Housing Needs Assessment

Cottenham Parish Council

December 2017

Quality information

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Revision History

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1	October 2017	Research and drafting	LAF	Lachlan Anderson-Frank	Assistant Consultant
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List of acronyms used in the text:

AH	Affordable Housing (NPPF definition)
AMH	Affordable Market Housing
COPAS15	Cambridgeshire Older People's Accommodation Strategy 2015
CPC	Cottenham Parish Council
DCLG	Department for Communities and Local Government
HNA	Housing Needs Assessment
HMA	Housing Market Area
HLIN..	Housing Learning and Improvement Network
LPA	Local Planning Authority
LQAR	Lower-Quartile Affordability Ratio
LSOA	Lower-Layer Super Output Area
MAR	Median Affordability Ratio
NP	Neighbourhood Plan
NPPF	National Planning Policy Framework
OANFE	Cambridge and South Cambridgeshire Local Plan Examination Objectively Assessed Housing Need: Further Evidence 2015
OANR	Cambridge and South Cambridgeshire Local Plan Examination Objectively Assessed Housing Need: Response 2016
ONS	Office for National Statistics
PPG	Planning Practice Guidance
PRS	Private Rented Sector
PSLP	South Cambridgeshire Local Plan Proposed Submission 2011-2031
SCCS07	South Cambridgeshire Local Development Framework Core Strategy 2007
SCDC	South Cambridgeshire District Council
SCDCP07	South Cambridgeshire Local Development Framework Development Control Policies 2007
SCEAS10	South Cambridgeshire District Council Economic Assessment and Strategy
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
SHMA13	Strategic Housing Market Assessment for the Cambridge housing sub-region 2013

1. Executive Summary

1.1 Headlines

1. There is a total local housing need arising from Cottenham NPA of **670 dwellings to 2031**.
2. **261 affordable dwellings** will be needed by the NPA over the plan period, and private rental housing will also have a significant role to play in meeting the needs of the 50% of the population of the NPA who are unlikely to be able to buy housing in the area.
3. There is likely to be a significant need for small and medium sized housing of 2-3 bedrooms in the future, with approximately **38% of future need arising in this category**, with some of this likely to be met through the provision of flats.
4. There is a need for significant additional specialist housing for the elderly in the plan area totaling **79 units over the plan period out of the total**, particularly given the recent growth in the 85+ population who often need additional care.

1.2 Introduction

5. Cottenham Parish Council is a Qualifying Body (QB) that has decided to prepare a Neighbourhood Plan for the parish area, known as the Neighbourhood Plan Area (NPA). The 2011 Localism Act introduced neighbourhood planning, allowing parishes, town councils or neighbourhood forums across England to develop and make legally binding development plans for their neighbourhood area. We have been asked to prepare a Housing Needs Assessment by the Parish Council, based on a robust methodology, local data, and structured around research questions agreed with the Parish Council.
6. As more and more parish and town councils and neighbourhood forums seek to address housing growth, including tenure and type of new housing, it has become evident that developing policies need to be underpinned by robust, objectively assessed housing data.
7. In the words of the National Planning Practice Guidance (PPG), establishing future need for housing is not an exact science, and no single approach will provide a definitive answer[1]. The process involves making balanced judgments, as well as gathering statistical data numbers and facts. At a neighbourhood planning level, one important consideration is determining the extent to which the neighbourhood conforms to trends in the wider Housing Market Area (HMA) but also diverges from them, to reveal its own particular characteristics. This approach reflects the fact that a single town or neighbourhood almost never constitutes a housing market on its own and must therefore be assessed in its wider context.
8. The guidance referred to above on housing needs assessment is primarily aimed at local planning authorities preparing Strategic Housing Market Assessments (SHMAs), which are used to determine housing need at a local authority level. However, it helpfully states that those preparing neighbourhood development plans (NDPs) can use the guidance to identify specific local needs that may be relevant to a neighbourhood, but that any assessment at such a local level should be proportionate.
9. Our brief was to advise on data at this more local level to help Cottenham Parish Council (CPC) understand, among other matters, the type, tenure and quantity of housing needed to inform neighbourhood plan policies.

1.3 Summary of Methodology

10. Housing Needs Assessment at neighbourhood plan level can be focused either on quantity of housing needed, type of housing need, or both. In most cases, there is a need to focus on quantity where the housing target for the settlement being assessed is unclear, for example where the local authority has not set a specific target for the settlement, or where there is no local plan in place.
11. In the case of CPC, the Local Development Framework Adopted Core Strategy DPD 2007 (LDF) does not put forward a figure for dwellings at the parish level. While the Proposed Submission Local Plan 2011-31 (PSLP) puts forward a housing requirement for 19,000 (increased to 19,500 in 2016) for the South Cambridgeshire over the Plan Period between 2011 and 2031 drawn from the Cambridgeshire Strategic Housing Market

[1] PPG Paragraph: 014 Reference ID: 2a-014-20140306

Assessment (the SHMA) produced by Cambridgeshire Insight[2], published in 2013, it does not specify a target number for the number of dwellings for individual parishes, including Cottenham.

12. The purpose of this HNA is therefore in part to identify what could be considered a 'fair share' of these 19,500 homes for this Parish, and provide alternative projections drawn from other sources, to ascertain an appropriate number of dwellings at the parish level. This 'fair share' is apportioned in the context of the adopted Local Plan's delivery strategy for homes, which assumes a set number of homes.

13. To do this we reference two principal studies commissioned by South Cambridgeshire District Council (SCDC) that, together, constitute the evidence base for the emerging local plan. These are the SHMA already mentioned and an Objectively Assessed Housing Need: Further Evidence (OAHNFE) compiled by Peter Brett Associates and published more recently in November 2015.

14. The rationale for this recommended approach is that neighbourhood plans need to meet a number of Basic Conditions which are tested through an independent examination so as to be 'made' by the LPA. One of these, Basic Condition E, requires the Neighbourhood Plan to be in 'general conformity with the strategic policies' of the Local Plan, in this case the PSLP. The Government's Planning Practice Guidance indicates that the level of housing development is likely to count as a strategic policy.[3]

15. In terms of the types of housing needed, there is generally more flexibility on what neighbourhood plans can cover. In order to understand the types of housing needed in FPC we have gathered a wide range of local evidence and summarised it into policy recommendations designed to inform decisions on housing characteristics.

16. Data and materials gathered relevant to this HNA have been sourced and analysed in line with PPG;[4] together, they provide a balance of sources that capture a local perspective.

17. The housing projections set out in this HNA correspond with the Neighbourhood Plan period of 2017-2031; this in turn corresponds with the Plan Period for the PSLP.

1.4 Focus On Demand Rather Than Supply

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

19. For this reason, we advise that the conclusions of this report should next be assessed against supply-side considerations and constraints (including, for example, factors such as transport infrastructure, landscape constraints, flood risk and so on) as a separate and follow-on study. Indeed, a portion of this work has already been undertaken in the form of SCDC's emerging local plan, which applies a sequential test to its allocations to arrive at allocations based on constraints.

1.5 Quantity of Housing Needed

20. Our assessment interrogates a wide range of data sources and from this we can identify five separate projections of dwelling numbers needed in the Cottenham NPA between 2017 and 2031 based on:

    a. The Proposed Submission Local Plan 2011-31 (PSLP) which generates a projection of **715 homes between 2017 and 2031 or 51 homes per year (rounded);**

    b. The SHMA, Objectively Assessed Housing Need: Further Evidence (OAHNFE), which generates a projection of **710 dwellings over the plan period, or 51 per year** (rounded);

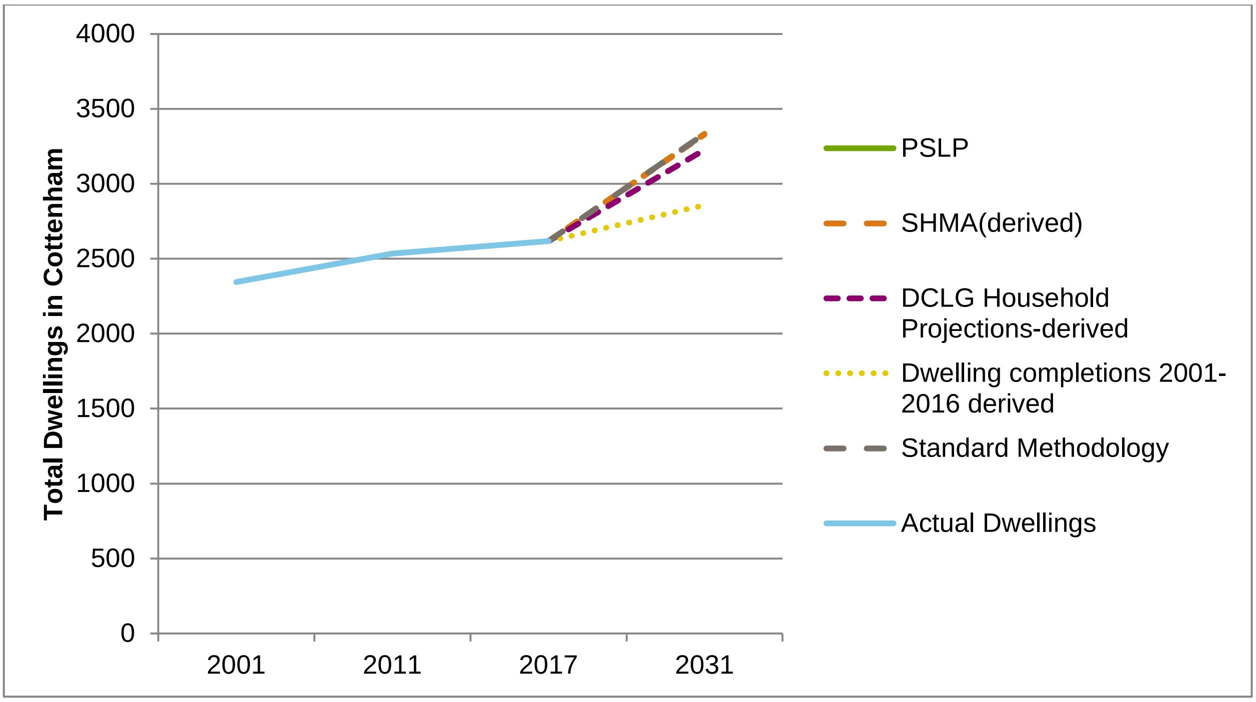
    c. DCLG household growth projections, which generates a projection of **609 dwellings over the plan period, or 44 dwellings per annum;**

    d. Net home completion rates 2001-2017, which generate a projection of **238 homes over the plan period, or 17 per annum;**

[2] PSLP, pp. 25
[3] See Planning Practice Guidance Paragraph: 006 Reference ID: 2a-006-20140306
[4] See Planning Practice Guidance Paragraphs: 014 Reference ID: 2a-014-20140306 and 009 Reference ID: 2a-009-20140306

e. The new ‘Standard Methodology’ for calculating housing need, proposed by DCLG in September, 2017, which indicates a potential need of **716 dwellings by the end of the plan period, or 51 dwellings per annum.**

Figure 1: Dwelling projections for the Cottenham NPA, 2017-2031



Source: AECOM Calculations

21. The graph above sets out the total number of homes factoring in each of the projections we have identified in Cottenham, with the vertical axis showing the total number of dwellings in Cottenham for each year on the horizontal axis. It is important to remember that, “as household projections do not reflect unmet housing need, [those undertaking assessments] should take a view based on available evidence of the extent to which household formation rates are or have been constrained by supply.[5]” This HNA takes such household formation constraints into account by incorporating a range of projections of housing need.

22. The starting point to arrive at an overall projection for housing numbers to be delivered in the NPA over the Plan Period is the average of the projections set out above; we only depart from this approach if we have reason to believe a given projection should be awarded more weight than others, or should be excluded. In the case of Cottenham, the PSLP has been excluded as it is an emerging plan which has not passed its examination yet. Furthermore, the Standard Methodology is excluded, given that it is only emerging policy and has not been put into practice yet. As such, based solely on projections, without consideration of other factors such as market signals, or for constraints on housing delivery, a total unconstrained housing need figure in Cottenham would be **568 additional homes over the remaining plan period,** or 41 homes per annum.

23. However, a further assessment applied to this initial projection indicates that market signals (for example the economic context in which the NPA sits, together with the performance of the housing market) are likely to impact on it, as discussed in more detail in Chapter 8, which explains how the PPG takes the view that market signals should be taken into account. We have applied our professional judgment on the scales of increase and decrease associated with each factor on a scale from one to three, where one arrow indicates ‘some impact’, two arrows ‘stronger impact’ and three arrows indicates an even stronger impact. Factors are in alphabetical but in no other order.

[5] PPG Paragraph: 015 Reference ID: 2a-015-20140306

Table 1: Summary of factors specific to Cottenham with a potential impact on neighbourhood plan housing quantity

Factor	Source(s) (detailed in Chapter 5)	Possible impact on future housing need	Rationale for judgement
Employment trends	LEPSEP14, ONS Census 2001/11, SHMA13, SCEAS10	↑↑↑	Cottenham has a high percentage of economically active residents, with nationally significant industries, including a range of businesses located at Cambridge Research Park on the edge of the parish. Planned expansions of the research park may result in additional jobs in the NPA, and were the village to experience employment growth at the levels projected for the wider region; an additional 880 jobs could be expected by 2031/36. Indeed, jobs growth across South Cambridgeshire and indeed within Cambridge will likely lead to additional demand for housing in Cottenham, which could see an additional 211 jobs in Cambridge employing residents of Cottenham based on current rates. This would inevitably create demand for more housing in Cottenham, not least because household consumption of housing (the volume of space they utilise for housing) tends to increase alongside wages, with the highest earning households consuming relatively ‘more’ housing than those on lower incomes.
Housing transactions: prices	Land Registry Price Paid Data for 2007-2016, OANFE, SHMA 2009	↑	Whilst the majority of housing types in Cottenham have seen somewhat lower growth between 2007 and 2016 than equivalent types across South Cambridgeshire, this has not been the case for semi-detached homes, which made up 26% of all sales in the period. Indeed, across all housing types, prices have increased during this period by 40% in Cottenham to an average of £338,545. Whilst this is lower, both in terms of growth and absolute prices, than that of South Cambridgeshire, the figures are still significant and indicate a degree of increased demand in the Parish.
Housing transactions: volumes		↑↑	In general, sales volumes in Cottenham have drastically fluctuated in recent years, reflecting the volatility of the housing market and the susceptibility of sales volumes, over prices, to drop in periods of decreased demand. This is particularly true of the years after 2014/15, when sales volumes dropped significantly although prices did not. Indeed, in this period, some housing types continued to grow in price, albeit at a lower rate. Furthermore, in comparison to the availability of different housing types, i.e. those available within the existing stock at the 2011 census, there is increased demand for smaller housing types. Indeed, significantly the proportion of terraced homes sold in the last 10 years was much higher than would be suggested given the existing supply, suggesting significant demand for smaller homes.
Migration	Census data 2001, 2011	↔	Cottenham has experienced relatively little population growth in comparison with South Cambridgeshire as a whole, suggesting that migration is not a significant factor indicating increased demand for housing. This is corroborated by data showing that only a relatively small percentage of the population arrived in the UK after the previous census in 2001, with most having been living in the country prior to that year.

Overcrowding	Census Data 2001, 2011	↔	The proportion of families experiencing overcrowding in Cottenham is relatively low, and indeed fell between the two censuses, with South Cambridgeshire as a whole now experiencing double the rate of Cottenham (0.95% versus 0.45%). Thus, there is no need for an adjustment of housing need based on overcrowding in Cottenham
Concealment	Census Data 2001, 2011	↔	There are relatively few concealed families in Cottenham compared with the averages for South Cambridgeshire and Cottenham as a whole. For this reason, concealed families are not seen as a significant indicator of increased demand for housing.
Rate of development	SCDC, OANFE Land Registry Data/AECOM Calculations	↑↑	Completions data for Cottenham combined with Land Registry Price Paid Data shows that the delivery of housing in the NPA has been erratic, and over a longer period, delivery rates have not kept up with planned targets. In this context, two up arrows has been deemed appropriate, also taking into consideration the significant historic under delivery within the wider housing market.

24. It is helpful to contextualise any adjustments as a result of market signals in three ways. Firstly, the adjustment made by OANFE to account for market signals, which follows current PPG guidance to arrive at an increase to the housing projections of 10% for South Cambridgeshire and 30% for Cambridge itself, including adjustments for supressed household formation rates, concealed families and homeless households. This they set against comparable uplifts applied across other districts, which ranged from 3% in Cheshire East to 15% in Buckinghamshire and 20% in some parts of London[6]. Indeed, additional evidence was provided by Savills to Council in January, 2016 which suggested a minimum uplift of 20% for South Cambridgeshire would be more appropriate[7].

25. Secondly, it is interesting to consider the methodology for market signals uplift proposed by the Local Plans Expert Group (LPEG), which calculations by Peter Brett Associates show would provide for a market signals uplift of 25% in South Cambridgeshire.[8]

26. Thirdly, it may be prudent to factor in adjustments against DCLG's new methodology for calculating housing need, which uses median affordability ratios exclusively as the 'market signal' to adjust housing projections figures. Whilst the proposals set out a method of capping this increase to 40% of a given figure based on whether a local plan is out of date or not, this would still represent a significantly higher percentage uplift, indeed 1.5 times greater than has been applied in the past for areas of great housing need such as the 30% proposed for Cambridge. As such, the government's consultation, though not yet made into policy, represents a significant step-change in the application of market signals for adjusting housing numbers, as evidenced by their application of the approach to South Cambridgeshire which results in uplift of 26% to the current housing need projections, in contrast to the 10% uplift applied by PBA in OANFE.

27. Taking these factors into consideration, and the overall balance of arrows (8 'up' arrows to 0 'down' arrow), we feel an overall housing needs figure of 670 dwellings to be delivered over the Plan Period would be appropriate in the NPA, representing an 18% uplift on the projections. Whilst DCLG is currently consulting on its new standard methodology, in the absence of firm policy we have made a professional judgement for Cottenham.

[6] Central Norfolk SHMA 2017, pp. 91
[7] https://egov.scambs.gov.uk/ldf/ModsScannedrepsdec2015/66101-6%20Supporting%20doc1.pdf
[8] https://www.peterbrett.com/media/2195/lpeg-reps-revised-sent-3.pdf

1.6 Types, Tenures and Sizes of Housing Needed

Table 2: Summary of local factors specific to Cottenham with a potential impact on neighbourhood plan housing characteristics

Factor	Source(s)	Factors affecting housing needed	Conclusion
Affordable Housing	Census, SHMA, Nomis, Land Registry,	By 2016, the median affordability ratio in South Cambridgeshire rose to 8.75, reaching the level of the lower quartile affordability ratio in 2013, and representing a significant worsening in affordability. The MAR for Cottenham ward was shown to be somewhat lower, at 7.93, but still relatively unaffordable. This was corroborated by typical mortgage figures and mean income for the area (£50,960/annum), showing that even on such an income, a household would struggle to afford a mortgage for any housing type save a flat, of which very few are available. SHMA data indicates an income of around £35,000 is required to access a three bedroom entry level property in South Cambridgeshire, with households earning £28,000, a rough estimate of the lower quartile income, having limited housing choices, and no market housing choices, in Cottenham. Housing register data suggests there is significant demand for affordable housing in Cottenham from those with a connection to the village, and this is supported by the views of local people as set out in the Neighbourhood Plan Survey.	Affordable housing need in Cottenham has been shown to be 261 units over the plan period. However, given that SCDC's current adopted affordable housing policy seeks a 40% provision on sites of 2 dwellings and above (or 3 or more dwellings in the emerging Local Plan),and that 40% of the housing need figure of 670 put forward by this HNA would equate to 268 affordable dwellings there is no requirement for the Cottenham neighbourhood plan to set its own policy in this area beyond adopting a form of words that add local specificity to current local plan policy. Given the challenges associated with delivering 40% though, there is likely to be substantial unmet demand for affordable homes, given the lack of choices provided by the housing market.
Demand/ need for smaller dwellings	Census, SHMA, Neighbourhood Plan Survey	The NPA has been shown to be dominated by larger housing types suitable for families, broadly reflecting the current makeup of the population. However, future growth will tend towards smaller households, thus suggesting the need for more appropriately sized dwellings, with 38% of dwellings to be 4 rooms or smaller, representing a significant uplift over the existing stock. Indeed, residents of Cottenham broadly agree with this, with 68% indicating the need for more affordable and or starter housing, with elderly people feeling more strongly about the issue than other groups.	There are difficulties in defining starter housing; however, smaller homes can have a role to play in providing more affordable housing both for young families and for the elderly to downsize into. While demographic shifts do not inevitably point to smaller homes, a provision of homes of 3-4 rooms in the NPA would be appropriate in new development to bring housing stock into greater alignment with market segments and promote affordability. Furthermore, it is likely that the scale of such need is significant when compared with the overall need for housing in Cottenham.

