

Sunderland Strategic Housing Market Assessment 2020

Sunderland City Council

Final Report

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Executive Summary

Introduction

The Sunderland Strategic Housing Market Assessment (SHMA) 2020 provides the up to date evidence to help to shape the future housing and related strategies and policies of the area. This study will inform work on the Council's Allocations and Designations Plan. The SHMA may also form part of the evidence for a future update to the Core Strategy and Development Plan (2015-2033). The key purpose is to provide detailed, robust and defensible evidence to the Council. It considers the need for affordable housing and the size, type and tenure of housing need for specific groups within the city. This research provides an up-to-date analysis of the social, economic, housing and demographic characteristics of the area.

The SHMA (2020) method incorporates:

- extensive review, analysis and modelling of existing (secondary) data;
- a comprehensive household survey (3,986 responses were received representing an 11.9% response rate);
- interviews with estate and letting agents operating within the area; and
- an online survey of stakeholders which included 21 representatives from strategic and local organisations.

The evidence base for the SHMA has been prepared in accordance with the requirements of the February 2019 National Planning Policy Framework (NPPF) and associated Planning Practice Guidance (PPG) and the findings provide an up-to-date, robust and defensible evidence base for policy development, in accordance with Government policy and guidance. For the purpose of clarity, Sunderland refers to the City of Sunderland local authority area.

Housing market context

House prices

Median house prices in Sunderland have consistently tracked below the North East region since 2000¹. Compared to England, Sunderland's median prices have been considerably lower, and the gap has widened over time

During 2018, median prices in Sunderland were £117,500, compared with £130,000 across the North East and £235,000 across England².

¹ Land Registry Price Paid Data

² Land Registry Price Paid Data

Dwelling stock and household profiles

This 2020 study assumes a total of 130,204 dwellings³. There is an estimated 6,203⁴ dwellings (4.8%) which are not occupied, the majority of which are vacant. This compares with a national vacancy rate of 2.5%⁵. The SHMA uses a base of 124,338 households across Sunderland⁶.

Based on the 2019 household survey, the tenure profile of Sunderland is:

- 59.8% owner occupied (36.0% outright and 23.8% owned with a mortgage or loan);
- 27.4% affordable (27.0% rented from a social landlord and 0.4% intermediate tenure (rent to buy, discounted sale and shared ownership)); and
- 12.9% private rented or living rent free.

The Valuation Office Agency (2019) reports that the housing type and size profile of Sunderland is:

- 19.7% 1 or 2-bedroom houses;
- 39.6% 3-bedroom houses;
- 10.3% 4 or more-bedroom houses;
- 7.0% 1-bedroom flats;
- 6.8% 2-bedroom flats;
- 1.0% 3 or more-bedroom flats;
- 3.8% 1-bedroom bungalows;
- 8.4% 2-bedroom bungalows; and
- 3.3% 3 or more-bedroom bungalows.

Demographic drivers

The official Office for National Statistics 2016-based population projections show little change over the period 2015-2033, from 277,300 in 2015 to 279,600 in 2033⁷, an overall increase of 0.8%. However, this does not take into account the aspirational policies of the Sunderland Core Strategy and Development Plan which seek to attract and retain population.

There will be a marked increase in the number and proportion of older residents. The population aged 65+ years is expected to increase by 31.2% from 52,500 in 2015 to 68,900 in 2033⁸. This compares with an increase of 40.1% across England over the same period. Population projections feed into household projections which form the basis of the standard method for calculating future housing need. However, the figures quoted are 'policy off' and

³ 2019 Council Tax

⁴ 2019 Council Tax. This compares with a MHCLG vacant dwelling stock estimate of 4,676 in 2018

⁵ 2017 MHCLG dwelling stock estimates and 2018 MHCLG vacant stock estimates

⁶ 2016-based ONS household projections for 2019

⁷ ONS 2016-based Subnational Population Projections

⁸ ONS 2016-based Subnational Population Projections

do not take into account policy interventions which may lead to higher population and household growth.

Economic drivers

Across Sunderland, the households survey (2019) indicated that 51.2% of Household Reference People⁹ are in employment; a further 31.4% are retired; 8.5% are permanently sick or disabled; 4.2% are either looking after the home or provide full-time care; 3.6% are unemployed and available for work and 1.0% are in full-time education or training.

The ONS identifies that across the Sunderland, residents' incomes are lower than national averages. Full-time lower quartile earnings in 2018 were £19,133 each year, compared with £21,273 across England. Median incomes were £25,289 compared with £29,869 across England¹⁰.

Dwelling need, type and mix

The dwelling requirement for Sunderland is at least 13,410 over the plan period 2015-2033 or 745 each year¹¹. The future need for different types and sizes of market dwelling has been assessed by modelling the relationship between households and dwellings along with the delivery of housing for younger age groups to support population retention. Evidence will help the Council deliver an appropriate range of dwelling stock for residents over the plan period. The SHMA evidence recommends the following profile of dwelling stock:

- 1-bedroom 10.2%, 2-bedroom 37.5%, 3-bedroom 39.8% and 4 or more bedroom 12.4%;
- a broad split of 73.2% houses, 12.8% flats, 12.6% bungalows and 1.4% other.

Affordable housing need

The scale of **affordable housing requirements** was assessed in the 2017 SHMA and the scale of underlying need is very similar according to latest evidence in this SHMA.

The gross annual shortfall of affordable housing is 2,187 dwellings. It is recommended that an affordable housing policy is maintained to ensure that shortfalls of affordable homes in particular areas and of particular types can be addressed; and ensure that a broad range of affordable home ownership options are made available to local residents. It is recommended that a tenure split is revised to 75% affordable/social rented and 25% intermediate tenure on the basis of latest evidence and the affordable housing target of 15% is maintained.

Overall dwelling mix

The overall dwelling mix recommendations for Sunderland are set out in Table ES1, based on an annual target of 745.

⁹ The term 'household reference person has replaced the term 'head of household' in ONS outputs

¹⁰ ONS 2018 Annual Survey of Hours and Earnings

¹¹ Sunderland Core Strategy and Development Plan 2015-2033

Table ES1 Overall mix by dwelling type, number of bedrooms and tenure			
Dwelling type/size	Tenure		Total
	Market (85%)	Affordable (15%)	
1 and 2-bedroom house	21.1	28.2	22.2
3-bedroom house	39.6	21.2	36.9
4 or more-bedroom house	13.5	6.2	12.4
1-bedroom flat	3.1	15.2	4.9
2 and 3-bedroom flat	8.7	11.5	9.1
1-bedroom bungalow	3.5	5.1	3.7
2-bedroom bungalow	7.9	4.9	7.5
3 or more-bedroom bungalow	2.5	0.9	2.2
Other	0.0	6.6	1.0
Total	100.0	100.0	100.0
Number of bedrooms	Market (85%)	Affordable (15%)	Total
House	74.3	55.6	71.5
Flat	11.8	26.7	14.0
Bungalow	13.9	11.0	13.4
Other	0.0	6.6	1.0
Total	100.0	100.0	100.0
Number of bedrooms	Market (85%)	Affordable (15%)	Total
1	7.3	26.4	10.2
2	36.4	43.8	37.5
3	42.7	23.6	39.8
4	13.5	6.2	12.4
Total	100.0	100.0	100.0

Note: Subject to rounding errors

The needs of other groups

The number of households headed by someone aged 65 or over is expected to increase by 12,583 (+27.6%) by 2033. The majority of older people 65 and over (66.9%) want to continue to live in their current home with support when needed according to the household survey, with help with repair/maintenance, gardening, cleaning and other practical tasks, which would help people remain in their own home. However, the household survey also points to a need to deliver a range of smaller dwellings (particularly bungalows/level access accommodation) for older people in the general market and specialist older persons housing provision.

Across Sunderland, there are currently around 4,879 units of specialist older persons accommodation. This includes 2,094 units of residential care (C2) dwellings and 2,785 specialist older persons dwellings (C3). It is estimated that an additional 1,997 units of specialist older person accommodation will be required by 2035. The SHMA does not specify the precise nature of specialist older person dwellings to be built. This is to allow flexibility in delivery and PPG states that 'any single development may contain a range of different types of specialist housing'. A key conclusion is that there needs to be a broader housing offer for older people across Sunderland and the SHMA has provided evidence of the scale and range of dwellings needed.

A wealth of information has been assembled from various sources which helps to scope out the likely level of disability across the Sunderland's population. Although it is a challenge to quantify the precise accommodation and support requirements, the SHMA has helped to scope out where needs are arising and has provided indicators of specific needs across various needs groups.

Regarding housing for people with disabilities, the household survey (2019) indicates that 30.7% of all residents have an illness/disability. This is an increase on the 2011 census figure of 21.6% of residents having a disability and 24.2% having their activities limited in some way. Around 7.9% of households live in properties which have either been purpose-built or adapted for someone with an illness or disability. There is expected to be an increase of around 821 dwellings needing major adaptation across all households to 2033.

Given the ageing population of the area and the identified levels of disability amongst the population, the Council already has an adopted policy position of 10% of new dwellings to meet the M4(2) accessible standard. The 2020 SHMA evidence would indicate a minimum of 25% all new dwellings are built to M4(2) accessible and adaptable standard and a need for 8% of new dwellings are built to wheelchair accessible M4(3). Future reviews of the local plan should take these needs into consideration subject to viability constraints.

1. Introduction

Background, aims and objectives

- 1.1 The Sunderland Strategic Housing Market Assessment (SHMA) has been commissioned by the council to inform work on the Allocations and Designations Plan. The SHMA may also form part of the evidence for a future update to the Core Strategy and Development Plan (2015-2033). The key purpose is to provide detailed, robust and defensible evidence to the Council.

Aims

- 1.2 The aims of the SHMA are to:
- Provide a detailed understanding of the current and future housing market, including an analysis of housing need, demand and supply;
 - Identify the housing needs of specific groups within Sunderland;
 - Better understand older person's housing need now and during the study period, including the role of retirement villages and general and specialist housing;
 - Determine the level of affordable housing needed and the appropriate mix of affordable housing; and
 - Provide a detailed market analysis for the Roker Avenue and Millfield area of the city, considering the concentration of Houses in Multiple Occupation (HMOs) and the demand for family housing.

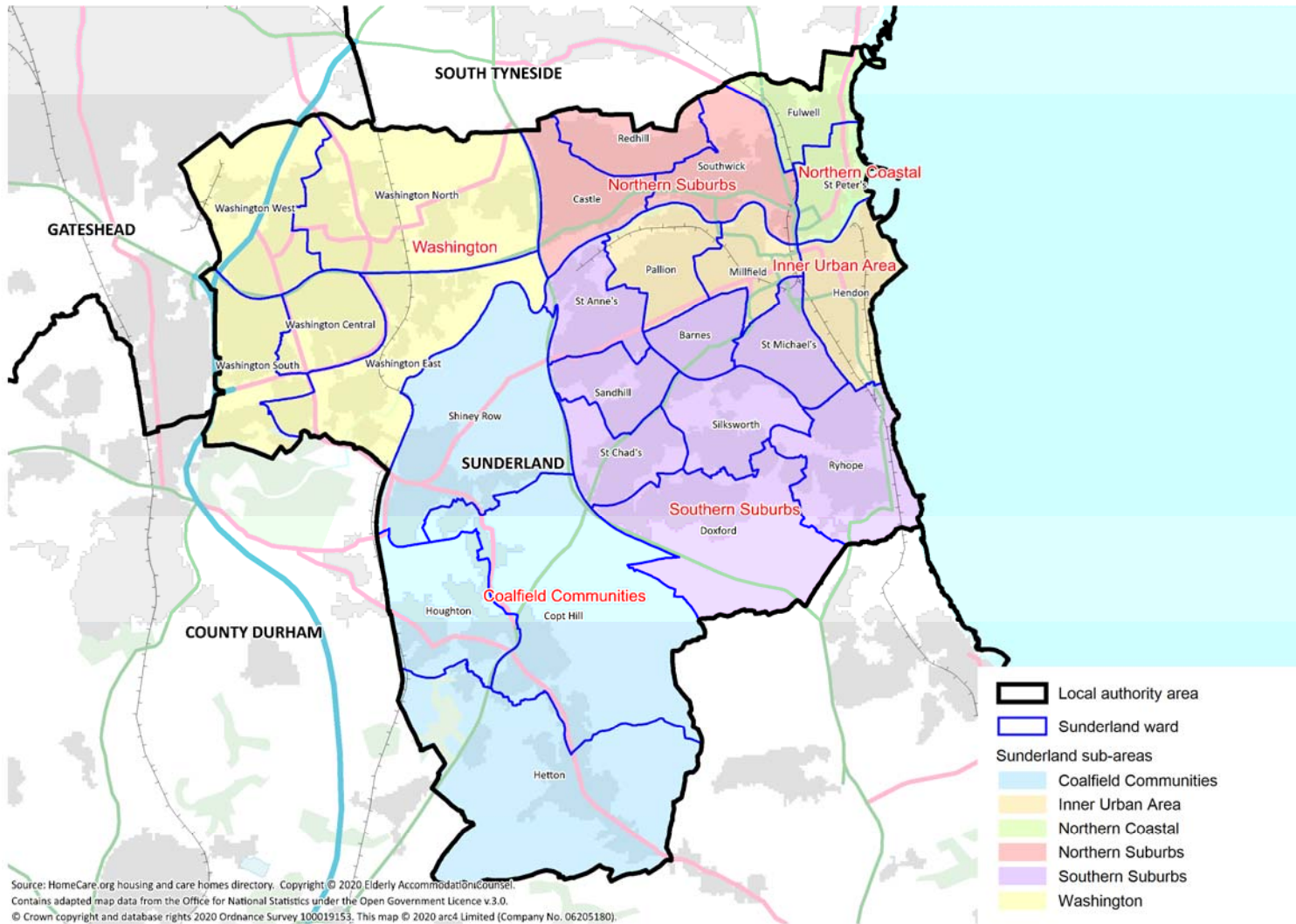
Geography

- 1.3 The City of Sunderland is located in Tyne and Wear in the North East region of England. For clarification, the term 'Sunderland' or 'City of Sunderland' used in this report refers to the local authority district which includes the city itself along with Washington, Houghton-le-Spring and other smaller settlements.
- 1.4 The resident population of Sunderland is estimated to be **277,417**¹² in 2018.
- 1.5 Map 1.1 illustrates the geographical context of Sunderland and the neighbouring local authorities. Sunderland is bordered to the west and south by County Durham, to the northwest by Gateshead and to the north by South Tyneside. It is bounded to the east by the North Sea.
- 1.6 Sunderland consists of six sub-areas and 25 wards. These can be seen in Map 1.1 below. The six sub-areas are:
- Coalfield Communities;
 - Inner Urban Area;
 - Northern Coastal;

¹² 2018 mid-year estimate, ONS

- Northern Suburbs;
 - Southern Suburbs; and
 - Washington.
- 1.7 Household survey data is available down to postcode level, and for the purposes of this report, data has been presented based on the six sub-areas represented in Map 1.1.
- 1.8 Lower Super Output Areas (LSOAs) have been used to present data on market activity as this provides detail at a small area level. Ward level data is available for bespoke analysis.

Map 1.1 The City of Sunderland geographical context



Research methodology

- 1.9 A multi-method approach has been adopted, which contains:
- A sample survey of households across Sunderland. 33,333 households in Sunderland were contacted during October and November 2019 and invited to complete a questionnaire. 3,986 questionnaires were returned and used in data analysis. This represents an 11.9% response rate overall and a sample error of +/-1.5% at the Sunderland level;
 - An online survey of stakeholders which included 21 representatives from strategic and local organisations;
 - Interviews with estate and letting agents operating within the area;
 - A review of relevant secondary data including the 2011 Census, house price trends, ONS sub-national population projections and 2014 MHCLG household projections, CORE lettings data and MHCLG statistics;
 - Modelling of data; and
 - A review of particular client groups relevant to the Council's requirements, including hard to reach and vulnerable groups.
- 1.10 Further information on the research methodology is presented at Appendix A.

Presentation of data

- 1.11 Data presented in this report is based on the 2019 household survey carried out as part of the SHMA, unless otherwise stated. Where possible, data are 'triangulated' which means several sources are drawn upon to establish robust output.
- 1.12 It is important to note that survey responses have been weighted to correct for response bias and then grossed up to reflect the total number of households and this process is explained in Appendix A. All survey information presented in this report is for weighted and grossed responses which are rounded up where appropriate. When survey responses are reported, base numbers can vary due to the number of respondents who choose to answer each question.

Report structure

- 1.13 The Sunderland SHMA 2020 report is structured as follows:
- **Chapter 2** reviews the national and regional policy context within which the research needs to be positioned;
 - **Chapter 3** considers the main features of the housing market dynamics including house price and rental trends, migration and travel to work patterns;
 - **Chapter 4** reviews the current housing stock and provides a detailed analysis of the main tenures;
 - **Chapter 5** considers the need for affordable housing;

- **Chapter 6** considers household groups with particular housing needs including those with a disability and additional needs;
 - **Chapter 7** sets out an assessment of dwelling type and mix for future housing development; and
 - **Chapter 8** concludes the report with a summary of findings and a consideration of strategic issues.
- 1.14 The report includes a technical appendix, which provides detailed material that underpins the core outputs of the SHMA. The technical appendix material includes:
- Research methodology (Appendix A);
 - Policy review (Appendix B);
 - Dwelling type and mix modelling (Appendix C)
 - Stakeholder survey (Appendix D);
 - Estate Agent review (Appendix E)
 - Affordable housing definitions (Appendix F); and
 - Needs of different groups (Appendix G)

2. Policy and strategic review

- 2.1 The purpose of this chapter is to set out the policy and strategic context for housing delivery in Sunderland.

National Planning Policy Framework

- 2.2 The latest National Planning Policy Framework (NPPF) was published in February 2019 which is supported by Planning Practice Guidance (PPG) which was updated in February and June 2019. The NPPF 2019 sets out the Government's planning policies for England and how these are expected to be applied. Appendix A sets out the paragraphs of the NPPF relevant to this study. The SHMA focuses in particular on the size, type and tenure of housing need for different groups of the community as set out in paragraph 61 of the NPPF.
- 2.3 The NPPF 2019 also sets out definitions relating to affordable housing which can be found at Appendix F of the SHMA.

Regional Context

- 2.4 Sunderland forms part of the North East Local Enterprise Partnership (LEP). The North East LEP comprises the seven Council areas of Durham, Gateshead, Newcastle, Northumberland, North Tyneside, South Tyneside and Sunderland. Whilst the LEP has no statutory land use planning powers, it is responsible for determining local economic priorities and undertaking activities to drive economic growth and local job creation. The North East LEP aims to, *deliver more and better jobs and have a more entrepreneurial economy*¹³. The LEP is responsible for driving the delivery of the North East's Strategic Economic Plan (January 2019)¹⁴, which has two headline targets:

'To increase the number of jobs in the North East economy by 100,000 between 2014 and 2024'; and

'For at least 70% of the new jobs, to be better jobs. A better job is defined as being in managerial, professional and technical roles'.

- 2.5 The North East LEP has secured significant capital funding from Central Government. Over the period 2014-2018 this has included support for 21 Enterprise Zones with £125 million of LEP investment. To date, £65.9 million has been invested across 13 projects with two programmes leveraging £85m from public and private funding. The regeneration of the Vaux site in Sunderland and the construction of the International Advanced Manufacturing Park (IAMP) in Sunderland/South Tyneside are just two of the 23 projects to benefit from £214 million capital investment in investment and infrastructure.
- 2.6 Sunderland is part of the North East Combined Authority (NECA), established in 2014. Since November 2018, NECA includes the four Local Authorities of Durham, Gateshead, South Tyneside and Sunderland. The ambition is *'to create the best possible conditions*

¹³ <https://www.northeastlep.co.uk/wp-content/uploads/2019/03/nel404-sep-refresh-2018-web-new-final.pdf>

¹⁴ <https://www.northeastlep.co.uk/wp-content/uploads/2019/03/nel404-sep-refresh-2018-web-new-final.pdf>

for growth in jobs, investment and living standards, making the North East an excellent place to live and work’.

Local context

Previous SHMAs

- 2.7 Sunderland’s latest Strategic Housing Market Assessment (SHMA) was published in May 2017 and identified an Objectively Assessed Housing Need of 768 units per annum. This was followed in April 2018 by a SHMA Addendum which considered the potential impacts of the International Advanced Manufacturing Park (IAMP) Area Action Plan (AAP). This concluded an OAN figure of 745 units per annum.

Strategy and Policy

- 2.8 A new City Plan¹⁵ has been developed for 2019-2030. It provides a guide for the Council and all partners and communities to work together to address the economic and social challenges of the area to achieve the vision, *‘by 2030 Sunderland will be a connected, international city with opportunities for all’*. A city which will be **dynamic, healthy and vibrant**.
- 2.9 The Sunderland Strategy (2008 to 2025), *‘Sunderland... for a better future’*, sets out the vision of the Sunderland Partnership for the city up to 2025. The strategy provides a framework for partnership members, including the city council, to work together to improve the quality of life in the city by 2025. The vision is about *‘creating a better future for everyone in Sunderland. Sunderland will be a welcoming, internationally recognised city where people have the opportunity to fulfil their aspirations for a healthy, safe and prosperous future.’*
- 2.10 The Partnership and Strategy see housing as one of four cross-cutting priorities, along with sustainability, creating inclusive communities, and culture. The following strategic priorities for housing have been established:
- Improve the choice of type, location and price of housing within attractive residential environments to meet 21st century aspirations and demands, helping to reverse the trend of outward migration;
 - Improve the quantity and quality of housing and ensure that sustainable communities are created;
 - Provide accommodation and support which meets the needs of Sunderland’s large and increasingly diverse population; and
 - Ensure that vulnerable people (e.g. those at risk of homelessness) have access to safe, appropriate accommodation and support.
- 2.11 The Council formally adopted the Core Strategy and Development Plan (2015-2033) on 30 January 2020, which sets out the overarching spatial strategy for development over the plan period up to 2033 as well as setting out a number of strategic site allocations..

¹⁵ https://www.sunderland.gov.uk/media/21728/City-Plan-Sunderland-2019-2030/pdf/City_Plan_2019-2030.pdf?m=637109883476870000

- 2.12 The Council adopted the International Advanced Manufacturing Area Action Plan (IAMP AAP) in November 2017. The AAP sets the planning framework for the delivery of an advanced manufacturing park on land to the north of the existing Nissan plant. The AAP has been prepared and adopted jointly between Sunderland and South Tyneside Council to reflect its location across both authority areas.
- 2.13 The Unitary Development Plan (UDP) for Sunderland was adopted in 1998 and was partially amended in 2007 by UDP Alteration No. 2 which covers the central Sunderland area. The UDP and Alteration continue to form part of the statutory development plan for the city, setting out the council's policies and proposals for the use and development of land and buildings across the city. Whilst a number of policies within the UDP and Alteration No.2 have been replaced by the Core Strategy and IAMP Area Action Plan, some have continued to be 'saved' as part of the development plan until they are replaced by the emerging Allocations and Designations Plan.
- 2.14 The final part of the Council's Local Plan will be the Allocation and Designations Plan which will be informed by this SHMA.
- 2.15 The Core Strategy and Development Plan contains a spatial vision for 2033 to continue the sustainable growth of Sunderland. In relation to housing the vision states:
By 2033, Sunderland will be a place that offers a mix of good quality housing of the types, sizes and tenures that meet the needs of existing and future communities.
- 2.16 There are 13 strategic priorities within the plan; Strategic Priority 4 come under the theme 'Homes' and is:
To provide a range and choice of accommodation, house types and tenures to meet the diverse needs of current and future residents
- 2.17 The key policies to note for this SHMA are:
- To support sustainable economic growth and meet people's needs, the Council, working with local communities, its partners and key stakeholders will deliver at least 13,410 net new homes and create sustainable mixed communities which are supported by adequate infrastructure (Policy SP1 Spatial strategy);
 - The Council will work with partners and landowners to seek to exceed the minimum target of 745 net additional dwellings per year (Policy SP8 Housing supply and delivery); and
 - All developments of 10 dwellings or more, or on sites of 0.5ha or more, should provide at least 15% affordable housing (Policy H2 Affordable homes).
 - Policies on housing mix (Policy H1), HMOs (Policy H6), accessible home requirements
- 2.18 The Council's Housing Strategy 2017-22 has three strategic priorities:
- Maximising housing growth and increasing the choice of housing;
 - Making the best use of existing homes and improving our neighbourhoods; and
 - Supporting vulnerable people to access and maintain housing.

Concluding comments

- 2.19 The main purpose of this chapter has been to consider the general policy and strategic context within which this research needs to be positioned. The Government has established its housing and planning priorities within the context of local decision-making and accountability, reduced capital expenditure on housing, fundamental changes to welfare, a changing role for social rented housing, and a need for future housing investment to support economic growth.
- 2.20 The importance of having robust and up-to-date information to help inform decision making at local authority level is evermore essential. In a challenging economic climate, this SHMA provides the council with an excellent range of material to inform the next stages of the Local Plan process and inform responses to local and sub-regional strategic housing priorities.

3. Understanding Sunderland housing market dynamics

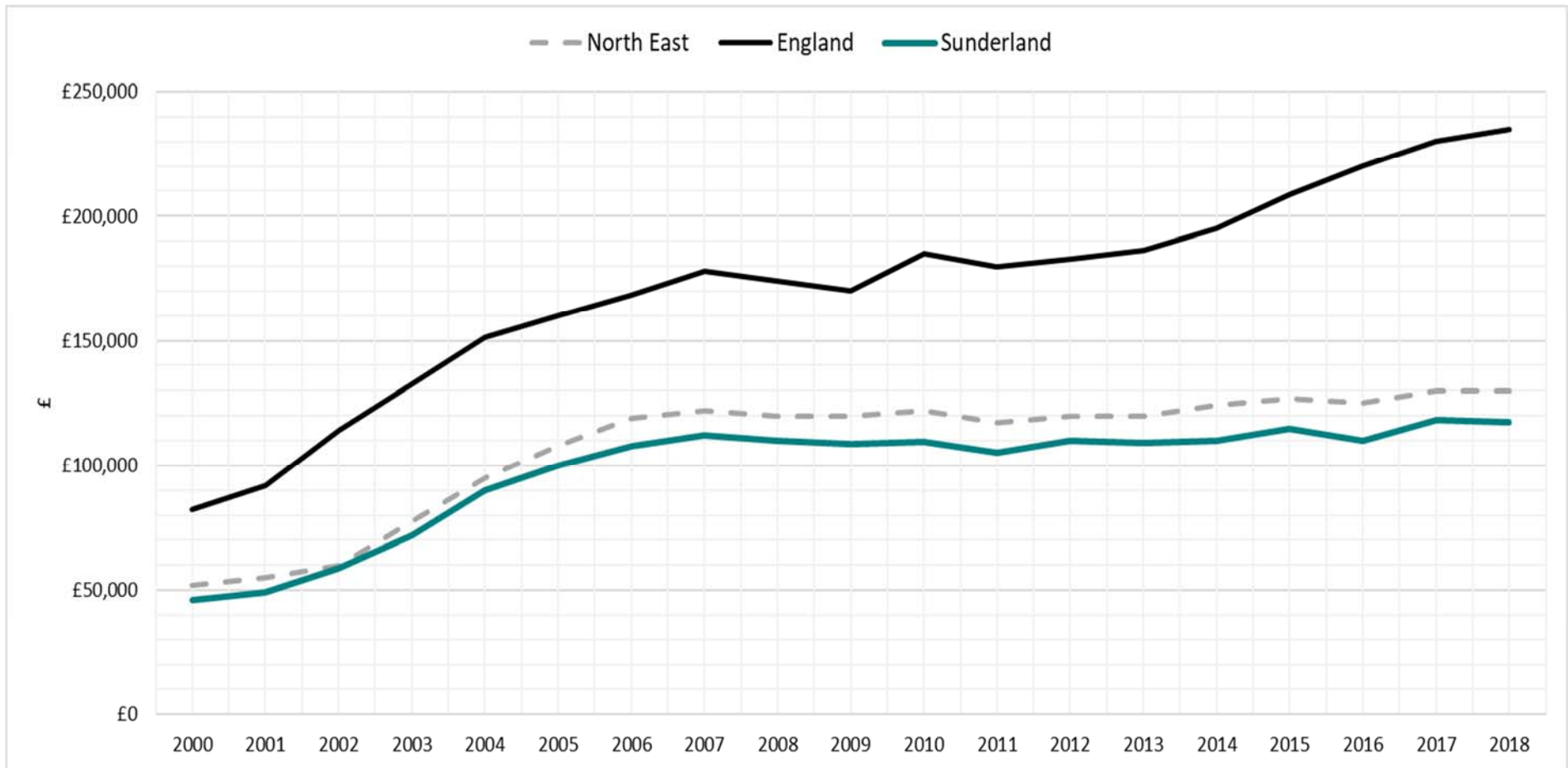
Introduction

- 3.1 The purpose of this chapter is to assess the geographical context of the housing market in Sunderland and its inter-relationships with other areas. By reviewing house prices, migration and travel to work patterns, a picture of the dynamics of the Sunderland local housing market emerges.
- 3.2 This chapter considers house price trends, relative affordability, household migration, travel-to-work patterns and dwelling completions data for the city.

House price trends

- 3.3 Figure 3.1 shows how house prices in Sunderland have changed over the years 2000 to 2018, based on full-year Land Registry price paid data. This is compared with the North East and England.
- 3.4 Median house prices in Sunderland have consistently tracked below the North East region since 2000. Compared to England, Sunderland's median prices have been considerably lower, and the gap has widened over time.
- 3.5 Median house prices in Sunderland more than doubled in the period 2000-2007, rising from £45,950 in 2000 to £112,000 in 2007. The next five years saw price stagnation, reflecting regional and national trends, with prices overall falling from £112,000 to £105,000. Since 2012 prices have continued to fluctuate with an overall trend of slow growth, similar to the region.
- 3.6 In 2000, Sunderland had the lowest median house prices amongst the group of six neighbouring areas and in 2018 Sunderland was second lowest to County Durham. This is set out in Table 3.1 alongside percentage change. Overall, median prices have increased from £45,950 in 2000 to £117,500 in 2018, an increase of +155.7%. The rate of growth in Sunderland is second lowest amongst the neighbouring authorities. The growth in Sunderland has been higher than that experienced across the North East region (+150.0%) but lower than England (+186.6%).

Figure 3.1 Median house price trends 2000 to 2018: Sunderland, North East and England



Source: MHCLG (2000 to 2010) and Land Registry Price Paid (2011 onwards)

Location	Median price (£)		% Change 2000-2018
	2000	2018	
England	£82,000	£235,000	186.6
North Tyneside	£56,000	£160,000	185.7
Gateshead	£47,575	£128,500	170.1
South Tyneside	£48,500	£130,000	168.0
Newcastle Upon Tyne	£59,000	£155,000	162.7
Sunderland	£45,950	£117,500	155.7
North East	£52,000	£130,000	150.0
County Durham	£48,000	£105,000	118.8

Source: MHCLG (2000) and Land Registry Price Paid (2018)

- 3.7 Table 3.2 examines lower quartile (LQ) prices and shows a similar picture to median prices. Overall, lower quartile prices have increased from £31,950 in 2000 to £75,000 in 2018. Sunderland experienced the second lowest LQ values amongst the neighbouring areas for both time points.
- 3.8 The rate of growth in Sunderland (134.7%) is again ranked second lowest amongst its neighbours. The growth in Sunderland has been below that experienced across England (+177.8%) and the North East region (+147.1%).

Location	LQ price (£)		% Change 2000-2018
	2000	2018	
North Tyneside	£37,000	£110,000	197.3
Newcastle Upon Tyne	£38,213	£110,000	187.9
England	£54,000	£150,000	177.8
Gateshead	£32,500	£89,000	173.8
South Tyneside	£32,500	£86,000	164.6
North East	£34,000	£84,000	147.1
Sunderland	£31,950	£75,000	134.7
County Durham	£31,000	£63,500	104.8

Source: MHCLG (2000) and Land Registry Price Paid (2018)

- 3.9 As outlined above, during 2018, median prices in Sunderland were £117,500 and LQ prices were £75,000. Taking 2007 as a baseline, median house prices have increased by +4.9% as a whole and lower quartile prices have decreased by -13.3%. Tables 3.3 and 3.4 set out comparative house price change by sub-area between 2007 and 2018.
- 3.10 The analysis for median house price change indicates that there has been variation across the area. Southern Suburbs and Washington have experienced small growth similar to Sunderland as a whole (+6.3% and +2.5% respectively). The Coalfield Communities sub-area has experienced the largest growth at +20.7%. In two-sub-areas,

prices have fallen; by -14.2% in Northern Suburbs and by -23.2% in Inner Urban Area. The Northern Coastal sub area had the highest median price in 2018, (£146,000) but prices have remained static since 2007.

Location	Median price by year (£)		% change 2007-2018
	2007	2018	
Coalfield Communities	110,000	132,750	20.7
Inner Urban Area	95,000	73,000	-23.2
Northern Coastal	145,000	146,000	0.7
Northern Suburbs	87,975	75,500	-14.2
Southern Suburbs	120,000	127,500	6.3
Washington	117,000	119,950	2.5
Total	112,000	117,500	4.9

Source: Data produced by Land Registry © Crown copyright 2019

- 3.11 The analysis for LQ price change indicates that all sub areas have seen falling prices. The Northern Coastal sub-area, with the highest LQ prices, has experienced the smallest decrease overall at -4.2%. The Inner Urban Area has seen prices fall by almost a third (-32.5%).

Location	LQ price by year (£)		% change 2007-2018
	2007	2018	
Coalfield Communities	85,000	75,250	-11.5
Inner Urban Area	77,000	52,000	-32.5
Northern Coastal	119,950	114,950	-4.2
Northern Suburbs	75,012	58,750	-21.7
Southern Suburbs	91,500	87,000	-4.9
Washington	90,000	82,500	-8.3
Total	86,500	75,000	-13.3

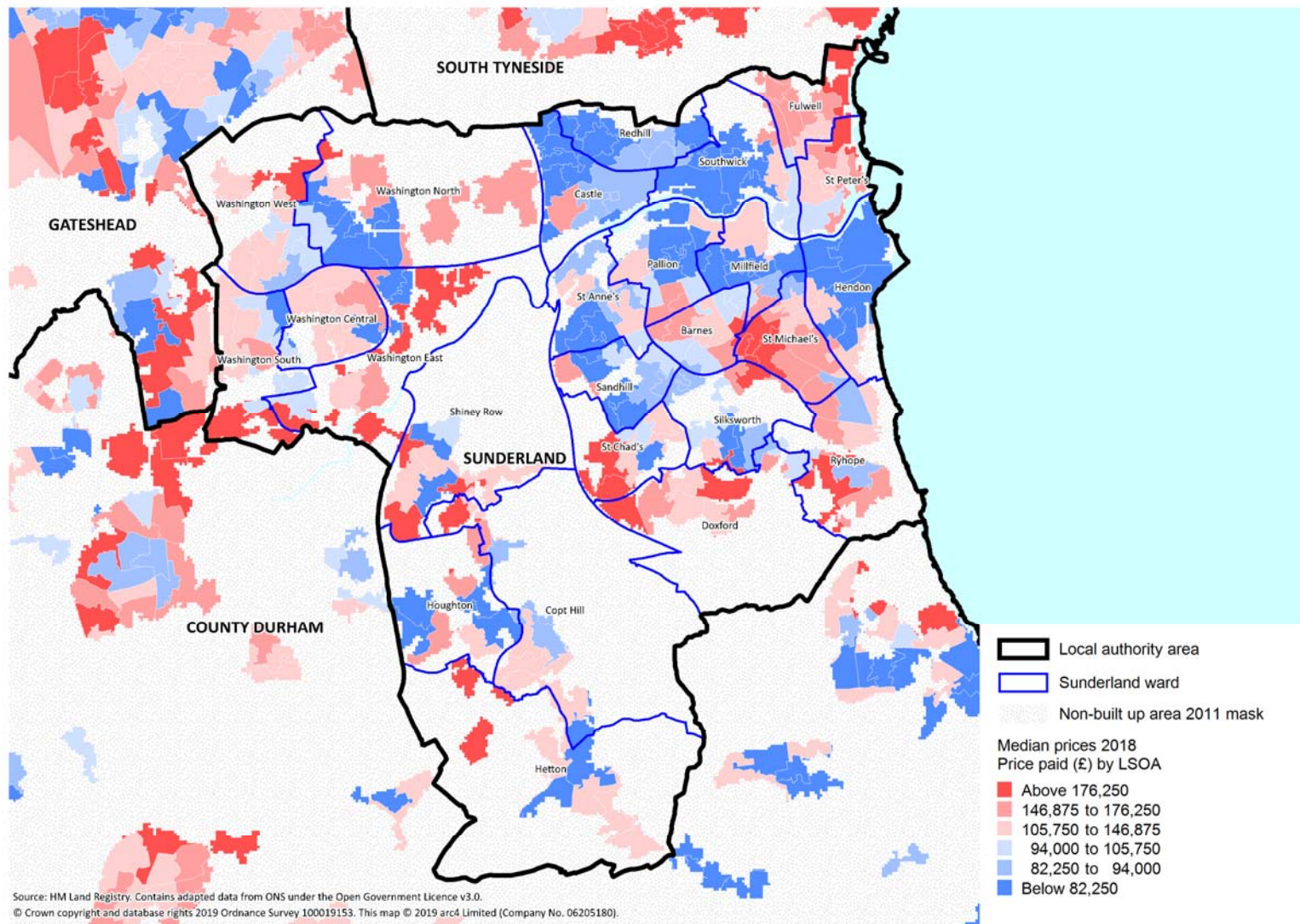
Source: Data produced by Land Registry © Crown copyright 2019

- 3.12 Maps 3.1 and 3.2 show house prices at the Lower Super Output Area across the city. Highest prices are in the Northern Coastal area and location within the Southern Suburbs (particularly Barnes and St. Michael's wards), Coalfield Communities (particularly Shiney Row and Houghton wards) and Washington (prices generally higher and highest in Washington West and Washington East wards). Prices tend to be lowest in the Northern Suburbs and the Inner urban area along with localities within Washington and the Coalfield Communities sub-areas.
- 3.13 Map 3.3 explores real house price change over an 11-year period, 2007 to 2018, in the city. It uses the Treasury Gross Domestic Product (GDP) deflator. The map indicates that most areas have seen a real decline in prices and the level of decline has exceeded 25% across much of Sunderland city itself. There are a small number of 'hot spots' where

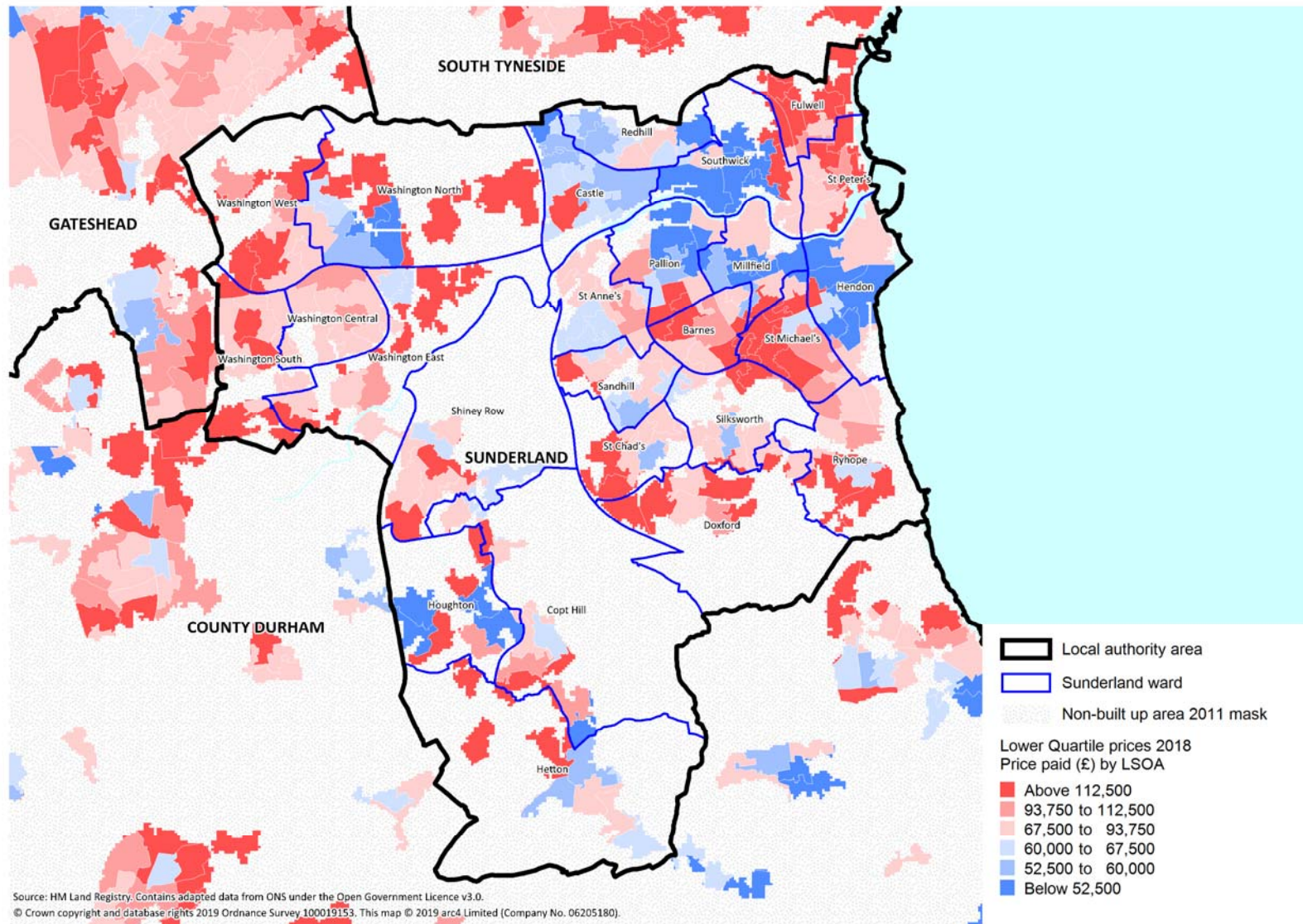
prices have increased by over 25% in real terms including parts of the Coalfield Communities and pockets within the city for instance in Doxford and Ryhope wards. There is also marked increase in Pallion and castle wards due to newbuild activity changing the underlying house price dynamics in these areas.

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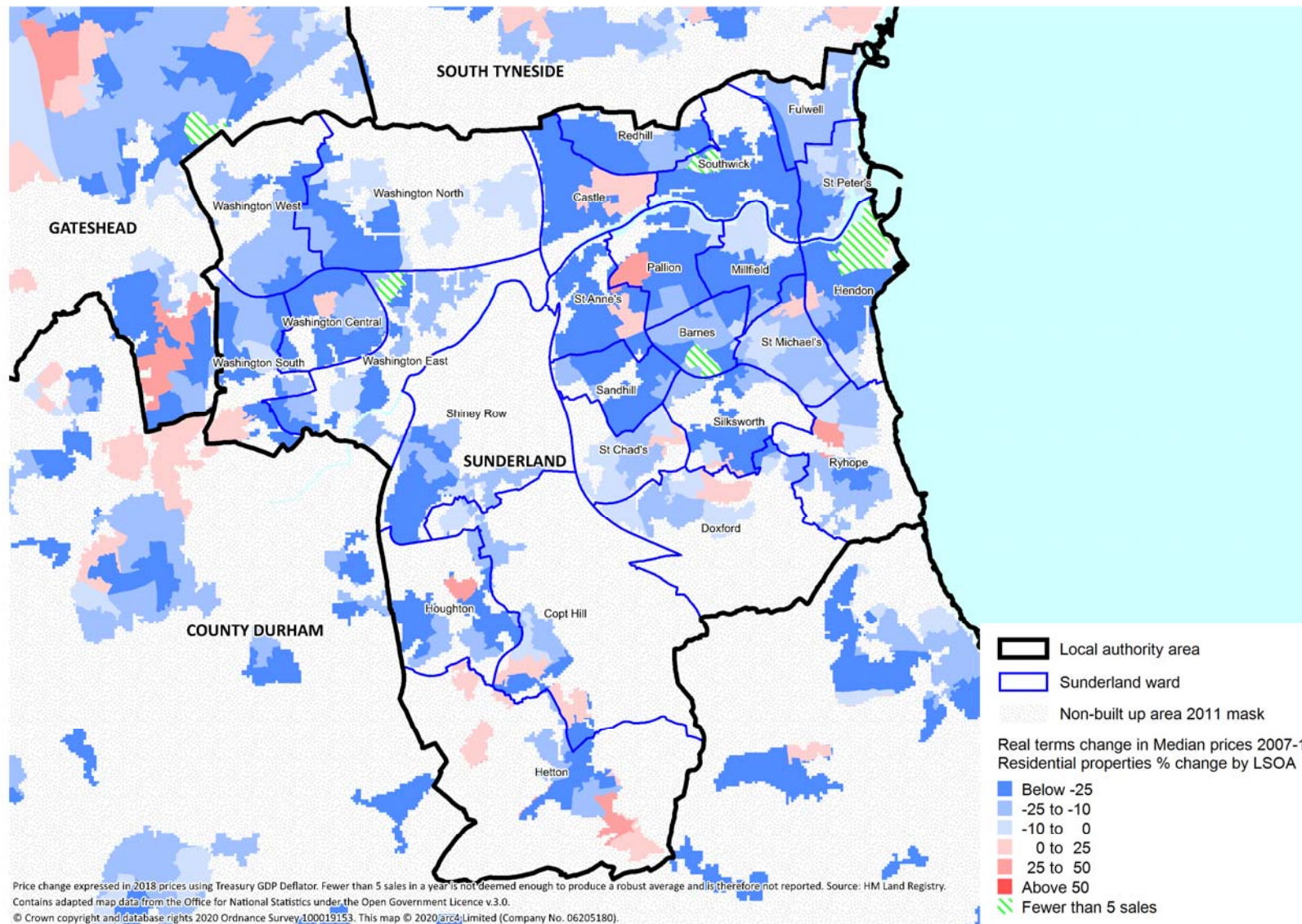
Map 3.1 Median house prices 2018 by built-up areas within the LSOAs of Sunderland and the adjacent authorities



Map 3.2 Lower Quartile house prices 2018 by built-up areas within the LSOAs of Sunderland and the adjacent authorities



Map 3.3 Median real house price percentage change, 2007 to 2018, by built-up areas within the LSOAs of Sunderland and the adjacent authorities



Relative affordability

- 3.14 The relative affordability of open market dwellings in Sunderland is compared with the other neighbouring local authorities, the region and England. Tables 3.5 and 3.6, produced by ONS, are based on a ratio of gross earnings to house prices using Land Registry Price Paid and ONS Annual Survey of Hours and Earnings data.
- 3.15 Relative affordability of lower quartile (LQ) price to LQ earnings is ranked, based on 2018 least-to-most affordable ratios in Table 3.5. The table presents both the ratio for people who work in Sunderland (workplace-based) and those who live in Sunderland (residence-based). For both ratios, Sunderland is ranked second bottom in the table, just under the North East average. Sunderland is more affordable than four out of its five neighbouring authorities. Sunderland has a LQ house price to income ratio in 2018 of 4.22 (workplace-based), i.e. lower quartile house prices are 4.22x LQ gross earnings. The ratios show that LQ prices are more affordable to Sunderland workers than Sunderland residents, although the differences are small.

Table 3.5 Relative affordability of lower quartile (LQ) prices by local authority area, North East and England, workplace-based and residence-based, 2016-2018.

Area	Workplace-based			Area	Residence-based		
	2016	2017	2018		2016	2017	2018
England	7.16	7.26	7.29	England	7.16	7.26	7.29
North Tyneside	5.71	5.81	5.82	Newcastle Upon Tyne	5.61	5.77	5.89
Newcastle Upon Tyne	5.78	5.51	5.79	North Tyneside	5.68	5.62	5.72
Gateshead	5.00	4.94	5.18	Gateshead	5.07	4.86	4.99
South Tyneside	<i>4.85</i>	4.93	4.98	South Tyneside	4.80	4.73	4.83
North East	4.72	4.63	4.76	North East	4.69	4.60	4.73
Sunderland	4.28	4.16	4.22	Sunderland	4.39	4.27	4.36
County Durham	3.83	3.75	3.70	County Durham	3.79	3.70	3.61

**Italics* mean annualised weekly earnings are used instead of annual earnings

Sources: ONS Ratio of house price to workplace-based and residence-based earnings

- 3.16 Table 3.6 shows the relative affordability based on median prices and earnings and the findings are similar to the conclusions for the LQ analysis. Sunderland is ranked second bottom in the table amongst the neighbouring comparators and is more affordable than the region and England. Again, Sunderland is more affordable than four out of its five neighbouring authorities. The city has a median house prices to income ratio of 4.85x (workplace-based). Similar to LQ ratios, the median ratios show that prices are more affordable to Sunderland workers than Sunderland residents, although the differences are small.

Table 3.6 Relative affordability of median prices by local authority area, North East and England, workplace-based and residence-based, 2016-2018

Area	Workplace-based			Area	Residence-based		
	2016	2017	2018		2016	2017	2018
England	7.72	7.91	8.00	England	7.72	7.91	8.00
North Tyneside	6.12	6.30	6.12	Newcastle Upon Tyne	5.83	5.84	5.94
South Tyneside	5.89	5.74	5.78	North Tyneside	5.94	5.92	5.88
Newcastle Upon Tyne	5.78	5.47	5.75	South Tyneside	5.56	5.27	5.46
Gateshead	5.19	5.25	5.32	North East	5.20	5.18	5.29
North East	5.22	5.21	5.32	Gateshead	5.19	5.04	5.23
Sunderland	4.62	4.78	4.85	Sunderland	4.77	5.02	4.98
County Durham	4.59	4.54	4.48	County Durham	4.44	4.44	4.38

Sources: ONS Ratio of house price to workplace-based and residence-based earnings

Household migration

3.17 The 2019 household survey identified that 29.0% of households had moved home in the preceding five years. Of households who moved home in the previous five years:

- In terms of tenure, 34.2% of moving households previously lived in an owner-occupied property, 27.3% previously lived in private rented or tied accommodation, around 24.2% had lived in affordable housing (including social rented, shared ownership and shared equity) and 14.3% had been living with family or friends;
- The main reasons for moving were wanting a nicer house (24.3%), followed by wanting to live closer to family or friends (18.3%) and wanting to live in a nicer area (17.6%);
- 32.5% said they are planning to move again within the next 5 years, with around 5.8% stating they would like to move but are unable to;
- Of those planning to move again, 72.9% would like to move to a house, 21.3% to a bungalow, 5.6% wanted to move to a flat and 0.3% other; and
- Of those planning to move again 58.6% thought they would most likely move into a home where they would be an owner-occupier and 30.8% said that they were most likely to move to affordable housing. The remaining 10.5% said they were most likely to rent privately.

3.18 The 2019 household survey found that 21,178 (21.6%) households plan to move in the next five years. A further 7,729 (7.9%) households would like to move but are unable to. 59.4% of these households said that this is because they cannot afford to move.

