Defining the Size of the Housing Association Sector

Good practice guide to using data from the Regulatory and Statistical Return (RSR)

Prepared for the Housing Corporation

by

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Introduction

This paper sets out the three core definitions to be used when reporting the size of the Housing Association (HA) sector. It also sets out, as part of good practice, the issues to be considered when using different sector size formulae for different circumstances. The paper does not consider how to report on HAs which operate within group structures. This will be the subject of a separate guidance note.

The variables used to define the sector size come from the Regulatory and Statistical Return (RSR), an annual census of stock based on HAs registered with the Housing Corporation (HC)¹.

A limited selection of these are available at the local authority (LA) district level in Part O of the RSR (long form). It is important to bear this in mind when selecting a definition for geographical analysis in order to get district totals to sum to national totals. For example, total leased housing (100%) and staff units are not available at the local authority level.

It is also important to select the appropriate definition when calculating totals for individual HAs in order to avoid double counting.

The paper is set out as follows:

- 1. The core definitions
- 2. Details of the variables
- 3. Key issues to be considered when preparing analyses
- 4. Some definitions already used

1. The core definitions

There are three basic ways of presenting the size of the HA sector:

- A general definition the social housing stock available through housing associations for people to use;
- The stock for which the HA sector has day to day responsibilities social and non-social stock owned and managed plus stock not owned but managed for Local Authorities and others;
- The total HA sector asset base —owned and leasehold stock, both social and non-social.

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¹ In each case the figures exclude dwellings held by HAs that are registered with the Corporation but who do not submit a valid RSR return. This means that about 7% of HAs registered are not recorded in the RSR; however, this accounts for less than one percent of HA stock.

1.1: The general definition: The amount of social housing that is available through the HA sector for renting or shared ownership

This is the basic definition by which most people would judge the size of the HA social housing sector.

This definition should be used in contexts which relate mainly to the general user, interested in the amount of social housing available through the HA sector as a whole. In other words, the amount of social housing that is owned and/or managed by HAs that is available to the public for rent or purchase through shared equity.

Fundamentally it consists of the social housing stock owned by HAs. This includes dwellings owned by the HAs but managed for them by Local Authorities (LAs) and others because this still comes within the definition of social housing, either because it has received some form of subsidy in the past or because, if it is unsubsidized, it is being let in the same way and at the same rent levels as subsidized social housing.

To this is added social stock not owned by HAs but managed by them on behalf of LAs and others. This is included because it is made available to tenants through the HAs' management functions. However, stock owned by one HA and managed by another is *excluded* since this would involve double counting (see Section 1.11 for calculating the total for individual HAs).

Leasehold social housing where less than 100% of the equity is owned by the household is included because rent is still being paid on the remaining portion. As such it still forms part of the social rental stock. However, 100% purchased stock on which the HA retains residual freehold responsibilities is *excluded* as it no longer provides accommodation available for general use (see Section 3.1)

The general definition of the HA sector size is:

The amount of social housing that is available through the HA sector for renting or shared ownership* = General needs social housing owned (a) + supported social housing owned (b) + staff units owned (e) + leased housing (<100% equity) owned (c) + rental social housing managed for the through the HA sector for renting or shared ownership* = General needs social housing owned (a) + supported social housing owned (b) + rental social housing managed for others (q)

*For details of how each element (identified by the reference letter in brackets) is derived from the RSR data for 2004 and 2005, see Table 1 in the Appendix. Table 2 in the Appendix gives the figures used for calculating the 2004 totals from each element.

The total for the HA sector in 2004 is:

• 1,938,743 units/bedspaces

1.11: For individual HAs

It is important that, when calculating this total for individual HAs, one should include the stock owned by other HAs but managed by the HA. Including this variable in the overall figure for the sector would involve double counting (see Section 3.4).

It is also important not to sum together totals obtained for *individual* HAs using this formula since any result thus obtained may include an element of double counting.

The amount of social housing that is available through each individual HA for renting or shared ownership = General needs social housing owned (a) + supported social housing owned (b) + leased housing (<100% equity) owned (c) + staff units (e) + rental social housing managed for other HAs (o) + rental social housing managed for others (q)

1.12: District level analysis

Part O of the 2004 RSR gives a breakdown at district level of 13 variables from the main, national level data. Only six of these are from Parts A and B. Variables in Part O do not include details of staff units² or any breakdown of management responsibilities and only gives the totals for non-social housing stock owned. For this definition, only the first three variables (a and b and c) are available.