Demographic Change	Census, SHMA	Roughly18% of the population is aged 65+, in excess of district and national levels. In the future, the shift towards an older demographic is forecast to continue. One person and couple households will make up the majority of household increases from 2011 to 2031, and the majority of these are likely to be older residents.	An important opportunity exists for the Neighbourhood Plan to develop policy around the needs of older residents.
Housing for older people	Housing LIN Toolkit, Census, ONS Population Projections COPAS15	The SHMA notes the expected large increase in one or two person households in the district with the majority of this increase arising from elderly households (the largest in the wider HMA, at 80%). The proportion of the population aged 65-85 in the Parish is even higher than at the local or national level and is growing at a much faster rate, as is the number of single family households in this age group. As a result of all these factors, the need for appropriate housing for the elderly will continue to grow, as older but still fit and healthy people stay in their own homes for longer. However, policy interventions must focus on individual choice, rather than imposing smaller housing on older people. It is therefore difficult to plan with precision for the needs of elderly people, and the government is currently consulting on more simply yet robust ways of assessing such need.	Using the HLIN toolkit, it is possible to project a need for 79 additional specialist dwellings for the elderly over the plan period, as broken down in more detail in Chapter 7. However, the actual rate at which elderly people require specialist housing can vary significantly according to their individual needs and preferences, with many older people wishing to remain in their own home. Indeed, the rate of actual provision varies between local authorities, with provision according to existing rates suggesting an increase of just 52 additional sheltered and extra care places in Cottenham to 2031. To accommodate this, the provision of new homes to Lifetime Homes Standards would further enable the elderly to stay in their own homes, as put forward in Policy H/8 of PSLP, which suggests that all affordable homes, and 1 in 20 market homes should meet Lifetime Homes Standards.
Tenure of housing	Census, SHMA,	The current housing stock exhibits the dominance of owner-occupation, and the growth of Private Rented Sector (a portion of which is likely to act as a substitute for AH).	As noted in Chapter 5 there is evidence of need for affordable housing, which suggests the current tenure profile leaves some market segments under-supplied., Even those on mean incomes are unable to afford most types of market-sale housing in the NPA, as noted above. There is a case for building more rental housing to meet the needs and expressed preferences of Cottenham residents.
Type of Housing	Census, SHMA, Land Registry PPD	There are few flats in the village, which has led to a relative lack of smaller housing types.	Whilst this does not necessarily imply the need for more flats, and housing type is a matter for site specific policies, it is worthwhile considering that the needs of young families and older people can only be met through detached, semi-detached and terraced housing.

Recommendations for next steps

28. This neighbourhood plan housing needs advice has aimed to provide CPC with evidence on housing trends within the Parish from a range of sources, set against wider trends within South Cambridgeshire and the Cambridge Housing Market Area. It is highly relevant to any housing policy CPC may wish to develop, but the demographic analysis also has implications for community infrastructure, including public realm, play, shops employment and transport which it has not been possible to go into here.

29. We recommend that the parish should, as a next step, discuss the contents and conclusions with SCDC with a view to agreeing and formulating draft housing policies, in particular the appropriate approach to identifying the level of need for new housing in the NP area, bearing the following in mind:

   - Neighbourhood Planning Basic Conditions, which include the need for the neighbourhood plan to be in general conformity with national policy and guidance and the need for sustainable development; alongside the adopted strategic development plan[9],
   - the views of SCDC – in particular in relation to the housing need figure that should be adopted, given the emerging local plan and the governments proposed standard methodology for calculating housing need, and taking into account SCDC's proposed response to the consultation[10];
   - the views of local residents;
   - the views of other relevant local stakeholders, including housing developers and housing associations;
   - the numerous supply-side considerations, including local environmental constraints, the location, availability and characteristics of suitable land, and any capacity work carried out by the SCDC, including but not limited to the SHLAA; and
   - the recommendations and findings of this study.

25. Recent changes to the planning system, forthcoming changes to the NPPF, as well as the continuing implementation of the Housing and Planning Act 2016, will continue to affect housing policies at a local authority and, by extension, at neighbourhood level.

26. This advice note has been provided in good faith by AECOM consultants on the basis of housing data and national guidance current at the time of writing (alongside other relevant and available information).

27. Bearing this in mind, we recommend that the steering group should monitor carefully strategies and documents with an impact on housing policy produced by the District Council or any other relevant body and review the neighbourhood plan accordingly to ensure that general conformity is maintained.

28. At the same time, monitoring ongoing demographic or other trends in the factors summarised in Tables 1 and 2 would be particularly valuable.

[9] PPG Paragraph: 066 Reference ID: 41-066-20140306
[10] http://scambs.moderngov.co.uk/documents/s103165/Appendix%20A%20-%20Proposed%20response.pdf

2. Context

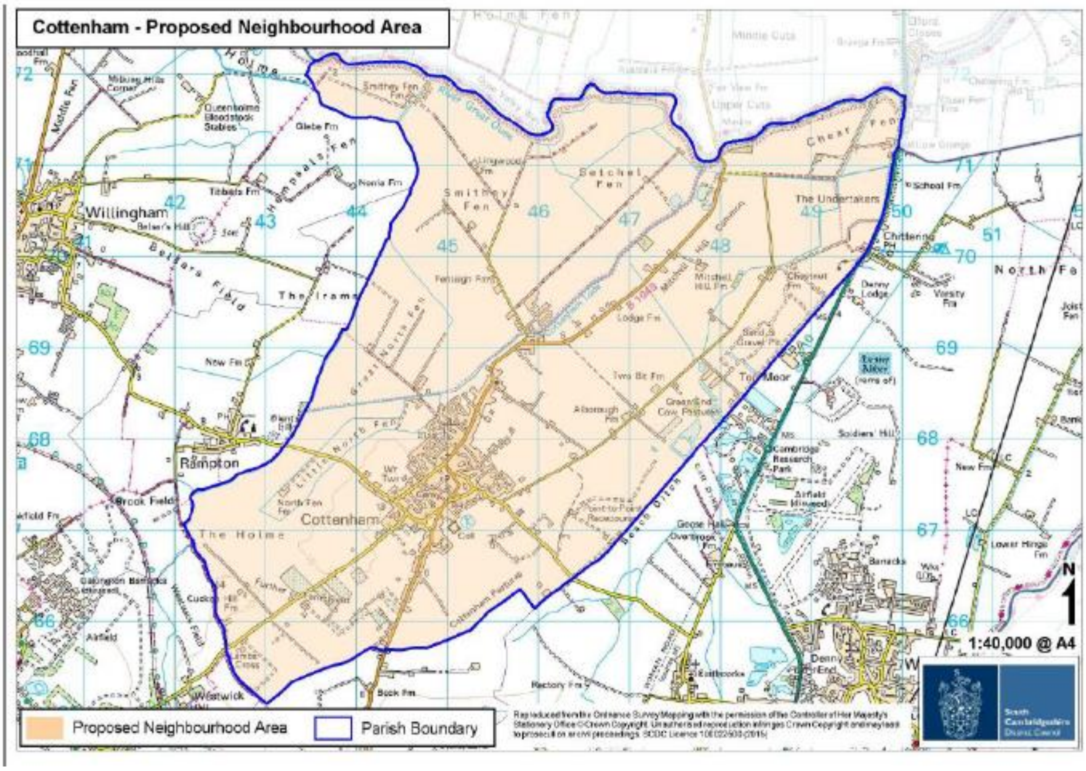
2.1 Local context

27. Cottenham is a large village and civil parish, located in the district of South Cambridgeshire. It lies approximately 5 miles to the North of Cambridge itself, and is bordered on its own northern edge by the River Great Ouse. Having historically been close to the Fens, the area is drained by a system of ditches, which continue to punctuate the landscape to this day.

28. The village is surrounded by farms and fens, with its boundary passing through the Cambridge Research Park and a nearby disused airfield. The village of Cottenham itself is the only significant settlement within the parish boundaries, with nearby villages such as Rampton and Willingham falling into different parishes.

29. The Neighbourhood Plan Area (NPA) is shown in Figure 1 below, and corresponds exactly with the Cottenham Parish Boundary. As the 2001 Census did not produce data at parish level, the 2001 data set was constructed from the smaller Lower Super Output Areas but constitute the same area. The boundary sits within the administrative area of South Cambridgeshire District Council.

Figure 2: Cottenham Neighbourhood Plan Area



Source: CPC

2.2 Local planning policy

30. In line with the basic conditions of Neighbourhood Planning, Neighbourhood Development Plans (NDPs) are required to be in general conformity with the adopted strategic local policies, as well as national policies. Consequently, there is a requirement for the relevant sections of the Local Plan to be reviewed as part of this HNA.

31. For the majority of HNAs, reviewing the currently adopted Local Plan would be sufficient. However, in the case of South Cambridgeshire, the relevant Local Authority for Cottenham, there is a requirement to review both the adopted Local Development Framework (2007-2010), and the emerging Proposed Submission Local Plan (PSLP). The emerging local plan is currently moving through a prolonged examination process, having been submitted in March 2014, with further proposed modification most recently submitted in July 2017. The plans are being examined jointly due to their mutually dependent nature and key shared issues.

2.2.1 Local Development Framework Adopted Core Strategy DPD 2007

32. **Policy ST/2 Housing Provision**, states that the District Council will make provision for 20,000 new homes in the area between 1999 and 2016, with rural areas and other villages seen as the least preferable location for doing so.

33. **Policy ST/5 Minor Rural Centres,** which identifies Cottenham as a 'Minor Rural Centre', and makes clear, that only schemes up to 30 dwellings will be permitted within the village framework.

2.2.2 Local Development Framework Development Control Policies DPD 2007

34. **Policy HG/1 Housing Density**, which advises development of between 30 and 40 dwellings per hectare in most instances, or higher where a location is sustainable in terms of facilities, services and transport.

35. **Policy HG/2 Housing Mix,** which states that residential developments should contain an appropriate mixture of unit types, sizes and affordability to meet local needs at the time of development, and specifically that developments up to 10 dwellings should provide 40% 1 and 2 bed homes, 25% 3 bed homes and 25% 4 bed homes, unless need is demonstrated to be otherwise; and for developments of more than 10 dwellings, that a mix will be sought subject to viability, local context and "the need to secure a balanced community"[11], with a proportion of dwellings in developments of all sizes to be designed to lifetime mobility standards.

36. **Policy HG/3 Affordable Housing**, which states the ambition that all developments of two or more dwellings will include 40% affordable housing available to those in housing need in the long term, and that an agreed mix will be a prerequisite for planning permission. It adds that the mix of dwellings will be the subject of negotiation taking into account viability, relevant planning objectives, and the need to achieve mixed and balanced communities, ensuring that affordable housing is distributed throughout developments in small groups. Finally, the policy states the only in "exception circumstances, on smaller sites, the Council may accept financial contributions"[12] in lieu of affordable housing delivery.

37. **Policy HG/4 Affordable Housing Subsidy**, which takes the view that in exceptional circumstances where necessity can be demonstrated, a lower proportion of built affordable housing to be provided on site may be negotiated with the council.

38. **Policy HG/5 Exceptions Sites for Affordable Housing,** which states that schemes of 100% affordable housing which meet identified local needs on small sites within or adjoining villages will be allowed in exception to other policies, as long as arrangements for the affordable housing are in perpetuity and are secure; that all elements of the development relate to identified local need; that such proposals relate appropriately to the nearby village and its services and facilities; and that this does not damage its character. Where such cases occur within the Green Belt, assurance will be required that no alternative sites can be found and that the scheme fulfils all existing policies.

39. **Policy DP/7 Development Frameworks,** which states that only agricultural and similar uses which need to be located in the countryside will be permitted outside of urban and village frameworks, and that development and redevelopment of unallocated land within such boundaries will be allowed where it does not affect the essential local character, where development is sensitive to that character, where there is infrastructure to support development, and where it would not result in a loss of employment or local services or facilities.

2.2.3 Proposed Submission Local Plan 2011-2031

40. **Policy S/5 Provision of New Jobs and Homes,** which states that between 2011 and 2031, provision will be made for 22,000 additional jobs and 19,000 new homes (increased to 19,500 in 2016[13]).

41. Furthermore, the document makes clear that, "The major sites will be supported by limited development at the more sustainable villages in the order of 900 homes to provide flexibility and help ensure a continuous supply of housing land over the plan period, including if there is any delay in progress on any of the major sites."[14] This means that 900 homes will be allocated across the six Rural Centres, including Cottenham, with the total for all coming to 900 homes.

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[11] DCPDPD07, pp. 28
[12] DCPDPD07, pp. 30
[13] Proposed Modifications Report on Consultation March 2016, page 9
[14] PSLP, pp.30

42. **Policy S/7 Development Frameworks,** which states that only agricultural and similar uses which need to be located in the countryside will be permitted outside of urban and village frameworks, and that development and redevelopment of unallocated land within such boundaries will be allowed where it does not affect the essential local character, where development is sensitive to that character, where there is infrastructure to support development, and where it would not result in a loss of employment or local services or facilities. This represents no change from the current policy DP/7 Development Frameworks, adopted in 2007. However, recent modifications proposed to the emerging local plan would allow Qualifying Bodies to allocate sites outside of such Development Frameworks if they wish to, thus allowing development on such sites once a Neighbourhood Plan has come into force.

43. **Policy S/8 Rural Centres** which identifies Cottenham as a Rural Centre. This represents a shift up for Cottenham in the settlement hierarchy, with the village now considered one of "the largest, most sustainable villages in the district."[15] The implications of this are that such areas, including Cottenham, will no longer, once the plan is in place, be subject to any strategic constraints on the amount of development or redevelopment land for housing, provided they are in accordance with plan policies.

44. **Policy H/7 Housing Density,** which states that housing developments including rural exception sites will achieve an average net density of 30 dwellings per hectare in areas including Rural Centres, and 40 dwellings per hectare in new settlements, both subject to local circumstances. This clarifies current policy HG/1 Housing Density, adopted in 2007, which merely required densities of "between 30 and 40 dwellings per hectare" in most instances.

45. **Policy H/8 Housing Mix,** which states that market homes in developments of more than 10 units should comprise at least 30% 1 or 2 bedroom, and the same percentage 3 bedroom, and the same percentage 4 bedroom with a 10% flexibility allowance for any one category. The provision of affordable homes will be subject to local need, and for market homes on sites of 9 or fewer units, local circumstances should be taken into account. The policy also notes that specialist accommodation for the elderly will not be subject to these rules, and that all affordable homes and 1 in 20 of all market homes will meet Lifetime Homes Standard. Though similar to the previous HG/2 Housing Mix, adopted in 2007, this policy gives more flexibility on housing mix, moving from the previous 40% 1 and 2 bed units, to 30%, plus 10% flexible allowance.

46. **Policy H/9 Affordable Housing** which states the ambition that all developments of three or more dwellings will include 40% affordable housing available to those in housing, that an agreed mix will be a prerequisite for planning permission, and that affordable housing is distributed throughout developments in small groups. Exceptions will be made according to viability, where off-site provision has demonstrable benefits, or where it would be not possible or appropriate to deliver affordable homes, and thus a financial contribution will be made. This policy refines current Policy HG/3 Affordable Housing**,** adopted in 2007, which called for affordable housing on sites of two or more units (rather than the updated three or more); and made specific reference to affordable contributions being acceptable for small sites, which has now been made more flexible taking into account the specifics of individual projects.

47. **Policy H/10 Rural Exception Site Affordable Housing** which states that affordable housing schemes which meet identified local needs on small sites adjoining villages will be allowed in exception to other policies, as long as all elements of the development relate to identified local need; that such proposals relate appropriately to the nearby village and its facilities and character; for sites adjoining or in the Green Belt that no alternative sites can be found, and that arrangements are made for the affordable housing are in perpetuity and are secure. It adds that where 100% affordable housing would be unviable, consideration will be given to changes to the tenure mix and use of public subsidy, and the possibility of including market housing to make the scheme viable. This develops current Policy HG/5 Exceptions Sites for Affordable Housing, adopted in 2007, which did not make arrangements for the consideration of viability of such sites.

48. **Policy H/11 Residential Space Standards for Market Housing** states minimum internal floor areas for new homes, as described in the table on the following page:

[15] PSLP13, pp. 32

Table 3: Minimum gross internal floor areas and storage (m^2)

Figure 10: Minimum gross internal floor areas and storage (m^2)

Number of bedrooms (b)	Number of bed spaces (persons)	1 storey dwellings	2 storey dwellings	3 storey dwellings	Built-in storage
1b	1p	39 (37)			1.0
	2p	50	58		1.5
2b	3p	61	70		2.0
	4p	70	79		
3b	4p	74	84	90	2.5
	5p	86	93	99	
	6p	95	102	108	
4b	5p	90	97	103	3.0
	6p	99	106	112	
	7p	108	115	121	
	8p	117	124	130	
5b	6p	103	110	116	3.5
	7p	112	119	125	
	8p	121	128	134	
6b	7p	116	123	129	4.0
	8p	125	132	138	

Source: Evidence for Residential Space Standards in South Cambridgeshire, 2016

3. Approach

3.1 Research Questions

50. Below we set out the Research Questions (RQs) relevant to this study, as discussed and agreed with CPC.

51. Research Questions, abbreviated to 'RQ;' are arrived at the start of the project through discussion with the parish. They serve to direct our research and provide the structure for the HNA.

3.1.1 Quantity

52. The current adopted Local Plan, Local Development Framework Adopted Core Strategy DPD 2007 (LDF), dates from 2006, adopted in January 2007; an 'emerging Local Plan' is in development, but this is moving through a prolonged joint examination phase together with the Local Plan for Cambridge City, on account of their mutually dependent nature and key shared issues.

53. The current adopted LDF identifies Cottenham as a 'Minor Rural Centre' but does not specify a housing figure for the area beyond stating that only schemes up to 30 dwellings will be permitted within the village framework. The emerging local plan, the Proposed Submission Local Plan 2011-31 (PSLP), identifies Cottenham as a Rural Centre, in which there is no limit on the scale of housing development within the village development framework, and puts forward a housing requirement for 19,500 for the entire district over the Plan Period. However, it does not allocate a number for Cottenham Parish. Given this scenario, this HNA can help the Parish to identify an appropriate housing number for the NPA.

54. *RQ1. What **quantity of housing** is appropriate for the Neighbourhood Plan Area?*

3.1.2 Tenure

55. CPC has expressed an interest in seeing more affordable housing in the NPA. In their view, the affordable housing that will come through the planning system is unlikely to be affordable to people on low incomes in the neighbourhood plan area (the benchmark income used by CPC to assess affordability is £28,000 pa). This study will therefore explore tenure mix with a particular focus on affordable housing including the role of discounted market housing.

56. *RQ2. What **affordable housing** (social housing, affordable rented, shared ownership, intermediate rented) and market tenures should be included in the housing mix?*

3.1.3 Type and size

57. CPC has indicated that type and size of dwellings is relevant to the study on account of the need to supply dwellings appropriate to the needs of young families as well as older residents.

58. *RQ3. What **type** (terrace, semi, bungalows, flats and detached) and size (number of habitable rooms) of housing is appropriate?*

3.1.4 Housing for Specialist Groups

59. CPC has suggested that specialist housing types may be needed in their community, namely, housing appropriate those elderly people choosing to downsize;

60. *RQ4. What provision should be made for specialist housing for older residents within the NPA?*

3.2 Study Objectives

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

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

62. The remainder of this report is structured around the objectives set out above, save for the section below, which describes the data sources which the report has drawn on in more detail.

