

Housing Mix Report Land South of Burbage

Redrow Homes

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1.0

Introduction

1.1

This report has been prepared by Lichfields on behalf of Redrow Homes Limited (“Redrow”) in the context of Redrow’s interest at Land South of Burbage (“the Site”).

1.2

This report accompanies Redrow’s hybrid planning application for 422 dwellings at the site, which is seeking to achieve a market housing mix on the site which deviates from that set out in Hinckley and Bosworth Borough Council’s (“the Council”) most recent evidence; namely the ‘Leicester & Leicestershire Housing & Economic Needs Assessment: Final Report (April 2022)’ (“The HENA”). Therefore, the purpose of this assessment is to provide supporting evidence as to why the proposed market housing mix can be deemed appropriate.

Development Proposal

1.3

The proposed development is for 422 new homes in Burbage, including 338 market dwellings. The proposal includes a market housing mix of 2 to 4+ bed units, with some dwellings containing studies. The proposed mix is shown in Table 1.1.

Table 1.1 Proposed Market Housing Mix

Size (including studies)	Total	Size	Size (%)
1-bed	0	1-bed	0 (0%)
2-bed	64	2-bed	98 (29%)
2-bed+study	34		
3-bed	31	3-bed	171 (50.6%)
3-bed+study	140		
4+ bed	69	4+ bed	69 (20.4%)
Total	338	~	338

Source: Redrow Homes

1.4

The overall housing mix, which combines market and affordable homes, is set out in Table 1.3.

Table 1.2 Overall Housing Mix

Size	Total	Size	Size (%)
1-bed	28	1-bed	28 (7%)
2-bed	95	2-bed	129 (30%)
2-bed+study	34		
3-bed	48	3-bed	188 (45%)
3-bed+study	140		
4+-bed	77	4+ bed	77 (18%)
Total	422	~	422

Source: Redrow Homes

Report Structure

1.5 The report outlines the evidence justifying a mix proposed that departs from the Council's evidence in the following sections:

- Section 2.0 provides the context in terms of the current national and local policy;
- Section 3.0 provides evidence on local housing market characteristics, including historic population change, existing household characteristics and housing market and socioeconomic patterns;
- Section 4.0 examines the type and number of recently approved residential schemes in Hinckley and Bosworth;
- Section 5.0 provides commentary on changing market trends; and
- Section 6.0 presents the overall conclusions.

2.0 Policy Background and Published Evidence

National Planning Policy and Guidance

- 2.1 The National Planning Policy Framework [NPPF], published July 2021, highlights the importance of ensuring an appropriate housing mix is addressed by local planning authorities [LPAs]:

“To support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.” (Paragraph 60) (Emphasis added)

- 2.2 In this context, paragraph 62 of the NPPF states that:

“...the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes).”

- 2.3 Furthermore, the Planning Practice Guidance [PPG], states that:

“The standard method for assessing local housing need identifies an overall minimum average annual housing need figure but does not break this down into the housing need of individual groups.” (PPG ID: 67-001)

- 2.4 It also states that:

“Strategic policy-making authorities will need to look at the current stock of houses of different sizes and assess whether these match current and future needs.” (PPG ID: 2a-023)

- 2.5 It goes on to provide some detail about how to identify the need for certain types of housing and the needs of different groups but does not provide any specific guidance on how to identify the mix of different house sizes that is required.

Local Planning Policy and Guidance

Core Strategy 2009

- 2.6 The Core Strategy 2009 [CS] was formally adopted by the Council on 15 December 2009. The Council’s housing mix policy is set out at Policy 16 (Housing Density, Mix and Design), which states that:

“The council requires a mix of housing types and tenures to be provided on all sites of 10 or more dwellings, taking into account the type of provision that is likely to be required, by utilising Table 3 (Profile of new housing needed to meet household type projections) as a starting point for housing mix, and the specific needs of each submarket informed by the most up to date Housing Market Assessment, Study Into Older Peoples Housing Needs and Aspirations and other local evidence, such as a housing needs survey or parish plan.”

- 2.7 It is considered that the policy (16) itself does not explicitly provide market, or affordable, housing mix requirements; rather the supporting table (Table 3 – see Table 2.1 below) to Policy 16 provides ‘a starting point’, which should then be **informed** by the most up to date (*inter alia*) Housing Market Assessment, or Housing Needs Survey. This, although not explicit, implies that the proposed mix should be informed by either a Housing Market Assessment or housing needs survey, but does not need to be a mix on a site-specific level which precisely mirrors the proportions in any of the Council’s evidence.

Table 2.1 Core Strategy ‘Profile of new housing needed to meet household type projection

Medium and Larger Family Units*	Multi-person Provision, Student Housing, Flats etc	Smaller and Medium Sized Units
32%	4%	64%

Source: Table 3, Hinckley and Bosworth Core Strategy *two and three-bed houses and larger = medium to larger family units ** one and 2-bed flats, 2-bed houses and 2-bed bungalows = smaller and medium

- 2.8 As noted above, the policy refers to the most up-to-date Housing Market Assessment or Housing Needs Survey, which is the 2022 HENA. However, the HENA has not been examined, and therefore the weight that can be attributed to it is limited – discussed further below. Whilst Policy 16 does not explicitly caveat this requirement, the supporting text states that the “*overall policy aim is to achieve a mix of house types and tenures within each submarket to reflect current and future requirements, modified, where appropriate, for local circumstances*” (Para 4.56). Furthermore, Policy 4 (Development in Burbage) states that:
- “To address the small pockets of deprivation in Burbage, support the Burbage local centre and support Hinckley’s role as a sub-regional centre, the council will:*
- *Allocate land for the development of a minimum of 295 new residential dwellings, focused primarily to the north of Burbage, adjacent to the Hinckley settlement boundary to support the Hinckley sub regional centre. The council will seek to diversify the existing housing stock to cater for a range of house types as supported by Policy 15 and Policy 16.”*

- 2.9 Coupled together, it can be adjudged that the above indicates that the overall objective of the Council’s policy is to achieve a housing mix that reflects current and future requirements of local areas (i.e. needs of Burbage) and that an alternative mix may be justified based on ‘*local circumstances*’.

Burbage Neighbourhood Plan 2015-2026

- 2.10 The Burbage Neighbourhood Plan 2015 – 2026 (June 2020) [BNP] underwent Examination in March 2020, and following recommended modifications from the Examiner, the Council recommended that the plan proceed to referendum.
- 2.11 The BNP underwent a referendum on the 6th of May 2021 and a positive referendum result was achieved. Following this, the BNP was formally made by the Council on the 10th of May 2021, and now forms part of the Development Plan. Importantly, the policies in the BNP should be given full weight when determining planning applications in the neighbourhood area, and as it forms the most recently adopted Development Plan document, should take

precedence over existing policies in the CS and Site Allocations and Development Management Policy DPD [SADMP]. Policy 11 (New Housing mix) sets out that:

“The Plan aims to conform with HBBC Core Strategy Policy 16 regarding housing density, mix and design for any new development of 10 or more dwellings per hectare.”

- 2.12 The BNP further notes that when asked through the Burbage Neighbourhood Plan Community Questionnaire, *“What type of housing was needed in Burbage?”*, the majority expressed a preference for medium-sized family homes and housing for younger couples. The BNP notes that when compared to the Leicester and Leicestershire Housing and Economic Development Needs Assessment (HEDNA) (January 2017), Burbage has significantly more larger houses (4+ bedrooms) than recommended.

Housing Needs Survey: Final Report (November 2019)

- 2.13 The HNS was prepared by JG Consulting on behalf of Hinckley and Bosworth Borough Council. The purpose of the HNS was to provide support for the next Hinckley & Bosworth Local Plan.
- 2.14 The HNS provides recommendations for the appropriate mix of market and affordable housing ranges across Hinckley and Bosworth. The recommended market housing mix range is shown in Table 2.2 for Hinckley and Bosworth Borough.

Table 2.2 Recommended Mix for Market Housing for Hinckley and Bosworth Borough from HNS

Size	Market
1-bed	5%
2-bed	30%
3-bed	45%
4+-bed	20%

Source: Hinckley and Bosworth Borough Council: Housing Needs Study (Figure 3)

- 2.15 In establishing a proposed housing mix the HNS looked at a range of statistics that related to families and examined how these numbers were projected to change in the future. The analysis considered the way different groups occupy housing. For market housing, the HNS indicates that the provision of new market housing will focus on 2-bed and 3-bed properties.
- 2.16 However, the HNS is clear that:
- “Although the analysis has quantified this on the basis of the market modelling and an understanding of the current housing market, it does not necessarily follow that such prescriptive figures should be included in the plan making process. The ‘market’ is to some degree a better judge of what is the most appropriate profile of homes to deliver at any point in time, and demand can change over time linked to macro-economic factors and local supply. Policy aspirations could also influence the mix sought.” (Para 5.50).*
- 2.17 This is further emphasised in the *“key messages”*, in which the HNS states that *“the mix identified above could inform strategic policies although a flexible approach should be adopted. In applying the mix to individual development sites, regard should be had to the*

nature of the site and character of the area, and to up-to-date evidence of need as well as the existing mix and turnover of properties at the local level.” (Bullet 4).

- 2.18 The HNS was published in 2019 and has since been superseded by the Housing & Economic Needs Assessment (April 2022) as the most up-to-date evidence on Housing Needs.

Housing & Economic Needs Assessment: Final Report (April 2022)

- 2.19 The HENA was commissioned by the ten partner organisations in Leicester and Leicestershire.¹ The purpose of the HENA was to:

“provide updated evidence regarding the overall need for housing, and type and mix of housing needed; together with an assessment of the quantity and type of employment land needed to inform local and strategic plans in Leicester and Leicestershire.” (Para 1.4)

- 2.20 The HENA provides recommendations for the appropriate mix of market and affordable housing ranges across all Districts in the HMA, including Hinckley and Bosworth. The recommended market housing mix range is shown in Table 2.3 for Hinckley and Bosworth Borough.

Table 2.3 Recommended Mix for Market Housing for Hinkley & Bosworth Area

Size	Market
1-bed	5%
2-bed	35%
3-bed	45%
4-bed	15%

Source: Housing & Economic Needs Assessment: Main Report (Table 10.32)

- 2.21 In establishing a proposed housing mix, the HENA states that it relied upon the information derived in the projections about the number of household reference persons (HRPs) in each age group and applies this to the profile of housing within these groups, formed from a commissioned table by ONS (Table CTo621, 2011 Census).
- 2.22 Fundamentally, the HENA estimates the future need for different sizes of property by looking at the types and sizes of accommodation occupied by different ages of residents and attaching projected changes in the population to this to project the need and demand for different sizes of homes (i.e. a demographic-driven approach). On the face of it, the HENAs approach is appropriate, as, importantly, it recognises that it is not a simple task to convert the net increase in the number of households into a suggested profile for additional housing to be provided, as households occupy market housing more in-line with their wealth and age than the number of people which they contain (Para 10.12-10.13).
- 2.23 The HENA suggests that the focus of new market housing provision will be on 2- and 3-bed properties. It asserts that there will be continued demand from newly forming households for family housing. There may also be some demand for 2- and 3-bed properties from older households who are looking to downsize and release equity in existing homes, but still wish

¹ Blaby District Council; Charnwood Borough Council; Harborough District Council; Hinckley & Bosworth Borough Council; Leicester City Council; Leicester and Leicestershire Local Enterprise Partnership; Leicestershire County Council; Melton Borough Council; North West Leicestershire District Council; and Oadby and Wigston Borough Council.

to retain the flexibility for friends and family to come and stay (*Housing Mix: Key messages Bullet 6*).

2.24 However, the HENA goes on to state that:

“Although the analysis has quantified this on the basis of the market modelling and an understanding of the current housing market, it does not necessarily follow that such prescriptive figures should be included in the plan making process (although it will be useful to include an indication of the broad mix to be sought across the study area) – demand can change over time linked to macro-economic factors and local supply. Policy aspirations could also influence the mix sought.” (Para 10.43)

2.25 This is further emphasised in the “*Housing Mix: key messages*”, in which the HENA states that *“the mix identified above could inform strategic policies although a flexible approach should be adopted... Additionally, in applying the mix to individual development sites, regard should be had to the nature of the site and character of the area, and to up-to-date evidence of need as well as the existing mix and turnover of properties at the local level. The Councils should also monitor the mix of housing delivered.” (Bullet 4)*

2.26 Therefore, a mix “*informed*” by the HENA (as required by Policy 16) cannot be interpreted to be a mix on a site-specific level which precisely implements the suggested mix within the HENA. This is why the supporting text to Policy 16 and the HENA acknowledge that ‘*local circumstances*’ could justify a mix different to the proportions set out in the HENA for the Borough. It will naturally be the case that different parts of the Borough, or different sites, will have mixes that differ from the HENA mix, reflecting locational factors, but are nonetheless appropriate (and can contribute to the overall Borough-wide needs).

2.27 Furthermore, an attempt to relate a net increase in households to the type of new-build supply is simplistic because a) new-build homes are only ever a small proportion (typically 1-2%) of the total housing stock; and b) new build homes are typically only c.10% of housing transactions, meaning that most of the calculated net additional households will have their needs met in the second-hand market. The chances of ascribing new build to particular increases in household types are thus marginal.

