

Other Household Types

Housing Evidence Base Briefing Note 32 (BN32)

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)'.

There were 25,970 other households in Cornwall in 2001 and this number had increased by 17.6% to 30,530 by 2011. There was a 17% increase in other households with dependent children, a 160% increase in other households of students, 23% less other households aged 65 or more and 22% more 'other' other households.

The majority of other households tend to own their own homes with the exception of other households consisting of students – these households predominantly privately rented their home as would be expected.

Household projections estimate that:

- There were 17,471 couple household including one or more other adults with all children non dependent in 2010 and this type of household was predicted to increase by about 17% to 20,476 households by 2030;
- There were about 12,979 'other' households in 2010 and these were predicted to increase by around 35% to 17,827 households by 2030.

In terms of the type of housing required to meet increasing numbers of other households, 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 other household there is a need for an extra:

- 144 x 1 bedroom;
- 1,675 x 2 bedrooms;
- 3,688 x 3 bedrooms;
- 1,615 x 4 bedrooms; and
- 688 x 5 or more bedrooms.

In terms of the tenure of one person homes, using the latest projections and the same tenure split as in 2011 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	63	32	49
2 Bedrooms	990	302	384
3 Bedrooms	2,877	380	432
4+ Bedrooms	2,047	42	214

Key Facts

The number of other households in Cornwall has increased by almost 18% between 2001 and 2011. The category that had increased the most between 2001 and 2011 was other households comprising of students.

There were 30,530 (13.3%) households in Cornwall that were categorised as 'other' in 2011.

It is predicted that the number of households with all children being non dependent will increase by 17% between 2010 and 2030 and the number of other households will increase by 35%

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 age related issues or disability:

- 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

A household is defined as:

- one person living alone, or
- a group of people (not necessarily related) living at the same address who share cooking facilities and share a living room or sitting room or dining area.

'Other' households are classified by the number of people, the number of households containing all non dependent children, or whether the household consists only of students or only of people aged 65 and over.

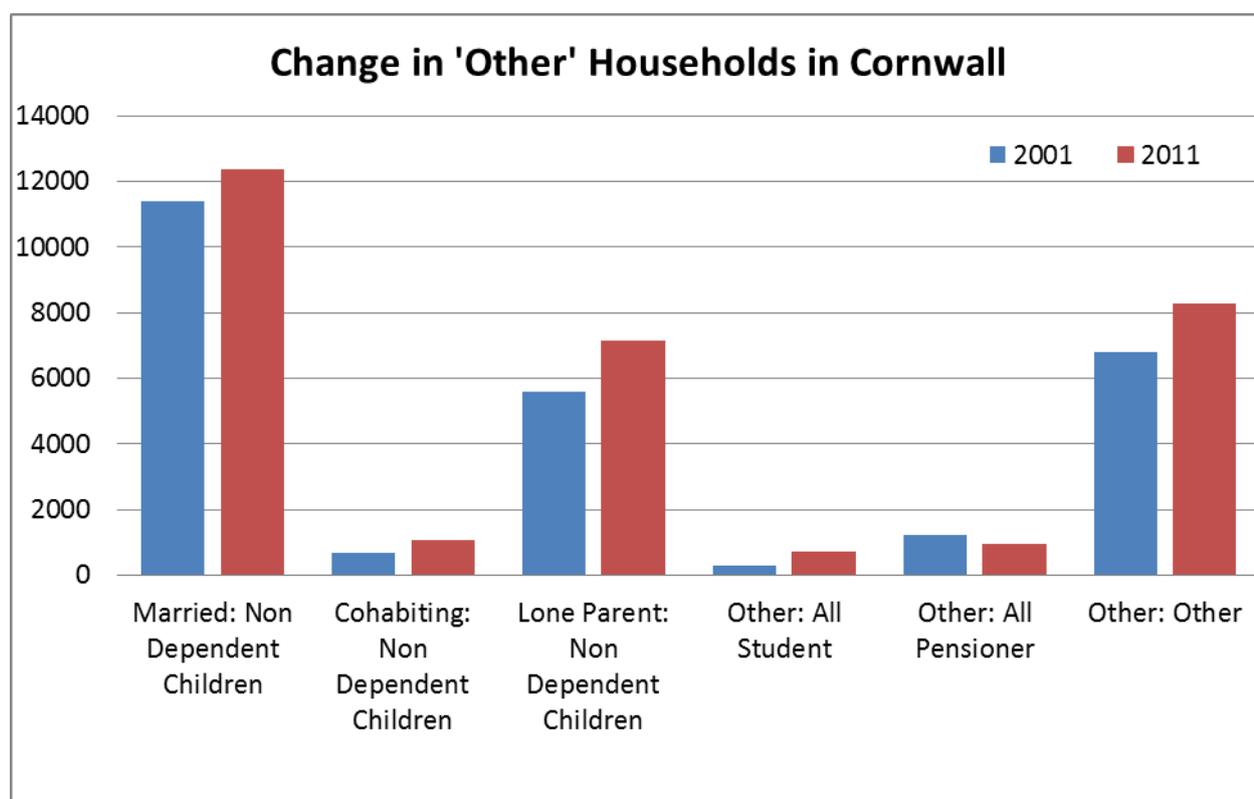
'Multi-person households' refers to households which comprise people not in the formal definition of a family but who are related in some other way (e.g. two sisters or