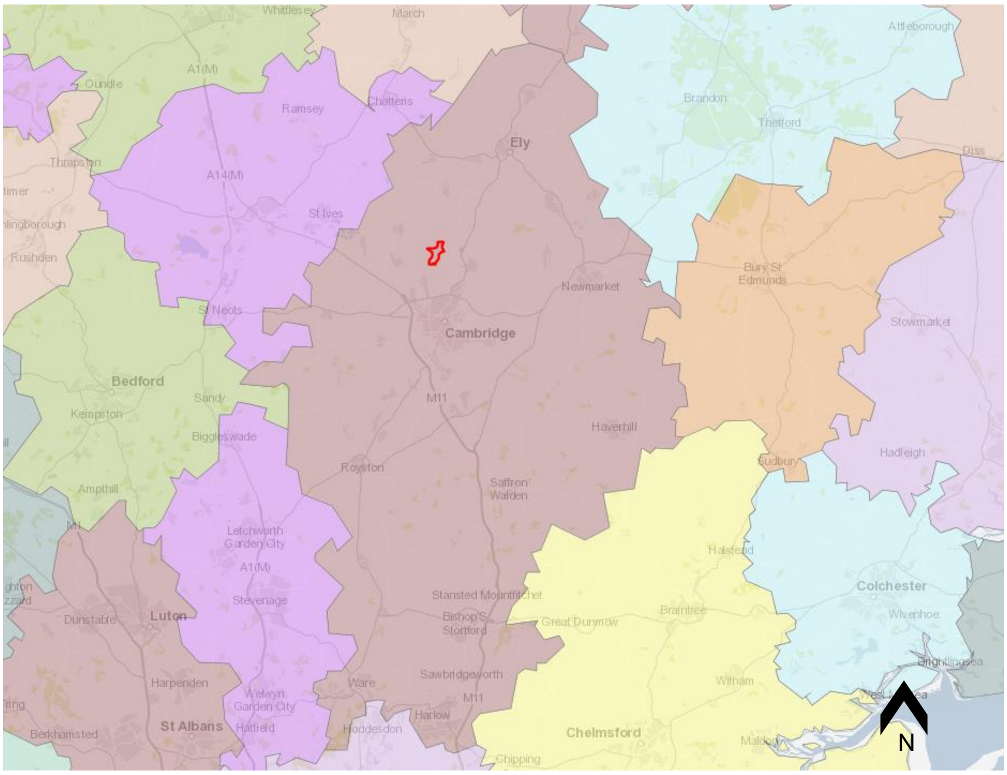
3.3 The Housing Market Area

63. Identifying the Housing Market Area (HMA) in which Cottenham sits in is important as it justifies the use, and degree of weight that may be accorded to data drawn from secondary sources, such as a Strategic Market Housing Assessment (SHMA). Planning Practice Guidance (PPG) defines a Housing Market Area as a 'geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work'[16].

64. Further PPG guidance states that 'no single source of information on needs will be comprehensive in identifying the appropriate assessment area; careful consideration should be given to the appropriateness of each source of information and how they relate to one another. For example, for housing, where there are issues of affordability or low demand, house price or rental level analyses will be particularly important in identifying the assessment area. Where there are relatively high or volatile rates of household movement, migration data will be particularly important. Plan makers will need to consider the usefulness of each source of information and approach for their purposes. Local planning authorities can use a combination of approaches where necessary.[17]

65. Geographically, Cottenham sits in close proximity to the City of Cambridge and therefore can be understood as falling within the Cambridge HMA defined by both commuting patterns as defined by travel to work areas (TTWA) and patterns within the local housing market. Indeed the figure below reproduces the most recent TTWA for Cambridge, representing a more recent definition from that used in the SHMA. The figure clearly shows that Cottenham sits squarely within the Cambridge TTWA.

Figure 3: Map of Cambridge Travel to Work Area 2011 (Cottenham outlined in red)



Source:https://ons.maps.arcgis.com/apps/MapSeries/index.html?appid=397ccae5d5c7472e87cf0ca766386cc2

66. Notwithstanding, in accordance with PPG, it is important not to lose sight of Cottenham's specific characteristics that distinguish it from the wider HMA. Moreover, we seek to identify 'market segments' i.e. the notion that not all housing types or economic development have the same appeal to different occupants[18].

[16] PPG Paragraph: 010 Reference ID:2a-010-130729

[17] PPG Paragraph: 009 Reference ID: 2a-009-20140306

[18] PPG Paragraph: 008 Reference ID: 2a-008-20140306

4. Quantity

RQ1. What quantity of housing is appropriate for the Neighbourhood Plan Area?

67. We have estimated the quantity of housing needed in NPA according to five different sources:

    1. Proposed Submission Local Plan 2011-2031
    2. Strategic Housing Market Assessment (2011-2031)
    3. DCLG household projections
    4. Net home completion rates 2001-2017
    5. A new standard methodology proposed by DCLG in September 2017

68. These calculations are set out below.

4.1 Proposed Submission Local Plan 2011-2031

69. Given the extent to which the current adopted Development Framework can be considered to be out of date (now more than 10 years since its adoption), this HNA considers only the implications of housing figures put forward by the PSLP. The PSLP puts forward a housing requirement of 19,000 dwellings for the district over the Plan Period between 2011 and 2031; this is the target put forward by the Cambridgeshire Strategic Housing Market Assessment (the SHMA) produced by Cambridgeshire Insight[19]. This number was revised to a new figure of 19,500 as a result of the Objectively Assessed Need: Further Evidence (OANFE) document prepared in 2015.The 'fair share' of this figure to be apportioned to CPC may be calculated from the proportion of homes in the NPA as recorded in Census 2011. At the time of the last Census there were 2,534 dwellings in the NPA, or 4.11% of all homes in the district. Therefore, **799 homes** (4.11% of 19,500) homes should be allocated as the 'fair share' of the 2015 district target.

70. In arriving at a final total for CPC based on this concept of fair share, it is important to take into consideration that there were 84 net dwellings completed between 01/04/11 and 31/03/17 in the NPA[20]. Allowing for these completed dwellings, a housing target for CPC that is in conformity with emerging district policy of SCDC is **715 dwellings (799-84) between 2017 and 2031 or 51 homes per year (rounded).**

71. It is important to note that the PSLP clarifies that just 900 of the total number of homes needed will be delivered in more sustainable villages such as Cottenham and other rural centres, and minor rural centres over the plan period. Given that Cottenham makes up 7.12% of the population of the total of all of these villages, (85,580 according to 2011 Census Data) this would result in a housing need figure of just 64 over the plan period, meaning that Cottenham would already have met its plan target as of 2017. However a degree of caution is needed as SPLP is not yet adopted policy and major permissions totalling close to 450 homes have already been granted in the parish. Furthermore, this figure reflects constraints based on land availability and other issues such as flood, greenbelt and transport considerations, in rural and minor rural centres. The role of this HNA is to consider unconstrained housing need arising from within the local community of the NPA.

4.2 Strategic Housing Market Assessment

72. It is important to remember that the SHMA presents a demand-side only, or 'unconstrained' assessment of need (often identified as Objectively Assessed Need, or OAN[21]), as opposed to a final housing target. The final housing target will take into account a number of other factors, including for example the availability of land, viability, infrastructure and environmental constraints and the results of consultation.

73. The evidence base for the emerging South Cambridgeshire Local Plan consists not only of the SHMA referred to above, but also the Objectively Assessed Need: Further Evidence (OANFE) document produced by Peter Brett Associates in 2015. Where the former identifies an OAN of 19,000 (then revised up, as set out above), the

[19] PSLP, page 25
[20] Data supplied by SCDC, 26/10/17
[21] The OAN includes the baseline demographic need, plus any adjustments made to official forecasts to account for projected rates of household formation post 2021, past suppression of the formation of new households, the effect of past under-supply, employment forecasts, market signals and affordable housing need (as set out in paragraph ID2a-004 of the NPPG). This is sometimes described as 'policy off' because it does not take account of final policy responses as a result of taking into account capacity, environmental and infrastructure constraints.

OANFE produces an updated figure, taking into account market signals, to arrive at a target for the district of 19,337 dwellings.

74. The SHMA presents an appropriate starting point for deriving need at the NP level, because it is the most up-to-date evidence available, and importantly, because it takes into account the latest population and household projections, as set out in the 2014 Sub-National Population Projections on which the Household Projections are based, which the PPG guidance suggests should be taken as a 'starting point' in determining need at the local authority level.

75. To calculate the NPA's 'fair share' of this target, it is again possible to use Cottenham's proportion of all dwellings in the district (4.11%). This produces a figure of 794 dwellings (rounded). Furthermore, it is necessary to take into consideration homes built in the NPA in recent years: since 2011, as set out above, 84 dwellings have been built; producing a final target of **710 dwellings over the plan period (794-84), or 51 per year (rounded).**

4.3 DCLG Household Projections

76. The Department for Communities and Local Government (DCLG) periodically publishes household projections. The NPPG recommends that these household projections should form the starting point for the assessment of housing need.

77. The most recent (2014-based) household projections were published in July 2016[22], and extend to 2039. Although population projections are only available at a local authority level, a calculation of the share for the NPA is nevertheless possible for the household projections based on the NPA's household numbers in the 2011 Census.

78. At the 2011 Census, South Cambridgeshire had 59,960 households and the NPA 2,469 households, or 4.11% of the total (rounded).

79. In the 2014-based household projections, the projection for 2031 is for 76,558 households in South Cambridgeshire. Assuming it continues to form 4.11% of the district total, the NPA's new total number of households would be 3152 (rounded); anticipating 684 new households forming in the NPA between 2011 and 2031 (or a rate of growth of 34.17 households per year). The number of households does not, however, equate precisely to number of homes, with the latter slightly higher in most places. The NPA is no exception; in the 2011 Census, there were 2,469 households but 2,534 homes. This gives a ratio of 0.97 households per home. In the case of NPA, then, a projection of (684/.97) new households translates into a need for 3072 homes (rounded).

80. These figures are based on the assumption that 2014-based government projections as to household growth at the Local Authority level are accurate. As the annual mid-year population estimates have now been released for 2016, the 2014-based household projections may need to be 'rebased' for accuracy. The mid-2016 population estimates give the actual number of people in the NPA at that point, meaning the difference between the estimated and the previously projected number of households can to be taken into account in future projections.

81. The 2014-based household projections were based on the 2014-based Sub-National Population Projections, which estimated that by 2016 there would be 157,100 people in South Cambridgeshire. The mid-2016 Estimates show that based on the latest information there were estimated to be 156,468 people, which is lower than the projections by 632 people. Assuming average household sizes remain constant (in 2011 there were an average of 2.48 people per household, obtained by dividing population by number of households) this equates to 255 fewer households across South Cambridgeshire.

82. Taking 76,303 (76,558-255) as our revised household number at 2031, this equates proportionally to 3,142 households in the NPA (rounded), producing a revised growth in the number of households between 2011 and 2031 of 673. Taking into account the disparity between household numbers and dwelling numbers (673/.97), this produces figure of 693 homes. Netting off the 84 dwellings completed since 2011, we arrive at **a re-based household projections-derived dwellings need of 609 dwellings over the plan period, or 30 dwellings per annum.**

83. This projection is an entirely unconstrained, theoretical figure comprising a relative proportion of the overall projected increase, and thus does not take into account political, economic, demographic or any other drivers or sustainability considerations that might have influenced, or may in future influence, the Local Plan distribution across the District and hence any difference between this figure and a future Local Plan-derived figure.

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

4.4 Net home completion rates 2001 – 2017

84. Consideration of home growth 2001-2011 provides a projection based on the rate of delivery of net new homes between the two censuses. There was an increase of 189 homes in the NPA between these two dates, or an average annual rate of increase of 19 homes (rounded). Multiplying this annual figure by the number of years remaining of the plan period from 2017 **produces a gross need for 266 homes, based on 19 per annum.**

85. It is also helpful to consider a projection based on the rate of delivery of net new homes since the last census (2011), using data gathered and monitored by the LPA. As we have seen, between 1st April 2011 and the 31st March 2017, 84 new dwellings were completed. This equates to an annual rate of delivery of 14 homes (84 divided by 6, the number of years elapsed). If this rate of delivery was continued to 2031, this would equate to **a projection of 196 homes over the plan period of 2017-2031** (14 x 14, rounded to the nearest whole number).

86. It is important to note the disparity between the two 'home growth' figures; this reflects the susceptibility of the development industry to fluctuations in demand and costs of development, among other factors. To allow for these peaks and troughs, and provide a more realistic picture of the quantum of development could be delivered over the plan period, we have taken the aggregate of the homes growth between 2001 and 2017; this comes to 273 (189 + 84) dwellings. Expressed as an annual average rate, this is 17 dwellings per annum. This produces projection derived from homes growth between 2001 and 2017 of **238 homes (rounded) over the remaining plan period of 2017-2031** (17 x14 years), based simply on past supply rates, which are affected by significant constraints as discussed above.

87. It is also relevant to note that recent major permissions in Cottenham include provisions for some 446 homes (S/1952/15/OL - 50, S/2413/17/OL – 270 and S/1606/17/OL - 126) over the next five to ten years, which could represent a significant increase in delivery over past completions.

4.5 The Standard Methodology

88. In October 2017, the government issued for consultation the Standard Methodology for Assessing Housing Need (SMAHN). The purpose of the SMAHN is to simplify the process of arriving at an OAN for housing at local authority level, thus avoiding both the expense of producing complex SHMAs and the disagreements surrounding their methodologies. Given that, within the next six months some form of SMAHN is likely to be introduced; it is worth considering what impact, if any, this will have on assessing housing need in Cottenham.

89. Proposed updates to the PPG include a requirement that LPAs provide a housing need figure to neighbourhood planning groups, and that they may do this by making a reasoned judgement based on the settlement strategy and housing allocations in their plan, so long as the local plan provides a sufficiently up-to-date basis to do so.[23]

90. In the case of South Cambridgeshire District Council, the Local Development Framework was adopted in 2007, and is therefore out-of-date, and does not provide a reliable basis for arriving at a housing need figure for the NPA. The indicative assessment using the SMAHN formula 1,182 dwellings per annum for South Cambridgeshire District. This is an uplift on the current annual figure of **26%** set out in the currently adopted Local Plan (2007), and suggests there should be an increase of 215 additional dwellings per annum, or 5160 over the Plan Period from 2007-2031.

91. As this total falls well within the proposed 40% cap using the annual housing requirement figure currently set out in their Local Plan, it is reasonable to assume at this point that SCDC may see an uplift in its housing need figure in the order of 26% with the introduction of the SMAHN.

92. Given the Local Plan is not currently up-to-date, it is necessary to use the Government's proposed formula for arriving at a housing need figure for NPA in these circumstances.

"The proposed formula is simply to take the population of the neighbourhood planning area and calculate what percentage it is of the overall population in the local planning authority area. The housing need figure in the neighbourhood planning area would then be that percentage of the local planning authority's housing need."[2]

93. Building on this proposed approach, we can estimate that the annual requirement for NPA, based on the proportion of the population of South Cambridgeshire falling into the NPA rather than the number of dwellings, would be 40 dwellings per annum (rounded). Annualising this rate for 2011-2031 gives a figure of 800 homes, and subtracting the number of homes already delivered since 2011 leaves **716 homes to be built in the NPA to 2031, or 51 homes per annum for the rest of the plan period.**

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[23] DCLG, planning for the right homes in the right places: consultation proposals, page 31
[2] Planning for the Right Homes in the Right Places, pp. 32

5. Tenure

RQ2. What affordable housing (social housing, affordable rented, shared ownership, intermediate rented) and market tenures should be included in the housing mix?

94. The PPG states that HNAs should investigate household tenure in the current stock and recent supply, and make an assessment, based on a reasonable interpretation of the evidence gathered, whether continuation of these trends would meet future needs or whether, on account of significant misalignments between supply of housing and local need/demand, policies should support a change to the profile of tenure within the NPA's housing stock.[24]

5.1 Definitional issues

95. It is necessary at this stage of the study to make clear the distinction between affordable homes as a piece of planning terminology and the colloquial meaning of the phrase. In the course of this study, we refer to Affordable Housing, abbreviated to 'AH'. We mean by this those forms of housing tenure that fall within the definition of Affordable Housing set out in the National Planning Policy Framework (NPPF): social, affordable rented and various forms of intermediate housing. To distinguish this from the colloquial definition, we refer to the latter as Affordable Market Housing (AMH).

96. In this paragraph we briefly review the proposed reforms to the definition of AH set out in the Government's Housing White Paper published in February 2017. These reforms make clear its commitment to home ownership but recognised the important role of affordable rent for those not currently seeking home ownership. The changes proposed would broaden the definition of affordable housing, supporting 'present and future innovation by housing providers in meeting the needs of a wide range of households who are unable to access market housing'. This would include 'products that are analogous to low cost market housing or intermediate rent, such as discount market sales or innovative rent to buy housing. Some of these products may not be subject to 'in perpetuity' restrictions or have recycled subsidy'.

97. The Housing and Planning Act 2016 made provision for a new simplified definition of affordable housing as 'new dwellings…to be made available for people whose needs are not adequately served by the commercial housing market'[25]. Secondary legislation is required to implement this definition, necessitating further parliamentary debate[26].

98. The Housing White Paper[27] confirms that a revised definition of AH will be brought forward through changes to the NPPF later this year, proposing a definition as 'housing that is provided for sale or rent to those whose needs are not met by the market (this can include housing that provides a subsidised route to home ownership' and which 'meets the criteria' for one of the following models[28]:

- **Social rented housing**, defined as currently and owned by local authorities and private registered providers with guideline target rents determined through the national rent regime. It may be owned by other persons and provided under equivalent rental arrangements, as agreed with the local authority or Homes and Communities Agency;

- **Affordable rented housing**, defined as currently and let by local authorities or private registered providers of social housing to households eligible for social rented housing. Affordable rent is controlled at no more than 80% of the local market rent including service charges where applicable;

- **Starter Homes**, as defined in the Housing and Planning Act 2016 and subsequent secondary legislation with an income restriction of £80,000 outside London. These homes are expected to provide a new low cost market housing product for first time buyers between the ages of 23 and 40 with a mortgage, sold for no more than 80% of open market value and capped at £250,000 outside London;

[24] PPG Paragraph: 021 Reference ID: 2a-021-20160401
[25] Housing and Planning Act 2016, part 6, section 159 (4)
[26] Section 159(2) of the Act inserts '(3ZB) No regulations may be made under section 106ZB [which contains the updated definition of affordable housing] unless a draft of the instrument containing the regulations has been laid before, and approved by a resolution of, each House of Parliament'
[27] DCLG (2017) Fixing our Broken Housing Market (para A.120)
[28] Ibid (p100)

- **Discounted market sales housing**, sold at a discount of at least 20% below market value with provision to remain at a discount for future eligible households. Eligibility is to be determined with regard to local incomes and house prices;

- **Affordable private rent housing**, made available for rent at a level which is at least 20% below local market rent with provision to ensure that rent remains at a discounted level or alternative affordable housing provision is made if the discount is withdrawn. This is viewed as particularly suited to the provision of affordable housing in Build to Rent schemes; and

- **Intermediate housing**, defined to include discounted market sales and affordable private rent housing – as outlined above – and other housing that is 'provided for sale and rent at a cost above social rent, but below market levels'.

99. A transition period is proposed to enable a review of local policies, with the revised definitions intended to apply from April 2018. The Government also intends to introduce a requirement for sites of 10 units or more to ensure that at least 10% of all homes are affordable home ownership products, including Starter Homes, shared ownership homes and homes available for discount market sale.

100. The evidence assembled to answer RQ2 seeks to populate a series of 'key indicators'; these are the age structure of the population, household composition and income both now and how they are forecast to change in future years. Through a consideration of these trends and how they interrelate to each other, it is possible to arrive at recommendations as to how not only the tenure of housing in the plan area, but also type and size should be modified through planning policy.

5.2 Current tenure profile

101. Before we present this data, it is necessary to present a picture of tenure in the NPA at the moment. Table 4 below presents Census data from 2011 that shows the heavy dominance of dwellings in owner occupation in Cottenham, indeed, somewhat higher than in South Cambridgeshire as a whole, and substantially higher than in England. The proportion of dwellings that fall into social and intermediate forms of affordable housing are, conversely, below regional and national trends, at 13.8%.

Table 4: Tenure (households) in Cottenham, 2011

Tenure	Cottenham	South Cambridgeshire	England
Owned; total	73.8%	70.3%	63.3%
Shared ownership	1.7%	2.1%	0.8%
Social rented; total	12.1%	14.3%	17.7%
Private rented; total	11.5%	12.0%	16.8%

Source: Census 2011, AECOM Calculations

102. Table 5 below allows us to take a longitudinal perspective, identifying how the tenure profile of the NPA has shifted between the two last censuses. From this, it is possible to identify a very modest shift away from owner occupation, in line with the national trend, which is set against the trend for the district. This is marked with a significant increase in the number of households in the private rented sector (PRS). It should be noted, however, that this starts from a relatively low base: in 2001 there were only 98 PRS properties in Cottenham; whilst in 2011 this number had risen to 298. The increase in shared ownership properties seen below was also from a low base, from 23 properties in 2001 to 41 in 2011.

Table 5: Rates of tenure change in Cottenham, 2001-2011

Tenure	Cottenham	South Cambridgeshire	England
Owned; total	-0.4%	8.5%	-0.6%
Shared ownership	78.3%	206.8%	30.0%
Social rented; total	2.8%	13.1%	-0.9%
Private rented; total	188.8%	112.9%	82.4%

Source: Census 2001 and 2011, AECOM Calculations

103. There were 189 dwellings built or subdivided between the two censuses, and it is likely that many of these have been for private rent. However, since there was an increase of 200 PRS properties in Cottenham over that period, some properties were likely converted from other tenures and or subdivided. This illustrates the capacity of the market to flex with demand. With a relative limit on the supply of affordable housing in Cottenham, particularly when compared with the district as a whole, private rental sector is helping fulfil a need for those households unable to buy their own home on account of insufficient household income and/or the lack of a purchase deposit.

