



Brentwood Monitoring Report Housing Delivery 2019/20

November 2020

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Introduction

1. The introduction of the Localism Act (2011) and updates to the Town and Country Planning Regulations 2012 removed the requirement for local authorities to send an Annual Monitoring Report to the Secretary of State. However, the act retains the overall duty to monitor the implementation of the Local Development Scheme and the extent to which policy targets are being achieved in the Local Plan.
2. The Act allowed for more flexibility when monitoring and amended the name Annual Monitoring Report to “Authorities Monitoring Reports”, reflecting the fact that information can be published as and when it becomes available.
3. Indicators used to monitor the Local Plan are in the process of being updated as the Council prepares a new Local Development Plan for the Borough. Once adopted the new Plan will establish targets and indicators that will be used to monitor the effectiveness of policies over time.
4. Prior to the adoption of the new Plan this report provides an update of key residential indicators. It forms one of a series of monitoring reports on separate themes, all with accompanying data available in multiple formats to view or download through the Council’s DataShare.
5. Publishing information online in accessible formats meets the Council’s commitment to sharing public data in an "open format" that is reusable and available to everyone for social and/or commercial purposes. Available data on specific themes will be published as soon as possible in order to share information on the performance and achievements of the planning service with the local community.
6. This monitoring report for themes related to housing supply and delivery is for the period 1 April 2019 to 31 March 2020.

Housing Completions

Annual Completions

7. Table 1 shows the number of homes completed in Brentwood Borough since 2010.
8. During 2019/20 a total of 70 net additional dwellings were completed. The net figures comprise of additions to housing stock from new build, change of use and conversions minus any losses as a result of demolitions, changes of use and conversions.

Table 1: Housing completions by dwelling size and previously developed land (PDL) 2010 to 2020

Year	Net Dwelling Completions						Gross Dwelling Completions		
	1 bed	2 bed	3 bed	4+ bed	Not known	Total	Total	No. PDL	% PDL
2019/20	46	104	24	26	1	200	201	200	99.5%
2018/19	48	73	22	36	67	246	249	236	94.77%
2017/18	72	81	27	35	-2	213	239	219	91.63%
2016/17	45	83	11	17	-6	150	176	148	84.01%
2015/16	41	31	28	19	-8	111	125	107	85.60%
2014/15	55	79	26	15	-16	159	178	147	82.60%
2013/14	20	55	33	14	-15	107	122	97	79.50%
2012/13	42	117	50	21	-18	211	239	212	88.70%
2011/12	6	55	32	43	-4	132	148	131	88.50%
2010/11	78	249	25	46	-4	394	416	413	99.30%

Note: Not known column –. 2010/11: 4 unknown losses. 2011/12: 4 unknown losses. 2012/13: 18 unknown losses. 2013/14: 14 unknown completions. 2014/15: 16 unknown losses. 2015/16: 3 unknown completions & 11 unknown losses. 2016/17: 6 unknown losses. 2017/18: 2 unknown losses. 2018/19: 67 unknown completion dwelling sizes. 2019/20: 1 unknown dwelling size.