Ensuring a Mix of Market Housing

2.28 It is important that any assessment of the housing mix proposed is considered carefully in the context of the policy and evidential context. The NPPF is clear that decisions should apply a presumption in favour of sustainable development, and for decision taking, should approve development proposals that accord with an up-to-date development plan without delay (Para 11c).

2.29 In this context, the starting position is the policies within the Council’s adopted CS. However, the Council’s adopted housing mix policy (and the whole CS) significantly pre-dates the 2012, 2019 and 2021 NPPF and thus could be considered out-of-date. It is acknowledged that existing policies should not be considered out-of-date simply because they were adopted prior to the NPPF and that due weight should be given to them, according to their degree of consistency with the NPPF (Para 219).

2.30 The NPPF is clear that *“the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies”* (Para 62). In this

regard, Policy 16 of the CS sets out the Council's housing mix policy. Albeit, the CS does not explicitly set a housing mix for market or affordable dwellings and instead defers to the Council's evidence base. The Council considers that this is 'consistent' with the NPPF, as stated in its document² outlining the conformity of the policies within the CS against the NPPF.

- 2.31 The '*starting point*' is, therefore, Policy 16, which is clear that proposed market housing mixes should be informed by the most up-to-date *evidence*. For Burbage, this would be the HENA (2022), followed by the HNS (2019). However, crucially, neither the HENA nor the HNS has been through Examination³, and therefore the weight to be attached to this evidence should be reduced, reflecting the fact that both documents have not been tested through the examination process.
- 2.32 This approach – of reducing weight to evidence that has not been tested – was confirmed in the judgment '*William Davis Ltd v Charnwood Borough Council*⁴'; the Council, in that case, attempted to enforce a housing mix policy through a supplementary planning document [SPD], however, this was challenged by a group of developers who submitted that such a policy should have been made with a development plan document. The judgment accepted the developers' case and the policy on mix within the SPD was quashed.
- 2.33 Whilst relating to an SPD, the principle – i.e. seeking to adopt a specific mix which has not been tested at examination or forms part of the development plan – equally applies to evidence (such as that within an HENA or HNS). In this regard, great care should be taken by the decision-maker in attributing weight to the specific mix within the HENA.
- 2.34 Indeed, the PPG is clear that policies need to be justified, and that "*evidence needs to inform what is in the plan and shape its development rather than being collected retrospectively*".⁵ Therefore, on the basis that the findings of the HENA (and HNS) cannot be elevated to the status of policy, the degree of weight that can be attributed to their findings is considered to be limited.
- 2.35 In any event, the supporting text of Policy 16 states that mixes should "*reflect current and future requirements, modified, where appropriate, for local circumstances*" (Para 4.56). As such, it would, therefore, be reasonable for a scheme in Burbage to deliver a different mix of housing to the overall need identified in the HENA at the Borough-wide level, but which provides a range of house sizes reflecting the '*local circumstances*' in Burbage.
- 2.36 In view of the above, it is considered pertinent to review the '*local circumstances*', and the needs of Burbage, to provide a further indication of a suitable market housing mix for new developments. This includes a wide range of data sources, including past and future population change, household composition, and existing dwelling stock and mix. These are explored in Section 3 of this report.

² 'Consistency of the Hinckley and Bosworth Local Plan with the National Planning Policy Framework (2019) and Planning Policy for Traveller Sites (2015)'

³ The examination of the HENA's (and HNS's) findings in respect of Hinckley and Bosworth have not been examined.

⁴ *William Davis Ltd v Charnwood BC* Queen's Bench Division (Administrative Court) 23 November 2017 [2017] EWHC 3006 (Admin)

⁵ PPG ID: 61-038

3.0 Local Context

Burbage

- 3.1 Burbage is one of four settlements that makes up the main urban areas of the Borough (alongside Hinkley, Barwell and Earl Shilton. Burbage). Burbage is a relatively affluent area, and the settlement has good access to shops, restaurants and pubs, a library, a primary school, a medical centre and pharmacy, and a post office.

Demographic and household characteristics

Population and household composition

- 3.2 Detailed sub-District local population data is available from Census information and ONS' small area population estimates. This analysis has used the latest data available; however, it should be noted that the results of the 2021 Census have only been partially published and some statistics and cross-tabulated statistics are not yet available. In some cases, the 2021 Census has been used to sense-check the analysis based on the 2011 Census. It should also be noted that the analysis for Burbage is based upon the merged Middle Layer Super Output Areas [MSOAs] of Hinkley and Bosworth 013 and Hinkley and Bosworth 014 (which are henceforth referred to as Burbage).

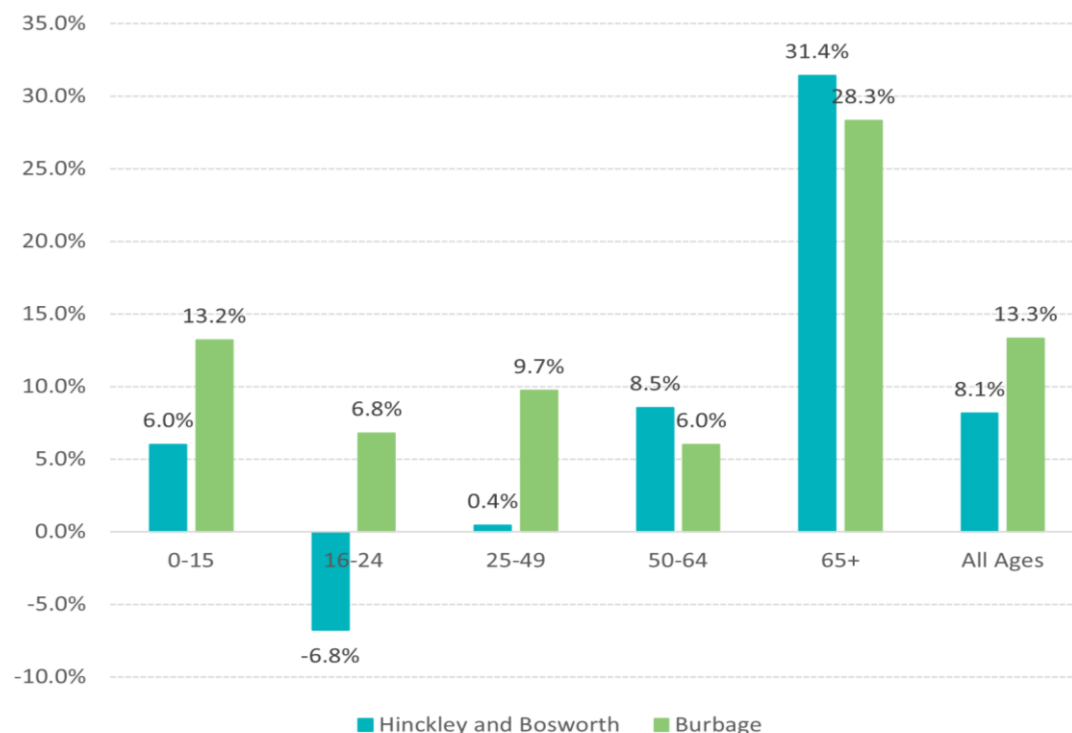
Table 3.1 Population Structure 2011 and 2021

	Hinckley and Bosworth				Burbage			
	2011		2021		2011		2021	
0-15	18,603	17.7%	19,722	17.4%	2,492	17.1%	2,821	17.1%
16-24	10,068	9.6%	9,385	8.3%	1,177	8.1%	1,257	7.6%
25-49	34,882	33.2%	35,036	30.8%	4,476	30.7%	4,911	29.7%
50-64	22,192	21.1%	24,089	21.2%	3,230	22.2%	3,424	20.7%
65+	19,333	18.4%	25,408	22.4%	3,193	21.9%	4,097	24.8%
All Ages	105,078	~	113,640	~	14,568	~	16,510	~

Source: Census 2011 (QS103EW – Age by single year) and 2021 (TS007 – Age by single year)

- 3.3 As shown in Table 3.1, the population structure of Burbage remains broadly similar to that of 2011, however, there has been an increase in the proportion of older persons (65-84) and a slight decline in the number of younger working-aged (25-49) residents. Nevertheless, younger working-age persons remain the majority within Burbage – both trends can also be seen at the Borough level.

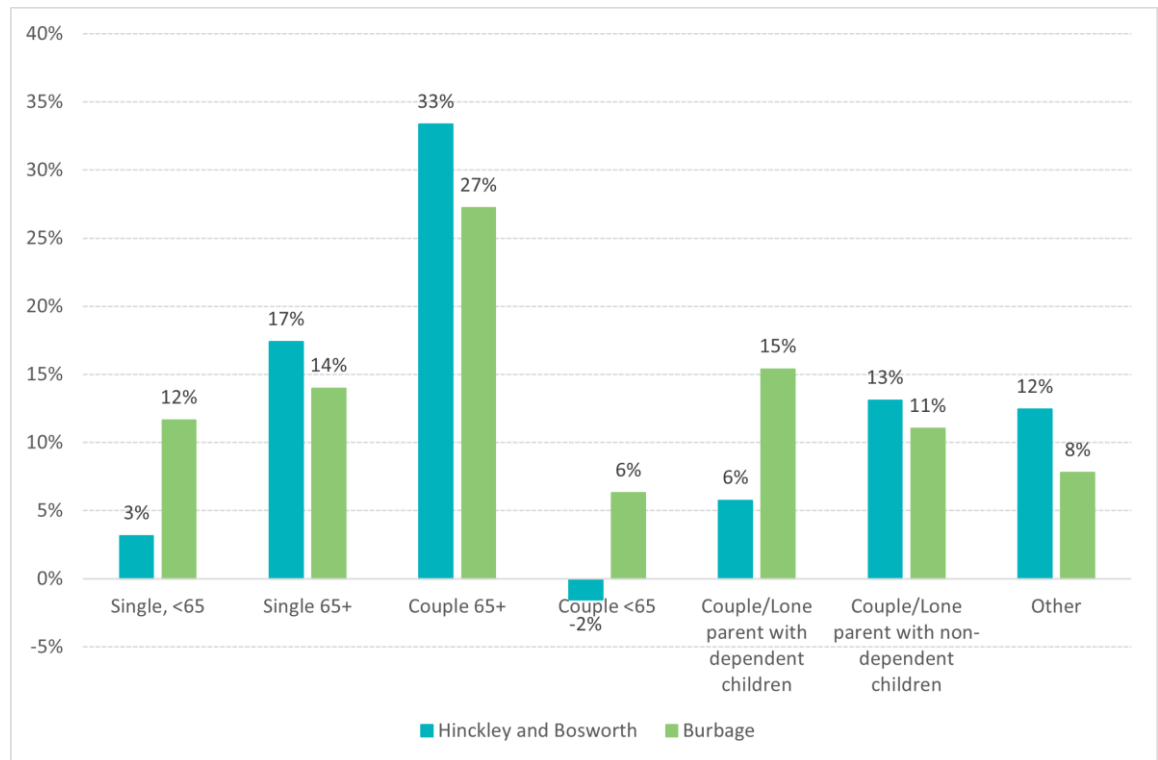
Figure 3.1 Population Change 2011-2021



Source: Census 2011 (QS103EW – Age by single year) and 2021 (TS007 – Age by single year)

- 3.4 Between 2011 and 2021 the population of Hinkley and Bosworth increased by 8,562 residents or 8.1% to a total population of 113,640. Comparatively, the population of Burbage increased by 1,942 people, or 13.3%, to a total population of 16,510. As shown above, the majority of Burbage’s population growth since 2011 is accounted for by those aged 65+, with this group growing by 28.3%.
- 3.5 Whilst Burbage saw the historic trend of the population ageing, persisting, it also saw a marked increase in the number of children and younger people. The age groups 0-15 and 16-24 grew by 13.2% and 6.8% respectively. This contrasts with the wider Borough which only saw the age group 0-15 increase by 6% and those aged 16-24 decline by 6.8%. Notably, young working adults (25-49), the age group most likely to have children, saw growth of 9.7%, significantly higher than the wider Borough. These demographic trends indicate that Burbage is a population destination for in-migrating families.
- 3.6 In terms of household composition, Figure 3.2 shows changes within the Borough and Burbage in the intercensal period. The 2021 Census suggests that, in the intercensal period, families with dependent children increased by 6% within Hinkley and Bosworth. In comparison, this household group increased by 15% in Burbage. Indeed, although the 2018 Sub-National Household Projections (“2018-SNHP”) are only available at the Borough-level, if existing household trends on households in the 2011 Census for Burbage were applied to the Borough-wide projections (i.e. pro-rata), the 2018-SNHP suggested that families with dependent children would only grow by 5.9% between 2011 and 2021 – whereas the 2021 Census shows a markedly higher level of growth in this household group. Again, this highlights that Burbage is clearly a population destination for in-migrating families.