104. In addition to providing a form of AMH, PRS also plays a de-facto role in addressing AH need; this is evidenced in data, shown below in Table 6, reproduced from SHMA 2013[29] showing the proportion of those households living in PRS housing who are also in receipt of Local Housing Allowance. The figure for South Cambridgeshire is 16%, suggesting that 45 PRS dwellings in Cottenham may be de facto AH, or 1.84% of all dwellings in the parish. Whilst this would not be sufficient to make up the deficit in social rented dwellings (14.3%-12.1%=2.2%) between Cottenham and South Cambridgeshire as a whole, it does go some way towards explaining how this need has been met within the Parish.

Table 6: Private rented sector households and Local Housing Allowance

	Private tenants receiving LHA (Feb 2013)	Private rented sector households (April 2011)	Estimated percentage of LHA recipients
Cambridge	1,278	12,258	10%
East Cambridgeshire	1,112	4,576	24%
Fenland	3,066	6,341	48%
Huntingdonshire	2,340	9,770	24%
South Cambridgeshire	1,176	7,174	16%
Forest Heath	1,320	6,195	21%
St Edmundsbury	1,675	6,798	25%
Cambridge sub-region	**11,967**	**53,112**	**24%**

Source: DWP, Census, HSSA

105. Bringing the evidence relating to current tenure together, three key trends emerge: the dominance of owner-occupation, the relatively lower amount of affordable housing available in the existing stock in Cottenham when compared with South Cambridgeshire, and the growth of PRS (a proportion of which is likely to have made up for the relatively lower amount of affordable housing available).

106. We are now in a position to consider evidence relating to affordability and what this tells us about whether the current tenure profile is likely satisfy current and future community needs.

5.3 Affordability Ratios

107. Affordability considers the relationship between price of a good, and the money to which the individual has access to purchase it. In the context of housing, a useful, albeit crude, indicator that provides an understanding of this relationship is the Median Affordability Ratio (MAR) and the Lower Quartile Affordability Ratio (LQAR); both produce a number that expresses lower quartile or median house-prices as a multiple of lower quartile or median household incomes. Considering LQAR is helpful both as a way of understanding the extent to which those on lower incomes can access affordable market housing for sale and the relative affordability of housing in the NPA compared to other places. Considering MAR gives a broader picture of affordability for a 'typical' or median household.

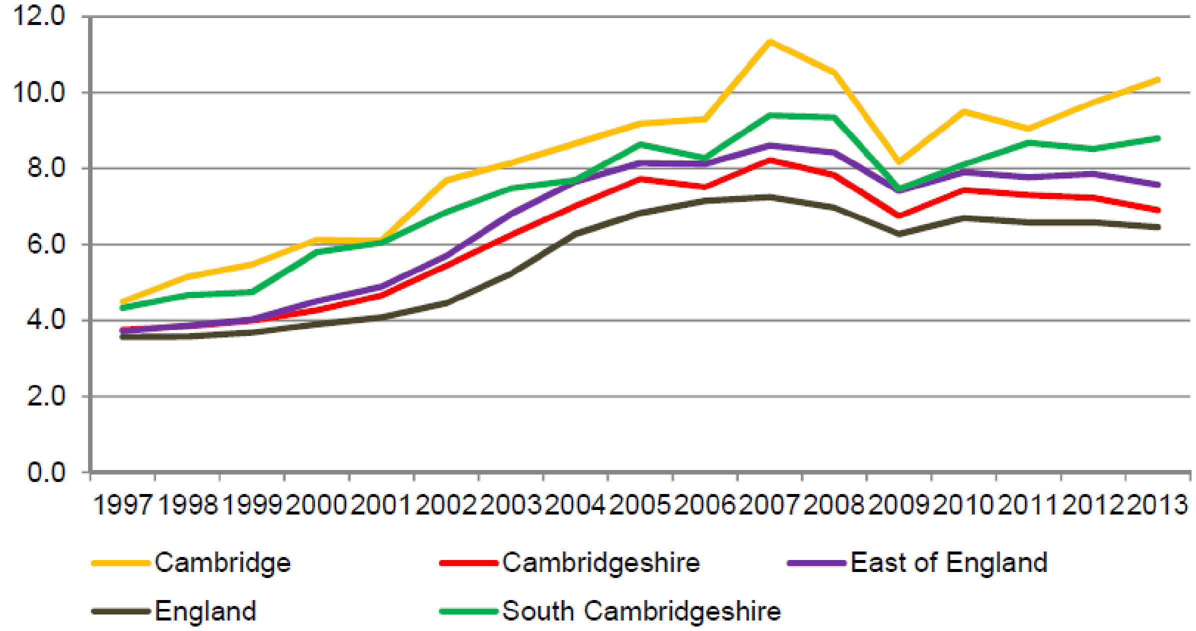
108. It is highly relevant to consider affordability ratios given that PPG already states the need to consider "affordability constraints (as reflected in rising prices and rents, and worsening affordability ratio)"[30] as noted above. Furthermore, current proposes by DCLG on a new methodology for calculating housing need hinge on affordability ratios as a key 'market signal' to adjust housing projections.

109. On the following page we reproduce OAHNFE15 figure 3.4 that shows a longitudinal assessment of LQAR between 1997 and 2013 at regional and national levels. From this, it is possible to see how prices have outstripped household income, moving from the relatively affordable Affordability Ratio of just over 4 times

29 SHMA 2013, Section 6.2, page 10
30 http://planningguidance.communities.gov.uk/blog/guidance/housing-and-economic-development-needs-assessments/methodology-assessing-housing-need/#paragraph_020

income in 1997 to roughly 8.4 times income by 2013, following a dip in house prices as a result of the financial crisis. Given that the maximum multiple of income offered by many mortgage companies is 3.5, it is clear that, for many people, affordable market housing (AMH) for sale is beyond their reach.

Figure 4: Lower Quartile Affordability Ratio, 1997-2013



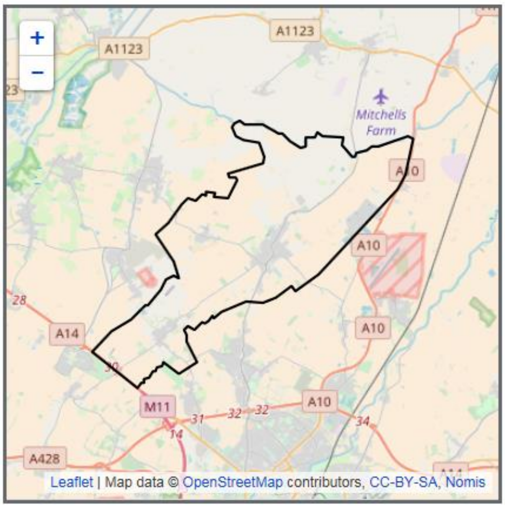
Source: DCLG Table 576

110. Indeed, it is possible to supplement this data with more recent information from the Cambridgeshire Atlas Ward Profiles, [31] which showed that by 2015-16, the lower quartile affordability ratio for South Cambridgeshire as a whole was 12.35, with the median affordability ratio at 8.75, suggesting that by 2016, even the median affordability ratio had worsened to the levels seen in the figure above for the lower quartile ratio in 2013. This dramatic worsening implies that over that period, a typical family would find it as difficult to access for-sale market housing as had previously been experienced by a family on a much lower income.

111. Furthermore, the Atlas provides income data for Wards, which in the case of Cottenham broadly corresponds with the parish boundary, except in including Rampton and Oakington. As this is the only geographical area for which such data is available, this has been considered to be an acceptable best-fit boundary. These data suggest that Cottenham had a somewhat lower LQAR then South Cambridgeshire as a whole (i.e. it is more affordable, relatively), at 11.76, with a more substantially lower MAR of 7.93. Still, in comparing these more up to date figures with the figure above, there is a clear trend towards worsening median affordability.

[31] http://atlas.cambridgeshire.gov.uk/Profiles/WardProfiles/atlas.html

Figure 5: Map of Cottenham Ward Boundary, 2011



Source: https://www.nomisweb.co.uk/

112. We can get a clearer picture of affordability of dwellings for sale at the local level by considering the level of mortgage finance available to a household based on lending multiples. In Table 7 below, we analyse the 111 property sales in the NPA in 2016 to arrive at mean house prices by type. The four types of housing reflect the way that data is collected by the Land Registry. Due to the sample size, a mean rather than median has been used. A lending multiple of 3.5 is generally considered the maximum borrowing level that financial institutions will entertain (i.e. 3.5 times income). Applying this level to actual house prices shows the necessary income to afford a mortgage for such a home.

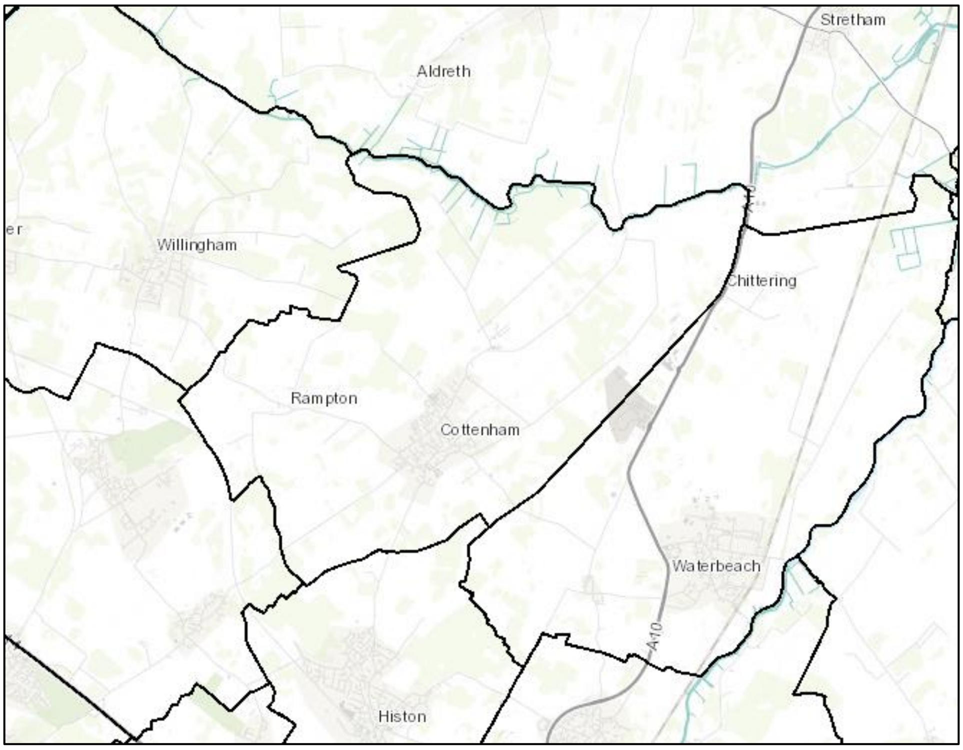
Table 7: Mean house prices in Cottenham, 2016

	2016 mean	-10% deposit	Income required for mortgage at 3.5x
Detached	£440,483	£396,435	£113,267
Semi-Detached	£320,127	£288,114	£82,318
Terraced	£262,833	£236,550	£67,586
Flats	£145,750	£131,175	£37,479
All Types (weighted)	£338,545	£304,691	£87,054

Source: Land Registry PPD, AECOM Calculations

113. The mortgage figures described provide benchmarks, but it is helpful to consider actual incomes in the NPA. To do so, it is necessary to turn to ONS data on average incomes. Whilst this data does not include median incomes, and therefore does little to describe actual income distribution in the NPA, it is still informative to consider the figures to gain a broad understanding of income in Cottenham itself. The data is collected for the geography shown in the figure on the following page, which broadly corresponds with the Parish boundaries, which is considered appropriate proxy for the NPA when considering household income.

Figure 6: Best fit ward for Cottenham Parish boundary



Source: https://www.arcgis.com/

114. This data that the average weekly household income in this ward is £980, which translates to roughly £3,920 per month or £50,960 per annum. Even this unweighted average is in marked contrast to the figures above, showing that even with a mean income in this area; a family would be unable to afford the mortgage for any housing type save flats. Furthermore, the actual number of flats available in the area is small, with just 1 sold in 2016, and this is reflected in the average price of all types noted in Table 7 above. This further demonstrates the affordability issues faced by residents on average incomes in Cottenham. Indeed, whilst the median income would likely be lower than the mean described above, even using the median, we can calculate, based on mean house prices, a mean affordability ratio for Cottenham, as shown in the table below:

Table 8: Mean affordability ratio of different housing types in Cottenham

	2016 Mean House Price	2016 Mean Annual Household Income	Mean Affordability Ratio
Detached	£440,483	£50,960	8.64
Semi-Detached	£320,127	£50,960	6.28
Terraced	£262,833	£50,960	5.16
Flats	£145,750	£50,960	2.86
All Types	**£338,545**	**£50,960**	**6.64**

Source: Land Registry PPD, AECOM Calculations,ONS

115. Indeed, CPC has indicated its concern for households earning less than £28,000 per annum, particularly those holding a local connection to the Parish. Due to the lack of availability of local income distribution data for wards, parishes, or smaller census areas such as MSOAs, it is difficult on a very local level to understand what percentage of the population is actually affected by these levels of affordability given their income, or where households earning £28,000 per annum might fall within this spectrum. However, it is possible to consider the affordability ratio, based on the mean prices in Cottenham in Table 7 above, implied by this level of income, and how this compares with the affordability ratios described in paragraph 111 above.

116. What these figures suggest is that the £28,000 figure is a good proxy for the Lower Quartile Income in Cottenham (which as described above has an LQAR of 11.76), on the basis that the lower quartile of house prices is similar to the mean price of a semi-detached house in 2016. This would then imply that 25% of households earn less than the £28,000 figure.

Table 9: Affordability ratio of 28k income for mean house prices in Cottenham

	2016 mean	Affordability Ratio based on 28k income
Detached	£440,483	15.73
Semi-Detached	£320,127	11.43
Terraced	£262,833	9.39
Flats	£145,750	5.21
All Types (weighted by availability)	*£338,545*	*12.09*

Source: Land Registry PPD, AECOM Calculations

117. Furthermore, SHMA13 suggests that an income of £34,840 would be required to afford a three bedroom home defined as 'Lower quartile market purchase.' The gap between this figure and the estimated lower quartile income figure of £28,000 demonstrates the relative unaffordability of Cottenham to households on lower quartile incomes. Without significant financial assistance from family members to buy more equity and thus reduce the necessary mortgage, home ownership is out of reach for many in Cottenham. Indeed, SHMA13 provides specific data that quantifies the proportion of the population in South Cambridgeshire unable to afford a variety of different tenures.

118. We reproduce Table 12 from the SHMA as Table 13 below. This data suggests that for those on an estimated lower quartile income of £28,000, the only potentially affordable housing tenures would thus be those in the table below that less than 25% of the population would find unaffordable. This makes clear that only subsidised forms of housing, rather than market forms of housing (such as private rent and market purchase) would be appropriate for such households.

Table 10 (extract): % population unable to afford dwellings of different sizes and tenures

	1 bed	2 bed	3 bed	All
Unable to afford				
Housing Association rent	13%	18%	20%	18%
LA rent	13%	15%	17%	15%
Affordable Rent (80%)	22%	27%	33%	30%
Shared ownership (25%)	11%	15%	22%	17%
Shared ownership (50%)	18%	23%	31%	25%
Shared ownership (75%)	27%	31%	42%	34%
Lower quartile private rent	27%	31%	39%	31%
Average private rent	28%	36%	43%	42%
Lower quartile market purchase	28%	40%	48%	47%

Source: Hometrack House Prices (chapter 5), VOA rents (chapter 6), NROSH social rents (chapter 7), CORE Intermediate sales (chapter 8) and CACI from Hometrack

5.4 Housing Waiting List

119. So far, we have considered housing need based on a statistical understanding of affordability in relation to household income. A necessary additional component to quantify need for affordable housing (AH) in the NPA is identifiable demand expressed through entries on a housing need register. In the absence of such a register that is specific to the NPA, the data contained in the Housing Waiting List for the whole district maintained by SCDC may be used.

120. We contacted SCDC for their assessment of the number of households currently on the waiting list who have a local connection to Cottenham. They reported back there are currently 98 households on the housing need register who have specified their preference is to live in Cottenham, out of a total of 2089 households for South Cambridgeshire as a whole. This represents 4.7% of entries on the list, (compared with Cottenham's 4.1% share of all households in South Cambridgeshire at the 2011 census). Furthermore, the number of applications on the housing register as of October 30th, 2017 has increased by approximately 24% in the 18 months since May, 2016[32], demonstrating a significant increase in affordable housing need across the district, with the number with

[32] SCDC Housing Statistical Information Leaflet, October 2016

a local connection to Cottenham growing even more significantly, by 40% (28 households). The entries for Cottenham are broken down as follows:

Table 11: Housing need register entries with local connection to Cottenham

Specific Village Local Connection	Bedroom Requirements for applicants aged under 60				Bedroom Requirements for applicants aged 60+			Total	Comparison to 2016
	1 Bed	2 Bed	3 Bed	4+Bed	1 Bed	2 Bed	3 Bed		
Cottenham	29	31	11	1	25	1	0	98	+28

Source: SCDC

121. As with many affordable housing waiting lists, the list for South Cambridgeshire is banded. The three top bands (A, B, C) comprise identified affordable housing need while band D is named ‘non-priority housing’. In line with standard housing needs assessment practice, we have discounted households designated ‘D’ so that our assessment covers only those in genuine priority need of affordable housing. Although the waiting list is only a snapshot in time, these households would represent 15% of the average housing projection of 670 dwellings till the end of the plan period described above.

122. As we have seen, PSLP Policy HG/3 Affordable Housing sets out the ambition that all developments of two or more dwellings will include 40% affordable housing. Given the level of housing need in the village however, it is clear that the rough target of 64 dwellings to be built in South Cottenham over the plan period would not, even were 100% of these to be affordable, deliver enough housing to meet local affordable housing needs, let alone need of market housing. Similarly, the 446 dwellings forming major permissions in the village are unlikely to deliver a suitable quantum of affordable housing to meet local needs, even were the 40% policy aspiration to be achieved, as this would deliver just 178 affordable homes.

123. However, if 40% of the total housing need of 670 dwellings over the plan period was actually delivered as affordable, to meet local affordable housing need, this would imply an overall level of delivery of 268 dwellings over the plan period. These figures are hypothetical given the known difficulties of delivering affordable housing alongside market housing; however, they do provide outline figures demonstrating how affordable housing needs might be met in the context of wider housing delivery.

124. Furthermore, given that the current joint examination of South Cambridgeshire and Cambridge’s Local Plans hinges specifically on the quantity of affordable housing needed and how this relates to overall housing delivery in both Local Authorities, it would not be proportionate for the Cottenham Neighbourhood Plan to put forward its own policies for affordable housing, unless where these are aimed at increasing the overall amount of housing to be delivered.

125. Indeed, as discussed above, those specifying a local connection to Cottenham make up a slightly higher percentage of entries across the district than would be expected given its population. As such, it is likely that Cottenham’s affordable housing need will be broadly in line with that put forward by the SHMA.

126. The SHMA sets out a net affordable housing need of 5,573 affordable homes for South Cambridgeshire, with further evidence produced by Peter Brett Associates in 2015 and 2016 to support this figure. Based on the number of households in Cottenham in 2011 (2,469 of 59,960), a proportional share of this would be 229 affordable dwellings over the plan period.

127. However, an argument could be made that the proportion of affordable housing needed in Cottenham should relate to actual need data contained within the housing register. Given the slightly higher proportion of the overall need register for South Cambridgeshire represented by those with a local connection to Cottenham (98 of 2089); **this HNA puts forward an affordable housing need of 261 over the plan period for the NPA.**

6. Type and Size

RQ3. What type (terrace, semi, bungalows, flats and detached) and size (number of habitable rooms) of housing is appropriate?

128. As identified earlier in this study, PPG recommends a consideration of the existing housing provision and its suitability, having regard for demographic shifts in age and household composition as well as affordability, to address future as well as current community need. For this reason, we start with a consideration of the existing housing stock, and then discuss the age structure of the population in Cottenham and the composition of households in the Parish. We then consider how these might change in future, and how these changes relate to the preferences expressed by Parish residents in the Neighbourhood Plan Survey.

6.1 The existing housing stock

129. In Table 12 below we set out the distribution of the housing stock across the various types; from this data it is clear the dominant house type in both Cottenham and South Cambridgeshire is that of detached houses, nearly double that of England as a whole in both cases, followed by semi-detached and terraced homes. The primary difference between Cottenham and the district is fewer semi-detached homes and flats, and slightly more terraced houses.

