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Planning. Design. Economics.

**Southern Staffordshire Districts  
Housing Needs Study and SHMA Update**

Final Report

Cannock Chase District Council  
Lichfield District Council  
Tamworth Borough Council

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## Executive Summary

### Introduction

Nathaniel Lichfield & Partners was appointed by the three southern Staffordshire Councils of Cannock Chase District, Lichfield District and Tamworth Borough to undertake a study into the Future Population, Household Projections and Housing Needs of the area.

The purpose of the study was to set out the potential scale of future housing requirements in the three districts, based upon a range of housing, economic and demographic factors, trends and forecasts. This sought to provide the Councils with evidence on the future housing requirements of their districts to help them plan for future growth and make informed policy choices through the development plan preparation process.

In addition to establishing the overall housing level associated with different scenarios, the study also appraised the level of affordable housing need. This involved a partial update of the two earlier Strategic Housing Market Assessments undertaken for the Councils. The affordable housing target was broken down by tenure, size and type, for each sub-housing market area, and identified the dwelling requirements of households with a variety of special needs.

### Approach

NLP's HEaDROOM model was used to identify locally generated housing requirements based upon an analysis of the housing, economic and demographic factors within the three southern Staffordshire Districts. Specifically, this involved using the PopGroup demographic forecasting tool, with a variety of inputs including 2008-based ONS population projections and comparable CLG household forecasts.

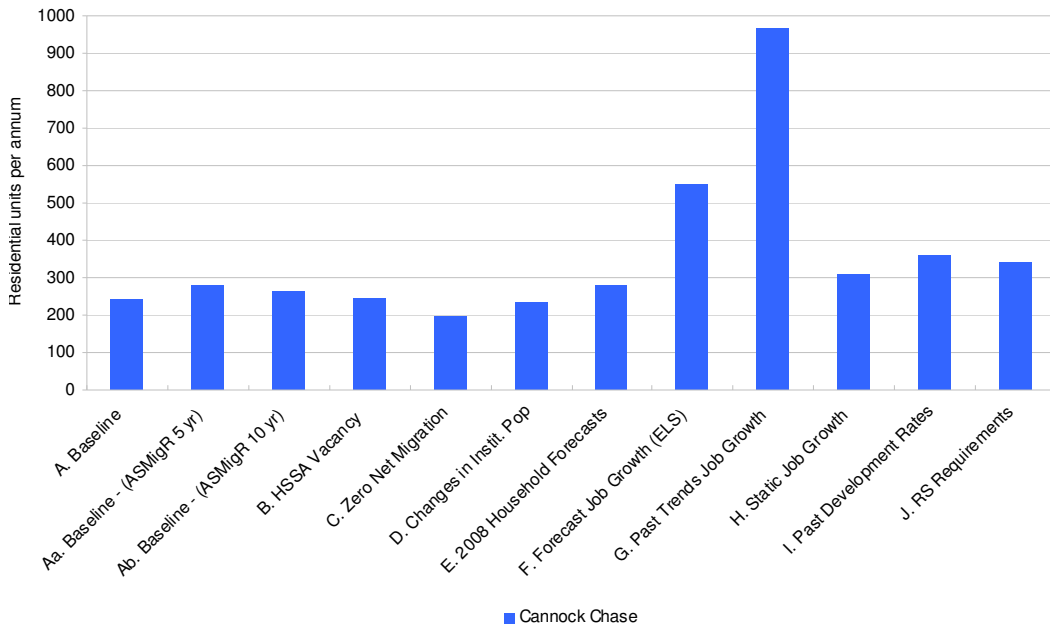
12 scenarios for future housing requirements were agreed with the three Councils as follows:

- 1 Demographic Factors (Scenarios A-E) – what projections of natural change, migration and headship rates will mean for future levels of household growth. This primarily involved undertaking a series of sensitivity adjustments to the PopGroup Baseline model run, as well as interpreting the 2008-based CLG household growth statistics for the area.
- 2 Economic Factors (Scenarios F-H) – what levels of housing are needed to sustain different estimates of employment change. This approach included taking forward job growth forecasts for the three districts as provided by Experian/GHK; and,
- 3 Housing Factors (Scenarios I-J) – how past trends of delivery are likely to be reflected in future household growth. This included analysing construction rates to identify what the market could potentially bring forward, as well as revisiting the RS housing requirements.

## Cannock Chase District Results

### Establishing a Gross Housing Requirement

The figure below presents the outputs from the demographic, economic and housing modelling scenarios as they relate to Cannock Chase District. The various forecasts range from a low of 197dpa based on Scenario C (Zero Net Migration), to the apparent anomaly of 969dpa based on Scenario G (Past Trends Job growth). There is a cluster around the 200-300dpa mark.



The demographic driver in the district is natural change, with births significantly exceeding deaths. Domestic inward migration, whilst an important factor, is less influential than elsewhere in southern Staffordshire, whilst the level of international migration has a minimal contribution to population growth going forward in the District.