Source: Brentwood Residential Land Monitor

Completions on Previously Developed Land

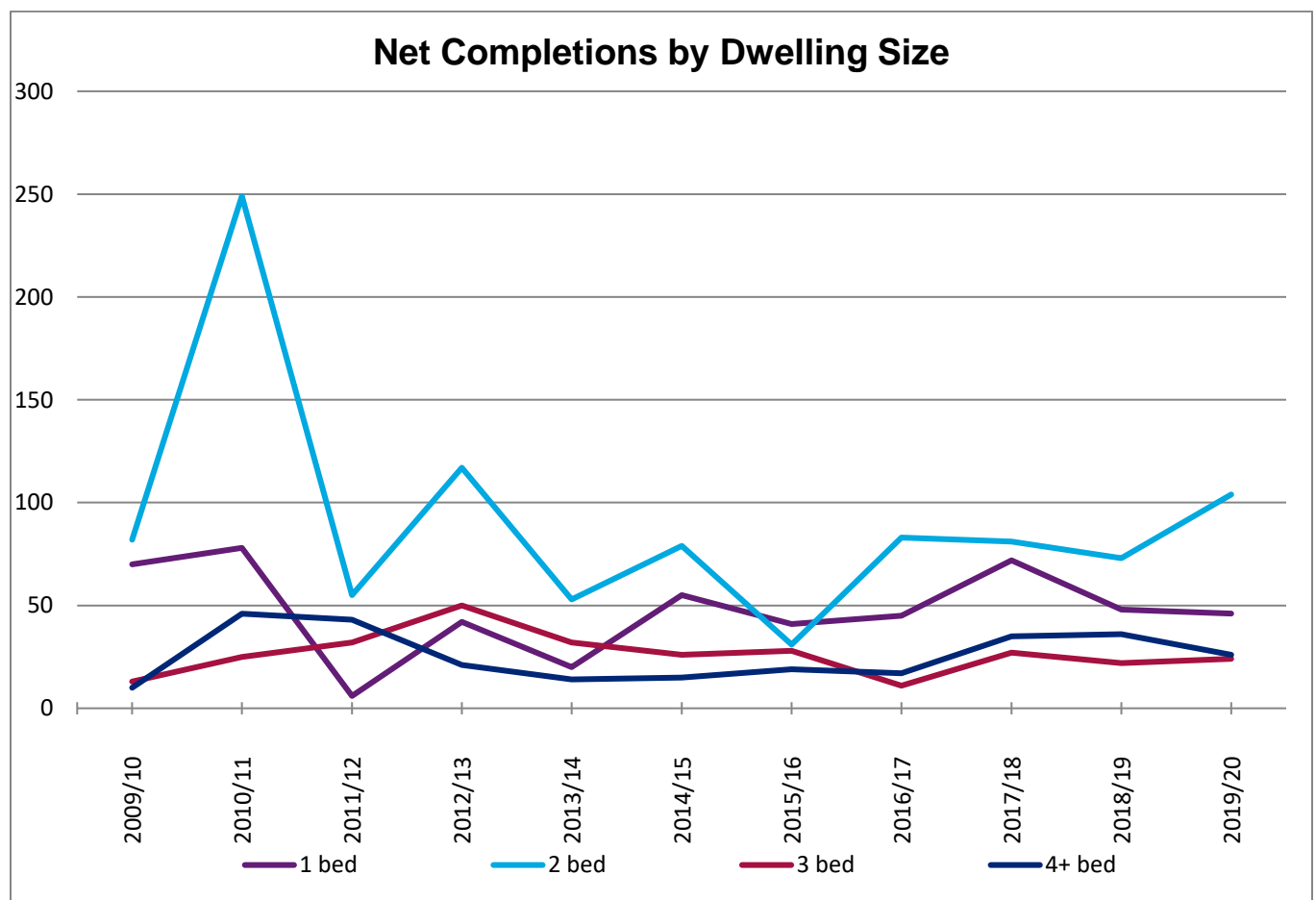
9. Key to the achievement of sustainable development is making best use of previously developed land (PDL). Previously developed land is often referred to as brownfield whilst undeveloped land is often called greenfield. The National Planning Policy Framework (NPPF) encourages the effective use of land by reusing land that has been previously developed, provided that it is not of high environmental value.
10. As seen in Table 1, the Borough has consistently achieved high proportions of residential development on previously developed land (the table only reflects data

since 2010, however please refer to previous reports which includes data for 2001 onwards). In the monitoring year 99.5% (or all but 1 dwelling) of completions were on previously developed land. This marks an increase in the levels of completions on previously developed land compared to recent years, partially resulting from a high proportion of completions of apartments / flats in the urban area.

Completions by dwelling size

11. An important element of the housing supply is to provide a variety of choice in the type and size of accommodation, in order to reflect local need. Table 1 shows housing completions by number of bedrooms. Figure 1 also maps these completions over the past 10 years to better understand trends.
12. There has been a continuing general decline in both the number and proportion of 3 and 4+ bedroom completions since 2010 with an observed emphasis on two-bedroom homes in previous years. Unlike with previous years there was a single dwelling completed in 2019/20 where the dwelling size was unknown.

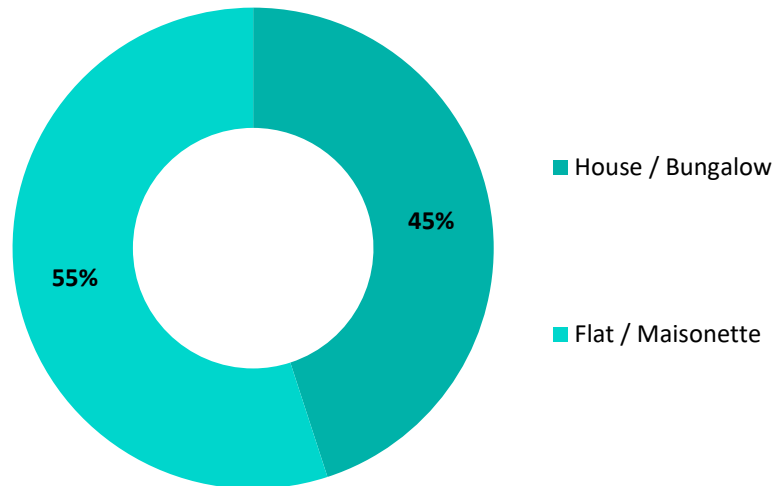
Figure 1: Net Completions by dwelling size 2010 to 2019/20



