

SUPPLEMENTARY PLANNING GUIDANCE

FINAL DRAFT

HOUSING MIX



OCTOBER 2018

ANGLESEY AND GWYNEDD JOINT LOCAL DEVELOPMENT PLAN

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GENERAL INFORMATION

Purpose

The objective of this guide is to:

- assist the applicants and their agents in the preparation of plans and proposals and to guide them in discussions with officers before submitting planning applications,
- assist officers to assess planning applications, and officers and advisors to make decisions on planning applications, and
- to help Planning Inspectors to make decisions on appeals.

The overall aim is to improve the quality of new developments and to facilitate consistent and transparent decision making.

The policy context

Local Development Plan

Under planning legislation, the 'development plan' includes planning policies for each area. The Gwynedd and Anglesey Joint Local Development Plan was adopted on 31 July 2017. It is relevant to Gwynedd Planning Authority area and the Anglesey Local Planning Authority area. It does not include the Snowdonia National Park.

The Plan provides broad policies as well as designations for the main land uses such as housing, employment and retail, and it will help shape the future of the Plan area in a physical and environmental way, as well as influencing it in economic, social and cultural terms. Therefore, the Plan seeks to:

- guide the Local Planning Authorities to make rational and consistent decisions on planning applications by providing a policy framework that is consistent with national policy, and
- guide development to appropriate locations for the period up until 2026.

The need for Supplementary Planning Guidance

Although the Plan contains policies that the Local Planning Authorities can use to make consistent and transparent decisions on development proposals, it cannot provide all the detailed advice needed by officers and potential applicants to guide the proposals locally. In order to provide this detailed advice, the Councils prepare a range of Supplementary Planning Guidance to support the plan by providing more detailed guidance on a variety of topics and issues to help interpret and implement the policies and proposals in the Plan.

Supplementary Planning Guidance Status

Supplementary Planning Guidance can be considered as a material planning consideration in the assessment process and when deciding on planning applications. The Welsh Government and the Planning Inspectorate place great emphasis on Supplementary Planning Guidance derived from, and consistent with, the development plan. The Supplementary Planning Guidance does not present any new policy.

In line with the Welsh Government advice, the Supplementary Planning Guidance has been subject to public consultation and a decision by the Joint Planning Policy Committee on behalf of the Councils. The draft of this Supplementary Planning Guidance was approved for public consultation on 26 April 2018 by the Joint Planning Policy Committee. The Supplementary Planning Guidance has been the subject of a public consultation exercise between 17 May and 28 June 2018. Consideration was given to 43 comments submitted to the Authorities, and where it was appropriate, appropriate amendments were included in the final draft approved by the *Joint Planning Policy Committee* on 26 October 2018 to be used as a material consideration in assessing and determining planning applications and appeals. Comments are summarised in the Consultation Report together with the Authorities' response, which can be viewed on the Councils' websites, the Planning Authorities' offices and the Joint Planning Policy Unit's office.

Considerable emphasis should be given to this document therefore as a material planning consideration.

1 Background

1.1 The Authorities recognise the importance of creating sustainable, inclusive, distinctive and mixed and balanced communities throughout the Plan area, in towns or villages alike. There is a definite need not only to improve the affordability of homes across the Plan area, but also to contribute to a number of outputs that include:

- i. good quality homes that are well designed and built to a high standard, which includes sustainable design, improving accessibility to some groups, e.g. people with care needs or need an accessible property, is suitable long term (LifeTime Homes);
- ii. a mix of market and affordable housing to support diverse households who live in towns and villages;
- iii. housing developments in appropriate places where a good range of community facilities can be accessed and where work opportunities, services and key infrastructure can be easily accessed.

1.2 There is a high level of housing need and the Councils are committed to helping local people who cannot afford to buy or rent houses on the open market. In their role as Local Housing Authorities, the Councils have statutory duties related to homelessness and housing needs. The Councils do not rely solely on their planning powers to provide affordable housing, and do many things in partnership with others to provide more affordable housing.

1.3 However, the Authorities want to maximise their planning powers to get appropriate new housing in the Plan area. In addition to the Plan's Policies that direct housing to various locations, Policies TAI 15 and 16 in the Plan, for example, promote affordable housing, and Policy TAI 5 promotes local market housing in settlements listed in that policy. SPGs about these types of housing will provide guidance on how to use these Policies. Policy TAI 8 and this SPG will focus on promoting the right mix of new housing. The Authorities therefore want to make sure that the type, size and tenure of houses that are built are the right ones to give people that require permanent homes in the Plan area the opportunity to live in a quality home that meets their needs. The Joint Local Development Plan Vision states that the Authorities want to see the Plan area as "a place where the housing needs of local communities are better met in terms of supply, type, quality, energy efficiency, location and affordability" by 2026. Strategic objective SO16 reads as follows:

"To provide a mixture of good quality and affordable housing units, of a range of types and tenures to meet the housing requirements of all sections of the population."

1.4 For clarity, the above refers to all new homes, market houses and affordable housing.

1.5 This is what we mean when we talk about good quality housing mix:

Type – whether the property is a house, flat, bungalow or special accommodation;
Size – number of bedrooms and bed spaces; and
Tenure – whether the property is rented (private or social), shared- ownership, or owner occupied; and
Good quality – whether the affordable unit can comply with Development Quality Requirements, whether the property is resource efficient, whether the homes are suitable for long term use, - 'lifetime homes'.