Bringing the evidence together, it was considered that a narrow range of **250-280dpa** would be appropriate for Cannock Chase District over the plan period. This was based on the following considerations:

- 1 The **potential constraints on development** in Cannock Chase District are considerable, particularly with regards the number of environmental designations (most notably the Cannock Chase AONB, 2 SACs, 4 SSSIs, 2 LNRs and 1 Regionally Important Geological Site. In addition, around 60% of the District is designated Green Belt land. As a consequence, there are clear areas of strategic habitat, recreational and wildlife importance which will affect the ability of Cannock Chase District to accommodate substantial levels of housing development.
- 2 Alternatively, current levels of **infrastructure provision** are understood to be adequate to meet the District's aspirations as set out in the CS over the plan period.

- 3 The Cannock Chase **SHLAA Update** (2012) indicates that around 3,840 dwellings could be delivered in the district, with almost half of these being deliverable within the next 5 years. NLP's Mortgage Availability Index [MAI] assessment concluded that even allowing for a considerable slowdown in sales in many parts of Cannock District, there remained a reasonable supply of deliverable/developable dwellings over the period 2011 to 2026 which had a good prospect of delivery.
- 4 Cannock Chase's **SHMA update** identified a critical need of 197dpa. The figure of 250-280dpa allows some scope to address the current affordable housing shortfall and could provide between 38-42 affordable units per annum based on the CS requirement of 15% affordable homes on new sites.
- 5 The delivery of housing below 200dpa in Cannock Chase would potentially create major adverse **labour force implications** as there would be insufficient residents of working age to meet the District's aspirational job forecasts without substantial levels of in-commuting.

Of the 250-280 annual dwelling requirement, it was considered that around three quarters should be located in and around Cannock and Hednesford with the remainder in Rugeley, on the grounds that this figure would be reasonably consistent with the current proportion of the District's population, past delivery rates and housing supply. The presence of a number of development constraints (such as a tightly defined Green Belt and weak accessibility) restricts opportunities to 'over provide' in either sub-area.

### **SHMA Update**

Sections 6.0–8.0 provide a partial update to the West Midlands C3 Housing Market Area SHMA (2008) as it relates to Cannock Chase District. Based on an analysis of the Household Survey results, revised CLG household projections, Housing Register and recent CORE/HSSA data, the update concluded that there was a net annual need for 197 affordable homes per annum in Cannock Chase.

Expressing this net affordable housing need as a proportion of the total housing requirement would indicate affordable housing targets of between 70% and 79% for Cannock Chase, which are clearly not viable. In setting affordable housing delivery targets therefore, CCDC will need to establish a balance between the housing need requirements identified in this report and the viability of delivery through the Local Plan process.

Based on the quantitative need modelling against residents' aspirations, viability and the characteristics of the existing stock, the following **market housing sizes** are required in Cannock Chase: 5% 1 bed flat; 40% 2 bed flat/house/bungalow; 40% 3 bed house/bungalow; 15% 4 bed house.

For **affordable dwellings**, the comparable figures are: 63% 2-bedroom; 24% 3-bedroom and 13% 4-bedroom + (stripping out the negative requirement for 1-bedroom provision).

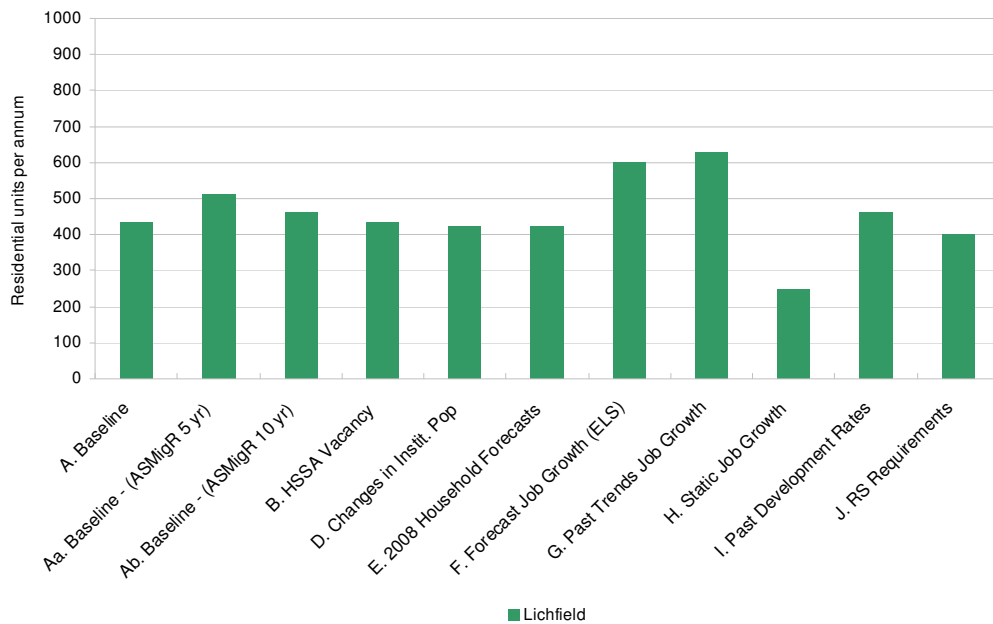
The recommended percentage **split for social rent/affordable rent/intermediate affordable housing**, based on an assessment of affordability, suggests a split of 80% social rented: 10% affordable rented: 10% intermediate tenure in Cannock Chase District.

