

Bolton
Housing Needs Assessment
2016

Bolton Metropolitan Borough Council

Final Report
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Table of Contents

Executive Summary	9
Introduction.....	9
Housing market context.....	9
1. Introduction.....	14
Background and objectives	14
National Planning Policy Framework (NPPF) requirements	14
Definitions.....	15
Geography.....	16
Research methodology.....	19
Presentation of data	19
Report structure.....	19
2. Policy and strategic review.....	21
Introduction.....	21
Local strategic priorities.....	21
Concluding comments	26
3. Defining the Housing Market Area	28
Introduction.....	28
House prices and rates of change in house prices	33
Relative affordability	36
Household migration and search patterns	39
Travel to work trends	44
Concluding comments	45
4. Understanding the current housing market position in Bolton.....	46
Introduction.....	46
Estimates of current dwellings in terms of size, type, condition, tenure.....	46
Owner-occupied sector.....	57
Private rented sector	61
Affordable sector	69
Executive housing	72
Relative affordability of housing options	73
Concluding comments	80
5. Understanding the future housing market in Bolton.....	81
Introduction.....	81
Key market drivers.....	81
Past trends in housing delivery.....	88
Suggested future development profile of market dwellings	89
Concluding comments	91
6. Housing need.....	94

Introduction.....	94
Current households in need.....	94
Affordable housing requirements.....	97
Estimates of household groups who have particular housing requirements ...	99
Summary.....	116
7. Conclusion: policy and strategic issues	117
The Housing Market Area.....	117
The current housing market.....	117
Housing markets and mobility.....	118
Future housing market.....	118
Housing need and demand	119
NPPF requirements.....	121
Final comments	121
Introduction to Technical Appendices	122
Technical Appendix A: Research Methodology	123
Overall approach	123
Baseline dwelling stock information and survey sample errors	123
List of stakeholders interviewed as part of the HNA process.....	124
Technical Appendix B: Policy Review.....	126
Introduction.....	126
Legislative and policy background.....	126
Current and emerging policy	128
Emerging legislation	130
Overview of housing policy themes	131
National housing reviews.....	137
Technical Appendix C: Housing need calculations	138
Summary of contents.....	138
Introduction.....	139
Stage 1: Current need	142
Stage 3: Affordable housing supply	146
Stage 4: Estimate of annual housing need	150
Total gross imbalance	151
Total net imbalance	151
Tenure and dwelling type profile of affordable dwellings	152
Technical Appendix D: Monitoring and updating.....	154
A framework for updating the housing needs model and assessment of affordable housing requirements	154
Introduction.....	154
Updating of baseline housing needs and affordable housing requirements .	154
Concluding comments	155

List of Tables

Table ES1	Net annual affordable housing imbalance by sub-area, property size and designation 2014/15 to 2018/19.....	12
Table ES2	Open market dwelling stock and preferences	13
Table 3.1	House prices in Bolton by sub-area during 2014	33
Table 3.2	Relative affordability of lower quartile (LQ) prices by District (residence based)	37
Table 3.3	Relative affordability of median prices by District (residence base)	38
Table 3.4	Origin of moving households	39
Table 3.5	Summary of household moves in preceding 5 years	40
Table 3.6	Residential mobility – movement between different tenures	42
Table 3.7	Residential mobility – profile of properties moved into by type and size	43
Table 3.8	First choice destination of households planning to move in next five years	44
Table 4.1	Dwelling stock and occupancy by sub-area	47
Table 4.2	Property type and size of occupied dwellings across Bolton.....	47
Table 4.3	Dissatisfaction with state of repair by sub-area, property tenure, age and type	51
Table 4.4	Repair problems by property tenure	52
Table 4.5	Repair problems by sub-area.....	53
Table 4.6	Lower Quartile, median and average price and income required to be affordable.....	58
Table 4.7	Profile of private rented sector in Bolton	64
Table 4.8	High income household dwelling aspirations and expectations	73
Table 4.9	Cost of alternative tenure options by sub-area	74
Table 4.10	Income required for alternative tenure options.....	75
Table 4.11	Assumptions in assessing income required for alternative tenure options	76
Table 4.12	Income required for alternative tenures and percentage of household who could/could not afford the tenure option.....	79
Table 5.1	Primary market drivers.....	81
Table 5.2	Projected population change, 2015 to 2037.....	82
Table 5.3	Household income by household type	84
Table 5.4	Ranking of priorities by stakeholders	87
Table 5.5	Dwelling completions 2002/03 to 2014/15	89
Table 5.6	Open market dwelling stock and preferences	90
Table 5.7	Open market dwelling stock and preferences	90

Table 5.8a	Comparison between current dwelling stock and market aspirations ..	92
Table 5.8b	Comparison between current dwelling stock and market expectations.....	93
Table 6.1	Housing need in Bolton.....	95
Table 6.2	Households in need by sub-area	96
Table 6.3	Housing need by tenure.....	96
Table 6.4	Housing need by household type.....	97
Table 6.5	Net annual affordable housing imbalance by sub-area, property size and designation 2015/16 to 2019/20.....	98
Table 6.6	Tenure preferences of existing households in need and newly-forming households requiring affordable housing	98
Table 6.7	Property type preferences.....	99
Table 6.8	Property type preferences – Families	100
Table 6.9	Illness/disability	101
Table 6.10	Moving intentions of households containing someone with an illness/disability	102
Table 6.11	Reasons why households containing someone with an illness/disability are unable to move	103
Table 6.12	Dwelling aspirations and expectations of households containing someone with an illness/disability planning to move.....	104
Table 6.13	Older persons’ housing options	105
Table 6.14	Reasons why households containing with a HRP aged 65 and over are unable to move	105
Table 6.15	Dwelling aspirations and expectations of households containing someone with an illness/disability planning to move.....	106
Table 6.16	Future housing choices (upsizing/downsizing).....	107
Table 6.17	Type of assistance required either now or in next 5 years by age group.....	107
Table 6.18	Type of assistance required either now or in next 5 years by when required.....	108
Table 6.19	Adaptations required either now or in next 5 years by age group	109
Table 6.20	Type of adaptation required either now or in next 5 years by when required.....	109
Table 6.21	Home improvements required either now or in next 5 years by age group.....	110
Table 6.22	Home improvements required either now or in next 5 years by when required.....	110
Table 6.23	Adaptations, support and sufficient space for a carer	111
Table 6.24	Client groups accommodated in social rented sector in Bolton 2010/11 to 2012/13.....	112

Table 6.25	Homeless decisions and acceptances 2010/11 to 2014/15	114
Table 6.26	Characteristics of households previously homeless	115
Table A1	Household Survey sample information	124
Table C1	CLG Needs Assessment Summary for Bolton	140
Table C2	CLG Needs Assessment by sub-area.....	141
Table C3	Summary of current housing need across Bolton Metropolitan Borough	142
Table C4	Homeless decisions and acceptances 2010/11 to 2014/15	143
Table C5	Lower quartile house prices by sub-area (Jan 2013 to June 2014) ...	144
Table C6	Lower quartile private rental prices by sub-area (2014)	145
Table C7	Annual social rented re-lets by sub-area.....	148
Table C8	Intermediate tenure sales/relets.....	149
Table C9	Gross annual affordable housing imbalance by sub-area, property size and designation 2015/16 to 2019/20	151
Table C10	Gross annual affordable housing imbalance by sub-area, property size and designation 2015/16 to 2019/20	152
Table C11	Affordable tenure preferences	152
Table C12	Ability of existing households in need and newly-forming households requiring affordable housing to afford intermediate tenure dwellings.....	153
Table C13	Property type preferences.....	153

List of Figures

Figure 3.1	Median house price trends 2000 to 2014: Bolton, the North West and England.....	34
Figure 4.1	Property type by sub-area.....	48
Figure 4.2	Property size by sub-area	49
Figure 4.3	Bolton Metropolitan Borough: tenure profile of occupied dwellings.....	54
Figure 4.4	Bolton tenure profile by sub-area.....	55
Figure 4.5	Bolton household income and housing costs.....	78
Figure 5.1	Summary of household income by household type	85

List of Maps

Map 1.1	Bolton Context	17
Map 1.2	Bolton sub-areas.....	18
Map 3.1	Strategic housing market areas	31
Map 3.2	Local housing market areas.....	32

Map 3.3 Median house prices 2014 by sub-area 35

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Executive Summary

Introduction

The 2015 Bolton Housing Needs Assessment (HNA) provides the latest available evidence to help to shape the future planning and housing policies of the area. The study will help inform the production of the Council's Local Plan and Housing Strategy. This research provides an up-to-date analysis of the social, economic, housing and demographic situation across the area.

The 2016 HNA has comprised:

- A major Household Survey which was completed by 2,302 households, representing a 12.2% response rate;
- An online survey of stakeholders;
- Interviews with estate and letting agents; and
- A review of existing (secondary) data.

The findings from the study provide an up-to-date, robust and defensible evidence base for policy development which supports Government's National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG) requirements.

Housing market context

House prices

Median house prices in Bolton have been consistently lower than those for the North West region, which have in turn tracked lower than those for England as a whole. However, the effect of the economic slowdown has been felt more significantly in Bolton. From the 2007 peak of £120,000, median house prices in Bolton fell to a low of £105,000 in 2011, although there has been a recovery since¹.

During 2014, median prices across Bolton were £113,750 and lower quartile prices were £78,000².

Dwelling stock

This study assumes a total of 116,371 households³ (occupied dwellings) in Bolton Metropolitan Borough, 4,123 vacant properties, 576 student properties and 626 second homes⁴, which results in a total of 121,696 dwellings.

Overall, the 2015 Household Survey shows that:

- 75.0% of properties are houses, 15.4% are flats/maisonettes, 9.0% are bungalows and 0.6% are other property types (e.g. caravans);

¹ Land Registry Price Paid Data

² Land Registry Price Paid Data

³ 2011 Census

⁴ 2015 Bolton Metropolitan Borough Council data

- 11.0% have one bedroom/studio, 34.9% have two bedrooms, 38.7% have three bedrooms and 15.4% have four or more bedrooms;
- 18.6% of properties were built before 1919, a further 16.4% were built between 1919 and 1944, 18.2% between 1945 and 1964, 24.9% between 1965 and 1984, 16.2% between 1985 and 2004 and 5.8% have been built since 2005⁵; and
- 63.7% of properties are owner-occupied, 21.0% are affordable (social/affordable rented or shared ownership) and 15.3% are private rented (or tied accommodation).

Demographic drivers

The population of Bolton is estimated to be 283,800 in 2015⁶ and this is projected to increase by 10.7% to 314,100 by 2037⁷. Over the next few decades, there will be a marked increase in the number and proportion of residents aged 65 and over which is expected to increase by 48.3% from 48,000 in 2015 to 71,200 in 2037⁸.

Economic drivers

The 2015 Household Survey found that, across Bolton, 36.4% of households receive less than £13,000 per annum, 30.4% receive between £13,000 and £26,000 per annum and 33.3% receive at least £26,000 per annum.

In terms of travel to work, the 2011 Census indicates that 63.3% of residents in employment work in Bolton. A further 6.1% work in Manchester, 5.6% work in Salford, 4.4% work in Bury, 3.9% work in Wigan and 4.5% elsewhere in Greater Manchester. 1.3% work in Blackburn with Darwen, 1.3% in Chorley, 1.1% in Warrington, 5.6% elsewhere in the North West and 2.9% elsewhere in the UK.

Market areas

Greater Manchester prepared Background Papers on Areas of Assessment and Objectively Assessed Housing Need to support the Spatial Framework Strategic Options consultation in November 2015. This Housing Needs Assessment is prepared in the light of the findings of these two Background Documents. The Areas of Assessment Paper shows that Greater Manchester has very high levels of self-containment, both in terms of migration and commuting. It also demonstrates that the most appropriate unit of analysis below the Greater Manchester level is the individual districts.

An analysis of 2011 Census migration data suggests that 72.6% of moving households originated from within Bolton and 63.3% of employees live and work within the Borough. Former Government guidance suggested that housing markets are self-contained if at least 70% of moves take place within the area.

⁵ ⁵ 2014 Valuation Office Agency dwelling age data reports the following proportions: pre-1919 26.2% of dwellings, 1914-44 16.4%, 1945-64 14.2%, 1965-82 22.1%, 1983-99 13.35, 2000 onwards 7.3%, unknown 0.6% with a base of 122,830 dwellings

⁶ ONS 2012-based Subnational Population Projections

⁷ ONS 2012-based Subnational Population Projections

⁸ ONS 2012-based Subnational Population Projections

Bolton can be described as a self-contained housing market on the basis of migration but in terms of travel to work it is part of a wider functional 'Manchester' Strategic Housing Market Area. The 2015 Household Survey found that 67.7% of moving households intend to move within Bolton Metropolitan Borough, a further 10.5% intend to move elsewhere within Greater Manchester and 21.8% outside Greater Manchester.

Affordable housing

Affordable housing need can be defined as *'the quantity of housing required for households who are unable to access suitable housing without financial assistance'*⁹. A key element of the study is to explore the scale of housing need and the extent to which additional affordable housing is needed.

Affordable housing is defined as either social/affordable rented or intermediate housing which is provided and made available to eligible households (i.e. those who lack their own housing or live in unsuitable housing) who cannot afford to meet their needs through the market. Intermediate affordable housing is housing at prices and rents above those of social rents, but below market prices or rents.

The scale of affordable requirements has been assessed by taking into account the annual need from existing and newly-forming households within each sub-area and comparing this with the supply of affordable (social/affordable rent and intermediate tenure dwellings). The overall gross need for affordable housing is 1,594 dwellings each year. However, there is capacity of around 1,063 affordable dwellings each year, which results in an overall net imbalance of 531 affordable dwellings each year. In terms of the size of affordable housing required, the analysis indicates a need for a range of dwelling sizes, with 9.6% of need for smaller one and two bedroom general needs, 65.8% three or more bedroom general needs and 24.6% older person dwellings. It is therefore appropriate for the continued delivery of affordable housing to reflect underlying need.

⁹ CLG Estimating housing need 2010

Table ES1 Net annual affordable housing imbalance by sub-area, property size and designation 2014/15 to 2018/19

Sub-Area	General Needs		Older Person	Total
	1/2 Bed	3+ Bed	1/2 Bed	
Astley Bridge, Bromley Cross and Harwood	71	-19	10	62
Bolton Town Centre	0	-1	-2	-2
Deane, Derby, Daubhill and Great Lever	133	195	40	367
Farnworth with Harper Green	-117	-44	10	-151
Halliwell and Crompton	-45	184	19	158
Heaton, Lostock and Smithills	2	11	0	12
Horwich and Blackrod	-32	3	5	-24
Little Lever, Darcy Lever and Kearsley	44	33	19	95
Over Hulton	6	1	1	9
Tonge and Breightmet	1	-5	17	13
Westhoughton with Chew Moor	-13	-7	12	-8
Bolton Total	51	349	131	531
Bolton Total %	9.6	65.8	24.6	100.0

Source: 2015 Household Survey

In terms of the split between social/affordable rented and intermediate tenure products, the Household Survey identified tenure preferences of existing and newly-forming households. This suggests a tenure split of 65.2% social/affordable rented and 34.8% intermediate tenure. Analysis of property type preferences suggests that, primarily, delivery of houses is a priority (with 50.6% stating an expectation of moving to a house), followed by flats (32.4%) and bungalows (16.9%).

Market demand

The 2015 Household Survey asked households intending to move in the open market what type and size of property they would like and expect to move to. This information could then be compared with the current stock profile to identify any mismatches between availability and aspirations/expectation (Table ES2). Of households moving, the Household Survey found that most would like to move to a house (75.0%), 18.5% would like to move to a bungalow and 3.7% to a flat. This compares with 75.2% who expect to move to a house, 14.8% to a bungalow and 8.1% a flat. A much higher proportion would like to move to a detached house (41.6%) but only 20.5% expect to. In contrast, higher proportions expect to move to a semi-detached house (39.1%) than would like to (24.8%).

Future development should focus on delivering to address identified mismatches and reflect household aspirations.

Table ES2 Open market dwelling stock and preferences			
Dwelling type/size summary	% Profile of new dwelling stock based on:		
	Current stock	Like	Expect
House 1/2 Beds	26.0	14.4	19.4
House 3 Beds	37.6	39.4	40.7
House 4 or more Beds	18.8	21.2	15.1
Bungalow	8.3	18.5	14.8
Flat	8.9	3.7	8.1
Other	0.4	2.8	1.9
Total	100.0	100.0	100.0
<i>Base</i>	<i>90891</i>	<i>19860</i>	<i>17271</i>

Source: 2015 Household Survey

Older people and general support requirements

The 2015 Household Survey found that the majority of older people (64.2%) want to stay in their own homes with help and support when needed (Table 6.9) and around a fifth (20.5%) would consider buying a property on the open market. Sheltered accommodation and Extra Care housing is considered an attractive option, especially for rent; the Household Survey found that 25.6% would consider renting Sheltered accommodation and 17.6% would consider renting Extra Care housing. 12.3% of older households would consider co-housing. This evidence suggests a need to continue to diversify the range of older persons' housing provision. Additionally, providing a wider range of older persons' accommodation has the potential to free-up larger family accommodation.

The 2015 Household Survey asked what help and assistance is needed in the home, either now or in the next five years. Across all households, particularly noted is the need for help with repair and maintenance of the home (28.5% of all households) and help with gardening (20.8%). In terms of home improvements, most frequently mentioned were a need for double glazing (13.7%), better heating (13.7%) and more insulation (11.4%). In terms of adaptations, most frequently mentioned were adaptations to bathroom (9.4%), internal handrails (7.7%) and adaptations to kitchen (7.0%).

1. Introduction

Background and objectives

- 1.1 A comprehensive Housing Needs Assessment (HNA) for Bolton Metropolitan Borough Council (the Council) has been commissioned to provide an up-to-date evidence base to inform the development of the Council's Local Plan and other strategies.
- 1.2 The HNA supports the requirements of the National Planning Policy Framework (NPPF, March 2012) and Planning Practice Guidance, *Housing and economic development needs assessments* (last updated February 2016). A separate study is being prepared to establish the Objectively Assessed Housing Need for Bolton Metropolitan Borough. This HNA includes a review of the Housing Market Area definition, housing market drivers, housing need and affordable housing requirements. Collectively the overall evidence base will satisfy the requirements of the NPPF and Planning Practice Guidance.

National Planning Policy Framework (NPPF) requirements

- 1.3 The National Planning Policy Framework (NPPF) was published in March 2012 and sets out the Government's planning policies for England and how these are expected to be applied. The key sections of the NPPF which need to be taken into account in the Housing Study are now summarised. It is assumed that material in the Housing Study will inform a Strategic Housing Market Assessment (SHMA).
- 1.4 Paragraph 159 of the NPPF states that Local Planning Authorities should have a clear understanding of housing needs in their area and they should prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where Housing Market Areas cross administrative boundaries. The SHMA should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period that:
 - Meets household and population projections, taking account of migration and demographic change;
 - Addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to families with children, older people, people with disabilities, service families and people wishing to build their own homes); and
 - Caters for housing demand and the scale of housing supply necessary to meet this demand.
- 1.5 Planning Practice Guidance, *Housing and economic development needs assessments*, states that housing needs should be assessed in relation to the relevant functional area i.e. Housing Market Area and this may identify smaller sub-markets with specific features and it may be appropriate to investigate these specifically in order to create a detailed picture of local need. It is also

- important to recognise that there are 'market segments' i.e. not all housing types have the same appeal to different occupants¹⁰.
- 1.6 Paragraph 47 of the NPPF makes it clear that local planning authorities should *"use their evidence base to ensure that their Local Plan meets the full objectively assessed needs for market and affordable housing"*. The SHMA will provide robust evidence to 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"* and should *"identify the size, type tenure and range of housing that is required in particular locations, reflecting local demand"* (NPPF para 50).
- 1.7 NPPF paragraph 173 also states that that in order to ensure both viability and the deliverability of development, careful attention to viability and costs in plan-making and decision-taking is required.
- 1.8 Moreover, the NPPF and the Localism Act both introduced the Duty to Co-operate as a replacement for Regional Spatial Strategy. Section 110 of the Localism Act requires local authorities to co-operate with other local authorities in maximising the effectiveness with which strategic matters within development plan documents are prepared. The provision of housing development is a strategic priority and the Council will have to ensure that they are legally compliant with the Localism Act at Examination. The Duty to Co-operate applies to all local planning authorities, working with neighbouring authorities and other bodies, including Local Enterprise Partnerships, on strategic priorities. It also means collaborating on the evidence critical to understanding the needs of your area, and the wider economic and Housing Market Areas, including through the preparation of a Strategic Housing Market Assessment.

Definitions

- 1.9 National Practice Guidance (*Housing and economic development needs assessments*) defines need for housing as *"the scale and mix of housing and the range of tenures that is likely to be needed in the housing market area over the plan period – and should cater for the housing demand of the area and identify the scale of housing supply necessary to meet that demand"*¹¹.
- 1.10 For the purposes of this study, the term housing need refers to *"the housing that households are willing and able to buy or rent, either from their own resources or with assistance from the state"*¹².
- 1.11 Definitions relating to affordable housing have been revised in the National Planning Policy Framework (March 2012):
- **Affordable Housing:** Social Rented, Affordable Rented and Intermediate Housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an

¹⁰ Paragraph: 008 Reference ID: 2a-008-20140306

¹¹ Paragraph: 003 Reference ID: 2a-003-20140306

¹² Planning Advisory Service Objectively Assessed Need and Housing Targets Advice Note July 2015

affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

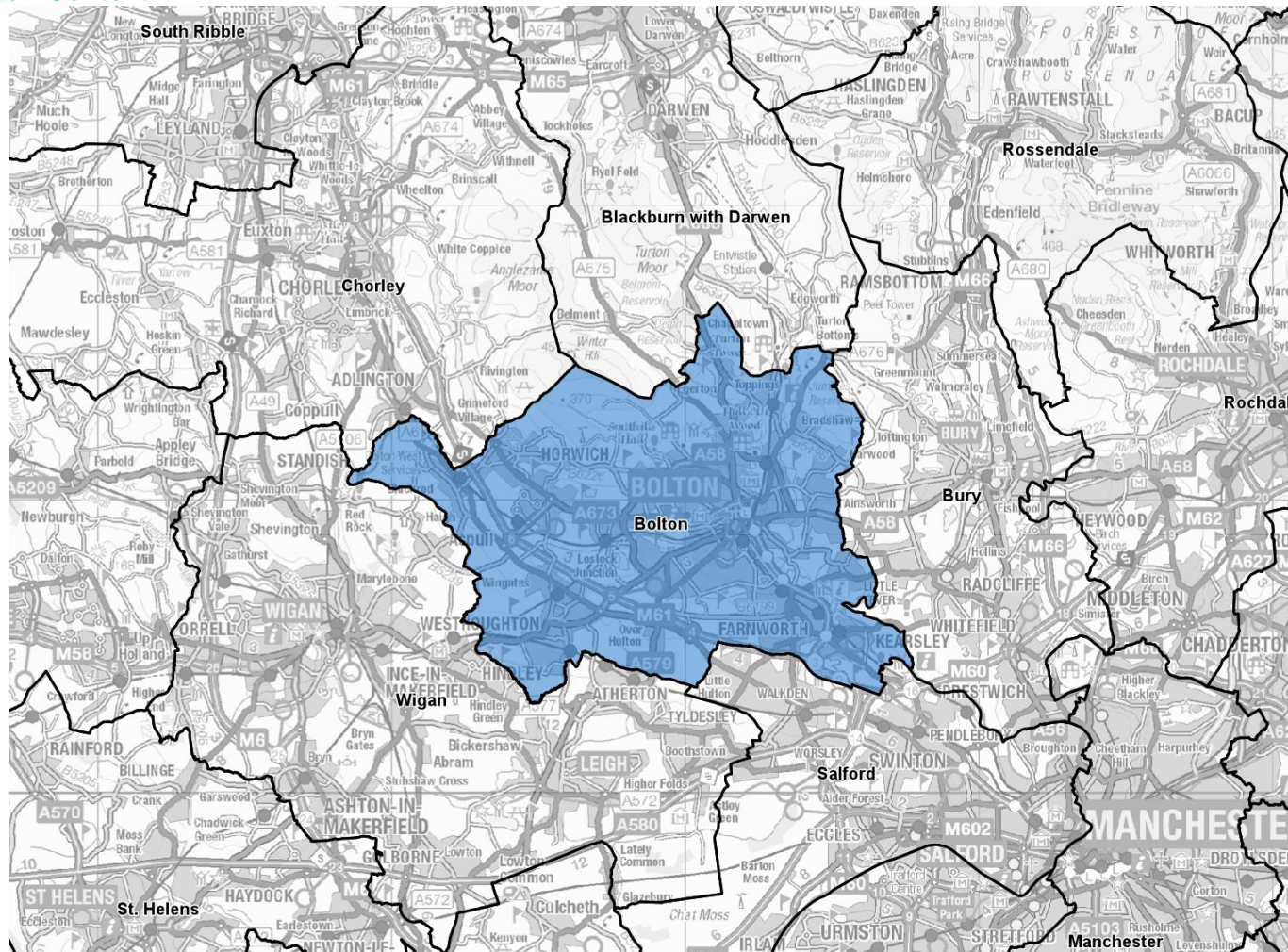
- **Social Rented** housing is owned by local authorities and private Registered Providers (as defined in Section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.
- **Affordable Rented** housing is let by local authorities or private Registered Providers of social housing to households who are eligible for Social Rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).
- **Intermediate Housing** is homes for sale and rent provided at a cost above Social Rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and Intermediate Rent, but not Affordable Rented housing. Homes that do not meet the above definition of Affordable Housing, such as “*low cost market*” housing, may not be considered as Affordable Housing for planning.

Geography

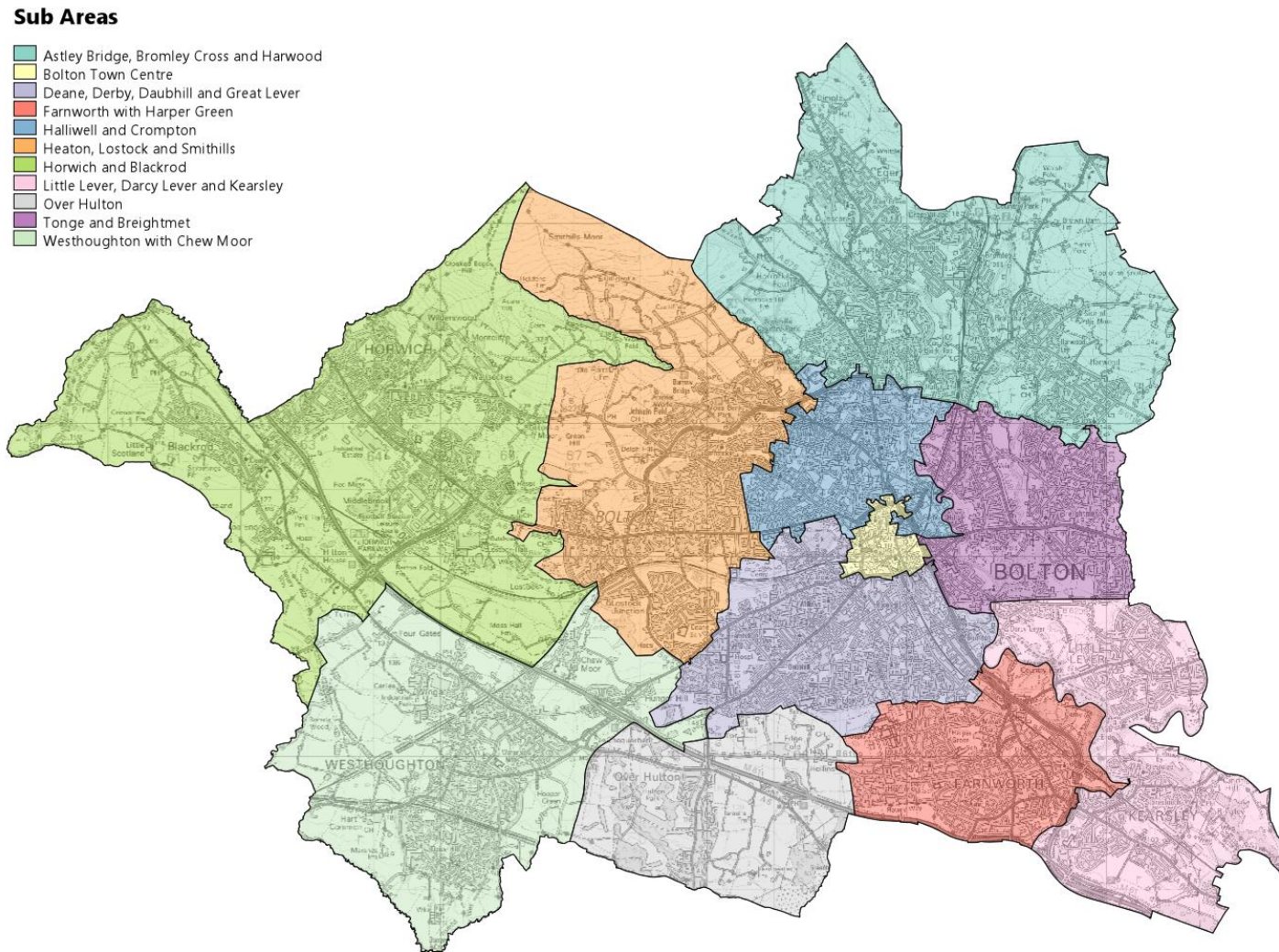
1.12 Map 1.1 illustrates the geographical context of Bolton Metropolitan Borough and its neighbouring authorities. Household survey data is available down to postcode level and for the purposes of this report, data has been presented for eleven sub-areas as illustrated in Map 1.2 and listed below:

- Astley Bridge, Bromley Cross and Harwood,
- Bolton Town Centre,
- Deane, Derby, Daubhill and Great Lever,
- Farnworth with Harper Green,
- Halliwell and Crompton,
- Heaton, Lostock and Smithills,
- Horwich and Blackrod,
- Little Lever, Darcy Lever and Kearsley,
- Over Hulton,
- Tonge and Brightmet, and
- Westhoughton with Chew Moor.

Map 1.1 Bolton Context



Map 1.2 Bolton sub-areas



Research methodology

- 1.13 To deliver the 2016 HNA, a multi-method approach was adopted, which comprised:
- A sample survey of households across the Bolton Metropolitan Borough Council area. A total of 18,861 households were contacted and 2,302 questionnaires were returned and used in data analysis. This represents a 12.2% response rate overall and the total number of questionnaires returned was well in excess of the 1,500 specified in former Government HNA guidance (2007);
 - An online questionnaire of key stakeholders including Local Authorities, town and parish councils, voluntary agencies, Registered Providers and developers;
 - Interviews with estate and letting agents operating within the Borough; and
 - A review of relevant secondary data including the 2011 Census, house price trends, CORE lettings data and CLG Statistics.
- 1.14 Further information on the research methodology is presented at Appendix A.

Presentation of data

- 1.15 Data presented in this report is based on the 2015 Household Survey carried out as part of the Housing Needs Assessment unless otherwise stated.
- 1.16 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. The 2,302 responses are therefore weighted and grossed up to 116,371 occupied dwellings. All survey information presented in this report is for weighted and grossed responses which are rounded up where appropriate.

Report structure

- 1.17 The Bolton 2016 HNA 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 definition of the Housing Market Area;
 - **Chapter 4** reviews the current housing market and provides a detailed analysis of the main tenures;
 - **Chapter 5** presents a comprehensive review of the key housing market drivers, past trends in housing delivery and a suggested future development profile;
 - **Chapter 6** considers current households in need, affordable housing requirements and a consideration of household groups with particular housing requirements; and

- **Chapter 7** concludes the report with a summary of findings and a consideration of strategic issues.
- 1.18 The report includes a substantial technical appendix, which provides detailed material that underpins the core outputs of the HNA. The technical appendix material includes:
- General methodology (Appendix A);
 - Policy review (Appendix B);
 - Housing need calculations (Appendix C); and
 - Monitoring and updating (Appendix D).

2. Policy and strategic review

Introduction

- 2.1 The purpose of this chapter is to set out the policy and strategic context for housing delivery in Bolton.
- 2.2 At a national level, the five years 2010-2015 saw a radical and sustained programme of reform of welfare, housing, and planning policy, set within the context of national austerity. Under the previous Coalition Government these reforms championed localism, decentralisation and economic growth. Core cross-cutting themes that ran through the Coalition Government's strategic policy context included:
 - Deficit reduction;
 - Economic growth;
 - Carbon reduction and tackling climate change; and
 - Empowering people and communities.
- 2.3 Although these themes have not changed significantly following the General Election of May 2015, the Housing and Planning Bill is set to dramatically alter the landscape of housing delivery, with the emphasis on starter homes to provide affordable housing and the expansion of right to buy.
- 2.4 A detailed national policy review is presented at Appendix B.

Local strategic priorities

- 2.5 The Manchester City Region is at the forefront of devolution in England. In November 2014 the GMCA signed the groundbreaking devolution agreement with Government. The Agreement included commitments to strengthen governance arrangements to support the transfer of significant powers and responsibilities.

Greater Manchester Combined Authority

- 2.6 The ten authorities in Greater Manchester are the first in the country to develop a statutory Combined Authority which will co-ordinate key economic development, regeneration and transport functions. The Greater Manchester Combined Authority (GMCA) was established on the 1 April 2011.
- 2.7 The Association of Greater Manchester Authorities (AGMA) continue to act as the voice of the ten local authorities of Greater Manchester but as part of a much stronger partnership with GMCA.
- 2.8 The governance arrangements have been developed in order to boost economic performance and help deliver a brighter future for Greater Manchester and the North West so that by 2020, the Manchester city region will

have pioneered a new model for sustainable economic growth based around a more connected, talented and greener city region where the prosperity secured is enjoyed by the many and not the few¹³.

Greater Manchester Local Enterprise Partnership

- 2.9 The Greater Manchester Local Enterprise Partnership (GMLEP) is at the heart of the sub region's partnership working between local government, business, statutory, voluntary and community sectors. The GMLEP has the following collective priorities:
- Reform: worklessness and skills;
 - Supporting business;
 - Creating conditions for growth; and
 - Public sector reform.
- 2.10 Stimulating and reshaping the housing market is seen as a key to creating the right conditions for growth in greater Manchester.

The Greater Manchester Growth and Reform Plan

- 2.11 The Authority and the LEP have developed a Growth and Reform Plan, which sets out the aim to become a financially self-sustaining city region.
- 2.12 The Plan, produced by Greater Manchester Local Enterprise Partnership and Greater Manchester Combined Authority, has been published as part of discussions with the government over the area's Growth Deal and outlines proposals for a new "place-based" partnership with Government, to drive reform of the way that local services are delivered and to better align local and central growth programmes.
- 2.13 The Plan also seeks a £400m share of the Local Growth Fund to support the region's transport and infrastructure requirements, to build business support and help provide the skills which employers need and to fill gaps in the region's Life Science and graphene sectors.¹⁴
- 2.14 In February 2015 the GMCA and NHS England announced plans for the future of health and social care, with an agreement to bring together health and social care budgets to the sum of £6 billion. The agreement builds upon the devolution settlement and is a significant step towards full devolution of public spending to the Authority.

Greater Manchester Strategic planning and housing priorities

- 2.15 GMCA's Planning and Housing Commission has the following vision for Greater Manchester:

¹³ <http://www.agma.gov.uk/>

¹⁴ <http://www.agma.gov.uk/gmca/gm-growth-reform-plan/index.html>

“Our vision for 2020 is to secure long-term economic growth and enable the city region to fulfil its economic potential, whilst ensuring that our residents are able to contribute to and share in that prosperity.”¹⁵

- 2.16 The Planning and Housing Commission has responsibility for driving delivery of:
- Revitalising town centres;
 - Creating spaces and places that will nurture success;
 - Stimulating and reshaping housing markets; and
 - Creating a plan for growth and infrastructure.
- 2.17 In terms of housing the Commission identifies the decline in housing completions since the market peak in 2007 as a significant issue, with new supply figures running currently at about 3,000 per annum as opposed to the 9,000 to 10,000 needed. Key barriers to provision are identified as being the inaccessibility of mortgage finance, and consequent difficulty in accessing funding for development. Each year that development rates fall below those required increases pressure on existing supply. The Greater Manchester Combined Authority (GMCA) is consequently committed to delivering 9,200 new homes per annum by 2015, and retrofitting 25,000 per annum.¹⁶ These priorities feed into the overarching Greater Manchester Strategy.
- 2.18 Since January 2014 the Combined Authority has been working to produce a joint plan to manage the supply of land for jobs and new homes across Manchester. The Greater Manchester Spatial Framework (GMSF) will ensure the land supply for development and identify the infrastructure required for the period up to 2035. THE GMSF will be the overarching development plan within which each of Greater Manchester’s ten local planning authorities will produce their own local plans.
- 2.19 A consultation on an initial evidence base for the GMSF took place in November 2014. Building on this, views were invited on a draft Vision, Strategic Objectives and Strategic Growth Options between November 2015 and January 2016. The proposed Vision is that:
- “By 2035, Greater Manchester will be one of the world’s leading regions, driving sustainable growth across a thriving North of England. It will be ever more connected, productive, innovative and creative, known for the excellent quality of life enjoyed by our residents who are able to contribute to and benefit from the prosperity that growth brings.”* (GMSF Options, paragraph 2.1)
- 2.20 The GMSF Strategic Options paper set out three alternative growth options, each including different levels of development over the period 2014-2015 for dwellings, industrial and warehousing floorspace and office floorspace. In terms of housing, compared to an objectively assessed need (OAN) of 217,350 new additional dwellings (10,350 net additional dwellings per annum), the growth options include:
- Option 1 – 152,800 net additional dwellings (7,300 per annum);

¹⁵ www.agma.gov.uk/what_we_do/planning_housing_commission/index.html

¹⁶ www.agma.gov.uk/what_we_do/planning_housing_commission?our-priorities/index.html

- Option 2 – 217,350 net additional dwellings (10,350 per annum); and
 - Option 3 – 336,000 net additional dwellings (16,000 per annum).
- 2.21 The GMSF Strategic Options Consultation was accompanied by five Background Papers. Of particular relevance to this HNA are Background Paper 1, *Areas of Assessment* (November 2015), and Background Paper 3, *Objectively Assessed Housing Need* (November 2015).
- 2.22 Background Paper 1, *Areas of Assessment*, looks at the issue of identifying appropriate areas of assessment for determining the need for housing and demand for employment space. It found that the Greater Manchester area has high levels of self-containment in terms of both migration and commuting. It is also an important administrative unit, having its own Combined Authority and Local Enterprise Partnership (paragraph S.27). However, complex functioning of housing and labour markets within Greater Manchester mean that subdivision of the sub-region into identifiable housing market areas or functional economic areas would essentially be arbitrary. The Paper considered that the most appropriate unit of analysis below the Greater Manchester level is the individual districts, but with a consideration of significant cross-boundary connections (paragraph S.31).
- 2.23 Background Paper 3, *Objectively Assessed Housing Need*, summarised and analyses the main evidence available to inform the identification of the objectively assessed need for housing in Greater Manchester. A series of alternative population scenarios have been modelled using Popgroup software, focusing on various alternative assumptions around migration rates. A further population forecast is also provided by the Greater Manchester Forecasting Model (2014 GMFM) which is an integrated economic and demographic model produced by Oxford Economics (paragraph S.6). Using alternative assumptions relating to household formation, the population growth outputs result in a range of household growth scenarios for the city region, and each household forecast is translated into a number of dwellings. Taking this into account, along with market signals, labour supply and affordable housing need, the Paper concludes that the objectively assessed housing need for Greater Manchester over the period 2014-2035 is 217,350 net additional dwellings, which is an average of 10,350 net additional dwellings per annum (paragraph S.20).
- 2.24 A 'Call for Sites' consultation is currently taking place. The GMSF Development Sites Map shows sites that have already been identified by the ten districts for development. It also allows consultees to comment on sites, or suggest additional sites for development.
- 2.25 It is planned that the Draft GMSF will be produced for consultation in Autumn 2017. Publication of the GMSF is due to take place in 2017, followed by submission, examination and adoption in 2018.