3.19 The household survey identified the following characteristics relating to those households planning to move in the next five years:

- In terms of the number of bedrooms, 36.8% of households would like three bedrooms in their next property and 35.2% would like two bedrooms as a minimum. 20.8% would like 4 or more-bedrooms and 7.3% would like 1-bedroom;
- 35.8% of households would like a detached house, 25.9% would like a semi-detached house, 27.6% would like a bungalow, 5.3% would like a flat or apartment, 4.6% would like a terraced house and 0.7% other dwelling types;

- For tenure, households reported a preference for owner occupation: 57.7% stated they were most likely to move into owner occupation, 31.8% most likely to move into affordable housing (including social rented, shared ownership, shared equity, help to buy and rent to buy), and 10.5% into private renting;
 - The main reasons why households plan to move are wanting a nicer house (21.3%) and wanting to live in a nicer area (11.1%).
- 3.20 Table 3.7 sets out the stated first-choice destination of households planning to move in the next five years. The majority of people (78.6%) want to remain living within Sunderland. Of those planning to move outside of Sunderland, 5.0% of households said they would like to move County Durham (including Durham City) and 4.4% stated elsewhere in the UK.

Table 3.7 First choice destination of households planning to move home in the next five years	
Destination	% stating as first preference
Within Sunderland	77.9
Newcastle	2.5
Gateshead	1.9
South Tyneside	1.8
Elsewhere in Tyne and Wear	1.4
Easington/Seaham	2.0
Durham City	1.6
Elsewhere County Durham	2.5
Elsewhere in North East	3.2
Elsewhere in the UK	4.7
Outside UK	0.7
Total	100.0
Base (valid responses)	18,734

Source: 2019 household survey

- 3.21 Table 3.8 provides further detail of the location choices of households planning to move by sub-area.

Table 3.8 First choice destination by current sub-area

First choice area	Sub Area (%)						
	Coalfield Communities	Inner Urban Area	Northern Coastal	Northern Suburbs	Southern Suburbs	Washington	Total
Within Sunderland							
Hetton Ward (including Easington Lane, East Rainton, Hetton Le Hole & Moorsley)	18.2	0.0	0.0	2.4	0.0	0.4	2.9
Houghton Ward (including Burnside, Chilton Moor, Fencehouses & Houghton Le Spring)	18.1	4.9	0.0	1.0	0.6	0.0	3.6
Copt Hill Ward (including, Hetton Downs/Eppleton, Hetton Le Hole, Newbottle & Houghton Le Spring)	9.5	0.0	0.0	2.4	0.0	0.0	1.6
Shiney Row Ward (including Penshaw, Shiney Row & Offerton)	10.7	0.0	0.0	0.0	0.0	4.6	2.3
Hendon Ward (Hendon)	1.4	2.8	0.0	0.0	0.0	0.0	0.6
Millfield Ward (Millfield)	1.6	14.4	0.0	0.0	0.0	0.0	2.4
Pallion Ward (including Ford & Pallion)	0.0	8.3	0.0	0.0	1.9	0.0	1.8
Fulwell Ward (including Fulwell and Seaburn)	3.3	15.0	50.6	22.0	10.3	5.0	14.4
St Peters Ward (including Monkwearmouth & Roker)	0.0	0.0	14.1	7.9	0.0	0.0	2.3
Southwick Ward (including Carley Hill, Marley Potts and Southwick)	0.0	0.0	0.0	12.0	0.0	0.0	1.4
Castle Ward (including Castletown, Hylton Castle, Town End Farm)	0.0	0.0	0.0	12.7	0.0	0.0	1.5
Redhill Ward (including Downhill, Hylton Red House, Witherwack)	0.0	0.0	0.0	20.0	0.0	0.0	2.4
Ryhope Ward (including Grangetown & Ryhope)	2.8	7.7	0.0	0.0	3.8	0.0	2.7
Doxford Ward (including, Burdon, Doxford Park, Moorside, Ryhope and Silksworth)	0.0	2.9	0.0	0.0	13.6	0.0	4.6
St Chads Ward (including East Herrington & Farringdon)	1.4	0.0	0.0	2.4	6.0	0.0	2.3
Silksworth Ward (including Silksworth & Tunstall)	0.0	0.0	1.6	0.0	10.0	0.0	3.3
Sandhill Ward (including Grindon, Hastings Hill & Thorney Close)	1.6	0.0	0.0	0.0	3.8	0.0	1.4
Barnes Ward (including, Barnes/Humbledon & Plains Farm)	0.0	15.7	0.0	0.0	9.3	0.0	5.2
St Michaels Ward (including Ashbrooke & Tunstall)	0.0	5.7	0.0	13.4	11.6	0.0	6.0
St Annes Ward (including Grindon, Pennywell and South Hylton)	0.0	5.4	0.0	1.6	8.9	0.0	3.8
Washington North Ward (including Concord, Sulgrave & Usworth)	1.4	0.0	0.0	0.0	0.0	12.5	2.5
Washington South Ward (including Ayton, Lambton, Oxclose & Rickleton)	0.5	0.0	0.0	0.0	0.6	7.9	1.7
Washington East Ward (including Barmston, Fatfield & Harraton)	0.0	0.0	1.6	0.0	0.0	11.5	2.3
Washington West Ward (including Albany, Blackfell, Donwell & Springwell)	0.0	0.0	0.0	0.0	0.0	12.2	2.2
Washington Central Ward (including, Biddick/Columbia, Glebe, Lambton & Washington Village)	0.5	0.0	0.0	0.0	0.0	13.4	2.5
Within Sunderland Total	70.9	82.7	67.9	97.6	80.4	67.6	77.9
Outside Sunderland							
Newcastle	2.8	4.9	10.8	0.0	0.8	0.3	2.5
Gateshead	2.8	0.0	6.1	0.0	0.0	5.0	1.9
North Tyneside	0.0	0.0	0.0	0.0	0.0	0.3	0.1
South Tyneside	0.5	1.2	1.6	0.0	0.6	6.3	1.8
Easington/Seaham	1.9	0.9	0.6	0.0	4.3	1.1	2.0
Durham City	6.3	0.9	0.0	0.0	1.1	1.1	1.6
Elsewhere in Co. Durham	4.1	0.0	0.0	0.0	3.6	4.6	2.5
Elsewhere in Tyne & Wear	0.0	2.0	1.6	0.0	2.1	1.1	1.3
Elsewhere in North East	4.7	0.0	9.8	0.0	2.8	3.7	3.2
Elsewhere in UK	4.7	7.4	1.6	0.0	3.6	8.9	4.7
Outside UK	1.4	0.0	0.0	2.4	0.6	0.0	0.7
Outside Sunderland Total	29.1	17.3	32.1	2.4	19.6	32.4	22.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Base (Households planning to move)	2638	2794	1829	2254	5781	3436	18732

Source: 2019 household survey

- 3.22 Table 3.9 considers the ‘push and pull’ factors which led to a preference to live in Sunderland or move elsewhere. The key driver for staying within the city was to be close to family/friends. For those planning to move out of the city there were a broader range of factors influencing their decision including employment and wider choice of shops/service and cultural/leisure activities.

Factor	Preference	
	Stay in Sunderland (%)	Move out of Sunderland (%)
Employment	30.3	31.6
Schools/education	15.8	15.0
Health or social care reasons	10.2	8.1
Close to friends or relatives	63.1	39.7
Wanted to live near the sea	22.9	13.5
Wide choice of shops and services	11.9	18.3
Wide choice of culture or leisure activities	4.5	24.0
Needed specialist accommodation only available in Sunderland	1.2	4.2
Other	14.4	19.1
Base (valid responses)	16072	5597

Past trends in housing delivery

- 3.23 Over the period 2009/10 to 2018/19 there has been an average of 581 completions (net) each year across Sunderland and 796 (net) annually over the past four years (Table 3.1)

Year	Market Gains	Affordable Gains	Total gains	Total stock losses	Net	Target
2009/10	258	356	614	230	384	
2010/11	219	511	730	359	371	
2011/12	381	99	480	285	195	
2012/13	210	243	453	203	250	
2013/14	366	159	525	4	521	
2014/15	390	520	910	3	907	
2015/16	769	147	916	27	889	745
2016/17	571	177	748	38	710	745
2017/18	807	231	1038	158	880	745
2018/19	519	233	752	46	706	745
Grand total (10 years)	4,490	2,676	7,166	1,353	5,813	
Annual average (past 10 years)	449	268	717	135	581	
Grand total (past 4 years)	2,666	788	3,454	269	3,185	2,980
Annual average (past 4 years)	667	197	864	67	796	745

Source: Sunderland Council, Appendix 3 Changes to Dwelling stock. Target: Annual Housing Requirement for plan period 2015-2033; MHCLG Table 1011 Affordable Completions

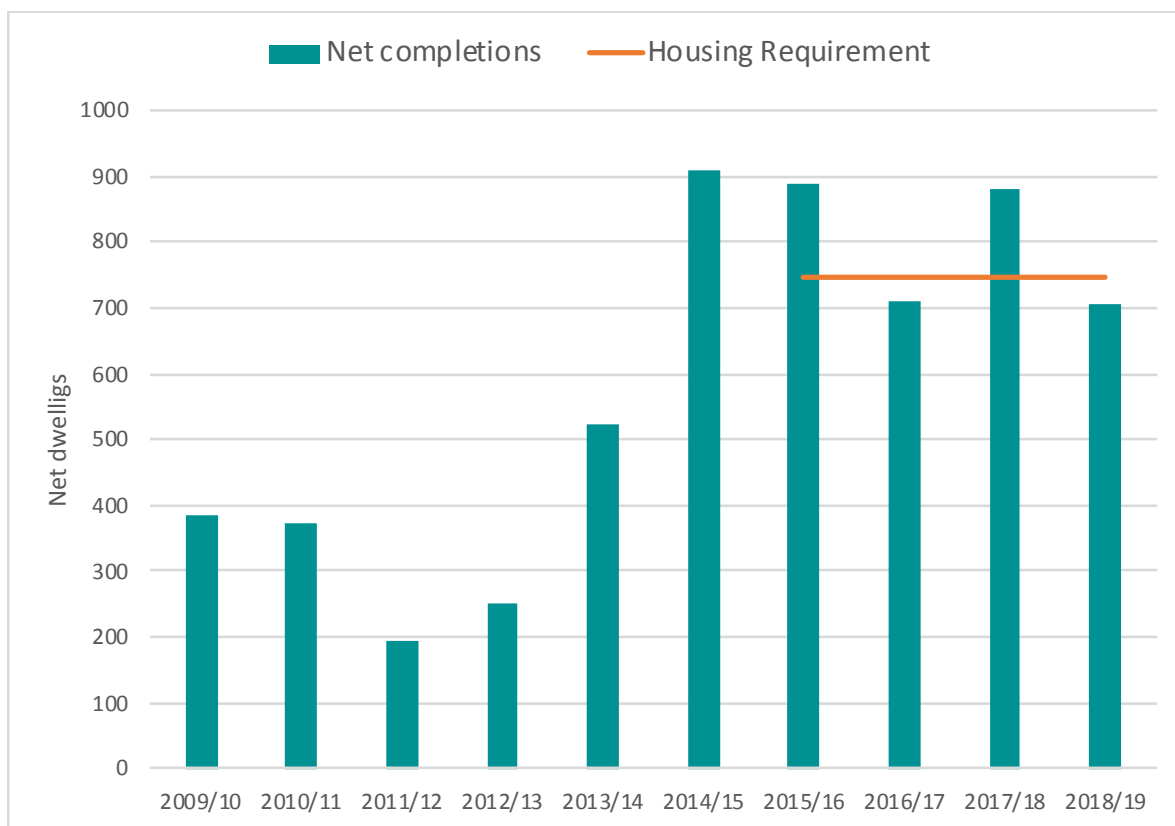
The market gains figure takes account of newbuild, change of use to residential and residential splits

The stock losses figure takes account of demolitions, changes of use from residential and residential mergers

This table incorporates MHCLG data on affordable completions to derive a market completion figure based on total gains minus affordable completions.

- 3.24 Prior to the plan period, demolitions within Sunderland have had a considerable impact on gross completions. This has been in the main the regeneration and renewal programme of Gentoos homes (council stock was transferred to Gentoos homes back in 2001). Since 2013/14 there has been a step change in delivery and, as outlined above, over the most recent four-year period there have been an average of 796 net completions, slightly higher than the housing requirement set out in the Core Strategy and Development Plan. It was noted in the 2017 SHMA that the high completions between 2014 and 2016 were also partly attributed to the council's extra care programme delivering high completions. A comparison of annual completions with annual targets (when available) is presented in Figure 3.2.

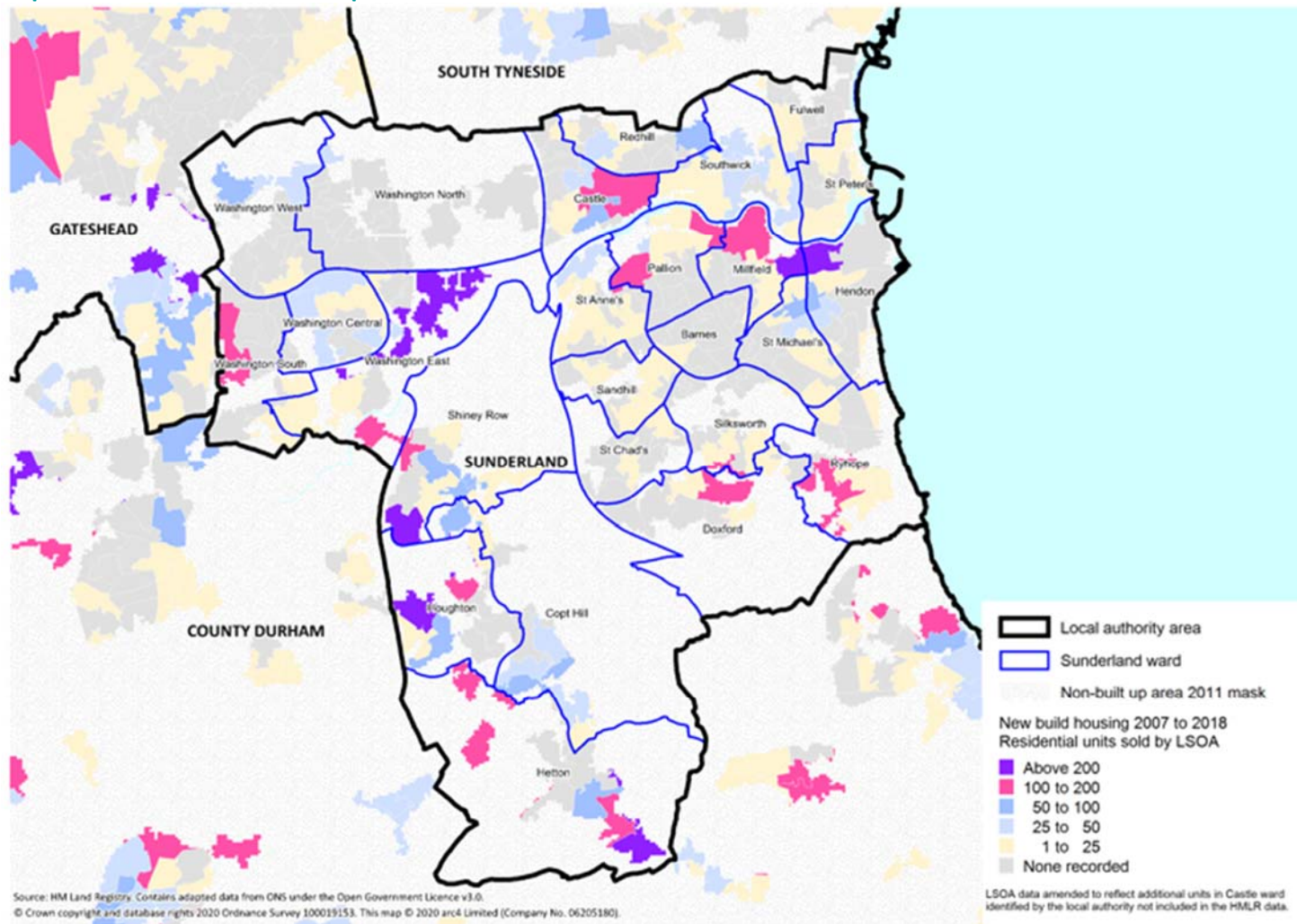
Figure 3.2 Net dwelling completions, compared with the annual target, 2009/10 to 2018/19



Source: Sunderland Council, Appendix 3 Changes to Dwelling stock. Target: Annual Housing Requirement for plan period 2015-2033.

3.25 Map 3.4 shows where newbuild activity has taken place over the period 2007-2018 by Lower Super Output Area. There are several areas with above 100 units sold and there are particular concentrations of development in Washington East, Millfield, Houghton and Hetton.

Map 3.4 Newbuild development in Sunderland 2007-2018



Economic data

3.26 The following data provides a broad overview of the economic landscape of Sunderland:

- The 2019 household survey reported that 51.2% of Household Reference People¹⁶ are in employment; a further 31.4% are retired; 8.5% are permanently sick or disabled; 4.2% are either looking after the home or provide full-time care; 3.6% are unemployed and available for work and 1.0% are in full-time education or training;
- According to the Office for National Statistics (ONS) Annual Survey of Hours and Earnings, full-time lower quartile resident earnings in 2018 across Sunderland were £19,133 each year. The lower quartile earnings for England were £21,273;
- Full-time median resident incomes in 2018 were £25,289, compared with a national median of £29,869; and
- In terms of income, the 2019 household survey identified that across Sunderland 45.4% of households receive less than £18,200 gross per year, 43.2% receive between £18,201 and £49,400 per year, 10.2% receive between £49,401 and £101,400 per year and 1.1% receive more than £101,401 per year.

Stakeholder views on the market

3.27 Stakeholders responding to the online survey were asked to identify what they perceive to be the strengths and weaknesses of Sunderland's housing. Stakeholders gave a range of views on this which are outlined below. A full analysis of the findings of the online stakeholder survey is set out in Appendix D.

3.28 Strengths identified included:

- In comparison to other areas of the country, land is not as expensive. The location is ideally suited for links to major road networks, access into other large urban areas as well as access to the countryside and coast. There is reasonable light rail access to parts of the city as well as a main line rail link;
- Strength in volume house building plans and developing good mix of new homes to meet future employment and community needs;
- High and low value areas, good employment;
- High levels of affordable housing compared to other parts of the country;
- Good mix/variety of housing in various price ranges in most areas;
- Green space, housing growth strong, good conditions in social sector, good Extra Care programme; and
- There are lots of opportunities to grow.

3.29 Weaknesses identified included:

- Generally, too many areas of poor housing and undesirable areas thought to be due to high unemployment;

¹⁶ The term 'household reference person has replaced the term 'head of household' in ONS outputs

- A lack of quality and choice of accommodation available;
- The poor offer of the private rented sector particularly in terms of being low quality and dominated by low cost, small properties. Stakeholders did not agree as to whether there was too much or too little private rented sector housing;
- Too many landlords in the private rented sector not managing their properties or tenants effectively and not enough registered landlords;
- Empty properties, thought to be caused in part by students moving to purpose-built accommodation, creating an over-supply;
- Stock condition and supply of affordable housing was generally thought to be a positive however the large concentrations of social housing were noted as a weakness;
- A lack of executive style housing, particularly in the city centre wards to attract high-income earners. One stakeholder commented however that there were far too many executive homes;
- Not enough, and not enough of a range of good quality affordable homes for older and vulnerable people. One stakeholder commented that there is an oversupply in extra care homes/sheltered schemes; and
- A shortage of Rent to Buy accommodation.

Observations and face to face interviews with estate and letting agents

- 3.30 During December 2019 we visited the area and conducted face to face interviews with estate and letting agents and a small number of on-site new build sales agents. Agents were not present in some of the smaller areas and some were branches of an agency which meant that discussion centred on both the local sub-market and the city in general. The full agent review can be found in Appendix E.
- 3.31 The city's housing market is complex, we endeavoured to add insights through our interviewing. The market comprises:
- an active shipping port;
 - a university;
 - an area for visitors, (coastline and shopping); and
 - residential areas that support the current labour force often housed in housing constructed for former industries such as ship buildings and coal mining.

Key findings

- Given low house prices and good returns on investment there is better balance between supply and demand for rental housing than is apparent in many parts of England;
- however, given low entry level prices there is ample opportunity for those with the financial standing for a mortgage to become homeowners;

- there is concern about older owner occupiers, as many live-in low value housing and have limited headroom to fund more suitable housing or self-funded adapted housing in future;
- Sunderland Cottages are noteworthy in that they have similar prices but lower utility for families with children than family housing in Washington, yet prove popular and are part of Sunderland's heritage;
- due to low house prices and good returns, investors appear able to respond to demand although there is avoidance of the lowest price homes;
- lowest price housing on offer is of concern, many offered at auction. Lowest prices are at the bottom end of what we have seen elsewhere in England, indicating a combination of poor condition and low demand; and
- factors for optimism are the metro, the coastline, the rural area morphing into County Durham.

Concluding comments

- 3.32 The purpose of this chapter has been to consider the general housing market context of Sunderland and its inter-relationships with other areas. By reviewing house prices, relative affordability, and dwelling completions, a picture of the market dynamics of the city emerges.
- 3.33 Median house prices in Sunderland have consistently tracked below the North East region since 2000. Compared to England, Sunderland's median prices have been considerably lower and the gap has widened over time. During 2018, median prices in Sunderland were £117,500, compared with £130,000 across the North East and £235,000 across England. In 2018, the median house price in Sunderland was second lowest of all the neighbouring local authority districts. Since 2000, house prices increased by +155.7%, which is again the second lowest when ranked amongst neighbouring local authority districts.
- 3.34 Relative affordability, taking account of average earnings, shows that Sunderland is the second most affordable local authority area compared with neighbouring local authority areas. For lower quartile and median house prices, Sunderland is more affordable than the North East and England.
- 3.35 Over the period 2009/10 to 2018/19, there were 7,166 gross dwelling gains of which 2,676 were affordable dwellings. 1,353 dwellings were lost, mainly through clearance, leaving a net gain of 5,813 dwellings over the period. Over the past four years there has been an average net gain of 796 dwellings.

4. Housing stock review

Introduction

- 4.1 The purpose of this chapter is to explore the characteristics of Sunderland's housing stock, focusing on the current stock profile; house condition and tenure characteristics. This includes a detailed analysis of the major tenures: owner occupation, private rented sector and affordable housing.

Estimates of current dwellings in terms of size, type, condition, tenure

- 4.2 There are several sources of data that estimate the scale and attributes of Sunderland's dwelling stock. The most recent data available relating to dwelling stock and households is reported in Table 4.1.

Data source	Dwellings	Source
2019 Valuation Office Agency total dwellings	129,850	VOA Table CTSOP3.0
2019 Valuation Office Agency identifiable (excluding Annex and Unknown)	128,920	VOA Table CTSOP3.0
2018 MHCLG Dwelling Stock Estimates	127,830	MHCLG Live Tables on Dwelling Stock Table 100
2019 Council Tax (raw address file)	130,204	Council
Data source	Households	Source
2014-based DCLG household projections 2019 figure	124,438	DCLG
2016-based ONS household projections 2019 figure	124,338	ONS

- 4.3 Council Tax address file reports a total of **130,204** dwellings in Sunderland and this is used as the baseline for the SHMA. The latest ONS household projection for 2019 is used for the total number of households for the purposes of the household survey analysis; **124,338**. Baseline dwelling and household statistics for each of the sub-areas is set out in Table 4.2.

Sub-area	Dwellings	Households
Coalfield Communities	19,666	18,780
Inner Urban Area	17,464	16,677
Northern Coastal	11,265	10,758
Northern Suburbs	15,174	14,491
Southern Suburbs	41,576	39,703
Washington	25,059	23,929
Total	130,204	124,338

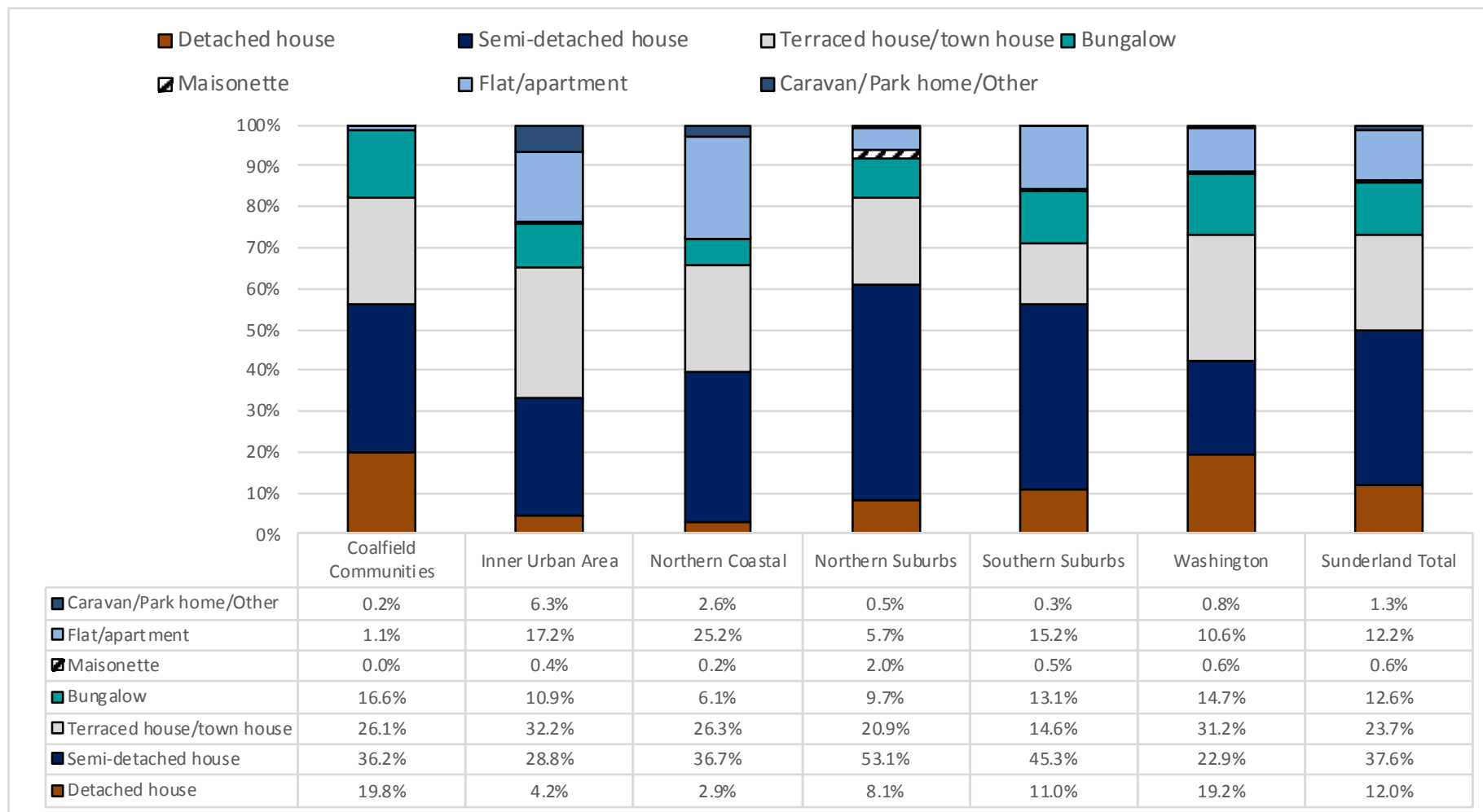
Source: 2019 Council Tax, 2019 household survey (households)

- 4.4 According to 2019 Council Tax statistics, there are an estimated 6,203 vacant dwellings (representing 4.8% of the total dwelling stock of 130,204). This is above the national rate of 2.5%). The vacancy rate in Sunderland is also above the 'transactional vacancy level' of 3%, which is the proportion of stock normally expected to be vacant to allow movement within the market.

Dwelling size and type

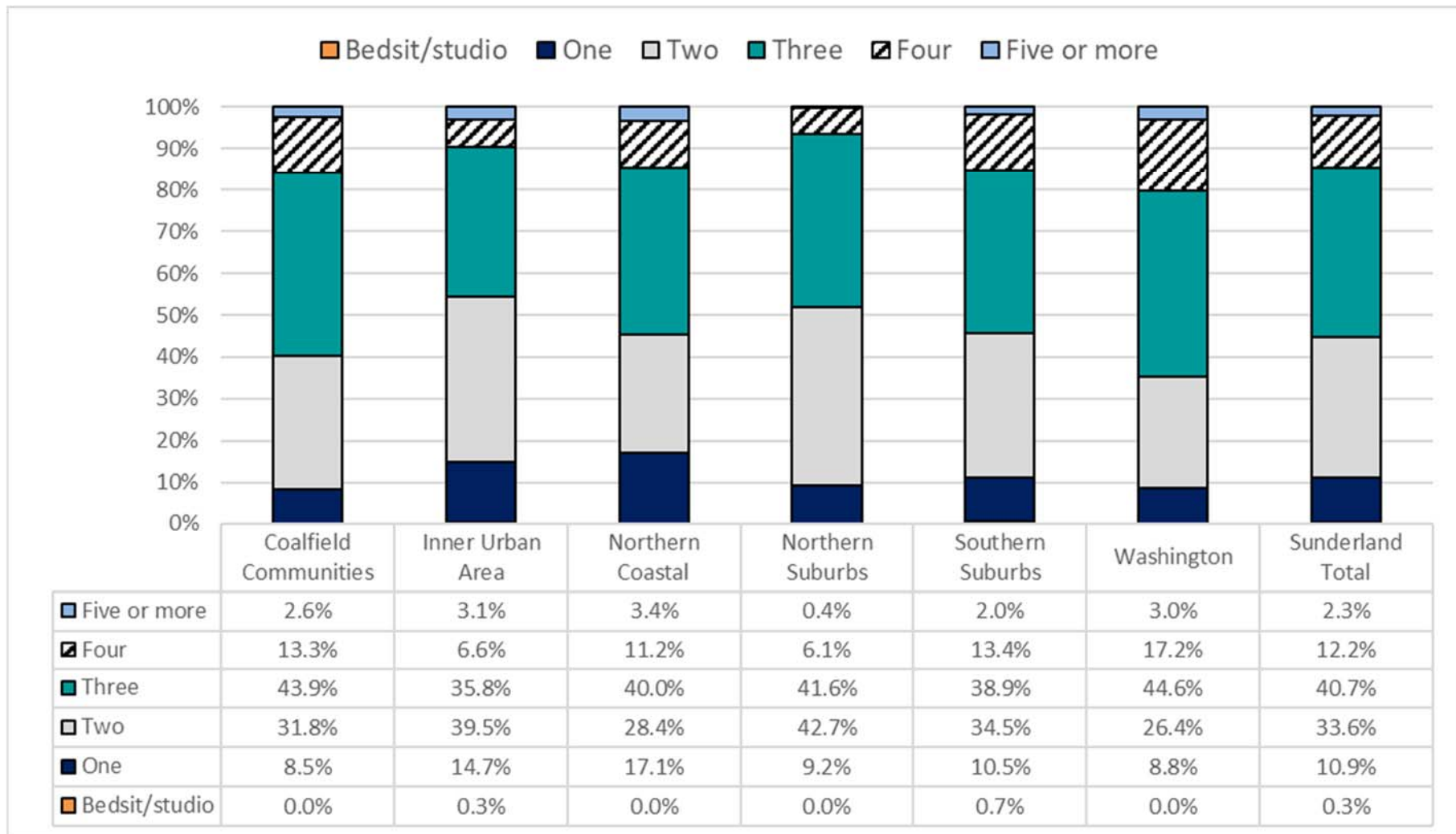
- 4.5 Based on the 2019 household survey, the vast majority (73.3%) of occupied dwellings are houses (of which 12.0% are detached, 37.6% are semi-detached and 23.7% are terraced/town houses), 12.6% are bungalows, 12.8% are flats/apartments/maisonettes and 1.4% are other types of property.
- 4.6 Of all occupied dwellings, 11.2% have one bedroom, 33.6% have two bedrooms, 40.7% have three bedrooms and 14.5% have four or more bedrooms.
- 4.7 Figures 4.1 and 4.2 shows dwelling type and size information for the each of the sub areas, based on the findings of the household survey. Map 4.1 illustrates the predominant dwelling type and size by LSOA based on 2018 Valuation Office Agency data.

Figure 4.1 Dwelling type by sub-area



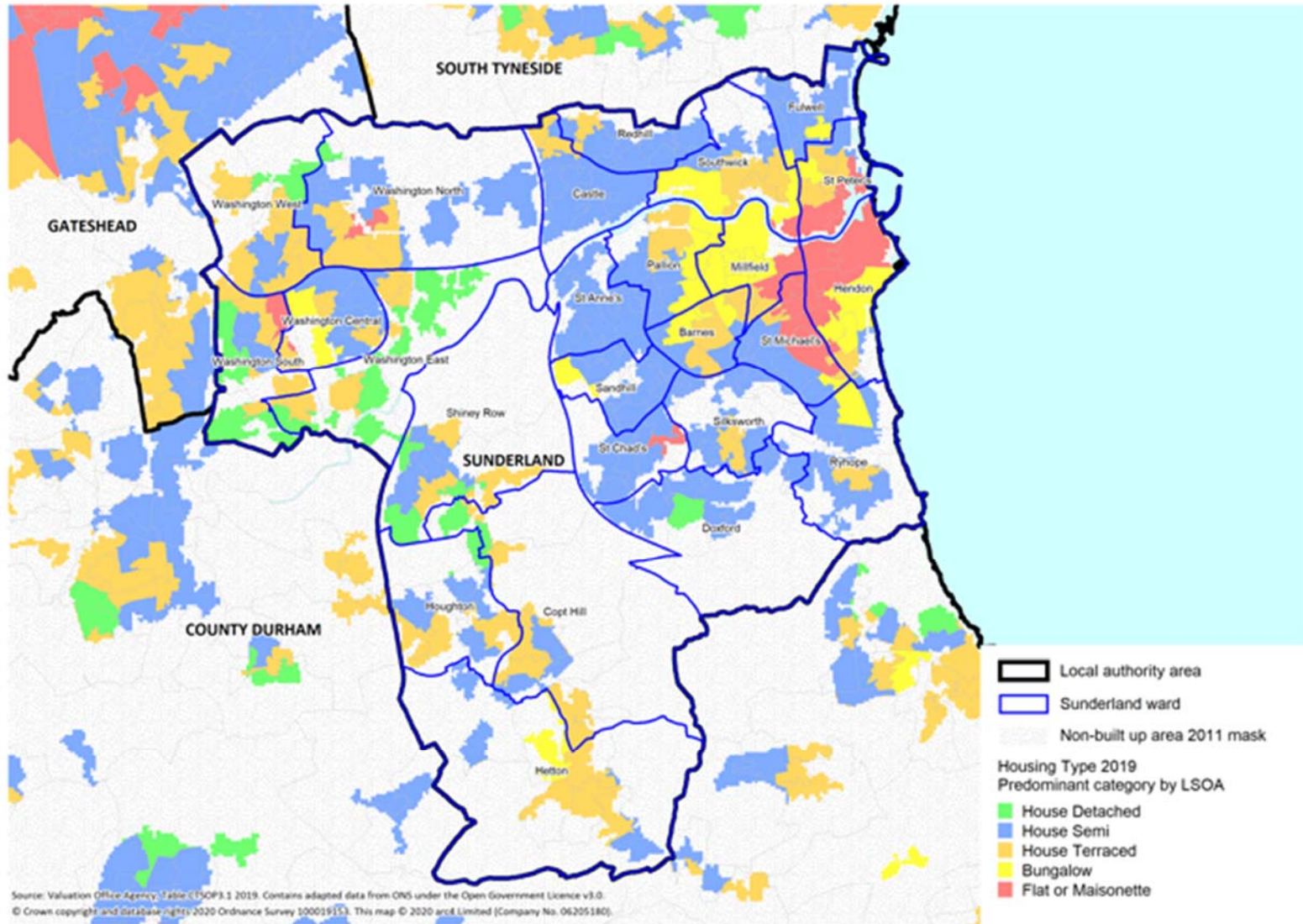
Source: 2019 household survey

Figure 4.2 Dwelling size by sub-area



Source: 2019 household survey

Map 4.1 Predominant dwelling type and size by built-up areas within LSOAs: Sunderland and adjacent authorities



Note: Bungalows in the inner areas of Sunderland are likely to be ‘Sunderland Cottages’ which are not specifically defined in the VOA data

- 4.8 How dwelling size and type vary by the sub areas is set out in Table 4.3. This shows a high proportion of larger dwellings with four or more bedrooms (15.6%) in Washington compared to a small proportion of 4 or more-bedroom dwellings in the Northern Suburbs (3.9%). Across Sunderland, 10.3% of dwellings have four or more bedrooms. Almost a third of dwellings (30.0%) in the Inner Urban Area are flats; 14.7% with 1 bedroom, 12.1% with 2-bedrooms and 3.2% with 3 or more bedrooms. The Inner Urban Area also has a higher proportion of bungalows (which are more likely to be Sunderland cottages) compared to Sunderland as a whole; 25.9% compared to 15.5%. Northern Suburbs and Coalfield Communities have higher proportions of smaller houses with up to 2-bedrooms, compared to Sunderland as a whole (19.7%); 32.1% and 27.4% respectively.
- 4.9 The 2015 SHMA included analysis of Sunderland cottages and bungalows and the proportions of level-access dwellings which were bungalows and Sunderland cottages is shown in Table 4.4

Table 4.3 Dwelling type and size by sub-area												
Sub area	% Type/size										Base	
	1 or 2-bedroom house	3-bedroom house	4 or more-bedroom house	1-bedroom flat	2-bedroom flat	3 or more-bedroom flat	1-bedroom bungalow	2-bedroom bungalow	3 or more-bedroom bungalow	Total		
Coalfield Communities	27.4	41.5	11.9	2.4	2.2	0.2	5.5	6.1	2.9	100	22,180	
Inner Urban Area	10.5	27.0	6.6	14.7	12.1	3.2	6.1	14.2	5.6	100	17,920	
Northern Coastal	13.0	38.5	10.3	8.1	10.4	1.5	3.9	10.5	3.8	100	10,370	
Northern Suburbs	32.1	39.6	3.9	7.0	4.4	0.3	4.9	6.1	1.7	100	15,530	
Southern Suburbs	21.2	40.2	10.2	6.5	7.0	0.5	2.8	8.9	2.6	100	37,740	
Washington	12.5	46.6	15.6	5.9	6.7	1.2	1.7	6.3	3.5	100	25,180	
Total	19.7	39.6	10.3	7.0	6.8	1.0	3.8	8.4	3.3	100	128,920	

Source: 2019 VOA identifiable (excluding Annex and Unknown)

Sub-area	Sunderland Cottage 1-2 Beds	Sunderland Cottage 3+ Beds	Bungalow 1-2 Beds	Bungalow 3 Beds	Bungalow 4+ Beds	Total	Base
Coalfield Communities	0.3	0.0	12.5	2.4	0.3	15.5	3217
Inner Urban Area	11.5	3.8	7.8	1.2	0.0	24.3	3624
Northern Coastal	11.5	1.5	2.4	0.0	0.2	15.6	1501
Northern Suburbs	3.1	0.5	6.5	0.2	0.0	10.3	1525
Southern Suburbs	2.2	0.5	9.2	1.6	0.3	13.9	5096
Washington	0.1	0.0	9.0	2.4	0.7	12.3	2893
Total	3.5	0.8	8.7	1.5	0.3	14.8	17856

Source: 2015 SHMA household survey

The age and condition of Sunderland’s housing

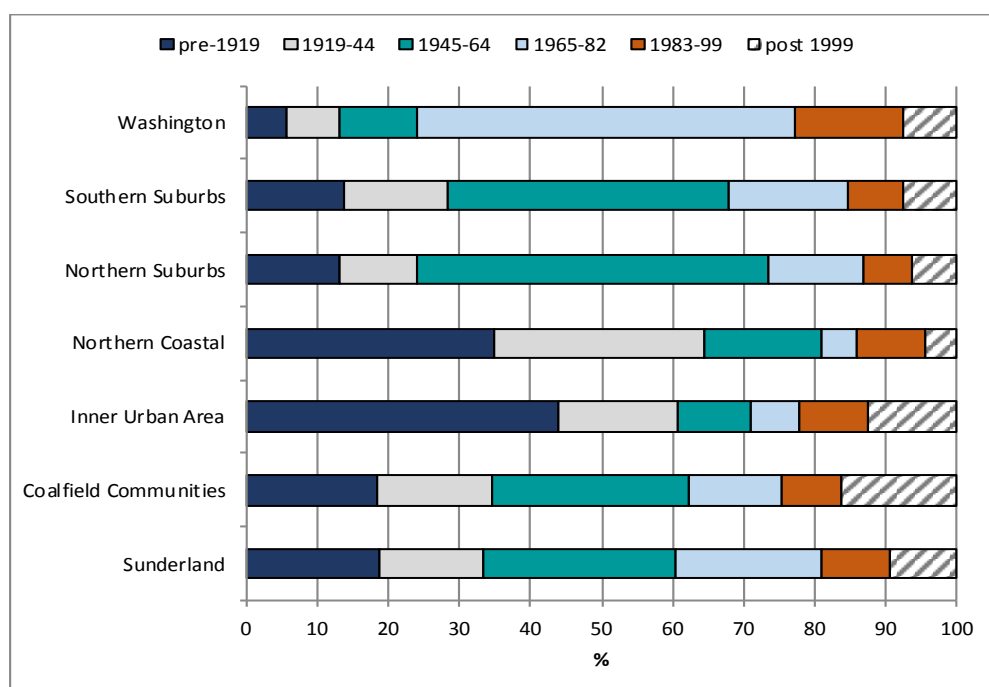
4.10 The age profile of the dwelling stock in the area is summarised in Table 4.5. A third of Sunderland’s properties (33.4%) were built before 1945. Around 1 in 5 properties (19.0%) have been built between 1983 and the present day.

Age of Dwellings	Number	%
pre-1919	24,360	18.8
1919-44	18,780	14.5
1945-64	35,050	27.1
1965-82	26,550	20.5
1983-99	12,400	9.6
post 1999	12,110	9.4
Total	129,250	100.0
Unknown	600	
Grand Total	129,850	

Source: VOA 2019

4.11 Figure 4.3 indicates that the six sub-areas vary in the age profile of the dwelling stock. The Inner Urban area has the highest proportion of pre-1919 dwellings at 44.1%. This is in contrast to Washington which saw most dwellings built in the years soon after it was designated as a new town, 1965-1982. Across Sunderland, small proportions of stock were built between 1982 and 1992 and post 1992, the Coalfield Communities have the highest proportion of new stock, 16.3% compared to 9.4% for Sunderland as a whole.

Figure 4.3 Dwelling age by sub-area



Source: VOA 2019

- 4.12 Estimates of stock condition can be derived from the English Housing Survey which produces national data on dwelling condition. Applying national trends to the stock profile of Sunderland would suggest that around 20.4% of dwelling stock is non-decent, which is similar the national average of 20.6% (Table 4.6). The number of dwellings likely to fail the minimum standard of decent homes criteria is estimated to be 11.7% (compared with 11.9% nationally).
- 4.13 A full definition of what constitutes a decent home is available from MHCLG¹⁷ but in summary a decent home meets the following four criteria:
- a. it meets the current statutory minimum for housing;
 - b. it is in a reasonable state of repair;
 - c. it has reasonably modern facilities and services; and
 - d. it provides a reasonable degree of thermal comfort.

¹⁷ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7812/138355.pdf

Table 4.6 Dwelling stock condition in England and Sunderland estimates								
England			Fails decent homes criteria %				All dwellings	% dwellings
Dwelling age (ehs)		Non-decent	Minimum standard	Repair	Modern facilities and services	Thermal comfort	in group (000s)	
pre-1919		40.1	28.7	11.2	3.9	11.9	4,648	20.0
1919-44		24.1	13.1	7.6	1.7	7.6	3,930	16.9
1945-64		16.6	8.0	3.6	2.0	5.7	4,505	19.4
1965-80		17.5	8.8	1.8	1.9	7.6	4,757	20.5
1981-90		17.6	4.7	*	.9	13.5	1,953	8.4
post 1990		1.5	1.5	*	*	*	3,460	14.9
Total		20.6	11.9	4.6	1.9	7.5	23,254	100.0
Sunderland			Fails decent homes criteria (estimate of number)				All dwellings	% dwellings
Dwelling age (ehs)	Dwelling age (voa)	Non-decent	Minimum standard	Repair	Modern facilities and services	Thermal comfort	in group (number)	
pre-1919	pre-1919	9,774	6,988	2,729	939	2,906	24,360	18.8
1919-44	1919-44	4,517	2,461	1,418	322	1,427	18,780	14.5
1945-64	1945-64	5,832	2,791	1,277	684	2,003	35,050	27.1
1965-80	1965-82	4,639	2,328	486	505	2,011	26,550	20.5
1981-90	1983-1992	1,310	352	*	70	1,002	7,440	5.8
post 1990	Post 1992	250	250	*	*	*	17,070	13.2
Total		26,321	15,170	5,909	2,519	9,349	129,250	100.0
% of all stock		20.4	11.7	4.6	1.9	7.2		
National %		20.6	11.9	4.6	1.9	7.5		

Source: English Housing Survey 2013 data applied to 2019 Valuation Office Agency dwelling stock age

Note '**' indicates sample size too small for reliable estimate

House repair problems and satisfaction with local area

House repair

- 4.14 The 2019 household survey reviewed the extent to which households were satisfied with the state of repair their accommodation. Overall 77.9% of respondents expressed satisfaction (39.2% were very satisfied and 38.7% were satisfied); 13.6% were neither satisfied nor dissatisfied; a total of 8.5% expressed degrees of dissatisfaction, of whom 6.5% were dissatisfied and 2.0% were very dissatisfied.
- 4.15 Table 4.7 explores how the level of dissatisfaction with the quality of their accommodation is spread across tenure, type and age of property. Note that the data relates to perception and across the private and affordable rented sectors and this may be more reflective of tenant expectations in landlord responses to repairs. Household survey data indicates 14.5% of households in affordable housing, 14.1% of private renters and 4.4% of owner occupiers expressed dissatisfaction.
- 4.16 In terms of property type and age, dissatisfaction with the quality of accommodation was mostly found amongst households living in two dwelling types, maisonettes (15.4%) and terraced houses (11.7%). Amongst residents who knew the age of their property, the highest level of dissatisfaction was amongst those in properties built before 1919 (10.9%).

Table 4.7 Dissatisfaction with quality of accommodation by tenure, property type and property age			
Tenure	No. dissatisfied	% Dissatisfied	Base (households)
Owner occupier	3,303	4.4	74,282
Private rented	2,267	14.1	16,115
Affordable	4,924	14.5	33,940
Total	10,494	8.4	124,338
Dwelling Type	No. dissatisfied	% Dissatisfied	Base (households)
Detached house	460	3.1	14,762
Semi-detached house	3,436	7.4	46,344
Terraced house / town house	3,413	11.7	29,164
Bungalow	1,393	8.9	15,598
Maisonette	107	15.4	697
Flat / Apartment	1,535	10.2	15,046
Other	114	6.7	1,701
Missing data	36		
Total (all households)	10,494	8.4	123,312
Property Age	No. dissatisfied	% Dissatisfied	Base (households)
Pre 1919	1,562	10.9	14,376
1919 to 1944	1,461	9.4	15,469
1945 to 1964	1,920	8.9	21,643
1965 to 1984	1,369	5.7	24,035
1985 to 2004	283	2.2	12,964
2005 onwards	493	5.3	9,381
Don't know/missing	3,406		26,470
Total (all households)	10,494	8.4	122,111

Note: Response rate variations result in slight differences between base levels.

Source: 2019 household survey

- 4.17 Table 4.8 examines the levels of satisfaction of the state of repair of the home by sub-area and economic activity. Levels of dissatisfaction do vary by sub-area. In the Inner Urban area more than one in ten households (11.4%) are dissatisfied with the state of repair of their home compared to the Sunderland average of 8.5%. Households where the HRP is a student or is permanently sick or disabled have the highest levels of dissatisfaction; 24.9% and 20.8% respectively.

Table 4.8 Levels of satisfaction with quality of accommodation by sub-area and economic activity					
Sub-area	% satisfied	% neither satisfied nor dissatisfied	% dissatisfied	% total	Base (households)
Coalfield Communities	78.3	12.7	9.0	100.0	18,712
Inner Urban Area	70.3	18.3	11.4	100.0	16,600
Northern Coastal	84.1	9.8	6.1	100.0	10,729
Northern Suburbs	72.6	17.7	9.7	100.0	14,338
Southern Suburbs	80.9	12.6	6.5	100.0	39,472
Washington	78.3	11.8	9.9	100.0	23,568
Total (all households)	77.9	13.6	8.5	100.0	123,419
Economic activity	% satisfied	% neither satisfied nor dissatisfied	% dissatisfied	% total	Base (households)
Employed	80.2	11.4	8.4	100.0	60,153
Unemployed	57.1	27.1	15.8	100.0	4,115
Retired	84.8	11.6	3.6	100.0	36,510
Student	49.7	25.4	24.9	100.0	899
Permanently sick/disabled	57.7	21.5	20.8	100.0	9,933
Looking after children/home	76.6	13.1	10.4	100.0	2,167
Carer/volunteer	70.8	15.4	13.8	100.0	2,748
Total	78.4	13.1	8.6	100.0	116,525

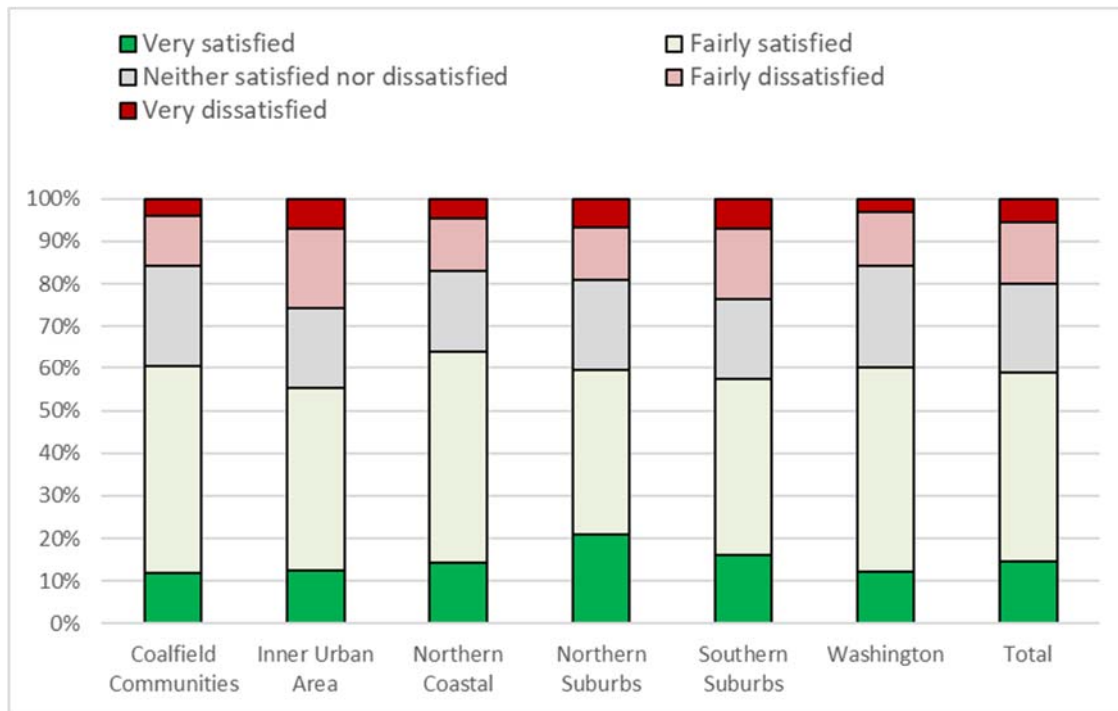
Note: Response rate variations result in slight differences between base levels.

