

Households with Dependent Children

Housing Evidence Base Briefing Note 30 (BN30)

Summary

The National Planning Policy Framework states that 'to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should: plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes)'.

In 2011 households with dependent children made up 25.5% (58,758 households) of all households (230,389 households) in Cornwall. Of all households in Cornwall, 13.6% were married couple households, 4.3% were cohabiting couple households, 5.7% were lone parent households and 2% were 'other' households

Households with dependent children are predicted to increase by 21% between 2010 and 2030 as follows:

- Households with 1 dependent child are predicted to increase in numbers by 27%;
- Households with 2 dependent children are predicted to increase in numbers by 21%; and
- Households with 3 or more dependent children are predicted to increase in numbers by just 4%.

In terms of the type of housing required to meet increasing numbers of households with dependent children, these households are as likely to over occupy (i.e. have spare bedrooms) their homes as other types of households are. The latest projections would suggest that in addition to housing currently occupied by households with dependent children there is a need for an extra:

- 151 x 1 bedroom;
- 2,394 x 2 bedroom;
- 5,232 x 3 bedroom;
- 2,332 x 4 bedrooms;
- 807 x 5 or more bedrooms.

In terms of the tenure of family homes with dependent children, using the latest projections, the same tenure split as in 2011 and a number of assumptions - this could equate to a need for an extra:

Additional Number of Dwellings Required by 2030 by Tenure			
	Owned/Shared Ownership	Social Rented	Private Rented/Living Rent Free
1 Bedroom	57	53	41
2 Bedrooms	1,065	620	709
3 Bedrooms	3,636	434	1,162
4+ Bedrooms	2,718	60	361

Key Facts

The number of cohabiting and lone parents with dependent children has increased over time whereas the number of married couples with dependent children has decreased.

Households with dependent children made up 26% (58,758) of all households in Cornwall in 2011.

Households with dependent children are predicted to increase by 21% between 2010 and 2030.

Source: Census, DCLG Household Projections

National Context

The National Planning Policy Framework (NPPF)ⁱ (paragraph 50) states that 'to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should: plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand'.

National Planning Practice Guidance has been made available to guide the 'Housing and Economic Development Needs Assessment'ⁱⁱ and this guidance includes an element on how the needs for all types of housing should be addressed. 'Once an overall housing figure has been identified, plan makers will need to break this down by tenure, household type (singles, couples and families) and household size. Plan makers should therefore examine current and future trends of:

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

This guidance goes onto identify specific types of housing and the needs of different groups such as the private rented sector, people wishing to build their own homes, family housing, housing for older people and households with specific needs.

Local Context

Cornwall Council's Housing Strategyⁱⁱⁱ has set a number of priorities which include those that directly relate to housing mix in terms of:

- Priority 2: Finding Smarter Housing Solutions - We will ensure that people have free access to a range of housing options which can help them to make their own housing choices, including the chance to remain in their own home and live as independently as possible. We will endeavour to ensure that people have a safe, secure home they can call their own and that temporary accommodation is only used as a last resort. We will tackle homelessness in Cornwall, with a strong emphasis on preventing people from losing their existing home.
- Priority 4: Creating Sustainable Communities - We will ensure that housing activities contribute towards social wellbeing and make a difference to deprived and excluded communities.