Completions by dwelling type

13. Figure 2 shows that the net dwellings completed in 2019/20 were majority (55%) in flat form.

Figure 2: Housing completions (%) by type of dwelling 2019/20

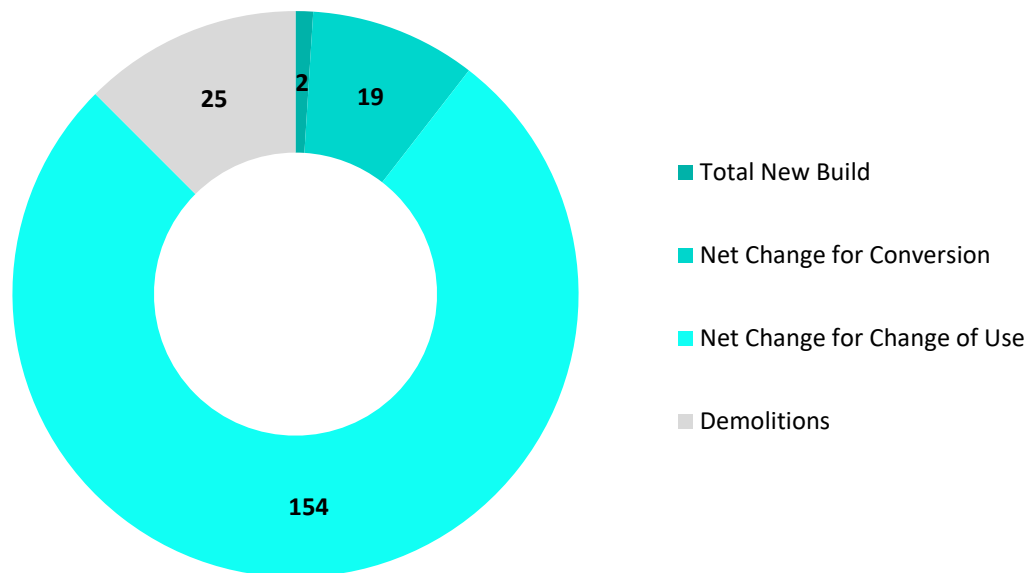


Changes in dwelling Stock

14. Figure 3 shows the changes in dwelling stock in Brentwood Borough over the monitoring period 2019/20, according to new build, conversion, change of use¹, and demolitions.

¹ Changes of use refers to the number of dwellings created through the change of use from non-residential buildings and the number of dwellings lost through changes to non-residential use.

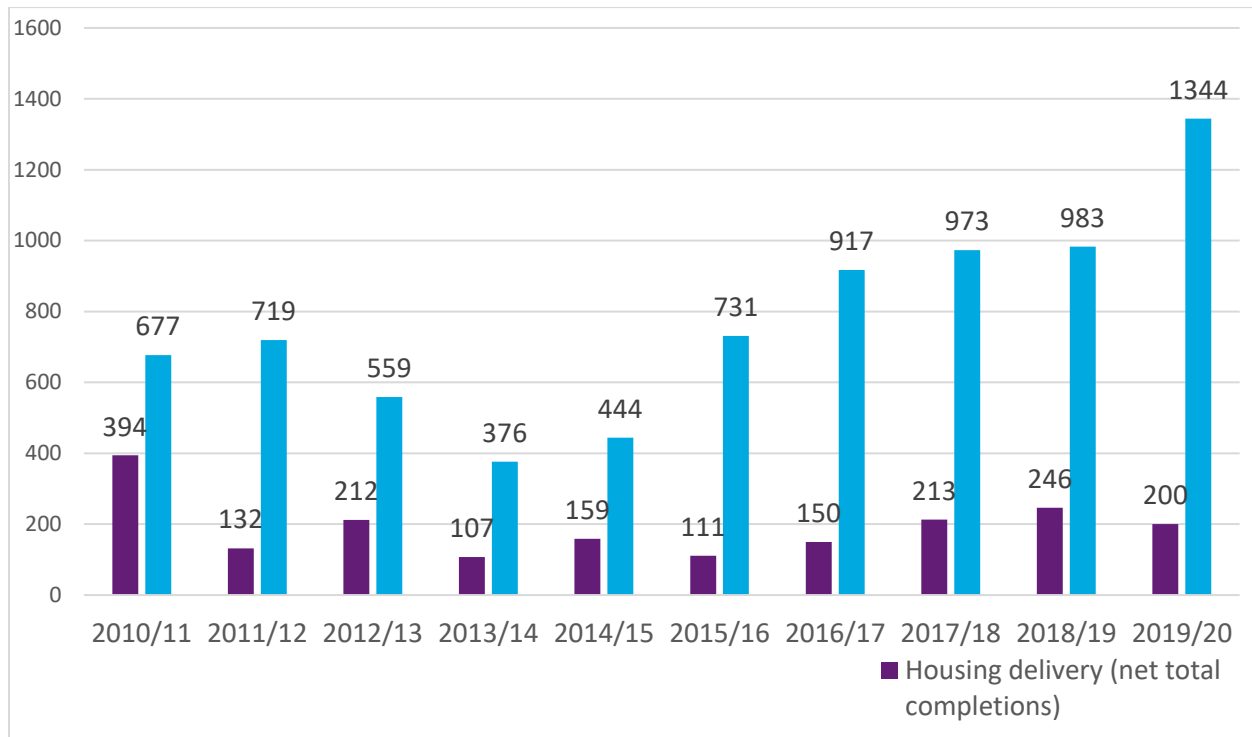
Figure 3: Changes in dwelling stock 2019/20 - additions and losses