Source: 2019 household survey

Satisfaction with local area

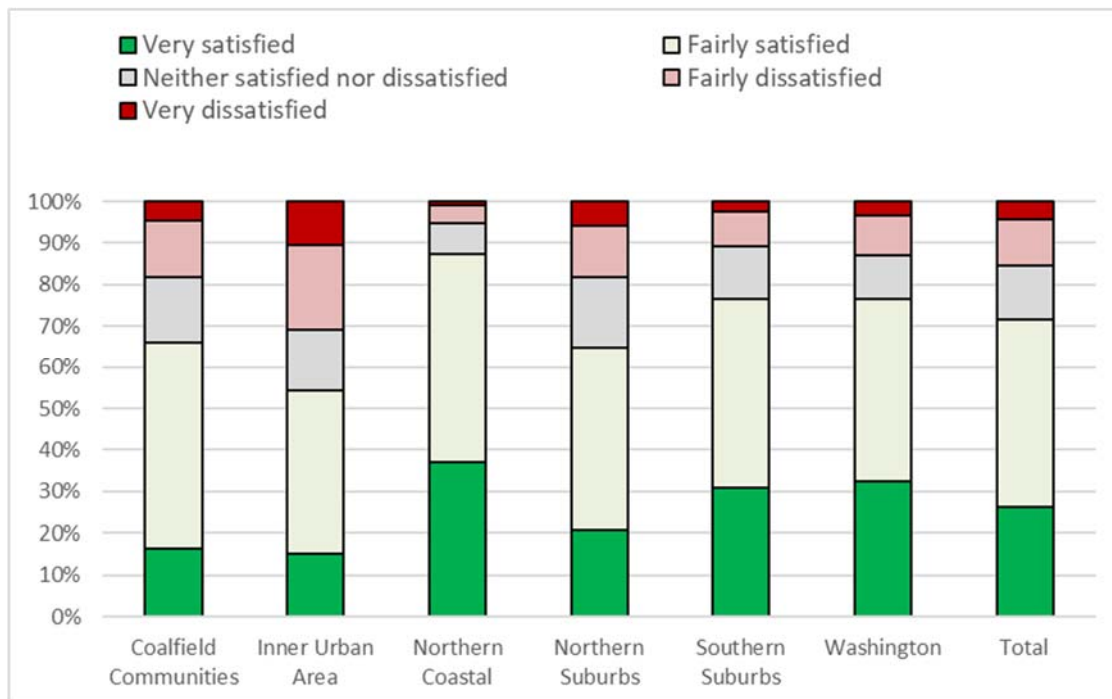
- 4.18 The 2019 household survey asked residents to rate their satisfaction with the area; firstly their satisfaction towards the City of Sunderland as a place to live and secondly their local neighbourhood. Figures 4.4 and 4.5 present the results by sub-area.

Figure 4.4 Satisfaction with the City of Sunderland as a place to live, by sub-area



Source: 2019 household survey

Figure 4.5 Satisfaction with the local neighbourhood as a place to live, by sub-area



Source: 2019 household survey

4.19 Households living in the Inner Urban have the highest levels of dissatisfaction with the City of Sunderland as a place to live and, to a greater extent, their local neighbourhood. In the Inner Urban Area 31.0% of households are fairly or very dissatisfied with their

local neighbourhood, compared to 15.4% for Sunderland as a whole. Households in the Northern Coastal sub-area report the highest levels of satisfaction; 64.0% are fairly or very satisfied with the City of Sunderland as a place to live and 87.4% are fairly or very satisfied with their local neighbourhood.

Houses in multiple occupancy

4.20 Across Sunderland there are around 6,972 recorded houses in multiple occupancy (HMOs) and Table 4.9 summarises the type of HMO by sub-area. Over half are located in the Inner Urban Area and the majority of all HMOs are either student shared accommodation (34.3%) or self-contained flats/bedsits (38.6%). Around one-fifth of all HMOs are student accommodation in the Inner Urban Area.

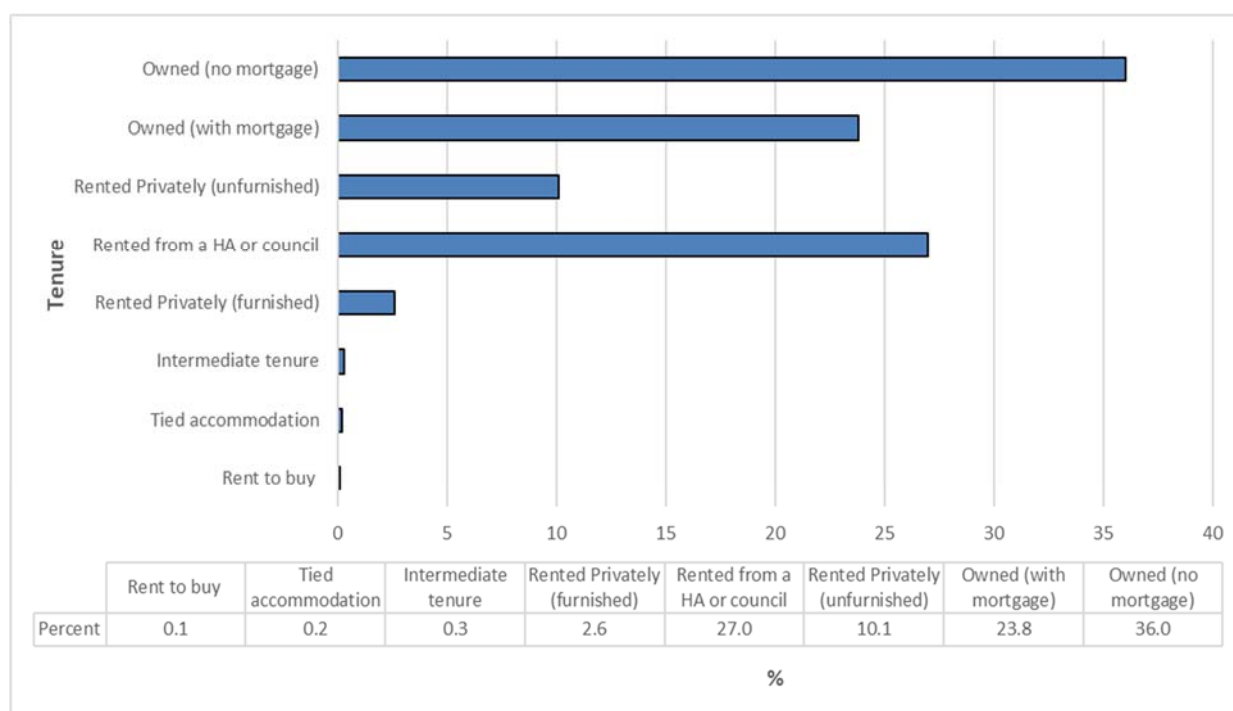
Sub-area	Type and number of HMO s					Total	%
	Hostel	Self-contained flats/bedsits	Shared accommodation	Student shared accom	Licenced		
Coalfield Communities	7	75	13	10		105	1.5
Inner Urban Area	93	1181	248	1500	633	3655	52.4
Northern Coastal	0	359	24	298	413	1094	15.7
Northern Suburbs		71	32	187	7	297	4.3
Southern Suburbs	20	995	132	389	256	1792	25.7
Washington	11	10	4	4		29	0.4
TOTAL	131	2691	453	2388	1309	6972	100.0
%	1.9	38.6	6.5	34.3	18.8	100.0	

Housing tenure

4.21 Based on the findings of the 2019 household survey, the tenure profile of Sunderland is:

- 59.8% owner occupied (36.0% outright and 23.8% owned with a mortgage or loan);
- 27.4% affordable (27.0% rented from a social landlord and 0.4% intermediate tenure (rent to buy, discounted sale and shared ownership)); and
- 12.9% private rented or living rent free.

4.22 The Figure 4.6 overleaf displays the breakdown of each tenure category.

Figure 4.6 Sunderland: tenure profile of occupied dwellings

Source: 2019 household survey

4.23 The tenure profile varies across Sunderland by sub-area, as set out in Table 4.10. Coalfields Communities contain the highest proportions of owner-occupation; almost two-thirds (65.3%). Private rented makes up the highest proportion of households in Northern Coastal, 21.1% compared to 12.9% for Sunderland as a whole. The sub-area with the lowest proportions of owner-occupied tenure has the highest proportions of households living in affordable housing; Northern Suburbs at 36.2%.

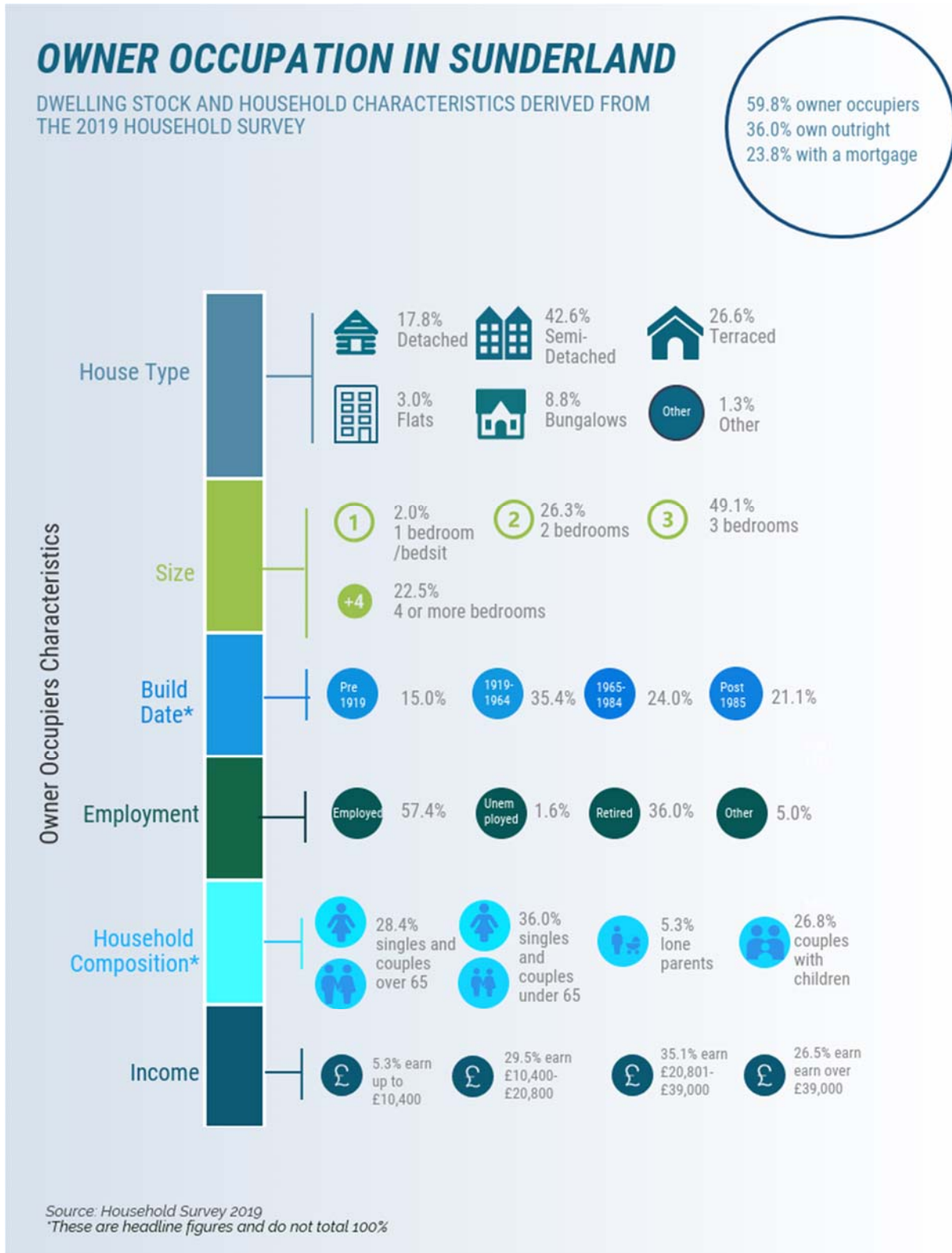
Table 4.10 Property tenure split by sub-area				
Sub-area	Owner occupied	Private rented	Affordable	Base
Coalfield Communities	65.3	10.4	24.3	18,780
Inner Urban Area	59.0	17.3	23.7	16,677
Northern Coastal	59.9	21.1	19.0	10,758
Northern Suburbs	52.5	11.3	36.2	14,490
Southern Suburbs	57.8	13.1	29.1	39,703
Washington	63.5	9.1	27.4	23,929
Total	59.8	12.9	27.3	124,338

Source: 2019 household survey

The owner-occupied sector

4.24 Figure 4.7 sets out the general characteristics of owner-occupier households and dwellings across the City of Sunderland.

Figure 4.7 Characteristics of owner-occupied households and dwellings



- 4.25 House prices were presented in Chapter 3 and the Land Registry data reveals that over the period 2000 to 2018, lower quartile, median and average house prices across the area increased sharply. This is summarised in Table 4.11 alongside income information.
- 4.26 It is interesting to note that in 2000, a household income of £8,216 was required for a lower quartile price to be affordable; by 2018 this had more than doubled to £19,286. In comparison, an income of £21,214 was required for a median priced property to be affordable in 2000 compared with £30,214 in 2018.

Sunderland	House Price (£)		Income required*	
	2000	2018	2000	2018
Lower quartile	£31,950	£75,000	£8,216	£21,214
Median	£45,950	£117,000	£19,286	£30,214

*Assuming a 3.5x income multiple and a 10% deposit is available

Source: MHCLG (2000) and Land Registry Price Paid (2018)

Stakeholder views on the owner-occupied sector

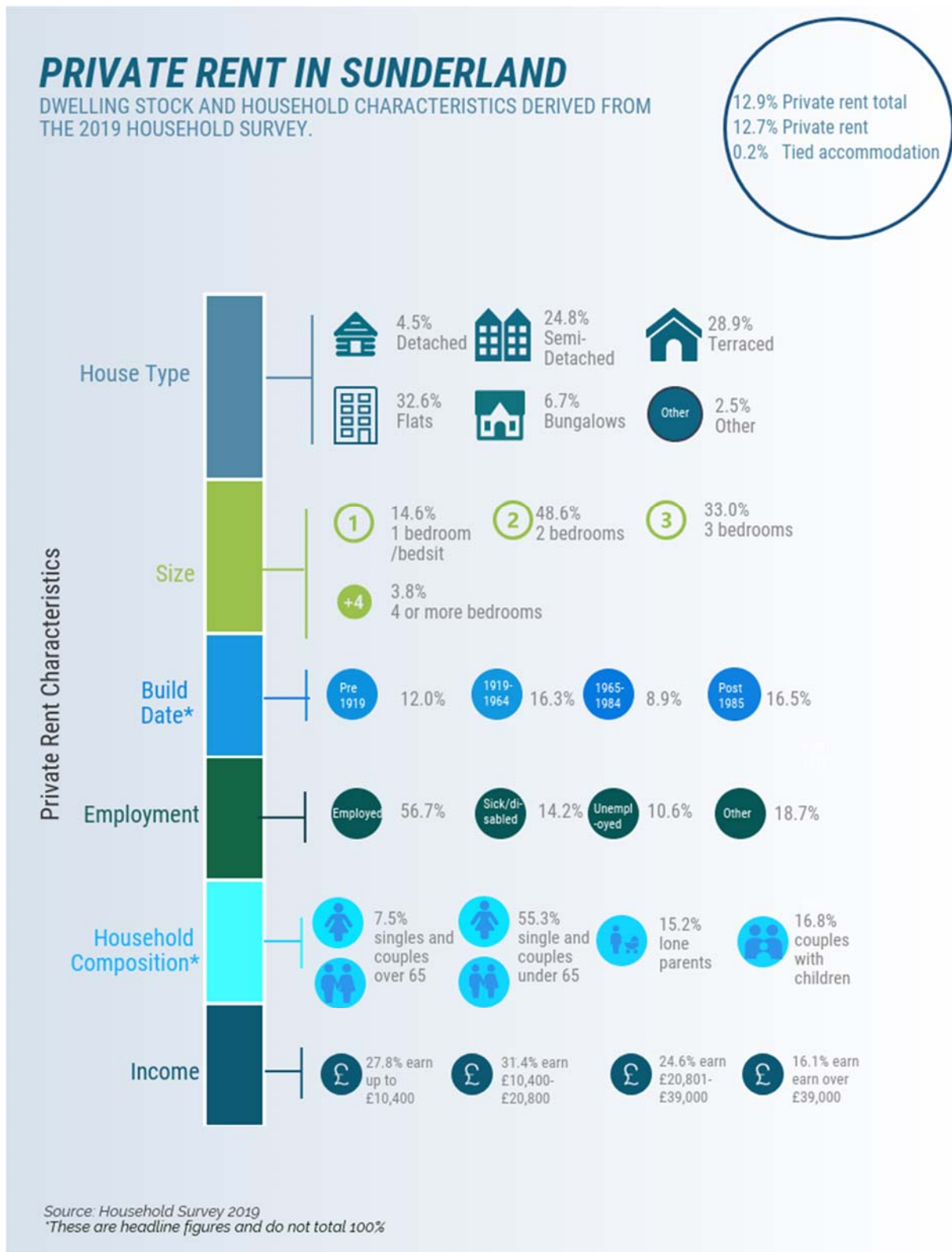
- 4.27 A full analysis of the findings of the online stakeholder survey is set out in Appendix D. A short summary for the owner-occupied sector is provided here.
- 4.28 Stakeholders commented that Sunderland has a good variety of homes in various price ranges in most areas. In terms of gaps in the market, stakeholders identified first time buyer properties, and high-quality homes for professionals. A further gap in the market mentioned was low cost home ownership opportunities for older people. Demand outstrips supply for home ownership in the most desirable areas (such as aspirational suburban areas) and stakeholders commented that provision for new builds need to be higher in those areas.
- 4.29 Developers and housebuilders believed their customers were mainly looking to purchase and were mainly first-time buyers or second stage movers. The following types of housing are in greatest demand:
- 3 bed detached private sale;
 - Executive style housing. The lack of supply has an impact on outward migration due to the provision of this house type in other authorities;
 - Accommodation for older persons. A lot of the older generation are staying in their existing family home due to the lack of availability of suitable property types; and
 - Upper end 3-4 bed family homes are in high demand but there is still demand for starter type 2/3 bed homes in the £120k - £150k price range.

The private rented sector

- 4.30 The Government's Housing Strategy (November 2011)¹⁸, set out the Government's plans to boost housing supply. It recognised an increasingly important role for the private rented sector, both in meeting people's housing needs and in supporting economic growth by enabling people to move to take up jobs elsewhere and to respond to changing circumstances.
- 4.31 The private rented sector in England is growing; the census figures for 2011 confirmed that the sector now totals 16.8% of the dwelling stock, an increase from 8.8% in 2001. Increasing house prices pre-2007 and the struggling sales market when the downturn came are both factors that have underpinned the growth of the rental market for both 'active choice' renters and 'frustrated would-be' homeowners. Tenure reform and less accessible social rented housing are also likely to be an increasing factor to the growth in the private rented sector and the sector clearly now plays a vital role in meeting housing need, affordable need as well as providing an alternative to homeownership.
- 4.32 Local authorities have an important enabling and regulatory role in ensuring that the private rented sector meets these requirements. Balancing good quality supply with demand will help to stabilise rents and encouraging good quality management, will improve the reputation of the sector and encourage longer term lets and lower turnover. However, this is a challenging task where existing partners need to be encouraged to participate and new partners and investors need to be identified.
- 4.33 Figure 4.8 sets out the general characteristics of private rented households and dwellings across the city based on the 2019 household survey.
- 4.34 Table 4.10 (above) indicates the proportion of households living in the private rented sector by sub-area. This shows that the private rented sector in the Northern Coastal sub-area contains 21.1% of private rented households compared to an average of 12.9% across Sunderland as a whole. In Sunderland there are over 16,000 households living in the private rented sector, around a third of these live in the Southern Suburbs sub-area, (32.2%).

¹⁸ *Laying The Foundations; A Housing Strategy for England, 2011*

Figure 4.8 Characteristics of private rented households and dwellings



- 4.35 In terms of the cost of renting, Tables 4.12 and 4.13 set out the comparative median and lower quartile rents for Sunderland, the North East and England as a whole.
- 4.36 The tables indicate that 2018 median (£477 pcm) and lower quartile (£412 pcm) rental prices in the area are below national and regional levels. The median price is less than half that of England as a whole, an absolute gap of £598. However, the gap is smaller for the LQ price, an absolute gap of £264.
- 4.37 Comparing the rental price in 2018 with that in 2010 indicates that there have been local decreases; a -3.4% fall in median prices and a -7.6% fall in LQ prices. This is markedly different from the England trend of increases and the region, which has seen a +4.4% increase in median prices and no change in LQ prices.

Table 4.12 Comparative median rental price 2010-2018			
Location	Median price by year (£)		% change 2010-2018
	2010	2018	
Sunderland	494	477	-3.4
North East	498	520	+4.4
England	893	1,075	+20.4

Source: Zoopla PPD 2019

Table 4.13 Comparative lower quartile rental price 2010-2018			
Location	Lower quartile price by year (£)		% change 2010-2018
	2010	2018	
Sunderland	446	412	-7.6
North East	425	425	0.0
England	598	676	+13.0

Source: Zoopla PPD 2019

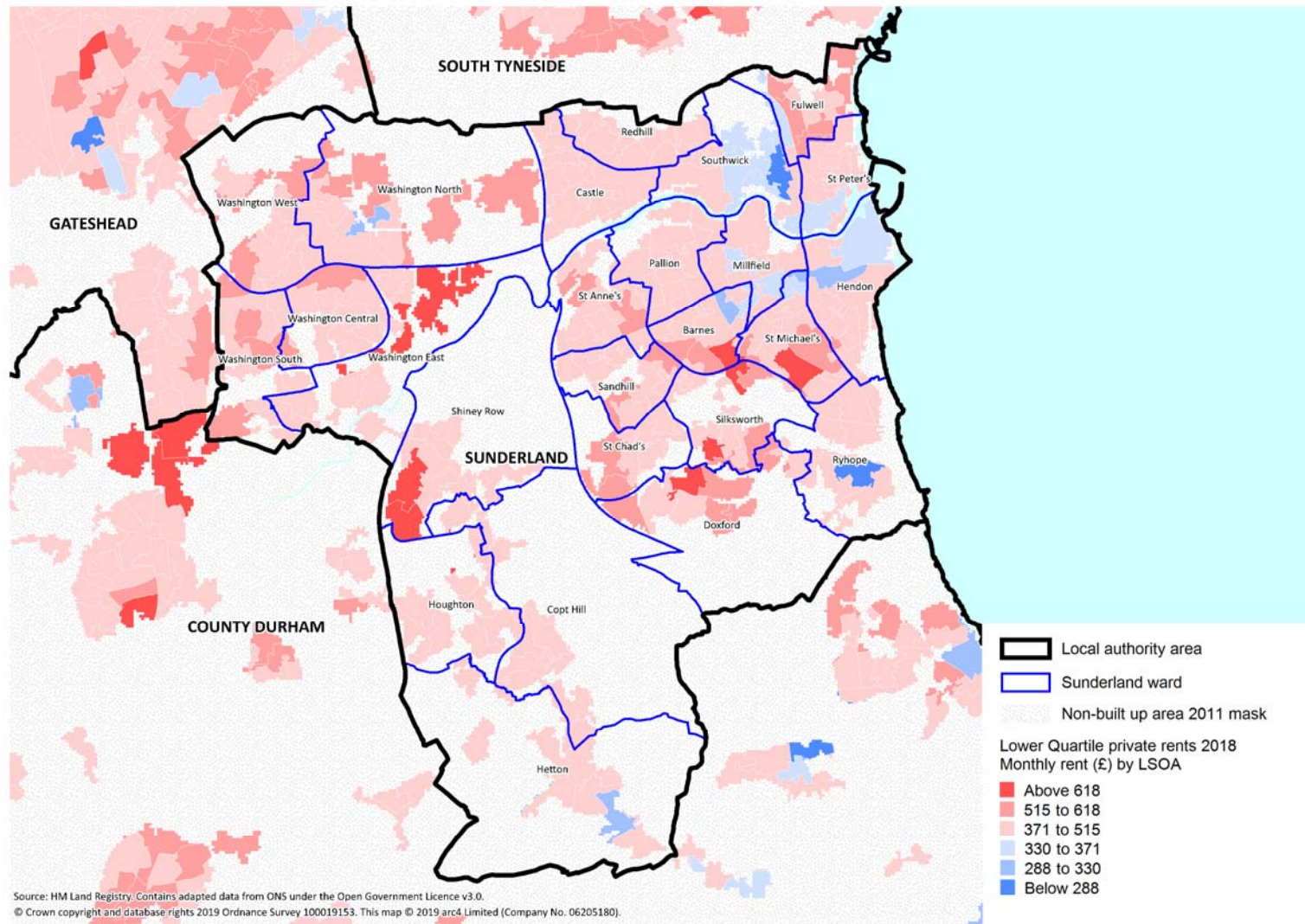
- 4.38 In terms of the seven sub-areas, Table 4.14 shows lower quartile and median rents in 2018. The data indicates that Washington experienced the highest rents in the area at both the lower quartile and median level. Coalfield Communities and Urban Areas both experienced lower median and LQ rental prices than Sunderland as a whole.

Table 4.14 Lower quartile and median rents by sub-area, 2018		
Sub-area	Lower quartile (£ each month)	Median (£ each month)
Coalfield Communities	399	451
Inner Urban Area	399	451
Northern Coastal	399	494
Northern Suburbs	451	494
Southern Suburbs	425	494
Washington	429	498
Total	412	477

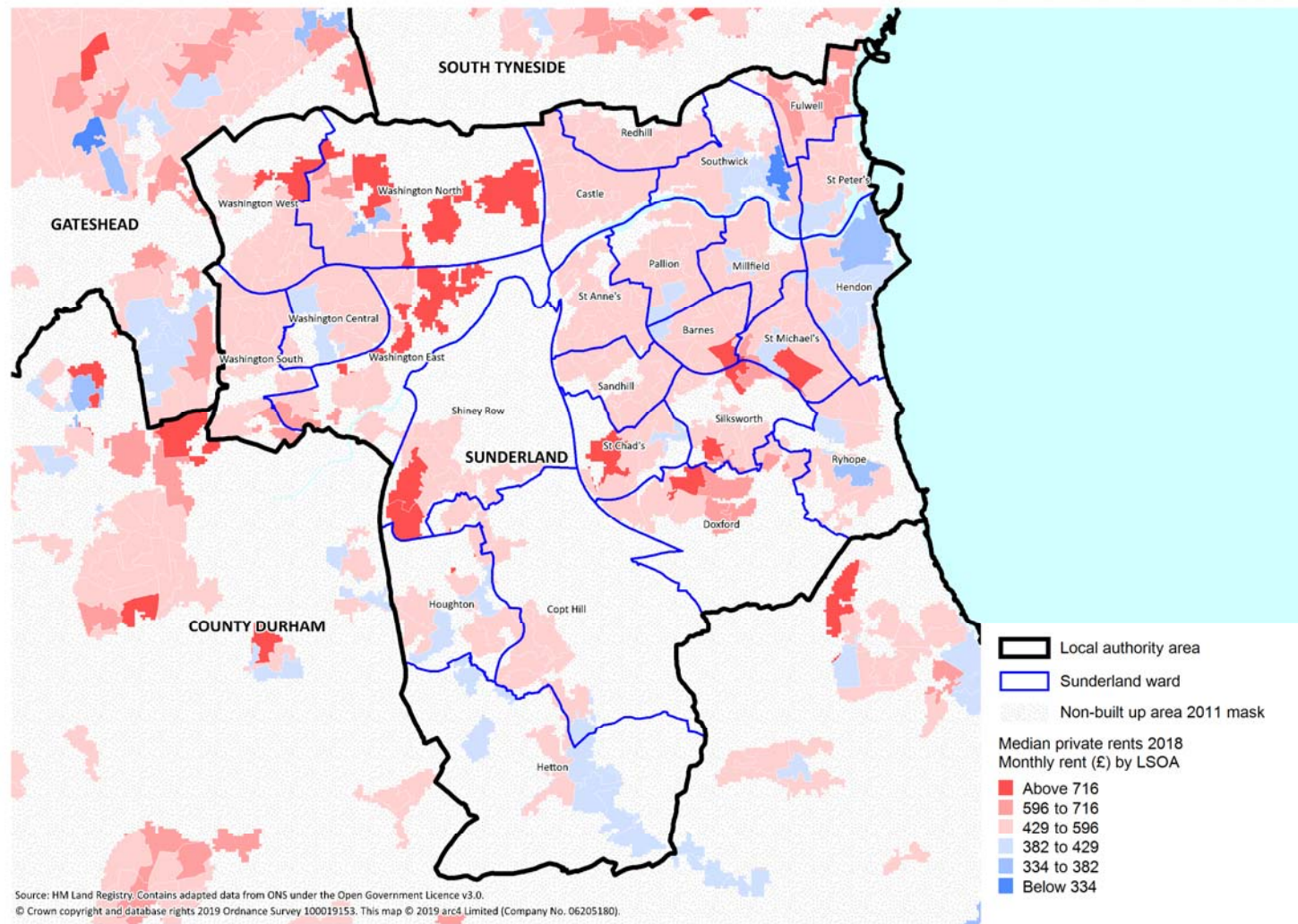
Source: Zoopla PPD 2019

- 4.39 Further details on LQ and median rents within built-up areas at a small area level (Lower Super Output Areas) can be found in maps 4.2 and map 4.3 below. This illustrates that the lowest monthly LQ rent prices are concentrated in areas of the Northern Suburbs (Southwick ward) and the Inner Urban Area (Millfield and Hendon wards).

Map 4.2 2018 lower quartile rents across Sunderland and adjacent authorities by built up areas within LSOAs



Map 4.3 2018 median rents across Sunderland and adjacent authorities by built up areas within LSOAs



Source: Zoopla PPD 201

4.40 The private rented sector houses a proportion of low-income households that are eligible for assistance with rental costs. The amount that can be claimed is capped to a local allowance that varies by area. The cap is estimated by the Valuation Office Agency (VOA) and published in the form of a Local Housing Allowance (LHA) rate for a broad market area.

4.41 The Local Housing Allowance rates for Sunderland (as at November 2019) are examined. Two Broad Rental Market Areas (BRMAs)¹⁹ apply to the area:

Sunderland BRMA

- Shared accommodation rate - £49.17 per week
- 1-bedroom rate - £88.00 per week
- 2-bedroom rate - £97.81 per week
- 3-bedroom rate - £109.08 per week
- 4-bedroom rate - £138.08 per week

Tyneside BRMA

- Shared accommodation rate - £61.80 per week
- 1-bedroom rate - £90.90 per week
- 2-bedroom rate - £103.56 per week
- 3-bedroom rate - £115.07 per week
- 4-bedroom rate - £149.50 per week

Higher-end PRS

4.42 Evidence would indicate there is demand for a higher priced private rental product. Within the city there are areas where private rented prices exceed £716 each month, for instance areas of Washington, the Former Coalfield and the Southern Suburbs. Analysis of higher income private renting households indicates that:

- Most live in properties with two (39.8%) or three or more (52.2%) bedrooms;
- 57.2% live in a house, 37.4% live in a flat and 5.4% in a bungalow;
- Households tend to comprise a couple with no children (51.4%), singles under 65 (27.9%) and couples with at least one child (20.2%);
- 89.6% of household reference people are in employment and around two-thirds work in the city;

¹⁹ A Broad Rental Market Area is an area 'within which a person could reasonably be expected to live having regard to facilities and services for purposes of health, education, recreation, personal banking and shopping, taking account of the distance of travel, by public and private transport and from those facilities and services'. A BRMA must contain 'residential premises for a variety of types, including such premises held on a variety of tenures' PLUS 'sufficient privately rented residential premises, to ensure that, in the rent officer's opinion, the LHA for the area is representative of the rents that a landlord might reasonably be expected to obtain in that area' Source: VOA BRMA statistics

- Most (76.8%) plan to move in the next 5 years;
- 91.8% expect to move to a house (74.5% with two or three bedrooms, 17.3% with four or more bedrooms); with 7.5% expecting to move to a two bedroom bungalow and 0.7% into a three or more bedroom flat
- Although most expect to move to owner occupation (80.8%), 19.1% would consider renting another property

4.43 This analysis would indicate a strong economic benefit of providing a higher-end private rented product and scope for a buy to rent market within the city.

Stakeholder views on private rented sector

4.44 A full analysis of the findings of the online stakeholder survey is set out in Appendix D. A short summary for the private rented sector is provided here.

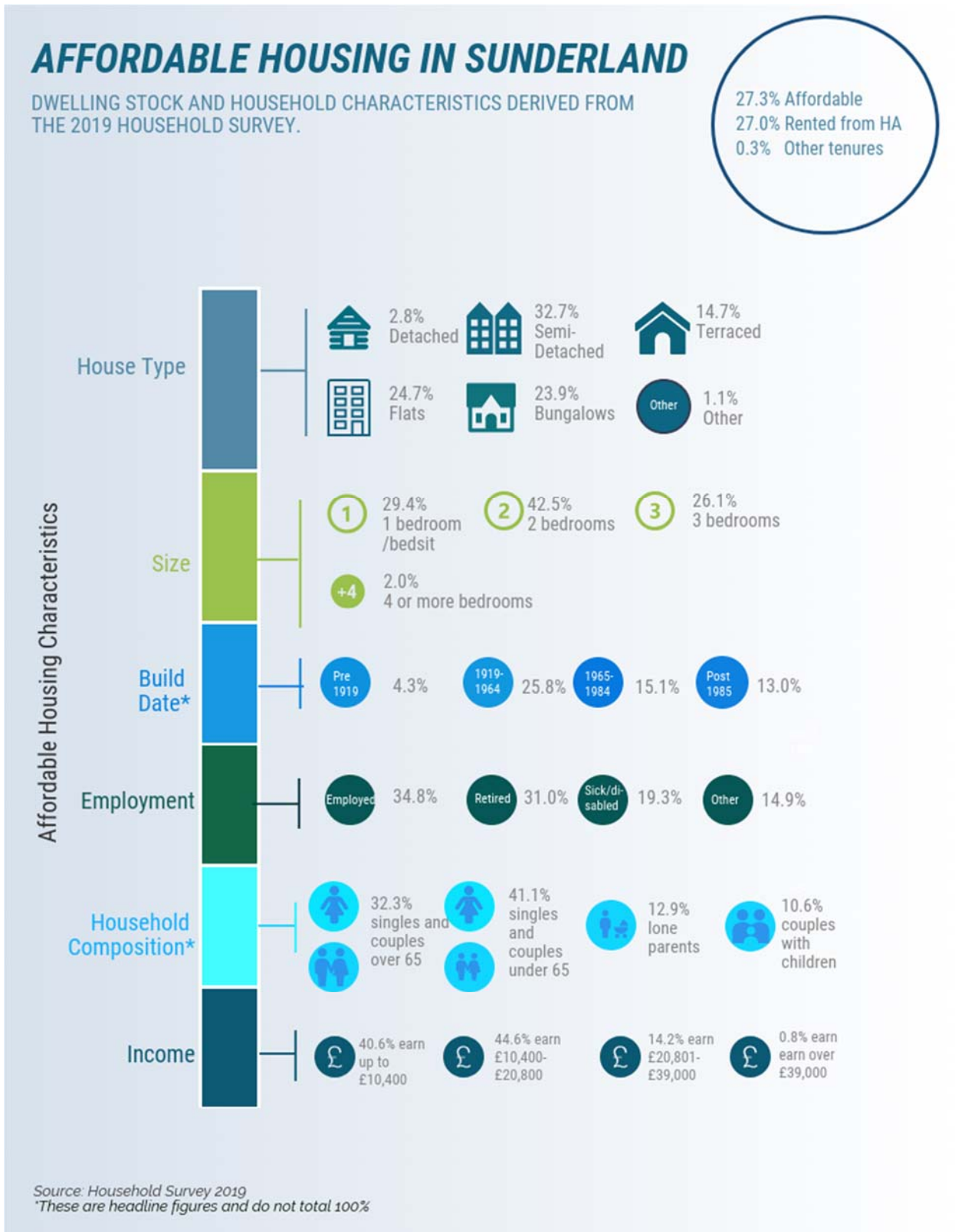
4.45 Stakeholders considered the private rented sector to be generally a poor offer particularly in terms of being low quality and dominated by low cost, small properties. Stakeholders did not agree as to whether there is too much or too little private rented sector housing. There were several comments that there are too many landlords in the private rented sector not managing their properties or tenants effectively and not enough registered landlords. Stakeholders also commented on a lack of homes to rent for young professionals in the city centre.

4.46 Amongst suggestions to improve the sector, stakeholders mentioned needing more control over and intervention into the private rented sector. Also, reducing the number of empty homes and improving the stock.

Affordable housing

4.47 Figure 4.9 sets out the general characteristics of affordable housing households and dwellings across the city based on the 2019 household survey.

Figure 4.9 Characteristics of affordable housing households and dwellings



Stakeholder views on affordable housing

- 4.48 A full analysis of the findings of the online stakeholder survey is set out in Appendix D. A short summary for the affordable sector is provided here.
- 4.49 Stock condition and supply of affordable housing was generally thought to be a positive however the large concentrations of social housing were noted as a weakness. It was thought there is not enough and not enough of a range of good quality affordable homes for older and vulnerable people.
- 4.50 Comments received from registered providers included the subject of affordable housing on new build sites. Particularly an imbalance in the need and what is planned to be delivered but this could be addressed by the delivery of more market dwellings. Also, it was suggested that there are some issues in new build estates where residents are not aware that affordable properties are available in the locality. Registered providers considered demand to be high especially due to welfare reforms and from young people, families, vulnerable people and older people.
- 4.51 Gaps highlighted were:
- Shortage of Rent to Buy accommodation;
 - Suitable accommodation to downsize to;
 - Crisis accommodation for those fleeing domestic abuse; and
 - Affordable accommodation to rent for people with learning disabilities.
- 4.52 In relation to demand for intermediate housing products, stakeholders believed that there was limited demand for shared ownership, however rent to buy was considered to be under huge demand.

Relative affordability of housing tenure options and defining genuinely affordable housing

- 4.53 The relative cost of alternative housing options across the city and sub- areas is considered in the SHMA from two perspectives. Firstly, analysis considers prevailing prices at sub-area level across a range of market and affordable tenures and the incomes required to afford these properties. Secondly, analysis considers what is genuinely affordable to households based on local incomes and assumptions around the proportion of income that should be spent on renting and the multiples of income for buying. The analysis of what is genuinely affordable also considers the incomes of selected key workers and those on minimum and living wages.
- 4.54 Table 4.15 sets out the range of market and affordable tenures considered in analysis and any assumptions relating to the cost of properties.
- 4.55 Table 4.16 sets out the cost of alternative tenure options by sub-area.
- 4.56 Table 4.17 sets out the indicative incomes required based on rental property being affordable if up to 25% of household income is spent on rent; and owning is affordable based on a 3.5x household income multiple. Analysis also assumes deposits of up to 10%. The impact of higher deposits on the income required to service a mortgage are summarised in Table 4.18 based on city prices; this demonstrates the considerable

reduction on income requirements for a property to be affordable through higher deposits.

Table 4.15 Summary of tenure, price assumptions and data sources		
Tenure	Tenure price assumptions	Data Source
Social rent	2018 prices	Regulator of Social Housing Statistical Data Return 2018
Affordable Rent	Affordable homes based on 80% of median market rent	Zoopla 2019
Market Rent – lower quartile	2018 prices	Zoopla 2019
Market Rent – median	2018 prices	Zoopla 2019
Market Rent – upper quartile	2018 prices	Zoopla 2019
Market Sale – lower quartile	2018 prices	Land Registry Price Paid
Market Sale – median	2018 prices	Land Registry Price Paid
Market Sale – average	2018 prices	Land Registry Price Paid
Shared ownership (50%)	Total price based on median price and 50% ownership. Mortgage based on 40%. 10% deposit required, annual service charge £395, Annual rent based on 2.75% of remaining equity	Assumptions applied to Land Registry Price Paid data
Shared ownership (25%)	Total price based on median price and 25% ownership. Mortgage based on 20%. 5% deposit required, annual service charge £395, Annual rent based on 2.75% of remaining equity	Assumptions applied to Land Registry Price Paid data
Help to buy	Total price based on median price. Mortgage based on 75% equity. 20% loan and deposit of 5%. Loan fee of 1.75% in year 6 of outstanding equity loan increasing annually from yr7 at RPI+1%	Assumptions applied to Land Registry Price Paid data
Discounted home ownership	70% of Average Price (Note this can also be termed Discounted Market Value)	Assumptions applied to Land Registry Price Paid data

Table 4.16 Cost of alternative tenures by sub-area							
Tenure option	Price (2018)						
	Coalfield Communities	Inner Urban Area	Northern Coastal	Northern Suburbs	Southern Suburbs	Washington	Sunderland
Social Rent (average)	£345	£345	£345	£345	£345	£345	£345
Affordable Rent (80% of median rent)	£361	£361	£395	£395	£395	£398	£382
Market Rent - Lower Quartile	£399	£399	£399	£451	£425	£429	£412
Market Rent - Median	£451	£451	£494	£494	£494	£498	£477
Market Rent - Upper Quartile	£524	£550	£550	£520	£550	£576	£550
Market Sale - Lower Quartile	£75,250	£52,000	£114,950	£58,750	£87,000	£82,500	£75,000
Market Sale - Median	£132,750	£73,000	£146,000	£75,500	£127,500	£119,950	£117,500
Market Sale - Average	£145,014	£87,517	£160,051	£90,068	£141,623	£143,880	£133,471
Shared ownership (50%)	£66,375	£36,500	£73,000	£37,750	£63,750	£59,975	£58,750
Shared ownership (25%)	£33,188	£18,250	£36,500	£18,875	£31,875	£29,988	£29,375
Help to buy	£132,750	£73,000	£146,000	£75,500	£127,500	£119,950	£117,500
Discounted Home Ownership (30%)	£92,925	£51,100	£102,200	£52,850	£89,250	£83,965	£82,250
Discounted Home Ownership (20%)	£106,200	£58,400	£116,800	£60,400	£102,000	£95,960	£94,000

Source: Data produced by Land Registry © Crown copyright 2019, Zoopla 2019, MHCLG, RSH SDR 2018

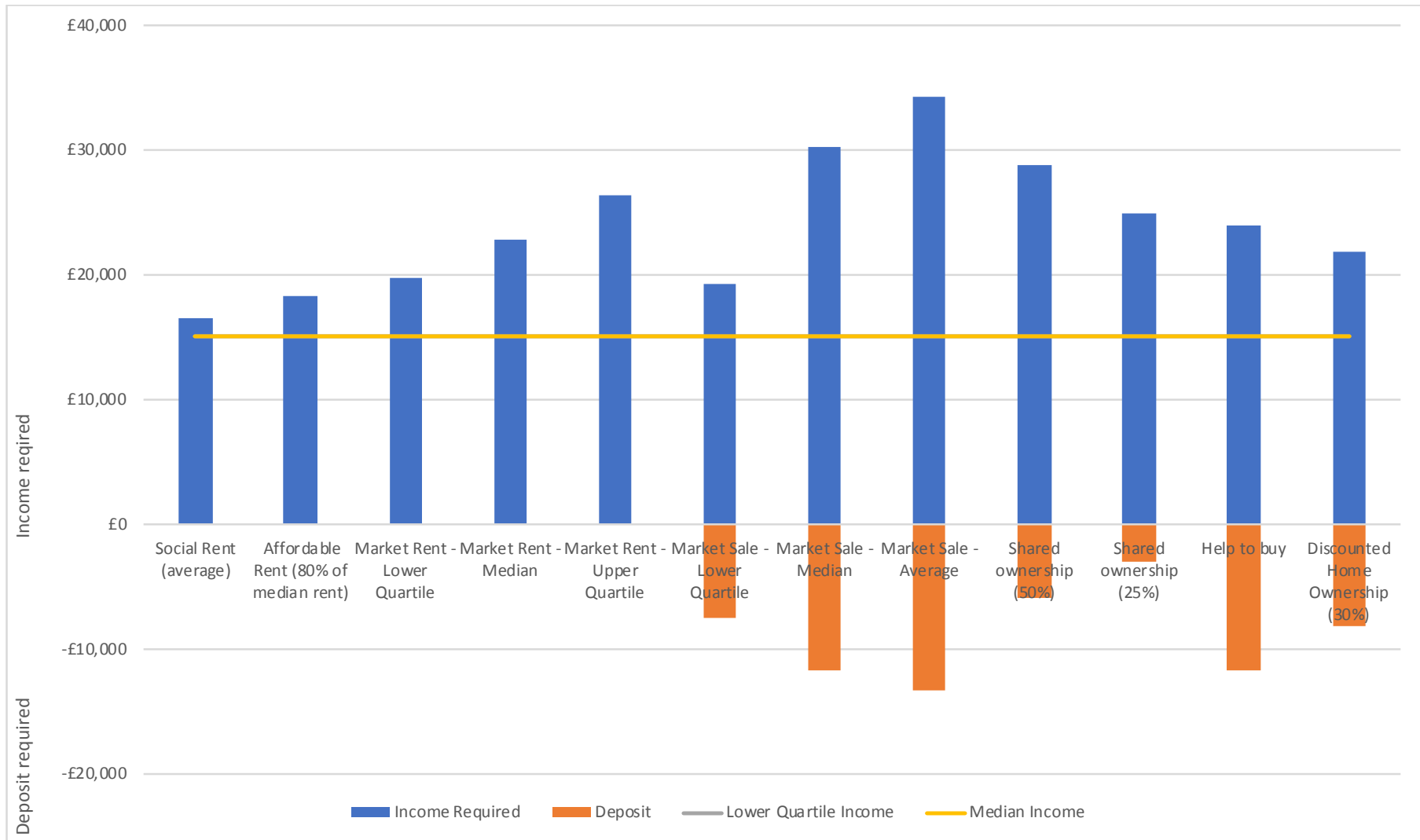
Tenure option	Income required (2018)						
	Coalfield Communities	Inner Urban Area	Northern Coastal	Northern Suburbs	Southern Suburbs	Washington	Sunderland
Social Rent (average)	£16,578	£16,578	£16,578	£16,578	£16,578	£16,578	£16,578
Affordable Rent (80% of median rent)	£17,318	£17,318	£18,970	£18,970	£18,970	£19,123	£18,317
Market Rent - Lower Quartile	£19,152	£19,152	£19,152	£21,648	£20,400	£20,592	£19,776
Market Rent - Median	£21,648	£21,648	£23,712	£23,712	£23,712	£23,904	£22,896
Market Rent - Upper Quartile	£25,152	£26,400	£26,400	£24,960	£26,400	£27,648	£26,400
Market Sale - Lower Quartile	£19,350	£13,371	£29,559	£15,107	£22,371	£21,214	£19,286
Market Sale - Median	£34,136	£18,771	£37,543	£19,414	£32,786	£30,844	£30,214
Market Sale - Average	£37,289	£22,504	£41,156	£23,160	£36,417	£36,998	£34,321
Shared ownership (50%)	£31,569	£20,601	£34,001	£21,060	£30,605	£29,219	£28,770
Shared ownership (25%)	£27,160	£18,176	£29,152	£18,552	£26,371	£25,235	£24,867
Help to buy	£27,024	£14,861	£29,721	£15,370	£25,955	£24,418	£23,920
Discounted Home Ownership (30%)	£24,654	£13,557	£27,114	£14,021	£23,679	£22,276	£21,821
Discounted Home Ownership (20%)	£28,446	£15,643	£31,286	£16,179	£27,321	£25,704	£25,179

›

Table 4.18 Impact of alternative deposits on income required for open market properties					
Market sale price	Amount of deposit				Sunderland average price
	10%	20%	30%	40%	
Market Sale - Lower Quartile	£67,500	£60,000	£52,500	£45,000	£75,000
Market Sale - Median	£105,750	£94,000	£82,250	£70,500	£117,500
Market Sale - Average	£120,124	£106,777	£93,430	£80,083	£133,471
Household income required (3.5x multiple)	10%	20%	30%	40%	
Market Sale - Lower Quartile	£19,286	£17,143	£15,000	£12,857	
Market Sale - Median	£30,214	£26,857	£23,500	£20,143	
Market Sale - Average	£34,321	£30,508	£26,694	£22,881	
Household income required (5x multiple)	10%	20%	30%	40%	
Market Sale - Lower Quartile	£13,500	£12,000	£10,500	£9,000	
Market Sale - Median	£21,150	£18,800	£16,450	£14,100	
Market Sale - Average	£24,025	£21,355	£18,686	£16,017	

- 4.57 Figure 4.10 summarises in graphical form the relative affordability of alternative tenures in Sunderland. It presented the income and deposit required for different options set against prevailing lower quartile (LQ) and median earnings derived from 2018 CAMEO data.
- 4.58 This indicates that none of the tenure options are truly affordable for households on LQ/median incomes. Social renting is the tenure closest to the affordability threshold and at a required household income of £16,578, is unaffordable by £1,678 of annual income.
- 4.59 This comparison of local incomes with the cost of local house prices and rents illustrates the affordability challenge faced by residents within Sunderland. A clear conclusion is that there is a mismatch between average incomes and the prices of affordable housing, private renting and home ownership. It also shows the problem faced by households who do not have either existing equity or savings greater than ten percent.

Figure 4.10 Sunderland household income and housing costs



Source: Data produced by Land Registry © Crown copyright 2018, Zoopla 2018, CAMEO 2018, RSH SDR 2018

Note: The deposit requirements are shown on the table as a negative number

What is genuinely affordable housing in the Sunderland context?

- 4.60 Having considered what a household needs to earn to afford alternative tenures, consideration is now given to the actual incomes of households across the city and how this relates to prevailing prices. This analysis helps to establish what is genuinely affordable based on reasonable income multipliers for renting and buying. The analysis takes into account:
- Sub-area 2018 lower quartile and median household incomes from CAMEO data;
 - 2018 entry-level incomes from a range of key worker occupations;
 - Incomes associated with 2018 minimum and living wages (using single, dual income and 1.5x income measures);
 - How much households could afford to spend on market rents by considering the percentage of income spent on housing. To do this, analysis considers what rent a household could afford if it spent 25%, 30%, 35%, 40%, 45% and 50% of income on rent. This is then compared with what lower quartile and median market rents actually were in 2018 to determine what is affordable to households;
 - The extent to which affordable rental options are genuinely affordable to households;
 - The extent to which households could afford home ownership based on multiples of household income starting at 3.5x. The analysis does go up to a 7.5x income multiple (this is to illustrate the affordability challenges of home ownership although it is recognised that obtaining a mortgage would not be possible on such a multiple of income).