Definitions

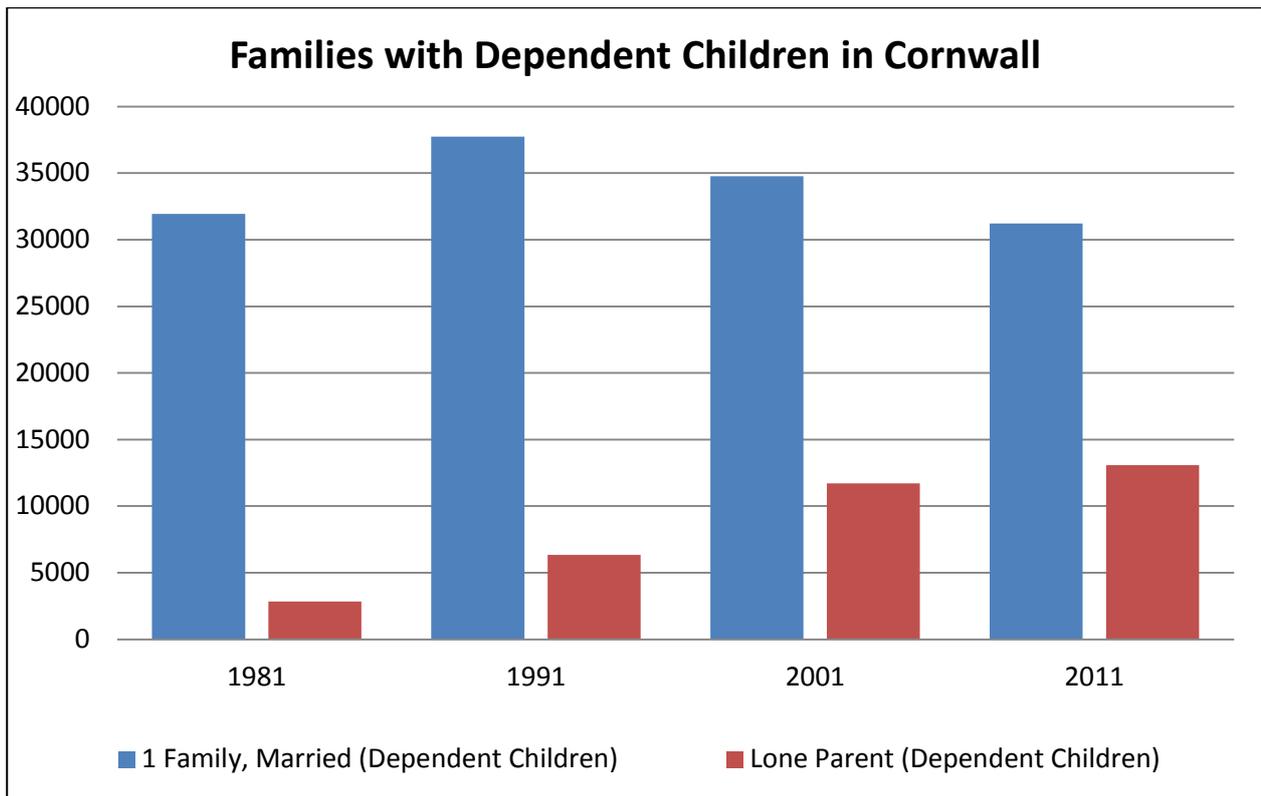
Dependent Child: a dependent child is any person aged 0 to 15 in a household (whether or not in a family) or a person aged 16 to 18 in full-time education and living in a family with his or her parent(s) or grandparent(s). It does not include any people aged 16 to 18 who have a spouse, partner or child living in the household.

Past Trends

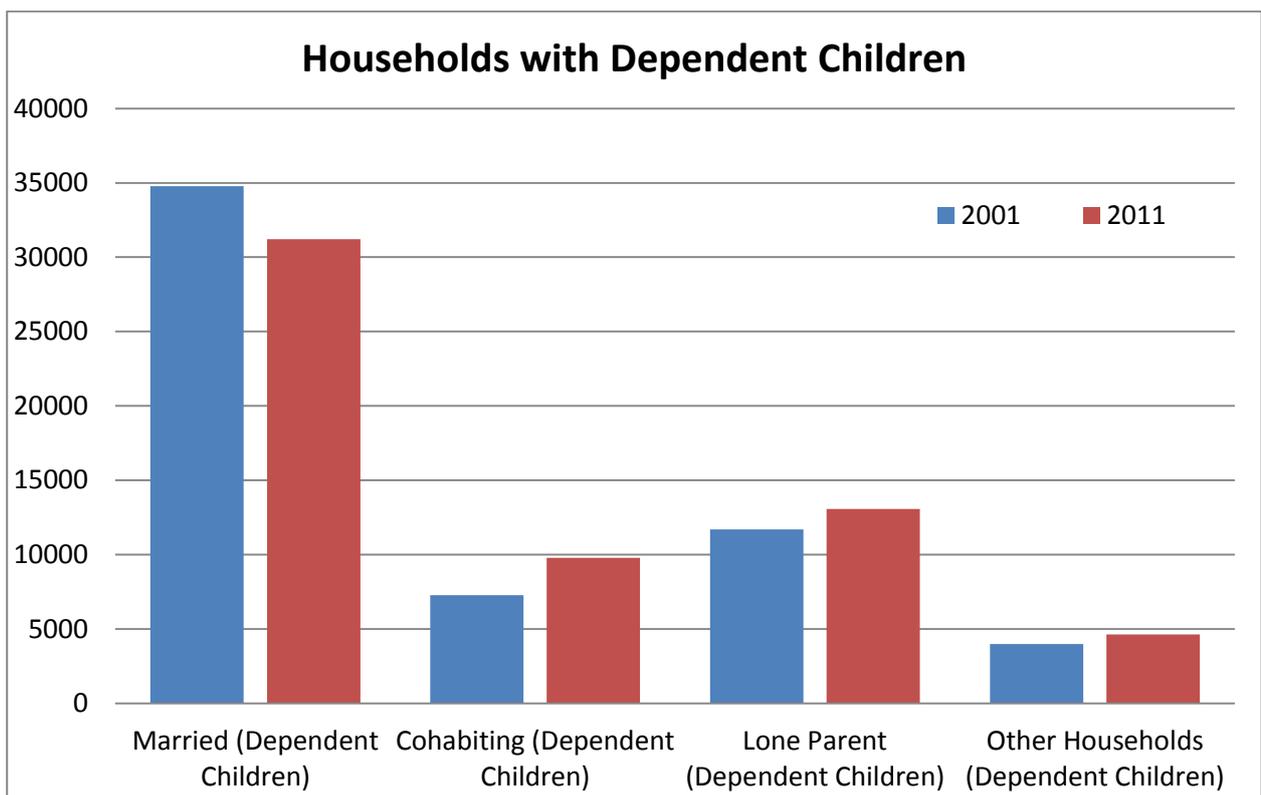
Household types are described as comprising couples (with or without children), lone parent families, single, and multi person households and the census has provided some information on these types of households.