- 1.6 Every proposal for residential development is expected to provide market housing and/or affordable housing that meet the proven need and demand for housing. Exceptionally, and only where the applicant has soundly demonstrated that affordable housing cannot be provided, will the Authority be able to support proposals that exceed the Policy thresholds that do not deliver affordable housing.
- 1.7 Ensuring a mix of good quality houses of different sizes, types and tenure can help not only to meet the needs of the community but can also help to create mixed and balanced communities. Communities that have a good mix of homes have more potential to support a variety of services and facilities, including shops, schools and local community buildings. They are also likely to be home to people of all ages which can mean that streets are ‘alive’ at all times of the day, increasing the potential for social interaction and community safety. As many as possible of the homes should be designed so that they are flexible and responsive to the changing needs of the occupants throughout their lives, including the possibility of poor mobility cases.
- 1.8 Buildings in Britain account for half of CO² greenhouse gases emissions. Resource efficiency means reducing the energy that a house requires for heating, lighting and other energy users, e.g. it is best practice to maximise the energy performance of a building during the design process, with energy reduction and fabric efficiency measures prioritised over fuel sources and renewable energy. This approach reflects the Welsh Government’s guidance in TAN 12, explained using the Energy Hierarchy. It also includes using materials and building methods that do not require much energy to either produce them or to build them, e.g. use of materials and components with as low a level of embodied energy as possible, is best practice for sustainable buildings. These tend to be bio-based, including timber and/or timber products. (Polisi PS 5 a Pholisi PS 6). Mae “Canllaw Ymarfer: Cynllunio ar gyfer adeiladau cynaliadwy” yn cynnig arweiniad a chyngor am y materion yma (Policy PS 5 and Policy PS 6). [“Practice Guidance: Planning for sustainable buildings”](#) published by Welsh Government provides advice and guidance on the matter.
- 1.9 Ensuring that the right type of housing is developed will be just as important in terms of community cohesion and its fabric, which in turn will be beneficial to the Welsh language. Using diverse information (which can include local housing surveys - if available and up-to-date), to help identify gaps in the housing needs of existing and potential new families helps to ensure that the housing provided can meet the needs of the local community and thus help the families to stay in the area. Parts 4 and 5 in this Guidance and Appendix 2 provide examples of recognised sources of information.
- 1.10 On this basis, the housing mix should be considered early in the process and as part of the pre-application discussions. The Authorities will expect developments to contribute towards the Plan's objective to address the imbalance in terms of housing supply and local housing demand.
- 1.11 The evidence to justify the housing mix should be part of the supporting documents submitted to support the planning application – see part 6 below. Where the applicant offers a different mix to what is suggested by local evidence, early engagement with registered providers, community and town councils and both Councils’ housing officers is encouraged.

2 Purpose and structure of this Supplementary Planning Guidance

- 2.1 This Supplementary Planning Guidance was published to provide more detail and additional information to assist the Authorities in implementing Policy TAI 8 mainly, in order to ensure a consistent approach to its implementation.
- 2.2 Part 3 highlights the relevant policies; Parts 4 and 5 give a snapshot of the current situation and the relevant considerations for the future; and part 6 brings together the information, with reference to the requirements of the Authorities in the period before and at the time of submitting a planning application for housing¹.
- 2.3 This Guidance should be read in conjunction with the Joint Local Development Plan.

3 National and local planning policy contexts

- 3.1 The Welsh Government's National Housing Strategy (Improving Lives and Communities - Homes in Wales 2010) sets out the need to provide more of the right type of housing and offer more choice. According to paragraph 9.1.2 of 'Planning Policy Wales' (edition 9, November 2016) Local Planning Authorities are expected to facilitate communities with mixed tenure and 'barrier free' housing developments, for example, built to Lifetime Homes standards (which is similar to the Development Quality Standards that apply to housing provided by Registered Social Landlords).
- 3.2 The Vision of the Plan refers to the development of the area as "a place where the housing needs of local communities in the area are better met in terms of supply, type, quality, energy efficiency, location and affordability." One of the Plan's strategic objectives is therefore:
- “SO16 To provide a mixture of good quality and affordable housing units, of a range of types and tenures to meet the housing requirements of all sections of the population.”
- 3.3 In accordance with the above, the Planning Authorities want to see that a housing mix:
- is considered promptly in the process of preparing plans for housing development;
 - is an issue that is discussed in pre-submission planning applications discussions.
- 3.4 Policy TAI 8 of the Plan states the Planning Authorities' expectations as regards ensuring the best way for a mix of new housing to add to the current housing stock, to meet the housing needs of the whole area. The Policy applies to the development of new housing and development which involves changing the use of or conversion of existing buildings.

¹ Note that part 3 and 4 refer to information available when the Guidance was prepared. The applicant is expected to thoroughly enquire about the most up-to-date public data available at the planning application stage

POLICY TAI 8: APPROPRIATE HOUSING MIX

The Councils will work with partners to promote sustainable mixed Communities by ensuring that all new residential development contributes to improving the balance of housing and meets the identified needs of the whole community. Proposals should contribute to creating sustainable mixed communities by:

1. Maximising the delivery of affordable housing (including for local need) across the Plan area in accordance with Strategic Policy PS 18;
2. Contributing to redress an identified imbalance in a local housing market;
3. Ensuring the sustainable use of housing land, ensuring an efficient density of development compatible with local amenity in line with Policy PCYFF 3;
4. Ensuring the correct mix of housing unit types and tenures to meet the needs of the Plan area's current and future communities;
5. Making provision, as appropriate, for specific housing needs such as student accommodation, homes for the elderly, Gypsy & Travellers, Supported accommodation, nursing, residential and extra care homes, needs of people with disabilities;
6. Improving the quality and suitability of the existing housing stock;
7. Ensuring high standards of design that create sustainable and inclusive communities in line with Policy PCYFF 3.

- 3.5 The explanation of Policy TAI 8 notes: "The Councils will consider information from a variety of sources, which include Local Housing Market Assessment, Housing Needs Studies, Common Housing Register, Tai Teg Register, Elderly Persons' Accommodation Strategy, 2011 Census and the 2011 Household Projections (this list isn't exhaustive) to assess the suitability of the mix of housing in terms of both type and tenure proposed on development sites." Therefore, an applicant is expected to examine these recognized sources to ensure that the appropriate mix of homes is provided on sites allocated in the Plan and windfall sites. They are expected to assess and demonstrate the sustainability of the proposed mix on individual sites.
- 3.6 This Guidance does not provide additional advice for all aspects of Policy TAI 8. This Guidance focuses on criteria 2 and 4 and elements of criterion 5 that refer to houses for the elderly, extra care housing and the needs of people with disabilities. Separate guidance will be provided for housing design, and student accommodation, for example. This guidance refers to a mix of affordable housing, but a separate Guidance will cover the requirements of the Affordable Housing Policies of the Plan, i.e. Policy TAI 15 and Policy TAI 16. Similarly, there is a Supplementary Planning Guidance on Sustaining and Creating Distinctive and Sustainable Communities. This provides advice on a series of Policies in the Plan which promote sustainable development. It gives specific advice on using Policy PS 1, which requires more information in the form of either a Welsh Language Statement or a report on a Welsh Language Impact Assessment when a development meets specific criteria, which includes one relating to the suitability of the housing mix on sites for 5 or more housing units, and another related to the large development of houses on unexpected windfall sites. An applicant will be expected to give detailed consideration to the requirements of Policy PS 1 at the pre-application stage. For convenience see below a copy of Policy PS 1 that presents those criteria:

The Councils will promote and support the use of the Welsh language in the Plan area. This will be achieved by:

1. Requesting a Welsh Language Statement which will state how the proposed development will protect, promote and strengthen the Welsh language, when the proposed development falls into one of the following categories:
 - a. Retail, industrial or commercial development employing more than 50 employees and/or area of 1,000 m² or more; or
 - b. Residential development that will either alone or cumulatively provide more than the indicative housing provision set for the settlement in Policy TAI 1 - TAI 6; or
 - c. Residential development of 5 or more housing units on designated sites or windfall sites within development boundaries that do not address the evidence of housing need and demand recorded in a Housing Market Assessment and relevant local sources of evidence others.
2. Requesting a Welsh Language Impact Assessment, which will state how the proposed development will protect, promote and strengthen the Welsh language, when the proposed development is on an unexpected windfall site for large scale housing development or employment development on a scale which would mean a significant flow of workforce

- 3.7 Policy TAI 5 promotes local market housing and affordable housing in Abersoch, Beaumaris, Rhosneigr, Aberdaron, Borth-y-gest, Moelfre, Morfa Bychan, Mynytho, Llanbedrog, Llangian, Rhoshirwaun, Sarn Bach, Trearddur, Tudweiliog and Four Mile Bridge, in specific settlements. Market housing is defined as “Housing units for rent or for sale within defined dwellings listed in Policy TAI 5. A planning mechanism, e.g. a Section 106 Agreement, is used to control the occupancy of the house to households with a specific local connection, but a planning mechanism to control the price of the house is not used.” This is part of Policy TAI 5:

Subject to the requirements of Policy TAI 15 regarding the provision of affordable housing, local market housing (as defined in the Glossary of Terms) will be permitted within the development boundaries of the settlements named below on the condition that the proposal complies with the following criteria:

1. The size of the units complies with the defined maximum for the particular type of unit proposed;
2. There are adequate arrangements available to restrict the occupancy of any local market house in the first place and in perpetuity to those who conform to the relevant occupancy definition.

4 Current supply - type, size and tenure

Type

- 4.1 The 2011 Census shows that the majority of houses in Gwynedd and Anglesey are detached houses. Much more of the housing stock in Anglesey are detached houses. Terraced houses

form a higher percentage of the housing stock in Gwynedd compared to Anglesey. The profile across all types of houses is almost exactly what was recorded in 2001. This suggests that development over the decade after the 2001 Census has repeated the original profile.

Table 1: Type of house, 2001 and 2011 Census (%)

Gwynedd	Detached	Semi-detached	Terrace	Flat	Other
2001	35.3	22.2	32.3	9.7	0.6
2011	34.9	22.9	31.0	10.3	0.8
Anglesey	Detached	Semi-detached	Terrace	Flat	Other
2001	48.5	20.0	24.1	6.8	0.5
2011	47.9	21.3	22.3	7.5	0.9

Source: Table KS016 Census 2001 & Table KS401EW 2011 Census

- 4.2 Looking at the rate of occupancy in 2011, 41,107 (78%) and 24,402 (79%) of households in Gwynedd and Anglesey (respectively) had more bedrooms than the standard requirement (Table QS412EW in the 2011 Census).

Tenure

- 4.3 The 2011 Census shows a high percentage of the housing stock in the 'owned' category and the situation has not changed greatly since 2001. There has been a reduction in the proportion of rented social accommodation and a slight increase in the private rented share.

Table 2: Type of housing

Gwynedd	Owned (%)	Part-owned (%)	Social rented (%)	Private rented (%)	Living in accommodation, no rent (%)
2001	66.3	0.3	18.3	10.0	No information
2011	65.4	0.3	16.3	15.4	2.6
Anglesey	Owned (%)	Part-owned (%)	Social rented (%)	Private rented (%)	Living in accommodation, no rent (%)
2001	67.8	0.3	17.0	9.5	No information
2011	68.5	0.2	14.7	14.1	2.4

Source: Table KS018 Census 2001 & Table KS402EW 2011 Census

- 4.4 It is clear that owning a house is the most common tenure. Those who can afford to do so will continue to choose this tenure. Private developers will continue to build this type of housing in the Plan area. However, affordability is a challenge in many parts of the Plan area, particularly in some small and large villages along the coast.
- 4.5 The table below provides information on average house prices within Gwynedd (the County) and Anglesey compared to average income in 2016:

Table 3: Housing prices and income

GWYNEDD						
No. of housing sales	Median house price	Median household income	Median ratio	Lower quarter housing prices	Lower quarter household income	Lower quarter ratio
1,800	£145,000	£23,988	6.0	£103,938	£13,831	7.5
ANGLESEY						
1,056	£160,000	£25,648	6.2	£115,000	£14,576	7.9
CYMRU						
47,675	£145,000	£24,944	5.8	£103,000	£14,035	7.3

- 4.6 [Topic Paper 17: Local Market Housing](#) illustrates the challenges within the Plan area. Mortgages are generally still difficult to get. Additionally, factors such as heating costs in areas with no gas connections mean that occupying a house in some areas is more expensive. Many lenders will only lend 80% of the value of the property and they use a more stringent borrowing policy since the recession. Owning a house is beyond the reach of many first-time buyers. National initiatives like Help to Buy - Wales: a shared equity loan, have a role to play in helping buyers get into the housing market. According to statistics from the Welsh Government (StatsWales), 174 applications for Help to Buy were completed in Gwynedd and Anglesey between 2013/2014 - Quarter 1 2018/ 2019.

Private rented accommodation

- 4.7 The 2011 Census showed that 15.4% and 14.1% of the Gwynedd and Anglesey housing stock at the time was privately rented accommodation. The Arc4 company was commissioned by Cartrefi Cymunedol Gwynedd (on behalf of the Wylfa Newydd Housing Partnership) to review the private rented sector in Anglesey, Gwynedd and Conwy. The work was needed to gain an understanding of the potential capacity and potential role of the sector to meet the anticipated additional demand for accommodation in the light of the key economic developments in the Plan area, e.g. Wylfa Newydd.
- 4.8 In [Anglesey](#) the highest percentage of private rented accommodation is in Bro Aberffraw (19.3%). There are also high percentages along the border to the mainland and up toward Menai Bridge and Beaumaris. The market is focused on 2 and 3-bed properties although 11.8% of the market is 4-bed+ which is a relatively high proportion compared to many markets, where this figure is usually below 5%.
- 4.9 Overall the number of private rented accommodation coming to market has been reducing. Turnover within the private rented sector is also low, in 2015 and 2016, 238 and 245 properties came onto the market respectively. This represents a turnover of 4.7% and 4.8% of the market; this is extremely low compared to other markets where 20-30% is common.