Genuinely affordable rents

- 4.61 Table 4.19 sets out the lower quartile rent that could be afforded based on the percentage of income used to pay the rent by sub-area. For instance, in Northern Coastal, lower quartile rent in 2018 was £451 each month and lower quartile gross household incomes were £1,250 each month. The table shows that if 25% of income was spent on housing, a rent of £451 each month could not be afforded but rents would be affordable if 40% of income is spent on rent.
- 4.62 Table 4.19 also shows what could be genuinely afforded by households based on local incomes by considering the proportion of income spent on housing costs. If this is assumed to be 25%, then only lower quartile market rents in the Inner Urban Area would be affordable due to the relatively high incomes in those areas. When 35% of income is considered, lower quartile rents in five sub-areas are affordable, including Sunderland as a whole.
- 4.63 Table 4.20 presents the same analysis based on median rents and incomes. This shows that in the three sub-areas with a monthly household income of over £2,000, Washington, Inner Urban Area and Southern Suburbs, median prices are affordable if households spend 25% of their income on housing costs. However, in the remaining three lower income areas and Sunderland as a whole, median prices are affordable if between 35 and 40% of income is spent on rent.

- 4.64 This analysis can help establish what would be a reasonable rent based on local incomes. Assuming that 25% of income is spent on housing, a genuinely affordable lower quartile market rent for Sunderland would be £313 based on local incomes and this would range between £313 and £521 at a sub-area level.

Sub-area	Monthly lower quartile rent that could be afforded by percentage of income spent on rent						LQ rent and income	
	25% of income	30% of income	35% of income	40% of income	45% of income	50% of income	Actual LQ rent 2018	LQ gross household income 2018 (Monthly £)
Washington	£313	£375	£438	£500	£563	£625	£399	£1,250
Coalfield Communities	£313	£375	£438	£500	£563	£625	£399	£1,250
Inner Urban Area	£521	£625	£729	£833	£938	£1,042	£399	£2,083
Northern Coastal	£313	£375	£438	£500	£563	£625	£451	£1,250
Northern Suburbs	£313	£375	£438	£500	£563	£625	£425	£1,250
Southern Suburbs	£313	£375	£438	£500	£563	£625	£429	£1,250
Sunderland	£313	£375	£438	£500	£563	£625	£412	£1,250

Note: Red cells indicate rent is not affordable; Green cells indicate rent is affordable

Sub-area	Monthly median rent that could be afforded by percentage of income spent on rent						Median rent and income	
	25% of income	30% of income	35% of income	40% of income	45% of income	50% of income	Actual median rent 2018	Median gross household income 2018 (Monthly £)
Washington	£521	£625	£729	£833	£938	£1,042	£451	£2,083
Coalfield Communities	£313	£375	£438	£500	£563	£625	£451	£1,250
Inner Urban Area	£521	£625	£729	£833	£938	£1,042	£494	£2,083
Northern Coastal	£313	£375	£438	£500	£563	£625	£494	£1,250
Northern Suburbs	£313	£375	£438	£500	£563	£625	£494	£1,250
Southern Suburbs	£521	£625	£729	£833	£938	£1,042	£498	£2,083
Sunderland	£313	£375	£438	£500	£563	£625	£477	£1,250

Note: Red cells indicate rent is not affordable; Green cells indicate rent is affordable

Genuinely affordable rents for selected key workers and those on minimum and living wages

- 4.65 The extent to which open market rents are affordable to selected key workers and those on minimum and living wages are explored in Tables 4.21 and 4.22. Table 4.21 clearly establishes that lower quartile prices are not affordable to households with a single earner on minimum (unless more than 35% of income is spent on rent) or living wage (unless more than 30% of income is spent on rent); or nurses unless at least 30% of income is spent on rent. Lower quartile rents are affordable to households where there are two minimum or living wage incomes and for the remaining key workers when 25% of income is spent on rent. Median rents remain affordable to several key workers but not for nurses who require at least 35% of income to be spend on rent. Median rents are affordable to dual full-time living wage/minimum wage households but minimum wage single person households would have to spend at least 40% of income on rent and singles on a living wage at least 35% of income on rent.

Occupation/Wage	Gross household income 2018 (£)	Monthly LQ rent that could be afforded by percentage of income spent on rent						LQ rent and income	
		25% of income	30% of income	35% of income	40% of income	45% of income	50% of income	Actual LQ rent 2018	Gross household income 2018 (Monthly £)
Police officer	£23,124	£482	£578	£674	£771	£867	£964	£412	£1,927
Nurse	£17,652	£368	£441	£515	£588	£662	£736	£412	£1,471
Fire officer	£23,862	£497	£597	£696	£795	£895	£994	£412	£1,989
Teacher	£23,720	£494	£593	£692	£791	£890	£988	£412	£1,977
Min Wage (single household)	£16,010	£334	£400	£467	£534	£600	£667	£412	£1,334
Min Wage (1 FT/1PT)	£24,014	£500	£600	£700	£800	£901	£1,001	£412	£2,001
Min Wage (two working adults)	£32,019	£667	£800	£934	£1,067	£1,201	£1,334	£412	£2,668
Living Wage (single)	£17,550	£366	£439	£512	£585	£658	£731	£412	£1,463
Living wage (1 FT/1 PT)	£26,325	£548	£658	£768	£878	£987	£1,097	£412	£2,194
Living Wage (two workers)	£35,100	£731	£878	£1,024	£1,170	£1,316	£1,463	£412	£2,925

Note: Red cells indicate rent is not affordable; Green cells indicate rent is affordable

Table 4.22 Median market rents, actual household incomes and what could be afforded

Occupation/Wage	Gross Household Income 2018 (£)	Monthly median rent that could be afforded by percentage of income spent on rent						Actual Median rent 2018	Gross household income 2018 (Monthly £)
		25% of income	30% of income	35% of income	40% of income	45% of income	50% of income		
Police officer	£23,124	£482	£578	£674	£771	£867	£964	£477	£1,927
Nurse	£17,652	£368	£441	£515	£588	£662	£736	£477	£1,471
Fire officer	£23,862	£497	£597	£696	£795	£895	£994	£477	£1,989
Teacher	£23,720	£494	£593	£692	£791	£890	£988	£477	£1,977
Min Wage (single household)	£16,010	£334	£400	£467	£534	£600	£667	£477	£1,334
Min Wage (1 FT/1PT)	£24,014	£500	£600	£700	£800	£901	£1,001	£477	£2,001
Min Wage (two working adults)	£32,019	£667	£800	£934	£1,067	£1,201	£1,334	£477	£2,668
Living Wage (single)	£17,550	£366	£439	£512	£585	£658	£731	£477	£1,463
Living wage (1 FT/1 PT)	£26,325	£548	£658	£768	£878	£987	£1,097	£477	£2,194
Living Wage (two workers)	£35,100	£731	£878	£1,024	£1,170	£1,316	£1,463	£477	£2,925

Buying a property

- 4.66 Table 4.23 considers lower quartile house prices and incomes. It indicates the buying potential based on multiples of income and excludes deposits. The analysis demonstrates that it is only possible to access lower quartile properties with a 3.5x income multiple in Inner -Urban Communities. Income multiples must exceed 5x to afford the average Sunderland LQ prices. For median house prices (Table 4.24) no sub-area is affordable at the 3.5x income multiple and only two out of the six sub-areas become affordable at the 5x income multiple.

Sub-area	Potential buying capacity of lower quartile price properties based on income multiples				Lower quartile price and income	
	3.5x	5x	7.5x	10x	Actual LQ price 2018	LQ gross household income 2018 (Monthly £)
Coalfield Communities	£52,500	£75,000	£112,500	£150,000	£75,250	£1,250
Inner Urban Area	£52,500	£75,000	£112,500	£150,000	£52,000	£1,250
Northern Coastal	£87,500	£125,000	£187,500	£250,000	£114,950	£2,083
Northern Suburbs	£52,500	£75,000	£112,500	£150,000	£58,750	£1,250
Southern Suburbs	£52,500	£75,000	£112,500	£150,000	£87,000	£1,250
Washington	£52,500	£75,000	£112,500	£150,000	£82,500	£1,250
Sunderland	£52,500	£75,000	£112,500	£150,000	£75,000	£1,250

Note: Red cells indicate property is not affordable to buy; Green cells indicate property is affordable to buy.

Sub-area	Potential buying capacity of lower quartile price properties based on income multiples				Lower quartile price and income	
	3.5x	5x	7.5x	10x	Actual LQ price 2018	LQ gross household income 2018 (Monthly £)
Coalfield Communities	£87,500	£125,000	£187,500	£250,000	£132,750	£2,083
Inner Urban Area	£52,500	£75,000	£112,500	£150,000	£73,000	£1,250
Northern Coastal	£87,500	£125,000	£187,500	£250,000	£146,000	£2,083
Northern Suburbs	£52,500	£75,000	£112,500	£150,000	£75,500	£1,250
Southern Suburbs	£52,500	£75,000	£112,500	£150,000	£127,500	£1,250
Washington	£87,500	£125,000	£187,500	£250,000	£119,950	£2,083
Sunderland	£52,500	£75,000	£112,500	£150,000	£117,500	£1,250

Note: Red cells indicate property is not affordable to buy; Green cells indicate property is affordable to buy

Buying a property: selected key workers and wage earners

- 4.67 Table 4.25 shows the buying potential (excluding deposits) for selected key-workers and those on minimum and living wages applied to Sunderland-wide figures of £75,000 for a lower quartile price home. This shows that key workers (excluding nurses) can afford to buy a lower quartile property with an income multiple of 3.5x. Households on dual minimum/living wages can also afford to buy at the 3.5x income multiple.

Benchmark incomes	Gross Household Income 2018 (£)	3.5x	4x	4.5x	5x	7.5x	LQ price 2018
Police officer	£23,124	£80,934	£92,496	£104,058	£115,620	£173,430	£75,000
Nurse	£17,652	£61,782	£70,608	£79,434	£88,260	£132,390	£75,000
Fire officer	£23,862	£83,517	£95,448	£107,379	£119,310	£178,965	£75,000
Teacher	£23,720	£83,020	£94,880	£106,740	£118,600	£177,900	£75,000
Min Wage (single household)	£16,010	£56,033	£64,038	£72,043	£80,048	£120,071	£75,000
Min Wage (1 FT/1PT)	£24,014	£84,050	£96,057	£108,064	£120,071	£180,107	£75,000
Min Wage (two working adults)	£32,019	£112,067	£128,076	£144,086	£160,095	£240,143	£75,000
Living Wage (single)	£17,550	£61,425	£70,200	£78,975	£87,750	£131,625	£75,000
Living wage (1 FT/1 PT)	£26,325	£92,138	£105,300	£118,463	£131,625	£197,438	£75,000
Living Wage (two workers)	£35,100	£122,850	£140,400	£157,950	£175,500	£263,250	£75,000

Note: Red cells indicate property is not affordable to buy; Green cells indicate property is affordable to buy

4.68 Table 4.26 presents the same analysis as above but for median priced homes (£117,500). Only a household with two, full-time living wage earners can afford to buy at the 3.5x income multiple. For several key worker groups, multiples in excess of 5x are required. Those on two full-time minimum wages require a 4x income multiple for a median property to be affordable.

Benchmark incomes	Gross Household Income 2018 (£)	3.5x	4x	4.5x	5x	7.5x	Median price 2018
Police officer	£23,124	£80,934	£92,496	£104,058	£115,620	£173,430	£117,500
Nurse	£17,652	£61,782	£70,608	£79,434	£88,260	£132,390	£117,500
Fire officer	£23,862	£83,517	£95,448	£107,379	£119,310	£178,965	£117,500
Teacher	£23,720	£83,020	£94,880	£106,740	£118,600	£177,900	£117,500
Min Wage (single household)	£16,010	£56,033	£64,038	£72,043	£80,048	£120,071	£117,500
Min Wage (1 FT/1PT)	£24,014	£84,050	£96,057	£108,064	£120,071	£180,107	£117,500
Min Wage (two working adults)	£32,019	£112,067	£128,076	£144,086	£160,095	£240,143	£117,500
Living Wage (single)	£17,550	£61,425	£70,200	£78,975	£87,750	£131,625	£117,500
Living wage (1 FT/1 PT)	£26,325	£92,138	£105,300	£118,463	£131,625	£197,438	£117,500
Living Wage (two workers)	£35,100	£122,850	£140,400	£157,950	£175,500	£263,250	£117,500

Note: Red cells indicate property is not affordable to buy; Green cells indicate property is affordable to buy

The affordability of affordable housing options

- 4.69 The final section of analysis considers the extent to which affordable housing options are genuinely affordable to households across the area. This uses Sunderland-wide data and is tested against 2018 CAMEO income data, the incomes of selected key workers and households where members are earning minimum and living wages. This analysis does not factor in benefits which may be available to households.
- 4.70 For social and affordable rented tenures, Table 4.27 shows that social renting is affordable to all of the selected key worker households and all households earning minimum/living wage (except for single minimum wage earner households). Affordable rent is not affordable to nurses or single minimum and living wage earner households.
- 4.71 Table 4.27 also shows the incomes required for alternative affordable purchase options – this takes into account equity component and rental component where relevant. The analysis shows, for instance, that 50% shared ownership is 1.2x the gross household income of a police officer and 1.6x that of a nurse. Analysis indicates that 30% discounted home ownership is the most affordable home ownership tenure option to the range of households considered in analysis.
- 4.72 This analysis clearly demonstrates that social renting and shared ownership are most affordable tenure options available to households. Although the affordability of the intermediate tenures is more challenging, discounted home ownership remains the most affordable option available to households.

Table 4.27 Affordability of intermediate tenure options

Tenure option>>>				Social Rent (monthly cost)	Affordable Rent (monthly cost)	Shared ownership (50%)	Shared ownership (25%)	Help to buy	Discounted home ownership (30%)	Discounted home ownership (20%)
Occupation/Wage	Gross household income 2018 (Annual £)	Gross household income 2018 (Monthly £)	Monthly rent / annual income required>>>	£345	£382	£28,770	£24,867	£23,920	£21,821	£25,179
				Household income required (assuming 25% spent on rent is affordable)		Comparison between income required and income received				
				£1,381	£1,526					
Police officer	£23,124	£1,927		£1,927	£1,927	1.2	1.1	1.0	0.9	1.1
Nurse	£17,652	£1,471		£1,471	£1,471	1.6	1.4	1.4	1.2	1.4
Fire officer	£27,492	£2,291		£2,291	£2,291	1.0	0.9	0.9	0.8	0.9
Teacher	£29,664	£2,472		£2,472	£2,472	1.0	0.8	0.8	0.7	0.8
Min Wage (single household)	£16,010	£1,334		£1,334	£1,334	1.8	1.6	1.5	1.4	1.6
Min Wage (1 FT/1PT)	£24,014	£2,001		£2,001	£2,001	1.2	1.0	1.0	0.9	1.0
Min Wage (two working adults)	£32,019	£2,668		£2,668	£2,668	0.9	0.8	0.7	0.7	0.8
Living Wage (single)	£17,843	£1,487		£1,487	£1,487	1.6	1.4	1.3	1.2	1.4
Living wage (1 FT/1 PT)	£26,764	£2,230		£2,230	£2,230	1.1	0.9	0.9	0.8	0.9
Living Wage (two workers)	£35,685	£2,974		£2,974	£2,974	0.8	0.7	0.7	0.6	0.7

Note: Red cells indicate renting is not affordable; Green cells indicate renting is affordable

Concluding comments

- 4.73 This chapter has explored the current housing market dynamics affecting and influencing the housing market within the area. It has provided detail on the current profile of dwellings by type, tenure and size along with house condition and prices.
- 4.74 In 2019 the majority (73.3%) of occupied dwellings are houses (of which 12.0% are detached, 37.6% are semi-detached and 23.7% are terraced/town houses). 12.6% of other occupied dwellings are bungalows, 12.8% are flats/apartments, /maisonettes and 1.4% are other types of property. 11.2% have one bedroom, 33.6% have two bedrooms, 40.7% have three bedrooms and 14.5% have four or more bedrooms.
- 4.75 The 2019 household survey reveals that 59.8% of households live in owner occupation and a further 27.4% in affordable accommodation and 12.9% live in private rented accommodation.
- 4.76 The chapter has considered the affordability of housing options in considerable detail. Analysis has established the levels of income required to afford open market prices and rents and affordable tenure options. These have then been tested against local incomes and the incomes of selected key workers and those on minimum and living wages. The analysis raises serious concerns over the relative affordability of accommodation across most tenures within the city, and particularly for the key workers and wage earners considered. Arguably, the ability of households to enter the general market without very substantial deposits is restricted.
- 4.77 Using the evidence presented in this chapter, it is possible to establish what would be a genuinely affordable rent and purchase price across Sunderland (Table 4.28). This is based on local incomes and assumes that no more than 25% of income is spent on a rent and a household income multiple of 3.5x is applied to local household incomes.

Table 4.28 Genuinely affordable rents and purchase prices by sub-area

Sub-area	Lower Quartile Rents (25% of income)	Median Rents (25% of income)	Lower quartile purchase (3.5x income multiple)	Median purchase (3.5x income multiple)
Washington	£313	£521	£52,500	£87,500
Coalfield Communities	£313	£313	£52,500	£52,500
Inner Urban Area	£521	£521	£87,500	£87,500
Northern Coastal	£313	£313	£52,500	£52,500
Northern Suburbs	£313	£313	£52,500	£52,500
Southern Suburbs	£313	£521	£52,500	£87,500
Sunderland	£313	£313	£52,500	£52,500

5. Affordable housing need

Introduction

- 5.1 The 2019 NPPF (Paragraph 61) requires that the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policy. It sets out that these should include, but not be limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes.
- 5.2 The 2019 NPPF (Paragraph 62) also states that where a need for affordable housing is identified, planning policies should specify the type of affordable housing required.
- 5.3 This chapter uses evidence from the 2019 household survey and secondary data sources to assess affordable housing requirements in the City of Sunderland. Chapter 6 then considers the needs of particular groups through primary and secondary data analysis and through discussions with key stakeholders. The evidence presented will assist the council and its strategic partners in making policy decisions regarding future housing development.

Affordable Housing Needs Assessment

- 5.4 The 2019 NPPF defines affordable housing as follows:
‘housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers) ...’ (Annex 2).
- 5.5 This section considers affordable housing need for those households who cannot afford to meet their needs in the open market through home ownership or private rental.
- 5.6 PPG 2019 states *‘all households whose needs are not met by the market can be considered in affordable housing need’*²⁰.
- 5.7 A detailed analysis of the following factors quantifies the shortfall of affordable housing:
- households currently in housing which is unsuitable for their use and who are unable to afford to buy or rent in the market; and those who can afford private rent but cannot afford to buy;
 - new households forming who cannot afford to buy or rent in the market;
 - existing households likely to fall into need; and
 - the supply of affordable housing through social/affordable renting and intermediate tenure stock.
- 5.8 The 2017 SHMA established a gross annual imbalance of 2,184 affordable dwellings and a net imbalance of 542 per annum. This evidence underpinned the Council’s H2 affordable homes policy in the Core Strategy and Development Plan to 2033 which

²⁰ PPG 2019 Paragraph 018 Reference ID: 2a-018-20190220

states 'all developments of 10 dwellings or more on sites of 0.5ha or more should provide at least 15% affordable housing. The evidence of a similar scale of gross need reinforces this policy

Assessing affordable housing need using the 2019 household survey

- 5.9 The 2019 household survey provided a range of evidence on the scale and range of need within communities across Sunderland. Table 5.1 sets out housing need across the area based on the household survey and reasons for household need. This shows that there are 12,675 existing households in need, which represents 10.2% of all households.

Table 5.1 Housing need in Sunderland		
Category	Factor	Total
Homeless households or with insecure tenure	N1 Under notice, real threat of notice or lease coming to an end	1,582
	N2 Too expensive, and in receipt of housing benefit or in arrears due to expense	1,656
Mismatch of housing need and dwellings	N3 Overcrowded according to the 'bedroom standard' model	3,596
	N4 Too difficult to maintain	3,124
	N5 Couples, people with children and single adults over 25 sharing a kitchen, bathroom or WC with another household	141
	N6 Household containing people with mobility impairment or other special needs living in unsuitable accommodation	3,466
Dwelling amenities and condition	N7 Lacks a bathroom, kitchen or inside WC and household does not have resource to make fit	154
	N8 Subject to major disrepair or unfitness and household does not have resource to make fit	997
Social needs	N9 Harassment or threats of harassment from neighbours or others living in the vicinity which cannot be resolved except through a move	513
Total no. households in need (with one or more housing needs)		12,675
Total Households		124,338
% households in need		10.2

Note: A household may have more than one housing need. The total number of households in need (12,675) is the total number of households with **one or more** need. So if a household is overcrowded and too difficult to maintain, this will be recorded as **one household in need** in the affordable needs calculation even though it is in need for two reasons (and it is not recorded in the affordable needs calculation as two separate households in need).

Source: 2019 household survey

- 5.10 Table 5.2 summarises overall housing need by sub-area and the extent to which housing need varies across the area. There are three sub-areas with over 10% of households in

need; Southern Suburbs, Inner Urban Area, and Northern Suburbs. Coalfield Communities has the lowest proportion of households in need, at 8.3%.

Sub-area	No. of households in need	% of households in need	Total No. households
Coalfield Communities	1,551	8.3	18,780
Inner Urban Area	1,907	11.4	16,677
Northern Coastal	1,037	9.6	10,758
Northern Suburbs	1,767	12.2	14,490
Southern Suburbs	4,343	10.9	39,703
Washington	2,070	8.7	23,929
Sunderland total	12,675	10.2	124,338

Source: 2019 household survey

5.11 Tables 5.3 examines need as a proportion of all households within each tenure in Sunderland. In the private rented sector, 25.9% of households are in housing need, compared to 11.7% of those in affordable housing and 6.1% of those in owner occupation

Tenure	No. households in need	No. households	% of all households in need
Owner occupier	4,534	74,282	6.1
Private rented	4,178	16,115	25.9
Affordable	3,963	33,940	11.7
Sunderland total (all households in need)	12,675	124,338	10.2

Source: 2019 household survey

5.12 Table 5.4 sets out housing need by type of household. Over a quarter of households in need in Sunderland are single adults aged under 65 years (27.0%). Couples with no children represent a further 24.4% of households in need. Table 5.4 also examines need as a proportion of all households within each households' type. The data shows that over half, 52.1%, of lone parents with 3 or more dependent children are in housing need, compared to 26.1% of couples with 3 or more dependent children.

Household Type	No. households in need	% of households in need	Total no. households	% of total households in need
Single adult (under 65)	3,419	27.0	26,573	12.9
Single adult (65 or over)	849	6.7	15,814	5.4
Couple only (both under 65)	2,037	16.1	23,051	8.8
Couple only (one or both over 65)	1,046	8.3	17,444	6.0
Couple with at least 1 or 2-child(ren) under 18	1,065	8.4	13,699	7.8
Couple with 3 or more-children under 18	693	5.5	2,658	26.1
Couple with child(ren) aged 18+	711	5.6	9,880	7.2
Lone parent with at least 1 child under 18	659	5.2	5,065	13.0
Lone parent with 3 or more-children under 18	401	3.2	771	52.1
Lone parent with child aged 18+	645	5.1	4,891	13.2
Student household	80	0.6	161	0.0
Other	1,071	8.5	4,302	24.9
Sunderland total (all households in need)	12,675	100.0	124,309	10.2

Source: 2019 household survey

Note: The base 124,309 is lower here due to fewer respondents answering the question on household composition

Overall need for affordable housing

5.13 Table 5.5 sets out the overall gross need for affordable housing

Current Need			
1.1	Total existing households in need		12,675
1.2	% in need who cannot afford open market (buying or renting)		61.0%
1.3	TOTAL in need and cannot afford open market (buying or renting)		7,726
Future need			
2.1	New household formation (Gross per year)	Based on households expected to form	1,995
2.2	% of new households requiring affordable housing	% based on actual affordability of households forming	60.7%
	Number of new households requiring affordable housing	Number cannot afford	1,210
2.3	Existing households falling into need	Annual requirement	275
2.4	TOTAL newly arising housing need (gross each year)	2.2 + 2.3	1,485
Gross shortfall summary			
3.1	Total backlog need	(1.3 7,726 minus 3,963 who currently live in affordable dwellings)	3,507
3.2	Quota to reduce	Assume 5 years or 20% each year	20%
3.3	Annual backlog reduction	3.1x3.2	701
3.4	Newly arising need	From 2.4	1,485
3.5	Total gross annual need	3.3+3.4	2,187

- 5.14 Table 5.6 breaks the 2,187 gross need down into sub-area and the number of bedrooms needed.

Number of bedrooms	Sub-area						Sunderland Total
	Coalfield Communities	Inner Urban Area	Northern Coastal	Northern Suburbs	Southern Suburbs	Washington	
1	17.1	26.4	9.8	13.7	32.7	16.3	22.3
2	41.2	38.3	54.2	71.5	35.8	50.9	45.7
3	41.0	23.5	28.8	12.3	25.8	28.0	26.0
4	0.7	9.6	7.2	2.5	5.7	4.7	5.8
5 or more	0.0	2.2	0.0	0.0	0.0	0.1	0.2
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Gross need	267	363	138	491	688	239	2,187

Sources: 2019 household survey

Note cells may not sum correctly due to rounding errors

Affordable tenure split

- 5.15 The 2017 SHMA identified an affordable tenure split of 80% social/affordable rented and 20% intermediate tenure. Updated analysis in the 2020 SHMA has carefully considered the range of affordable tenures that may be appropriate for existing households in need and newly-forming households.
- 5.16 Table 5.7 summarises an appropriate tenure split on the basis of the tenure considerations of existing and newly-forming households. Analysis would suggest that a tenure split of around 75% rented and 25% intermediate tenure would be appropriate across the city, with variations by sub-area as shown in Table 5.7.

Sub-area	Afford tenure (%)		Base (annual backlog + annual newly-arising need)
	Affordable/ Social Rented	Intermediate tenure	
Coalfield Communities	81.0	19.0	267
Inner Urban Area	65.9	34.1	363
Northern Coastal	80.4	19.6	138
Northern Suburbs	78.2	21.8	491
Southern Suburbs	77.1	22.9	688
Washington	74.9	25.1	239
Total	76.8	23.2	2217

Source: 2019 Household Survey

- 5.17 Analysis indicates that a reasonable proportion of households could afford intermediate tenure prices based on equity shares of between £100,000 and £130,000 (Table 5.8).

Table 5.8 Equity that could be afforded			
Equity which could be afforded	Existing households %	Newly-forming households %	All households %
£80,000	32.2	52.0	45.5
£90,000	28.9	44.6	39.4
£100,000	25.0	42.5	36.8
£110,000	24.5	40.8	35.4
£120,000	18.4	31.1	26.9
£130,000	15.4	28.3	24.0
Annual need	732	1485	2217

Source: 2019 Household Survey

- 5.18 When considering intermediate tenure development, it is worth noting paragraph 64 of the NPPF which states *‘where major development involving the provision of housing is proposed, planning policies and decisions should expect at least 10% of the homes to be available for affordable home ownership.’* The NPPF then cites examples where the 10% would be exempt including where this would exceed the affordable housing required in the area and where it would significantly prejudice the ability to meet the identified affordable housing requirements of specific groups. Further exemptions are: a. where the site/proposed development provides solely Build to Rent homes, b. provides specialist accommodation including purpose-built accommodation for the elderly or student c. is proposed to be developed by people who wish to build or commission their own homes; or d. is exclusively for affordable housing, an entry-level exception site or a rural exceptions site.
- 5.19 For Sunderland, affordable needs analysis demonstrates that need is greatest for affordable rented accommodation and if 10% affordable home ownership was provided this would prejudice the ability to meet the identified affordable housing needs.

Affordable housing and entry-level housing definitions

- 5.20 Paragraph 71 of the NPPF states:
- ‘Local planning authorities should support the development of entry-level exception sites, suitable for first-time buyers (or those looking to rent their first home), unless the need for such homes is already being met within the authority’s area. These sites should be on land which is not already allocated for housing and should:
- comprise of entry-level homes that offer one or more types of affordable housing as defined in Annex 2 of this Framework; and

- b) be adjacent to existing settlements, proportionate in size to them²¹, not compromise the protection given to areas or assets of particular importance in the Framework²² and comply with any local design policies and standards.
- 5.21 The definition in the NPPF of an Entry-level exception site (ELES) is ‘a site that provides entry-level home suitable for first-time buyers (or equivalent, for those looking to rent), in line with paragraph 71 of this Framework.’
- 5.22 The precise nature of ELES not defined in the NPPF or PPG but previous SHMA guidance (withdrawn in 2014) commented ‘entry-level prices should be approximated by lower-quartile house prices.’²³ Research by Lichfields equates an entry-level property to a 2-bed home²⁴ This note makes a reasonable assumption that at ELES property would be marketed at the prevailing lower quartile price based on district-level data. Note that ELES for sale can only be bought by first-time buyers. As there is no guidance on what constitutes an ELES rental price, lower quartile market rents are used as a guideline. Table 5.9 sets out appropriate ELES prices for Sunderland by sub-area.

Sub-area	Entry-level Exception Site buying price (based on 2018 Lower Quartile price)	Entry-level Exception Site renting price (based on 2018 Lower Quartile price)
Coalfield Communities	£75,250	£399
Inner Urban Area	£52,000	£399
Northern Coastal	£114,950	£399
Northern Suburbs	£58,750	£451
Southern Suburbs	£87,000	£425
Washington	£82,500	£429
Sunderland	£75,000	£412

- 5.23 On the basis that 15% of new dwellings are to be affordable and of these the revised tenure split requires 25% to be intermediate tenures and 75% rented, the annual delivery should be 27 intermediate tenure and 83 rented (110 in total). This compares with an actual average delivery of 196 affordable dwellings each year over the recent past. Affordable housing is therefore being delivered and the need for additional entry-level exception site housing is already being met through the ongoing affordable housing delivery programme across the city. Gentoo are currently implementing their five-year affordable housing programme, which will see an additional 900 affordable rented homes brought forward by 2024. Other RPs are actively delivering affordable homes schemes throughout the city, with assistance from Homes England funding and the Council themselves are looking at ways to provide affordable homes.

²¹ Entry-level exception sites should not be larger than one hectare in size or exceed 5% of the size of the existing settlement

²² Entry-level exception sites should not be permitted in National Parks (or within the Broads Authority), Areas of Outstanding Natural Beauty or land designated as Green Belt

²³ Strategic Housing Market Assessments Practice Guidance Version 2 2007 (withdrawn 2014)

²⁴ Getting on the ladder-could entry-level exception sites be part of the solution, Lichfields, Oct 2018

Dwelling type and size preferences

- 5.24 Table 5.10 shows the type and size requirements of affordable housing based on the annual gross imbalance. This analysis is based on what existing households in need expect to move to, along with the type and size of dwelling newly forming households moved to. This would suggest an overall dwelling mix of 55.6% houses, 26.7% flats and 11.0% bungalows. This analysis also feeds into the overall market mix analysis of the SHMA.

Summary

- 5.25 Analysis has identified a total of 12,675 existing households in housing need, representing 10.2% of all households across the Sunderland based on 2019 household survey evidence.
- 5.26 The 2017 SHMA established a gross annual imbalance of 2,184 affordable dwellings and a net imbalance of 542. This evidence underpinned the Council's H2 affordable homes policy in the Core Strategy to 2033 which states 'all developments of 10 dwellings or more on sites of 0.5ha or more should provide at least 15% affordable housing. The evidence in the 2020 SHMA indicates a similar scale of gross need which continues to justify this policy.
- 5.27 A slightly revised tenure split of 75% social/affordable rented and 25% intermediate tenure is recommended based on updated information on affordable tenure preferences and the affordability of intermediate tenure products.
- 5.28 In terms of the size of affordable dwellings required, analysis based on the household survey indicates the following affordable need: 22.3% one-bedroom, 45.7% two-bedroom, 26.0% three-bedroom, 5.8% four-bedroom and 0.2% five or more-bedroom.

Dwelling type/size	Coalfield Communities	Inner Urban Area	Northern Coastal	Northern Suburbs	Southern Suburbs	Washington	Sunderland Total
1- or 2-bedroom house	28.8	15.0	18.7	54.5	24.4	34.2	28.2
3-bedroom house	42.4	10.3	28.8	8.6	19.7	27.7	21.2
4 or more-bedroom house	0.0	14.6	7.2	3.7	4.4	5.3	6.2
1 bedroom flat	1.3	27.9	0.0	3.7	29.1	8.6	15.2
2/3 bedroom flat	3.0	16.6	29.9	13.9	6.6	11.9	11.5
1- or 2-bedroom bungalow	16.1	8.6	4.9	8.5	8.8	8.7	10.1
3 or more-bedroom bungalow	2.8	1.3	2.1	1.0	0.0	0.0	0.9
Other	5.7	5.6	8.5	6.2	6.9	3.6	6.6
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

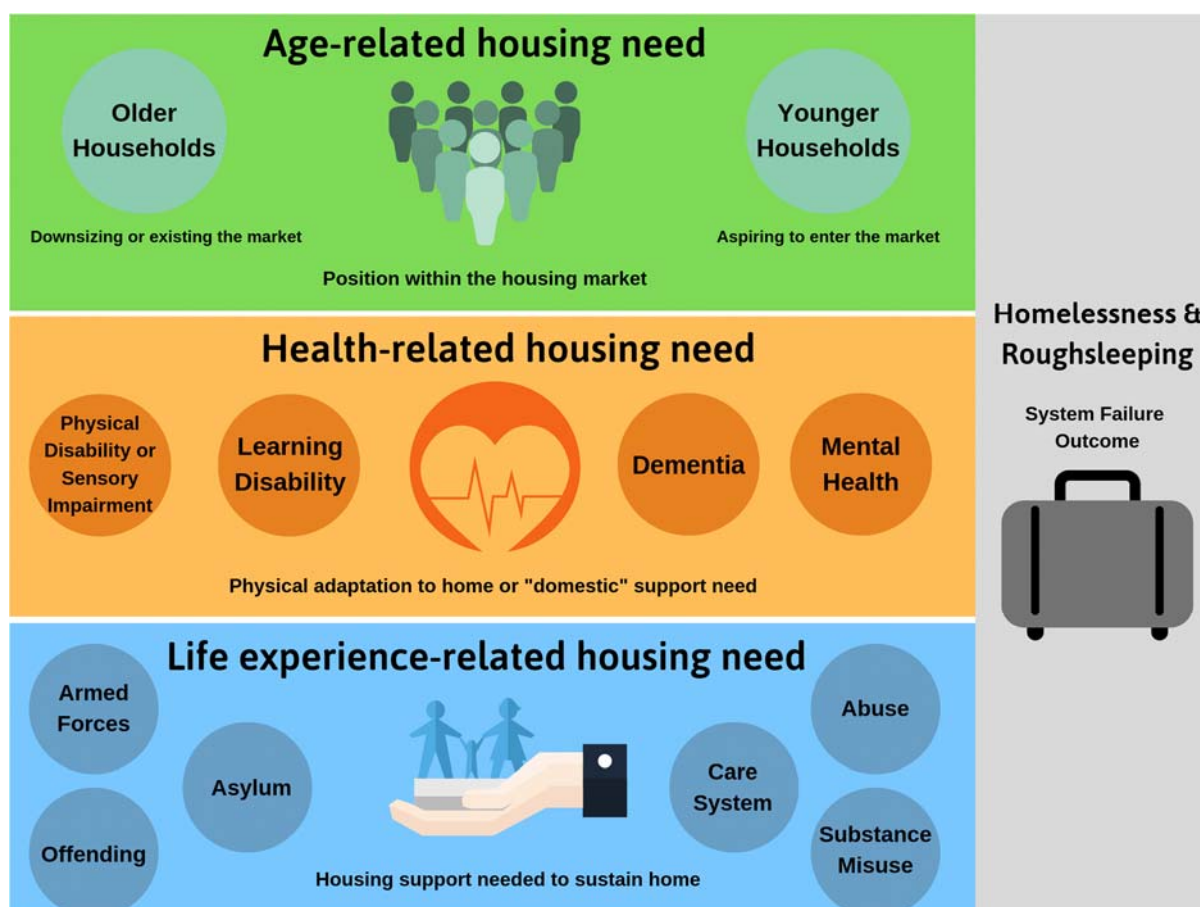
Source: 2019 household survey

6. The needs of different groups

Introduction

- 6.1 The NPPF (2019) (paragraph 61) acknowledges that there are a range of household groups who have particular housing requirements. It sets out that the needs of different groups should be assessed and reflected in planning policy in terms of the size, type and tenure of housing. It states that these households include but are not limited to those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes.
- 6.2 The needs of those who require affordable housing have been addressed in the previous chapter. The following sections look at the remaining paragraph 61 groups which we also extend to include other vulnerable groups.
- Age-related housing need – this concerns the position of particular age groups in the housing market due to life events and the demand this creates for accommodation units of a certain size or affordability.
 - Health-related housing need – a household’s health may be a determining factor in the type of accommodation they require or the support they need to receive. For most in this group the need for specialist accommodation or support is likely to be a lifelong need.
 - Life-experience related housing need – supported accommodation may be needed by those affected by life experiences which may have disadvantaged their ability to live independently. The support required here may be shorter term with the intention of promoting independence in the longer term.
 - Cultural heritage related housing need – for those from a minority ethnic background there may be cultural heritage or religion related determined needs which impact on the type of accommodation required.
- 6.3 A link to homelessness and rough sleeping is also made. Homelessness and rough sleeping can be a failure outcome of not providing appropriate accommodation for residents, along with an often complex interplay of one or more of the following; poverty, unemployment and life events. Homelessness goes beyond the presence of households rough sleeping, reflecting the broad statutory definitions of homelessness to include those in inadequate or inappropriate accommodation who may be hidden from society’s view.

Figure 6.1 Establishing need associated with age, health and life experience



6.4 This is a complex area of work and technical Appendix G sets out detailed information gathered to consider the needs of different groups and provides a broader policy context for this material. Key findings are presented in this chapter. Our primary focus has been to fulfil the requirements of the PPG, hence greater detail being given on the needs of older person households and those with physical disabilities.

Age-related housing need

6.5 Age-related housing need relates to the needs of specific age groups in the housing market due to life events and the impact this has on the need for dwellings of particular sizes/types and affordability. For older households this includes 'rightsizing' and adaptation of existing dwellings. For younger households, affordability is a particular concern and this has been considered elsewhere in the report. For this chapter we therefore focus upon the needs of older persons for particular unit types.

6.6 By way of context, over the period 2015-2033:

- the number of residents aged 65 and over is expected to increase by around 31.2% overall;
- the proportion aged 75 and over is expected to increase by 43.3%;
- the proportion aged 85 and over is expected to increase by 55.5%; and

- the number of households headed by someone aged 60 and over is expected to increase by 27.6%.
- 6.7 Regarding the number of older person households (where the HRP is aged 65 or over) and types of dwelling occupied, the 2019 household survey indicates that:
- Older person households account for 27.0% of all households and around a third (33.8%) live in the Southern Suburbs and only 8.0% live in the Northern Coastal sub-area; and
 - Across Sunderland as a whole, 44.3% of older households currently live in a house with 3 or more bedrooms
- 6.8 The 2019 household survey identified that 8.3% (1,673) of households with an HRP aged 65 and over were planning to move in the next 5 years and 6.7% (1,337) would like to move but felt unable to (mainly due to affordability issues). Over 80% of older people who live in Northern Suburbs, Northern Coastal, Coalfield Communities and Southern Suburbs, would choose to remain within Sunderland. The desire to move within Sunderland is particularly high in Northern Suburbs (94.6%). However, in the Inner Urban Area the split is closer to 50%, with 47.5% reporting that they would want to move outside of Sunderland.
- 6.9 The main reasons for moving for those aged 65-74 years were firstly, health problems or needing housing suitable for an older or disabled person (19.7%). Secondly, that they cannot manage the existing house as the house and/or garden is too big (19.4%) and thirdly, wanting to live in a nicer area (10.8%). For those aged 75-84, they also selected health reasons for their main reason for moving (26.1%) however this was followed by wanting to live closer to family or friends (20.8%). For those aged 85 and over who wanted to move, 47.2% gave the reason of health problems or needing housing suitable for an older or disabled person and 34.7% cited wanting to live closer to family or friends.
- 6.10 In terms of moving to a smaller property, 42.1% of older households would like to downsize and 54.9% expected to do so (i.e. move to a property with fewer bedrooms). 50.1% would like to move into a property with the same number of bedrooms as they presently occupy; 38.5% expected to achieve this. A further 7.7% of older households would like to move to a property with a larger number of bedrooms (upsizing), and 6.5% expected to achieve this.
- 6.11 The overall impact of older persons housing need is considered in the dwelling type and mix analysis in Chapter 8.

Assistance in the home

- 6.12 Growing older can come with an increased need for help and support within the home. Survey data captured the responses from older households on what type of support or assistance they may need now or in the near future. In Table 6.1 the range of practical assistance required from households under 65 is compared to those households aged 65-74, 75-84 and 85+ age groups. The proportion of households selecting the category 'help with repair and maintenance' generally decreases with age, both for now and in 5 years. The proportions needing 'help with gardening' now, increases from 40.7% for those under 65 years to 66.5% for those aged 85 years and over. The majority of 85+ households require help with, gardening, cleaning the home and other practical tasks. Company and friendship are selected as needed in five years by between one in four and one in five households, across all age groups.

Type of assistance	Under 65		65-74		75-84		85+	
	Need now	Need in 5 years	Need now	Need in 5 years	Need now	Need in 5 years	Need now	Need in 5 years
Help with repair and maintenance of home	57.3	75.5	54.3	65.3	44.1	61.9	51.0	46.4
Help with gardening	40.7	44.5	56.7	56.3	60.4	59.5	66.5	39.5
Help with cleaning home	39.4	33.3	35.8	41.5	50.2	52.5	68.6	57.7
Help with other practical tasks	36.9	30.4	31.8	31.9	37.1	45.6	68.4	39.2
Help with personal care	33.3	30.6	31.8	25.0	20.4	35.9	41.0	46.5
Want company / friendship	26.9	26.0	12.9	17.2	13.1	22.2	34.1	26.1
<i>Base (All households)</i>	<i>14,780</i>		<i>3,535</i>		<i>3,395</i>		<i>1,798</i>	

Source: 2019 household survey

Future need for specialist older person accommodation and residential care provision

- 6.13 Across Sunderland, there are around 4,879 units of specialist older persons' accommodation. This includes 2,094 units of residential care (C2 planning use class) dwellings and 2,785 units of specialist older persons' accommodation (C3 planning use class).
- 6.14 Given the ageing of the population, the need for specialist older persons' accommodation is expected to increase. Based on population projections to 2033, there is an additional need for 1,997 units of older persons' accommodation (see Appendix G Table G.8 for further details).

Need for specialist older person housing evidenced in the household survey

- 6.15 In addition to the current and projected specialist accommodation in Sunderland, the household survey also captured data on older persons' need for specialist housing. The survey asks, 'If you think it is relevant to you, which of the following older persons' housing options would you seriously consider either now or in the next 5 years?' Table

6.2 reports the percentage of households who would consider different older persons' housing options (respondents could tick more than one option) across the area and by age group.

- 6.16 Overall, of respondents aged 65 and over, 66.9% were planning to continue to live in their current home with support when needed, 29.6% would consider renting sheltered accommodation and 28.5% would consider renting extra care housing.

Housing option	65-74 (%)	75-84 (%)	85+ (%)	All 65+ (%)
Continue to live in current home with support when needed	60.1	72.6	78.1	66.9
Buying a property in the open market	17.3	4.7	3.6	11.0
Rent a property from a private landlord	4.9	1.1	0.0	2.9
Rent from Housing Association	18.7	12.0	8.5	15.0
Sheltered Accommodation – Renting	33.9	25.4	24.1	29.6
Sheltered Accommodation – Buying	10.8	10.6	3.4	9.7
Sheltered Accommodation - Shared ownership	5.4	4.4	2.7	4.7
Extra Care Housing – Renting	31.7	25.0	25.6	28.5
Extra Care Housing – Buying	9.0	7.1	5.3	7.8
Extra Care Housing - Shared ownership	4.3	3.2	2.7	3.7
Supported Housing	5.3	2.4	2.7	3.9
Residential Care Home	6.2	9.4	20.2	9.3
Co-housing	14.9	9.4	4.1	11.5
Go to live with children or other relatives	3.6	2.0	3.1	3.0
Other	2.0	1.8	5.5	2.5
<i>Base (total households responding)</i>	<i>5,227</i>	<i>3,420</i>	<i>1,461</i>	<i>10,109</i>

- 6.17 Table 6.3 illustrates housing preferences by which sub-area they currently live in. Given the high proportion of older households who want to continue living in their own home, the provision of home-based assistance, support and care is an increasingly important issue in the meeting of housing needs for older people. The key challenge for local authorities is the funding of services for growing numbers of older people.

Table 6.3 Older persons' housing options by sub-area							
Housing option	Sub-area						Total
	Coalfield Communities	Inner Urban Area	Northern Coastal	Northern Suburbs	Southern Suburbs	Washington	
Continue to live in current home with support when needed	66.6	62.2	66.9	65.9	70.1	63.4	66.7
Buying a property in the open market	10.1	16.4	5.2	3.2	10.2	14.3	10.4
Rent a property from a private landlord	1.5	7.3	2.6	4.9	1.5	1.5	2.8
Rent from Housing Association	19.4	19.8	13.3	24.1	11.3	10.8	15.4
Sheltered Accommodation - Renting	30.8	26.0	15.8	31.3	30.7	32.8	29.3
Sheltered Accommodation - Buying	5.3	11.2	6.4	6.8	10.6	14.0	9.6
Sheltered Accommodation - Shared ownership	2.3	2.2	2.6	3.4	7.1	5.8	4.7
Extra Care Housing - Renting	27.9	21.5	19.8	26.6	30.0	29.3	27.2
Extra Care Housing - Buying	2.3	4.5	6.6	5.0	10.5	13.0	7.8
Extra Care Housing - Shared ownership	1.5	2.2	4.0	3.4	6.4	3.2	4.0
Supported Housing	3.7	0.0	2.6	3.0	5.6	3.8	3.7
Residential Care Home	12.2	8.7	2.6	6.0	10.0	9.6	9.1
Co-housing	5.1	11.2	7.8	12.5	13.1	14.4	11.2
Go to live with children or other relatives	3.0	2.2	2.6	0.0	3.3	3.8	2.7
Other	0.0	0.0	12.0	0.0	3.3	2.9	2.5
Base	1,808	1,513	809	1,308	3,948	1,599	10,985

Source: 2019 household survey

Senior co-housing communities

- 6.18 The household survey indicated interest in co-housing. Senior co-housing is specifically mentioned in PPG as a housing option for older people: *'Senior co-housing communities are created and run by residents, based on the intention to live with a group of people of a similar age. The sites often consist of self-contained private homes as well as shared community space. Some communities offer an additional option for informal care.'*
- 6.19 A total of 1,234 households interested in co-housing as a residential option:
- Most were owner occupiers (60.5%), 27.4% lived in affordable housing and 12.1% privately rented; and
 - 56.4% had a household income of less than £300 each week, 28.6% between £300 and £500 each week and 14.9% at least £500 each week.

The role of general housing and in particular bungalows and homes that can be adapted to meet a change in needs

- 6.20 The provision of appropriate adaptations can help people lead independent lives . Given that the majority of older people (66.7%) want to remain in their own homes with help and support when needed, the extent to which their properties need to be adapted needs careful consideration. Additionally, the need to adapt properties for people aged under 65, and for families with children with adaption needs, also needs to be considered. Local authorities will therefore need to identify the role that general housing may play as part of their assessment. According to Valuation Office Agency data. there are also around 20,110²⁵ bungalows in Sunderland accounting for 15.5% of overall stock and 19,260 flats accounting for 14.9% of stock which will be providing accommodation for older people
- 6.21 Table 6.4 shows data from the 2019 household survey. It shows how many homes by sub-area have been adapted, whether care and support are required and whether there is sufficient space for a carer to stay overnight if needed. The Southern Suburbs sub-area consistently has the highest proportion of households who answered positively.
- 6.22 Key findings from the survey reported in Table 6.4 are that:
- Southern Suburbs contains 35.8% of all households with a home that been adapted, or purpose built for a person with a long-term illness, health problem or disability with only 7.4% of these homes found in the Northern Coastal sub-area;
 - 30.4% of who stated that they or a family member needed care or support to remain in their current home live in the Southern Suburbs whereas only 9.5% live in the Northern Coastal sub-area; and
 - 32.0% of those who stated that they had sufficient space in their home for a carer to stay overnight live in Southern Suburbs whilst only 8.7% live in the Northern Coastal sub-area.

²⁵ Valuation Office Agency data does not differentiate between bungalows and Sunderland cottages. The 2017 SHMA estimated there were 5,157 Sunderland cottages

	Current home has been adapted or purpose-built for a person with a long-term illness, health problem or disability	You or other members of your household require care or support to enable you/them to stay in this home	Sufficient space in your home for a carer to stay overnight, if this was needed, is available
Sub-area	% yes	% yes	% yes
Coalfield Communities	15.8%	14.7%	16.0%
Inner Urban Area	11.5%	16.0%	12.1%
Northern Coastal	7.4%	9.5%	8.7%
Northern Suburbs	14.0%	12.7%	10.2%
Southern Suburbs	35.8%	30.4%	32.0%
Washington	15.5%	16.7%	21.0%
Total	100.0%	100.0%	100.0%

Source: 2019 household survey

6.23 The 2019 household survey asked whether adaptations were required by households (Table 6.5), in line with the PPG which asks councils to consider the extent to which existing dwelling stock can help meet the needs of older people²⁶. When asked about adaptations and home improvements required in the home now, households aged under 60 focused more on the house itself, specifically, double glazing, more insulation and better heating. However, households aged over 85 needed assistance in the home, including, adaptations to bathroom, external handrails and improvements to access.

²⁶ PPG 2019 Paragraph: 017 Reference ID: 2a-017-20190220

Adaptation/improvement required	Age group (% of households)			Total
	Under 60 years	60-84 years	85+	
Double glazing	37.5	36.6	16.3	36.4
More insulation (loft, wall cavities)	36.2	23.4	6.9	30.5
Better heating	31.0	28.7	6.4	29.3
Adaptations to bathroom	15.6	31.6	23.1	21.7
Security alarm	20.0	16.1	10.1	18.2
Sound proofing	20.5	14.1	0.0	17.4
Improved ventilation	17.6	10.2	4.6	14.5
Internal handrails / grab rails	10.2	13.9	12.1	11.6
Downstairs WC	9.7	10.4	7.1	9.9
External handrails /grab rails	7.4	11.4	20.3	9.3
Adaptations to kitchen	8.6	8.0	12.6	8.5
Increase the size of property (e.g. extension, loft conversion)	10.1	4.9	0.9	7.9
Stair lift / vertical lift	5.4	7.4	8.9	6.2
Community alarm service	3.4	8.4	15.9	5.6
Wheelchair adaptations (including door widening and ramps)	4.6	5.5	14.7	5.3
Improvements to access (e.g. level access in and around home)	3.9	6.3	16.5	5.2
Adaptations relating to sensory needs	4.5	4.1	3.6	4.3
Support with keys / fob access to property	4.0	4.1	7.4	4.1
Opening or closing front door / accessing communal entrance	4.8	2.4	8.5	4.1
Room for a carer	3.8	3.9	5.6	3.9
Additional entrances / exits	4.4	3.1	2.3	3.9
Lever door handles	2.4	2.9	0.0	2.5
Base (all households)	64,662	47,920	3,243	115,825

Source: 2019 household survey

6.24 Resources for aids and adaptations remain limited, particularly for households in the private sector (owner occupation or privately rented accommodation). However, as mentioned above in respect of support requirements, the provision of appropriate adaptations is essential to older households in maintaining independent living. Alternative sources of funding, such as equity loans, could be considered to finance remedial measures required by older person households. It should be pointed out that whilst local authorities will assess anyone's needs, assistance is means tested and some will self-fund.