The Greater Manchester Strategy 2013-2020

- 2.26 The Greater Manchester Strategy, *Stronger Together*, is the sustainable community strategy for the city region. The Strategy envisages that by 2020 Greater Manchester 'will have pioneered a new model for sustainable economic growth based around a more connected, talented and greener city region,

where all our residents are able to contribute to and benefit from sustained prosperity and a good quality of life.¹⁷

2.27 To achieve this the Strategy sets out a programme of ‘vigorous collective action based on reforming public services and driving sustainable economic growth to deliver prosperity for all.’¹⁸

2.28 The Strategy is to guide the work of the GMCA and GMLEP going forward. In terms of stimulating and reshaping the housing market the Strategy identifies the low rate of completions, and lack of accessibility to mortgage and development finance as key barriers that need to be overcome. The following commitments are made:

“We will continue to innovative ways to offer existing and potential residents a place to live that meets or exceeds their expectations, and which they can afford. We will also promote housing growth through three inter-related programmes: creating new development models; tackling financial barriers; and easing the development process.”¹⁹

Bolton Housing Strategy

2.29 Bolton’s Housing Strategy 2013-17 sets out the strategic priorities for Bolton which are:

- To provide housing that is affordable and offers choice whilst meeting the needs and demands of the future;
- To create and promote communities that are sustainable and inclusive;
- To improve the quality of private sector housing;
- To promote health, well-being and quality of life; and
- To strengthen our partnership approach to improve housing, services and communities.

2.30 A joint working approach has been taken in the development of the strategic priorities, and partnerships are crucial element to ensuring its implementation. This approach will enable shared outcomes around Health, Social Care, Education, Communities and the Economy to be achieved.

Bolton Local Plan

2.31 The Council’s Core Strategy was adopted in March 2011; it forms part of the development plan for Bolton, setting out the spatial vision and strategy for the District. The Core Strategy reflects the vision of the Community Strategy that Bolton in 2017 is a place where ‘everyone has an improved quality of life and the confidence to achieve their ambitions.’²⁰ To implement that vision there are two aims:

¹⁷ www.agma.gov.uk/gmca/gms_2013/index.html

¹⁸ www.agma.gov.uk/gmca/gms_2013/index.html

¹⁹ Greater Manchester Strategy 2013-2020 Stronger Together page 16

²⁰ Bolton Council LDF Core Strategy DPD Shaping the Future of Bolton para 2.34

- To narrow the gap between the most and the least well off; and
 - To ensure economic prosperity.
- 2.32 In terms of Housing, Core Strategy Policy SC1 states that the Council and its partners will:
- Identify a range of housing sites for additional provision of 694 dwellings per annum between 2008 and 2026;
 - At least 80% of housing development will be on previously developed land in accordance with the Regional Spatial Strategy; the Transforming Estates programme will provide up to 20% of housing development on Greenfield land;
 - Ensure that 35% of new housing is affordable, broken down into 75% for social renting and 25% for intermediate housing. All developments which incorporate open market housing and with a capacity of 15 or more dwellings should ensure that provision of affordable housing is made. On previously developed land 15% of total provision should be affordable and in the case of Greenfield land 35%. A lower proportion and/or a different tenure split may be permitted where it can clearly be demonstrated that development would not be financially viable and affordable housing provision is being maximised;
 - Ensure that for market and social rented housing, about 50% of dwellings are three bedroomed or larger, and no more than 20% (for market housing) or 10% (social rented) are one bedroomed. Ensure that for intermediate housing about 20% of dwellings are 3-bedroomed, and no more than 40% are one bedroomed;
 - Ensure that new housing has a density of at least 30 dwellings per hectare, and achieve higher densities where possible taking into account local character; and
 - Provide an adequate supply of sites for gypsies and travellers, and travelling show people, taking into account such considerations as proximity to local services, the amenity of adjoining occupiers, the effect on the environment and the strategy of concentrating development in the existing urban area.
- 2.33 Bolton's Allocations Plan forms part of the development plan for the District. It was adopted in December 2014. In line with the Core Strategy, it allocates specific sites for land uses such as housing. It includes a written statement and a map. Paragraph 6.2 of the Allocations Plan written statement states:
- "The Core Strategy sets out a requirement of 694 dwellings per annum during 2008-2026. Since 2008 a total of 1,754 net new dwellings have been completed leaving the Allocations Plan to make provision for 10,738 for the period 2012-2026."*

Concluding comments

- 2.34 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. Economic uncertainty, job insecurity and restricted mortgage lending exacerbate the challenges faced.

- 2.35 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 HNA provides the GMCA, GMLEP and the Council with an excellent range of material to inform policy debate, inform the Local Plan and Greater Manchester Spatial Framework processes, help inform and influence strategic responses, and shape local and sub-regional strategic housing priorities to inform future policy and investment decisions.

3. Defining the Housing Market Area

Introduction

- 3.1 Planning Practice Guidance, *Housing and economic development needs assessments* (last updated February 2016) states that housing needs should be assessed in relation to the relevant functional area i.e. Housing Market Area and this may identify smaller sub-markets with specific features and it may be appropriate to investigate these specifically in order to create a detailed picture of local need. It is also important to recognise that there are 'market segments' i.e. not all housing types have the same appeal to different occupants²¹.
- 3.2 Planning Practice Guidance defines a Housing Market Area as “a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. It might be the case that housing market areas overlap”.²²
- 3.3 Planning Practice Guidance states that Housing Market Areas can be broadly defined by using three different sources of information as follows²³:
- House prices and rates of change in house prices;
 - Household migration and search patterns; and
 - Contextual data (for example travel to work area boundaries, retail and school catchment areas).
- 3.4 Former CLG Guidance²⁴ suggested that a housing market is self-contained if upwards of 70% of moves (migration and travel to work) take place within a defined area. However the Guidance cautions that:
- HMAs are inherently difficult to define. They are a geographic representation of people’s choices and preferences on the location of their home, accounting for live and work patterns. They can be defined at varying geographical scales from the national scale to sub-regional scale, down to local and settlement specific scales.
 - HMAs are not definitive. As well as a spatial hierarchy of different markets and sub-markets, they will inevitably overlap.
- 3.5 Bolton is located within Greater Manchester in the North West of England. The resident population of Bolton Metropolitan Borough is 280,439²⁵. The Borough is located within the north west of Greater Manchester, bound to the east by Bury, to the south by Salford and to the south and west by Wigan. To the north of Bolton are the administrative areas of Blackburn with Darwen and Chorley, Lancashire. Bolton is the main population centre, with surrounding settlements including Blackrod, Farnworth, Horwich, Kearsley and Westhoughton.

²¹ Paragraph: 008 Reference ID: 2a-008-20140306

²² Paragraph: 010 Reference ID: 2a-010-20140306

²³ Paragraph: 011 Reference ID: 2a-011-20140306

²⁴ DCLG Identifying Sub-Regional Housing Market Areas Advice Note, 2007

²⁵ 2014 ONS MYE

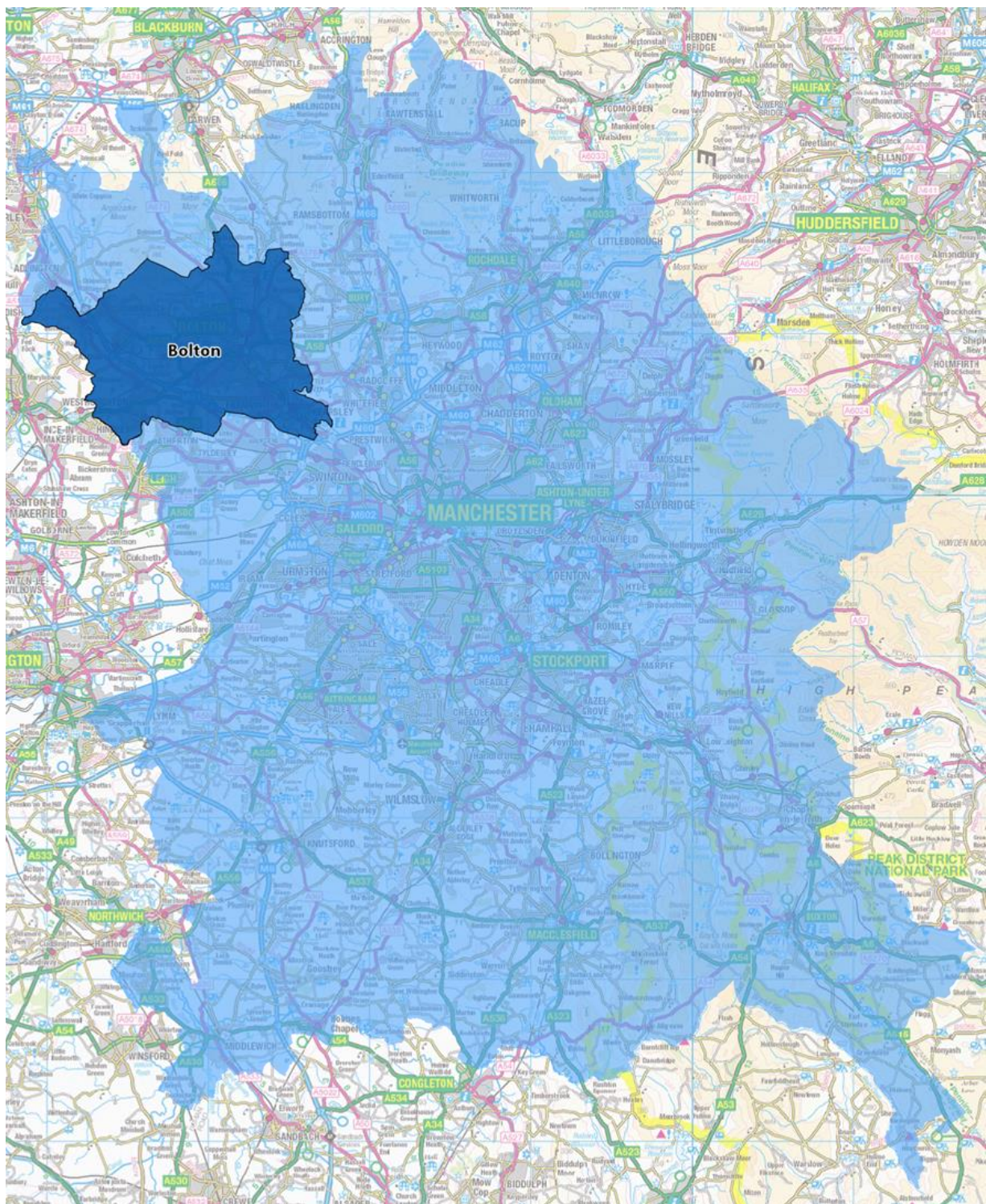
- 3.6 In establishing the extent to which Bolton is a Housing Market Area; house price, migration, travel to work and contextual data have been assembled. Additionally, reference is made to work carried out by the National Housing and Planning Advisory Unit in 2010 which defined Housing Market Areas as part of a national study.
- 3.7 Greater Manchester prepared Background Papers on Areas of Assessment and Objectively Assessed Housing Need to support the Spatial Framework Strategic Options consultation in November 2015. This Housing Needs Assessment is prepared in the light of the findings of these two Background Documents. The Areas of Assessment Paper shows that Greater Manchester has very high levels of self-containment, both in terms of migration and commuting. It also demonstrates that the most appropriate unit of analysis below the Greater Manchester level is the individual districts.

The Geography of Housing Market Areas

- 3.8 In 2010, the DCLG published the Geography of Housing Market areas which was commissioned by the National Housing and Planning Advice Unit (NHPAU). This national study was undertaken by a multi-university team and sought to construct a consistent geography of Housing Market Areas for England. This research viewed housing markets as a layered system characterised as:
- Strategic framework Housing Market Areas defined by long distance commuting flows and the long-term spatial framework within which housing markets operate (based on 77.5% commuting self-containment)
 - Local Housing Market Areas defined by migration patterns (based on 50% migration self-containment); and
 - Sub-markets defined in terms of neighbourhood and/or house type price premiums.
- 3.9 This work therefore suggests that there are two principal ‘layers’ of housing markets: wider strategic functional housing markets which tend to be multi-district and smaller local Housing Market Areas. The research produced the first theoretically-based and rigorously-defended Housing Market Area boundaries for England, drawing upon commuting, migration and house price data.
- 3.10 The key outputs from the research were sets of ‘gold standard’ strategic and local Housing Market Area definitions. They were termed ‘gold standard’ because their boundaries are defined to the maximum possible level, being based on ward-level migration and commuting data from the 2001 census. A set of single tier HMAs were also devised based on a 72.5% commuting and 55% migration self-containment. ‘Silver standard’ outputs have also been prepared which are based on local authority boundaries.
- 3.11 The ‘gold standard’ analysis suggests that Bolton is located within the wider functional Manchester strategic framework Housing Market Area which includes the Greater Manchester authorities and extends into Cheshire, Lancashire and Derbyshire (Map 3.1). Local Housing Market Area analysis identifies two local Housing Market Areas which relate to Bolton Metropolitan Borough; a Bolton

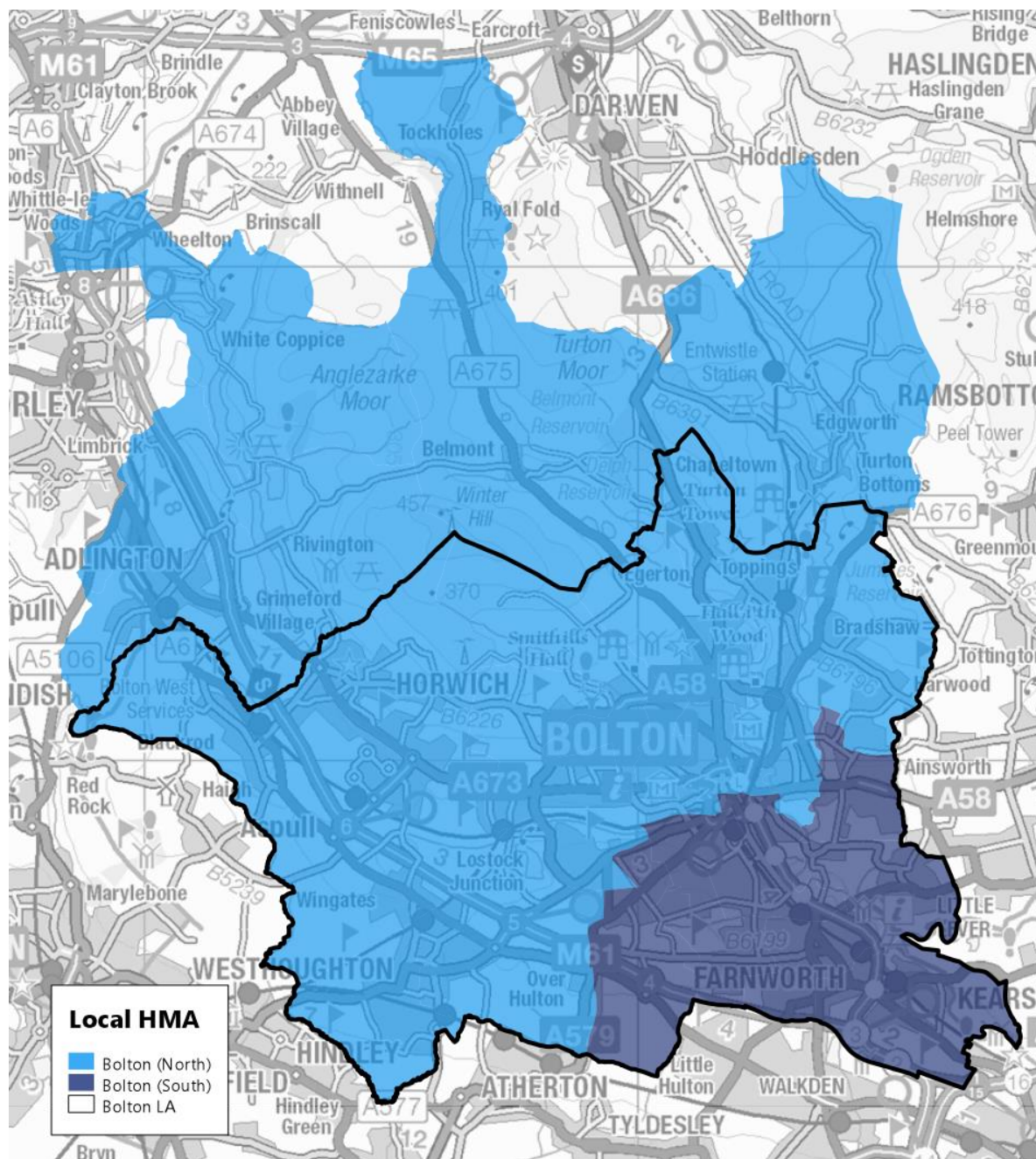
North local Housing Market Area and a Bolton South local Housing Market Area (Map 3.2).

Map 3.1 Strategic housing market areas



Source: NHPAU Geography of Housing Market Areas

Map 3.2 Local housing market areas



Source: NHPAU Geography of Housing Market Areas

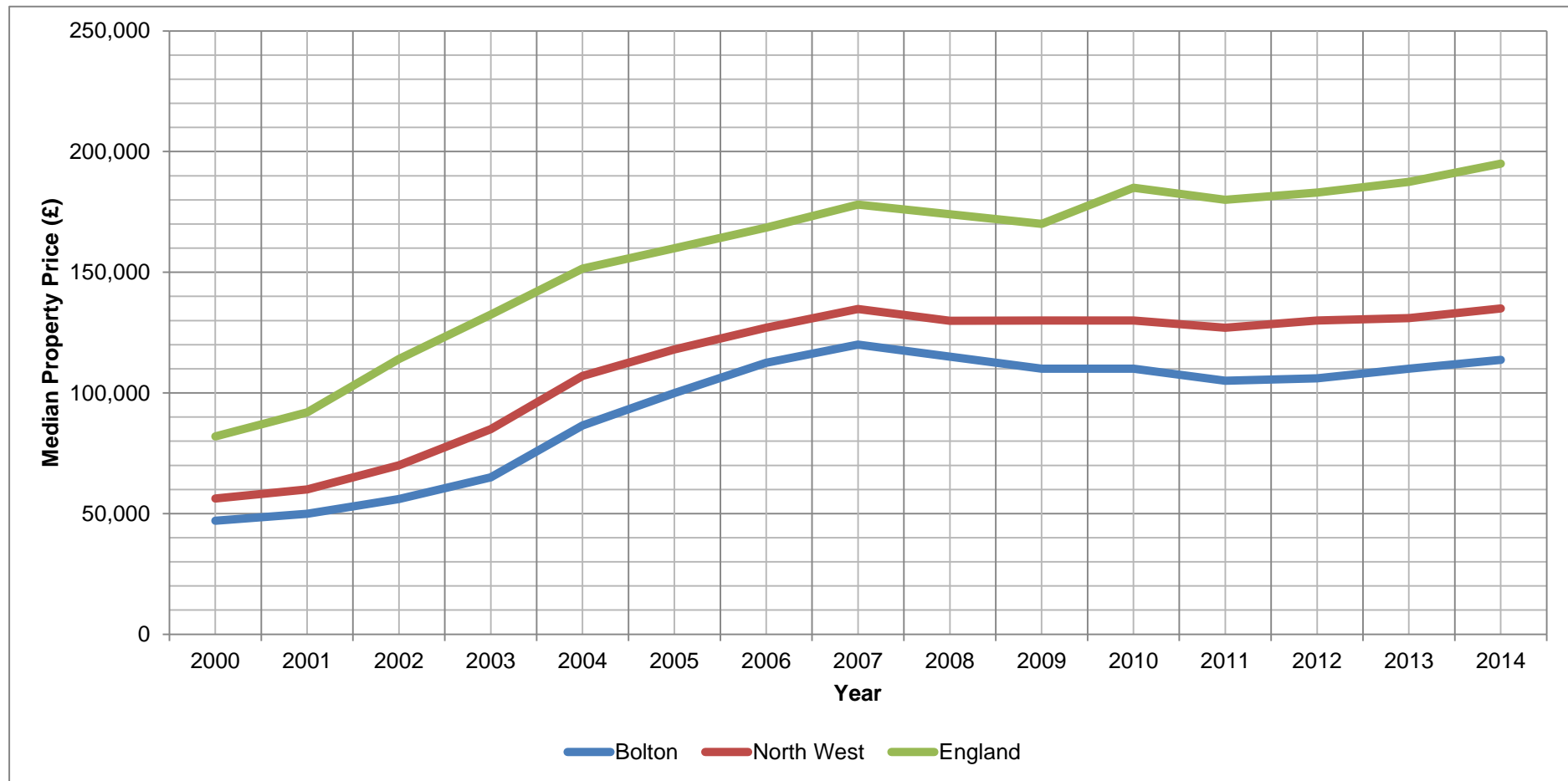
House prices and rates of change in house prices

- 3.12 Figure 3.1 shows how house prices across the area have changed over the period 2000 to 2014, based on Land Registry price paid data.
- 3.13 Median house prices in Bolton have been consistently lower than those for the North West region, which have in turn tracked lower than those for England as a whole. However, the effect of the economic slowdown has been felt more significantly in Bolton. Whilst the rate of house price growth has slowed nationally since 2007, the North West region has seen a plateau effect. By comparison, Bolton experienced a drop in prices after the 2007 peak, although there has been a slight recovery since 2011. Overall, median prices have increased from £47,000 in 2000 to £113,750 in 2014, an increase of 142.0%. At the peak, median house prices reached £120,000 in 2007, falling to a low of £105,000 in 2011.
- 3.14 During 2014, median prices across Bolton were £113,750 and lower quartile prices were £78,000. The distribution of lower quartile house prices during 2014 is illustrated in Map 3.3 and indicates relatively lower prices in Bolton Town Centre, Halliwell and Crompton; Farnworth and Harper Green; and Deane, Derby, Daubhill and Great Lever sub-areas and relatively higher prices in Heaton, Lostock and Smithills sub-area and Astley Bridge, Bromley Cross and Harwood sub-area.
- 3.15 Table 3.1 summarises lower quartile, median and upper quartile prices by sub-area during 2014 based on Land Registry address-level data.

Sub-Area	Price (£)			Base
	Lower Quartile (25%)	Median (%)	Upper Quartile (75%)	
Astley Bridge, Bromley Cross and Harwood	117,000	149,950	190,000	535
Bolton Town Centre	49,950	59,950	63,000	23
Deane, Derby, Daubhill and Great Lever	62,500	81,000	112,000	339
Farnworth with Harper Green	62,000	77,000	100,000	279
Halliwell and Crompton	60,000	78,250	108,975	324
Heaton, Lostock and Smithills	111,700	167,500	265,000	331
Horwich and Blackrod	90,000	125,000	172,500	399
Little Lever, Darcy Lever and Kearsley	81,000	109,500	141,250	252
Over Hulton	150,000	170,000	210,000	47
Tonge and Brightmet	68,000	85,000	122,000	262
Westhoughton with Chew Moor	97,000	125,000	175,000	385
Bolton Total	78,000	113,750	160,000	3176

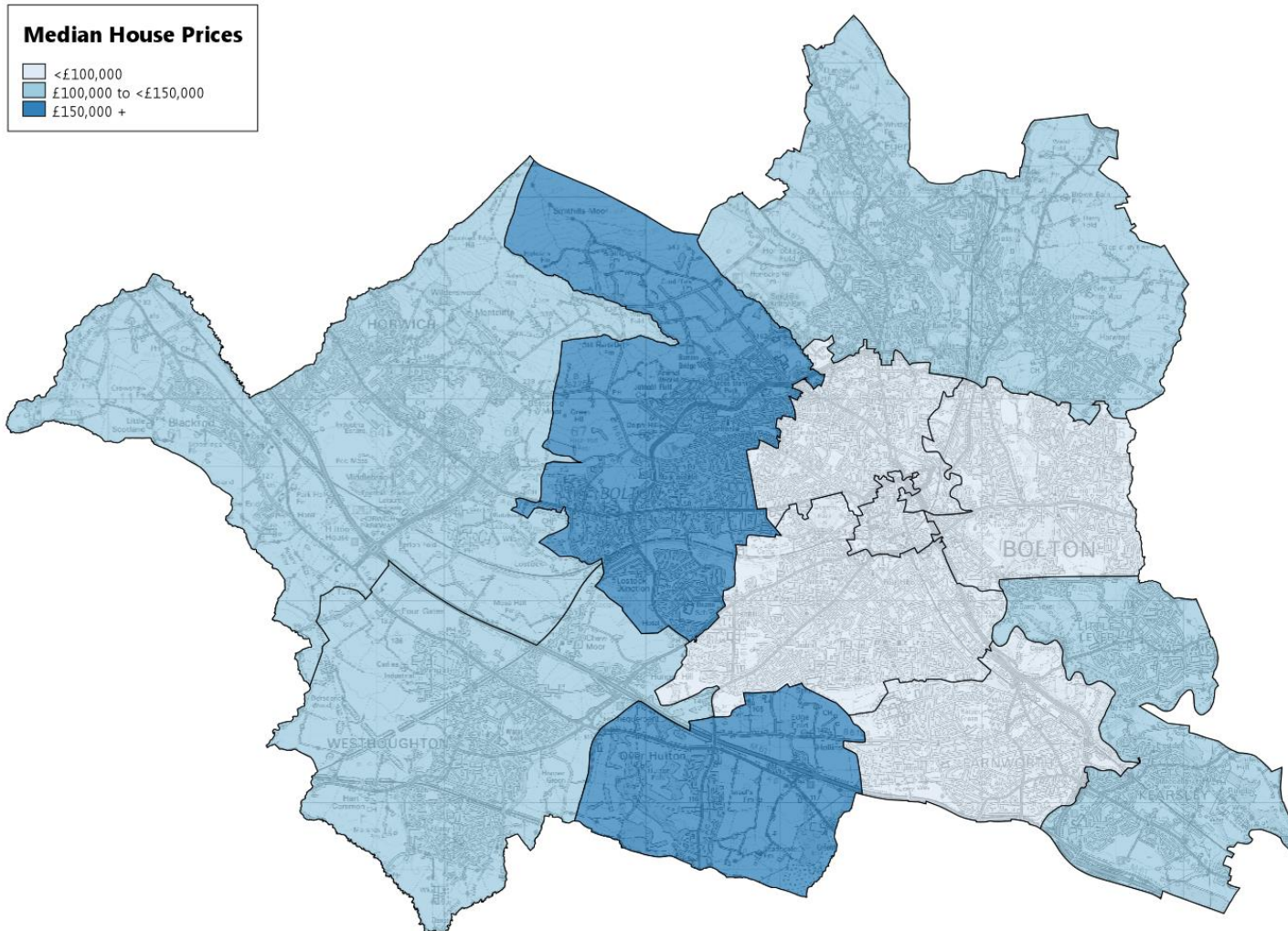
Source: Land Registry Price Paid Data 1 Jan 2014 to 31 Dec 2014

Figure 3.1 Median house price trends 2000 to 2014: Bolton, the North West and England



Source: DCLG; Land Registry

Map 3.3 Median house prices 2014 by sub-area



Source: Land Registry House Price Data 1 Jan 2014 to 31 Dec 2014

Relative affordability

- 3.16 The relative affordability of open market dwellings in Bolton is compared with the other Local Authorities in the North West in Table 3.2. Table 3.2 presents lower quartile house prices, lower quartile gross earnings of full-time workers and a ratio of lower quartile earnings to house prices. This is based on Land Registry Price Paid and ONS Annual Survey of Hours and Earnings data.
- 3.17 In terms of relative affordability, Bolton is relatively affordable, with a lower quartile house price to income ratio of 4.5, i.e. lower quartile house prices are 4.5x lower quartile gross earnings. This compares with the regional average of 5.2. Bolton is the twelfth most affordable district out of 39 districts in the North West.

Table 3.2 Relative affordability of lower quartile (LQ) prices by District (residence based)

District	Lower Quartile House Price	LQ Gross Earnings per week	Annual Gross Earnings	LQ Income to House Price ratio
Eden	£131,500	£308.50	£16,042	8.2
South Lakeland	£147,000	£345.20	£17,950	8.2
Trafford	£150,000	£383.10	£19,921	7.5
Cheshire West and Chester	£124,950	£361.20	£18,782	6.7
Fylde	£124,950	£365.90	£19,027	6.6
Stockport	£124,950	£367.50	£19,110	6.5
Ribble Valley	£137,180	£404.60	£21,039	6.5
Cheshire East	£125,000	£379.20	£19,718	6.3
West Lancashire	£120,000	£365.80	£19,022	6.3
Chorley	£114,000	£351.30	£18,268	6.2
South Ribble	£115,000	£368.00	£19,136	6.0
Sefton	£110,000	£354.50	£18,434	6.0
Lancaster	£105,000	£338.40	£17,597	6.0
Wyre	£105,000	£345.00	£17,940	5.9
Warrington	£109,950	£369.70	£19,224	5.7
Wirral	£102,000	£366.30	£19,048	5.4
North West	£95,000	£352.10	£18,309	5.2
Bury	£98,000	£367.10	£19,089	5.1
Manchester	£94,952	£357.50	£18,590	5.1
Allerdale	£95,500	£360.90	£18,767	5.1
Tameside	£85,000	£325.50	£16,926	5.0
Preston	£85,000	£333.90	£17,363	4.9
Blackpool	£75,500	£298.00	£15,496	4.9
Carlisle	£85,875	£349.40	£18,169	4.7
Salford	£84,000	£344.20	£17,898	4.7
Knowsley	£80,000	£337.00	£17,524	4.6
Rosendale	£77,000	£324.50	£16,874	4.6
Oldham	£80,000	£341.00	£17,732	4.5
Bolton	£78,000	£333.10	£17,321	4.5
Wigan	£82,000	£353.20	£18,366	4.5
Rochdale	£80,000	£345.40	£17,961	4.5
Halton	£82,000	£357.70	£18,600	4.4
St. Helens	£78,750	£347.30	£18,060	4.4
Blackburn with Darwen	£68,000	£325.40	£16,921	4.0
Liverpool	£74,000	£356.70	£18,548	4.0
Barrow-in-Furness	£73,500	£359.00	£18,668	3.9
Pendle	£59,950	£321.00	£16,692	3.6
Hyndburn	£56,000	£319.70	£16,624	3.4
Copeland	£75,000	£435.50	£22,646	3.3
Burnley	£47,000	£335.20	£17,430	2.7

Sources: Land Registry Price Paid 2014; ONS Annual Survey of Hours and Earnings 2014

3.18 Similarly, in terms of relative affordability based on median prices, Bolton is the fifteenth most affordable out of 39 districts in the North West, with a median income to house price ratio of 4.9, as illustrated on Table 3.3. This is again

based on Land Registry Price Paid and ONS Annual Survey of Hours and Earnings data.

District	Median House Price	Median Gross Income per week	Annual Gross Income	Median Income to House Price ratio
Eden	£175,000	£409.60	£21,299	8.2
South Lakeland	£200,000	£493.50	£25,662	7.8
Trafford	£205,000	£568.60	£29,567	6.9
Ribble Valley	£184,500	£532.50	£27,690	6.7
Cheshire East	£180,000	£541.80	£28,174	6.4
Stockport	£170,750	£520.10	£27,045	6.3
West Lancashire	£160,000	£500.00	£26,000	6.2
Cheshire West and Chester	£165,000	£526.60	£27,383	6.0
Chorley	£150,000	£490.00	£25,480	5.9
Warrington	£156,000	£518.40	£26,957	5.8
South Ribble	£144,995	£486.90	£25,319	5.7
Fylde	£168,000	£578.00	£30,056	5.6
Sefton	£145,000	£499.00	£25,948	5.6
Manchester	£132,100	£467.90	£24,331	5.4
Carlisle	£124,000	£439.50	£22,854	5.4
Lancaster	£135,000	£482.40	£25,085	5.4
Allerdale	£143,000	£511.00	£26,572	5.4
Wirral	£139,000	£497.80	£25,886	5.4
North West	£135,000	£484.60	£25,199	5.4
Wyre	£135,000	£484.90	£25,215	5.4
Preston	£120,000	£448.80	£23,338	5.1
Tameside	£115,000	£431.80	£22,454	5.1
Bury	£131,350	£496.10	£25,797	5.1
Rossendale	£114,000	£432.00	£22,464	5.1
Halton	£120,000	£458.50	£23,842	5.0
Bolton	£113,750	£444.10	£23,093	4.9
Blackpool	£99,000	£386.90	£20,119	4.9
St. Helens	£120,000	£473.70	£24,632	4.9
Oldham	£115,000	£455.00	£23,660	4.9
Salford	£117,000	£465.80	£24,222	4.8
Rochdale	£117,000	£468.10	£24,341	4.8
Wigan	£116,500	£481.90	£25,059	4.6
Knowsley	£109,995	£463.60	£24,107	4.6
Liverpool	£115,000	£493.40	£25,657	4.5
Blackburn with Darwen	£97,500	£454.10	£23,613	4.1
Barrow-in-Furness	£105,000	£517.90	£26,931	3.9
Hyndburn	£85,000	£425.00	£22,100	3.8
Pendle	£90,000	£460.80	£23,962	3.8
Burnley	£80,000	£439.90	£22,875	3.5
Copeland	£112,750	£719.20	£37,398	3.0

Source: Land Registry price paid data 1 Jan 2013 to 31 Dec 2014

Household migration and search patterns

- 3.19 Data reported in the 2011 Census suggests that 72.6% of households who moved in the year preceding the Census originated from within Bolton and on the basis of a 70% self-containment threshold Bolton can be described as self-contained. Table 3.4 summarises the origins of households based on 2011 Census data. Of the 25,242 households moving in Bolton; 27.4% originated from outside of Bolton with 3.3% from Wigan, 2.9% from Salford, 2.8% from Bury and 3.8% from elsewhere in Greater Manchester. 1.1% were from Blackburn with Darwen, 0.8% from Chorley, 4.3% from elsewhere in the North West and 8.3% from elsewhere in the UK.

Origin of moving household	Number	%
Bolton	18,323	72.6
Bury	701	2.8
Salford	742	2.9
Wigan	845	3.3
Elsewhere GM	955	3.8
Blackburn with Darwen	283	1.1
Chorley	211	0.8
Elsewhere NW	1,092	4.3
Elsewhere UK	2,090	8.3
Total	25,242	100.0

Source: 2011 Census

- 3.20 Data from the 2015 Household Survey indicated that around 31,800 households had moved home in the preceding five years. Of these households, 28,051 provided data on origin: 78.9% originated within Bolton and 21.1% originated from outside the area, as summarised in Table 3.5.

