Keythorpe, coupled with a complete absence of affordable housing for sale locally demonstrates the need

for a better mix for new affordable housing to be 75% affordable home ownership and 25% affordable housing for rent.

The results from this survey were updated through conversations with strategic housing personnel from Harborough District Council.

Conclusion

The high house prices in Tugby and Keythorpe, coupled with low levels of affordable housing (and NO ownership models of affordable housing) alongside current evidence of need demonstrate the importance of providing affordable housing for sale amongst a range of affordable housing products.

The high property prices locally mean that subsidised home ownership or rental products offering a discount of around 20% on current values would probably still be unaffordable to most people.

Consideration should be given to developing shared ownership products which allow people to buy a share of the dwelling from around 25% of its value, with the ability to staircase up as circumstances change.

The availability of affordable housing for sale would enable older people as well as young families to access housing locally, potentially serving both to free up larger properties for families at one end, thus helping to sustain older people in the community for longer and reducing the levels of under-occupation in Tugby and Keythorpe, whilst also helping sustain local facilities and services by enabling people in low paid employment to live locally and to service local employment such as the School and public house.

It is proposed that a balance of 60% Affordable Housing for Sale and 40% Affordable Housing for rent represents an appropriate approach on the basis of the evidence currently available.

Next Steps

This Neighbourhood Plan affordable housing needs assessment aims to provide Tugby and Keythorpe with evidence on a range of housing trends and issues from a range of relevant sources. We recommend that the neighbourhood plan group should, as a next step, discuss the contents and conclusions with Harborough District Council with a view to agreeing and formulating draft housing policies to be contained within the Neighbourhood Plan, bearing the following in mind:

- All Neighbourhood Planning Basic Conditions, but in particular the following: Condition A, namely that the Neighbourhood Plan has regard to national policies and advice contained in guidance issued by the Secretary of State; Condition D, that the making of the Neighbourhood Plan contributes to the achievement of sustainable development; and 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 Harborough District Council – in particular to confirming the tenure balance of affordable housing that should be planned for, as local evidence suggests a different tenure mix to that in the Adopted Local Plan;
- The views of local residents;
- The numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any assessment work carried out through the Call for Sites that is taking place in Tugby and Keythorpe; and
- The recommendations and findings of this study.

This assessment has been provided by YourLocale on the basis of housing data, national guidance, local consultation and other relevant and available information current at the time of writing.

Bearing this in mind, it is recommended that the Neighbourhood Plan Advisory Committee should monitor carefully strategies and documents with an impact on housing policy produced by the Government, Harborough or any other relevant party and review the Neighbourhood Plan accordingly to ensure that general conformity is maintained.

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.

Gary Kirk

YourLocale