Figure 3.2 Household Change 2011 - 2021

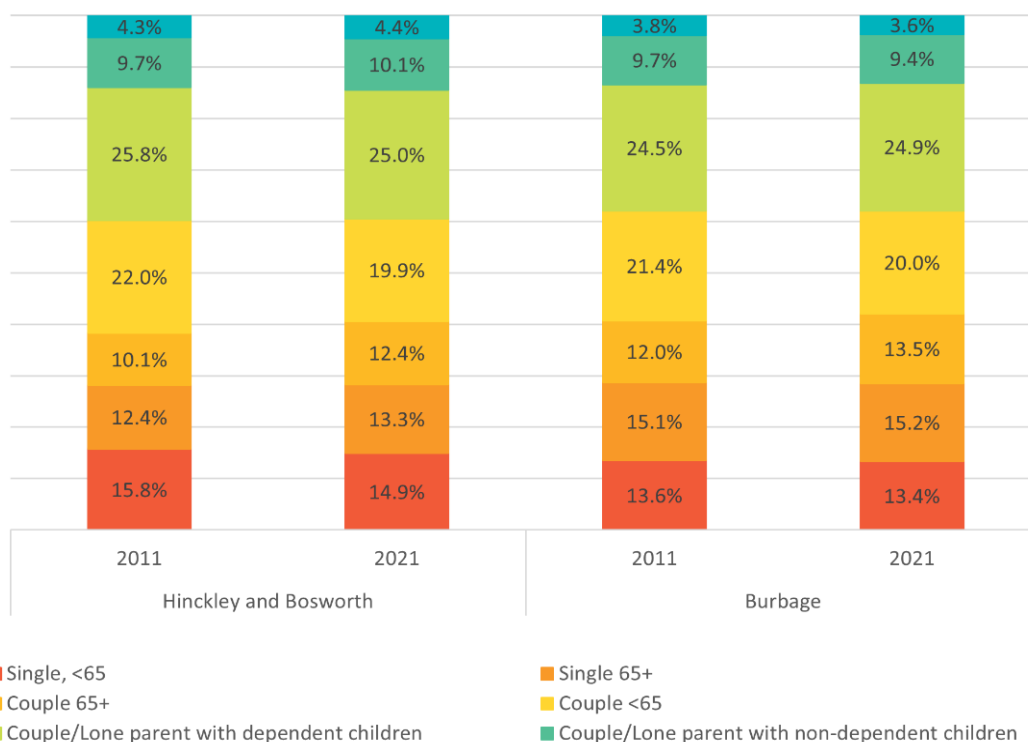


Source: Census 2011 (LC4101EW - Tenure by household composition) and 2021 (TS003 - Household composition)

3.7

The current profile of households within Burbage is broadly similar to the Borough level. Notably, cumulatively, the largest of all households in Burbage is families (with children and non-dependent children); however, couples likely to have children (e.g. couples <65) also make up a large proportion of the settlement's households (20%). In general, the household structure in Burbage is typified by younger and family-orientated households rather than older households.

Figure 3.3 Household Composition 2011 and 2021



Source: Census 2011 (LC4101EW - Tenure by household composition) and 2021 (TS003 - Household composition)

3.8 Looking forward, the Borough's population is projected to grow by 14,083 or 12% between 2023 and 2036 (i.e. the end period of the HNS and the Local Plan Review), with 28% of this growth accounted for by over 65s. The number of children (0-15) and young people (16-24) cumulatively will increase by 2,894 or 22%. Whilst higher levels of growth are expected in older age groups, such age groups cannot necessarily be relied upon to free up larger dwellings, and therefore, there will be a continuing need for an increased supply of larger family homes to meet the needs of families in Burbage.

3.9 It is noted that the 2021 Census recorded a slightly lower population for the Borough than the 2018-SNPP projected (c.2.3% lower); however, it should be noted that the 2021 Census took place at a time during Covid-19, in which many households were potentially displaced due to 'household bubbling'. In addition, the rate of difference between the 2021 Census population and the 2018-SNPP projected population is considered to be marginal.

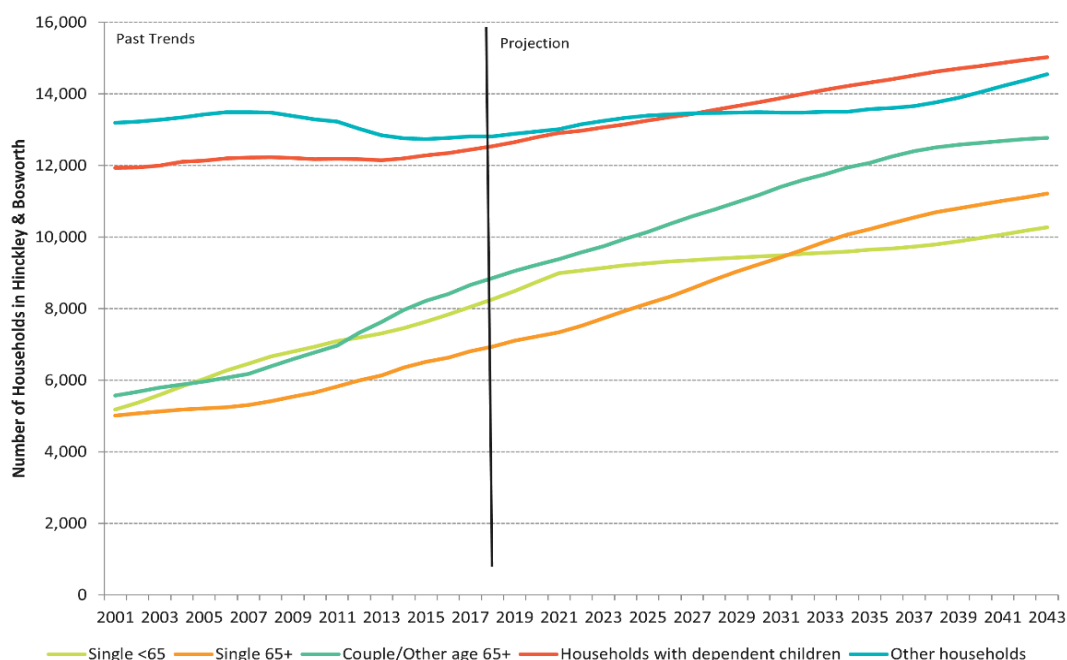
Table 3.2 Population Growth in Hinckley and Bosworth 2018-2036

	2018	2021	2023	2036	13-Year Change	% Change
0-15	19,972	20,640	20,934	22,387	1,453	7%
16-24	9,680	9,605	9,655	11,097	1,441	15%
25-49	34,817	35,428	36,082	40,769	4,688	13%
50-64	23,425	24,722	25,218	24,146	-1,072	-4%
65+	24,529	25,931	26,944	34,517	7,573	28%
All Ages	112,423	116,326	118,833	132,916	14,083	12%

Source: ONS (2020): 2018-Based Sub-National Population Projections

- 3.10 In respect of future household growth, Figure 3.4 shows the change in the number of different household types across Hinckley and Bosworth from 2001 and how this is projected to change up until 2043. It is projected that households with dependent children will make up the largest group of households by 2036, and will see a growth of c. 1,351 (10.3%) between 2023 and 2036. However, in line with national trends, the number of older households (particularly single and couple households aged 65+) is projected to increase fastest, reflecting wider ageing trends. Again, it is noted that the households recorded in the 2021 Census differ from the 2018-SNHP projections (4.2% lower). However, again, this is considered to be marginal, and until ONS publishes updated population projections factoring in the 2021 Census results, the 2018-SNHP provides a reasonable starting point for projecting future household growth within the Borough.

Figure 3.4 Change in Household Composition in Hinckley and Bosworth 2001-2043



Source: ONS (2020): 2018-Based Sub National Household Projections

- 3.11 As set out in Section 2.0, estimates of future mix requirements for market housing should not be prescribed based on the 'needs' of different households. Whilst the projections – like many areas nationally – show that most of Hinckley and Bosworth's growth is expected to be in the older age groups, with slower growth in other household types, this does not mean that future housing provision should be solely geared toward smaller housing.
- 3.12 This is because, Nationally, over half of the households over 65 have an occupancy rating of +2, with over 65 households most likely to 'under-occupy'⁶ and only 3% of households over 65 are likely to have moved within the last year, compared to 23.5% of younger households (25-34).⁷ It is evident that older households are the most likely to 'under-occupy' housing, the most satisfied with their housing and are relatively inactive within the housing market. Though some older households may choose to downsize, evidence and research

⁶ Census 2011 – Table LC4105EW

⁷ English Housing Survey Table FA4121, 2014-15

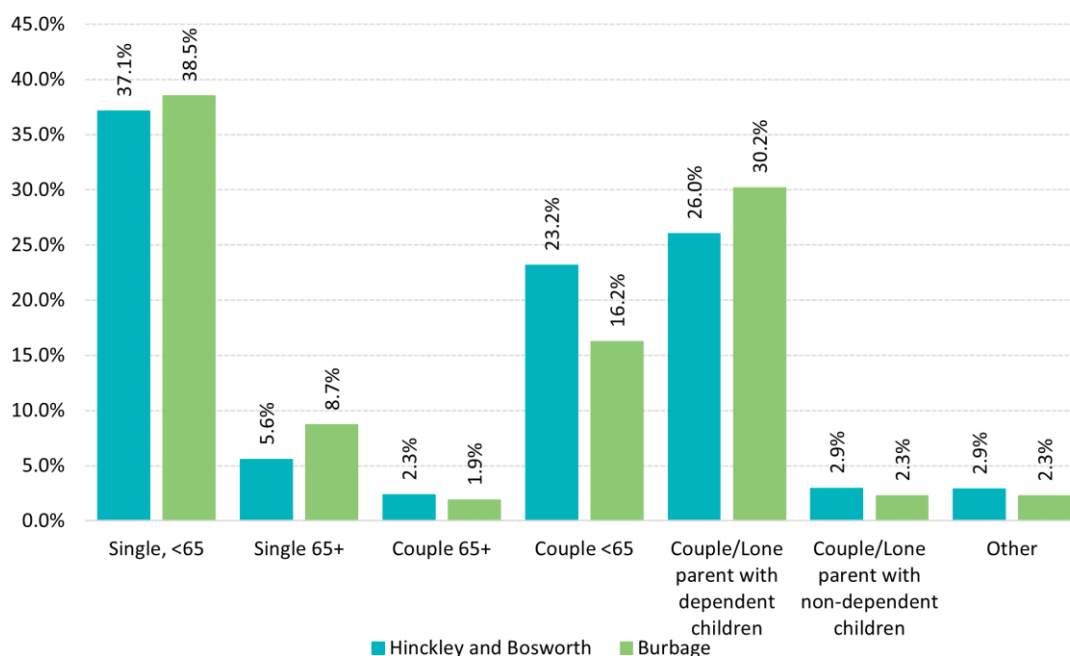
overwhelmingly indicate that the majority of older households are unlikely to move and intend to remain in the family home.

- 3.13 This further highlights that older households cannot necessarily be relied upon to free up larger dwellings to the degree needed to meet the needs of future families, and therefore emphasises the need for an increased supply of larger family homes to meet the needs of families as opposed to relying on existing large properties being vacated by older households who remain satisfied with them and are less likely to move.

Migration

- 3.14 The Census provides detailed information about the different types of households moving into areas. Migration data is available at the MSOA level; however, migration data has not been published to-date as a part of the 2021 Census.

Figure 3.5 Inflow of Households by type- Local Area (MSOA Hinkley and Bosworth 013 and 014) and Hinkley & Bosworth (District)



Source: Census (2011): UKMIG009 - Household migration by household composition

- 3.15 However, the 2011 Census provides a breakdown of the different household types moving into these areas which are shown above in – Figure 3.5. A total of 265 households moved into the Burbage (in the year prior to the census), of which 38% were single-person households under 65 and almost one-third were families with children (with dependent and non-dependent children).
- 3.16 Benchmarked against the Borough level, the figures are broadly similar, with some exceptions, such as notably fewer couples <65 moving into Burbage. Figure 3.3 also shows that a greater proportion of households moving into Burbage were families (with children and non-dependent children) when compared to the Borough average – 32.5% compared to 29%. Again, this indicates that Burbage is an in-migration destination for families.

- 3.17 Fundamentally, this shows that the demand for housing within the Burbage differs from the Borough-wide average. Family households (which are statistically ‘overrepresented’ in the Burbage) are some of the most active in the market and most likely to be seeking to upsize, therefore a higher proportion of larger homes relative to other parts of the Borough would be justified on this basis.

Tenure

- 3.18 In terms of tenure, 77% of households in Hinkley and Bosworth own (or have shared ownership of) their own home. This compares with 80% of households in Burbage. However, in terms of family households (which are statistically ‘overrepresented’ in the Burbage) and households that are likely to have children (i.e. couples aged under 65), both households overwhelmingly own their own homes at a greater rate than the Burbage average and the same Borough-wide household trends; at 81% and 87% respectively. In addition to the above, older person households aged 65+ (i.e. single and couple households) tend to own their homes, with c.92% of the 65+ couple households in Burbage owning their own homes. However, as discussed above, these households can’t be relied upon to move and free up existing market housing.

