Housing Needs Assessment

Gloucestershire County Report

First Draft
November 2009

fordham RESEARCH

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SECTION A: CONTEXT

This section explains the purpose of this report and provides context to the analysis which follows, including a survey of the housing market and basic results from the survey for each Local Authority.

1. Introduction

Introduction

1.1 The Gloucestershire Housing Needs Assessment 2009 was commissioned by the six Borough and District Councils in Gloucestershire. The broad aim of the project was to provide the primary research at household level required to understand the need and demand for different forms of housing. Ultimately the findings from this study could be fed into wider Strategic Housing Market Assessment (SHMA) research.

1.2 This report provides an overview of the results for the County of Gloucestershire, and provides comparisons between different areas of the County. It also contains additional detailed analysis of specific issues affecting a small proportion of the county's households, made possible by the very large survey sample available at a county level.

Key outputs from this document

1.3 The survey provides information covering household and dwelling characteristics, households' current financial circumstances, their support needs, and their current and likely future housing needs and demands. This report also assesses current prices and rents in the local area, providing a background to the affordability of local housing.

1.4 Key outputs from the report also include an assessment of the need for affordable housing and a separate analysis of imbalances in the housing stock, providing insights into the long term requirement for housing across all sectors.

1.5 Finally, the report considers the particular situation of a range of specific household groups, such as those containing key workers, those in ethnic minorities, or those containing one or more members with support needs.

Household survey

1.6 The primary data was collected through a large number of postal questionnaires, sent to addresses across the County. The sample for the survey was drawn, at random, from Council Tax Registers covering all areas of the County and all tenure groups.

1.7 In total, 11,125 completed postal surveys were returned from a total sample of 48,000, giving a response rate of 23.2%, good for this type of survey. This number of responses provides sufficient data to allow complete, accurate and detailed analysis of needs across each District and Borough.

1.8 Although the response represents a relatively small percentage of the total household population, this does not undermine the validity of the survey as paragraph 18 of Strategic Housing Market Assessment Practice Guidance Annex C states:

> *A common misconception when sampling is that it should be based on a certain percentage of the population being studied. In fact, it is the total number of cases sampled which is important. As the number of cases increase, the results become more reliable but at a decreasing rate…Approximately 1,500 responses should allow a reasonable level of analysis for a local authority area.*

1.9 Prior to analysis, the data as a whole must be weighted in order to take account of any measurable bias, and in the case of this survey to ensure that the groups targeted by the booster samples are not over-represented in the overall results. Weighting is recognised by the Strategic Housing Market Assessment Guidance as being a way of compensating for lower response rates amongst certain groups, significantly reducing bias.

1.10 In Gloucestershire, the data was weighted to be in line with the estimated number of households in each of the following groups:

- Accommodation type (e.g. detached, terraced)
- Ethnicity
- Car ownership
- Age distribution of household members
- Household type (e.g. single, lone parent)
- Council Tax band
- District and Ward (or Parish)
- Tenure

1.11 Further detail is provided about this process in the separate District and Borough reports.

Base household figures

1.12 For this estimate, a combination of figures from Gloucestershire Councils' HSSA (Housing Strategy Statistical Appendix) forms and the ONS Population Projections were used, which put the total number of households in the County at approximately 255,945.

1.13 The table below shows an estimate of the distribution of households across Gloucestershire, along with the sample achieved in each District or Borough.

Table 1.1 Number of households in each tenure group				
Tenure	*Total number of households*	*% of households*	*Number of returns*	*% of returns*
Cheltenham	51,424	20.1%	1,743	15.7%
Cotswold	37,233	14.5%	2,000	18.0%
Forest of Dean	34,806	13.6%	1,773	15.9%
Gloucester	49,853	19.5%	1,493	13.4%
Stroud	47,784	18.7%	2,063	18.5%
Tewkesbury Borough	34,845	13.6%	2,053	18.5%
Gloucestershire	**255,945**	**100.0%**	**11,125**	**100.0%**

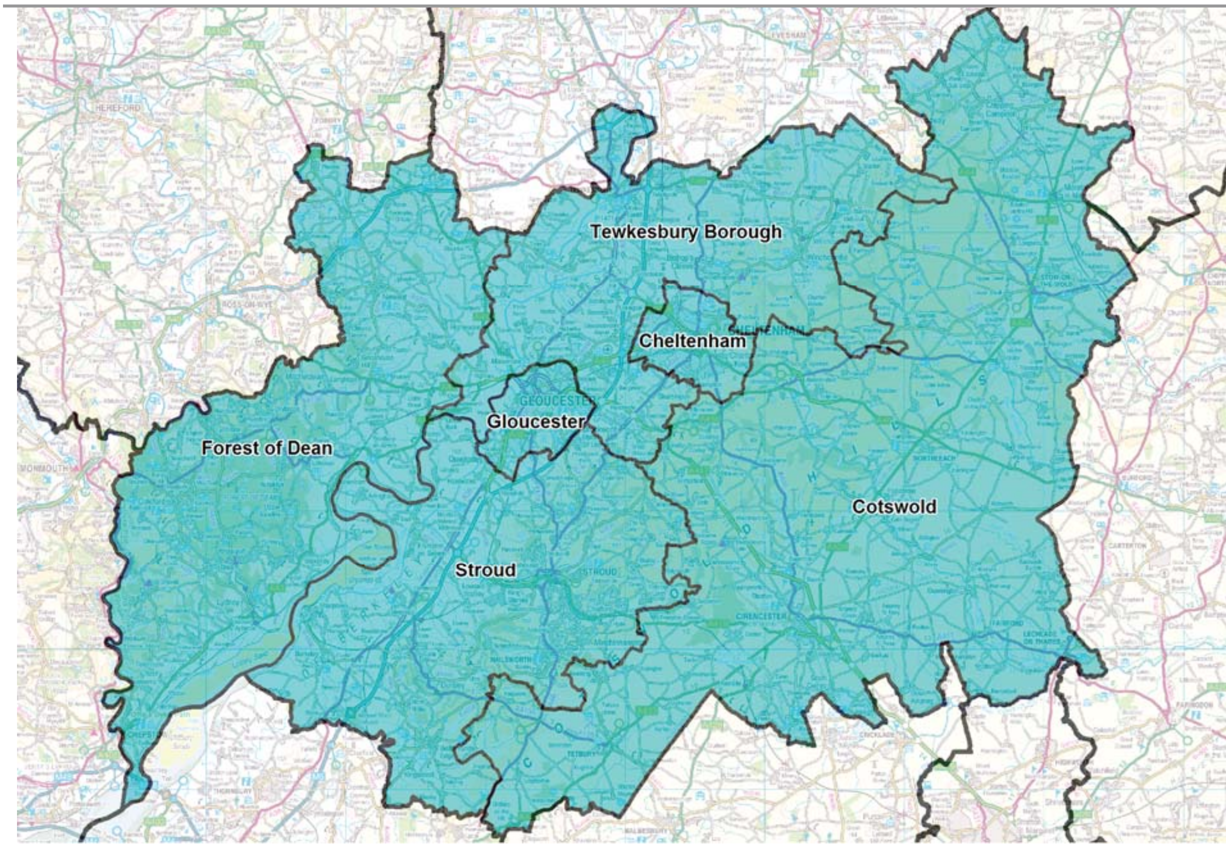
Source: Fordham Research Gloucestershire household survey (2009)

Inclusion of student households

1.14 Only 13 all-student households were surveyed across the County. These households are included in the analysis and tables throughout the majority of the report, except where stated.

Map of area surveyed

Figure 1.1 Districts and Boroughs in Gloucestershire



Source: ONS Boundary Data, Fordham Research

Summary

1.15 This report summarises the findings of a Housing Needs Assessment carried out for each District and Borough in Gloucestershire, comparing Districts and providing additional information at a County-wide level.

1.16 Where relevant, the report follows Government advice given in Planning policy Statement 3 (PPS3) and the Strategic Housing Market Assessment Practice Guidance and therefore provides policy relevant outputs which can sensibly be translated into a range of strategies and will be an important input to both regional plans and LDF processes.

1.17 This report is based upon primary survey data collected via postal surveys returned by 11,125 households across the County. The survey data was grossed up to an estimated total of 255,945 households. The data was also weighted by a wide range of economic and social household characteristics, estimated from a variety of secondary data sources, to be as representative as possible of each District and Borough's households.

2. The local housing market

Introduction

2.1 This chapter uses data from the Land Registry to compare Gloucestershire with the national and regional markets, and to compare the situation of the Districts and Boroughs within Gloucestershire. In addition this chapter summarises information from an online search of estate and letting agents on the entry-level costs to the Gloucestershire market.

Sub-regional market position

2.2 The table below shows average prices in the first quarter of 2009 for Gloucestershire and each local authority area within it compared regionally and nationally. The table shows that average prices in Gloucestershire are below the regional and national average; however this is not true in all parts of the County. In Cotswold, prices are well above the national average, while in Gloucester (and to a lesser extent Forest of Dean and Tewkesbury Borough) prices are below average.

Table 2.1 Land Registry average prices (1st quarter 2009)

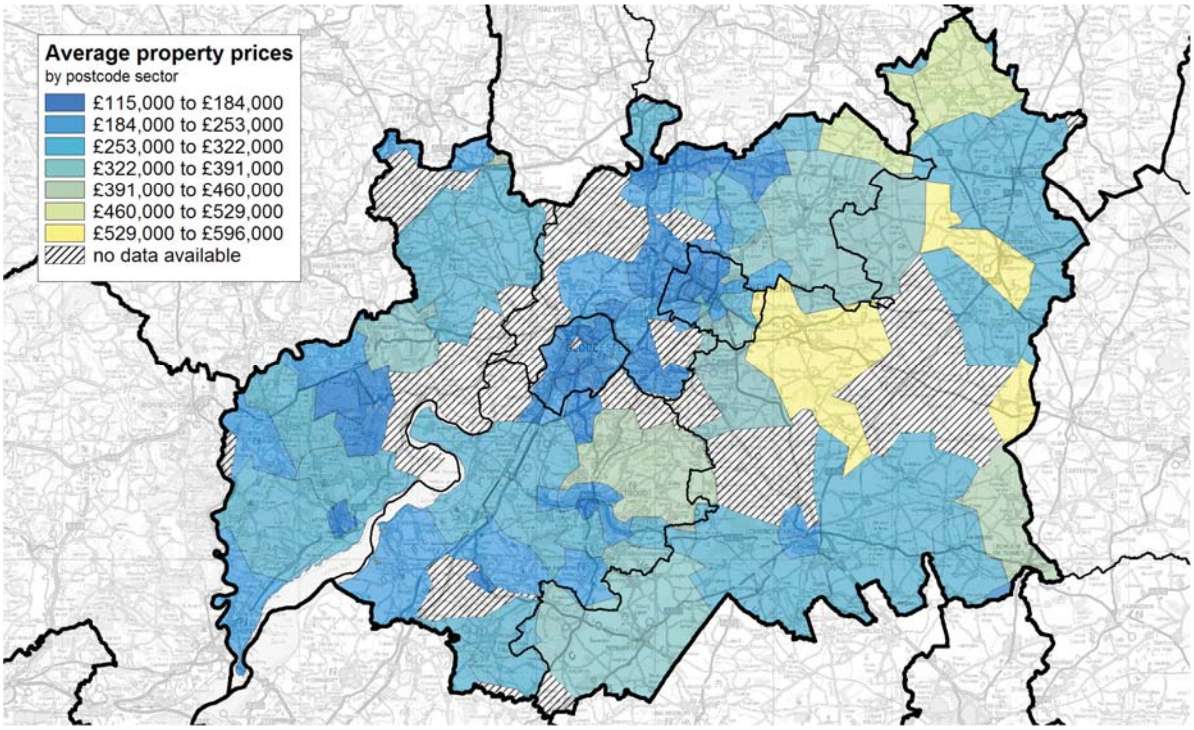
Area	*Average price*	*Comparison with England*	*Comparison with Gloucestershire*
England	£201,172	n/a	n/a
South West	£200,715	−0.2%	n/a
Gloucestershire	£197,467	−1.8%	n/a
Cheltenham	£201,607	+0.2%	+2.1%
Cotswold	£288,001	+43.2%	+45.8%
Forest of Dean	£179,976	−10.5%	−8.9%
Gloucester	£145,243	−27.8%	−26.4%
Stroud	£202,130	+0.5%	+2.4%
Tewkesbury Borough	£179,480	−10.8%	−9.1%

Source: Land Registry (Q1 2009)

2.3 The figure below shows the variation in average property prices in more detail across Gloucestershire, using Land Registry data for postcode sectors from two quarters of 2008 in order to increase the sample.

2.4 However, given the low rate of current sales, data remains too limited to give prices for every postcode sector. This mainly affects the more rural areas of the County. However, some trends can be seen; the areas in and around the Cotswold Hills have much higher prices than the rest of the county, including those areas beyond the boundaries of Cotswold District.

Figure 2.1 Average house prices in Gloucestershire: Land Registry



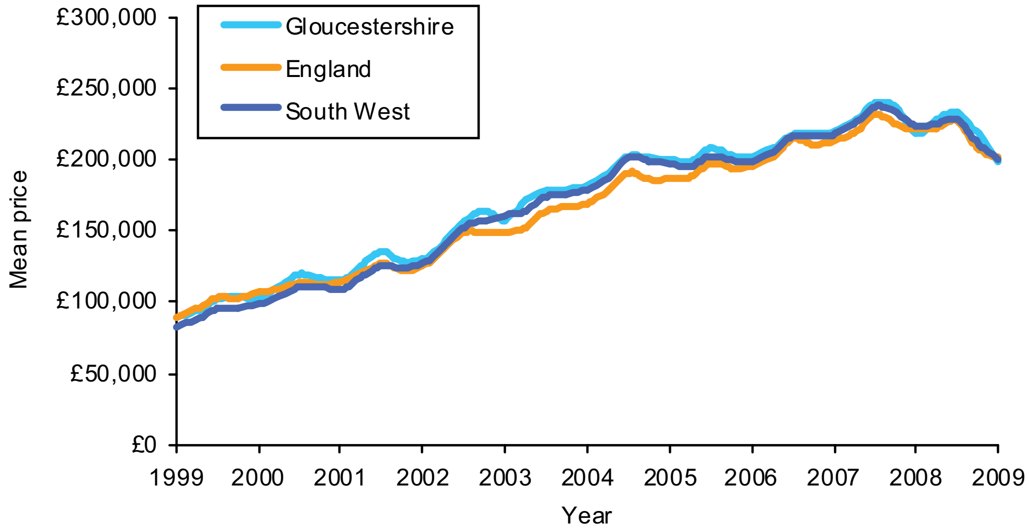
Source: Land Registry (Q2 / Q4 2008), ONS Boundary Data

2.5 The figure below shows the change in prices in Gloucestershire since 1999 compared with the changes taking place in the county, region and nation; two further charts compare the situation in each Local Authority.

2.6 The data shows that as of the first quarter of 2009, the decline in house prices associated with the economic downturn was starting to appear in Land Registry statistics. However, the decline has not yet been enough to strongly offset the recent great increase in prices.

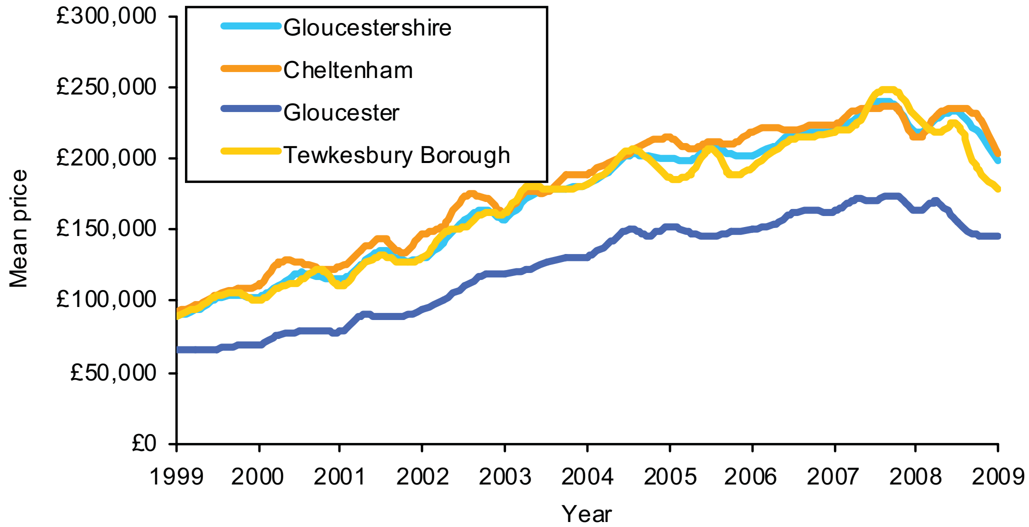
2.7 It is not yet clear if any particular area of the County has been affected more severely than any other; although the absolute decline so far has been larger in Cotswold than elsewhere in the County, this may not be a long term trend.

Figure 2.2 Changes in mean house prices in Gloucestershire: Q1 1999 – Q1 2009



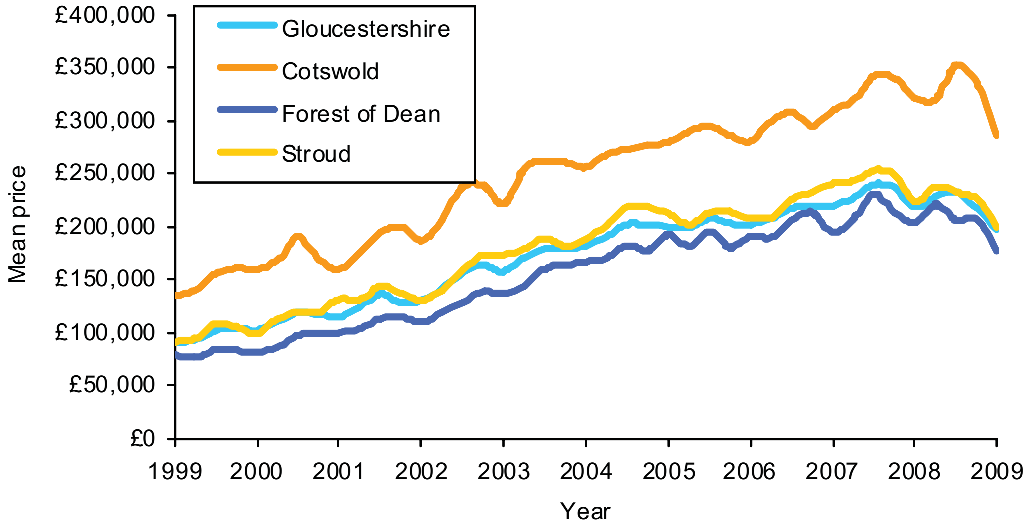
Source: CLG / Land Registry (1999-2009)

Figure 2.3 Changes in mean house prices in Gloucester, Cheltenham and Tewkesbury Borough: Q1 1999 – Q1 2009



Source: CLG / Land Registry (1999-2009)

Figure 2.4 Changes in mean house prices in Cotswold, Stroud and Forest of Dean: Q1 1999 – Q1 2009

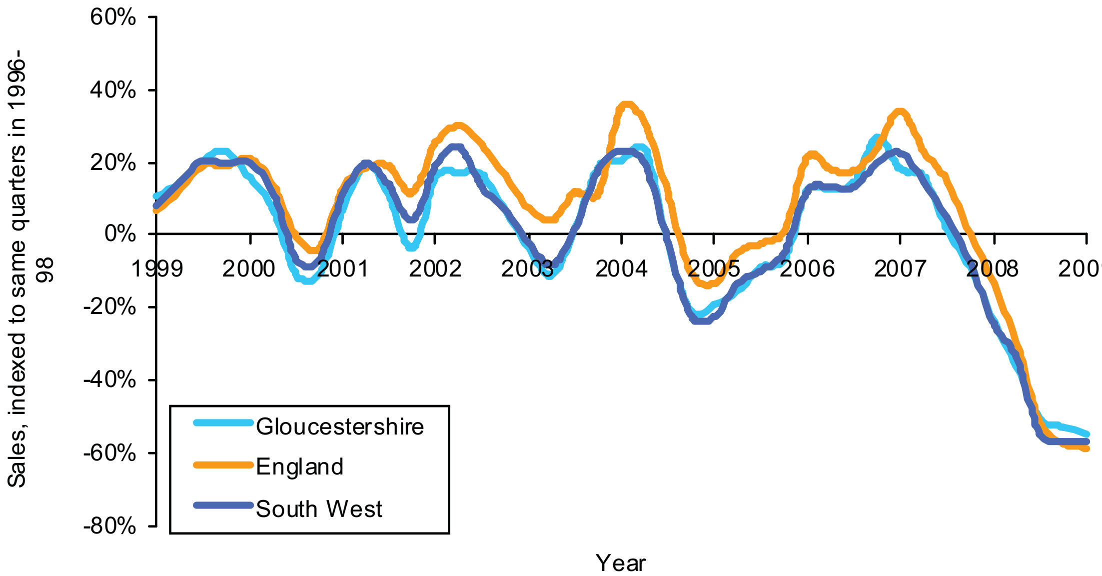


Source: CLG / Land Registry (1999-2009)

2.8 It is also worth noting that the number of dwellings sold in the County in the first quarter of 2009 was estimated at just 1,181, far lower than at any point in the last ten years. The figures below show the trend in sales for each District and Borough, and for the County as a whole.

