

# Neighbourhood Plan Housing Needs Assessment

## Berwick-upon-Tweed Town Council

November 2016  
Final

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## Review Schedule

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Project Coordinator	Ffion Batcup	Project Coordinator	Review of Final report		10/11/2016

## Acronyms List

Acronym	Definition
DCLG	Department for Communities and Local Government
HMA	Housing Market Area
LDP	Local Development Plan
LPA	Local Planning Authority
LEP	Local Enterprise Partnership
LHA	Local Housing Allowance
NPPF	National Planning Policy Framework
OA	Output Area
NCC	Northumberland County Council
NPPF	National Planning Policy Framework
NPPG	National Planning Practice Guidance
SDP	Strategic Development Plan
SEP	Strategic Economic Plan
SES	South East Scotland
SHMA	Strategic Housing Market Assessment

## Glossary of terms used in this report

Term	Definition
Concealed Families	A family living within a multi-family household in addition to the primary family.
Core Strategy	The Core Strategy is a key document in the Local Plan, which provides the strategic planning framework for the county's future development needs up to 2031. A range of policies sets out how these needs can be met while at the same time achieving social and environmental objectives.
Custom Build	Until recently the process of building your own home was almost universally referred to as 'self build' and this had become well-recognised by both consumers and the development sector. In 2011, the Government's Housing Strategy for England introduced the term 'custom build housing'.
Dwelling	A self-contained unit of accommodation.
Economically Active	The proportion of the population who are either employed or actively seeking employment.
Enterprise Zone	<p>Enterprise Zones are locations that are made attractive due to increased investment in the site. This investment includes making the site ready for businesses to invest by putting in place the infrastructure needed, such as road links, utilities and digital connectivity.</p> <p>The individual business will also be able to access specific benefits when locating on an Enterprise Zone site; either through a discount to the business rates or an increased level of capital allowance to support investment in plant and machinery.</p>
Homefinder	Northumberland Homefinder is Northumberland County Council's housing allocations service. The system the Council use for allocating properties is known as Choice Based Lettings. The Government have said that all Local Authorities must have a Choice Based Lettings framework for housing allocations in place by the end of 2010.
Household Composition	A way of classifying households according to the relationship between family members.

Term	Definition
Housing Market Area	A housing market area is a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work.
Intermediate housing	Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels.
Local Housing Allowance	Local Housing Allowance (LHA) was introduced on 7 April 2008 to provide Housing Benefit entitlement for tenants renting private sector accommodation in England, Scotland and Wales.
Localism Act	The Localism Act 2011 is an Act of Parliament that changes the powers of local government in England. The aim of the act is to facilitate the devolution of decision-making powers from central government control to individuals and communities.
Quantitative	A measurement based on numerical quantity rather than quality.
Qualitative	A measurement based on quality (size, appearance, value) rather than its quantity.
Registered Social Landlord	Registered Social Landlords (RSLs) are independent housing organisations registered with the Housing Corporation under the Housing Act 1996. They may be Industrial and Provident Societies, registered charities or companies.
Shared Ownership	Shared ownership is an affordable way for people to get on the property ladder if they cannot afford to buy a home outright. It allows people to buy a share in a brand new house on a part buy / part rent basis and pay a subsidised rent on the remaining share.
Starter Homes	A compact house or flat specifically designed and built to meet the requirements of young people buying their first home.
Statutory Requirement	Something that is required by law for engaging with a certain activity.
Output Areas	Used to refer to the collection and publication of small area statistics.
Tenure	The financial arrangement under which a house is occupied (owner-occupied, socially rented, privately rented etc.).

## Executive Summary

On behalf of Locality (and subsequently Berwick-upon-Tweed Town Council), AECOM were commissioned in September 2016 to prepare a Housing Needs Assessment for the Berwick-upon-Tweed Neighbourhood Plan area. As more and more parishes, neighbourhood forums and town councils seek to address housing growth, including tenure and type of new housing, it has become evident that developing policies need to be underpinned by robust, objectively assessed data.

The purpose of the Housing Needs Assessment is to advise on demographic, economic, market and social data at local level to help Berwick-upon-Tweed Town Council understand, among other matters, the type, tenure and quantity of housing needed to inform neighbourhood plan policies.

This Housing Needs Assessment has interrogated a wide range of data sources, which, taken together, can inform key trends and messages relevant to the Neighbourhood Plan's housing policies and creating a sustainable and balanced community going forward. Data sources referred to throughout the report include: Northumberland County Council (NCC) planning policy and relevant evidence base documents (including the Strategic Housing Market Assessment (SHMA)); Census 2001 and 2011 data; and neighbourhood survey work carried out by the Town Council.

To inform the quantum of housing required, a range of five possible housing projections for the Berwick-upon-Tweed Neighbourhood Plan area between 2011 and 2031 has been calculated based on:

1. A figure based on the housing requirement established for Berwick-upon-Tweed in the emerging Northumberland Core Strategy (**801 dwellings**);
2. The 2014-based Government household projections (released July 2016) (**413 dwellings**);
3. A projection forward of net dwelling completion rates between 2001 and 2011 (**674 dwellings**); and
4. A projection forward of net dwelling completion rates between 2011 and 2016 (**576 dwellings**).
5. A projection forward of net dwelling completions and dwellings currently under construction (at the time of writing) between 2011 and 2016 (**1,852 dwellings**).

**Table 4.1** in **Chapter 4** of this report presents an account of all the factors of relevance that are considered to influence the Neighbourhood Plan area's future housing need. These factors are summarised below:

- *Affordable Housing* – Details on the Housing Waiting List provided by NCC (supplemented by other research undertaken by the Town Council) indicate that there is a requirement for affordable housing in the Neighbourhood Plan area.
- *Age profile* – Overall, the population of the Neighbourhood Plan area is ageing, which will increase the demand for dwellings that meet the needs of the elderly. In addition, future educational provision improvements and increased job opportunities could increase the proportion of young people living in the Neighbourhood Plan area.
- *Economic growth* – It is likely that there will be some future growth in the local tourism economy over the plan period. In addition, future development within the Neighbourhood

Plan area (including Ramparts Business Park Enterprise Zone, the 'Heritage Hub' at the Berwick Barracks and new development at the Port of Berwick) is likely to increase the amount of jobs available within the area and in turn, the demand for housing.

- *Quality of private housing stock* – Evidence set out within the Housing Strategy for Northumberland indicates that there are issues relating to the quality of the private housing stock across the former Berwick District Council. This factor is likely to increase the demand for private housing in the Neighbourhood Plan area as the current supply is not of sufficient quality.
- *House prices* – As the difference in house values and prices between the Neighbourhood Plan area and Northumberland as a whole is minimal (circa £2,000), this factor is not considered to have an impact in terms of future housing demand in the Neighbourhood Plan area.
- *Overcrowding* – Analysis of the Census 2001 and 2011 data indicates that overcrowding is an issue within the Neighbourhood Plan area.
- *Scottish Borders (future growth)* – Plans for future growth in and around Reston and Eyemouth (both located in close proximity to the Neighbourhood Plan area) and infrastructure improvement proposals have been reviewed. However, it is considered that there are not any significant growth proposals within the Scottish Borders that will have a specific impact in terms of housing need within the Neighbourhood Plan area.
- *Travel to work* – The Neighbourhood Plan area's role as a commuter town for Newcastle-upon-Tyne and Edinburgh may increase over the plan period subject to future growth in these two cities. This could increase the demand for housing in the Neighbourhood Plan area.

Taking into account the five projections calculated along with the factors presented above, it is recommended that the Town Council use a range of between 801 to 1,250 dwellings as a starting point for generating a target for the Neighbourhood Plan.

**Table 4.2** in **Chapter 4** presents an account of the characteristics of housing need within the Neighbourhood Plan area. A summary of the characteristics is presented below:

- *Affordable housing* – It is considered that if the affordable housing target outlined in the emerging Core Strategy policy (Policy 19 - Delivering affordable housing) of '*15% of homes on new permissions will be expected to be affordable*' is enforced in the Neighbourhood Plan area, then it will help to deliver a sufficient level of affordable housing to meet local needs. It is recommended that the Town Council continue to work closely with the County Council to ensure that affordable housing is negotiated on new housing developments coming forward over the plan period within the Neighbourhood Plan area. This will help to deliver housing that meets affordable housing needs in terms of amount and type.
- *Age Profile* – In order to ensure that new housing is delivered within the Neighbourhood Plan area to match the requirements of the ageing population, the Town Council should seek to incorporate policies within the Neighbourhood Plan that aim to increase the amount of housing for the elderly. The information gathered indicates that future educational and economic growth may lead to a reverse in the current trend of young people leaving the area and an increase in demand for housing for first time buyers. The Town Council has indicated an aspiration to ensure that the housing needs of first time buyers are met to ensure that young people are retained in the Neighbourhood Plan area.

- *Households with general support requirements* – The Census 2011 indicates that within the Neighbourhood Plan area, the proportion of working-age residents who are long-term sick or disabled is higher than the Northumberland and England proportions. The Town Council may seek to include a policy within the neighbourhood plan that aims to ensure that the needs of those households within the Neighbourhood Plan area that have specific requirements (relating to a disability or a limiting long-term illness) are met in terms of delivering future residential development over the plan period.
- *House type and size* – Data gathered in preparing this report demonstrates that there is a demand for smaller sized dwellings (1 and 2 bedrooms) within the Neighbourhood Plan area. The Town Council should consider incorporating a policy within the neighbourhood plan that encourages the development of smaller sized properties to meet the demands of the local population.
- *Tenure* – Data indicates that there is a demand for rental properties within the Neighbourhood Plan area. In discussion with NCC, the Town Council should explore how they can incorporate policies within the Neighbourhood Plan to influence the tenure type for new and existing housing within the Neighbourhood Plan area, but recognising that it is not normally possible to specify the tenure of market housing as either for sale or for rent.

It is recommended that the Town Council should, as a next step, discuss the contents and conclusions of this report with NCC with a view to agreeing and formulating draft housing policies, taking the following into account during the process:

- the contents of this report, including but not limited to **Tables 4.1** and **4.2**;
- Neighbourhood Planning Basic Condition E, which is the need for the neighbourhood plan to be in general conformity with the strategic development plan;
- the views of NCC;
- the views of local residents;
- the views of other relevant local stakeholders, including housing developers; and
- supply-side issues, such as location and characteristics of suitable land, and any capacity work carried out by NCC or other parties.

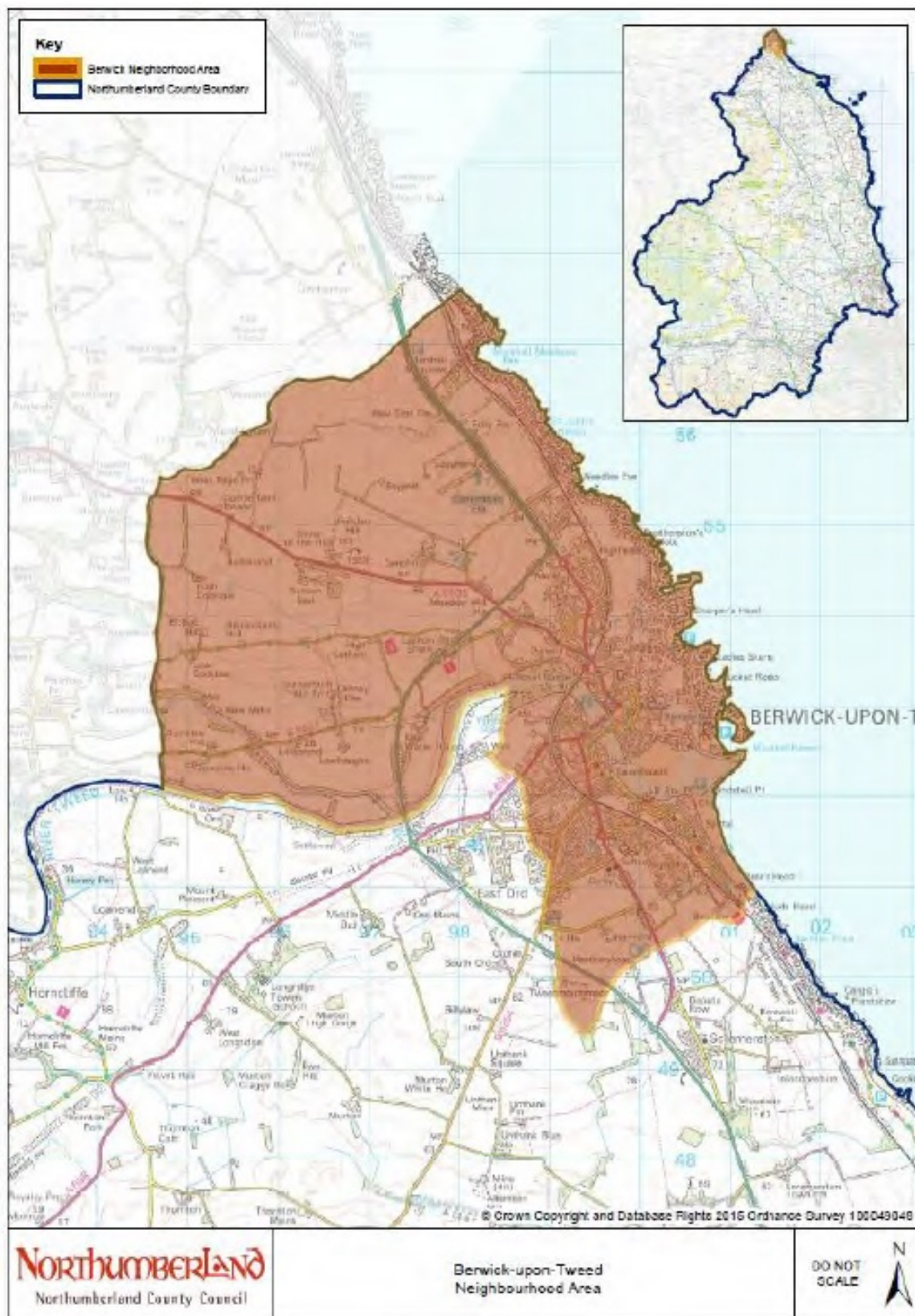
# 1 Introduction

## 1.1 Housing Needs Assessment in Neighbourhood Planning

1. The 2011 Localism Act introduced Neighbourhood Planning, allowing parishes, town councils or neighbourhood forums across England to develop and adopt legally binding development plans for their neighbourhood area. As more and more parishes, town councils and forums seek to address housing growth, including tenure and type of new housing, it has become evident that developing policies need to be underpinned by robust, objectively assessed data.
2. In the words of the National Planning Practice Guidance (NPPG), establishing future need for housing is not an exact science, and no single approach will provide a definitive answer. The process involves making balanced judgements, as well as gathering numbers and facts. At a neighbourhood planning level, one important consideration is determining the extent to which the neighbourhood diverges from the local authority average, reflecting the fact that a single town or parish almost never constitutes a housing market on its own and must therefore be assessed in its wider context.
3. The guidance quoted above on housing needs assessment is primarily aimed at local planning authorities preparing Strategic Housing Market Assessments (SHMA). However, it helpfully states that those preparing neighbourhood plans can use the guidance to identify specific local needs that may be relevant to a neighbourhood, but that any assessment at such a local level should be proportionate.
4. Our brief was to advise on data at this more local level to help Berwick-upon-Tweed Town Council understand, among other matters, the type, tenure and quantity of housing needed to inform neighbourhood plan policies.

## 1.2 Local Study Context

5. The Berwick-upon-Tweed Parish was designated as a Neighbourhood Plan area by Northumberland County Council (NCC) in July 2015. The designated Berwick-upon-Tweed Neighbourhood Plan area is shown in **Figure 1.1** below and incorporates the town of Berwick-upon Tweed and surrounding areas to the north. The Neighbourhood Plan area covers Spittal and Tweedmouth as well as Berwick itself. Berwick-upon-Tweed is located within Northumberland and is the northernmost town in England. Approximately 2.5 miles to the north of the town lies the border with Scotland. The River Tweed runs through the town separating the main centre of Berwick-upon-Tweed from Tweedmouth and Spittal.
6. The east coast mainline runs through the town with the railway station providing rail links to Edinburgh in the north (approximately 45 minutes) and Newcastle-upon-Tyne in the south (also approximately 45 minutes). The A1 is located to the west of Berwick-upon-Tweed, providing road access to Edinburgh and Newcastle-upon-Tyne.

**Figure 1.1** Berwick-upon-Tweed Neighbourhood Plan area (Source: NCC, 2015)

## 2 Approach

### 2.1 NPPG-based assessment

7. This objective and independent housing needs assessment follows the NPPG approach where relevant. This ensures our findings are appropriately evidenced. The NPPG advises that assessment of development needs should be thorough but proportionate and does not require planners to consider purely hypothetical future scenarios, only future scenarios that could be reasonably expected to occur.

### 2.2 Summary of methodology

8. The Town Council has stated they are interested in the types of dwelling required as well as quantity. In order to answer this question, a wide range of local evidence has been gathered and summarised into policy recommendations designed to inform decisions on the characteristics of housing required.
9. To inform the quantum of housing required, a range of five possible housing projections for the Neighbourhood Plan area over the proposed Neighbourhood Plan period (2011 – 2031) have been calculated based on:
  - A figure based on the housing requirement established for Berwick-upon-Tweed in the emerging Northumberland Core Strategy;
  - 2014-based Government household projections (released July 2016);
  - A projection forward of net dwelling completion rates between 2001 and 2011;
  - A projection forward of net dwelling completion rates between 2011 and 2016; and
  - A projection forward of the net dwelling completion rate between 2011 and 2016 and dwellings currently under construction (at the time of writing).
10. Each of these sources can help planners understand how Berwick-upon-Tweed's housing need translates into a numerical range of dwellings to be planned for.
11. A range of factors relevant to Berwick-upon-Tweed derived from a range of other demographic and economic sources can then be applied to this range to move the recommended figure of housing need up or down. These factors are summarised in **Chapter 4**.