1.2: Stock for which the HA sector has day to day responsibility (social and non-social)

This figure gives an indication of the level of stock for which the sector has daily management responsibilities.

It excluded social stock owned but managed by LAs and others. It includes non-social housing stock owned and managed and that managed on behalf of LAs and others.

As with the first definition, it includes stock where less than 100% equity has passed to the household because rent is still charged on the remaining portion. 100% leasehold stock is excluded because the management responsibilities for this type of stock are considered to be negligible (see Section 3.11).

Stock for which HA sector have day to day responsibility = rental social housing stock owned and managed by HA (n) + rental social housing stock not owned but managed for LAs and others (p+q) + total non-social housing stock owned and managed by HA (x) + total non-social housing stock not owned but managed for LAs and others (s+t).

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² Staff units will be available at the district level in the 2006 RSR, when they will be included in the district-level definition

The total for the HA sector in 2004 is:

• 1,839,965 units/bedspaces

of which non-social housing accounts for 2%.

1.21: For individual HAs

Once again, as in Section 1.11, calculating this on an *individual* HA basis will include stock managed for other HAs, which is excluded from the sector definition to avoid double counting.

Stock for which each individual HA has day to day responsibility = rental social housing stock owned and managed by HA (n) + rental social housing stock not owned but managed for HAs, LAs and others (o+p+q) + rental non-social housing stock owned and managed by HA (n) + total non-social housing stock not owned but managed for HAs LAs and others (r+s+t).

1.22: District level analysis

No management information is given at LA level so this definition cannot be used for district analysis.

1.3: The total HA sector asset base

This is the total stock owned by HAs, both social and non-social. It is clearly important for HAs to know this total for financial and strategic purposes. It *includes* 100% leasehold property where the HA retains an interest in the property linked to their position as a residual freeholder, even though this is no longer strictly an asset. The total stock in the asset base thus consists of the following elements:

The total HA sector asset base = Total social housing stock owned (l) + Total non-social housing stock owned (m)

The total for 2004 is:

• 1,986,202 units/bedspaces

of which non-social housing accounts for 2%.

1.31: For individual HAs

As this definition does not refer to managed stock, the formula is the same for calculating individual HA totals.

1.32: District level analysis

Figures for the total non-social housing stock owned (m) are available at the district level, but totals for neither staff units nor 100% leased properties are available at district level in 2004 for the total social housing stock owned (l).

In 2005 leased housing (100% and <100%) appears in Part B (non-social housing) and the figure for non-social leased housing (<100%) is also available at the district level. It is therefore included in the 2005 definition.

This definition of HA sector size would therefore be the one most amenable to district level analysis, although it clearly could not be referred to as the total asset base. It is the definition used for the 2005 Profile of the Sector and Table 5 of the Factfile. For examples of previous definitions, see Sections 4.1, 4.2 and 4.6

The district HA sector size = Total general needs and supported social housing rental stock owned (y) + Total non-social housing stock owned (m) from 2005: + total non-social leased housing (<100%) (z)

The total for *all* districts in 2004 is:

• 1,906,322 units/bedspaces

of which non-social housing accounts for 2%.

Note: district data includes a small number of units in districts outside England

2. Details of the variables

Data from the RSR excludes dwellings held by HAs that are registered with the Corporation but who did not submit a valid RSR return.

Figures used in the profile of the HA sector, an annual analysis of the stock reported in the RSR used to be grossed to take into account stock owned by registered HAs who did not complete an RSR. This practice has now ceased because it only applies to a limited number of very small HAs, so does not have a significant impact on the total.

From 31 March 2002 the RSR distinguishes between social housing rental stock (all of which is reported in Part A) and non-social housing rental stock (all of which is reported in Part B). These two parts are mutually exclusive and together cover all units owned and managed by each HA.

The current (2004) definitions of both social and non-social housing are outlined below:

2.1: Social Housing

The definition of social housing is:

'Homes for letting or Low Cost Home Ownership (LCHO) homes and associated amenities and services, for people whose personal circumstances make it difficult for them to meet their housing needs in the open market.'