Table 3.5 Summary of household moves in preceding 5 years

Current place of residence	Origin										Total	Base
	Within Bolton	Bury	Salford	Wigan	Elsewhere in Greater Manchester	Chorley	Blackburn with Darwen	Elsewhere in North West	Elsewhere in UK	Outside the UK		
Astley Bridge, Bromley Cross and Harwood	80.9	2.3	0.0	0.0	2.3	3.6	0.6	2.9	6.8	0.6	100.0	3236
Bolton Town Centre	81.5	0.0	0.0	0.0	1.6	0.0	0.0	3.2	13.7	0.0	100.0	314
Deane, Derby, Daubhill and Great Lever	96.0	1.5	0.0	0.0	0.0	0.0	0.0	0.0	2.5	0.0	100.0	3376
Farnworth with Harper Green	71.6	10.3	0.0	0.0	7.2	2.6	0.0	2.3	6.0	0.0	100.0	2977
Halliwell and Crompton	81.7	2.1	0.0	1.8	0.0	0.0	1.8	5.0	7.7	0.0	100.0	4345
Heaton, Lostock and Smithills	82.5	0.0	3.5	0.0	9.1	0.0	0.0	0.0	4.9	0.0	100.0	1566
Horwich and Blackrod	73.2	0.0	0.0	5.3	6.3	0.0	0.8	8.2	4.0	2.1	100.0	2901
Little Lever, Darcy Lever and Kearsley	60.6	16.4	11.4	1.9	3.3	0.0	0.0	0.0	6.4	0.0	100.0	2280
Over Hulton	62.3	0.0	8.9	18.7	2.6	0.0	0.0	1.3	3.6	2.6	100.0	305
Tonge and Breightmet	89.2	0.7	3.2	0.0	0.0	0.0	0.0	0.0	6.2	0.7	100.0	4271
Westhoughton with Chew Moor	61.1	2.3	0.0	20.3	2.3	3.2	0.0	4.6	4.1	2.3	100.0	2480
Total	78.9	3.5	1.7	3.0	2.7	1.0	0.4	2.7	5.6	0.5	100.0	28051

Source: 2015 Household Survey

- 3.21 Table 3.5 also summarises the origins of households moving to a property within Bolton by sub-area, based on the 2015 Household Survey. This shows that in the Deane, Derby, Daubhill and Great Lever sub-area 96.0% of households moved from within Bolton. In five of the eleven sub-areas between 80 and 90% of households moved from within Bolton, and in a further two sub-areas 70-80% of households had moved from within the Borough. By comparison, there were three sub-areas where less than 70% of households moved from within Bolton, namely Little Lever, Darcy Lever and Kearsley sub-area (60.6%), Westhoughton with Chew Moor (61.1%) and Over Hulton (62.3%).

Characteristics of in-migrant households

- 3.22 The 2015 Household Survey identified around 5,900 households who had moved into Bolton in the preceding five years. Information from the Household Survey relating to in-migrant households includes:
- A majority (60.4%) moved into a house, particularly terraced (24.2%), semi-detached (19.4%) and detached (16.8%), 34.6% moved into a flat and 5.0% into a bungalow. Overall 14.0% moved into semi-detached houses with three bedrooms and 16.5% into one bedroom flats;
 - 62.9% moved into smaller properties with one or two bedrooms; 37.1% moved into properties with three bedrooms or more;
 - 44.4% moved into owner occupied properties, 43.1% moved into private renting and 12.5% moved into affordable (social rented/intermediate tenure) dwellings;
 - Overall, 16.2% of in-migrant households moved to Westhoughton with Chew Moor sub-area, 15.1% moved to Little Lever, Darcy Lever and Kearsley sub-area, 14.2% moved to Farnworth with Harper Green sub-area, 13.4% into Halliwell and Crompton sub-area and 13.1% into Horwich and Blackrod sub-area;
 - Singles (under 65) accounted for 30.3% of in-migrant households; 27.0% were younger couples (no children); 19.0% were older singles and couples (65+); 11.8% were couples with children; 10.9% were lone parents; and 1.0% were other types of household;
 - 36.7% of in-migrant Household Reference People (Heads of Household) were aged 16-39, a further 33.8% were aged 40-59 and 29.5% were aged 60 or over;
 - The majority of Heads of Household of in-migrant households were in employment (60.9%) with a further 22.3% retired, 3.9% permanently sick/disabled, 3.7% looking after the home or a full-time carer or volunteer and 3.4% unemployed;
 - 31.4% of households had an annual income of less than £13,000; 36.1% had an income of between £13,000 and £26,000 per annum; and 32.6% had an income of at least £26,000 per annum;
 - 44.5% of in-migrant Heads of Household in employment worked in Bolton and 55.5% worked outside the Borough;

- The three main reasons for moving were to be closer to family/friends to give/receive support (15.58%), divorce/separation/family stress (13.7%) and to be closer to work/new job (10.8%).
- 3.23 In summary, the 2015 Household Survey found that around 21.1% of households moving in the past five years originated from outside Bolton Metropolitan Borough. Of this number, 3.5% originated from Bury, 3.0% from Wigan, 1.7% from Salford and 2.7% from elsewhere in Greater Manchester. A further 1.0% were from Chorley, 0.4% from Blackburn with Darwen and 2.7% from elsewhere in the North West region. 5.6% were from elsewhere in the UK and 0.5% from outside the UK. Most moved into the private housing sector, with around 44.4% moving into owner occupation and 43.1% into private renting. Moving to be closer to family/friends and divorce/separation were key migration drivers. 70.5% of in-migrant households had a Household Reference Person aged under 60 and 29.5% were aged 60 and over; overall 60.9% were in employment and 32.6% had an income (of Household Reference Person and partner) of at least £26,000 per annum.

Residential mobility within Bolton

- 3.24 The 2015 Household Survey identified that the vast majority (78.9%) of households moving within the preceding five years had moved within Bolton Metropolitan Borough (around 25,000 households).
- 3.25 The Household Survey found that households moving within Bolton were doing so for a variety of reasons. Those most frequently reported important reasons from all of those selected were wanting a larger or better property (15.5%), being forced to move (11.4%), divorce/separation/family stress (8.4%), could not afford the rent/mortgage (7.2%) and needing housing suitable for an older person (6.8%).
- 3.26 Table 3.6 reviews the tenure choices of households moving within Bolton, based on data from the 2015 Household Survey. The majority of those moving remain in the same tenure, with 72.2% of those in affordable accommodation, 62.8% of those in owner occupied properties and 60.1% of those in private rented housing staying in the same tenure. Respondents who had previously lived with family and friends (i.e. newly forming households) tended to move into all major tenures: owner occupation (45.1%), affordable accommodation (28.3%) and private renting (26.7%).

Table 3.6 Residential mobility – movement between different tenures

Current Tenure	Previous Tenure					Total
	Owned	Social/Affordable Rented	Private Rented	Previously living with family/friends	Other	
Owned	62.8	2.1	15.0	45.1	1.3	28.0
Social/Affordable	10.0	72.2	24.9	28.3	71.2	32.5
Private Rented	27.1	25.7	60.1	26.7	27.5	39.5
Total	100.0	100.0	100.0	100.0	100.0	100.0
Base (Valid responses)	6199	4752	8480	2024	612	22067

Source: 2015 Household Survey

- 3.27 Table 3.7 considers the profile of dwellings being moved into by households moving within Bolton Metropolitan Borough, based on the findings of the 2015 Household Survey. Households are moving into a variety of dwelling types and sizes, most notably to: two (42.3%) and three (31.3%) bedroom dwellings; flats/apartments (30.4%), terraced houses (29.5%) and semi-detached houses (26.3%).

No. Bedrooms	Property type (%)					Total
	Detached house	Semi-detached house/town house	Terraced house	Bungalow	Flat/ Apartment	
One	0.0	0.0	0.0	2.0	17.5	19.5
Two	1.3	5.5	19.3	3.5	12.8	42.3
Three	0.7	18.6	9.6	2.2	0.2	31.3
Four	3.0	2.0	0.6	0.3	0.0	5.8
Five or more	0.9	0.3	0.0	0.0	0.0	1.1
Total	5.8	26.3	29.5	8.0	30.4	100.0
<i>Base (valid responses)</i>		21572				

Source: 2015 Household Survey

Households planning to move

- 3.28 The 2015 Household Survey found that around 25,198 households plan to move in the next five years. Table 3.8 summarises the moving intentions of households based on the first preference they stated in the Household Survey. Overall, 67.7% of households intend on remaining in Bolton and 32.3% intend to move out.
- 3.29 Of the 32.3% of households planning to move out, the Household Survey found that 2.0% were planning to move to Chorley, 1.8% to Bury, 1.1% to Salford, 0.8% to Wigan, 4.8% to elsewhere in Greater Manchester, 8.0% to elsewhere in the North West and 13.6% to elsewhere in the UK or abroad.
- 3.30 The Household Survey found that the main reasons why households plan to move out of the Bolton Metropolitan Borough area were wanting a larger/better property (16.6%), to move to a better neighbourhood/more pleasant area (11.3%) and wanting to buy (10.0%).

Table 3.8 First choice destination of households planning to move in next five years

Destination	% stating as first preference
Within Bolton	
Little Lever, Darcy Lever and Kearsley	6.9
Astley Bridge, Bromley Cross and Harwood	18
Horwich and Blackrod	8
Westhoughton with Chew Moor	4.8
Heaton, Lostock and Smithills	10.1
Farnworth with Harper Green	4.2
Tonge and Breightmet	4.7
Deane, Derby, Daubhill and Great Lever	3.9
Over Hulton	2.7
Bolton Town Centre	1.6
Halliwell and Crompton	2.8
Outside Bolton	
Bury	1.8
Wigan	0.8
Chorley	2
Salford	1.1
Elsewhere in Greater Manchester	4.8
Elsewhere in the North West	8
Elsewhere in the UK	10.5
Outside the UK	3.1
Total	100.0

Source: 2015 Household Survey

Travel to work trends

3.31 The 2011 Census provides an analysis of travel to work patterns and the extent to which residents in Bolton travel to other areas together with details of how many people commute into the Borough. The 2011 Census identified the travel to work patterns of 148,836 individuals and of these:

- 72,663 lived and worked in Bolton Metropolitan Borough (including 10,199 who work at home);
- 34,022 commuted into Bolton for work but lived outside the Borough; and
- 42,151 lived in Bolton but commuted out of the Borough for work.

3.32 In addition, the 2011 Census also reports 125 residents working on offshore installations, 8,731 with no fixed place of work and 133 working outside the UK.

3.33 Using a base of 114,814 economically active residents in Bolton, 63.3% live and work in Bolton, a further 6.1% work in Manchester, 5.6% in Salford, 4.4% in Bury and 4.5% elsewhere in Greater Manchester. 3.9% work in Wigan, 1.3% in Blackburn with Darwen, 1.3% in Chorley and 1.1% in Warrington. 5.6% work elsewhere in the North West and 2.9% work elsewhere in the UK.

- 3.34 On the basis of workplace, Bolton is part of a wider functional market area extending across Greater Manchester.

Concluding comments

- 3.35 The purpose of this chapter has been to consider the general housing market context of Bolton and its inter-relationships with other areas. By reviewing house prices, migration and travel to work patterns, a picture of the market dynamics of Bolton Metropolitan Borough emerges.
- 3.36 The Department of Communities and Local Government (CLG) suggests that a housing market is self-contained if upwards of 70% of moves (migration and travel to work) take place within a defined area. An analysis of 2011 Census migration data suggests that 72.6% of households move within Bolton and 63.3% of residents in employment work within the Borough.
- 3.37 The 2015 Household Survey found that 67.7% of moving households intend to move within Bolton Metropolitan Borough, further 10.5% intend to move elsewhere within Greater Manchester and 21.8% outside Greater Manchester.
- 3.38 Bolton can be described as a self-contained housing market on the basis of migration but in terms of travel to work it is part of a wider functional 'Manchester' Strategic Housing Market Area.

4. Understanding the current housing market position in Bolton

Introduction

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

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

- 4.2 This study assumes a total of 116,371 households²⁶ (occupied dwellings) in Bolton Metropolitan Borough, 4,123 vacant properties, 576 student properties and 626 second homes²⁷, which results in a total of 121,696 dwellings. This implies a vacancy rate of 3.4%, compared with a vacancy rate of 2.6% across England²⁸. Baseline dwelling statistics for each of the eleven sub-areas is set out in Table 4.1.

Property size and type

- 4.3 Table 4.2 reviews the profile of occupied dwelling stock by size and type across Bolton based on the 2015 Household Survey. Overall, the vast majority (75.0%) of properties are houses, 15.4% are flats/apartments and maisonettes, 9.0% are bungalows and 0.6% are other types of property including park homes/caravans. Of all occupied properties, 11.1% have one bedroom/bedsit, 34.7% have two bedrooms, 38.8% have three bedrooms and 15.5% have four or more bedrooms. How property type varies by sub-area is illustrated in Figure 4.1 and variations in number of bedrooms by sub-area in Figure 4.2.
- 4.4 Notable sub-area variations identified by the Household Survey include the relatively higher proportion of detached properties in Westhoughton with Chew Moor and Heaton, Lostock and Smithills sub-areas; the high proportion of terraced houses in Deane, Derby, Daubhill and Great Lever and Halliwell and Crompton sub-areas; the high proportion of flats/apartments in Bolton Town Centre; and the high proportion of larger properties with four or more bedrooms in Heaton, Lostock and Smithills, Astley Bridge, Bromley Cross and Harwood and Westhoughton with Chew Moor sub-areas.

²⁶ 2011 Census

²⁷ 2015 Bolton Metropolitan Borough Council data

²⁸ 2014 CLG Dwelling and Vacancy data

Table 4.1 Dwelling stock and occupancy by sub-area

Sub-area	Total Dwellings	Total Households	Total Vacant	Total Student	Total Second Home	% Vacant
Astley Bridge, Bromley Cross and Harwood	16506	15892	489	35	90	3.0
Bolton Town Centre	998	741	91	140	26	9.1
Deane, Derby, Daubhill and Great Lever	19509	18514	733	138	124	3.8
Farnworth with Harper Green	12241	11714	424	41	62	3.5
Halliwell and Crompton	13289	12596	557	68	68	4.2
Heaton, Lostock and Smithills	10317	9853	376	24	64	3.6
Horwich and Blackrod	11455	11012	362	22	59	3.2
Little Lever, Darcy Lever and Kearsley	10368	10061	244	30	33	2.4
Over Hulton	1544	1471	59	2	12	3.8
Tonge and Brightmet	13754	13190	468	51	45	3.4
Westhoughton with Chew Moor	11715	11327	320	25	43	2.7
Bolton Total	121696	116,371	4123	576	626	3.4

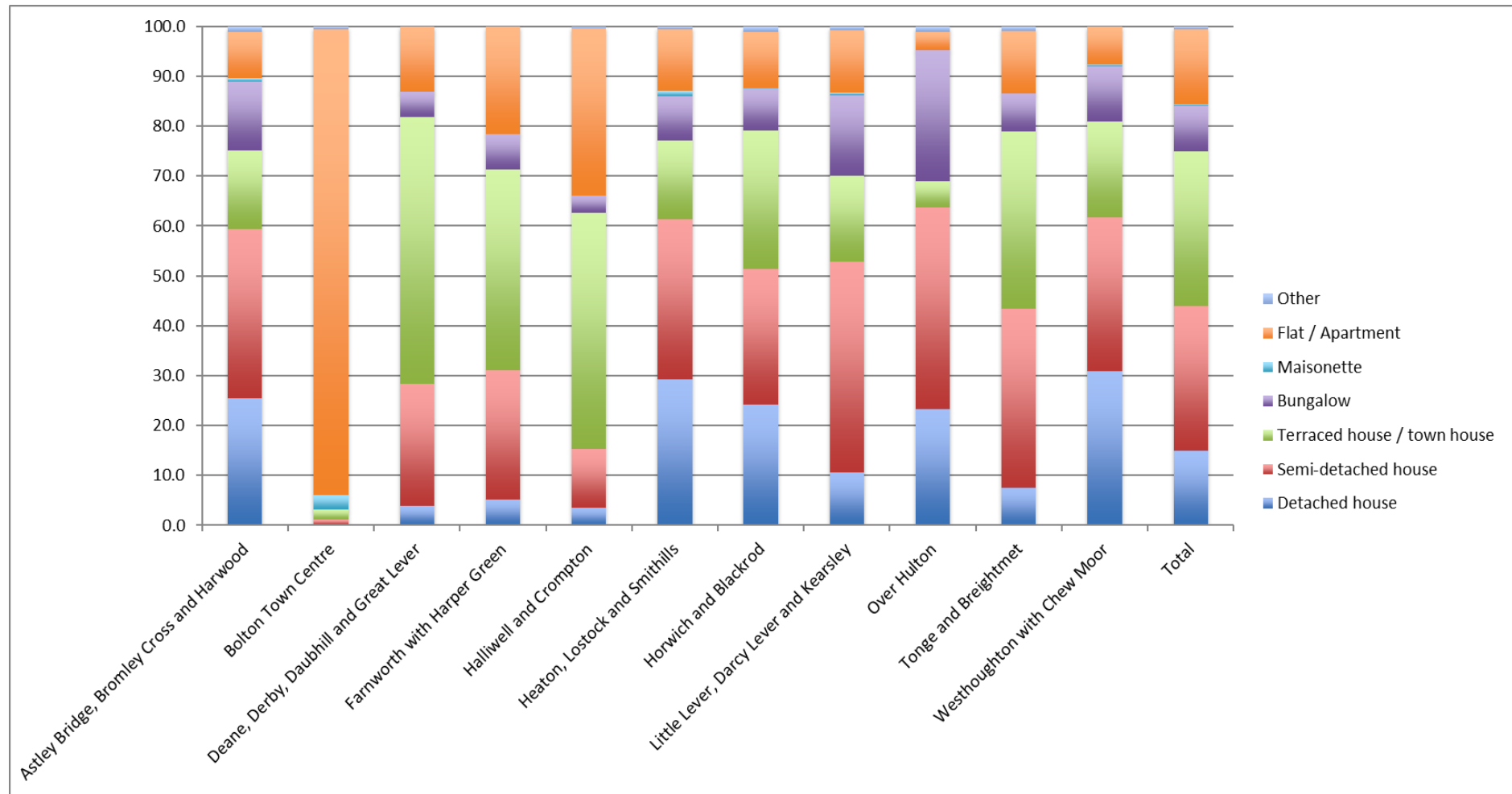
Source: 2015 Council Tax (vacant, student, second homes), 2011 Census (households)

Table 4.2 Property type and size of occupied dwellings across Bolton

Property Type	No. Bedrooms (Table %)					Total	Base (Valid response)
	One/bedsit	Two	Three	Four	Five or more		
Detached house	0.0	0.7	4.2	8.4	1.6	14.9	17147
Semi-detached house	0.0	5.1	20.2	3.1	0.5	29.0	33400
Terraced house / town house	0.3	18.4	10.8	1.5	0.0	31.1	35791
Bungalow	1.7	4.2	3.0	0.2	0.0	9.0	10422
Maisonette	0.1	0.1	0.1	0.0	0.0	0.3	335
Flat / apartment	8.6	5.9	0.6	0.0	0.0	15.1	17423
Caravan / Park Home	0.3	0.2	0.1	0.0	0.0	0.6	645
Total	11.1	34.7	38.8	13.3	2.2	100.0	115163
Base (Valid response)	12743	39922	44727	15280	2491	115163	

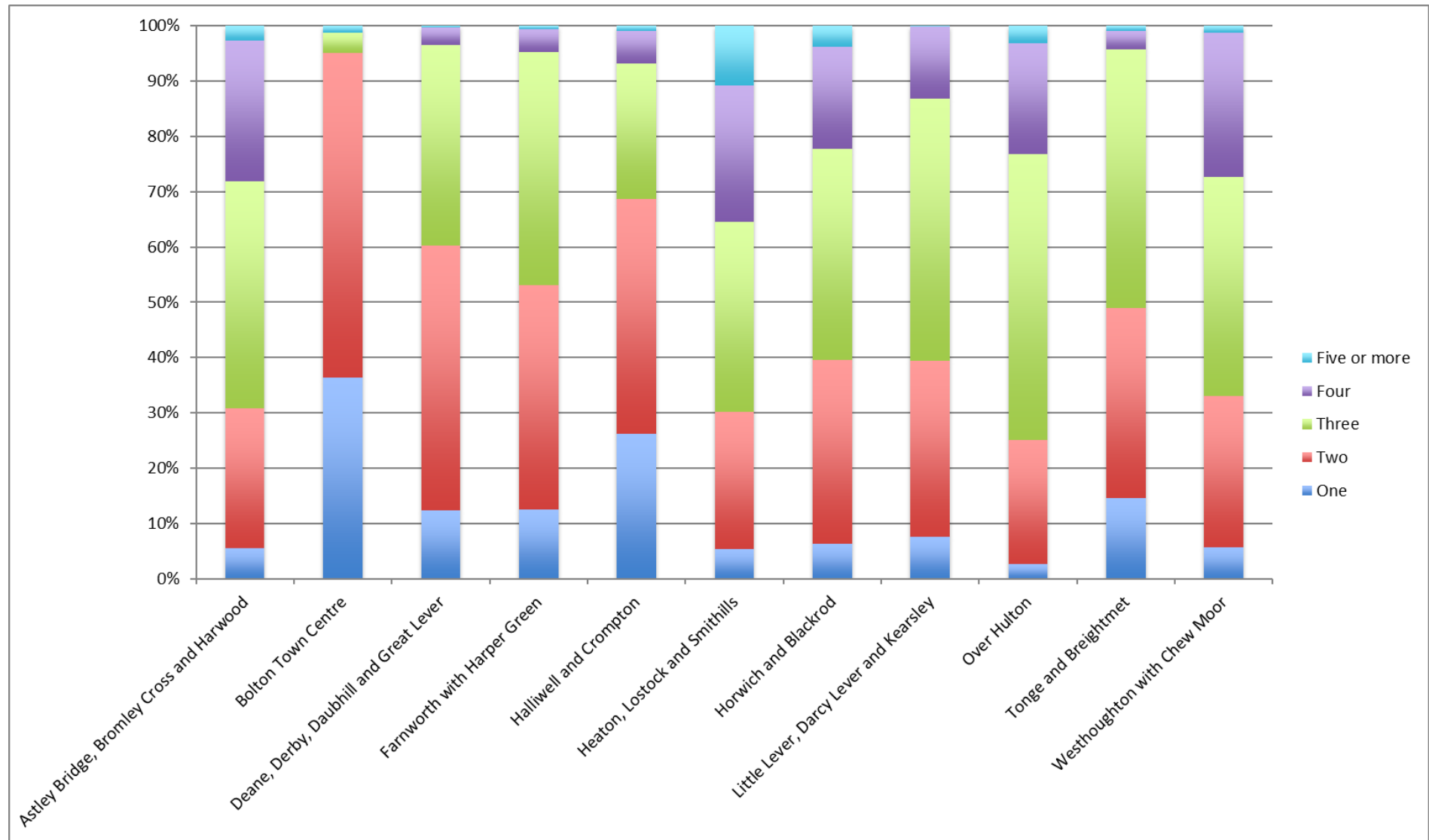
Source: 2015 Household Survey

Figure 4.1 Property type by sub-area



Source: 2015 Household Survey

Figure 4.2 Property size by sub-area



Source: 2015 Household Survey

Property condition

- 4.5 The 2015 Household Survey reviewed the extent to which households were satisfied with the state of repair of their dwellings. Overall 75.4% of respondents expressed satisfaction (36.1% were very satisfied and 39.3% were satisfied); 12.6% were neither satisfied nor dissatisfied; a total of 12.0% expressed degrees of dissatisfaction, of whom 9.7% were dissatisfied and 2.3% were very dissatisfied. Table 4.3 explores how the level of dissatisfaction varied by dwelling tenure, age and type. Note that the data relates to perception and across the private and social rented sectors this may be more reflective of tenant expectations in landlord responses to repairs.
- 4.6 Household Survey data indicates that households in Halliwell and Crompton (20.6%) and Deane, Derby, Daubhill and Great Lever (20.4%) were more likely to express dissatisfaction. Levels of dissatisfaction were highest amongst those in affordable accommodation (18.3%) and private renters (17.5%).
- 4.7 In terms of property type and age, dissatisfaction was highest amongst respondents living in maisonettes (28.6%), terraced properties (20.0%) and amongst residents in properties built pre-1919 (21.8%).
- 4.8 The Council have commissioned BRE to run its Housing Stock Models to provide Bolton with detailed information on the likely condition of the stock and the geographical distribution of properties of interest. Key findings were:
- 2,548 dwellings in the private rented sector have category 1 Housing Health and Safety Rating System (HHSRS)²⁹ hazards. This equates to 15% of properties in the private rented sector;
 - The highest concentration of fuel poverty in the private sector are found in the wards of Halliwell, Farnworth and Great Lever;
 - The highest concentrations of excess cold are in Bradshaw, Halliwell and Horwich and Blackrod;
 - The highest concentrations of all HHSRS hazards in the private sector are found in the wards of Halliwell, Crompton and Tonge with the Haulgh;
 - The average Simple SAP³⁰ ratios for all private sector dwellings in Bolton in 2010, which is better than both England and the North East (55). For the owner occupied stock in Bolton the figure is 60 and for the private rented sector it is 58;
 - The total cost of mitigating category 1 hazards in Bolton's private sector stock is estimated to be £25million
 - 5% (4,772) of private sector dwellings and 7.4% (1,248) of private rented dwellings in Bolton are estimated to have an EPC rating³¹ below band E.

²⁹ Housing Health and Safety Rating System – a risk assessment tool to help local authorities identify and protect against potential risks and hazards to health and safety related deficiencies in dwellings, covering 29 categories of hazards

³⁰ Standard Assessment Procedure for measuring the energy rating of residential buildings.

³¹ Energy Performance Certificate ranked A (most efficient) to G (least efficient)

Table 4.3 Dissatisfaction with state of repair by sub-area, property tenure, age and type

Sub Area	No. Dissatisfied	% Dissatisfied	Base
Astley Bridge, Bromley Cross and Harwood	1339	8.4	15892
Bolton Town Centre	109	14.7	741
Deane, Derby, Daubhill and Great Lever	3775	20.4	18514
Farnworth with Harper Green	1158	9.9	11714
Halliwell and Crompton	2600	20.6	12596
Heaton, Lostock and Smithills	460	4.7	9853
Horwich and Blackrod	505	4.6	11012
Little Lever, Darcy Lever and Kearsley	1065	10.6	10061
Over Hulton	75	5.1	1471
Tonge and Brightmet	1662	12.6	13190
Westhoughton with Chew Moor	1157	10.2	11327
Total	13904	11.9	116371
Tenure	No. Dissatisfied	% Dissatisfied	Base
Owner Occupier	6332	8.5	74170
Private Rented	3110	17.5	17771
Affordable	4462	18.3	24430
Total	13904	11.9	116371
Property Type	No. Dissatisfied	% Dissatisfied	Base
Detached house	694	4.0	17146
Semi-detached house	2989	8.9	33421
Terraced house / town house	7180	20.0	35813
Bungalow	804	7.7	10422
Maisonette	96	28.6	336
Flat / Apartment	1944	11.2	17423
Other	85	13.2	645
Total	13792	12.0	115205
Property Age	No. Dissatisfied	% Dissatisfied	Base
Pre 1919	4328	21.8	19830
1919 to 1944	3069	17.6	17485
1945 to 1964	2170	11.2	19394
1965 to 1984	1813	6.8	26574
1985 to 2004	1037	6.0	17284
2005 onwards	0	0.0	6175
Total	12418	11.6	106741

Source: 2015 Household Survey

Repair Problems

- 4.9 The 2015 Household Survey asked respondents if their home had any repair problems. Around 55,000 households (47.2%) stated at least one repair problem and Table 4.4 summarises the range of repair problems by tenure. Households living in affordable dwellings and owner occupiers with a mortgage

were most likely to state repair problems, followed by private renters; outright owners were least likely to state repair problems.

- 4.10 Table 4.5 summarises repair problems by sub-area, with highest level of disrepair reported in Bolton Town Centre; Dearne, Derby, Daubhill and Great Lever; and Halliwell and Crompton.

Repair problem	Tenure				Total
	Owned (no mortgage)	Owned (with mortgage)	Private rented	Social Rented/Intermediate	
Brick / stonework	8.2	14.8	9.4	10.3	10.7
Roof	11.9	23.0	13.6	10.5	15.0
Windows	10.1	20.3	27.7	19.1	17.6
Kitchen	6.3	16.9	16.7	12.5	12.2
Doors	4.9	9.0	21.3	17.0	11.1
Bathroom / toilet	7.7	16.2	18.3	14.4	13.2
Cold/heating problems	5.6	8.0	14.7	9.7	8.5
Dampness / mould growth	6.9	14.4	24.6	21.2	14.7
Wiring / electrics	7.7	10.1	13.1	6.7	9.0
Insulation	3.5	6.5	12.2	4.9	6.0
Ventilation	1.9	4.6	8.3	7.1	4.7
Total households	41357	32813	17772	24430	116372
% households with one or more repair problem	34.0	55.1	50.7	56.5	47.2

Source: 2015 Household Survey

Table 4.5 Repair problems by sub-area

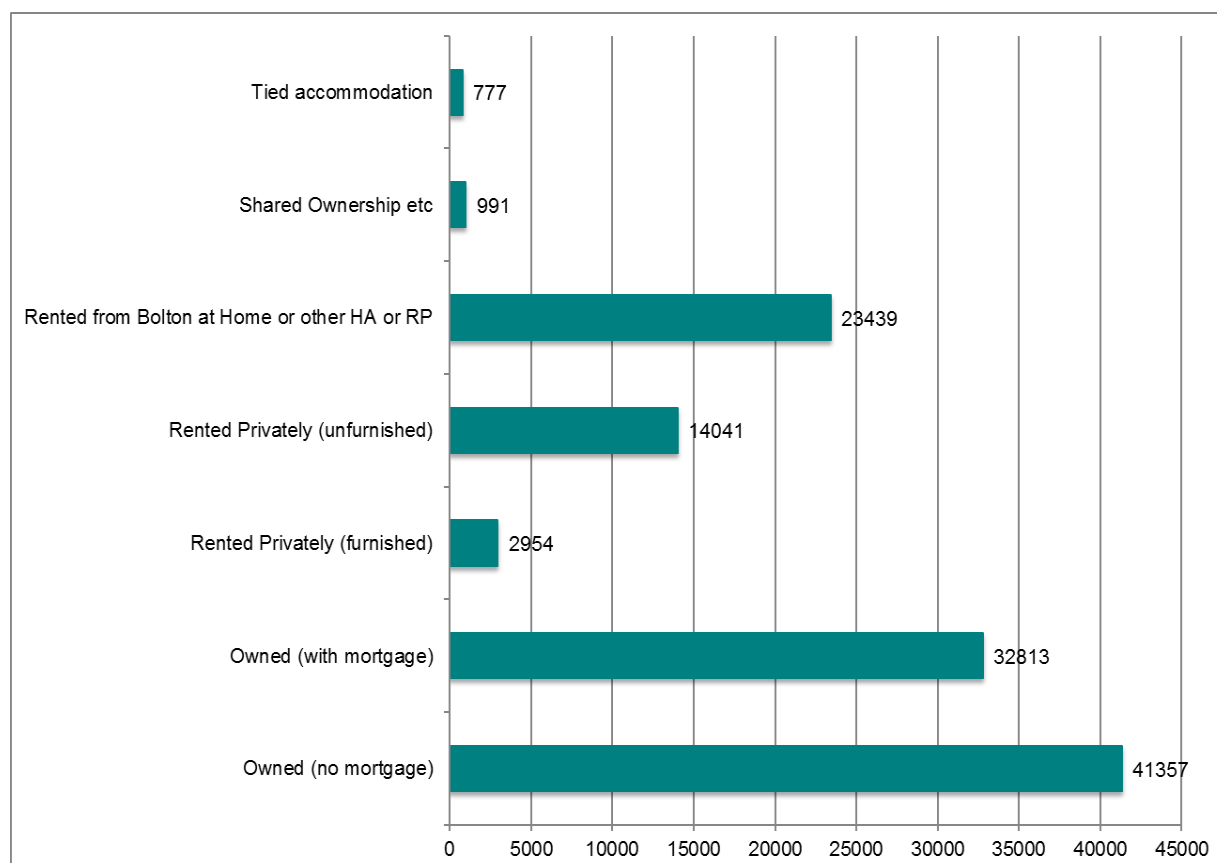
Repair problem	Sub Area %											
	Astley Bridge, Bromley Cross and Harwood	Bolton Town Centre	Deane, Derby, Daubhill and Great Lever	Farnworth with Harper Green	Halliwell and Crompton	Heaton, Lostock and Smithills	Horwich and Blackrod	Little Lever, Darcy Lever and Kearsley	Over Hulton	Tonge and Brightmet	Westhoughton with Chew Moor	Total
Brick / stonework	11.1	4.3	10.4	7.2	12.6	8.9	10.1	9.1	8.0	14.6	11.8	10.7
Roof	11.4	15.0	22.4	14.3	17.4	12.9	13.8	16.7	12.1	13.0	10.1	15.0
Windows	14.0	26.9	24.6	16.8	21.0	10.6	13.7	16.1	13.1	19.7	16.4	17.6
Kitchen	13.1	10.4	11.5	12.9	17.7	10.6	11.0	9.7	8.0	13.6	8.7	12.2
Doors	7.1	9.2	19.1	11.9	13.0	7.1	6.0	11.7	4.1	11.9	8.8	11.1
Bathroom / toilet	13.2	22.3	16.1	14.8	21.9	9.0	7.8	12.5	6.9	9.2	10.9	13.2
Cold/heating problems	6.3	6.7	12.5	5.9	13.4	8.6	5.0	8.0	5.0	7.8	7.7	8.5
Dampness / mould growth	7.4	14.7	19.3	17.9	28.1	6.2	9.6	13.4	7.3	17.1	11.4	14.7
Wiring / electrics	10.0	11.7	12.3	10.3	12.3	4.9	4.1	9.4	4.4	8.9	5.5	9.0
Insulation	6.0	3.1	9.7	5.1	12.5	3.3	1.9	6.6	2.4	2.5	4.1	6.0
Ventilation	1.8	17.7	3.0	3.1	10.1	3.7	4.2	7.4	1.1	4.4	6.1	4.7
Total households	15892	741	18514	11714	12596	9853	11012	10061	1471	13190	11327	116371
% Households with one or more repair problems	40.8	61.1	58.2	51.2	57.0	39.2	39.7	38.9	37.7	52.9	38.9	47.2

Source: 2015 Household Survey

Property tenure

4.11 Based on the findings of the 2015 household tenure profile of the Bolton area is summarised in Figure 4.3. Variations in broad tenure groups by sub-area are summarised in Figure 4.4. Overall, based on the Household Survey evidence, 63.7% of occupied dwellings are owner-occupied, 20.1% are rented from a social housing provider, 15.3% are private rented (including tied accommodation) and 0.9% are intermediate tenure dwellings.

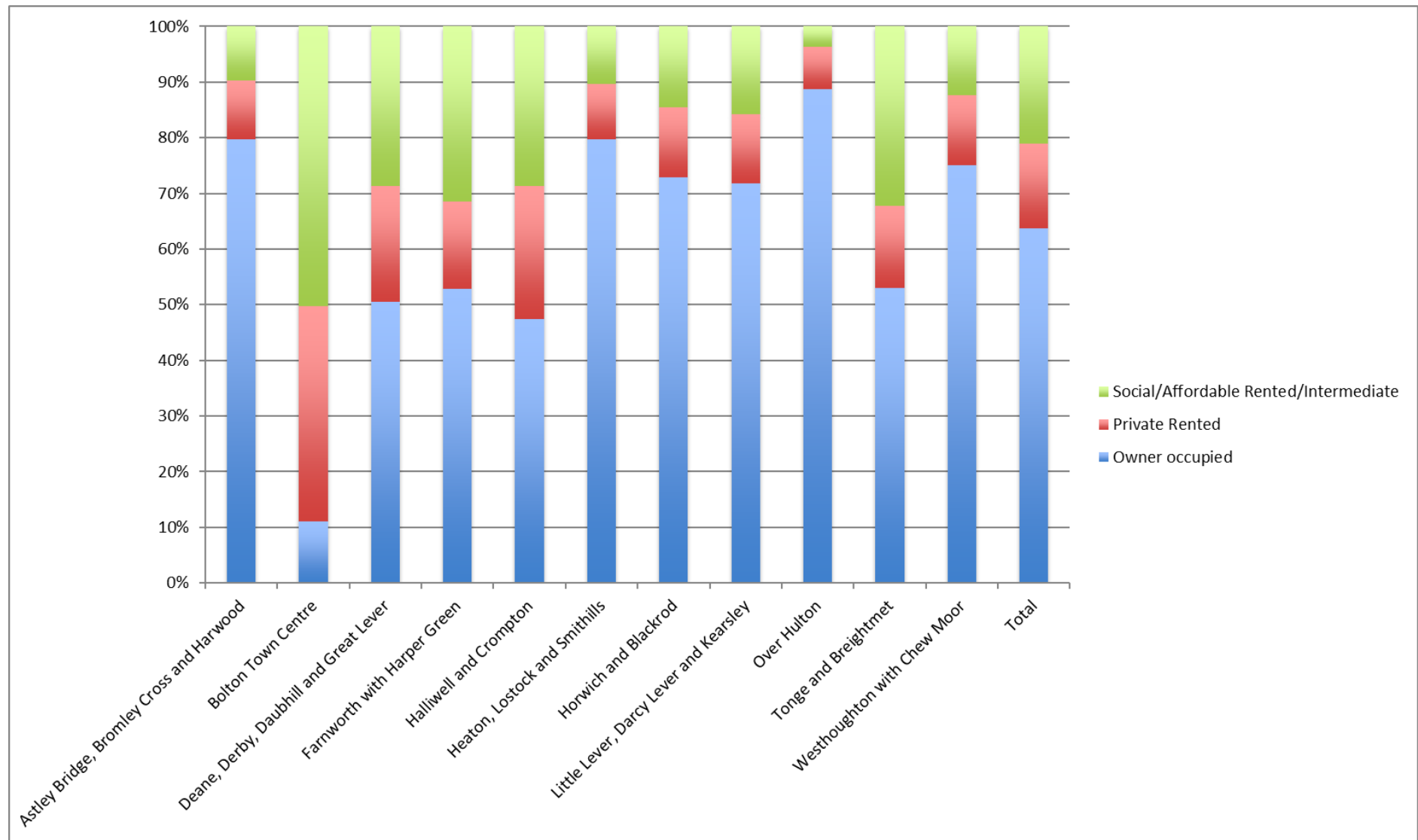
Figure 4.3 Bolton Metropolitan Borough: tenure profile of occupied dwellings



Source: 2015 Household Survey

4.12 The tenure profile varies across Bolton (Figure 4.4). According to the Household Survey, the proportion of owner occupied dwellings is highest in Over Hulton (88.7%), Astley Bridge, Bromley Cross and Harwood (79.7%) and Heaton, Lostock and Smithills (79.6%); private renting in Bolton Town Centre (38.6%) and Halliwell and Crompton (24.0%); and affordable housing in Bolton Town Centre (50.3%), Tonge and Brightmet (32.3%) and Farnworth with Harper Green (31.5%).