### 2.3 Gathering and using a range of data

12. The NPPG states that:

*'no single source of information on needs will be comprehensive in identifying the appropriate assessment area; careful consideration should be given to the appropriateness of each source of information and how they relate to one another. For example, for housing, where there are issues*

*of affordability or low demand, house price or rental level analyses will be particularly important in identifying the assessment area. Where there are relatively high or volatile rates of household movement, migration data will be particularly important. Plan makers will need to consider the usefulness of each source of information and approach for their purposes’.*

13. It continues: *‘Plan makers should avoid expending significant resources on primary research (information that is collected through surveys, focus groups or interviews etc. and analysed to produce a new set of findings) as this will in many cases be a disproportionate way of establishing an evidence base. They should instead look to rely predominantly on secondary data (e.g. Census, national surveys) to inform their assessment which are identified within the guidance’.*
14. Compared with the 2001 Census, the 2011 Census gathered data in a number of new categories and across a range of geographies that are highly relevant to planning at the neighbourhood level and helpful if an NPPG-based approach is being used.
15. Like much of the data forming the housing policy evidence base, the Census information is quantitative. However, at a local level, qualitative and anecdotal data, if used judiciously, also has an important role to play, to a perhaps greater extent than at local authority level. Data has been gathered from as wide a range of sources as practicable in order to ensure robustness of conclusions and recommendations arising from the analysis of that data.

## **2.4 Focus on demand rather than supply**

16. Our approach is to provide advice on the housing required based on need and/or demand rather than supply. This is in line with the NPPG, which states that *‘the assessment of development needs should be an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints.’*
17. For this reason, it is advised that the conclusions of this report should be assessed against available capacity (including, for example, factors such as transport infrastructure, flood risk and so on) as a separate and follow-on study<sup>1</sup>.

## **2.5 Study objectives**

18. The objectives of this report can be summarised as:
  - Collation of a range of data with relevance to housing need in Berwick-upon-Tweed;
  - Analysis of that data to determine patterns of housing demand; and
  - Setting out recommendations based on the data analysis that can be used to inform the Neighbourhood Plan’s housing policies.
19. The remainder of this report is structured as set out below:

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<sup>1</sup> Such an approach, clearly separating housing need assessment from dwelling capacity assessment, was recently endorsed by the Government for calculating housing need at local authority level in the ministerial statement and press release ‘Councils must protect our precious green belt land’ (DCLG, 4 October 2014, available at <https://www.gov.uk/government/news/councils-must-protect-our-precious-green-belt-land>)

- **Chapter 3** sets out the data gathered from all sources; and
- **Chapter 4** sets out the conclusions and recommendations based on the data analysis that can be used to inform the Neighbourhood Plan's housing policies.

### 3 Relevant Data

#### 3.1 Local planning Policy context and supporting evidence base

20. As a starting point, a review of the current planning policy context of relevance to the Neighbourhood Plan area is set out below. This includes a review of the current development plan for the Neighbourhood Plan area along with the emerging Local Plan for Northumberland and the evidence base underpinning the housing policies included within the emerging Local Plan.

##### Berwick-upon-Tweed Borough Local Plan (April 1999)<sup>2</sup>

21. The current planning policies that apply to the former Berwick-upon-Tweed area (excluding the area within the Northumberland National Park) are contained in the Berwick-upon-Tweed borough local plan. The plan was originally adopted in April 1999. A direction was issued by the Secretary of State in August 2007 to save a number of the policies, with other policies being deleted from the plan.
22. In terms of housing, the plan sets out a number of objectives (pages 42-43). The objectives of relevance to this assessment are set out below:
- *“To meet the strategic requirement to make land available for the development of 1000 new dwellings in the Borough, during the period 1991 - 2006<sup>3</sup>.”*
  - *To enable the provision of additional housing should such a demand arise through inward investment in the local economy, on a scale which will not have a strategic impact on development elsewhere.*
  - *To meet the housing requirements of the indigenous population.*
  - *To meet the housing requirements of those seeking to move to the Borough, to work, retire or for other purposes, as the main home or second or holiday home.”*
23. The objectives are transposed into policies within the plan. The saved policies that are of specific relevance to housing are set out below.
24. **Policy S2 (Five Year Housing Land Supply)** states that “A five year supply of available housing land will be maintained throughout the plan period”. The policy highlights that when the Council considers housing development on sites not identified in the Plan, the availability of that supply will be given due weight.
25. Affordable housing policy is set out within **Policy S6 (Affordable Housing)** in the plan. The policy highlights that the development of affordable housing to meet an identified community need will be permitted on sites which are deemed to be suitable in terms of proximity to local services and

<sup>2</sup> Berwick-upon-Tweed Borough Council (1999) Berwick-upon-Tweed borough local plan (April 1999). Available from: <http://www.northumberland.gov.uk/Planning/Planning-policy/Policies.aspx#consolidatedplanningpolicyframework> [Accessed on 03/09/2016]

<sup>3</sup> As this period has now passed, the quantity of housing specified is not relevant to this Housing Needs Assessment and has therefore been disregarded.

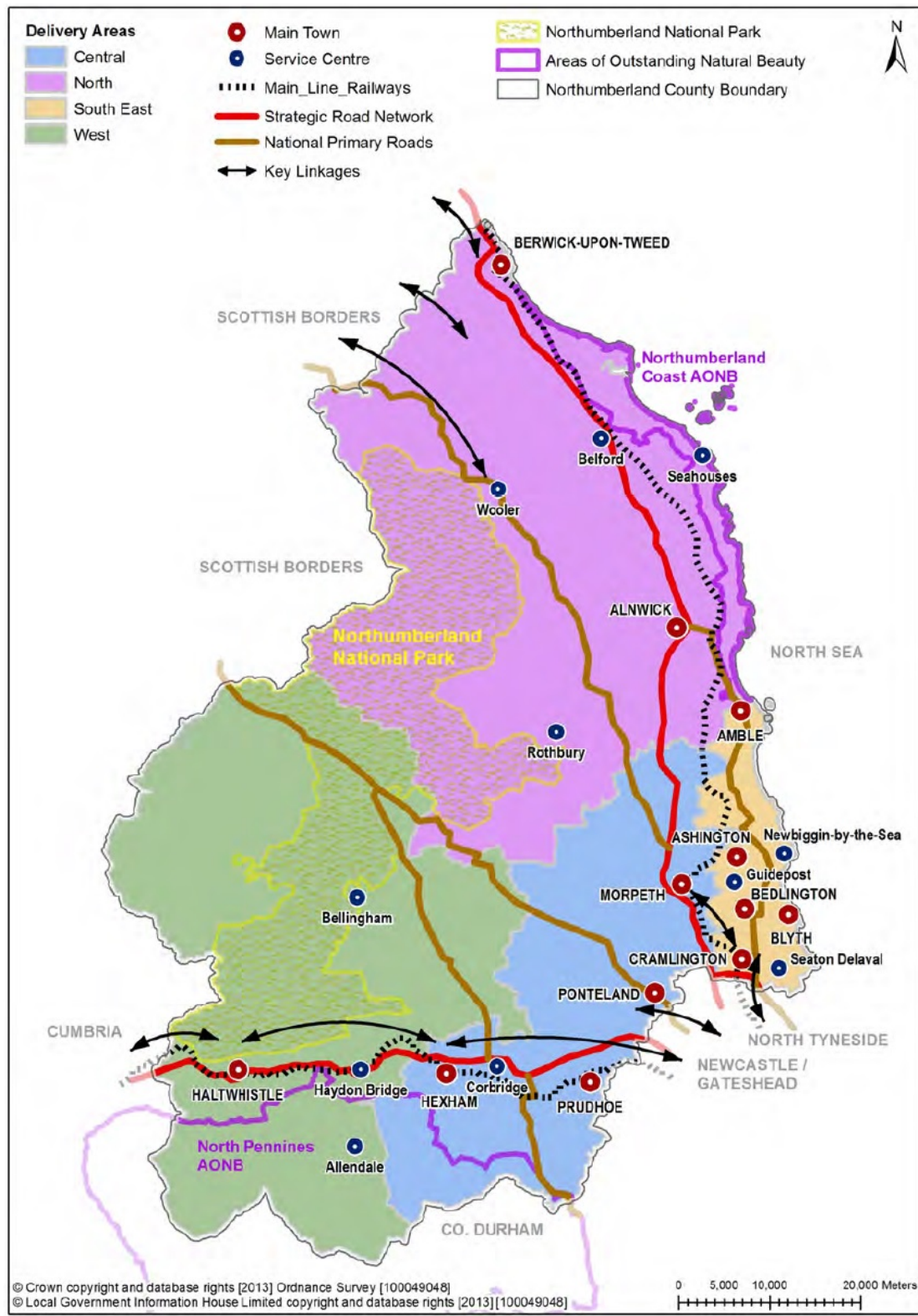
facilities and access to public transport. The policy also sets out the circumstances when the Council will negotiate with developers for the inclusion of an appropriate element of affordable housing. This will be on sites of 1.5 or more hectares or a development of 40 or more dwellings in the town of Berwick-upon-Tweed including Tweedmouth, Spittal and East Ord.

#### Northumberland County Council Local Plan – Emerging Core Strategy<sup>4</sup>

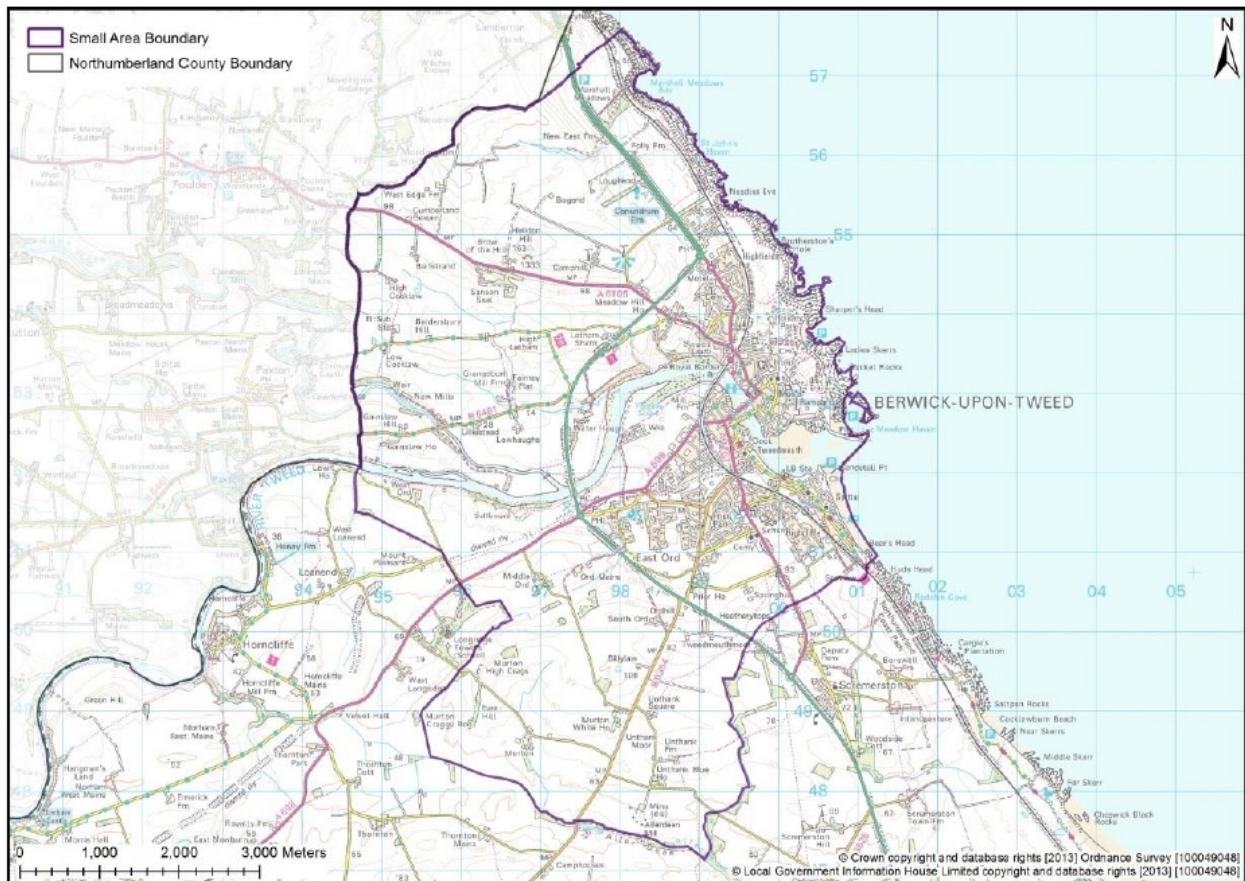
26. NCC was established as a unitary authority on 1 April 2009 following Local Government Reorganisation. It replaced the former County Council and the six District/Borough Councils of Alnwick, Berwick, Blyth Valley, Castle Morpeth, Tynedale and Wansbeck<sup>5</sup>. NCC is currently in the process of preparing a Local Plan, which will supersede the current development plans for each of the former District/Borough Councils once it is adopted. The first document being prepared as part of the new Local Plan is the Core Strategy.
27. The latest iteration of the Core Strategy is the Pre-Submission Draft (Proposed Modifications), which was released by NCC in June 2016 for consultation. The latest iteration is an updated version of the Full Draft Plan, taking account of comment received; including advice on policy wording received from statutory bodies as well as updated national policy and guidance.
28. NCC is aiming to adopt the Core Strategy in July 2017. Once adopted, the Core Strategy will:
  - Set the strategic planning policies of the Council;
  - Provide the planning principles to guide future development and planning decisions in Northumberland from 2011-2031 (the plan period);
  - Set the general scale and distribution of new development which is required to meet Northumberland's needs to 2031; and
  - Include strategic allocations for housing and employment.
29. As Northumberland covers a large and diverse area, the strategic approach to the distribution of development set out within the Core Strategy is based around four Delivery areas. The delivery areas are defined in terms of their social, economic and cultural characteristics and take account of the roles and relationships between towns and villages and their interactions with adjoining places (particularly Tyneside and Scotland). The Neighbourhood Plan area is located within the Northern Delivery Area. **Figure 3.1** below shows the Delivery Area geography, which is taken from the emerging Core Strategy (page 20).

<sup>4</sup> Northumberland County Council (2016) Northumberland County Council – Core Strategy Pre-Submission Draft (Proposed Modifications). Available from: <http://www.northumberland.gov.uk/NorthumberlandCountyCouncil/media/Planning-and-Building/planning%20policy/Core%20strategy/Core-Strategy-Pre-Submission-Draft-Major-Modifications-June-2016.pdf> [Accessed on 13/09/2016]

<sup>5</sup> While wholly within the County, the Northumberland National Park Authority remains a separate local planning authority.

**Figure 3.1: Delivery Area Geography in Northumberland (Source: NCC, 2016)**

30. The emerging Core Strategy highlights the key opportunities and challenges for the northern delivery area (pages 26-28). In terms of past housing delivery, the Core Strategy highlights that the town of Berwick-upon-Tweed has under-provided in recent years despite an abundance of housing sites with planning permission. The influence of the Edinburgh City-Region on Berwick-upon-Tweed is also highlighted within the Core Strategy and the proposals for expansion in the central Scottish Borders, alongside the re-opening of the Waverley line, are identified as potentially having implications for the social and economic well-being of the north section of the delivery area.
31. The emerging Core Strategy incorporates a series of strategic objectives. The strategic objectives or relevance to this assessment are set out below:
- *“Homes: Providing existing and future communities with a choice of decent, affordable homes – to meet Northumberland’s objectively assessed housing needs by extending choice across Northumberland’s housing markets, including the provision of affordable housing.*
  - *Community: Community well-being – to support sustainable communities across Northumberland; to support health, social and cultural well-being for all including responding to the needs and opportunities created by an ageing population.*
  - *Jobs: Delivering a thriving and competitive economy – to grow and diversify the Northumberland economy by making it an attractive and competitive place to start, grow and invest in a broad range of businesses. This will increase the number and quality of jobs available to raise levels of employment in Northumberland residents, and attract and retain working age people.”*
32. The emerging Core Strategy incorporates a number of policies to shape future growth in Northumberland. The policies that are of specific relevance to this assessment are noted below.
33. **Policy 3 (Spatial Distribution)** sets out the spatial distribution plan for Northumberland. Berwick-upon-Tweed is identified as one of the main towns within the policy, which will act as key hubs for housing, employment, education, healthcare, retail, transport and tourism. The main towns will be the main focus for development to underpin their social, economic, environmental and cultural regeneration.
34. The objectively assessed housing need for Northumberland as set out in the emerging Core Strategy is for the provision of 24,320 new dwellings (an average of 1,216 dwellings per annum) over the plan period (2011-2031). In terms of the North Northumberland Delivery Area, a requirement for 4,190 new dwellings (an average of 210 dwellings per annum) is identified over the plan period (pages 95 and 96).
35. An indicative scale and distribution of housing is set out in the emerging Core Strategy for Berwick-upon-Tweed of 900 new dwellings over the plan period (an average of 45 dwellings per annum) (page 98). **Policy 15 (Housing provision – scale and distribution)** formally establishes these housing targets. It should be noted that the figure established for Berwick-upon-Tweed in the emerging plan covers a broader area than the Neighbourhood Plan area. **Figure 3.2** below sets out the Berwick-upon-Tweed area to which the 900 dwelling requirement relates.

**Figure 3.2: Berwick-upon-Tweed area (Source: NCC, 2016<sup>6</sup>)**

36. **Policy 18 (Planning for housing)** highlights that in plan-making and assessing housing development proposals, the Council will (amongst a range of things):

- *“Ensure there is an appropriate mix of permanently occupied housing types, sizes and tenures including the provision of affordable housing to meet identified needs to create and maintain balanced and sustainable communities.*
- *Support the provision of Starter Homes exception sites (based on a set of criteria).*
- *Support the inclusion of market housing within a Starter Homes exception sites (based on a set of criteria).*
- *Support the provision of serviced and unserviced plots to enable self-build or custom build.”*

<sup>6</sup> Taken from the “Strategic Land Review – North Northumberland Delivery Area” prepared by Northumberland County Council. Northumberland County Council (2016) Strategic Land Review – North Northumberland Delivery Area. Available from: <http://www.northumberland.gov.uk/NorthumberlandCountyCouncil/media/Planning-and-Building/planning%20policy/Core%20strategy/Evidence%20based/EB06d-Strategic-Land-Review-North-Delivery-Area-June-2016.pdf> [Accessed on 04/10/2016].