Estimating future need for adaptations

6.25 The 2019 household survey indicates that 7.9% of households live in properties that have been adapted or purpose built for those with an illness/disability. Analysis of demographic data, (technical Appendix G Table G.9), would suggest that the number of

generally adapted properties will need to increase by 821 over the plan period. This figure has been derived from data on the number of households with adaptations by age group of the Household Reference Person; how the number of households by HRP age group is expected to change; and applying the proportion of adapted properties to future household numbers by age group.

Stakeholder views on older persons' housing

- 6.26 A theme which emerged from the online stakeholder survey was a lack of suitable older person's housing. However, respondents commented that there was possibly an oversupply of extra care home/sheltered schemes.
- 6.27 The gaps in provision included low cost homeownership opportunities for older people, older persons' bungalows and suitable accommodation to downsize to (this would release larger houses to families currently in need). It was commented that whilst there is a good level of extra care provision in the city there is a need for greater focus on adapting existing property for older people and to enable older people to move into more specialist accommodation, again order to release general needs family accommodation.

Key findings relating to older persons' housing

- 6.28 The majority of older people live in houses followed by flats and bungalows. The trend is that as people age the proportion living in flats and bungalows will increase.
- 6.29 The property type preference for older people varies across the city. Older households wanting to move to the inner urban area and southern suburbs suggested they would like bungalows of up to 2 bedrooms. Houses with 2 and 3 bedrooms are a popular choice in all areas apart from the inner urban area and northern suburbs. In the northern suburbs there is a clear preference for 2 bedroom houses.
- 6.30 Reasons for older people wanting to move include health problems, not being able to manage the existing property as it is too big, wanting to move to a nicer area and wanting to live nearer to family and friends which increases as a reason with ageing.
- 6.31 Across Sunderland there are around 4,879 units of specialist older persons accommodation. There is a need for 1,197 additional specialist older persons accommodation over the plan period to 2033.
- 6.32 A majority of older people (66.7%) want to remain in their own homes with help and support when needed. It is estimated that over the plan period to 2033, an additional 821 dwellings will require adaptations.

Health-related housing need

- 6.33 A range of sources can be drawn upon to establish the overall scale of disability/support needs across the city. The extent to which specific accommodation for different groups may be required is then explored using available data and specific gaps in understanding are also highlighted.

- 6.34 The 2011 Census reported across Sunderland:
- 8.4% of residents stated they were in bad or very bad health; particularly associated with older age groups. A further 15.8% were in 'fair' health. The majority, 75.8%, were in 'very good or good health'. Overall, the 2011 Census estimates that around 65,813 residents were in fair or bad/very bad health and this represents 24.2% of residents. This compares with 18.3% for England.
 - The Census also reported that around 32,712 (12.0%) of residents stated that their daily activities were limited 'a lot' and 29,798 (11.0%) 'a little'. This compares with lower figures for England (8.3% and 9.3% respectively). Table 6.18 shows how this is again particularly associated with older age groups.
- 6.35 The Department of Work and Pensions (DWP) publishes local authority-level information about the number of people receiving DLA by age group and the conditions associated with the claim:
- For Sunderland, 3.5% of the population receive DLA. 60.9% of claimants are aged 65 and over and 28.9% are under 16 years; and
 - The most prevalent conditions for claimants are arthritis and learning difficulties.
- 6.36 The ONS Family Resources Survey provides national data on the number of people with disabilities by age group. This can be applied to population projections to establish the potential number of residents who have a disability at the start of the plan period, 2015. The data can be modelled to see how this is likely to change over the plan period up to 2033 (Table 6.6). The number of people does not necessarily translate to a specific housing need, although it provides a further insight into the likely level of disability experienced by residents in the area. The data indicates around 59,967 people were experiencing a disability in 2015 which represented 21.6% of residents in households. This is expected to increase to 23.3% by 2033. This increase equates to an additional 5,219 residents living with a disability.

Table 6.6 Estimate of the number of people with a disability			
	Estimate of residents with a disability		
	Year		Change
	2015	2033	
Base (total in households with disability)	59,967	65,186	5,219
% of population with disability	21.6	23.3	

Source: ONS Family Resources Survey 2016/17 and ONS 2016-based population projections

- 6.37 The 2019 household survey data invited respondents to provide data on any illness or disability present in their current household. Table 6.7 shows the results for the number of people stating an illness/disability and the type of condition. The most frequently mentioned illness/disability was longstanding illness or health condition (10.9%) followed by physical/mobility impairment (8.2%).

Illness/disability	Number of people	% of population
Physical / mobility impairment	22,698	8.2
Learning disability / difficulty	5,555	2.0
Mental health issue	18,130	6.5
Visual impairment	6,879	2.5
Hearing impairment	14,548	5.2
Long standing illness or health condition	30,395	10.9
Older Age-related illness or disability	17,828	6.4
Other	16,794	6.0
<i>Base (Number of people with illness/disability)</i>	85,372	30.7

Source: 2019 household survey. Note a person may have more than one disability

Optional accessibility and wheelchair standard housing

6.38 PPG states that *‘where an identified need exists, plans are expected to make use of the optional technical housing standards (footnote 46 of the NPPF), to help bring forward an adequate supply of accessible housing. In doing so planning policies for housing can set out the proportion of new housing that will be delivered to the following standards:*

- *M4(1) Category 1: Visitable dwellings (the minimum standard that applies where no planning condition is given unless a plan sets a higher minimum requirement);*
- *M4(2) Category 2: Accessible and adaptable dwellings; and*
- *M4(3) Category 3: Wheelchair user dwellings*

*‘Planning policies for accessible housing need to be based on evidence of need, viability and a consideration of site-specific factors’.*²⁷

6.39 Optional accessibility standards for dwellings were introduced by the Government in 2015 to provide a mechanism for improving accessibility of housing for those with additional needs. National standards have been established and contained within Part M Volume 1 of the Building Regulations²⁸ as set out in Table 6.8. The M4(1) visitable dwelling is the mandatory minimum standard applied to all new dwellings. Only one accessible housing standard can apply to any dwelling. The M4(2) accessible and adaptable dwelling standard is based on, and in 2015 effectively replaced, the ‘Lifetime Homes’ standard. Figures 6.2, 6.3 and 6.4 define these optional accessibility standards further. The optional standards are now being proposed by local authorities in their Local Plans.

²⁷ PPG June 2019 Paragraph: 009 Reference ID: 63-009-20190626

²⁸https://www.planningportal.co.uk/info/200135/approved_documents/80/part_m_-_access_to_and_use_of_buildings

Table 6.8 Summary of accessible housing standards			
Standard Label	Standard title	Level of accessibility provided	Mandatory or optional
M4(1)	Visitable dwellings	Level access not necessarily provided into the dwellings – few accessibility features	Mandatory
M4(2)	Accessible and adaptable dwellings	Level access is provided into the dwelling – easy to adapt to make more accessible – not suitable for most wheelchair users	Optional
M4(3)	Wheelchair user dwellings	Dwellings suitable for wheelchair users: either wheelchair accessible or wheelchair adaptable	Optional

Figure 6.2 Explanation of optional accessibility standard M4(1)

In the Secretary of State's view, Requirements M4(1) will be met when a new dwelling makes reasonable provision for most people, including wheelchair users, to approach and enter the dwelling and to gain access to habitable rooms and sanitary facilities on the entrance storey. The objective is to make reasonable provision to ensure that:

- a. Within the curtilage of the dwelling or the building containing the dwelling, it is possible to approach and gain access to the dwelling
- b. It is possible to gain access to the dwelling, or the building containing the dwelling, from the most likely point of alighting from a car.
- c. Most people can enter the principal private entrance in blocks of flats where this is located on the same level as the entrance.
- d. An ambulant disabled person is able to visit the occupants of any dwelling in a building containing one or more dwellings.
- e. Visitors can access and use the habitable rooms and a WC within the entrance storey of the dwelling (or the principal storey where the entrance storey does not contain a habitable room).
- f. There is step-free access between the habitable rooms and the WC where these are located on the entrance storey.
- g. Wall-mounted switches and socket outlets in habitable rooms are reasonably accessible to people who have reduced reach.

Figure 6.3 Explanation of optional accessibility standard M4(2)

In the Secretary of State's view, Optional Requirement M4(2) will be met where a new dwelling makes reasonable provision for access for most people and incorporates features that make it potentially suitable for a wide range of occupants, including older people, those with reduced mobility and some wheelchair users. The objective is to make reasonable provision to ensure that:

- a. Within the curtilage of the dwelling, or the building containing the dwelling, it is possible to approach and gain step-free access to the dwelling and to any associated parking space and communal facilities that are intended for the use of the occupants.
- b. There is step-free access to the WC and other accommodation within the entrance storey, and to any associated private outdoor space directly connected to the entrance storey.
- c. A wide range of people, including older and disabled people and some wheelchair users, are able to use the accommodation, including its sanitary facilities.
- d. Features are provided to enable common adaptations to be carried out at a future date to increase the accessibility and functionality of the dwelling.
- e. Wall-mounted switches, socket outlets and other controls are reasonably accessible to people who have reduced reach

Figure 6.4 Explanation of optional accessibility standard M4(3)

In the Secretary of State's view, Optional Requirement M4(3) will be met where a new dwelling makes reasonable provision, either at completion or in the future, for a wheelchair user, to live in the dwelling and use any associated private outdoor space, parking and communal facilities that may be provided for the use of the occupants. The objective is to make reasonable provision to ensure that:

- a. Within the curtilage of the dwelling or the building containing the dwelling, a wheelchair user can approach and gain step-free access to every private entrance to the dwelling and to every associated private outdoor space, parking space and communal facilities that are intended for the use of the occupants.
- b. There is step-free access to the WC and other accommodation within the entrance storey and the potential to achieve step-free access to all other parts of the dwelling.
- c. The dwelling is at least wheelchair adaptable such that key parts of the accommodation, including its sanitary facilities, could be easily altered to make the dwelling wheelchair accessible at a future date, or where required by a local planning authority, the dwelling is wheelchair accessible at completion.
- d. There is sufficient internal space, and other provisions as necessary, to make all of the accommodation within the dwelling suitable for a wheelchair user.
- e. Wall-mounted switches, controls and socket outlets are accessible to people who have reduced reach

6.40 The 2019 household survey has indicated that residents in 1,745 households (1.4%) require wheelchair adapted dwellings either now or within the next five years (Table 6.9). Over the plan period, this number is expected increase by a further 149 resulting in an overall need for 1,894 wheelchair adapted dwellings. This will be achieved through the adaptation of existing properties and through newbuild. It is important to consider that some dwellings will not be capable of adaptation or they are situated in an area that is unsuitable for people with disabilities. For example, dwellings that are built on a

hill, have poor vehicular access, or are located some distance from health care, support and retail facilities.

Age Group	Year			% properties needing wheelchair adaptations	Number of wheelchair adapted properties required by age group		
	2015	2033	change		2015	2033	Change
15-24	4,908	4,875	-33	0.0	0	0	0
25-34	16,434	15,500	-934	1.2	190	179	-11
35-44	19,257	22,801	3,544	1.7	320	379	59
45-59	35,614	30,413	-5,201	1.3	478	408	-70
60-74	28,237	31,795	3,558	1.4	385	433	48
75-84	12,964	17,697	4,733	1.1	144	197	53
85+	4,428	9,148	4,720	5.0	220	454	234
Total	121,842	132,229	10,387	1.4	1,745	1,894	149
Source	MHCLG2014-based household projections			2019 Household Survey	2019 survey applied to MHCLG 2014-based household projections		

6.41 In order to establish an appropriate target for M4(3) dwellings, Table 6.10 sets out a series of assumptions regarding wheelchair use and the resulting annual need for newbuild wheelchair adapted properties.

Assumption	% requirement	Number each year. (based on target of 783)
Wheelchair use from the English Housing Survey 2014/15 – households using wheelchair all the time	1%	8
Wheelchair use from the English Housing Survey 2014/15 – households using wheelchair either indoors or outdoors	3.6%	28
Aspire report on wheelchair accessible housing ²⁹	10%	78
Sunderland 1,894 need over plan period (divided by 14 years) assuming all met through newbuild over remaining plan period to 2033	17.3%	135

6.42 According to the PPG³⁰ 'Local Plan policies for wheelchair accessible homes should be applied only to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling.' This would imply that the onus on

²⁹ Wheelchair Accessible Housing: Waiting for appropriate housing in England, Aspire October 2014 recommends that the national government should set a minimum requirement of 10% of all new build properties across all tenures to be wheelchair accessible

³⁰ Paragraph: 009 Reference ID: 56-009-20150327

wheelchair accessible housing delivery is with the Local Authority/Registered Providers. Any final targets should be set within the context of likely levels of delivery.

- 6.43 The Core Strategy and Development Plan to 2033 has set a target of 10% of new dwellings to be built to M4(2) standard. Given the ageing population in the city and the identified levels of disability amongst the population, latest evidence would suggest:
- A range of between 1% (minimum) and 17.3% (maximum) of new dwellings are built to M4(3) wheelchair accessible standard (this would imply an average target of 8% or 62 each year); and
 - A minimum of 25% of new dwellings are built to M4(2) standard based on the proportion of households in the city who would currently benefit from M4(2) accessible housing. 2011 Census evidence indicates that 21.6% of residents in households are estimated to have a disability and 24.2% of residents in households have their activities limited in some way. The 2019 household survey indicates that 30.7% of residents in households have an illness or disability. An average of these three figures establishes the 25% requirement.
- 6.44 It should be noted however that any percentage requirements for accessible housing are subject to cumulative viability testing. It is also recommended that needs are monitored closely given the ageing population over the plan period.

Stakeholder views on specialist housing

- 6.45 A theme which emerged from the online stakeholder survey was a lack of specialist housing provision.
- 6.46 With regard to supply and demand issues for particular types of specialist housing products in the area, the following was mentioned:
- More specialist housing is needed and dispersed across the city, especially for the most vulnerable;
 - Affordable accommodation to rent for people with learning disabilities; and
 - A lack of supported housing, particularly for single people and high complex individuals.
- 6.47 Technical Appendix G sets out detailed information regarding other additional needs across Sunderland. Key findings are now presented.

Health related housing need - key findings

- 6.48 In 2015, 21.6% of residents were experiencing a disability. This is expected to increase to 23.3% by 2037, which equates to an additional 5,219 residents living with a disability.
- 6.49 30.7% of the population of Sunderland state that they are living with some form of illness or disability. This can be a determining factor in the type of accommodation required.
- 6.50 Overall, the 2011 Census estimates that around 24.2% of residents were in fair or bad/very bad health compared to 18.3% for England.

- 6.51 There is a range of accommodation provision for up to 227 people in the City with learning disabilities and autism. Further scoping work is underway to identify future accommodation requirements.
- 6.52 There is accommodation provision for up to 54 people with mental health needs and it is likely that further alternative accommodation may be required for up to 20 additional people.
- 6.53 There is accommodation provision for up to 20 people with physical disabilities and scoping work may be required identify future alternative accommodation requirements.

Life experience-related housing need – key findings

- 6.54 Supported accommodation in its broadest sense is generally provided for those individuals or households who are vulnerable to tenancy failure. For many this will be due to life experiences which may have disadvantaged their ability to live independently. These may include time in an institution or care, asylum or a history of abuse. The support required here may be shorter term with the intention of promoting independence in the longer term.
- 6.55 In response to the stakeholder survey, respondents highlighted the need for crisis accommodation for those fleeing domestic abuse and supported accommodation for homeless people. It was highlighted that homelessness is a cross-boundary issues as people cross boundaries between Wearside and Tyneside.
- 6.56 Support continues to be given to former members of the armed forces who are homeless or threatened with homelessness, through the local authority and housing association allocations schemes.
- 6.57 There is a range of accommodation and support available to care leavers and young people aged 16-21. An action has been identified in the housing strategy to develop a joint protocol to ensure that homeless young people and those leaving care are supported to find suitable accommodation
- 6.58 Sunderland has contracts to provide specialist domestic abuse provision at two refuges providing provision for up to 19 people. Sunderland is also one of the 3 national 'Change that Lasts' projects for victims of domestic abuse.
- 6.59 A range of projects are in place to provide assistance for people needing help with drugs, alcohol or other substances and these will continue to work with housing partners to provide support services.

Homelessness

- 6.60 Ministry of Housing, Communities and Local Government (MHCLG) Homelessness Statistics for the year 2017/18 indicate that a total of 650 decisions were made on households declaring themselves as homeless in Sunderland (Table 6.11). Of these households, 84 (12.9%) were classified as homeless and in priority need. The percent accepted as homeless has fallen over the time period, from a high of around 75%. However the 2017/18 figure represents an increase back to the level seen in 2013/14. Over the eight years 2010/11 to 2017/18, the average acceptance rate has been 14.6%.

Table 6.11 Homeless decisions, acceptances and unsuccessful applications 2010/11 to 2017/18

Year	Total decisions	Accepted as homeless	Homeless but not priority	Eligible but not homeless	Intentionally homeless	% acceptances
2010-11	225	168	7	39	11	74.7
2011-12	109	82	3	14	10	75.2
2012-13	306	125	33	128	20	40.8
2013-14	1,395	166	192	1,014	23	11.9
2014-15	1,243	81	105	1,040	17	6.5
2015-16	1,057	78	51	922	6	7.4
2016-17	756	57	--	661	--	7.5
2017-18	650	84	20	539	7	12.9
Total	5,741	841	411	4,357	94	
Annual Average	718	105	51	545	12	14.6

Source: MHCLG Homelessness Statistics

- 6.61 The 2019 household survey identifies 1,007 (2.8%) households who had been previously homeless or living in temporary accommodation and had moved to their present accommodation in the past five years.
- 6.62 Table 6.12 presents a range of information relating to the characteristics of previously homeless households or those living in temporary accommodation and the dwelling choices that they have made.
- 6.63 A range of projects are in place to provide assistance for people needing help with drugs, alcohol or other substances and these will continue to work with housing partners to provide support services.

Table 6.12 Characteristics of households previously homeless			
Household type	%	Current property type	%
Single Adult (under 65)	77.7	House	35.5
Single Adult (65 or over)	2.3	Flat or apartment	40.5
Couple only (both under 65)	14.1	Bungalow	24.0
Couple only (one or both over 65)	2.3		
Lone parent with child(ren) aged 18+	3.6		
Total	100.0	Total	100.0
Current tenure	%	Previous location	%
Owner occupied	12.4	Within Sunderland	74.9
Private rented	19.9	Outside Sunderland	21.5
Affordable	67.7	No response	3.6
Total	100.0	Total	100.0
Current income (gross weekly)	%	Current property size	%
Under £150	35.2	1-bedroom	44.7
£150 to <£350	40.5	2-bedroom	51.9
£350 to <£500	24.3	3-bedrooms	3.6
Total	100.0	Total	100.0

Base: 469 households previously homeless or living in temporary accommodation

Source: 2019 household survey

Cultural heritage related housing need

6.64 For those from a minority ethnic background there may be cultural heritage or religion related determined needs which impact on the type of accommodation required. This would include the specific needs of particular BAME³¹ households as well as those from Travelling communities.

BAME households

6.65 The 2019 household survey indicates that 96.9% of Household Reference People (HRP) in Sunderland describe themselves as White British and 3.1% describe themselves as having other ethnicities. The following chart (figure 6.5) displays the rundown of ethnic groups, excluding White British.

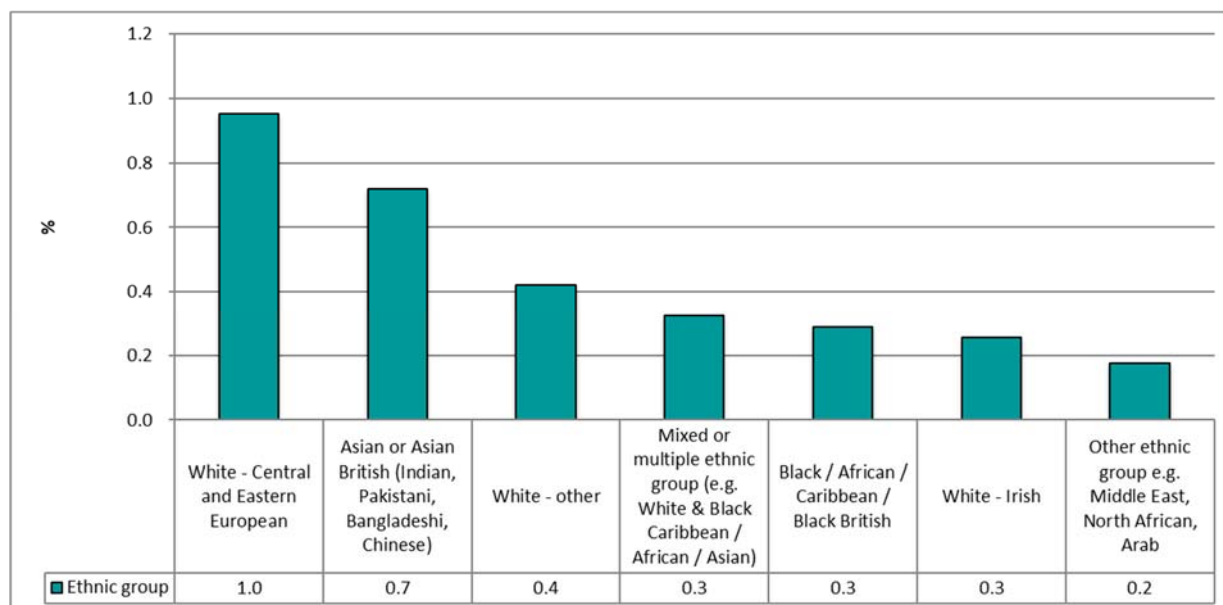
6.66 Some headlines from the household survey data are:

- 32.4% of BAME households live in the Inner Urban Area and 24.1% live in Southern Suburbs. BAME households account for approximately 3.0% of all households in Sunderland;
- Half of BAME households are owner-occupiers, 27.6% rent privately and 22.2% are in affordable housing;
- More than one in four BAME households (27.4%) are living in 3 or more-bedroom terraced houses. BAME households are overrepresented in 1-bedroom flats as 18.6% of all households in this type and size of dwelling are BAME;

³¹ Households not identifying as 'White British'

- 16.1% of BAME households are dissatisfied with the state of repair of their home, this compares to 6.5% across all households;
- 49.7% of all student households in Sunderland are BAME households. Just under a third of all BAME households are couples with up to two dependent children (29.8%) compared to 11.0% across Sunderland as a whole; and
- Household incomes are similar when comparing BAME and the total population.

Figure 6.8 Percentage of households by ethnic group other than White British



Source: 2019 household survey

6.67 In terms of housing need, 17.6% of all BAME households were in some form of housing need compared with 10.2% of all households (Table 6.13) and overall 5.4% of all households in need were BAME. Overcrowding was the most frequently mentioned reason for being in need (40.2% of BAME households) followed by 20.1% who were under notice, real threat of notice or their lease was coming to an end.

Housing need factor	BAME households %	All Households %	% all households who are BAME
N1: Under notice, real threat of notice or lease coming to an end	20.1	10.4	10.4
N2: Too expensive, and in receipt of housing benefit or in arrears due to expense	6.8	10.9	3.4
N3: Overcrowded according to the bedroom standard model	40.2	23.6	9.2
N4: Too difficult to maintain	4.8	20.5	1.2
N5: Couples, people with children and single adults over 25 sharing a kitchen, bathroom or w.c. with another household	0.0	0.9	0.0
N6: Household containing people with mobility impairment or other special needs living in unsuitable accommodation	4.4	22.8	1.0
N7: Lacks a bathroom, kitchen or inside w.c. and household does not have resources to make fit	6.8	1.0	0.0
N8: Subject to major disrepair or unfitness and household does not have resources to make fit	16.8	6.5	13.8
N9: Harassment or threats of harassment from neighbours or others living in the vicinity which cannot be resolved expect through a move	0.0	3.4	0.0
% with one or more housing need	17.6	10.2	5.4
Base (all households with one or more housing needs)	684	12,675	
Base (all households)	3,748	124,338	

Source: 2019 household survey

Asylum seekers and refugees

- 6.68 According to the latest Home Office data, there have been no refugees resettled to Sunderland under the Vulnerable Persons Resettlement Scheme since 2014.
- 6.69 At the end of December 2019, Home Office data reports a total of 372 asylum seekers in receipt of Section 95 support. This is support for asylum seekers who have an asylum claim or appeal outstanding and failed asylum seekers who had children in their household when their appeal rights were exhausted, and includes those in receipt of:
- Dispersed accommodation - those in receipt of accommodation only, or both accommodation and subsistence (352 in Sunderland).
 - Subsistence only - whereby the applicant receives cash to support themselves but who have found their own accommodation (20 in Sunderland).
- 6.70 According to the Sunderland rough sleeping and homeless prevention strategy 2019-2021, at the end of March 2019 there were 441 bedspaces predominantly placed in four wards in the city, located near the city centre and services. If asylum seekers are granted leave to remain in the country once their application has been assessed, they have the option to stay in the city and the Housing Options Team will help them find suitable

accommodation under homeless legislation (although the strategy comments that only around 12.5% of asylum seekers granted leave to remain choose to stay in Sunderland).

Gypsy and Traveller and Travelling Showpeople Households

- 6.71 The city has a small Travelling Showpeople population. The 2011 Census identified 70 residents. In June 2017, arc⁴ published a Gypsy and Traveller and Travelling Showpeople Accommodation Assessment for Sunderland City Council. The assessment identified a need for 33 Travelling Showpeople plots over the plan period, in order to accommodate the needs of the city's Travelling Showpeople community. With regard to Gypsies and Travellers, the 2017 GTTSAA found no evidence of need for permanent pitches in Sunderland City over the plan period (to 2033). However, it did indicate a need for some form of stop-over provision to meet the needs of unauthorised encampment activity and recommended that a stop-over site of 5 pitches (to accommodate 10 caravans) be developed.
- 6.72 An addendum to the 2017 GTTSAA was published in March 2018 following consultation on 'stop over' provision. It was concluded that the most appropriate approach to meeting the accommodation needs of Gypsies and Travellers within the city is to have an 'acceptance policy' in place for unauthorised encampments. An updated Unauthorised Encampment Policy was adopted by the council in 2018. A review in 2019 indicated that the policy is working as intended and there is no evidence at this stage for a permanent stop over site, however annual monitoring systems are in place.

Other groups with particular housing requirements

- 6.73 This chapter concludes with a summary of the other household groups who have particular housing requirements in Sunderland.

People who rent their homes

- 6.74 Chapter 4 presents a range of data on the characteristics of households who rent their homes – either privately or from a social housing provider.

Self-build and custom housebuilding

- 6.75 The National Planning Policy Framework (NPPF) 2019 set out that the Government wants to enable more people to build their own homes and wants to make this form of housing a mainstream housing option. The Self-Build and Custom Housebuilding Act 2015 and subsequent Self-Build and Custom Housebuilding (Register) Regulations 2016 require authorities to maintain a register of those who have expressed an interest in buying serviced plots. Local authorities are under a duty to have regard to these registers in carrying out their planning function.
- 6.76 Over the period 2015/16 to 2018/19³² a total of 54 custom and self-build plots have been approved. The following section presents key findings from the register that are

³² Sunderland Annual Monitoring Report January 2020

- most relevant to the Council in assisting with the development of custom and self-build plots.
- 6.77 The Sunderland register is one of the most detailed questionnaires we have analysed. As at January 2020, 68 people had registered of which 57 were currently Sunderland residents and 26 were also registered with another local authority, mostly Durham, Gateshead and the City of Newcastle.
- 6.78 All but two applicants were seeking full ownership, the other 2 seeking shared equity. There was no question relating to a preference to join an affordable scheme.
- 6.79 53 applicants stated they were very interested in the process as opposed to 'quite' or 'slightly' interested.
- 6.80 However, perhaps the most significant finding is that 17 applicants stated that they were seeking a single plot and given the other fixed choices this would indicate that a serviced plot, part of a wider scheme would not be considered. Of the 51 remaining, 11 were not currently living in Sunderland, none had acquired a plot.
- 6.81 Of the 51, 6 stated the most they could afford to pay for a serviced plot was up to £50,000; 18 could afford £50,000 to £100,000, 20 could afford £100,000 to £150,000 and the remainder over £150,000.
- 6.82 These applicants were mostly seeking to build 3 or 4-bedroom detached houses or bungalows. It was impossible to summarise required plot sizes due to the different definitions used.
- 6.83 With 25 applicants of the 51 stating they would consider 'anywhere in Sunderland' for a serviced plot, there is strong evidence that demand exists for serviced plots.

People under 35

- 6.84 The needs of people under 35 are considered in the overall affordable need and market mix analysis. Of all existing households in need, 13.7% have a HRP aged under 35. Affordable housing needs analysis in the 2017 SHMA indicated a household formation rate of 2,115 each year and 51% requiring affordable housing. The breakdown by dwelling size for newly-forming households is: 71.1% one-bedroom, 25.7% two-bedroom and 3.2% three-bedroom.
- 6.85 The dwelling mix analysis provides an insight into the current range of dwellings occupied by people under 35 and their aspirations and expectations. This material is summarised in Table 6.14. The majority of younger households live in two and three-bedroom houses (71.2%), and although there is an aspiration towards four-bedroom dwellings households are realistically expecting to remain in a two or three-bedroom house.

Dwelling type / size	16-34 Age Group		
	Current stock profile (%)	Aspirations (%)	Expectations (%)
1-bedroom house	0.3	1.5	2.2
2-bedroom house	28.9	14.8	23.4
3-bedroom house	42.3	41.0	44.5
4 or more-bedroom house	11.0	35.3	20.2
1-bedroom flat	2.6	2.0	4.0
2-bedroom flat	8.4	4.0	2.0
3 or more-bedroom flat	1.6	0.0	0.0
1-bedroom bungalow	0.6	0.0	0.0
2-bedroom bungalow	1.4	0.0	1.5
3 or more-bedroom bungalow	1.9	1.5	0.0
1-bedroom other	1.0	0.0	2.0
2-bedroom other	0.0	0.0	0.0
3 or more-bedroom other	0.0	0.0	0.0
Total	100.0	100	100.0
Base	21,340	5,164	5,0041

Student housing need

- 6.86 In the 2011 Census there were over 17,667 students aged 16-74 in Sunderland. Over half of students live in two sub-areas; 29.1% live in Southern Suburbs and 26.2% live in the Inner Urban Area (Table 6.15).

Sub-area	No. of students	% of students
Coalfield Communities	2,097	11.9
Inner Urban Area	4,622	26.2
Northern Coastal	1,572	8.9
Northern Suburbs	1,505	8.5
Southern Suburbs	5,143	29.1
Washington	2,728	15.4
Sunderland total	17,667	100.0

Source: Census 2011

- 6.87 The stakeholder survey received several comments about student accommodation and particularly in relation to the private rented sector. It is suggested that many of the lower quality properties are aimed at students however many have opted to move into purpose-built accommodation. This has led to empty dwellings and can lead to neighbourhood decline. A priority was is to ensure sufficient high-quality student residential accommodation for current and future students. Also ensuring that suitable accommodation is constructed for the graduate professionals going forward.

Summary

- 6.88 In accordance with the PPG, the SHMA has considered the future need for specialist accommodation, the need for residential care and considered the role of general housing in meeting needs, in particular bungalows and homes that can be adapted to meet a change in needs.
- 6.89 In accordance with the PPG, the SHMA has considered the future need for specialist accommodation, the need for residential care and considered the role of general housing in meeting needs, in particular bungalows and homes that can be adapted to meet a change in needs.
- 6.90 The number of households headed by someone aged 65 or over is expected to increase by 12,583 (+27.6%) by 2033. The majority of older people 65 and over (66.9%) want to continue to live in their current home with support when needed according to the household survey, with help with repair/maintenance, gardening, cleaning and other practical tasks, which would help people remain in their own home. However, the household survey also points to a need to deliver a range of smaller dwellings (particularly bungalows/level access accommodation) for older people in the general market and specialist older persons housing provision.
- 6.91 Across Sunderland, there are currently around 4,879 units of specialist older persons accommodation. This includes 2,094 units of residential care (C2) dwellings and 2,785 specialist older persons dwellings (C3). It is estimated that an additional 1,997 units of specialist older person accommodation will be required by 2035. The SHMA does not specify the precise nature of specialist older person dwellings to be built. This is to allow flexibility in delivery and PPG states that *'any single development may contain a range of different types of specialist housing'*³³
- 6.92 A key conclusion is that there needs to be a broader housing offer for older people across Sunderland and the SHMA has provided evidence of the scale and range of dwellings needed.
- 6.93 A wealth of information has been assembled from various sources which helps to scope out the likely level of disability across the Sunderland's population. Although it is a challenge to quantify the precise accommodation and support requirements, the SHMA has helped to scope out where needs are arising and has provided indicators of specific needs across various needs groups.
- 6.94 Regarding **housing for people with disabilities**, the 2019 household survey indicates that 30.7% of all residents have an illness/disability. This compares with 24.2% residents having bad/very bad health reported in the 2011 Census. Around 7.9% of households live in properties which have either been purpose-built or adapted for someone with an illness or disability. There is expected to be an increase of around 821 dwellings needing major adaptation across all households to 2033.
- 6.95 Given the ageing population of the area and the identified levels of disability amongst the population, the Council already has an adopted policy position of 10% of new dwelling to meet the M4(2) accessible standard. The 2020 SHMA evidence would

³³ PPG June 2019 Paragraph: 010 Reference ID: 63-010-20190626

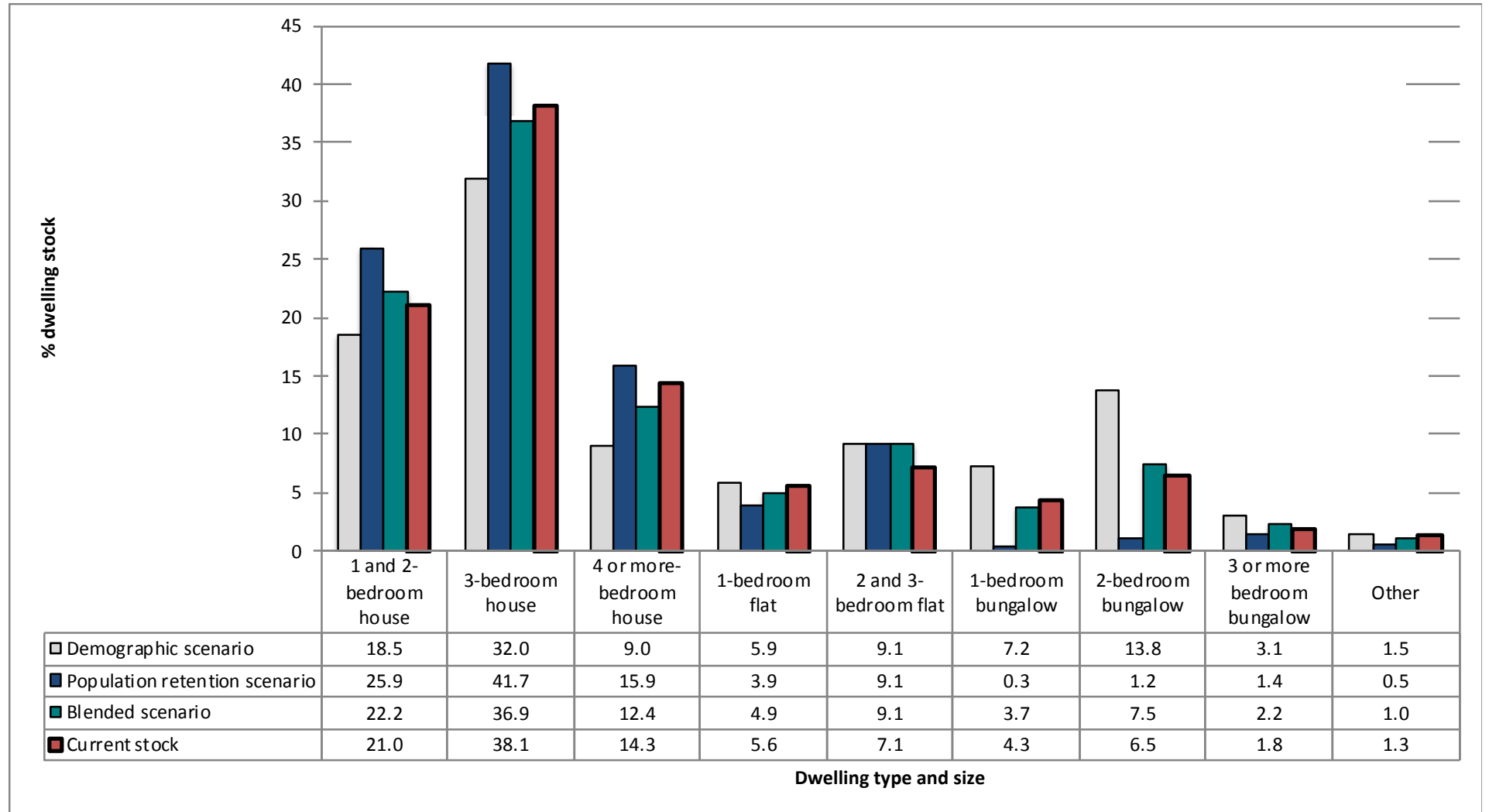
indicate a minimum of 25% all new dwellings are built to M4(2) accessible and adaptable standard and a need for 8% of new dwellings are built to wheelchair accessible M4(3). Future reviews of the local plan should take these needs into consideration subject to viability constraints.

7. Dwelling type and mix

Introduction

- 7.1 The SHMA addendum 2018 identified an average annual need for 745 net additional dwellings across the City of Sunderland over the plan period to 2033. The purpose of this chapter is to break this figure down into an appropriate dwelling type, tenure and type mix for the city. The detailed analysis underpinning this chapter is set out at Appendix C. In summary, this analysis considers:
- household projections;
 - dwelling stock information;
 - the relationship between dwelling stock and households using 2019 household survey data; and
 - affordable housing need.
- 7.2 The analysis considers overall dwelling type and mix under three scenarios:
- a **‘demographic baseline’** scenario which assumes the same relationship between households and the dwellings they occupy remain the same over the plan period; and
 - a **‘population retention’** scenario which considers the delivery of housing to support population retention. This is based on the profile of households where the HRP is aged under 45;
 - a **‘blended’ scenario** which is the average of the baseline demographic and population retention scenarios.
- 7.3 The results of the scenarios are compared with the current dwelling stock profile.
- 7.4 Figure 7.1 considers the current stock profile and the alternative dwelling mix scenarios. Under the baseline demographic scenario, delivery of an increasing proportion of one and two-bedroom bungalows is identified. Under the population retention scenario, there is a focus on delivery of houses (83.5%) and flats/apartments (13.1%), with 57.5% of need for houses with 3 or more bedrooms.

Figure 7.1 Summary of dwelling types in current stock and under baseline demographic, aspiration and expectation scenarios



Source: 2019 household survey

Summary of scenarios

- 7.5 Table 7.1 summarises the outcome of the dwelling type/mix scenario analysis. It is recommended that the blended scenario is used to inform future dwelling mix. This scenario takes into account the changing dwelling requirements of households over the plan period but also considers the needs of younger households to support population retention. The key message is a continued focus on delivering a range of dwelling types, predominantly houses (71.5%) followed by flats (14%), bungalows (13.4%) and other types (1%).

Dwelling type/size	Scenario			Current stock (%)
	Demographic baseline (%)	Population retention (%)	Blended (%)	
1 and 2-bedroom house	18.5	25.9	22.2	21.0
3-bedroom house	32.0	41.7	36.9	38.1
4 or more-bedroom house	9.0	15.9	12.4	14.3
1-bedroom flat	5.9	3.9	4.9	5.6
2 and 3-bedroom flat	9.1	9.1	9.1	7.1
1-bedroom bungalow	7.2	0.3	3.7	4.3
2-bedroom bungalow	13.8	1.2	7.5	6.5
3 or more-bedroom bungalow	3.1	1.4	2.2	1.8
Other	1.5	0.5	1.0	1.3
Total	100.0	100.0	100.0	100.0
Dwelling type	Demographic baseline (%)	Population retention (%)	Blended (%)	Current stock (%)
House	59.4	83.5	71.5	73.2
Flat	15.0	13.1	14.0	12.8
Bungalow	24.0	2.9	13.4	12.6
Other	1.5	0.5	1.0	1.4
Total	100.0	100.0	100.0	100.0
Number of bedrooms	Demographic baseline (%)	Population retention (%)	Blended (%)	Current stock (%)
1	15.2	5.1	10.2	11.1
2	40.4	34.7	37.5	33.5
3	35.4	44.3	39.8	41.1
4	9.0	15.9	12.4	14.3
Total	100.0	100.0	100.0	100.0

Note totals by age group may vary slightly due to rounding errors

Source: 2019 household survey

Overall dwelling mix by tenure

- 7.6 Table 7.2 summarises the overall dwelling mix in terms of the proportions of dwelling types and sizes by tenure. This takes into account the overall dwelling mix based on the blended scenario analysis and the specific need profiles of open market and affordable tenures.

Table 7.2 Overall dwelling type/size and tenure mix under baseline demographic scenario (%)			
Dwelling type/size	Tenure		Total
	Market (85%)	Affordable (15%)	
1 and 2-bedroom house	21.1	28.2	22.2
3-bedroom house	39.6	21.2	36.9
4 or more-bedroom house	13.5	6.2	12.4
1-bedroom flat	3.1	15.2	4.9
2 and 3-bedroom flat	8.7	11.5	9.1
1-bedroom bungalow	3.5	5.1	3.7
2-bedroom bungalow	7.9	4.9	7.5
3 or more-bedroom bungalow	2.5	0.9	2.2
Other	0.0	6.6	1.0
Total	100.0	100.0	100.0
Dwelling type	Market (85%)	Affordable (15%)	Total
House	74.3	55.6	71.5
Flat	11.8	26.7	14.0
Bungalow	13.9	11.0	13.4
Other	0.0	6.6	1.0
Total	100.0	100.0	100.0
Number of bedrooms	Market (85%)	Affordable (15%)	Total
1	7.3	26.4	10.2
2	36.4	43.8	37.5
3	42.7	23.6	39.8
4	13.5	6.2	12.4
Total	100.0	100.0	100.0

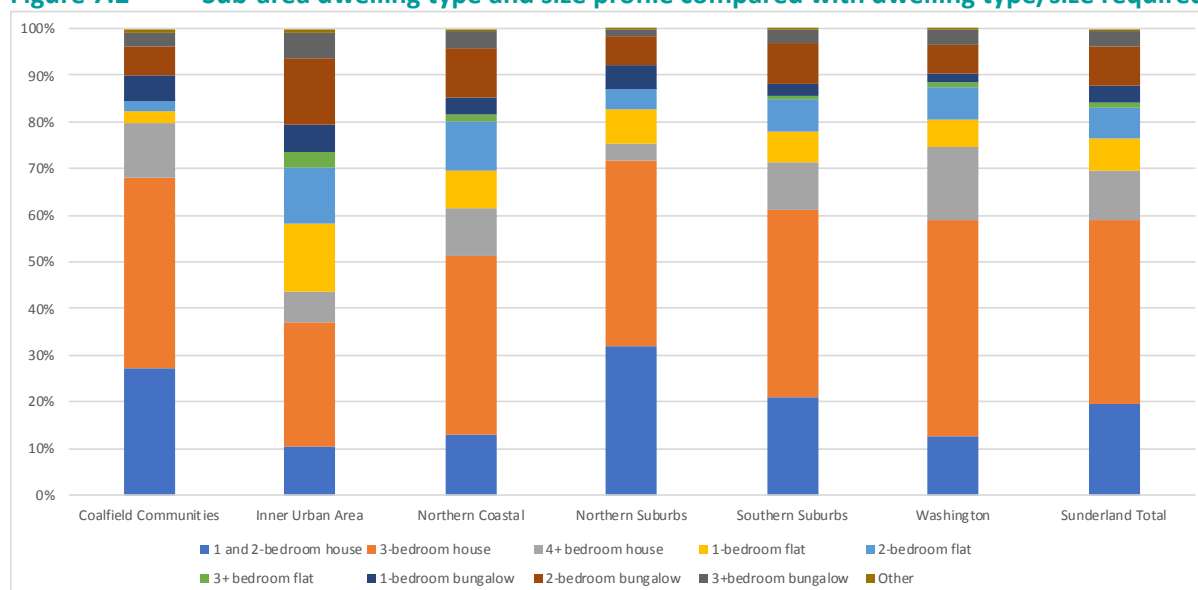
Sub-area analysis

7.7 Modelling of future dwelling type and mix had been carried out at the city level. This is because official household projections are only available at this level. However, it is possible to compare the current stock profile at the sub-area level with the overall dwelling type and mix requirement at the city level. This helps to identify if there are particular shortfalls in type/size of dwelling at the sub-area level. Table 7.3 and Figure 7.2 summarises the type/size profile of all dwellings in each sub-area. Table 7.4 then compares this with the baseline dwelling type/size requirements sets out in Table 7.2. Table 7.4 shows where there is sufficient supply (green) or not sufficient supply (red) of dwelling types and sizes compared with the baseline dwelling type/size requirements.

Table 7.3 Current dwelling type/size profile by sub-area

Dwelling type/size	Sub-area and current stock profile (% of dwellings)							Dwelling type/ size required
	Coalfield Communities	Inner Urban Area	Northern Coastal	Northern Suburbs	Southern Suburbs	Washington	Sunderland Total	
1 and 2-bedroom house	27.1	10.5	13.0	32.1	21.1	12.5	19.6	22.2
3-bedroom house	41.0	26.7	38.3	39.6	40.1	46.6	39.5	36.9
4+ bedroom house	11.7	6.5	10.3	3.9	10.2	15.6	10.3	12.4
1-bedroom flat	2.4	14.6	8.1	6.9	6.5	5.9	7.0	4.9
2-bedroom flat	2.1	12.0	10.4	4.4	6.9	6.7	6.7	8.4
3+ bedroom flat	0.2	3.2	1.5	0.3	0.5	1.2	1.0	0.7
1-bedroom bungalow	5.5	6.0	3.8	4.9	2.8	1.7	3.8	3.7
2-bedroom bungalow	6.0	14.1	10.5	6.1	8.9	6.3	8.4	7.5
3+bedroom bungalow	2.9	5.6	3.7	1.7	2.6	3.5	3.2	2.2
Other	1.1	0.8	0.5	0.1	0.3	0.1	0.4	1.1
Sub-Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Dwelling type	Coalfield Communities	Inner Urban Area	Northern Coastal	Northern Suburbs	Southern Suburbs	Washington	Sunderland Total	Dwelling type required
House	79.8	43.7	61.5	75.5	71.5	74.7	69.4	71.5
Flat	4.7	29.8	20.0	11.6	13.9	13.8	14.7	14.0
Bungalow	14.4	25.7	18.0	12.7	14.3	11.4	15.5	13.4
Other	1.1	0.8	0.5	0.1	0.3	0.1	0.4	1.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Dwelling size (number of bedrooms)	Coalfield Communities	Inner Urban Area	Northern Coastal	Northern Suburbs	Southern Suburbs	Washington	Sunderland Total	Dwelling size required
1	9.4	21.6	12.4	12.3	9.7	8.1	11.5	10.7
2	34.7	36.4	33.8	42.2	36.8	25.1	34.5	28.5
3	44.1	35.5	43.6	41.6	43.2	51.2	43.7	42.1
4	11.7	6.5	10.3	3.9	10.2	15.6	10.3	18.7
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: Valuation Office Agency; 2019 household survey

Figure 7.2 Sub-area dwelling type and size profile compared with dwelling type/size required**Table 7.4 Variance in dwelling type/size profile by sub-area with future dwelling type/size mix**

Dwelling type and size	Sub-area and current stock profile (% variation from future dwelling requirements)							Sunderland Total
	Coalfield Communities	Inner Urban Area	Northern Coastal	Northern Suburbs	Southern Suburbs	Washington	Sunderland Total	
1 and 2-bedroom house	4.9	-11.7	-9.2	9.9	-1.0	-9.7	-2.5	
3-bedroom house	4.2	-10.1	1.4	2.7	3.3	9.7	2.6	
4+ bedroom house	-0.7	-5.9	-2.2	-8.6	-2.2	3.2	-2.2	
1-bedroom flat	-2.5	9.7	3.1	2.0	1.6	1.0	2.1	
2-bedroom flat	-6.3	3.6	2.0	-4.0	-1.5	-1.7	-1.7	
3+ bedroom flat	-0.5	2.5	0.8	-0.4	-0.2	0.5	0.3	
1-bedroom bungalow	1.8	2.3	0.1	1.2	-0.9	-2.0	0.1	
2-bedroom bungalow	-1.5	6.6	3.0	-1.4	1.4	-1.2	0.9	
3+ bedroom bungalow	0.7	3.4	1.5	-0.5	0.4	1.3	1.0	
Other	0.0	-0.3	-0.6	-1.0	-0.8	-1.0	-0.7	
Dwelling type	Coalfield Communities	Inner Urban Area	Northern Coastal	Northern Suburbs	Southern Suburbs	Washington	Sunderland Total	
House	8.3	-27.8	-10.0	4.1	0.0	3.2	-2.1	
Flat	-9.3	15.8	5.9	-2.4	-0.1	-0.2	0.7	
Bungalow	1.0	12.3	4.6	-0.7	0.9	-2.0	2.1	
Other	0.0	-0.3	-0.6	-1.0	-0.8	-1.0	-0.7	
Dwelling size (number of bedrooms)	Coalfield Communities	Inner Urban Area	Northern Coastal	Northern Suburbs	Southern Suburbs	Washington	Sunderland Total	
1	-1.3	10.9	1.7	1.6	-1.0	-2.6	0.8	
2	6.2	7.9	5.3	13.7	8.3	-3.4	6.0	
3	2.0	-6.6	1.5	-0.5	1.1	9.1	1.6	
4	-7.0	-12.2	-8.4	-14.8	-8.5	-3.1	-8.4	

Red = Shortfall of stock relative to Sunderland City figure; Green = sufficient stock

7.8 Overall, across the city the majority of need is for houses, specifically smaller 1 and 2 bedroom and larger 4 or more bedroom dwellings; 2-bedroom flats; and other property types (such as self-build and specialist housing). The specific shortfalls by sub-area are clearly illustrated in Table 7.4.