Figure 4.4 Bolton tenure profile by sub-area



Source: 2015 Household Survey

Market Overview

- 4.13 arc⁴ approached five estate agents in Bolton Metropolitan Borough and the following four agents agreed to participate in face to face interviews:
- Your Move,
 - Reeds Rains,
 - Bridgfords, and
 - Entwistle Green.
- 4.14 The agents were asked a series of questions to develop an understanding of the current housing market within the Bolton area.
- 4.15 Agents noted that the last two years have seen more positives trends in both the rental and sales markets. They felt that the last year had been particularly positive for the area and said this reflected an increase in the overall confidence in the housing market and the economy. Despite this, the last three to five years have seen a shift towards an increase in demand for rental properties in the area and agents described the rental market as “consistently strong”. The sales market is not categorised by agents as fast paced although most believe the market is showing signs of recovery and feel it is stronger than it has been in previous years.
- 4.16 Although housing market was described as “good” and “moving” all agents identified that the area was still very price sensitive. As a result of the economic challenges, many people were forced to move into rental accommodation agents believe they are therefore far more cautious when considering re-entering the homeowner market. Many do not have suitable funds to return to home ownership whilst others were described as “accustomed to the freedom and security” that is offered by the rental market.
- 4.17 Demand at the lower end of the market is high. Many agents indicated that this might pose a challenge for the area as some stated they did not support DSS applications due to bad experiences in the past. Furthermore, many mortgage agreements will now not allow landlords to let properties to benefit recipients or asylum seekers.
- 4.18 The current demographic make-up within the area is mixed. Historically, it has been a largely localized market with many people seeking property having strong ties to the area and communities. This allowed them a good understanding of the geographic make-up of the area and agents recognised that local people tend to have a good idea of what area they are seeking properties in. However, the last few years has seen an increase in demand from ‘non locals’ who are becoming increasingly attracted to the area due to the ‘value for money’ it offers when compared with the surrounding areas – most noticeably Manchester city centre and as a result of increase in relocators.
- 4.19 The area continues to increase in popularity due to the presence of excellent transportation links to Manchester and the surrounding areas and this has been bolstered by the major investments to transportation links in the area over recent years. Furthermore, good schools, lower property prices and local amenities are also believed to have further contributed to the areas appeal.
- 4.20 Agents highlighted that there has been a significant increase in immigrants moving to the area in order to find work whilst taking advantage of the lower

property prices in the area. Agents noted that demand is particularly high from Eastern European workers. Many move with their families and seek rental accommodation however, noted that some landlords may take advantage of this and provide a substandard service to these tenants. They indicated that this presents a concern if demand from this demographic continues to rise.

- 4.21 Agents suggested that a key driver within the rental market has been the increase in relocators to and from the area. They believe that the presence of a more mobile workforce has greatly impacted demand levels for rented properties. Furthermore, a strong theme from all agents was about the socio-cultural changes in attitudes towards the rental market. Agents felt that this has positively affected the market as many now view families being in rental properties as a 'social norm'. The stigma that may have been associated with rental properties 3-5 years ago is no longer present and subsequently it is attracting a younger generation of renters who are happy to stay in rented accommodation for a longer duration of time.

Owner-occupied sector

- 4.22 The 2015 63.7% (74,170) of households across Bolton are owner-occupiers. 35.5% of all households (41,357) own outright and 28.2% of all households (32,813) have a mortgage.
- 4.23 The Household Survey provides the following information on owner occupied stock:
- Most owner-occupied properties are houses, with 34.6% semi-detached, 31.0% terraced and 21.4% detached; a further 9.0% are bungalows, 3.4% flats/maisonettes and 0.5% other property types;
 - 46.6% of properties have three bedrooms, 29.4% have two bedrooms, 22.5% have four or more bedrooms and 1.5% have one bedroom;
 - Around 21.7% of owner-occupied stock was built pre-1919, 32.9% was built between 1919 and 1964; 25.5% was built between 1965 and 1984 and 19.8% has been built since 1985;
 - 80.6% of owner-occupier households are satisfied or very satisfied with the state of repair in their accommodation, 10.8% are neither satisfied nor dissatisfied and 8.6% expressed degrees of dissatisfaction.
- 4.24 Over the period 2000 to 2014, Land Registry data reveals that lower quartile, median and average house prices across Bolton have increased dramatically. This is summarised in Table 4.6.
- 4.25 It is interesting to note that in 2000, a household income of £8,571 was required for a lower quartile price to be affordable; by 2014 this had increased to £22,286. In comparison, an income of £13,429 was required for a median priced property to be affordable in 2000 compared with £32,500 in 2014. For an average priced property, an income of £17,179 was required in 2000 and this had increased to £38,093 by 2014.

Table 4.6 Lower Quartile, median and average price and income required to be affordable				
Bolton	House Price (£)		Income to be affordable*	
	2000	2014	2000	2014
Lower Quartile	30,000	78,000	£8,571	£22,286
Median	47,000	113,750	£13,429	£32,500
Average	60,126	133,290	£17,179	£38,093

Source: DCLG / Land Registry

*Assuming a 3.5x income multiple

4.26 A range of socio-economic and demographic information on residents has been obtained from the 2015 Household Survey. Some interesting observations relating to owner-occupiers include:

- In terms of household type, 27.6% of owner occupiers are older (60 or over) singles and couples, 18.6% are couples (under 60 with no children), 18.3% are couples with children under 18, 14.8% are singles (under 60), 13.7% are parents with adult children, 2.4% are lone parents with children under 18 and 4.5% are other household types;
- 60.3% of Household Reference People (Heads of Household) living in owner occupied dwellings are in employment and a further 32.4% are wholly retired from work. The proportion retired is considerably higher for outright owners (55.5%);
- 22.5% of owner occupied households receive less than £13,000 gross per year, 31.1% receive between £13,000 and £26,000 per year and 46.3% receive at least £26,000 per year; and
- In terms of length of residency, 45.4% of owner occupiers have lived in the same property for 20 years or more (and the figure is 65.7% for outright owners).

Estate agent views on the owner occupied sector

4.27 All agents advised that the sales market in Bolton had picked up over the last two years and that this was in line with the gradual economic recovery. The consensus amongst agents is that demand in the area is present however; the housing market in Bolton is very price sensitive and that the sales market does not receive as much demand.

4.28 Agents believe that the presence of the Internet has made some sellers unrealistic about the market values. Agents believed another reason buyers were often unrealistic about the value of their properties was that National Averages were not a reflection of the area. On the positive side, Bridgfords did indicate that despite not receiving the housing price increases suggested by the National Averages, Bolton was also not as badly affected when housing prices dropped during the housing crash as some other areas. They argued that this offered homeowners in the area a slightly more stable housing market when compared with National Averages and may have contributed to the some sale of property still taking place during the economic downturn.

- 4.29 The types of properties and locations that are in highest demand were generally very similar in both the rental and sales markets. Agents felt that difficulties obtaining mortgages often acts as a barrier for people who wish to get on to the property ladder in the area. They also noted that families and first time buyers are always looking for properties in North Bolton due to its reputation and image, excellent schooling and good transportation links.
- 4.30 Families are the most active within the sales market. New build properties in the area are considered very desirable and agents usually receive the highest interest in new build properties over others that come on to the market. Good family homes with 3+ bed rooms can sell within a matter of months and agents recognized that as the market has picked up, offers are becoming more in line with asking prices which they deem as a positive trend.
- 4.31 Agents strongly believed the value for money and affordability for homeowners made Bolton significantly more desirable when compared to the surrounding areas. Agents felt that most people who seek to purchase property in the area tend to be local and indicated that those who are not from the area tend to prefer rental properties and are less likely to commit to buying a home in the area. However, agents noted that as the economic recovery continues, demand from non-locals for property to buy is beginning to increase.
- 4.32 Despite improvements in the market, agents believe the housing crash continues to make many people more cautious with their attitude towards investments in property. Surveyors reports can often put people off a property even if what is reported is normal, agents felt this was simply a reflection of the hesitation still present. They also highlighted schools are typically the biggest considerations for family buyers. Limited demand is present from the elderly market however, those who do tend to seek smaller and newer properties closer to the town centre as this allows them to remain independent whilst agents felt they saw the newer properties as 'less maintenance'.
- 4.33 The first time buyer market has slowly picked up when compared with 3-5 years ago however it still remains a problem. Demand for homes amongst this demographic is good but many consider themselves 'stuck' in rented accommodation due to the challenges they face in obtaining mortgages. First time buyers who are able to purchase properties are now considerably older than they would have been 5 years ago. Agents believed this was simply because it took them significantly long to save for deposits as many pay for rented accommodation until they are able to buy. Agents felt that support for this demographic is essential and 'help to buy' schemes have worked well in the past however, that more need to be offered as demand in the area for these products is strong.
- 4.34 arc4 has identified the current market demand in Bolton, summarised as follows:
- Demand for housing in the area is focused towards the family market;
 - The rental market typically performs strongest in the area and demand for property is consistently high;
 - The sales market has picked up over recent years and confidence within the market is believed to be growing;

- Three-bedroom family homes with gardens and parking are the highest in demand;
- The area has a strong investor market due to high rental yields available in the area;
- Demand for high-end rental property continues to rise in the area.

Stakeholder views on new housing provision

- 4.35 The consensus amongst stakeholders was that not enough new build development was taking place within Bolton and some raised concerns that of the new build accommodation, too much is focused towards the student market. Stakeholders identified a number of larger private sector sites that are being developed and they felt that those located on the outskirts of the Borough such as Horwich have proved popular. However, the general view was that significantly less was being built when compared to other Local Authorities and that this is reflected in the low levels of Council delivery numbers present.
- 4.36 Stakeholders felt that affordability was a problem in the area and that some development of affordable housing was taking place. A number were currently developing affordable homes and most indicated that they remain committed to building affordable accommodation where it is a viable opportunity for them in the future. Stakeholders felt that a range of housing was needed across the Borough however, any areas close to local amenities, road links and schools are key areas for development. Farnworth, Horwich and Westhoughton were identified as specific areas of interest for any future development within the Borough whilst many felt that a greater focus should be placed on the development of brownfield sites to avoid stagnation within these areas.
- 4.37 Stakeholders believe that the demand for new housing provision will increase in the future however, most recognised that based on the low levels of new build development taking place and that is being shown within council housing delivery numbers, meeting this demand may prove challenging. One stakeholder noted that it was unlikely that any increases to demand would trigger a rise in house prices and most felt that the market would remain focused around 2/3 and 4/5 bed family homes in terms of the types of properties most in demand.
- 4.38 Historical connections, local interest and knowledge and meeting the demands of the local community were all noted as key drivers amongst those who wanted to continue to develop in Bolton. Of those who were holding land locally, informal and formal greenspaces and brownfield sites were being held.
- 4.39 The main barriers identified by all respondents were clear. These included, restrictions with planning and planning policies, viability, site availability and funding.
- 4.40 Stakeholders were asked what locations of the borough should be prioritised for housing growth. Most felt that a range of different types of housing was needed all over Bolton however, additional views were provided as to where new housing should be built including:
- Specific focus should be placed on areas with good outward transport links, access to local amenities and schools;

- A greater focus on brown field sites to avoid these areas becoming stagnant;
 - Additional development in the more desirable areas which were recognised as Farnworth, Horwich, Westhoughton and Heaton.
- 4.41 The general view was that demand for new housing came from an increasingly mixed demographic that is mainly localised however, some respondents felt that demand from non-locals is also increasing. Although the demand profile is now mixed, many respondents still feel the demand present still centres around family demand followed by single people and the elderly.
- 4.42 Asked to identify what types of housing they thought should be built, the general view was that a broad range of new housing is required in Bolton to meet a spectrum of needs and demands. The more specific feedback included:
- A focus on affordable two/three and four-bedroom family homes;
 - Bungalows; and
 - Smaller units of affordable housing to accommodate the growth in single-person households and to provide those affected by the ‘bedroom tax’.
- 4.43 However, it should be noted that demand for smaller one-bedroom apartment units created divided opinion amongst respondents. Some recognised the importance of this accommodation to cater for single people and those affected by the implementation of the bedroom tax whilst others felt that demand for this dwelling was low and a greater emphasis should be placed on homes due to the demand being higher.
- 4.44 In relation to Black and Minority Ethnic (BAME) households, very little feedback was given in terms of demand levels and market trends. Although one stakeholder did indicate that the size of BME households is increasing and this may therefore affect the type of housing required amongst this demographic.
- 4.45 In terms of the key messages for the SHMA in respect of new housing provision in Bolton, respondents made the following points:
- Clearer identification and communication of local housing needs both now and in future;
 - An increased availability of land;
 - More realistic views on the viability and delivery of schemes; and
 - Quicker planning processes.

Private rented sector

- 4.46 Nationally, the private rented sector has established itself as an important dimension of the housing market to complement owner occupation and social renting. The sector plays a major role in facilitating labour mobility. The sector is diverse in terms of the range of households it accommodates and the types of properties available.
- 4.47 arc⁴ carried out a detailed review of the private rented sector in Bolton in 2014 which provided detailed information about the private rented market in Bolton since 2010. At the 2011 Census, 15.3% of households were renting privately,

ranking the borough at 180 out of 326 local authorities. The higher proportion of social renting means it has occupied part of the niche the other two forms of tenure usually occupy. The private rented sector in Bolton is highly concentrated with 46% of the stock being located in six wards, clustered around the core of Bolton.

- 4.48 There are two types of market – a low price market around Bolton’s core characterised by younger people in low status occupations and the better remunerated tenants in peripheral wards, especially Bradshaw, Heaton and Lostock, Westhoughton North and Chew Moor and Bromley Cross. There are small but significant proportions of student households, at around 5%, in Great Lever, Halliwell and Rumworth.
- 4.49 According to agents, there is significant demand for properties in lower value areas and for properties within Local housing Allowance levels. The sector is very diverse within the inner core; in Rumworth white households are in a minority. This is in part due to big Asian participation and possibly some students. The rental market is buoyant and although relatively stable now in terms of new numbers on the market, has been growing over recent years. A number of markets have low turnover/activity such as Rumworth, which suggests households remain in their homes for a longer time than other areas.
- 4.50 The rent level increases in many of the markets are quite low but in others more buoyant which suggests that this is a market to cherry pick from carefully as an investor.
- 4.51 Without additional supply of properties within Local Housing Allowance, it is likely that there will be limited choices and geographies for households dependent on local housing allowance. It is likely to worsen as local housing allowance is limited further through new government policy. Overall, the sector is low income and so the impact of welfare reforms will be significant. This may mean that:
- Landlords leave the sector by choice or be forced if their properties are repossessed;
 - Tenants may face illegal evictions;
 - Homelessness presentations may increase;
 - Landlords may be unable to afford to maintain their properties;
 - There may be increased exported costs as a result of poor health and injury in the private rented sector as homes are not maintained and/or tenants cannot afford to heat them etc. This will impact on regional and local support services; and
 - The potential polarisation of the private rented sector into very poor quality and good quality, lower and higher rent levels.
- 4.52 Whilst the majority of the sector is concentrated around the core of Bolton which limits the overall locational offer in Bolton, the property offer is also very much focused around smaller properties with 54.3% of properties coming onto the market being two bed. By comparison, there are very few smaller or larger properties. This property offer is likely to create shortages of property for households affected by the shared room rate or looking for smaller

- accommodation and also limit options for growing families reliant on the private rented sector.
- 4.53 Whilst the rental figures do not suggest a very buoyant market (static rents), the average time it took to let property in Bolton has reduced by 58.4% over the past four years. This would suggest that there has been an increased demand for properties in the private rented sector over the past few years and reflects the growth in the market.
- 4.54 The figures illustrate potential to invest and recoup reasonable yields. The average is 5.3 and these are based on averages and more specific analysis to consider individual property types is likely to illustrate much higher yields in specific locations.
- 4.55 We are seeing three potential types of markets:
- Markets where there are relatively buoyant sales (over 2% pa) but low percentages of private rented properties. Here we assume that properties are primarily being sold to owner occupied markets but there has been some growth in the private rented sector. These would include Astley Bridge, Bradshaw, Bromley Cross, Heaton and Lostock and Westhoughton North and Chew Moor;
 - Relatively buoyant sales markets (over 2% pa) with corresponding high private rented sectors or experienced high growth, potentially illustrating strong investor markets. This would include Crompton, Greater Lever, Horwich and Blackrod and Smithills; and
 - Slow sales markets but high levels of private rented housing, where potentially owner occupied properties are being converted to the private rented sector or the sector is already well established. This includes Farnworth, Halliwell, Kearsley, Rumworth and Tonge with the Haulgh.
- 4.56 The Bolton private rented market has a large concentration of poor quality stock, at times quite overcrowded, particularly in the inner core of Bolton. There are strong levels of unemployment in the sector and very high economic inactivity rates. There are some areas of higher status PRS to the North around Bradshaw and Bromley Cross and to the west at Horwich and Westhoughton. There are opportunities in this market but it requires careful market analysis to make sound investments.
- 4.57 The 2015 Household Survey indicates that the private rented sector accommodates around 15.3% (17,772) of households across Bolton. Of these households, 14,041 rent unfurnished properties, 2,954 rent furnished accommodation and 777 rent with their job (tied accommodation). Table 4.7 summarises the number of private rented dwellings by sub-area and indicates that 21.7% of all private rented dwellings are in Deane, Derby, Daubhill and Great Lever, 17.0% in Halliwell and Crompton and 11.0% in Tonge and Brightmet.

Table 4.7 Profile of private rented sector in Bolton

Sub Area	Tenure						Total	
	Rented Privately (furnished)		Rented Privately (unfurnished)		Tied accommodation			
	Count	% of PRS	Count	% of PRS	Count	% of PRS	Count	% of PRS
Astley Bridge, Bromley Cross and Harwood	368	2.1	1307	7.4	0	0.0	1675	9.4
Bolton Town Centre	34	0.2	252	1.4	0	0.0	286	1.6
Deane, Derby, Daubhill and Great Lever	1027	5.8	2824	15.9	0	0.0	3851	21.7
Farnworth with Harper Green	163	0.9	1421	8.0	237	1.3	1821	10.2
Halliwell and Crompton	534	3.0	2488	14.0	0	0.0	3022	17.0
Heaton, Lostock and Smithills	175	1.0	728	4.1	88	0.5	991	5.6
Horwich and Blackrod	94	0.5	1099	6.2	189	1.1	1382	7.8
Little Lever, Darcy Lever and Kearsley	363	2.0	893	5.0	0	0.0	1256	7.1
Over Hulton	7	0.0	95	0.5	11	0.1	113	0.6
Tonge and Brightmet	135	0.8	1820	10.2	0	0.0	1955	11.0
Westhoughton with Chew Moor	54	0.3	1114	6.3	252	1.4	1420	8.0
Bolton Total	2954	16.6	14041	79.0	777	4.4	17772	100.0

Source: 2015 Household Survey

- 4.58 The Household Survey found that most private rented properties (62.7%) are houses (of which 40.8% are terraced, 17.0% are semi-detached and 4.9% are detached); a further 32.1% are flats/maisonettes and 5.2% are bungalows. 13.4% of privately rented properties have one bedroom/bedsit, 59.6% have two bedrooms, 22.4% have three bedrooms and 4.5% have four or more bedrooms.
- 4.59 The characteristics of tenants are diverse and the Household Survey revealed that in particular the private rented sector accommodates singles under 60 (34.5%), younger couples (no children) (22.4%), lone parents with children under 18 (14.5%), couples with children under 18 (11.1%), older singles and couples (9.7%), parents with adult children (4.2%) and other household types (3.7%).
- 4.60 33.9% of private renting households have lived in their accommodation for less than two years.
- 4.61 In terms of income, the Household Survey found that 51.1% of privately renting households receive less than £13,000 gross per year, 29.0% receive between £13,000 and £26,000 per year and 19.9% receive at least £26,000 per year, indicating that the private rented sector tends to accommodate lower income households.
- 4.62 54.5% of Household Reference People (Heads of Household) living in private rented accommodation are employed, 15.4% are permanently sick/disabled and 12.5% are unemployed, 9.8% are wholly retired from work and 3.4% are carers or looking after the home.

Estate and letting agent views on the private rented sector

- 4.63 Estate and letting agents considered that the last three to five years has seen an increase in demand for rental properties within the Bolton area. Agents noted that this is now the more dominate market within the area and believe that a mobile workforce and a change in attitude towards the rental market are the biggest factors driving this.
- 4.64 The area has seen a number of homeowners returning to the rental market due to the recession that left them unable to keep up with mortgage repayments. Others have simply decided to free up equity that may be tied in their current home. Agents suggested that this was a growing trend within the area and as a direct result of the economic downturn they stated that locals are now opting to rent properties obtain a better quality and/or suitable home for them and their families. Many prefer this option is they no longer have the responsibilities for repairs and problems with the property however, most would prefer to be in homeownership if this were a viable financial option for them.
- 4.65 Family homes are the highest in demand and agents felt that young working professionals and small families are generally the most active within the market. The number of skilled professionals seeking rental properties has also increased. Agents believe the varying demand profiles is partly due to changes perception of rented accommodation when compared to 5 years ago. This change in perception of the rental market has made it more appealing for families who wish to upgrade their properties but are unable to do so due to them not being able to obtain bigger mortgages. Skilled professionals are often on temporary or fixed term contracts and therefore place preference on rental

- properties in the area until they obtain more permanent positions that will often encourage them to commit to buying a property.
- 4.66 The elderly are thought to be the least active in the rental market with most preferring to own their own property. Agents noted that most elderly people have been in their home for a longer period of time and are less concerned with moving unless they need to due to health or family reasons.
- 4.67 Demand for high-end rental properties in the area is high and increasing. Agents felt that this was a reflection of the downturn in the market that has left many cautious to buy more expensive property due to fears they will then not be able to sell them. These properties are usually let to families who are seeking larger 4+ bedroom properties and agents noted most had previously owned their own home. These properties are popular amongst families who will often stay for a longer tenancy whilst their children attend the local schools. Agents also noted that an increasing number of contract workers seek these properties as relocation packages are sometimes given.
- 4.68 Agents believe there is a lack of supply for 'good' rental properties. They noted that particularly towards the lower end of the market the standard of properties is mixed. As a result, despite the high demand for rental property within the area, some properties still present a challenge.
- 4.69 Relocators are increasingly moving to the area from the South and overseas for work and to take advantage of the lower cost of living. Equally, excellent transportation links to the surrounding areas and the presence of many large companies in the North West have made the area a desirable location for young working professionals. Many workers will now moving to the area on a long-term contracts and this is providing a boost to the rental market. Agents highlighted that a large number of workers are traveling from the South to the area and employers are now offering relocation packages to fund this.
- 4.70 All agents recognized that tenants now stay in the same property longer than they would 3-5 years ago and are much more specific about what they are looking for. Agents indicated that most leases are minimum of 6-12 months however; they recognized that many decide stay in rented accommodation for between 1-3 years. Some use this time to save for deposits whilst others have decided to rent in order to accommodate their growing families' if they not can't afford to buy a bigger property.
- 4.71 Agents indicated that the rental market is much more fluid, mainly because it was considered less of a commitment. They felt that this was particularly appealing for younger people and suggested that the economic instability over recent years had contributed to this market being more mobile and 'happy to follow where work is' than previous generations.
- 4.72 Concerns were raised by agents that many people were at risk of becoming 'trapped' in the rental market, most noticeably younger people. They believed that changes to cultural perceptions and stereotypes about the rental market are greatly influencing this. It is believed that younger generations now hold a much more positive view of rental properties combined and when this is combined with the financial challenges presented when seeking homeownership it is putting many people off. Agents felt that if this trend continues, it may create problems in the future if people do not wish to or cannot afford to buy property.

- 4.73 All agents felt that renters savvier than they have been previously. Many believe that because they are staying in properties longer, they are much more concerned about the aesthetic nature of a property and are far more aware of their rights. Agents recognised that the standard of properties on offer in Bolton is very mixed however, they did highlight that ex-council properties were often viewed in as undesirable partly due to the quality and partly due to perception of the areas in which they were located.
- 4.74 Despite this, the market in the area is considered fast paced and those seeking property must act quickly if they see a property that is of interest. Most properties receive several applications with many landlords operating on a first come first served basis. However, thorough checks are carried out on all tenants and this can often affect the application process.
- 4.75 Agents recognised that tenants seeking property towards the lower end of the market often require part furnished properties. However, generally speaking, unfurnished properties are in most demand (particularly towards the higher end of the market). Agents felt that stricter legislation for landlords towards furnishing homes now put many landlords off furnishing properties. They also suggested that in the current market, furnished properties now only add around £50 per month to the overall rental value. Most landlords have to change the furniture at the end of each tenancy due to the longer tenancies and therefore do not view this as a commercially viable option. Others suggested the demographic of the rented sector meant previous homeowners that were downsizing already had furniture and wanted to create a ‘familiar’ feel to their property with a personal touch. Young professionals appear to be investing the money they would have previously used for a deposit for furniture enabling them to furnish their own properties when they have saved up their deposits.
- 4.76 Properties in highest demand included two and three-bedroom terraced or semi-detached houses. New builds with gardens and parking are considered highly desirable however, despite recent developments in the area, it would appear there is a lack of ‘quality’ new builds and it is putting renters off. Agents noted that the market offers a selection of renovated two/three-bedroom terraced properties which were not considered as desirable as the new builds and usually appealed most to those seeking property at the lower end of the rental market.
- 4.77 Modern family homes with three or more bedrooms, parking and gardens were considered most popular for families, whilst young professionals prefer modern flats/apartments or smaller terraced properties usually with no more than two bedrooms. Properties that allow pets are also considered more desirable and tend to let quicker than those that do not.
- 4.78 The most desirable areas were identified as North Bolton including; Bromley Cross, Bradshaw and Harwood although agents noted that young professionals and social housing benefit recipients were less concerned by location and more affected by the property aesthetics.
- 4.79 Agents suggested that due to the varied pricing structure across Bolton, average market rental values were difficult to specify - however were able to give a general guide to prices in the area:
- 1 /2 Bed Flat or Apartment – £450-£500

- 2 Bed Terraced (No Parking/Gardens) - £500 - £550
- 3 Bed Semi Detached House (Parking and Gardens) - £600 - £750
- 4 + Bed Family Home - £850 +

4.80 Landlords are divided in to two key areas:

- Local Investors – Who seek 2/3 bed terraced housing in need of general cosmetic work that fall under the level of stamp duty. Agents believed investors are mixed; some are from the area and often hold a background within the building trade. Thus, they have a good understanding of the housing market in the area and are able to complete any work needed on the properties themselves. Whilst others are based down south yet seek property due to the cheaper property prices and high demand levels present. Agents felt that properties in the area offered a great investment opportunity as properties presented excellent yields, only required a small amount of renovation work and demand is consistent.
- Forced landlords - All agents noted an increase in ‘forced landlords’ as a significant trend over recent years. Many homeowners will now choose to rent their property in order for them to move on. This is partly due to high levels of demand in the area however, Agents noted that this was common when owners had found a new property and were concerned that it would go off the market if they waited to sell their own prior to purchase. They indicated agents often managed these properties whereas investors usually prefer to manage properties themselves.

Stakeholder views on the private rented sector

- 4.81 The majority of stakeholders who commented on the issue of the size of the private rented sector were unsure that it was suitable to cater to the demand present. Some felt that it was just right however one respondent believed that there was an in-balance in type of housing available. Another noted that due to the increasing rent levels, it was likely that demand was exceeding supply.
- 4.82 Stakeholders were asked their views on the type and condition of the available housing stock. The consensus was that the local PRS market is focused around lower end properties that are in poor condition. Stakeholders felt that the market is dominated by landlords who are not committed to offering a high quality service to tenants and also noted an increase in homeowners who are unable to sell their homes opting to rent these out whilst they wait for the market to improve and/or find a buyer.
- 4.83 The general focus of the private rented sector is now more mixed and broadly spread across the Borough than ever before however, the core of the offer is thought to be located around the periphery of the town centre. Concerns were raised towards the clusters of HMO’s and student accommodation in this area as one stakeholder believed these were unpopular and often unoccupied. Lostock and Heaton were identified as the areas of low demand and respondents felt that affordability had the biggest impact on demand.
- 4.84 Low-income households, single people, families and students were all mentioned as the key households that seek private rented accommodation. Feedback on the stock condition within the area was limited however, of those

who did respond the consensus was that the stock condition is generally poor. One stakeholder felt that “Crescent Road is a prime example of this”.

- 4.85 Feedback about the role of buy-to-let within the local market was very limited with most stakeholders suggesting they did not know much about its relevance or impact within the current market. Of the limited feedback obtained, respondents felt that the buy-to-let market was most greatly influenced by student opportunities in the town centre whilst another felt that there was high demand for buy-to-let properties.
- 4.86 When asked about the impact of changes in the economy and welfare on the sector the majority of stakeholders indicated that they “didn’t know” what impact this has had. Of the feedback received, the view was that the changes had resulted in an increase in rental requirements within the area and more shared housing is being provided based on single room allowances.
- 4.87 No feedback was provided towards the level of movement between tenures and the factors the influence this or the demand levels present from ethnic minorities.
- 4.88 In terms of key strategic messages about the sector to be identified in the HNA, stakeholders identified the following:
- The level of supply should be aligned with the housing needs present within the area;
 - Improving the quality of properties and monitoring standards in the PRS;
 - Reduce the amount of student accommodation present within the market;
 - Offer greater support to tenants who struggle to manage rent repayments by offering financial management support; and
 - Provide more help for landlords at the lower end of the market allowing them to offer better quality accommodation by assisting with repairs and property improvements.

Affordable sector

- 4.89 The 2015 Household Survey found that there are around 24,430 households who live in an affordable (social rented or shared ownership) property across Bolton, accounting for 21.0% of all occupied dwellings. Of these, 23,439 households live in accommodation rented from Bolton at Home or another Housing Association or Registered Provider and 991 live in shared ownership properties (intermediate tenure).
- 4.90 The Household Survey identified that houses account for 47.1% of occupied affordable accommodation (24.4% terraced, 20.4% semi-detached and 2.3% detached), 39.9% are flats/maisonettes, 11.9% are bungalows and 1.1% other types of housing. Affordable dwellings tend to have one/bedsit (38.0%), two (33.7%) or three (26.7%) bedrooms, with a further 1.6% having four or more bedrooms.
- 4.91 The Household Survey found that 35.7% of households living in affordable dwellings are singles under 60, 27.6% are older singles and couples, 11.1% are couples with children under 18, 8.0% are couples/lone parents with adult

children, 6.6% are lone parents with children under 18, 6.5% are couples with no children and 4.5% are other household types.

- 4.92 31.1% of Household Reference People living in affordable housing are in employment. A further 26.4% are wholly retired from work, 26.2% are permanently sick/disabled, 9.3% are unemployed and 6.0% look after the home/are caring for someone.
- 4.93 Incomes are generally low, with 66.6% receiving an income of less than £13,000 gross per year and 36.2% receiving less than £7,800 gross per year.

Stakeholder views on affordable housing

- 4.94 When asked if they thought affordability was an issue in Bolton all respondents agreed that it was. The general view was that due to low incomes in the area access to private rented or purchase options was simply unattainable for some. As a result, any affordable new build scheme attracts significant interest. Some felt this was a problem across all areas of the Borough as although lower prices may be offered, the suitability of these properties was deemed as questionable. Feedback on the characteristics of those moving in and out of stakeholders properties was limited however, first time buyers, low income households were highlighted as the most active.
- 4.95 Few stakeholders commented on whether the Decent Homes Standard had been met within the Borough's affordable housing stock. Of those who did, the majority were unsure as to whether this had been met amongst their stock and only one respondent noted that it had been achieved. The stakeholder survey included a range of affordable housing providers from across the city offering a mix of dwelling types including 3 bed family homes, bungalows and 1-bed flats. The respondents who were developing new affordable housing in Bolton were mainly offering properties for affordable or social rent however, some were interested in developing other affordable products within the market.
- 4.96 Demand is focused around family housing with three-bedroom houses noted as particularly desirable. Two-bedroom family homes and one-bedroom properties are also proving popular due to the impact of the bedroom tax and affordability.
- 4.97 Stakeholders were asked if they are currently developing affordable home ownership products within Bolton and very limited feedback was given. One stakeholder noted that they were developing affordable home ownership products and stated that these were popular to all demographics including; singles, couples, families, divorcees and first time buyers. Another who was not developing any products believed that shared equity products are a preference over shared ownership. They felt that this was because it enables buyers to access preferential mortgage rates with less deposit.
- 4.98 Stakeholders believe that the location of a property is key and has the greatest impact on its desirability. Brightmet and Farnworth were highlighted as areas of low demand with one stakeholder indicating that this was in part due to the impact of the bedroom tax. Stakeholders felt that low demand levels are common where there is a high concentration of stock and many two-bedroom flats are proving challenging to let due to welfare reform.
- 4.99 Some thought anti-social behaviour was a problem in the area however; the consensus amongst stakeholders was that this is moderate and generally

focused towards key pockets within the Borough. Some were of the view that this reflects the socio-economic challenges faced within these areas as anti-social behaviour can often be seen around studios or one-bedroom flats and is usually linked to the consumption of alcohol.

- 4.100 Of the limited responses offered, stakeholders working within the affordable housing sector reported high levels of customer satisfaction.
- 4.101 Stakeholders felt that household size amongst BAME communities is higher and therefore larger homes tend to prove more popular amongst this demographic. One stakeholder suggested this was due to co-habiting required in certain areas and felt that some new housing supply is needed to meet this demand. Another advised that they encourage BAME families to apply to the Housing Register so demand can be clearly identified and appropriate can be provided via s.106 agreements.
- 4.102 In terms of key messages for the HNA in respect of affordable housing, stakeholders identified the following:
- A general feeling that more affordable housing should be built across the Borough;
 - A greater emphasis should be placed on understanding current demand needs and how these needs are likely to change in the future; and
 - The need to develop an increased understanding of how welfare reforms have impacted demand and need within the area.

Self-build

- 4.103 The NPPF (paragraph 021, Reference ID 2a-021-20150326) states 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
- 4.104 The 2015 Household Survey identified 235 households who would be interested in self-build (although none expected to move to a self-build property). The Household Survey identified that households considering self-build:
- Were mainly private sector households (40.2% private renters, 30.5% owner occupiers and 29.3% social renters ;
 - 40.2% were single people under 65, 29.3% were couples with children, 9.6% were older couples and 20.9% were other types of household;
 - incomes were polarised, with 84% having an income of less than £15,600 and 16% having an income of more than £49,400;
 - Wanted to move to a property suitable for an older person (68.8%) and wanting to buy (31.3%);
 - Mainly aspired towards a smaller dwelling with one or two bedrooms (90.4%) and 9.6% a three bedroom dwelling.

Starter Homes

- 4.105 The Government has introduced the concept of Starter Homes to help meet the housing needs of young first time buyers by offering properties to buy at below their open market value. The NPPF (paragraph 002, Reference ID 55-002-20150318) outlines the key characteristics of starter homes. They are to be well-designed and suitable for young first time buyers (under 40 years of age). They are not expected to be priced after the discount significantly more than the average price paid by a first time buyer. This means the discounted price should be no more than £250,000 outside London.
- 4.106 The household survey identifies a total of 9,732 households who have a household reference person aged under 40 and currently not living in owner occupation. Of these households, 56.7% rent privately and 43.2% live in affordable housing (most rent from a social landlord and 1.9% live in intermediate tenure dwellings).
- 4.107 Of households eligible for Starter Homes, 69.1% would like to own their home and 54.8% expect to be able to do so. Currently, 24.9% have no deposit, 65.8% have up to £15,000 deposit and 9.3% have more than £15,000 deposit.
- 4.108 Table 4.12 indicates that a starter home price would be around £91,000 based on a 20% discount on the Borough median house price. However, prices vary within the Borough, with the lowest price based on 20% below median price of £47,960 in Bolton Town Centre to £136,000 in Over Hulton.
- 4.109 A comparative analysis of the household incomes of the under 40 cohort not living in owner occupation and indicative starter home prices suggests that at Borough level, 37.6% of households could afford Starter Homes which equates to around 3,660 households.

Executive housing

- 4.110 Although it is difficult to define executive housing, distinctive features include:
- High property values linked to desirable locations, with high incomes/ equity required to support the purchase; and
 - High quality construction including exterior and interior fittings.
- 4.111 This HNA has sought to investigate the requirements for executive housing through a review of existing provision, stakeholder discussions and analysis of Household Survey evidence. Overall, in Bolton, executive housing provision will have a role in response to the need for diversification and expansion of the sub-regional economy and in contributing towards achieving wider population and economic growth objectives for the Region.
- 4.112 Stakeholders highlighted a need for additional executive housing in Bolton.
- 4.113 The Household Survey can be used to explore the housing options being considered by higher income groups (with a weekly income of at least £950). Although the executive housing market is a niche market, reviewing the housing aspirations of high income groups is an appropriate way of investigating the potential demand for executive housing.

4.114 The 2015 Household Survey identifies 12,908 households with an income of at least £49,400 per annum (£950 each week). Of these households, 3,954 are intending to move in the next five years. Of this group of high income households, a majority (53.9%) stated a first preference location within Bolton (particularly Heaton, Lostock and Smithills sub-area, mentioned by 22.1% of respondents). Outside of Bolton, 5.5% stated elsewhere in Greater Manchester, 19.0% elsewhere in the North West, 18.5% elsewhere in the UK and 3.1% abroad.

4.115 In terms of dwelling preferences indicated in the Household Survey, likes and expectations are summarised in Table 4.8. This indicates strongest aspiration towards detached houses with three or four bedrooms; this is broadly in line with what households expect to move to, although more expect to move into terraced properties and flats than would choose to.