37. The emerging Core Strategy states that supporting the delivery of affordable homes<sup>7</sup> is a priority for the Council (page 114). **Policy 19 (Delivering affordable housing)** identifies the overall plan target of 30% of new homes across Northumberland to be affordable. The policy highlights that given that part of this need will be met by committed development with planning permission consent, 15% of homes on new permissions will be expected to be affordable. The policy goes on to state that: *“A contribution in excess of the 15% target will be expected: where a higher local target is identified in a neighbourhood plan; or where there is an evidenced identified local need which justifies a higher contribution.”*
38. **Policy 21 (Housing for older people and vulnerable groups)** highlights that the Council will support the provision of accommodation to meet the needs of older people and vulnerable groups in appropriate sustainable locations. Furthermore, **Policy 22 (Specialist accommodation)** sets out that the Council will support the provision of specialist accommodation for older and vulnerable people who are unable to live independently, in appropriate sustainable locations and where there is an identified need.
39. **Policy 4 (Employment land supply and distribution)** sets out a requirement of 305 hectares of land for new economic development within Northumberland, of which 115 hectares is protected for B1, B2 and B8 development. In terms of the Neighbourhood Plan area the emerging Core Strategy (paragraph 5.47, page 61) states that *“Berwick-upon-Tweed has a relatively large supply of land in relation to indicators of market demand, and this is reflected in the de-allocation of land at Spittal, north of Tweedside Industrial Estate, and an area developed at Tweedmouth for retail. Available land (6.83 ha) is concentrated at Ramparts Business Park which will be protected for B-class uses, along with Tweedside Estate, accounting for its strong manufacturing base.”*
40. Berwick-upon-Tweed is a popular tourist destination. An aim of the emerging Core Strategy is therefore to support growth and diversification in the tourism economy, whilst balancing this against the requirement to protect and enhance the distinctive and valued environment which attracts tourists in the first place (see page 74). **Policy 9 (Tourism and visitor development)** sets out that the development of new visitor attractions and facilities, accommodation and the expansion of existing tourism businesses will be supported in sustainable locations.

#### Northumberland Strategic Housing Market Assessment 2015<sup>8</sup>

41. The SHMA sets out the council's approach to establishing the objectively assessed need for housing, using updated population and household forecasts. The report assesses the demand and need for market and affordable housing in Northumberland. The NPPG states that neighbourhood planners can refer to existing needs assessments prepared by the local planning authority as a starting point for establishing the demand and need for housing within a Neighbourhood Plan area.
42. The findings of the SHMA have been used by NCC in order to develop the emerging Core Strategy and in particular the housing policies which are set out above. This part of the report provides an indication of the housing market trends relating to Northumberland and, where

<sup>7</sup> The emerging Core Strategy definition of 'affordable housing' is: *“Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision. Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.”*

<sup>8</sup> Northumberland County Council (2015) Strategic Housing Market Assessment. Available from: <http://www.northumberland.gov.uk/NorthumberlandCountyCouncil/media/Planning-and-Building/planning%20policy/EB05-Strategic-Housing-Market-Assessment-2015.pdf> [Accessed on 13/09/2016].

possible, the separate delivery areas within the County. It is important to establish these trends firstly, before providing a more detailed assessment of statistics of specific relevance to the Neighbourhood Plan area in **Sections 3.7 to 3.12**, in order to set the context of housing market trends at a higher spatial level. In preparing the SHMA, the findings of the 2012 Northumberland Housing Needs Survey were considered<sup>9</sup>.

43. For ease of reference, the analysis of the SHMA conclusions is presented by key topic areas as follows:

- Key trends relating to the Northern Housing Market Area;
- Property size and type;
- Property tenure;
- Annual income;
- Current households in need;
- Age profile; and
- Homeless households.

*Key trends relating to the Northern Housing Market Area*

44. As a starting point, the SHMA establishes Housing Market Areas (HMAs) of relevance to Northumberland. For the purposes of presenting data and comparing trends across Northumberland, the SHMA splits the County up into four separate HMAs (Central, North, South East and West). The Neighbourhood Plan area is located within the North HMA, which incorporates the following Parishes: Alnwick; Amble West with Warkworth; Bamburgh; Berwick East; Berwick North; Berwick West with Ord; Longhoughton; Norham and Islandshires; Rothbury; Shilbottle; and Wooler.

45. **Figure 3.3** below (taken from page 58 of the SHMA) provides a review of the distinctive attributes of each HMA. For each attribute, a county mean has been calculated (for instance the % of households who are owner-occupiers). Information for each housing market area is then compared against this mean to indicate the extent of variation from the mean figure. The colours in the chart reflect the degree of variation:

- **YELLOW** indicates that the HMA figure is less than 75% of the County mean;
- **GREEN** indicates that the HMA figure is between 75% and 125% of the County mean; and
- **RED** indicates that the HMA figure is at least 125% of the County mean.

46. Percentage data is presented in **Figure 3.3** for migration and travel to work data.

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<sup>9</sup> Northumberland County Council (2012) Northumberland CountyWide Housing Needs Survey. Available from: [http://www.northumberland.gov.uk/WAMDocuments/3405418C-A84A-4859-A411-9B75F12FFDA7\\_1\\_0.pdf?nccredirect=1](http://www.northumberland.gov.uk/WAMDocuments/3405418C-A84A-4859-A411-9B75F12FFDA7_1_0.pdf?nccredirect=1) [Accessed on 13/09/2016].

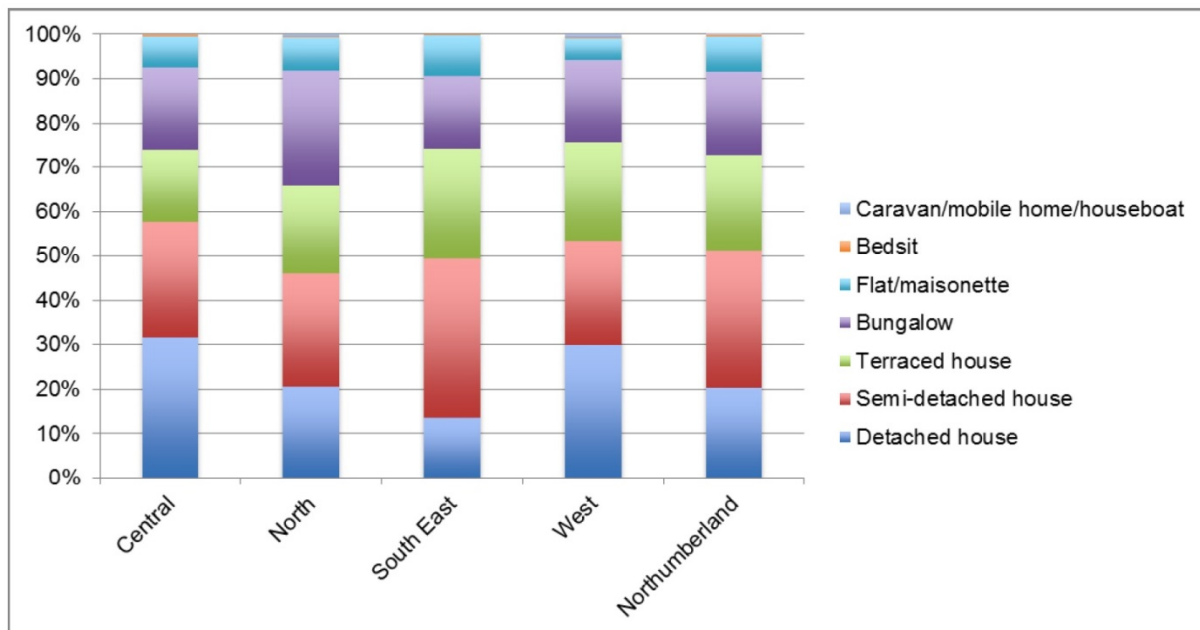
**Figure 3.3: Variation in the attributes and characteristics of Northumberland by HMA (Source: SHMA, 2015)**

Attribute	Housing Market Area				
Tenure	Central	North	South East	West	Northumberland
Owner occupied	109.2	92.9	98.4	97.8	66.0
Private rented	90.1	138.1	86.1	144.8	15.2
Social/Affordable rented and intermediate	75.6	94.4	116.9	71.7	18.8
<b>Dwelling type</b>					
Detached house	156.1	101.7	67.1	147.1	20.3
Semi-detached house	84.6	82.6	116.1	75.9	30.7
Terraced house/town house	74.6	91.1	114.5	103.7	21.7
Bungalow	99.1	137.2	88.0	98.6	18.8
Flat	89.9	95.1	111.3	60.9	8.4
<b>No. Beds</b>					
Bedsit/One	85.3	91.7	113.5	70.3	8.3
Two	80.3	113.8	104.5	101.5	29.2
Three	84.4	90.4	111.3	94.9	42.8
Four or more	189.5	104.0	63.1	121.4	19.7
<b>Household income</b>					
Under £10k	65.5	97.3	119.5	92.1	22.6
£10k up to £25k	84.3	105.3	107.3	91.3	32.9
£25k up to £45k	98.1	102.6	98.1	115.4	25.7
£45k up to £75k	155.8	89.9	75.2	97.7	12.9
£75k or more	204.3	91.4	47.6	116.8	6.0
<b>Economic activity</b>					
In employment	100.7	99.1	99.6	103.0	51.3
Retired	105.8	108.7	94.3	97.8	37.8
Other	79.9	74.1	121.4	93.7	11.0
<b>Workplace</b>					
Northumberland	90.4	122.7	95.5	110.4	67.5
Tyne and Wear/Durham	123.8	33.2	116.6	58.4	27.1
North West	108.0	80.1	44.6	84.8	0.9
Scottish Borders	0.0	337.8	74.2	45.4	0.9
Elsewhere	124.4	121.0	77.9	122.8	3.5
<b>House Prices</b>					
House price 2014 (LQ)	163.9	147.3	82.9	127.9	100.0
<b>Origin of moving households</b>					
<b>Within Northumberland</b>	<b>66</b>	<b>67.2</b>	<b>71.1</b>	<b>66.8</b>	<b>68.9</b>
Central	47.9	3.8	3.5	15.6	15.1
North	4.6	59.1	7.2	3.5	15.6
South East	7.4	3.1	59.9	5.9	33.4
West	6.1	1.2	0.5	41.8	4.8
<b>Outside Northumberland</b>	<b>33.9</b>	<b>32.7</b>	<b>28.8</b>	<b>33.3</b>	<b>31.2</b>
Tyne and Wear/Durham	17.2	9.3	15.7	12	14.8
Carlisle/Eden	0.3	0.7	0.5	3.3	0.7
Scottish Borders	0.5	4	0.6	0	1.2
Elsewhere in UK/Abroad	15.9	18.7	12	18	14.5

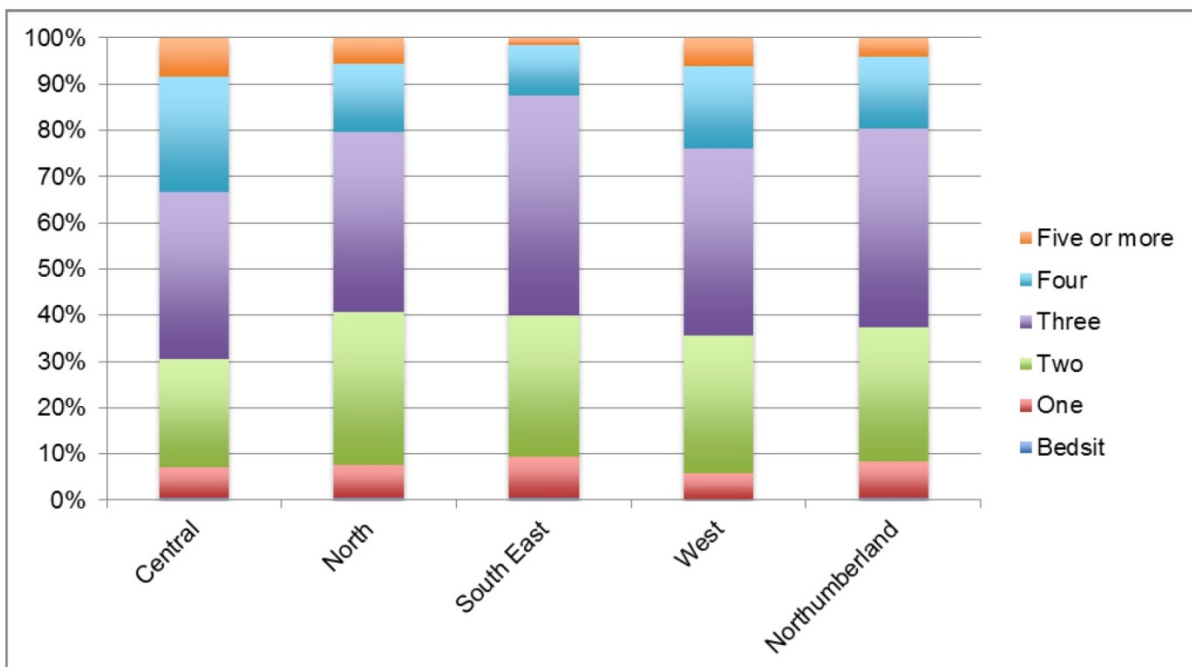
47. The following trends for the North HMA are identified within the SHMA as set out in **Figure 3.3**:
- The area has a proportionately higher amount of private renting households relative to the Northumberland average; and similar proportions of households in owner occupied and affordable dwellings to the Northumberland average;
  - The dwelling stock profile in terms of type and size is similar to the Northumberland average, although the proportion of bungalows is higher;
  - Economic activity patterns reflect the Northumberland average, and although incomes are comparable to the county average, proportionately more households have incomes of less than £25,000;
  - Residents in employment are more likely to work in the Scottish Borders compared with the Northumberland average (and less likely to work in Tyne and Wear/Durham); and
  - Households moving during the past 5 years were particularly likely to have originated from the same HMA, and households moving from the Scottish Borders were most likely to move to the North HMA.

*Property size and type*

48. The SHMA (page 85) indicates that there are a total of 149,750 dwellings in Northumberland and a total of 138,535 Households. The difference in these figures is attributed to vacant dwellings (estimated to be around 5,074) and second home ownership. The overall vacancy rate in Northumberland is 3.4%, which is slightly higher than the national average of 2.7% across England. The North HMA has 24,246 households, which represents 17.5% of the total number of households in Northumberland.
49. **Figures 3.4 and 3.5** provide details relating to the property size and type within different HMAs located within Northumberland. The tables shown in the figures are taken from pages 87 and 88 of the SHMA.
50. **Figures 3.4** demonstrates that the North HMA has a similar split of property type to the other HMA's and the Northumberland county average. The most prominent property types in the North HMA are semi-detached houses and bungalows, with the amount of bungalows being highest amongst the four HMAs and higher than the Northumberland average.

**Figure 3.4: Property type by HMA (Source: SHMA, 2015)**

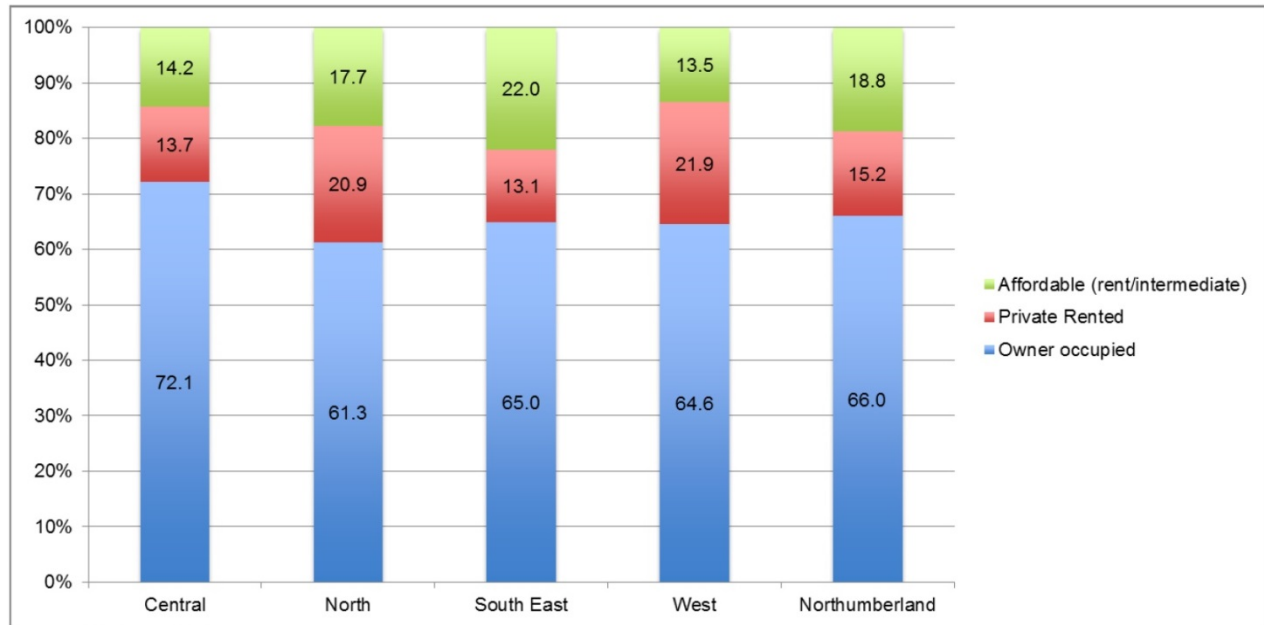
51. In terms of property size, **Figure 3.5** shows that the split in the north HMA is broadly similar to the other HMAs and the County average. There are a high percentage of two and three bedroom properties in the North HMA, with a lower percentage of bedsits, one and five or more bedroom properties.

**Figure 3.5: Property size by HMA (Source: SHMA, 2015)**

### Property tenure

52. **Figure 3.6** (taken from page 90 of the SHMA) sets out the tenure profile by HMA within Northumberland. The chart shows that the North HMA has the lowest proportion of owner occupied properties in comparison to the other HMAs and the Northumberland average. The North HMA has the second highest proportion of private rented properties. The percentage of affordable (affordable rent/intermediate) properties is the second highest amongst the HMAs, but is slightly lower than the County average.