an aunt and her nephew), or people who are all unrelated (e.g. one person and their foster child or all student households).

Past Trends

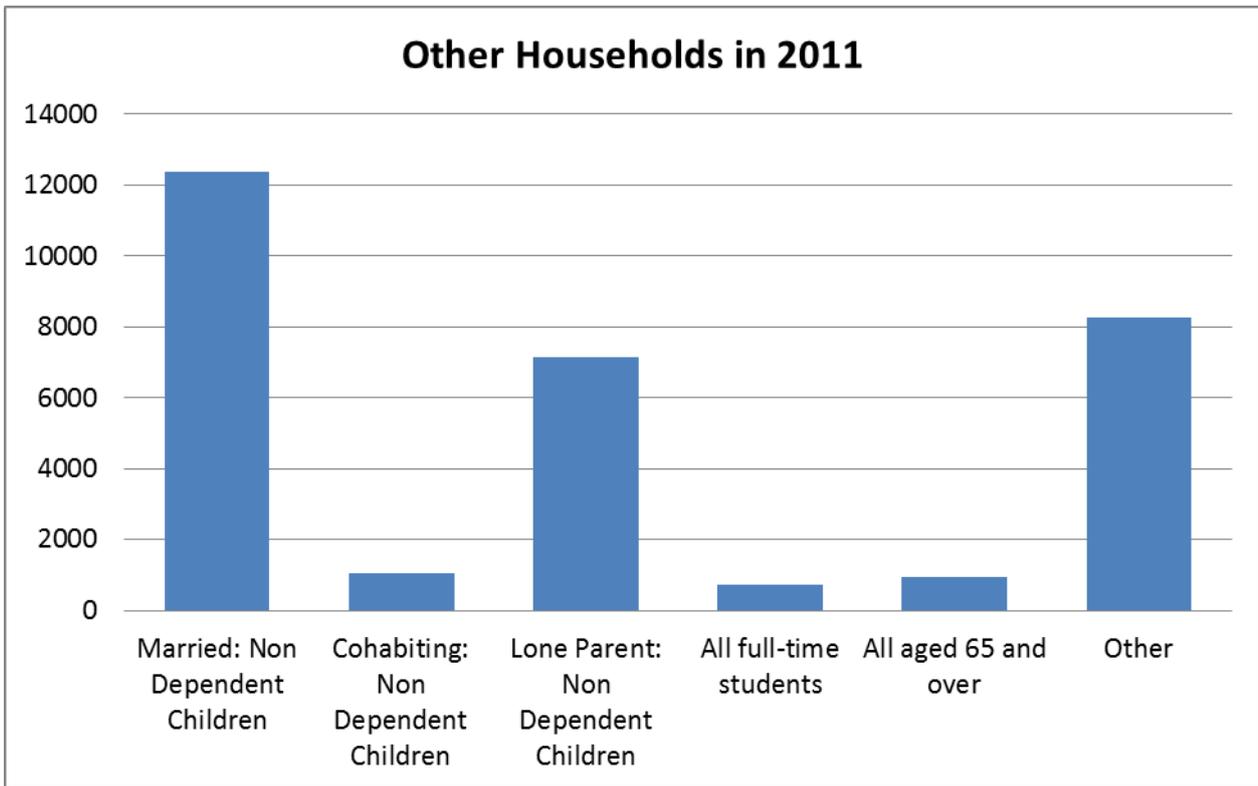
Household types are described as comprising couples (with or without children), lone parent families, single, and multi person households and the census has provided some information on these types of households.