Table 12: Accommodation type (households) in Cottenham, 2011

Dwelling type		Cottenham	South Cambridgeshire	England
Whole house or bungalow	Detached	44.0%	41.4%	22.4%
	Semi-detached	28.5%	33.5%	31.2%
	Terraced	20.8%	17.7%	24.5%
Flat, maisonette or apartment	Purpose-built block of flats or tenement	2.1%	5.0%	16.4%
	Parts of a converted or shared house	0.9%	0.8%	3.8%
	In commercial building	0.6%	0.5%	1.0%

Source: Census 2011, AECOM Calculations

130. In Table 13 below we identify that, of the 2,469 households in Cottenham at the time of the last Census, 74% (rounded) of households lived in dwellings of 5 or more rooms. This equates to a three bedroom house with two reception rooms.[33] Indeed, 37% lived in dwellings of 7 rooms or more. This indicates the area is dominated by larger homes, with small dwellings of 4 rooms or less constituting only 26% of all properties. Note that the data for households occupying 9 or more rooms was only collected from 2011 onwards.

Table 13: Number of rooms per household

Number of Rooms	2001 Cottenham	2001 South Cambridgeshire	2011 Cottenham	2011 South Cambridgeshire
1 Room	6	155	3	161
2 Rooms	28	676	28	887
3 Rooms	129	2619	135	3498
4 Rooms	442	8413	485	9511
5 Rooms	467	11886	448	11816
6 Rooms	440	9916	447	10683
7 Rooms	292	6868	328	7992
8 Rooms or more	494	11648	290	6668
9 Rooms or more			305	8744
Total households	**2298**	**52181**	**2469**	**59960**

Source: Census 2001 and 2011, AECOM calculations

[33] SHMA 2013, Section 14.2, page 8

131. From the data presented in Table 13, it is possible to generate a picture of how the profile of rooms per household has changed in the NPA between the 2001 and 2011 Censuses. It is important to note that, according to the census, the numbers of dwellings in the NPA has increased overall by 189, from 2,345 to 2,534. This growth has mainly occurred in larger dwellings, particularly focused on those of 7 rooms or more, with smaller increases seen for 3 and 4 room dwellings (often a 2 or 3 bedrooms) and much larger homes of 7 and 8 rooms or more. Whilst the loss in 1 room dwellings appears dramatic, this is from a low base of 6 to 3 one room homes, and is therefore not considered particularly significant. More significant is the lack of growth in 2 and 3 room homes in comparison with the district as a whole, and indeed England, which suggests a relative lack of supply of homes for new families and for the elderly to downsize into.

Table 14: Change in number of rooms per household 2001-2011

Number of Rooms	Cottenham	South Cambridgeshire	England
1 Room	-50.0%	3.9%	-5.2%
2 Rooms	0.0%	31.2%	24.2%
3 Rooms	4.7%	33.6%	20.4%
4 Rooms	9.7%	13.1%	3.5%
5 Rooms	-4.1%	-0.6%	-1.8%
6 Rooms	1.6%	7.7%	2.1%
7 Rooms	12.3%	16.4%	17.9%
8 Rooms or more	20.4%	32.3%	29.8%

Source: Census 2001 and 2011 AECOM Calculations

6.2 Age Structure

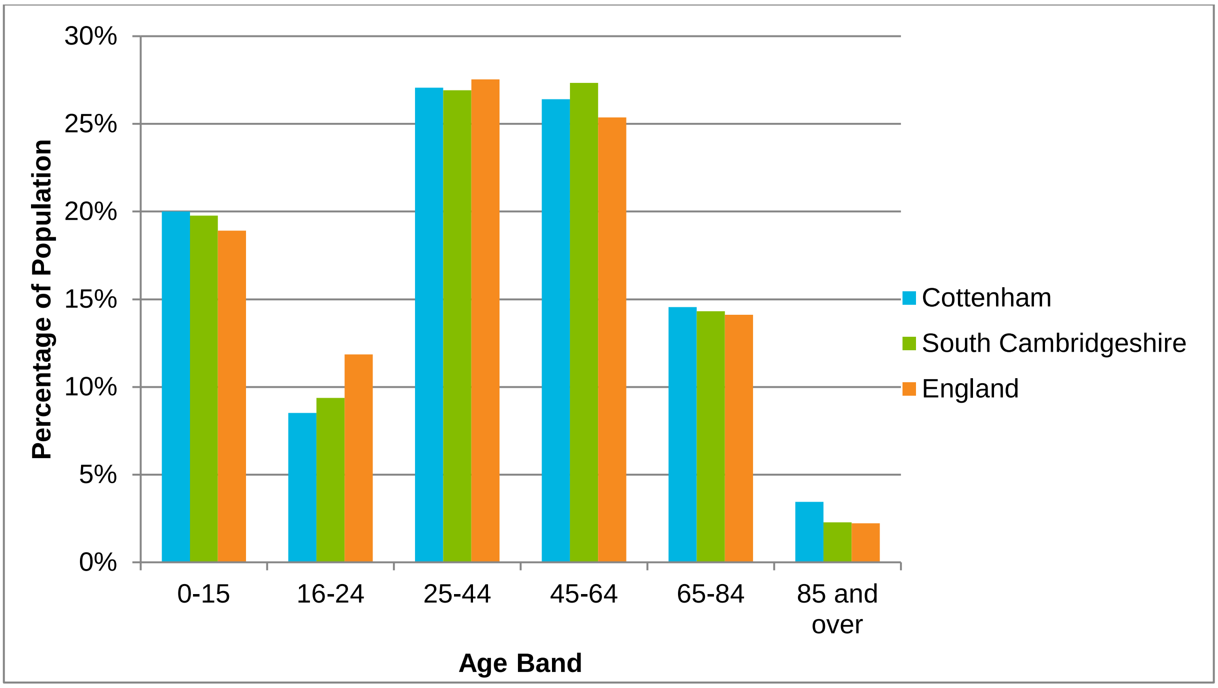
132. In considering the appropriate type and size of housing to be built in the NPA, it is important to consider the age structure of the population as people's age, and indeed the age mix within households, has a significant impact on the way that they occupy housing.

133. From the chart below, it is clear that Cottenham is generally quite similar in terms of its demographics to South Cambridgeshire as a whole, with only slight deviations implying slightly more children, significantly fewer 16-24 year olds, and somewhat more older people, both those aged 65-84 and more significantly, those 85 and over.

134. This translates into 18% of the population being aged 65 and over, versus 17% in South Cambridgeshire and 16% in England. To put this into perspective, were Cottenham to have the same rate of elderly people as England, there would be 122 fewer people over aged 65, which is significant given those people's often specialist housing needs.

135. Overall, those of working age constitute over 60% of the population; this, combined with the proportion of the population of school age, suggests a family orientated community with young and particularly teenage children.

Figure 7: Age Structure



Source: Census 2011, AECOM Calculations

136. Table 15 below provides an understanding of how the age structure has changed between the 2001 and 2011 Census. This suggests the population of the Parish is ageing more rapidly in South Cambridgeshire than in Cottenham, with the 65-84 age group increasing by 27.8% and those aged 85 and over increasing by 36.3%; albeit from a lower base. What is perhaps more noticeable is the drop in people aged 25-44 in Cottenham, particularly when set against the growth in overall population of the village (8%), and of the district (14%).

Table 15: Rate of change in the age structure of the population of Cottenham, 2001-2011

Age group	Cottenham	South Cambridgeshire	England
0-15	6.7%	12.2%	1.2%
16-24	16.1%	13.7%	17.2%
25-44	-8.2%	5.0%	1.4%
45-64	23.1%	18.4%	15.2%
65-84	11.0%	27.8%	9.1%
85 and over	35.5%	36.3%	23.7%

Source: Census 2011, AECOM Calculations

137. In Table 16 on the following page we reproduce Table 19 from SHMA 2013[34]; this provides a forecast of how the age structure will change in future years at the sub-regional level. Considering the data for South Cambridgeshire it is possible to identify increases across all age groups; by far the largest proportional increase, is for the age group aged over 65, with 11537 of 18207 additional households in South Cambridgeshire, or 63%.

[34] SHMA 2013, Section 12.2, page 29

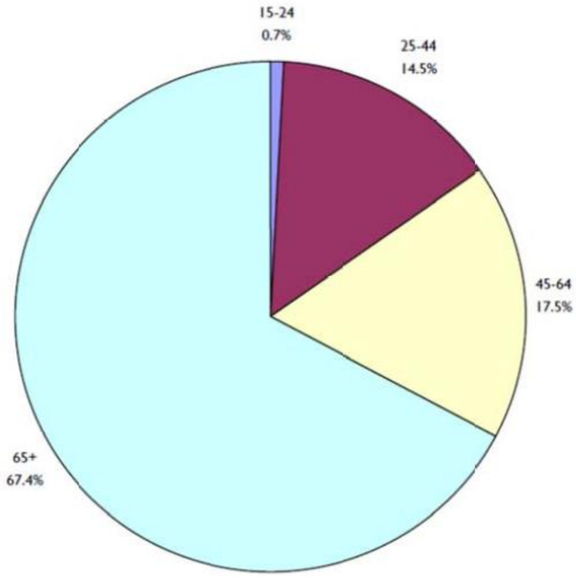
Table 16: Projected increase/decrease in each age group, 2011 to 2031

Number of households	15-24	25-44	45-64	65+	Total
Cambridge	-168	1992	3406	4128	9358
East Cambridgeshire	70	1795	3208	7280	12353
Fenland	222	1191	2531	9466	13410
Huntingdonshire	-8	1564	966	13687	16209
South Cambridgeshire	100	3470	3100	11537	18207
Cambridgeshire	216	10012	13211	46098	69537
Percentage of the total increase	0.3%	14.4%	19.0%	66.3%	100%
Forest Heath	153	1312	1540	4163	7168
St Edmundsbury	255	1353	578	8813	10999
SHMA area	624	12677	15329	59074	87704
Percentage of the total increase	0.7%	14.5%	17.5%	67.4%	100%

Source: 'How many homes' toolkit (based on DCLG 2008-based household projections)

138. Indeed, the more recent SHMA 2013 goes on to suggest that fully 67.4% of the increase in households across the whole housing sub-region may be accounted for by growth in numbers of those aged 65+. This is shown graphically in Figure 8, a reproduction of SHMA figure 4.[35] It is also important to acknowledge the substantial expansion of the working age population, an acknowledgement of the enduring appeal of this part of England as a place in which to bring up a family.

Figure 8: % change in household numbers by broad age band, housing sub-region, 2011-31



Source: 'How many homes' toolkit (based on DCLG 2008-based household projections)

139. Bringing the evidence relating to age structure together, we have identified that Cottenham as a place with a strong orientation towards family life, given the proportion of the population accounted for by adults of parental age (roughly 51%) and children aged 15 and under (20%), as well as a place of retirement. In the future, this profile is likely to continue, although with an increasing shift towards an older demographic as the current family households mature into those of older couples and singles as their children set up households of their own, most of whom will do so outside the area.

6.3 Household composition

140. In Table 17 on the following page we set out data from the census that records household composition in the NPA; this shows the slightly lower number of one person households in Cottenham compared with the national figure, though this is slightly higher than that for the district. It also captures the 'family' orientation of the neighbourhood, with over 30% of all households having dependent children. It is also relevant to consider the similar average size of households in the NPA, which is 2.47 people, broadly in line with the district but slightly higher than the average for England.

[35] SHMA 2013, Section 12.2, page 30

Table 17: Household composition in Cottenham, 2011

Type		Cottenham	South Cambridgeshire	England
One person household	Total	26.1%	24.6%	30.2%
	Aged 65 and over	13.6%	11.5%	12.4%
	Other	12.4%	13.1%	17.9%
One family only[1]	Total	68.8%	69.8%	61.8%
	All aged 65 and over	9.6%	9.7%	8.1%
	With no children	20.3%	22.0%	17.6%
	With dependent children	30.0%	29.3%	26.5%
	All children Non-Dependent	9.0%	8.8%	9.6%
Other household types	Total	5.1%	5.5%	8.0%
Average household size		2.47	2.48	2.40

Source: Census 2011, AECOM calculations

141. In Table 18 below, SHMA 2013 provides a forecast of shifts in household composition in future years[36]. This suggests, at the sub-regional level, a large increase in one person households and couples living without children. This clearly reflects both empty nesters, as well as older people now living alone as a result alone following the death of their partner; to some degree it may also indicate a choice among younger people to postpone both marriage and children until later in life. The growth in households with children is modest in comparison.

Table 18: Projected increase/decrease in each household type, 2011 to 2031

Number of households	One person household	Couples on their own	Small families with one child	Larger families with child/children	Other households	Total
Cambridge	5,739	1,508	673	515	919	9,358
East Cambridgeshire	6,252	5,064	347	931	- 244	12,353
Fenland	7,820	5,418	394	531	- 757	13,410
Huntingdonshire	10,764	7,313	794	- 714	- 1,944	16,209
South Cambridgeshire	10,351	6,409	1,895	1,044	- 1,500	18,207
Cambridgeshire	40,926	25,712	4,103	2,307	- 3,526	69,537
% of total increase	59%	37%	6%	3%	-5%	100%
Forest Heath	4,578	1,667	455	516	- 57	7,159
St Edmundsbury	7,236	4,490	316	385	- 1,425	11,002
SHMA area	52,740	31,869	4,874	3,208	- 5,008	87,698
% of total increase	60%	36%	6%	4%	-6%	100%

Source: 'How many homes' toolkit (based on DCLG 2008-based household projections)

142. It is worth taking a moment to consider whether these trends are likely to be seen within Cottenham. Table 11 on the following page sets out census data showing how household composition has changed in the NPA between the 2001 and 2011 censuses. From this it is possible to identify similar patterns to those observed in table 10 above, namely the relative increase in solo households, and significant increases in households with both dependent, and non-dependent children, particularly in contrast with the increases seen across the district and England. However, it is important to recognise that households with non-dependent children have the potential to downsize if they wish to, thus corroborating the overall evidence of smaller households of relatively older people seen in the two tables above.

[36] SHMA 2013, Section 12.2, page 31

Table 19: Rates of change in household composition in Cottenham, 2001-2011

Household type		Percentage change, 2001-2011 Cottenham	South Cambridgeshire	England
One person household	Total	10.7%	16.3%	8.4%
	Aged 65 and over	9.4%	8.7%	-7.3%
	Other	12.0%	23.9%	22.7%
One family only	Total	7.0%	12.9%	5.4%
	All aged 65 and over	-1.7%	11.3%	-2.0%
	With no children	-5.7%	11.0%	7.1%
	With dependent children	14.0%	15.2%	5.0%
	All children non-dependent	32.1%	12.2%	10.6%
Other household types	Total	14.4%	38.2%	28.9%

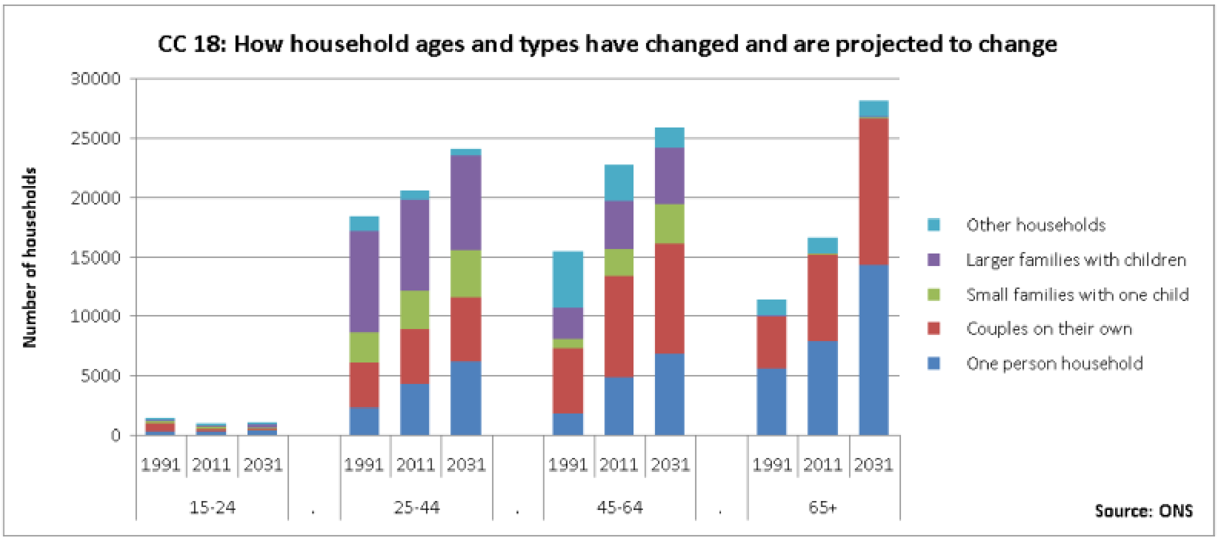
Source: Census 2001 and 2011, AECOM Calculations

143. Bringing the evidence relating to household composition together, we can conclude that one person and couple households will make up the majority of household increases from 2011 to 2031, and that the majority of these are likely to be older residents. Notwithstanding, the neighbourhood will remain a place with a strong family presence, reflecting the area's contained appeal as a place to bring up children and its established identity as a family-orientated environment. The data assembled suggests families with children is forecast to grow, albeit modestly, in the future.

6.4 Projected household and dwelling mix

144. The figure below reproduces Figure 12 from the SHMA, showing the projected changes in households for South Cambridgeshire as calculated by the ONS. The ONS does not published detailed population projections for areas smaller than local authorities however, and thus it is difficult to develop a more local picture of the growth in different types of households in Cottenham itself.

Figure 9: How household ages and types have changed and are projected to change in South Cambridgeshire



Source: SHMA13/ONS

145. What may be deduced from the figures above is the relatively high percentage of growth made up by smaller households of all ages, such as couples and one person households. However, the SHMA is correct in making clear that such households do not necessarily need or want smaller housing types.

146. The SHMA 2013 is explicit however in terms of the sizes of dwellings required at the sub-regional level. Below we reproduce Tables 4 and 5 from the document. Tables 20 and 21 put forward recommendations for dwelling mix for new homes built between 2011 and 2031, based on a continuation of past trends from 1991 to 2010. This also serves to highlight the different dwelling sizes needed within each district.[37]

Table 20: Dwelling mix: numbers from 'How Many Homes'

	Bedsit	Flat/house with one bedroom	Flat/house 2 bedrooms	Flat/house with 2 bedroom and 2 reception rooms, or 3 bedrooms and 1 reception room	Flat/house with 3 bedrooms and 2 reception rooms	House with 3 bedrooms and 3 reception rooms or 4 bedrooms and 2 reception rooms	House with 4, 5 or more bedrooms
Cambridge	52	502	1,382	1,661	2,044	1,928	1,785
East Cambridgeshire	46	240	1,370	3,095	3,021	1,996	2,581
Fenland	57	409	1,843	4,104	3,478	2,148	1,368
Huntingdonshire	124	561	2,612	4,253	3,856	2,544	2,264
South Cambridgeshire	72	390	1,819	4,714	3,948	3,041	4,216
Forest Heath	73	214	893	2,445	1,738	951	844
St Edmundsbury	153	399	1,586	2,746	2,672	1,791	1,657
Overall number	577	2,715	11,505	23,018	20,757	14,399	14,715

Source: How Many Homes

Table 21: Dwelling mix required: converting numbers into percentages

	Bedsit	Flat/house with one bedroom	Flat/house 2 bedrooms	Flat/house with 2 bedroom and 2 reception rooms, or 3 bedrooms and 1 reception room	Flat/house with 3 bedrooms and 2 reception rooms	House with 3 bedrooms and 3 reception rooms or 4 bedrooms and 2 reception rooms	House with 4, 5 or more bedrooms
Cambridge	1%	5%	15%	18%	22%	21%	19%
East Cambridgeshire	0%	2%	11%	25%	24%	16%	21%
Fenland	0%	3%	14%	31%	26%	16%	10%
Huntingdonshire	1%	3%	16%	26%	24%	16%	14%
South Cambridgeshire	0%	2%	10%	26%	22%	17%	23%
Forest Heath	1%	3%	12%	34%	24%	13%	12%
St Edmundsbury	1%	4%	14%	25%	24%	16%	15%
Overall %	1%	3%	13%	26%	24%	16%	17%

Source: How Many Homes

147. From this data, it is possible to concern the recommended balance of sizes of dwellings moving forward. The SHMA suggests that 40% of new dwellings in South Cambridgeshire should be 6 or more rooms, with 62% being 5 rooms or more. This represents a fairly significant bias towards larger homes, which might not be appropriate as homes for the elderly to downsize into or for younger households. However, it should be made clear that the 38% of housing need allocated to smaller homes of 4 rooms or less still represents a significant uplift on the 26% of existing properties that fall into this category. This suggests that there is a mismatch of 12% between supply and demand of smaller housing types in Cottenham, and it is worth considering whether this could be addressed through site-specific neighbourhood plan policies.