- 4.10 The median rent level during 2016 was £529 per month. This is not a particularly affordable market, with low proportions of properties within the Local Housing Allowance 11% in the past 3 years).
- 4.11 In Gwynedd Planning Authority area we see that the highest proportion of private rented houses is found in the main towns, especially Bangor, but also in Caernarfon and Blaenau Ffestiniog. There is a significant student market in Bangor. It was found that at least 28% of the market at Deiniol, Garth, Hendre, Hiraal and Menai (Bangor) was a student market. There appears to be a tendency to see fewer new units being added to the stock over the past 2 years. This may be explained by reference to the increase in the stock of dedicated student accommodation in Bangor.
- 4.12 It was seen that the average rent levels were £524 per month during 2016. This is not a particularly affordable market, with low proportions of properties within the Local Housing Allowance (average of 4.9% between 2014-2016). Having said that, it is likely that more rent levels will be slightly higher than Local Housing Allowance levels, and experience tells us that landlords are charging between 10-20% higher than the Local Housing Allowance levels, knowing that households will find the extra rent. However, elsewhere where the company analysed markets, figures were seen to be closer to 25-30% higher than the Local Housing Allowance levels.

Affordable housing

- 4.13 The [Local Housing Market Assessment Anglesey 2016](#) and the [Local Housing Market Assessment Gwynedd 2013](#) provide a snapshot of the amount of affordable housing that is likely to be needed in Anglesey and Gwynedd, i.e. approximately 889 housing units per year for five years to meet the accumulated needs over the years and emerging needs, with a complete need for 8,174 over the Plan period as a whole (this is based on the Welsh Government's methodology which estimates 25% of household income towards housing costs). The Local Housing Market Assessments are reviewed occasionally and are aimed to ensure that they provide as much information as possible about the need for housing in the Plan area. Applicants will be expected to refer to the current version when preparing a planning application. See Appendix 1 for useful contact details.
- 4.14 In December 2017, 1909 applications for housing were registered on the Gwynedd Housing Register, with 389 having been registered on the Register for Anglesey. The figures tend to vary from month to month, but the figures set out here provide a picture of the current situation. Policy TAI 15 sets the indicative thresholds and targets associated with the provision of affordable housing through the land use planning system. Policy TAI 6 promotes affordable housing only on appropriate Cluster sites, while Policy TAI 16 deals with affordable housing applications on 'rural exception sites'. Rural exception sites are suitable policy compliant sites immediately adjoining development boundaries.
- 4.15 Supplementary Planning Guidance: Affordable Housing will provide details of how the Authorities will address the need through the planning system. However, this Guide provides details of how many bedrooms are necessary according to the Common Housing Register and the Tai Teg Register².

² Tai Teg Housing Register - Tai Teg is a register of people with an interest in owning a home where they are not currently able to afford to buy on the open market. In addition, the information from the register allows us to identify the need in specific areas, which then helps us to plan and develop housing stock in Anglesey and Gwynedd

Table 4: The need for social rented housing – number of bedrooms (date 2017)

	No. of bedrooms				
	One	Two	Three	Four	Total
Gwynedd – present stock	13%	32%	50%	3%	7,875
Gwynedd – demand	26%	44%	23%	6%	
Anglesey – present stock	19%	35%	44%	2%	3,804
Anglesey - demand	54%	33%	5%	5%	

Table 5: the need for affordable market housing – number of bedrooms –Tai Teg Register

	No. of bedrooms required			
	One	Two	Three	Four +
Anglesey	0	287	221	26
Gwynedd	0	538	478	61

- 91% on Tai Teg Register looking for property under £140k
- 9% on Tai Teg Register looking for property over £140k

4.16 Rural Housing Enablers work in Gwynedd and Anglesey to help families achieve quality and affordable homes, to stay in their communities. The Enabler's Role is to:

- raise awareness of the lack of affordable housing for local people in rural areas
- gather information to identify affordable housing needs within rural communities
- empower communities so that they can investigate innovative options
- help communities to form appropriate partnerships
- provide support for residents in relation to sustainable communities
- improve relationships between voluntary and statutory agencies and communities
- work with communities so that they can register the needs of local people

4.17 The Grŵp Cynefin housing association works with Conwy, Gwynedd and Anglesey Councils, Cartrefi Cymunedol Gwynedd, Cartrefi Conwy and North Wales Housing Association, as well as the Snowdonia National Park Authority, to fund the service, to ensure that more communities can benefit from the venture. See Appendix 1 for contact details of the Enablers to find out if a recent Survey was carried out in the area of the proposed planning application, and what the conclusions of that survey were.

4.18 389 (23%) of all houses built between 2011 and 2016 in the Gwynedd Planning Authority area and on Anglesey was affordable housing (built by a Housing Association or controlled by a 106 Agreement).

5 Future demand – type, size and tenure – the challenges

Household formation

5.1 The Welsh Government's 2014 base household projections show how the household composition is predicted to change. Choices in lifestyle and breakdown in relationships affect the composition of households, and the economy affects household formation patterns. Like many other parts of the country, without intervention, the number of single-person households and couples with no children in the Plan area is likely to increase while the number of larger households decreases. See paragraph 5.4 about the age composition of 1 person and one family households. Household size has been diminishing and it is anticipated that the average size will remain more or less the same. This suggests that there will be a high demand for smaller properties.

Table 6 & 7 Household composition projections Anglesey and Gwynedd

		2014	2026	Difference	
Anglesey	All Households	30963	31562	599	
	Households	1 person	10234	11282	1048
		2 persons (No children)	10125	10092	-33
		2 persons (1 adult, 1 child)	912	900	-13
		3 persons (No children)	2046	1921	-125
		3 persons (2 adults, 1 child)	1843	1745	-97
		3 persons (1 adult, 2 children)	445	394	-51
		4 persons (No children)	693	693	0
		4 persons (2+ adults, 1+ child)	2668	2548	-120
		4 persons (1 adult, 3 children)	168	166	-3
		5+ persons (No children)	183	217	34
		5+ persons (2+ adults, 1+ children)	1573	1518	-54
		5+ persons (1 adult, 4+ children)	74	86	13
		2014	2026	Difference	
Gwynedd	Households	53103	56583	3480	
	Households	1 person	19214	22112	2898
		2 persons (No children)	16083	16790	707
		2 persons (1 adult, 1 child)	1386	1377	-9
		3 persons (No children)	3125	2907	-218
		3 persons (2 adults, 1 child)	2826	2800	-26
		3 persons (1 adult, 2 children)	865	825	-40