Changes to household types over time has not been consistently reported in Census data and the following graph shows that 'other household' types had increased by 17.6% between 2001 and 2011. Other household types comprise families with all non dependent children, all student houses, all other pensioner households and other households.

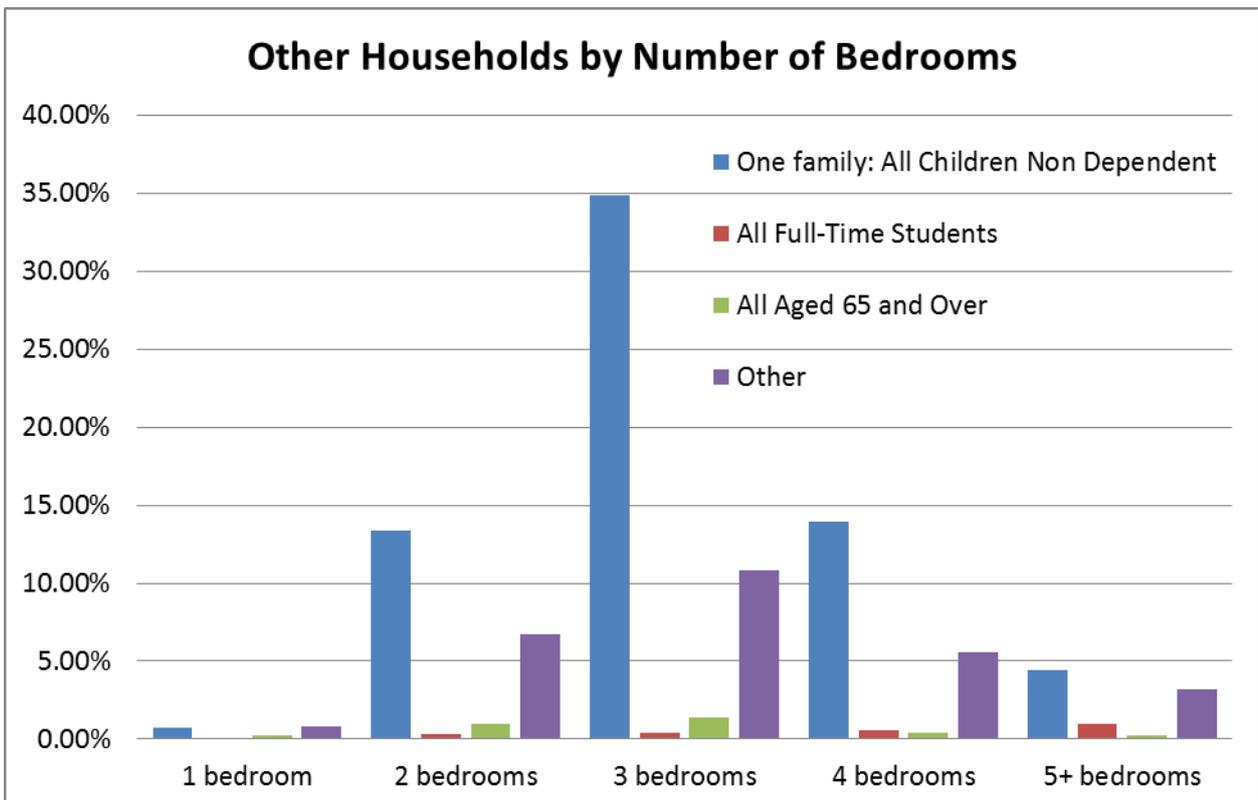


Current Trends

There were 30,533 households in Cornwall that were categorised as 'other' in 2011 and made up 13.3% of all households in Cornwall. The following graph describes these households in more detail:



In terms of the bedrooms currently occupied by other households, the following graph provides detail by family type.