Table 4.8 High income household dwelling aspirations and expectations							
Like/Aspiration							
No. Beds	Property type (Table %)						Total
	Detached house	Semi-detached house	Terraced house	Flat	Bungalow	Other	
Two	1.5	6.7	0.0	1.8	3.0	3.3	16.3
Three	20.6	10.5	1.6	0.1	8.8	0.6	42.2
Four	29.7	0.1	0.0	0.0	0.0	1.5	31.3
Five or more	10.2	0.0	0.0	0.0	0.0	0.0	10.2
Total	62.0	17.4	1.6	1.9	11.8	5.4	100.0
Expectation							
No. Beds	Property type (Table %)						Total
	Detached house	Semi-detached house	Terraced house	Flat	Bungalow	Other	
Two	1.5	0.0	9.0	1.8	3.9	0.0	16.2
Three	25.7	10.5	1.7	1.6	4.4	0.0	43.9
Four	26.0	10.3	0.0	0.0	0.0	0.0	36.3
Five or more	3.7	0.0	0.0	0.0	0.0	0.0	3.7
Total	56.8	20.8	10.7	3.4	8.3	0.0	100.0

Base: 3,954 households with an income of more than £950 planning to move in next 5 years

Source: 2015 Household Survey

Relative affordability of housing options

4.116 The relative cost of alternative housing options across Bolton and by sub-area is explored in Table 4.9. This includes affordable and market rent options, owner occupation and intermediate tenure options, as well as starter homes.

4.117 Table 4.10 shows the income required for alternative tenure options to be affordable by sub-area. Assumptions underpinning these calculations are clearly stated.

4.118 Table 4.11 presents the assumptions underpinning the analysis.

Table 4.9 Cost of alternative tenure options by sub-area

Tenure option	Monthly Rent / Total House price							Base Date	Source
	Astley Bridge, Bromley Cross and Harwood	Bolton Town Centre	Deane, Derby, Daubhill and Great Lever	Farnworth with Harper Green	Halliwell and Crompton	Heaton, Lostock and Smithills			
Social rent	£341	£341	£341	£341	£341	£341	2015	CLG	
Affordable rent	£482	£361	£368	£372	£354	£604	2015	See notes	
Market Rent - LQ	£494	£399	£399	£399	£397	£494	2014	Zoopla rents	
Market Rent - Median	£550	£451	£451	£451	£433	£624	2014	Zoopla rents	
Market Rent - Average	£603	£451	£460	£465	£443	£755	2014	Zoopla rents	
Market Sale - LQ	£117,000	£49,950	£62,500	£62,000	£60,000	£111,700	2014	Land Registry	
Market Sale - Median	£149,950	£59,950	£81,000	£77,000	£78,250	£167,500	2014	Land Registry	
Market Sale - Average	£166,057	£59,775	£91,374	£83,727	£94,702	£220,083	2014	Land Registry	
Starter Home	£119,960	£47,960	£64,800	£61,600	£62,600	£134,000	2015	See notes	
Shared ownership (full equity)	£149,950	£59,950	£81,000	£77,000	£78,250	£167,500	2015	See notes	
Help to buy (full equity)	£149,950	£59,950	£81,000	£77,000	£78,250	£167,500	2015	See notes	

Tenure option	Monthly Rent / Total House price						Base Date	Source
	Horwich and Blackrod	Little Lever, Darcy Lever and Kearsley	Over Hulton	Tonge and Brightmet	Westhoughton with Chew Moor	Total		
Social rent	£341	£341	£341	£341	£341	£341	2015	CLG
Affordable rent	£432	£405	£717	£344	£448	£412	2015	See notes
Market Rent - LQ	£451	£425	£498	£351	£477	£425	2014	Zoopla rents
Market Rent - Median	£498	£494	£650	£425	£524	£477	2014	Zoopla rents
Market Rent - Average	£540	£506	£896	£430	£560	£515	2014	Zoopla rents
Market Sale - LQ	£90,000	£81,000	£150,000	£68,000	£97,000	£124,950	2014	Land Registry
Market Sale - Median	£125,000	£109,500	£170,000	£85,000	£125,000	£113,750	2014	Land Registry
Market Sale - Average	£140,822	£116,710	£185,308	£95,206	£145,440	£133,290	2014	Land Registry
Starter Home	£100,000	£87,600	£136,000	£68,000	£100,000	£91,000	2015	See notes
Shared ownership (full equity)	£125,000	£109,500	£170,000	£85,000	£125,000	£113,750	2015	See notes
Help to buy (full equity)	£125,000	£109,500	£170,000	£85,000	£125,000	£113,750	2015	See notes

Table 4.10 Income required for alternative tenure options

Tenure option	Income required					
	Astley Bridge, Bromley Cross and Harwood	Bolton Town Centre	Deane, Derby, Daubhill and Great Lever	Farnworth with Harper Green	Halliwell and Crompton	Heaton, Lostock and Smithills
Social rent	£16,388	£16,388	£16,388	£16,388	£16,388	£16,388
Affordable rent	£23,155	£17,318	£17,664	£17,856	£17,011	£28,992
Market Rent - lower quartile	£23,712	£19,152	£19,152	£19,152	£19,032	£23,712
Market Rent - median	£26,400	£21,648	£21,648	£21,648	£20,784	£29,952
Market Rent - average	£28,944	£21,648	£22,080	£22,320	£21,264	£36,240
Market Sale - LQ	£30,086	£12,844	£16,071	£15,943	£15,429	£28,723
Market Sale - median	£38,559	£15,416	£20,829	£19,800	£20,121	£43,071
Market Sale - average	£42,700	£15,371	£23,496	£21,530	£24,352	£56,593
Starter Home	£30,847	£12,333	£16,663	£15,840	£16,097	£34,457
Shared ownership (50%)	£27,527	£11,005	£14,869	£14,135	£14,364	£30,748
Shared ownership (25%)	£22,546	£9,014	£12,179	£11,578	£11,765	£25,185
Help to buy	£21,421	£8,564	£11,571	£11,000	£11,179	£23,929

Tenure option	Income required					
	Horwich and Blackrod	Little Lever, Darcy Lever and Kearsley	Over Hulton	Tonge and Brightmet	Westhoughton with Chew Moor	Total
Social rent	£16,388	£16,388	£16,388	£16,388	£16,388	£16,388
Affordable rent	£20,736	£19,430	£34,406	£16,512	£21,504	£19,776
Market Rent - lower quartile	£21,648	£20,400	£23,904	£16,848	£22,896	£20,400
Market Rent - median	£23,904	£23,712	£31,200	£20,400	£25,152	£22,896
Market Rent - average	£25,920	£24,288	£43,008	£20,640	£26,880	£24,720
Market Sale - LQ	£23,143	£20,829	£38,571	£17,486	£24,943	£32,130
Market Sale - median	£32,143	£28,157	£43,714	£21,857	£32,143	£29,250
Market Sale - average	£36,211	£30,011	£47,651	£24,482	£37,399	£34,275
Starter Home	£25,714	£22,526	£34,971	£17,486	£25,714	£23,400
Shared ownership (50%)	£22,946	£20,101	£31,207	£15,604	£22,946	£20,881
Shared ownership (25%)	£18,795	£16,464	£25,561	£12,780	£18,795	£17,103
Help to buy	£17,857	£15,643	£24,286	£12,143	£17,857	£16,250

Table 4.11 Assumptions in assessing income required for alternative tenure options		
Tenure	Tenure price assumptions	Affordability assumptions
Social rent	Prevailing prices	Affordability 25% of income
Affordable rent	80% of average market rent	Affordability 25% of income
Market Rent - lower quartile	Prevailing prices	Affordability 25% of income
Market Rent - median	Prevailing prices	Affordability 25% of income
Market Rent - average	Prevailing prices	Affordability 25% of income
Market Sale - Lower Quartile	Prevailing prices	90% LTV, 3.5x income
Market Sale - median	Prevailing prices	90% LTV, 3.5x income
Market Sale - average	Prevailing prices	90% LTV, 3.5x income
Starter Home	20% discount on full value (assumed to be median), 10% deposit on discounted portion, remainder mortgage based on 3.5x income	90% LTV, 3.5x income
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	90% LTV, 3.5x income for equity and 25% of income for rental element
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	90% LTV, 3.5x income for equity and 25% of income for rental element
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%	70% LTV, 3.5x income

4.119 This analysis indicates that for open market housing, at borough level the minimum income required is £20,000 (for lower quartile or entry-level renting) and £32,130 (for lower quartile or entry-level house prices). These amounts do vary by sub-area and income requirements for entry-level renting range between £16,848 in Tonge and Breightmet and £23,904 in Over Hulton; and for entry level home ownership between £12,844 in Bolton Town Centre and £38,971 in Over Hulton.

Relative affordability of tenure options

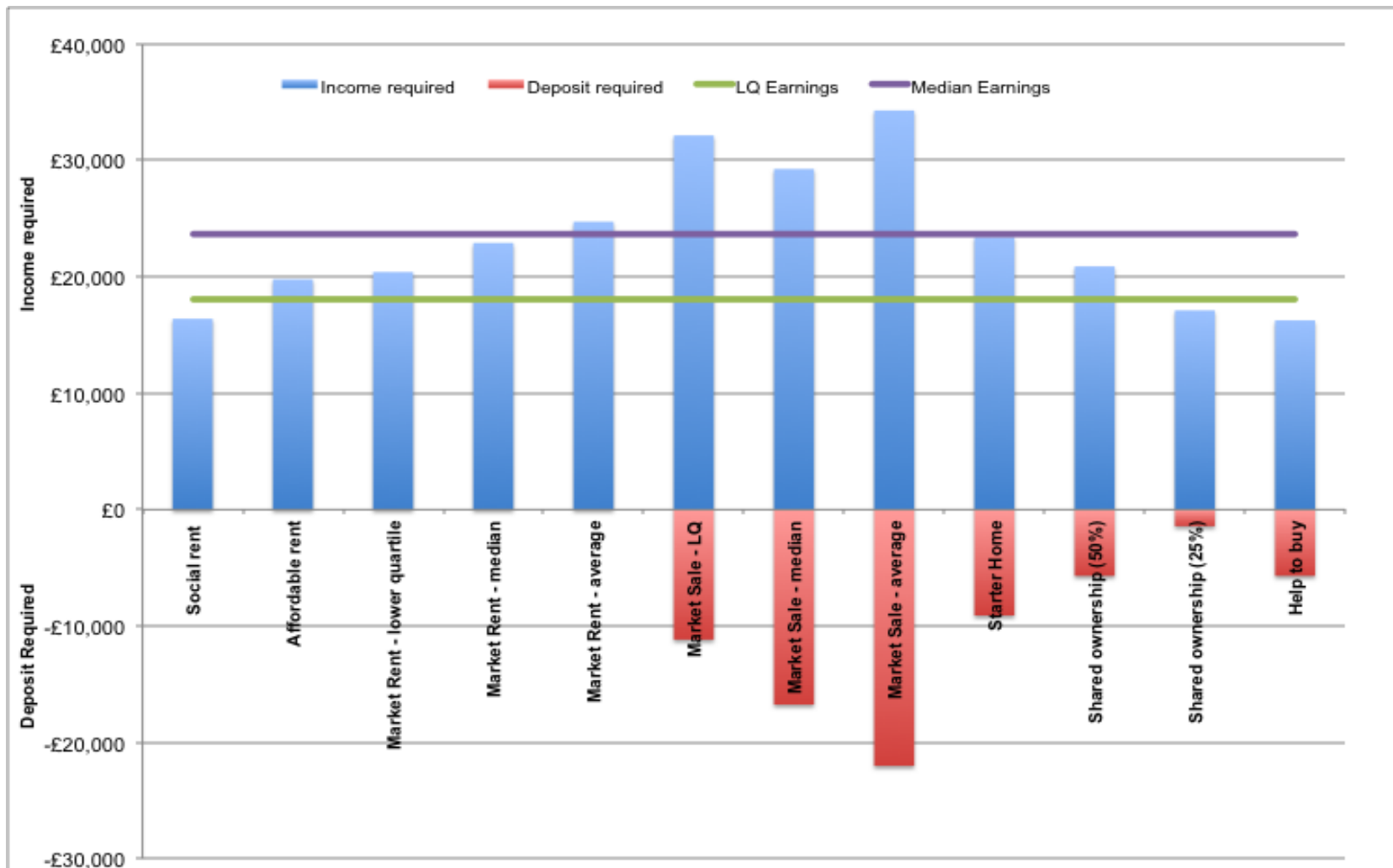
4.120 Figure 4.5 summarises the relative affordability of alternative tenures at the Borough level. It uses lower quartile and median earnings derived from the ONS Annual Survey of Hours and Earnings for 2015.

4.121 Table 4.12 then summarises the proportion of households who could afford different types of tenure by sub-area using household income data derived from the household survey. Overall across Bolton and excluding Housing Benefit, social renting is affordable to 56.4% of households and affordable rent 43.9%; lower quartile private renting to 43.9% and median renting to 38.2%. In terms of market sale, lower quartile prices and median prices are affordable to 33.3% and average prices to only 19.2%. Regarding affordable home ownership options, starter homes are affordable to 37.6% of households³², shared ownership 38.2% (50% equity) and 49.4% (25% equity) and help to buy 56.4%. The proportions who could afford varied by sub-area. Bolton Town Centre and Derne, Derby, Daubhill and Great Leaver were the least affordable sub-areas to households in terms of market renting, with over 70% of households unable to afford lower quartile market rents. Over Hulton was the least affordable sub-area in terms of buying, with 68.2% of households not able to afford lower quartile prices.

4.122 Further analysis of the requirement for affordable housing is presented in Chapter 7.

³² Based on households where the Household Reference Person is under 40 and not currently living in owner occupation

Figure 4.5 Bolton household income and housing costs



Source: CACI, Land Registry, CLG, CORE sales, ASHE

Table 4.12 Income required for alternative tenures and percentage of household who could/could not afford the tenure option.

Tenure	Astley Bridge, Bromley Cross and Harwood			Bolton Town Centre			Deane, Derby, Daubhill and Great Lever		
	Income required	% Could Afford	% Could not afford	Income required	% Could Afford	% Could not afford	Income required	% Could Afford	% Could not afford
Social rent	£16,388	73.2	26.8	£16,388	31.4	68.6	£16,388	36.1	63.9
Affordable rent	£23,155	56.8	43.2	£17,318	22.8	77.2	£17,664	27.4	72.6
Market Rent - lower quartile	£23,712	56.8	43.2	£19,152	22.8	77.2	£19,152	27.4	72.6
Market Rent - median	£26,400	51.2	48.8	£21,648	20.2	79.8	£21,648	22.4	77.6
Market Rent - average	£28,944	51.2	48.8	£21,648	20.2	79.8	£22,080	22.4	77.6
Market Sale - LQ	£30,086	51.2	48.8	£12,844	41.3	58.7	£16,071	36.1	63.9
Market Sale - median	£38,559	34.8	65.2	£15,416	31.4	68.6	£20,829	22.4	77.6
Market Sale - average	£42,700	34.8	65.2	£15,371	31.4	68.6	£23,496	19.6	80.4
Starter Home*	£30,847	0.0	100.0	£12,333	20.8	79.2	£16,663	47.1	52.9
Shared ownership (50%)	£27,527	51.2	48.8	£11,005	61.8	38.2	£14,869	36.1	63.9
Shared ownership (25%)	£22,546	56.8	43.2	£9,014	70.0	30.0	£12,179	41.6	58.4
Help to buy	£21,421	56.8	43.2	£8,564	70.0	30.0	£11,571	58.2	41.8

Tenure	Farnworth with Harper Green			Halliwell and Crompton			Heaton, Lostock and Smithills		
	Income required	% Could Afford	% Could not afford	Income required	% Could Afford	% Could not afford	Income required	% Could Afford	% Could not afford
Social rent	£16,388	49.4	50.6	£16,388	43.1	56.9	£16,388	69.5	30.5
Affordable rent	£17,856	43.3	56.7	£17,011	29.2	70.8	£28,992	50.6	49.4
Market Rent - lower quartile	£19,152	43.3	56.7	£19,032	29.2	70.8	£23,712	56.0	44.0
Market Rent - median	£21,648	37.2	62.8	£20,784	24.1	75.9	£29,952	50.6	49.4
Market Rent - average	£22,320	32.2	67.8	£21,264	24.1	75.9	£36,240	30.7	69.3
Market Sale - LQ	£15,943	49.4	50.6	£15,429	43.1	56.9	£28,723	50.6	49.4
Market Sale - median	£19,800	37.2	62.8	£20,121	24.1	75.9	£43,071	30.7	69.3
Market Sale - average	£21,530	37.2	62.8	£24,352	17.0	83.0	£56,593	21.2	78.8
Starter Home*	£15,840	46.4	53.6	£16,097	64.9	35.1	£34,457	0.0	100.0
Shared ownership (50%)	£14,135	59.3	40.7	£14,364	43.1	56.9	£30,748	50.6	49.4
Shared ownership (25%)	£11,578	73.0	27.0	£11,765	49.5	50.5	£25,185	50.6	49.4
Help to buy	£11,000	73.0	27.0	£11,179	57.9	42.1	£23,929	56.0	44.0

Tenure	Horwich and Blackrod			Little Lever, Darcy Lever and Kearsley			Over Hulton		
	Income required	% Could Afford	% Could not afford	Income required	% Could Afford	% Could not afford	Income required	% Could Afford	% Could not afford
Social rent	£16,388	72.3	27.7	£16,388	59.2	40.8	£16,388	77.0	23.0
Affordable rent	£20,736	59.1	40.9	£19,430	51.6	48.4	£34,406	31.8	68.2
Market Rent - lower quartile	£21,648	59.1	40.9	£20,400	47.6	52.4	£23,904	50.5	49.5
Market Rent - median	£23,904	49.6	50.4	£23,712	39.4	60.6	£31,200	46.1	53.9
Market Rent - average	£25,920	44.8	55.2	£24,288	39.4	60.6	£43,008	31.8	68.2
Market Sale - LQ	£23,143	49.6	50.4	£20,829	47.6	52.4	£38,571	31.8	68.2
Market Sale - median	£32,143	44.8	55.2	£28,157	33.1	66.9	£43,714	31.8	68.2
Market Sale - average	£36,211	30.3	69.7	£30,011	33.1	66.9	£47,651	19.2	80.8
Starter Home*	£25,714	31.7	68.3	£22,526	22.7	77.3	£34,971	66.7	33.3
Shared ownership (50%)	£22,946	49.6	50.4	£20,101	47.6	52.4	£31,207	46.1	53.9
Shared ownership (25%)	£18,795	66.5	33.5	£16,464	59.2	40.8	£25,561	46.1	53.9
Help to buy	£17,857	66.5	33.5	£15,643	59.2	40.8	£24,286	50.5	49.5

Tenure	Tonge and Brightmet			West Houghton and Chew Moor			Total		
	Income required	% Could Afford	% Could not afford	Income required	% Could Afford	% Could not afford	Income required	% Could Afford	% Could not afford
Social rent	£16,388	47.9	52.1	£16,388	66.9	33.1	£16,388	56.4	43.6
Affordable rent	£16,512	47.9	52.1	£21,504	55.6	44.4	£19,776	43.9	56.1
Market Rent - lower quartile	£16,848	47.9	52.1	£22,896	51.9	48.1	£20,400	43.9	56.1
Market Rent - median	£20,400	38.1	61.9	£25,152	47.3	52.7	£22,896	38.2	61.8
Market Rent - average	£20,640	38.1	61.9	£26,880	47.3	52.7	£24,720	33.3	66.7
Market Sale - LQ	£17,486	42.7	57.3	£24,943	47.3	52.7	£32,130	33.3	66.7
Market Sale - median	£21,857	38.1	61.9	£32,143	47.3	52.7	£29,250	33.3	66.7
Market Sale - average	£24,482	31.5	68.5	£37,399	31.0	69.0	£34,275	19.2	80.8
Starter Home*	£17,486	60.2	39.8	£25,714	46.7	53.3	£23,400	37.6	62.4
Shared ownership (50%)	£15,604	47.9	52.1	£22,946	51.9	48.1	£20,881	38.2	61.8
Shared ownership (25%)	£12,780	56.6	43.4	£18,795	60.1	39.9	£17,103	49.4	50.6
Help to buy	£12,143	56.6	43.4	£17,857	60.1	39.9	£16,250	56.4	43.6

Note: Starter Homes analysis based on the incomes of households where the Household Reference Person is aged under 40 and not currently living in owner occupied property

Concluding comments

- 4.123 The purpose of this chapter has been to explore the current housing market dynamics affecting and influencing the housing market within Bolton. This chapter has provided detail on the current profile of dwellings by type, tenure and size along with property condition and property prices.
- 4.124 The 2015 majority of properties in Bolton are houses (75.0%), 15.4% are flats/apartments/maisonettes and 9.0% are bungalows. Consequently, 54.3% of existing properties contain three or more bedrooms.
- 4.125 A significant proportion of all dwellings located within the Astley Bridge, Bromley Cross and Harwood, Heaton, Lostock and Smithills and Westhoughton with Chew Moor sub areas are large detached dwellings. Analysis of house price data for this property type in these particular locations shows that they are the highest across the Borough. Market demand is therefore likely to be most acute for this form of large detached family dwelling.
- 4.126 The tenure profile identified by the Household Survey reveals that 21.0% of the housing stock is affordable accommodation. The highest proportions of this stock tenure are located within the Town Centre (59.6%) and Farnworth with Harper Green (50.3%) sub-areas.
- 4.127 The highest levels of dissatisfaction with current property recorded by the Household Survey were within Halliwell and Crompton (20.6%) and Deane, Derby, Daubhill and Great Lever (20.4%). Dissatisfaction rates were greatest within the affordable (18.3%) and private rented (17.5%) sectors, and in particular for maisonettes and terraced houses.
- 4.128 The 2015 Household Survey identified that around 63.7% of all households own their own home. In terms of house prices, Land Registry data shows that there was a period of rapid inflation between 2001 and 2006. House prices fell after 2007, although there has been some recovery since 2011.
- 4.129 The Household Survey found that 15.3% of all households rent privately. There would appear to be some scope within the existing market for further private rented growth especially where this tenure may be used in part to accommodate local housing need. However, the image of the sector remains far from positive and so particular focus and policy assistance is recommended to assist and support landlords and tenants alike moving forward.
- 4.130 The relative affordability of alternative tenures was considered and overall a household income of at least £16,300 is required for affordable tenures (excluding housing benefit), at least £20,400 for market renting, £32,130 for open market purchase and at least £16,000 for affordable home ownership.

5. Understanding the future housing market in Bolton

Introduction

- 5.1 In order to understand the future housing need and demands for housing, Local Planning Authorities are required to consider a range of data sources and information which identifies how key drivers of the local market and underlying trends will impact upon the structure of households and population over a fifteen year period and beyond.
- 5.2 This Chapter assesses the primary market drivers in Bolton Metropolitan Borough, namely population growth and structure; economic change; and housing stock and aspirations.

Key market drivers

- 5.3 Essentially, there are three key primary drivers influencing the current (and future) housing market: demographic; economic and dwelling stock characteristics, as summarised in Table 5.1.

Primary Driver	Attributes	Impact on overall demand through:
Demography	Changing no. of households, household structure, ethnicity	Natural Change
Economy	Jobs, income, activity rates, unemployment	Economic migration
Housing stock and aspirations	Quality vs. aspirations, relative prices, accessibility, development programmes	Residential migration

Source: arc4

Demography

- 5.4 The following demographic drivers will continue to underpin the housing market in Bolton Metropolitan Borough:
- An increasing population, with ONS 2012-based population projections (Table 5.2) indicating an increase of 10.7% from 283,800 in 2015 to 314,100 by 2037;
 - Over the period 2015 to 2037, ONS 2012-based population projections estimate that the number of residents aged under 65 will increase 3.0% from 235,800 in 2015 to 242,900 in 2037. The number aged over 65 will increase by 48.3% from 48,000 in 2015 to 71,200 in 2037;

- 2012-based CLG household projections suggest that the total number of households in Bolton is expected to increase from 78,761 in 2012 to 91,662 in 2037, an increase of 16.4%;
- The 2015 Household Survey indicates that the following range of household groups currently live in Bolton: couples with younger children (15.7%); couples (under 65 with no children) (16.6%); singles under 65 (22.2%); singles aged 65 or over (11.8%); couples 65 or over (13.1%); couples with adult children (7.3%); lone parents (5.1%); lone parents with adult children (3.8%); and other household types (4.4%).

Table 5.2 Projected population change, 2015 to 2037

Age Group	2015	2021	2037	Change 2015-37
0-14	55,300	58,800	57,900	4.7
15-39	90,600	92,100	96,200	6.2
40-64	89,900	90,200	88,800	-1.2
65+	48,000	52,900	71,200	48.3
TOTAL	283,800	294,000	314,100	10.7
% aged 65+	16.9	18.0	22.7	
% aged 75+	6.9	7.0	7.1	

Source: ONS 2012-based population projections

Economy

5.5 The following economic drivers underpin the operation of the housing market in Bolton:

- 53.7% of Household Reference People are economically active and are in employment according to the 2015 Household Survey; a further 27.8% are retired; 9.2% are permanently sick/disabled; 3.8% are either looking after the home or provide full-time care; 4.5% are unemployed and available for work; and 1.0% are in full-time education/training;
- According to the 2011 Census, 63.3% of residents in employment work in Bolton. A further 6.1% work in Manchester, 5.6% work in Salford, 4.4% work in Bury, 3.9% work in Wigan and 4.5% elsewhere in Greater Manchester. 1.3% work in Blackburn with Darwen, 1.3% in Chorley, 1.1% in Warrington, 5.6% elsewhere in the North West and 2.9% elsewhere in the UK;
- According to the Office for National Statistics (ONS) Annual Survey of Hours and Earnings, lower quartile earnings in 2014 across Bolton were £17,321 each year which compares with £18,309 for the North West region and £19,396 for England. Median incomes were £23,093, compared with a regional median of £25,199 and a national median of £27,227; and
- The 2015 Household Survey identified considerable income polarisation across Bolton, with 36.4% of households receiving less than £13,000 per annum, 30.4% receiving between £13,000 and £26,000 per annum and 33.3% receiving at least £26,000 per annum.

- 5.6 Table 5.3 presents household income by household type and this is further summarised in Figure 5.1. Analysis demonstrates that incomes are lowest amongst single person and lone parent households; and highest amongst couples with children.

Housing stock

- 5.7 In terms of dwelling stock, the 2015 Household Survey reports that, across the Bolton area:
- 75.0% of properties are houses, 15.4% are flats/maisonettes, 9.0% are bungalows and 0.6% are other property types (e.g. caravans);
 - 11.0% have one bedroom/studio, 34.9% have two bedrooms, 38.7% have three bedrooms and 15.4% have four or more bedrooms;
 - 18.6% of properties were built before 1919, a further 16.4% were built between 1919 and 1944, 18.2% between 1945 and 1964, 24.9% between 1965 and 1984, 16.2% between 1985 and 2004 and 5.8% have been built since 2005³³;
 - 63.7% of properties are owner-occupied, 21.0% are affordable (social/affordable rented or shared ownership) and 15.3% are private rented (or tied accommodation); and
 - There is a particularly strong aspiration for houses with three or more bedrooms.

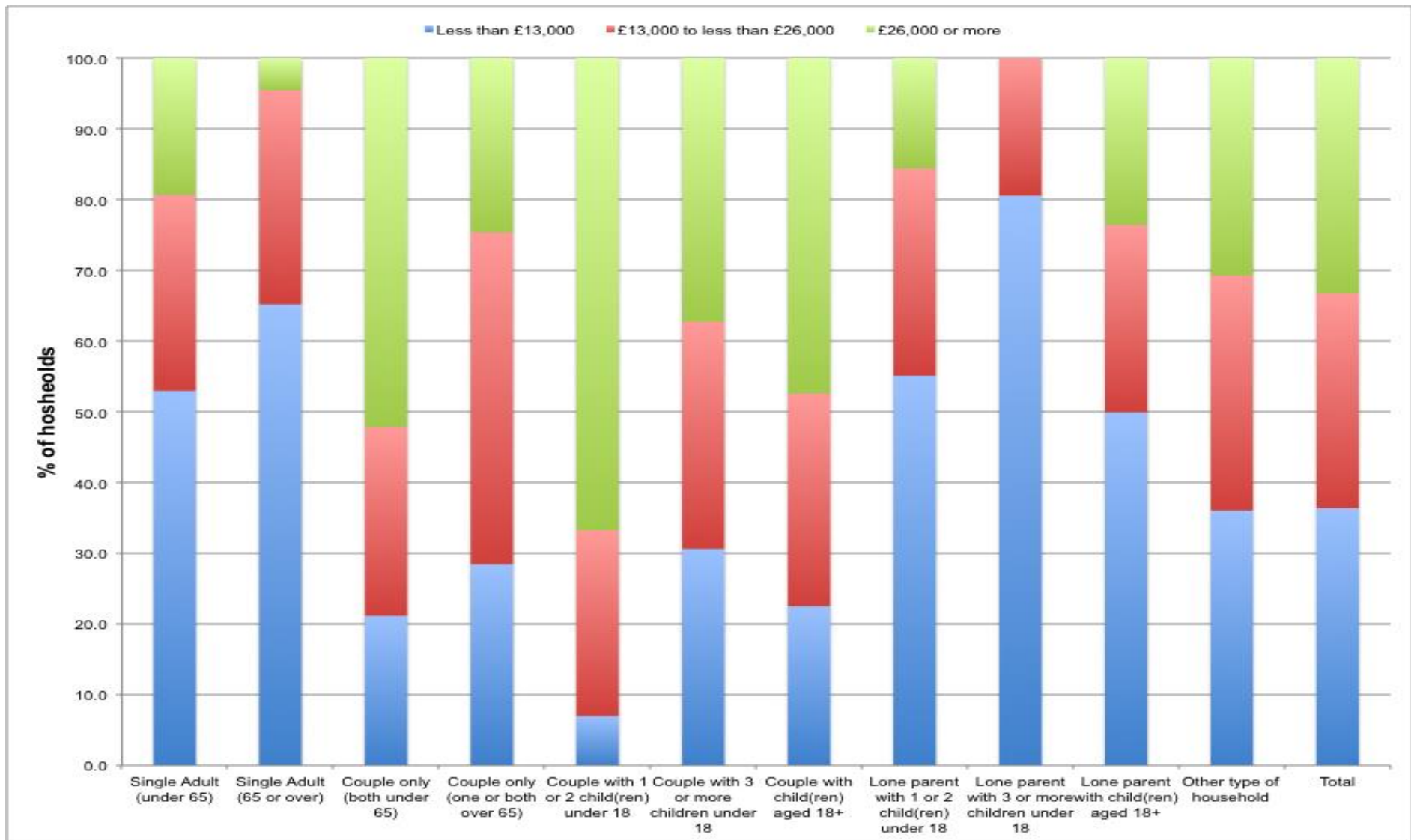
³³ 2014 Valuation Office Agency dwelling age data reports the following proportions: pre-1919 26.2% of dwellings, 1914-44 16.4%, 1945-64 14.2%, 1965-82 22.1%, 1983-99 13.35, 2000 onwards 7.3%, unknown 0.6% with a base of 122,830 dwellings

Table 5.3 Household income by household type

Annual Gross Income	Household type (%)											
	Single Adult (under 65)	Single Adult (65 or over)	Couple only (both under 65)	Couple only (one or both over 65)	Couple with 1 or 2 child(ren) under 18	Couple with 3 or more children under 18	Couple with child(ren) aged 18+	Lone parent with 1 or 2 child(ren) under 18	Lone parent with 3 or more children under 18	Lone parent with child(ren) aged 18+	Other type of household	Total
Up to £5,200	21.6	3.0	3.1	0.6	0.3	2.0	4.2	14.5	23.9	8.2	2.1	7.6
£5,200 - £7,800	11.9	15.4	4.4	3.5	1.7	2.9	1.2	10.1	32.7	15.9	12.1	7.8
£7,800 - £10,400	9.0	26.6	5.8	6.4	3.0	11.6	9.3	21.9	23.9	17.4	8.2	10.3
£10,400 - £13,000	10.5	20.2	8.0	18.1	1.9	14.1	7.7	8.5	0.0	8.4	13.8	10.6
£13,000 - £15,600	5.8	13.2	5.8	11.0	4.9	3.2	4.2	5.6	13.0	11.6	8.4	7.2
£15,600 - £18,200	5.2	7.1	7.8	13.4	6.4	6.0	4.8	5.4	0.0	2.3	11.8	7.0
£18,200 - £20,800	5.0	3.6	4.7	8.5	4.8	2.1	10.6	4.9	0.0	8.5	2.9	5.4
£20,800 - £23,400	7.5	4.7	4.3	6.3	2.6	7.9	9.4	8.8	0.0	3.0	3.4	5.7
£23,400 - £26,000	4.2	1.8	4.1	7.8	7.7	12.9	1.1	4.6	6.4	1.1	6.7	5.0
£26,000 - £39,000	14.6	3.1	18.8	13.2	23.4	7.0	10.4	9.1	0.0	14.1	14.3	14.0
£39,000 - £49,400	1.5	1.0	11.3	5.2	13.5	4.9	16.6	3.3	0.0	2.6	4.9	6.6
£49,400 or more	3.2	0.5	22.1	6.2	29.8	25.4	20.4	3.2	0.0	6.9	11.5	12.6
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Base (Valid Responses)	23173	10477	17777	11749	12976	4568	7320	4485	1074	4134	4370	102103

Source: 2015 household survey

Figure 5.1 Summary of household income by household type



Source: 2015 household survey

Stakeholder views on key market drivers

- 5.8 Stakeholders were asked to identify what they perceive to be the main drivers of housing demand in Bolton. Respondents acknowledged that housing demand varies significantly across the borough but identified the key drivers to this demand as:
- An increasing population that is becoming more diverse in both its characteristics and its demands;
 - An ageing population;
 - Changes to household sizes with more demand present from smaller households mixed with some larger BME households;
 - A drive for economic growth, but a large number of people on low incomes and a lack of suitable high-end properties that attract more affluent people to the area;
 - The impact of limited supply and difficulties obtaining mortgages;
 - Austerity and poverty; and
 - Access to good education, economic hubs and transportation links.
- 5.9 The general characteristics of households driving demand in the area were considered to be very broad. One stakeholder suggested that demand in Bolton is much higher than other areas to the north of Manchester as most are attracted to the area due to its close proximity to the city. The area appeals to a mix of demographic groups including; families, first time buyers, older people, single people and young families however, most respondents felt that generally the elderly, single people and families drive demand most.
- 5.10 As a result of the demographics attracted to the area, the types of property required to suitably cater to the current demand should comprise of a mix of different tenures. Respondents stated first time buyer homes and two/three bedroom semi-detached homes were essential tenures needed. Whilst others felt that the market needed larger four/five bedroom family homes to cater to the demand present towards the higher end of the market. Older persons accommodation in the form of bungalows and/or extra care schemes is also needed although stakeholders were keen to stress that service charges must be low or they risk putting people off. Respondents felt that demand for flats/apartments remains low and were confident when advising that no additional accommodation of this type was needed in the area.
- 5.11 Stakeholders were asked to identify what they felt to be the current weaknesses of the housing market in Bolton and these include:
- The stock profile - high numbers of unsuitable and undesirable pre 1919 terraced housing located in pockets across the Borough;
 - A continuing struggle with affordability and challenges obtaining mortgages for some households;
 - The desirability of the area when compared to other regions;
 - A lack of new build stock throughout the Borough;

- A high proportion of affordable housing with rents that are similar to private rents levels in the same locations. This is resulting in a surplus of lower end housing in some locations; and
 - Limitations to and lengthy planning applications leading for developers.
- 5.12 Stakeholders were asked for their views on house price trends and the impact they expect economic changes will have on housing markets in the future. Respondents reported on significant house price falls and market stagnation during the economic downturn. Although many remained cautious with their predictions, the general feeling was that house prices are either the same or slowly starting to rise. One stakeholder described any growth as “marginal” especially when compared to other areas in Greater Manchester. This view was accompanied by the idea that any growth is fragile and susceptible to economic or political pressures. Despite this, most felt that “Help to Buy” schemes and more easily accessible mortgages present positive long term market trends and respondents indicated that this is likely to lead to a rise in local house prices in the future.
- 5.13 Stakeholders were asked to rank a range of priorities as high, medium or low, their responses are summarised in Table 5.4.

Proposed priorities	Low	Medium	High
Building homes to buy on the open market (11)	9.1%	18.2%	72.7%
Building affordable homes to rent (13)	7.7%	23.1%	69.2%
Building affordable homes to buy (shared ownership, shared equity) (12)	0.0%	58.3%	41.7%
Building executive homes (11)	27.3%	18.2%	54.5%
Building properties designed for older people (10)	0.0%	0.0%	100.0%
Building properties designed for people with specialist needs (10)	0.0%	40.0%	60.0%
Improving the quality of existing stock (11)	9.1%	27.3%	63.6%

- 5.14 Overall, building properties designed for older people was identified by all of respondents as the high priority for Bolton. Building homes to buy on the open market (72.7%) and building affordable homes to rent (69.2%) and also both ranked highly. Improving the quality of existing stock was further noted as an area of high priority by 63.6% of respondents, whilst 27.3% recognised it as medium priority and only 9.1% felt it was a low priority. Furthermore, building properties designed for people with specialist needs was recognised by over

half of the respondents as a high priority (60%) and 40% felt it was a medium priority.

- 5.15 Building affordable homes to buy (shared ownership or shared equity) was a medium priority for 58.3% of respondent and 41.7% felt it was a high priority. The view on building more executive homes was divided as 54.5% felt it was a high priority yet, 45.5% felt that this was a low to medium priority for the area.
- 5.16 Stakeholders gave a range of reasons for identifying these priorities, including:
- A need for new housing across the spectrum to cater to local demand and the increasing population amongst all demographics;
 - A general shortage of housing supply in recent years, but especially in relation to affordable and older persons housing;
 - A particular need for affordable accommodation and ensure there is adequate choice, for young adults and particularly first time buyers;
 - Good quality executive housing is needed to encourage people to come to the area bringing much needed investment and to generate economic and employment growth; and
 - Older properties need modernising and updating to improve the overall quality and availability of stock on offer whilst making the areas in which these are located more desirable.
- 5.17 Asked what other key housing priorities there are in the Bolton Council area, stakeholders mentioned:
- The need for more housing in the area but felt that this should not be focused around student accommodation;
 - Improvements to the quality of the housing stock available in the private rented sector; and
 - Ways to improve properties that are in disrepair across the market as a whole.