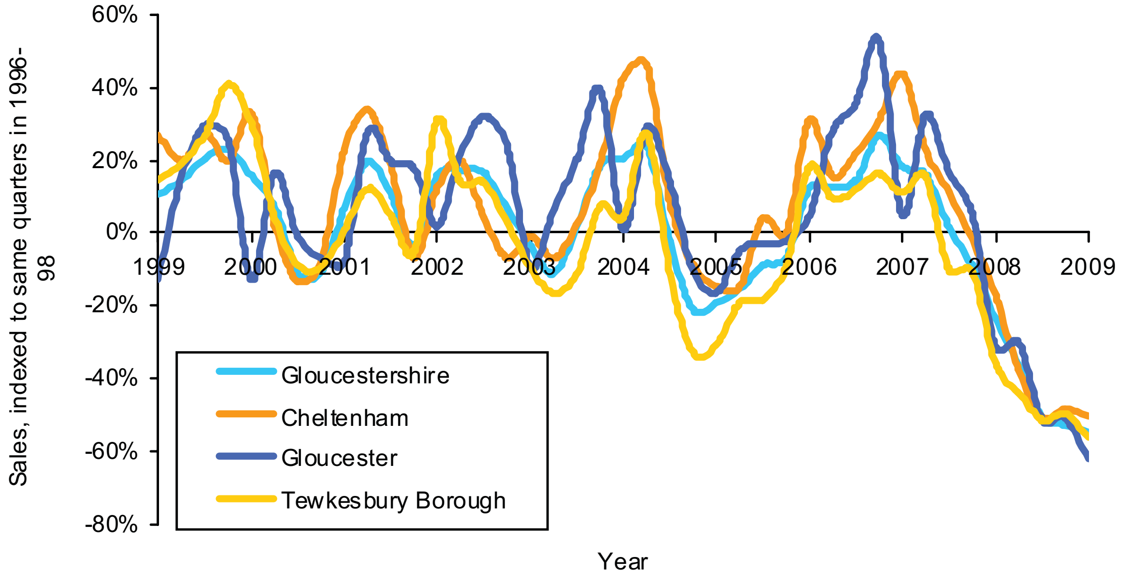
2.9 As can be seen, patterns of sales have been very similar across the County, with all Districts and Boroughs experiencing a rapid reduction in sales in the last year.

Figure 2.5 Changes in sales in Gloucestershire: Q1 1999 – Q1 2009, indexed to averages for each quarter 1996-98



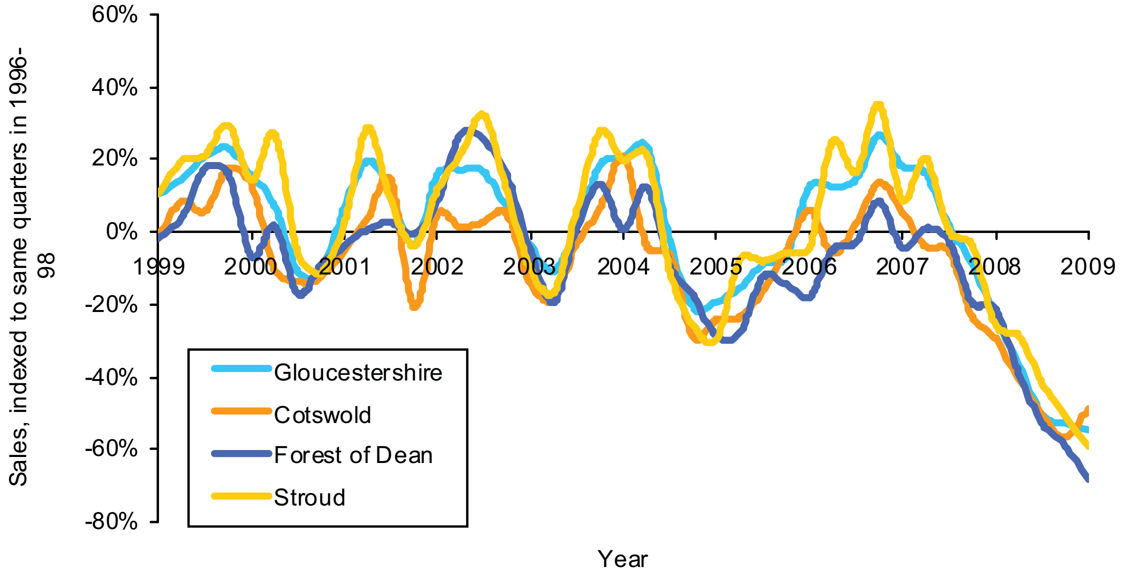
Source: CLG / Land Registry (1999-2009)

Figure 2.6 Changes in sales in Gloucester, Cheltenham and Tewkesbury Borough: Q1 1999 – Q1 2009, indexed to averages for each quarter 1996-98



Source: CLG / Land Registry (1999-2009)

Figure 2.7 Changes in sales in Cotswold, Stroud and Forest of Dean: Q1 1999 – Q1 2009, indexed to averages for each quarter 1996-98

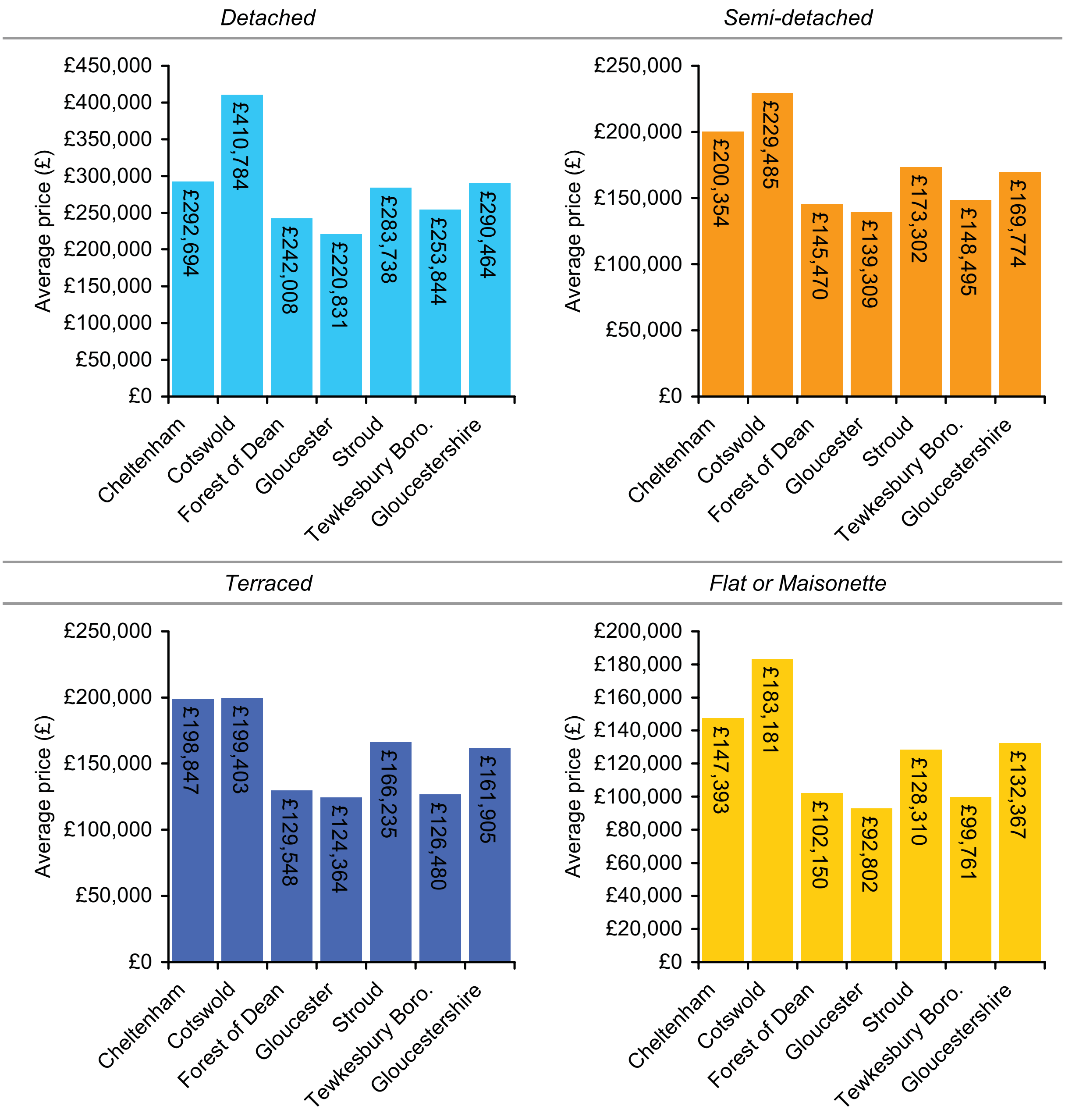


Source: CLG / Land Registry (1999-2009)

2.10 It is also important to consider the profile of property types sold. The figure below therefore shows house prices in Gloucestershire and its' constituent Boroughs and Districts by dwelling type.

2.11 This shows relatively few differences; however it does show that Cotswold's very high prices relative to the rest of the County are caused largely by the very high cost of detached properties, which also (see below) make up a large proportion of sales in that District. It also shows that smaller dwellings in Tewkesbury Borough are cheaper on average than similar properties in the Forest of Dean.

Figure 2.8 Property prices by dwelling type, Quarter 1 2009



Source: Land Registry (Q1 2009)

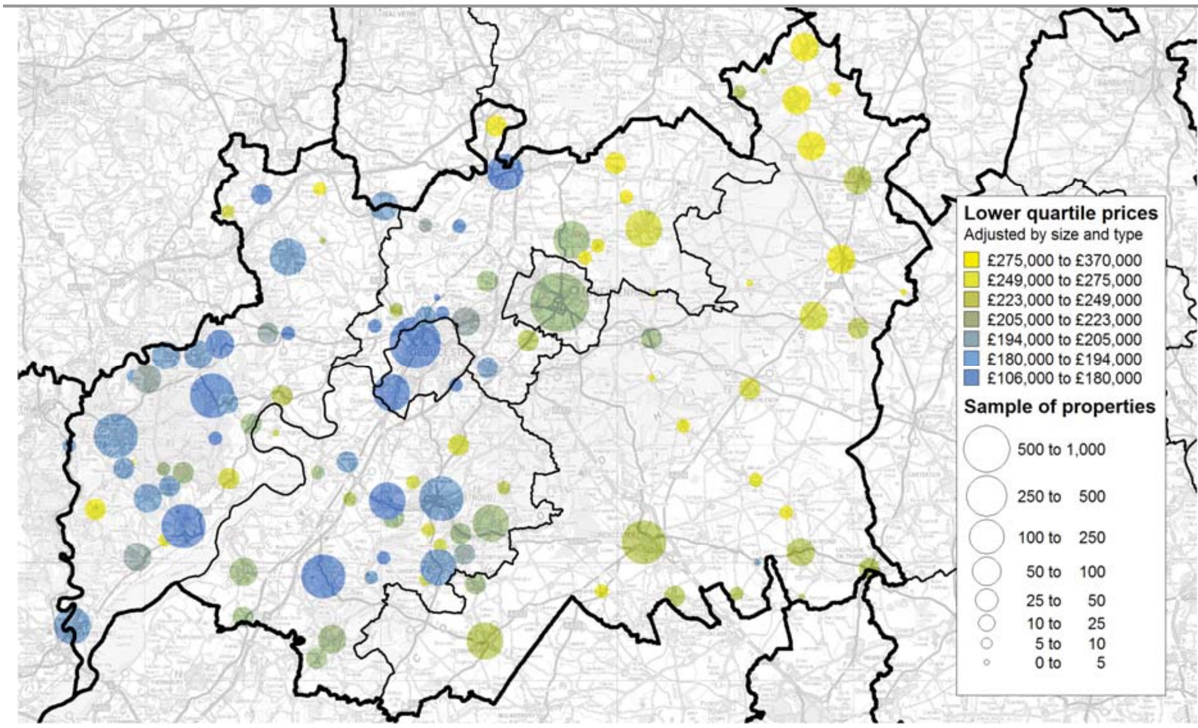
Table 2.2 Percentages of sales being of each dwelling type, Quarter 1 2009				
	Gloucestershire	*Cheltenham*	*Gloucester*	*Tewkesbury Boro.*
Detached	28.6%	16.1%	20.2%	37.0%
Semi-detached	33.7%	32.9%	39.1%	34.2%
Terraced	24.5%	26.1%	26.7%	22.6%
Flat/maisonette	13.2%	24.9%	14.0%	6.2%
All dwellings	100.0%	100.0%	100.0%	100.0%
	Gloucestershire	*Cotswold*	*Forest of Dean*	*Stroud*
Detached	28.6%	39.5%	40.8%	31.6%
Semi-detached	33.7%	22.7%	36.8%	35.2%
Terraced	24.5%	26.7%	17.6%	23.3%
Flat/maisonette	13.2%	11.0%	4.8%	9.8%
All dwellings	100.0%	100.0%	100.0%	100.0%

Source: Land Registry (Q1 2009)

Entry-level market costs

2.12 Entry level market costs for this study have been derived from an online survey of estate agents, carried out by settlement across Gloucestershire. The results of this survey are shown on the map below. Settlements where a sample of less than four was found have been omitted from the map but were included in the overall figures calculated for wider areas.

Figure 2.9 Lower quartile residential property prices in Gloucestershire

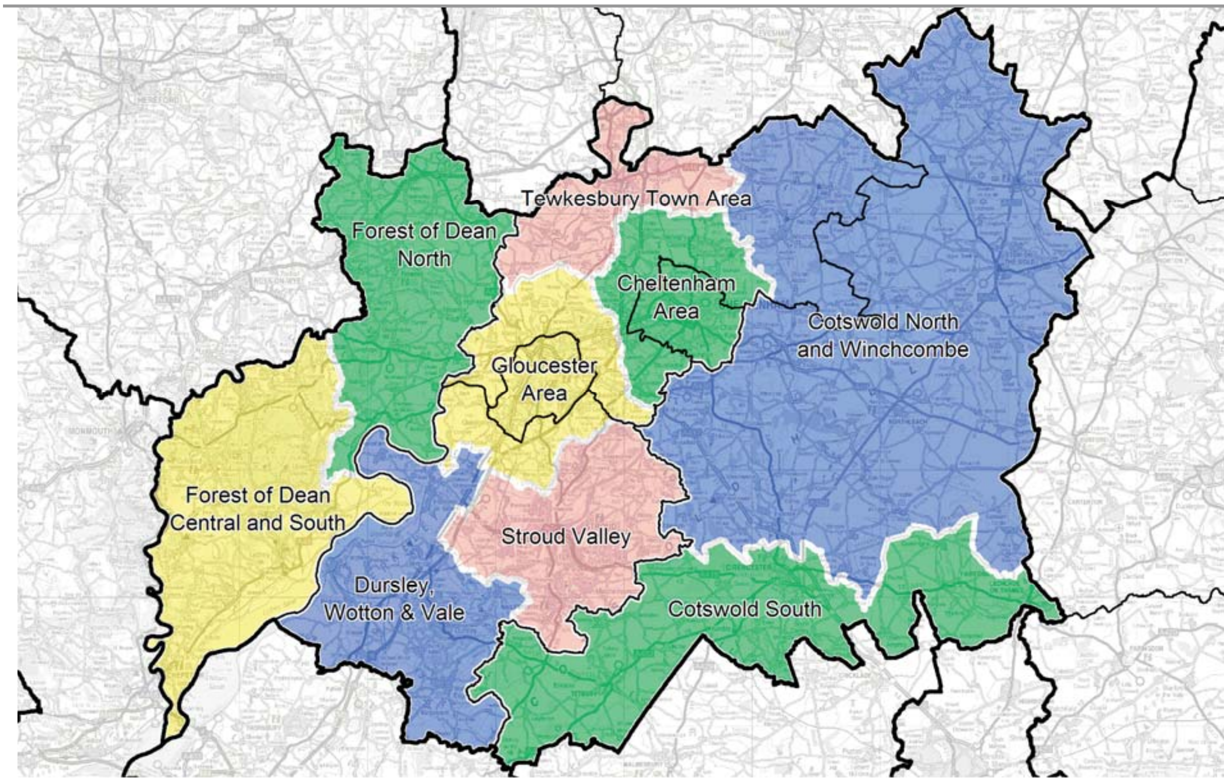


Source: rightmove.co.uk (09/07/09), Fordham Research (2009), ONS Boundary Data

2.13 For the purposes of the assessment of housing need, these have been aggregated into areas based upon proximity to major towns or cities. These are not based on absolute distance; for example the barrier effect created by rivers and ranges of hills with poor roads have been taken into account in some parts of Gloucestershire. Areas distant from major towns have been aggregated into broader rural areas, pulling together areas found to contain similarly priced housing.

2.14 These areas do not conform to Local Authority boundaries, reflecting the fact that a household could quite easily cross such a boundary if this made it possible for them to afford suitable housing. The boundaries used are, however, restricted by practical constraints, such as the borders of wards or parishes. These areas are shown on the map below. It should be noted that whilst nine price markets were found for owner-occupation, there are only eight for private rented accommodation with a single market across Forest of Dean.

Figure 2.10 Price areas in Gloucestershire used for affordability tests

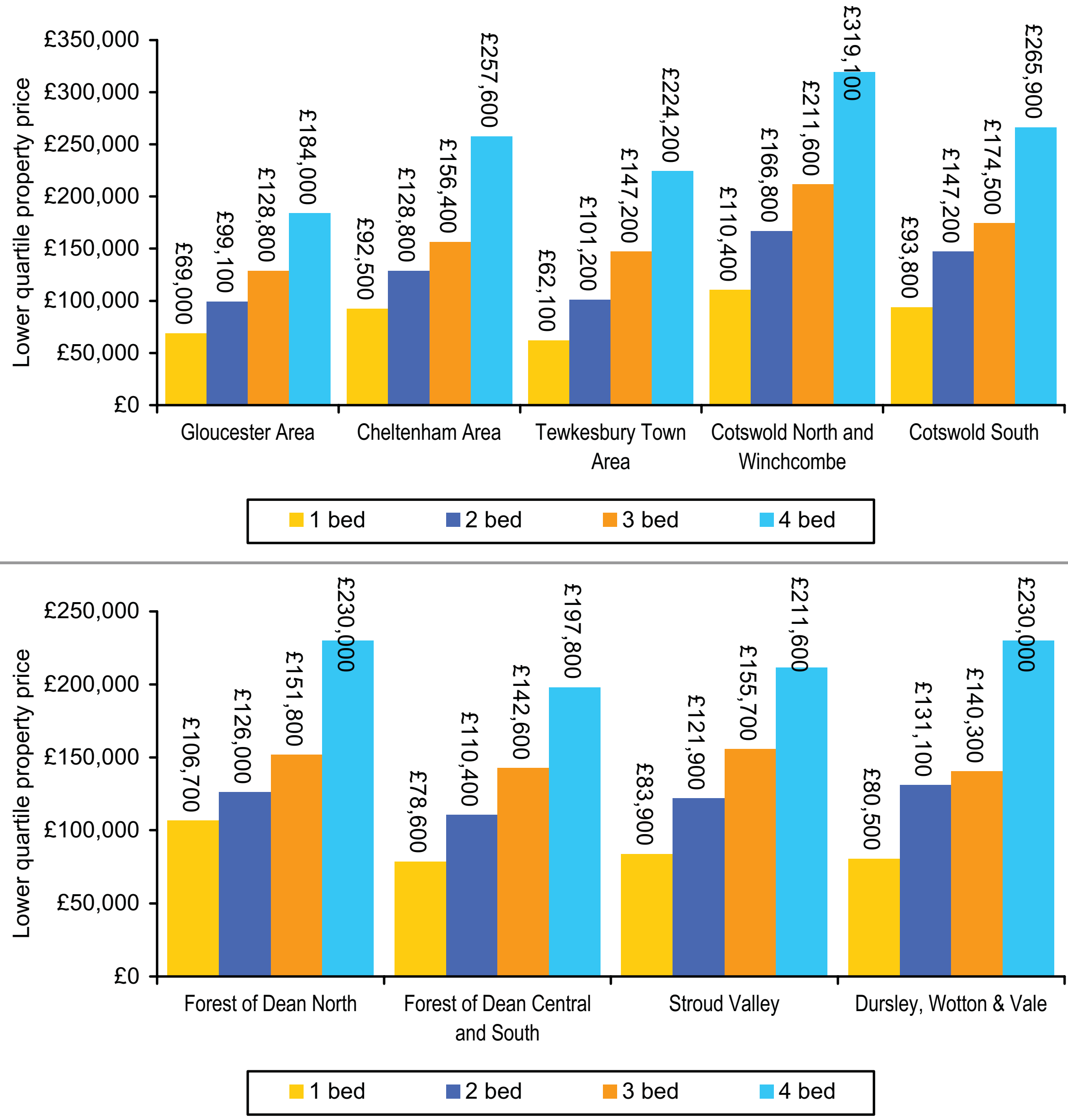


Source: Fordham Research n.b. Colours on this map are used only to indicate the extent of the areas used to measure house prices in comparison to Local Authority boundaries, and do not indicate price levels

2.15 For the purposes of this study, and as suggested by Guidance, the lower quartile of properties available on the market have been taken to represent the entry level prices or entry level rents. These prices and rents are those used for the housing need and BHM models detailed later in the report, when testing whether a household can reasonably afford market housing.