As is the case with the majority of households ^{BN13} in Cornwall, other households are as likely to 'under occupy' their homes according to official definitions. The graph below clearly demonstrates that there are only a very small proportion of other households that do not have enough bedrooms. Other households who own their own

home are more likely to have spare rooms than those that socially or privately rent their home.

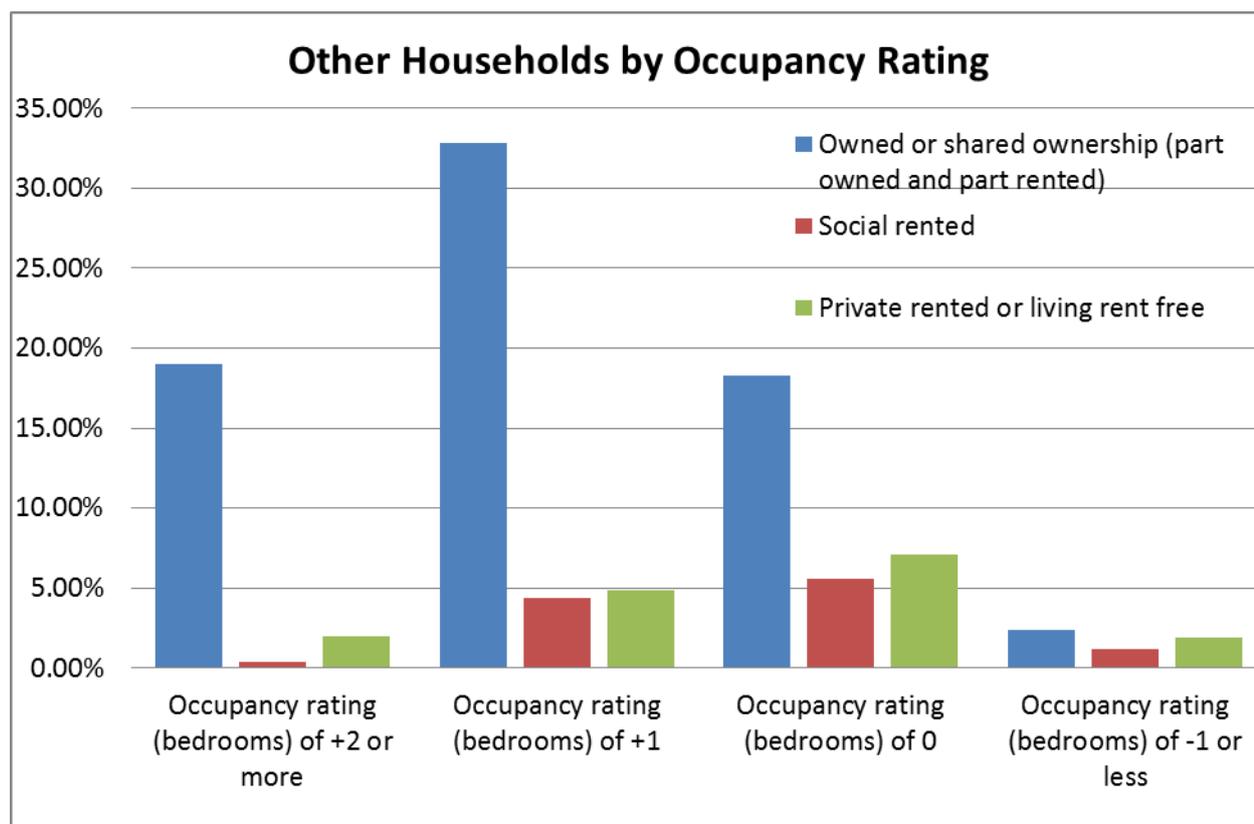
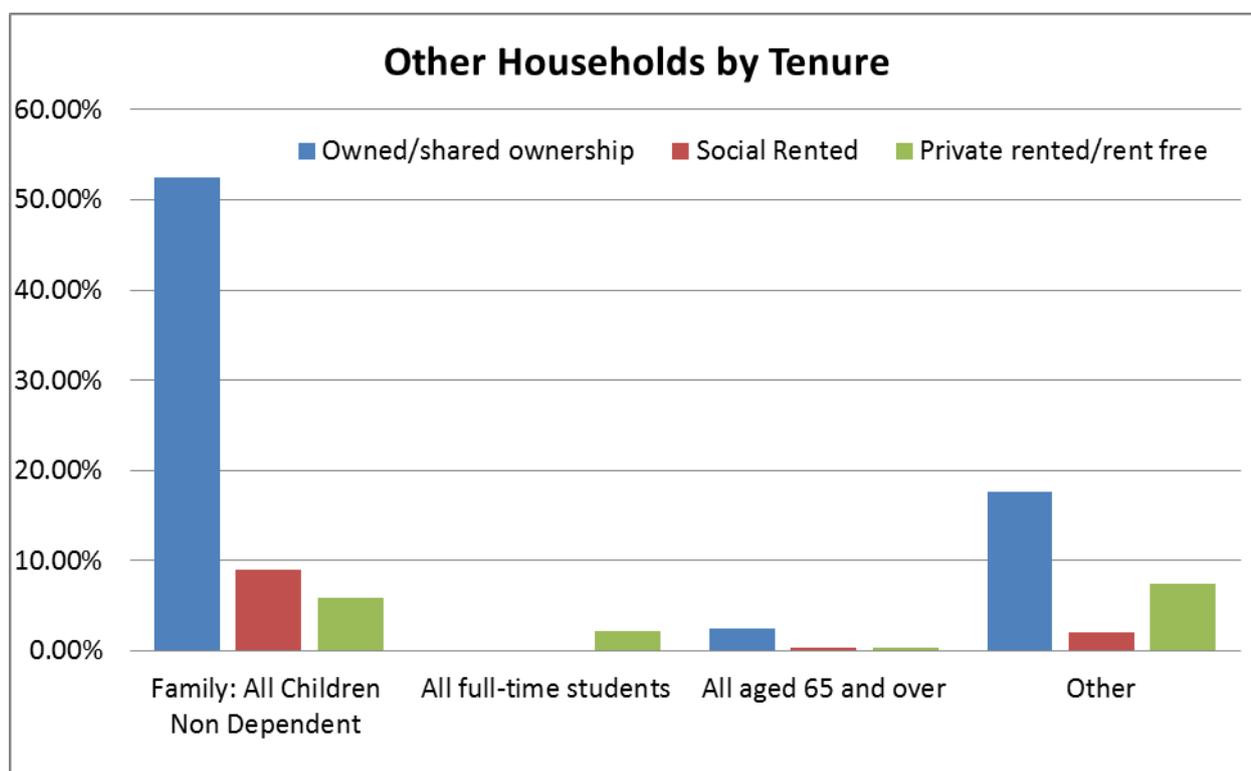