The following graph gives an indication of some of the main changes experienced in family households, such as an increase in lone parents with dependent children,

whereas married families with dependent children seemed to have been on the decline since 1991.

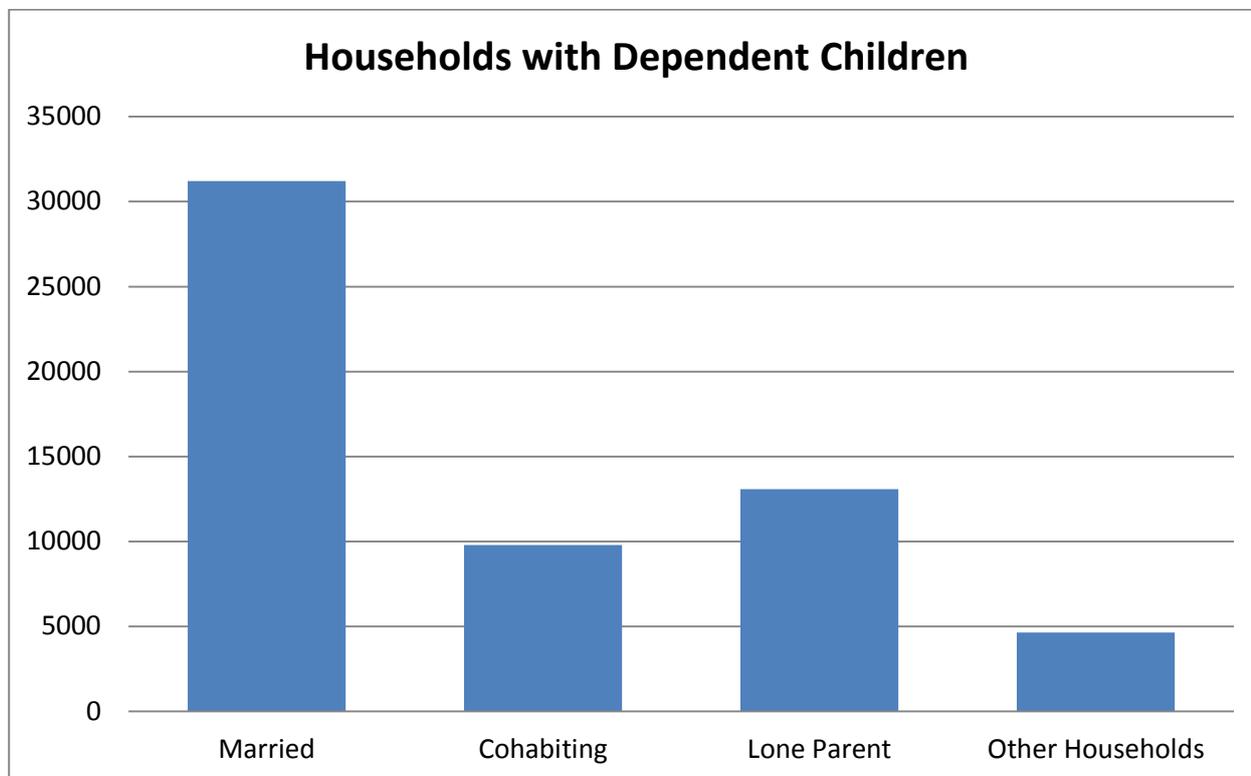


The following graph provides more detail on family types and shows that between 2001 and 2011 there was an increase across all types of households with dependent children with the exception of married families which declined slightly. This reflects that fact that increasing numbers of couples are choosing to co-habit rather than marry, plus an increase in divorce leading to there being more lone parent families.