- 7.9 Essentially this analysis is demonstrating a need to focus on the delivery of houses across the city and specific property types which are under-represented in the dwelling stock This includes a need for flats and bungalows in specific areas including the Northern Suburbs, Southern Suburbs and Washington. Increasing the delivery of level-access accommodation also creates the potential for households to 'rightsize' and free up existing dwelling stock.
- 7.10 Analysis also confirms the need for larger 4 or more-bedroom house which supports the council's policy of delivering larger family homes as discussed in the Core Strategy and Development Plan.
- 7.11 Table 7.5 provides further detail of dwelling type and size requirements at ward level.

Table 7.5 Variance in dwelling type/size profile by ward with future dwelling type/size mix

Ward	Dwelling type and size									
	1 and 2-bedroom house	3-bedroom house	4+ bedroom house	1-bedroom flat	2-bedroom flat	3+ bedroom flat	1-bedroom bungalow	2-bedroom bungalow	3+bedroom bungalow	Other
Barnes	-14.6	9.5	-2.4	-1.7	-4.3	0.0	-1.6	12.8	3.5	-1.1
Castle	9.8	9.5	-8.4	0.7	-6.2	-0.5	0.3	-2.5	-1.6	-1.1
Copt Hill	4.5	7.2	-0.5	-2.4	-5.5	-0.5	0.3	-2.2	-0.4	-0.6
Doxford	-4.8	6.2	1.8	-1.6	0.0	-0.1	-1.4	-0.4	1.1	-0.9
Fulwell	-3.8	14.4	-2.2	-3.1	-4.4	-0.3	1.0	-1.5	0.9	-0.9
Hendon	-15.6	-17.6	-6.7	21.6	10.6	2.9	0.6	2.3	1.7	0.1
Hetton	4.2	-1.4	-3.1	-3.4	-5.6	-0.5	4.2	1.1	3.8	0.8
Houghton	7.8	5.7	-1.4	-1.9	-6.4	-0.5	2.0	-4.0	-1.3	0.1
Millfield	-18.1	-19.0	-3.0	6.2	1.9	4.7	5.8	14.1	7.6	-0.3
Pallion	0.7	9.8	-8.2	-2.2	-3.8	-0.7	0.7	3.6	0.9	-0.7
Redhill	17.3	2.8	-8.3	2.4	-4.1	-0.3	-1.1	-5.4	-2.2	-1.1
Ryhope	0.3	2.0	0.0	-0.6	-5.0	-0.7	2.7	1.9	-0.3	-0.3
Sandhill	6.3	-0.3	-6.8	5.6	-2.1	-0.5	-2.3	2.3	-1.3	-0.9
Shiney Row	3.1	5.4	2.4	-2.5	-7.5	-0.5	0.5	-0.9	0.5	-0.6
Silksworth	6.8	1.9	-5.0	-0.5	-3.3	-0.5	1.0	-0.3	0.6	-0.7
Southwick	2.6	-3.9	-9.0	2.9	-1.9	-0.3	4.3	3.8	2.4	-0.9
St Anne's	3.6	14.5	-8.5	-1.7	-4.7	-0.2	-0.5	-1.5	0.0	-1.1
St Chad's	7.2	-4.5	-4.2	2.6	4.6	-0.1	-3.3	-1.5	0.2	-1.1
St Michael's	-15.3	-0.8	7.2	10.0	3.4	0.4	-2.4	-2.4	0.2	-0.4
St Peter's	-13.4	-8.4	-2.1	7.9	6.8	1.7	-0.5	6.4	2.0	-0.4
Washington Central	-13.6	15.0	-2.7	3.5	0.2	-0.1	-0.6	-1.1	0.5	-1.1
Washington East	-12.1	5.5	18.3	-3.6	-5.4	-0.7	-3.1	-0.8	2.9	-0.9
Washington North	-0.4	6.9	-6.9	7.7	-2.1	2.6	-2.7	-2.5	-1.4	-1.1
Washington South	-13.4	8.4	4.5	0.7	0.9	1.3	-2.3	-1.6	2.6	-1.1
Washington West	-9.8	12.9	2.5	-3.3	-1.5	-0.5	-1.3	0.0	1.9	-0.9
Total	-2.5	2.6	-2.2	2.1	-1.7	0.3	0.1	0.9	1.0	-0.7

Red = Shortfall of stock relative to Sunderland City figure; Green = sufficient stock

Conclusions

- 7.12 The purpose of this chapter has been to explore the relationship between households and dwellings occupied to establish an indication of appropriate dwelling mix for Sunderland over the plan period.
- 7.13 Having established future household change and the implications this has for dwelling type, size and tenure mix, the council can make an informed strategic decision on the range and size of dwellings that will need to be built to meet need and aspiration over the plan period.

8. Conclusion: policy and strategic issues

Introduction

- 8.1 This document has been prepared to equip the Council and their partners with robust, defensible and transparent information to help inform strategic decision-making and the formulation of appropriate housing and planning policies. The work also takes account of existing and emerging government policy and guidance.
- 8.2 The Sunderland SHMA 2020 will help the Council plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community. Specifically, the 2020 SHMA identifies the size, type and tenure of housing required by considering current market demand relative to supply; and also identifies a continued affordable housing imbalance across Sunderland.
- 8.3 This concluding chapter summarises key messages from the research findings, structured around a commentary on the current and future housing markets and key local strategic issues.

Dwelling type, tenure and mix

- 8.4 The overall average annual housing need is assumed to be 745 net additional dwellings over the plan period to 2033 based on the Core Strategy and Development Plan 2015 to 2033. The relationship between household change and dwelling type/size and tenure requirements have been fully explored under three scenarios:
- a **‘demographic baseline’** scenario which assumes the same relationship between households and the dwellings they occupy remain the same over the plan period; and
 - a **‘population retention’** scenario which considers the delivery of housing to support population retention. This is based on the profile of households where the HRP is aged under 45;
 - a **‘blended’ scenario** which is the average of the baseline demographic and population retention scenarios.
- 8.5 It is recommended that the ‘blended’ scenario is used as a basis for the range of dwelling types required across the city. This evidence will help the Council to deliver an appropriate range of dwelling stock for residents over the plan period.
- 8.6 Analysis concludes there is an ongoing need for all types and sizes of dwelling with strongest need for 3-bedroom houses, continued need for 4 or more-bedroom houses and smaller 1- and 2-bedroom houses. There is also a need for bungalows/level access accommodation and flats/apartments.
- 8.7 Regarding affordable need, the SHMA recommends that a 15% target is maintained but there is a slight change in emphasis towards intermediate tenure, with a tenure split of 75% affordable rented and 25% intermediate tenure. Across Sunderland it is recommended that 22.3% of new affordable dwellings have one-bedroom, 45.7% two-bedrooms, 26.0% three-bedrooms, 5.8% four-bedrooms and 0.2% five or more-bedrooms.

Meeting the needs of older people and those with disabilities

- 8.8 There is evidence to support a programme of accommodation delivery to help meet the needs of older people and those with disabilities. Although the vast majority of older people want to remain in their own home with support when needed, there is a need to diversify options available to older people wanting to move to more appropriate accommodation. Currently there are around 4,879 units of specialist older person accommodation comprising 2,094 units of residential care (C2 use class) dwellings and 2,785 units of specialist older person dwellings (C3 use class) such as sheltered and extra care. Based on an analysis of demographic change, it is recommended that the council recognises a need for an additional 1,997 units of specialist older person accommodation will be required by 2033. A key conclusion is that there needs to be a broader housing offer for older people across Sunderland and the SHMA has provided evidence of scale and range of dwellings needed.
- 8.9 A wealth of information has been assembled from various sources which helps to scope out the likely level of disability across Sunderland's population. Although it is a challenge to quantify the precise accommodation and support requirements, the SHMA has helped to scope out where needs are arising.
- 8.10 Given the changing demographics of Sunderland, it is wholly appropriate that the council has a policy of ensuring new dwellings meet optional accessibility standards. Subject to economic viability, it is recommended that consideration be given to 8% of new dwellings being built to M4(3) wheelchair accessible standard and a minimum of 25% of remaining dwellings built to M4(2) standard at next plan review. It is also assumed that there will be ongoing adaptation of existing dwellings to support those with additional needs.

List of Technical Appendices

- Technical Appendix A: Research methodology
- Technical Appendix B: Policy review
- Technical Appendix C: Dwelling type and needs modelling
- Technical Appendix D: Stakeholder survey
- Technical Appendix E: Estate Agent review
- Technical Appendix F: Affordable housing definitions
- Technical Appendix G: Needs of different groups

Technical Appendix A: Research methodology

Overall approach

- A.1 A multi-method approach was adopted in order to prepare a robust and credible Strategic Housing Market Assessment for Sunderland City:
- A survey of households across Sunderland. 33,333 households were randomly selected to complete a questionnaire during October and November 2019. 3,987 questionnaires were returned and used in data analysis. This represents a 11.9% response rate overall resulting in a city-level sample error of +/-1.5%;
 - An online survey of key stakeholders including representatives from Sunderland and neighbouring councils, housing associations/registered providers, voluntary groups and some independent representatives. 21 completed responses were received;
 - Interviews with estate and letting agents operating within the area;
 - A review of relevant secondary data including the 2011 Census, house price trends, CORE lettings data and MHCLG Statistics.

Baseline dwelling stock information and household survey sample errors

- A.2 Table A.1 summarises total dwelling stock, achieved responses and sample errors.

Local analysis areas (Defined by sub-area)	Total households (2011 Census)	Achieved response	Sampling error (+/-)
Coalfield Communities	18,780	658	3.8%
Inner Urban Area	16,677	375	5.0%
Northern Coastal	10,758	378	5.0%
Northern Suburbs	14,490	405	4.8%
Southern Suburbs	39,703	1,287	2.7%
Washington	23,929	883	3.2%
Total	124,338	3,986	1.5%

Source: Census 2011 and Arc4

Sample error is based on the 95% confidence interval which is the industry standard to establish result accuracy.

Weighting and grossing

- A.3 In order to proceed with data analysis, it is critical that survey data is weighted to take into account response and non-response bias and grossed up to reflect the total number of households. Weighting for each survey area was based on:
- **Tenure** (the proportion of affordable (social rented and intermediate tenure) and open market dwellings based on 2011 Census data);

- **Age of Household Reference Person** based, on the proportions of household reference people aged under 65 and 65 or over living in affordable and open market provision derived from the 2011 Census; and
- **Council Tax occupied dwellings** based on the number of occupied dwellings and used as a grossing factor in the weighting to ensure that there is a suitable uplift on the Census 2011 data.

A.4 Ultimately, the survey element of the assessment is sufficiently statistically robust to undertake detailed analysis and underpin core outputs of the study down to the survey areas presented in Table A1. Furthermore, the survey findings are enhanced and corroborated through analysis of secondary data and stakeholder consultation.

Technical Appendix B: Policy review

- B.1 The purpose of this appendix is to set out the National Policy agenda of relevance to this Housing Needs Assessment.

Introduction

- B.2 Under the Conservative and Liberal Democrat Coalition Government, the period 2010-2015 saw a radical and sustained programme of reform of welfare, housing and planning policy. This was set within the context of national austerity and an economic policy of deficit reduction and public spending cuts following a period of recession and financial turbulence. The reforms championed localism, decentralisation and economic growth.
- B.3 This agenda continued to be pursued under the leadership of David Cameron following the election of a majority Conservative Government in May 2015. Further welfare reforms were accompanied by policies seeking to increase the rate of housebuilding and promoting home ownership as the tenure of choice. The Housing and Planning Act 2016 was intended to provide the legislative basis for a number of Conservative Manifesto commitments, including the flagship Starter Homes scheme. The Act also made provisions for other aspects of housing policy such as Pay to Stay, Right to Buy, high value sales and ending lifetime tenancies.
- B.4 The European Union Referendum of June 2016 resulted in significant changes in the political climate at a number of levels. Changes in Government leadership – with the appointment of Theresa May as Prime Minister – quickly led to discussions regarding the direction of housing and planning policy. Alongside significant delays (and in some cases abandonment) in the implementation of secondary legislation relating to aspects of the Housing and Planning Act 2016; conference speeches, ministerial statements and the Housing White Paper (February 2017) indicated a change in attitude towards housing policy. The 2016-17 administration signalled a broader ‘multi-tenure’ housing strategy, including support for a range of tenures in addition to home ownership. The Neighbourhood Planning Act 2017 was passed with the intention of strengthening neighbourhood planning by ensuring that decision-makers take account of well-advanced neighbourhood development plans and giving these plans full legal weight at an earlier stage.
- B.5 The snap General Election of June 2017 created a new wave of political change and uncertainty, although the overall Government leadership remains under Conservative control and ministers are keen to keep housing as a key domestic policy priority.

2010-2015 (Coalition Government)

- B.6 Following the Coalition Agreement of May 2010, the Localism Act 2011 was passed with the express intention of devolving power from central government towards local people. The Localism Act set out a series of measures to seek a substantial and lasting shift of powers including:
- new freedoms and flexibilities for local government, including directly elected mayors and empowering cities and other local areas;
 - new rights and powers for communities and individuals;

- reform to make the planning system more democratic and more effective, including the abolition of regional spatial strategies (RSS), the introduction of the ‘Duty to Cooperate’, neighbourhood planning, Community ‘Right to Build’, reforming the community infrastructure levy and reforming the Local Plan process; and
 - reform to ensure that decisions about housing are taken locally.
- B.7 In terms of housing reform, the Localism Act enabled more decisions about housing to be made at the local level. Local authorities were granted greater freedom to set their own policies about who can qualify to go on the waiting list in their area. In addition, the Act allowed for more flexible tenure arrangements for people entering social housing, with social landlords able to grant tenancies for a fixed length of term rather than lifetime tenancies for all. In respect to homelessness, the Act allowed local authorities to meet their homelessness duty by providing private rented accommodation, rather than in temporary accommodation until long-term social housing becomes available. The Act also reformed social housing funding, allowing local councils to keep the rent they collect and use it locally to maintain their housing stock.
- B.8 The **National Housing Strategy for England, *Laying the Foundations: A Housing Strategy for England***, was published in November 2011 under the Coalition Administration and it currently remains in place. The Strategy acknowledged some of the problems within the housing market and set out the policy response. The measures set out promote home ownership, including a new-build mortgage indemnity scheme (providing up to 95% loan-to-value mortgages guaranteed by Government) and a ‘FirstBuy’ 20% equity loan scheme for first-time buyers.
- B.9 The National Housing Strategy acknowledges the importance of social housing and the need for more affordable housing. However, the document reaffirms the programme of reforming this sector, including *‘changes to the way people access social housing, the types of tenancies that are provided and the way the homelessness duty is discharged’*. The private rented sector is considered to play *‘an essential role in the housing market, offering flexibility and choice to people and supporting economic growth and access to jobs’*. The document sets out an intention to support the growth of the private rented sector through innovation and investment, to meet continuing demand for rental properties.
- B.10 The National Housing Strategy set out the objectives of preventing homelessness, protecting the most vulnerable and providing for older people’s housing needs. However, it also confirmed a radical package of welfare reforms, including a reduction in Housing Benefit, changes to the Local Housing Allowance (Housing Benefit in the private sector) and the introduction of ‘Universal Credit’ to replace other means-tested working age benefits and tax credits.
- B.11 The **National Planning Policy Framework (NPPF)** was published in March 2012. It sets out the Government’s planning policies for England and how these are expected to be applied. The NPPF formed a key part of the Coalition Government’s planning system reforms, simplifying national guidance (previously contained in multiple Planning Policy Statements and Planning Policy Guidance) and reducing the quantity of policy pages. Fundamentally, it must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions. The document states that *‘at the heart of the National Planning Policy Framework is a*

presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.'

- B.12 The NPPF sets out 12 core planning principles to underpin both plan-making and decision-taking. It also establishes 13 aspects to achieving sustainable development, which include delivering a wide choice of high-quality homes (#6) and promoting healthy communities (#8). The Framework also sets out the accepted definitions of affordable housing covering social rented housing, affordable rented housing and intermediate housing.
- B.13 **National Planning Practice Guidance** (NPPG) on a range of specific topics has been made available through an online system since March 2014. PPG topics include Duty to Cooperate, Housing and Economic Development Needs Assessments, Housing and Economic Land Availability Assessment, Housing - Optional Technical Standards, Local Plans, Neighbourhood Planning, Rural Housing and Starter Homes.
- B.14 Revisions to both NPPF and NPPG were published for consultation in March 2018 (see below).

2015-2016 (Conservative Government)

- B.15 Following the election of a majority Conservative Government in May 2015 under David Cameron, the Government's **Summer Budget 2015** was presented to Parliament by the then-Chancellor George Osborne. The Budget set out widespread reforms to the welfare system, including a four-year freeze on working-age benefits; a reduction in the household benefit cap; restrictions on Child Tax Credit; training requirements for those on Universal Credit aged 18 to 21; the removal of automatic entitlement to Housing Benefit for those on Universal Credit aged 18 to 21; and the removal of the Family Premium element of Housing Benefit for new claims from April 2016. Alongside these welfare cuts, it was announced that rents for social housing will be reduced by 1% per year for four years, while tenants on incomes of over £30,000, or £40,000 in London, will be required to pay market rate (or near market rate) rents. A review of 'lifetime tenancies' was confirmed, with a view to limiting their use to ensure the best use of social housing stock. Support for home ownership measures was reiterated with measures such as the extension of the Right to Buy to housing association tenants and the introduction of Help to Buy ISAs.
- B.16 Alongside the Summer Budget 2015 the Government published a '**Productivity Plan**', **Fixing the foundations: Creating a more prosperous nation** (10th July 2015). This sets out a 15-point plan that the Government will put into action to boost the UK's productivity growth, centred around two key pillars: encouraging long-term investment and promoting a dynamic economy. Of particular relevance to housing was the topic regarding 'planning freedoms and more houses to buy'. This set out a number of proposals in order to increase the rate of housebuilding and enable more people to own their own home, including a zonal system to give automatic planning permission on suitable brownfield sites; speeding up Local Plans and land release, stronger compulsory purchase powers and devolution of planning powers to the Mayors of London and Manchester, extending the Right to Buy to housing association tenants, delivering 200,000 Starter Homes and restricting tax relief to landlords.

- B.17 The Spending Review and Autumn Statement 2015 (November 2015) continued the policy themes of the Summer Budget. This included:
- Plans to extend the ‘Local Housing Allowance’ to social landlords so that the Housing Benefit paid to tenants living in housing association properties will be capped at the LHA rate;
 - A new ‘Help to Buy Shared Ownership’ scheme, removing restrictions on who can buy shared ownership properties to anyone with a household income of less than £80,000 outside London and £90,000 in London;
 - ‘London Help to Buy’ – an equity loan scheme giving buyers 40% of the new home value (as opposed to 20% under the Help to Buy scheme);
 - 200,000 ‘Starter Homes’ to be built over the following five years;
 - From 1st April 2016 an extra 3% in stamp duty to be levied on people purchasing additional properties such as buy-to-let properties or second homes;
 - Right to Buy extension to housing association tenants;
 - £400 million for housing associations and the private sector to build more than 8,000 new ‘specialist’ homes for older people and people with disabilities;
 - Consulting on reforms to the New Homes Bonus, with a preferred option for savings of at least £800 million which can be used for social care; and
 - A commitment to extra funding for targeted homelessness intervention.
- B.18 In December 2015, DCLG published a **Consultation on proposed changes to national planning policy**, which was open for consultation until February 2016. This consultation sought views on some specific changes to NPPF in terms of the following:
- broadening the definition of affordable housing, to expand the range of low-cost housing opportunities for those aspiring to own their new home;
 - increasing residential density around commuter hubs, to make more efficient use of land in suitable locations;
 - supporting sustainable new settlements, development on brownfield land and small sites, and delivery of housing allocated in plans; and
 - supporting the delivery of Starter Homes.
- B.19 The March 2018 publication of a Draft Revised NPPF is set out below.
- B.20 The 2015-16 Parliament saw several Acts passed with special relevance to housing and planning, implementing some of the policies set out in the preceding Budgets:
- The Cities and Local Government Devolution Act 2016 makes provision for the election of mayors for the areas of combined authorities established under Part 6 of the Local Democracy, Economic Development and Construction Act 2009. It makes provision about local authority governance and functions; to confer power to establish, and to make provision about, sub-national transport bodies; and for connected purposes. This Act is central to the Government’s devolution plans for England, facilitating its vision of a ‘Northern Powerhouse’.

- The Welfare Reform and Work Act 2016 makes provisions relating to a range of welfare benefits and employment schemes, including the benefit cap, social security and Tax Credits, loans for mortgage interest, social housing rents and apprenticeships. Secondary legislation (Social Housing Rents Regulations, March 2016) sets out that the 1% cut to social housing rents will not apply to households with an income of £60,000 or more.
 - The Housing and Planning Act 2016 sets out the legislative framework for the Starter Homes scheme and includes provisions relating to other important aspects of housing policy such as Pay to Stay, Right to Buy, high value sales and ending lifetime tenancies.
- B.21 The **Budget 2016 (March 2016)** continued the policy emphasis of promoting home ownership and facilitating first-time buyers to enter the market. A new 'Lifetime ISA' was announced, extending the principle of the Help to Buy ISA by incentivising saving for under-40s. Of relevance to the private rented sector were stamp duty increases for institutional investors and the withholding of capital gains reductions from companies investing in residential property. In seeking to deliver more homes for ownership, announcements were made of further planning reforms; releasing public land for development; and a £1.2 billion Starter Homes Fund for brownfield remediation. The anticipated 'duty to prevent' homelessness was not announced, but instead the Chancellor committed £115 million to preventing and reducing rough sleeping.
- B.22 A **Technical consultation on Starter Homes regulations** (March 2016) sought views on the framework to be established in the forthcoming regulations, including the restrictions that should be placed on Starter Homes, how age eligibility criteria should work, what threshold (size of site/development) should apply, what the percentage requirement should be, whether exemptions should apply and whether off-site payments should be acceptable. The consultation document set out that, in terms of the period within which Starter Homes should not be sold at full market value, the DCLG does not support a period of longer than 8 years. The paper proposed that the requirement to provide 20% of dwellings as Starter Homes should apply to sites of 10 dwellings or more (or 0.5 hectares). However, secondary legislation relating to Starter Homes has still not been published.

Post EU-Referendum (Conservative Government)

- B.23 The resignation of David Cameron following the European Union Referendum of June 2016 and subsequent appointment of Theresa May as Prime Minister led to a Cabinet reshuffle and a change in the policy climate within Government. The **Autumn Statement (2016)** brought an important focus onto housing; provisions included:
- £1.4 billion of extra cash to build 40,000 affordable homes, with a relaxation of restrictions on grant funding;
 - £2.3 billion Housing Infrastructure Fund to pave the way for up to 100,000 new homes to be built in areas of high demand;
 - £3.15 billion of the Affordable Homes Programme will be given to London to deliver 90,000 homes;

- New regional pilots of the Right to Buy extension, allowing more than 3,000 tenants to buy their properties;
 - £1.7 billion to pilot ‘accelerated construction’ on public sector land;
 - Letting agents in the private rented sector to be banned from charging fees; and
 - Confirmation that compulsory Pay to Stay will not be implemented for councils.
- B.24 **The Autumn Statement** indicated a clear shift in housing policy, away from an exclusive focus on homeownership and towards boosting overall housing supply. A removal of grant-funding restrictions will allow housing associations to increase the delivery of sub-market rented housing, including affordable rented, shared ownership and rent-to-buy homes.
- B.25 Many of the ‘flagship’ housing policies of the Cameron Administration have their legislative basis in the provisions of the Housing and Planning Act 2016 but require further secondary legislation. Their implementation has been subject to ongoing delay and seem increasingly unlikely to be carried forward in practice as originally envisaged. These schemes include the Voluntary Right to Buy, the higher asset levy (intended to fund the building of new homes) and Pay to Stay (no longer compulsory for councils).
- B.26 The **Housing White Paper, *Fixing our broken housing market***, was published in February 2017. The White Paper proposed a number of changes to reshape the approach to housebuilding and increase housing supply. These changes centred around the following four areas:
- Planning for the right homes in the right places, by making it simpler for local authorities to put Local Plans in place and keep them up-to-date, ensuring sufficient land is allocated to meet housing needs and building upon neighbourhood planning to ensure communities have control over development in their area. The White Paper aims to make more land available for homes by maximising the contribution from brownfield and surplus public land, regenerating estates, releasing more small and medium sized sites, allowing rural communities to grow and making it easier to build new settlements. It reaffirms that the existing protections for the Green Belt remain unchanged and emphasises that authorities should only make exceptional amendments to Green Belt boundaries.
 - Building homes faster, by increasing certainty around housing numbers, aligning new infrastructure with housing, supporting developers to build more quickly and improving transparency. White Paper proposals include amending the NPPF to give local authorities the opportunity to have their housing land supply agreed on an annual basis and fixed for a one-year period, in order to create more certainty about when an adequate land supply exists. Authorities taking advantage of this would have to provide a 10% larger buffer on their five-year land supply. In addition, the White Paper suggests changing the NPPF to introduce a housing delivery test for local authorities. If delivery falls below specified thresholds extra land would be added onto the five-year land supply as well as further thresholds which would allow the presumption in favour of sustainable development to apply automatically.
 - Diversifying the market, by establishing a new Accelerated Construction Programme, supporting more Build to Rent developments, supporting housing associations to build more housing and boosting innovation. The White Paper

proposes ensuring that the public sector plays its part by encouraging more building by councils and reforming the Homes and Communities Agency.

- Helping people through Help to Buy, Right to Buy, the Shared Ownership and Affordable Homes Programme (SOAHP), the new Lifetime ISA, amendments to Starter Homes requirements and the announcement of a new statutory duty on planning to meet the needs of older and disabled people.

B.27 In April 2017 some of the welfare reform provisions came into effect. This included Universal Credit claimants aged 18-21 no longer being able to claim benefits to support their housing costs unless they fit into at least one of 11 exemption categories. However, the Government also announced that they were cancelling controversial plans to cap benefit for Supported Housing tenants at the LHA rates.

B.28 During the 2016-17 Parliament there were two Acts that gained Royal Assent that have particular relevance to emerging housing policy:

- The Neighbourhood Planning Act 2017 aims to speed up the delivery of new homes by strengthening neighbourhood planning, limiting the use of pre-commencement planning conditions, use of the planning register and the reform of compulsory purchase. During its passage through Parliament, the Bill was subject to various amendments, including changes to the Local Plan process to allow the Secretary of State to intervene and invite county councils to prepare or revise Local Plans where districts have not delivered and to allow the preparation of joint Local Plans where there are cross-boundary issues between two or more local authorities. This followed the recommendations of the Local Plans Expert Group (LPEG) report of March 2016. Some of the provisions of the Act require secondary legislation. A commencement order introduced in July 2017 under the Act requires post-examination neighbourhood plans to be treated as 'material considerations' in the determination of planning applications.
- The Homelessness Reduction Act 2017 requires councils to seek to prevent homelessness by starting work with households threatened with homelessness 56 days in advance of the date on which they are expected to become homeless (28 days earlier than under the previous legislation). It also requires the provision of advisory services to specified groups including (but not limited to) people leaving prison, young people leaving care, people leaving armed forces, people leaving hospital, people with a learning disability and people receiving mental health services in the community. The Act sets out that councils must assess and develop a personalised plan during the initial presentation to the service. In addition, they must help prevent an applicant from becoming homeless and take reasonable steps to help those who are eligible for assistance to secure accommodation for at least six months (during a 56-day period before a homeless decision can be made). The Act dissolves the local connections rules apart from a duty to provide care leavers with accommodation (under the Children Act 1989) to the age of 21.

B.29 Following the snap General Election in June 2017, Theresa May's Conservative Government formed an alliance with the DUP and the Cabinet was subject to another reshuffle.

B.30 ***Planning for homes in the right places*** was published for consultation in September 2017, setting out the Government's proposals for a standardised approach to assessing

housing need. The overall rationale is that local authorities across England currently use inconsistent methods to assess housing requirements, leading to long debates over whether Local Plans include the correct housing targets. The proposed new standardised approach to assessing housing need therefore aims to have all local authorities use the same formula to calculate their housing requirement. The standardised approach would set a minimum figure, but local authorities would be able to increase their target from this baseline, for example if they plan for employment growth and want to provide an uplift in housing provision to account for this. The consultation document proposes that the new housing need calculation method would be applied for assessing five-year housing land supply from 31st March 2018 onwards.

B.31 The **Autumn Budget 2017** (November 2017) included a range of provisions focused on housing, although these were welcomed cautiously by some who would have preferred a greater emphasis on affordability. Provisions included:

- A commitment to be providing 300,000 new homes per year by the mid-2020s;
- A total of £15.3 billion of new capital funding, guarantee and loan-based funding;
- £1 billion of extra borrowing capacity for councils in high demand areas to build new affordable homes;
- £1.5 billion of changes to Universal Credit, including scrapping the seven-day waiting period at the beginning of a claim, making a full month's advance available within five days of making a claim and allowing claimants on housing benefit to continue claiming for two weeks;
- £125 million increase over two years in Targeted Affordability Funding for LHA claimants in the private sector who are struggling to pay their rents;
- Stamp duty scrapped on the first £300,000 for first-time buyers (on properties worth up to £500,000);
- New Housing First pilots announced for West Midlands, Manchester and Liverpool;
- Power to councils to charge 100% Council Tax premium on empty properties;
- Five new garden towns; and
- A review to look at land banking, including considering compulsory purchase powers.

B.32 In December 2017 the Government announced new measures to crack down on bad practices, reduce overcrowding and improve standards in the private rented sector. The measures have been introduced under the provisions of the Housing and Planning Act 2016.

B.33 The £5 billion Housing Infrastructure Fund is a Government capital grant programme to help unlock new homes in areas with the greatest housing demand, assisting in reaching the target of building 300,000 homes a year by the mid-2020s. Funding is awarded to local authorities on a highly competitive basis. The fund is divided into 2 streams, a Marginal Viability Fund (available to all single and lower tier local authorities in England to provide a piece of infrastructure funding to get additional sites allocated or existing sites unblocked quickly with buds of up to £10 million) and a Forward Fund (available to the uppermost tier of local authorities in England for a small number of strategic and

high-impact infrastructure projects with bids of up to £250 million). On 1st February 2018, the Minister for Housing, Communities and Local Government Sajid Javid and Chancellor Philip Hammond announced that 133 council-led projects across the country will receive £866 million investment in local housing projects, the first wave of funding from the £5 billion Housing Infrastructure Fund. The finances will support vital infrastructure such as roads, schools and bridges. On 18th February 2018, Housing Minister Dominic Raab announced a £45 million cash injection into 79 key community projects across 41 local authorities to councils to combat barriers that would otherwise make land unusable for development. This will support building up to 7,280 homes on council-owned land.

- B.34 In March 2018 the Ministry of Housing, Communities and Local Government (MHCLG) published a **Draft Revised National Planning Policy Framework** (Draft Revised NPPF) for consultation. Alongside this the Government also published **Draft Planning Practice Guidance** (Draft PPG) on the following topics: Viability, Housing Delivery, Local Housing Need Assessment, Neighbourhood Plans, Plan-making and Build to rent.
- B.35 **Draft PPG: Housing Delivery** requires that authorities demonstrate a five-year land supply of specific deliverable sites to meet their housing requirements. The five-year land supply should be reviewed each year in an annual position statement. Areas which have or are producing joint plans will have the option to monitor land supply and the Housing Delivery Test over the joint planning area or on a single-authority basis. Draft PPG sets out that where delivery is under 85% of the identified housing requirement, the buffer will be increased to 20% with immediate effect from the publication of Housing Delivery Test results.
- B.36 **Draft PPG: Local Housing Need Assessment** sets out the expectation that strategic plan-making authorities will follow the standard approach for assessing local housing need, unless there are exceptional circumstances that justify an alternative. This approach is set out in three steps: setting the baseline using household projections; an adjustment to take account of market signals (particularly affordability); and the application of a cap on the level of increase required. The draft guidance states that the need figure generated by the standard method should be considered as the 'minimum starting point' in establishing a need figure for the purposes of plan production.
- B.37 The **Revised National Planning Policy Framework (NPPF)** was published in July 2018 and updated in February 2019. It introduces a housing delivery test for local authorities, which will measure the number of homes created against local housing need. The Revised NPPF 2018/9 also introduces a new standardised method of calculating housing need; this approach uses the Government's household growth projections and applies an affordability ratio to the figures, comparing local house prices with workplace earnings to produce a need figure. The Government has said that it will consider adjusting the methodology in order to ensure it meets the target of delivering 300,000 new homes per year by the mid-2020s. The presumption in favour of sustainable development includes a requirement that strategic policies should, as a minimum, provide for objectively assessed needs for housing.
- B.38 **The Housing Delivery Test Measurement Rule Book** was also published in July 2018. This sets out the methodology for calculating the Housing Delivery Test (HDL) measurement. The HDL is the annual measurement of housing delivery performance, to commence in November 2018.

- B.39 In October 2018 the Government announced the “geographical targeting” of five Homes England programmes to direct 80% of their funding to high affordability areas as defined by house prices to household income ratios. These funding streams which are targeted at land assembly, infrastructure, estate regeneration and short-term housebuilding will spatially focus £9.740bn of public sector investment across England in the period up to 2024. This announcement followed an earlier statement in June by the Ministry of Housing Communities and Local Government (MHCLG) which stated that newly available grant for approximately 12,500 social rented housing outside of London should be targeted at local authority areas which exhibited high affordability issues when measuring the gap between market and social rents across England
- B.40 An important context to the debate about the spatial targeting of housing resources is the development of the National Productivity Investment Fund. This lists five housing funds:
- Accelerated Construction Fund
 - Affordable Housing
 - Housing Infrastructure Fund;
 - Small Sites infrastructure Fund
 - Land Assembly Fund
- B.41 Collectively these funds account for £12.185bn of Investment over the period 2017-18 to 2023-24. The spatial targeting of Social Housing Grant announced by MHCLG was based on a simple formula which compared average social housing rents with average private sector rents with eligibility being restricted to those areas where there was a difference of £50 per week or more between the two tenures. The decision made by MHCLG to target resources on the basis of house prices, rents and incomes produces very different outcomes compared to targeting on the basis of measurements of need.

Technical Appendix C: Dwelling type and mix modelling

Introduction

- C.1 This technical appendix describes the method used by arc⁴ to establish future dwelling type and size mix across the city. It presents the baseline data used as a starting point for the analysis and how data are interpreted to establish a reasonable view on dwelling type and mix.

Starting points

- C.2 There are four main data sources which underpin the analysis:
- household projections;
 - dwelling stock information;
 - data identifying the relationships between households and dwellings derived from the 2019 household survey; and
 - data derived from affordable housing need analysis.

Household projections

- C.3 These are used to establish the number of households by Household Reference Person (HRP) and household type using the 2014-based data, and how this is expected to change over the Local Plan period 2015 to 2033.
- C.4 The change in the number of households over this period can be established and, assuming that the dwelling needs of these households do not change significantly over the plan period, the potential impact on type and number of bedrooms of future dwellings can be determined.

Dwelling stock

- C.5 The latest Valuation Office Agency (VOA) data provides a summary of dwelling type (house, flat, bungalow) and size (number of bedrooms) as at September 2019.

Relationship between households and dwellings

- C.6 The relationship between the age of Household Reference Person, household type and dwellings occupied by type and size can be derived from the 2019 household survey.
- C.7 The data available is summarised in Table C.1 For each age group, the proportion of Household Reference Persons (HRPs) by household type living in different type/size and size of dwelling has been estimated.
- C.8 The 2019 household survey also provides data on household aspirations and what households would expect to move to. This data can also be broken down by HRP age group and household type.

C.9 By combining this range of data, it is possible to model the likely change in dwelling type/size requirements with reference to:

- a **‘demographic baseline’** scenario which assumes the same relationship between households and the dwellings they occupy remain the same over the plan period; and
- a **‘population retention’** scenario which considers the delivery of housing to support population retention. This is based on the profile of dwellings occupied by households where the HRP is aged under 45;
- a **‘blended’ scenario** which is the average of the baseline demographic and population retention scenarios.

Age group of Household Reference Person	Household type	Dwelling type	Dwelling size
15 to 24	One-person household	1-bedroom house	1-bedroom
25 to 34	Couple only household	2-bedroom house	2-bedrooms
35 to 44	Household with 1 or 2-child(ren)	3-bedroom house	3-bedrooms
45 to 59	Households with 3-children	4 or more-bedroom house	4 or more-bedrooms
60 to 84	Other multi-person household	1-bedroom flat	All
85+	All	2-bedroom flat	
All		3 or more-bedroom flat	
		1 or 2-bedroom bungalow	
		3 or more-bedroom bungalow	
			All

Source: Household survey 2019

Applying the data at the City of Sunderland level

C.10 Applying the data at the City of Sunderland level is done in a systematic way. Firstly, the change in the number of households by age group and household type is established from household projections. Assuming that the dwelling needs of these households do not change over the plan period, the overall impact on type/size of dwellings can be determined.

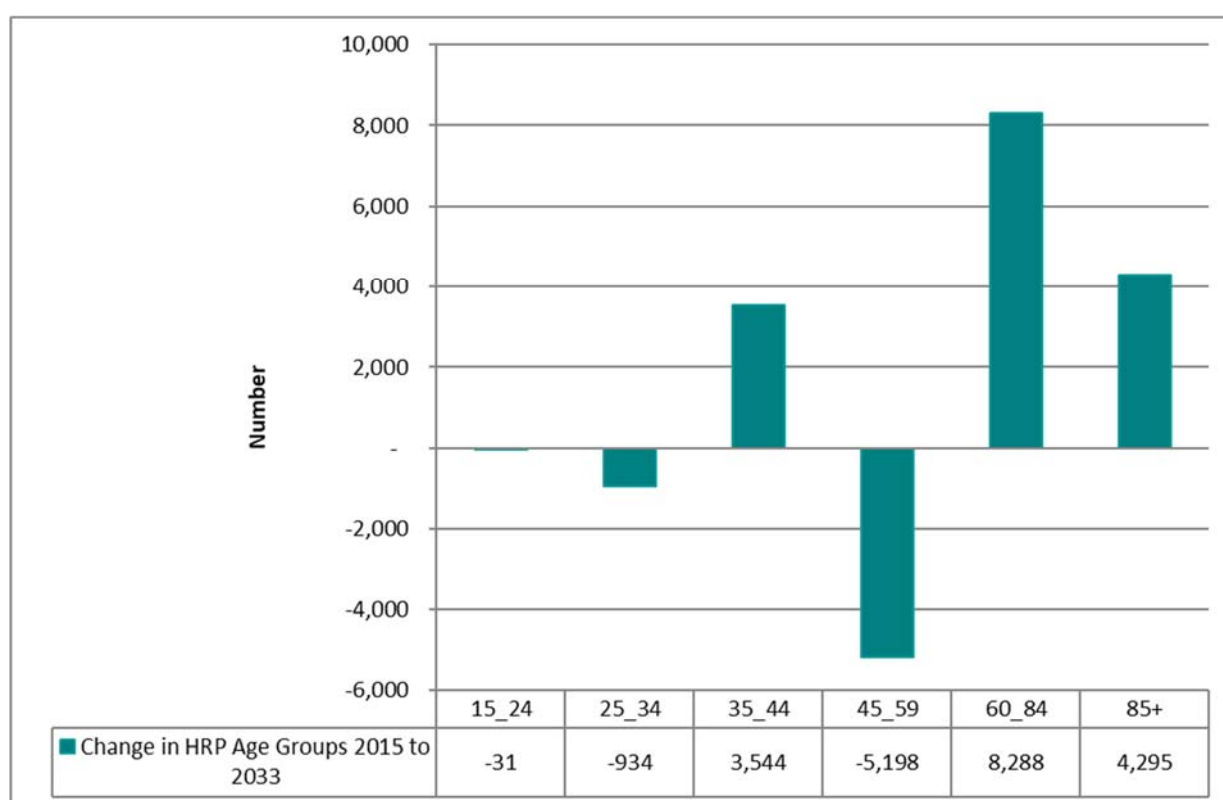
C.11 This is further explained by a worked example.

- In 2019, 66.6% of couples (2,318) with an HRP aged 25-34 lived in a two-bedroom house and there was a total of 3,478 households in this age and HRP cohort. By 2033, the number of households in this cohort is expected to increase slightly to 3,539 and assuming that 66.6% live in a two-bedroom house, there will be 2,357 living in two-bedroom houses. There will be a net increase in need by 39 from this particular cohort for two-bedroom houses;

- In contrast, the number of couples aged 60-84 is expected to increase from 13,238 in 2019 to 18,467 in 2033. In 2019, 14.7% (1,927) lived in two-bedroom houses and this would increase to 2,715 in 2033. There would be a net increase in need of 788 from this particular cohort for two-bedroom dwellings.

C.12 Tables C.2A and D.2B present the baseline demographic data for Sunderland. The total number of households is expected to increase by around 9,963 over the plan period 2015-2033 using 2014-based MHCLG household projections. Growth is expected in around half the age cohorts and the largest growth will be in the number of households where the HRP is aged between 60 and 84 years (an increase of 8,288). Figure D.1 illustrates how the number of households by HRP age is expected to change over the plan period 2015-2033.

Figure C.1 Change in HRP age groups 2015-2033



Source: 2014-based MHCLG household projections

Table C.2A Change in number of households by age group 2015-2033				
Age group	Household (HH) Type	Year		Change in households 2015-2033
		2015	2033	
15-24	One person	1,397	1,382	-15
	Couple only	540	347	-193
	Household with 1 or 2-children	1,923	1,827	-96
	Household with 3-children	129	158	29
	Other multi-person household	917	1,161	244
	Total	4,906	4,875	-31
25-34	One person	4,056	4,676	620
	Couple only	2,756	2,401	-355
	Household with 1 or 2-children	7,258	6,099	-1,159
	Household with 3-children	1,500	1,231	-269
	Other multi-person household	864	1,093	229
	Total	16,434	15,500	-934
35-44	One person	4,235	6,357	2,122
	Couple only	1,587	1,597	10
	Household with 1 or 2-children	10,322	11,746	1,424
	Household with 3-children	1,933	2,099	166
	Other multi-person household	1,179	1,001	-178
	Total	19,256	22,800	3,544
45-59	One person	9,403	9,398	-5
	Couple only	7,534	4,494	-3,040
	Household with 1 or 2-children	9,090	9,429	339
	Household with 3-children	677	650	-27
	Other multi-person household	8,909	6,444	-2,465
	Total	35,613	30,415	-5,198
60-84	One person	16,984	17,311	327
	Couple only	17,107	23,510	6,403
	Household with 1 or 2-children	796	1,391	595
	Household with 3-children	35	38	3
	Other multi-person household	6,279	7,239	960
	Total	41,201	49,489	8,288
85+	One person	3,216	6,127	2,911
	Couple only	611	1,195	584
	Household with 1 or 2-children	21	53	32
	Household with 3-children	0	0	0
	Other multi-person household	580	1,348	768
	Total	4,428	8,723	4,295

Continued overleaf/...

Age group	Household Type	Year		Change in households 2015-2033
		2015	2033	
ALL	One person	39,293	45,253	5,960
	Couple only	30,136	33,544	3,408
	Household with 1 or 2-children	29,409	30,544	1,135
	Household with 3-children	4,275	4,177	-98
	Other multi-person household	18,728	18,287	-441
	Total	121,842	131,805	9,963

Source: MHCLG 2014-based household projections (subject to rounding)

C.13 Table C.3 summarises the change in the number of households by age group.

Year and Household Type	Household Reference Person Age Group						Total
	15_24	25_34	35_44	45_59	60_84	85+	
2015							
One person	1,397	4,056	4,235	9,403	16,984	3,216	39,293
Couple only	540	2,756	1,587	7,534	17,107	611	30,136
Household with 1 or 2-child(ren)	1,923	7,258	10,322	9,090	796	21	29,409
Household with 3-children	129	1,500	1,933	677	35	0	4,275
Other multi-person household	917	864	1,179	8,909	6,279	580	18,728
Total	4,906	16,434	19,256	35,613	41,201	4,428	121,842
2033							
One person	1,382	4,676	6,357	9,398	17,311	6,127	45,253
Couple only	347	2,401	1,597	4,494	23,510	1,195	33,544
Household with 1 or 2-child(ren)	1,827	6,099	11,746	9,429	1,391	53	30,544
Household with 3-children	158	1,231	2,099	650	38	0	4,177
Other multi-person household	1,161	1,093	1,001	6,444	7,239	1,348	18,287
Total	4,875	15,500	22,800	30,415	49,489	8,723	131,805
Change 2015-2033							
One person	-15	620	2,122	-5	327	2,911	5,960
Couple only	-193	-355	10	-3,040	6,403	584	3,408
Household with 1 or 2-child(ren)	-96	-1,159	1,424	339	595	32	1,135
Household with 3-children	29	-269	166	-27	3	0	-98
Other multi-person household	244	229	-178	-2,465	960	768	-441
Total	-31	-934	3,544	-5,198	8,288	4,295	9,963

Source: MHCLG 2014-based household projections (subject to rounding)

C.14 Table C.4 applies household survey data on dwelling occupancy to the demographic trends across the city over the period 2015-2033. The two right hand columns indicate the likely change in demand for dwelling types and sizes and how this translates to an overall percentage change in dwelling requirement. The majority of need will be for 2-bedroom (40.4%) followed by 3-bedroom (35.4%), 1-bedroom (15.2%) and 4 or more-bedroom dwellings (9.0%). Regarding dwelling type, analysis suggests a broad split of

59.4% houses, 24.0% bungalows (or level-access accommodation), 15.0% flats and 1.5% other.

Dwelling type/size	Age group of Household Reference Person						Total	% change
	15-24	25-34	35-44	45-59	60-84	85+		
1-bedroom house	0	-4	14	-47	50	120	134	1.3
2-bedroom house	-9	-267	773	-973	1,492	691	1,707	17.1
3-bedroom house	-6	-462	1,457	-1,991	3,141	1,048	3,187	32.0
4 or more-bedroom house	-4	-94	758	-1,003	928	309	894	9.0
1-bedroom flat	-1	-20	191	-296	464	249	587	5.9
2-bedroom flat	-6	-48	269	-291	431	528	884	8.9
3 or more-bedroom flat	-1	-7	21	-52	66	0	27	0.3
1-bedroom bungalow	0	-7	0	-192	489	425	714	7.2
2-bedroom bungalow	0	-17	32	-224	870	709	1,370	13.8
3 or more-bedroom bungalow	-2	-7	28	-62	232	120	309	3.1
1-bedroom other	-1	0	0	-16	25	73	81	0.8
2-bedroom other	0	0	0	-26	66	21	62	0.6
3 or more-bedroom other	0	0	0	-26	33	0	7	0.1
Total	-31	-934	3,544	-5,199	8,288	4,295	9,963	100.0

Number of Bedrooms	Age group of Household Reference Person						Total	% change
	15-24	25-34	35-44	45-59	60-84	85+		
1	-3	-31	206	-551	1,028	868	1,516	15.2
2	-15	-332	1,074	-1,513	2,859	1,950	4,023	40.4
3	-9	-477	1,506	-2,131	3,473	1,168	3,530	35.4
4 or more	-4	-94	758	-1,003	928	309	894	9.0
Total	-31	-934	3,544	-5,199	8,288	4,295	9,963	100

Note totals by age group may vary slightly due to rounding errors

Source: MHCLG 2014-based household projections and 2019 household survey

Population retention scenario

- C.15 Under the population retention scenario, the relationship between HRP/household type and dwelling type/size is based on the profile of dwellings occupied by households where the HRP is aged under 45 (Table C.5). Analysis indicates that the highest level of need is for 3-bedroom (44.3%) followed by 2-bedroom (34.7%) dwellings, 4-bedroom (15.9%) dwellings and 1-bedroom (5.1%). Regarding dwelling type, analysis indicates a focus on houses (83.5%) and flats (13.1%) with 3.4% other property types including bungalows and self-build.

Table C.5 Population retention dwelling requirements					
Current dwelling type/size	Age group of Household Reference Person				%
	15-24	25-34	35-44	Total	
1-bedroom house	0	66	77	143	0.4
2-bedroom house	1,472	4,700	4,198	10,370	25.5
3-bedroom house	898	8,135	7,914	16,947	41.7
4 or more-bedroom house	677	1,660	4,121	6,458	15.9
1-bedroom flat	211	345	1,040	1,596	3.9
2-bedroom flat	947	838	1,463	3,248	8.0
3 or more-bedroom flat	211	131	116	458	1.1
1-bedroom bungalow	0	131	0	131	0.3
2-bedroom bungalow	0	296	173	469	1.2
3 or more-bedroom bungalow	280	131	154	565	1.4
1-bedroom other	211	0	0	211	0.5
2-bedroom other	0	0	0	0	0.0
3 or more-bedroom other	0	0	0	0	0.0
Total	4,906	16,434	19,256	40,596	100.0
Number of bedrooms	15-24	25-34	35-44	Total	%
1	422	542	1,117	2,081	5.1
2	2,419	5,834	5,835	14,087	34.7
3	1,388	8,398	8,184	17,970	44.3
4	677	1,660	4,121	6,458	15.9
Total	4,906	16,434	19,256	40,596	100.0

Summary of scenarios

- C.16 Table C.6 summarises the outcome of the dwelling type/mix scenario analysis and presents the demographic, population scenario and a blended average of these two scenarios. It is recommended that the blended scenario is used to inform future dwelling mix. This scenario takes into account the changing dwelling requirements of households over the plan period but also considers the needs of younger households to support population retention. The key message is a continued focus on delivering a range of dwelling types, predominantly houses (71.5%) followed by flats (14%), bungalows (13.4%) and other types (1%).

Table C.6 Summary of dwelling type/mix scenarios				
Dwelling type/size	Scenario			Current stock (%)
	Demographic baseline (%)	Population retention (%)	Blended (%)	
1 and 2-bedroom house	18.5	25.9	22.2	21.0
3-bedroom house	32.0	41.7	36.9	38.1
4 or more-bedroom house	9.0	15.9	12.4	14.3
1-bedroom flat	5.9	3.9	4.9	5.6
2 and 3-bedroom flat	9.1	9.1	9.1	7.1
1-bedroom bungalow	7.2	0.3	3.7	4.3
2-bedroom bungalow	13.8	1.2	7.5	6.5
3 or more-bedroom bungalow	3.1	1.4	2.2	1.8
Other	1.5	0.5	1.0	1.3
Total	100.0	100.0	100.0	100.0
Dwelling type	Demographic baseline (%)	Population retention (%)	Blended (%)	Current stock (%)
House	59.4	83.5	71.5	73.2
Flat	15.0	13.1	14.0	12.8
Bungalow	24.0	2.9	13.4	12.6
Other	1.5	0.5	1.0	1.4
Total	100.0	100.0	100.0	100.0
Number of bedrooms	Demographic baseline (%)	Population retention (%)	Blended (%)	Current stock (%)
1	15.2	5.1	10.2	11.1
2	40.4	34.7	37.5	33.5
3	35.4	44.3	39.8	41.1
4	9.0	15.9	12.4	14.3
Total	100.0	100.0	100.0	100.0

Note totals by age group may vary slightly due to rounding errors

Source: 2019 household survey

Technical Appendix D: Stakeholder survey

General stakeholder responses summary

- D.1 Stakeholders were invited to participate in a general questionnaire survey aimed at identifying a range of information, including establishing the key perceived housing market issues in Sunderland. Stakeholders were asked to respond to any of the questions within the survey that they felt related to their area of knowledge or experience and certain sections of the survey related to certain stakeholder groups. A total of 21 separate responses to the stakeholder consultation were obtained. This is a qualitative summary of the views expressed by stakeholders responding to the online survey and is split into the different stakeholder groups.
- D.2 52.6% of stakeholders responding to the survey stated that they work within the Sunderland Council area, 10.5% stated that they work outside Sunderland Council area and 36.8% stated that they work in both of the above.