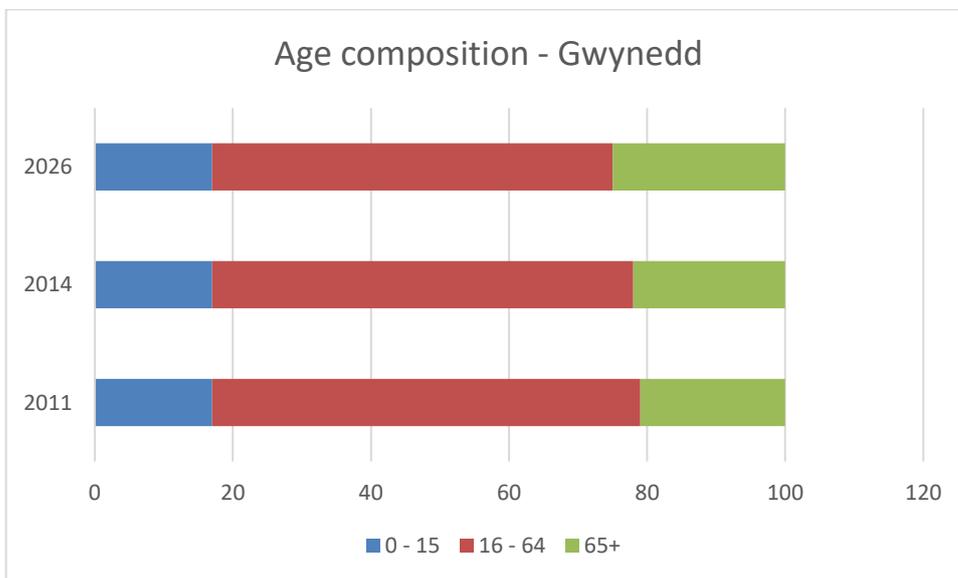
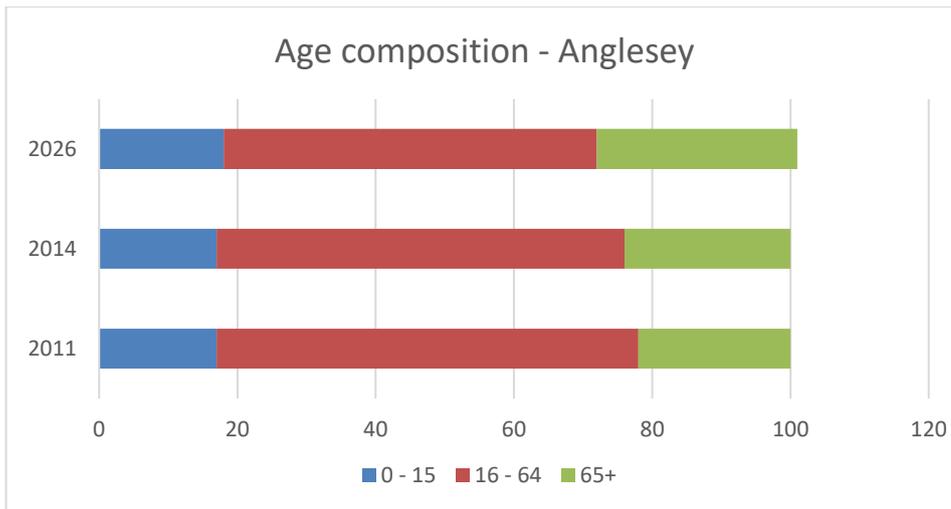
	4 persons (No children)	1294	1383	89
	4 persons (2+ adults, 1+ child)	4236	3986	-250
	4 persons (1 adult, 3 child)	334	380	45
	5+ persons (No children)	678	964	286
	5+ persons (2+ adults, 1+ children)	2946	2928	-18
	5+ persons (1 adult, 4+ children)	116	131	15

Younger households

- 5.2 According to the 2016 mid-year estimate, 11% of the population of Anglesey and Gwynedd were between 25 - 34 years old. This age group seems to have a difficulty in accessing the housing market in the current economic climate. Many people in this age group will have relatively low income and they will not have savings because they will not have been working for long. They are an important group for the economic future of the area. The change in benefits regime is significant for this group.
- 5.3 According to the 2011 Census, 16% of all households with one family in Gwynedd (county) and Anglesey included non-dependent children. This figure does not refer to 0-15-year olds or children aged 16-18 who are in full-time education living in a family with their parents. They can be described as hidden households, namely young adults who still live at home with their family rather than forming their own households. 35 years is the average age of first time buyers.

Older households

- 5.4 The demographic profile of Anglesey and Gwynedd has changed over the decades. The population of Anglesey and Gwynedd is aging. According to the 2011 Census, about 16% of one person households in the Plan area were 65+ years old, and about 10% of single households were 65+. According to the 2011 Census, the 2016 Mid-Year Population Estimates and the forecasts for 2026, a relatively high percentage of the population of Gwynedd and Anglesey are older people (65 years and over) - see graph 1 below. Percentages are higher in some wards in Gwynedd and Anglesey. There is also an increase in the number of older couples because men's life expectancy is increasing. The area's housing needs to address the needs of an aging population. Consideration should be given to how the choice for older people can be increased in the future, e.g. making it easier/ attractive to go to a smaller house, that new houses are accessible, designing new homes are suitable for a lifetime, that adaptations to existing houses are supported, or there are opportunities to go into extra care homes if that is the household's desire.



5.5 The 2014 base projections anticipate an increase in the number of people aged 65 and over between 2014 and 2039

Table 8: 2014 base projections of the number of people aged 65+ in Gwynedd and Anglesey

No. of people aged 65+ – population forecasts 2014 base	2014	2019	2024	2029	2034	2039
Anglesey	17,000	18,000	20,000	21,000	22,000	23,000
Gwynedd	27,000	29,000	31,000	33,000	35,000	35,000

National policy

5.6 National policies for housing benefits have a very big influence on the need for affordable housing. It is therefore important that the houses built in the Plan area meet needs in a way that takes into account how housing is allocated to people on the common housing register

and the needs of those households. Recent changes have been made to the Benefits system. It is anticipated that some groups in Gwynedd and Anglesey will face a significant challenge to meet housing costs, resulting in additional pressures on homelessness services. It is anticipated that the following groups will be the most vulnerable:

- i. Single people under 35;
- ii. Single parent families;
- iii. Families with more than 2 children;
- iv. People with disabilities;
- v. Families who will lose £30 a week;
- vi. Families affected by two types of change.