**Figure 3.6:** Northumberland tenure profile by HMA (Source: SHMA, 2015)

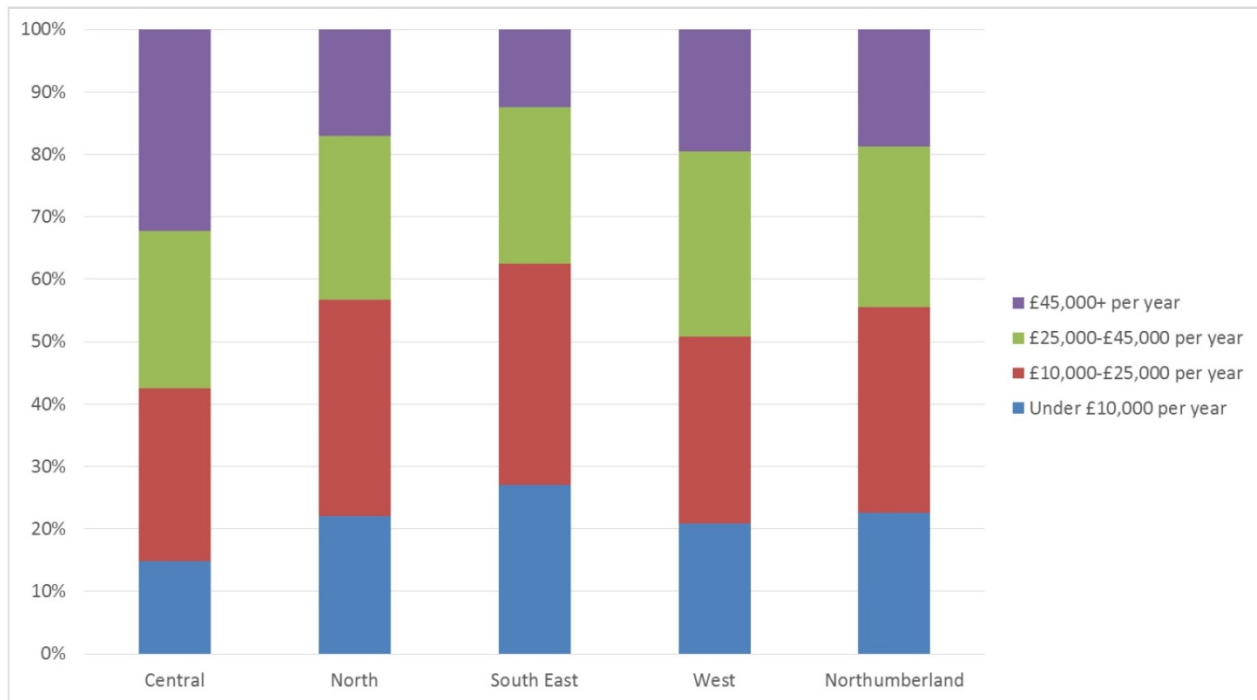


53. The SHMA provides details relating to affordable housing within Northumberland (page 103), which are set out below:
- “There are around 26,041 households who live in an affordable (social rented or shared ownership) property across Northumberland, accounting for 18.8% of all occupied dwellings. Houses account for 51.0% of occupied affordable dwelling stock, 30.3% are bungalows and 18.6% are flats/maisonettes/bedsits. Affordable dwellings tend to have one (30.6%), two (40.7%) or three (27.0%) bedrooms, with a further 1.7% having four or more bedrooms.
  - 46.9% of households living in affordable dwellings are single-person households, a further 34.9% are two-person households and 18.2% of households comprise three or more people.
  - 28.2% of Household Reference People living in affordable housing are in employment. 47.3% are wholly retired from work, 11.2% are long-term sick/disabled, 9.3% look after the home/are caring for someone, 2.9% are temporarily away from work and 1.1% are in full-time education/training.
  - Incomes are generally low, with 56.8% receiving an income of less than £10,000 gross per year, 36.5% receiving between £10,000 and £25,000 per year and 6.6% receiving £25,000 or more per year.”

### Annual Income

54. Details are presented within the SHMA (page 113) in relation to annual household incomes across the HMAs in Northumberland. The details are derived from the 2012 Household Survey, which identified considerable income polarisation across Northumberland, with 22.6% of households receiving less than £10,000 per year, 32.9% receiving between £10,000 and £25,000 per year, 25.7% receiving between £25,000 and £45,000 per year and 18.7% receiving at least £45,000 each year.
55. **Figure 3.7** shows annual income by HMA, showing a predominance of lower-income households in the South East HMA and the highest incomes in the Central HMA. Within the North HMA, the split between the four annual income categories is broadly similar to the Northumberland average. The majority earn an annual income of between £10,000 and £45,000.

**Figure 3.7: Annual income by HMA (Source: SHMA, 2015)**



### Current households in need

56. The SHMA (pages 117-119) presents details relating to the amount of households that are currently in need. Across Northumberland there are 7,839 existing households in need which represents 5.7% of all households. The factors that make up this housing need are households that are homeless or in temporary accommodation and overcrowded and concealed households.
57. **Table 3.1** shows the amount and proportion of households in need by HMA. The proportion of households in need is highest in the South East HMA (6.7%) and lowest in Central (3.5%). The proportion in the North HMA is second highest amongst the HMAs and is 0.1% higher than the average for Northumberland.

**Table 3.1: Households in need by HMA (Source: SHMA 2015)**

HMA	No. households in need	Total no. households	% households in need
Central	1,166	33,714	3.5
North	1,408	24,246	5.8
South East	4,802	71,630	6.7
West	462	8,945	5.2
<b>Total</b>	<b>7,839</b>	<b>138,535</b>	<b>5.7</b>

*Age profile*

58. The SHMA (page 122) highlights that a major strategic challenge for Northumberland is to ensure a range of appropriate housing provision, adaptation and support for the area's older population. The 2011 Census identified 24.6% of households within Northumberland as older (containing at least one person 65 years or over) and the number of people across Northumberland area aged 65 or over is projected to increase from 66,700 in 2012 to 101,800 by 2031 (a 52.6% increase).

*General support requirements*

59. The SHMA provides an interpretation of the findings of the 2012 Household Survey in relation to general support requirements (page 123), which indicates that 25.7% of all households across Northumberland included someone with a disability or a limiting long-term illness. Of these, 80.1% stated that one person within the household had a disability or illness and 19.9% stated that this applied to two people. Using this information alongside population (household size) data, the Household Survey indicates that 14.4% of people in Northumberland have a disability or limiting long-term illness.
60. The SHMA goes on to indicate that there is also variation between HMAs, with 29.2% of households in the South East HMA including someone with a disability or illness, compared with 22.1% in North, 21.9% in Central and 21.9% in West. This represents 16.8% of residents in the South East, 12.2% in West, 12.1% in North and 11.6% in Central.

*Homeless households*

61. The SHMA (page 128) provides an account of the amount of homeless households across the Northumberland County. Homelessness statistics for 2014/15 indicate that a total of 331 decisions were made on households declaring themselves as homeless across Northumberland. Of these households, 194 were classified as homeless and in priority need. Over the five years 2010/11 to 2014/15, an annual average of 456 decisions has been made across Northumberland and an average of 205 households each year has been declared as homeless and in priority need.

### *SHMA caveats*

62. The SHMA dates from 2015 and relies partly on data gathered through the 2012 Household survey and although, like all SHMAs, it makes projections for the future, those projections are based only on the data available at the time the SHMA was compiled.
63. This caveat applies equally for neighbourhood planners. As we recommend an approach based on the assessment of need at a local authority level, the Town Council should monitor any updates to the assessment of housing need at a local authority level, as well as the release of relevant new statistics.
64. The review of the SHMA presented above provides details relating to the North HMA, which is the lowest spatial area that the SHMA covers. In some instances, the SHMA did not drill down further into the data of relevance to the North HMA so data at the Northumberland County level has been presented.

## **3.2 Other relevant housing strategies**

65. In addition to the planning policy context outlined above, there are other Council strategies that are of relevance in terms of establishing the housing need characteristics in Northumberland. These strategies are outlined below.

### A Housing Strategy for Northumberland 2013-18<sup>10</sup>

66. The Housing Strategy for Northumberland 2013-18 outlines NCC's plans for meeting housing needs by delivering new affordable housing, maintaining and improving existing housing stock, and through providing housing support to those who need it. The aim set out in the strategy is to ensure that:
  - *"The population of Northumberland have access to a home that is safe, warm, and affordable, and that help and support is available to those that are unable to meet their own housing need"*.
67. In order to achieve this aim, the strategy identifies three key themes for the focus of NCC's work, which are: ensuring affordable and quality housing; supporting people to lead healthy and independent lives; and supporting sustainable local economies and communities.
68. The strategy sets out the key factors of Northumberland's housing context:
  - Rising and changing population: In 2011 Northumberland's population was 316,000 and is expected to rise to 329,625 by 2035. The 65+ age group is projected to rise from 20% of the population in 2010 to 31% by 2031. This presents challenges to make sure older people are properly housed and supported.
  - Increasing numbers of people in housing need: The strategy highlights that there are in the region of 9,000 people on the county's housing register at the time of writing. Over 4,200 of these people have been assessed as having some form of housing need, that is, they cannot access private forms of housing for a variety of reasons or need housing related

<sup>10</sup> Northumberland County Council (2013) A Housing Strategy for Northumberland 2013-2018. Available from: <http://www.northumberland.gov.uk/NorthumberlandCountyCouncil/media/Housing/Housing-Strategy-2013-2018.pdf> [Accessed on 13/09/2016].

support. The likelihood of more people getting into housing need as they can't afford a home of their own is growing.

- Supporting people to live independently: The strategy outlines the Council's commitment to ensuring that mainstream housing is the first and preferred choice for people who need support, and is designed and managed in ways which promote people's independence and social inclusion in their own communities.
- Affordability: The strategy indicates that home ownership is beyond the reach of many people as to obtain a mortgage households are required to have a higher level of deposit before they will be accepted by a lender.
- Varying quality standards: There are problems relating to the quality of Northumberland's private housing stock. In particular, the strategy highlights that 62% of private housing in the area of the former Berwick District Council is 'non decent' compared to the national average of 36%.

#### Northumberland Homelessness Strategy 2016-2021<sup>11</sup>

69. The Northumberland Homelessness Strategy outlines the County Council's priorities and future actions for tackling and preventing homelessness over the next five years. The Northumberland Housing Strategy seeks to ensure that:
  - *"The population of Northumberland has access to a home that is safe, warm and affordable and that sufficient support is available to those that are unable to meet their own housing needs".*
70. To deliver this aim, in respect of those who are homeless or threatened with homelessness in Northumberland, the objectives of the Homelessness Strategy are to: reduce levels of homelessness through targeted prevention initiatives; make better use of all temporary accommodation to ensure that all household types are provided for; support people through Welfare Reform; improve access to permanent accommodation and support; and prevent youth homelessness.
71. The strategy identifies a series of issues and challenges. Those that are of specific relevance to this study are set out below:
  - Over the last 5 years homelessness from the private rented sector has risen by 81%;
  - The largest priority need household type is female lone parent families, of which 46% were homeless due to domestic violence;
  - There is a lack of temporary accommodation for client groups with high support needs;
  - There is no temporary accommodation for single people with no support needs;
  - Affordability in the private rented sector is an issue for single people under the age of 35 due to low Local Housing Allowance (LHA) rates;

<sup>11</sup> Northumberland County Council (2016) Northumberland Homelessness Strategy 2016-2021. Available from: <http://www.northumberland.gov.uk/NorthumberlandCountyCouncil/media/Housing/Homelessness-Strategy-for-Northumberland-2016-2021.pdf> [Accessed on 13/09/2016].

- Reduced availability of supported accommodation for young people age 18-25 years; and
- 25% of all homelessness acceptances are aged 18-25 years.

### 3.3 Local economic context

72. The NPPG states that housing market assessment should take employment trends into account. This is to ensure that any conclusions on housing need take into account the likely change in job numbers based on past trends or economic forecasts as appropriate and also have regard to the growth of the working age population in the housing market area.
73. In this case, account has been taken of the relevant North East Local Enterprise Partnership (LEP) Strategic Economic Plan (SEP). Northumberland is part of the wider functional economic area that covers the local authority areas of Newcastle, Gateshead, North Tyneside, South Tyneside, Sunderland, Durham and Northumberland. These local authorities, together with partners from business and higher education, have formed the North East LEP.

#### More and Better Jobs: A Strategic Economic Plan for the North East, March 2014<sup>12</sup>

74. For the purposes of economic planning, Berwick-upon-Tweed lies within the North East Local Enterprise Partnership area and is therefore subject to the 2014 SEP. However, the SEP is an aspirational document used to bid for funds, and has not been fully tested at examination, so any figures and facts collated from it should be used cautiously.
75. Like all economic plans and strategies, the North East SEP seeks generally to grow and promote the local economy. The SEP sets out a vision for the North East LEP economy to provide over one million jobs by 2024.
76. The major growth sectors identified in the North East LEP area are expected to be as follows:
- Business services, predicted to grow strongly in the UK over the next ten years, and Newcastle and Durham are very competitive locations;
  - New economy – the area has a very strong cultural and creative base and technology, media and telecoms companies are well represented. This includes a strong software base around Sunderland and a growing creative industries sector in Newcastle-upon-Tyne and Durham;
  - Low carbon, including renewable technologies, have the potential to deliver significant new investment and jobs;
  - Tourism: the coast and rural areas underpin a strong local tourism offer, with a number of heritage assets of national and international significance. These opportunities are complemented by a growing city tourism market and increasing business tourism; and
  - Logistics: the move to internet shopping, as well as increasing international trade, is changing the nature of distribution and logistics. Many new logistics opportunities need to be close to the local population, offering further opportunities for local companies.

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<sup>12</sup> North East Local Enterprise Partnership (2014) More and Better Jobs: A Strategic Economic Plan for the North East. Available from: <http://www.nelep.co.uk/whatwedo/refreshing-the-strategic-economic-plan/> [Accessed on 13/09/2016].

77. The SEP goes on to set a target of at least 60% of the employment growth to be in higher paid and higher skilled jobs, increasing average productivity in the economy and providing employment for an increasingly better qualified young workforce.
78. There is no specific mention of Berwick-upon-Tweed within the SEP.

#### Future planned growth within the Neighbourhood Plan area

79. The following developments are planned to take place within the Neighbourhood Plan area over the plan period, which would contribute towards economic growth and in turn the amount of jobs within the area.
- The Ramparts Business Park located north of the town has been designated as an Enterprise Zone. The site is 6.6 hectares in size and will provide 27,981m<sup>2</sup> of new floor space with discounted business rates. The focus for the site will be on improving the quality of manufacturing and industrial premises building on the existing economic strengths in Berwick. Additional capacity is expected to come forward on the site from April 2017<sup>13</sup>.
  - Proposals are currently being explored for future investment in the Berwick Barracks, which would see the development of a 'Heritage Hub' on the site. The proposed 'Heritage Hub' could include: a revitalised Berwick Museum and Art Gallery; the regimental museum of the KOSB (now the 1st Battalion, The Royal Regiment of Scotland); additional historic displays; space for arts events and living history re-enactments; and ancillary activities to generate revenue and provide the services expected by visitors (including a shop and café); and complementary activities (visitor accommodation, conference and hospitality facilities, educational facilities and activities, retail space and/or workspace for small businesses)<sup>14</sup>.
  - The Town Council have indicated that the Port of Berwick is about to sign a major new contract with a renewable energy business which has the capacity to generate seventy new jobs.
  - The former Jus Rol factory on the Tweedside Trading Estate has recently been purchased by Country Style Foods. The Town Council has indicated that recruitment is taking place for a large number of posts within the factory.
  - The Town Council has indicated that Northumberland College are expected to relocate in 2017 to a new site in the town which will be expected to have long term impacts on the education offer and skills base within the town.
80. Should all of the developments outlined above come forward, then the number of jobs within Berwick will be increased. In turn this will contribute towards increasing the demand for housing within the Berwick Neighbourhood Plan area.

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<sup>13</sup> Details relating to the Ramparts Business Park have been taken from the North East Enterprise Zone prospectus, available from: <http://www.nelep.co.uk/wp-content/uploads/2016/07/NEL025-Enterprise-Zones-Brochure-FINAL-WEB-v2.pdf> [Accessed 08/11/2016].

<sup>14</sup> Details relating to the future investment in the Berwick Barracks has been taken from the Berwickshire news, available from: <http://www.berwickshirenews.co.uk/news/berwick-barracks-looking-to-the-future-1-4018443> [Accessed 08/11/2016].

### 3.4 Scottish Borders Plans

81. The Neighbourhood Plan area borders Scotland. Therefore, the Scottish Borders Council Plans are of relevance and there is a need to consider the implications of current Scottish Borders planning policy in terms of the future housing demand within Berwick-upon-Tweed.
82. The Development Plan for the Scottish Borders Council area will consist of the SESplan (South East Scotland Planning Authority) Strategic Development Plan (SDP)<sup>15</sup> (once adopted) and the Scottish Borders Council Local Development Plan (LDP)<sup>16</sup>. The SDP, which covers Edinburgh and South East Scotland, provides high-level strategic guidance, and this sets the context for the Scottish Borders LDP. The contents of both plans are considered below in terms of their implications for future housing demand in Berwick-upon-Tweed.

#### Emerging SESplan – Proposed Strategic Development Plan (2016)

83. The Proposed SDP was released in October 2016, and is expected to be adopted in 2018. It is a high-level development plan, covering the Edinburgh and South East Scotland region. It outlines that strategic growth in the Scottish Borders will be directed to three Rural Growth Areas in Central Borders, Western Borders and Berwickshire<sup>17</sup>. Border towns within these growth areas provide the focus for retail, commercial and strategic employment opportunities.
84. The emerging plan outlines an objective for the East Coast Main Line to have a new station at Reston, which will provide settlements in Berwickshire with easier access to employment and education markets in Edinburgh. This link will also provide rail connectivity to Berwick-upon-Tweed south of the border.

#### Scottish Borders Council Local Development Plan: Volume 1 Policies (2016)

85. The Scottish Borders LDP sets out planning policies for the Scottish Borders area up until 2025. Adopted in 2016, the Plan focuses on economic development as *“the key driver to improve the quality of life and to provide investment in children and young people”* (page 6).
86. The LDP sets out plans for rail links between Berwickshire communities and Edinburgh including a new station in Reston (Policy IS4 – Transport Developments and infrastructure). The Plan also sets out a long term aspiration for expanding the A1, to enhance connectivity (dualling from Dunbar to the border). The plan states this would provide considerable benefit to Berwickshire, and as a result would again likely bring development opportunities (Policy IS4).
87. The LDP is supported by settlement profiles for settlements within the plan area. Reston and Eyemouth are both located close to the Neighbourhood Plan area. Therefore, the settlement policies for these two areas are considered below.

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<sup>15</sup> The Strategic Development Planning Authority for Edinburgh and South East Scotland (2016) Edinburgh and South East Scotland Development Plan. Available from:  
<http://www.sesplan.gov.uk/assets/Proposed%20Strategic%20Development%20Plan%2023%2009.pdf> [Accessed 05/10/2016].