Delivery and Supply

15. Figure 4 compares housing delivery and supply each year since 2010. Housing supply consists of planning permissions, those subject to S106, and residential prior approvals (yet to be completed). For the years 2011 to 2013 a marked fall in housing supply can be observed, in part due to a drop in the number of planning permissions on allocated sites, as those allocated for housing within the Brentwood Replacement Local Plan (2005) were largely built out earlier in the plan period. Since 2014 this downward trend in housing supply has reversed, with contribution from increased permission; an uplift in the housing market and development values; and recent changes to permitted development rights, with prior approvals accounting for 51.5% of total housing supply (as at 31 March 2020).
16. Despite recent decrease in supply, delivery levels have remained relatively constant since 2014/15.

Figure 4: Housing delivery and supply 2010 to 2019



Prior Approvals

17. Over recent years the Government has revised 'permitted development rights' to allow change of use of certain retail units, office and agricultural buildings to be converted into residential use without planning permission, via a prior approval application made to the Council.
18. Since these changes in permitted development rights, first introduced 2013, the number of residential dwellings granted through prior approval has totalled 535 dwellings, as set out in Table 2.

Table 2: Change of use to residential - Prior Approval Count (as at 31 March 2019)

	Completed	Extant permission yet to be completed	Total
Number of Prior Approvals involving change of use to residential (Permission not required / given)	0	32	32
Number of Dwellings	0	867	867

Note: Where multiple prior approvals for one site have been permitted, for the purposes of this analysis, only information submitted in relation to the most recent application has been included.

Source: Brentwood Planning Application Public Access Search Tool

19. During the monitoring year no prior approval developments were completed. Of the 32 prior approvals, 12 sites consisting of 406 dwellings are currently under construction. It is anticipated that these developments should be completed within the next 18 months.

Affordable Housing

20. Delivery of sufficient affordable homes is an important issue within the borough, with house prices significantly higher than average prices for England. Whilst local wages are above the national average, house prices and rental levels are well above what many households can afford.
21. The annual estimate of affordable housing need in Brentwood is calculated as 107 households per year, as set out in the Strategic Housing Market Assessment Part 2 (SHMA, 2016). This represents 30.6% of the annual projected household growth in the Borough between 2016 and 2033.
22. Affordable housing supply through new build is severely constrained by the Borough's Green Belt location, restricted supply of development land and lack of development finance and public subsidy. In addition, much of Brentwood's housing is provided on small sites below adopted thresholds set out in Policy H9 of the Replacement Local Plan (20 units and above or 0.66 hectares or more within the Brentwood Urban Area and 5 units and above or 0.16 hectares or more within defined settlements elsewhere in the Borough). This is an issue the Council has reviewed through the emerging Local Development Plan.
23. The supply of affordable housing is variable from one year to another, as shown in Table 3. 40 affordable housing units were completed during this monitoring year. This is a significant increase from last year which saw less than 1% affordable housing.