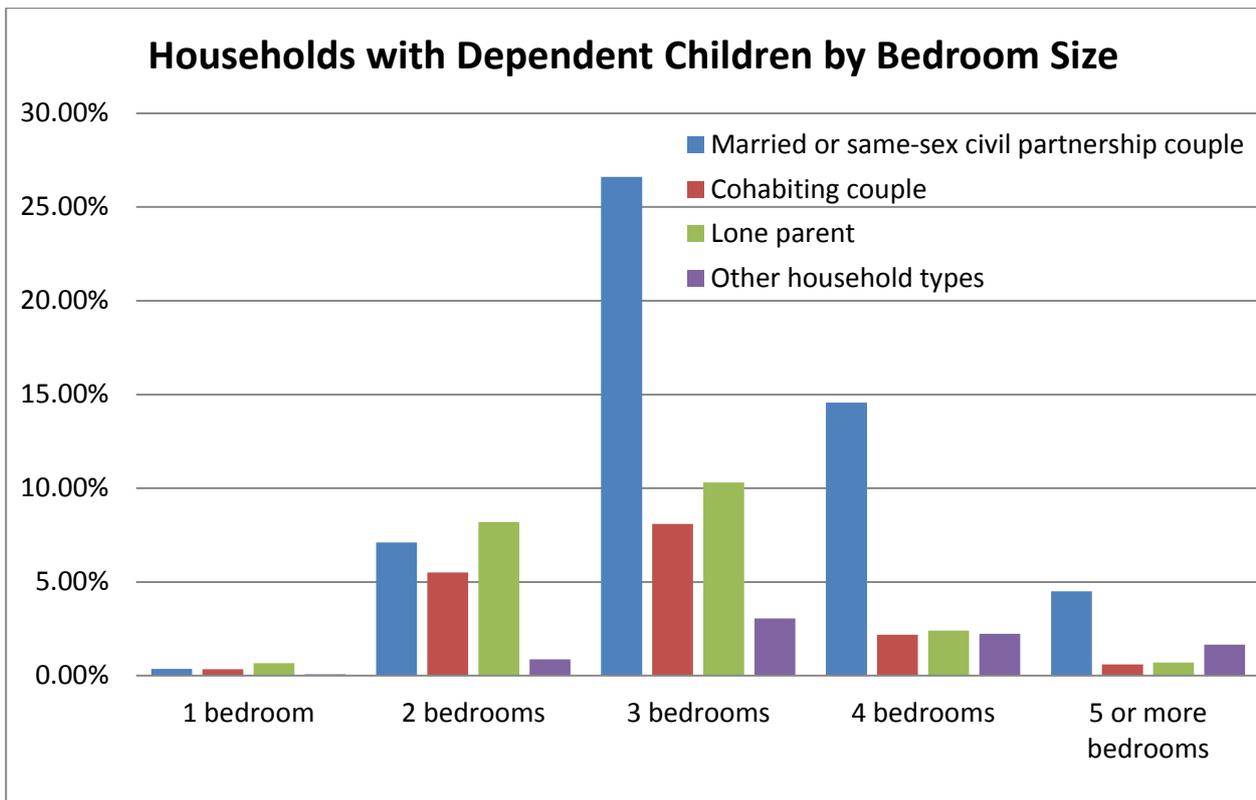


Current Trends

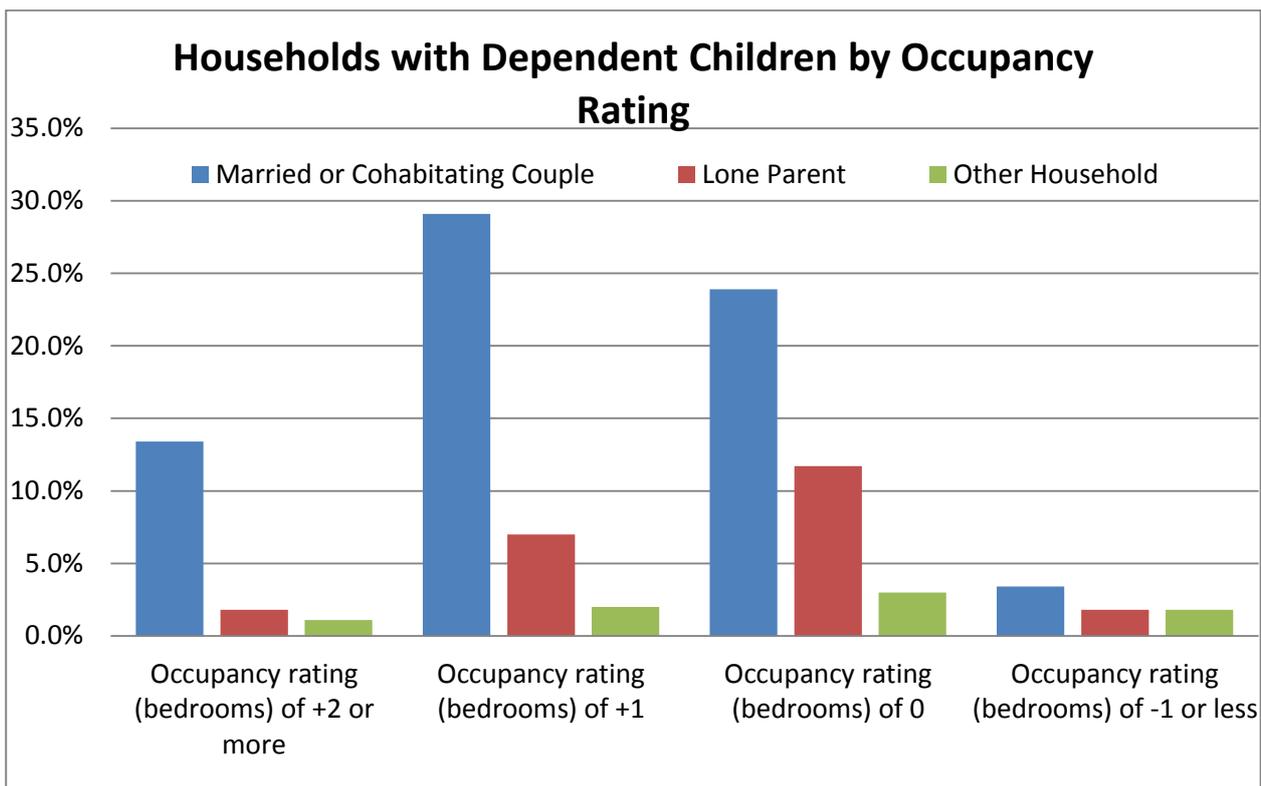
In 2011^{iv} households with dependent children made up 25.5% (58,758 households) of all households (230,389 households) in Cornwall. Of all households in Cornwall, 13.6% were married couple households, 4.3% were cohabiting couple households, 5.7% were lone parent households and 2% were 'other' households - as shown in the chart below.



The number of bedrooms a family has depends to a certain extent on what the family requires, but can also indicate what a family wants in terms of spare rooms^{BN13}. In terms of the bedrooms currently occupied by households with dependent children, the following graph provides detail by family type. A household with 1 child may only need a two bedroom property but as the graph shows, they are more likely to occupy 3 or even 4 or more bedroom properties.