Past trends in housing delivery

- 5.18 Over the nine years, 2006/07 to 2014/15 there has been an overall average of 703 gross completions and 642 net completions (Table 5.5). Over this period, 88.9% of gross completions were private sector development and 11.3% affordable dwellings.

Year	Gross completions			Stock Losses	Net Completions
	Total	Private	Affordable		
2006/07	983	944	39	30	953
2007/08	1375	1268	107	39	1336
2008/09	750	692	58	87	663
2009/10	481	429	52	18	463
2010/11	455	417	38	22	433
2011/12	686	526	160	98	588
2012/13	502	500	2	33	469
2013/14	482	332	150	75	407
2014/15	613	503	110	144	469
9 year total	6327	5611	716	546	5781
Annual Average	703	623	80	61	642

Source: Council Planning Department

Suggested future development profile of market dwellings

5.19 Households intending to move in the open market were asked in the Household Survey what type and size of property they would like and expect to move to. This could then be compared with the current stock profile to identify any mismatches between availability and aspirations/expectation. The findings are set out in Table 5.6 and a summary is provided in Table 5.7. Of households moving, most would like to move to a house (75.0%), 18.5% would like to move to a bungalow and 3.7% to a flat. This compares with 75.2% who expect to move to a house, 14.8% to a bungalow and 8.1% a flat. A much higher proportion would like to move to a detached house (41.6%) but only 20.5% expect to. In contrast, higher proportions expect to move to a semi-detached house (39.1%) than would like to (24.8%).

Table 5.6 Open market dwelling stock and preferences			
Dwelling type/size	Dwelling stock, likes and expectations		
	Current Private Stock %	Like %	Expect %
Detached house/cottage 1-2 Beds	0.5	3.8	1.3
Detached house/cottage 3 Beds	5.1	18.9	9.8
Detached house/cottage 4 or more Beds	12.6	18.9	9.4
Semi-detached house/cottage 1-2 Beds	5.1	5.8	10.0
Semi-detached house/cottage with 3 Beds	21.7	16.7	23.3
Semi-detached house/cottage 4 or more Beds	4.5	2.3	5.8
Terraced house/cottage 1-2 Beds	20.3	4.7	8.1
Terraced house/cottage 3 Beds	10.8	3.8	7.5
Terraced house/cottage 4+ Beds	1.7	0.0	0.0
Bungalow 1-2 Beds	4.3	11.0	10.1
Bungalow 3+ Beds	4.0	7.5	4.6
Flat/Apartment 1 Bed	3.1	0.5	1.1
Flat/Apartment 2 Beds	5.0	2.7	6.4
Flat/Apartment 3+ Beds	0.8	0.6	0.6
Other 1-2 Beds	0.3	2.3	1.9
Other 3 Beds	0.1	0.3	0.0
Other 4+ Beds	0.0	0.3	0.0
Total	100.0	100.0	100.0
<i>Base</i>	<i>90891</i>	<i>19860</i>	<i>17271</i>

Source: 2015 Household Survey

Table 5.7 Open market dwelling stock and preferences			
Dwelling type/size summary	% Profile of new dwelling stock based on:		
	Current stock	Like	Expect
House 1/2 Beds	26.0	14.4	19.4
House 3 Beds	37.6	39.4	40.7
House 4 or more Beds	18.8	21.2	15.1
Bungalow	8.3	18.5	14.8
Flat	8.9	3.7	8.1
Other	0.4	2.8	1.9
Total	100.0	100.0	100.0
<i>Base</i>	<i>90891</i>	<i>19860</i>	<i>17271</i>

Source: 2015 Household Survey

5.20 This analysis of the 2015 Household Survey findings suggests that on the basis of household aspirations (likes), demand for the delivery of three and four-plus bedroom detached houses is highest. There is a desire for three bedroom semi-detached houses, but a much greater stock of this type of dwelling is available. By contrast, the aspiration for bungalows is much greater than the current stock. Development more reflective of household expectation would result in an increased emphasis on developing larger detached family houses along with smaller bungalows.

- 5.21 Table 5.8 considers the current dwelling stock profile of open market dwellings by sub-area and then the extent to which this varies from the stock profile based on the aspirations and expectations of households planning to move (using sub-area level data), based on the findings of the Household Survey. Where cells are colour-coded: a green spot indicates that the current proportion of dwelling stock is greater than the aspiration/expectation for that dwelling stock; a red spot indicates that the proportion of dwelling stock is lower than the aspiration/expectation. Therefore, a red spot suggests there is a lack of that particular type of dwelling type and size in that sub-area.

Concluding comments

- 5.22 The purpose of this chapter has been to explore how key drivers of the local market and underlying trends impact upon the structure of households and population moving forward.
- 5.23 This chapter has therefore considered the following three key primary drivers influencing the current and future housing market:
- Demographic information;
 - Economic information; and
 - Dwelling stock information.
- 5.24 In line with Government 2012-based population projections, Bolton Metropolitan Borough is forecast to see population growth of 10.7% over the period 2015 to 2037. Within this forecast, there will be significant growth (48.3%) in older age groups (65+ years).
- 5.25 The rate of employment in Bolton is around 53.7% and 27.8% of households are wholly retired from work (2015 Household Survey). There is however a noticeable degree of polarisation within earnings, with 36.4% of all households receiving less than £13,000 per annum and 33.3% receiving at least £26,000 per annum.
- 5.26 According to the ONS Annual Survey of Hours and Earnings, lower quartile and median incomes in Bolton are below the national and regional averages.
- 5.27 The delivery of new build housing (all tenures) has slowed significantly since 2008/09.

Table 5.8a Comparison between current dwelling stock and market aspirations

Dwelling stock relative to aspirations													
Dwelling type	Sub-area												
	Astley Bridge, Bromley Cross and Harwood	Bolton Town Centre	Deane, Derby, Daubhill and Great Lever	Farnworth with Harper Green	Halliwell and Crompton	Heaton, Lostock and Smithills	Horwich and Blackrod	Little Lever, Darcy Lever and Kearsley	Over Hulton	Tonge and Breightmet	Westhoughton with Chew Moor	Total	
Detached house/cottage 1-3 Beds	● -16.5	● -22.7	● -21.2	● -18.4	● -20.7	● -17.2	● -14.2	● -19.4	● -12.5	● -15.6	● -10.8	● -17.1	
Detached house/cottage 4 or more Beds	● 3.2	● -18.9	● -16.0	● -16.5	● -18.6	● 8.1	● 0.2	● -9.7	● -4.9	● -14.8	● 3.9	● -6.3	
Semi-detached house/cottage 1-2 Beds	● -3.1	● -5.8	● 5.3	● -2.5	● -2.4	● -2.8	● -3.4	● 2.0	● -1.1	● 0.3	● -0.5	● -0.7	
Semi-detached house/cottage with 3 Beds	● 7.0	● -16.7	● -1.3	● 5.5	● -5.8	● 4.3	● 4.1	● 15.0	● 13.2	● 14.6	● 3.9	● 5.0	
Semi-detached house/cottage 4 or more Beds	● 5.9	● 0.1	● -1.9	● -0.4	● -1.3	● 8.2	● 3.0	● 2.6	● 5.1	● -0.3	● 2.5	● 2.1	
Terraced house/cottage 1-2 Beds	● 4.9	● -2.3	● 33.9	● 27.0	● 27.1	● 2.5	● 14.5	● 5.5	● -2.5	● 21.3	● 7.8	● 15.6	
Terraced house/cottage 3+ Beds	● 1.7	● -3.8	● 17.8	● 16.3	● 21.4	● 4.8	● 6.2	● 2.5	● -0.6	● 8.4	● 2.7	● 8.7	
Bungalow	● -4.4	● -18.5	● -16.1	● -16.1	● -18.1	● -9.3	● -11.6	● -2.0	● 8.9	● -10.3	● -7.7	● -10.2	
Flat	● 3.3	● 91.4	● 2.4	● 7.9	● 21.2	● 3.6	● 2.8	● 5.6	● -3.7	● -0.7	● 1.0	● 5.1	
Other	● -1.9	● -2.8	● -2.8	● -2.8	● -2.8	● -2.2	● -1.7	● -2.1	● -1.7	● -2.8	● -2.8	● -2.4	
	●	Insufficient dwellings available relative to aspiration											
	●	Sufficient dwellings available relative to aspiration											

Source: 2015 Household Survey

Table 5.8b Comparison between current dwelling stock and market expectations

Dwelling stock relative to expectations													
Dwelling type	Sub-area												
	Astley Bridge, Bromley Cross and Harwood	Bolton Town Centre	Deane, Derby, Daubhill and Great Lever	Farnworth with Harper Green	Halliwell and Crompton	Heaton, Lostock and Smithills	Horwich and Blackrod	Little Lever, Darcy Lever and Kearsley	Over Hulton	Tonge and Breightmet	Westhoughton with Chew Moor	Total	
Detached house/cottage 1-3 Beds	● -4.9	● -11.2	● -9.7	● -6.9	● -9.2	● -5.6	● -2.7	● -7.8	● -1.0	● -4.1	● 0.8	● -5.5	
Detached house/cottage 4 or more Beds	● 12.7	● -9.4	● -6.4	● -7.0	● -9.0	● 17.6	● 9.8	● -0.2	● 4.6	● -5.3	● 13.4	● 3.3	
Semi-detached house/cottage 1-2 Beds	● -7.3	● -10.0	● 1.2	● -6.7	● -6.5	● -6.9	● -7.6	● -2.2	● -5.3	● -3.9	● -4.7	● -4.9	
Semi-detached house/cottage with 3 Beds	● 0.3	● -23.3	● -8.0	● -1.2	● -12.4	● -2.4	● -2.6	● 8.3	● 6.5	● 7.9	● -2.8	● -1.6	
Semi-detached house/cottage 4 or more Beds	● 2.4	● -3.3	● -5.4	● -3.8	● -4.8	● 4.8	● -0.4	● -0.8	● 1.6	● -3.7	● -0.9	● -1.3	
Terraced house/cottage 1-2 Beds	● 1.5	● -5.6	● 30.6	● 23.7	● 23.8	● -0.8	● 11.2	● 2.1	● -5.9	● 17.9	● 4.5	● 12.3	
Terraced house/cottage 3+ Beds	● -2.0	● -7.5	● 14.1	● 12.7	● 17.7	● 1.1	● 2.5	● -1.2	● -4.3	● 4.7	● -1.0	● 5.0	
Bungalow	● -0.7	● -14.8	● -12.4	● -12.4	● -14.5	● -5.6	● -7.9	● 1.7	● 12.6	● -6.6	● -4.0	● -6.5	
Flat	● -1.1	● 87.0	● -2.0	● 3.6	● 16.8	● -0.8	● -1.6	● 1.2	● -8.1	● -5.1	● -3.4	● 0.8	
Other	● -1.0	● -1.9	● -1.9	● -1.9	● -1.9	● -1.3	● -0.8	● -1.2	● -0.8	● -1.9	● -1.9	● -1.5	
	●	Insufficient dwellings available relative to aspiration											
	●	Sufficient dwellings available relative to aspiration											

Source: 2015 Household Survey

6. Housing need

Introduction

- 6.1 This Chapter considers housing need and affordable housing requirements within Bolton Metropolitan Borough.
- 6.2 Primary and secondary data sources have been used to assess existing housing need across all households in the Borough. There is also a full analysis of how housing need varies by sub-area (spatially), tenure and household type.
- 6.3 The affordable housing requirements arising are set out, including a suggested tenure split (between social/affordable rented and intermediate/shared ownership) and a consideration of existing and newly-forming households' property type preferences.
- 6.4 The needs of particular groups are considered in more depth: families, older people, people with special needs and Black, Asian and Minority Ethnic Groups (BAME).

Current households in need

- 6.5 A robust and defensible assessment of housing need is essential for the development of affordable housing policies. Housing need can be defined as:
'The quantity of housing required for households who are unable to access suitable housing without financial assistance'³⁴.
- 6.6 The 2015 Household Survey and a range of secondary data provide the robust and transparent evidence base required to assess housing need across the Bolton Metropolitan Borough area. This is presented in detail at Appendix B of this report and follows CLG modelling guidance.
- 6.7 Across Bolton there are 13,865 existing households in need which represents 11.9% of all households. Reasons for housing need are summarised in Table 6.1.

³⁴ DCLG Planning Policy Statement 3 and DCLG Estimating housing need 2010

Table 6.1 Housing need in Bolton		
Category	Factor	Bolton Total
Homeless households or with insecure tenure	N1 Under notice, real threat of notice or lease coming to an end	806
	N2 Too expensive, and in receipt of housing benefit or in arrears due to expense	2,077
Mismatch of housing need and dwellings	N3 Overcrowded according to the 'bedroom standard' model	4,787
	N4 Too difficult to maintain	2,219
	N5 Couples, people with children and single adults over 25 sharing a kitchen, bathroom or WC with another household	2,091
	N6 Household containing people with mobility impairment or other special needs living in unsuitable accommodation	3,146
Dwelling amenities and condition	N7 Lacks a bathroom, kitchen or inside WC and household does not have resource to make fit	372
	N8 Subject to major disrepair or unfitness and household does not have resource to make fit	1,013
Social needs	N9 Harassment or threats of harassment from neighbours or others living in the vicinity which cannot be resolved except through a move	565
Total no. households in need (with one or more housing needs)		13,865
Total Households		116,371
% households in need		11.9%

Note: A household may have more than one housing need.

Source: 2015 Household Survey

6.8 Table 6.2 summarises overall housing need (before further analysis to test the extent to which households can afford open market provision to offset their need) by sub-area and the extent to which housing need varies across Bolton. The proportion of households in need is highest in Deane, Derby, Daubhill and Great Lever (24.3%), Halliwell and Crompton (16.3%) and Tonge and Brightmet (13.1%). Housing need is lowest in Westhoughton with Chew Moor (5.5%), Astley Bridge Bromley Cross and Harwood (6.1%) and Over Hulton (6.3%).

Sub-area	No. H'holds in need	% H'holds in need	Total no. households
Astley Bridge, Bromley Cross and Harwood	970	6.1	15892
Bolton Town Centre	61	8.2	741
Deane, Derby, Daubhill and Great Lever	4505	24.3	18514
Farnworth with Harper Green	1152	9.8	11714
Halliwell and Crompton	2057	16.3	12596
Heaton, Lostock and Smithills	715	7.3	9853
Horwich and Blackrod	1008	9.2	11012
Little Lever, Darcy Lever and Kearsley	953	9.5	10061
Over Hulton	93	6.3	1471
Tonge and Brightmet	1725	13.1	13190
Westhoughton with Chew Moor	626	5.5	11327
Bolton Total (All households in need)	13865	11.9	116371

Source: 2015 Household Survey

6.9 Tables 6.3 and 6.4 demonstrate how the proportion of households in housing need varies by tenure and household type for Bolton. Private renters are more likely to be in housing need, at almost one-quarter (22.7%) of households; along with lone parent with three or more children (69.2%), couples with three or more children (24.9%) and other types of household (39.6%). Parents (couples and lone parents) with adult children living at home are also more likely to be in housing need. The research identifies around 12,867 households with adult children living with parent(s), which provides a broad indication of the scale of hidden housing need. Of these, 1,494 were categorised as being in housing need (11.6%)

Tenure	No. H'holds in need	% H'holds in need	Total no. households
Owner Occupier	7747	10.4	74170
Private Rented	4038	22.7	17771
Affordable	2080	8.5	24430
Bolton Total (All households in need)	13865	11.9	116371

Source: 2015 Household Survey

Household Type	No. H'holds in need	% H'holds in need	Total no. households
Single Adult (under 65)	2342	9.1	25838
Single Adult (65 or over)	960	7.0	13720
Couple only (both under 65)	1624	8.4	19342
Couple only (one or both over 65)	1737	11.4	15233
Couple with 1 or 2 child(ren) under 18	1169	8.6	13650
Couple with 3 or more children under 18	1153	24.9	4630
Couple with child(ren) aged 18+	1067	12.6	8498
Lone parent with 1 or 2 child(ren) under 18	527	11.0	4778
Lone parent with 3 or more children under 18	835	69.2	1207
Lone parent with child(ren) aged 18+	427	9.8	4369
Other type of household	2023	39.6	5105
Bolton Total (All households in need)	13865	11.9	116371

Source: 2015 Household Survey

Affordable housing requirements

- 6.10 A detailed analysis of the following factors determines overall affordable housing requirements:
- Households currently in housing which is unsuitable for their use and who are unable to afford to buy or rent in the market (backlog need);
 - New households forming who cannot afford to buy or rent in the market;
 - Existing households expected to fall into need;
 - The supply of affordable housing through social renting and intermediate tenure stock.
- 6.11 The needs assessment model advocated by the CLG has been used and detailed analysis of each stage of the model is presented at Appendix B.
- 6.12 In addition to establishing the overall affordable housing requirements, analysis considers the supply/demand variations by sub-area, property designation (i.e. general needs and older person) and property size (number of bedrooms). Analysis provides a gross figure (absolute shortfalls in affordable provision) and a net figure (which takes into account supply of existing affordable accommodation). Modelling suggests an annual gross imbalance of 1,594 dwellings and after taking account of affordable supply an annual net imbalance of 531 affordable dwellings across Bolton as shown in Table 6.5.
- 6.13 In terms of the size of affordable housing required, the gross need is split by general needs one/two bedroom (53.8%), general needs three or more bedroom (35.1%) and older person (11.1%). When the likely annual affordable supply is taken into account, the overall shortfalls are 9.6% smaller one and two bedroom general needs, 65.8% three or more bedroom general needs and 24.6% older person dwellings. It is therefore appropriate for the continued delivery of affordable housing to reflect underlying need.

- 6.14 Analysis is based on the next five years and in the absence of any updated information this should be extrapolated forward to the Local Plan period.

Table 6.5 Net annual affordable housing imbalance by sub-area, property size and designation 2015/16 to 2019/20

Sub-Area	General Needs		Older Person	TOTAL
	1/2 Bed	3+ Bed	1+ Bed	
Astley Bridge, Bromley Cross and Harwood	71	-19	10	62
Bolton Town Centre	0	-1	-2	-2
Deane, Derby, Daubhill and Great Lever	133	195	40	367
Farnworth with Harper Green	-117	-44	10	-151
Halliwell and Crompton	-45	184	19	158
Heaton, Lostock and Smithills	2	11	0	12
Horwich and Blackrod	-32	3	5	-24
Little Lever, Darcy Lever and Kearsley	44	33	19	95
Over Hulton	6	1	1	9
Tonge and Breightmet	1	-5	17	13
Westhoughton with Chew Moor	-13	-7	12	-8
Bolton Total	51	349	131	531
Bolton Total %	9.6	65.8	24.6	100.0

Sources: 2015 Household Survey; RP CORE Lettings and Sales

Tenure split

- 6.15 In terms of the split between social rented and intermediate tenure products, the 2015 Household Survey identified tenure preferences of existing and newly-forming households and also the extent to which intermediate tenure products could be afforded.
- 6.16 Table 6.6 indicates that existing households in need mainly considered social/affordable renting as a preferred tenure option but newly-forming households had a stronger preference for intermediate tenure options.

Table 6.6 Tenure preferences of existing households in need and newly-forming households requiring affordable housing

Tenure	Existing households in need (%)	Newly-forming households (%)	Total (%)
Social/Affordable Rented	68.2	55.8	65.2
Intermediate	31.8	44.2	34.8
Total	100	100	100
<i>Base (annual requirement)</i>	<i>1149</i>	<i>369</i>	<i>1518</i>

Source: 2015 Household Survey

- 6.17 Overall, analysis would suggest a tenure split of 65.2% social/affordable rent and 34.8% intermediate tenure based on household preferences.

Property type preferences

- 6.18 Analysis of property type preferences from the Household Survey (Table 6.7) suggests that a range of dwellings are required, with 50.6% preferring houses, 32.4% flats and 16.9% bungalows.

Type preferences	Existing (%)	Newly-forming (%)	Total (%)
House	45.0	68.0	50.6
Flat	33.1	30.4	32.4
Bungalow	21.9	1.6	16.9
Total	100.0	100.0	100.0
Base	1149	369	1518

Based on expectations of existing households in need and what newly-formed households have moved to in the past 5 years

Source: 2015 Household Survey

Estimates of household groups who have particular housing requirements

Introduction

- 6.19 There are a range of household groups who have particular housing requirements and this section focuses on the needs of families, older people, people requiring specialist support and BAME households.

Families

- 6.20 The 2015 Household Survey found that families (that is couples and lone parents with children) account for around 20.8% of households across Bolton. A further 11.1% are couples and lone parents with adult children (aged 18 or over) living with them. The analysis assumes therefore a total of 31.9% of households who are families (including those with adult children still living at home). The current dwelling profile and market aspirations of families, as identified in the Household Survey, are summarised in Table 6.8. This suggests a particular aspiration for houses with three and four or more bedrooms (80.9% of families). Whilst there is a good balance between aspiration (48.8%) and expectation (50.2%) of three bedroom houses, the proportion aspiring to four plus bedroom houses (32.1%) exceeds the expectation (21.3%) Only 1.9% of families aspire to live in a flat, but 7.8% expect to move into this form of accommodation.

Table 6.8 Property type preferences – Families			
Dwelling type	Current dwelling	Like	Expect
Detached house/cottage 1-2 Beds	0.2	0.6	0.7
Detached house/cottage 3 Beds	4.2	23.3	7.8
Detached house/cottage 4 or more Beds	18.7	28.0	13.9
Semi-detached house/cottage 1-2 Beds	5.0	2.3	7.3
Semi-detached house/cottage with 3 Beds	23.8	19.0	31.9
Semi-detached house/cottage 4 or more Beds	7.1	4.2	7.4
Terraced house/cottage 1-2 Beds	18.5	2.8	3.9
Terraced house/cottage 3 Beds	13.5	6.4	10.4
Terraced house/cottage 4+ Beds	3.1	0.0	0.0
Bungalow 1-2 Beds	0.8	2.3	5.2
Bungalow 3+ Beds	2.3	5.1	3.1
Flat/Apartment 1 Bed	1.8	0.7	7.1
Flat/Apartment 2 Beds	0.8	1.2	0.7
Flat/Apartment 3+ Beds	0.0	3.4	0.5
Other 3 Bed		0.6	
Total	100.0	100.0	100.0
<i>Base (Valid responses)</i>	<i>30849</i>	<i>8888</i>	<i>7822</i>
SUMMARY			
Houses 1/2 Bed	23.7	5.8	11.9
Houses 3 Bed	41.6	48.8	50.2
Houses 4+ Bed	29.0	32.1	21.3
Bungalow	3.1	7.3	8.3
Flat	2.6	1.9	7.8
Other	0.0	4.0	0.5
Total	100.0	100.0	100.0
<i>Base (Valid responses)</i>	<i>30849</i>	<i>8888</i>	<i>7822</i>

Source: 2015 Household Survey

- 6.21 In terms of housing need (refer back to Table 6.4), compared with the overall proportion of households in need of 11.8%, 13.9% of all families are in housing need. Overall, 15.2% of families with children under 18 are in housing need and 11.6% of families with adult children living at home are in housing need. The proportion of households in need is highest amongst lone parents with three or more children under 18 (69.2%) and couples with three or more children under 18 (24.9%). Couples with one or two children under 18 and lone parents with adult children living at home are less likely to be in housing need, at 8.6% and 9.8% respectively.
- 6.22 Modelling of affordable housing requirements suggests that a range of affordable dwellings are required including two and three bedroom dwellings which will help to address the needs of families.

Illness/disability

6.23 Across Bolton, the 2015 Household Survey identified a total of 61,341 residents with an illness/disability living in 50,328 households. Table 6.9 summarises the number and proportion of people with a particular illness/disability by age group. The most frequently mentioned illnesses/disabilities were long-standing illness/health condition, physical/mobility impairment and hearing impairment.

Illness/disability	No. of people with illness/disability by age group					Total
	Age group					
	Under 16	16-39	40-59	60-74	75+	
Physical / mobility impairment	234	965	5422	5935	3604	15813
Learning disability / difficulty	782	599	617	180	316	2368
Mental health problem	658	2228	5188	1329	330	9754
Visual impairment	230	624	952	1916	1891	5714
Hearing impairment	538	76	3076	3793	3455	11150
Long standing illness or health condition	618	1470	9097	9699	3578	24210
Older Age-related illness or disability	0	0	749	2067	2025	5229
Other	481	1365	4838	4248	1695	12385
Base (all residents)	43370	59427	74685	48567	16318	242367
Illness/disability	% of people with illness/disability by age group					Total
	Age group					
	Under 16	16-39	40-59	60-74	75+	
Physical / mobility impairment	0.5	1.6	7.3	12.2	22.1	6.5
Learning disability / difficulty	1.8	1.0	0.8	0.4	1.9	1.0
Mental health problem	1.5	3.7	6.9	2.7	2.0	4.0
Visual impairment	0.5	1.1	1.3	3.9	11.6	2.4
Hearing impairment	1.2	0.1	4.1	7.8	21.2	4.6
Long standing illness or health condition	1.4	2.5	12.2	20.0	21.9	10.0
Older Age-related illness or disability	0.0	0.0	1.0	4.3	12.4	2.2
Other	1.1	2.3	6.5	8.7	10.4	5.1
Base (all residents)	43370	59427	74685	48567	16318	242367

Note: respondents could state one or more illness/disability

Source: 2015 Household Survey

6.24 The Household Survey found that 38.6% of households with a household reference person aged under 65 contained one or more residents with an illness/disability along with 57.5% of households with a HRP aged 65 and over.

6.25 Of households containing someone with an illness/disability, 20.3% would like to move in the next 5 years, 12.7% would like to move but feel they are unable to and 67.1% do not want to move (Table 6.10). Table 6.10 shows that households with a HRP aged 65 and over were much less likely to want to move than those with a HRP aged under 65.

Table 6.10 Moving intentions of households containing someone with an illness/disability

Age of Household Reference Person	Entire household intending to move in the next five years?			
	Yes	No	Would like to move but unable to	Total
Under 65	24.1	60.1	15.8	100.0
65 and over	11.2	83.6	5.3	100.0
Total	20.3	67.1	12.7	100.0
Base (households responding)	8647	28632	5404	42683

Source: 2015 Household Survey

6.26 The Household Survey identified that around 12.7% of households containing someone with an illness/disability wanted to move but were unable to. Table 6.11 identifies affordability was a key reason why households were unable to move along with a lack of suitable properties by type and location.

Table 6.11 Reasons why households containing someone with an illness/disability are unable to move

Reason	Age of Household Reference Person		Total
	Under 65	65 and over	
Cannot afford to (other properties too expensive)	69.7	58.8	68.3
Negative Equity	13.6	6.0	12.6
Lack of suitable property: with adaptations needed	1.7	29.4	5.2
Lack of suitable property: in the area wanted	14.3	27.9	16.0
Lack of suitable property: of type wanted	15.4	26.7	16.8
Need to give support	2.8	5.7	3.2
Need to receive support	12.1	10.1	11.9
Would disrupt child(run) education	7.3	0.0	6.4
Employment (work locally)	10.0	0.0	8.7
Other reasons	27.8	16.0	26.3
Base (Households responding)	4642	663	5305

Source: 2015 Household Survey

- 6.27 Of households containing someone with an illness/disability and planning to move, the Household Survey found that the main reasons for moving were the need for housing for older/disabled person (18.5% of households), cannot afford rent/mortgage (14%), wanting a larger property (12.6%) and to move to a better neighbourhood / more pleasant area (10.5%).
- 6.28 Table 6.12 summarises the dwelling type and size aspirations and expectations of households containing someone with an illness/disability planning to move, as identified by the 2015 Household Survey. Half expected to move to a house, 28.6% expected to move to a bungalow and 15.2% to a flat. Higher proportions aspired towards bungalows and flats. In terms of number of bedrooms, over half aspired and expected to move to a property with one or two bedrooms.

Table 6.12 Dwelling aspirations and expectations of households containing someone with an illness/disability planning to move

Dwelling type	Aspiration (%)	Expectation (%)
House	44.3	50.0
Bungalow	31.1	28.6
Flat	18.4	15.2
Other	6.1	6.1
Total	100.0	100.0
No. bedrooms	Aspiration (%)	Expectation (%)
1/2 Beds	57.6	55.9
3 Beds	34.1	39.3
4 or more beds	8.3	4.7
Total	100.0	100.0
<i>Base</i>	8358	6283

Source: 2015 Household Survey

Older people

- 6.29 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. The number of people across Bolton area aged 65 or over is projected to increase from 48,000 in 2015 to 71,200 by 2037 (48.3% increase)³⁵.
- 6.30 The Household Survey found that the majority of older people (64.2%) want to stay in their own homes with help and support when needed (Table 6.13) and around a fifth (20.5%) would consider buying a property on the open market. Sheltered accommodation and Extra Care housing is an attractive option, especially for rent; 25.6% would consider renting Sheltered accommodation and 17.6% would consider renting Extra Care housing. 12.3% of older households would consider co-housing. This evidence suggests a need to continue to diversify the range of older persons' housing provision. Additionally, providing a wider range of older persons' accommodation has the potential to free-up larger family accommodation.

³⁵ ONS 2012-based Population Projections

Table 6.13 Older persons' housing options

Housing option	% would consider
Continue to live in current home with support when needed	64.2%
Buying a property on the open market	20.5%
Rent a property from a private landlord	7.6%
Rent from HA	19.0%
Sheltered accommodation - To Rent	25.6%
Sheltered accommodation - To Buy	11.2%
Sheltered accommodation - Part Rent/Buy	5.5%
Extra care housing - To Rent	17.6%
Extra care housing - To Buy	8.6%
Extra care housing - Part Rent/Buy	4.8%
Residential care home	4.1%
Co-housing	12.3%
<i>Base (total households responding)</i>	<i>61435</i>

Source: 2015 Household Survey

6.31 Of all older person households, 8.6% would like to move in the next 5 years, 6% would like to move but are unable to and 82% do not want to move. Of households with a HRP aged 65 and over who were unable to move, 49.3% stated they could not afford to and around 21% stated a lack of suitable properties in the area/type wanted (Table 6.14).

Table 6.14 Reasons why households containing with a HRP aged 65 and over are unable to move

Cannot afford to (other properties too expensive)	49.3%
Negative Equity	3.2%
Lack of suitable property: with adaptations needed	15.7%
Lack of suitable property: in the area wanted	21.0%
Lack of suitable property: of type wanted	21.6%
Need to give support	3.0%
Need to receive support	5.8%
Other reasons	32.3%
Base (Households responding)	1249

6.32 Of households with a HRP aged 65 and over and planning to move, the Household Survey found that the main reasons for moving were a need for smaller property as current property too difficult to manage (20.3%), to be closer to family/friends to give/receive support (20.3%), need housing suitable for an older/disabled person (19.2%) and a need for smaller property for other reasons (12.7%).

6.33 Table 6.15 summarises the dwelling type and size aspirations and expectations of households containing someone with an illness/disability planning to move,

as identified by the 2015 Household Survey. Aspirations and expectations tended to be similar and the majority of households aspired towards and expected to move to bungalows and flats. Higher proportions aspired towards older/supported housing (4.8%) compared with 1.5% who expect to do so. Aspirations and expectations of dwelling size tended to be similar, with a majority (over 70%) aspiring towards and expecting to move to a 1 or 2 bedroom dwelling. Around one quarter aspired and expected to move to a 3 bedroom property. There was also some aspiration and expectation of moving to a property with four or more bedrooms.

Table 6.15 Dwelling aspirations and expectations of households containing someone with an illness/disability planning to move

Dwelling type	Aspiration (%)	Expectation (%)
House	19.7	20.4
Bungalow	44.9	49.9
Flat	25.4	23.4
Other	5.3	4.8
Older/supported	4.8	1.5
Total	100.0	100.0
No. bedrooms	Aspiration (%)	Expectation (%)
1/2 Beds	73.1	71.7
3 Beds	24.6	26.5
4 or more beds	2.3	1.8
Total	100.0	100.0
<i>Base</i>	2339	1557

Source: 2015 Household Survey

6.34 Table 6.16 considers the future housing choices being considered by households by reference to the number of bedrooms aspired towards and expected to move to. This shows that just over half of households aspired and expected to downsize (i.e. move to a property with fewer bedrooms), some households aspired towards upsizing to a property with a larger number of bedrooms and around 38% aspired towards the same sized property and 43% expected to move to a property with the same number of bedrooms.

Housing choice	Aspiration (%)	Expectation (%)
Downsizing (moving to a smaller property)	51.1	53.6
Staying same	37.9	42.6
Moving to larger property	11.0	3.8
TOTAL	100.0	100.0
Base	2336	1619

Assistance in the home

- 6.35 The range of assistance required from all households including older person households is explored in Table 6.17. Particularly noted across both age groups and in particular by older people (65+ years) is the need for help with repair and maintenance of the home, help with gardening and help with cleaning the home.
- 6.36 Table 6.18 considers the extent to which household require assistance now or within the next 5 years.

Assistance required	Age group (% of households)		
	Under 65 years	65+ years	Total
Help with repair and maintenance of home	25.7	37.2	28.5
Help with gardening	15.1	38.1	20.8
Help with cleaning home	11.7	31.2	16.5
Help with other practical tasks	10.9	28.7	15.3
Help with personal care	8.8	16.8	10.8
Help with transport to and from places	6.6	17.9	9.4
Want company / friendship	8.1	11.7	9.0
Help with preparing meals	4.5	9.5	5.8
Base (All households)	87608	28763	116371

Source: 2015 Household Survey

Table 6.18 Type of assistance required either now or in next 5 years by when required

Assistance required	Percentage		
	Now	within next 5 years	Total
Help with repair and maintenance of home	14.5	14.0	28.5
Help with gardening	11.4	9.4	20.8
Help with cleaning home	8.2	8.3	16.5
Help with other practical tasks	8.2	7.1	15.3
Help with personal care	5.4	5.3	10.8
Help with transport to and from places	4.9	4.5	9.4
Want company / friendship	4.9	4.1	9.0
Help with preparing meals	3.4	2.4	5.8
Base (all households)	116371	116371	116371
Assistance required	Number		
	Now	within next 5 years	Total
Help with repair and maintenance of home	16905	16306	33211
Help with gardening	13218	10983	24201
Help with cleaning home	9549	9692	19241
Help with other practical tasks	9593	8248	17841
Help with personal care	6312	6216	12528
Help with transport to and from places	5674	5277	10951
Want company / friendship	5665	4798	10463
Help with preparing meals	3899	2799	6699

Source: 2015 Household Survey

Adaptations

- 6.37 The 2015 Household Survey asked whether adaptations were required by households (Table 6.19). The most frequently mentioned were adaptations to bathroom, internal handrails and adaptations to kitchen. Adaptations to bathroom and internal handrails were the most frequently mentioned adaptation required by older people. Adaptations to bathroom and kitchen were particularly mentioned by households headed by someone aged under 65. Table 6.120 considers the extent to which households require adaptations now or within the next 5 years.
- 6.38 Resources for aids and adaptations remain tight, particularly for households in the private sector. Alternative sources of funding, such as equity loans, should be considered to finance remedial measures required by older person households.

Table 6.19 Adaptations required either now or in next 5 years by age group

Adaptation required	Age group (% of households)		Total
	Under 65 years	65+ years	
Adaptations to Bathroom	8.0	13.7	9.4
Internal handrails	6.7	10.5	7.7
Adaptations to kitchen	7.9	4.3	7.0
Stair lift / vertical lift	5.1	9.4	6.1
Downstairs WC	5.6	7.1	6.0
External handrails	4.7	7.8	5.5
Community alarm service	3.0	5.8	3.7
Wheelchair adaptations	3.0	3.7	3.2
Lever door handles	2.3	2.1	2.2
<i>Base (All households)</i>	<i>87608</i>	<i>28763</i>	<i>116371</i>

Source: 2015 Household Survey

Table 6.20 Type of adaptation required either now or in next 5 years by when required

Adaptation required	Percentage		
	Now	within next 5 years	Total
Adaptations to Bathroom	4.8	4.6	9.4
Internal handrails	4.2	3.5	7.7
Adaptations to kitchen	3.8	3.2	7.0
Stair lift / vertical lift	2.0	4.1	6.1
Downstairs WC	3.4	2.6	6.0
External handrails	2.7	2.8	5.5
Community alarm service	1.0	2.7	3.7
Wheelchair adaptations	0.8	2.4	3.2
Lever door handles	0.9	1.3	2.2
Base (all households)	116371	116371	116371

Adaptation required	Number		
	Now	within next 5 years	Total
Adaptations to Bathroom	5577	5405	10982
Internal handrails	4840	4069	8909
Adaptations to kitchen	4471	3712	8182
Stair lift / vertical lift	2358	4795	7153
Downstairs WC	3963	2975	6938
External handrails	3094	3311	6405
Community alarm service	1155	3124	4279
Wheelchair adaptations	900	2789	3689
Lever door handles	1053	1545	2598

Source: 2015 Household Survey

Home improvements

6.39 The Household Survey found that in terms of home improvements (Table 6.21) the most frequently mentioned were double glazing, better heating and more insulation. When home improvements are required is explored in Table 6.22.