Table 3: Affordable housing completions 2010/11 to 2019/20

Year	Affordable Housing Units Completed	% of Total Housing Completions
2019/20	40	20%
2018/19	2	0.81%
2017/18	52	26%
2016/17	22	14.6%
2015/16	16	14.4%
2014/15	19	10.7%
2013/14	0	0%
2012/13	20	16.4%
2011/12	51	34.5%
2010/11	4	1.0%

24. Although this year has seen an increase in affordable housing compared to last year, it is still below the required affordable housing requirements. It is hoped that with the adoption of the emerging Local Plan, and the new affordable housing policy will assist with the uptake of affordable housing provision within the borough.

Windfall Sites

Windfall Data

25. A windfall site is one that has not been specifically identified as available in the Local Plan process. They usually comprise previously developed sites that have unexpectedly become available and could not have been anticipated when the Local Plan was in preparation, or smaller sites not previously identified. Windfall sites can comprise the development of infill sites, conversion of existing buildings to residential use, redevelopment of residential land to provide a net gain in new units, the net gain in units from the sub-division of existing residential units or the bringing back into use empty or derelict buildings or sites. Occasionally, unused 'greenfield' land is developed for housing and this is also classed as a windfall if not allocated.
26. To ensure there is no double counting within the projected housing figures for Brentwood Borough, no housing sites within this windfall assessment are:
 - Allocated sites within the adopted Development Plan;
 - Within the SHLAA (October 2011) / HELAA; or
 - Already granted planning permission for residential use through an existing planning permission. Any permissions which supersede others have not been included.
27. To be consistent with the NPPF the monitoring data has been reassessed and updated to exclude completions involving the development of garden land.

Historic Windfall Completions

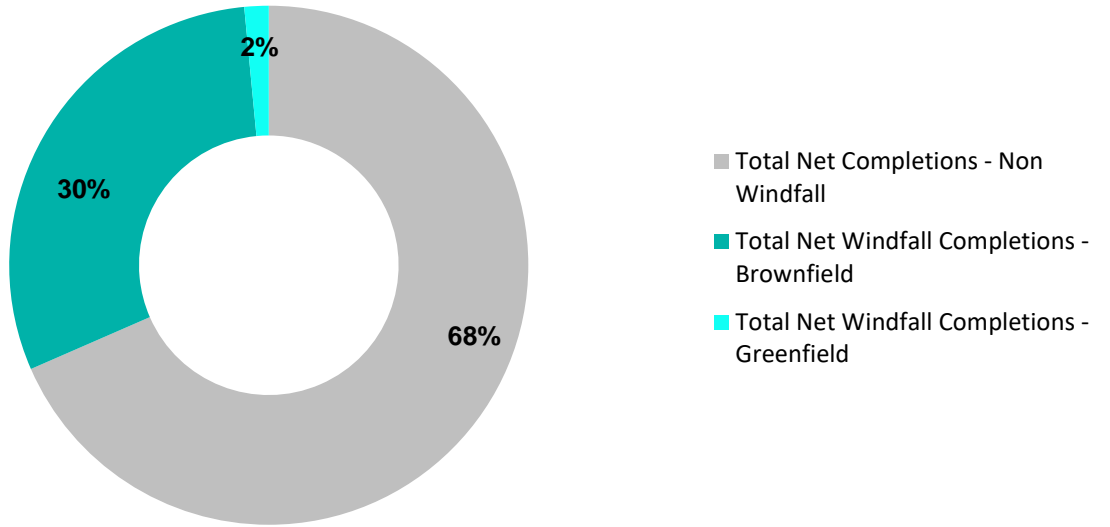
28. Table 4 shows an analysis of net housing completions on windfall sites within the Borough over the last 10-year period (1 April 2010 to 31 March 2020). This period provides a long-term view of trends, covering periods of economic growth and decline.

Table 4: Total Windfall completions 2010 to 2020

Completion by Year											
	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Total net completions	166	394	132	211	107	159	111	150	200	246	200
Total net windfall completions	39	57	9	25	33	57	34	58	41	143	192
% windfall	23.5	14.5	6.8	11.8	30.8	35.8	30.6	38.7	20.5	58.1	96.0
Gross windfalls	46	65	13	31	34	67	43	76	55	197	193
Losses on windfall sites	7	8	4	6	1	10	9	18	14	54	1

29. The Borough has seen an average net windfall completion rate of 62 dwellings per annum over the last 11 years.
30. Year on year the number of completions on windfall sites has varied. From a peak of 192 net completions during this year's monitoring period (2019/20) to 9 net completions in 2011/12. When taken as a percentage of total completions, windfalls account for 33.3% of net completions between 2009 and 2020, with brownfield windfalls comprising the majority (95.2%) of all windfall completions, as shown in Figure 6.