Figure 3.6 Household Group Tenures



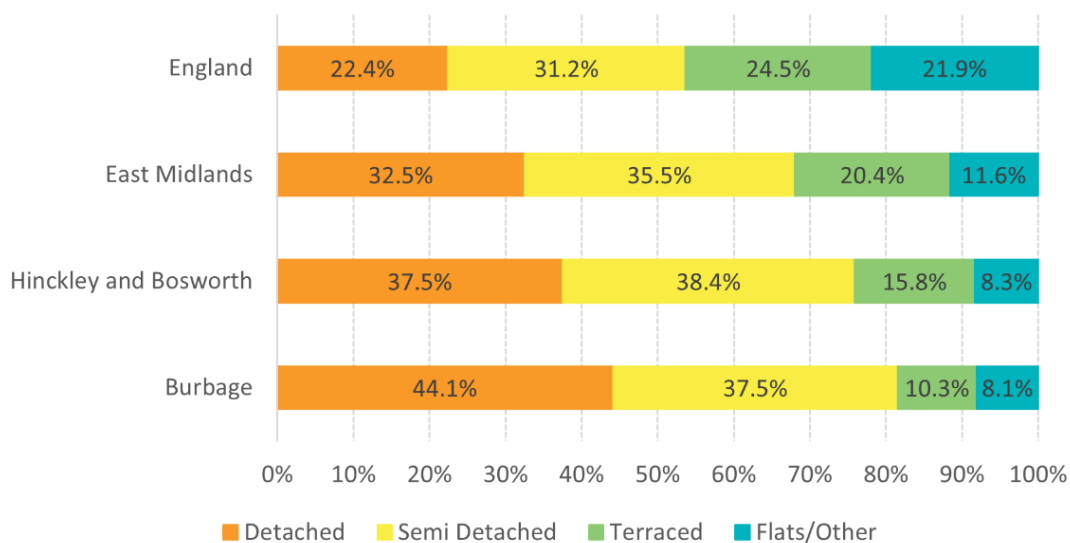
Source: Census (2011): LC4101EW - Tenure by household composition

Dwelling Stock

3.19

The existing dwelling stock in Burbage includes a higher proportion of houses and bungalows, at 91.9% than the Borough (91.7%), regional (88.4%) and national (78.1%) levels. Burbage has a significantly higher share of detached houses at 44.1% of all dwellings compared to 37.5% in Hinckley and Bosworth, 32.5% across the East Midlands and 22.4% nationally. Burbage also has a lower share of terraced houses (10.3%) and flats (8.1%) than the comparator areas.

Figure 3.6 Dwelling types

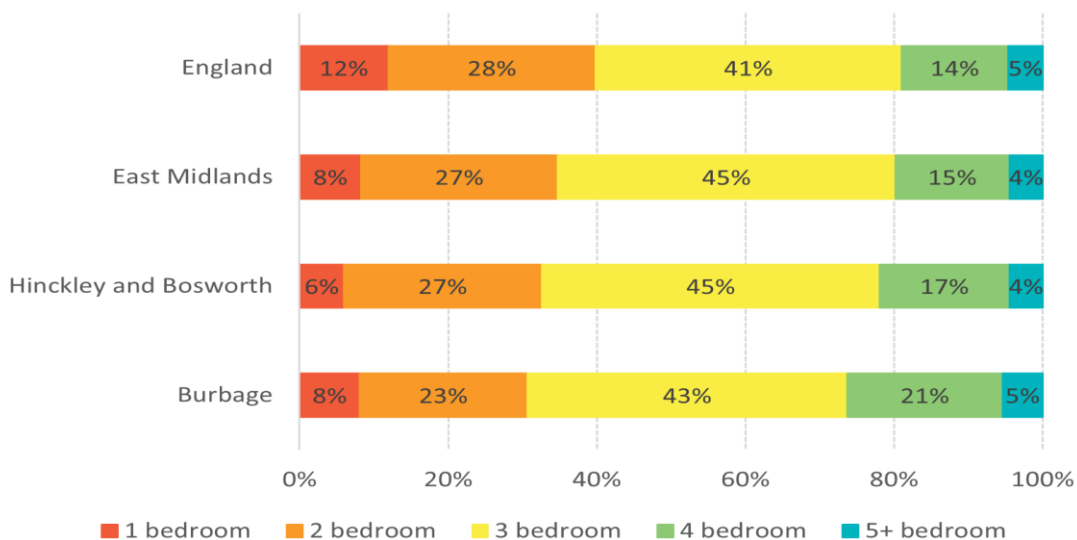


Source: Census (2011): QS402EW - Accommodation type - Households

3.20

In terms of dwelling size, Burbage has a higher proportion of family-sized homes than the Borough, regional and national average. 69% of dwellings in Burbage have 3 bedrooms or more compared to 66% in Hinckley and Bosworth, 64% in the East Midlands, and 60% in England. This reflects the demand for family-sized homes within Burbage.

Figure 3.7 Dwelling Sizes



Source: Census (2011): DC1402EW - Household composition by number of bedrooms

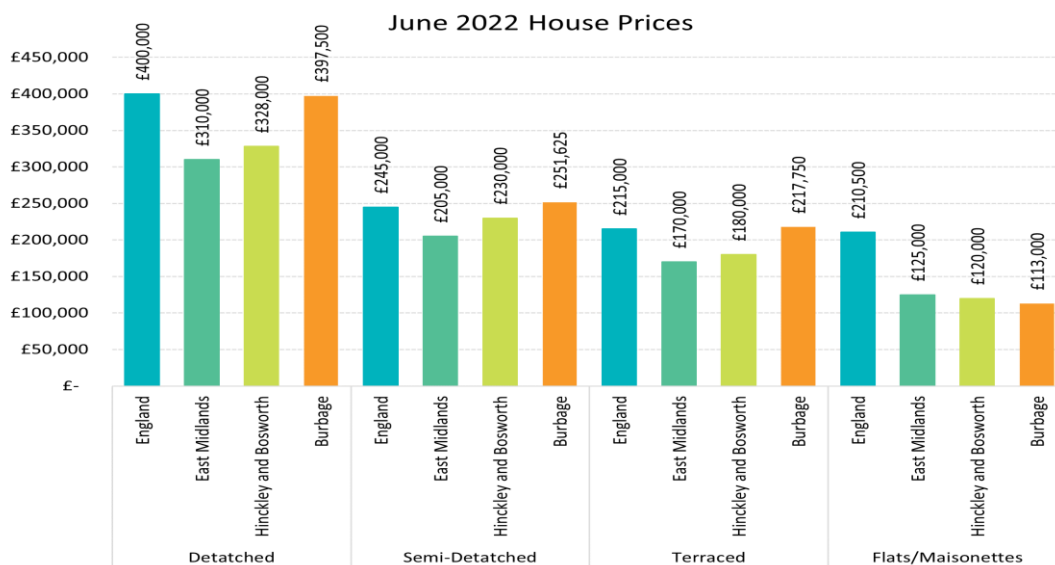
3.21

The proportion of 1-bed, 3-bed and 5+-bed dwellings are broadly similar for Burbage and the Borough. However, Burbage does have a notably higher proportion of 4+ bed dwellings (21% compared to 17% for the Borough) and a notably lower proportion of 2-bed dwellings (23% compared to 27% in the Borough).

Market Signals

- 3.22 The median house price in Burbage in the year ending June 2022 was high, at £268,750 across all dwelling types, compared to £240,000 across the Borough, £218,000 across the East Midlands and £260,000 nationally. This is predominantly due to the high cost of detached, semi-detached and terraced dwellings in the area, which average between £21,625 and £69,500 higher than the Borough average.

Figure 3.8 Median House Prices (June 2022)



Source: ONS (2022): HPSSA Dataset 2 and 9

- 3.23 House prices in Burbage have grown by 37.1% for all dwelling types since 2016, which is higher than the regional and national average and broadly comparable to the wider Borough. Perhaps the most notable comparison is that the median price of a semi-detached home in Burbage has increased by 49.8% since 2016, which reflects local market demand for properties of this type.

Table 3.3 Median House Price Change and % Change Since 2016.

	All Dwellings		Detached		Semi-Detached		Terraced		Flats/Maisonettes	
	Change	%	Change	%	Change	%	Change	%	Change	%
England	£35,050	15.6%	£85,000	27.0%	£50,000	25.6%	£36,500	20.4%	£2,000	1.0%
East Midlands	£49,500	29.4%	£63,000	25.5%	£51,000	33.1%	£40,000	30.8%	£13,000	11.6%
Hinckley and Bosworth	£65,000	37.1%	£68,000	26.2%	£67,000	41.1%	£52,275	40.9%	£20,000	20.0%
Burbage	£71,253	36.1%	£105,001	35.9%	£83,628	49.8%	£67,253	44.7%	£10,352	10.1%

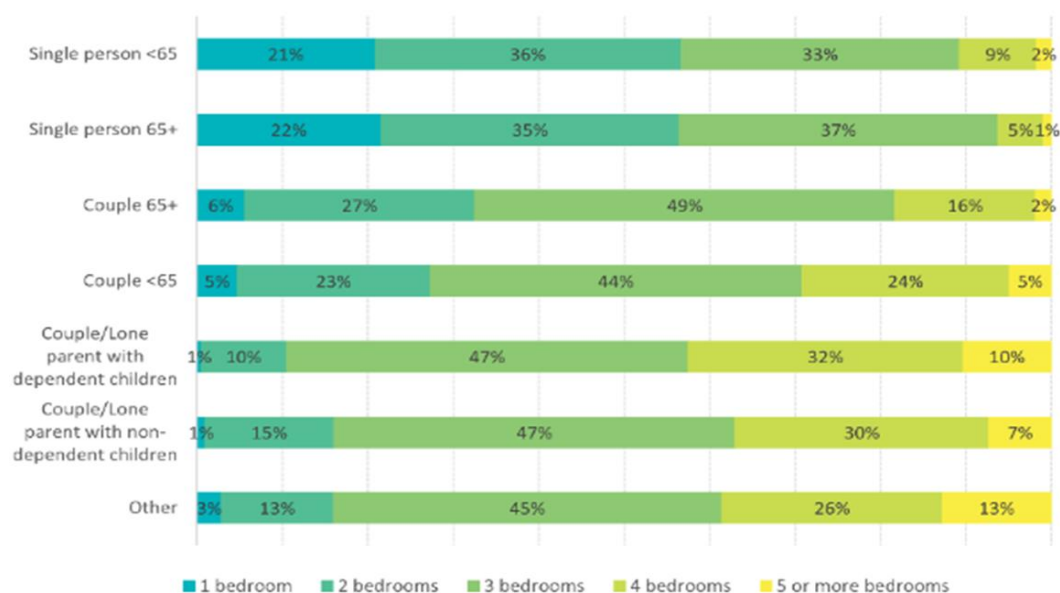
Source: ONS (2022): HPSSA Dataset 2 and 9

Occupancy Patterns

- 3.24 As shown in Figure 3.9, there is a large variation in the size of dwellings occupied by each household composition within Burbage, but across all groups, there is a clear preference for larger homes. This is notwithstanding that c. 20% of single persons under and over the age of 65 occupy 1-bed dwellings. For households with children, as might be expected, there is a clear preference for houses with 3 bedrooms or more. Figure 3.9 shows that 89% of couples

or lone parents with dependent children and 84% of couples or lone parents with non-dependent children live in such homes.

Figure 3.9 Household Composition by Number of Bedrooms in Burbage



Source: DC1402EW - Household composition by number of bedrooms

3.25

In terms of household occupancy patterns, 62.3% of owner-occupied households within Burbage are under-occupying their homes (i.e. living in homes that have more bedrooms than are strictly 'needed', given the number of people living there). This is in comparison to an under-occupancy rate of 59.9% in the wider borough.

Figure 3.10 Household Occupancy by Number of Bedrooms: Burbage

Household size	1 bedroom	2 bedrooms	3 bedrooms	4 bedrooms	5 or more bedrooms
All categories: Household size	2.0%	21.1%	45.4%	25.0%	6.5%
1 person in household	1.2%	9.5%	10.6%	2.3%	0.4%
2 people in household	0.7%	9.6%	19.8%	9.5%	1.8%
3 people in household	0.1%	1.5%	7.6%	5.1%	1.3%
4 people in household	0.0%	0.4%	6.0%	6.3%	1.9%
5 people in household	0.0%	0.0%	1.1%	1.5%	0.7%
6 or more people in household	0.0%	0.0%	0.3%	0.2%	0.4%

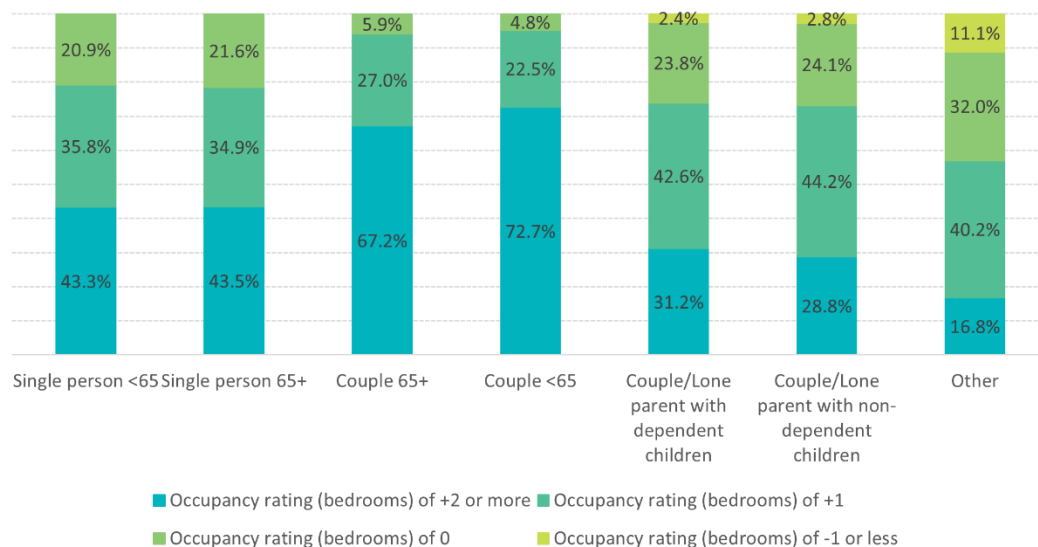
Under-occupied	62.3%
Standard	35.6%
Over-occupied	2.1%

Source: Census (2011): DC4405EW - Tenure by household size by number of bedrooms

3.26

Whilst there are high levels of under-occupancy across all groups, the couple <65 and couple 65+ household groups have the highest levels of under-occupancy at 95.2% and 94% respectively.