6 Planning for a more balanced housing market - bringing together the evidence at the planning application stage

6.1 Parts 4 and 5 have highlighted information from several sources about the current recognised, housing demand and need. They provide a useful summary of evidence about the recognised demand and need for new homes (including market and affordable) in terms of Policy TAI 8. In response to the context and issues referred to above, the Authorities want to improve the opportunities available through the provision of:

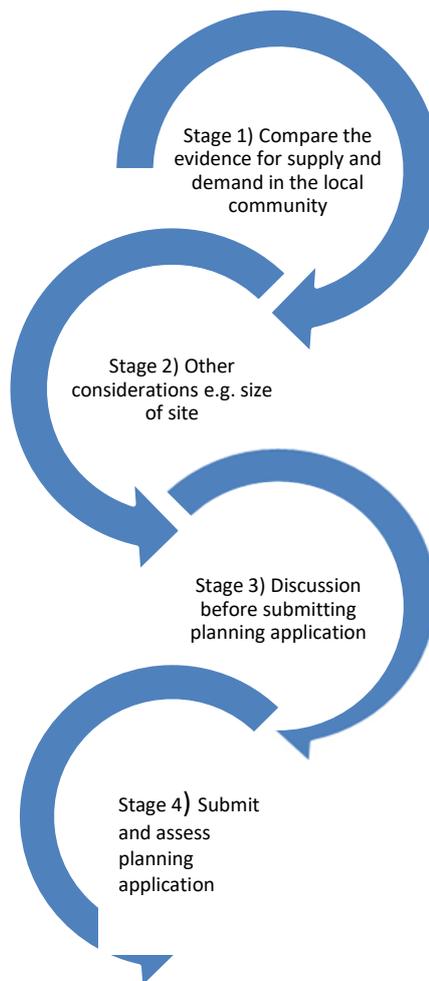
<p>i. More smaller homes</p>	<p>It is necessary to ensure that the housing stock addresses the need and demand for housing and supports the aspirations of economic growth in order to realize the economic strategies of both Councils. While there may be a demand for some 'executive' large houses, the evidence shows that there is a more basic need for a supply of affordable housing for households with smaller income. Providing two and three-bedroom apartments/ houses (whether they are new build, change of use of non-residential buildings or bringing empty houses back into use) will increase the choice for smaller families, young couples and young people who wish to share, or older households who wish to down-size. This type of households would find it difficult to afford four or five bedroomed houses, or houses of this size would be too big for their requirements.</p> <p>The provision of a few one-bedroom apartments/ houses could help meet the needs of some single young people and young couples and some older households. One way of providing this is by reviving the stock of flats above shops in our towns (if there is a separate access to the floors above the shops), or converting large houses into multiple occupation accommodation (Use Class C4 or its own type ("sui generis"), subject to requirements of Policy TAI 9). Good standard Use Class C4 Houses in Multiple Occupation that meet the requirements of other regulations could help young people under the age of 35 who start their career but are currently unable to afford even a one-bedroom flat (due to Welfare Reforms) and live at home with their parents longer than was seen in the past.</p>
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<p>ii. Homes for older people</p>	<p>There is little choice in many parts of the Plan area for older people who want to move from houses that are too large for their needs and are expensive to live in and maintain. One solution will not satisfy everyone. Therefore, the Authorities want to see a range of solutions for older people, including bungalows, flats, extra care homes, which would be within easy walking distance to a range of key community facilities and services or in a location that is on a good public transport route. See Policy TAI 11.</p> <p>In terms of bungalows, the Authorities recognize that this type of house can appear to be one that does not make good use of land. However, it is considered that there is room to think of alternative methods to provide more of them, e.g. including them here and there next to two-storey houses, or a terrace of bungalows overlooking / sharing open space / amenity.</p>
<p>iii. Self-build plots</p>	<p>The provision of self-build plots could be a more affordable option for some local households, either as individuals or as a group of households. The Plan does not allocate land for housing in Local/Rural/Coastal Villages or Clusters. Windfall sites within the development boundaries of these Villages (Policy TAI 4 or Policy TAI 5) and sites that align with Policy TAI 6: Clusters, will provide opportunities for new housing provision. Windfall sites will also contribute to the potential land supply in the Service Villages and Centres (Policy TAI 1 – 3 or Policy TAI 5). Subject to meeting the requirements of other planning policies, the Authorities support applications from local individuals to provide housing to meet their own needs. Proposals for larger sites that include plots that would be sold as serviced plots to be developed by individuals, developers, or Community Land Trust may be supported.</p>
<p>iv. Tenure mix</p>	<p>The Authorities will expect to see a better mix of tenure in developments. Intermediate housing e.g. shared ownership, can play an important role to help bridge the gap between social renting and ownership. This type of tenure and rented housing can help first time buyers access the market and can give some flexibility to young people or young couples starting their careers. The need for affordable housing is significantly influenced by national policies on housing benefits. It is therefore important that the homes that are built meet needs, paying attention to how housing will be allocated to people on the Tai Teg Register, the affordable housing register and the common housing register held by the Council. Policy TAI 15 sets the Authorities' expectations for affordable housing and the Supplementary Planning Guidance: Affordable Housing gives more guidance on that Policy. See the Tai Teg website for more information about intermediate housing schemes.</p>

<p>v. Sustainable homes</p>	<p>Building Regulations outline the minimum requirements to achieve sustainable use of resources in new buildings. Schemes for properties that achieve high levels of sustainable resources are encouraged (Policy TAI 5 and Policy TAI 6). Planning for sustainable construction sets out the Welsh Government’s expectations. Proposals that include affordable housing are encouraged to meet the Development Quality Requirements, which are standards that RSL /Housing Associations are required to meet. Achieving these standards will ensure that affordable housing can be transferred to RSLs/ Housing Associations. The standards relating to space, accessibility, energy efficiency and safety.</p>
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Table 9: Main messages from the evidence

6.2 Here is a simple flow chart to describe the process and method used to consider and determine the appropriate housing mix in a development:



STAGE	DESCRIPTION
<p>Stage 1 - Compare the evidence for supply and demand and need in the local community</p>	<p>Applicants are expected to compare the most recent evidence about the current supply of housing with most recent recognised evidence about the need and demand for the type, size and tenure of housing. Parts 3 and 4 of this Supplementary Planning Guidance have provided a snapshot of the situation when this Guidance was prepared. Table 10 above provides an overview of the main messages. The applicant is expected to thoroughly enquire about the most up-to-date information from public sources referred to in this Guidance, as well as make enquires with Rural Housing Enablers about Local Housing Surveys and enquire about any other recognized sources about the housing market that become available when you prepare the scheme.</p> <p>Design proposals and development options should be prepared to address the demand and need housing locally, taking full account of the affordable housing policy (Policy TAI 15 and Policy TAI 16) and any recognised evidence available. Applicants are encouraged to apply the Development Quality Requirements in order to ensure that the affordable housing are designed so that they are flexible and responsive to the needs of residents throughout their lifetime. This will make it easier for a developer to work in partnership with registered housing association and/or the transfer of housing to them if necessary.</p> <p>Detailed information and data should be prepared and maintained following testing to look at the housing market and development viability to meet local housing needs. The evidence will be useful at any discussions or consultation before submitting a planning application and after submitting the planning application if the proposal is challenged.</p>
<p>Stage 2 – Other considerations e.g. size of site</p>	<p>Other considerations – the comparison between the supply of housing and the demand for housing will be an important starting point for the applicant. Within this context, applicants are expected to plan developments to take advantage of opportunities available to include a mixture in size, type and tenure of housing. However, it is also acknowledged that the ability to optimize results could be limited by a range of factors including local design considerations, site constraints, economic viability or the need to address specialist needs. The requirements of Policy PCYFF 2: development criteria and Policy PCYFF 3: Design and place shaping are relevant considerations.</p> <p>In order to avoid doubt, while the size/ type of house that can be built on a small infill plot can be limited by design considerations, the Authorities do not believe that this is not necessarily true of larger sites. On larger sites, the Authorities do not consider that the type, size and occupancy of housing is</p>

STAGE	DESCRIPTION
	<p>necessarily restricted by a requirement to protect and enhance local features, distinctiveness and streetscape quality. The Authorities are not of the opinion that only houses of a particular type and size should be built in places where houses of that type and size are common. The Authorities are keen to see more examples of a mix of houses that make a positive contribution to local character and distinctiveness.</p>
<p>Stage 3 – Discussion before submitting planning application</p>	<p>The Authorities provide a pre-application advice service, providing advice from planning officers before you complete the preparation and submission of your application. Discussions before submitting a planning application are encouraged and can give an opportunity for the applicant to present his/ her conclusions from the research work and address potential problems before submitting an application.</p> <p>While some applications are simple and the Planning Authority can make a decision about them at an outline stage without detailed information, more information will be required about others even as an outline application. The Planning Authority will ask you to provide further details if necessary. It is a good idea to write to the Planning Authority during the pre-application period in order to be notified of the amount of information that will need to be included in the Housing Statement (see below) before you submit your planning application.</p> <p>This will potentially reduce the chances of refusing your planning application. This is a paid service. Details of fees are provided and what information is required on the following web page: Anglesey and Gwynedd</p> <p>As well as engaging in the pre-application process, you will be required to consult neighbours and others before submitting your planning application if your development is 'major'. The Planning Regulations define a 'major' development as one:</p> <ul style="list-style-type: none"> (i) with a housing development of 10 or more units or where the site area is 0.5 ha or more (if the number of housing units on the site is unknown); (ii) provision of buildings (s) where the floor area created is more than 1,000 m²; or (iii) development on site with an area of 1 ha or more. <p>This could identify possible problems/issues that you can overcome or strengthen by making a small change to the plan. Here is a link to a handbook produced by Welsh Government about statutory pre-application public consultation.</p>

STAGE	DESCRIPTION
	<p>If your development is not 'major', you should discuss your scheme with neighbours and statutory consultees, for example, Natural Resources Wales, Welsh Water, or take advantage of pre-application advice offered by the Planning Authority to strengthen your scheme.</p> <p>When the applicant submits information about the conclusions of the research about the local housing market to the Planning Authority as part of a request for pre-application advice, the planning officer will seek the views of the Housing Service before responding to the applicant.</p>
<p>Stage 4 – Submit and assess planning application</p>	<p>Every applicant who submits a planning application for Use Class C3 housing development (which include 5 or more housing units) and Use Class C4 housing development or 'sui generis' should submit a Housing Statement to support the planning application. See the model document in Appendix 2. The model document includes suggestions about recognised sources of information. The following provides a description of the information expected in a Housing Statement and a Housing Mix Schedule:</p> <p>The Statement should:</p> <ol style="list-style-type: none"> i. Confirm how the proposed development has addressed the Plan's objectives, and Policy TAI 8 and Policy PS 1 in particular, stating how the proposed development contributes to maintaining or creating mixed and balanced communities and contributes to maintaining or improving community cohesion and texture; ii. Include any supporting evidence of housing demand and need (market and affordable) – see the model document in Appendix 2; iii. Refer to any confidential report about the viability of the development if one was submitted with the planning application; iv. Refer to any advice received from a planning officer, housing officer or other specialist officer, e.g. Rural Housing Enabler; v. Refer to any public consultation report before submitting a planning application if one was submitted with the planning application; vi. Refer to any intention to work in partnership with a registered housing association or transfer the housing to them; vii. Information about the number of housing units; viii. Plan to show the location of housing units on the site; ix. Include any other relevant information or other expert opinion that has shaped the proposed housing development;

STAGE	DESCRIPTION
	<p>x. In the case of an outline planning application, it should, at least, confirm the percentage of affordable housing, the agreed split between affordable rented housing and intermediate housing, and which housing units will be affordable;</p> <p>xi. In the case of a reserved matters application the principle of residential development will not be central to the planning application or its assessment, but rather the acceptability or otherwise of further details submitted will be assessed. With that in mind, if a Housing Mix Schedule was not submitted as part of the Housing Statement at the outline application stage, the Statement will be expected to include a Schedule in order to assess the adequacy of the provision against the expectations of the Authorities.</p> <p>When a Housing Mix Schedule is required it should provide details of: number of bedrooms; type of unit (house, bungalow, flat, detached, terrace, etc.); whether occupancy is restricted to a specific group, e.g. older people; tenure of each affordable unit; price of buying an affordable house; rent; location of market and affordable plots; and any relevant design / standards information.</p> <p>The Planning Officer, in consultation with a Housing Officer, will seek to determine whether the housing mix proposed for the planning application site is distinctively at odds with the housing mix sought by the Authority. Here is an example of the types of issues that will be addressed:</p> <ul style="list-style-type: none"> a) In exceptions when the development doesn't fully meet policy requirements for affordable housing, have the opportunities been optimized, i.e. that as many as possible units are provided on site and that any recognised shortfall is addressed through a commuted sum managed by a 106 Agreement; b) Is the size, type and tenure of the houses (market and affordable) consistent with the local evidence of demand and current local and future needs; c) If policy requirements have not been fully met, and an alternative proposal has been presented, is the deviation supported by evidence and is it justified. <p>This Guidance recognises that there must be some flexibility in the application of Policy TAI 8, in order to take account of the specific needs of particular settlements and other considerations such as the viability of the development. Nevertheless, the Planning Authority will only depart from the approach set out in this Guidance in exceptional circumstances</p>