Table 1 gives an indication of how many spare bedrooms other households had in 2011 by tenure for Cornwall and the Isles of Scilly:

	Owned/Shared Ownership	Social Rented	Private Rented/Living Rent Free
Not enough bedrooms	2.4%	1.2%	1.9%
No Spare Bedrooms	18.3%	5.6%	7.1%
1 Spare Bedroom	32.8%	4.4%	4.9%
2+ Spare Bedrooms	19%	0.4%	2%

In terms of the tenure occupied by households in 2011, the graph below shows detail by family type. The majority of 'other' households tended to own their own homes whereas in terms of full time students they tended to privately rent their accommodation.

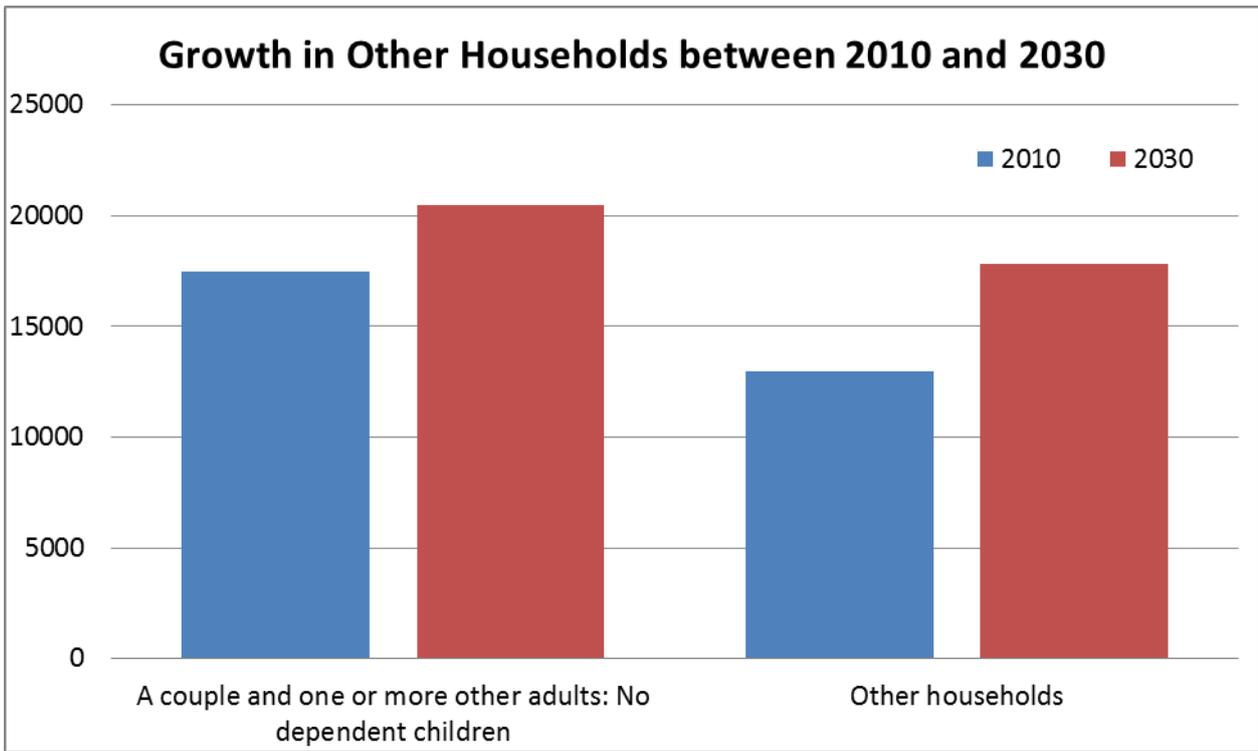


Anticipated Future Impact on Households