Figure 3.11 Occupancy Rating by Household Composition in Burbage



Source: Census (2011): LC4105EW - Occupancy rating (bedrooms) by household composition

3.27 Importantly, this reflects the national trend of households occupying (market) housing in line with what they can afford – and enjoying the benefits of their established home - rather than downsizing to only meet their needs, and that older households are likely to remain in larger, family homes and less likely to move as they age (a long-established trend confirmed by the English Housing Survey), resulting in ‘empty-nesting’ and significant under-occupation.

House Moves

3.28 Having assessed how households occupy housing in the open market, it is useful to benchmark these findings against the characteristics of moving households in order to assess the role that different households play in ‘freeing up’ dwelling stock. In an arguably ‘perfect’ market, older households that under-occupy housing would downsize once they no longer require their family homes (meaning growth in the number of small, older households generates a need for smaller dwellings). This would subsequently allow larger families to optimally utilise the larger housing stock available.

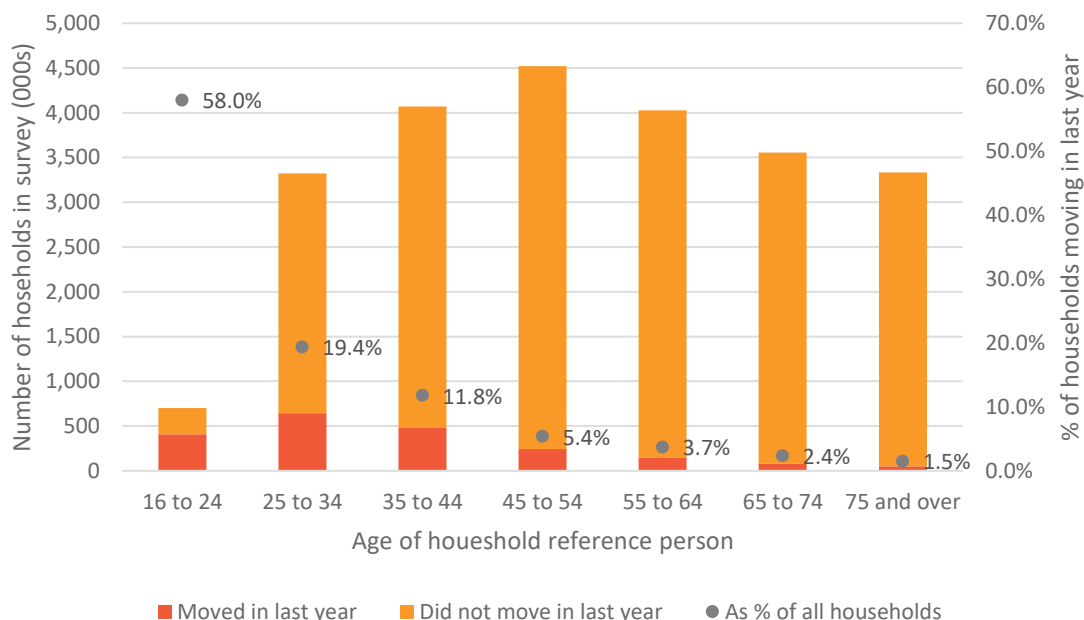
3.29 However, as shown above (Figure 3.9), the Census indicates that this is often not the case, with 67% of couples aged 65+ households and 43% of single persons aged 65+ households having at least 2 spare bedrooms, and just 6% and 20% respectively occupying housing in line with their ‘needs’. This might relate to a lack of sufficient supply of housing products perceived to be attractive to those downsizing, but equally, research suggests there is simply a strong preference from many people to remain in their existing homes. In addition, research by the Joseph Rowntree Foundation [JRF]⁸ showed that 85% of larger housing released by older people is released following death, as opposed to making a positive decision to downsize during their lifetime.

3.30 The 2018/19 English Housing Survey [EHS] further supports these findings by showing that older households are the least likely to move, with just 2.4% of households aged between 65 and 74 and 1.5% of households over the age of 75 moving in the previous 12 months as shown in Figure 3.. This pattern has been stable at c.2% over recent years, with

⁸ JRF (2012): *Supported housing for older people in the UK: An evidence review*

no indication of a change in the tendency for older people to choose to remain in their homes. By comparison, younger households have a much higher propensity to relocate, with over half of households aged 16-24 and almost 20% of households aged 25-34 moving each year.

Figure 3.12 Demographic characteristics of moving households



Source: 2018/19 English Housing Survey, Table FA4121

- 3.31 These patterns are reflected in the EHS data on household moves by employment status: only 2.1% of retired households moved in the 12 months prior to the 2018/19 Survey, compared to 10% of households where the household reference person was employed in full or part-time work.
- 3.32 In addition to the factors identified above, these patterns of households moving are also likely to reflect different households' satisfaction with their housing. The 2018/19 EHS⁹ also shows that households that are most satisfied with their housing are as follows:
- 1 Aged 75 and over (95.7% are satisfied or very satisfied with their housing);
 - 2 Own outright or are buying with a mortgage (94.9%)
 - 3 Retired (94.6%);
 - 4 Have no dependent children (94.4%); and.
 - 5 Under-occupy housing (93.7%).
- 3.33 It is evident from this analysis that older households are the most likely to:
- 1 Under-occupy housing;
 - 2 Be the most satisfied with their housing; and, as a result,
 - 3 Be relatively inactive within the housing market.
- 3.34 This evidence highlights that older households cannot necessarily be relied upon to free up larger dwellings to the degree needed to meet the needs of future families.

⁹ MHCLG (2020): 2018/19 English Housing Survey Table FA4121

- 3.35 Personal preference may not be the only reason why older households do not seek to downsize or right-size. Separate research by JRF¹⁰ also highlighted the potentially misleading nature of any discussion which assumes that older people are holding onto housing and stated that this narrative “*ignores both the lack of housing choice, as well as older people’s psychological and social reasons for staying put*” (page 4). Indeed, the 2016 Future of an Ageing Population Report¹¹, which was prepared by the Government Office for Science noted that 58% of people over 60 were interested in moving but could not find suitable properties. This conclusion is supported by the Right-Size Report¹² which undertook an analysis of the delivery of older person’s accommodation nationally. It found that since 2000, on average, as few as 5,500 retirement housing units have been built each year, despite the growing size of the ageing population.
- 3.36 There is, generally, a distinct lack of data, evidence and research on the preferences and needs of elderly households; this makes it difficult to determine how best to meet the needs of an ageing population. However, although some older households may choose to downsize, research overwhelmingly indicates that the majority of older households are unlikely to move and (for a multitude of reasons) intend to remain in the family home. Even those that do look to move house would not necessarily seek a very small property. Ultimately, the research suggests that the lack of choice for older households is a product of supply and demand.

Summary

- 3.37 Our review of the local context in Burbage generates the following findings:
- 1 The population of Burbage grew by 13.3% over the 2001-2011 intercensal period. The majority of this growth was accounted for by those aged 65+ with this group growing by 28.3%. However, younger age groups also saw significant growth with Burbage seeing a marked increase in the number of children and younger people. The age groups 0-15 and 16-24 grew by 13.2% and 6.8% respectively;
 - 2 In terms of its household composition, Burbage is skewed more towards families (with children and non-dependent children) and couples likely to have children (e.g. couples <65), most of which are ‘under-occupying’ their homes – in-line with national market occupation trends. These households tend to own their own homes, with 81% of families with dependent children and 87% of couples aged under 65 owning their own homes;
 - 3 The existing dwelling stock and housing mix can be broadly characterised by larger 3-4+ bed detached and semi-detached dwellings. The existing market mix is further tilted towards larger dwellings, with 43% of dwellings having 3-beds, and 26% having 4+ beds;
 - 4 Looking more specifically at how the largest household group in Burbage – families (with children and non-dependent children) – occupies dwellings, the 2011 Census shows that families in the Burbage tend to occupy 3-4+ bed dwellings. Notably, 89% of couples or lone parents with dependent children occupy houses with 3 bedrooms or more. This demonstrates that the demand for dwellings from families in Burbage is likely to be for larger 3-4+ bed housing;

¹⁰ JRF (2012): *Older People’s Housing: Choice, Quality of Life and Under-occupation*

¹¹ Government Office for Science (2016): *Future of an Ageing Population*

¹² Inspired Villages (2017): *Mapping the supply and demand of Britain’s retirement housing in 2017 and beyond*

- 5 The number of households with dependent children across Hinckley and Bosworth is expected to grow by 10.3% up to 2036, and Burbage is likely to remain a population destination for in-migrating families. Whilst higher levels of growth are expected in older households, such households cannot necessarily be relied upon to free up larger dwellings, and therefore, there is a need for an increased supply of larger family homes to meet the needs of families.

3.38 In conclusion, the above analysis indicates that Burbage could, therefore, be characterised as a comparatively family-orientated settlement, and Burbage clearly is an attractive destination for families which are moving. It also demonstrates that the demand for dwellings in the settlement is principally for larger and detached housing, which are likely to be attractive to younger couple households with or without children. These households are the most active in the housing market and are most likely to be seeking to upsize. As such, it is considered that a housing mix with more larger homes is justified based on local evidence and would meet Burbage's needs.

4.0 Recently approved schemes

- 4.1 It is helpful to supplement the assessment of the housing characteristics of the Borough, and Burbage, with an understanding of the supply of housing that has come forward in the intervening years since the HNS was published in 2019. Whilst the HNS has been superseded by the 2022 HENA, the HNS has been used as a baseline to ensure a sufficient sample size. The purpose of the review is to demonstrate that the Council has often taken a flexible approach to the provisions of Policy 16.
- 4.2 Lichfields has reviewed several residential development schemes included in the Council's Residential Availability Monitoring Statement (1 April 2021-31 March 2022) and the Councils online planning register. A review of the medium and large-scale residential development schemes that have been granted permission across Hinkley and Bosworth indicates that a number of schemes have been accepted on the basis of a divergence from the recommended Borough-wide market housing mix set out within the HNS.
- 4.3 Our analysis confirms that there is precedent for schemes within Hinkley and Bosworth to provide non-compliant market housing mixes, depending on their location, size, site nature and other factors. The housing mix data for the schemes reviewed is summarised in Table 4.6 below. More detailed information on specific schemes is provided in Tables 4.1 to 4.6 below.

1. Westfield Farm, Keats Lane

Table 4.1 Housing Mix achieved at Westfield Farm, Keats Lane

LA Ref	14/01279/OUT, 18/00225/REM and 19/01442/REM
Proposed Development	Approval of reserved matters (appearance, landscaping, layout and scale) for residential development of 350 dwellings of outline planning permission 14/01279/OUT
Decision Date	14/01279/OUT: 06/07/2017 18/00225/REM: 24/10/2018 19/01442/REM: 27/07/2020

	1-bed	2-bed	3-bed	4+ bed
Market	0 (0%)	30 (11%)	150 (53%)	101 (36%)
Affordable	15 (22%)	41 (59%)	13 (19%)	0 (0%)
Total	15	71	163	101

Source: Lichfields based on Hinkley and Bosworth Council

- 4.4 Westfield Farm was initially granted outline planning permission in July 2017 for up to 350 dwellings. Application 18/00225/REM then sought approval of reserved matters (appearance, landscaping, layout and scale) and was approved in 2018. However, this was superseded by application 19/01442/REM which provides for 350 dwellings (including 69 affordable dwellings) and comprises the housing mix presented in Table 4.1. The Officers Report assesses the proposed mix as follows:

“8.5. The application includes a range of dwelling types from 2 bed to 4 bed dwellings. Policy 16 of the Core Strategy requires a mix of housing types and tenures to be provided on all sites of 10 or more dwellings using the most up to date housing market assessment or local evidence. The most up to date housing market assessment is the Housing Needs Study (2019). This identifies the suggested housing mix below.

Number of Bedrooms	HNS (2019)	Proposed Market Mix
1	5%	0%
2	30%	11%
3	45%	53%
4	20%	36%

8.8. The HNS recognises that the above identified mix should be applied to individual sites using flexible approach, with regard should to the nature of the site and character of the area, and to up-to-date evidence of need as well as the existing mix and turnover of properties at the local level. In this context the evidence available does suggest a greater demand for family housing than the HNS identifies.