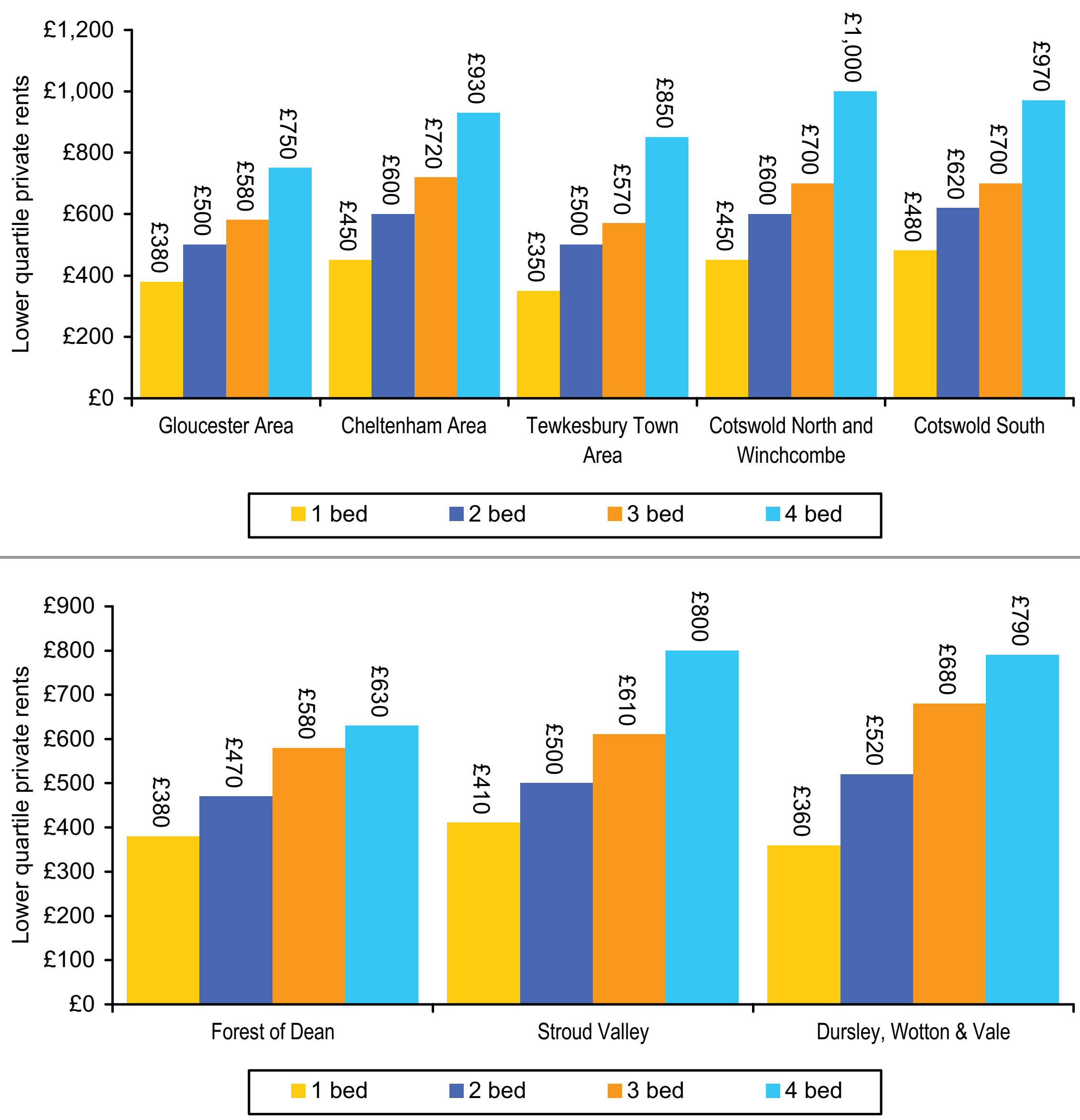
2.16 These prices and rents are shown in the charts below. As can be seen, the lowest entry level prices and rents were in the Gloucester and Tewkesbury Town areas, and the highest in the Cotswold North and Winchcombe area. However, rents for smaller properties (1 and 2 bedroom) were highest in Cotswold South.

Figure 2.11 Entry-level market prices in Gloucestershire



Source: rightmove.co.uk (09/07/09), Fordham Research (2009)

Figure 2.12 Entry-level market rents in Gloucestershire



Source: rightmove.co.uk (09/07/09), Fordham Research (2009)

Affordable housing

2.17 To complete the housing cost profile in the local market it is appropriate to present information on the cost of social rented housing. The average rents and service charges were obtained from 2008/09 CORE area lettings reports, and the overall results are presented in the table below. Note that the service charge is an average, and that there are some households that pay no service charges at all. As can be seen the costs are significantly below those for private rented housing indicating a significant potential gap between the social rented and market sectors.

Table 2.3 Social rented costs in Gloucestershire, including service charges						
Property size	*Cheltenham*	*Cotswold*	*Forest of Dean*	*Gloucester*	*Stroud*	*Tewkesbury Borough*
1 bedroom	£64.50	£72.69	£66.47	£60.93	£59.70	£66.29
2 bedrooms	£71.17	£82.84	£73.82	£70.79	£67.80	£74.64
3+ bedrooms	£80.86	£95.87	£80.26	£79.29	£77.45	£87.24

Source: CORE area reports for Gloucestershire Councils (2008/09)

Summary

2.18 Information from the Land Registry indicates that average property prices in Gloucestershire are below regional and national averages. However, there is great variation within the county, with Cotswold having prices well above the national average, unlike Gloucester, Forest of Dean and Tewkesbury Borough, where prices are significantly below the county average.

2.19 For the purposes of assessing housing need, the County was split into areas based upon proximity to major towns or cities (for commuting purposes), or areas of similar prices in rural areas. It was found that entry-level prices in the ranged from £62,100 for a one bedroom property in the Tewkesbury Town area up to £319,100 for a four bedroom property in the Cotswold North and Winchcombe area.

2.20 Entry-level monthly rents in the private sector ranged from £350 for a one bedroom property in the Tewkesbury Town area to £1,000 for a four bedroom property in the Cotswold North and Winchcombe area. Social rents were significantly lower than private rents across the County.

3. Key survey findings

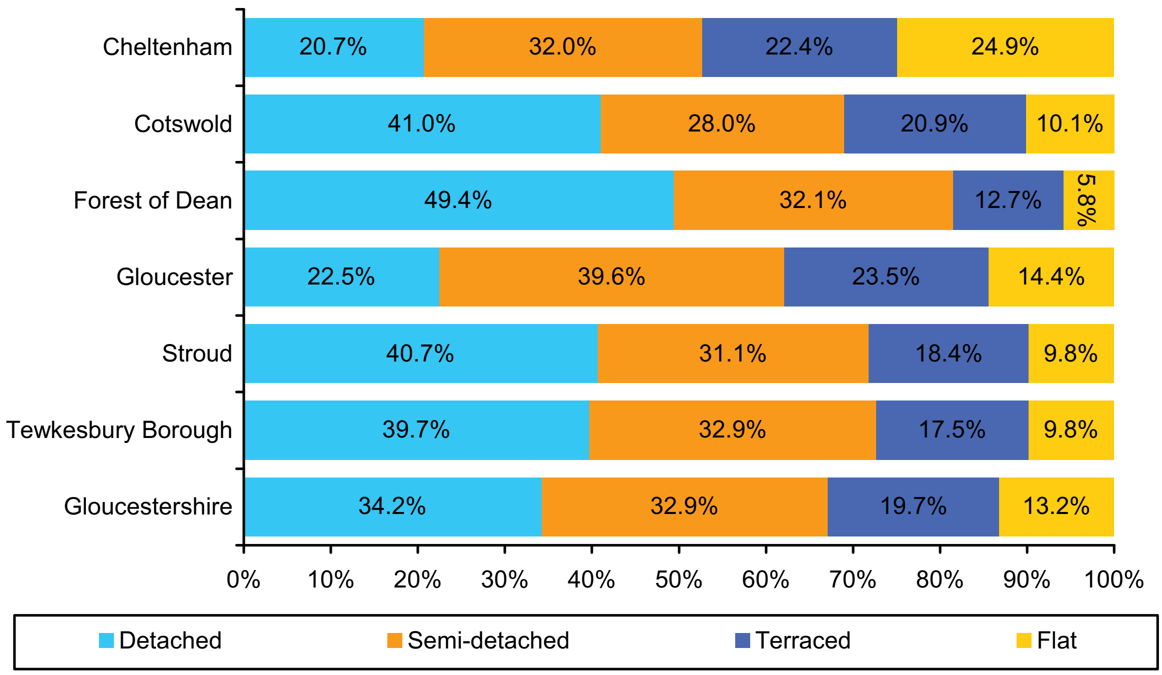
Introduction

3.1 This chapter sets out some of the main findings from the survey of local households. The results show the variation between the different Districts and Boroughs within Gloucestershire as well as the overall picture for the whole County.

Type of housing

3.2 The table below shows current accommodation types in the County. As can be seen, there is considerable geographical variation; while in the more rural areas there is a greater proportion of detached housing (e.g. Forest of Dean, 49.4%), this makes up a much smaller proportion of the total in Gloucester and Cheltenham. Flatted accommodation shows the opposite pattern.

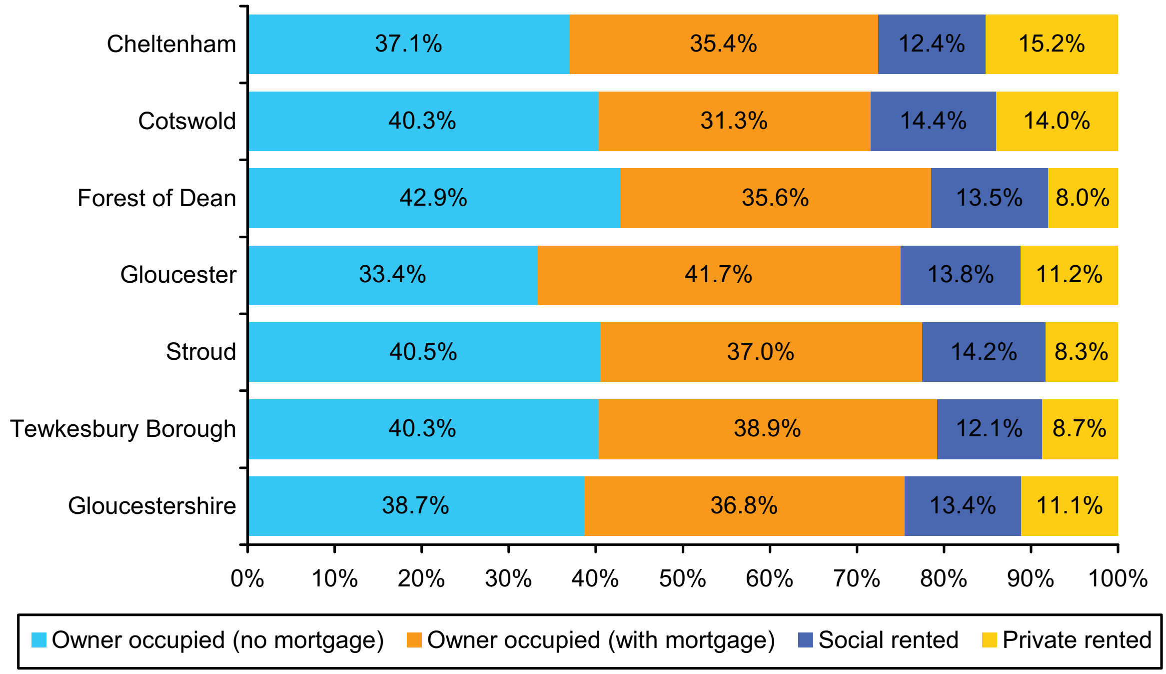
Figure 3.1 Dwelling type by Local Authority



Source: Fordham Research Gloucestershire household survey (2009)

3.3 More than three quarters of all housing in Gloucestershire is owned by the household living there, with 13.4% of households resident in social rented housing and 11.1% in private rented accommodation. Most local authorities show a similar tenure profile; however there is more privately rented housing in Cheltenham, Cotswold and to a lesser extent Gloucester.

Figure 3.2 Tenure by Local Authority

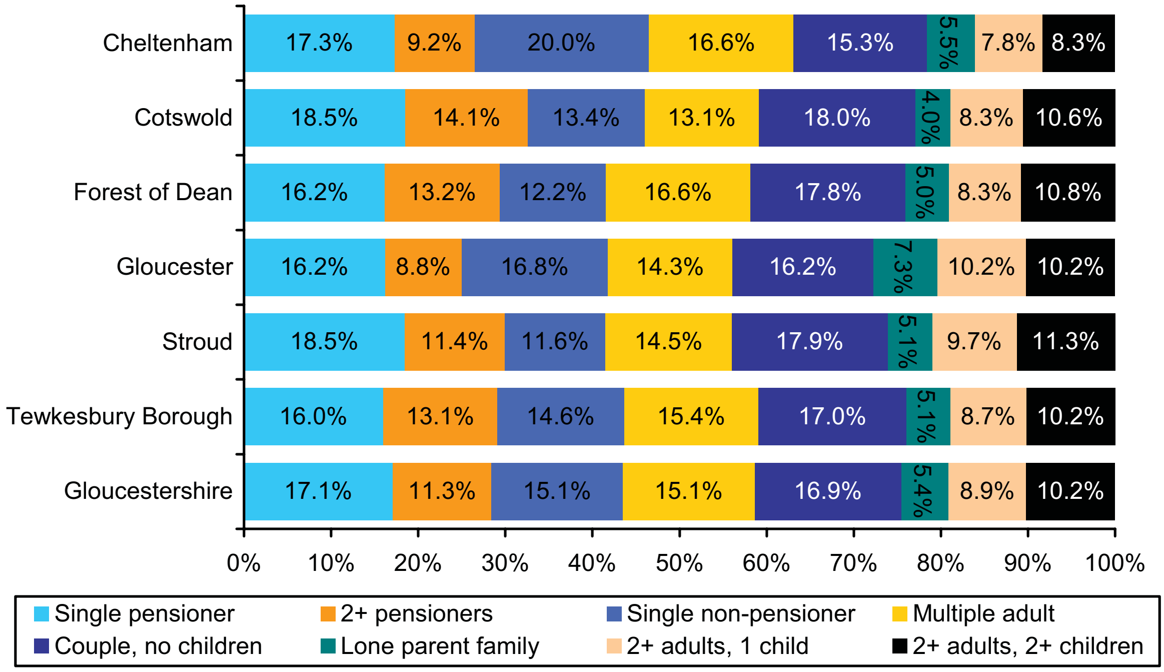


Source: Fordham Research Gloucestershire household survey (2009)

Household type and size

3.4 The table below shows the household type breakdown in each Local Authority. Note that throughout this report 'multiple adult' households are defined as those households containing two or more adults and no children or pensioners, excluding households containing only a couple.

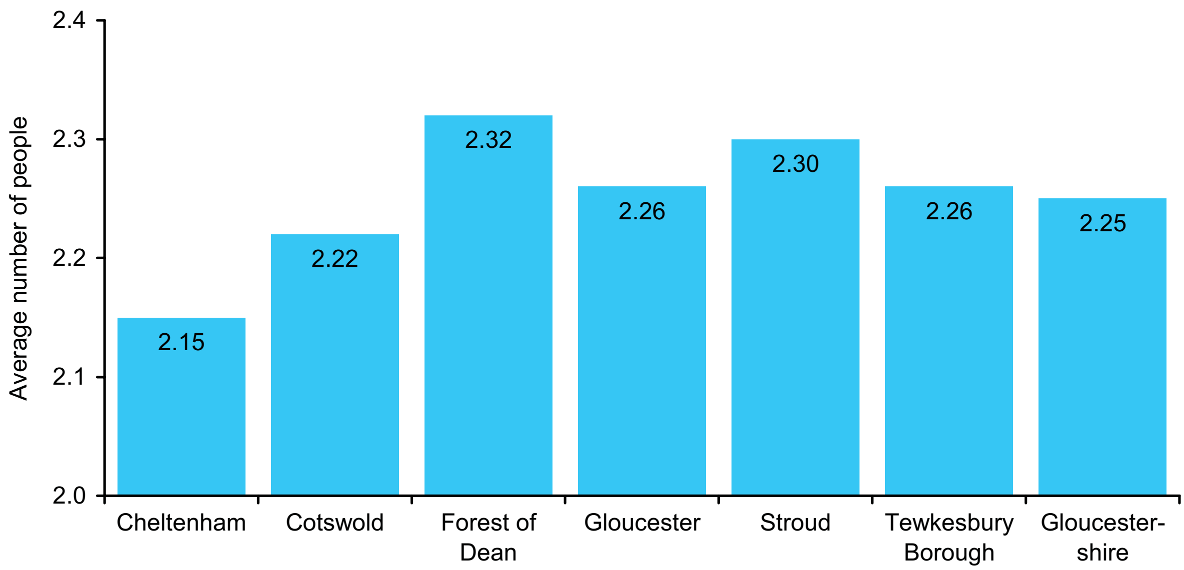
Figure 3.3 Household type by Local Authority



Source: Fordham Research Gloucestershire household survey (2009)

3.5 The average (mean) household size in Gloucestershire was estimated from the survey to be 2.25, just below the most recent national estimates of around 2.4 persons per household recorded by the Survey of English Housing. The figure below shows the number of people per household for each District. There was not a great deal of variation, although Cheltenham had the smallest households overall, and Forest of Dean the largest.

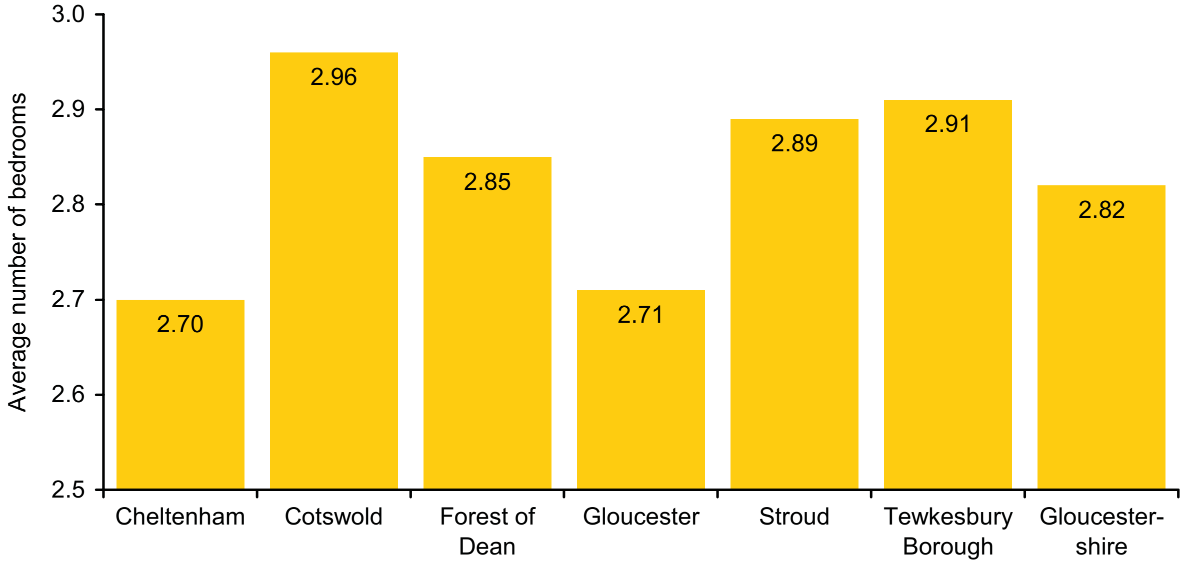
Figure 3.4 Average household size by Local Authority



Source: Fordham Research Gloucestershire household survey (2009)

3.6 The chart below compares the average dwelling size in each Local Authority. Despite the relatively small households in Cotswold, it has the largest residential properties, much larger than those found in Gloucester, which has a larger average household size.

Figure 3.5 Average number of bedrooms per dwelling by Local Authority



Source: Fordham Research Gloucestershire household survey (2009)

Length of residence and recent movers

3.7 The tables below show the length of residence by Local Authority for Gloucestershire (from survey data). The highest level of mobility was in Cheltenham, where 21.7% of households had moved in the last two years, compared to just 14.8% in Tewkesbury Borough, and 15.5% in Gloucester.

Table 3.1 Length of residence of household by Local Authority

Tenure	*Length of residence*				*Total*	
	Less than a year	*1 to 2 years*	*2 to 5 years*	*Over 5 years*		
Cheltenham	9.8%	11.9%	18.4%	60.0%	100%	51,424
Cotswold	9.4%	9.2%	19.5%	61.9%	100%	37,233
Forest of Dean	8.2%	7.5%	17.1%	67.3%	100%	34,806
Gloucester	8.1%	7.4%	19.4%	65.1%	100%	49,853
Stroud	7.6%	8.4%	16.8%	67.3%	100%	47,784
Tewkesbury Borough	6.8%	8.0%	20.4%	64.8%	100%	34,845
Gloucestershire	**8.4%**	**8.8%**	**18.5%**	**64.3%**	**100%**	**255,945**

Source: Fordham Research Gloucestershire household survey (2009)

Future movers

3.8 The tables below show the proportion of households that stated that they needed or were likely to move within the next few years. As with past moves, households in Cheltenham were more likely to move than households in more rural Districts and Boroughs.

Table 3.2 Proportion of households stating intention to move by Local Authority

Tenure	*% needing or likely to move*				*Total*	
	Within a year	*In 1 – 2 years*	*In 2 – 5 years*	*Longer / Not moving*		
Cheltenham	12.3%	11.0%	16.0%	60.6%	100%	51,424
Cotswold	8.3%	7.1%	14.6%	70.0%	100%	37,233
Forest of Dean	8.1%	7.2%	12.8%	71.9%	100%	34,806
Gloucester	10.4%	7.8%	15.3%	66.6%	100%	49,853
Stroud	8.6%	7.6%	14.9%	68.8%	100%	47,784
Tewkesbury Borough	7.2%	7.7%	14.6%	70.5%	100%	34,845
Gloucestershire	**9.4%**	**8.2%**	**14.8%**	**67.6%**	**100%**	**255,945**

Source: Fordham Research Gloucestershire household survey (2009)

3.9 In addition to this, the formation of new households must be considered. The table below shows the estimated rate of formation of new households, in terms of an annual percentage of all existing households, for each Local Authority in Gloucestershire. This information is based on those concealed households recorded in the survey as expecting to move within the next two years (shown as an annualised rate).

3.10 As can be seen, the total household formation rate is highest in Forest of Dean, and lowest in Cotswold; overall there is no clear geographical trend.

Table 3.3 Annual household formation rate by Local Authority

Tenure	*Household formation*		*Total existing households*
	Number (per annum)	*% annual rate*	
Cheltenham	2,430	4.7%	51,424
Cotswold	1,531	4.1%	37,233
Forest of Dean	1,762	5.1%	34,806
Gloucester	2,246	4.5%	49,853
Stroud	2,262	4.7%	47,784
Tewkesbury Borough	1,507	4.3%	34,845
Gloucestershire	**11,738**	**4.6%**	**255,945**

Source: Fordham Research Gloucestershire household survey (2009)

Overcrowding and under-occupation

3.11 Levels of overcrowding are measured using the 'bedroom standard' (see the Glossary for a full definition). Essentially this is the difference between the number of bedrooms needed to avoid undesirable sharing and the number of bedrooms actually available to the household. Using the same standard it is also possible to study under-occupation – in this study it is assumed that any household with more than one spare bedroom is under-occupying their dwelling.

3.12 The table below shows a comparison between the numbers of bedrooms in each home against the number of bedrooms required for all households.