Figure 6: Percentage of total windfall / non-windfall completions 2009 to 2020



Self and Custom Build

31. From 1 April 2016 the Self Build and Custom House Building Act 2015 placed a duty on local authorities to keep a register of people who express an interest in developing land for self-build and custom-built projects.
32. In accordance with national legislation the Council has set up a register and interested parties can complete an online application form from the Council's website. This register helps inform the Council of the level of demand for self build and custom build plots in the Borough and forms a key part of the Council's evidence base informing future local plan preparation.
33. The AMR seeks to monitor the indicators as set out in Table 5, these indicators will be kept under review. Coinciding with the introduction of legislation, the data extracted is for the period 31st October 2019 to 30th October 2020. This will be adjusted in subsequent AMR's to reflect the monitoring year.
34. Inclusion on the register does not entitle a registered person or organisation to a plot and any planning application will need to be in accordance with the policies in the Council's Local plan.
35. Data collected so far suggests a modest level of interest in Self and Custom Build, as set out in Table 5. 31 individuals have registered for this monitoring year and the majority aspire to living in a 4+ bedroom detached house or bungalow. There is mixed preference for location between urban and rural areas.

Table 5: Headline data on the demand for self-build and custom house building (as at 30th October 2020)

Indicators	Number
Number of individuals registered	31
Number of associations registered	0
Preference for type of house	
Detached House / Detached Bungalow	28
Semi detached House / Bungalow	2
Apartment / Flat	0
Other	1
Preference for the number of bedrooms	
1 bed	0
2 bed	5
3 bed	9
4+ bed	17
Preference for general location	
Town	9
Village	13
Rural	9

Specialist Accommodation

36. Housing for older people and people with disabilities can fall within the C2, C3 or sui generis land use class.
- 'C2' is defined as "residential institutions - residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres"
 - 'C3' is defined as "dwelling houses, formed of three parts:
 - a. A single person or by people to be regarded as forming a single household;
 - b. Not more than six residents living together as a single household where care is provided for residents; or
 - c. Not more than six residents living together as a single household where no care is provided to residents (other than use within Class C4 'Houses in multiple occupation').
 - 'Sui generis' is defined as "uses which do not fall within any use class. Such uses include larger houses in multiple occupation and hostels providing no significant element of care".
37. National planning guidance advises that the future need for specialist accommodation for older people broken down by tenure and type (eg sheltered, enhanced sheltered, extra care, registered care) should be assessed and can be obtained from a number of online tool kits provided by the sector. The assessment should set out the level of need for residential institutions (use class C2).
38. The Council's SHMA Part 2 (2016) uses the Strategic Housing for Older People Analysis Tool – SHOP, which is available from the Housing Learning and Improvement Network (LIN). The Elderly Accommodation Council (EAC) classifications are used for the purpose of defining housing².

Need for Specialist Accommodation for older people (Use Class C3)

39. Both specialist housing (that has been specifically designed to meet the needs of people with particular needs) and extra care housing (designed with the needs of frailer older people in mind and with varying levels of care and support available on site) form part of the Borough's overall housing need and tend to fall within use class C3.
40. The Brentwood SHMA Part 2 (2016) addresses current and future growth in the numbers of specialist housing across all tenures in terms of their related care and support needs. In terms of specialist accommodation for older people; it identifies a

²<https://www.housinglin.org.uk/Topics/browse/HousingExtraCare/ExtraCareStrategy/SHOP/SHOPAT/Dashboard/CurrentNeeds/>

need for 123 affordable and 372 market and extra care houses to be provided between 2013-2033.

Need for Residential Institutions (Use Class C2)

41. This type of housing relates principally to a C2 use class and does not form part of the Borough's overall housing need (although LPA's should count housing provided for older people, including residential institutions in use class C2, against their housing requirement³). This is housing for people living in registered care homes which are managed and run by a care provider who is responsible for all aspects of their daily needs and wellbeing. Such housing is not self-contained and is often referred to as either residential or nursing care.
42. The current need for this care as identified through the SHOP analysis is 494 spaces for residential care and 342 spaces for nursing care equalling 836 spaces in total. A snapshot of current provision using the EAC database indicates a total provision of 805 spaces, suggesting a current shortfall of 31 spaces.
43. The SHMA Part 2 identifies a long-term requirement for an additional 494 spaces within registered care to be provided between 2013-2033.