Table 6.21 Home improvements required either now or in next 5 years by age group

Home improvement required	Age group (% of households)		
	Under 65 years	65+ years	Total
Double glazing	16.1	6.4	13.7
Better heating	15.2	9.0	13.7
More insulation	13.1	6.1	11.4
Security alarm	10.3	5.8	9.2
Increase the size of property	7.8	1.4	6.2
Improvements to access	3.4	4.0	3.5
Room for a carer	2.3	3.1	2.5
<i>Base (All households)</i>	<i>87608</i>	<i>28763</i>	<i>116371</i>

Source: 2015 Household Survey

Table 6.22 Home improvements required either now or in next 5 years by when required

Home improvement required	Percentage		
	Now	within next 5 years	Total
Double glazing	7.7	6.1	13.7
Better heating	7.4	6.3	13.7
More insulation	6.3	5.1	11.4
Security alarm	6.5	2.7	9.2
Increase the size of property	3.1	3.1	6.2
Improvements to access	1.7	1.9	3.5
Room for a carer	0.9	1.6	2.5
Home improvement required	Number		
	Now	within next 5 years	Total
Double glazing	8924	7056	15980
Better heating	8562	7335	15898
More insulation	7292	5934	13226
Security alarm	7583	3085	10668
Increase the size of property	3632	3614	7247
Improvements to access	1935	2174	4109
Room for a carer	1082	1807	2889

Source: 2015 Household Survey

Current level of adapted properties

6.40 The 2015 Household Survey found that overall 7.4% of all properties across Bolton had been adapted or purpose built for a person with a long-term illness, health problem or disability. 8.4% of households said they required care or support to enable them to stay in their current home. 60.4% of households stated that there was sufficient space for a carer to stay overnight if this was needed – across the affordable sector this fell to 39.8%. Table 6.23 summarises this data by housing market area.

Area	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 (%)
Astley Bridge, Bromley Cross and Harwood	6.0	3.7	69.5
Bolton Town Centre	11.6	7.9	38.2
Deane, Derby, Daubhill and Great Lever	6.8	7.0	49.1
Farnworth with Harper Green	12.7	12.7	55.9
Halliwell and Crompton	10.7	12.1	40.6
Heaton, Lostock and Smithills	4.8	7.9	79.0
Horwich and Blackrod	7.1	9.6	61.5
Little Lever, Darcy Lever and Kearsley	5.9	8.2	67.3
Over Hulton	8.5	10.0	83.4
Tonge and Brightmet	7.5	10.2	55.5
Westhoughton with Chew Moor	5.0	6.0	72.8
Total	7.4	8.4	60.4
Base	114,385	113,412	111,573

Source: 2015 Household Survey

Specialist support requirements

- 6.41 A range of specialist client groups are supported across Bolton. These include people with learning disabilities, mental health needs, physical disabilities and older people with dementia.
- 6.42 Based on Supported CORE Lettings data, Table 6.24 summarises the type of client groups accommodated in social rented housing across Bolton area over the three year period 2010/11 to 2012/13. Data indicates that a range of groups are accommodated in RP specialist provision, most notably older people and single homeless people with support needs.

Table 6.24 Client groups accommodated in social rented sector in Bolton 2010/11 to 2012/13

Client group	Number	Annual Average
People with physical or sensory disabilities	206	69
People with learning disabilities	32	11
People with mental health problems	43	14
Offenders and people at risk of offending	163	54
Women at risk of domestic violence	102	34
Older people with support needs	1363	454
Single homeless people with support needs	1207	402
Homeless families with support needs	9	3
Young people leaving care	35	12
Young people at risk	76	25
Teenage parents	105	35
Total	3341	1114

Source: Supported CORE lettings data

Stakeholder views on specialist housing provision

- 6.43 Survey respondents working in this area were working with a range of client groups in need of specialist housing. These included; single people, families, students, teenage parents and adults with learning difficulties. One stakeholder identified a small increase in demand from those with low care needs such as learning disabilities and/or mental health issues.
- 6.44 Asked what changes providers are seeing in their client groups, the following were mentioned:
- An increase in individuals falling under dual diagnosis which respondents recognised as very challenging to manage;
 - A greater number of adults now with complex needs;
 - More adults with learning difficulties that need self-contained accommodation rather than the current model of shared accommodation; and
 - New and existing customers struggling financially which can often make them very vulnerable e.g. to payday lenders.
- 6.45 Housing and political changes has affected stakeholders abilities to deliver services in a number of ways. These were highlighted as:
- A reduction in funding to services for those in need particularly for those in floating support and sheltered housing;
 - Increasing limitations within the sector; and
 - Service charge eligibility was raised as an area of concern.
- 6.46 The future demand needs of older people were focused around smaller, one bedroom properties however, some felt a mix of dwelling types including bungalows and two bedroom properties would be more effective at catering to market demands. All stakeholders stressed the importance of location of these

- properties to ensure they remain desirable. Any properties should be located near to local amenities to allow residents to maintain their independence.
- 6.47 Limited feedback was offered on the types of properties that should be built to meet the requirements of people with supported housing needs. Of those who responded, the consensus felt that one-bedroom self-contained flats or bedrooms would be most effective at catering to this need.
- 6.48 Stakeholder identified the biggest specialist housing stock shortages across the Borough as:
- One bedroom social stock across the Borough,
 - Adapted properties for people with physical disabilities,
 - Dementia friendly accommodation and;
 - Small good quality accommodation.
- 6.49 Few stakeholders offered feedback about the key issues around physical adaptations of property. Those that did indicated that matching supply with emerging needs presented the biggest challenge and advised that more accurate information on adapted properties was necessary to continue to make best use of the stock.
- 6.50 The biggest barriers to the delivery of specialist housing in Bolton were identified as:
- Challenges in managing the cost to develop suitable accommodation verses the funding that is available;
 - Limited land that suitable and available to develop;
 - A reduction in housing benefits; and
 - Uncertainty around what is needed and long-term commitment to support revenue funding.
- 6.51 In terms of key messages for the HNA in respect of specialist housing provision in Bolton, respondents made the following points:
- A need for more self-contained living in favour of supported type living schemes;
 - More understanding around how effective the current supply is at catering to address need; and
 - Clearer evidence of and strategies for dealing with emerging and future needs.

Homeless households

- 6.52 CLG Homelessness Statistics for 2014/15³⁶ indicate that a total of 555 decisions were made on households declaring themselves as homeless across Bolton (Table 6.25). Of these households, 277 were classified as homeless and

³⁶ CLG Homeless Statistics [Table 627: Local Authorities' action under the homelessness provisions of the 1985 and 1996 Housing Acts, by sub-area](#)

in priority need. Over the five years 2010/11 to 2014/15, an annual average of 582 decisions were made across Bolton and an average of 275 households each year were declared as homeless and in priority need.

Year	Decisions made	Accepted as homeless
2010/11	607	265
2011/12	615	276
2012/13	570	284
2013/14	563	273
2014/15	555	277
Total	2910	1375
5-Year Annual Average	582	275

Source: CLG Homelessness Statistics

Households previously homeless

- 6.53 The 2015 Household Survey identified 1,238 households who had been previously homeless or living in temporary accommodation and had moved to their present accommodation in the past five years.
- 6.54 Table 6.26 presents a range of information relating to the characteristics of previously homeless households and the dwelling choices that they have made. 42.9% of households previously homeless have moved into private rented accommodation and 34.1% have moved into the social rented sector and 23% moved into owner occupied dwellings. Around half of previously homeless households have moved into houses (48.8%), and rest into flats (51.2%), of a range of sizes.
- 6.55 The incomes of previously homeless households are generally low with 34.7% receiving less than £200 each week and a further 12.3% receiving between £200 and £300 each week. 29.3% are singles under 65, 27.7% are couples under 65 and 28.7% are parents (couples or lone parents) with one or two children.

Table 6.26 Characteristics of households previously homeless			
Household Type	%	Property Type	%
Single Adult (under 65)	29.3	House	48.8
Single Adult (65 or over)	2.3	Flat	51.2
Couple only (both under 65)	27.7		
Couple with 1 or 2 child(ren) under 18	25.2		
Lone parent with 1 or 2 child(ren) under 18	3.5		
Other type of household	11.9		
Total	100.0	Total	100.0
Current tenure	%	Origin	%
Owner Occupied	23.0	Within Bolton	74.3
Private Rented	42.9	Refused/unknown	25.7
Social Rented/Affordable	34.1		
Total	100.0	Total	100.0
Current income (Gross weekly)	%	Property size	%
Under £200	34.7	0/1 Bed	27.3
£200 to <£300	12.3	2 Beds	28.1
£300+	53.0	3 or more Beds	44.5
Total	100.0	Total	100.0

Base: 1,238 households previously homeless
Source: 2015 Household Survey

Black, Asian and Minority Ethnic households (BAME)

- 6.56 The 2015 Household Survey indicates that 88.6% of Household Reference People describe themselves as 'White British' and 11.3% describe themselves as having other ethnicities. Of these, 1.6% are White Central/Eastern European, 0.6% White Irish and 0.7% are other White groups. A further 5.8% are Asian/Asian British, 1.5% are Black/African/Caribbean/Black British, 0.7% have a mixed ethnicity and 0.4% are other ethnicities.
- 6.57 The most ethnically diverse sub-areas are Deane, Derby, Daubhill and Great Lever (27.1% of Household Reference People have an ethnicity other than White British), Halliwell and Crompton (24.7%) and Bolton Town Centre (15.2%).
- 6.58 Information on BAME households based on the 2015 Household Survey includes:
- 39.0% of BAME households live in Deane, Derby, Daubhill and Great Lever and 24.2% live in Halliwell and Crompton, while only 0.3% live in Over Hulton and 0.9% in Bolton Town Centre;
 - 54.5% are owner occupiers, 24.8% rent privately and 20.6% live in affordable housing (social rented or intermediate tenures);
 - 57.8% had a gross income of less than £13,000 per year, 18.7% received between £13,000 and £26,000 per year and 23.7% received more than £26,000 per year;
 - 3,169 BAME households were in some form of housing need (24.7%); with overcrowding and sharing of facilities being the key reasons; and

- 17.3% were dissatisfied with the state of repair of their homes.
- 6.59 The 2011 Census identified 214 people with Gypsy and Traveller ethnicity living in 72 households. The 2014 Gypsy and Traveller Accommodation Assessment identified a need for 12 Gypsy and Traveller pitches (excluding potential bricks and mortar need) and 28 Travelling Showperson plots over the period 2014/15 to 2018/19. A Greater Manchester need for 68 transit sites was also identified.

Summary

- 6.60 This Chapter and the associated Appendices provides a clear definition of housing need and affordable housing required, along with a step-by-step explanation of the housing needs assessment model.
- 6.61 Analysis has identified a total of 13,865 households in housing need, representing 11.9% of all households across Bolton Metropolitan Borough. Assessment reveals that there is a net annual imbalance of 1,235 affordable dwellings across Bolton Metropolitan Borough.
- 6.62 Overall, analysis would suggest a tenure split of 62.0% social/affordable rented and 38.0% intermediate tenure.
- 6.63 In terms of the size of affordable housing required, the analysis indicates a need for a range of dwelling sizes, with 51.7% of need for smaller one and two bedroom general needs, 35.8% three or more bedroom general needs and 12.4% older person dwellings.
- 6.64 In terms of intermediate affordable housing for sale the analysis reveals that around 31.5% all households in need can afford an intermediate affordable house at around the £80,000 level or below and 18.5% could afford up to £140,000.
- 6.65 Around 19.6% of all households in need are older people (65+ years). Whilst this proportion may seem low it is reflective of the high levels of owner occupation amongst older people and therefore the ability under the assessment model to meet their own housing needs in situ or through the sale / release of equity.
- 6.66 It is also evident that the vast majority of older people wish to stay within their existing homes. For most, this is an informed and appropriate choice where current and future housing needs can be addressed through in situ solutions (including adaptations). However, there is some notable concern regarding a lack of choice within the market especially for owner-occupiers who are unable to find suitable downsizing properties and options.
- 6.67 Whilst this concern falls outside of the strict definition of housing need, the impact and influence of this potential lack of fluidity within the market has repercussions upon the overall operation of the housing market and the ability of households to trade up into properties released by older people.
- 6.68 For those older person households wishing to remain in their own homes but requiring assistance and adaptations the most frequently mentioned are help with transportation, bathroom adaptations and internal handrails. Similarly, the need for domiciliary assistance is weighted towards gardening, general repairs and maintenance and household cleaning.

7. Conclusion: policy and strategic issues

- 7.1 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 the National Planning Policy Framework which came into effect in March 2012 and Planning Practice Guidance, *Housing and economic development needs assessments* (last updated February 2016).
- 7.2 The HNA 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 HNA identifies the size, type and tenure of housing required by sub-area by considering current market demand relative to supply; and also identifies a continued affordable housing imbalance across Bolton Metropolitan Borough.
- 7.3 This concluding chapter summarises key messages from the research findings, structured around a commentary on the current and future housing markets; the interactions of Bolton with other areas; and relates findings to key local strategic issues.

The Housing Market Area

- 7.4 An analysis of 2011 Census migration data suggests that 72.6% of moving households originated from within Bolton and 63.3% of employees live and work within the Borough. Former Government guidance suggested that housing markets are self-contained if at least 70% of moves take place within the area.
- 7.5 Bolton can be described as a self-contained housing market on the basis of migration but in terms of travel to work it is part of a wider functional 'Manchester' Strategic Housing Market Area

The current housing market

- 7.6 This study provides up to date information on the housing stock in the Council area and how the stock profile varies by market area is presented in data tabulations accompanying this report.
- 7.7 This study assumes a total of 116,371 households³⁷ (occupied dwellings) in Bolton Metropolitan Borough, 4,123 vacant properties, 576 student properties and 626 second homes³⁸, which results in a total of 121,696 dwellings. Overall, the 2015 Household Survey shows that:
- 75.0% of properties are houses, 15.4% are flats/maisonettes, 9.0% are bungalows and 0.6% are other property types (e.g. caravans);

³⁷ 2011 Census

³⁸ 2015 Bolton Metropolitan Borough Council data

- 11.0% have one bedroom/studio, 34.9% have two bedrooms, 38.7% have three bedrooms and 15.4% have four or more bedrooms;
- 18.6% of properties were built before 1919, a further 16.4% were built between 1919 and 1944, 18.2% between 1945 and 1964, 24.9% between 1965 and 1984, 16.2% between 1985 and 2004 and 5.8% have been built since 2005³⁹;
- 63.7% of properties are owner-occupied, 21.0% are affordable (social/affordable rented or shared ownership) and 15.3% are private rented (or tied accommodation).

Housing markets and mobility

- 7.8 A range of material has been gathered to help identify market drivers and the characteristics of the Bolton Housing Market Area and linkages with other areas.
- 7.9 An analysis of household mobility using 2015 Household Survey data suggests that of households moving in the past five years, 78.9% originated in Bolton and 21.1% moved into the Borough. 3.5% originated from Bury, 3.0% from Wigan, 1.7% from Salford and 2.7% from elsewhere in Greater Manchester. A further 1.0% were from Chorley, 0.4% from Blackburn with Darwen and 2.7% from elsewhere in the North West region. 5.6% were from elsewhere in the UK and 0.5% from outside the UK. Most moved into the private housing sector, with around 44.4% moving into owner occupation and 43.1% into private renting. Moving to be closer to family/friends and divorce/separation were key migration drivers. 70.5% of in-migrant households had a Household Reference Person aged under 60 and 29.5% were aged 60 and over; overall 60.9% were in employment and 32.6% had an income (of Household Reference Person and partner) of at least £26,000 per annum

Future housing market

- 7.10 The population of Bolton is estimated to be 283,800 in 2015⁴⁰ and this is projected to increase by 10.7% to 314,100 by 2037⁴¹. Over the next few decades, there will be a marked increase in the number and proportion of residents aged 65 and over which is expected to increase by 48.3% from 48,000 in 2015 to 71,200 in 2037.

³⁹ ³⁹ 2014 Valuation Office Agency dwelling age data reports the following proportions: pre-1919 26.2% of dwellings, 1914-44 16.4%, 1945-64 14.2%, 1965-82 22.1%, 1983-99 13.35, 2000 onwards 7.3%, unknown 0.6% with a base of 122,830 dwellings

⁴⁰ ONS 2012-based population projections

⁴¹ ONS 2012-based population projections

Housing need and demand

Delivering new housing

- 7.11 Households intending to move in the open market were asked in the 2015 Household Survey what type and size of property they would like and expect to move to. This could then be compared with the current stock profile to identify any mismatches between availability and aspirations/expectation. Of households moving, most would like to move to a house (75.0%), 18.5% would like to move to a bungalow and 3.7% to a flat. This compares with 75.2% who expect to move to a house, 14.8% to a bungalow and 8.1% a flat. A much higher proportion would like to move to a detached house (41.6%) but only 20.5% expect to. In contrast, higher proportions expect to move to a semi-detached house (39.1%) than would like to (24.8%).
- 7.12 Future development should focus on delivering to address identified mismatches and reflect household aspirations.
- 7.13 The scale of affordable requirements has been assessed by taking into account the annual need from existing and newly-forming households within each sub-area and comparing this with the supply of affordable (social/affordable rent and intermediate tenure dwellings). The overall gross need for affordable housing is 1,594 dwellings each year. However, there is capacity of around 1,063 affordable dwellings each year, which results in an overall net imbalance of 531 affordable dwellings each year. In terms of the size of affordable housing required, the analysis indicates a need for a range of dwelling sizes, with 9.6% of net need for smaller one and two bedroom general needs, 65.8% three or more bedroom general needs and 24.6% older person dwellings. It is therefore appropriate for the continued delivery of affordable housing to reflect underlying need.
- 7.14 A tenure split of 65.2% social/affordable rented and 34.8% intermediate tenure is suggested.
- 7.15 In summary, key drivers in determining the tenure and type of future development include:
- The need to continue development to satisfy household aspirations, in particular the development of three and four bedroom detached houses, one to three bedroom semi-detached houses and bungalows;
 - Developing an increasing range of housing and support products for older people;
 - Delivering additional affordable housing to help offset the identified net shortfalls; and diversifying the range of affordable options by developing intermediate tenure dwellings and products; and
 - The economic viability of delivering affordable housing on sites across Bolton.

Improving the quality of existing stock

- 7.16 Strategic challenges include reducing the level of vacant dwellings and improving the quality of existing dwellings through better energy efficiency and modernisation.

Vacant stock

- 7.17 There are an estimated 5,325 (4.4%)⁴² vacant properties across Bolton and these are mainly in the private sector. Properties can be empty for a variety of reasons which include: the properties are too difficult to repair or are in the process of being repaired; they are in the process of being sold; they have been bought for capital investment; or they are in probate.
- 7.18 The Council should continue to consider identifying the reasons why properties are empty and identify mechanisms for bringing them back into use. Mechanisms could include:
- Financial/professional help for repairs and improvements in the form of equity loans; grant aid for renovation and subsequent leasing to a Housing Association for a fixed term; a professional service to manage repairs or full renovation; and
 - Assistance with letting management or the sale of a property.

Satisfaction and repair

- 7.19 Although the vast majority of households (75.4%) are satisfied with the condition of their dwellings, 12.0% of households were dissatisfied or very dissatisfied. Levels of dissatisfaction were highest amongst those in affordable or private rented accommodation, maisonettes and terraced houses and properties built pre-1919.
- 7.20 Improving the energy efficiency of dwellings and modernisation of stock is an important driver to improving the quality of existing stock and extends beyond those households expressing dissatisfaction. Given the need to reduce energy consumption, improve thermal comfort and future proof households from spikes in energy prices, retrofitting stock with improved insulation, heating systems and solar panels is likely to become a significant strategic issue.

The ageing population and addressing the needs of vulnerable people

- 7.21 A key challenge for the Council is to ensure a greater diversity of support services are made available to older people wanting to stay in their own home and develop funding mechanisms to achieve this. Particularly noted is the need for help with gardening, repair and maintenance of the home and cleaning.

⁴² 2015 Bolton Metropolitan Borough Council data

- 7.22 Additionally, the range of housing options available to older people needs to be diversified, for instance through the development of open market housing marketed at older people and the development of Sheltered housing, Extra Care accommodation and co-housing.

NPPF requirements

- 7.23 Paragraph 159 of the NPPF states that Local Planning Authorities should have a clear understanding of housing needs in their area and they should:
- Prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where Housing Market Areas cross administrative boundaries. The SHMA should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period that:
 - Meets household and population projections, taking account of migration and demographic change;
 - Addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); and
 - Caters for housing demand and the scale of housing supply necessary to meet this demand.
- 7.24 The material in this HNA provides an evidence base to inform strategic decision making and has:
- evidenced the scale of affordable housing need and the specific affordable requirements necessary to offset the imbalance between supply and need;
 - reviewed market demand and the range of dwellings required to satisfy household expectations and aspirations; and
 - reflected upon the needs of different groups of the population, in particular older people and those requiring specialist support requirements.

Final comments

- 7.25 Appropriate housing and planning policies have a fundamental role to play in the delivery of thriving, inclusive and sustainable areas. These policies need to be underpinned with high quality data. This study has provided a wealth of up-to-date social, economic, demographic and housing data for Bolton Metropolitan Borough.
- 7.26 This research has reflected upon the housing market attributes of Bolton and interactions with other areas. The report signposts future strategic challenges which include the ongoing delivery of new market and affordable housing to address need and support economic growth; diversifying the range of affordable tenures available to local residents; improving the condition and energy efficiency of existing stock; and addressing the requirements of older people and vulnerable groups.

Introduction to Technical Appendices

- Technical Appendix A: Research methodology
- Technical Appendix B: Policy review
- Technical Appendix C: Housing need
- Technical Appendix D: Monitoring and updating

Technical Appendix A: Research Methodology

Overall approach

- A.1 A multi-method approach was adopted in order to prepare a robust and credible Housing Needs Assessment for Bolton Metropolitan Borough Council:
- A sample survey of households across the Bolton Metropolitan Borough Council area. A total of 18,863 households were contacted and 2,302 questionnaires were returned and used in data analysis. This represents a 12.2% response rate overall and the total number of questionnaires returned was well in excess of the 1,500 specified in former Government HNA guidance (2007);
 - An online questionnaire of key stakeholders including Local Authorities, town and parish councils, voluntary agencies, Registered Providers and developers;
 - Interviews with estate and letting agents operating within the Borough; and
 - A review of relevant secondary data including the 2011 Census, house price trends, CORE lettings data and CLG Statistics.

Baseline dwelling stock information and survey sample errors

- A.2 Table A1 summarises total dwelling stock and the number of households contacted by survey area, achieved responses and sample errors.

Table A1 Household Survey sample information

Sub-Area	Total Households	Households Contacted	Achieved Response	Response Rate	Representation Rate	Sample error +/-
Astley Bridge, Bromley Cross and Harwood	15,892	1833	293	16.0	1.8%	5.7%
Bolton Town Centre	741	873	73	8.4	9.9%	10.9%
Deane, Derby, Daubhill and Great Lever	18,514	1833	144	7.9	0.8%	8.1%
Farnworth with Harper Green	11,714	1833	179	9.8	1.5%	7.3%
Halliwell and Crompton	12,596	1833	178	9.7	1.4%	7.3%
Heaton, Lostock and Smithills	9,853	1833	243	13.3	2.5%	6.2%
Horwich and Blackrod	11,012	1833	240	13.1	2.2%	6.3%
Little Lever, Darcy Lever and Kearsley	10,061	1833	256	14.0	2.5%	6.0%
Over Hulton	1,471	1493	261	17.5	17.7%	5.5%
Tonge and Brightmet	13,190	1833	196	10.7	1.5%	6.9%
Westhoughton with Chew Moor	11,327	1833	239	13.0	2.1%	6.3%
Bolton Total	116,371	18863	2,302	12.2	2.0%	2.0%

Source: Council Tax Data 2015

1. 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 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.

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.

List of stakeholders interviewed as part of the HNA process

A.5 An online survey was carried out with a range of stakeholders drawn from:

- Local Authorities;
- Town and parish councils;
- Voluntary agencies;
- Registered Providers; and
- Developers.

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 Housing policy in England is managed through the Department for Communities and Local Government (DCLG), but is managed by the devolved governments in Scotland, Wales and Northern Ireland. In addition to policies that apply directly to housing matters, there is significant overlap with a number of other policy areas, including planning, welfare, political devolution and the wider economy.
- B.3 Under the previous Coalition Government, the five years 2010-2015 saw a radical and sustained programme of reform of welfare, housing and planning policy, set within the context of national austerity and an economic policy of deficit reduction and public spending cuts. These reforms championed localism, decentralisation and economic growth.
- B.4 Since the election of a majority Conservative Government in May 2015 further welfare reforms have been accompanied by policies seeking to increase the rate of housebuilding and promoting home ownership as the tenure of choice.

Legislative and policy background

- B.5 Following the Coalition Agreement of May 2010, the previous Government passed the **Localism Act 2011**, with the express intention of devolving power from central government towards local people. The Localism Act sets 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.6 In terms of housing reform, the Localism Act reforms aim to enable more decisions about housing to be made at the local level, making the system fairer and more effective. Local authorities have greater freedom to set their own policies about who can qualify to go on the waiting list in their area. In addition, the Act allows 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 allows 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 reforms social housing funding, allowing local councils to keep the rent they collect and use it locally to maintain their housing stock. It facilitates a national ‘Home Swap’ scheme to facilitate house moves between social housing tenants. In addition, the Localism Act reforms the regulation of social housing, promoting tenant panels and changing the way complaints are handled.

- B.7 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 acknowledges some of the problems within the housing market and sets out the Government’s policy response, along the following themes:
- Increasing supply: more homes, stable growth;
 - Social and affordable housing reform;
 - A thriving private rented sector;
 - A strategy for empty homes;
 - Quality of housing experience and support; and
 - Quality, sustainability and design.
- B.8 The measures promote home ownership, including a new-build mortgage indemnity scheme to provide up to 95% loan-to-value mortgages guaranteed by Government and a ‘FirstBuy’ 20% equity loan scheme for first-time buyers. There is an emphasis on providing new infrastructure, with the announcement of a ‘Growing Places’ Fund, and the freeing-up of public sector land for development. Community-led planning and design is championed, with financial incentives such as the ‘New Homes Bonus’ to promote increased housebuilding at the local authority level.
- B.9 The Housing Strategy acknowledges the importance of social housing and the need for more affordable housing. However, the Government reaffirm their programme to reform 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”*⁴³. 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”*⁴⁴. The Government 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 Housing Strategy reaffirms the Government’s commitment to bringing empty homes back into use, using the New Homes Bonus as an incentive. It also set out the objectives of preventing homelessness, protecting the most vulnerable and providing for older people’s housing needs. It confirms a radical package of welfare reforms, including a reduction in Housing Benefit, changes

⁴³ *Laying the Foundations: A Housing Strategy for England* (Nov 2011), page 22 para.11

⁴⁴ *Laying the Foundations: A Housing Strategy for England* (Nov 2011), page 33 Summary

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. Finally, the Housing Strategy addresses environmental concerns, with energy efficiency and reduced carbon emissions being required from both new and existing homes in order to promote sustainability.

- 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."*⁴⁵
- 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 introduces new definitions of affordable housing covering social rented housing, affordable rented housing and intermediate housing.
- B.13 The NPPF is to be read alongside other national planning policies on Waste, Travellers, Planning for Schools Development, Sustainable Drainage Systems, Parking and Starter Homes⁴⁶. **Planning Practice Guidance** on a range of more detailed topics has been revised and updated and made available through an online system since March 2014⁴⁷. Planning Practice Guidance document 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.

Current and emerging policy

- B.14 Following the election of a majority Conservative Government in May 2015, the Government's **Summer Budget 2015** was presented to Parliament by the Chancellor George Osborne on 8th July 2015. The Budget set out proposed 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; and training requirements for those on Universal Credit aged 18 to 21. Alongside these welfare cuts, the Chancellor 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,

⁴⁵ National Planning Policy Framework (November 2012), para. 14

⁴⁶ <http://planningguidance.communities.gov.uk/>

⁴⁷ <http://planningguidance.communities.gov.uk/>

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.15 Alongside the Summer Budget 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.
- B.16 Of particular relevance to housing are the following points in the plan:
- Planning freedoms and more houses to buy: In order to increase the rate of housebuilding and enable more people to own their own home, a number of actions are identified 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.
 - Resurgent cities, a rebalanced economy and a thriving Northern Powerhouse: In order to rebalance the economy, which is skewed towards London and the South East, the Government is committed to building a Northern Powerhouse through £13 billion of investment in transport in the North of England during this Parliament, backing new science, technology and culture projects, devolving significant powers to an elected Mayor for Manchester, taking steps to enable the Midlands Engine for Growth to reach its full potential and working towards devolution deals with the Sheffield City Region, Liverpool City Region and Leeds, West Yorkshire and partner authorities.
- B.17 The Chancellor of the Exchequer delivered his **Spending Review and Autumn Statement 2015** to Parliament on 25th November 2015. Of relevance to housing are:
- An improvement in public finances, so a moderated approach to the reform of Tax Credits/Universal Credit;
 - A new ‘Help to Buy Shared Ownership’ scheme, removing current 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’ – a new 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’ will be built over the next five years; these are new build homes available at 20% off the market price to first-time buyers under 40, where the discounted price is less than £250,000 outside London and £450,000 in London. £2.3 billion will be given to housebuilders to provide the 20% discount on new homes;

- From 1st April 2016 an extra 3% in stamp duty will be levied on people purchasing additional properties such as buy-to-let properties or second homes;
 - Right to Buy will be extended to housing association tenants during 2016, giving 1.3 million households the chance to become homeowners;
 - £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; and
 - 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.
- B.18 In December 2015, DCLG published a **Consultation on proposed changes to national planning policy**, which is open for comment until 22nd February 2016. This consultation is seeking 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 In November 2015, DCLG announced a review of the Community Infrastructure Levy (CIL), which has been in use since April 2010 and seeks to provide a faster, fairer, more certain and transparent means of collecting developer contributions to infrastructure than individually-negotiated Section 106 planning obligations.

Emerging legislation

- B.20 The Conservative Government has introduced several Bills to Parliament that have direct relevance to housing issues.
- B.21 The **Housing and Planning Bill 2015-16** has been through its third reading in the House of Commons in January 2016 and will now move to the House of Lords for consideration. The Bill is intended to support the delivery of the Government's commitments as put forward in the Conservative Party manifesto and the productivity plan *‘Fixing the foundations: Creating a more prosperous nation’*. Through this Bill, the Government aims to take forward proposals to build more homes that people can afford, give more people the chance to own their own home and ensure housing management is improved. The Bill seeks to achieve this, in part, by implementing reforms to the planning system to simplify and speed up neighbourhood planning and Local Plans. It also sets out the delivery framework for the Government's flagship ‘Starter Homes’ scheme.
- B.22 The **Welfare Reform and Work Bill 2015-16** has been through the House of Commons and is currently at Committee stage in the House of Lords. The Bill seeks to make 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.

- B.23 The **Immigration Bill 2015-16** has been through the House of Commons and is at Committee stage in the House of Lords. The Bill includes provisions relating to private rented accommodation, administered by landlords or their agents. If new tenants in private rented housing are found to be living in the UK illegally then there are requirements for landlords to evict illegal immigrants. Action could also be taken against landlords themselves.
- B.24 The **Cities and Local Government Devolution Bill 2015-16** started in the House of Lords and has proceeded through to Third Reading stage in the House of Commons. The Commons have returned the Bill to the House of Lords with amendments, which will be considered further. This Bill is central to the Government's devolution plans for England, facilitating its vision of a 'Northern Powerhouse'. The Bill makes provision for the election of mayors, providing the legislative framework to devolve power and establish sub-national transport powers.

Overview of housing policy themes

- B.25 The 'Housing' Policy Area of the Department for Communities and Local Government website states that:

*'The government is helping local councils and developers work with local communities to plan and build better places to live for everyone. This includes building affordable housing, improving the quality of rented housing, helping more people to buy a home, and providing housing support for vulnerable people.'*⁴⁸

- B.26 Thus the policy focus for Government can be broken down into four areas:
- Building affordable housing;
 - Improving the quality of rented housing;
 - Helping more people to buy a home; and
 - Providing housing support for vulnerable people.

Building affordable housing

- B.27 In line with successive governments, the current Administration continues to seek an increase in the rate of housebuilding, setting a target of delivering one million new homes by 2020. Ongoing reform of the planning system and removing complex regulations are intended to speed up delivery. However, the policy focus is increasingly towards home ownership, with a shift from traditional social rented affordable housing to Starter Homes and shared ownership.

⁴⁸ <https://www.gov.uk/government/topics/housing>

- B.28 Following consultation in December 2014, the previous Government launched a national Starter Homes exception site planning policy in March 2015 through a written ministerial statement *“to make it easier for developers to gain planning permission for a new generation of Starter Homes on under-used commercial and industrial land.”*⁴⁹ Sites where these homes are to be delivered are exempt from affordable housing requirements and the CIL.
- B.29 In January 2016, the Prime Minister announced⁵⁰ that the Government will step in and directly commission thousands of new affordable homes, seeking to fast-track housebuilding on publicly-owned land starting with five pilot sites:
- Northstowe, Cambridgeshire;
 - Daedalus Waterfront, Hampshire;
 - Old Oak Common, London;
 - Connaught Barracks, Kent; and
 - Lower Graylingwell, Chichester.
- B.30 A range of financial incentives to encourage new housing development have been implemented. Since New Year 2016, a £1.2 billion Starter Homes Fund has been announced⁵¹, designed to prepare brownfield sites for at least 30,000 homes, along with £6.3 million of Housing Zones funding⁵² for the 20 Housing Zones designated in March 2015. Together with eight further potential Zones these areas are considered to have the potential to deliver up to 45,000 new homes.
- B.31 Other projects to help finance housing development include:
- Get Britain Building programme,
 - Builders Finance Fund,
 - New Homes Bonus,
 - Build to Rent Fund,
 - Community Right to Build.
- B.32 To increase the supply of affordable rented homes the previous Government introduced the affordable rent model⁵³, aimed at giving providers greater flexibility on rents and use of assets, whilst at the same time providing affordable housing for people in need. In July 2014 the Homes and Communities Agency announced the Affordable Homes Programme for 2015 to 2018, which aims to invest £1.7 billion in new affordable housing to deliver 165,000 new homes by March 2018.
- B.33 In addition to the affordable rent model, the Affordable Homes Guarantee scheme was launched in 2013 to support the building of new affordable homes. The scheme offers a guarantee to providers on debt that they raise to deliver additional new build affordable homes. The guarantee aims to help reduce the

⁴⁹ <https://www.gov.uk/government/speeches/housing-and-planning>

⁵⁰ <https://www.gov.uk/government/news/pm-the-government-will-directly-build-affordable-homes>

⁵¹ <https://www.gov.uk/government/news/pm-the-government-will-directly-build-affordable-homes>

⁵² <https://www.gov.uk/government/news/tens-of-thousands-of-homes-supported-by-housing-zone-funding>

⁵³ Allows Registered Providers to charge no more than 80% of local market rent for affordable housing.

borrowing costs of providers thus enabling them to provide more homes. As part of the 2013 budget, £450 million was announced to support the delivery of up to 30,000 affordable homes in this way.

Improving the quality of rented housing

- B.34 The Government have implemented a number of actions to improve the quality and quantity of properties for rent.

Social rented housing

- B.35 Since 2010 a series of social housing reforms have been introduced including:
- Allowing local flexibility on waiting lists (allocations) and tenancy arrangements;
 - Helping social landlords stop tenant fraud and anti-social behaviour;
 - Changing the housing revenue account subsidy system to a locally-controlled system where local authorities are responsible for their housing services;
 - Funding local authorities to refurbish their housing stock;
 - Introduction of a national home swap scheme for social housing tenants;
 - Supporting tenants to play a bigger role in managing their accommodation through the tenant empowerment programme; and
 - Allowing local authorities to discharge their homelessness duty in the private rented sector.
- B.36 Alongside social housing reform sit reforms to the welfare system, which, with changes to benefit, eligibility and entitlement, impact significantly on housing supply and demand. There have been a number of policy changes with implications for social rented accommodation since the General Election 2015:
- B.37 The Housing and Planning Bill includes an amendment which will limit new secure tenancies (for new council tenants) to between two and five years;
- B.38 The 'Pay to Stay' scheme involves tenants being required to pay market rents once their income exceeds £30,000, or £40,000 in London. However, at the end of 2015 the Government announced that this would be voluntary for housing associations, leading to questions regarding equality between council and housing association tenants;
- B.39 The Summer Budget 2015 announced a rent cut of 1% per year for social renters, for four years from April 2016. This has significant implications for social landlord finance;
- B.40 In October 2015, English housing associations were reclassified by ONS as being part of the public sector, adding £60 billion of debt to the national balance sheet. The consequent economic and political implications have led to the Government pledging to repeal the powers in the Housing and Regeneration Act 2008 which caused the reclassification.

Private rented housing

B.41 The private rented sector has grown significantly in recent years and the Government sees it as playing a vital role in meeting housing needs and supporting economic growth. Measures to promote the private rented sector include:

- The Build to Rent Fund, providing equity finance for purpose-built private rented housing, alongside a £10 billion debt guarantee scheme to support the provision of these homes;
- Proposals to ensure tenants receive proper protection from their landlords, including a new model tenancy agreement;
- £4.1 million funding allocated to 23 local authority areas to tackle rogue landlords and £2.6 million to tackle ‘beds in sheds’; and
- The Government has also set up a Private Rented Sector Taskforce to improve the quality and choice of rented housing available to tenants nationally. The Taskforce is made up of developers, investors, and housing management bodies.

Helping more people to buy a home

B.42 The primacy of home ownership remains central to the Government’s housing policy approach. A number of measures promote homeownership⁵⁴, including:

- Help to Buy, which includes several current products⁵⁵:
 - Help to Buy ISA – since Autumn 2015 first time buyers can save money towards a new home deposit and the Government will boost the value of their savings by 25%. The minimum bonus is £400 and the maximum is £3,000, meaning individual savers need to save between £1,600 and £12,000 to be eligible. The bonus is available on homes worth up to £250,000, or £450,000 in London.
 - Help to Buy Equity Loan, where the Government lends up to 20% of the value of a new-build home so buyers only need a 5% cash deposit.
 - Help to Buy Mortgage Guarantee, enabling lenders to offer more high-loan-to-value mortgages (80% to 95%).
 - Shared Ownership, where purchasers can buy between 25% and 75% of their home and pay rent on the remaining share. From April 2016, Help to Buy Shared Ownership will lift the existing limits so that anyone with a household income of less than £80,000, or £90,000 in London can buy a shared ownership home, with only military personnel being given priority.
- Starter Homes, which will soon be available to first-time buyers aged under 40 years old. New-build homes will be offered for sale with a 20% discount to eligible households. The maximum cost of a home will be £250,000, or

⁵⁴ <https://www.ownyourhome.gov.uk/>

⁵⁵ <https://www.helptobuy.gov.uk/>

£450,000 inside London. The cost for the developer of providing the 20% discount is to be met in lieu of delivering affordable housing on these sites.