148. Indeed, were the current housing stock to contain the appropriate number of smaller homes to meet the projected housing need described by the SHMA above, this would imply 304 additional smaller housing units (12% of 2,534, the number of dwellings in Cottenham at the last census).

149. The bias in favour of larger homes is indicative of the family orientation of the neighbourhood we have identified elsewhere in this study. Notwithstanding, this leaves a recommendation that smaller homes of 4 rooms or less should constitute 38% of all new dwellings supplied. Given the very small number of flats in the NPA currently, these are likely to be built as other housing types, although this should be resolved through site-specific policies.

[37] SHMA 2013, Section 14.2, page 9

6.5 Neighbourhood Plan Survey

150. PPG makes reference to the use of local housing need surveys in rural areas due to the lack of granularity of secondary sources. As such, this HNA also considers the survey data produced on behalf of CPC by Enventure Research in February, 2016[38], and how this compares with the need for different housing types put forward in the SHMA.

151. Perhaps one of the strongest preferences expressed by the 973 people surveyed was the need for more affordable and/or starter housing, indeed 68% suggested that more or a lot more of this was needed. Such views were held even more strongly by those aged 65 and over than those with no children and young people, whilst other groups felt less strongly on the matter. Indeed, overall, just 2% of respondents suggested that the thing they disliked the most about living in Cottenham was “Lack of housing, affordable housing”, although fully 18% of respondents felt that a “lack of variety of new housing” worried them about the future development of the village, with 26% suggesting that such variety could be the biggest benefit of development.

152. However, the actual size and type of starter housing is a matter of debate, and current government policy has its own definition of Starter Homes via the help-to-buy scheme (costing up to £250,000 if outside of London). It is perhaps interesting to note that, as shown in Table 12 above, looking at the mean house price by dwelling type in Cottenham, no type save for flats would be eligible for this support.

153. Indeed, what become abundantly clear from this data and the survey is that affordable for sale housing is a form of starter housing and vice versa – the two are inextricably linked, given that the average newly forming household has a relatively low income and therefore needs relatively affordable housing for sale options.

154. As such, it is difficult to ascertain the extent to which there is an overlap between the need for 261 affordable homes discussed in the previous chapter, and the need for an addition 304 smaller homes discussed above. It is likely that the provision of smaller homes would, both through the private rental sector and through some sales, alleviate some of the need for affordable homes, however, it is unlikely that all of the need would be met in this way, particularly for larger households in need.

155. Taking the two figures at face value and adding them together would yield a total of 576 smaller and/or affordable homes, which would represent the vast majority of the need for 680 homes described in the NPA above. It is for Cottenham Parish Council to consider how its NP policies might deliver such a quantum of smaller and or/affordable homes to meet the needs and expectations of local people as described above. However, encouragement of system-built housing and self-build should be considered.

[38] http://www.cottenhampc.org.uk/wp-content/uploads/2015/10/NP-Survey-Report.pdf

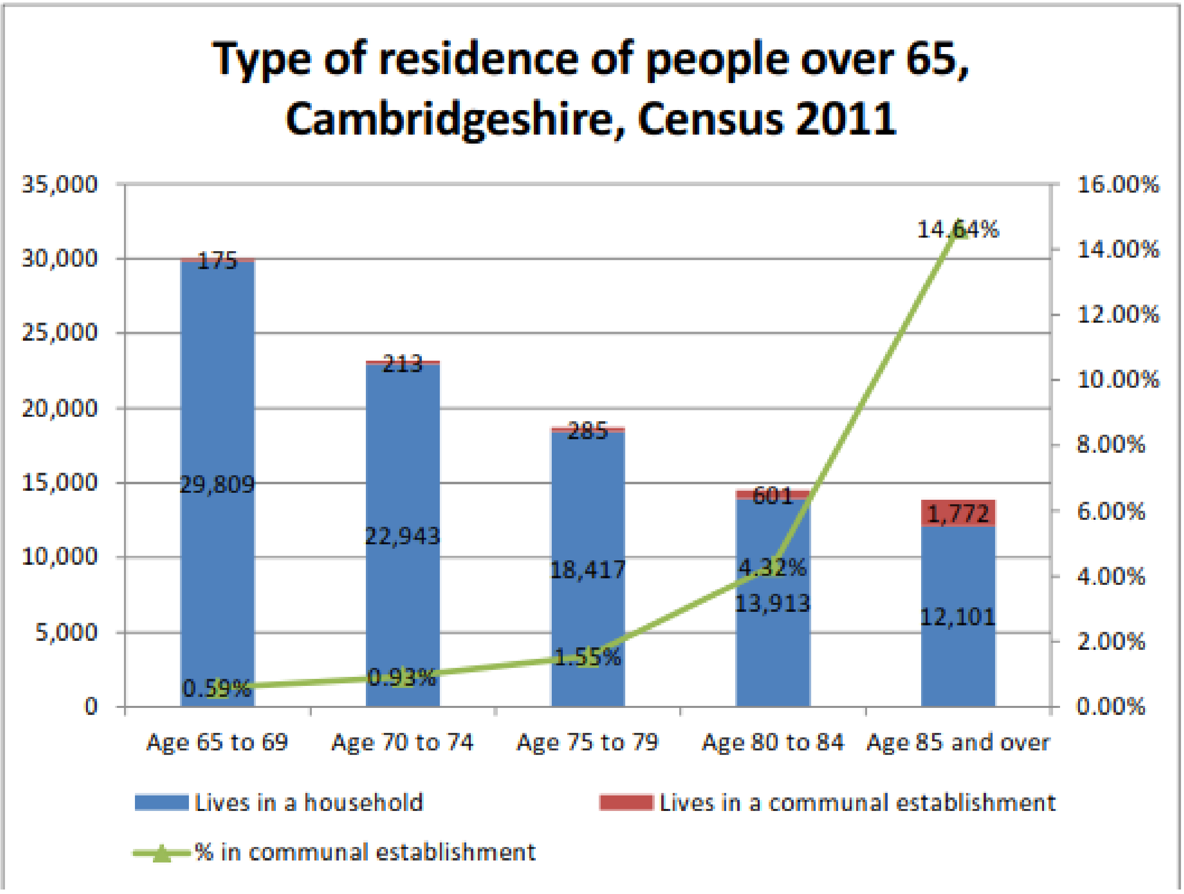
7. Housing for Specialist Groups

RQ4. What provision should be made for specialist housing for older residents within the NPA?

7.1 Establishing the need

156. The figure below reproduces Figure 4 from the Cambridgeshire Older People's Accommodation Strategy (2015), and shows the extent to which older people in the county live in communal establishments. This demonstrates the potential scale of need for such establishments.

Figure 10: Percentage of older people living in households and communal establishments, Census 2011



Source: COPAS15

157. It is interesting to note that, looking at housing register data for 2016, of the 70 entries for households with a local connection criteria, fully 19 were for those aged 60 and over, or 27%, although such households represented just 24% of the population. Whilst this is likely as a result of the on average smaller households of older people in the NPA, it is still significant that older people make up a significant amount of the local need for affordable housing.

7.2 Sheltered and extra-care housing

158. As we have seen, given the significant forecast increases in people aged 75+, and particularly of those aged 85+ in Cottenham, it is appropriate for policy to provide support for a significant quantum of sheltered[39] and extra care[40] housing as part of the delivery of new housing. Table 21 below identifies the growth in the population of over 75s between 2011 and 2031, which equates to a total increase of 314 (889-575), or of 83%.

Table 22: Change in the population of over 75s between 2011 and 2031

Age band	2011			2031		
	Population (Cottenham)	Population (South Cambs)	Percentage of population	Population (South Cambs)	Population (Cottenham)	Projected 75+ population (Cottenham)
All ages	6,095	148,755	4%	180,880	7,411	
75+	575		9%	22,340	12%	889

Source: 2014-based Sub-national population projections, DCLG and Census 2011 (ONS) AECOM calculations

159. In arriving at an appropriate level of housing for older people of different types, we have applied the Housing Learning and Improvement Network's (HLIN) suggested numbers per 1,000 of the 75+ population[41]. Based on the estimates from the table above, this will result, over the plan period, in a need for 79 specialist dwelling places, broken down as follows:

- additional conventional sheltered housing units = 60 x 31.4% = 19 (rounded)
- additional leasehold sheltered housing units = 120 x 31.4% = 38 (rounded)
- additional 'enhanced' sheltered units, split 50:50 between for rent and for sale = 20 x 6% = 6 (rounded)
- additional extra care housing units for rent =15 x 31.4% = 5 (rounded)
- additional extra care housing units for sale = 30 x 31.4% = 9 (rounded)
- additional specialist dementia care homes = 6 x 31.4% = 2 (rounded)

160. However, it is relevant to consider the scale of such need in relation to existing provision in Cambridgeshire and South Cambridgeshire. Although data is only available from 2013, the table below, which reproduces figure 9 of COPAS15 is still useful in showing the variation in specialist housing provision for the elderly across districts. What is clear is that provision in South Cambridgeshire is relatively high compared to the average for the county, which could suggest that needs are, on the whole being met.

[39] Sheltered housing (also known as retirement housing) means having your own flat or bungalow in a block, or on a small estate, where all the other residents are older people (usually over 55). With a few exceptions, all developments (or 'schemes') provide independent, self-contained homes with their own front doors. There are many different types of scheme, both to rent and to buy. They usually contain between 15 and 40 properties, and range in size from studio flats (or 'bedsits') through to 2 and 3 bedroomed. Properties in most schemes are designed to make life a little easier for older people - with features like raised electric sockets, lowered worktops, walk-in showers, and so on. Some will usually be designed to accommodate wheelchair users. And they are usually linked to an emergency alarm service (sometimes called 'community alarm service') to call help if needed. Many schemes also have their own 'manager' or 'warden', either living on-site or nearby, whose job is to manage the scheme and help arrange any services residents need. Managed schemes will also usually have some shared or communal facilities such as a lounge for residents to meet, a laundry, a guest flat and a garden. Source: http://www.housingcare.org/jargon-sheltered-housing.aspx (accessed 11/10/17)

[40] New forms of sheltered housing and retirement housing have been pioneered in recent years, to cater for older people who are becoming more frail and less able to do everything for themselves. Extra Care Housing is housing designed with the needs of frailer older people in mind and with varying levels of care and support available on site. People who live in Extra Care Housing have their own self-contained homes, their own front doors and a legal right to occupy the property. Extra Care Housing is also known as very or enhanced sheltered housing, assisted living, or simply as 'housing with care'. It comes in many built forms, including blocks of flats, bungalow estates and retirement villages. It is a popular choice among older people because it can sometimes provide an alternative to a care home. In addition to the communal facilities often found in sheltered housing (residents' lounge, guest suite, laundry), Extra Care often includes a restaurant or dining room, health & fitness facilities, hobby rooms and even computer rooms. Domestic support and personal care are available, usually provided by on-site staff. Properties can be rented, owned or part owned/part rented. There is a limited (though increasing) amount of Extra Care Housing in most areas and most providers set eligibility criteria which prospective residents have to meet. http://www.housingcare.org/jargon-extra-care-housing.aspx (accessed 11/10/17)

[41] Housing LIN (2011) Strategic Housing for Older People: Planning, designing and delivering housing that older people want, available online at: http://www.housinglin.org.uk/_library/Resources/Housing/SHOP/SHOPResourcePack.pdf

Table 23: Sheltered and Extra Care Housing Places in Cambridgeshire

District	Number of schemes	Approximate number of household units	Over 65 population (2011 Census)	Rate per 1,000 over 65
Cambridge City	26	897	14,601	61.43
East Cambridgeshire	33	953	14,307	66.61
Fenland	28	873	19,319	45.19
Huntingdonshire	36	1173	27,300	42.97
South Cambridgeshire	48	1645	24,702	66.59
Total	**171**	**5541**	**100,229**	**55.28**

Source: COPAS15

161. Whilst no exact data on actual provision is available at the Parish level, the rate of provision per 1,000 of the population aged 65 and over (1097 people at the 2011 census) suggests there should be 73 existing sheltered and extra care places for the elderly in Cottenham. This does not seem unlikely given the presence of multiple care providers in the village (E.G. Midfield Lodge, Wheatsheaf and Fitzwilliam House).

162. Based on this existing level of provision, it is possible to project forwards using ONS population projections in a similar way to the above (which did so for the population aged 75+, given the different methodology used). These projections suggest that in 2031, there will be 42,100 people aged 65+ in South Cambridgeshire. Based on the proportion of the 65+ population of South Cambridgeshire living in Cottenham at the 2011 Census, this would translate into 1870 people aged 65+ in Cottenham in 2031, an uplift of 70%. This in turn would translate, based on the existing rates of provision described above, into a total of 125 sheltered and extra care housing places being provided for the elderly by 2031 in Cottenham, or an additional 52 on top of existing provision (which may or may not actually fall entirely within Cottenham currently).

163. Whilst the housing LIN calculation provides only a rough guide to potential specialist housing places needed in future, it is clear that there is likely to be a gap between the 79 additional places needed, and the 52 places that are likely to be supplied according to existing rates. There is scope for the neighbourhood plan to consider how its policy might meet this shortfall, and the following sections describe a range of potential solutions to the issue.

7.3 Retirement villages

164. Projects that involve the delivery of multiple homes satisfy the desire on the part of many older people to live in an environment with people facing similar challenges; retirement villages are often a cost-effective means of delivering sheltered and extra care housing together with the facilities and services these settlements imply. Given the numbers of units that result from the LIN analysis, it would perhaps be inappropriate to consider this approach to the delivery of housing for the elderly in Cottenham, but rather to seek to work with the SCDC and other parishes to identify sites that could address collective need.

7.4 Senior Co-housing

165. Co-housing is particularly suited to the needs of older residents and families[42]. It offers a way for a group of people with similar interests and needs to come together to create an environment suited specifically to their requirements. Moreover, it can be designed to help address one of the most important issues for older people: isolation and loneliness. A number of successful case studies exist of both projects developed specifically with the needs of older people in mind, and others that encourage multi-generational housing, such as Featherstone Lodge in Forest Hill[43] and LILAC in Leeds[44]. In the first example, the design facilitated the creation of public areas that encouraged social interaction between members of the community, moreover, a 'common house' was built in the grounds of the scheme that provided a shared space in which people could come together for meeting and shared activities.

7.5 Multi-generational homes

166. Multi-generational living has been identified as a possible solution not only for older people, but all generations where it makes financial sense to share accommodation, particularly younger people who are struggling to set

[42] See: https://cohousing.org.uk/
[43] http://www.featherstonecohousing.co.uk/ (visited 12/04/17)
[44] http://www.lilac.coop/ (visited 12/04/17)

up their own households. This gives rise not only to designs for new homes, but conversions to existing dwellings, introducing internal subdivisions and peripheral extensions to create internal layouts that balance the private needs of different generations with the benefits of over-lapping, shared communal spaces.[45]

167. The phenomenon of the aging population has an up-side; with increases in the quality of health-care, older people are able to live active lives for longer, the so-called 'third age' after retirement when people still want to live fully active lives. Within a household or community where tasks and facilities are shared, they are in a good position to take on both voluntary and paid work, for example looking after grandchildren or taking care of the elderly.

7.6 Lifetime Homes

168. Many local authorities incorporate policy into their Local Plans that a proportion of new homes should be built according to 'lifetime homes' principles; these are ordinary homes incorporating a number of design criteria that can be universally applied to new homes at minimal cost, for example parking that makes getting in and out of the car as simple and convenient as possible and ensuring movement in hallways and through doorways should be as convenient to the widest range of people, including those using mobility aids or wheelchairs, and those moving furniture or other objects.[46]

7.7 Right-sizing

169. As we have identified earlier, there is a need for a greater number of the type of dwellings that facilitate 'right-sizing' for older people. It is important to note, this does not necessarily imply moving to a smaller home. Many older people have the wealth (and the choice that comes with it) to create a home suited to having visitors and accommodating care staff, who may need to make over-night stays.

170. For this reason, it is important to recognise that different ages have different needs, thus in the provision of housing, choice is critical, catering for those with relatively modest requirements, to those who are more dependent on help. The provision of choice that responds to need is part of creating a smoothly operating local housing market in which older people are able move out of family homes when they wish, thus freeing up these properties for others.[47]

7.8 Planning flexibility

171. Planning policy can be mobilised to help properties to become more adaptable in the context of an increasingly elderly population. This includes allowing the conversion of conventional dwellings or groups of dwellings (for example terraced housing) into multiple homes, particularly where additional features are included to address 'lifetime homes' criteria and to encourage interaction with the wider community. This can incorporate bigger community open space as a result of joining up different gardens.[48] This is not dissimilar to the practice of 'alley-gating' where alleyways between the backs of terraced housing have been gated off, and turned into shared community spaces.

7.9 Lifetime neighbourhoods

172. Creating an environment in which older people feel both welcome and comfortable is not limited to only the home. Research exists that considers life-time neighbourhoods, in which the public realm is designed to address the needs of older people, and activates the benefits they can bring in supporting local businesses and encouraging improved public realm for everyone, for example providing more greenery and more walkable, better connected places.

173. Given the expanded role of neighbourhood planning around design outlined in the Housing White Paper of 2017[49], a compelling notion is that of 'the amplification of impact of micro-environmental features' to describe that particular way in which we become more sensitive to the ordinary, smallest features of urban space as we age. This places a particular emphasis on care and reflection in how we design, for example paths and public seating; this, in turn, calls for the participation of older people in the process of design.

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[45] RIBA, Silver Linings, The Active Third Age and the City, Page 17-18
[46] http://www.lifetimehomes.org.uk/pages/about-us.html
[47] Housing LIN, New Approaches to Housing for Older People, June 2014, page 6
[48] Gobber, S, A Bright Grey Future, Urban Design Group Journal, Spring 2016, page 29
[49] HMG, Fixing our broken housing market, page 29

174. Design approaches exist that provide a starting point for locally informed policy development in this area, these include Manchester's Design for Access 2 and the work of Inclusive Design for Getting Outdoors (IDGO); IDGO have identified material features that make everyday negotiation of urban space that much easier for older people; these include wide and flat tarmac footways, easy transition level changes, clear, simple and visible signage, frequent warm and supportive seating and well-maintained, safe and open toilets.[50]

175. In addition, the notion of 'pensioner play-grounds,' 'green-gyms,' community gardens and various forms of guerrilla gardening (for example the Edible Todmorden project) encourage active use of public space and facilities on the part of an older demographic.

7.10 Age-friendliness

176. Since the millennium policy at the international level has been directed towards a more holistic appreciation of what an 'age-friendly' urban environment looks like. Recent thinking in this area suggests this should extend beyond physical installations, such as public seating and access to WCs, but embrace means mobilising civic agency among older groups to forestall incipient marginalisation, enabling them to continue to make a full and active contribution to community life.[51]

177. In 2006 the World Health Organisation (WHO) began developing the 'Age-Friendly Cities' movement, now a worldwide network of over 200 member cities around the world. They have produced a guide that offers a way of analysing the city from the perspective of older people, using a framework of inter-related domains: transportation, housing, social participation, respect and social inclusion, communication and information, civic participation and employment, health and community services.

178. Considering the housing domain, the WHO study identifies a check list of attributes necessary to foster a sense of belonging and well-being among older people. In addition to affordability and designing accommodation with the needs of older people in mind, the adaptability of dwellings is important, for example their capacity to accommodate chair-lifts that enable older people to continue to live in two-storey homes[52].

179. The WHO also identified access to services, particularly those that become increasingly important as people get older, such as places of worship and community centres.[53] Moreover, optimising well-being has much to do with being able to maintain links with existing networks, which is best achieved by enabling people to remain in their existing communities for as long as possible. In the Australian city of Melville small clusters of senior's housing with small gardens are made available throughout the city, so that older people are not isolated from the community and particularly from children.[54]

7.11 Housing for people with Dementia

180. Enabling people with dementia to live in their own homes for longer is critical to their quality of life as a result of the familiarity of surroundings and the help with retaining memories this facilitates[55]. The challenge with this is two-fold; firstly the lack of appropriate adaptations in properties and, secondly, the support required to ensure a home is safe and suitable.

181. Selwood Housing in the South West has pioneered approaches that help overcome these, for example; the installation of property exit sensors to inform a monitoring centre when tenants leave their home and then not return within a pre-determined time.

182. In Figure 11 on the following page we reproduce a chart showing the impact that early and appropriate intervention can have on the prospect of people with dementia remaining in their own home for longer.