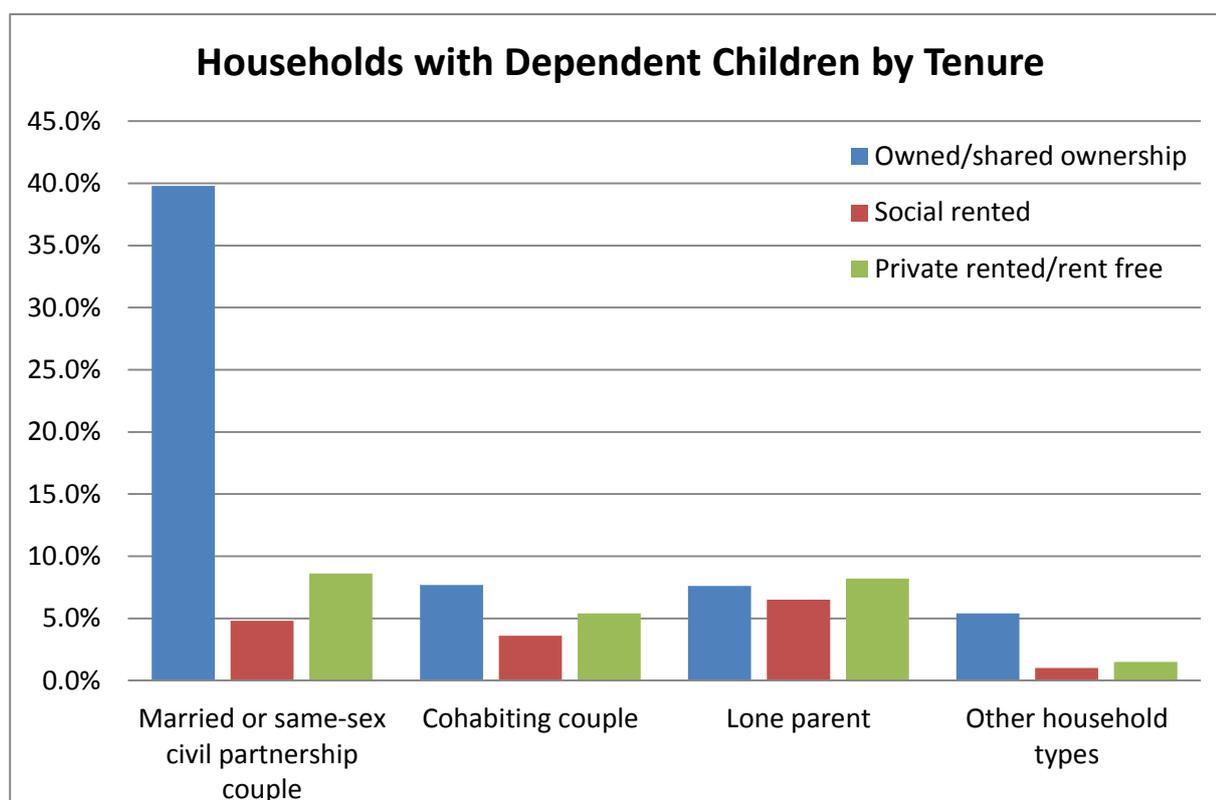
As is the case with the majority of households ^{BN13} in Cornwall, households with dependent children are as likely to ‘under occupy’ their homes according to official definitions. The graph below clearly demonstrates that that this is so for married or cohabiting couple households with dependent children with the highest proportion of this group having one spare bedroom. Lone parents and other households with dependent children are more likely to live in homes with no spare rooms (i.e. an occupancy rating of 0). There are households with dependent children of all types that live in homes that do not have enough bedrooms for the size of the family.