Monitoring Delivery and Supply

44. Local Development Plan has identified a need for 494 additional specialist units to 2033. The Council will refer to the latest 'Specialist Accommodation Report' during negotiations with developers in establishing local need and securing provision, and where relevant location of the most appropriate Specialist Accommodation. This provision will be monitored and if a shortfall in provision is identified Policy HP04: Specialist Accommodation will be reviewed as necessary. Until the emerging Local Plan is adopted development is likely to continue to come forward through the delivery of windfall sites which will continue to be reported, as shown in Table 6.
45. For the purposes of policy monitoring the below distinction between use class has been applied in Table 6⁴:
 - Residential institutions use class C2: Housing for people living in registered care managed and run by a care provider who is responsible for all aspects of their daily needs and wellbeing. Accommodation consisting usually of just a bedroom (and possibly a bathroom) but with everything else communal.

³ National Planning Policy Framework Planning Policy Guidance - Housing and Economic Land Availability Assessment – Methodology – Stage 5: Final evidence base – Paragraph 037 reference ID: 3-037-20140306 – 6th March 2014 <http://planningguidance.planningportal.gov.uk/blog/guidance/housing-and-economic-land-availability-assessment/>

⁴ For Use Class distinction of each development in individual planning application terms refer to details in planning decision.

- Specialist accommodation use class C3: Self-contained accommodation capable of facilitating independent living. Designed to meet particular needs of residents with varying levels of care and support on site.

Table 6: Planning permission and completions for Specialist Accommodation 2013 to 2020

Site Name/Planning Reference	Accommodation type	Net gain/loss
Specialist Accommodation Use Class C3 completions & losses from 2013		
Marillac Hospital (11/00149/FUL)	Supported living (units for independent living)	3
25 St Georges Court (13/00967/BBC)	Sheltered accommodation	2
Bermans Close (15/01491/FUL)	Sheltered accommodation (for older people)	3
2 Rayleigh Road (14/00065/FUL)	Supported living (units for independent living)	4
Trueloves Lane (13/00336/FUL)	Supported living accommodation	-10
Total		2
C2 Completions from 2013		
1 - 4 The Beeches (11/00089/FUL)	Residential care home (for older people)	99
Howard Lodge (10/00724/FUL)	Residential care home (for older people)	20
Total		119
Specialist Accommodation Use Class C3 Extant permissions		
43-57 Ingrave Road (12/00725/FUL)	Retirement apartments	51
Quiet Waters (15/01018/FUL)	Supported living (units for independent living)	2
24 Norton Road (16/01729/FUL)	Supported living (units for independent living)	5
Total		58
C2 Extant permissions		
-	-	-
Total		0

Gypsy and Traveller Accommodation

Local Need

46. National policy is clear that Brentwood Borough Council has a duty to identify land to meet the local needs of Gypsies and Travellers. The Council is required to update annually a supply of specific deliverable sites sufficient to maintain a five-year supply of deliverable land for traveller accommodation.
47. There is currently not an up to date adopted Gypsy, Traveller and Travelling Showpeople requirement for Brentwood. However, the Brentwood Gypsy and Traveller Accommodation Assessment⁵ (GTAA) (October 2017) assesses the housing needs of the Travelling Community, it concludes the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for 11 additional pitches over the GTAA period to 2033. Table 7 shows this need broken down by 5-year bands.

Table 7: Additional need for Gypsy and Traveller households in Brentwood that meet the Planning Definition by 5-year periods (extracted from GTAA 2017)

Years	0-5	6-10	11-15	16-17	Total
	2016-21	2021-26	2026-31	2031-33	
	8	1	1	1	11

48. The need for households who meet the definition increases to 12 additional pitches over the GTAA period to 2033 if a 10% allowance is applied to represent unknown need⁶, as shown in Table 8.

Table 8: Additional need for Gypsy and Traveller households (extracted from GTAA 2017)

Site Status	Gypsy and Traveller Local Plan Policy	SHMA Housing Policy	TOTAL
Meet Planning Definition (+ 10% Unknown)	12	0	12
Not meeting Planning Definition (+ 90% Unknown)	0	66	66
TOTAL	12	66	78

⁵ The Brentwood GTAA is part of a wider study that covers the whole of Essex. The overall Essex GTAA Report has not yet been completed. However, the fieldwork for Brentwood has been completed & final assessment made.

⁶ As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed have been considered as part of the GTAA.

49. Assuming a 90% allowance is applied to represent unknown Gypsy and Traveller need not meeting the planning definition. The total need for non-travelling Gypsy and Traveller households is 66 additional pitches to the year 2033.
50. The accommodation needs of non-travelling households will need to be addressed as part of the settled population and/or through criteria based policies for additional non-traveller caravan sites or park-home developments considered through specialist housing policies in the Local Development Plan.