- If a unit has received ANY form of subsidy in the past then it is included as social housing regardless of the purpose of that unit
- BUT, unsubsidised housing may be categorised as social housing when it is let in the same way and at the same rent levels as subsidised social housing

Included in social housing are:

- Housing developed with public subsidy;
- Housing transferred to an RSL from a public sector landlord;
- Housing developed to provide social housing with charitable or other funds (other than commercial loans) from private sources (e.g. before Government grant was available);
- Housing defined as Temporary Social Housing or Temporary Market Rented Housing;
- Other short-life leasing schemes for homeless families and similar activities;
- Private Finance Initiative (PFI) schemes involving the ownership or management of social housing;
- Management contracts of publicly owned housing for rent;
- Shared ownership (SO) and low-cost home ownership (LCHO) schemes;
- Housing for workers in key public services where rent is below market level and RSL controls lettings, management and termination of the tenancies;
- Care homes providing personal care (formerly Part I of the Registered Care Homes Act);
- Care homes providing adult placement where provided in general needs social housing;

Social housing is further subdivided into general needs housing, supported housing for older people and others with support needs, staff housing and leasehold housing.

General needs housing stock covers the majority of housing stock for rent and includes both self-contained and shared housing and housing where any support offered is NOT a condition of allocation.

Supported housing stock applies to that where an individual holds an HA tenancy at the same time as receiving support. Three conditions must be met before housing is determined as supported³:

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³ This definition of supported housing will change for the 2005 RSR

- 1. The HA must have a landlord/tenant relationship with the individual receiving the support
- 2. A housing support service must be provided
- 3. The need for support must be a condition of the tenancy or be set out in a separate support agreement

Staff/warden accommodation is any accommodation provided as a requirement of the post, or where staff are required to be on call.

Leasehold housing is divided into:

- dwellings where the purchaser has acquired less than 100% of the equity, (including shared ownership (SO), Leasehold Schemes for the Elderly (LSE) and other shared equity schemes);
- dwellings where 100% of the equity has been transferred but the freehold is retained. This includes to Right to Buy, Preserved Right to Buy and Right To Acquire (RTB,PRTB and RTA) properties and other leased properties where the purchaser has 'staircased' to 100% equity.

2.2: Non-social housing

'Stock to which the definition of social housing does not apply. This includes housing developed with public subsidy that is not intended to provide social housing'.

Included in non-social housing:

- Market rented schemes other than temporary market rented housing;
- Student accommodation;
- Key worker accommodation where employer controls lettings or the termination of the tenancies;
- Asylum seeker Home Office contracted accommodation;
- Homes that HAs manage for other organisations that are not HAs and would not be social housing if they were owned by HAs;
- Specialist housing for example, 'care homes providing nursing care' and 'care homes not providing medicines or medical treatment') as outlined in the Care Standards Act 2000.

As well as being mutually exclusive, both Parts also distinguish between stock owned by HAs (including stock owned on a freehold basis or lease of 21 years or more) and managed stock (including stock not owned and stock on a lease of less than 21 years (original term). Stock may be managed by/for another HA, a Local Authority (LA) or another organisation.

3. Key issues to be considered when preparing analyses

3.1: 100% purchased stock

This is stock where the purchaser has acquired 100% of the equity, but on which the HA retains a residual freehold responsibility may or may not have been built with public subsidy.

It is *included* in the definition of the overall asset base of the HA sector but is *excluded* from the general definition of social sector size as it is deemed unavailable for the public at sub market rent. It is also *excluded* from the definition of day to day management responsibilities as it is deemed to have minimal management input.

3.2: Staff units

Like the 100% leasehold properties, it could be argued that staff/warden units owned (assuming these units received some sort of subsidy or are sub-market rent) are not dwellings that are available to the public for rental/leasing. However, the decision to allocate any unit to staff is neither irrevocable nor necessarily specific to certain units, so these can be considered as available social housing units like any others. Therefore they are included in the definition.

3.3: Stock managed on behalf of others

The RSR details both social and non-social housing stock managed on behalf of others. This includes management of stock for other HAs and stock owned by LAs and others. Clearly stock owned by LAs and others does not feature in the total HA asset base. However, it does make up an important part of HAs' day to day management activities.