Generally, the mix of housing and tenure types across the site as a whole including the affordable dwellings is varied, and would meet the needs of different people across the community in accordance with the broader policies of the NPPF. It is therefore acceptable for the site to provide for a mix of housing that does not strictly accord with the mix suggested by the HNS however taking into account the previously agreed on site mix, and the current marketing of the site, the mix and tenure of the of dwellings is in accordance with Policy 16 of the Core Strategy and the requirements of the outline planning permission and relevant S.106 agreement.” (Emphasis added)

- 4.5 The Council clearly had regard to the *local circumstances*, such as an area’s prevailing character and setting and individual site characteristics – as set out in the HNS (Bullet 4) and CS (Para 4.56). In essence, the Council acknowledged that different types and sizes of development are appropriate in different types of locations (e.g. larger detached dwellings are more appropriate in semi-rural and rural locations).
- 4.6 The approved mix results in an under-provision of 1-bed and 2-bed dwellings, and an over-provision of 3 and 4+ bed dwellings. This development demonstrates that in this case, the Council did not apply the 2019 HNS requirement in a prescriptive manner, instead deciding to adopt a flexible approach based on the provisions of Policy 16.

2. Land South of Bosworth Lane, Newbold Verdon

Table 4.2 Housing Mix achieved at Land South of Bosworth Lane

LA Ref	20/00143/FUL			
Proposed Development	Residential Development of 116 Dwellings			
Decision Date	15/01/2021			
	1-bed	2-bed	3-bed	4-bed
Market	0 (0%)	9 (13%)	30 (43%)	31 (44%)

	1-bed	2-bed	3-bed	4-bed
Affordable	8 (18%)	25 (54%)	13 (28%)	0 (0%)
Total	8	34	43	31

Source: Lichfields based on Hinkley and Bosworth Council

- 4.7 Land South of Bosworth Lane was approved in January 2021 and made provision for 70 market dwellings and 46 affordable homes. The Committee Report assesses the proposed mix as follows:

8.16. The application includes a range of dwelling types from 1-4 bedroomed dwellings. Policy 16 of the Core Strategy requires a mix of housing types and tenures to be provided on all sites of 10 or more dwellings using the most up to date housing market assessment or local evidence. The most up to date housing market assessment is the Housing Needs Study (2019). This identifies the suggested housing mix below.

Number of Bedrooms	HNS (2019) market mix	Proposed market mix
1	5%	0%
2	30%	13%
3	45%	43%
4	20%	44%

8.17... The HNS recognises that the above identified mix should be applied to individual sites using flexible approach, with regard should to the nature of the site and character of the area, and to up-to-date evidence of need as well as the existing mix and turnover of properties at the local level. In this context the evidence available does suggest a greater demand for larger family housing than the HNS identifies. Generally, the mix of housing and tenure types across the site as a whole including the affordable dwellings is varied, and would meet the needs of different people across the community in accordance with the broader policies of the NPPF. It is therefore acceptable for the site to provide for a mix of housing that does not strictly accord with the mix suggested by the HNS as nevertheless it is supported by some appropriate evidence.” (Emphasis added)

- 4.8 The Council acknowledged that there was evidence to suggest there was a greater demand in Newbold Verdon for larger family homes than what was identified in the 2019 HNS. The Council stated “it is therefore acceptable for the site to provide for a mix of housing that does not strictly accord with the mix suggested by the HNS as nevertheless it is supported by some appropriate evidence.” This development demonstrates that in this case, the Council did not apply the 2019 HNS requirement in a prescriptive manner, instead deciding to adopt a flexible approach based on the provisions of Policy 16.

3. Land off Brookfield Road, Burbage

Table 4.3 Housing Mix achieved at Land off Brookfield Road

LA Ref	21/00225/FUL
Proposed Development	Residential Development of 40 dwellings and associated infrastructure

LA Ref	21/00225/FUL
Decision Date	04/03/2022

	1-bed	2-bed	3-bed	4-bed
Market	0 (0%)	6 (19%)	24 (75%)	2 (6%)
Affordable	0 (0%)	6 (75%)	2 (25%)	0 (0%)
Total	0	12	26	2

Source: Lichfields based on Hinkley and Bosworth Council

- 4.9 Land off Brookfield Road was granted permission in March 2022 and provides for 40 dwellings, including 8 affordable units. The site is allocated as BURO2 within the Site Allocations and Development Monitoring DPD (2016). The Committee Report assesses the proposed mix as follows:

“8.19 The scheme would provide 40 dwellings on this 1.04 hectare site and a mix of 2, 3 and 4 bedroom dwellings through the site in accordance with Policy 16 of the adopted Core Strategy.”

- 4.10 Again, although not explicitly stated in the Committee Report, as per the previous examples, Policy 16 was applied in a flexible manner.

4. Land off London Road

Table 4.4 Housing Mix achieved at Land off London Road

LA Ref	20/01283/FUL
Proposed Development	Residential development of 282 dwellings (Class C3) including provision of public open space, associated infrastructure and engineering works and demolition of Vine Cottage
Decision Date	30/09/2021

	1-bed	2-bed	3-bed	4+bed
Market	0 (0%)	40 (24%)	101 (60%)	28 (16%)
Affordable	12 (11%)	59 (52%)	40 (35%)	2 (2%)
Total	12	99	141	30

Source: Lichfields based on Hinkley and Bosworth Council

- 4.11 Land off London Road was approved in September 2021 and provides for 169 market dwellings and 113 affordable homes. The Committee Report assesses the proposed mix as follows:¹³

“The application includes a range of dwelling types from 1-4 bedroomed dwellings. Policy 16 of the Core Strategy requires a mix of housing types and tenures to be provided on all sites of 10 or more dwellings using the most up to date housing market assessment or local evidence. The most up to date housing market assessment is the Housing Needs Study (2019). This identifies the suggested housing mix below.

1.1 ¹³ It should be noted that the Council has erroneously referred to the ‘HEDNA’ within the above Table and Para 8.23, however the suggested housing mix set out within the Table is from the 2019 HNS.

Number of Bedrooms	HEDNA suggested housing mix	Proposed mix for this application
1	5%	4%
2	30%	35%
3	45%	50%
4+	20%	11%

8.23 The proposed mix across the site would be in general accordance with the identified mix, using the HEDNA.” (Emphasis added)

4.12

Although not explicitly stated, it appears that the Council did not specifically delineate and assess the market and affordable housing separately against the respective recommended HNS ranges. Rather, it appears that the Council has assessed the whole mix and concluded that it would cumulatively provide a range of housing and was therefore acceptable. When only considering market housing the mix is wholly tilted towards larger 3-4+ bed dwellings and is at odds with the recommended mix set out within the 2019 HNS. Again, as per the previous examples, Policy 16 was applied in a flexible manner.

5. Land off Wood Lane

Figure 4.5 Housing Mix achieved at Land off Wood Lane

LA Ref	23/00712/REM
Proposed Development	Approval of reserved matters (Appearance, Landscaping, layout and scale) of outline permission 21/01147/OUT (residential development for up to 61 dwellings, including a shop, open space, new access and associated works)
Decision Date	09/11/2023

	1-bed	2-bed	3-bed	4-bed
Market	0 (0%)	6 (17%)	16 (44%)	14 (39%)
Affordable	4 (16%)	11 (44%)	10 (40%)	0 (0%)
Total	4	17	26	14

Source:

4.13

Land off Wood Lane Higham on the Hill was granted outline planning permission in September 2022 for up to 61 dwellings. Application 23/00712/REM then sought approval of reserved matters (appearance, landscaping, layout and scale) and was approved in 2023. The Committee Report assesses the proposed mix as follows:

“8.12 The proposal includes a policy compliant provision of 40% affordable housing with a tenure split of 75% affordable rented and 25% shared ownership. The affordable housing mix includes one-, two-, three- and four-bedroom properties. This mix has been consulted upon with the Strategic Housing Strategy and Enabling Officer who raises no concerns or objections to the tenure mix proposed.

8.13 Officers consider that the proposed housing mix is acceptable for the site and will provide a broad range of house types and tenures that will make a significant contribution to the needs of the community.”

- 4.14 Although not explicitly stated in the Committee Report, as per the previous examples, Policy 16 was applied in a flexible manner.

Other Schemes

- 4.15 Alongside the above-mentioned developments, a number of other schemes have been approved within the Borough. Table 4.5 (below) further highlights that the Council has consistently accepted market housing mixes that are not in conformity with the recommended HNS mix, but which reflect the local circumstances of the area and the characteristics of the site (i.e. smaller developments in the town centre/urban locations).

Table 4.6 Examples of recently approved market housing mixes in developments compared to the HNS market housing mix. **Red** indicates non-compliance with the HNS market housing mix.

Site	LA Ref	Decision Date(s)	Tenure	Total	1-bed	2-bed	3-bed	4+ bed
Land East of Peckleton Lane Desford Leicester Leicestershire LE9 9JU	18/01252/OUT20/00347/REM	29/07/2019 05/08/2020	Market	48	0%	27%	48%	25%
Stoke Fields Farm Hinckley Road Stoke Golding Nuneaton Leicestershire CV13 6HR	21/00656/OUT22/00391/REM	21/01/2022 05/08/2022	Market	42	0%	21%	48%	31%
Land South Of Markfield Road Ratby Leicestershire	20/00462/FUL	04/05/2021	Market	54	0%	26%	52%	22%
Land North East Of Triumph Motorcycles Ltd Normandy Way Hinckley Leicestershire LE10 3BZ	15/00188/OUT20/00527/REM	03/05/2018 25/09/2020	Market	208	0%	4%	48%	48%
King William 1 The Hollow Earl Shilton Leicester Leicestershire LE9 7NA	18/00987/OUT	16/01/2020	Market	13	100%	0%	0%	0%
4 The Horsefair Hinckley Leicestershire LE10 0AN	20/01317/FUL	12/11/2021	Market	44	40%	55%	5%	0%
Essentia House 56 Upper Bond Street Hinckley Leicestershire LE10 1RS	19/00982/FUL	06/06/2020	Market	35	20%	80%	0%	0%
HNS Market Housing Mix					5%	30%	45%	20%

Source: Lichfields based on Hinckley and Bosworth Council

Summary

- 4.16 Whilst acknowledging that the review is not a comprehensive survey of all approved schemes, our review of the approved market housing mixes across Hinckley and Bosworth generates the following findings:
- 1 There is a clear precedent for schemes within Hinckley and Bosworth, to provide varying housing mixes, depending on their location, size, site nature and other factors.

The Council has consistently accepted market housing mixes not in conformity with the recommended market housing mix set out in the HNS, and demonstrated a willingness to adopt a flexible approach – something which is often corroborated by the Council's comments on the above applications;

- 2 The housing mixes approved in rural and suburban locations (such as Redrow's site) have been reflective of the locations existing household characteristics, i.e. larger dwellings, whilst [conversely] schemes located in urban areas have disproportionately provided predominantly smaller flatted market dwellings (1-2 beds). This is generally consistent with NPPF para 124 on making effective and efficient use of land and achieving appropriate densities, which will generally be higher (and more suited to smaller properties) in urban areas and town centres, whilst being lower on the edge of settlements and in rural areas;
- 3 The Council's acceptance of market housing mixes markedly different to the recommended market housing mix set out in the HNS, and in some instances, the acceptance of more up-to-date evidence produced by applicants regarding local need, supports the HNS's caveat in Bullet 4, i.e. *"in applying the mix to individual development sites, regard should be had to the nature of the site and character of the area, and to up-to-date evidence of need as well as the existing mix and turnover of properties at the local level"*, and that 'local circumstances' might justify a different mix (Para 4.56, CS); and
- 4 In summary, different sites have individually provided different mixes according to their context, such as sites providing apartment schemes with a greater proportion of 1-2 bed properties, and more rural schemes providing larger 3-4 bed detached and semi-detached dwellings, as this review has highlighted.

5.0 **Estimating the Future Market Housing Mix Requirements**

- 5.1 The market housing mix set out in the HNS and more recent HENA is largely based on demographic analysis. This is a simple but not necessarily appropriate approach, given that demographically-derived market housing needs are not necessarily reflective of future market demand and wider trends need to be considered, as indicated in the PPG¹⁴. In this light, Lichfields considers that three key market trends should be considered in this context. These are examined in this section.