Table 3.4 Overcrowding and under-occupation

Number of bedrooms required	*Number of bedrooms in home*				
	1	*2*	*3*	*4+*	***Total***
1 bedroom	23,980	50,449	56,813	23,030	**154,272**
2 bedrooms	929	17,170	31,505	18,255	**67,860**
3 bedrooms	0	1,525	13,728	13,282	**28,534**
4+ bedrooms	0	139	1,826	3,314	**5,279**
Total	**24,910**	**69,283**	**103,871**	**57,881**	**255,845**

KEY: Overcrowded households Under-occupied* households

Source: Fordham Research Gloucestershire household survey (2009)

*Under-occupied refers to households with two or more bedrooms above the bedroom standard

Note: The bottom two cells of the 4+ bedroom column contain some households that are either overcrowded or under-occupied – e.g. they may require three bedrooms but live in a five bedroom property or may require a five bedroom property but be currently occupying a four bedroom property.

3.13 The estimated numbers of overcrowded and under-occupied households are as follows:

- **Overcrowded:** 1.8% of households = 4,713 households
- **Under-occupied:** 40.0% of households = 102,306 households

3.14 The latest SEH data on overcrowding suggests that nationally around 2.5% of households are overcrowded, suggesting a lesser problem with this issue in Gloucestershire than in most of the country.

3.15 The table below shows the levels of overcrowding and under-occupation at a District or Borough level.

Table 3.5 Tenure of overcrowded and under-occupied households

Tenure	Occupancy level			All households	
	Overcrowded	*(neither)*	*Under-occupied**		
Cheltenham	2.1%	63.0%	34.9%	100%	51,424
Cotswold	1.5%	52.1%	46.5%	100%	37,233
Forest of Dean	2.5%	57.5%	40.0%	100%	34,806
Gloucester	2.0%	62.5%	35.4%	100%	49,853
Stroud	1.6%	56.0%	42.4%	100%	47,784
Tewkesbury Borough	1.3%	55.0%	43.7%	100%	34,845
Gloucestershire	**1.8%**	**58.2%**	**40.0%**	**100%**	**255,945**

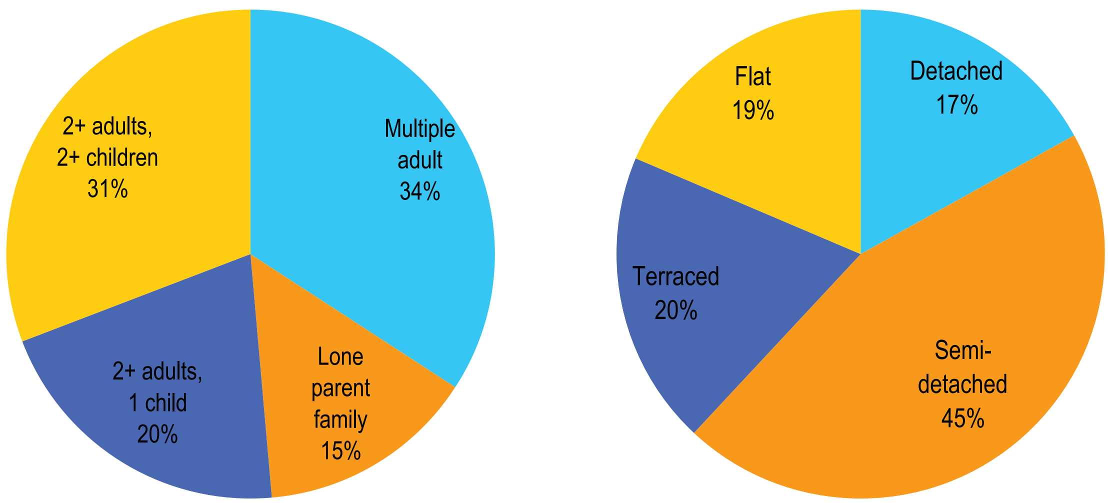
Source: Fordham Research Gloucestershire household survey (2009)

*Under-occupied refers to households with two or more bedrooms above the bedroom standard

3.16 The very large sample across Gloucestershire enables further information to be provided about overcrowded households with some accuracy at a county level, despite the fact that they make up only a very small proportion of all households in each Local Authority. The results are shown in the charts below.

Figure 3.6 Overcrowded households: household type and current dwelling type

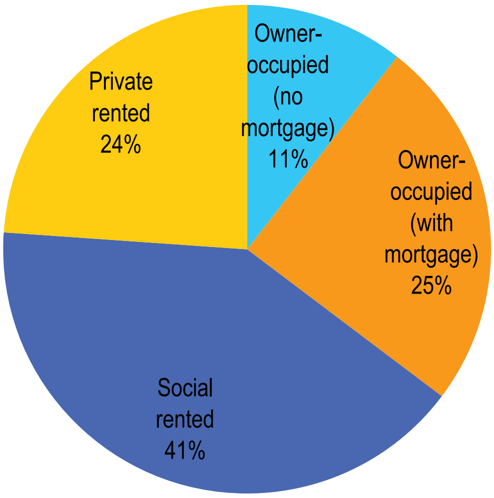
Household type *Current dwelling type*

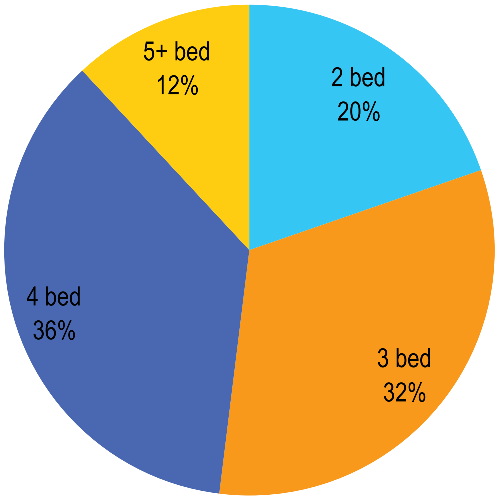


Source: Fordham Research Gloucestershire household survey (2009)

Figure 3.7 Overcrowded households: current tenure and bedroom requirements

Current tenure | *Minimum bedrooms required by household**





Source: Fordham Research Gloucestershire household survey (2009) * using bedroom standard (see Glossary) – note that this does not take into account supply or ability to afford housing, and so is not an estimate of newbuild requirements

Economic status

3.17 For this section, each household has been classified into one of four groups based on the economic status of their occupants, as shown in the table below.

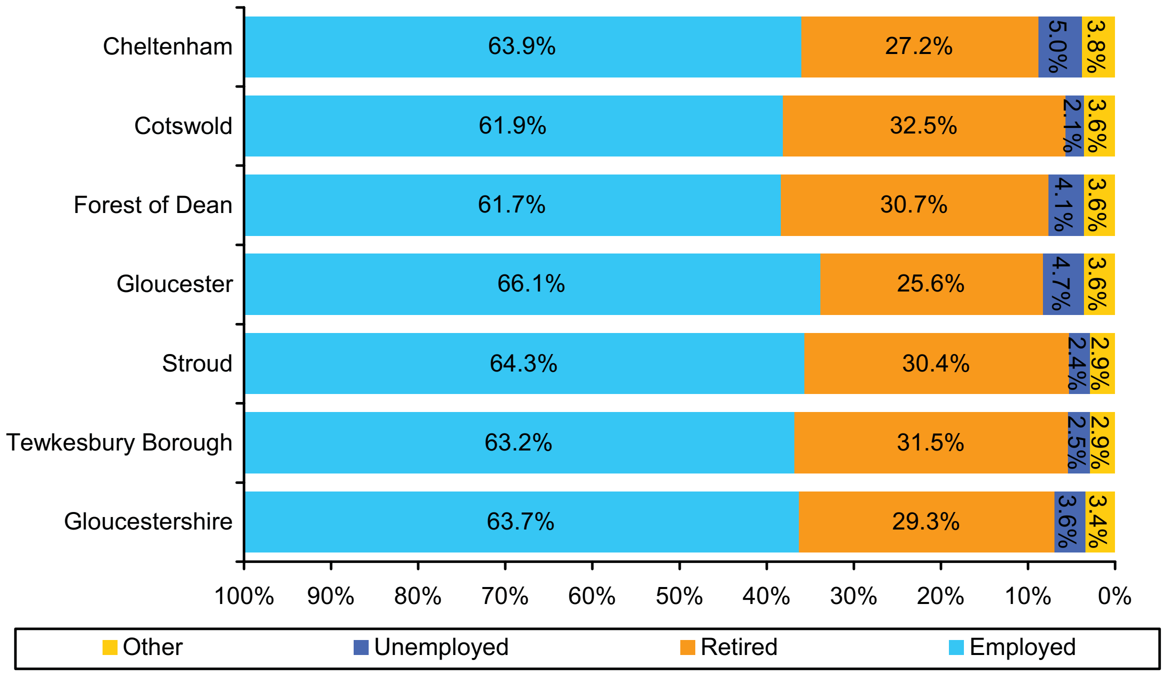
Table 3.6 Economic Status – Classification of households

Classified as	*Description of Household*
Employed	At least one employed person.
Retired	No employed people, but at least one retired person.
Unemployed	No employed or retired people, but at least one unemployed person.
Other	No employed, retired or unemployed people. An example of this could be a household containing only students, or those with a long term limiting illness.

Source: Fordham Research

3.18 The figure below summarises economic status for each District and Borough; as can be seen the geographical variation is fairly minimal. However, there are many more retired households in rural areas, and a correspondingly lower proportion of employed households. Unemployment was highest in urban areas and to a lesser extent in the Forest of Dean.

Figure 3.8 Economic status of household by Local Authority



Source: Fordham Research Gloucestershire household survey (2009)

Summary

3.19 The household survey collected a significant amount of data about the resident household population. Some of the main findings are summarised below:

- Detached housing made up a large proportion of the stock in rural areas, but not in Cheltenham or Gloucester, with flatted accommodation showing the opposite pattern.
- The private rented sector was largest in Cheltenham and Cotswold.
- Cotswold had the largest residential properties, despite containing smaller than average households. The reverse was true of Gloucester.
- Households in urban areas were much more mobile than those in rural areas.
- The level of overcrowding was highest in Forest of Dean and lowest in Tewkesbury Borough.
- About 40% of overcrowded households were social renters, and 24% were renting privately. Two thirds (66%) of overcrowded households had children.

4. Financial information

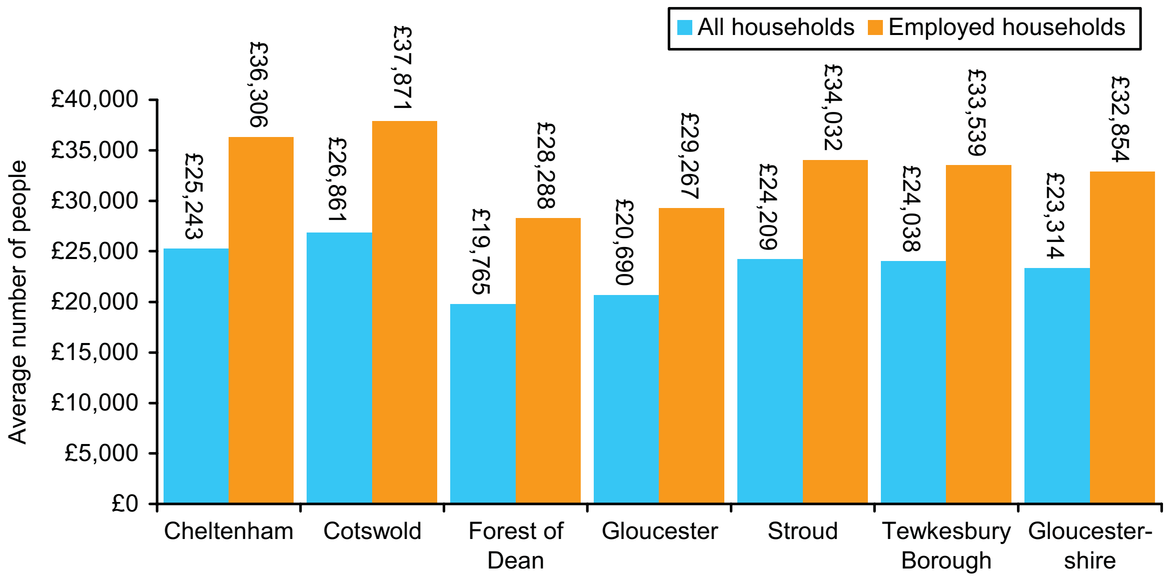
Introduction

4.1 A key part of the housing needs and demand survey is an assessment of the financial situation of households. Data was therefore collected in the survey looking at a range of financial information (including incomes, savings and equity). This chapter contains the analysis of the survey results with regard to households' financial situation.

Household income

4.2 Survey results for household income in Gloucestershire estimate the median gross household income level to be £23,314 per annum, excluding any housing related benefits. The average for households containing at least one employed person was £32,854. Overall, Forest of Dean and Gloucester had incomes which were significantly below the County average, while Cotswold and Cheltenham had median incomes which were well above average.

Figure 4.1 Median income, by Local Authority



Source: Fordham Research Gloucestershire household survey (2009)

4.3 The table below breaks the income statistics down into bands, showing more subtle differences between the Local Authority areas.

Table 4.1 Household income bands by Local Authority

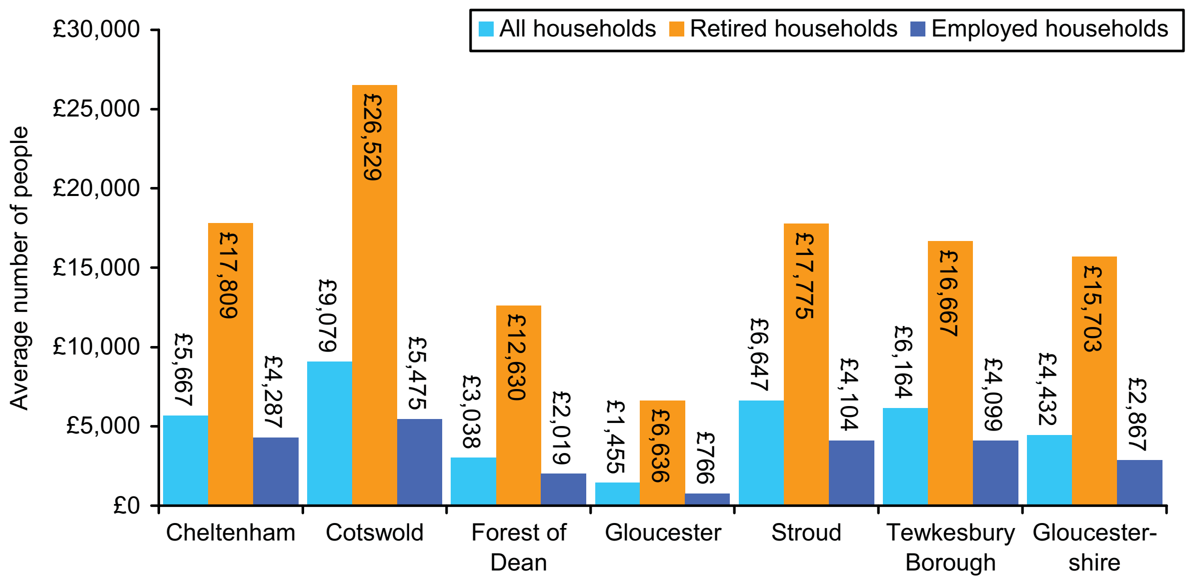
Tenure	Income						Total	
	£0-10k	*£10-20k*	*£20-30k*	*£30-40k*	*£40-50k*	*£50k+*		
Cheltenham	15.1%	25.4%	17.5%	6.7%	10.6%	24.7%	100%	51,424
Cotswold	14.9%	23.7%	17.3%	7.9%	8.6%	27.6%	100%	37,233
Forest of Dean	19.4%	31.5%	19.3%	7.4%	8.4%	14.0%	100%	34,806
Gloucester	18.0%	30.8%	18.3%	7.0%	10.2%	15.6%	100%	49,853
Stroud	15.1%	26.3%	19.1%	6.4%	9.8%	23.3%	100%	47,784
Tewkesbury Borough	15.3%	27.1%	19.3%	7.2%	10.4%	20.7%	100%	34,845
Gloucestershire	**16.2%**	**27.4%**	**18.4%**	**7.0%**	**9.8%**	**21.1%**	**100%**	**255,945**

Source: Fordham Research Gloucestershire household survey (2009)

Household savings and equity

4.4 The median level of household savings was £4,432. The figure below shows that the highest median savings per household was found in Cotswold, and the lowest (by some margin) in Gloucester.

Figure 4.2 Median savings, by Local Authority



Source: Fordham Research Gloucestershire household survey (2009)

4.5 The table below breaks the savings statistics down into bands, showing more subtle differences between the Local Authority areas.

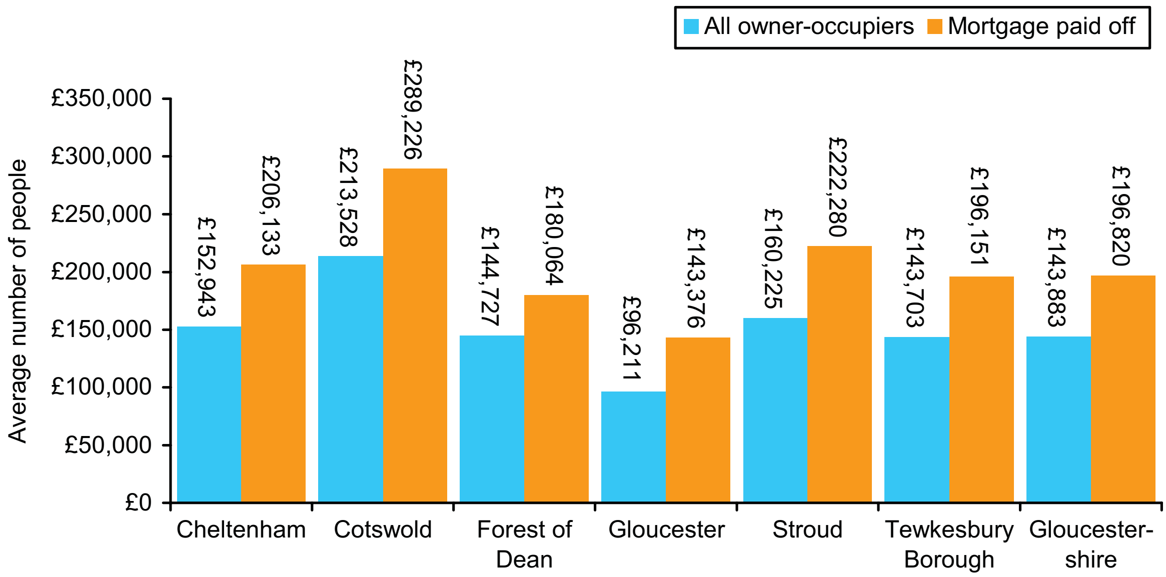
Table 4.2 Household savings bands by Local Authority								
Tenure	*Savings*						*Total*	
	Debt	*None*	*£0-5k*	*£5-10k*	*£10-25k*	*£25k+*		
Cheltenham	19.5%	13.4%	16.6%	8.9%	12.4%	29.2%	100%	51,424
Cotswold	17.7%	10.9%	15.8%	8.2%	11.9%	35.6%	100%	37,233
Forest of Dean	20.2%	14.5%	22.0%	7.0%	11.4%	24.8%	100%	34,806
Gloucester	25.3%	17.6%	21.8%	8.6%	10.5%	16.2%	100%	49,853
Stroud	18.2%	12.1%	16.6%	9.9%	13.1%	30.1%	100%	47,784
Tewkesbury Borough	18.6%	11.7%	17.9%	9.7%	14.4%	27.8%	100%	34,845
Gloucestershire	**20.1%**	**13.5%**	**18.4%**	**8.8%**	**12.2%**	**27.0%**	**100%**	**255,945**

Source: Fordham Research Gloucestershire household survey (2009)

4.6 The survey also collected information about the amount of equity owner-occupiers have in their property. The average household that owned their property (with or without a mortgage) had a median of £143,883 of equity; this rose to £196,820 for the households who had paid off their mortgage.

4.7 The chart below shows the differences between Local Authorities in terms of equity of owner-occupied households. The lowest levels of equity are found in Gloucester, and the highest in Cotswold.

Figure 4.3 Median equity of owner-occupied households, by Local Authority



Source: Fordham Research Gloucestershire household survey (2009)

Summary

4.8 The survey estimates that median annual gross household income (including non-housing benefits) in Gloucestershire is £23,314. There was significant variation across the County, with Forest of Dean and Gloucester having lower than average incomes, and Cheltenham and Cotswold well above average.

4.9 Savings are considerably more variable, but show a similar geographical distribution, with households in Gloucester having the lowest median savings (£1,455) and those in Cotswold having over six times as much (£9,079). Levels of equity again showed a similar geographical distribution, although Forest of Dean (unlike Tewkesbury Borough) had above average equity levels for the County.

SECTION B: HOUSING NEED

This section sets out the calculation of housing need.

5. Housing Need

Introduction

5.1 This chapter summarises the need for affordable housing in Gloucestershire, both in terms of a backlog of need and likely future needs. The method of assessment is based upon CLG Strategic Housing Market Assessments Guidance of March and August 2007 and PPS3. Full detail of the methodology is provided in the individual District and Borough reports.

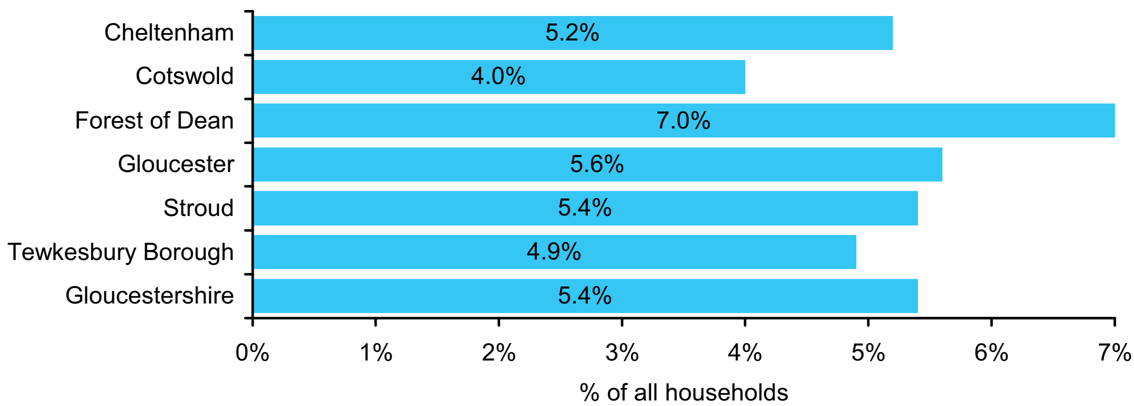
5.2 It should be noted that any student households surveyed are excluded from all parts of the analysis of need, since the majority of these households are likely to be temporary residents, and even if local residents their financial and housing need situation during their course (at the time of the survey) will not reflect their likely future situation.