As a point of reference, the managed stock figures for stock managed but not owned by the HA sector in the RSR 2004 data are as follows:

Total social housing stock not owned but managed for LAs and others (2004):

o 76,553 units / bedspaces

However, 100% purchased stock may be excluded from the social stock total as this requires minimal management input. In that case,

Rental social housing stock managed for LAs and others (2004):

o 63,645 units/bedspaces

Total non-social housing stock managed for LAs and others (2004):

o 11,367 units / bedspaces

3.4: Managed stock and the issue of double counting

As mentioned, the RSR distinguishes between stock owned and stock managed by each HA. However, when considering the sector as a whole there is an overlap whereby stock owned by one HA but managed by another could be counted twice. For example, those units that belong to HA 'X' which are recorded in the 2004 RSR in Column F (managed for another HA) by HA 'Y' are also recorded in column E (total owned and managed) by HA 'X'. Thus any total based on summing figures in Column E + Column I will be an accurate recording of the total ownership and management responsibilities for each individual HA but will double count those units owned by one HA and managed by another when summing for the sector as a whole (see Section 4.3). Therefore when dealing with the sector as a whole, one should sum figures in Column E (total units owned) + Columns G + H (total units managed for LAs and total units managed for others)

4. Some examples of definitions used up to 2004

Six definitions of the size of the HA sector are set out below. The first was used until the definition of ownership and subsequent data returned in the RSR changed in 2002.

4.1: Profile of the HA sector (to 2001)

Prior to a change in the definition of ownership, the RSR made no distinction between social and non-social housing stock. The following definition was used to calculate the size of the sector in 2001.

Note: Line references refer to the 2001 RSR (long).

• RSL general needs self-contained rental units owned + general needs hostel/shared housing rental bedspaces owned (Part B and Part F totals)

Self-contained units - Part B totals (to 2001) come from question B4, line 14. This includes:

- Sheltered self-contained units for older people with support needs
- Accessible general needs housing or wheelchair user standard housing
- Units directly managed by the RSL or another organisation
- Self-contained supported housing
- Temporary units for asylum seekers NASS contracts and subcontracted to NASS (introduced in 2001)

Hostel/shared housing bedspaces - Part F totals (2001) come from question F1, line 6. This includes:

- General needs housing
- Supported housing registered under Part I of Registered Homes Act 1984
- Unregistered supported housing
- Staff bedspaces (only used for 2001)
- 'Other'

4.2: *Profile of the HA Sector* (2002 -2004s)

For the purposes of the Profile of the Sector report, the following definition is used to define the size of HA. It refers only to stock directly owned and does not include stock managed on behalf of others. Please not that line references refer to the 2004 RSR (long).

• Total general needs social housing stock owned (Part A, line 12, column E) + total supported social housing stock owned (Part A, line 13, column E)+ total non-social housing stock owned (Part B, line 8, column E)

The total for 2004 is:

• 1,816,367

Note: although some recategorisation will take place in the 2005 RSR this will not impact on the overall stock size result.

This definition does not include:

- Leasehold housing (Shared Ownership and Leasehold Schemes for the Elderly), where staircasing is less than 100% (Part A line 18, column E) and where staircasing has reached 100% but the RSL retains residual freehold (Part A, line 22, column E);
- Staff/warden units (Part A, line 14, column E);
- Units managed on behalf of others (Part A, lines 12,13,14,18,22, columns F, G, H, I);
- All dwellings developed for sale but not yet sold;
- All sites that have not yet been developed, new properties under construction and any buildings in a form in which they cannot be let;
- Any investment properties held by social landlords that are registered charities.

4.3: Housing Corporation list of Top 200 HAs

The Housing Corporation (HC) publishes information on the largest 200 HAs, based on three standard definitions, which for 2004 are as follows:

Stock owned by HAs: Total general needs social housing stock managed (Part A, line 12, column E) + total supported social housing stock owned (Part A, line 13, column E) + total staff warden units owned (Part A, line 14, column E) + total leased housing owned where purchased has not acquired 100% equity (Part A, line 18, column E) + total leased housing where purchaser has acquired 100% equity and residual freehold is owned by HA (Part A, line22, column E) + total non-social housing stock owned (Part B, line 8, column E).