<sup>16</sup> Scottish Borders Council (2016) Local Development Plan. Available from:  
[https://www.scotborders.gov.uk/downloads/download/101/local\\_development\\_plan](https://www.scotborders.gov.uk/downloads/download/101/local_development_plan) [Accessed 05/10/2016].

<sup>17</sup> Berwickshire is located adjacent to the border with England and is located wholly within the Scottish Borders.

### Settlement Profile: Reston (2016)<sup>18</sup>

88. Reston is located towards the south of the Scottish Borders (approximately 14.4km from the centre of Berwick-upon-Tweed) and is located within the Eastern Strategic Development Area identified in the emerging SESplan. The residential character of the area and available land lends itself to being *“well placed to contribute towards housing projects”* (page 446) and the settlement profile identifies four potential sites for future residential development. The settlement profile highlights that *“There is likely to be longer term demand for housing in Reston, particularly if a railway station is reinstated”* (page 446) and allocates the site for the proposed Reston Railway Station.

### Settlement Profile: Eyemouth (2016)<sup>19</sup>

89. Eyemouth is located towards the south of the Scottish Borders on the coast of the North Sea (approximately 12.5km from the centre of Berwick-upon-Tweed). The settlement profile identifies the aim to build on Eyemouth's retail success and encourage further development in this important district centre. Eyemouth has a number of previously allocated sites, which are not yet developed and whilst there are strict environmental constraints, housing development is likely over the coming years.

### Likely implications of Scottish Borders Planning Policy for the Neighbourhood Plan area

90. The future infrastructure and growth planned in Reston and Eyemouth will lead to an increase in the population that have access to Berwick-upon-Tweed. The development of a new railway station at Reston would provide a rail link between the village and Berwick-upon-Tweed. The dualling of the A1 between Dunbar and the border would also improve road infrastructure and consequently vehicular access from settlements located in close proximity to the A1.
91. However, given the size of the two settlements (approximately 450 in Reston, 3,420 in Eyemouth), the implications of future plans for the Scottish Borders (particularly in terms of Reston and Eyemouth) are not considered likely to have a significant impact on the future development of Berwick-upon-Tweed in terms of influencing the demand for new housing.

## **3.5 Housing projections**

92. This section of the report presents a series of housing projections that have been determined using a range of different methods.
- A figure based on the housing requirement established for Berwick-upon-Tweed in the emerging Northumberland Core Strategy;
  - 2014-based Government household projections (released July 2016);
  - A projection forward of net dwelling completion rates between 2001 and 2011; and
  - A projection forward of net dwelling completion rates between 2011 and 2016.

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<sup>18</sup> Scottish Borders (2016) Reston Settlement Profile. Available from:  
<https://www.scotborders.gov.uk/download/downloads/id/896/reston.pdf> [Accessed 05/10/2016].

<sup>19</sup> Scottish Borders (2016) Eyemouth Settlement Profile. Available from:  
<https://www.scotborders.gov.uk/download/downloads/id/860/eyemouth.pdf> [Accessed 05/10/2016].

### Core Strategy derived projection

93. As set out in paragraph 35 above, the emerging Northumberland Core Strategy establishes a requirement for 900 new dwellings within Berwick-upon-Tweed over the plan period<sup>20</sup>. However, this figure has been calculated based on a wider area than the Neighbourhood Plan area and includes additional areas to the south including East Ord. Therefore, there is a need to calculate the proportion of the 900 new dwellings that are required within the Neighbourhood Plan area itself.
94. The total population of the wider Berwick-upon-Tweed area as set out in the 2011 census was 13,417<sup>21</sup>. The total population of the Neighbourhood Plan area is 12,043. Therefore, the total proportion of the Berwick-upon-Tweed area population living within the Neighbourhood Plan area is 89%. If this proportion is applied to the overall housing requirement for Berwick-upon-Tweed, then this leaves a figure of **801 dwellings** within the Neighbourhood Plan area.

### 2014-based household projection

95. The Department for Communities and Local Government (DCLG) periodically publishes household projections. The NPPG recommends that these household projections should form the starting point for the assessment of housing need, albeit that this advice is likely aimed more at local authorities than neighbourhood planners, particularly neighbourhood planners able to derive a dwellings target from the emerging Local Plan, as is the case for Berwick-upon-Tweed.
96. The most recent (2014-based) household projections were published in July 2016<sup>22</sup>, and extend to 2039. Although population projections are only available at a local authority level, a calculation of the share for Berwick-upon-Tweed is nevertheless possible for the household projections based on the neighbourhood's household numbers in 2011 (the Core Strategy base date).
97. At the 2011 Census, Northumberland had a total of 138,534 households. The Neighbourhood Plan area had 5,376 households, or 3.88% of the Northumberland total.
98. In the 2014-based household projections, the projection for 2031 is for 150,000 households in Northumberland. Assuming it continues to form 3.88% of the County total, the new total number of households would be 5,820 and therefore 444 households would have formed over the plan period (2011-2031).
99. Number of households does not, however, equate precisely to the number of dwellings, with the latter usually slightly higher. In the Neighbourhood Plan area in the 2011 Census, there were 5,376 households but 5,775 dwellings. This gives a ratio of 0.931 households per dwelling. Therefore, in the Neighbourhood Plan area a projection of 444 new households translate into a need for **413 dwellings** (rounded to the nearest whole number).
100. This projection is an entirely unconstrained, theoretical figure comprising a relative proportion of the overall projected increase, and thus, does not take into account political, economic,

<sup>20</sup> The figure of 900 new dwellings has been calculated by NCC whilst taking into consideration of supply-side constraints.

<sup>21</sup> Taken from page 19 of the "Strategic Land Review – North Northumberland Delivery Area" prepared by Northumberland County Council. Northumberland County Council (2016) Strategic Land Review – North Northumberland Delivery Area. Available from: <http://www.northumberland.gov.uk/NorthumberlandCountyCouncil/media/Planning-and-Building/planning%20policy/Core%20strategy/Evidence%20based/EB06d-Strategic-Land-Review-North-Delivery-Area-June-2016.pdf> [Accessed on 04/10/2016].

<sup>22</sup> See 2014-based DCLG Household Projections live tables (table 406) at <https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections> [Accessed 04/10/2016]

demographic or any other drivers that might have influenced, or may in future influence, the Core Strategy distribution within the County.

#### Dwelling growth 2001-2011

101. As previously noted, dwelling growth for the Neighbourhood Plan area between 2001 and 2011 can be determined from the Census. With Census 2001 showing 5,438 dwellings and Census 2011 5,775 dwellings, this equates to a ten-year growth rate of 337 dwellings, or 33.7 dwellings per year.
102. If this rate of completion was projected forward for the period 2011-2031, a **dwelling requirement of 674** ( $20 \times 33.7$ ) would be the result.

#### Dwelling growth between 2011 and 2016

103. NCC have helpfully provided both the number of dwellings completed in the Neighbourhood Plan area between 2011 and 2016 (144 dwellings) along with the amount of dwellings that have planning permission and are currently under construction at the time of writing this report (319 dwellings). Taken together, this totals 463 dwellings.
104. This equates to a rate of 92.6 dwellings per year. If this rate of completion was projected forward for the period 2011-2031, a dwelling projection of ( $20 \times 92.6 =$ ) **1,852 dwellings** would be the result
105. A further projection can also be calculated if the number of dwellings completed in the Neighbourhood Plan area between 2011 and 2016 (144 dwellings) is taken on its own. This equates to a rate of 28.8 dwellings per year. If this rate of completions was projected forward for the period 2011-2031, a dwellings projection of ( $20 \times 29.9 =$ ) **576 dwellings** would be the result.

### **3.6 Local housing waiting list**

#### Current local housing waiting list (September 2016)

106. NCC has provided details relating to the housing waiting list as of 30<sup>th</sup> September 2016. People in housing need can register to be on the housing waiting list via the Homefinder website. Once registered, applicants are then placed into a band based on their priority need. The banding system<sup>23</sup> used is as follows:
  - Band P is awarded to applicants who are in urgent housing need;
  - Band 1 is awarded to applicants who are in high housing need;
  - Band 2 is awarded to applicants who are in medium housing need;
  - Band 2R is awarded to applicants who would otherwise be in Bands P, 1 or 2 but whose priority has been reduced; and
  - Band 3 is awarded to applicants who are currently adequately housed.

<sup>23</sup> Further detail relating to the banding system is provided in the Council's Common Allocation Policy on pages 18 - 24. Northumberland County Council (2014) Common Allocation Policy. Available from: <http://www.northumberland.gov.uk/NorthumberlandCountyCouncil/media/Housing/985-Common-Allocation-Policy-Issue-5.pdf> [Accessed 05/10/2016]

107. People on the housing waiting list have the opportunity to bid for housing when it becomes available. Those that are in the highest priority need will be given priority when deciding who should be allocated housing.
108. **Table 3.2** identifies the number of current Homefinder applicants living within Berwick along with their priority banding and property size (by bedroom) required. The table shows that most applicants are within priority band 3 (144), with 91 in band 1 and 67 in band 2. In terms of size of property, the most requests are for 1 bedroom (175), with 2 bedrooms the second most requested (86).

**Table 3.2:** The number of households within Berwick currently registered on the Housing Waiting List (Source: NCC)

Priority Banding / Property size by bedroom	1	2	3	4	5	Total
Band P	1	3	1	0	0	5
Band 1	57	13	15	6	0	91
Band 2	28	22	14	3	0	67
Band 2R	6	1	3	0	1	11
Band 3	83	47	13	1	0	144
<b>Total</b>	<b>175</b>	<b>86</b>	<b>46</b>	<b>10</b>	<b>1</b>	<b>318</b>

109. Following a review of the banding system and through discussions with NCC officers, Bands P and 1 have been categorized as priority need, whilst bands 2, 2R and 3 should be discounted from calculations of immediate housing needs. This is standard practice in housing needs assessments. Following this discount, there are at present 96 households on the housing waiting list incorporating 5 in band P and 91 in band 1.
110. The number of current applicants living within Berwick and their current tenancy type is shown in **Table 3.3** below. The table shows that the highest amount of applicants are currently housing association tenants (126) with 109 applicants currently residing in private rented properties.

**Table 3.3:** Current applicants living within Berwick and their current tenancy type (Source: NCC)

Tenancy Type	Count
Housing Association tenant	126

Tenancy Type	Count
Living with family and friends	44
No Fixed Abode	10
Other	4
Owner occupier	19
Private tenant	109
Supported housing	3
Tied tenant	3
<b>Total</b>	<b>318</b>

111. NCC also provided details relating to the total number of bids placed on advertised properties within the Berwick Neighbourhood Plan area by applicants from Berwick-upon-Tweed between September 2015 and September 2016. During this period, 2357 bids were placed by 454 bidders for properties within Berwick. Of these bidders, 310 are from the Berwick-upon-Tweed Neighbourhood Plan area. **Table 3.4** below shows the distribution of bidders in Berwick in terms of their priority need and the size of property bid for. The most requested property size is 1 bedroom (137) with the second most requested being 2 bedrooms (121).

**Table 3.4:** Bidders living within Berwick-upon-Tweed and the property size bid on (Source: NCC)

Priority Banding / Property size by bedroom	1	2	3	4	5	Total
Band P	4	8	6	4	0	22
Band 1	59	49	17	5	0	130
Band 2	25	29	8	3	0	65
Band 2R	6	3	0	0	1	10
Band 3	43	32	8	0	0	83
<b>Total</b>	<b>137</b>	<b>121</b>	<b>39</b>	<b>12</b>	<b>1</b>	<b>310</b>

Information supplied by the Town Council

112. During early discussions between AECOM and the Town Council when commencing work on this report, the demand for affordable housing was raised as a specific issue. Representatives from the Town Council raised concerns that the statistical information available in relation to the demand for affordable housing may not be reflective of the ‘on the ground’ position. There is a perception that some people who would be eligible to be on the housing waiting list do not submit an application through Homefinder as they do not feel as though there is any chance that they will be able to secure housing through this route.
113. A representative from the Town Council has undertaken research into the demand for affordable housing within Berwick. The research is referenced below and has been used to supplement the data received from NCC on the housing waiting list. The research provided a review of the demand for affordable housing and the affordability of rental properties when compared to the amount of Local Housing Allowance (LHA) that is available. The research was originally undertaken in 2012, but an update was prepared in June/July 2016 to provide an indication of the current situation. **Table 3.5** below provides a summary of the current position.

**Table 3.5:** Private rental properties which came available in Berwick upon Tweed, Tweedmouth and Spittal in the period 14/06/2016 – 26/07/2016 as advertised on Rightmove and Zoopla (Websites checked weekly). Current applicants living within Berwick and their current tenancy type (Source: Research undertaken by Town Council)

Property Type	Number of properties	LHA (per calendar month) for property type	Rent (per week)	Rent (per calendar month)
1 Bed Flat	5	£322.20	£69-£92	£300-£400
2 Bed Flat	13	£379.99	£87-£150	£375-£600
2 Bed House	2	£379.99	£103-£115	£450-£500
3 Bed Flat	4	£449.99	£110-£138	£475-£600
3 Bed House	5	£449.99	£115-£138	£500-£600

114. **Table 3.5** shows that a number of private rented properties available in Berwick upon Tweed, Tweedmouth and Spittal in the period 14/06/2016 – 26/07/2016 were unaffordable based on the amount of LHA available to people. One of the one bed flats and one of the two bedroom flats (overall two properties out of 29) were marketed at a price that is affordable to those reliant upon LHA to pay for housing. In summary, the values of the private rental market in Berwick-upon-Tweed appear, in the main, unaffordable to those reliant upon LHA to pay for housing.

Implications for the Neighbourhood Plan

115. Although the waiting list is only a snapshot in time, there does appear to be a high demand for affordable housing in Berwick-upon-Tweed with 96 applicants within the two highest priority

bands. In terms of property size, the highest demand is for one bedroom properties followed by two bedroom properties.

116. As highlighted earlier in this report, Policy 19 (Delivering affordable housing) of the emerging development plan identifies the overall plan target of 30% of new homes across Northumberland to be affordable. The policy highlights that given that part of this need will be met by committed development with planning permission, 15% of homes on new permissions will be expected to be affordable.
117. If 15% of the 801 dwellings that has been identified above in relation to the Core Strategy derived target (see paragraph 91) are delivered as affordable units, this would provide approximately 120 affordable units in the Neighbourhood Plan area. If this number of affordable units is delivered, then the current demand in Berwick-upon-Tweed in terms of bands P and 1 (96 households) would be met. This indicates that the affordable housing target established in the emerging plan is appropriate in terms of meeting demand for affordable housing in the Neighbourhood Plan area over the plan period.
118. However, the level of demand for affordable housing is likely to fluctuate over the plan period with new households forming and through circumstances of households changing leading to them no longer being eligible for affordable housing. It is acknowledged that there may be people living in the Neighbourhood Plan area that are not currently registered on the housing waiting list (despite being eligible) due to their belief that they do not have a chance of securing housing through this route.
119. It can also be expected that there will be a degree of churn in affordable housing stock over the plan period, such that some of the existing socially rented stock currently in occupation will become available for re-let in the future.
120. The information provided by the Town Council indicates that there is an issue in terms of the affordability of private rented accommodation for those that use their LHA to pay for housing. This further reinforces the need to ensure that more affordable housing is delivered in the Neighbourhood Plan area over the plan period.
121. It is recommended that the Town Council continue to work closely with the County Council to ensure that affordable housing is negotiated on new housing developments coming forward over the plan period within the Neighbourhood Plan area to ensure that housing is delivered to meet affordable housing needs in terms of amount and type. This point could form a statement of intent or similar within the Neighbourhood Plan.

### **3.7 Characteristics of population**

122. Through analysis of Census 2001 and 2011 data, an investigation into how the population of the Neighbourhood Plan area compares to that of the Northumberland and the England average has been undertaken. A combination of Output Areas (OA) has been used to develop the statistics for this section, which are set out in **Table 3.4** below. The OAs used best reflect the Berwick-upon-Tweed Neighbourhood Plan area.

**Table 3.4:** Berwick-upon-Tweed Neighbourhood Plan area Output Areas

Output Areas			
E00139309	E00139320	E00139366	E00139377
E00139310	E00139321	E00139367	E00139378
E00139311	E00139322	E00139368	E00139379
E00139312	E00139323	E00139369	E00139380
E00139313	E00139324	E00139370	E00139381
E00139314	E00139361	E00139371	E00139382
E00139315	E00139362	E00139372	E00139383
E00139316	E00139363	E00139373	E00139384
E00139317	E00139364	E00139374	E00139385
E00139318	E00139365	E00139375	E00139386
E00139319		E00139376	

123. **Table 3.5** gives the population and number of households in the Berwick-upon-Tweed Neighbourhood Plan area, Northumberland and England, recorded in the 2011 census. In 2011, the Neighbourhood Plan area had a population of 12,043, and an average household size of 2.2 persons. This is lower than the Northumberland and national average.