APPENDIX 2: SUPPLEMENTARY PLANNING GUIDANCE: HOUSING MIX – FINAL DRAFT

STAGE	DESCRIPTION
	<p>and only when the applicant has submitted significant alternative evidence that may establish that the demand/need for houses in the settlement where the site of the planning application is located, or that the circumstances of the application site, to justify an alternative approach.</p>

APPENDIX 1

Useful contact details:

Building Control

[Main point of contact for each planning application and for advice before submitting a planning application]

Anglesey:

Planning Service

Anglesey County Council
Council Offices
Llangefni
Anglesey
LL77 7TW

cynllunio@ynysmon.gov.uk

Gwynedd:

Planning Service,
Council Office,
Ffordd y Cob,
Pwllheli,
Gwynedd,
LL53 5AA

cynllunio@gwynedd.llyw.cymru

Planning Policy

[For Local Development Plan queries, Supplementary Planning Guidance and other planning policy related issues]

Gwynedd and Anglesey Joint Planning Policy Unit,
1st floor, Bangor City Council Office
Ffordd Gwynedd
Bangor
LL57 1DT

polisicynllunio@gwynedd.llyw.cymru

Strategic Housing Service (Gwynedd Council)

Penrallt,
Caernarfon
Gwynedd.
LL55 1SH

email: tai@gwynedd.llyw.cymru

Housing Services (Anglesey County Council)

Council Offices,
Llangefni,
Anglesey
LL77 7TW
email: adrantai@ynysmon.gov.uk

Tai Teg

PO Box 167
Caernarfon
LL55 9BP
Tel: 08456 015605
Email: info@taiteg.org.uk

Rural Housing Enablers

For more information please contact:

Arfon Hughes, Victoria Kelly or Dylan Owen on 01286 889292

arfon.hughes@grwpcynefin.org

victoria.kelly@grwpcynefin.org

dylan.owen@grwpcynefin.org

APPENDIX 2 – MODEL DOCUMENT – HOUSING STATEMENT INCLUDING HOUSING MIX SCHEDULE

The following model document is provided for the convenience of applicants applying for planning permission and can be used as a template for the Housing Statement you will be present with your planning application. It includes tables to provide a Housing Mix Schedule when the information is needed to make a decision. You can add to the content or to vary it if you think that it is appropriate, but care should be taken that insufficient information is submitted.

In order for the Planning Officer to be able to evaluate your proposed development, you need to provide details of the types of housing that you are proposing as well as reasons for that choice. This information is requested so that they can be confident that the specific needs of the area had been considered early in the planning process. For affordable homes additional information will be required regarding tenure and who will manage the homes.

All housing

The following table (illustrative) outlines the type of details required about each proposed house on the site:

TYPE OF HOUSING	NUMBER OF UNITS ON THE SITE	NUMBER OF BEDROOMS	ACTUAL/ EXPECTED SALES VALUES
Bungalow			
Terraced			
Semi- detached			
Detached			
Flat			
Other (provide details)			
Totals			

Table A: Type of Market Housing

APPENDIX 2 – MODEL DOCUMENT – HOUSING STATEMENT INCLUDING HOUSING MIX SCHEDULE

From the above: affordable housing

For affordable housing the following table (illustrative) should be provided:

TYPE OF HOUSING	NUMBER OF UNITS ON SITE	NUMBER OF BEDROOMS	TYPE OF AFFORDABLE HOUSING ³	TENURE ⁴	NUMBER DEVELOPMENT QUALITY REQUIREMENT COMPLIANT	ACTUAL/ EXPECTED SALES/ RENTAL VALUES
Bungalow						
Terraced						
Semi- detached						
Detached						
Flat						
Other (provide details)						
Totals						

Table B: types of affordable housing units

³ The column 'Type of affordable housing ' refers to standard types of affordable housing included in the Plan area, e.g. intermediate rents, discount market housing/ intermediate housing, social rentals;

⁴ The Tenure column refers to the ownership/management of the units, which is usually either: RSL/housing association, private sale or accredited private landlords

APPENDIX 2 – MODEL DOCUMENT – HOUSING STATEMENT INCLUDING HOUSING MIX SCHEDULE

What is the basis for housing mix in general and in terms of affordable housing mix?

Please provide the rationale for choosing the types of housing and affordable housing and indicate what evidence was used in reaching that decision.

APPENDIX 2 – MODEL DOCUMENT – HOUSING STATEMENT INCLUDING HOUSING MIX SCHEDULE

Recognised sources of information about the market demand for housing and the local need for affordable housing

Here is a schedule of recognised sources of information about housing in the Plan area:

Sources of information:	Tick here if referred to in your evidence base
2011 Census	
Housing Land Availability Studies (Local Planning Authority)	
Land Registry (data about house prices)	
Local Housing Market Assessment (Gwynedd or Anglesey, as appropriate)	
Housing Register	
Tai Teg Register	
Elderly Persons Accommodation Strategy (Gwynedd or Anglesey, as appropriate)	
Local Housing Study	
Correspondence/ statement by the Community/ Town Council	
Population projections	
Household projections	
Local estate agents' Reports/ websites	
Local Housing Strategy (Gwynedd or Anglesey, as appropriate)	
Correspondence/ advice during the pre- application period	

Supporting documents submitted with the planning application

Please provide a schedule of supporting documents submitted with the planning application

Schedule of supporting documents submitted with the planning application (as appropriate)	Tick if provided
Documented evidence of market demand and the need for affordable housing – provide details of the evidence in the rows below	
i.	
ii.	
iii.	
iv.	
v.	
vi.	
Plan showing the location of market housing and affordable housing	
Affordable Housing Viability Proforma ⁵	
Statement about arrangements to sell or manage affordable housing, e.g. transfer affordable housing units to Housing Associations or a Registered Social Landlord, self- build by the applicant.	

⁵ See Supplementary Planning Guidance: Affordable Housing for details of the Authority's expectations about the required information