The total for the Top 200 HAs in 2004 is:

- 1,473,801
- Stock managed by HAs: Total general needs social housing stock managed (Part A, line 12, column I) + total supported social housing stock managed (Part A, line 13, column I) + total staff warden units managed (Part A, line 14, column I) + total leased

housing managed where purchased has not acquired 100% equity (Part A, line 18, column I) + total leased housing where purchaser has acquired 100% equity and residual freehold is managed by HA (Part A, line22, column I) + total non-social housing stock managed (Part B, line 8, column I).

The total for the Top 200 HAs in 2004 is:

- 145,272
- *Total stock owned and managed by HAs:* Total general needs social housing stock owned and managed (Part A, line 12, columns E + I) + total supported social housing stock owned and managed (Part A, line 13, columns E + I) + total staff warden units owned and managed (Part A, line 14, columns E + I) + total leased housing owned and managed where purchased has not acquired 100% equity (Part A, line 18, columns E and I) + total leased housing where purchaser has acquired 100% equity and residual freehold is owned and managed by HA (Part A, line22, columns E + I) + total non-social housing stock owned and managed (Part B, line 8, columns E + I).

The total for the Top 200 HAs in 2004 is:

• 1,619073

Note: This includes an element of double counting – see Section 3.14.

4.4: Rents Guides

Each year the HC publish a Guide to Local Rents, which uses the following definitions to define sector/HA size:

- The totals come from Part I, including Estate Challenge Renewal Fund (ERCF) stock, for all tables *except* Table B2, which uses totals from Part H, excluding ERCF stock;
- Part I totals (district level data) are for assured rent and secure general needs stock, **including** ECRF stock but **excluding** supported housing (Part I, line 8, col. 1);
- The total from Part H (national level data) includes general needs stock let on assured tenancies (Part H, line 8, col. 1) and general needs stock let on secure tenancies (Part H, line 16, col. 1).

The totals for 2004 are

- Part I = 1,571,109
- Part H = 1,506,174

4.6: Fact File (2004)

Each year the HC publish a commentary on the newly published rents, known as the Fact File.

The Fact File totals change every year. In 2004, Part I was used for the target rent analysis and Part H for the gross rent increase. But the size of HA variable used comes from:

• Total general needs social housing stock owned (Part A, line 12, column E) + total supported social housing stock owned (Part A, line 13 column E) + staff/warden units owned (Part A, line 14, column E) + total non-social housing stock owned (Part B, line 8, column E)

Note: this definition includes staff/warden units and therefore differs from that used in the Profile of the HA Sector.

The total for 2004 is:

• 1,824,413

5. Summary

Three core definitions of the size of the HA sector are set out in this paper:

- The first gives the number of social housing units/bedspaces available through the HA sector (including those not owned by HAs but managed on behalf of LAs and others). Dwellings classified as non-social are excluded.
- The second gives the number of social and non-social units/bedspaces for which the HA sector has day-to-day management responsibilities (including those not owned by HAs but managed on behalf of LAs and others).
- The third gives the size of the HA sector asset base (social and non-social housing stock owned outright or leasehold).

Totals for all three can be calculated for both individual HAs and the sector as a whole, using data collected annually in the RSR.

However, in the case of the first two, the formula for calculating sector totals and individual HA totals is different. This is because of the way stock managed by and for HAs is recorded in the RSR.

As a result of this, any aggregation of individual HA totals, as in the case of a sub-group such as the HA Top 200, will involve a degree of double counting as it is not possible to say whether stock recorded as owned by one HA is also being recorded as stock managed by another.

This could be overcome by identifying and then cross-referencing the management agreements on units/bedspaces between the individual HAs in the subgroup in question. However, this information is not recorded in the RSR.

Appendix

 $Table\ 1$ Variables from the 2004 and 2005 RSR, (Long form) Parts A and B

The column letters and line numbers refer to the relevant columns and rows in Parts A and B of RSR (long).