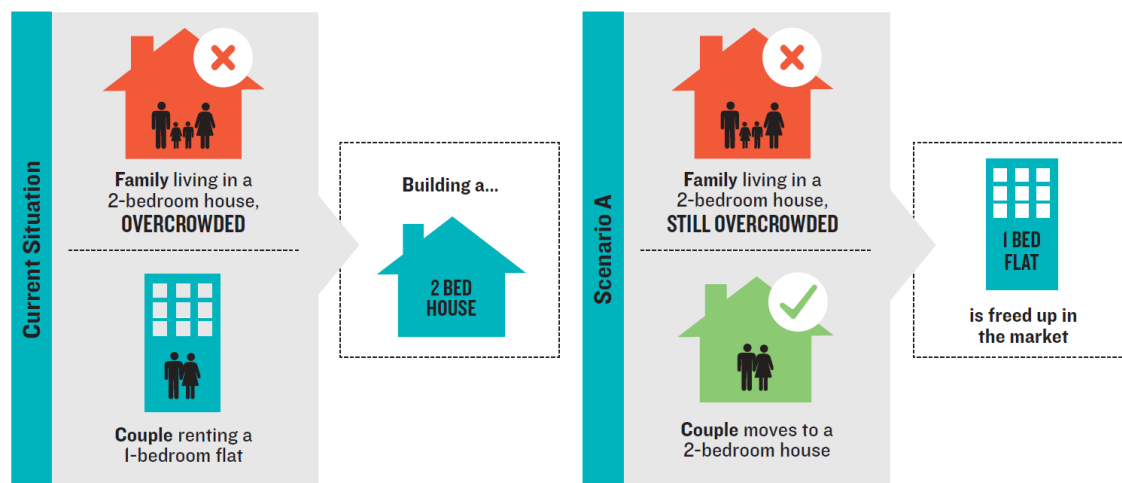
1. The role of family housing in the wider market

- 5.2 Given that the current open market does not cater for the full needs and demands of the population, new housing should be considered not only in the context of future household growth but how it will address the needs and demands of the future population as a whole. Basing the assessment of an appropriate housing mix only on the needs and demands of new households will neglect the requirements of existing households that may aspire to a larger home.
- 5.3 The provision of additional housing supply will have impacts across the housing ladder, as vacated dwellings become homes for other households. This process has been widely studied as one of the possible applications of the “Markov Chain Model”.
- 5.4 The Markov Chain Model, and specifically its application to the housing market, suggests that a new vacancy at the top of the housing ladder generates a statistically expected number of subsequent household moves. This is because as a new-built larger home is occupied, a smaller home is left vacant for a new household (e.g. a family), whose move would, in turn, free up a home for a smaller/new household. Whilst longitudinal datasets on households’ moves are not available in England, analysis on Swedish housing data shows that there were between 3.1 and 4.4 moves per new home built between 2000 and 2002¹⁵, with vacancies created at larger multi-family homes creating the longest vacancy chains. The study also found that vacancies initiated by owner-occupier moves generated longer vacancy chains compared to those initiated by renters.
- 5.5 For the purposes of illustrating, in a simple manner, the potential role of larger housing within a vacancy chain model in the open market, Lichfields has considered two scenarios in Figures 5.1 and 5.2. These are both simplified for effect and are not a representation of precise moves within a local market but represent, in broad terms, the dynamics at play.
- 5.6 Figure 5.1 illustrates the potential impact of building a 2-bedroom home in an area where there is already a need/demand for larger housing.

¹⁴ PPG ID: 2a-023

¹⁵ Magnusson Turner, L. (2008). Who Gets What and Why? Vacancy Chains in Stockholm’s Housing Market, International Journal of Housing Policy, 8(1), pp. 1-19. <http://dx.doi.org/10.1080/14616710701817133>

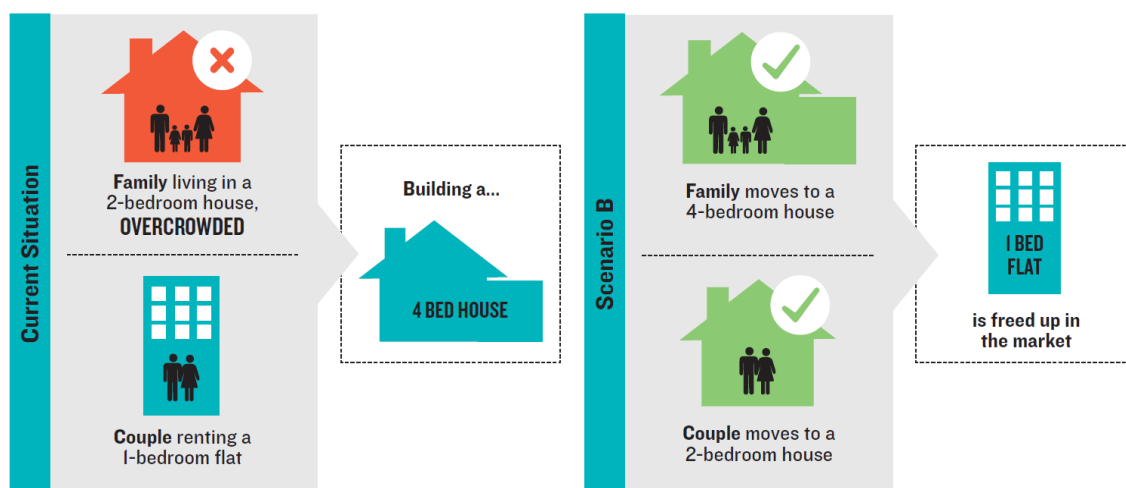
Figure 5.1 Housing ladder outcomes: Scenario A – building a 2-bed house



Source: Lichfields

- 5.7 This scenario indicates that erecting smaller homes will not necessarily meet the needs and demands of the overall population as it only facilitates movement between smaller dwellings in the housing market.
- 5.8 Figure 5.2 demonstrates the potential impact of building a 4-bedroom home in this same housing market scenario.

Figure 5.2 Housing Ladder outcomes: Scenario B – building a 4-bed house



Source: Lichfields

- 5.9 Under this scenario, the result is movement up the housing ladder for both households (with the family moving into larger accommodation and the couple moving from a flat into a house). It still results in the release of a smaller dwelling (a flat) back into the market to cater for newly forming/smaller households.
- 5.10 Ultimately, larger housing provision can help play a two-fold role in meeting the wider needs of household growth across the whole market by:
- 1 Meeting the **needs** of households, in terms of current overcrowded households who are in need of larger housing – this, in turn, means that the needs of smaller, newly

forming households can be met as smaller housing is freed up further down the ladder; and,

- 2 Meeting the **demands** of households, in terms of smaller households aspiring to buy/upsized within the market – this again also results in the freeing up of smaller housing further down the ladder.

- 5.11 Taking account of housing ladder dynamics and the Markov Chain Model, it is clear that the provision of larger homes can play a key role in facilitating movement throughout the housing market. The provision of larger housing will help to address some of these pressures whilst also releasing smaller housing further down the ladder for smaller or newly forming households. It will not, therefore, lead to a reduction in the availability of vacant smaller homes.

2. Older person's housing need

- 5.12 The age profile of households in Burbage and Hinckley and Bosworth is considered in Section 3.0. Figure 3.9 shows that only 22% of single 65+ and 6% of couples 65+ households occupy 1-bed dwellings in Burbage, whereas 44% and 67% of these groups respectively live in households with 3 or more bedrooms. This reflects the character of the housing stock which, as shown in Figure 3.7, is generally larger in the Burbage than across Borough. It also reflects preferences amongst older households to remain in the family home and retain additional space (i.e. bedrooms) for health reasons, storage, hobbies, guests/family, carers or for other reasons.
- 5.13 The decision on whether to move in old age is complex and affected by a wide range of personal and wider factors. In the housing market, older households are amongst the least active; this could be because of a lack of attractive options for rightsizing but is also likely to be (at least in part) because older households are the most satisfied out of any groups with their current accommodation¹⁶. Older households may prefer to remain in their existing home for sentimental reasons and/or if adaptations can be made to make it suitable for their changing needs. They may prefer to remain in mixed communities or in an area that is familiar to them, which might also mean living close to family/friends. The costs (emotional and financial) associated with moving might also be off-putting. In other cases, however, moving might lead to equity release or living in a more suitable property.

3. Home working

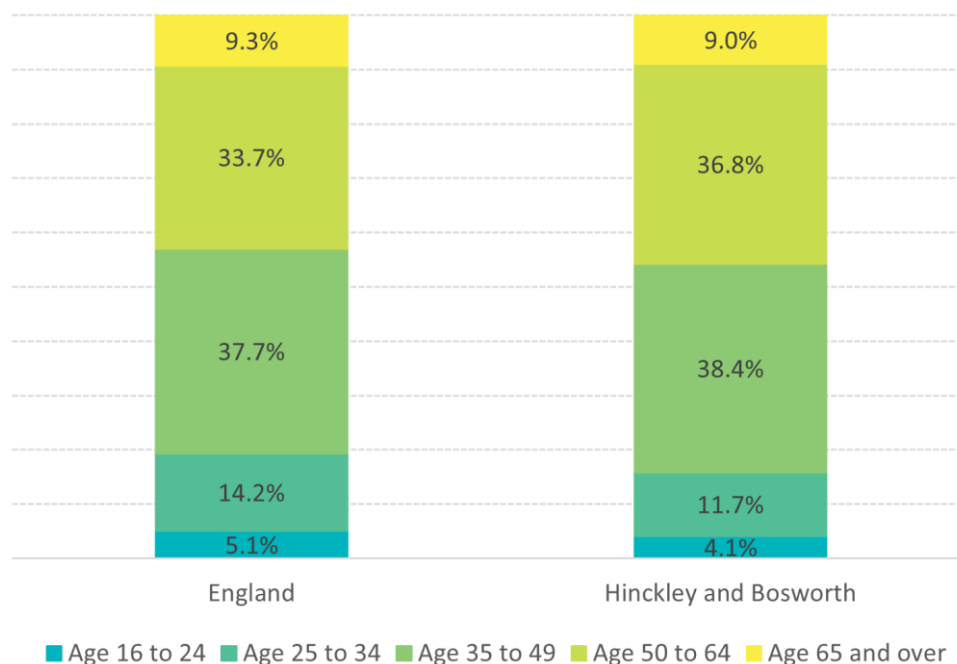
- 5.14 Another factor that will influence the current and future demand for larger homes is the trend towards greater levels of home working. Increases in the number of people working from home may translate into a demand for larger housing as people seek additional space, e.g. a spare room or garage that can be used as an office.
- 5.15 Historically, whilst data on working from home is not available for Burbage in the 2011 Census, it is available for the wider Borough. At the time of the 2011 Census, 5,915 people worked from home in Hinckley and Bosworth, equivalent to 10.5% of the economically active population¹⁷. This compares to 2.6m home workers nationally – 9.7% of the economically active population. This suggests that even before Covid-19 hit, the Borough was likely to have more people working from home than other parts of the country. Notably, the

¹⁶ Source: English Housing Survey Demographic Characteristics of movers and (Table FA4121) and Satisfaction with accommodation (FA5401)

¹⁷ Census (2011): DC6608EW1a - Home-worker by industry by sex by age

Borough's population aged 35-49 and 50-64 tended to work from home at a higher rate than the national average, with 38.4% and 36.8% respectively working from home. Notably, the 35-49 age group is expected to grow by 19% between 2023 and 2036 (i.e. the end of the HNS period), which suggests that further households across the Borough are likely to be working from home in the future.

Figure 5.3 Share of Home Working by Age Group

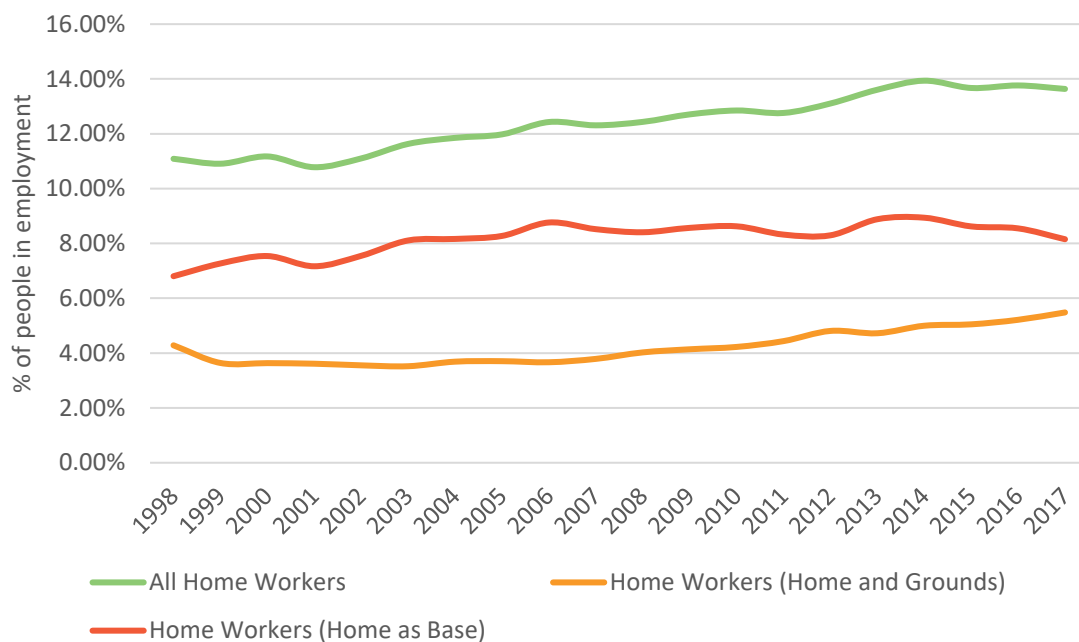


Source: 2011 Census

5.16

Subsequently, the ONS Labour Force Survey (2020) shows that there has been a steady rise in the proportion of people in employment of those working from home, either working directly from the home or using home as a base. In 2017, this stood at 13.6% of people in employment. Homeworking typically increases with age (increasing from 5.1% of those aged 16-24 to 38.3% of people age 65+ using their home for work) and so the ageing in the population is likely to lead to further increases in home working.