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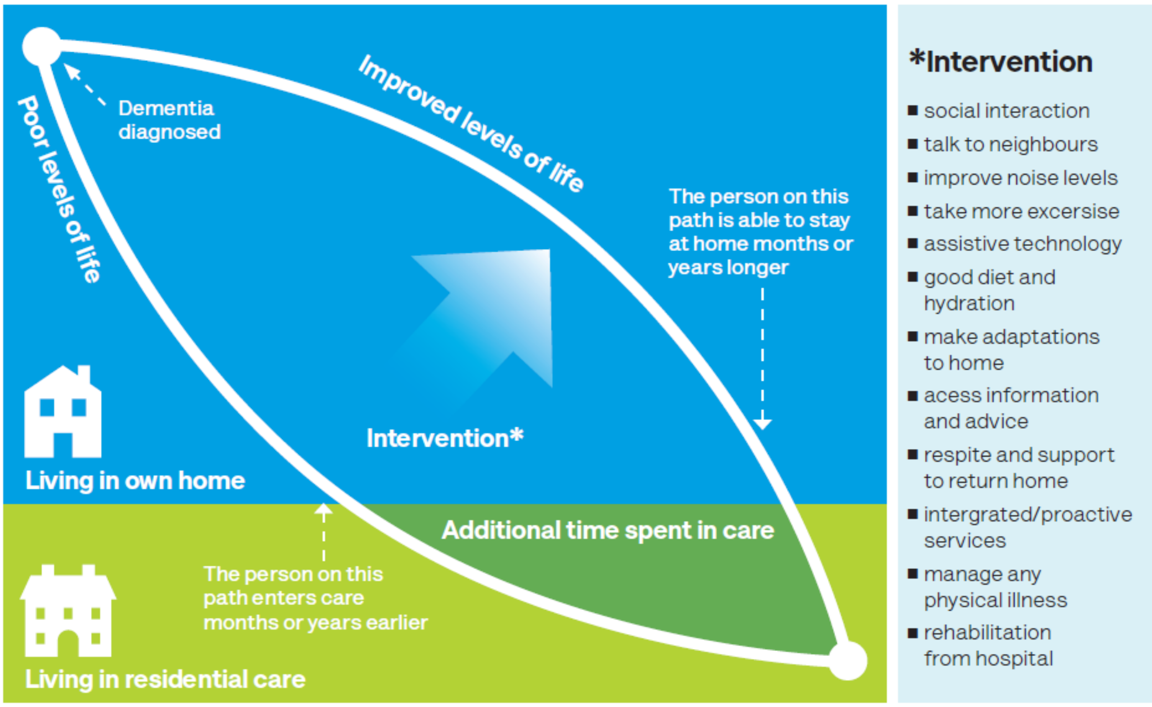
[50] RIBA/Age UK, An Alternative Age-Friendly Handbook, page 54/55
[51] RIBA/Age UK, An Alternative Age-Friendly Handbook, page 16
[52] World Health Organisation: Global age-friendly cities: a guide, page 32
[53] Ibid, page 33
[54] Ibid, page 35
[55] Alzheimer's Society, Dementia-friendly housing charter, page 13

Figure 11: Dementia care chart



Source: Dementia Services Development Centre, 2013

7.12 The role of the Local Authority

183. As suggested above, it is appropriate for the neighbourhood group to work closely with the LPA to develop policy and approaches to addressing need for housing elderly people in the area. The LPA is under an obligation through national policy to address the needs of older people,[56] it is therefore appropriate they should play the strategic role in co-ordinating new efforts by housing providers, adult care services, primary care and health trusts, private and third sector organisations to meet the housing needs of older people across the district.

[56] NPPF, para 50

8. Market Signals

184. The PPG highlights the importance of taking market signals into account when assessing housing need, given they provide an indication of the balance between demand and supply. This is particularly important to consider given the significant and well-documented changes in the housing market over recent years, which were exacerbated by the economic downturn and subsequent issues in obtaining mortgage finance.

185. The PPG states:

> *The housing need number suggested by household projections (the starting point) should be adjusted to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings. Prices rising faster than the national/local average may well indicate particular market undersupply relative to demand.*[57]

186. These market signals relate to trends discernable within the housing market, and broader economic trends that have an impact on the housing market.

187. The PPG goes on to assert that where there is evidence of an imbalance in supply and demand, an uplift in planned housing numbers – compared to those derived solely from household projections – is required in order to increase the supply of housing to meet demand and tackle affordability issues:

> *This includes comparison with longer term trends (both in absolute levels and rates of change) in the: housing market area; similar demographic and economic areas; and nationally. A worsening trend in any of these indicators will require upward adjustment to planned housing numbers compared to ones based solely on household projections.*
>
> *In areas where an upward adjustment is required, plan makers should set this adjustment at a level that is reasonable. The more significant the affordability constraints (as reflected in rising prices and rents, and worsening affordability ratio) and the stronger other indicators of high demand (e.g. the differential between land prices), the larger the improvement in affordability needed and, therefore, the larger the additional supply response should be.*[58]

8.1 Employment and commuting trends

188. Local employment trends can greatly influence housing need as employment opportunities can stimulate demand in the NPA. On the other hand, a relative lack of growth can negatively affect house prices as dwellings located far from employment opportunities may be less attractive to those in full time work. It is therefore important to establish the employment sphere of influence experienced by the residents of Cottenham.

189. The Greater Cambridge and Greater Peterborough Economic Area is characterised by its internationally competitive and nationally significant industries[59], focused around Cambridge University and the city of Cambridge. Indeed, Cambridge Research Park, which hosts a range of businesses, straddles Cottenham's boundary, providing 112 acres of employment land, including three plots totally more than 13 acres with consent for further employment uses, which would represent growth of 12% in area alone.[60]

190. In light of these factors, Cottenham could in theory expect some job growth over the plan period, which would increase demand for housing in the village or in spill-over locations throughout the housing market area where commuters might live. A rough calculation of job growth within Cottenham's boundaries provides a relative indicator of such growth: given that the population of Cottenham is 4% of South Cambridgeshire (148,755), and extrapolating from the SHMA figures in Table 23 below estimating job growth of 22,000 in South Cambridgeshire by 2031/36, Cottenham could expect 880 additional jobs over the period. While it is unlikely the job growth in Cottenham will match, proportional to the population, that of more significant employment locations in larger settlements, this rough estimate indicates the potential quantum of jobs if growth in the district as a whole is applied to the village.

191. The table below shows that Cottenham is quite similar to South Cambridgeshire as a whole in terms of employment activity, although slightly more people are economically active than in the district as a whole, although this is not seen as significant in terms of housing demand.

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[57] http://planningguidance.communities.gov.uk/blog/guidance/housing-and-economic-development-needs-assessments/methodology-assessing-housing-need/#paragraph_019
[58] http://planningguidance.communities.gov.uk/blog/guidance/housing-and-economic-development-needs-assessments/methodology-assessing-housing-need/#paragraph_020
[59] LEPSEP14 pp.2
[60] http://www.cambridgeresearchpark.com/future-development/

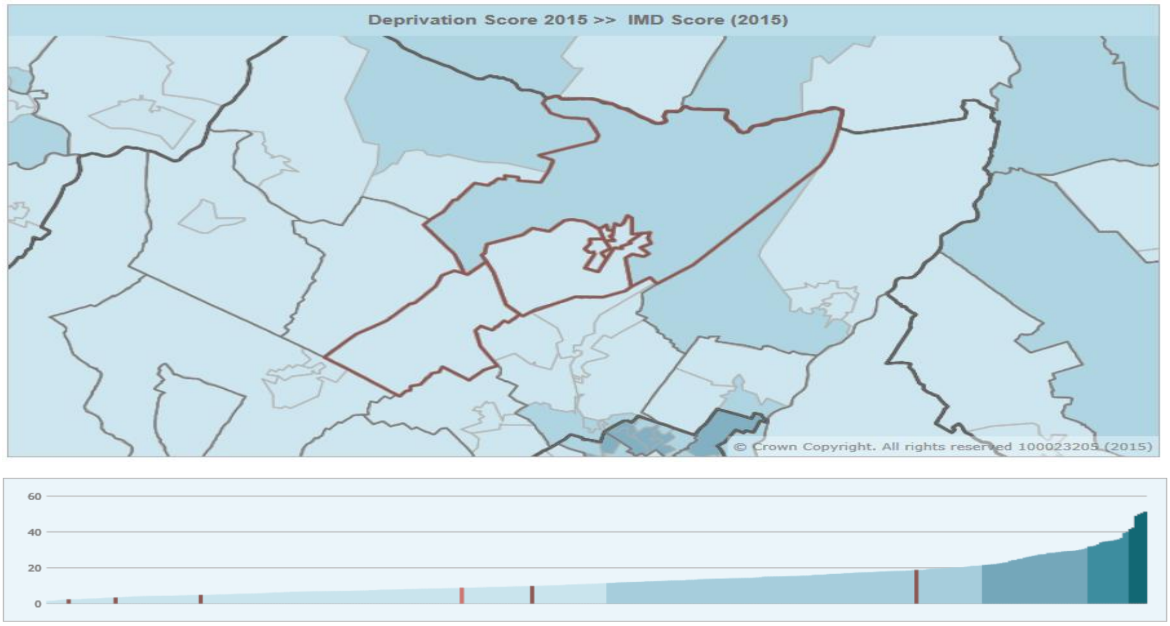
Table 24: Economic activity in Cottenham, 2011

Economic category		Cottenham	South Cambridgeshire	England
Economically active	Total	76.5%	76.2%	69.9%
	Employee: Full-time	44.9%	45.0%	13.7%
	Employee: Part-time	15.5%	14.5%	38.6%
	Self-employed	11.7%	11.6%	9.8%
	Unemployed	1.6%	2.3%	4.4%
	Full-time student	2.7%	2.8%	3.4%
Economically inactive	Total	23.5%	23.8%	30.1%
	Retired	13.6%	13.0%	13.7%
	Student	3.7%	4.0%	5.8%
	Looking after home or family	3.6%	3.6%	4.4%
	Long-term sick or disabled	1.6%	2.0%	4.1%
	Other	1.0%	1.3%	2.2%

Source: ONS Census 2011, AECOM Calculations

192. This data can be supplemented with more recent, granular data, provided by Cambridgeshire Insight, on the Index of Multiple Deprivation 2015 scores for individual Lower-Layer Super Output Areas (LSOAs) within Cottenham, as shown in the figure below. This data makes clear (as highlighted in the red bars at the bottom of the figure) the range of levels of economic deprivation within the Parish Boundaries, with most of the LSOAs falling towards the least deprived end of the least deprived quintile across the distribution for Cambridgeshire, but one LSOA, covering much of the North of Cottenham, falling towards the more deprived end of the second least deprived deprivation quintile. Even so, the evidence suggests that Cottenham can still be considered less deprived than the majority of areas in Cambridgeshire, and therefore likely to experience job growth and additional demand for homes.

Figure 12: Indices of Multiple Deprivation and District Quintile by LSOA in Cottenham, 2015



Source: http://atlas.cambridgeshire.gov.uk/Imd/IMD15/atlas.html

193. Furthermore South Cambridgeshire is projected to see the greatest increase in jobs in the wider economic area, totalling 27%, as shown in the table below. Such employment growth close to Cottenham will inevitably bring with it demand for housing in future, and given that 48% of those in Cottenham work less than 10km from home, it is likely that housing need will continue to need to be met in relatively close proximity to employment sites.

Table 25: Indicative Job Numbers from 2031/2036

	Jobs 2011	Jobs 2031/2036	Jobs change 2011 to 2031/2036	% increase 2011 to 2031/2036
Cambridge	98,000	120,000	22,000	22%
East Cambridgeshire	29,000	36,000	7,000	24%
Fenland	35,000	40,000	5,000	14%
Huntingdonshire to 2031	81,000	96,000	15,000	19%
Huntingdonshire to 2036	81,000	100,000	19,000	23%
South Cambridgeshire	82,000	104,000	22,000	27%
Cambridgeshire to 2031	325,000	396,000	71,000	22%
Cambridgeshire incl. HDC to 2036	325,000	400,000	75,000	23%
Forest Heath	28,000	31,000	3,000	11%
St Edmundsbury	68,000	75,000	7,000	10%
Housing sub-region to 2031	421,000	502,000	81,000	19%
Housing sub-region incl. HDC to 2036	421,000	506,000	85,000	20%

Source: Census 2001/11/ SHMA13

194. Indeed, due to its proximity to Cambridge itself, residents in Cottenham travel on average smaller distances to work than those in South Cambridgeshire as a whole, as shown in the table below. Cottenham is 8.4 miles by car, and 45 minutes by bus from Cambridge City Centre itself, and thus is also likely to benefit from jobs growth in the city. Indeed, of 82,079 economically active people in South Cambridgeshire, 23,367, or roughly 29%, travel to Cambridge itself to work[61]. This was by far the most frequent local authority which people travelled to for work from South Cambridge, with the next likely being North Hertfordshire, which had just 5,830 commuters from South Cambridgeshire at the 2011 census, just ¼ of the volume travelling to Cambridge.

Table 26: Distance to work, 2011

Location of work	Cottenham	South Cambridgeshire	England
Less than 10km	47.9%	41.9%	52.3%
10km to less than 30km	25.1%	27.4%	21.0%
30km and over	6.9%	10.4%	8.0%
Work mainly at or from home	13.0%	13.2%	10.3%
Other	7.1%	7.1%	8.5%
Average distance travelled to work	15.2km	17.4km	14.9km

Source: Census 2011, AECOM Calculations

195. Building on the figures above, it is clear that commuters from South Cambridge represented roughly 24% of all workers in Cambridge itself. Therefore, it is possible that South Cambridge would experience 24% of the jobs growth in Cambridge, were this proportion of commuters to remain the same. This would result in jobs growth of 5,280 for South Cambridgeshire residents, a proportional share of which for the NPA would be roughly 211 jobs. Whilst these figures are hypothetical and spread over the period up to 2031/2036, they indicate the scale of jobs growth in the Cambridgeshire region as a result economic development, which could lead to increased demand for housing beyond that implied by natural population growth

[61] https://www.nomisweb.co.uk/census/2011/WU03UK/chart/1132462144

8.2 Housing Transactions: Prices

196. The PPG advises that house prices should be used as an indication of the strength of demand for housing, and the adequacy of supply to meet that demand. To assess the housing market in the Cottenham NPA, Price Paid Data (PPD) from the Land Registry was analysed. This data provides price paid, housing type and date of transaction information which allows housing market trends to be identified. To replicate the NPA, post code data for the postcode subsector CB24 were used, filtered to include those addresses falling within the parish boundaries. Data was then downloaded for the period of January 2007 to December 2016 and is presented annually in Table 23 below.

Table 27: House Prices Paid by House Type in Cottenham, 2007-2016

	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	Growth
Detached	£318,457	£306,121	£280,172	£317,597	£317,364	£320,115	£337,600	£392,557	£416,571	£440,483	38%
Semi-Detached	£205,611	£204,687	£201,248	£217,265	£230,648	£226,125	£237,791	£252,954	£293,194	£320,127	56%
Terraced	£186,643	£179,730	£169,745	£178,385	£177,924	£183,403	£191,510	£207,229	£244,062	£262,833	41%
Flats	£149,167	£135,000	£130,667	£95,998	£145,000	£124,417	£115,333	£165,831	N/A	£145,750	-2%
All Types	£241,377	£237,549	£223,528	£247,810	£264,909	£247,100	£257,198	£287,465	N/A	£338,545	40%

Source: Land Registry PPD, AECOM Calculations

197. The data above shows that, in spite of the dip in prices experienced across all housing types during the recession, prices have still grown significantly across most housing types. Here flats have been excluded due to the very small numbers sold in the NPA (representing just 2% of sales across the 10 years overall). It is helpful to further compare these prices with those recorded for the whole of South Cambridgeshire via the UK House Price Index (UKHPI). In general, Cottenham did not record the same levels of house price growth as South Cambridgeshire, except for semi-detached houses, which rose at a higher rate.

Table 28: Price Growth by House Type, Cottenham and South Cambridgeshire, 2007-2016

Type	Cottenham	South Cambridgeshire
Detached	38%	53%
Semi-Detached	56%	49%
Terraced	41%	46%
All Types	40%	48%

Source: Land Registry PPD, AECOM Calculations

198. It is also necessary to contextualise these figures against absolute prices, which in 2016 were lower across all housing types in Cottenham than the average for South Cambridgeshire as a whole, although the difference was most pronounced for detached houses, likely reflecting the higher prices of such homes in where they are larger and in more rural areas, versus within settlements such as Cottenham. Given the high rises in price seen in the table above, it is likely that the lower absolute prices in Cottenham reflect differences in the value of the actual stock of housing available rather than reduced demand.

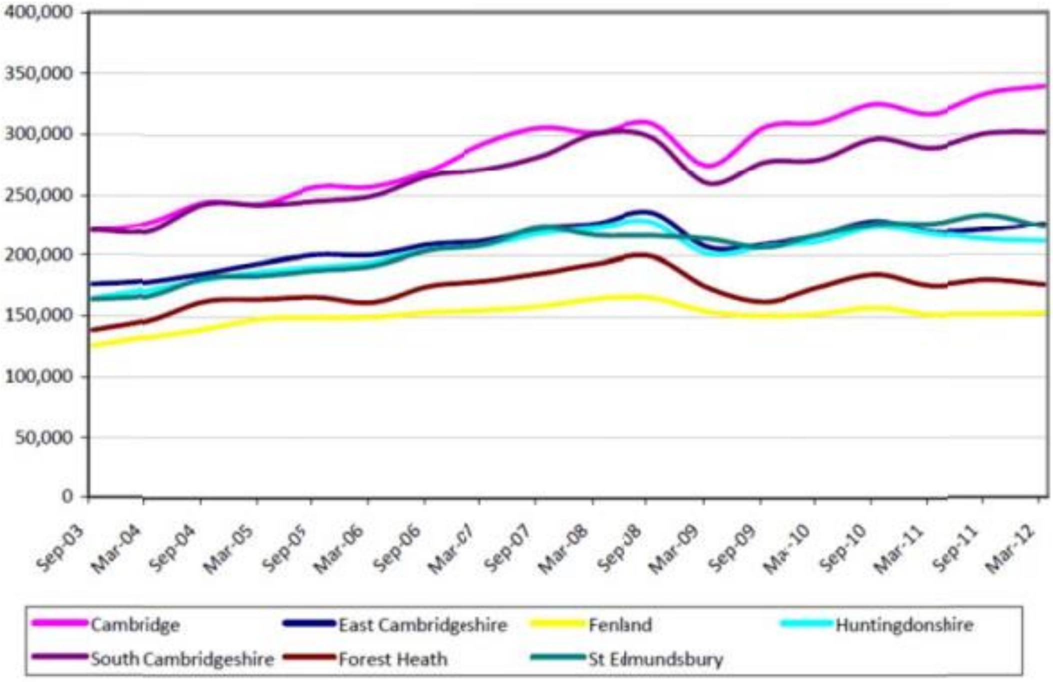
Table 29: House prices in Cottenham and South Cambridgeshire, 2016

Type	Cottenham	South Cambridgeshire	Difference
Detached	£440,483	£505,582	-£65,099
Semi-Detached	£320,127	£325,403	-£5,276
Terraced	£262,833	£275,093	-£12,260
All Types	£338,545	£364,066	-£25,521

Source: Land Registry PPD, AECOM Calculations

199. South Cambridgeshire, though now relatively less expensive than Cambridge City following the national recession in 2008, is still the second most expensive district in the wider Cambridgeshire housing market area, as shown in Figure 16 below. This was still the case in 2014, as shown in the most recent housing need calculations for the district. More broadly, the OANFE suggests that “for much of the past 10-15 years housing land supply in Greater Cambridge has fallen short of demand and need.”, and this is reflected in the high price growth in Cottenham, suggesting high levels of unmet demand and housing market pressure.

Figure 13: Average prices for individual districts over time in the housing market sub-areas

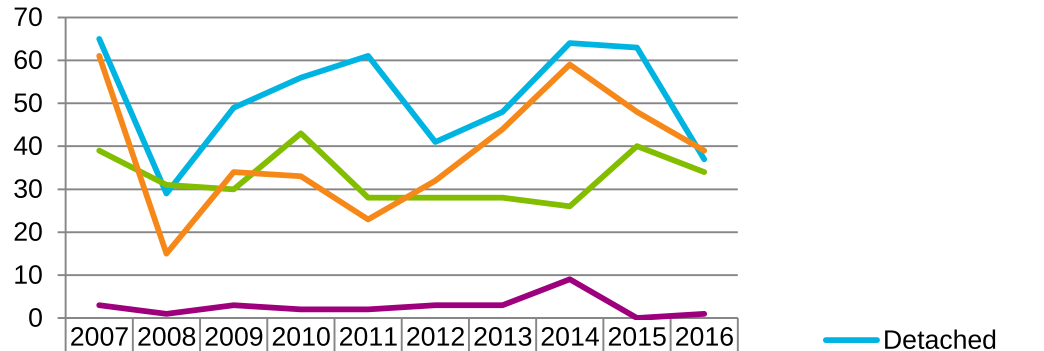


Source: Land Registry PPD/SHMA 2009

8.3 Housing Transactions: Volumes

200. Mix adjusted housing sales volumes can also be used as an indicator of increased or decreased market demand. Whilst not all sales are captured in Land Registry Data, for example sales via auction are not recorded[62], the data does offer a picture of the relative proportions of sales of each housing type over time, and are presented in the figure below.