The following table gives an indication of how many spare bedrooms households with dependent children had in 2011 by tenure for Cornwall and the Isles of Scilly:

	Owned/Shared Ownership	Social Rented	Private Rented/Living Rent Free
Not enough Bedrooms	2.7%	2.5%	1.9%
No Spare Bedrooms	17.1%	10.0%	11.3%
1 Spare Bedroom	26.5%	3.2%	8.5%
2+ Spare Bedrooms	14.1%	0.3%	1.9%

In terms of the tenure occupied by families in 2011, the graph below shows detail by family type with dependent children. The majority of families are owner occupiers, although there are quite a significant proportion of families with dependent children living in social and private rented accommodation.

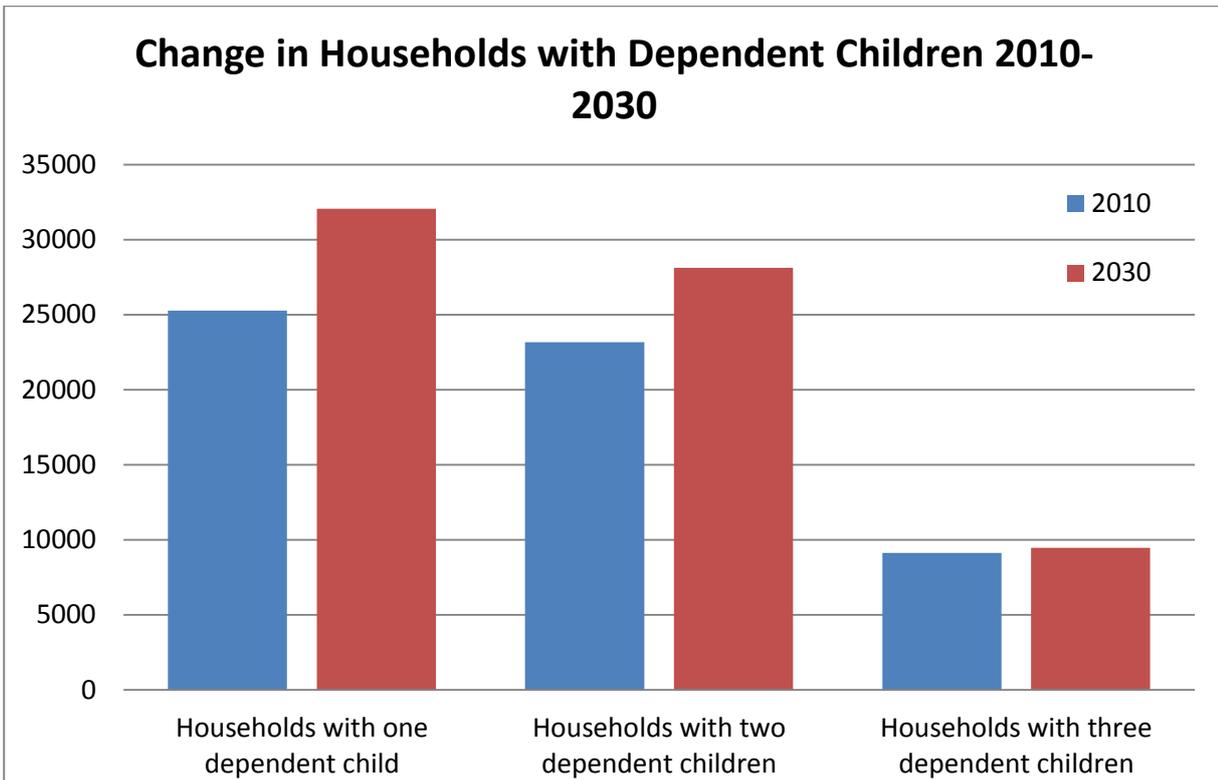


Anticipated Number of Family Households by 2030