Unsuitable housing

5.3 A key element of housing need is an assessment of the suitability of a household's current housing. The CLG Guidance sets out a series of nine criteria for unsuitable housing - which are followed in this report. Unsuitability is recorded through respondents identifying a serious problem (as opposed to just a problem) with their current accommodation, although over-crowding is calculated through the bedroom standard (see Glossary).

5.4 It is estimated that a total of 13,694 households are living in unsuitable housing. This represents 5.4% of all households in the County. The figure below shows the proportion of households living in unsuitable housing in each Local Authority area. As can be seen, the highest proportion is in Forest of Dean, and the lowest in Cotswold.

Figure 5.1 Proportion of households in unsuitable housing: Gloucestershire



Source: Fordham Research Gloucestershire household survey (2009)

5.5 The table below shows unsuitable housing by tenure. The larger sample available at a County level shows that the proportion of households in shared ownership in unsuitable housing is similar to that in ordinary owner-occupied housing, at about 4%, considerably below the higher proportions in unsuitable housing in rented tenures.

Table 5.1 Unsuitable housing and tenure

Tenure	*Unsuitable housing*				
	Unsuitable housing	*Not unsuitable housing*	*Total households*	*% of tenure unsuitable housing*	*% of all unsuitable housing*
Owner occupied (no mortgage)	96,373	2,644	99,017	2.7%	19.3%
Owner occupied (w/ mortgage)	88,550	3,565	92,115	3.9%	26.0%
Shared ownership	2,027	81	2,108	3.8%	0.6%
Social rented	30,486	3,854	34,340	11.2%	28.1%
Private rented	24,816	3,549	28,365	12.5%	25.9%
Total	**242,251**	**13,694**	**255,945**	**5.4%**	**100.0%**

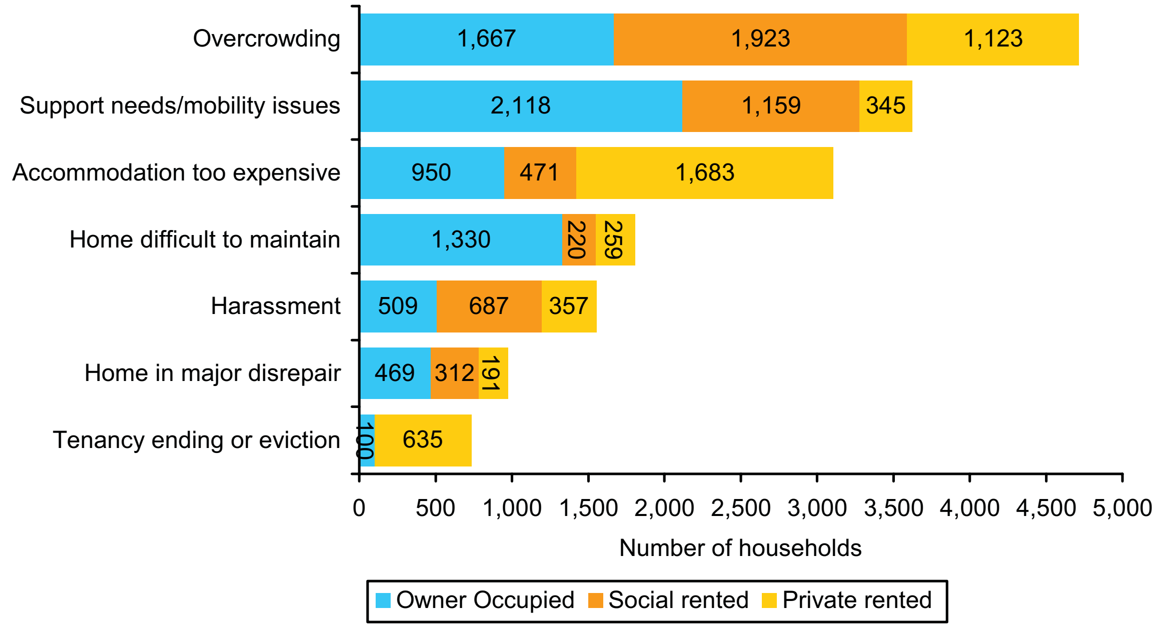
Source: Fordham Research Gloucestershire household survey (2009)

5.6 The major reasons for unsuitability of housing in Gloucestershire are broken down in the chart below by tenure (very few households were lacking or sharing basic facilities, and therefore a tenure breakdown of these has not been shown).

5.7 As can be seen, there is significant variation. In owner-occupation, the leading cause of unsuitable housing is not overcrowding (the leading cause overall), but the property being unsuitable for the particular support needs of the household residents. Meanwhile, in private renting, the key issue in unsuitability is neither overcrowding nor support needs but the cost of the rent. The third most important reason for unsuitability of housing for private rented households, despite being relatively minor in terms of the broader picture across all tenures, is the threat of eviction.

5.8 Harassment is primarily a problem reported by households in social rented accommodation. It is important to note that 'harassment' here is self-defined by survey respondents, and is not a count of formally reported, alleged or proven cases of harassment.

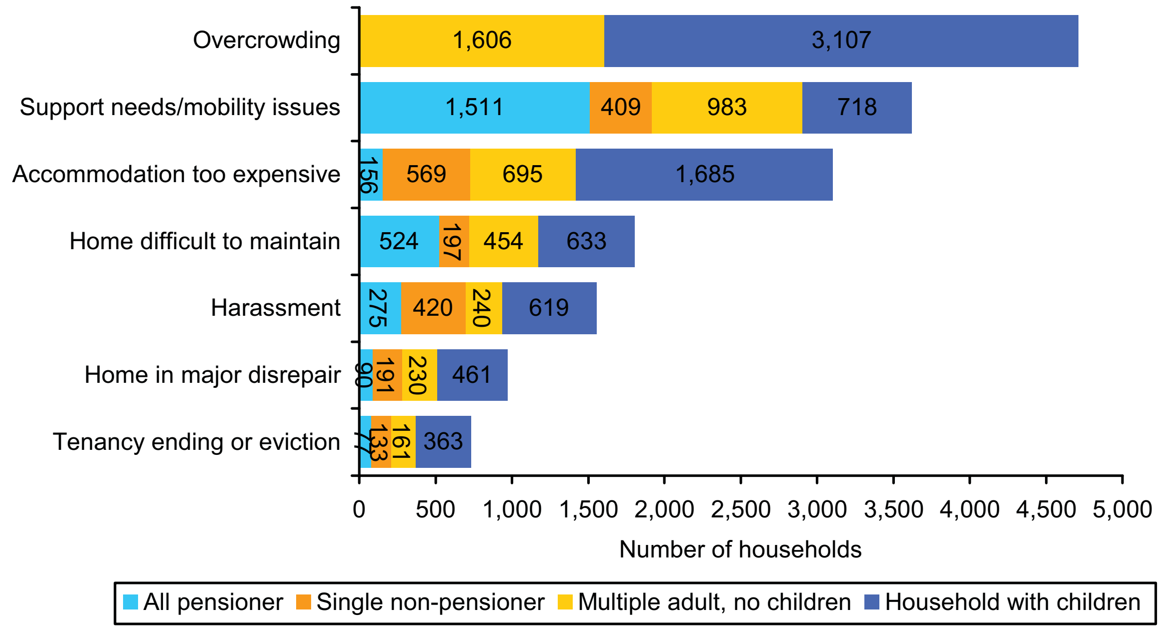
Figure 5.2 Major unsuitable housing categories by tenure



Source: Fordham Research Gloucestershire household survey (2009)

5.9 It is also possible with this large sample to break down the unsuitable housing categories by broad household type; as can be seen, for pensioner households support needs are the primary factor in housing unsuitability, while for single non-pensioners housing costs are the more important issue. Overcrowding is by far the most major cause of unsuitability for families, and for multiple adult households without children.

Figure 5.3 Major unsuitable housing categories by broad household type

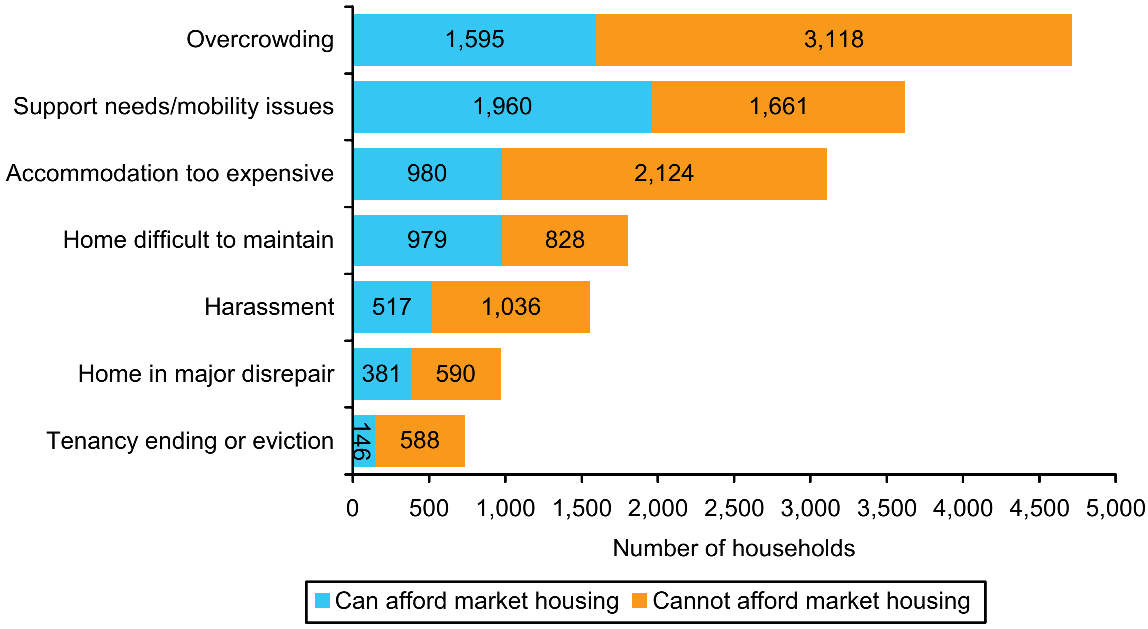


Source: Fordham Research Gloucestershire household survey (2009)

5.10 Moving on to consider affordability, most cases of unsuitability relating to support needs or difficulty maintaining the home arise from households that would be able to afford alternative accommodation in the market. This is not the case for any of the other causes of unsuitability, particularly tenancy ending or eviction, where only 20% could afford market housing.

5.11 The test used for affordability here is that recommended in CLG Guidance, of mortgage eligibility based on an income multiple of 3.5, or a limit of 25% of income spent on rent.

Figure 5.4 Major unsuitable housing categories by ability to afford housing



Source: Fordham Research Gloucestershire household survey (2009)

Housing need model

5.12 The model (detailed in the individual Local Authority reports) went on to further analyse the situation of those households in unsuitable housing, consider the likely future need, and the supply from both turnover and new construction. The table below shows a summary of this process at a County-wide level.

Table 5.2 Housing needs assessment model for Gloucestershire		
Stage and step in calculation	Notes	Number
STAGE 1: CURRENT NEED (Gross)		
1.1 Homeless households and those in temporary accommodation		43
1.2 Overcrowding and concealed households	Two steps taken together	6,252
1.3 Other groups		
1.4 equals Total current housing need (gross)	1.1 + 1.2 + 1.3	**6,295**
STAGE 2: FUTURE NEED (Gross)		
2.1 New household formation (gross per year)		5,407
2.2 Proportion of new households unable to buy or rent in the market	Leaves 2,513	46.5%
2.3 Existing households falling into need		3,474
2.4 Total newly arising housing need (gross per year)	2.1 × 2.2 + 2.3	**5,987**
STAGE 3: AFFORDABLE HOUSING SUPPLY		
3.1 Affordable dwellings occupied by households in need		2,837
3.2 Surplus stock		0
3.3 Committed supply of affordable housing		1,244
3.4 Units to be taken out of management		(0)
3.5 Total affordable housing stock available	3.1+3.2+3.3+3.4	**4,081**
3.6 Annual supply of social re-lets (net)		2,575
3.7 Annual supply of intermediate housing available for re-let or resale at sub-market levels		157
3.8 Annual supply of affordable housing	3.6 + 3.7	**2,732**

Source: Fordham Research Gloucestershire household survey (2009); various secondary data sources

5.13 The table below combines these figures to produce a final needs estimate for the entire County of Gloucestershire, based on an assumption that the backlog of need should be addressed over five years.

Table 5.3 Summary of housing needs situation in Gloucestershire	
Element	*Number*
Total gross annual need	7,246
Total gross annual supply	3,548
Total net annual need	**3,698**

Source: Fordham Research Gloucestershire household survey (2009); various secondary data sources

Housing need by Local Authority

5.14 The table below gives estimates of the gross and net housing need for each of the Districts and Boroughs in Gloucestershire, also showing the total supply and backlog need figures. This table shows the need arising in each Local Authority area, and does not consider the possibility of meeting need arising in one authority in another.

Table 5.4 Annual gross and net housing need by Local Authority

	Backlog need (Annual gross)	*Total need (Annual gross)*	*Total supply (Annual gross)*	*Total need (Annual net)*	*% of total need (net) in County*	*% of households in County*
Cheltenham	243	1,716	803	913	24.7%	20.1%
Cotswold	109	862	327	535	14.5%	14.5%
Forest of Dean	260	1,064	359	705	19.0%	13.6%
Gloucester	300	1,800	1,003	797	21.6%	19.5%
Stroud	205	1,014	621	393	10.6%	18.7%
Tewkesbury Borough	141	790	435	355	9.6%	13.6%
Gloucestershire	**1,258**	**7,246**	**3,550**	**3,698**	**100.0%**	**100.0%**

Source: Fordham Research Gloucestershire household survey (2009); various secondary data sources

5.15 However in practice, the distribution of need is slightly different to that shown above. Firstly, there is the issue of intermediate housing, summarised in the table below. As can be seen there is a small negative need for new equity based intermediate products such as shared ownership housing (having taken into account planned new supply and turnover of this type of housing). This results in an overall increase in the need figure, since additional social housing would be needed to make up the shortfall in affordable housing generated by this. This increases the total net need figure for Gloucestershire from 3,696 to 3,804 units. A fuller explanation of this is provided in the District and Borough reports.

Table 5.5 Annual gross and net housing need by Local Authority: intermediate housing

	Equity-based intermediate products	*Intermediate rent*	*Social rented*	*Total net need (adjusted)*
Cheltenham	−17	282	647	929
Cotswold	7	141	387	535
Forest of Dean	17	64	624	705
Gloucester	−60	156	701	857
Stroud	−31	152	272	424
Tewkesbury Borough	−1	114	242	356
Gloucestershire	**−85 (24)**	**909**	**2,873**	**3,806**

Source: Fordham Research Gloucestershire household survey (2009); various secondary data sources

5.16 The latest available policy information (from the *Secretary of State's Proposed Changes to the South West Draft Regional Spatial Strategy* (RSS) (2008)) suggests that a number of urban extensions will be built to cater to the Cheltenham and Gloucester housing markets in some of the surrounding authorities (Tewkesbury Borough and Stroud). In terms of modelling the housing market, this involves transferring some of the overall requirement for housing generated by the expansion of the population of Gloucester and Cheltenham into these surrounding authorities.

5.17 Logically, a proportion of the need for affordable housing should also be transferred with the urban extensions, in order to ensure that the need is fairly apportioned between new developments within Cheltenham and Gloucester and in the nearby urban extensions. The table below shows the result of this.

Table 5.6 Annual gross and net housing need by Local Authority: reallocated

	Equity-based intermediate products	*Intermediate rent*	*Social rented*	*Total net need (adjusted and reallocated)*
Cheltenham	0	166	382	548
Cotswold	7	141	386	535
Forest of Dean	17	64	624	705
Gloucester	0	84	382	462
Stroud	0	179	387	570
Tewkesbury Borough	0	275	711	986
Gloucestershire	**24**	**909**	**2,872**	**3,806**

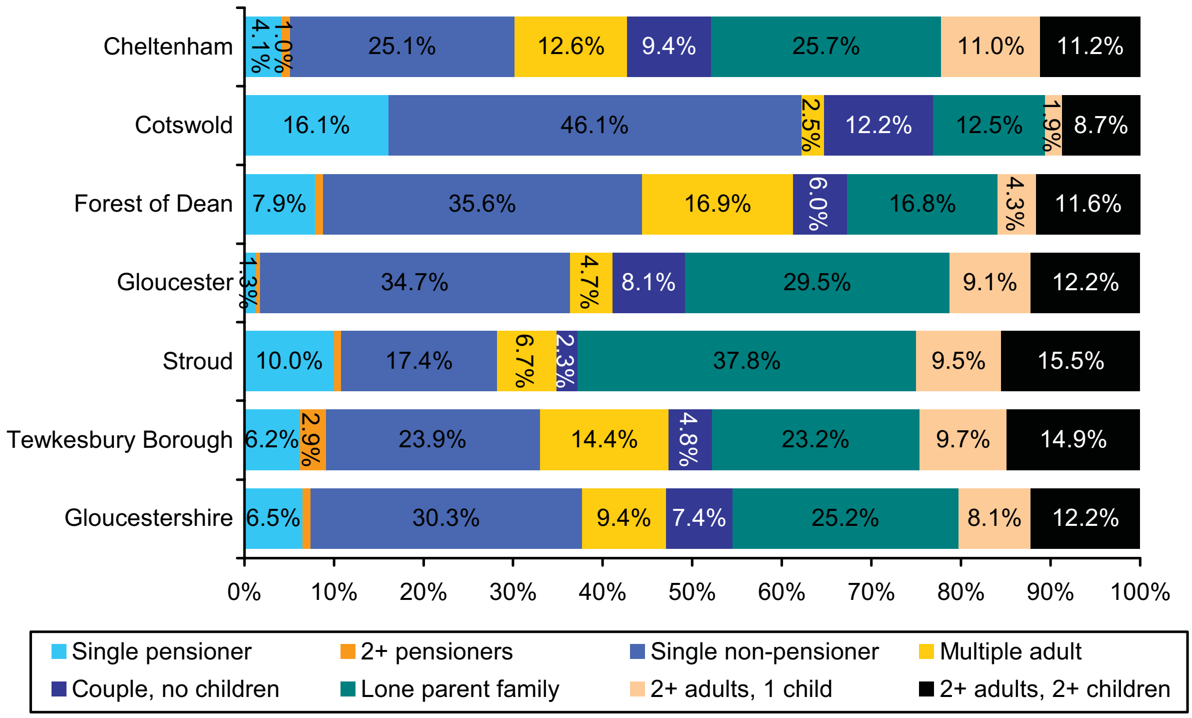
Source: Fordham Research Gloucestershire household survey (2009); various secondary data sources

Types of household in housing need

5.18 The chart below shows the breakdown of household types in (gross) annual housing need each year in Gloucestershire, compared between Districts and Boroughs.

5.19 There was considerable variation between the Local Authority areas; the proportion of gross need coming from households with children varied from 62.8% in Stroud, right down to 23.1% in neighbouring Cotswold. The main source of need in Cotswold was single non-pensioners (46.1%), who made up only 17.4% of need in Stroud and 23.9% in Tewkesbury Borough. Forest of Dean, like Cotswold, had a relatively small proportion of need coming from families (32.7%), while 16.9% came from multiple adult households, higher than in any other part of Gloucestershire. Cotswold had the highest proportion of need coming from all-pensioner households, at 16.2%, compared to just 1.7% in Gloucester and 5.1% in Cheltenham.

Figure 5.5 Annual gross housing need by household type, by Local Authority



Source: Fordham Research Gloucestershire household survey (2009)

Summary

5.20 The annual CLG affordable housing need figures are calculated following the model set out in the Strategic Housing Market Assessments Guidance of March and August 2007.

5.21 Bringing the information together from both current and future need and supply, the model suggests an annual net need for approximately 3,806 additional units of affordable housing across the County. Cheltenham, Forest of Dean and Gloucester had above average need levels (in comparison to their proportion of the County's households) while Tewkesbury Borough and Stroud had lower levels of need. Cotswold's overall CLG need level was approximately in line with the County average.

5.22 The intermediate housing analysis suggests that most Local Authority areas in Gloucestershire have no current additional need for equity based intermediate products such as shared ownership, due to the high deposits required in the current economic climate. However, there is significant potential to meet need using forms of intermediate housing that do not require a substantial deposit (e.g. intermediate rent).

5.23 Some housing need was redistributed between Local Authorities due to the planned urban extensions linked to Gloucester and Cheltenham in the adjacent Local Authority areas. This resulted in the total need figures being reduced for Gloucester and Cheltenham, and increased for Tewkesbury Borough and Stroud.

5.24 The household types generating housing need varied greatly across the County. Pensioners were a significant source of immediate need in Cotswold and Stroud, but made up less than 5% of need in urban areas. Families with children accounted for as much as 62.1% of the need in Stroud, but only 23.1% in neighbouring Cotswold.

5.25 The findings of this model should not be taken as directly determining policy; for a discussion of policy please see Chapter 7.

SECTION C: CHARACTERISTICS OF THE HOUSING MARKET

6. Balancing the market

Introduction

6.1 The previous chapter considered the accommodation required to respond to short-term need; this chapter moves on to look at the accommodation required to provide housing market balance over the long-term. This is an important exercise because there is a lag in the planning system, which means that it is not possible to respond immediately to imbalances between the nature of accommodation required and the stock currently available. It is therefore appropriate to consider the intervention required to the housing stock over the long-term to enable future action to be planned effectively.