- Discounted Sales, where councils and housing associations build new homes for sale, some may be sold at a 25-50% discount. There are a number of criteria, including some set locally by the relevant council and housing associations who run the scheme. Buyers must usually have a local connection to the area.
- Right to Buy, where council tenants with at least five years' tenancy might be eligible to buy their homes. Maximum discounts have been increased to £77,000, or £102,700 within London. In the case of secure council tenants living in their home when it was transferred to a housing association or similar there is also a 'Preserved' Right to Buy. A smaller discount has also been available under the Right to Acquire.
- Voluntary Right to Buy is a pilot scheme amongst a small number of housing associations, trialling the Conservative Government's flagship policy of extending the Right to Buy to housing associations. The Government plans to extend the Right to Buy beyond those in the pilot scheme but this will have significant funding implications.
- Self Build, where households find a plot of land and build or commission the construction of their own home, or work with a group in a Community Self Build project. Self Build was promoted by the Coalition Government, announcing 11 local authorities to become Right to Build 'vanguards' in September 2014 and passing the Self-Build and Custom Housebuilding Act 2015. This Act requires councils to maintain a register of those who have expressed an interest in buying serviced plots.

Housing for older and vulnerable people

- B.43 The **Care Act 2014** came into effect in April 2015, replacing existing legislation and positioning housing as a key factor in the overhaul of the care system in England. The Act encourages providers to establish and develop services that help drive change, services which:
- Promote people's independence, connections and wellbeing;
 - Prevent or postpone the need for care and support;
 - Put people in control, ensuring that services respond to what people need;
 - Give carers a right to assessment for support; and
 - Promote the integration of health and social care.
- B.44 The NHS Five Year Forward Review (October 2014) recognises the role that housing can play in promoting wellbeing and in particular keeping older people independent and healthy. This provides evidence of the strong and growing links between housing, health and social care.
- B.45 Schemes to support older and vulnerable people in their housing needs include:
- Disabled Facilities Grant, funding adaptations to properties to allow people to live in their homes for longer. This is now part of the Better Care Fund, which aims to better integrate health and adult social services. In 2016/17

there is £394 million funding available and in his Autumn Statement 2015 the Chancellor committed to making a further £500 million available by 2019/20;

- Care and Support Specialised Housing Fund, to stimulate the market in specialist housing provision. The Government committed an additional £400 million to build 8,000 new specialist homes in the Autumn Statement 2015. The Care and Support Specialised Housing Fund is on track to deliver 4,000 new homes with a further allocation of £155 million expected early in 2016. However wider housing and welfare reforms, including the 1% reduction in social rents, will impact on the financial viability of both existing and proposed supported housing schemes;
 - FirstStop, an independent, impartial and free service offering advice and information to older people, their families and carers about housing and care options for later life;
 - Home Improvement Agencies, providing help and advice to older and disabled people, housing associations and charities; and
 - Handyperson services, delivering small home repairs and adaptations.
- B.46 Other projects of relevance to housing include the Prime Minister's Challenge on Dementia. Launched in 2012, the Challenge sought to deliver major improvements in dementia care and research by 2015, including raising awareness of the housing, care and support needs of people living with dementia and their families. In February 2015, the Prime Minister's Challenge on Dementia 2020 was published, highlighting progress and launching the next phase of the work.
- B.47 Also relating to older people's housing is the World Health Organisation's Age Friendly Cities programme, which in 2014 saw Manchester recognised as the UK's first Age Friendly city.
- B.48 In terms of safeguarding vulnerable adults, housing has a strong role to play alongside social services, health, the police and other agencies. The Care Act 2014 set out a new safeguarding power and places a duty on local authorities to respond to safeguarding concerns by making enquiries as necessary to decide on whether, and what, action is needed.
- B.49 From the April 1st 2013, Health and Wellbeing Boards (including Directors of Public Health) became statutory committees of local authorities. They are responsible for encouraging integrated working on health and wellbeing issues, including development of Joint Health and Wellbeing Strategies, and Joint Strategic Needs Assessments.
- B.50 In August 2012 the Government published its Homelessness Strategy, ***Making every contact count: A joint approach to preventing homelessness***. The Strategy focuses on prevention and identifies ten local challenges that need to be addressed by local authorities. These include having a Homelessness Strategy setting out a proactive approach; not placing any young person aged 16 or 17 in Bed and Breakfast accommodation; and not placing any families in Bed and Breakfast accommodation, except in an emergency and for no longer than six weeks.

- B.51 In order to prevent and tackle homelessness and rough sleeping, a range of Government funding has been provided in recent years, including:
- The Homelessness Prevention Funding, providing grants for local homelessness services;
 - The Homelessness Transition Fund, supporting ‘No Second Night Out’; and
 - The Crisis Private Rented Sector Access Development Programme to help single homeless people find privately rented accommodation.
- B.52 On 17th December 2015 the DCLG announced “a radical new package of measures to help tackle homelessness and ensure that there is a strong safety net in place for the most vulnerable people in society”⁵⁶. At the same time, the Communities and Local Government Committee announced a parliamentary inquiry into the causes of homelessness and the approaches taken by national and local government to prevent and tackle homelessness. Ministers are also set to consider the option of imposing a new legal ‘duty to prevent’ on local authorities.

National housing reviews

- B.53 Over recent years a number of housing reviews have been undertaken to assess the housing situation and recommend ways in which it can be addressed.
- B.54 In October 2014 the **Lyons Housing Review** was published. The review was commissioned by the Labour Party and identified that:
- Insufficient land is being brought forward for new housing and that communities are not able to take responsibility for the homes required, or are using planning powers reactively; and
 - The capacity to build more housing has reduced significantly as it has become concentrated in the hands of a small number of volume house builders, whilst the number of smaller builders has reduced.
 - Overall the report recommended that the delivery of new homes be increased to 200,000 per annum by 2020. It also recommended that capital investment should be made in housing and that housing should be a priority for the new (post-election) Government.
- B.55 The **Elphicke-House Report** (January 2015) reviewed the role of local authorities in increasing housing supply. It recommended that local authorities become housing delivery enablers in their areas, to proactively assess and lead on facilitating new housing development in their areas. To enhance the role of authorities as delivery enablers, the report recommended increased community involvement; clearer housing market assessments; increased housebuilding by reduced bureaucracy and more flexible funding.

⁵⁶ <https://www.gov.uk/government/news/radical-package-of-measures-announced-to-tackle-homelessness>

Technical Appendix C: Housing need calculations

Summary of contents

Stage 1: Current housing need (gross backlog)

- Step 1.1 Homeless households and those in temporary accommodation
- Step 1.2 Overcrowding and concealed households
- Step 1.3 Other groups
- Step 1.4 Total current housing need (gross)

Stage 2: Future housing need (gross annual estimate)

- Step 2.1 New household formation (gross per year)
- Step 2.2 Proportion of new households unable to buy or rent in the market
- Step 2.3 Existing households falling in to need
- Step 2.4 Total newly-arising housing need (gross per year)

Stage 3: Affordable housing supply

- Step 3.1 Affordable dwellings occupied by households in need
- Step 3.2 Surplus stock
- Step 3.3 Committed supply of new affordable housing
- Step 3.4 Units to be taken out of management
- Step 3.5 Total affordable housing stock available
- Step 3.6 Total supply of social re-lets (net)
- Step 3.7 Annual supply of intermediate affordable housing available for re-let or resale at sub-market levels
- Step 3.8 Annual supply of affordable housing

Stage 4: Estimate of annual housing need

- Step 4.1 Total backlog need
- Step 4.2 Quota to reduce over 5 years (2)
- Step 4.3 Annual backlog reduction
- Step 4.4 Newly-arising need
- Step 4.5 Total annual affordable need
- Step 4.6 Annual social rented capacity
- Step 4.7 Net Annual Shortfall

Introduction

- C.1 A working definition of housing need is *'the quantity of housing required for households who are unable to access suitable housing without financial assistance'*. The 2015 Household Survey and secondary data provide a robust range of information to quantify housing need in Bolton and the extent to which additional affordable housing is required.
- C.2 Housing needs analysis and affordable housing modelling has been prepared in accordance with CLG guidance at sub-area and Borough level. In summary, the model reviews in a step-wise process:
- Stage 1: Current housing need (gross backlog)
 - Stage 2: Future housing need
 - Stage 3: Affordable housing supply
 - Stage 4: Estimate of annual housing need
- C.3 Table C1 summarises the different steps taken in assessing housing need and evidencing the extent to which there is a surplus or shortfall in affordable housing across Bolton. Please note that in Stage 1, Step 1.4 reports the total number of households in need and avoids double counting as in some cases households have more than one housing need. Table C2 summarises the data by sub-area.

Table C1 CLG Needs Assessment Summary for Bolton			
Step	Stage and Step description	Calculation	Bolton Total
Stage 1: CURRENT NEED			
1.1	Homeless households and those in temporary accommodation	Annual requirement	806
1.2	Overcrowding and concealed households	Current need	4787
1.3	Other groups	Current need	9567
1.4	Total current housing need (gross)	Total no. of households with one or more needs	13865
1.4A	TOTAL cannot afford open market (buying or renting)	Total (56.4%)	7824
Stage 2: FUTURE NEED			
2.1	New household formation (Gross per year)	Based on past 5 yr. trends	801
2.2	Number of new households requiring affordable housing	46.1% cannot afford overall	369
2.3	Existing households falling into need	Annual requirement	76
2.4	TOTAL newly-arising housing need (gross each year)	2.2 + 2.3	445
Stage 3: AFFORDABLE HOUSING SUPPLY			
3.1	Affordable dwellings occupied by households in need	(based on 1.4)	2081
3.2	Surplus stock	Vacancy rate <2% so no surplus stock assumed	0
3.3	Committed supply of new affordable units	Annual	See para C.26
3.4	Units to be taken out of management	None assumed	0
3.5	Total affordable housing stock available	3.1+3.2+3.3-3.4	2081
3.6	Annual supply of social re-lets (net)	Annual Supply (3yr ave.)	1042
3.7	Annual supply of intermediate affordable housing available for re-let or resale at sub-market levels	Annual Supply (3yr ave.)	21
3.8	Annual supply of affordable housing	3.6+3.7	1063
Stage 4: ESTIMATE OF ANNUAL HOUSING NEED			
4.1	Total backlog need	1.4A-3.5	5743
4.2	Quota to reduce over 1 year		20%
4.3	Annual backlog reduction	Annual requirement	1149
4.4	Newly-arising need	2.4	445
4.5	Total annual affordable need	4.3+4.4	1594
4.6	Annual social rented capacity	3.8	1063
4.7	NET ANNUAL IMBALANCE (4.5-4.6)	NET	531

Source 2015 Household Survey; RP Core Lettings and Sales data

Table C2 CLG Needs Assessment by sub-area

Step	Stage and Step description	Calculation	Sub-Area											Total
			Astley Bridge, Bromley Cross and Harwood	Bolton Town Centre	Deane, Derby, Daubhill and Great Lever	Farnworth with Harper Green	Halliwell and Crompton	Heaton, Lostock and Smithills	Horwich and Blackrod	Little Lever, Darcy Lever and Kearsley	Over Hulton	Tonge and Breightmet	Westhoughton with Chew Moor	
		Total households>>>	15892	741	18514	11714	12596	9853	11012	10061	1471	13190	11327	116371
Stage 1: CURRENT NEED														
1.1	Homeless households and those in temporary accommodation	Current need	0	0	0	69	134	0	0	128	0	224	252	806
1.2	Overcrowding and concealed households	Current need	21	34	2119	259	1160	252	131	320	8	416	68	4787
1.3	Other groups	Current need	949	28	2783	892	1421	518	877	505	85	1203	307	9567
1.4	Total current housing need (gross)	Total no. of households with one or more needs	970	61	4505	1152	2057	715	1008	953	93	1726	626	13865
	A. % cannot afford open market (buying or renting)	%	33.0%		73.1%	28.8%	80.5%	32.7%	33.6%	63.4%	39.7%	52.7%	15.9%	56.4%
	A. TOTAL cannot afford open market (buying or renting)	Number	320	0	3293	332	1656	234	339	604	37	910	100	7824
Stage 2: FUTURE NEED														
2.1	New household formation (Gross per year)	Based on actual annual formation rate over past 5 years	133	18	79	43	190	61	55	54	8	122	37	801
2.2	Number of new households requiring affordable housing	% Based on actual affordability of households forming	49.3%	44.7%	100.0%	64.2%	30.6%	34.9%	34.1%	58.3%	41.0%	29.2%	53.7%	46.1%
		Number	65	8	79	28	58	21	19	32	3	36	20	369
2.3	Existing households falling into need	Annual requirement	4	1	17	14	15	2	5	5	0	10	2	76
2.4	Total newly-arising housing need (gross each year)	2.2 + 2.3	69	9	96	42	74	24	24	37	4	46	22	445
Stage 3: AFFORDABLE HOUSING SUPPLY														
3.1	Affordable dwellings occupied by households in need	(based on 1.4)	57	19	787	583	347	0	179	15	0	58	36	2081
3.2	Surplus stock	Vacancy rate <2% so no surplus stock assumed	0	0	0	0	0	0	0	0	0	0	0	0
3.3	Committed supply of new affordable units	See para C.26												
3.4	Units to be taken out of management	None assumed	0	0	0	0	0	0	0	0	0	0	0	0
3.5	Total affordable housing stock available	3.1+3.2+3.3-3.4	57	19	787	583	347	0	179	15	0	58	36	2081
3.6	Annual supply of social re-lets (net)	Annual Supply	55	7	229	140	176	57	77	57	1	201	42	1042
3.7	Annual supply of intermediate affordable housing available for re-let or resale at sub-market levels	Annual Supply	5	0	2	2	2	1	3	2	1	2	0	21
3.8	Annual supply of affordable housing	3.6+3.7	60	7	230	142	178	58	80	59	2	203	43	1063
Stage 4: ESTIMATE OF ANNUAL HOUSING NEED														
4.1	Total backlog need	1.4A-3.5	263	-19	2506	-251	1309	234	160	589	37	852	64	5743
4.2	Quota to reduce over 5 years (20%)	20%	20%	20%	20%	20%	20%	20%	20%	20%	20%	20%	20%	20%
4.3	Annual backlog reduction	Annual requirement	53	-4	501	-50	262	47	32	118	7	170	13	1149
4.4	Newly-arising need	2.4	69	9	96	42	74	24	24	37	4	46	22	445
4.5	Total annual affordable need	4.3+4.4	122	5	597	-8	335	70	56	154	11	216	35	1594
4.6	Annual affordable capacity	3.8	60	7	230	142	178	58	80	59	2	203	43	1063
4.7	Net annual imbalance	4.5-4.6 NET	62	-2	367	-151	158	12	-24	95	9	13	-8	531

Stage 1: Current need

- C.4 A working definition of housing need is *'the quantity of housing required for households who are unable to access suitable housing without financial assistance'*. The HNA Guidance suggests types of housing that should be considered unsuitable, as summarised in Table C3.

Category	Factor	Bolton Total
Homeless households or with insecure tenure	N1 Under notice, real threat of notice or lease coming to an end	806
	N2 Too expensive, and in receipt of housing benefit or in arrears due to expense	2,077
Mismatch of housing need and dwellings	N3 Overcrowded according to the 'bedroom standard' model	4,787
	N4 Too difficult to maintain	2,219
	N5 Couples, people with children and single adults over 25 sharing a kitchen, bathroom or WC with another household	2,091
	N6 Household containing people with mobility impairment or other special needs living in unsuitable accommodation	3,146
Dwelling amenities and condition	N7 Lacks a bathroom, kitchen or inside WC and household does not have resource to make fit	372
	N8 Subject to major disrepair or unfitness and household does not have resource to make fit	1,013
Social needs	N9 Harassment or threats of harassment from neighbours or others living in the vicinity which cannot be resolved except through a move	565
Total no. households in need (with one or more housing need)		13,865
Total Households		116,371
% households in need		11.9%

Note: A household may have more than one housing need.

Source: 2015 Household Survey

Step 1.1 Homeless households and those in temporary accommodation

- C.5 CLG HNA guidance suggests that information on homeless households and those in priority need who are currently housed in temporary accommodation

should be considered in needs modelling. The scale of need from these types of household can be derived from several sources.

- C.6 Homelessness statistics for 2014/15⁵⁷ indicate that a total of 555 decisions were made on households declaring themselves as homeless across Bolton (Table C4). Of these households, 277 were classified as homeless and in priority need. Over the five years 2010/11 to 2014/15, an annual average of 582 decisions were made across Bolton and an average of 275 households each year were declared as homeless and in priority need.

Table C4 Homeless decisions and acceptances 2010/11 to 2014/15

Year	Decisions made	Accepted as homeless
2010/11	607	265
2011/12	615	276
2012/13	570	284
2013/14	563	273
2014/15	555	277
Total	2910	1375
5-Year Annual Average	582	275

Source: CLG Homelessness Statistics

- C.7 The Household Survey identified a total of 806 households who were either under threat of homelessness or were living in temporary accommodation across Bolton. This figure has been used in needs assessment modelling.

Step 1.2 Overcrowding and concealed households

- C.8 The extent to which households are overcrowded is measured using the 'bedroom standard'. This allocates a standard number of bedrooms to each household in accordance with its age/sex/marital status composition. A separate bedroom is allocated to each married couple, any other person aged 21 or over, each pair of adolescents aged 10-20 of the same sex and each pair of children under 10. Any unpaired person aged 10-20 is paired if possible with a child under 10 of the same sex, or, if that is not possible, is given a separate bedroom, as is any unpaired child under 10. This standard is then compared with the actual number of bedrooms (including bedsits) available for the sole use of the household.
- C.9 Analysis identifies 4,787 households who are currently living in overcrowded accommodation or are concealed households and are intending on moving in the next five years.

⁵⁷ CLG Homeless Statistics [Table 627: Local Authorities' action under the homelessness provisions of the 1985 and 1996 Housing Acts, by sub-area](#)

Step 1.3 Other groups

- C.10 Table C3 identified 9,567 households who were in housing need for other reasons including the property is too expensive, difficult to maintain, household containing people with mobility impairment/special need, lacking amenities, disrepair and harassment.
- C.11 A total of 13,865 households across Bolton were identified to be experiencing one or more of these needs factors and intending to move in the next five years. This figure is taken as the five year backlog of need from other groups.

Step 1.4 Total current housing need summary

- C.12 Having established the scale of need in Steps 1.1, 1.2 and 1.3, total current housing need from existing households across Bolton before any analysis of the ability of households to afford open market solutions is 13,865.
- C.13 The extent to which these households could afford open market prices is then considered. An 'affordability threshold' of households is calculated which takes into account household income, equity and savings. The household income component of the affordability threshold is based on 3.5 x gross annual income of the respondent and partner (if applicable).
- C.14 The affordability threshold was then tested against lower quartile property prices and the cost of privately renting. Lower quartile prices at sub-area level for 2014 were derived using Land Registry address-level data (Table C5).

Sub-area	Lower quartile price (£)
Astley Bridge, Bromley Cross and Harwood	117,000
Bolton Town Centre	49,950
Deane, Derby, Daubhill and Great Lever	62,500
Farnworth with Harper Green	62,000
Halliwell and Crompton	60,000
Heaton, Lostock and Smithills	111,700
Horwich and Blackrod	90,000
Little Lever, Darcy Lever and Kearsley	81,000
Over Hulton	150,000
Tonge and Breightmet	68,000
Westhoughton with Chew Moor	97,000
Bolton Total	78,000

- C.15 Information on private sector rents was based on lettings reported by Zoopla during 2014 (Table C6). The cost of letting a property according to the number of bedrooms required by a household was factored into affordability testing.

Sub-area	Monthly Lower quartile rent (£)
Astley Bridge, Bromley Cross and Harwood	494
Bolton Town Centre	399
Deane, Derby, Daubhill and Great Lever	399
Farnworth with Harper Green	399
Halliwel and Crompton	397
Heaton, Lostock and Smithills	494
Horwich and Blackrod	451
Little Lever, Darcy Lever and Kearsley	425
Over Hulton	498
Tonge and Breightmet	351
Westhoughton with Chew Moor	477
Bolton Total	425

Source: Zoopla

- C.16 Using evidence from the Household Survey, the extent to which households identified in Steps 1.1, 1.2 and 1.3 could afford open market prices has been assessed. Overall, 56.4% or 7,824 existing households in need wanted to move to offset their need and could not afford open market solutions.

Step 2.1 New household formation (gross per year)

- C.17 Based on a household formation rate of 1.74%, the analysis estimates an average 2,025 new households (gross) per annum. This is based on the latest three year average national rate reported in the English Housing Survey over the period 2010/11 to 2012/13.

Step 2.2 New households unable to buy or rent in the open market

- C.18 Analysis of lower quartile market prices relative to the income/savings of households who have formed in the past five years suggests that 53.0% could not afford lower quartile house prices or private sector rents.
- C.19 Therefore, the total number of newly-forming households who could not afford open market prices or rents across Bolton is calculated to be 1,073 each year.

Step 2.3 Existing households expected to fall into need

- C.20 An estimate of the number of existing households falling into need each year has been established by drawing upon the RP lettings data. This suggests that over the three year period 2010/11, 2011/12 and 2012/13, an annual average of 76 households moved into the social rented sector because they had fallen into housing need and were homeless.

Step 2.4 Total newly arising housing need (gross per year)

- C.21 Total newly arising need is calculated to be 1,149 households each year across Bolton.

Stage 3: Affordable housing supply

- C.22 The CLG model reviews the supply of affordable units, taking into account how many households in need are already in affordable accommodation, stock surpluses, committed supply of new affordable dwellings and dwellings being taken out of management (for instance pending demolition or being used for decanting).

Step 3.1 Affordable dwellings occupied by households in need

- C.23 This is an important consideration in establishing the net levels of housing need as the movement of these households within affordable housing will have a nil effect in terms of housing need⁵⁸.
- C.24 A total of 2,081 households are current occupiers of affordable housing in need. Although the movement of these households within affordable housing will have a nil effect in terms of housing need (i.e. they already live in affordable housing), the types of property they would 'free up' if they moved is considered in modelling.

Step 3.2 Surplus stock

- C.25 A proportion of vacant properties are needed to allow households to move within housing stock. Across the social rented sector, this proportion is generally recognised as being 2%. Stock above this proportion is usually assumed to be surplus stock. Modelling assumes no surplus social rented stock across Bolton.

Step 3.3 Committed supply of new affordable units

- C.26 CORE lettings data over the period 2010/11 to 2012/13 reports a total of 270 new affordable dwellings becoming available for letting (90 each year). As the scale of committed supply cannot be accurately predicted the model does not make an allowance of committed supply. However if 90 additional affordable dwellings became available each year, this would result in the net imbalance reducing from 531 to 513 each year.

Step 3.4 Units to be taken out of management

- C.27 The model assumes there will be no social rented units taken out of management over the next five years.

⁵⁸ Strategic Housing Market Assessment Guidance (CLG, August 2007)

Step 3.5 Total affordable housing stock available

- C.28 It is assumed that there are 2,081 social (affordable) rented dwellings available over the five year period arising from households moving within the stock.

Step 3.6 Annual supply of social re-lets

- C.29 The CLG model considers the annual supply of social re-lets. Address-level RP CORE lettings data has been analysed for the three years 2010/11, 2011/12 and 2012/13. This information can be used to accurately assess the likely capacity of the social rented sector by location, size of property and designation (whether the property is general needs or older person). For the purposes of analysis, it is important to focus on the ability of households requiring affordable housing to access it. Therefore, the annual supply figures derived from CORE lettings data and used in modelling:

- **Exclude** those moving into accommodation from outside Bolton and households moving within the social rented stock; and
- **Include** households who moved from within Bolton into social renting from another tenure; newly-forming households originating in Bolton and moving in social renting; and households moving from specialist/supporting housing from within Bolton into affordable housing.

- C.30 Analysis suggests that there is an annual average of 1,042 social rented dwellings let to new tenants i.e. households originating in Bolton who either moved into social renting from another tenure, were newly-forming households, or who moved from supported/specialist accommodation.

- C.31 Modelling therefore assumes an annual capacity of 1,042 dwellings for new tenants across Bolton. Table C7 illustrates how the annual capacity figure is broken down by sub-area, designation (general needs and older person) and property size.

Step 3.7 Annual supply of intermediate re-lets/sales

- C.32 Table C8 presents a summary of the average supply of intermediate tenure dwellings which have either been sold or relet over the three year period 2010/11, 2011/12 and 2012/13 as recorded in CORE Sales data.

Table C7 Annual social rented re-lets by sub-area

Designation	No. of bedrooms	SubArea												Total
		Astley Bridge, Bromley Cross and Harwood	Bolton Town Centre	Deane, Derby, Daubhill and Great Lever	Farnworth with Harper Green	Halliwell and Crompton	Heaton, Lostock and Smithills	Horwich and Blackrod	Little Lever, Darcy Lever and Kearsley	Over Hulton	Tonge and Broughton	Westhoughton with Chew Moor		
Under 65	1	9	4	98	52	97	19	25	18	1	73	11	406	
	2	22	2	82	47	60	21	33	25	0	80	17	390	
	3	22	1	38	36	12	12	12	12	0	41	13	200	
	4	0	0	4	1	3	1	1	0	0	2	0	13	
	5	0	0	0	0	0	0	0	0	0	0	0	1	
65 and over	1	1	0	4	2	3	4	6	0	0	5	1	27	
	2	1	0	1	1	1	0	0	1	0	0	0	6	
	3	0	0	0	0	0	0	0	0	0	0	0	1	
	4	0	0	0	0	0	0	0	0	0	0	0	0	
	5	0	0	0	0	0	0	0	0	0	0	0	0	
Total		55	7	229	140	176	57	77	57	1	201	42	1042	

Source: RP CORE data annual average 2010/11, 2011/12 and 2012/13

Table C8 Intermediate tenure sales/relets

Designation	No. of bedrooms	SubArea											Total
		Astley Bridge, Bromley Cross and Harwood	Bolton Town Centre	Deane, Derby, Daubhill and Great Lever	Farnworth with Harper Green	Halliwell and Crompton	Heaton, Lostock and Smithills	Horwich and Blackrod	Little Lever, Darcy Lever and Kearsley	Over Hulton	Tonge and Brightmet	Westhoughton with Chew Moor	
Under 65	1	0	0	0	0	0	0	1	0	0	0	0	1
	2	1	0	0	1	0	0	1	2	0	0	0	6
	3	0	0	0	0	0	0	0	0	0	0	0	0
	4	0	0	0	0	1	0	0	0	0	0	0	2
	5	0	0	0	0	0	0	0	0	0	0	0	0
65 and over	1	0	0	0	0	0	0	1	0	0	0	0	1
	2	4	0	1	1	0	0	1	0	1	2	0	9
	3	0	0	0	0	0	0	0	0	0	0	0	0
	4	0	0	0	0	0	0	0	0	0	0	0	0
	5	0	0	0	0	0	0	0	0	0	0	0	0
Total		5	0	2	2	2	1	3	2	1	2	0	20

Source: RP CORE Sales data annual average 2010/11, 2011/12 and 2012/13

Summary of Stage 3

- C.33 Overall, the model assumes an existing affordable supply of 1,063 including an annual supply of 1,042 social (affordable) lettings and an annual supply of 21 intermediate tenure lettings/sales.

Stage 4: Estimate of annual housing need

Overview

- C.34 Analysis has carefully considered how housing need is arising within Bolton by identifying existing households in need (and who cannot afford market solutions), newly-forming households in need and existing households likely to fall into need.
- C.35 This has been reconciled with the supply of affordable dwellings which considers location, size and designation (i.e. for general needs or older person). Based on the CLG modelling process, analysis suggests that there is an overall annual net imbalance of 1,235 dwellings.
- C.36 For critical stages of the needs assessment model (Step 1.1, Step 1.4, Step 2.4 and Step 3.8), information is broken down by sub-area, designation (general needs and older) and property size. This goes beyond the requirement of the HNA guidance but allows a detailed assessment of the overall housing requirements of households in need and provides clear affordable requirement information. In turn, this can help identify where there are shortfalls and sufficient capacity of affordable housing, and help to shape policy responses.
- C.37 Stage 4 brings together the individual components of the needs assessment to establish the total net annual shortfall.

Step 4.1 Total backlog need

- C.38 Step 4.1 is the total backlog need which is derived from the number of households in Step 1.4A minus total affordable housing stock available (Step 3.5). The total backlog need is 5,743.

Steps 4.2 to 4.6

- C.39 Step 4.2 is a quota to reduce the total backlog need, which is assumed to be 20% each year (which is a standard modelling assumption suggested by the CLG guidance).
- C.40 Step 4.3 is the annual backlog reduction based on Step 4.2 (1,149 each year).
- C.41 Step 4.4 is a summary of newly-arising need from both newly forming households and existing households falling into need (445 each year).
- C.42 Step 4.5 is the total annual affordable need based on Steps 4.3 and 4.4 (1,594 each year).
- C.43 Step 4.6 is the annual social rented/intermediate tenure capacity based on Step 3.8 (1,063 each year).

Total gross imbalance

C.44 Table C9 summarises the overall annual gross affordable housing requirements for Bolton by sub-area, designation (general needs and older person) and property size. This is total affordable need without taking into account the annual supply of affordable housing.

Table C9 Gross annual affordable housing imbalance by sub-area, property size and designation 2015/16 to 2019/20

Sub-area	General Needs		Older Person	Total
	1/2 Bed	3+ Bed	1/2 Bed	
Astley Bridge, Bromley Cross and Harwood	104	3	15	122
Bolton Town Centre	7	0	-2	5
Deane, Derby, Daubhill and Great Lever	313	238	47	597
Farnworth with Harper Green	-16	-6	14	-9
Halliwell and Crompton	112	199	23	335
Heaton, Lostock and Smithills	42	24	5	70
Horwich and Blackrod	28	16	13	56
Little Lever, Darcy Lever and Kearsley	88	45	21	154
Over Hulton	7	1	2	11
Tonge and Breightmet	154	38	24	216
Westhoughton with Chew Moor	16	6	13	35
Bolton Total	857	560	176	1594
Bolton Total %	53.8	35.1	11.1	100.0

Total net imbalance

C.45 Table C10 summarises the overall annual net affordable housing requirements for Bolton by sub-area, designation (general needs and older person) and property size.

Table C10 Gross annual affordable housing imbalance by sub-area, property size and designation 2015/16 to 2019/20

Net				
Sub-area	General Needs		Older Person	Total
	1/2 Bed	3+ Bed	1/2 Bed	
Astley Bridge, Bromley Cross and Harwood	71	-19	10	62
Bolton Town Centre	0	-1	-2	-2
Deane, Derby, Daubhill and Great Lever	133	195	40	367
Farnworth with Harper Green	-117	-44	10	-151
Halliwell and Crompton	-45	184	19	158
Heaton, Lostock and Smithills	2	11	0	12
Horwich and Blackrod	-32	3	5	-24
Little Lever, Darcy Lever and Kearsley	44	33	19	95
Over Hulton	6	1	1	9
Tonge and Brightmet	1	-5	17	13
Westhoughton with Chew Moor	-13	-7	12	-8
Bolton Total	51	349	131	531
Bolton Total %	9.6	65.8	24.6	100.0

Sources: 2015 Household Survey; RSL CORE Lettings and Sales

Tenure and dwelling type profile of affordable dwellings

C.46 Affordable housing includes social rented, affordable rented and intermediate tenure dwellings. New affordable development by Registered Providers will be affordable rented (with rents of up to 80% of open market rent) and in order to recommend an appropriate split between social rented and intermediate tenure, the stated preferences of households and the relative affordability of intermediate tenure products is now reviewed.

Household preferences

C.47 Households were asked to state tenure preferences. Table C11 summarises the preferences of both existing households in need and newly forming households by tenure. Overall, this gives a tenure split of 65.2% social/affordable rented and 34.8% intermediate tenure across Bolton.

Table C11 Affordable tenure preferences

Tenure	Existing households in need (%)	Newly-forming households (%)	Total (%)
Social/Affordable Rented	68.2	55.8	65.2
Intermediate	31.8	44.2	34.8
Total	100	100	100
<i>Base (annual requirement)</i>	<i>1149</i>	<i>369</i>	<i>1518</i>

Source: 2015 Household Survey

C.48 An analysis of the ability of existing households in need and newly-forming households to afford intermediate tenure is summarised in Table C12. Analysis suggests that intermediate tenure options remain affordable to households in need and newly-forming households, with 29.3% able to afford a property priced at up to £80,000, 24.8% a property priced at up to £100,000 and 20.1% a property priced at up to £120,000.

Table C12 Ability of existing households in need and newly-forming households requiring affordable housing to afford intermediate tenure dwellings

Price	% could afford		
	Existing households in need	Newly-forming households	Total
up to £80,000	27.2	35.7	29.3
up to £100,000	22.4	32.4	24.8
up to £120,000	18.3	25.5	20.1
up to £140,000	16.2	20.7	17.3
<i>Base</i>	<i>1149</i>	<i>369</i>	<i>1518</i>

Source: 2015 Household Survey

C.49 There is potential scope for an intermediate tenure market in Bolton Metropolitan Borough. The final proportion of intermediate tenure dwellings to be delivered needs to be reconciled with the economic viability of delivering affordable housing on sites; the appetite of the HCA to fund intermediate tenure dwellings; and the ability of households to secure mortgages.

Dwelling type

C.50 Table C13 considers the range of affordable property types households would consider, based on the aspirations of existing households in need and newly-forming households requiring affordable accommodation. Analysis of property type preferences suggests that, primarily, delivery of houses is a priority (with 56.5% stating an expectation of moving to a house), followed by flats (31.8%) and bungalows (11.7%).

Table C13 Property type preferences

Type preferences	Existing (%)	Newly-forming (%)	Total (%)
House	45.0	68.0	50.6
Flat	33.1	30.4	32.4
Bungalow	21.9	1.6	16.9
Total	100.0	100.0	100.0
<i>Base</i>	<i>1149</i>	<i>369</i>	<i>1518</i>

Based on expectations of existing households in need and what newly-formed households have moved to in the past 5 years

Source: 2015 Household Survey

Technical Appendix D: Monitoring and updating

A framework for updating the housing needs model and assessment of affordable housing requirements

Introduction

- D.1 Having invested considerable resources in obtaining an excellent range of primary and secondary data, it is vital that this information be used to the maximum effect and updated on a regular basis. The purpose of this appendix is to establish a framework for updating the housing needs model and affordable housing requirements. In addition, it recommends the regular monitoring and review of housing market activity and regular reflections on the wider strategic context.

Updating of baseline housing needs and affordable housing requirements

- D.2 A baseline assessment of housing need across Bolton has been derived from the Household Survey. This information should be taken as a baseline from which annual reviews of key aspects of the model proceed. It is recommended that the baseline information has a shelf-life of three to five years (with a recommended refresh of household information after 2018/19 through primary surveying).
- D.3 Key elements of the needs assessment model can be readily updated on an annual basis to reflect:
- changes in house prices and rental costs;
 - capacity of the social rented sector;
 - availability of intermediate tenure housing.

Changes in house prices and rental costs

- D.4 It is recommended that the annual purchase of address-level house prices to complement the existing dataset continues. This will result in an annual refresh of house price data by survey area and provide an indication of changing lower quartile prices. In turn, these can be applied to **Step 1.4** of the needs assessment model which considers the extent to which households in need can afford open market prices. As part of this analysis, updated information on private rented sector rents needs to be secured. Several websites can provide a snapshot of private rents and help inform this element of the update.
- D.5 Lower quartile prices and private sector rents should also be compared with the income profile of newly-forming households at **Step 2.2** of the needs assessment model.

Capacity of the social rented sector

- D.6 The capacity of the social rented sector needs to be reviewed annually using RP CORE lettings data (**Step 3.6**).
- D.7 A dataset has been prepared for RSL CORE data for 2010/11, 2011/12 and 2012/13 as part of this research. This includes some additional variables identifying the characteristics of households (by designation i.e. under 65 or over 65) and previous housing circumstances (from out of area, previously social renter, previously other tenure and from supported/specialist accommodation). The capacity of the social rented sector is based on the number of lettings to households from within the Local Authority Borough who were previously living in (non-social rented or intermediate) tenure.

Availability of intermediate tenure housing

- D.8 CORE Sales data can identify the availability of intermediate tenure housing (**Step 3.7**). Data has been assembled for 2010/11, 2011/12 and 2012/13.

Annual adjustments to affordable requirements

- D.9 Datasets can be provided from which annual reviews of affordable requirements can proceed. This will point to any adjustment in net requirements by survey area, designation and property size.

Updating of contextual information

- D.10 This report has presented a range of contextual information relating to the economy, demography (including population projections and migration) and dwelling stock. This information should be updated where possible and in particular progression with economic growth and diversification should be carefully monitored.

Reflections on the general strategic context and emerging issues

- D.11 As part of its strategic housing function, all LAs need to understand the general strategic housing market context and respond to emerging issues. Given the dynamic nature of housing markets, the Central and Local Government policy agenda and bidding for resources, any update of housing needs must be positioned within a wider strategic context.
- D.12 Ongoing stakeholder consultation and engagement with local communities is also vital to maintain up-to-date intelligence on housing market issues.

Concluding comments

- D.13 It is vital that mechanisms are in place to derive robust, credible and defensible estimates of housing need and affordable requirements across Bolton. We believe that this study provides a robust evidence base which has the capacity to be updated.

- D.14 Having established a baseline position on affordable housing and advice on open market provision to reflect aspirations, it is essential that housing market activity is regularly monitored. This is highly relevant given current housing market uncertainty. A range of methods have been suggested to ensure that housing need and affordability modelling is revised on an annual basis. Annual reviews should also take into account the changing strategic context and impact on housing market activity.