**Table 3.5:** Population and household size in the Berwick-upon-Tweed Neighbourhood Plan area, 2011 (Source: ONS, Census 2011)

	Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
Population	12,043	316,028	53,012,456
Households	5,376	138,534	22,063,368
Household size	2.2	2.3	2.4

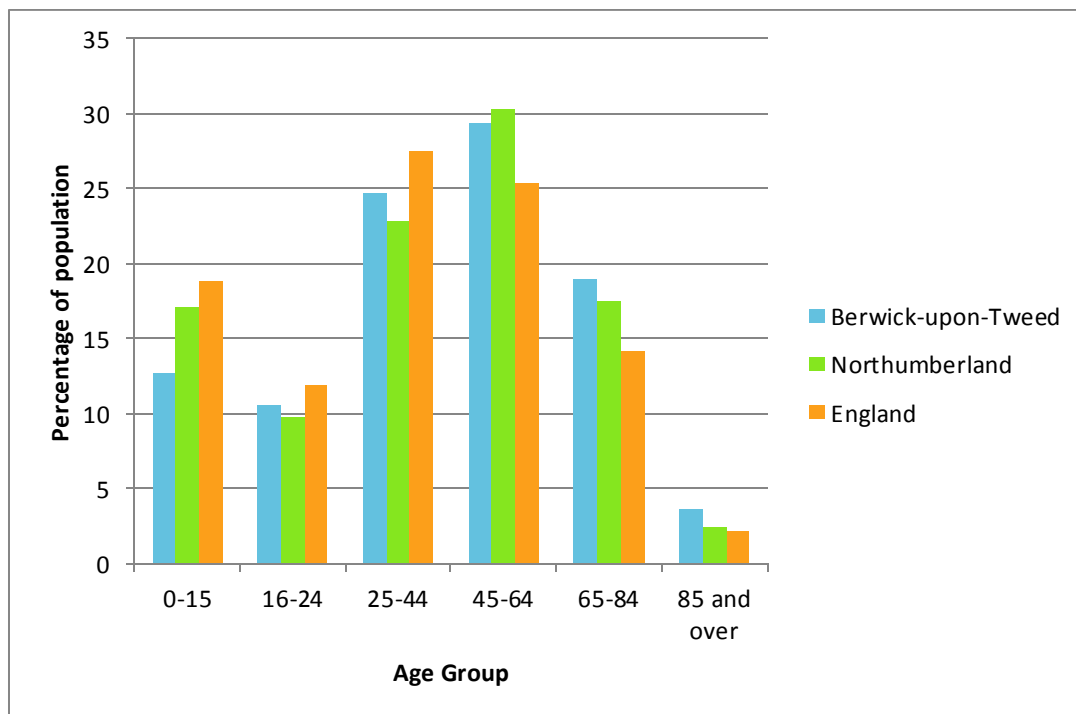
124. **Table 3.6** shows that the Neighbourhood Plan area experienced an increase in its population and an increase in the number of households over the period from 2001-2011. This is reflected in a 1.7% decrease in average household size. Similarly, Northumberland experienced a small increase in population and a small increase in the number of households which has resulted in a reduction in household size of 2.9%. England experienced an increase in both population and household numbers but the household size remained static.

**Table 3.6:** Change in household numbers and size in the Berwick-upon-Tweed Neighbourhood Plan area, 2001-2011 (Source: ONS, Census 2011, AECOM calculations)

	Percentage change, 2001-2011		
	Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
Population	3.2%	2.9%	7.9%
Households	5.0%	5.9%	7.9%
Household size	-1.7%	-2.9%	0.0%

125. As illustrated in **Figure 3.8** below, the largest age group in the Neighbourhood Plan area is ages 45-64, at 29%. This is higher than the figure for England (25%) but lower than for Northumberland (30%). The population of 0-15 year olds in Berwick-upon-Tweed Neighbourhood Plan area (13%) is lower than both the Northumberland (17%) and national average (19%). The Neighbourhood Plan area also has a higher proportion of people aged 85 (4%) and over than both the Northumberland (3%) and national average (2%).

**Figure 3.8:** Age Structure of the Berwick-upon-Tweed Neighbourhood Plan area (Source: ONS, Census 2011, AECOM calculations)



126. **Table 3.7** shows the rate of change of the population by age band between 2001 and 2011. The group with the greatest increase is the 85 and over age group with an increase of 15.8%. This

however is still much lower than the Northumberland and national average. The next biggest increase was seen in the 45-64 age group where there was an increase of 11.9%. The 0-15 age group saw a large decrease of 31.6% in the Neighbourhood Plan area compared to a decrease of 7.0% in Northumberland and a 1.2% increase in England.

127. There were small increases in 16-24 year olds, in line with local trends but lower than the national average. The increase of 5.0% of 65-84 year olds was lower than the increase in Northumberland (15.0%) and nationally (9.1%).

**Table 3.7:** Rate of change in the age structure of the population of the Berwick-upon-Tweed Neighbourhood Plan area, 2001-2011 (Source: ONS, Census 2001 and Census 2011, AECOM calculations)

Age group	Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
0-15	-31.6%	-7.0%	1.2%
16-24	6.7%	7.1%	17.2%
25-44	-5.8%	-12.1%	1.4%
45-64	11.9%	13.7%	15.2%
65-84	5.0%	15.0%	9.1%
85 and over	15.8%	34.6%	23.7%

128. Taken with the data illustrated in **Figure 3.8**, it shows clearly that the Berwick-upon-Tweed Neighbourhood Plan area has an aging population, with gains in every age band up from 45 and above. Significantly, the Neighbourhood Plan Area is losing its younger population, with a decrease of almost 50% of 0-15 year olds.
129. **Table 3.8** shows that the Berwick-upon-Tweed Neighbourhood Plan area is aligned closely to the local trends in Northumberland. It is home to a higher proportion of migrants from both the EU and beyond than Northumberland, although much less than England overall.

**Table 3.8:** Country of birth and length of residence in the Berwick-upon-Tweed Neighbourhood Plan area, 2011 (Source: ONS, Census 2011. AECOM calculations)

Place of birth	Population breakdown	Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
Born in the UK	Total	95.6%	97.2%	86.2%
Born	Total	4.4%	2.8%	13.9%

Place of birth	Population breakdown		Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
outside the UK	European Union		2.7%	1.2%	4.5%
	Other		1.7%	1.6%	9.4%
	Length of residence	Less than 2 years	0.6%	0.2%	12.6%
		2-5 years	1.2%	0.3%	16.0%
		5-10 years	1.0%	0.5%	20.7%
		10 years or more	1.7%	1.8%	50.7%

130. Of the 4.4% of the Berwick-upon-Tweed Neighbourhood Plan area residents who were born overseas, the majority are European Union nationals (2.7%), with 1.7% Non-European Union. Most migrants have lived in the Berwick-upon-Tweed Neighbourhood Plan area for over 10 years or more, similar to Northumberland, but significantly less than in England as a whole.

### 3.8 Household type

131. **Table 3.9** shows that there have been increases in all housing types except 1 room and 2 room households in the Neighbourhood Plan area between 2001 and 2011. There was a decrease in 1 room households, which is similar to the Northumberland trend (albeit more significant), but much different to the national trend where there was only a 5.2% decrease. The largest increases were seen in 6 room households, 11.2%, which is higher than both the Northumberland and national average and the 15.3% increase in 8 rooms or more households, the highest for Berwick-upon-Tweed, although lower than the Northumberland (35.6%) and national averages (29.8%).

**Table 3.9:** Rates of change in number of rooms per household in the Berwick-upon-Tweed Neighbourhood Plan area, 2001-2011 (Source: ONS, Census 2001 and Census 2011, AECOM calculations)

	Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
1 Room	-57.1%	-38.6%	-5.2%
2 Rooms	-7.3%	-18.7%	24.2%
3 Rooms	9.4%	7.2%	20.4%
4 Rooms	0.6%	-2.4%	3.5%

	Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
5 Rooms	3.9%	-1.6%	-1.8%
6 Rooms	11.2%	3.2%	2.1%
7 Rooms	7.2%	20.6%	17.9%
8 Rooms or more	15.3%	35.6%	29.8%

132. **Table 3.10** shows that there has been an increase in overcrowding within the Berwick-upon-Tweed Neighbourhood Plan area from 2001 to 2011. There has been an increase of 33.3% in households with more than 1.5 persons per room compared to a decrease of 42.6% in Northumberland and a small increase of 2.5% in England. However, the absolute numbers informing this table reveal that this represents an increase of only 3 households in the Neighbourhood Plan area (an increase from 9 to 12 households).
133. The increase in households with between 1.0 and 1.5 persons per room is also 53.8% which is much higher than the 3% increase for Northumberland and 27.3% nationally. This represents an increase of 21 households in the Neighbourhood Plan area (an increase from 39 to 60). There have also been increases in the number of households with less than 0.5 persons per room. A decrease was seen in over 0.5 and up to one person per room in the Neighbourhood Plan Area. This figure of -5.8% was in line with Northumberland trends of -9.5% although not with the national increase of 7.0% in England.

**Table 3.10:** Trends in the number of persons per room in the Berwick-upon-Tweed Neighbourhood Plan area, 2001-2011 (Source: ONS, Census 2001 and Census 2011. AECOM calculations)

Persons per room	Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
Up to 0.5 persons per room	8.6%	11.2%	7.9%
Over 0.5 and up to 1.0 persons per room	-5.8%	-9.5%	7.0%
Over 1.0 and up to 1.5 persons per room	53.8%	3.0%	27.3%
Over 1.5 persons per	33.3%	-42.6%	2.5%

Persons per room	Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
room			

134. **Table 3.11** sets out details relating to the occupancy rating within the Neighbourhood Plan area in comparison to the Northumberland and England averages for 2011. The occupancy rating provides a measure of whether a household's accommodation is overcrowded or under occupied. The rating of +1 refers to the household having one extra room than the standard requirement. Rating of 0 refers to the household having exactly the standard requirement. Rating of -1 refers to the household lacking in one room than what they require.

**Table 3.11 – Occupancy Rating (Rooms) for the Neighbourhood Plan area (Census 2011)**

	Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
Occupancy Rating of +2 or more	42.2%	56.3%	49.7%
Occupancy Rating of +1	29.0%	24.7%	22.9%
Occupancy Rating of 0	22.8%	15.4%	18.6%
Occupancy Rating of -1	4.9%	3.0%	6.4%
Occupancy Rating of -2 or less	1.0%	0.6%	2.3%

135. The table above demonstrates that the Neighbourhood Plan area has higher occupancy ratings of -1 and -2 or less in comparison to the Northumberland average. But the percentages are lower in comparison to the England average. In summary, the proportion of households that are overcrowded is higher in the Neighbourhood Plan area in comparison to Northumberland, but lower than England.

### 3.9 Household tenure

136. The NPPG states that housing needs assessment should investigate household tenure in the current stock and in recent supply, and assess whether continuation of these trends would meet future needs. Plan makers should therefore examine current and future trends in tenure.

137. **Table 3.12** shows that the proportion of owner occupation in Berwick-upon-Tweed Neighbourhood Plan area is less than in Northumberland and in England. The proportion of social rented (rented from the Council or a Registered Social Landlord) accommodation is much higher (26%) in the Berwick-upon-Tweed Neighbourhood Plan area than in Northumberland (18.7%) and in England (17.7%).

**Table 3.12:** *Tenure (households) in the Berwick-upon-Tweed Neighbourhood Plan area, 2011*  
(Source: ONS, Census 2011, AECOM calculations)

Tenure	Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
Owned; total	56.9%	65.8%	63.3%
Shared ownership	0.4%	0.4%	0.8%
Social rented; total	26.0%	18.7%	17.7%
Private rented; total	15.0%	13.3%	16.8%

138. The proportion of private rented housing is 15%, which is more than in Northumberland (13.3%) but less than in England (16.8%). The proportion of shared ownership properties is 0.4% compared to 0.4% in Northumberland and 0.8% in England.
139. **Table 3.13** shows how tenure has changed in the Berwick-upon-Tweed Neighbourhood Plan area between the 2001 and 2011 censuses. Private rented housing has seen the largest increase of 76.4% in the Berwick-upon-Tweed Neighbourhood Plan area compared to an increase of 62.2% in Northumberland and an 82.4% increase in England. There has also been a small increase of 3.1% in total owned housing in Berwick-upon-Tweed compared to an increase of 4% in Northumberland and a decrease of 0.6% seen nationally.

**Table 3.13:** *Rate of tenure change in the Berwick-upon-Tweed Neighbourhood Plan area, 2001-2011* (Source: ONS, Census 2011, AECOM calculations)

Tenure	Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
Owned; total	3.1%	4.0%	-0.6%
Shared ownership	-42.9%	-0.2%	30.0%
Social rented; total	-11.1%	-8.2%	-0.9%
Private rented; total	76.4%	62.2%	82.4%

140. Shared ownership in the area has fallen significantly by 42.9% (in terms of actual decrease, this is from 35 to 20 homes), much larger than the proportional decrease seen in Northumberland (-0.2%) and in England where it actually increased by 30%.
141. An analysis of the rental sector can be undertaken using data from the home.co.uk website. This provides, for each postcode area and county, data on average price of rented property and data on average time that a rental property has been on the market. It can be assumed that the higher average rental price and shorter the average time on the market, the higher local demand for rental property, and by implication, the higher the local demand for owner-occupied stock as many prospective home-owners will rent if they cannot yet afford to buy.

**Table 3.14:** Rental sector statistics in the Berwick-upon-Tweed Neighbourhood Plan area in comparison to the Northumberland average (Source: [home.co.uk](http://home.co.uk) market rent summary, calculated daily, accessed September 2016)

	Berwick-upon-Tweed Neighbourhood Plan area (Postcode TD15)	Northumberland (Postcode TD)
Average time on market (days)	45	86
Average property rents (per calendar month)	£516	£578

142. An indicator of demand is the average time on the market. **Table 3.13** shows that properties in the Berwick-upon-Tweed Neighbourhood Plan area rented almost twice as quickly as the Northumberland average, indicating higher demand relative to the wider area. This correlates with the Census data showing a large increase in the amount of private rental accommodation in the area.
143. Prices in the Neighbourhood Plan area are 11% cheaper than the Northumberland average, which could be another indicator in why there is a marked difference in the average time a property is on the rental market.

### 3.10 Local household composition

144. **Table 3.15** shows that the proportion of single person households in the Berwick-upon-Tweed Neighbourhood Plan area is higher than the Northumberland and England average. The single person households for people over 65 (15.4%) are also higher than the Northumberland (14%) and national average (12.4%), correlating with the aging population trend discussed earlier. Further still, it indicates that Berwick-upon-Tweed Neighbourhood Plan area has a relatively high proportion of older people living alone.
145. The proportion of households with a single family occupancy (62.6%) is lower than the Northumberland average (66.3%) but higher than the England averages (61.8%). Within this, the Neighbourhood Plan area is home to a lower proportion of families with dependent children than

Northumberland and England, and a lower proportion of families with no children compared to Northumberland.

**Table 3.15:** Household composition (by household) in the Berwick-upon-Tweed Neighbourhood Plan area, 2011 (Source: ONS, Census 2011. AECOM calculations)

		Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
One person household	Total	32.6%	29.9%	30.2%
	Aged 65 and over	15.4%	14.0%	12.4%
	Other	17.2%	15.9%	17.9%
One family only <sup>24</sup>	Total	62.6%	66.3%	61.8%
	All aged 65 and over	9.4%	10.3%	8.1%
	With no children	20.6%	21.0%	17.6%
	With dependent children	23.9%	24.9%	26.5%
	All children non-dependent	8.8%	10.1%	9.6%
Other household types	Total	4.8%	3.8%	8.0%

146. **Table 3.16** shows how household composition changed in the 10 years between the 2001 and 2011 Censuses. There has been an increase in the amount of one person households in the Berwick-upon-Tweed Neighbourhood Plan area (5.5%), although less than the increase seen in Northumberland (9.4%) and England (8.4%). There has been a greater reduction in single household for those over 65 (-11.5%) than the decrease seen in Northumberland (-4.3%) and in England (-7.3%).

<sup>24</sup> This includes: married couples, cohabiting couples, same-sex civil partnership couples and lone parents.

**Table 3.16:** Rates of change in household composition in Berwick-upon-Tweed Neighbourhood Plan area, 2001-2011 (Source: ONS, Census 2011. AECOM calculations)

Household type		Percentage change, 2001-2011		
		Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
One person household	Total	5.5%	9.4%	8.4%
	Aged 65 and over	-11.5%	-4.3%	-7.3%
	Other	27.3%	25.3%	22.7%
One family only	Total	2.9%	4.1%	5.4%
	All aged 65 and over	-0.8%	7.4%	-2.0%
	With no children	18.2%	11.4%	7.1%
	With children	-1.8%	-3.2%	5.0%
	All children non dependent	-8.9%	6.2%	10.6%
Other household types	Total	34.6%	12.0%	28.9%

147. Overall, there was a small increase in the number of one-family households (2.9%), similar to a small local increase (4.1%) and increase nationally (5.4%). The increase in the number of single family households with no children (18.2%) was greater than that seen in Northumberland (11.4%) and nationally (7.1%). The increase in “other” household types is greater than that seen in Northumberland but smaller than the increase seen nationally.
148. **Table 3.17** shows that the highest proportion of dwellings in the Berwick-upon-Tweed Neighbourhood Plan area is semi-detached terraced houses (38.5%). This is similar to Northumberland (36.2%) and slightly more than England (31.2%). There is a higher proportion of terraced houses in the Berwick-upon-Tweed Neighbourhood Plan area (29.5%) than both the Northumberland (27.7%) and national average (24.5%). The proportion of flats, maisonnettes and apartments in Berwick-upon-Tweed Neighbourhood Plan area is higher than the Northumberland average but not nationally. Similarly with flats, maisonnettes and apartments in parts of a converted or shared house. The proportion of flats, maisonnettes and apartments in commercial buildings is slightly greater in the Neighbourhood Plan area than the proportion in Northumberland and in England.

**Table 3.17:** *Accommodation type (households), 2011 (Source: ONS Census 2011, AECOM calculations)*

Dwelling type		Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
Whole house or bungalow	Detached	11.7%	25.4%	22.4%
	Semi-detached	38.5%	36.2%	31.2%
	Terraced	29.5%	27.7%	24.5%
Flat, maisonette or apartment	Purpose-built block of flats or tenement	15.7%	8.4%	16.4%
	Parts of a converted or shared house	2.8%	1.5%	3.8%
	In commercial building	1.7%	0.7%	1.0%

149. **Table 3.18** shows the levels of concealed families in the Neighbourhood Plan area. One would normally expect a correlation between lower numbers of people per household and lower numbers of concealed families. The proportion of concealed families is slightly higher than in Northumberland but lower than in England.

**Table 3.18:** *Concealed families in the Berwick-upon-Tweed Neighbourhood Plan area, 2011 (Source: ONS, Census 2011, AECOM calculations)*

Concealed families	Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
All families: total	3,582	96,209	14,885,145
Concealed families: total	49	897	275,954
Concealed families as % of total	1.4%	0.9%	1.9%

150. Official statistics do not clarify the overlap, if any, between the Northumberland housing waiting list and the stated number of concealed families in the Neighbourhood Plan area.

### 3.11 Current Average House Values

151. In preparing this report, information relating to house prices in Berwick-upon-Tweed was searched on property website Zoopla<sup>25</sup>. It reveals that the current average value of properties is £183,478. This is a slightly higher average value when compared to Northumberland as a whole, which has a value of £181,364<sup>26</sup>. The average price paid from 242 sales over the last 12 months was £170,506 in Berwick-upon-Tweed. This is also higher than the average for Northumberland, which was £168,574 (from 3,509 sales).
152. Over the last 10 years, the average house price paid in Berwick-upon-Tweed has risen by £6,709, from £163,979 to its current £170,506. This represents a 4% increase. Compared to Northumberland as a whole, the average price paid has risen in 10 years from £164,619 to £168,899, representing a 2.6% increase.