6.2 Although there is not a housing market model in the Practice Guidance, there is comment on the importance of studying mix and balance. This is summarised below before carrying out the analysis. The following extract from paragraph 20 of PPS3 addresses the issue of mixed communities:

> *'Key characteristics of a mixed community are a variety of housing, particularly in terms of tenure and price and a mix of different households such as families with children, single person households and older people.'*

6.3 The SHMA Practice Guidance (August 2007) emphasises, as its second core output, the analysis of balance as can be seen from the following extract from page 10 (repeated on page 34):

> *'Analysis of past and current housing market trends, including balance between supply and demand in different housing sectors and price/affordability.''*

6.4 This chapter summarises the outputs of a model run for each District and Borough in Gloucestershire that uses secondary data in combination with the household survey dataset to compare the current housing stock against the stock of housing required in the future. The purpose of this model is to identify the new accommodation required to adequately house the future population in the County and ensure that the housing market is balanced over 20 years. A full description of the working of the model can be found in each of the individual District and Borough level reports.

6.5 It should be noted that the outputs of this model do not alone determine policy, and a variety of other factors need to be taken into account; a full discussion of this can be found in Chapter 7. Please note that unlike the CLG model, this model does not take into account existing proposals for new build property, or the possibilities of meeting some need through vacancies in the existing stock. These should be subtracted from the final numerical outputs.

Method

6.6 To create recommendations for newbuild housing, the market balance model considers the current housing requirements of the present population, taking into account the CLG unsuitable housing criteria, and maps the results onto their age group and household type. It then applies the outputs of the ONS population and household projections for each Local Authority area to 2029, generating a profile of the likely housing requirements of the projected population in 20 years time. A full summary of the method used is provided in the individual District and Borough reports, including current and projected stock profiles.

6.7 Having established an 'ideal' tenure profile to move toward, it then compares this to the existing stock, and draws conclusions about the direction and scale of changes in the stock that would be required to make these changes. All tenure profiles were adjusted to fit the rates of new build shown by the *Secretary of State's Proposed Changes to the South West Draft Regional Spatial Strategy* (RSS) (2008).

6.8 Because of the policy in the *Proposed Changes to the South West Draft RSS* to build urban extensions to Cheltenham and Gloucester within Tewkesbury Borough and Stroud District, the model was not carried out using the Local Authority boundaries in these areas. This is because the urban extensions are critical to balancing the Cheltenham and Gloucester markets, and so building a mix of housing here designed only to appeal to the existing population of Tewkesbury Borough or Stroud District would not be appropriate. The boundaries used instead for the Cheltenham and Gloucester areas are those shown in the map of price areas in Chapter 2.

Tenure requirements

6.9 The tenure requirements produced by the model for each area of the County (when adjusted to fit the targets for housing provision shown in the *Proposed Changes to the South West Draft RSS*) are shown in the table and charts below.

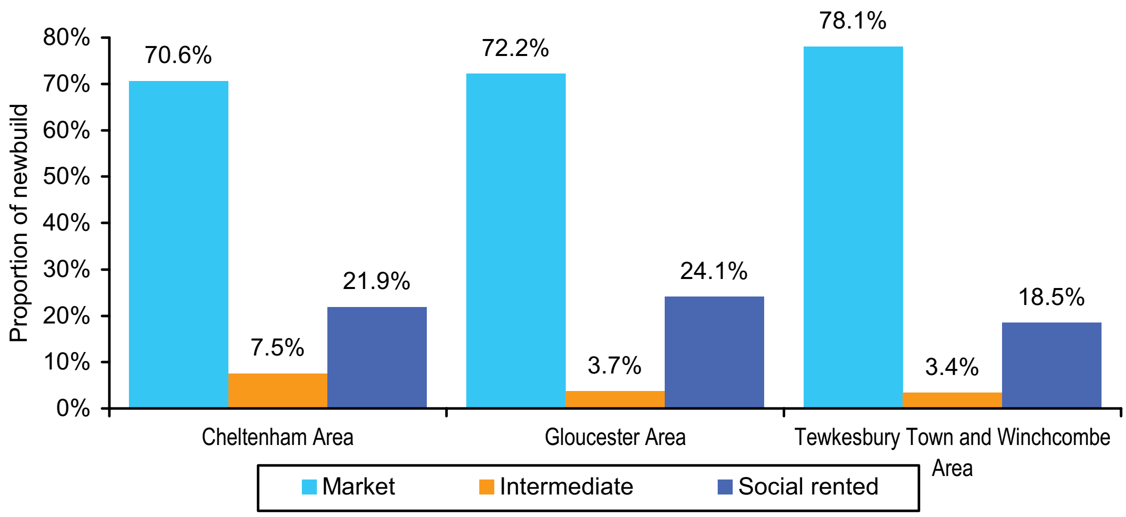
6.10 It should be noted that the tables and charts in this chapter exclude sheltered housing (except where stated), and therefore the total numbers do not sum to the targets given in the *Proposed Changes to the South West Draft RSS* for housing provision.

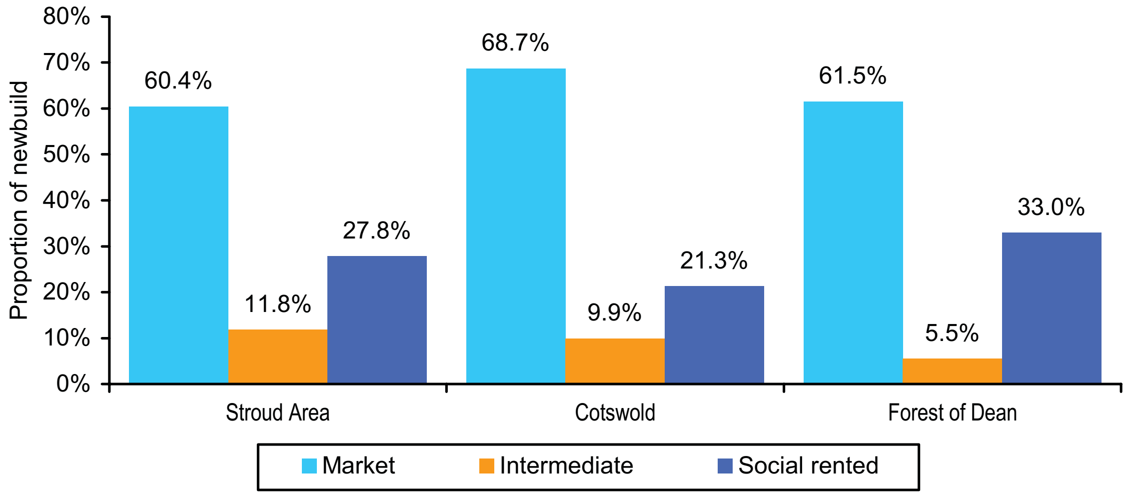
Table 6.1 Tenure of new housing by area, excluding sheltered housing (numbers)

	Market	*Intermediate*	*Social rented*	*Total*
Cheltenham Area	+8,919	+950	+2,771	+12,641
Gloucester Area	+13,990	+714	+4,664	+19,367
Tewkesbury Town & Winchcombe Area	+1,905	+82	+452	+2,439
Stroud Area	+2,627	+514	+1,209	+4,350
Cotswold	+4,059	+587	+1,259	+5,905
Forest of Dean	+3,133	+281	+1,681	+5,095
Gloucestershire	**+34,633**	**+3,128**	**+12,036**	**+49,797**
	69.5%	**6.3%**	**24.2%**	**100.0%**

Source: Fordham Research Gloucestershire household survey (2009); various secondary data sources

Figure 6.1 Tenure of new housing by area, excluding sheltered housing (%)





Source: Fordham Research Gloucestershire household survey (2009)

6.11 There is also a requirement shown for sheltered housing both in the market and affordable sectors. This is important because the population projections identified that the older age bands are likely to experience some of the largest increases. This is derived using the same method, and the results are summarised in the table below.

6.12 As can be seen, the requirement for social rented property shown here is much higher. It should be stated that this type of calculation has some limitations. Due to the nature of the survey it is based upon, the model cannot assess the needs of groups unable to respond to a postal questionnaire. In addition, the model cannot consider extra financial support that might be offered by relatives, or the possibility that a person requiring sheltered housing might sell their existing home, using the equity to pay the rental cost. Due to these limitations, these figures should be treated with caution.

Table 6.2 Tenure of new sheltered housing by area

	Market		*Affordable*		*Total*
	numbers	*%*	*numbers*	*%*	
Cheltenham Area	+631	54.4%	+528	45.6%	+1,159
Gloucester Area	+497	30.5%	+1,135	69.5%	+1,633
Tewkesbury Town & Winchcombe Area	+289	62.7%	+172	37.3%	+461
Stroud Area	+565	45.2%	+685	54.8%	+1,250
Cotswold	+316	31.8%	+679	68.2%	+995
Forest of Dean	+184	16.6%	+921	83.4%	+1,105
Gloucestershire	**+2,482**	**37.6%**	**+4,120**	**62.4%**	**+6,603**

Source: Fordham Research Gloucestershire household survey (2009); various secondary data sources

6.13 These tenure distributions would be likely to be deliverable; however other factors (and the outcomes of the CLG model) will need to be taken into account, as detailed in Chapter 7. The model is able to also provide detail on the size of new dwellings required within each of these three tenures. For consistency the analysis presented within the remainder of this chapter is based on the version of the model which has been adjusted to fit the targets shown in the *Proposed Changes to the South West Draft RSS*.

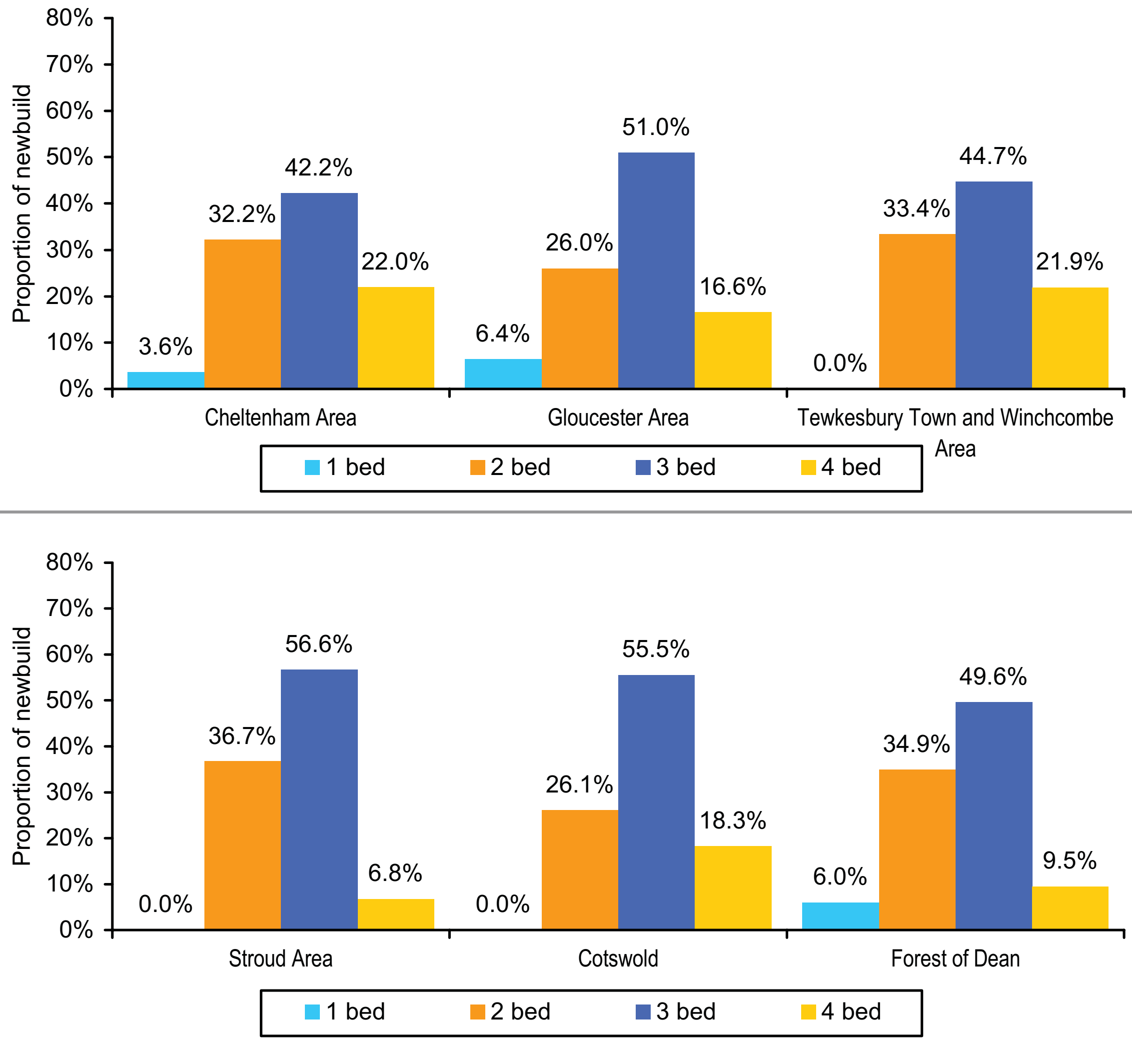
Size of housing required within each tenure

6.14 The table and chart below presents the size of new build market accommodation suggested by the market balance model. Overall in Gloucestershire it is suggested that the nearly half of new build open market housing should be three bedroom (49.6%), and only 3.3% one bedroom. The distribution for each area of the County is similar, with the main differences being in the relative proportions of two and four bedroom property required.

Table 6.3 Size of new market housing by area, excluding sheltered housing (numbers)					
	1 bed	*2 bed*	*3 bed*	*4 bed*	*Total*
Cheltenham Area	+321	+2,869	+3,768	+1,962	+8,919
Gloucester Area	+893	+3,637	+7,132	+2,328	+13,990
Tewkesbury Town & Winchcombe Area	−38	+650	+868	+425	+1,905
Stroud Area	−14	+968	+1,494	+179	+2,627
Cotswold	−190	+1,111	+2,359	+779	+4,059
Forest of Dean	+187	+1,094	+1,553	+299	+3,133
Gloucestershire	**+1,159**	**+10,329**	**+17,174**	**+5,972**	**+34,633**
	3.3%	**29.8%**	**49.6%**	**17.2%**	**100.0%**

Source: Fordham Research Gloucestershire household survey (2009); various secondary data sources

Figure 6.2 Size of new market housing by area, excluding sheltered housing (%)



Source: Fordham Research Gloucestershire household survey (2009)

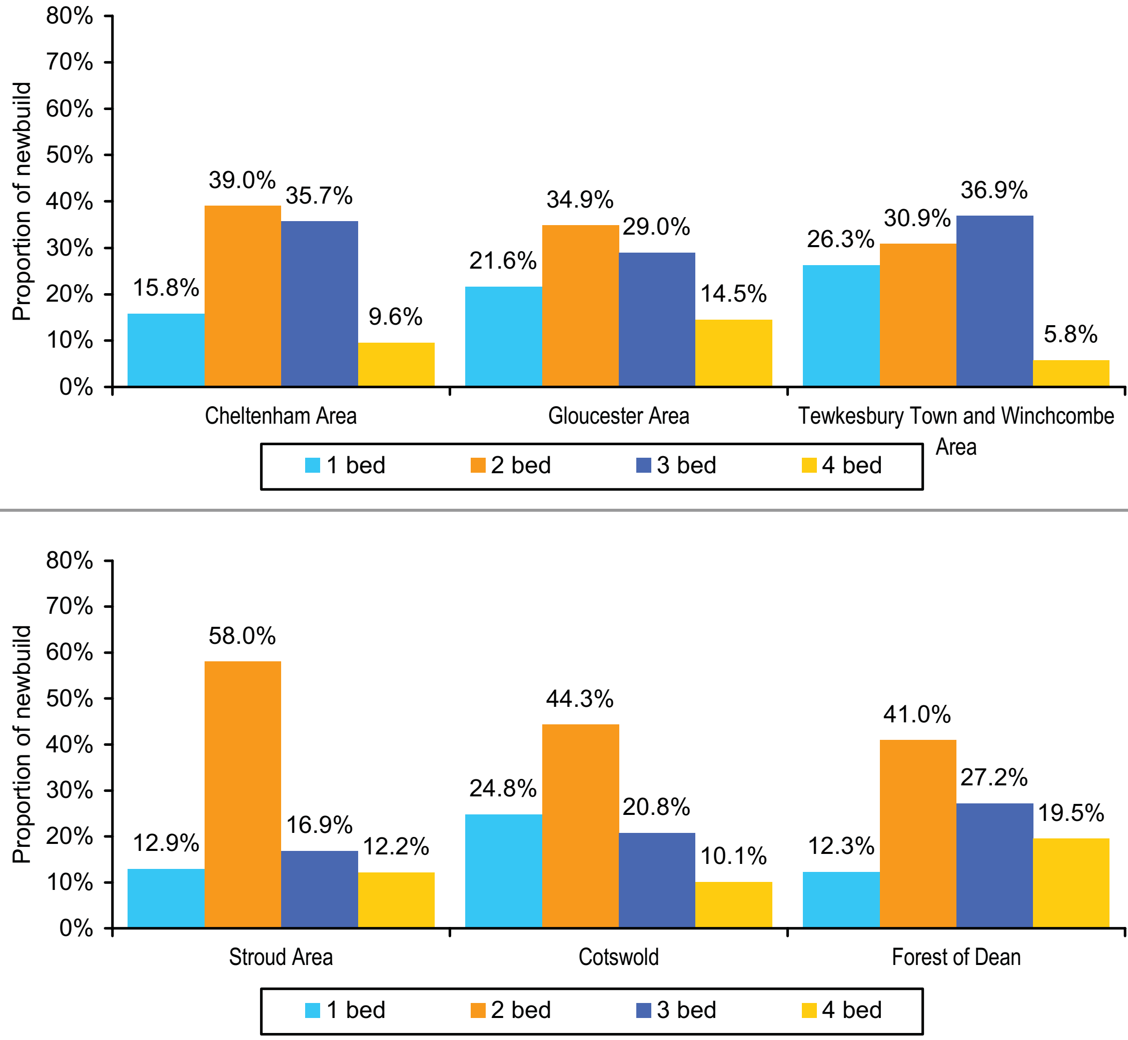
6.15 The same information for affordable housing is presented in the table and chart below. The size requirements for affordable housing vary more widely across the County, often due to the wide variation in the existing stock, rather than variations in the total requirements.

Table 6.4 Size of new affordable housing by area, excluding sheltered housing (numbers)

	1 bed	*2 bed*	*3 bed*	*4 bed*	*Total*
Cheltenham Area	+588	+1,450	+1,327	+356	+3,721
Gloucester Area	+1,161	+1,876	+1,562	+778	+5,378
Tewkesbury Town & Winchcombe Area	+140	+165	+197	+31	+534
Stroud Area	+223	+999	+291	+210	+1,723
Cotswold	+459	+818	+384	+186	+1,846
Forest of Dean	+240	+804	+534	+383	+1,962
Gloucestershire	**+2,811**	**+6,112**	**+4,295**	**+1,944**	**+15,164**
	18.5%	**40.3%**	**28.3%**	**12.8%**	**100.0%**

Source: Fordham Research Gloucestershire household survey (2009); various secondary data sources

Figure 6.3 Size of new affordable housing by area, excluding sheltered housing (%)



Source: Fordham Research Gloucestershire household survey (2009)

Summary

6.16 A market balance model was run for each area of Gloucestershire, using the household survey and ONS population and household projections as a base. A full explanation of the methodology can be found in the individual District and Borough reports.

6.17 The model did not use Local Authority areas as a base in every case, because of the need to provide recommendations for the urban extensions for Gloucester and Cheltenham to be built outside each of those Boroughs.

6.18 This projection was used in combination with data about the current stock to make suggestions about what types of accommodation should be built in order to balance the market to the needs of the population by 2029. The results of the model should not be taken as directly determining policy; further discussion of this is contained in Chapter 7.

6.19 The model suggested that between 19% and 33% social housing would be required to balance the market in each district, with Forest of Dean having the highest requirement and the Tewkesbury Town and Winchcombe area the lowest. For intermediate housing, the least potential for this type of provision was in the Tewkesbury Town and Winchcombe area, and the most in the Stroud area. The model did not distinguish between types of intermediate housing.

6.20 In general, the model recommended building very few one bedroom properties in the market sector, with the focus mainly on three bedroom and to a lesser extent two bedroom accommodation. Four bedroom properties were a particularly significant proportion of the requirement in the Cheltenham and Tewkesbury Town and Winchcombe areas, and to a lesser extent in Cotswold.

6.21 For affordable housing, there was a greater requirement for smaller properties, with all areas except the Tewkesbury Town and Winchcombe area (where three bedroom housing was the main requirement) showing the main requirement as being for two bedroom properties.

7. Policy issues

Introduction

7.1 This HNA forms part of the evidence base for Gloucestershire's housing policies; as such it must provide robust evidence that will inform local housing strategy and planning policies. This chapter presents the policy suggestions resulting from evidence presented within this report.

New housing in the District

7.2 The key factor determining the total build rate of new housing in the County is the *South West Regional Spatial Strategy* (RSS). This has not been finalised at the time of writing, but the *Secretary of State's Proposed Changes to the South West Draft RSS* (2008), representing the current stage of the RSS process, suggest that 56,400 dwellings will be built over the 20 year period from 2006-2026, equating to 2,820 per annum.

7.3 However, the household growth expected in the County from the household projections is considerably higher, at 60,248 over the 2009-2029 period. This equates to 3,012 new households per annum, although a new household does not, strictly speaking, equate to a new dwelling.

Table 7.1 Comparison of annual housing growth figures

Source of evidence	*Implied requirement*
Projected household growth published within the ONS household projections	60,248
Housing target from the *Proposed Changes to the South West Draft RSS* (2008)	56,400

Source: CLG household projections (2006 based), Secretary of State's Proposed Changes to the South West Draft Regional Spatial Strategy (2008)

Affordable housing targets

7.4 The CLG model, as summarised in Chapter 5, suggests a total need for 3,698 dwellings in the County per annum; this is 131% of the total number of new dwellings proposed per annum overall in the County (2,820), and so any level of affordable housing target could be supported by this, subject to viability. The *Proposed Changes to the South West Draft RSS* recommend a minimum level of provision of 35% for authorities in the region.

7.5 The market balance model, in Chapter 6, suggests that in order to balance the market, between 22% and 39% of housing in each area of the County should be affordable. However, this is based upon balancing the market over 20 years; given the comparative urgency of meeting need for affordable housing, different targets could be justified in the short to medium term. There is a discussion of this issue, in the context of existing policies (including the impact of urban extensions), in each of the District and Borough reports.