Figure 5.4 Home Working in England 1998 - 2017



Source: ONS (2020): *Labour Force Survey*

5.17

The impact of the Covid-19 pandemic has had a profound impact on the profile of home working. Whilst the highest rates of home-working experienced during the peak of lockdown may not be sustained over the long term, there is a widespread expectation that the working practices that were forced upon many people will lead to a structural shift, with fewer people working from offices full time and more choosing to work from home on a part-time, if not full time, basis. Whilst the picture is likely to continue to shift over the coming years, research is emerging assessing not just the current levels of home working, but how this is anticipated to continue over the long term:

- The ONS findings from October 2020 found that **28%** of workers surveyed were working remotely;¹⁸
- An ONS survey from February 2023 found that 44% of working adults reported that they were working from home or hybrid working in the last seven days (September 2022 to January 2023);¹⁹
- Research undertaken by the Chartered Institute of Personnel and Development [CIPD] in September 2020 found that:
 - **37%** of employees expect to work from home on a regular basis once the crisis is over, compared to 18% before the lockdown.
 - Businesses expect that the proportion of staff working from home all the time will increase from 9% before the pandemic to **22%** in the future²⁰.

¹⁸ ONS (2020): *Coronavirus and the economic impacts on the UK: 22 October 2020*

¹⁹ ONS (2023): *Characteristics of homeworkers, Great Britain: September 2022 to January 2023*

²⁰ <https://www.cipd.co.uk/about/media/home-workers-more-productive> Accessed 08/02/22

- Research was undertaken by property search engine Zoopla found that **22%** of 2,000 home hunters surveyed considered that having an office area has become more of a priority, with this increasing to **34%** among those aged between 35 and 49²¹.
- Research commissioned by Barratt, undertaken by Lichfields working with Savanta, found that **70%** of those in the market for new homes favour a home that is 'working from home' friendly. Additionally, it found that **69%** of workers would prefer an additional room in their home as a dedicated office space.

5.18 Although there are clear differences in the scale of the likely increase in home working, it is widely agreed one long-term effect of the Covid-19 pandemic will be that it will increase substantially. This is expected to have a direct impact on the demand for housing as people seek to ensure that they have appropriate space and facilities to work effectively from home.

5.19 Indeed, the 2021 Census now shows a marked increase in the proportion of people in employment working from home. At the time of the 2021 Census, 2,741 people worked from home in Burbage, equivalent to 34% of the economically active population.²² This is in comparison to 29.8% working from home in the wider Borough.

5.20 However, it must be noted that the 2021 Census took place during a time of rapid change and the impact of the Covid-19 pandemic has had a profound impact on the profile of home working. Whilst the highest rates of home-working experienced during the peak of lockdown may not be sustained over the long term, there is a widespread expectation that the working practices that were forced upon many people will lead to a structural shift, with fewer people working from offices full time and more choosing to work from home on a part-time, if not full time, basis. This will likely translate into demand for larger homes with room to set up home offices.

Towards a preferred housing mix

5.21 The Covid-19 pandemic has led many people to reconsider their living environments and has increased the demand for properties with more internal and external space. This will include living and sleeping space as well as additional space at home to work. The amount of people working from home has markedly increased in the intercensal period. At the time of the 2011 Census, 5,915 people worked from home in Hinkley and Bosworth, equivalent to 10.5% of the economically active population. By the time of the 2021 Census, this had increased to 16,666 equivalent to 29.8% of the economically active population. The proportion of people working from home in Burbage (at the time of the 2021 Census) was higher than the Borough average at 34%. Whilst the 2021 Census took place at a time of rapid change, these trends suggest a structural shift, with more people working from home in the future. This will likely translate into demand for larger homes with additional space, particularly in Burbage which had a higher working-from-home rate than the borough average.

5.22 Whilst households aged over 65 are expected to grow fastest over the plan period, representing c.37% by 2036, the 'need' for 1-2 bedroom houses to 'meet' their needs ignores the fact that many of these households prefer to live in larger dwellings that exceed their size needs for a variety of complex (and entirely legitimate) reasons and are unlikely to

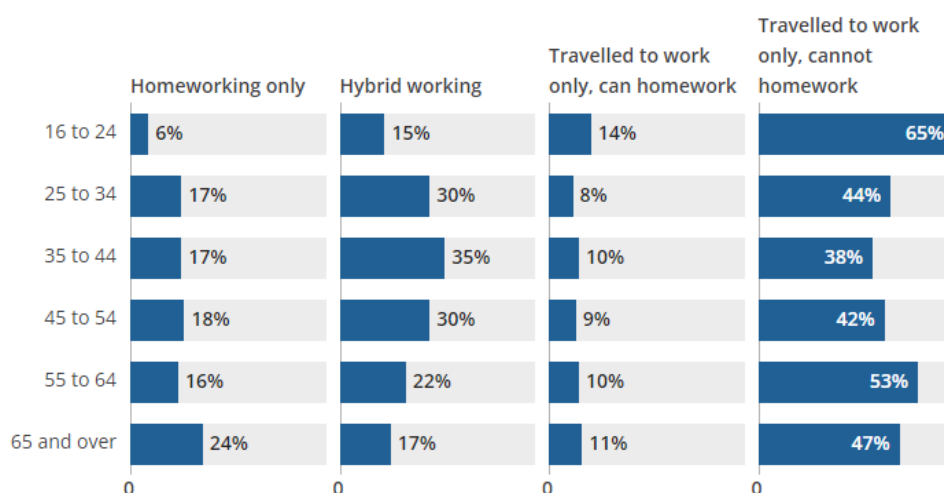
²¹ <https://www.zoopla.co.uk/discover/property-news/revealed-how-lockdown-has-changed-home-priorities/> Accessed 08/02/22

²² Census (2021)

downsize. The impact of this is that it will further increase the need to provide larger homes for both families and the ageing population.

- 5.23 Based on these factors and the qualitative analysis set out in this report, we consider that there is a strong argument to justify a housing mix that diverges from the HENA demographically-driven mix. The qualitative evidence suggests that it could be appropriate to make a greater provision of 3 and 4+ bed housing in Burbage than the HENA would suggest.
- 5.24 Moreover, when having regard to changing market trends, such as the need for home office space, the need for 1-bed houses could also be accommodated by additional 2-bedroom houses (with flexible bedroom/study configurations) instead. This view is substantiated by research which strongly suggests that over two-thirds of employees would prefer an additional room in their home as a dedicated office space and the fact that the 2021 Census indicates that c.34% of the economically active population are working from home a majority of the week.
- 5.25 The proposed overall housing mix makes provision for 41% of dwellings to have studies. Whilst this exceeds Burbage's WFH rate of 34% (at the time of the 2021 Census), it aligns more closely with market research which suggests that having a dedicated space to work is important to the majority of homebuyers. As discussed above, research has found that **70%** of those in the market for new homes favour a home that is 'working from home' friendly. The research also found that **69%** of workers would prefer an additional room in their home as a dedicated office space.
- 5.26 The housing mix provision of 41% of dwellings having studies also aligns with data released by the ONS (2023). The ONS survey asked working adults the question 'In the past seven days, have you worked from home?'. The survey found that over the period September 2022 to January 2023, 44% of adults in Great Britain reported working from home or hybrid working.
- 5.27 The survey also found that those between the ages of 35-44 were most likely to be working from home (17%) or hybrid working (35%), followed by those aged 45-54 and 25-34.

Figure 5.5 Proportion of working adults in Great Britain, September 2022 to January 2023



Source: ONS

- 5.28 In terms of its household composition, Burbage is skewed more towards families (with children and non-dependent children) and couples likely to have children (e.g. couples <65). As shown by the ONS survey, these age groups are the most likely to be working from home or hybrid working. These households are also the most active in the housing market and are most likely to be seeking to upsize. In this context, it is considered that making provision for 41% of dwellings to have studies is acceptable.
- 5.29 Policy 16 provides welcome flexibility as regards housing mix, and it is evident from our analysis of key variables including the current character of Burbage and past/future demographic and housing trends, that the emerging housing mix sought by Redrow is likely to be broadly reflective of likely demand for the period up to 2036.

6.0 Conclusion

- 6.1 This report has considered the housing mix policies within the Council's CS (and the evidence that underpins those policies) that may be relevant in considering Redrow's application at Land south of Burbage, along with other wider and local evidence.

Policy 16

- 6.2 The adopted CS, at Policy 16, sets out the Council's housing mix policy. The policy itself does not explicitly provide market, or affordable, housing mix requirements; rather the supporting table provides '*a starting point*', which should then be **informed** by the most up-to-date (*inter alia*) Housing Market Assessment, or housing needs survey. Albeit, the supporting text states that the mix of houses should reflect current and future requirements and where appropriate, '*local circumstances*'. (Para 4.56).
- 6.3 Working in the knowledge that the NPPF states that existing time-expired policies should not be considered out-of-date (Para 219), and that "*the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies*" (Para 62).
- 6.4 The starting position as established under Policy 16 is that the development should be informed by the most up-to-date evidence. In this instance, this is the HENA. However, when having regard to the High Court Judgment²³, the weight to be attached to this evidence should be reduced, reflecting the fact that it has not been tested through the examination process.
- 6.5 The CS is clear that housing mixes can reflect '*local circumstances*' (Policy 16) and that development should meet the needs of Burbage. Further supporting this, the HENA clearly caveats its recommended market mix and emphasises that "*in applying the mix to individual development sites, regard should be had to the nature of the site and character of the area, and to up-to-date evidence of need as well as the existing mix and turnover of properties at the local level.*" (Housing Mix: Key Messages Bullet 4). The starting point should not be that all sites can or should provide a microcosm of the Borough-wide mix.
- 6.6 As such, it would, therefore, be reasonable for a scheme in Burbage to deliver a different mix of housing to the overall need identified in the HENA at the Borough-wide level, but which provides a range of house sizes reflecting the '*local circumstances*' in Burbage. This is working in the knowledge of the HENA's clear caveats around not applying the mix prescriptively.

Local Context

- 6.7 The population of Burbage grew by 13.3% over the intercensal period, and whilst the majority of this growth was accounted for by those aged 65+, younger age groups also saw significant growth with Burbage seeing a marked increase in the number of children and younger people. As of 2021, the household composition of the settlement was focussed more towards families (with children and non-dependent children) and couples likely to have children (e.g. couples <65), most of which are 'under-occupying' their homes – in-line

²³ William Davis Ltd v Charnwood BC Queen's Bench Division (Administrative Court) 23 November 2017 [2017] EWHC 3006 (Admin)

with national market occupation trends. Furthermore, in 2011, a greater proportion of households moving into Burbage were families when compared to the Borough average – 32.5% compared to 29%. This indicates that Burbage is an in-migration destination for families.

- 6.8 In terms of its existing dwelling stock and housing mix, the Census also shows that Burbage is broadly characterised by larger market housing with a majority of its stock being detached and semi-detached and 3+ bedrooms. In particular, families (with children and non-dependent children) in the Local Area tend to occupy 3-4+ bed dwellings.
- 6.9 The above analysis suggests that Burbage could be described as a comparatively family-orientated settlement. It also suggests that the need and demand for market dwellings in Burbage are principally for larger and detached housing, which are likely to be attractive to younger couple households with or without children, with Burbage's existing housing mix being different to the Borough average, with a greater demand for larger dwellings. As such, a housing mix with more larger homes is justified based on '*local circumstances*' and would meet Burbage's needs.

Proposed Development

- 6.10 The proposed development would provide more 3-bed and 4+ bed market homes than the HENA mix, and less 1-bed and 2-bed homes – as shown in Table 6.1. However, based on local demand for family-sized homes and the wider precedence from other schemes, the provision of more 3 and 4+ bed properties would be justified. As demonstrated above, there is likely to be little demand for 1-bed dwellings, and a larger demand for family-sized homes in Burbage. The proposed mix is more aligned with the existing mix of dwellings in the local area which is c. 70% 3-4+ bed properties.

Table 6.1 Comparison of Proposed Mix to HENA

Size	Proposed Mix	HENA (Market)
1-bed	0 (0%)	5%
2-bed	98 (29%)	35%
3-bed	171 (50.6%)	45%
4+bed	69 (20.4%)	15%

Source: Lichfields

- 6.11 In this instance, Policy 16 seeks a mix informed by the HENA. However, drawing on the preceding analysis of the wider and local context for housing demand in Burbage, it is considered that a deviation from the recommended HENA mix is justified and that variations in the mix of housing provided across sites in Hinckley and Bosworth, reflecting the different the mix of housing locally, the setting of the site and character of the area, and local demand evidence is reasonable. Indeed, this is a position that has historically been adopted by the Council in the determination of applications. Importantly, the 2022 HENA mix should not be applied prescriptively to a scheme within Burbage, which, as shown by our analysis has a different demand characteristic. In conclusion, it is considered that the proposed mix, as shown in Table 6.1 would be in general conformity with the recommendations of the HENA.

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