Description	RSR variables 2004	RSR variables 2005	Reference letter	District level availability	
General needs social housing units owned	Part A, Col E, line 12,	Part A, Col E, line 11,	a	у	
Supported social housing units owned	Part A, Col E, line 13,	Part A, column E, line 12,	b	у	
Leased housing (<100% equity) owned	Part A, Col E, line18,	Part A, column E, line17,	С	у	
Leased housing (100% equity) owned	Part A, Col E, line22,	Part A, column E , line21,	d		
Staff/Warden units owned	Part A, Col E, line 14,	Part A, column E, line 13,	e		
Total social housing stock owned but managed BY LAs	Part A, Col C, lines 12+13+14+18+22	Part A, Col C, lines 11+12+13+17+21	f		
Total social housing stock owned but managed BY others	Part A, Col D, lines 12+13+14+18+22	Part A, Col D, lines 11+12+13+17+21	g		
Total non-social housing stock owned but managed byLAs	Part B, Col C, line 8	Part B, Col C, line 7	h		
Total non-social housing stock owned but managed by others	Part B, Col D, line 8	Part B, Col D, line 7	i		
Rental* social housing stock owned but managed by LAs	Part A, Col C, lines 12+13+14+18	Part A, Col C, lines 11+12+13+17	j		
Rental* social housing stock owned but managed by others	Part A, Col D, lines 12+13+14+18	Part A, Col D, lines 11+12+13+17	k		
Total social housing stock owned	Part A, Col E, lines 12+13+14+18+22	Part A, Col E, lines 11+12+13+17+21	1		
Total non-social housing stock owned	Part B, Col E line 8	Part B, Col E, line 7	m	у	
Rental* social stock owned and managed by HA	Part A, Col A, lines 12+13+14+18	Part A, Col A, lines 11+12+13+17	n		
Rental* social stock not owned but managed for other HAs	Part A, Col F, lines 12+13+14+18	Part A, Col F, lines 11+12+13+17	О		

Description RSR variables RSR variables Reference District level 2005 availability 2004 letter Rental* social stock not owned but Part A, Col G, lines Part A, Col G, lines p 12+13+14+18 11+12+13+17 managed for LAs Rental* social stock not owned but Part A, Col H, lines Part A, Col H, lines q 11+12+13+17 managed for others 12+13+14+18 Total non-social stock not owned Part B, Col F, line 8 Part B, Col F, line 7 but managed for HAs Total non-social stock not owned Part B, Col G, line Part B, Col G, line s but managed for LAs 7 Total non-social stock not owned Part B, Col H, line Part B, Col H, line but managed for others 7 Rental* stock not owned but Part A, Col I, lines Part A, Col I, lines u managed FOR HAs, LAs and others 12+13+14+18 11+12+13+17 Total non-social stock not owned Part B, Col I, line 8 Part B, Col I, line 7 v but managed FOR HAs, LAs and others Total social housing stock owned Part A, Col A, lines Part A, Col A, lines w and managed by owning HA 12+13+14+18+22 11+12+13+17+21 Total non-social stock owned Part B, Col A, line Part B, Col A, line X and managed by HA 7 Total general needs and supported Part A, Col E, lines Part A, Col E, lines y y 11+12+17+ Part B, social rented stock owned plus total 12+13+18 + Part B, non-social housing stock owned Col E line 8 Col E line 7 Total non-social leased housing Part B Col E line 8 Z (<100%)

^{*} Rental means all stock on which a rent is charged. This includes stock where less than 100% equity has passed to the household and therefore a rent is paid on the remaining percentage. Staff/warden units are included here as they are potentially available to rent by a household if they are not needed for housing staff/wardens.

Table 2
Selected data from the 2004 RSR, Parts A and B

RSR	Column	A	В	С	D	Е	F	G	Н	I
PART		owned	owned	owned	owned	total owned	managed	managed	managed	total
		and	but	but	but	[A+B+C+D]	for	for	for	managed
	Line	managed	managed	managed	managed		another	LA	other	[F+G+H]
		by HA	by	by LA	by other		HA			
			another							
		,	HA							
A	12	1,562,01	76,967	1,684	6098	1,646,763	83,997	26,616	30,220	140,833
	total gen needs	4				(LA)				
	13	85,,118	12,213	956	31,507	129,794	11,936	3,839	2,970	18,745
	total supported					(LA)				
	14	6,947	435	16	648	8,046	187	59	25	271
	total staff									
	18	82,700	5,962	110	1,183	89,955	6,603	81	375	7,059
	total leased					(LA)				
	<100%									
	22	65,687	5,349	0	798	71,834	4,404	7,541	4,827	16,772
	total leased									
	100%									
В	8	27,634	2,501	148	9,522	39,810	1,691	692	10,675	13,058
	total non-social					(LA)				