7.6 The table below shows the targets recommended for each of the Districts and Boroughs as a result of this process. As can be seen, the highest requirement for social housing is in Forest of Dean, and the lowest in the Tewkesbury Town and Winchcombe area. Intermediate tenures do not make up a very large proportion of the requirement in any part of the County, but the largest requirement is in Cotswold, and the smallest in Forest of Dean.

Table 7.2 Recommended proportion of affordable housing by Local Authority

Local Authority	*Recommended proportions of affordable housing*	
	Intermediate tenures	*Social housing*
Cheltenham Area	12%	28%
Gloucester Area	8%	32%
Tewkesbury Town & Winchcombe Area	11%	25%
Stroud Area	12%	28%
Cotswold	14%	36%
Forest of Dean	6%	44%

Source: Fordham Research Gloucestershire household survey (2009)

Affordable housing size mix

7.7 The market balance model in Chapter 6 provides some recommendations on the size of housing that should be provided to balance the market. It indicates the following distribution:

Table 7.3 Recommended bedroom size distribution for affordable housing by Local Authority

Local Authority	*Recommended newbuild bedroom size distribution*			
	1 bed	*2 bed*	*3 bed*	*4 bed*
Cheltenham Area	15.8%	39.0%	35.7%	9.6%
Gloucester Area	21.6%	34.9%	29.0%	14.5%
Tewkesbury Town & Winchcombe Area	26.3%	30.9%	36.9%	5.8%
Stroud Area	12.9%	58.0%	16.9%	12.2%
Cotswold	24.8%	44.3%	20.8%	10.1%
Forest of Dean	12.3%	41.0%	27.2%	19.5%

Source: Fordham Research Gloucestershire household survey (2009)

7.8 We would recommend broadly following this size distribution in the provision of affordable housing in the County.

The HNA as an 'evidence base'

7.9 These findings form part of the 'evidence base' for policy, but do not form policy in itself. Local Authorities in Gloucestershire will want to consider their priorities in the light of the evidence, but policies are not in any way dictated by it.

7.10 It is recommended that the outputs from this report should be viewed in conjunction with those from relevant viability assessments when determining policy. This is particularly important considering the high level of immediate need for affordable housing found in this study, and the difficulties for delivery likely to be generated by the economic downturn.

8. The needs of particular groups

Introduction

8.1 This section addresses particular client groups that may have specific housing requirements. Although such groups do not necessarily represent households in need as defined by the Guidance, it is important for the County to have information on them in order to inform specific policies and service provision.

8.2 For example, the frail elderly may not be in housing need in the sense of not being able to afford market housing, but many of them are likely to require additional care in the future, whether directly, or via aids and adaptations in the home.

8.3 This section covers the following groups:

- Households with support needs
- Older person households
- Key workers
- First-time buyers
- Black and Minority Ethnic (BME) groups

8.4 In this county-wide report, this chapter focuses on comparing the situation of the different Local Authorities in Gloucestershire, and on providing additional information on relatively small groups of households which can be provided at countywide level due to the much larger sample.

Households with support needs

8.5 Information collected through the survey enables us to identify whether any household members have a particular support need. Information about the characteristics of these households can inform the Gloucestershire Supporting People Strategy.

8.6 The survey looked at whether household members fell into one or more of a range of groups. Whilst these represent the larger client groups covered in the Supporting People Strategy, they are not exhaustive. There are, for example, many groups for which it would not be possible to obtain results through the questionnaire type approach (either due to the small numbers or because of the nature of the support need).

8.7 It should also be noted that the finding of a household with a support need does not necessarily mean that the household needs to move to alternative accommodation. In many cases the support need can be catered for within the household's current home whilst for others the issue may be the need for support rather than any specific type of accommodation.

8.8 The groups covered were:

- Frail elderly
- Persons with a medical condition
- Persons with a physical disability
- Persons with a learning difficulty
- Persons with a mental health problem
- Persons with a sensory disability
- Other support need

8.9 Some support needs are uncommon, whilst others are numerous. The accuracy of each figure will of course vary according to the size of the group involved.

8.10 It should be noted that the definition of a support need in this survey differs from the Disability Discrimination Act's (DDA) definition; 'a physical or mental impairment which has a substantial and long-term adverse effect on a person's ability to carry out day-to-day activities'. The definitions of a support need used in the survey do not only include respondents who have an impairment that has a substantial and long-term effect on a person's day-to-day activities.

Support needs groups: comparison between Local Authority areas

8.11 Overall there are an estimated 41,191 households in Gloucestershire with one or more members in an identified support needs group - this represents 16.1% of all households. The table below shows the numbers of households with different types of support needs. The numbers of households in each support need category exceed the total number of support needs households because people can have more than one category of support need.

8.12 The Local Authority areas with the largest proportions of households with support needs were Forest of Dean (20.0%) and Gloucester (18.8%). Not all support needs categories showed the same distribution, although almost all were highest in Forest of Dean. In particular, the frail elderly category showed a relative focus on rural areas.

Table 8.1 Support needs categories							
Category	*Cheltenham*	*Cotswold*	*Forest of Dean*	*Gloucester*	*Stroud*	*Tewkesbury Borough*	*Gloucester-shire*
Medical condition	7.2%	7.4%	10.8%	10.0%	9.6%	8.4%	8.9%
Physical disability	6.0%	6.6%	9.8%	9.0%	7.2%	8.0%	7.7%
Frail elderly	3.5%	4.2%	5.7%	4.8%	4.4%	5.0%	4.5%
Mental health problem	1.9%	2.7%	4.4%	2.7%	2.7%	2.6%	2.7%
Sensory disability	1.5%	1.7%	2.4%	1.9%	1.6%	1.7%	1.8%
Learning difficulty	1.0%	1.6%	1.7%	1.9%	1.0%	1.8%	1.5%
Other	0.8%	0.4%	1.0%	0.7%	0.9%	0.7%	0.7%
Any support need	13.1%	14.3%	20.0%	18.8%	15.6%	15.4%	16.1%
No support needs	86.9%	85.7%	80.0%	81.2%	84.4%	84.6%	83.9%
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
	51,424	**37,233**	**34,806**	**49,853**	**47,784**	**34,845**	**255,945**

Source: Fordham Research Gloucestershire household survey (2009)

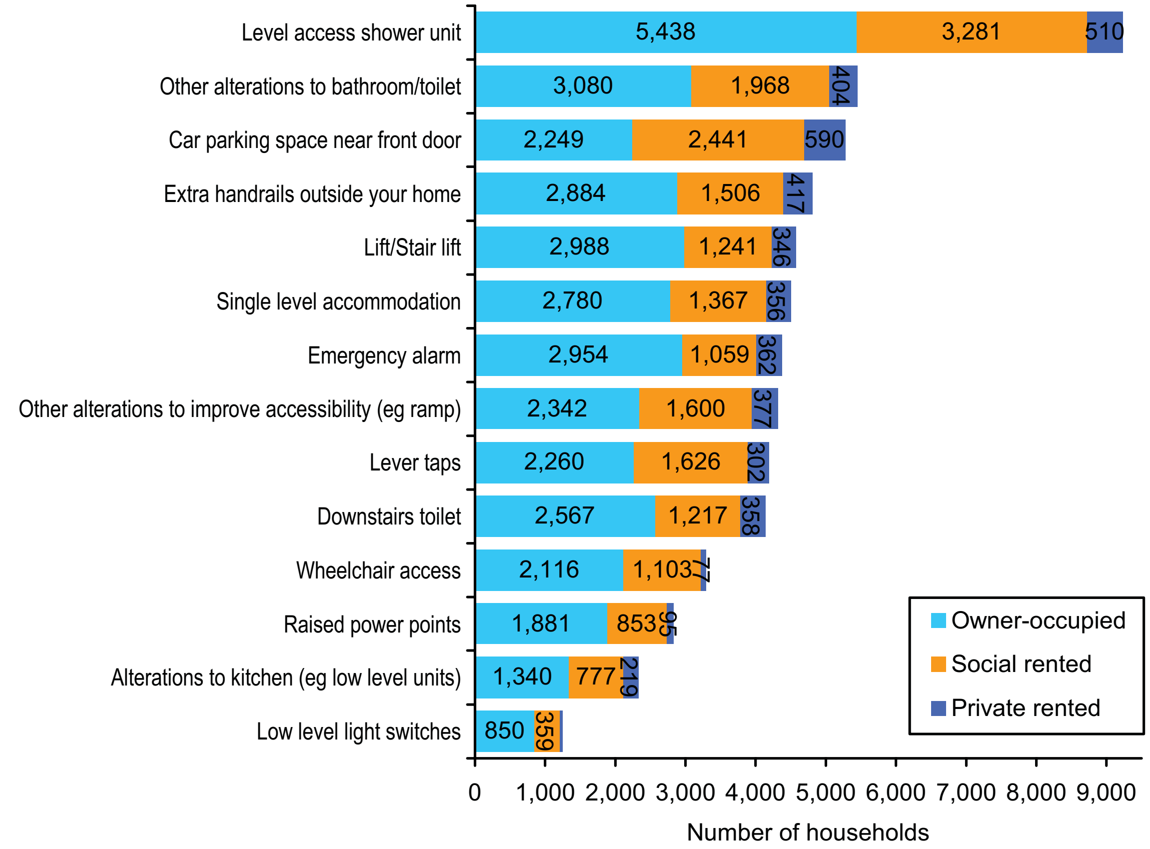
Requirements of support needs households

8.13 Those households with a member with support needs were asked to indicate if they needed access to additional services or improvements to their current accommodation and/or services. The chart below shows the requirements for improvements to current accommodation by tenure; although level access shower units were the most commonly requested improvement across all tenures except private renting (by a narrow margin), there is significant variation.

8.14 Unlike any other service, car parking space was more commonly requested for rented accommodation than by owner-occupation, and was the single most frequently requested improvement for private renters.

8.15 Other accommodation improvements which ranked higher for renters than owner-occupiers were alterations to improve accessibility (including ramps etc) and lever taps. Meanwhile, owner-occupiers tended to be more likely to request emergency alarms and downstairs toilets.

Figure 8.1 Support needs: improvements to accommodation by tenure

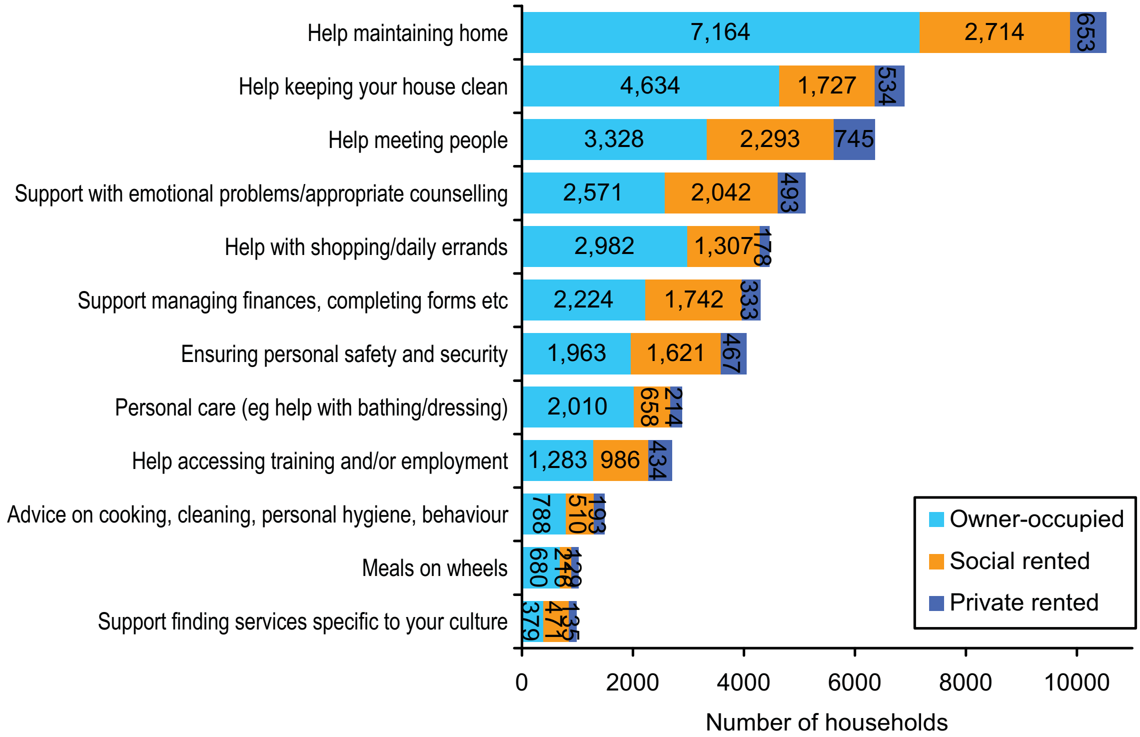


Source: Fordham Research Gloucestershire household survey (2009)

8.16 In addition, requirements for support services from such households were considered. While help maintaining the home was the most commonly requested service in both owner-occupied and social rented housing, for those in private rented housing help meeting people was most frequently requested.

8.17 Help keeping the house clean, help with shopping and personal care ranked more highly among owner-occupiers than those renting a property. Help ensuring personal safety and security, and help accessing training or employment were both more frequently requested by renters than owner-occupiers.

Figure 8.2 Support needs: improvements to support services by tenure



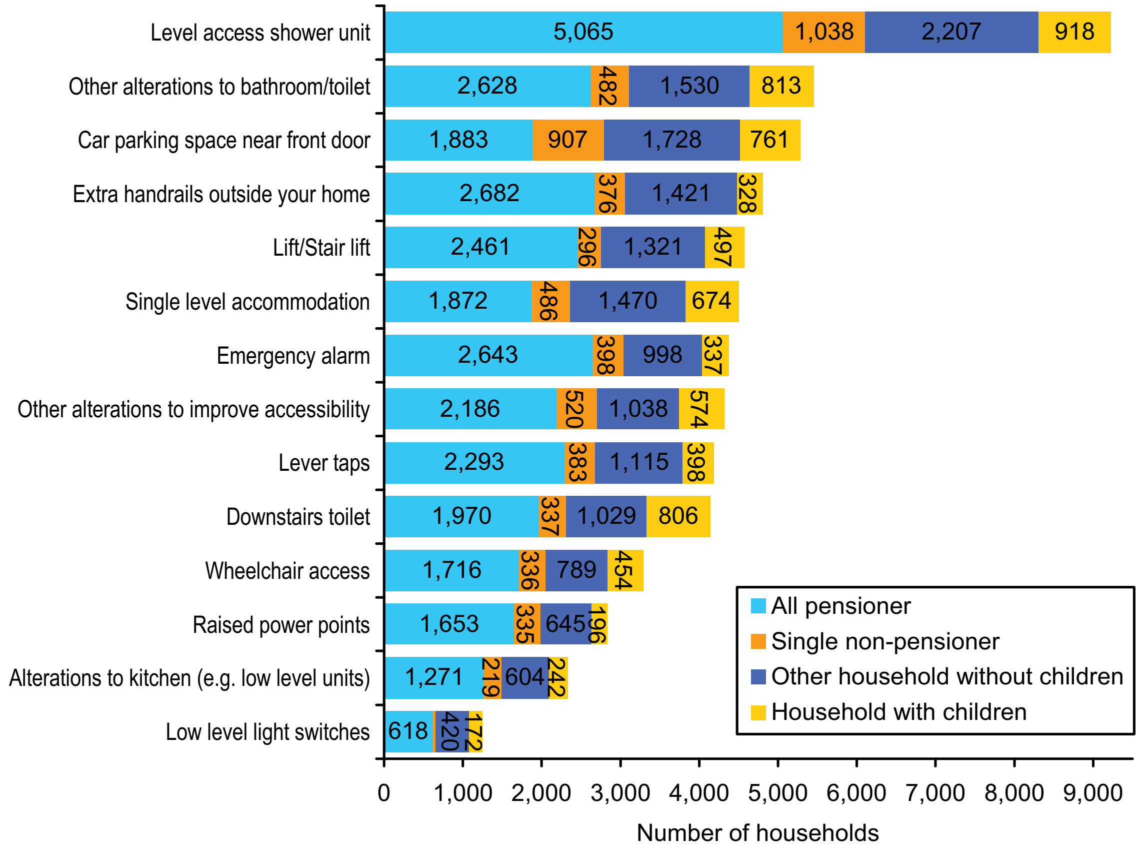
Source: Fordham Research Gloucestershire household survey (2009)

8.18 The chart below shows the requirements for improvements to current accommodation by broad household type; although level access shower units were the most commonly requested improvement across all household types, there is some variation.

8.19 Pensioner households made up a particularly large proportion of those requesting additional handrails and emergency alarm facilities. They were less likely to request parking space close to the dwelling, or single level accommodation, in the latter case most likely to be because a greater number already live in such accommodation.

8.20 Single non-pensioner and other households not containing children were more likely than average to request parking facilities close to their front door, and to request single level accommodation. Households with children were more likely than other household types to request a downstairs toilet or other alterations to the bathroom or toilet.

Figure 8.3 Support needs: improvements to accommodation by broad household type

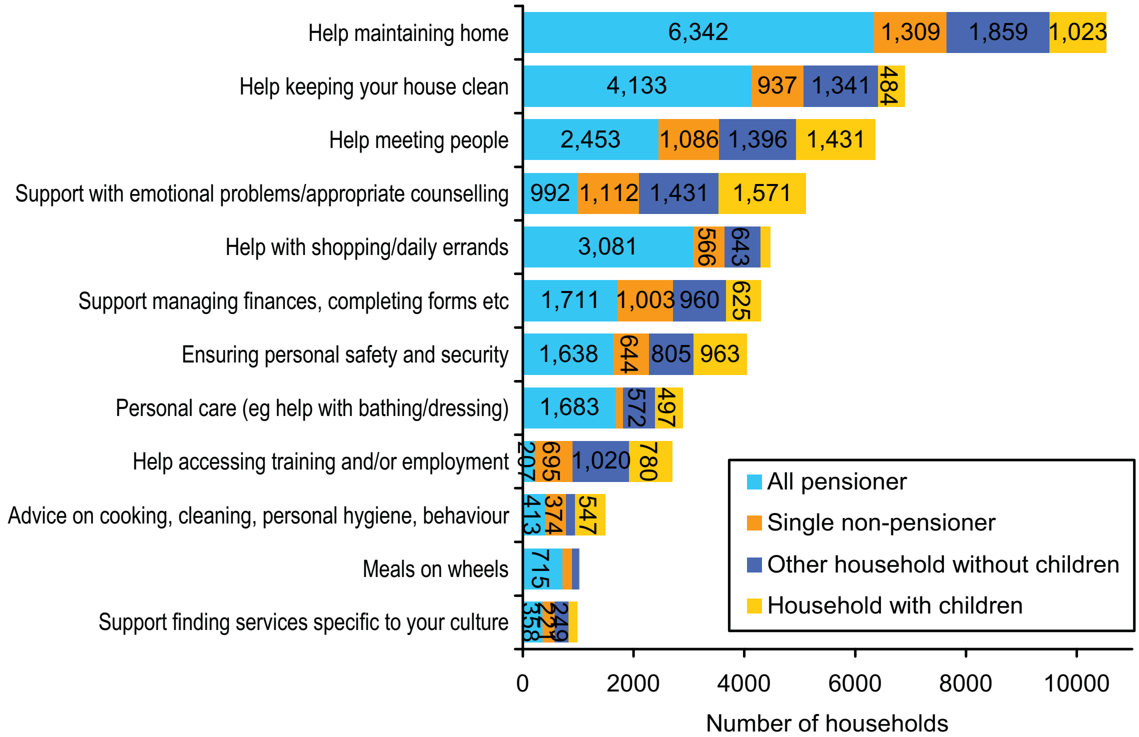


Source: Fordham Research Gloucestershire household survey (2009)

8.21 In terms of support services requested, there was more variation by household type. Help maintaining the home was the most frequently requested service for most household types, but households containing children were more likely to request support with emotional problems or help meeting people.

8.22 Pensioners made up a particularly high proportion of those requesting help keeping their house clean, help with shopping or Meals on Wheels.

Figure 8.4 Support needs: improvements to support services by broad household type



Source: Fordham Research Gloucestershire household survey (2009)

Carers

8.23 In total, 16,815 support needs households (40.8% of the County total) had a live-in carer. The table below shows the proportion of households with a live-in carer by support need type, provided here due to the increased accuracy of the data for the smaller groups (e.g. sensory disability) at County level; as can be seen the most likely to have a carer are those with learning difficulty, sensory impairment or mental health problem, while the least likely are the frail elderly.

Table 8.2 Support needs households with and without live-in carers

	Total with live-in carer	*Total with type of need*	*% with live-in carer*
Medical condition	10,011	22,696	44.1%
Physical disability	9,232	19,671	46.9%
Frail elderly	4,125	11,626	35.5%
Mental health problem	3,338	7,015	47.6%
Sensory impairment	2,259	4,532	49.9%
Learning difficulty	2,123	3,731	56.9%
Other	807	1,099	42.3%
Total	**16,815**	**41,191**	**40.8%**

Source: Fordham Research Gloucestershire household survey (2009)

8.24 The table below shows the alternative sources of support; these figures do not sum horizontally to 100% since some support needs households did not report accessing any external support services.

8.25 Overall, far more households with accessed support from family, friends or neighbours than from any other source. The exception to this was those with learning difficulties or mental health problems, who were almost equally likely to obtain support from family, friends or neighbours as from social services or a voluntary body. The most likely to rely on family, friends and neighbours were the frail elderly.

Table 8.3 Sources of care and/or support for support needs households

	Social services / Voluntary body	*Family / friend / neighbour*	*Other*
Frail elderly	16.7%	31.0%	4.0%
Medical condition	11.7%	25.2%	5.3%
Physical disability	14.6%	25.8%	5.6%
Learning difficulty	18.1%	18.1%	8.6%
Mental health problem	17.2%	18.6%	11.8%
Sensory impairment	17.2%	25.9%	7.4%
Other	17.5%	19.6%	12.8%
Total	**12.3%**	**23.0%**	**6.5%**

Source: Fordham Research Gloucestershire household survey (2009)

Older person households

8.26 Older people are defined for the purposes of this chapter as those aged 55 or over. For the analysis, households have been divided into three categories:

- Households where all members are under 55.
- Households with some members under 55, and some 55 or over.
- Households where all members are 55 or over.