All stakeholders

- D.3 All stakeholders responding to the survey were asked to give their opinion in regard to the strengths and weaknesses of Sunderland's housing market. Stakeholders gave a range of views on this, which are outlined below.

Strengths:

- In comparison to other areas of the country land is not as expensive. The location is ideally suited for links to major road networks, access into other large urban areas as well as access to the countryside and coast. There is reasonable light rail access to parts of the city as well as a main line rail link.
- Strength in volume house building plans and developing a good mix of new homes to meet future employment and community needs
- High and low value areas, good employment
- Affordable housing compared to other parts of the country
- Good variety in various price ranges
- There has been increased development in Sunderland over the past few years, this has offered a wider range of new build properties within Sunderland.
- Green space, housing growth strong, good conditions in social sector, good Extra Care programme
- There is lots of opportunities to grow
- Affordable, close to good transport links
- Good mix/variety of housing in most areas
- There are number of new build schemes underway and there is still good demand and a strong sales profile.

Weaknesses:

- Too much social rent and private rent
- Too much PRS homes and empty properties. Some wards have declining housing markets and need wider intervention and renewal due to poor stock, poor design and poor investment
- Due to high unemployment there are lot of undesirable areas.
- Far too many exec homes
- Not enough affordable social housing. Not enough registered landlords.
- There are still some challenges around delivering new homes within the city but the emerging Local Plan will assist. We do however feel that the allocated sites did not deliver as far as necessary in terms of delivery of numbers and the locations of the sites. A weakness of the housing market within Sunderland is the saturation of older properties and the lack of executive style housing.
- Poor PRS offer - almost all at bottom end of market, high numbers of empty homes, areas in need of renewal, need more affordable housing, need better range of older person's accommodation. Over supply of student accommodation
- Too many poor areas of housing still exist
- Ageing and type of accommodation is poor. Executive and family homes are limited and negative connotations with Sunderland as a city still remain.
- Oversupply of (high cost) private rented in poor condition
- Too many empty homes, too many private landlords not managing their properties or tenants effectively, poor housing standards in the PRS and the dominance of that sector in some areas - Hendon, Pallion and Millfield.
- There seems to be an oversupply in extra care homes/sheltered schemes in the area
- There is a comparatively large social housing sector but a comparatively small and low quality private rented sector. Stock condition of the social rented sector is very good but variable in the private sector. Demand for social rented housing remains strong but there is a need for a larger and better quality private rented offer.
- There is not enough quality and choice of accommodation available e.g. there is too much low cost/poorer quality housing, often in the private rented sector, plus there are large concentrations of social housing. Due to the lack of quality and choice of accommodation, the housing market is disjointed in terms of demand. Regeneration needs to continue in areas such as Hendon and Pennywell. Local ambitions for economic growth are being affected by this lack of quality and choice of accommodation. Within Sunderland, there is a shortage of Rent to Buy accommodation. There is no executive housing with city centre wards. More higher-value, executive housing should be built to attract high-income earners to live and spend their money within the city. To support economic growth there is a need to improve the quality and quantity of existing homes and provide greater choice of housing types, location and price of homes (to rent and to buy) to meet residents' aspirations and needs. The private rented properties are at the lower priced end of the market or aimed at students. A large number of homes are empty, as students have opted to move into purpose-built accommodation. If homes are empty long

term, this can lead to neighbourhoods decline. There are not enough good quality affordable homes of all types and especially for older and vulnerable people.

- Hetton Town Council Area: Sufficient supply of property to rent privately or purchase. Lack of quality social housing Allowing development on green field sites instead of brown field sites whilst allowing existing neighbourhoods to deteriorate because of unadopted roads, empty/derelict properties (often owned by absent landlords) angers residents and discourages individuals/small builders from improving homes and infill development. Failure of SCC to enforce agreed Section 106 provisions that developers do not honour or try to renege upon. Failure of SCC to listen to residents' concerns on lack of infrastructure/school places/highway safety/environment etc when opposing new developments. Failure of SCC to ensure developers have conducted adequate financial risk assessments to ensure viability of development. Perhaps a 30% buffer could be considered.

D.4 Stakeholders were asked whether there are any gaps in supply of types of housing in Sunderland. The following gaps in supply were mentioned:

- Affordable Housing. Supported accommodation for those with specific housing needs and support
- First time buyer properties under delivery of private sale dwellings
- More Eco-Friendly Homes
- Affordable
- Not enough affordable rental properties, leading to unscrupulous landlords.
- Supported housing.
- There is a lack of executive style houses in the right market locations. There are also issues in smaller settlements with higher home ownership rates that causes restraints on those market areas for the younger generations to be able to purchase in those locations. This is likely accentuated by the lack of good quality bungalows across Sunderland as a whole.
- Build to rent PRS, retirement villages, affordable general needs, supported accommodation for homeless people, larger family homes.
- Affordable housing is a major issue, particularly for young people and over 55s
- Lack of executive and family housing. There is currently a high proportion of HMO properties in the City Centre and there needs to be larger availability of purpose-built accommodation adjacent to or within the University's One Campus Masterplan Boundary.
- Not enough affordable or social housing
- Not enough high-quality homes for professionals.
- We have picked up demand for bungalow accommodation for the elderly. This can be expensive to provide but does continue to prove popular. There continues to be a demand for executive housing of which there is some new supply and sites such as Cherry Knowle will add to the offer of this type of housing.

- There appears to be a lack of supported housing for individuals and accommodation for single people.
- An increasing demand for affordable housing of all types especially due to welfare reforms - demand from young people, families, vulnerable people and older people. There needs to be greater provision and choice to support older people. Currently there is a real shortage of bungalows and suitable accommodation to downsize to (this would release larger houses to families currently in need). Crisis accommodation for those fleeing domestic abuse. Low cost homeownership opportunities for older people. Affordable accommodation to rent for people with learning disabilities.
- Referring to Hetton Town Council Area: Lack of 2 bedroomed bungalows for elderly, disabled and couples starting up.

D.5 Stakeholders were asked what can be done to improve the housing market in Sunderland. Stakeholders identified a wide range of improvements, including:

- Control over the private rented sector and improvements of conditions is important as well as licencing of landlords with HMO's.
- Clearance and renewal in declining housing markets. Intervention in PRS and Empty Properties to create more affordable homes
- Emphasis on private sale to balance tenure across Sunderland
- We need to regenerate poorer areas, improve facilities in these locations to make areas more desirable.
- Build more affordable houses on brown belt
- Stricter controls over some private landlords.
- Ensure that individuals are tenancy ready. Improve the standard of stock re private landlords. Specific landlord schemes. More social housing.
- Sunderland must continue to support development positively and encourage development. Sites allocated in the Local Plan must come forward to ensure that there is an increase in offer across the city, this will assist with past outward migration trends. It may also encourage people who currently commute into Sunderland to work to consider moving to Sunderland instead. Overall the Local Plan being adopted should help improve the housing market.
- Build more affordable housing, intervene in areas of decline, bring empty homes back to use, council to build its own stock so has more control. Work with SME and self-builders to add variety to housing market.
- Increase levels of LHA levels, Housing Benefit.
- There needs to be a reinvention of Sunderland as a city. There's a polarisation of the market due to lack of supply of executive homes and therefore the desirable areas such as Seaburn are disproportionately expensive and in limited supply.
- Make private landlords more accountable. Provide more social housing. Main social housing provider could concentrate more on social housing.

- Identification of a wide range and choice of development sited across the city with focus upon better market areas within which deliverability is more certain.
- Reduce the number of empty homes and absent landlords. Police the PRS landlords and buy properties from them; reversing the hugely negative effect in some key areas that are being dragged down as a result. More social housing. Build on vacant sites.
- Fundamentally this is about improving the overall economic and cultural offer of Sunderland. This relates particularly to the city centre and its retail, cultural and economic offer, all of which need to improve.
- Allowing RP's to advertise on Gentoowould increase our chance of letting our available properties.
- Deliver the homes to fill the 'gaps' identified and ensure that the provision of homes and management of the existing stock complements economic growth aspirations, people's affordability needs and demands and demographic change. More robustly manage the private rented sector. Make sure that the Local Plan allocates enough land for housing, especially public sector land.
- Referring to Hetton Town Council Area: Sunderland City Council could tighten up standards for developments as recently constructed and currently being constructed are high density with inadequate parking provision/undersized garages, minimum standards of room sizes etc.

D.6 Stakeholders were then asked what they think the Council needs to consider when assessing the future requirements and need for market, affordable and specialist housing in the city. Stakeholders provided a range of answers to this question, which include:

- The demographic of the city. Older persons, young persons and affordability.
- Location is key to provide balance in housing markets and disperse specialist housing across the city Older People housing will be a key future need so need careful consideration in connectivity to transport and amenities as well as wider social networks
- Too much affordable in Sunderland. This needs to be lowered or considered based on specific areas.
- Future household projections and objectively assessed need for the plan period.
- More affordable and specialist.
- Disabled friendly accommodation in all areas, not just less desirable areas.
- High complex individuals requiring supported housing. Long term physical needs adequate housing. Empty homes - repaired to a good standard. Landlord schemes. Floating support for individuals who have specific needs.
- There needs to be consideration for spatial distribution but also a good understanding on popular areas – there needs to be a demand in order for there to be movement in the new build market. There have been limited provisions in sought after areas even in the Local Plan, areas such as Washington do not have enough

provision for the plan period for the demand that will be placed on that location over the plan period.

- Population, homelessness and its causes.
- Look at the growing number of poor private landlords, empty homes and looking at affordable housing for those who are unable to buy. Specialist housing is lacking, especially for those most vulnerable.
- Should consider changes in the young graduate professionals coming to the city such as our School of Medicine Students and provide appropriate desirable accommodation to keep them in the city. There is currently a shortage of accommodation for young professionals.
- Infrastructure in areas where there is a high concentration of new developments. Schools, doctors, roads, drainage etc... needs to be adequate for new build estates
- Fundamentally the council need to consider the impact of affordable housing requirements on the viability of development across the city alongside the cumulative policy burden of other policies such as requirements for NDSS, Energy efficiency, etc. It is entirely right that the council should seek to secure the affordable housing needed by the city however given the significant need for such provisions affordable housing percentage requirements must remain at a level which allows sites to continue to come forward viably. If developments are required to deliver a percentage of affordable housing which renders the schemes unviable, they will not be delivered, and no affordable housing will be delivered as a consequence.
- There needs to be a full consideration of demographic and migration trends. There is some growth in the city's population but the demographics show a loss in economically active population and an increase in elderly and particularly frail elderly population. Whilst there is a good level of extra care provision in the city there is a need for greater focus on adapting existing property for older people and to enable older people to move into more specialist accommodation in order to release general needs family accommodation.
- More higher-value, executive housing should be built to retain and attract high-income earners (executives and young professionals to live and spend their money within the city). Homes should be available to rent and to buy. As many people aspire to own their own homes, the Rent to Buy product has great potential in the city. It eases the transition from renting to buying a home by providing subsidised rent. Residents have the option of either buying the home outright or buying part of the property under a Shared Ownership scheme. Needs of older people. Accessibility of existing and future homes. Environmental sustainability of new and existing homes. Growing student population. Growing need for affordable housing caused by welfare reform.
- Referring Hetton Town Council Area: SCC needs to consider residents' concerns

D.7 Stakeholders were then asked what should be considered when setting future housing standards, such as accessibility, size and quality for new housing in the city. Considerations include:

- Transport links, light rail coverage for the city (expanding the metro system) linking to Washington and Houghton.
- NDSS should be absolute minimum in size standards and exceeded where viable to do so. Quality in design and energy efficiency has to be key consideration. Future proofing homes for generational use needs to be more adaptable as people's needs change WiFi/fibre for connectivity a must.
- All new housing already has to meet strict standards set by NHBC and Building Regulations. There should be no further burden linked to disability or size. With all the modern technology and methods now, any home can easily be adapted to suit needs as necessary.
- NPPF/NPPG guidance for SHMA methodology and suggested data sets including local evidence.
- Efficient heating systems, solar energy, Eco friendly. Enough space for the number of tenants. Separate dining space, i.e. not on sofa.
- In relation to market dwellings, it is clear that if there is demand then space standards for example are not something that a purchase will be concerned about. If space standards for example were introduced every house builder would be delivering the same size properties and therefore this would cause issues on the market. It would particularly cause limitations for entry/starter homes in the new build market – the housebuilders would not get any greater revenue for making their standard 2 bed house types any bigger, they would still achieve the same asking prices for them regardless of the size. It would however have an impact on build costs. This in turn could potentially lead to the housebuilders delivering less 2 bed properties for example. All new build homes have to meet current building regulations and in relation to quality, we believe that building regulations cover those aspects and onerous asks should not be put on housebuilders and developers. We would however note that this would not impact on sites where high quality would be expected and sought.
- Life time homes. Affordable housing should be the same size and quality as market housing
- All housing should be fuel efficient. Housing should be a home for life in terms of accessibility. The use of technology especially for the older generation should be explored more.
- We would welcome a landlord's accreditation scheme being brought back in.
- Need to ensure developers are providing high quality housing and infrastructure.
- The cost of according with such standards and the effect on scheme viability. Added development costs associated with compliance with such requirements will be passed onto purchasers and as such the council must consider the implications of accordance on the affordability of new homes and the effect decreased affordability will have on increasing the need for additional affordable housing as sections of the population have their ability to enter the housing market restricted, due to decreased affordability.
- Higher standards in the PRS

- Working to the Decent Homes Standard which also incorporates the Housing Health and Safety Rating System. We have serious concerns over space and quality standards associated with permitted developments where there are conversions of office or industrial spaces to housing. In our developments we have also adopted the Nationally Described Space Standards but know that not all developers have adopted these. The city will also need to review the Future Homes Standard when it is issued which will also take into account energy efficiency and environmental performance.
- Existing homes are largely unsuitable for people to grow old in, failing basic accessibility standards; most homes do not have a level access entrance, a flush threshold, sufficiently wide doorways and circulation space, or a toilet at entrance level. Part M of Schedule 1 of the Building Regulations set out accessibility and adaptability requirements, none of which is mandatory. A shortage of suitable accommodation causes mobility problems inside and outside the home, poorer physical and mental health for residents; increasing pressure on the resources of public health and care services. Building or adapting homes with older residents in mind could save the NHS and council services money. Homes should be built to higher accessibility standards. Within the last few weeks, the Government launched a consultation on The Future Homes Standard; it will require new build homes to be future-proofed with low carbon heating and world-leading levels of energy efficiency; it will be introduced by 2025. The suggested changes will have a dramatic impact on reducing carbon emissions, however, the issue is not simply about new build homes. Reducing carbon emissions from existing homes is key to tackling fuel poverty; the social housing sector plays a major part in this. Retrofitting, not just building low carbon homes is essential. Improving the fabric of a home directly influences affordability, household health and tenancy sustainability. The costs of building to a different specification should not be prohibitive or potentially make a scheme unviable and reduce the amount of new homes that are built.
- Sunderland City Council could make future developments more attractive by tightening up standards as most recent and currently being developed ones are high density with inadequate parking provision, minimum standards of room sizes etc. Insisting on alternative energy provision for every new home e.g. solar panels and tree planting on every development would enhance areas and help the environment

D.8 The next part of the survey instructed stakeholders to either go through all of the questions in the consultation or to move through specific sections targeted at particular stakeholder groups.

Registered providers

D.9 Stakeholders were asked about their main concerns surrounding affordable housing provision. Specifically, whether there is enough, too much or whether it is of the right size, and whether it is of good quality and in the right location. Stakeholders responding to this question commented:

- All new build sites should offer affordable housing on-site. There is an imbalance in the need and what is planned to be delivered but this could be addressed by the

delivery of more market dwellings. There is a range of existing stock across the city. There are some good quality homes and some poor-quality homes. Registered providers have constant discussions with Homes England in relation the delivery of affordable homes and consult with them in relation to size etc. There are some issues in new build estates that residents are not aware that affordable properties are available in the locality.

- Sites are generally available in the short term although longer term there is likely to be some shortfall against the requirements outlined in the previous SHMA and SHLAA. Gentoo are looking to complete 900 affordable rented units in the next 5 years of which around half the sites have been assembled and the totality of provision is still well short of the overall affordable rented requirement for the city. Generally affordable housing is evenly distributed but we would wish to see some affordable provision as part of the plans to regenerate the city centre and river corridor.
- There seems a considerable over supply in extra care spaces in the area which has significantly impacted our ability to let properties in our sheltered schemes
- There is an increasing demand for affordable housing of all types, especially due to welfare reforms - demand from young people, families, vulnerable people and older people. There needs to be greater provision and choice to support older people. Currently there is a shortage of bungalows and suitable accommodation to downsize to (this would release larger houses to families currently in need). Crisis accommodation for those fleeing domestic abuse. Low cost homeownership opportunities for older people. Affordable accommodation to rent for people with learning disabilities. Many residents aspire to home ownership but there is a shortage of Rent to Buy accommodation in the city (with Rent to Buy, a newly built home is rented at approximately 20% below the market rate for up to five years. During that time, residents have the option either to buy the property or to buy part of the property under a shared ownership scheme).

D.10 In relation to demand for intermediate housing products, stakeholders gave mixed responses:

- One provider has delivered a number of Rent to Buy homes within Washington and they have been very popular. They have recently purchased 68 market dwellings on a site in Teesside from a major house builder and converted them to Rent to Buy. In one weekend alone there were over 500 enquiries into the properties, and all have been let within matters of days of being advertised. There is a high demand for intermediate properties with the younger generation who aspire to own their own home but unable to afford a deposit.
- There is limited demand in our experience for shared ownership and it can be very site specific often drawing on people from the immediate locality. We would not therefore see a high demand for these products due to the availability and affordability of other tenures.
- There is huge demand for intermediate housing products, especially Rent to Buy. Unlike shared ownership, it is aimed at people who would like to buy a property but who currently don't have enough savings to cover a deposit – they rent before they buy! They will be assessed to see if they can afford to initially rent the property,

with the longer-term aim to buy the home in the future. Rents are 80% of market rents, to enable customers to put this saving towards a deposit. It makes the house buying process easier and more affordable. For example, we have recently completed an exciting new development of Rent to Buy 3- and 4-bedroom homes in the coastal village of Ryhope. They have proved to be very popular; several are detached, they all have parking spaces and integral garages, an extremely high-quality finish with excellent above average space standards – there is plenty of room to store possessions, play, exercise and entertain. The homes are in close proximity to several market sale sites and the quality intermediate product we offer is easily able to compete with them.

D.11 Stakeholders were asked what they think needs to happen to improve the provision of affordable housing for rent and sale in Sunderland. Responses included:

- Affordable housing for sale should be increased particularly in the starter home categories of smaller 2 bed properties. We have seen good demand for these types of property in the c. £120k bracket which has also been supported by the Help to Buy product
- Allowing RP's to advertise on Gentoo would be hugely beneficial as we currently have properties we struggle to rent and generally have to rely on word of mouth to advertise them
- The council needs to make more land available for housing; it should be primarily delivered on brownfield sites. However, there is a scarcity of immediately developable land. In order to bring brownfield sites back into use, land needs to be remediated; the council must work with Homes England to ensure the funding is available to do this. The cost of the remediation of land, often makes sites unviable. The council should consider setting more specific design criteria for new affordable homes, ranging from accessibility to space standards

D.12 Stakeholders were then asked whether they have any significant developments proposed in the Sunderland Council area. Identified developments include:

- We have the following 5 year affordable programme for new build affordable rented units: North 413, Houghton and Hetton 141, Central 125, Washington 56 South 31
- We're investing in affordable homes across Wearside: We are working with Sunderland City Council and Homes England to bring the £20m North Hylton site to fruition, aiming to develop 105 new affordable homes to meet the housing needs of the local community. The intention is to create a mixed tenure, mixed demographic neighbourhood focused around a linear park running down the centre of the site, including a Sustainable Urban Drainage (SuDS) scheme. The site will be landscaped to a high standard to incorporate opportunities for informal play and recreation. Beyond the 105 homes at North Hylton, we have recently submitted a planning application for 38 new homes in Houghton le Spring and elsewhere in the city of Sunderland we are currently on site delivering around 150 homes with the following projects: Chapelgarth (16 homes), Cheadle Road (19 homes), Dubmire School, Fencehouses (17 homes). In addition to these projects, we have recently completed the following developments in the city: Handley Way, Ryhope (46

homes), Foundry Court, Shiney Row (24 homes), Greeve Mews, Newbottle (17 homes), Redmond Road (10 homes).

Developers and housebuilders

- D.13 Stakeholders were asked what the main challenges were facing the delivery of new homes in Sunderland. The main challenges mentioned were:
- Lack of public land coming forward for development. Sunderland Council particularly have released very little for over a decade. Vast majority of land is owned by a major RP. Scheme viability is also an issue in Sunderland due to overzealous demands for education contributions etc
 - The main challenge is delivering new homes in the right location. There needs to be consideration for spatial distribution but also a good understanding on popular areas – there needs to be a demand in order for there to be movement in the new build market. There have been limited provisions in sought after areas even in the Local Plan, areas such as Washington do not have enough provision for the plan period for the demand that will be placed on that location over the plan period.
 - Availability of sites and the ability to command a viable return are both key issues. There is still some buoyancy in the market, but the main challenge is again the overall economic performance of the city which will generate ongoing demand and viable pricing of new homes. The overall house prices in Sunderland tend to be lower than the regional average let alone national average, and this will be a factor of the function of Sunderland as an attractive and vibrant city.
- D.14 Stakeholders believed the following types of housing are in greatest demand in Sunderland:
- 3 bed detached private sale
 - a great demand for executive style housing. The lack of supply has an impact on outward migration due to the provision of this house type in other authorities. There is also a demand for accommodation for older persons. As noted in our previous answers, a lot of the older generation are staying in their existing family home due to the lack of availability of suitable property types.
 - Primarily focus upon delivering 2 bed starter homes and 3 and 4 bed family homes. Across the city there exists a strong demand for such housing.
 - Upper end 3-4 bed family homes are in high demand but there is still demand for starter type 2/3 bed homes in the £120k - £150k price range.
- D.15 Stakeholders were asked if there are any significant housing developments proposed in the Sunderland Council area. Identified developments included:
- Highfield Park- Ford (regeneration scheme which will come to close in 2020 Blossom Park- Hetton (new scheme to be developed over next 3 years)
 - Land at Springwell Village (HGA1)
 - Hendon Papermill (18/01820/FUL) Burdon Lane, Ryhope (18/00640/FUL & 19/01497/HY4) South Ryhope (16/01502/OU4)

- Churchfields (Doxford Park Phase 6) – 100 Units, delivered between 2020-2024. Chester Gate Phase 1 – 118 Units, delivered between 2020-2024. Bramblewood Phase 2 (Broomhill Phase 2) – 99 Units, delivered between 2021-2024. Meadow View Phase 3 – 128 Units, delivered between 2019-2023. Highfields (High Usworth) – 41 Remaining units, delivered by the end of 2020. Bramblewood Phase 1 (Broomhill Phase 1) – 60 Remaining units, delivered by the end of 2020
- D.16 The survey asked stakeholders to describe the typical customers for new homes:
- First time buyers or second stage movers.
 - There is a mix, although for our products these are in the main second stage movers often assisted through help to buy which has accounted for around 40% of sales. There have also been first time buyers for smaller and more affordable homes.
- D.17 Stakeholders were then asked whether these customers are looking for rent or sale, to which stakeholders agreed that customers are mainly looking to purchase properties.
- D.18 In regard to build to rent housing products, stakeholders were asked what the role and main issues are regarding its delivery in the housing market area. Comments included:
- There is an oversupply of build to rent
 - We have looked at build to rent but again our experience in Sunderland is that there are significant viability issues due to low yields and build to rent is therefore not within our risk appetite. We have observed some build to rent in the city centre and some permitted development so clearly there is some market appetite.
- D.19 The survey then went on to ask stakeholders if they had any suggestions about what would help developers/housebuilders to deliver new homes across the Sunderland housing market. Comments included:
- The need to release more land and also lessen the burden of s106 requirements
 - The adoption of the Local Plan will assist with delivery. Allocating further sites in areas where there is high demand would also assist.
 - Greater selection of allocated development sites particularly centred within the better market areas of the city. To ease deliverability in more marginally viable areas flexibility in affordable housing tenure mix should be catered for. In addition, affordable housing mix should be reflective of NPPF para. 64 in requiring the first 10% of any affordable housing requirement to be for affordable home ownership.
 - Longer term development frameworks and partnerships with the city council would bring more certainty to our development pipeline.

Specialist housing providers

- D.20 One stakeholder responded to the questions aimed at specialist housing providers. In relation to whether there is enough specialist housing in Sunderland, they commented:
- There is currently a high proportion of HMO properties in the city centre and there needs to be larger availability of purpose-built accommodation adjacent to or within the University's One Campus Masterplan Boundary.

- D.21 With regard to supply and demand issues for particular types of specialist housing products in the area, the following was mentioned:
- There is currently a shortage of accommodation for young professionals. In addition, good purpose-built student accommodation would benefit student experience in the city.
- D.22 In relation to evidence of the need for specialist housing:
- The University Student Residential Accommodation Strategy is nearing completion.
- D.23 The survey asked stakeholders if they have any significant specialist housing developments proposed in the Sunderland Council area, to which one stakeholder responded:
- We are bringing forward this important student residential accommodation site, to be completed in accordance with the University's One Campus Masterplan aims and objectives.

Sunderland Local Authority staff

- D.24 The main challenges facing the local authority in delivering new homes were identified as:
- Conflicting pressures to deliver services, which may not be routine or core business, balancing staffing from this as well.
 - Land availability. Dealing with property owners to tackle empty homes. Costs and viability as Sunderland have generally low sales values and rental levels. Creating markets in poor declining areas.
 - Land supply. Non-viable sites. Does not develop its own housing.
 - Pressure on other services such as schools, roads, refuse etc.
- D.25 Stakeholders were asked what the main challenges are with their existing housing stock. These challenges were identified as:
- Not enough affordable.
 - Poor standards in PRS and some owner-occupied stock. Empty homes. Low demand, poor environment. Over supply of PRS.
 - Private landlords and lack of social housing.
- D.26 Stakeholders gave ways in which these identified challenges can be addressed, such as:
- Build more affordable.
 - Build to rent - professionalise PRS. Bring empty homes back to use. Use empty homes as affordable housing via s106.
 - Work with Gentoo and other social housing providers to ensure adequate access to affordable and good quality housing for families. Tackle irresponsible landlords. More resources for enforcement.

- D.27 In terms of cross-boundary issues facing the Sunderland housing market area, stakeholders commented:
- Trying to gain constancy as a region in terms of enforcement. This has been attempted by looking at a regional civil penalty policy, albeit, so other authorities have gone ahead on their own schemes.
 - Ensuring housing meeting employment needs across South Tyneside and Sunderland.
 - Economically active people moving across the boundary to Durham. Homelessness moves across boundaries between Wearside and Tyneside.
- D.28 Stakeholders were then asked whether there are any significant housing developments proposed in the Sunderland Council area. The following were mentioned:
- Many major market led developments are planned with a range of major volume house builders.
 - There are a number of sites identified in the Core Strategy, and a number of sites under development already. The Coalfield area of the city has the highest proposed concentration of developments and the current service provision/infrastructure may struggle to cope. Proposal to build up to 900 houses for rent.

Neighbouring or adjacent local authority staff

- D.29 One stakeholder responded to the question regarding their Local Plan: North Tyneside Local Plan, July 2017. This plan was based upon North Tyneside SHMA 2014/15, and Update 2016. This Local Plan is not currently being reviewed.
- D.30 No stakeholders identified that there are significant housing developments, cross-boundary issues, infrastructure developments, regeneration projects or proposals to develop or extend accommodation based special care facilities for adult social care or young people near to the boundary of the Sunderland Council area.

Selling and lettings agents

- D.31 One stakeholder responded to the question relating to sales and letting agents. In terms of the sales market reaching its potential in supply volumes, the stakeholder stated that it is quite buoyant. There are gaps in supply within Sunderland in relation to affordable rental properties in all areas.
- D.32 Particular supply or demand issues in Sunderland include: Calibre of landlords, some rogue landlords out there. A lot of good landlords, but the rogue ones seem to take advantage of vulnerable people and also "tenants from hell".
- D.33 Regarding the rental market, problems appear to be in less desirable areas. Vulnerable people appear to be offered less popular areas.

Summary

- D.34 From all of the challenges facing the Sunderland housing market, stakeholders were asked what the key priority is for themselves or their organisation. The key priorities identified were:
- To ensure that there is no detrimental impact on the Local Plan objectives for Gateshead and its communities.
 - Safe secure housing, where people can feel safe and part of their community.
 - The adoption of the Local Plan is the key priority.
 - Ensuring that there is sufficient high-quality student residential accommodation for our current and future students. Also ensuring that suitable accommodation is constructed for the graduate professionals going forward. And finally, the regulation of the private sector housing market to improve standards.
 - Reducing the scale of the PRS in Hendon - by buying, refurbishing and responsively managing those homes. More homes in community hands in perpetuity has to be the goal to ensure the buy to let phenomenon cannot have the same adverse effect in the future.
- D.35 The only further comment made by stakeholders responding to the survey was:
- More support to spread the delivery of community led housing.

Technical Appendix E: Agent Review

Introduction

- E.1 During December 2019 we visited the area and conducted face to face interviews with 10 estate and letting agents and a small number of on-site new build sales agents. Our survey was aimed at reflecting the market characteristics of the following 5 sub areas:
- North Sunderland;
 - Central Sunderland;
 - The Coalfield areas;
 - South Sunderland areas; and
 - Washington areas.
- E.2 Agents were not present in some of the smaller areas and some were branches of an agency which meant that discussion centred on both the local sub-market and the city in general.
- E.3 The city's housing market is complex, we endeavoured to add insights through our interviewing. The market comprises:
- an active shipping port;
 - a university;
 - an area for visitors, (coastline and shopping); and
 - residential areas that support the current labour force often housed in housing constructed for former industries such as ship buildings and coal mining.
- E.4 At the north eastern edge of the city, the Washington areas, were of interest as much housing had been built by the New Town Development Corporation (WDC). Agents were struck by the scale of this development and noted that 25th percentile prices were in the region of £75,000 with flats particularly age restricted flats starting from £14,000. Marketing was clearly aimed at first time buyers, downsizers and investors. The local agent commented that at these prices, investors could obtain a good yield and there was 'no shortage' of prospective tenants. Agents commented that residents benefitted from good local schools, and excellent shopping enabled by the public transport system. Many residents were employed in the Nissan plant or its supply chain, some of which are based in the new towns business and commercial areas.
- E.5 The A182 connects Washington to the Coalfield areas. We were only able to obtain interviews in Shiney Row although we visited most of the villages within this area. Shiney Row appeared to be the local service centre for its surrounding villages, all of which had high proportions of former mine workers cottages examples of which were on sale for prices between £50,000 and £75,000. There were also examples of more modern housing some of which was offered as resales from recently constructed housing. The letting agent covered all of the city but did not service the student market. The agent told us that he was optimistic about the private rented sector. Prevailing prices allowed investors to achieve good returns whilst charging reasonable rents. There was considerable demand for rented housing and many investors were increasing

the size of their portfolio. The agent cautioned that both first time buyers and investors were walking away from 'very cheap stuff'. The nearby sales agent agreed with the view of the lettings agent that the market was mostly local churn – local people moving home within the area as and when their circumstances required.

- E.6 Also, part of the Coalfield area is Houghton-le-Spring. Although this town shares the area's coal mining heritage, it has benefitted from inward investment. Accordingly, it has diverse and busy high street and a wide residential housing offer. Whilst there is a large volume of terraced homes selling at up to local 25th percentile prices, there is a large supply of higher quality homes c.£350,000 and a significant amount of new build housing in the wider area is currently on offer. The agent told us that, from experience there were two local gaps in supply. There is a lack of accommodation particularly suited to older people. We were told that recently converted flats were proving expensive and slow to sell, in other words not in demand from older people. Older people were specifically asking for bungalows which are in short supply. The second gap is for move up housing for families. They have no difficulty accessing housing as first time buyers, however larger homes needed to accommodate growing families at a £150,000 to £200,000 price point were in short supply. The agent told us that whilst most re-sales and lettings involved local people there was demand from both Durham City, due to its higher prices and Sunderland due to households seeking a small-town environment. Finally, the agents confirmed that interest from investors was strong, especially from London and the South East.
- E.7 Our visit took us along the A690 Durham Road as we travelled to Houghton-le-Spring. We noted that this corridor was residential in nature and offered a wider mix of dwelling types and price points than the new town area. We noted the Lakeside estate with its 7 tower blocks managed by Gentoo Homes.
- E.8 Gentoo Group is a registered charity and community benefit society. Gentoo Group manages over 28,000 social housing properties in Sunderland. Its commercial arm, Gentoo Homes, is a profit for purpose business that builds around 200 homes per year for sale, which helps to generate subsidy to support the delivery of more affordable rented homes across the city. We note from its website that the some of these flats appear to be slow to let as they and other flats, low and high rise, were offered outside the 'homehunt' system.
- E.9 North Sunderland areas connect to the A1(M) via the A1231. The larger settlements of Fulwell and Southwick had agents that serviced this northern area all of which were visited. Fulwell has a Metro station and the agents told us that this was a key selling point for the general area being 20 minutes away from Newcastle City Centre. Agents told us that due to the station and close proximity to beaches a small scheme of higher priced executive homes in the premium sector had sold quickly and there was a waiting list for resales. One example was on the market priced at £950,000. Agents believed that more such homes should be built as there was demand for them and their presence would help to improve the economic development and image of the city with the presence of premium housing.
- E.10 These agents also service the market in the Roker part of the city. This area mostly consists of a large area of terraced housing, however those adjacent to Roker Park and those with a sea view were finer larger dwellings that attracted relatively high prices and were of diverse design. Agents told us that this was a sought-after area of the city

as evidenced by higher prices than other parts of the city. For example, lower quartile prices in the area of terraced housing were significantly higher than terraces in, for example Shiney Row or Houghton-le-Spring. However, we observed some weakness in that our attention was drawn to a small number of guest houses which were on the market potentially being returned to the residential or HMO sector.

- E.11 We asked these agents about the city centre housing market and the role of the city centre south or the river. They observed that the city centre apartment market was weak, drawing attention to significant loss in value since first sales, trapping some residents in negative equity. We were told that some faced £100,000 losses between purchase and re-sale values. They told us that the market in the historic conservation area was strong, but as we observed, this soon gave way to low value, mixed use areas of housing and small businesses including lower value 'Sunderland Cottages'.
- E.12 North, Central and South Sunderland all have examples of 'Sunderland Cottages' which are single story terraced homes built for ship and dock workers in the early 20th century. Some have been modified to contain additional bedrooms in the roof space with dormer windows. They are densely built, some with terraces having facing back yards and a narrow passageway for rear access. Asking prices for those on sale at the time of our visit ranged from £20,000 to £65,000 depending upon location, condition and number of bedrooms. Agents told us that they are popular for singles, couples and older people and they were in demand from investors as well as owner occupiers. One town centre-based agent told us that they had acquired 11 examples last year, improved them and let them. We were told that they were let at a range of rental price points depending on quality and location. The agent told us that he and other landlords would let at LHA rates to benefit claimants. The agent reiterated that there was no shortage of demand for these homes whether to rent or buy at all price points. He showed no concern that entry level prices were low by national standards and rejected any suggestion that there was market failure associated with this dwelling type.
- E.13 This and the other town centre agent we interviewed told us that supply had improved slightly in the post-Christmas/election period. Additional supply in the form of new build housing proposed for the riverside was eagerly anticipated. They were very positive about the potential for development to stimulate the market. They were asked to consider the earlier remarks about the need for premium housing in the city. They distinguished between premium housing and executive housing and told us that there were probably enough executive homes in the city, typically estate based 4-bedroom detached homes. We were told that larger homes were needed to accommodate first time movers, typically growing families at a £150,000 to £200,000 price point which were in short supply.
- E.14 We interviewed a very busy letting agent that also serviced the HMO student market. The manager told us that demand for good quality HMOs was in balance with supply, but lower quality supply was in surplus. The agent told us that the Roker area was popular with students. We observed that several former (older) large buildings were in multiple occupation on the A1018 especially in the vicinity of the Tesco Extra store but were unable to determine if these were student or residential HMO lettings. We also noted high quality student lets being advertised above shops on the south bank, in the periphery of city centre as well as purpose-built student accommodation as short distance away.

Key findings:

- Given low house prices and good returns on investment there is better balance between supply and demand for rental housing than is apparent in many parts of England;
- however, given low entry level prices there is ample opportunity for those with the financial standing for a mortgage to become homeowners;
- there is concern about older owner occupiers, as many live-in low value housing and have limited headroom to fund more suitable housing or self-funded adapted housing in future;
- Sunderland Cottages are noteworthy in that they have similar prices but lower utility for families with children than family housing in Washington, yet prove popular and are part of Sunderland's heritage for sale or for rent;
- due to low house prices and good returns investors appear able to respond to demand although there is avoidance of the lowest price homes with the exception of the Sunderland cottages;
- investment housing is popular with London based landlords who are unable to achieve such good returns in London;
- lowest price housing on offer other than the Sunderland cottages is of concern, many offered at auction. Lowest prices are at the bottom end of what we have seen elsewhere in England, indicating a combination of poor condition and low demand;
- supply gaps were most frequently cited as larger better-quality homes for first time movers priced at between £150,000 and £200,000 and bungalows for older people; and
- factors for optimism were considered by agents to be the Metro, the coastline, the river side and the rural area morphing into County Durham.

Technical Appendix F: Affordable housing definitions

Definitions relating to affordable housing are presented in the NPPF 2019 (Annex 2):

Affordable housing: housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:

- a) **Affordable housing for rent:** meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for social rent or affordable rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes, affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).
- b) **Starter homes:** is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.
- c) **Discounted market sales housing** is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.
- d) **Other affordable routes to home ownership** is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low-cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision or refunded to Government or the relevant authority specified in the funding agreement.

Technical Appendix G: Specialist housing need review

Introduction

- G.1 The NPPF (2019) (Paragraph 61) acknowledges that there are a range of household groups who have particular housing requirements. It sets out that the needs of different groups should be assessed and reflected in planning policy in terms of the size, type and tenure of housing. It states that these households include but are not limited to those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes.
- G.2 The PPG³⁴ states, 'The need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is on the basis that the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method. When producing policies to address the need of specific groups strategic policy-making authorities will need to consider how the needs of individual groups can be addressed within the constraint of the overall need established'.
- G.3 Whilst a Strategic Housing Market Assessment is concerned with accommodation-based needs, i.e. providing an appropriate unit of accommodation, a comprehensive assessment of specialist housing need must also reflect upon the support which is required in this accommodation in order to enable the stay in that accommodation to be sustainable.
- G.4 Arc⁴ recognise that this is a complex area requiring discussion with social care and health commissioners and service managers. This is a development area for us, and the content of this appendix is the result of some exploration of these issues, although we recognise that there is scope for this to be explored in much greater depth in a standalone assessment.

Our understanding of specialist housing need

- G.5 Figure G.1 begins to explore our understanding of the various elements of specialist housing need and population groups which should be considered:
- **Age-related housing need** – this concerns the position of particular age groups in the housing market due to life events and the demand this creates for accommodation units of a certain size or affordability.
 - **Health-related housing need** – a household's health may be a determining factor in the type of accommodation they require or the support they need to receive. For most in this group the need for specialist accommodation or support is likely to be a lifelong need.
 - **Life-experience related housing need** – supported accommodation may be needed by those affected by life experiences which may have disadvantaged their ability to

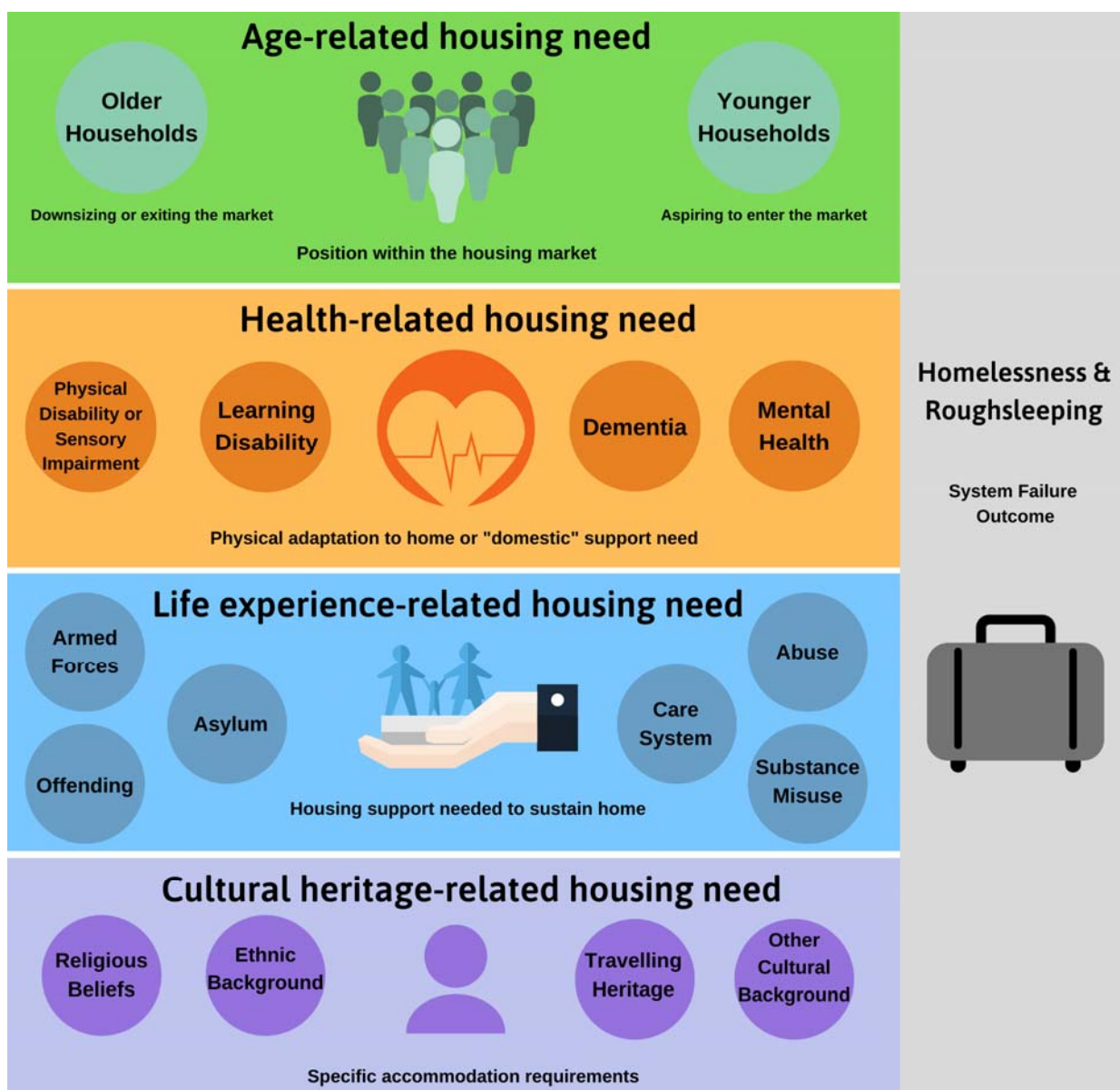
³⁴ 2019 PPG Paragraph: 017 Reference ID: 2a-017-20190220

live independently. The support required here may be shorter term with the intention of promoting independence in the longer term.

- **Cultural heritage related housing need** – for those from a minority ethnic background there may be cultural heritage or religion related determined needs which impact on the type of accommodation required.

G.6 For all of the above groups the prevalence of homelessness can indicate a deficit of both appropriate and affordable accommodation options and support availability. This goes beyond the presence of households rough sleeping, reflecting the broad statutory definitions of homelessness to include those in inadequate or inappropriate accommodation who may be hidden from society’s view.

Figure G.1 Establishing need associated with age, health and life experience



- G.7 For the purpose of this Strategic Housing Market Assessment we have brought together intelligence from a range of different sources:
- primary data from our household survey data set;
 - national secondary data sets;
 - a review of the strategic and commissioning context locally; and
 - discussions with key stakeholders where this has been possible.
- G.8 Our primary focus has been to fulfil the requirements of the PPG, hence greater detail being given on the needs of older person households and those with physical disabilities. We do however provide some context to the other groups locally.

Planning Practice Guidance

- G.9 The February 2019 Planning Practice Guidance ‘Housing and economic needs assessment’ says that *‘The health and lifestyles of older people will differ greatly, as will their housing needs. Strategic policy-making authorities will need to determine in relation to their plan period the needs of people who will be approaching or reaching retirement as well as older people now’*. It continues *‘Strategic policy-making authorities will need to consider the size, location and quality of dwellings needed in the future for older people in order to allow them to live independently and safely in their own home for as long as possible, or to move to more suitable accommodation if they so wish. Supporting independent living can help to reduce the costs to health and social services and providing more options for older people to move could also free up houses that are under occupied.’*
- G.10 In June 2019, additional Planning Practice Guidance was issued which guides councils in preparing planning policies on housing for older and disabled people. The PPG also includes advice on accessible and adaptable housing. Regarding older people, the PPG says *‘The need to provide housing for older people is critical. People are living longer lives and the proportion of older people in the population is increasing...Offering older people a better choice of accommodation to suit their changing needs can help them live independently for longer, feel more connected to their communities and help reduce costs to the social care and health systems. Therefore, an understanding of how the ageing population affects housing needs is something to be considered from the early stages of plan-making through to decision-taking’³⁵*
- G.11 Regarding people with disabilities, the PPG says *‘The provision of appropriate housing for people with disabilities, including specialist and supported housing, is crucial in helping them to live safe and independent lives. Unsuitable or unadapted housing can have a negative impact on disabled people and their carers. It can lead to mobility problems inside and outside the home, poorer mental health and a lack of employment opportunities. Providing suitable housing can enable disabled people to live more independently and safely, with greater choice and control over their lives. Without accessible and adaptable housing, disabled people risk facing discrimination and disadvantage in housing. An ageing population will see the numbers of disabled people*

³⁵ PPG June 2019 Paragraph: 001 Reference ID: 63-001-20190626

*continuing to increase and it is important we plan early to meet their needs throughout their lifetime.*³⁶

- G.12 The PPG notes that *'for plan-making purposes, strategic policy-making authorities will need to determine the needs of people who will be approaching or reaching retirement over the plan period, as well as the existing population of older people.'*³⁷

Setting the Context for Specialist Housing Need in Sunderland

- G.13 As a City, both the housing and social care functions sit with Sunderland City Council. Key strategic observations and priorities are highlighted here to set a context to specialist housing needs within the City and the likely commissioning intentions of the authority.

Sunderland City Plan 2019-2030³⁸

- G.14 The City Plan sets out the three key themes of a dynamic city, a healthy city and a vibrant city for the period 2019-2030. These address 6 challenges facing the City:
- Migration out of the city continues;
 - Sunderland city centre is not functioning as an economic motor;
 - Sunderland is very good at attracting inward investment but is less successful at growing Sunderland businesses;
 - The qualifications and skills which Sunderland residents have don't match the needs of industry in the city;
 - Health outcomes in Sunderland are still poor and health behaviours haven't yet changed sufficiently; and
 - High levels of children in need and in care.
- G.15 Under the *dynamic city* theme, by 2030 the city will have:
- More and better jobs;
 - More and better housing;
 - More local people with better qualifications and skills to enable them to participate in and benefit from a stronger economy;
 - A stronger city centre with more businesses, housing and cultural opportunities; and
 - A lower carbon city with greater digital connectivity for all.

³⁶ PPG June 2019 Paragraph: 002 Reference ID: 63-002-20190626

³⁷ PPG June 2019 Paragraph: 003 Reference ID: 63-001-201906260

³⁸ Sunderland City Plan 2019-2030

G.16 Under the *healthy city* theme, by 2030 the city will have :

- Access to the same opportunities and life chances;
- More people living healthier longer lives;
- People enjoying independent lives;
- Cleaner and more attractive city and neighbourhoods; and
- A city with great transport and travel links.

G.17 Under the *vibrant city* theme, by 2030 the city will have:

- More creative and cultural businesses;
- More residents participating in their communities;
- More visitors visiting Sunderland and more residents participating in cultural events and activities;
- More people feeling safe in their neighbourhoods and homes; and
- More resilient people.

A Housing strategy for Sunderland 2017-2022³⁹

G.18 Sunderland's Housing Strategy provides the long term vision for housing in the City. It sets out the high-level priorities to maximise housing growth and increase the choice of housing, making the best use of existing homes and improving our neighbourhoods, supporting vulnerable people to access and maintain housing.

G.19 The vision for Sunderland' housing strategy is *"for a greater choice of good quality homes which meet the needs of the aspirations of our residents, so individually and as a city we can grow and prosper. These homes will be based in thriving neighbourhoods where everybody feels part of their community."*

- Priority 1: Maximising housing growth and increasing the choice of housing
 - Increasing the supply of available housing land
 - Increasing the speed and delivery of new homes
 - Diversifying the housing offer to meet identified housing needs
- Priority 2: Making the best use of existing homes and improving our neighbourhoods
 - Reducing the number of homes that have been empty for over two years or create problems within communities
 - Intervening into priority areas of decline
 - Raising standards in the private sector to improve health and wellbeing
- Priority 3: Supporting vulnerable people to access and maintain housing

³⁹ A Housing Strategy for Sunderland 2017-22

- Limiting the negative effect of welfare reform on vulnerable residents
 - Reducing the numbers of people presenting as homeless
 - Supporting vulnerable people, older people and young people to stay in their homes and find suitable housing
 - Improving the health of vulnerable and homeless people
 - Improving accommodation for residents with disabilities.
- G.20 Within the context of supported housing technical appendix, priority 3 will form the key strand in addressing the future supported housing needs of Sunderland.

Sunderland rough sleeping and homelessness prevention strategy 2019-2021⁴⁰

- G.21 The rough sleeping and homelessness prevention strategy sets out a framework *to prevent and eliminate homelessness from the city*. The strategy has four priorities: help people remain in their homes and prevent homelessness, support our most vulnerable groups, provide sustainable housing solutions and develop and maintain partnership working and strategic direction.
- Priority 1 - help people remain in their homes and prevent homelessness
 - Welfare reform
 - Have a clear strategy that is reviewed and transparent
 - Strengthen relationships with partners to prevent homelessness, specifically those work with our most vulnerable groups
 - Learn from our mistakes
 - Priority 2 – support our most vulnerable groups
 - Survivors of domestic abuse and other forms of violence
 - Reduce rough sleeping
 - Design services to support people with multiple complex needs
 - Care leavers and young people
 - Veterans
 - Asylum seekers and refugees
 - Individuals being discharged from prison
 - Safeguarding – human trafficking/modern day slavery
 - Priority 3 – provide sustainable housing solutions
 - Tenancy support – sustainable and prevention

⁴⁰ Sunderland rough sleeping and homeless prevention strategy 2019-21

- Work with partners including landlords, registered housing providers and developers to increase supply for vulnerable households and those on low incomes
- Reduce our reliance on unsupported temporary accommodation
- Define the role that the private rented sector will play in reducing homelessness in the city
- Priority 4 - develop and maintain partnership working and strategic direction
 - Minimise street begging
 - Develop partnerships to tackle complex issues
 - Young people and care leavers
 - Employment opportunities / economic wellbeing
 - Regional working

Sunderland's joint health and wellbeing strategy⁴¹

G.22 The vision for the joint health and wellbeing strategy is to have the

Best possible health and wellbeing for Sunderland

...by which we mean a city where everyone is as healthy as they can be, people live longer, enjoy a good standard of wellbeing and we see a reduction in health inequalities.