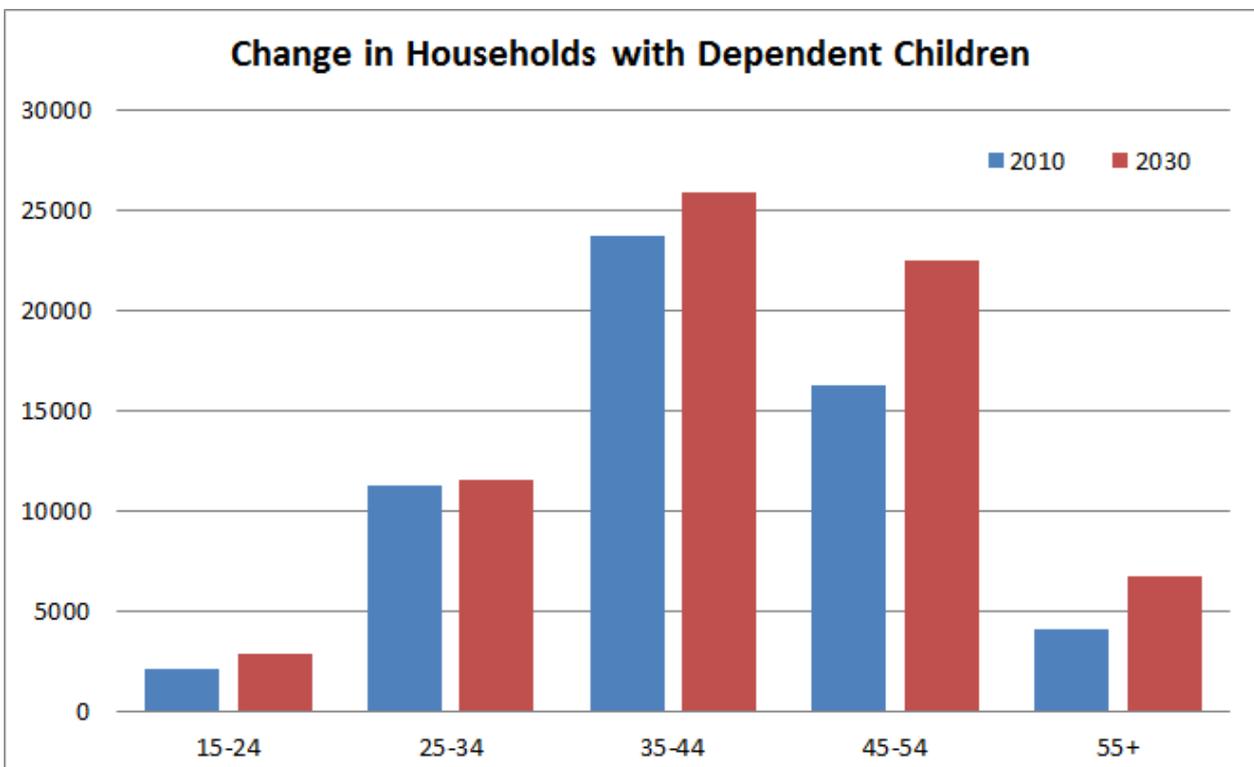
The latest long term household projections are 2012 based^v and these give an indication of how one family household are likely to change between 2010 and 2030 (the Local Plan time period). Households with dependent children are predicted to increase by 21% as follows and as shown in the graph below:

- Households with 1 dependent child are predicted to increase in numbers by 27%;
- Households with 2 dependent children are predicted to increase in numbers by 21%; and
- Households with 3 or more dependent children are predicted to increase in numbers by just 4%.

Note 1: The 2012 based household projections combined the Isles of Scilly with Cornwall so the following graphs are for Cornwall & the Isles of Scilly.