### 3.12 Economic activity

153. **Table 3.19** shows that the Berwick-upon-Tweed Neighbourhood Plan area has a slightly higher proportion of economically active residents than in Northumberland and is almost the same as England. This does include however a lower proportion of people working full time, but a higher proportion of people working part time. The proportion of unemployment is the same across the Neighbourhood Plan area, Northumberland and England. The proportion of students living in the Neighbourhood Plan area is lower than Northumberland and in England.

**Table 3.19:** *Economic activity in the Berwick-upon-Tweed Neighbourhood Plan area, 2011*  
(Source: ONS, Census 2011, AECOM calculations)

Economic category		Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
Economically active	Total	69.8%	67.9%	69.9%
	Employee: Full-time	36.8%	37.0%	13.7%
	Employee: Part-time	17.6%	14.7%	38.6%
	Self-employed	9.0%	9.5%	9.8%
	Unemployed	4.4%	4.4%	4.4%
	Full-time student	2.0%	2.2%	3.4%
Economically inactive	Total	30.2%	32.1%	30.1%
	Retired	17.5%	18.8%	13.7%

<sup>25</sup> Zoopla (2016) House prices and values. Available from: [http://www.zoopla.co.uk/house-prices/browse/berwick-upon-tweed/?q=berwick-upon-tweed&search\\_source=house-prices](http://www.zoopla.co.uk/house-prices/browse/berwick-upon-tweed/?q=berwick-upon-tweed&search_source=house-prices). [Accessed on 04/10/2016].

<sup>26</sup> Zoopla (2016) House prices and values. Available from: <http://www.zoopla.co.uk/house-prices/browse/northumberland/?q=northumberland>. [Accessed on 04/10/2016].

Economic category		Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
	Student	2.7%	3.5%	5.8%
	Looking after home or family	4.0%	3.6%	4.4%
	Long-term sick or disabled	4.1%	4.4%	4.1%
	Other	1.8%	1.8%	2.2%

154. Among economically inactive categories, only the proportion of students and the 'other' category exceed Northumberland and national averages. The proportion of retired people in Berwick-upon-Tweed Neighbourhood Plan area is lower than in Northumberland but higher than in England.
155. The NPPG advises taking account of the number of people with long-term limiting illness. **Table 3.20** shows that the proportion of working-age residents of the Berwick-upon-Tweed Neighbourhood Plan area who are long-term sick or disabled is higher than the Northumberland and the England proportions.

**Table 3.20:** Rates of long-term health problems or disability in the Berwick-upon-Tweed Neighbourhood Plan area, 2011 (Source: ONS, Census 2011, AECOM calculations)

Extent of activity limitation	Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
Day-to-day activities limited a lot	10.8%	9.8%	8.3%
Day-to-day activities limited a little	11.3%	10.9%	9.3%
Day-to-day activities not limited	78.0%	79.3%	82.4%

156. **Table 3.21** shows that the average distance travelled to work by Berwick-upon-Tweed Neighbourhood Plan area residents is slightly more than the Northumberland average and much more than the England average.

**Table 3.21: Distance travelled to work, 2011** (Source: ONS, Census 2011. AECOM calculations)

Location of work	Berwick-upon-Tweed Neighbourhood Plan area	Northumberland	England
Less than 10km	59.6%	40.8%	52.3%
10km to less than 30km	9.2%	29.4%	21.0%
30km and over	14.3%	10.5%	8.0%
Work mainly at or from home	10.2%	12.2%	10.3%
Other	6.6%	7.1%	8.5%
Average distance travelled to work	24km	21.4km	14.9km

157. The majority of people living in the Berwick-upon-Tweed Neighbourhood Plan area travel less than 10km to work (59.6%), which is more than the Northumberland and national average. 14.3% of people living in the Berwick-upon-Tweed Neighbourhood Plan area travel over 30km, which is higher than the Northumberland (10.5%) and national averages (8%).
158. The Neighbourhood Plan area has a lower proportion of people who work from home (10.2%) than Northumberland (12.2%) and England (10.3%), which reflects the proportion of self-employed residents identified earlier too.

### 3.13 Local survey work

159. The Town Council arranged a series of community engagement drop-in sessions throughout the Parish, which took place in February 2016. The purpose of the events were intended to help explain the purpose and process of neighbourhood planning and to seek information and opinions from the local community. Each drop-in session sought views from the community using a variety of techniques, each of which looked to determine local opinions about life in Berwick. A full copy of the report on the drop-in sessions is available on the Neighbourhood Plan website<sup>27</sup>.
160. The feedback received throughout the period of community engagement identified a significant number of topic areas that may be relevant to address in a neighbourhood plan. Recurring land use planning issues raised in representations and at the events included: housing; highways and transport; regeneration; employment opportunities; reuse of brownfield/vacant sites; provision of event space; tourism; conservation and historic environment; design, the natural environment; and community infrastructure.
161. A number of comments were received with regards to housing during the events. The issues raised are listed below:

<sup>27</sup> Berwick-upon-Tweed Town Council (2016) Berwick-upon-Tweed Neighbourhood Plan Consultation Events Launch Project Report. Available from: <http://www.berwickplan.co.uk/wordpress/wp-content/uploads/2016/07/160617-Drop-in-session-Reportsmail-FINAL-17-June-2016.pdf> [Accessed on 05/10/2016]

- Vacant/derelict brownfield sites should be used in preference to greenfield sites;
- New housing should not be near to the A1 due to noise issues;
- Housing should not be located in areas of flood risk (if housing is an area of flood risk ground floors should be used for storage of cars etc);
- Unused upper floors of shops should be used as flats;
- A need for more smaller units was identified by some e.g. 1 to 2 bedroom units for young people and elderly;
- A need for more rented units was also identified;
- More social and affordable housing and more housing for local people was also required;
- Avoiding the bedroom tax; and
- Some comments were also received regarding commenting that no more housing should be needed until new jobs are attracted to Berwick.

162. The majority of the comments set out above relate to supply side issues that fall outside of the scope of this study. These issues should be considered further by the Town Council in preparing the Neighbourhood Plan.

### **3.14 Information from Estate Agencies**

163. The Town Council provided AECOM with the contact details for the Berwick-upon-Tweed office head at Rettie & Co in order to discuss the emerging findings of our work. An account of the telephone interview held with the Rettie & Co representative on 11<sup>th</sup> October 2016 is set out below.
164. The demand for residential properties within Berwick-upon-Tweed is predominantly from older professionals/retired professionals. The majority of house sales are made to people aged over 50. There is a limited market for first time buyers and the perception is that young people that are born in the area tend to move out when they have finished their education. New cheaper housing that was recently constructed at Ayton (to the north of Berwick-upon-Tweed) has been in high demand, demonstrating that there is demand for cheaper properties.
165. In terms of the quality of housing stock, there is a perception that people are more interested in new build properties as some of the current private housing stock is not of decent quality. This supports the findings set out above in relation to the Housing Strategy for Northumberland.
166. The general trend in terms of higher house prices within Berwick-upon-Tweed in comparison to the Northumberland average is backed up by the experience of Rettie & Co. The general perception is that people are asking for too much money for properties, which contributes towards the trend of fewer first time buyers looking to buy properties within the area.
167. The relationship between the Neighbourhood Plan area and the Scottish Borders and towns north of the border was discussed during the telephone interview. The contact from Rettie & Co was of the view that the infrastructure improvements planned (a new railway station at Reston and dualling of the A1 from Dunbar) will primarily contribute towards increasing the demand for

housing within and around the towns located close to the planned improvements. In particular, demand for housing within Reston and surrounding areas will increase when the new railway station is brought into use.

168. In terms of travel to work patterns, there is a small group of people that commute to Edinburgh and Newcastle-upon-Tyne but the Neighbourhood Plan area does not have a specific role in terms of being a commuter town for the two cities. The majority of people that commute outside of Berwick-upon-Tweed tend to be at the end of their working lives.

## 4 Conclusions

169. This neighbourhood plan housing needs assessment has interrogated a wide range of data sources, which taken together, can inform key trends and messages relevant to the Neighbourhood Plan's housing policies. In this first section of our conclusions, recommendations are made on the overall quantum of housing growth required. In the second section, an assessment is presented of the components and characteristics of future housing based on the information collected in **Chapter 3**.
170. In line with recommended best practice, our preferred methodology is to present the projections our analysis has produced as a starting point, and then highlight the factors<sup>28</sup> that the Town Council might wish to take into consideration as they determine the final housing policy text, bearing in mind the requirement to be in general conformity with strategic housing policy at County level, as well as any relevant factors derived from the supply-side evidence which are outside the scope of this demand-side assessment.

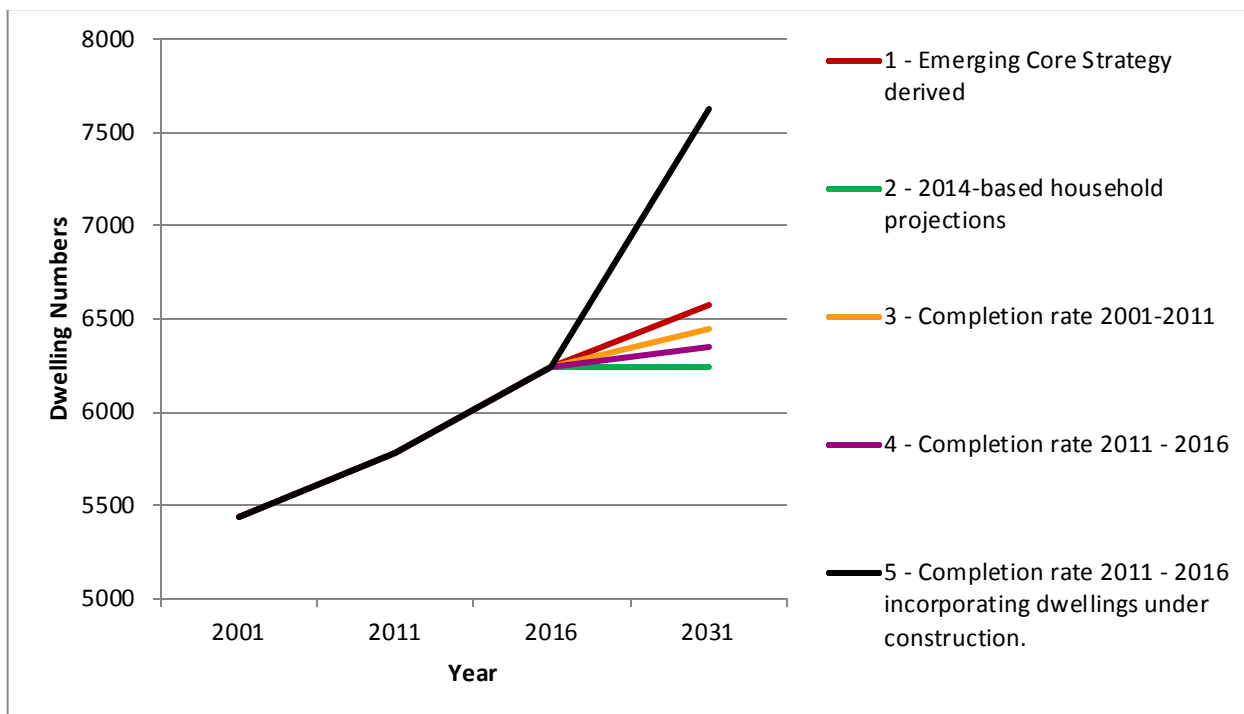
### 4.1 Quantity of housing need

171. To recap, a range of five possible housing projections for the Neighbourhood Plan area over the proposed Neighbourhood Plan period (2011 – 2031) have been calculated based on:
6. A figure based on the housing requirement established for Berwick-upon-Tweed in the emerging Northumberland Core Strategy (**801 dwellings**);
  7. The 2014-based Government household projections (released July 2016) (**413 dwellings**);
  8. A projection forward of net dwelling completion rates between 2001 and 2011 (**674 dwellings**); and
  9. A projection forward of net dwelling completion rates between 2011 and 2016 (**576 dwellings**).
  10. A projection forward of net dwelling completions and dwellings currently under construction (at the time of writing) between 2011 and 2016 (**1,852 dwellings**).
172. These dwelling number projections are illustrated in **Figure 4.1** below, which takes account of the number of dwellings completed between 2011 and 2016 (144 dwellings) along with the amount of dwellings that have planning permission and are currently under construction at the time of writing this report (319 dwellings). Taken together, this totals 463 dwellings.

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<sup>28</sup> These factors are also referred to as 'indicators' in the NPPG.

**Figure 4.1:** Dwelling projections for the Berwick-upon-Tweed Neighbourhood Plan area 2011-2031<sup>29</sup> (Source: Emerging Core Strategy, Census 2001 and 2011, government projections, information provided by NCC and AECOM calculations)



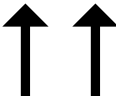
173. A summary of the data gathered in **Chapter 3** is presented in **Table 4.1** below. The source for each factor with particular relevance to the Neighbourhood Plan area is shown, together with AECOM's assessment of whether that factor is more likely to increase (↑), decrease (↓) or have no impact on (↔) the Neighbourhood Plan area's future housing need. Following NPPG guidance, the factors relate both to housing price and housing quantity.
174. We have applied our professional judgment on the scales of increase and decrease associated with each factor on a scale from one to three, where one arrow indicates 'some impact', two arrows 'stronger impact' and three arrows indicates an even stronger impact. Factors are in alphabetical but no other order.
175. Note that factors have the potential to contradict one another, due to data being gathered at different times and across differing geographies. The Town Council is invited to use their judgment in resolving any conflicts, but it is advised that the more local and more recent data should generally have priority over data gathered at a larger spatial scale or older data.
176. However, our general approach reflects NPPG advice to adjust the housing quantity suggested by household projections to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings, such as house prices and past build-out rate.
177. The NPPG also advises that market signals are affected by a number of factors, and plan makers should not attempt to estimate the precise impact of an increase in housing supply. Rather they should increase planned supply by an amount that, on reasonable assumptions and consistent

<sup>29</sup> Note – projection 2 (2014-based Government household projections) is showing no increase in growth between 2016 and 2031 as the total dwelling completions and dwellings under construction is greater than the projected growth.

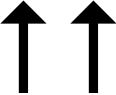
with principles of sustainable development, could be expected to improve affordability, and monitor the response of the market over the plan period.

178. As such, **Table 4.1** should be used as a basis for qualitative judgement rather than quantitative calculation. It is designed to form the starting point for steering group decisions on housing policy rather than to provide definitive answers. Again, this reflects the NPPG approach, which states that when considering future need for different types of housing, planners have the option to consider whether they plan to attract an age profile that differs from the present situation. They should look at the household types, tenure and size in the current stock and in recent supply, and assess whether continuation of these trends would meet future needs.
179. The NPPG also states that appropriate comparisons of indicators (i.e. factors) should be made and that trends uncovered may necessitate adjustment to planned housing numbers compared to ones based solely on household projections. Where upward adjustment is considered necessary, it should be at a reasonable level and not negatively affect strategic conformity with the emerging Local Plan.

**Table 4.1: Summary of factors specific to the Berwick-upon-Tweed Neighbourhood Plan area with a potential impact on the demand for housing**


Factor	Source(s) (detailed in Chapter 3)	Possible impact on future housing need	Rationale for judgement
<b>Affordable Housing</b>	Northumberland Homelessness Strategy, NCC Housing Waiting List, information provided by the Town Council and the Neighbourhood Planning Survey.		<p>Information provided by NCC indicates that there does appear to be a high demand for affordable housing in Berwick-upon-Tweed with 96 applicants within the two highest priority bands. In addition, early discussions with the Town Council have indicated that the demand for affordable housing is a particular issue for the area and there is a perception that the current housing waiting list is not truly representative of the current position 'on the ground'. This is due to the perception that not everyone who requires a home applies to be on the NCC housing waiting list as they feel as though there isn't any chance of them finding housing through this route.</p> <p>Affordability in the private rented sector is an issue based on the amount of LHA that is available to those that require it. Information provided by the Town Council indicates that in the period between 14/06/2016 and 26/07/2016, only two advertised private rented properties out of 29 were affordable based on the rate of LHA available. This further increases the demand for affordable housing in the Neighbourhood Plan area.</p> <p>The need for more social and affordable housing for local people was also raised as an issue in the recent survey undertaken by the Town Council relating to the emerging Neighbourhood Plan.</p> <p>Given the information set out above, the requirement for affordable housing considered to be a key issue for the Neighbourhood Plan area and it is likely to increase the overall demand for housing. Therefore, the factor is given two increase arrows</p>


Factor	Source(s) (detailed in Chapter 3)	Possible impact on future housing need	Rationale for judgement
<b>Age Profile</b>	SHMA, Housing Strategy for Northumberland, information from estate agent, details relating to future educational and employment development in the Neighbourhood Plan area and Census 2001 and 2011.	↑ ↑	<p>The SHMA and the Housing Strategy prepared by NCC indicates that a major strategic challenge for the County is to ensure a range of appropriate housing provision, adaption and support for the area's older population.</p> <p>In terms of the Neighbourhood Plan area, the age group with the highest proportion is ages 45-64 with 29% of the area's population. The Neighbourhood Plan area also has a higher proportion of its population aged 85 and over (4%) than the Northumberland and national averages (3% and 2% respectively).</p> <p>In terms of the change in the age profile of the Neighbourhood Plan area's population between 2001 and 2011, the greatest increase was seen in the 85 and over group with an increase of 15.8%. The next biggest increase was in the 45-64 age group where there was an increase of 11.9%.</p> <p>On the other hand, the proportion of 0-15 year olds has decreased between 2001 and 2011 by 31.6%. This suggests that there has been a decrease in families living within the Neighbourhood Plan area.</p> <p>Discussions with a local estate agent indicated that demand for residential properties within Berwick-upon-Tweed is predominantly from older professionals/retired professionals. The majority of house sales are made to people aged over 50. There is a limited market for first time buyers and the perception is that young people that are born in the area tend to move out when they have finished their education.</p> <p>The proposed relocation of the Northumberland College to a new site in the town is expected to improve the education offer and skills base of young people in the town. Alongside the increase in jobs that are likely to occur as a result of the proposed economic development, this may lead to more young people looking to continue living in the area. This will further increase the demand for housing.</p> <p>Overall, the statistics demonstrate that the population of the</p>