8.27 About 38.7% of all households in Gloucestershire contain only over 55s, and a further 10.6% contain some over 55s. They tend to be more likely to live in rural areas, with households containing only over 55s making up just 33.5% of households in Gloucester and 35.8% in Cheltenham, compared to 43.8% in Cotswold. More information about this group can be found in the individual District and Borough reports.

Table 8.4 Older person households by Local Authority							
Category	*Cheltenham*	*Cotswold*	*Forest of Dean*	*Gloucester*	*Stroud*	*Tewkesbury Borough*	*Gloucester-shire*
No over 55s	55.8%	44.8%	46.3%	56.9%	47.3%	49.6%	50.7%
Some over 55s	8.4%	11.4%	12.4%	9.5%	11.7%	11.0%	10.6%
All over 55s	35.8%	43.8%	41.3%	33.5%	41.0%	39.4%	38.7%
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
	51,424	**37,233**	**34,806**	**49,853**	**47,784**	**34,845**	**255,945**

Source: Fordham Research Gloucestershire household survey (2009)

Key worker households

8.28 For the purposes of analysis key workers were defined as people working in any one of five categories. These were:

- Education
- Health Care
- Social Work
- Public administration
- Defence

8.29 The nature of the survey means that the key workers identified within the survey are those that are resident in the County. The data, therefore, includes key workers resident in the County who work outside its boundaries, and excludes key workers who work in the County but live outside. More information about this group can be found in the individual District and Borough reports.

8.30 In total it is estimated that 110,368 households (43.1% of all households) contain a key worker, and of those 84,725 are headed by a key worker. The table below shows their distribution in Gloucestershire.

Table 8.5 Households headed by a key worker, by Local Authority							
Category	*Cheltenham*	*Cotswold*	*Forest of Dean*	*Gloucester*	*Stroud*	*Tewkesbury Borough*	*Gloucester-shire*
Not employed	42.9%	45.5%	48.5%	42.1%	44.2%	44.5%	44.3%
Employed key worker	37.9%	29.4%	29.5%	33.8%	33.2%	32.5%	33.1%
Employed not key worker	19.2%	25.1%	22.0%	24.2%	22.6%	22.9%	22.6%
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
	51,424	**37,233**	**34,806**	**49,853**	**47,784**	**34,845**	**255,945**

Source: Fordham Research Gloucestershire household survey (2009)

BME Groups

Introduction and Groupings

8.31 The questionnaire contained a large number of ethnicity categories; not all of these yielded sufficient samples to draw meaningful conclusions, even at a County level. However, more detail can be provided at this level, breaking households down into five categories rather than the two or three possible at Borough or District level.

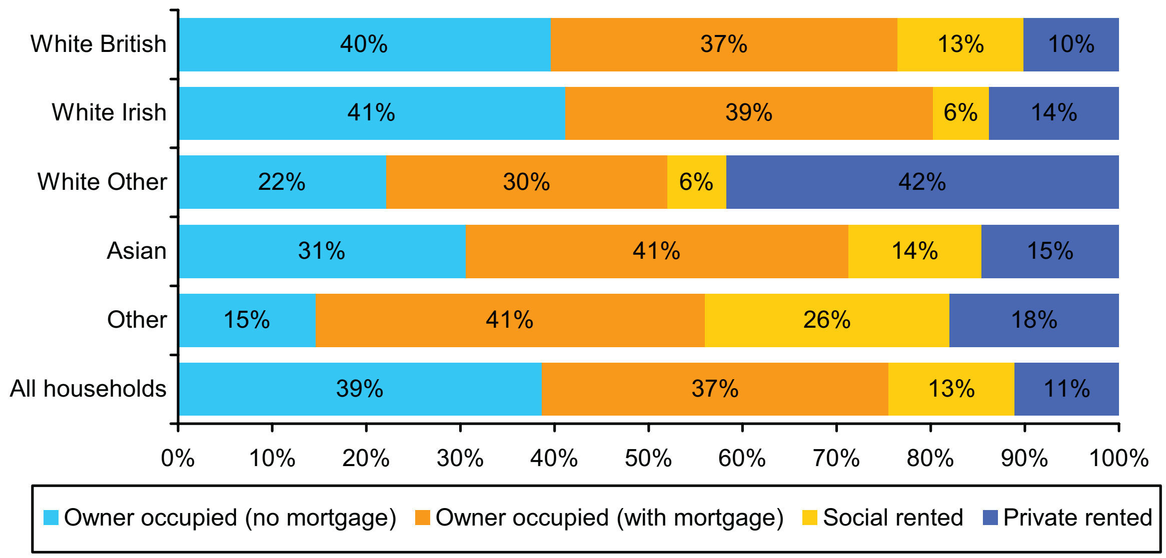
Table 8.6 Estimated numbers of households in each ethnic group, Gloucestershire

	Number of households	*Proportion of households*
White British	240,775	94.1%
White Irish	1,862	0.7%
White Other	6,243	2.4%
Asian	2,800	1.1%
Other	4,265	1.7%
Total	**255,945**	**100.0%**

Source: Fordham Research Gloucestershire household survey (2009)

8.32 The chart below shows the distribution of tenures in Gloucestershire for these five ethnic groups. As can be seen, the 'White Other' group are much more likely than other groups to live in private rented housing, and less likely to rent social housing. The non-White 'Other' group, however, tended to be more likely to live in social rented housing, and were only marginally more likely to rent privately. The 'Asian' group do not show any significantly different tenure distribution to the average.

Figure 8.5 Tenure by ethnic group



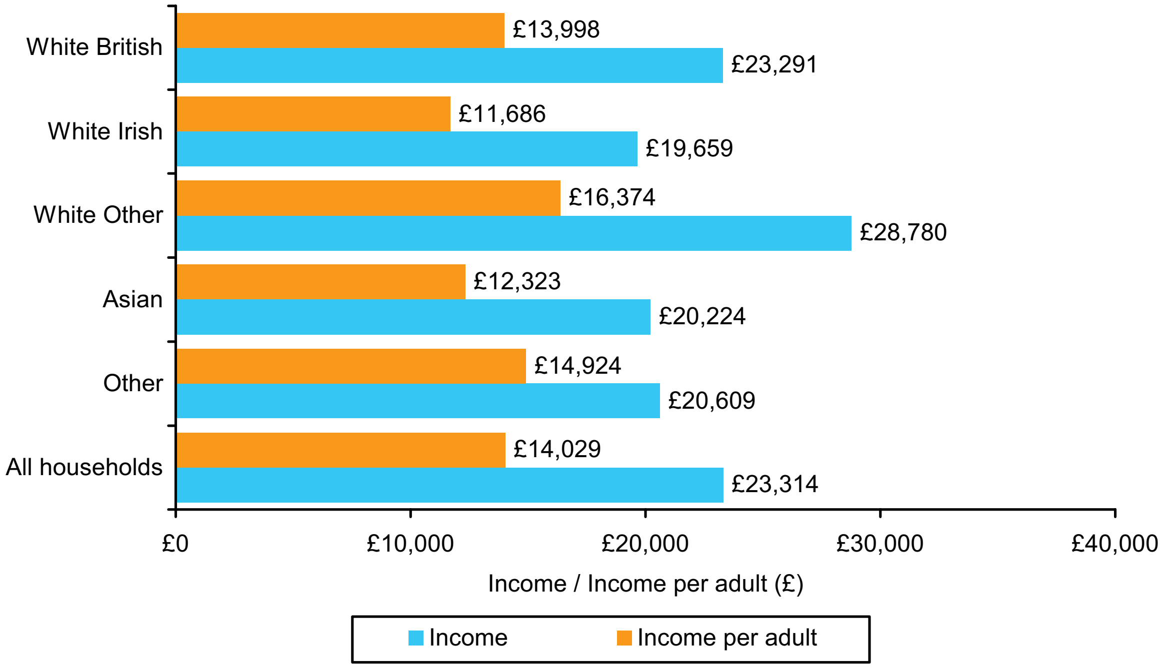
Source: Fordham Research Gloucestershire household survey (2009)

Economic situation and housing need

8.33 The chart below shows the incomes, both per household and per adult, of the BME groups compared to the rest of the population. Income per adult is included to adjust for varying household sizes between ethnic groups, which might otherwise give a misleading impression.

8.34 Overall the 'White Other' group are the most prosperous in terms of income, and the 'White Irish' group the least, closely followed by the 'Asian' group.

Figure 8.6 Median incomes by ethnic group



Source: Fordham Research Gloucestershire household survey (2009)

Housing need

8.35 The level of housing need according to the CLG model broken down by ethnic group is shown in the table below. As can be seen from comparing the third and fourth columns, most BME groups account for far more housing need than their proportion in the population. This applies particularly to the White Other and the non-White Other groups.

Table 8.7 Gross housing need by ethnic group				
	Total current housing need	*Total annual gross need*	*% of annual gross need*	*% of all households*
White British	5,448	6,115	84.4%	94.1%
White Irish	0	10	0.1%	0.7%
White Other	264	513	7.1%	2.4%
Asian	234	159	2.2%	1.1%
Other	305	449	6.2%	1.7%
Total	**6,251**	**7,246**	**100.0%**	**100.0%**

Source: Fordham Research Gloucestershire household survey (2009)

BME households by Local Authority

8.36 The table below shows the proportion of ethnic minority households in each authority. As a result of the small sample, the breakdown of individual groups given above cannot be extended to a Local Authority level. The highest proportion of households headed by someone in a BME group was found in Gloucester, at 10.1%, although the figure for Cheltenham was almost as high, at 7.6%.

Table 8.8 Households by ethnic group, by Local Authority							
Category	*Cheltenham*	*Cotswold*	*Forest of Dean*	*Gloucester*	*Stroud*	*Tewkesbury Borough*	*Gloucester-shire*
White British	7.6%	4.5%	2.6%	10.1%	4.8%	4.0%	5.9%
Other ethnic groups	92.4%	95.5%	97.4%	89.9%	95.2%	96.0%	94.1%
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
	51,424	**37,233**	**34,806**	**49,853**	**47,784**	**34,845**	**255,945**

Source: Fordham Research Gloucestershire household survey (2009)

Summary

8.37 This chapter focused on particular groups of interest to the Council within the population. It showed that:

Support needs Households

- There are an estimated 41,191 households (16.1%) in Gloucestershire with one or more members in an identified support needs group. Forest of Dean and Gloucester contained a particularly large number of households in these groups.
- The most frequently requested alterations to property were level access shower units, other alterations to bathrooms and toilets, and car parking space near to the front door. Car parking space was particularly an issue for those in rented housing and for younger support needs households.

- In terms of support services, the most frequently requested services were help with maintaining the home and help with keeping the home clean; both of these were requested particularly by older support needs households and owner-occupiers. Other household types were equally or more likely to request help meeting people, support with emotional problems or counselling.
- About 40.8% of support needs households had a live-in carer (including a family member), with this rising to about half among those with mental health problems, a sensory impairment or learning difficulties.
- Those with learning difficulties, mental health problems or a sensory impairment were the most likely to receive care or support from formal sources, while the frail elderly were more likely to rely on family, friends or neighbours.

Older Person Households

- Overall, 38.7% of households in Gloucestershire contain only older people and a further 10.6% contain both older and non-older people. Rural Districts and Boroughs contain many more older person households than urban areas.

Key Workers

- The survey estimates that 33.1% of households in Gloucestershire are headed by a key worker, and 43.1% contain a key worker. Key worker households made up the smallest proportion of households in Cotswold and Forest of Dean, the two most rural Local Authorities, and the largest in Gloucester and Cheltenham.

BME Groups

- The household survey gained sufficient responses to consider households in five groups at a County level, White British, White Irish, White Other, Asian and (non-white) Other.
- Nearly half of White Other households live in private rented housing, and few rent from the Council or an RSL. Of the non-white Other group, a higher proportion than average live in both social rented and private rented housing. The tenure distribution of the Asian group is not significantly different from average.
- The ‘White Other’ group were the most prosperous in terms of income, and the ‘White Irish’ and ‘Asian’ groups the least. All BME groups except ‘White Irish’ accounted for more housing need than their proportion in the population would suggest.

Glossary

Affordability

Affordability (or ability to afford) is a measure of whether households can access and sustain the cost of private sector housing. This can be assessed via mortgage or rental costs. Mortgage affordability is based on conditions set by mortgage lenders, usually using a standard mortgage multiplier of 3.5 times income. Rental affordability is defined as the total weekly outlay less than 25% of the household's gross weekly income, although this percentage may be varied.

Affordable housing

Affordable housing includes both social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should be at a cost which is below that of housing typically available in the open market and should be available at a sub-market price in perpetuity.

Annual need

The combination of the net future need plus an allowance to deal progressively with part of the net current need (the backlog of need).

Average

The term 'average' when used in this report is taken to be a mean value unless otherwise stated.

Bedroom standard

The bedroom standard is that used by the ONS General Household Survey and Survey of English Housing (SEH), and is calculated as follows: a separate bedroom is allocated to each cohabiting couple, any other person aged 21 or over, each pair of young persons aged 10-20 of the same sex, and each pair of children under 10 (regardless of sex). Unpaired young persons aged 10-20 are paired with a child under 10 of the same sex or, if possible, allocated a separate bedroom. Any remaining unpaired children under 10 are also allocated a separate bedroom. The calculated standard for the household is then compared with the actual number of bedrooms available for its sole use to indicate deficiencies or excesses. Bedrooms include bed-sitters, box rooms and bedrooms which are identified as such by respondents even though they may not be in use as such.

Concealed household

A household that currently lives within another household, but which has a preference to live independently.

Current need

Households in current need are those whose current housing circumstances fall below accepted minimum standards. This would include households living in overcrowded conditions, in unfit or seriously defective housing, families sharing, and homeless people living in temporary accommodation or sharing with others.

Demand

This refers to market demand for housing, rather than simply aspirations. For the purposes of this study, a household is only considered able to create demand for housing if they have both the aspiration to buy or rent that type of housing and the financial capacity to do so.

Financial capacity

This is defined as 3.5 times household income, plus savings and equity (the value of the property owned by owner-occupiers, typically the family home, net of mortgage). This provides an indication of the amount which the household concerned could afford to pay for housing.

Grossing up

Converting the numbers of actual responses in a social survey to an estimate of the number for the whole population. This normally involves dividing the expected number in a group by the number of responses in the survey.

Household

A household is defined as either one person living alone, or a group of people who have the address as their only or main residence, and who either share one meal a day or share a living room.

Household formation

The process whereby individuals in the population form separate households. ‘Gross’ or ‘new’ household formation refers to households which form over a period of time, conventionally one year. This is equal to the number of households existing at the end of the year which did not exist as separate households at the beginning of the year (not counting ‘successor’ households, when the former head of household dies or departs).

Housing market area

The geographical area in which a substantial majority of the employed population both live and work, and where most of those changing home without changing employment choose to stay.

Housing need

A household in housing need is defined as a household that lacks their own housing or lives in unsuitable housing and who cannot afford to meet their housing needs in the market.

Housing Register

A database of all individuals or households who have applied to a local authority or an RSL for a social tenancy or for access to some other form of affordable housing. Housing Registers, often called waiting lists, may include not only people with general needs but people with support needs or requiring access because of special circumstances, including homelessness.

Housing type

Refers to the physical built form of a dwelling, for example, a flat or a terraced house.

Income

The term 'income' can be taken to refer to gross household income exclusive of any housing-related benefits (but inclusive of all other benefits, pensions, dividends etc.) unless otherwise qualified.

Intermediate housing

PPS3 defines intermediate housing as '*housing at prices and rents above those of social rent but below market prices or rents and which meet the criteria set out above. These can include shared equity products, other low cost homes for sale and intermediate rent*.'

However, it should be noted that a subsidised product is not automatically considered to be intermediate housing, since it is possible for the cost of that product to be higher than entry level to the open market. It is also debatable whether a product (such as discounted market housing) can be described as 'intermediate' if it can be quickly resold on the open market at a higher value.

Intermediate rent

Intermediate rented accommodation in Cotswold is owned by RSLs and let at rents below market entry level, but above the rent level normally charged for social housing. It is aimed primarily at those who are not likely to be considered for social rented housing, but who cannot afford market rents.

Key workers

Nationally, key workers are usually defined as individuals in specific occupations considered critical for the smooth running of local infrastructure. Usually these are public sector workers, especially those in the emergency services, although there is no standard or universally agreed definition.

Low Cost Home Ownership

Low Cost Home Ownership is predominantly made up of shared ownership schemes, in Cotswold mainly provided under the New Build HomeBuy scheme. Low Cost Home Ownership schemes are intended to be below the cost of entry level market housing to buy, but not necessarily below market entry level for private rented property.

Lower quartile

The value below which one quarter of the cases in question fall. In relation to house prices, it means the price of the house that is one-quarter of the way up the ranking from the cheapest to the most expensive available in an area.

Mean

The mean is the most common form of average used. It is calculated by dividing the sum of a distribution by the number of incidents in the distribution.

Median

The median is an alternative way of calculating the average. It is the middle value of the distribution when the distribution is sorted in ascending or descending order.

Migration

The movement of people between geographical areas, usually measured as an annual number of households, living in one area at a point in time, who were not resident in that area one year earlier.

Net need

The difference between gross need and the expected supply of available affordable housing units (e.g. from the turnover of existing dwellings).

Newly arising need

Need generated by new households which are expected to form over a period of time and are likely to require some form of assistance to gain suitable housing, taken together with need generated by other existing households whose circumstances change over the period so as to place them in a situation of need (e.g. households losing accommodation because of loss of income, relationship breakdown, eviction, or some other emergency).

Overcrowding

An overcrowded dwelling for the purposes of this study is one which has fewer rooms than are required for the occupants according to the Bedroom Standard (see above).

Primary data

Information that is collected from a bespoke data collection exercise (e.g. surveys, focus groups or interviews) carried out for this study.

Random sample

A sample in which each member of the population has an equal chance of selection.

Relets

Social rented housing units which are vacated during a period and become potentially available for letting to new tenants.

Rounding error

Totals in tables may differ by small amounts (typically one) due to the fact that fractions have been added together differently. Thus a table total may say 2011, and if the individual cell figures are added the total may come to 2012. This is quite normal and is a result of the method of calculation; results are weighted to fit the estimated population and therefore an individual response to the survey will not normally be taken to represent an exact number of whole households. The usual practice is to use the stated total (in the above case 2011) rather than the figure of 2012 to which the individual figures sum. That is because the total will have resulted from a rounding <u>after</u> all the fractions are taken fully into account.

Sample survey

Collects information from a known proportion of a population, normally selected at random, in order to estimate the characteristics of the population as a whole.

Sampling frame

The complete list of addresses or other population units within the survey area which are the subject of the survey.

Secondary data

Existing information that has been collected for a different study or different purpose. For example, data from administrative systems and some research projects are made available for others to summarise and analyse for their own purposes (e.g. Census, Annual Business Inquiry).

SHMA (Strategic Housing Market Assessment)

The term SHMA drives from Government guidance suggesting that the 'evidence base' required for the good planning of an area should be the product of a process rather than a technical exercise.

Social rented housing

PPS3 defines social rented housing as '*rented housing owned by local authorities and Registered Social Landlords, for which guideline target rents are determined through the national rent regime, the proposals set out in the Three Year review of Rent Restructuring (July 2004) were implemented in policy in April 2006. It may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Housing Corporation as a condition of grant.*'

Stratified sample

A sample where the population or area is divided into a number of separate sub-sectors ('strata') according to known characteristics based, for example, on sub-areas and applying a different sampling fraction to each sub-sector.

Specialised housing

Refers to specially designed housing (such as mobility or wheelchair accommodation, hostels or group homes) or housing specifically designated for particular groups (such as retirement housing).

Support needs

Relating to people who have specific additional housing needs, for example associated with a disability or long-term illness.

Under-occupation

An under-occupied dwelling, for the purposes of this report, is one which exceeds the number of bedrooms required for the household according to the Bedroom Standard (see above) by two or more bedrooms. This is the standard definition used by the Survey of English Housing.

Unsuitable housing

Housing inhabited by a household for which it is deemed unsuitable due to a set of fixed criteria taking into account its size, type, design, location, condition or cost. An individual household can have more than one reason for being in unsuitable housing. A household in unsuitable housing is not considered to be in housing need unless it is also found to be unable to afford suitable housing in the market either to buy or to rent.

Abbreviations

BME - Black and Minority Ethnic
CLG - Communities and Local Government
CORE - Continuous Recording System (of RSL and local authority lettings)
HB - Housing Benefit
HMA - Housing Market Assessment **or** Housing Market Area
HMO - Household in Multiple Occupation
HSSA - Housing Strategy Statistical Appendix
LA - Local Authority
LCHO - Low Cost Home Ownership
LDF - Local Development Framework
LHA - Local Housing Allowance
NOMIS - National Online Manpower Information System
ONS - Office for National Statistics
PPS - Planning Policy Statement
RSL - Registered Social Landlord
SEH - Survey of English Housing

Appendix A1. Secondary Sources

List of sources

A1.1 Please note that all secondary sources marked as contributing to 'weighting' will have been taken into account, via the weighting process, in all calculations in the report based on primary data, including both the CLG and BHM (market balance) models.

Table A1.1 List of secondary sources used in the report

Source, publisher and year of publication		*Used in:*
Census	ONS (2001)	Weighting
CORE area reports	CORE (2008/09)	Chapter 2, CLG Model
Council Tax Register	Gloucestershire Councils (2009)	Sampling, Weighting
Details of properties advertised online	rightmove.co.uk (2009)	Chapter 2, CLG/BHM Models
Housing Strategy Statistical Appendix	CLG (2008)	Weighting, CLG Model
Land Registry data (adjusted)	CLG (2009)	Chapter 2
Land Registry data (raw)	Land Registry (2009)	Chapter 2
Mid-year ethnic group population estimates, 2001-2006	ONS (2006)	Weighting
P1E Returns (homelessness)	CLG (March 2009)	CLG Model
Secretary of State's Proposed Changes to the South West Draft Regional Spatial Strategy (RSS)	GOSW (2008)	CLG & BHM Models
Regulatory & Statistical Return (RSR)	HCA (2008)	CLG Model
Sub-national demographic projections, 2006 based	ONS (2008)	Weighting, BHM Model
Survey of English Housing (SEH)	CLG (2006/07)	Weighting, Chapter 3

Source: Fordham Research