Figure 14: Housing transactions by type in Cottenham, 2007-2016



	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Detached	65	29	49	56	61	41	48	64	63	37
Semi-Detached	39	31	30	43	28	28	28	26	40	34
Terraced	61	15	34	33	23	32	44	59	48	39
Flats	3	1	3	2	2	3	3	9	0	1

Source: Land Registry PPD, AECOM Calculations

201. The figure demonstrates a drop in sales volumes both in 2008 and 2011/2012, reflecting the double dip of the national recession. It is interesting to note how the second drop in sales volumes occurred in detached houses later than in other house types, demonstrating how delivery and sales varies by housing type. What can be concluded from this data is that the number of homes being sold in the NPA began falling again in 2014/15, but that this was not reflected in a drop in prices.

[62] https://www.gov.uk/guidance/about-the-price-paid-data#data-excluded-from-the-house-price-index-and-price-paid-data

202. Indeed, looking at Table 30 below, which shows price growth year on year for 2013-16, we can see that the housing type that saw the most dramatic drop in transaction values continued to rise at exactly the same rate as it was the year before. Even semi-detached and terraced houses, which saw significant falls in transaction volumes, only saw their rate of growth fall by 7% and 10% respectively; with prices continuing to grow in spite of what was likely a reduction in supply volumes. This provides some evidence of the continuing demand for housing in Cottenham.

Table 30: House Price Growth in Cottenham Year on Year, 2013-16

	2013	2014	2015	2016
Detached	5%	16%	6%	6%
Semi-Detached	5%	6%	16%	9%
Terraced	4%	8%	18%	8%

Source: Land Registry PPD, AECOM Calculations

203. Another approach to benchmarking whether sales volumes represent a clear market signal indicating inflated or depressed demand across different housing types is to compare the proportion of sales of each type of housing (excluding any new builds, which would introduce supply side factors) with the proportion of the existing housing stock that falls into each category. This allows conclusions to be drawn about whether the sale of homes of each type is occurring proportional to their availability, or there whether there is unmet demand. This comparison laid out in the table below, which also includes the split by type of stock in South Cambridgeshire for reference.

Table 31: Sales of housing vs existing housing stock, by type

Type	Proportion of Sales, 2007-2017	Proportion of Stock, 2011	Proportion of Stock in 2011
	Cottenham	Cottenham	South Cambridgeshire
Detached	41%	44%	41%
Semi-Detached	26%	28%	33%
Terraced	31%	21%	18%
Flats	2%	4%	6%

Source: Land Registry PPD, Census 2011, AECOM Calculations

204. The data in the table above clearly demonstrates proportionally higher sales (and thus demand) for terraced housing relative to existing supply; and proportionally lower sales, (and thus demand) , for larger housing types, relative to existing supply. Indeed, looking at the existing supply of housing, 10% more of all sales (31%) were of terraced housing than existed already (21% of all housing). This means that126 more terraced houses were sold in Cottenham than would be expected given the number available, indicating a relative imbalance of supply and demand for smaller housing types.

8.4 Migration

205. Cottenham experienced population growth of just 7.9% between 2001 and 2011, close to half of South Cambridgeshire's overall growth of 14.3% over the same period, suggesting low rates of migration into the NPA, both from within the UK and outside of it.

Table 32: Country of Birth of Cottenham Residents, 2011

Place of birth	Population breakdown	Cottenham	South Cambridgeshire	England
Born in the UK	Total	90.1%	88.9%	86.2%
Born outside the UK	Total	9.9%	11.1%	13.8%
	EU	4.1%	4.3%	3.7%
	Other	5.8%	6.9%	9.4%

Source: Census 2001/2011, AECOM Calculations

206. Similarly, Cottenham had fewer residents born outside of the UK (9.9%) than South Cambridgeshire (11.1%) or indeed England as a whole (13.8%). Of these, the majority have been in the UK for more than 10 years, and represent 5% of Cottenham's population as shown in the table below. As such, international migration is not considered a significant factor indicating increase housing demand.

Table 33: Country of Birth of Cottenham Residents, 2011

Place of birth	Population breakdown	Cottenham
Born outside the UK	Less than 2 years	0.9%
	2-5 years	1.6%
	5-10 years	2.4%
	10 years or more	5.0%

Source: Census 2001/2011, AECOM Calculations

8.5 Overcrowding

207. Another indicator of demand in the housing market is shown by the prevalence of overcrowding in the NPA. This is because demand for housing in the area can manifest itself in the over-occupation of housing stock, that is, where supply is inflexible and there are barriers to accessing housing, families may be living in overcrowded conditions rather than increase their consumption of housing.

208. One of the most reliable indicators of overcrowding is the 'persons per room' data collected at the household level during the Census. The relative proportion of households occupying different amounts of space is shown in Table 29 below for both the NPA and the district, which demonstrates that in contrast to South Cambridgeshire and England as a whole, Cottenham has seen a reduction in crowded households, that is those with over 1.0 persons per room, although this was from a very low base of 15 households in this category in 2001, reduced to 11 household in 2011. For this reason, this data is not seen as particularly significant with regards to housing need.

Table 34: Trends in number of persons per room in Cottenham, 2001-2011

Persons per room	Cottenham	South Cambridgeshire	England
Up to 0.5 persons per room	8.5%	15.0%	7.9%
Over 0.5 and up to 1.0 persons per room	5.1%	13.1%	7.0%
Over 1.0 and up to 1.5 persons per room	-8.3%	86.5%	27.3%
Over 1.5 persons per room	-100.0%	47.1%	2.5%

Source: Census 2001/2011, AECOM Calculations

8.6 Concealed families

209. A further indicator of increased housing demand is the presence of concealed families in the NPA. ONS data shows that there are 15 concealed families in Cottenham, or 0.8% of families, lower than the average for South Cambridgeshire (1.4%) and for England as a whole (1.9%). This is not seen as highly significant, although concealed families do indicate that there may be unmet demand for housing in the area from households already living there.

Table 35: Concealed Families in Cottenham, 2001-2011

Concealed families	Cottenham	South Cambridgeshire
All families: total	1,789	44,450
Concealed families: total	15	507
Unconcealed	1,774	43,943

Source: Census 2001/2011, AECOM Calculations

8.7 Rate of development

210. Data from the local planning authority on new build housing completions and losses due to demolition in Cottenham Parish was obtained and is summarised in Table 36 on the following page. It shows 89 homes were built in the period from April 1st, 2011 up to March 31st, 2017, with 5 dwellings lost, leading to a net increase in dwellings of 84.

Table 36: Housing delivery in Cottenham, 2011-2016

Type	2011-12	2012-12	2013-14	2014-15	2015-16	Total
New build completions	4	11	8	28	38	**89**
Losses	-2	-2	0	0	-1	**-5**

Source: South Cambridgeshire District Council

211. The view of rapidly increasing delivery in recent years is up by sales data from the Land Registry, which shows that after 0 sales of new build properties in 2013, sales jumped to 7 in 2014 and fully 27 in 2015. These did then drop down to 0 again in 2017, indicating the volatility of the housing market and the difficulty of maintaining delivery rates over longer periods of time. Whilst some types of sales (such as property auctions) are not captured in this data, it still provides a relatively reliable view of sales, and shows the historic under-delivery in the plan area.

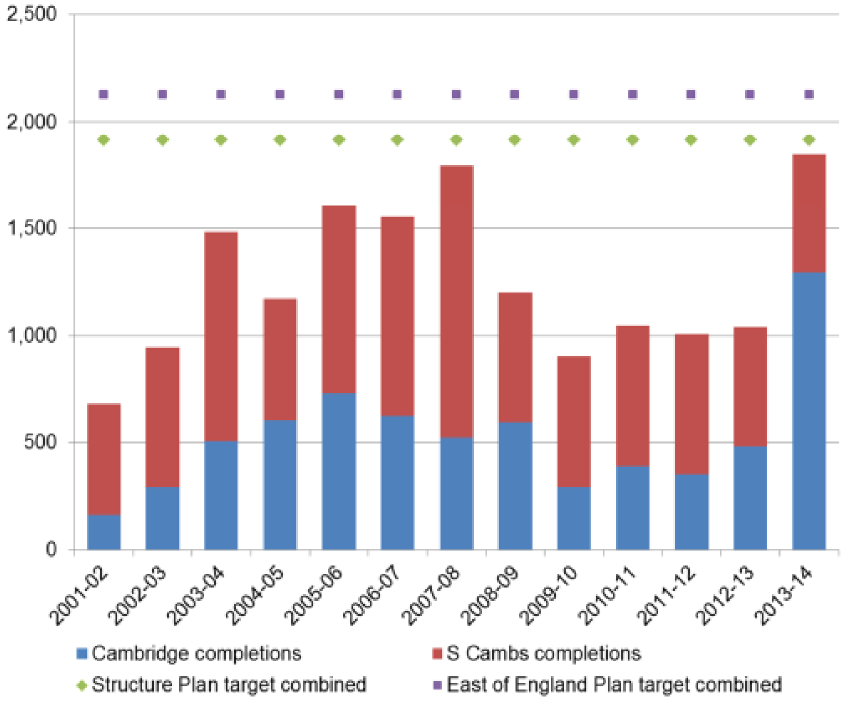
Table 37: Volume of new build sales in Cottenham, 2007-2016

Type	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Sales per Year	6	0	0	0	2	1	0	7	27	0
Cumulative Sales	6	6	6	6	8	9	9	16	43	43

Source: Land Registry PPD, AECOM Calculations

212. The jump in delivery seen from 2014 onwards likely reflects the recovery from the national recession and the time lag on housing completions, and this is reiterated in Table 15 below, which shows a similar jump across Greater Cambridge in 2013/14. In general however, the figure below demonstrates significant levels of under delivery across South Cambridgeshire and Cambridge historically.

Figure 15: Past net housing completions, Greater Cambridge



Source: Local Authority Annual Monitoring Reports, OANFE

9. Conclusions

9.1 Overview

Table 38: Summary of factors specific to Cottenham with a potential impact on neighbourhood plan housing quantity

Factor	Source(s) (detailed in Chapter 5)	Possible impact on future housing need	Rationale for judgement
Employment trends	LEPSEP14, ONS Census 2001/11, SHMA13, SCEAS10	↑↑↑	Cottenham has a high percentage of economically active residents, with nationally significant industries, including a range of businesses located at Cambridge Research Park on the edge of the parish. Planned expansions of the research park may result in additional jobs in the NPA, and were the village to experience employment growth at the levels projected for the wider region; an additional 880 jobs could be expected by 2031/36. Indeed, jobs growth across South Cambridgeshire and indeed within Cambridge will likely lead to additional demand for housing in Cottenham, which could see an additional 211 jobs in Cambridge employing residents of Cottenham based on current rates. This would inevitably create demand for more housing in Cottenham, not least because household consumption of housing (the volume of space they utilise for housing) tends to increase alongside wages, with the highest earning households consuming relatively 'more' housing than those on lower incomes.
Housing transactions: prices	Land Registry Price Paid Data for 2007-2016, OANFE, SHMA 2009	↑	Whilst the majority of housing types in Cottenham have seen somewhat lower growth between 2007 and 2016 than equivalent types across South Cambridgeshire, this has not been the case for semi-detached homes, which made up 26% of all sales in the period. Indeed, across all housing types, prices have increased during this period by 40% in Cottenham to an average of £338,545. Whilst this is lower, both in terms of growth and absolute prices, than that of South Cambridgeshire, the figures are still significant and indicate a degree of increased demand in the Parish.
Housing transactions: volumes		↑↑	In general, sales volumes in Cottenham have drastically fluctuated in recent years, reflecting the volatility of the housing market and the susceptibility of sales volumes, over prices, to drop in periods of decreased demand. This is particularly true of the years after 2014/15, when sales volumes dropped significantly although prices did not. Indeed, in this period, some housing types continued to grow in price, albeit at a lower rate. Furthermore, in comparison to the availability of different housing types, i.e. those available within the existing stock at the 2011 census, there is increased demand for smaller housing types. Indeed, significantly the proportion of terraced homes sold in the last 10 years was much higher than would be suggested given the existing supply, suggesting significant demand for smaller homes.
Migration	Census data 2001, 2011	↔	Cottenham has experienced relatively little population growth in comparison with South Cambridgeshire as a whole, suggesting that migration is not a significant factor indicating increased demand for housing. This is corroborated by data showing that only a relatively small percentage of the population arrived in the UK after the previous census in 2001, with most having been living in the country prior to that year.

Overcrowding	Census Data 2001, 2011	↔	The proportion of families experiencing overcrowding in Cottenham is relatively low, and indeed fell between the two censuses, with South Cambridgeshire as a whole now experiencing double the rate of Cottenham (0.95% versus 0.45%). Thus, there is no need for an adjustment of housing need based on overcrowding in Cottenham
Concealment	Census Data 2001, 2011	↔	There are relatively few concealed families in Cottenham compared with the averages for South Cambridgeshire and Cottenham as a whole. For this reason, concealed families are not seen as a significant indicator of increased demand for housing.
Rate of development	SCDC, OANFE Land Registry Data/AECOM Calculations	↑↑	Completions data for Cottenham combined with Land Registry Price Paid Data shows that the delivery of housing in the NPA has been erratic, and over a longer period, delivery rates have not kept up with planned targets. In this context, two up arrows has been deemed appropriate, also taking into consideration the significant historic under delivery within the wider housing market.

Table 39: Summary of local factors specific to Cottenham with a potential impact on neighbourhood plan housing characteristics

Factor	Source(s)	Possible impact on housing needed	Conclusion
Affordable Housing	Census, SHMA, Nomis, Land Registry,	By 2016, the median affordability ratio in South Cambridgeshire rose to 8.75, reaching the level of the lower quartile affordability ratio in 2013, and representing a significant worsening in affordability. The MAR for Cottenham ward was shown to be somewhat lower, at 7.93, but still relatively unaffordable. This was corroborated by typical mortgage figures and mean income for the area (£50,960/annum), showing that even on such an income, a household would struggle to afford a mortgage for any housing type save a flat, of which very few are available. SHMA data indicates an income of around £35,000 is required to access a three bedroom entry level property in South Cambridgeshire, with households earning £28,000, a rough estimate of the lower quartile income, having limited housing choices, and no market housing choices, in Cottenham. Housing register data suggests there is significant demand for affordable housing in Cottenham from those with a connection to the village, and this is supported by the views of local people as set out in the Neighbourhood Plan Survey.	Affordable housing need in Cottenham has been shown to be 261 units over the plan period. However, given that SCDC's current adopted affordable housing policy seeks a 40% provision on sites of 2 dwellings and above (or 3 or more dwellings in the emerging Local Plan),and that 40% of the housing need figure of 670 put forward by this HNA would equate to 268 affordable dwellings there is no requirement for the Cottenham neighbourhood plan to set its own policy in this area beyond adopting a form of words that add local specificity to current local plan policy. Given the challenges associated with delivering 40% though, there is likely to be substantial unmet demand for affordable homes, given the lack of choices provided by the housing market.
Demand/ need for smaller	Census, SHMA,	The NPA has been shown to be dominated by larger housing types suitable for families, broadly reflecting	There are difficulties in defining starter housing, however, smaller

dwellings	Neighbourhood Plan Survey	the current makeup of the population. However, future growth will tend towards smaller households, thus suggesting the need for more appropriately sized dwellings, with 38% of dwellings to be 4 rooms or smaller, representing a significant uplift over the existing stock. Indeed, residents of Cottenham broadly agree with this, with 68% indicating the need for more affordable and or starter housing, with elderly people feeling more strongly about the issue than other groups.	homes can have a role to play in providing more affordable housing both for young families and for the elderly to downsize into. While demographic shifts do not inevitably point to smaller homes, a provision of homes of 3-4 rooms in the NPA would be appropriate in new development to bring housing stock into greater alignment with market segments and promote affordability. Furthermore, it is likely that the scale of such need is significant when compared with the overall need for housing in Cottenham.
Demographic Change	Census, SHMA	Roughly18% of the population is aged 65+, in excess of district and national levels. In the future, the shift towards an older demographic is forecast to continue. One person and couple households will make up the majority of household increases from 2011 to 2031, and the majority of these are likely to be older residents.	An important opportunity exists for the Neighbourhood Plan to develop policy around the needs of older residents.
Housing for older people	Housing LIN Toolkit, Census, ONS Population Projections COPAS15	The SHMA notes the expected large increase in one or two person households in the district with the majority of this increase arising from elderly households (the largest in the wider HMA, at 80%). The proportion of the population aged 65-85 in the Parish is even higher than at the local or national level and is growing at a much faster rate, as is the number of single family households in this age group. As a result of all these factors, the need for appropriate housing for the elderly will continue to grow, as older but still fit and healthy people stay in their own homes for longer. However, policy interventions must focus on individual choice, rather than imposing smaller housing on older people. It is therefore difficult to plan with precision for the needs of elderly people, and the government is currently consulting on more simply yet robust ways of assessing such need.	Using the HLIN toolkit, it is possible to project a need for 79 additional specialist dwellings for the elderly over the plan period, as broken down in more detail in Chapter 7. However, the actual rate at which elderly people require specialist housing can vary significantly according to their individual needs and preferences, with many older people wishing to remain in their own home. Indeed, the rate of actual provision varies between local authorities, with provision according to existing rates suggesting an increase of just 52 additional sheltered and extra care places in Cottenham to 2031. To accommodate this, the provision of new homes to Lifetime Homes Standards would further enable the elderly to stay in their own homes, as put forward in Policy H/8 of PSLP, which suggests that all affordable homes; and 1 in 20 market homes should meet Lifetime Homes Standards.

Tenure of housing	Census, SHMA,	The current housing stock exhibits the dominance of owner-occupation, and the growth of Private Rented Sector (a portion of which is likely to act as a substitute for AH).	As noted in Chapter 5 there is evidence of need for affordable housing, which suggests the current tenure profile leaves some market segments under-supplied, and even those on mean incomes unable to afford most types of market-sale housing in the NPA, as noted above. There is a case for building more rental housing to meet the needs and expressed preferences of Cottenham residents.
Type of Housing	Census, SHMA, Land Registry PPD	There are few flats in the village, which has led to a relative lack of smaller housing types.	Whilst this does not necessarily imply the need for more flats, and housing type is a matter for site specific policies, it is worthwhile considering that the needs of young families and older people can only be met through detached, semi-detached and terraced housing.

Recommendations for next steps

213. This neighbourhood plan housing needs advice has aimed to provide CPC with evidence on housing trends within the Parish from a range of sources, set against wider trends within South Cambridgeshire and the Cambridge Housing Market Area. It is highly relevant to any housing policy the CPC may wish to develop, but the demographic analysis also has implications for community infrastructure, including public realm, play, shops employment and transport which it has not been possible to go into here.

214. We recommend that the parish should, as a next step, discuss the contents and conclusions with SCDC with a view to agreeing and formulating draft housing policies, in particular the appropriate approach to identifying the level of need for new housing in the NP area, bearing the following in mind:

- Neighbourhood Planning Basic Conditions, which include the need for the neighbourhood plan to be in general conformity with national policy and guidance and the need for sustainable development; alongside the adopted strategic development plan[63],
- the views of SCDC – in particular in relation to the housing need figure that should be adopted, given the emerging local plan and the government's proposed standard methodology for calculating housing need and taking into account SCDC's proposed response to the consultation[64];
- the views of local residents;
- the views of other relevant local stakeholders, including housing developers and housing associations; and
- the numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by the SCDC, including but not limited to the SHLAA and work carried out, including an AECOM site assessment, in support of the neighbourhood plan; and
- the recommendations and findings of this study.

215. Recent changes to the planning system, forthcoming changes to the NPPF, as well as the continuing implementation of the Housing and Planning Act, will continue to affect housing policies at a local authority and, by extension, a neighbourhood level.

216. This advice note has been provided in good faith by AECOM consultants on the basis of housing data and national guidance current at the time of writing (alongside other relevant and available information).

217. Bearing this in mind, we recommend that the steering group should monitor carefully strategies and documents with an impact on housing policy produced by the District Council or any other relevant body and review the neighbourhood plan accordingly to ensure that general conformity is maintained.

218. At the same time, monitoring ongoing demographic or other trends in the factors summarised in Tables 38 and 39 would be particularly valuable.

[63] PPG Paragraph: 066 Reference ID: 41-066-20140306
[64] http://scambs.moderngov.co.uk/documents/s103165/Appendix%20A%20-%20Proposed%20response.pdf

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