Factor	Source(s) (detailed in Chapter 3)	Possible impact on future housing need	Rationale for judgement
			Neighbourhood Plan area is ageing, which will increase the demand for dwellings that meet the needs of the elderly. In addition, future educational provision improvements and increased job opportunities could increase the proportion of young people living in the Neighbourhood Plan area. Therefore, this factor is given two increase arrow.
<b>Economic growth</b>	Emerging Core Strategy, North East SEP and future planned growth within the Neighbourhood Plan area.		<p>Berwick-upon-Tweed is a popular tourist destination. An aim of the emerging Core Strategy is to support growth and diversification in the tourism economy, whilst balancing this against the requirement to protect and enhance the distinctive and valued environment which attracts tourists to Northumberland.</p> <p>In addition, the North East SEP identifies tourism as a major growth sector for the North East. However, there is no specific reference to the tourism role of Berwick-upon-Tweed within the SEP.</p> <p>Neither document makes specific reference to aspirations for tourism growth in Berwick-upon-Tweed.</p> <p>A series of developments are planned to take place within the Neighbourhood Plan area over the plan period. This includes the Ramparts Business Park Enterprise Zone, the 'Heritage Hub' at the Berwick Barracks and new development at the Port of Berwick. Should these developments come forward, then the number of jobs within Berwick will be increased. In turn this will contribute towards increasing the demand for housing within the Berwick Neighbourhood Plan area. Therefore, this factor is scored with two up arrows.</p>

Factor	Source(s) (detailed in Chapter 3)	Possible impact on future housing need	Rationale for judgement
<b>Quality of private housing stock</b>	A Housing Strategy for Northumberland and discussions with a local estate agent.	↑	<p>The Housing Strategy for Northumberland indicates that there are problems relating to the quality of Northumberland's private housing stock. In particular, the strategy highlights that 62% of private housing in the area of the former Berwick District Council is 'non-decent' compared to the national average of 36%.</p> <p>Discussions with the local estate agency indicated there is a perception that people are more interested in new build properties as some of the current private housing stock is not of decent quality.</p> <p>This factor is likely to increase the demand for private housing in the Neighbourhood Plan area as the current supply is not of sufficient quality. Therefore, this factor is scored with one up arrow.</p>
<b>House values</b>	Zoopla	↔	<p>Information relating to house values in Berwick-upon-Tweed was gathered through Zoopla, which reveals that the current average value of properties in the area is £183,478. This is a slightly higher average value compared to Northumberland as a whole, which has an average value of £181,364.</p> <p>The average price paid from the previous 242 sales in Berwick-upon-Tweed over the last 12 months was £170,506. This compares to an average of £168,574 in Northumberland from 3,509 sales.</p> <p>Over the last 10 years, the average house price paid in Berwick-upon-Tweed has risen by £6,709, from £163,979 to its current £170,506. This represents a 4% increase. Compared to Northumberland as a whole, the average price paid has risen in 10 years from £164,619 to £168,899. This represents a 2.6% increase.</p> <p>As the difference in house values and prices between the Neighbourhood Plan area and Northumberland as a whole is minimal (circa £2,000), this factor is not considered to have an impact in terms of future housing demand in the Neighbourhood Plan area.</p>

Factor	Source(s) (detailed in Chapter 3)	Possible impact on future housing need	Rationale for judgement
<b>Overcrowding</b>	Census 2001 and 2011.	↑	<p>A comparison of Census data between 2001 and 2011 shows that there has been an increase in overcrowding within the Berwick-upon-Tweed Neighbourhood Plan area from 2001 to 2011. There has been an increase of 33.3% in households with more than 1.5 persons per room compared to a decrease of 42.6% in Northumberland and a small increase of 2.5% in England. However, this only represents an increase of 3 households in the Neighbourhood Plan area (an increase from 9 to 12 households).</p> <p>The increase in households with between 1.0 and 1.5 persons per room is 53.8% which is much higher than the 3% increase for Northumberland and 27.3% nationally. This represents an increase of 21 households in the Neighbourhood Plan area (an increase from 39 to 60).</p> <p>Data relating to the occupancy ratings show that the Neighbourhood Plan area has higher occupancy ratings of -1 and -2 or less in comparison to the Northumberland average. But the percentages are lower in comparison to the England average. In summary, the proportion of households that are overcrowded is higher in the Neighbourhood Plan area in comparison to Northumberland, but lower than England.</p> <p>Overall, this data demonstrates that there is a demand for housing to relieve the amount of overcrowding. Although the percentage increases between 2001 and 2011 are significantly higher than the Northumberland and National averages, the actual increases are not considered to be high. Therefore, this factor is scored with one up arrow.</p>

Factor	Source(s) (detailed in Chapter 3)	Possible impact on future housing need	Rationale for judgement
<b>Scottish Borders (future growth)</b>	Emerging Core Strategy, discussions with a local estate agent, emerging SESplan and Scottish Borders LDP.		<p>Given the Neighbourhood Plan area's proximity to the Scottish Borders, future plans for this area could potentially be of relevance. The emerging NCC Core Strategy highlights the influence of the Edinburgh City Region on Berwick-upon-Tweed, particularly in terms of the re-opening of the Waverley line.</p> <p>The SESplan and the Scottish Borders LDP also both make reference to rail improvements (including a new station at Reston), the long term aspiration for expanding the A1 (by dualling from Dunbar to the border) and future plans for Eyemouth (located close to the Neighbourhood Plan area). Future infrastructure improvements within the Scottish Borders would improve access to and from Berwick-upon-Tweed.</p> <p>The relationship between the Neighbourhood Plan area and the Scottish Borders and towns north of the border was discussed during the telephone interview with a local estate agency. The contact from Rettie &amp; Co was of the view that the infrastructure improvements planned (a new railway station at Reston and dualling of the A1 from Dunbar) will primarily contribute towards increasing the demand for housing within and around the towns located close to the planned improvements. In particular, demand for housing within Reston and surrounding areas will increase when the new railway station is brought into use.</p> <p>However, there are not considered to be any significant growth proposals within the Scottish Borders that will have a specific impact in terms of housing need within the Neighbourhood Plan area. Therefore, this factor is scored as 'no impact'.</p>

Factor	Source(s) (detailed in Chapter 3)	Possible impact on future housing need	Rationale for judgement
<b>Travel to work</b>	Census 2011 and SHMA		<p>The majority of people living within the Neighbourhood Plan area travel less than 10km to work (59.6%), which is more than the local and national average. 14.3% of people living in the Neighbourhood Plan area travel over 30km to work, which is higher than both the Northumberland and national averages (10.5% and 8% respectively).</p> <p>At the scale of the Northern Housing Market Area, the SHMA also indicates that people in employment are more likely to work in the Scottish Borders compared to the Northumberland averages.</p> <p>The Neighbourhood Plan area's role as a commuter town for Newcastle-upon-Tyne and Edinburgh may increase over the plan period subject to future growth in these two cities. This could increase the demand for housing in the Neighbourhood Plan area. Therefore, this factor is scored with one up arrow.</p>

180. **Table 4.1** contains in total 9 up arrows and 2 score of no impact, indicating the local market factors are acting to increase demand for new housing.
181. It is notable that the Berwick-upon-Tweed Neighbourhood Plan area future dwelling projections for the plan period of 2011-2031 comprise a relatively wide range, with a minimum of 413 and maximum of 1,852 with the midpoint being 1133.
182. In terms of calculating the demand for housing within the Neighbourhood Plan area, the Core Strategy derived target (projection 1 – 801 dwellings), which takes into account supply side constraints, should be considered as a starting point to ensure that basic condition E<sup>30</sup> is given due consideration. Recent dwelling completion rates and current dwelling construction data indicates that there seems to have been a period of undersupply and then a “building boom” as a reaction to that undersupply. As such, the low figure in the range set out above seems too low. In addition, population projections are low for the Neighbourhood Plan area, which is likely due to the large area covered by the Northumberland County with an uneven pattern of demand so projection 2 (413 dwellings) is considered to be less useful in this context as the Neighbourhood Plan area is clearly a relative hotspot.
183. As on balance, the number of increase arrows (nine) are greater than the no impact score (two) and the decrease arrows (zero), this indicates that a range of with the Core Strategy as an absolute minimum is appropriate with a maximum of 1,250 dwellings. Therefore, it is recommended that the Town Council use a range of between 801 to 1,250 dwellings as a starting point for generating a target for the Neighbourhood Plan.
184. This range represents unconstrained need/demand and do not take into account supply side constraints such as availability of land, viability, environmental constraints; or policy constraints. It would also be prudent for the Town Council to discuss the target with the NCC planning department to seek guidance on what would be an appropriate figure or range to take forward into the Neighbourhood Plan once supply-side as well as demand-side factors are taken into account.
185. Data provided by NCC on housing commitments (i.e. sites with planning permission for housing) indicates the following:
- Between 2011 and 2016, 144 dwellings have been constructed in the Neighbourhood Plan area.
  - At the time of writing, 567 units benefit from an extant planning permission, of which 319 units are currently under construction
186. Taken together (and providing all of the units are constructed), a total of 711 units have either being built, under construction or benefit from planning permission. It should also be noted that any net new dwellings completed or with outstanding permission in the Neighbourhood Plan area since the start of the plan period (taken as 1<sup>st</sup> January 2011) would count towards any future identified target, meaning the outstanding number of dwellings required decreases accordingly (i.e. to a range of 90 to 289 outstanding to 2031).

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<sup>30</sup> The basic conditions are set out in paragraph 8(2) of Schedule 4B to the Town and Country Planning Act 1990. Basic condition E states that “*the making of the order (or neighbourhood plan) is in general conformity with the strategic policies contained in the development plan for the area of the authority (or any part of that area).*”

## 4.2 Characteristics of housing need

187. **Table 4.2** summarises the data gathered with a potential impact on the housing types and tenures needed in Berwick-upon-Tweed. Factors are in alphabetical but no other order.

**Table 4.2: Summary of local factors specific to the Berwick-upon-Tweed Neighbourhood Plan area with a potential to impact on neighbourhood planning policies**

Factor	Source(s) (detailed in Chapter 3)	Data uncovered	Conclusion for neighbourhood plan policy
<b>Affordable Housing</b>	Northumberland Homelessness Strategy, NCC Housing Waiting List, information provided by the Town Council and the Neighbourhood Planning Survey.	A summary of information gathered in relation to affordable housing is presented above in <b>Table 4.1</b> . This indicates that there does appear to be a high demand for affordable housing in Berwick-upon-Tweed.	<p>The emerging Core Strategy incorporates Policy 19 (Delivering affordable housing) indicates that 15% of homes on new permissions will be expected to be affordable. If 15% of the 801 dwellings that has been identified in relation to the Core Strategy derived target are delivered as affordable units in the Neighbourhood Plan area, then 120 affordable units would be delivered over the plan period. This would meet the current demand in the Berwick-upon-Tweed in terms of the highest priority bands on the housing waiting list.</p> <p>Therefore, it is considered that the affordable housing target established in the emerging Core Strategy is appropriate to meet the affordable housing needs in the Neighbourhood Plan area over the plan period.</p> <p>However, it is acknowledged that the level of demand for affordable housing is likely to fluctuate over the plan period. In particular, the Town Council has indicated that there may be people living in the Neighbourhood Plan area that are not currently registered on the housing waiting list (despite being eligible) due to their belief that they do not have a chance of securing housing through this</p>

Factor	Source(s) (detailed in Chapter 3)	Data uncovered	Conclusion for neighbourhood plan policy
			<p>route. Therefore, the full extent of affordable housing demand may not be reflected by the housing waiting list.</p> <p>It is recommended that the Town Council continue to work closely with the County Council to ensure that affordable housing is negotiated on new housing developments coming forward over the plan period within the Neighbourhood Plan area. This will help to deliver housing that meets affordable housing needs in terms of amount and type. This point could form a statement of intent or similar within the Neighbourhood Plan.</p> <p>In terms of the housing waiting list and the perceived unwillingness of people to apply to go on it, it is recommended that the Town Council continue to encourage as many people as possible who may qualify for the list to register to be placed on it.</p>
<b>Age Profile</b>	SHMA, Housing Strategy for Northumberland, and Census 2001 and 2011.	A summary of information gathered in relation to the age profile of the Neighbourhood Plan area is presented above in <b>Table 4.1</b> . This indicates that there is an ageing population within the Neighbourhood Plan area and that the number of families living in the area has decreased between 2001 and 2011 (due to the decrease in the 0-15 age group).	<p>In order to ensure that new housing is delivered within the Neighbourhood Plan area to match the requirements of the ageing population, the Town Council should seek to incorporate policies within the Neighbourhood Plan that aim to increase the amount of housing for the elderly.</p> <p>Given that the data indicates that the amount of families living within the area</p>

Factor	Source(s) (detailed in Chapter 3)	Data uncovered	Conclusion for neighbourhood plan policy
			<p>has decreased, the Town Council may wish to incorporate policies within the Neighbourhood Plan that proposes a relatively low level of provision of family sized dwellings given the high demand for homes for older people, and affordable properties, both of which tend to be smaller.</p> <p>The information gathered indicates that future educational and economic growth may lead to a reverse in the current trend of young people leaving the area and an increase in demand for housing for first time buyers. The Town Council has indicated an aspiration to ensure that the housing needs of first time buyers are met to ensure that young people are retained in the Neighbourhood Plan area and should seek to develop the neighbourhood plan to reflect this.</p> <p>Should the Town Council wish to include detailed policies relating to the exact type of housing for older people, then this can be explored further by using guidance outlined in the Housing Learning and Improvement Network<sup>31</sup>.</p>
<b>Households with general support</b>	SHMA and Census 2011.	The NCC SHMA indicates that across Northumberland, 25.7% of all households include someone with a disability or a limiting long-term illness. The SHMA goes on to	The Town Council may seek to include a policy within the neighbourhood plan that aims to ensure that the needs of those households within the Neighbourhood

<sup>31</sup> Housing LIN (2011) Strategic Housing for Older People: Planning, designing and delivering housing that older people want. Available from: <http://www.housinglin.org.uk/library/Resources/Housing/SHOP/SHOPResourcePack.pdf> [Accessed 10/10/2016]

Factor	Source(s) (detailed in Chapter 3)	Data uncovered	Conclusion for neighbourhood plan policy
<b>requirements</b>		<p>highlights that within the northern HMA, 21.9% of households include someone with a disability or a limiting long-term illness.</p> <p>The Census 2011 indicates that within the Neighbourhood Plan area, the proportion of working-age residents who are long-term sick or disabled is higher than the Northumberland and England proportions.</p>	<p>Plan area that have specific requirements (relating to a disability or a limiting long-term illness) are met in terms of delivering future residential development over the plan period.</p>
<b>House type and size</b>	SHMA, Census 2001 and 2011, NCC housing waiting list and the Neighbourhood Planning Survey.	<p>The NCC SHMA provides an indication of house type and size trends within the Northern HMA. The most prominent property types are semi-detached houses and bungalows. There is also a high percentage of 2 and 3 bedroom properties with a lower percentage of bedsits, one and five or more bedroom properties.</p> <p>Between 2001 and 2011, there has been an increase in all household sizes except for 1 and 2 bedroom households.</p> <p>Data provided by NCC relating to the housing waiting list indicates that there is a clear demand for properties that have 1 or 2 bedrooms. Census 2011 data also indicates that the proportion of single person households in the Neighbourhood Plan area is higher than the Northumberland and National average. Between 2001 and 2011, there has also been an increase in the amount of one person households.</p> <p>The Neighbourhood Planning survey indicates that there is a need for smaller sized residential units, for example 1 to 2 bedroom units for</p>	<p>The data demonstrates that there is a demand for smaller sized dwellings (1 and 2 bedrooms) within the Neighbourhood Plan area. The Town Council should consider incorporating a policy within the neighbourhood plan that encourages the development of smaller sized properties to meet the demands of the local population.</p>

Factor	Source(s) (detailed in Chapter 3)	Data uncovered	Conclusion for neighbourhood plan policy
		young people and the elderly.	
<b>Tenure type</b>	Census 2011 and 2001, homes.co.uk market summary and Neighbourhood Planning Survey.	<p>The Census data indicates that the proportion of owner occupation in the Neighbourhood Plan area is less than in Northumberland and England. On the other hand, the proportion of social rented accommodation is much higher (26%) in the Neighbourhood Plan area than in Northumberland (18.7%) and in England (17.7%).</p> <p>Between 2001 and 2011, the largest increase in terms of tenure type in the Neighbourhood Plan area has been within the private rented sector (76.4%).</p> <p>An indicator of demand for private rented properties is the average time on the market. Properties in the Berwick-upon-Tweed Neighbourhood Plan area rented almost twice as quickly as the Northumberland average, indicating a higher demand for rental properties in comparison to the wider area.</p> <p>The need for more rental properties was identified as an issue within the Neighbourhood Plan survey.</p>	In discussion with the Local Planning Authority, the Town Council should explore how they can incorporate policies within the Neighbourhood Plan to influence the tenure type for new and existing housing within the Neighbourhood Plan area, but recognising that it is not normally possible to specify the tenure of market housing as either for sale or for rent.

### 4.3 Recommendations for next steps

188. This neighbourhood plan housing needs assessment has aimed to provide Berwick-upon-Tweed Town Council with evidence on housing trends from a range of sources. It is recommended that the Town Council should, as a next step, discuss the contents and conclusions with NCC with a view to agreeing and formulating draft housing policies, taking the following into account during the process:
- the contents of this report, including but not limited to **Tables 4.1** and **4.2**;
  - Neighbourhood Planning Basic Condition E, which is the need for the neighbourhood plan to be in general conformity with the strategic development plan;
  - the views of NCC;
  - the views of local residents;
  - the views of other relevant local stakeholders, including housing developers; and
  - supply-side issues, such as location and characteristics of suitable land, and any capacity work carried out by NCC or other parties.
189. As noted previously, recent changes in the planning system, including the introduction of the NPPF, continue to affect housing policies at a local authority and, by extension, a neighbourhood level. This advice note has been provided in good faith by AECOM consultants on the basis of housing projections, distribution and assessment current at the time of writing (alongside other relevant and available information).
190. Bearing this in mind, it is recommended that the Town Council should monitor carefully strategies and documents with an impact on housing policy produced by NCC or any other relevant body and **review the neighbourhood plan accordingly to ensure that general conformity is maintained**. Most obviously, this includes monitoring the status of the development plan for Northumberland.
191. At the same time, monitoring ongoing demographic or other trends in the factors summarised in **Tables 4.1** and **4.2** would be particularly valuable.

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