The following graph shows how the number of households with dependent children is expected to increase by different age groups. As would be expected, the majority of households with dependent children are in younger households and particularly within the 25 to 54 age groups, and the number is predicted to increase in all age groups.



Anticipated Future Impact on Housing by 2030

The type of housing that a person wants to occupy in the majority of cases does not correlate with the type of housing that they need, and if a household can afford to

have more space than they need they will do so. This is explained in more detail in the occupancy table in the Briefing Note on Housing Mix Types and Tenures ^{BN13}. Around 80% of households in Cornwall technically under occupied (i.e. had spare bedrooms) their property according to 'official' definitions of occupancy rates. In reality most people like to have at least one spare bedroom if they can.

Note 3: The categories of family types used in household projections will not be exactly the same as those used in Census analysis and a degree of caution should be used with any analysis based on these figures. However, this is the best available data we have at this time.

If we use the occupancy rates from table 1 above and apply them to future numbers of households with dependent children (69,700) using the same proportions based on a 61% owned, 16% social rented and 23% private rented split we would need:

	Owned/Shared Ownership	Social Rented	Private Rented/Living Rent Free
Not Enough Bedrooms	1,881	1,742	1,324
No Spare Bedrooms	11,914	6,967	7,873
1 Spare Bedroom	18,463	2,230	5,922
2+ Spare Bedrooms	9,824	209	1,324

Note 3: the 2011 Census does not break down household composition for households with dependent children by tenure for different numbers of children, so the assumption has therefore been made that they will occupy the same proportion of bedrooms in 2030 as they do in 2011.

The following table identifies the number of bedrooms that could hypothetically be required as a minimum for use by households with dependent children in 2030.

	Number in 2011	Number in 2030	Difference
1 Bedroom	859	1,010	+ 151
2 Bedrooms	12,697	15,091	+ 2,394
3 Bedrooms	28,239	33,471	+ 5,232
4 Bedrooms	12,564	14,896	+ 2,332
5+ Bedrooms	4,398	5,205	+ 807

If we assume that a 1 bedroom property equates to 'not enough bedrooms', a 2 bedroom property would then equate to 'no spare bedrooms' and so on. Using the same tenure split as in 2011 we could assume that we would need the following extra properties:

	Owned/Shared Ownership	Social Rented	Private Rented/Living Rent Free
1 Bedroom	57	53	41
2 Bedrooms	1,065	620	709
3 Bedrooms	3,636	434	1,162
4+ Bedrooms	2,718	60	361

Risk Assessment

This analysis of the requirement for different housing types and tenures does not fully take into account the impact of the Government's programme of Welfare Reforms^{BN22} as the figures used are from 2011. In terms of those claiming benefits for housing, welfare reform changes that came into effect in April 2013 now penalise those that have more bedrooms than they require and a cap has been set on the level of employment related benefits that can be received which may have a knock on effect on the ability to access housing. It is likely to be some time before we know what the overall impact will be of welfare reform but one likely outcome is an increased demand for smaller bedroom properties and less likelihood of those in social and private rented accommodation having spare rooms.

Use in Cornwall Local Plan

Housing mix is part of the context for housing and as such is included in general housing papers including:

- Housing Topic Paper (February 2011) accompanied the Core Strategy Options Report - <http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/cornwall-local-plan-strategic-policies/core-strategy-options-report/>
- Housing Topic Paper (January 2012) accompanied 'Our Preferred Approach for a Core Strategy' - <http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/cornwall-local-plan-strategic-policies/our-preferred-approach-for-a-core-strategy-and-options-and-preferred-options-for-minerals-energy-and-waste/> and the Cornwall Local Plan: Strategic Policies Pre Submission Version - <http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/cornwall-local-plan-strategic-policies/strategic-policies-pre-submission-stage/>
- BN13 Housing Mix, Type and Tenure accompanied the Cornwall Local Plan: Strategic Policies Proposed Submission Version and Schedule of Focussed Changes - <http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/cornwall-local-plan-strategic-policies/strategic-policies-proposed-submission-version/>

Examination Findings

No examination findings specifically relating to housing mix, type and tenure have been identified to date.

Associated Briefing Notes

BN13 – Housing Mix, Types and Tenures

BN22 – Welfare Change

ⁱ [DCLG \(2012\) National Planning Policy Framework](#)

ⁱⁱ DCLG (2014) Housing and Economic Development Needs Assessment

ⁱⁱⁱ [Cornwall Council \(2012\) Building homes, sustaining jobs and lives: Cornwall's investment plan for housing 2012-2016](#)

^{iv} [Office for National Statistics \(2011\) Census 2011: various tables](#)

^v [DCLG \(2015\) 2012 Based Sub National Household Projections](#)