Monitoring Delivery and Supply

51. Once the new Local Development Plan is sufficiently advanced, a detailed Gypsy and Traveller pitch trajectory will be prepared and monitored. In the interim, development is likely to continue to come forward through the delivery of windfall sites which can be monitored.
52. Historically, windfall sites have been the main source of Gypsy and Traveller pitch delivery in the Borough as demonstrated by the number of personal, temporary and permanent permissions show in Table 9.
53. There have been no permissions for Travelling Showpeople sites in the Borough and no local need has been identified in the GTAA (2017).
54. There are currently no transit sites in the Borough although the GTAA (2017) recommends the Council engage, through the Duty to Cooperate, with the other Essex authorities to establish whether there is a need for investment in more formal transit sites or emergency stopping places.

Table 9: Overview of the number of pitches and status of Gypsy and Traveller sites in Brentwood Borough

Permanent permissions			
Site Name	Address	Tenure Type	Pitches
Permanent permissions pre 2013			
The Willows	Place Farm Lane, Kelvedon Hatch	Private	1
Clementines Farm	Murthering Lane	Private	1
Total			2
Permanent permissions 2013 to 2016			
Rye Etch	Mill Lane, Navestock	Private	3
Tree Tops	Curtis Mill Lane, Navestock	Private	3
Total			6

Temporary Permissions			
Site Name	Address	Tenure Type	Pitches
The Willows	Place Farm Lane, Kelvedon Hatch	Private	2
Hope Farm ⁷	Hope Farm, Horsemanside Navestock	Private	3
Orchard View ⁸	Horsemanside Navestock	Private	4
Total			9

Personal permission for duration of occupation			
Site Name	Address	Tenure Type	Pitches
Cottage Garden	Beads Hall Lane Pilgrims Hatch	Private	1
Lilliputs	Chelmsford Road Blackmore	Private	2
Meadow View	Ingatestone Road Blackmore	Private	3 (approx)
Pond End	Claggate Estate Kelvedon Hatch	Private	2 (approx)
Ponderosa	Place Farm Lane Kelvedon Hatch	Private	1
Poplar Farm	Roman Road Ingatestone	Private	2 (approx)
Warren Lane	Warren Lane Doddinghurst	Private	1
Wenlock Meadow	Wenlock Lane	Private	1
Roman Triangle	Roman Rd, Mountnessing	Private	5
Deep Dell Park (Willow Farm)	Stock Road, Ingatestone	Private	6
Total			24

Unauthorised			
Site Name	Address	Tenure Type	Pitches
Oaktree Farm (Greenacres)	Plot 3 Oaktree Farm, Chelmsford Road	Private	9
Hunters Green	Albys Lane Navestock	Private	1
Lizvale Farm	Goatswood Lane, Navestock	Private	5
Five Acre Farm	Warley	Private	7
Total			22

Caravan Counts

55. Local authorities carry out a count of Gypsy and Traveller caravans twice a year, in January and July, providing a snapshot of caravan numbers on the day of the count. This is then compiled by Government and published. Table 10 provides counts for

⁷ Temporary Permission Expired

⁸ Temporary Permission Expired

Brentwood Borough since July 2010. Caravan counts were not undertaken in July 2020 due to the coronavirus pandemic.

56. As the caravan count data is only representative of caravan numbers at one point in time it should not be relied upon to provide estimates of actual need. Instead, data collected in the Council's GTAA should be used to guide future pitch provision. It is also important to note that a caravan and a pitch are not the same, and so the two are not comparable.

Table 10: Gypsy and Traveller caravan counts Brentwood Borough 2010 to 2020

Date	Total Caravans	Unauthorised Caravans	Authorised Caravans: on Council Sites	Authorised Caravans: on Private Sites
July 2020	Count Not completed due to COVID-19			
January 2020	155	78	0	77
July 2019	174	92	0	82
January 2019	137	72	0	65
July 2018	108	69	0	39
January 2018	184	108	0	76
July 2017	143	67	0	76
January 2017	120	58	0	62
July 2016	123	58	0	65
January 2016	117	44	0	73
July 2015	122	50	0	72
January 2015	98	33	0	65
July 2014	97	35	0	62
January 2014	101	37	0	64
July 2013	103	34	0	69
January 2013	99	38	0	61
July 2012	96	36	0	60
January 2012	97	41	0	56
July 2011	98	35	0	63
January 2011	101	50	0	51
July 2010	90	34	0	56
January 2010	93	32	0	61