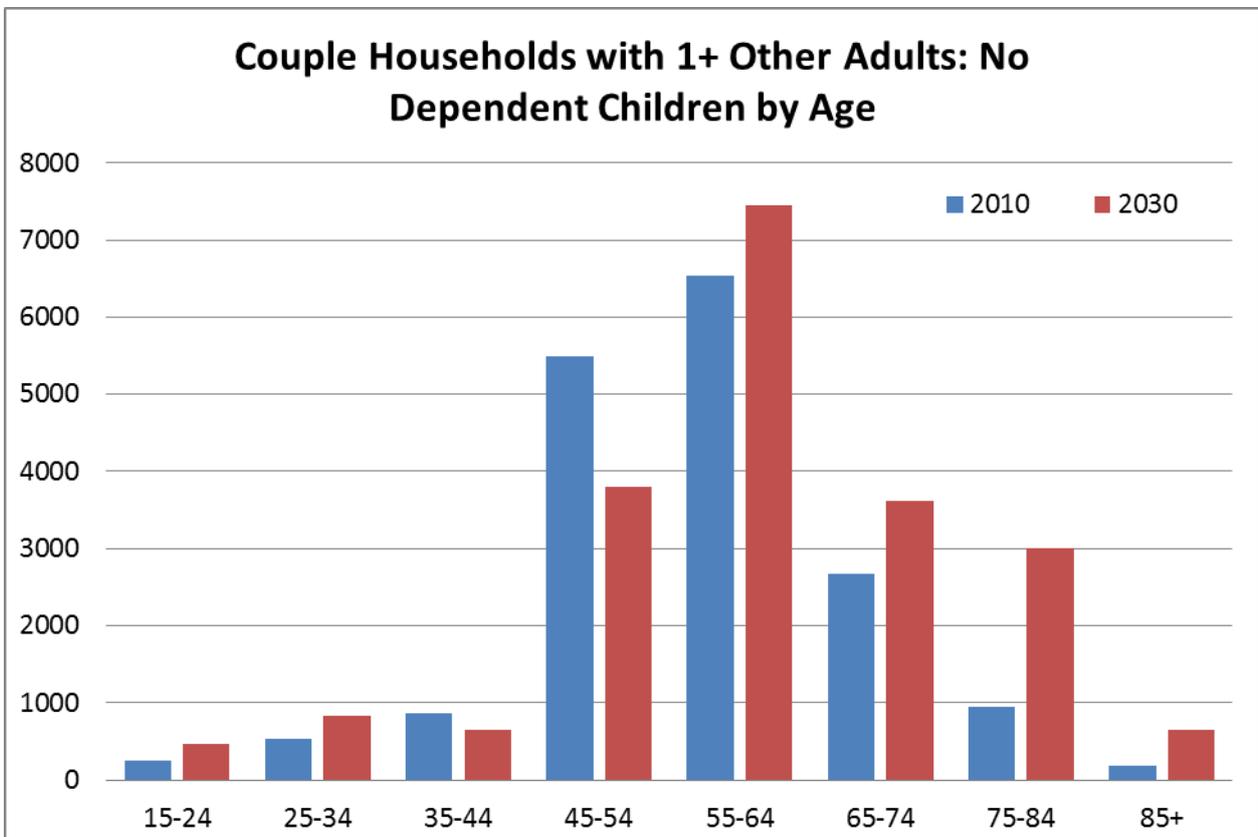
The latest long term household projections are 2012 based^{iv} and these give an indication of how other households are likely to change between 2010 and 2030 (the Local Plan time period). In total there were estimated to be, and as shown in the graph below:

- There were 17,471 couple household including one or more other adults with all children non dependent in 2010 and this type of household was predicted to increase by about 17% to 20,476 households by 2030;
- There were about 12,979 'other' households in 2010 and these were predicted to increase by around 37% to 17,828 households by 2030.