This will be delivered through 6 strategic objectives

- Objective 1 – promoting understanding between communities and organisations
 - Increasing awareness of the services and support available to people in their community and assisting them to access these
 - Services are responsive to community needs and assets, becoming co-produced where possible
- Objective 2 – ensuring that children and young people have the best start in life
 - Encouraging parents and carers of children to access early years opportunities
 - Supporting children and families throughout the whole of a child's journey, including the transition into adulthood
- Objective 3 – supporting and motivating everyone to take responsibility for their health and that of others
 - Increasing emotional health and resilience of individuals, families and communities

⁴¹ Sunderland's joint health and wellbeing strategy

- Frontline workers, volunteers and community leaders becoming aware of the main social determinants of health as well as the risks and opportunities and when and how services can be accessed
- Supporting people to make sustainable changes throughout their lives that will improve their health, utilising new technologies and methods of engagement with communities
- People (including young people) are aware of the importance of accessing long acting health protecting interventions such as immunisation and screening and early presentation following the development of signs and symptoms of ill health
- Making the healthy choice the easy choice
- Objective 4 - Supporting everyone to contribute
 - Understanding the health barriers to employment and training, and supporting people to overcome them
 - Working together to get people fit for work
 - Working with local businesses to ensure a health workforce
 - Supporting those who don't work to contribute in other ways
- Objective 5 – supporting people with long-term conditions and their carers
 - Supporting self-management of long-term conditions
 - Providing excellent integrated services to support those with long-term conditions and their carers
 - Supporting a good death for everyone
- Objective 6 – Supporting individuals and their families to recover from ill health and crisis
 - Supporting individuals and families to have emotional resilience and control over their life
 - Providing excellent integrated services to support people to recover from ill health and crisis
 - Winning the trust of individuals and families who require support

G.23 Key messages arising from the strategic analysis are reflected on in the relevant sections below

Age related housing

G.24 Age-related housing need relates to the needs of specific age groups in the housing market due to life events and the impact this has on the need for dwellings of particular sizes/types and affordability. For older households this includes 'rightsizing' and adaptation of existing dwellings. For younger households, affordability is a particular concern and this has been considered elsewhere in the report. For this chapter we therefore focus upon the needs of older persons for particular unit types.

G.25 Affordable housing need is primarily the concern of younger households entering the market and is considered fully elsewhere in this assessment. For this chapter we therefore focus upon the needs of older persons for particular unit types.

Housing for older people

G.26 The NPPF Annex 2 defines older people as ‘people over or approaching retirement age, including the active, newly-retired through to the very frail elderly; and whose housing can encompass accessible, adaptable general needs housing through to the full range of retirement and specialist housing for those with care and support needs.’

G.27 PPG recommends the following are considered in an assessment of older persons need:

- The future need for specialist accommodation (including but not restricted to age-restricted general market housing, retirement living or sheltered accommodation, extra-care or housing with care), broken down by type and tenure;
- The need for care in residential care and nursing homes (C2);
- The need for co-housing communities;
- The role of general housing and in particular bungalows and homes that can be adapted to meet a change in needs.

G.28 PPG notes that ‘*plan-making authorities will need to count housing provided for older people against their housing requirement*’⁴².

G.29 A major strategic challenge for the Council is to ensure a range of appropriate housing provision, adaptation and support for the area’s older population. Table G.1 indicates that the number of people across Sunderland aged 65 or over is projected to increase from 52,500 in 2015 to 68,900 by 2033; a 31.2% increase. The percentage increases are larger when looking at the categories of 75 years plus (+43.3%) and 85 years plus (55.9%).

Older age groups	2015	2033	Number change	% change
All Older 65+	52,500	68,900	16,400	31.2
All Older 75+	23,300	33,400	10,100	43.3
All Older 85+	5,900	9,200	3,300	55.9

Source: ONS 2016-based subnational population projections

G.30 According to 2014-based household projections⁴³, the number of households headed by someone aged 60 and over is expected to increase by 12,583 (+27.6%) between 2015 and 2033.

⁴² PPG June 2019 Paragraph: 016 Reference ID: 63-016-20190626

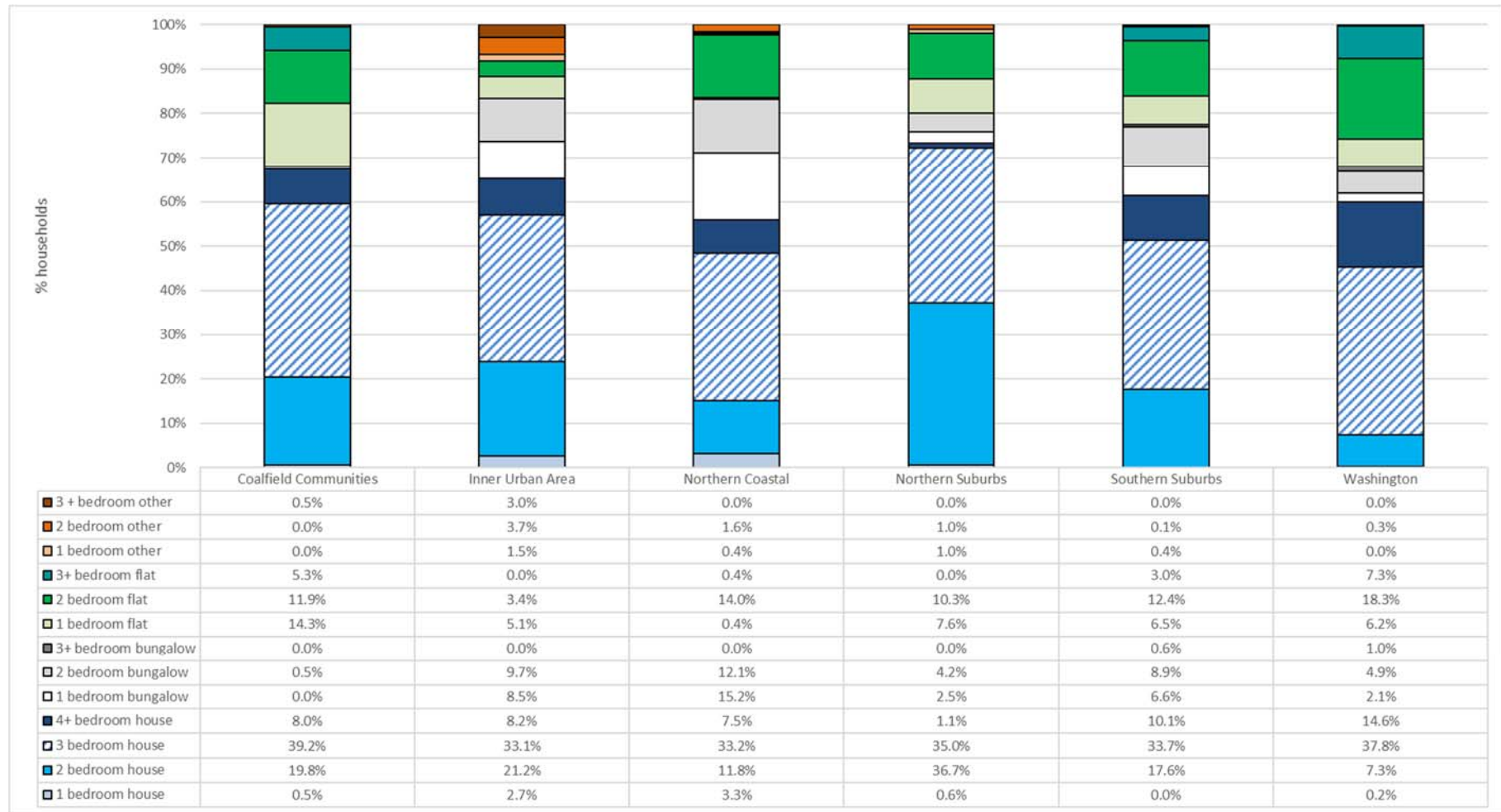
⁴³ CLG 2014-based household projections are the latest available at the time of drafting this report

- G.31 Data from the household survey suggests that 27.0% of Household Reference People are aged 65 and over, of these 58.3% are aged 65-74, 31.1% are aged 75-84 and 10.7% are aged 85 and over.
- G.32 Across Sunderland, 65 and over households make up over one quarter (27.0%) of all households. Around a third (33.8%) of 65 and over households live in the Southern Suburbs and only 8.0% live in the Northern Coastal sub-area.

Type and size of dwellings occupier

- G.33 Figure G.2 shows the type and size of the property currently occupied by older households by sub-area. The Inner Urban Area has the largest mix of dwelling types and it is notable that the Coalfield Communities sub-area has very few bungalows. Across Sunderland as a whole, 44.3% of older households currently live in a house with 3 or more bedrooms.

Figure G.2 Current housing profile (HRP over 65) by sub-area

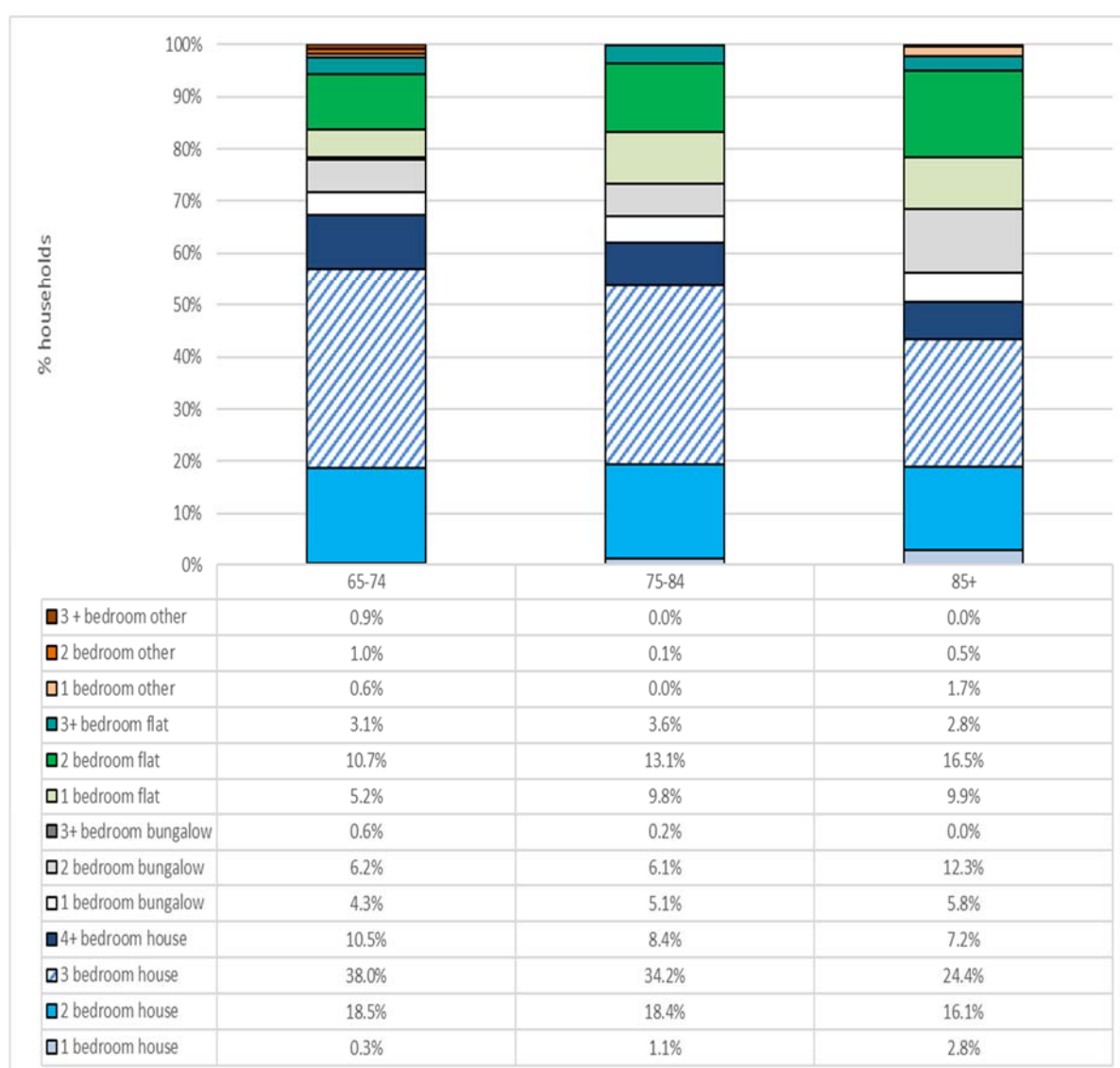


Source: 2019 household survey

G.34 Figure G.3 shows the type and size of the property currently occupied by older people by age group. The trend is for the proportion living in flats and bungalows to increase along with age. Overall:

- For those aged 65-74, 67.3% live in houses, 19.0% in flats, 11.1% in bungalows and 2.5% in other property types;
- For those aged 75-84, 62.1% live in houses, 26.5% in flats, 11.4% in bungalows and 0.1% in other property types; and
- For those aged 85 and over, 50.5% live in houses, 29.2% in flats, 18.1% in bungalows and 2.2% in other property types.

Figure G.3 Current housing profile (HRP over 65) by age group



Source: 2019 household survey

Older person households considering moving

- G.35 The 2019 household survey identified that 8.3% (1,673) of households with an HRP aged 65 and over were planning to move in the next 5 years and 6.7% (1,337) would like to move but felt unable to.
- G.36 Further analysis on the current location of households aged over 65 compared with their location choice should they wish to move produces the following outcome, Table G.2. The results show that over 80% of older people who live in Northern Suburbs, Northern Coastal, Coalfield Communities and Southern Suburbs, would choose to remain within Sunderland. The desire to move within Sunderland is particularly high in Northern Suburbs (94.6%) However, in the Inner Urban Area the split is closer to 50%, with 47.5% reporting that they would want to move outside of Sunderland.

Move to	Current location					
	Coalfield Communities	Inner Urban Area	Northern Coastal	Northern Suburbs	Southern Suburbs	Washington
Within Sunderland	82.6	52.7	89.6	94.6	81.2	77.3
Outside Sunderland	17.4	47.3	10.4	5.4	18.8	22.7
Total	100.0	100.0	100.0	100.0	100.0	100.0

Source: household survey 2019

- G.37 Of households unable to move, the main reason was affordability, 50.7%. This was followed by lack of suitable accommodation of type wanted, 40.0% and 39.5% said there was a lack of suitable accommodation in the area they wanted. Note that households could pick more than one option.
- G.38 Analysis on the type of housing required (based on preferences) in the future by older households and by the location required is summarised in Table G.3.

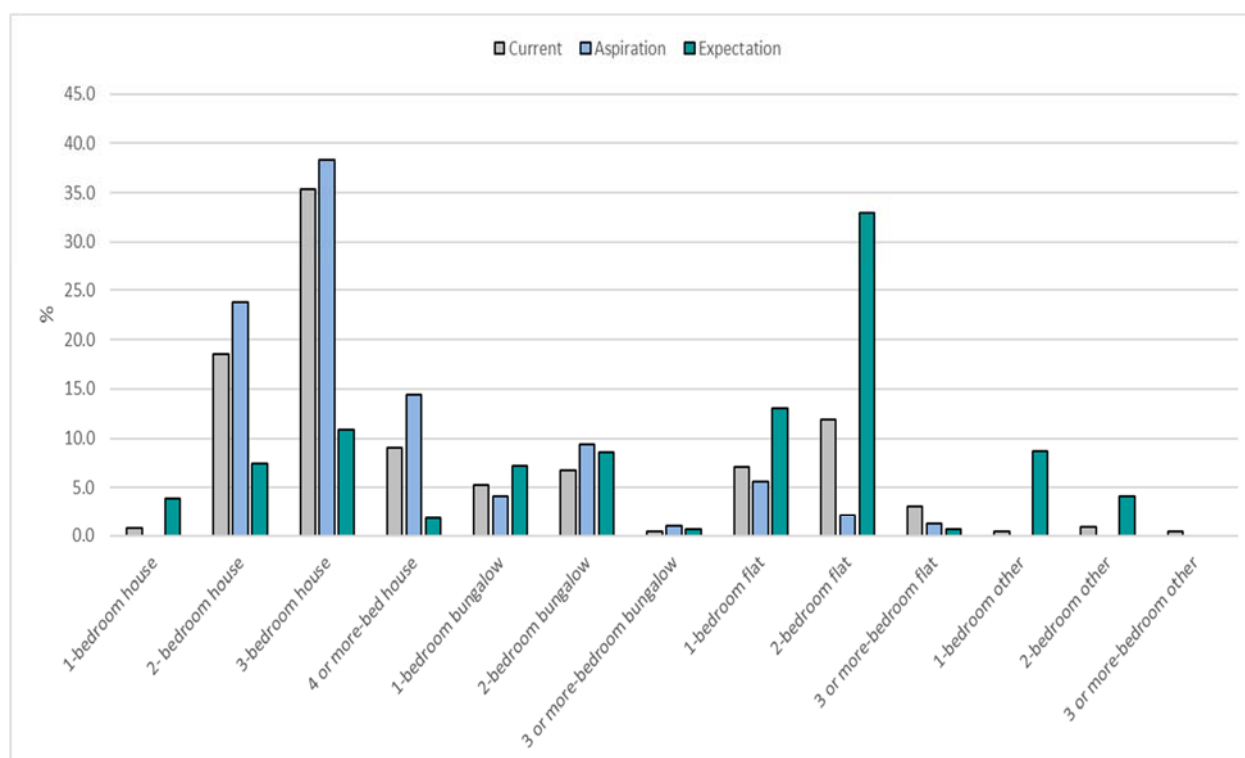
Property type preference	Location preference								
	Coalfield Communities	Inner Urban Area	Northern Coastal	Northern Suburbs	Southern Suburbs	Washington	Elsewhere within the North East	Elsewhere in UK	Outside UK
1-bedroom house	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
2-bedroom house	31.6	0.0	26.5	74.0	13.7	5.7	19.2	48.1	0.0
3-bedroom house	33.4	0.0	45.6	0.0	37.0	51.4	39.9	32.7	100.0
4 or more-bedroom house	7.1	0.0	15.6	0.0	18.1	17.2	22.7	0.0	0.0
1-bedroom bungalow	0.0	50.0	3.8	0.0	7.0	0.0	5.9	0.0	0.0
2-bedroom bungalow	3.8	50.0	1.5	0.0	24.1	6.9	6.2	19.2	0.0
3 or more-bedroom bungalow	0.0	0.0	1.5	0.0	0.0	4.3	0.0	0.0	0.0
1-bedroom flat	17.0	0.0	3.8	13.0	0.0	4.3	6.2	0.0	0.0
2-bedroom flat	3.5	0.0	1.5	13.0	0.0	4.3	0.0	0.0	0.0
3 or more-bedroom flat	3.5	0.0	0.0	0.0	0.0	5.7	0.0	0.0	0.0
1-bedroom other	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
2-bedroom other	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
3 or more-bedroom other	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: Household survey 2019

G.39 Older households wanting to move to the Inner Urban Area and Southern Suburbs and suggested that they would like bungalows of up to 2-bedrooms. Houses with 2 and 3-bedrooms are a popular choice in all areas apart from the Inner Urban Area and Northern Suburbs. In the Northern Suburbs there is a clear preference for 2-bedroom houses.

G.40 The difference in older households’ current accommodation, their aspirations and their expectations are shown below in Figure G.4. The 2019 household survey data indicates that older people are particularly living in 3- and 4- bedroom houses. Of those who intend to move in the next five years, these households have strong aspirations to remain in these sized houses but expectations also include for flats; 46.0% expect to live in flats with up to two bedrooms. Given the anticipated increase in older person households, it is important that the Council recognises the impact this will have on the range of dwelling types and sizes being developed over the plan period.

Figure G.4 Current dwellings types compared to aspirations and expectations (over 65s)



Source: 2019 household survey

G.41 Households with an HRP aged 65 and over and planning to move in the next 5 years were asked their main reasons for moving. For those aged 65-74 years the top three reasons given were firstly, health problems or needs housing suitable for an older or disabled person (19.7%). Secondly, that they cannot manage existing house as the house and/or garden is too big (19.4%) and thirdly, wanting to live in a nicer area (10.8%). For those aged 75-84, they also selected health reasons for their main reason for moving (26.1%) however this was followed by wanting to live closer to family or friends (20.8%). For those aged 85 and over who wanted to move, 47.2% gave the reason of health problems or needs housing suitable for an older or disabled person and 34.7% cited wanting to live closer to family or friends.

Older person rightsizing

- G.42 Table G.4 considers the number of older person households who want to downsize to a smaller property, remain in the same size of property or upsize. The table shows the number of bedrooms the household currently has and the number they would like.

Current property size	Number of bedrooms household would like					Total
	One	Two	Three	Four	Five	
One	147	140	0	0	0	287
Two	66	1,074	67	0	0	1,207
Three	114	789	321	24	15	1,263
Four	0	148	143	51	0	342
Five or more	0	0	50	29	0	79
Total	327	2,151	581	104	15	3,178

Source: 2019 household survey

	Downsize
	Remain same size
	Upsize

- G.43 Table G.5 considers the future housing choices being considered by older households within the next 5 years by reference to their current number of bedrooms and the number of bedrooms they would like to move to and expect to move to. In terms of moving to a smaller property, 42.1% of older households would like to downsize and 54.9% expected to do so (i.e. move to a property with fewer bedrooms). 50.1% would like to move into a property with the same number of bedrooms as they presently occupy; 38.5% expected to achieve this. A further 7.7% of older households would like to move to a property with a larger number of bedroom (upsizing), and 6.5% expected to achieve this.

Housing choice	Aspiration (%)	Expectation (%)
Downsizing (moving to a smaller property)	42.1	54.9
Staying same	50.1	38.5
Upsizing (moving to larger property)	7.7	6.5
Total	100.0	100.0
<i>Base (households responding)</i>	<i>3,178</i>	<i>2,475</i>

Source: 2019 household survey

- G.44 The overall impact of older persons housing need is considered in the dwelling type and mix analysis in Chapter 7.

Assistance in the home

- G.45 Growing older can come with an increased need for help and support within the home. Survey data captured the responses from older households on what type of support or

assistance they may need now or in the near future. In Table G.6 the range of practical assistance required from households under 65 is compared to those households aged 65-74, 75-84 and 85+ age groups. The proportion of households selecting the category 'help with repair and maintenance' generally decreases with age, both for now and in 5 years. The proportions needing 'help with gardening' now, increases from 40.7% for those under 65 years to 66.6% for those aged 85 years and over. The majority of 85+ households require help with, gardening, cleaning the home and other practical tasks. Company and friendship are selected as needed in five years by between one in four and one in five households, across all age groups.

Table G.6 Type of assistance required (%) either now or in next five years by age group

Type of assistance	Under 65		65-74		75-84		85+	
	Need now	Need in 5 years	Need now	Need in 5 years	Need now	Need in 5 years	Need now	Need in 5 years
Help with repair and maintenance of home	57.3	75.5	54.3	65.3	44.1	61.9	51.0	46.4
Help with gardening	40.7	44.5	56.7	56.3	60.4	59.5	66.5	39.5
Help with cleaning home	39.4	33.3	35.8	41.5	50.2	52.5	68.6	57.7
Help with other practical tasks	36.9	30.4	31.8	31.9	37.1	45.6	68.4	39.2
Help with personal care	33.3	30.6	31.8	25.0	20.4	35.9	41.0	46.5
Want company / friendship	26.9	26.0	12.9	17.2	13.1	22.2	34.1	26.1
<i>Base (All households)</i>	<i>14,780</i>		<i>3,535</i>		<i>3,395</i>		<i>1,798</i>	

Source: 2019 household survey

Future need for specialist older person accommodation and residential care provision

G.46 Table G.7 sets out the categories of specialist older person accommodation as shown on the Elderly Accommodation Counsel (EAC) website⁴⁴ and current provision in the city. PPG recognises that *'there is a significant amount of variability in the types of specialist housing for older people. The list provided provides an indication of the different types of housing available but is not definitive. Any single development may contain a range of different types of specialist housing'*⁴⁵

⁴⁴ www.housingcare.org

⁴⁵ PPG June 2019 Paragraph: 010 Reference ID: 63-010-20190626

Table G.7 Categories of older person accommodation (as at April 2019)		
Category and Planning Use Category	Number of units	Description
Age-exclusive housing (C3)	434	<p>EAC definition: Schemes or developments that cater exclusively for older people, usually incorporate design features helpful to older people, and may have communal facilities such as a residents' lounge, guest suite and shared garden, but do not provide any regular on-site support to residents.</p> <p>PPG definition: This type of housing is generally for people aged 55 and over and the active elderly. It may include some shared amenities such as communal gardens but does not include support or care services.</p>
Care homes (C2)	890	<p>EAC definition: A residential setting where a number of older people live, usually in single rooms, and have access to on-site care services. Since April 2002 all homes in England, Scotland and Wales are known as 'care homes', but are registered to provide different levels of care. A home registered simply as a care home will provide personal care only - help with washing, dressing and giving medication.</p> <p>PPG definition: These have individual rooms within a residential building and provide a high level of care meeting all activities of daily living. They do not usually include support services for independent living. This type of housing can also include dementia care homes.</p>
Care home with nursing (C2)	1,204	A home registered as a care home with nursing will provide the same personal care but also have a qualified nurse on duty twenty-four hours a day to carry out nursing tasks. These homes are for people who are physically or mentally frail or people who need regular attention from a nurse.
Enhanced sheltered/close case (C3)	0	Sheltered housing that provides more in facilities and services than traditional sheltered housing but does not offer the full range of provision that is found in an Extra Care housing scheme
Retirement/Sheltered housing (C3)	1,442	<p>EAC definition: Sheltered housing means having your own flat or bungalow in a block, or on a small estate, where all the other residents are older people (usually over 55). With a few exceptions, all developments (or 'schemes') provide independent, self-contained homes with their own front doors. Retirement housing means housing developments of a similar type to sheltered housing (see below), but built for sale, usually on a leasehold basis.</p> <p>PPG definition: This usually consists of purpose-built flats or bungalows with limited communal facilities such as a lounge, laundry room and guest room. It does not generally provide care services but provides some support to enable residents to live independently. This can include 24-hour on-site assistance (alarm) and a warden or house manager.</p>
Extra care housing or housing with care (C3)	909	EAC definition: Extra Care Housing is housing designed with the needs of frailer older people in mind and with varying levels of care and support available on site. People who live in Extra Care Housing have their own self-contained homes, their own front doors and a legal right to occupy the property. Extra Care Housing is also known

Table G.7 Categories of older person accommodation (as at April 2019)		
Category and Planning Use Category	Number of units	Description
		<p>as very sheltered housing, assisted living, or simply as 'housing with care'. It comes in many built forms, including blocks of flats, bungalow estates and retirement villages. It is a popular choice among older people because it can sometimes provide an alternative to a care home.</p> <p>PPG definition: This usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required, through an onsite care agency registered through the Care Quality Commission (CQC). Residents are able to live independently with 24-hour access to support services and staff, and meals are also available. There are often extensive communal areas, such as space to socialise or a wellbeing centre. In some cases, these developments are known as retirement communities or villages - the intention is for residents to benefit from varying levels of care as time progresses.</p> <p>Note extra care can also provide accommodation for people with additional needs who are not older people</p>
Total	4,879	

Source: EAC database www.housingcare.org

- G.47 Across the Sunderland, there are around 4,879 units of specialist older persons accommodation. This includes 2,094 units of residential care (C2 planning use class) dwellings and 2,785 units of specialist older person accommodation (C3 planning use class).
- G.48 Table G.8 considers the current number of units of specialist older persons accommodation and compares this to the total population aged 75 and over. This gives a ratio of population to units of accommodation. The ratio is then applied to the projected population in 2033. This results in the need for 1,997 additional units of specialist older persons accommodation over the plan period to 2033.

Table G.8 Analysis of future need for specialist older person accommodation				
Current provision (and planning use class)	Number of units 2018	Number aged 75 and over 2019	Number aged 75 and over 2033 (projected)	Additional units of accommodation needed 2019-33
		23,700	33,400	
		Ratio of population to current provision	Ratio applied to 2037 population	
Specialist older person(C3)	2,785	0.11751	3,925	1,140
Residential Care (C2)	2,094	0.08835	2,951	857
Total	4,879		6,876	1,997

Specialist older person need by sub-area

G.49 Table G.9 considers the current supply of specialist older persons accommodation by sub-area and the number of residents aged 75 and over currently living in each sub-area. Analysis has considered how the population aged 75 and over is expected to change in each sub-area and how this translates to a need for additional specialist older persons accommodation is shown in Table G.10.

Sub-area	Older person accommodation				
	C2 (Care Home/ residential care)	C3 (Other types)	Total	Number aged 75 and over 2019	Number aged 75 and over 2033 (projected)
Coalfield Communities	449	325	774	4346	6124
Inner Urban Area	170	629	799	2371	3342
Northern Coastal	154	206	360	2393	3372
Northern Suburbs	412	534	946	3023	4260
Southern Suburbs	635	774	1409	7785	10972
Washington	274	317	591	3783	5331
TOTAL	2094	2785	4879	23700	33400

Sub-area	Older person accommodation		
	C2 (Care Home/ residential care)	C3 (Other types)	Total
Coalfield Communities	184	133	317
Inner Urban Area	70	257	327
Northern Coastal	63	84	147
Northern Suburbs	169	219	387
Southern Suburbs	260	317	577
Washington	112	130	242
TOTAL	857	1140	1997

Senior co-housing communities

G.50 The household survey indicated interest in co-housing. Senior co-housing is specifically mentioned in PPG as a housing option for older people: *'Senior co-housing communities are created and run by residents, based on the intention to live with a group of people of a similar age. The sites often consist of self-contained private homes as well as shared community space. Some communities offer an additional option for informal care.'*

G.51 A total of 1,234 households were interested in co-housing as a residential option:

- Most were owner occupiers (60.5%), 27.4% lived in affordable housing and 12.1% privately rented; and
- 56.4% had a household income of less than £300 each week, 28.6% between £300 and £500 each week and 14.9% at least £500 each week.

The role of general housing and in particular bungalows and homes that can be adapted to meet a change in needs

- G.52 PPG comments that ‘Many older people may not want or need specialist accommodation or care and may wish to stay or move to general housing that is already suitable, such as bungalows, or homes which can be adapted to meet a change in their needs. Local authorities will therefore need to identify the role that general housing may play as part of their assessment.’ According to the Valuation Office Agency there are around 20,110⁴⁶ bungalows in Sunderland accounting for 15.5% of overall stock and 19,260 flats accounting for 14.9% of stock which will be providing accommodation for older people
- G.53 Given that the majority of older people (66.7%) want to remain in their own homes with help and support when needed, the extent to which their properties need to be adapted needs careful consideration. Additionally, the need to adapt properties for people aged under 65, and for families with children with adaptation needs, also needs to be considered. Local authorities will therefore need to identify the role that general housing may play as part of their assessment.
- G.54 Applying data from the household survey to MHCLG 2014-based household projections (Table G.11) allows us to estimate the future number of adapted properties required by age group across Sunderland. Analysis indicates that over the period to 2033, an additional 821 dwellings will require adaptations, either through the adaptation of existing dwellings or through newbuild built to an appropriate accessibility standard.

Age Group	Year			% dwellings with adaptations	Number of adapted dwellings required by age group		
	2015	2033	change		2015	2033	change
15-24	4,908	4,875	-33	7.7	380	377	3
25-34	16,434	15,500	-934	0.0	-	-	-
35-44	19,257	22,801	3,544	2.1	403	477	74
45-59	35,614	30,413	-5,201	7.4	2,624	2,241	383
60-74	28,237	31,795	3,558	9.0	2,537	2,856	320
75-84	12,964	17,697	4,733	16.5	2,144	2,927	783
85+	4,428	9,148	4,720	26.3	1,163	2,403	1,240
Total	121,842	132,229	10,387	7.9	9,631	10,452	821
Source	MHCLG 2014-based household projections			2019 Household survey	2019 survey applied to MHCLG 2014-based household projections		

Source: 2019 household survey and ONS 2016 population projections

⁴⁶ Valuation Office Agency data does not differentiate between bungalows and Sunderland cottages. The 2017 SHMA estimated there were 5,157 Sunderland cottages

Summary – Age related housing need

- The number of people across Sunderland aged 65 or over is projected to increase from 52,500 in 2015 to 68,900 by 2033; a 31.2% increase.
- The majority of older people live in houses followed by flats and bungalows. The trend is that as people age the proportion living in flats and bungalows will increase.
- The property type preference for older people varies across the city. Older households wanting to move to the inner urban area and southern suburbs suggested they would like bungalows of up to 2 bedrooms. Houses with 2 and 3 bedrooms are a popular choice in all areas apart from the inner urban area and northern suburbs. In the northern suburbs there is a clear preference for 2 bedroom houses.
- Reasons for older people wanting to move include health problems, not being able to manage the existing property as it is too big, wanting to move to a nicer area and wanting to live nearer to family and friends which increases as a reason with ageing.
- Across Sunderland there are around 4,879 units of specialist older persons accommodation. There is a need for 1,140 additional specialist older persons accommodation and 857 units of residential care provision over the plan period to 2033.
- A majority of older people (66.7%) want to remain in their own homes with help and support when needed. It is estimated that over the plan period to 2033, an additional 821 dwellings will require adaptations.

Health-related housing need

- G.55 February 2019 PPG comments that *'The provision of appropriate housing for people with disabilities, including specialist and supported housing, is crucial in ensuring that they live safe and independent lives'*⁴⁷. The NPPF and PPG provide definitions of people with disabilities.
- G.56 The NPPF Annex 2 defines people with disabilities as people who *'have a physical or mental impairment, and that impairment has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. These people include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs.* The PPG notes that these disabilities, *'may generate a range of housing requirements which can change over time. Local planning authorities may also wish to consider groups outside of the scope of this definition in order to meet specific needs within their community. To enable disabled people to live more safely and independently, local planning authorities will need to consider their variety of needs in both plan-making and decision-taking'*.
- G.57 Figure G.1 earlier in the chapter has established a framework for considering the needs of people with disabilities and additional needs.

Data sources

- G.58 A range of data has been collected which sets out the likely scale of residents who have particular disabilities and additional needs; and then considers any evidence regarding the nature of dwelling stock required to help meet the needs of different groups.
- G.59 The data assembled falls into the following categories:
- national sources including the census;
 - national disability prevalence rates applied to Sunderland's population, and
 - feedback from stakeholders.
- G.60 There can be variation in the estimates of residents with particular disabilities and additional needs. There are several reasons for this, for instance a person may self-report as having an illness/disability on the 2011 Census but not be known to service providers; and some data may be collected for specific administrative purposes, for instance when someone presents themselves to service providers for assistance. There are also variations in the timescales for data reported across different groups. Therefore, the data is not necessarily consistent across each of the needs groups, but a genuine attempt has been made to compile available data from published sources and primary research and consider the accommodation needs of particular groups.

⁴⁷ PPG February 2019 Paragraph: 017 Reference ID: 2a-017-20190220

Establishing the overall level of disability/support needs across Sunderland

- G.61 A range of sources can be drawn upon to establish the overall scale of disability/support needs across the city. The extent to which specific accommodation for different groups may be required is then explored using available data and specific gaps in understanding are also highlighted.

Census 2011 data

- G.62 The Census records a baseline of broad measures of disability across the population. Table G.12 reports that, across Sunderland, 8.4% of residents stated they were in bad or very bad health; particularly associated with older age groups. A further 15.8% were in 'fair' health. The majority, 75.8%, were in 'very good or good health'. Overall, the 2011 Census estimates that around 65,813 residents were in fair or bad/very bad health and this represents 24.2% of residents. This compares with 18.3% for England.

Age Group	Measure of health (%)		
	Very good or good health (%)	Fair health (%)	Bad or very bad health (%)
Age 0 to 15	97.2	2.1	0.7
Age 16 to 24	94.8	4.0	1.2
Age 25 to 34	90.4	7.0	2.6
Age 35 to 49	81.7	12.2	6.1
Age 50 to 64	63.2	23.3	13.6
Age 65 to 74	44.6	36.4	19.0
Age 75 to 84	29.4	44.9	25.7
Age 85 and over	19.4	48.1	32.5
All categories: Age	75.8	15.8	8.4
Total by measure of health	206,071	42,921	22,892

Source: 2011 Census Table DC3302EW

DWP data

- G.63 The Department of Work and Pensions (DWP) publishes local authority-level information about the number of people receiving DLA by age group and the conditions associated with the claim. For Sunderland, Table G.13 indicates that 2.3% of the population receive DLA. 46.2% of claimants are aged 65 and over and 25.2% are under 16 years. The disabling conditions reported by Sunderland residents in receipt of DLA are shown in Table G.14 and indicates that the most prevalent conditions for claimants are arthritis and learning difficulties.

Age group	Number of claimants	% of claimants	Population 2018 est	% population DLA claimant
Under 16	1,390	25.2	48,200	2.9
16-24	130	2.4	23,200	0.6
25-49	600	10.9	79,600	0.8
50-64	850	15.4	46,200	1.8
65 and over	2,550	46.2	41,600	6.1
Total	5,520	100.0	238,800	2.3

Source: NOMIS and DWP 2018

Disabling Condition	Age Group			Total %
	<65	65+	Total	
Total	3,850	5,990	9,840	
Arthritis	110	2,370	2,480	25.2
Learning Difficulties	1,730	70	1,800	18.3
Spondylosis	30	530	560	5.7
Disease of the Muscles, Bones or Joints	130	400	530	5.4
Heart Disease	20	470	490	5.0
Behavioural Disorder	400	~	400	4.1
Chest Disease	30	320	350	3.6
Back pain - other / Precise diagnosis not Specified	50	280	330	3.4
Neurological Diseases	200	100	300	3.0
Cerebrovascular Disease	20	220	240	2.4
Psychoneurosis	70	130	200	2.0
Hyperkinetic Syndromes	180	~	180	1.8
Diabetes Mellitus	110	60	170	1.7
Blindness	50	90	140	1.4
Psychosis	70	70	140	1.4
Malignant Disease	20	110	130	1.3
Deafness	70	30	100	1.0
Epilepsy	50	50	100	1.0
Other (conditions each representing less than 1% of total recipients)	190	540	730	7.4
Unknown/ Transfer from Attendance Allowance	180	170	350	3.6

Source: Nomis and DWP 2018

National Disability Prevalence rates applied to Sunderland

G.64 The ONS Family Resources Survey provides national data on the number of people with disabilities by age group. This can be applied to population projections to establish the potential number of residents who have a disability at the start of the plan period, 2015. The data can be modelled to see how this is likely to change over the plan period up to 2033 (Table G.15). The number of people does not necessarily translate to a specific housing need, although it provides a further insight into the likely level of disability experienced by residents in the area. The data indicates around 59,967 people were experiencing a disability in 2015 which represented 21.6% of residents in households.

This is expected to increase to 23.3% by 2037. This increase equates to an additional 5,219 residents living with a disability.

	Estimate of residents with a disability		
	Year		Change
	2015	2033	
Base (total in households with disability)	59,967	65,186	5,219
% of population with disability	21.6	23.3	

Source: ONS Family Resources Survey 2016/17 and ONS 2016-based population projections

- G.65 The 2019 household survey data invited respondents to provide data on any illness or disability present in their current household. Table G.16 shows the results for the number of people stating an illness/disability and the type of condition. The most frequently mentioned illness/disability was longstanding illness or health condition (10.9%) followed by physical/mobility impairment (8.2%).

Illness/disability	Number of people	% of population
Physical / mobility impairment	22,698	8.2
Learning disability / difficulty	5,555	2.0
Mental health issue	18,130	6.5
Visual impairment	6,879	2.5
Hearing impairment	14,548	5.2
Long standing illness or health condition	30,395	10.9
Older Age-related illness or disability	17,828	6.4
Other	16,794	6.0
<i>Base (Number of people with illness/disability)</i>	85,372	30.7

Source: 2019 household survey. Note a person may have more than one disability

- G.66 A household's health may be a determining factor in the type of accommodation they require or the support they need to receive. Those with a physical disability may require level access or wheelchair accessible accommodation whilst those with a reduced capacity due to a learning disability or dementia may require intensive daily support. Individuals with poor mental health may also be in need of lower level support. For most in this group the need for specialist accommodation or support is likely to a lifelong need.

Learning disability and autism⁴⁸

- G.67 There are currently 20 small group registered residential homes for people with learning disabilities directly commissioned by the local authority. A programme of deregistration of residential homes is in place and these will be replaced by supported living schemes. There are currently 43 schemes across the city providing accommodation, care and support for up to 181 people. In addition support is provided to 31 people in supported living schemes where they hold an individual tenancy. There is also a hub and 15 satellite properties which provide care and support for up to 15 people. Therefore there is a total accommodation provision of 227 units of accommodation for these needs groups.
- G.68 There are 17 people with a learning disability, autism or Asperger's who are receiving treatment within an out of city hospital setting.

Mental health

- G.69 There are two supported living schemes for people with mental health needs providing support for up to 10 people. In addition, 27 properties are provided through a hub and satellite model. There are also 2 schemes which consist of self-contained apartments providing care and support for up to 17 people. The current provision is therefore for up to 54 people. There are currently 20 people with a mental health diagnosis who have been assessed as requiring housing care and support over the period January 2018 to 2020. This may result in the need to develop new accommodation in the future.

Physical disabilities

- G.70 Core and cluster schemes offer people the opportunity to live in accommodation where staff are always available to provide support. There are currently 3 schemes providing support for up to 20 people. According to current assessed housing care and support need, the council may require alternative accommodation options to what is already available.

⁴⁸ Adult Social Care market position statement November 2018

Summary - Health-related housing need

- Analysis of the data indicates that in 2015, 21.6% of residents were experiencing a disability. This is expected to increase to 23.3% by 2037, which equates to an additional 5,219 residents living with a disability.
- 30.7% of the population of Sunderland state that they are living with some form of illness of disability. This can be a determining factor in the type of accommodation required.
- Overall, the 2011 census estimates that around 24.2% of residents were in fair or bad/very bad health compared to 18.3% for England.
- There is a range of accommodation provision for up to 227 people in the City with learning disabilities and autism. Further scoping work is underway to identify future accommodation requirements.
- There is accommodation provision for up to 54 people with mental health needs and it is likely that further alternative accommodation may be required for up to 20 additional people.
- There is accommodation provision for up to 20 people with physical disabilities and scoping work may be required identify future alternative accommodation requirements.

Life experience housing need

- G.71 There are number of life experience housing need categories which can also be considered in analysis. These include armed forces veterans, young care leavers, domestic abuse and substance misuse.

LGBT housing issues

- G.72 Unlawful discrimination on the basis of sexual identify is prohibited by legislation. However, there are instances where sexual identity can impact on housing choices. None of the stakeholders identify any particular LGBT housing issues but the Council's rough sleeping and homeless prevention strategy 2019-21 recognises the accommodation and support needs of LGBT domestic abuse victims as a strategic priority.
- G.73 There is no official data on the number of people identifying as LGBT across Sunderland. However, applying a national estimate of 1.7%⁴⁹ would suggest there are around 4,700 LGBT residents across Sunderland. The 2011 census recorded 313 people living in civil partnerships.
- G.74 Nationally, some RPs operate housing schemes specifically aimed at the LGBT community. GENTOO, the leading RP in Sunderland, has a good reputation of supporting LGBT employees and tenants. It is recognised as the top housing association on Stonewall's top 100 LGBT employer list. Nationally, some RPs operate housing schemes specifically aimed at the LGBT community.
- G.75 A range of academic literature helps to frame an understanding of the housing challenges faced by people identifying as LGBT. The literature tends to focus on the challenges facing older LGBT people and the housing options being considered by younger households. However, the literature does appear somewhat 'dated' and, as commented in the British Social Attitudes survey 36 'the changing legal framework for sexual relationships reflects a sustained process of liberalisation in public attitudes in this [LGBT] sphere'⁵⁰
- G.76 Research by the Joseph Rowntree Foundation (JRF)⁵¹ considered the housing challenges of older people identifying as LGBT. The study noted that the Equality and Human Rights Commission has identified some common themes across studies which affect both service users and carers:
- Accessing services – discrimination and negative treatment;
 - Service delivery – invisibility and assumed heterosexuality;
 - LGB specific health and social care issues.
- G.77 The JRF study noted that younger LGBT people:

⁴⁹ONS Sexual Identify Survey 2015
<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/sexuality/bulletins/sexualidentityuk/2015>

⁵⁰ British Social Attitudes Survey 36, The National Centre For Social Research
https://www.bsa.natcen.ac.uk/media/39358/5_bsa36_relationships_and_gender_identity.pdf

⁵¹ Assessing current and future housing and support options for older LGB people, 2013

- Tend to prioritise maintaining independence and combatting social isolation in older age;
- Are exploring their own options for collective living to maintain independence, identity and community in older age.

G.78 For older LGBT people:

- The present choice of mainstream housing and support for older LGB people is currently experienced as inadequate or perceived as unsafe;
- Personalisation has potential to improve choice and control for older LGB people who should be recognised as complex and diverse individuals;
- Need to feel safe to share their identity and life history in assessment and support planning, particularly for dementia;
- Should be involved with local strategic planning and able to choose from safe 'mixed' mainstream and specialist LGB community options

G.79 The JRF study also noted that

- LGB communities have a tradition of mutual self-help, supportive friendship networks and 'chosen families' which need to be understood and nurtured for older LGB people. This includes intergenerational work.
- International innovations show how formal, larger housing and support initiatives for older LGB people can grow from and nurture community support and friendship networks.

G.80 Research carried out by the International Longevity Centre focusing on issues amongst older LGBT people highlighted:

- A propensity for older LGBT people to live alone and informal care networks not being readily available to them;
- A sense of fear over the prospect of needing health and social care services and experiencing prejudice;
- The challenge of moving to older persons accommodation and how sexual identity may affect their ability to interact with others, with a fear of ostracism, same-sex friends visiting⁵².

G.81 Clearly there are specific issues facing the LGBT community. Key outcomes of this analysis include: an estimate of the likely scale of the LGBT community in Sunderland; the potential challenges facing older LGBT people with their housing and support needs; and how younger LGBT people are making positive housing choices based around mutual self-help.

Armed forces veterans

G.82 Former members of the armed forces who are homeless or threatened with homelessness are given reasonable preference through the council's housing allocation scheme and through the allocation schemes of local housing associations. Veterans are

⁵² Housing issues affecting Older LGBT people in the UK, International Longevity Centre, UK, 2008

assessed through the housing options team and linked to local voluntary organisations to assist with settled accommodation.

Young care leavers

- G.83 Together for Children Sunderland provides support for care leavers which includes deciding where to live, choices on work training and education, budgeting and support requirements from specialist workers or advisors. Additional signposting to health and substance misuse services is also available. There is a range of semi supported accommodation available including 19 fully furnished flats for 16-21 year olds, intensive supported accommodation for 12 young people aged 16-21 as well as outreach support. The housing strategy has also identified an action to develop a joint protocol between Together for Children and Housing First to ensure that homeless young people and those leaving care are supported to find suitable accommodation.

Domestic Abuse

- G.84 The local authority has contracts to provide specialist domestic abuse provision at two refuges providing provision for up to 19 people. As well as providing accommodation, the refuges provide victim support, outreach support, dispersed accommodation and support for victims who can remain safely in their homes. Sunderland is also one of the 3 national 'Change that Lasts' projects which has a delivery model that includes needs led, strengths based and trauma informed ways of working. Collaboration will continue with key partners to ensure that specialist support is available particularly where there may be substance misuse or mental health issues.

Substance misuse

- G.85 The local authority draws on 'Wear Recovery' which is Sunderland's Integrated Substance Misuse Treatment Service for anyone needing help with drugs, alcohol or other substances. The service is delivered by local NHS Foundations, DISC and Changing Lives who work in conjunction with housing partners to offer individual support as part of broader service offers.

Summary - Life experience housing need

- There are potential challenges facing older LGBT people with their housing and support needs; and how younger LGBT people are making positive housing choices based around mutual self-help.
- Support continues to be given former members of the armed forces who are homeless or threatened with homelessness, through the local authority and housing association allocations schemes.
- There is a range of accommodation and support available to care leavers and young people aged 16-21. An action has been identified in the housing strategy to develop a joint protocol to ensure that homeless young people and those leaving care are supported to find suitable accommodation
- Sunderland has contracts to provide specialist domestic abuse provision at two refuges providing provision for up to 19 people. Sunderland is also one of the 3 national 'Change that Lasts' projects for victims of domestic abuse.
- A range of projects are in place to provide assistance for people needing help with drugs, alcohol or other substances and these will continue to work with housing partners to provide support services.

Cultural heritage related housing need

BAME Households⁵³

- G.86 Within the last revision to the Strategic Housing Market Assessment it was noted that many groups have their own specific community, cultural and religious requirements. This means that some households ultimately do not wish to settle in Sunderland, but prefer to be in Newcastle, Birmingham or London.
- G.87 Information on BAME households based on the 2012 Household Survey includes:
- **Tenure** 51.3% are owner occupiers, 35.4% rent privately and 13.2% live in affordable housing (social rented or intermediate tenures);
 - **Income** 27.3% had a gross income of less than £200 each week, 28.6% received between £200 and £500 each week, 44.2% received more than £500 each week;
 - **Housing need** 32.5% BAME households were in some form of housing need, with key needs factors being overcrowding (11.5% of households in need) and sharing facilities with another household (10.4%); 15.1% were dissatisfied with the state of repair of their homes.

Gypsies and Travellers⁵⁴

- G.88 The Sunderland Housing Strategy identifies three Travelling Showpersons' yards accommodating 100 permanent plots. A further 33 plots by 2033 have been identified by the 2018 Sunderland Gypsy and Traveller Accommodation Needs Assessment. The Core Strategy and Development Plan sets out policy provision in Policy H4 Travelling Showpeople, Gypsies and Travellers and has allocated sites to accommodate 15 Travelling Showperson plots in the short term, with broad locations for a further 18 plots identified for medium and longer term provision.

Summary - Cultural heritage related housing need

- The 2012 household survey identified that among Black and Minority Ethnic households (BAME), 32.5% of households were in some form of housing need with key needs being overcrowding (11.5% of households in need) and sharing facilities with another household (10.4%). In addition, 15.1% were dissatisfied with the state of repair of their homes.
- There are currently 100 permanent plots across three Travelling Showpersons' yards. A further 33 plots to be developed by 2033 have been allocated through the Core Strategy and Development Plan.

⁵³ Sunderland SHMA Update 2017 May 2017

⁵⁴ Sunderland Core Strategy and Development Plan Policy H4