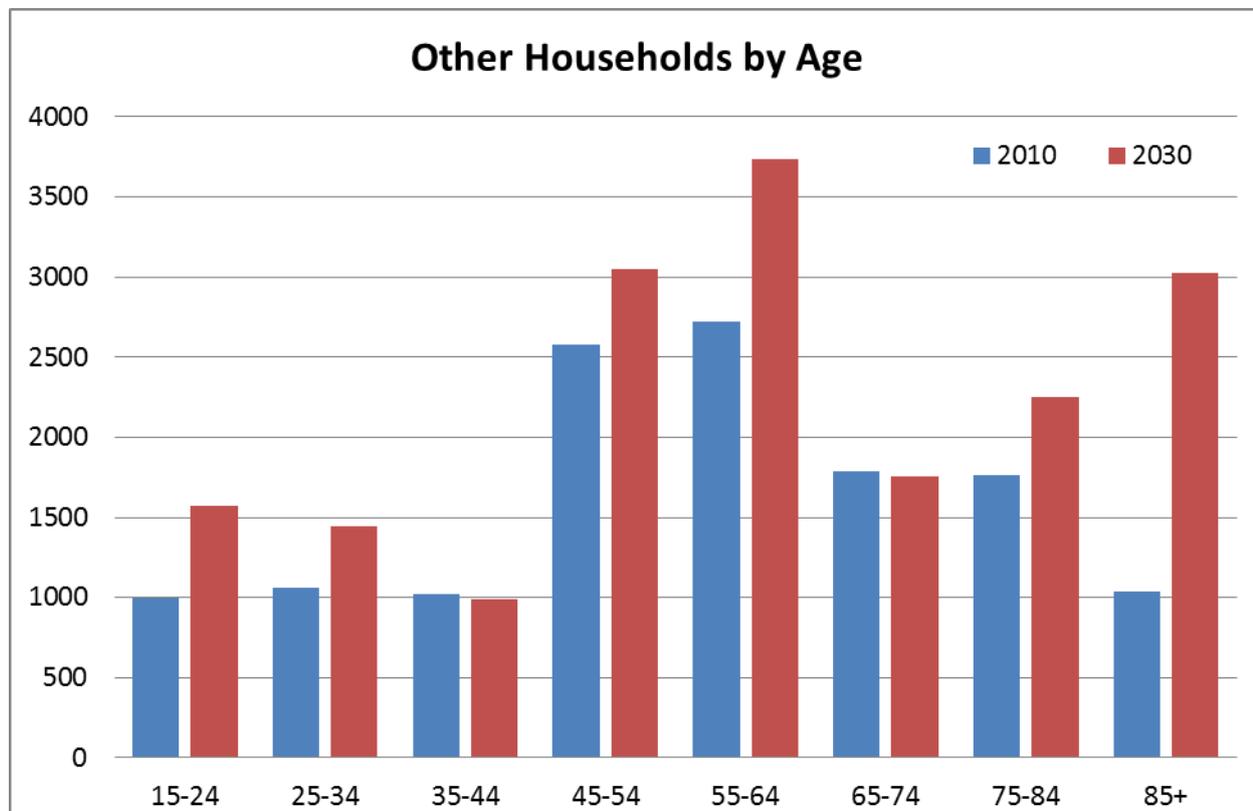
Note 1: The 2012 based household projections combined the Isles of Scilly with Cornwall so the following graphs are for Cornwall & the Isles of Scilly.



The following graph shows how couple households with one or more other adults and no dependent children are predicted to change in terms of numbers between 2010 and 2030 by age. There is an increase in numbers in some age bands, particularly the 15-34 and the 55+ age groups, whereas the numbers are generally decreasing in other age groups.



The following graph shows how other households are predicted to change in terms of numbers between 2010 and 2030 by age. This does vary – there is a predicted increase in other households in most age groups with the exception of those households aged 35-44 and 65-74.



Anticipated Future Impact on Housing

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 their property in 2011 according to 'official' definitions of occupancy rates. In reality most people like to have at least one spare bedroom if they can.

Note 2: The categories of family types used in household projections will not be exactly the same as those used in Census analysis, particularly in terms of the 'other' household categories 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 other households (38,300) using the same proportions based on a 73% owned, 11% social rented and 16% private rented split we would need:

	Owned/Shared Ownership	Social Rented	Private Rented/Living Rent Free
Not Enough Bedrooms	919	460	728
No Spare Bedrooms	7,010	2,145	2,720
1 Spare Bedroom	12,563	1,685	1,877
2+ Spare Bedrooms	7,278	153	766

Note 3: It is also difficult to unpick what 'other' households comprise as there is little information on the composition of these household types. 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 'other' households in 2030 if the same proportions were carried forward from 2011:

Table 3: Additional Number of Dwellings Required by 2030			
	Number in 2011	Number in 2030	Difference
1 Bedroom	546	690	+ 144
2 Bedrooms	6,522	8,197	+ 1,675
3 Bedrooms	14,506	18,194	+ 3,688
4 Bedrooms	6,276	7,891	+ 1,615
5+ Bedrooms	2,683	3,371	+ 688

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:

Table 4: Additional Number of Dwellings Required by 2030 by Tenure			
	Owned/Shared Ownership	Social Rented	Private Rented/Living Rent Free
1 Bedroom	63	32	49
2 Bedrooms	990	302	384
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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 - <https://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' - <https://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 - <https://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 - <https://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 have been identified to date.

Associated Briefing Notes

BN13 – Housing Mix, Type and Tenure

BN22 – Welfare Reform

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