In relation to the new **Affordable Rent Model**, Cannock Chase has a high proportion of households unable to afford social rents without benefits (63% of those households unable to afford to access market housing). Examining the ability of households to afford 80% market rents, an estimated more than four-fifths of households in need (i.e. unable to afford to access market housing) would be unable to afford 80% market rents. The proportion of households able to afford social rents but not affordable rents is 20%.

## Lichfield District Results

### Establishing a Gross Housing Requirement

The figure below presents the outputs from the demographic, economic and housing modelling scenarios as they relate to Lichfield District. The various forecasts range from a low of 249dpa based on Scenario H (Static Job Growth), to the high of 630dpa based on Scenario G (Past Trends Job growth). There is a cluster around the 400-500dpa mark.



The demographic driver in Lichfield District is domestic migration. The District is expected to experience very high levels of net in-migration under all of the scenarios (the zero-net migration scenario excepted), with net in-migration consistently around the 14,500 figure (c850 net in-migrants per annum). Clearly Lichfield will continue to be an attractive destination for a range of migrants (particularly those with greater levels of disposable income/seeking retirement) and this reality cannot be changed simply by restricting the supply of housing.

Bringing the evidence together, it was considered that a narrow range of **410-450dpa** would be appropriate for Lichfield District over the plan period. This was based on the following considerations:

- 1 As with Cannock Chase the **potential constraints on development** in Lichfield District are considerable, particularly with regards the number of environmental designations (most notably the SAC, the River Mease, 6 SSSIs, and a portion of the Cannock Chase AONB alongside a number of significant heritage assets. A substantial portion of the southern part of the District is also allocated Green Belt land which could affect the ability of Lichfield to accommodate significantly higher levels of housing development. Infrastructure constraints are less of an issue in Lichfield however, and it is understood that (some road capacity issues aside) current levels of infrastructure provision are likely to be adequate to meet the District's aspirations as set out in the CS over the plan period.
- 2 The Lichfield **SHLAA** (2011) indicates that around 24,205 dwellings could be delivered in the District, with around 14,400 of these being deliverable within the next 5 years. However, this has been calculated on the basis of 'policy off' considerations – excluding Green Belt sites would reduce this level to around 16,200 in total. NLP's MAI assessment concluded that whilst the decline in housing transactions in Lichfield was again substantial, the decline was well below the national, regional and County-average, indicating that the District remains a desirable residential location. It was considered that as a result of the District 'out-performing' the region as a whole, there remains a substantial viable supply of deliverable/developable dwellings within Lichfield over the period from 2011 to 2026.
- 3 Lichfield's **SHMA update** identified a critical need of 377dpa. The figure of 410-450 dpa allows some scope to address the current affordable housing shortfall and could provide between 164-180 affordable units per annum based on the draft CS's upper limit requirement of 40% affordable homes on new sites.
- 4 The delivery of housing below 100 units per annum in Lichfield would potentially create major adverse **labour force implications** as there would be insufficient residents of working age to meet the District's aspirational job forecasts without substantial levels of in-commuting.

Of the 410-450 annual dwelling requirement, it was considered that around 40% should be located in the City of Lichfield itself; 35% in Lichfield North; 15% in Burntwood; and the remaining 10% in Rural South and East, on the grounds that this figure would be reasonably consistent with the current proportion of the District's population, past delivery rates and housing supply. The presence of a number of development constraints (such as a tightly defined Green Belt) restricts opportunities to 'over provide' in the southern areas of the District and Burntwood in particular.

## SHMA Update

Sections 6.0–8.0 provide a partial update to the West Midlands C1 SHMA (2008) as it relates to Lichfield District. Based on an analysis of the Household Survey results, revised CLG household projections, Housing Register and recent CORE/HSSA data, the update concluded that there was a net annual need for 377 affordable homes per annum in Lichfield.

Expressing this net affordable housing need as a proportion of the total housing requirement would indicate affordable housing targets of between 84% and 92% for Lichfield, which is clearly not viable. In setting affordable housing delivery targets, LDC will need to establish a balance between the housing need requirements identified in this report and the viability of delivery through the Local Plan process.

Based on the quantitative need modelling against residents' aspirations, viability and the characteristics of the existing stock, the following **market housing sizes** are required in Lichfield: 5% 1 bed flat; 42% 2 bed flat/house/bungalow; 41% 3 bed house/bungalow; 12% 4 bed house.

For **affordable dwellings**, the comparable figures are 17% 1-bedroom; 43% 2-bedroom; 38% 3-bedroom and 2% 4-bedroom +.

The recommended percentage **split for social rent/intermediate affordable housing**, based on an assessment of affordability, suggests a split of 65% social rented: 15% affordable rented: and 20% intermediate tenure in Lichfield District.

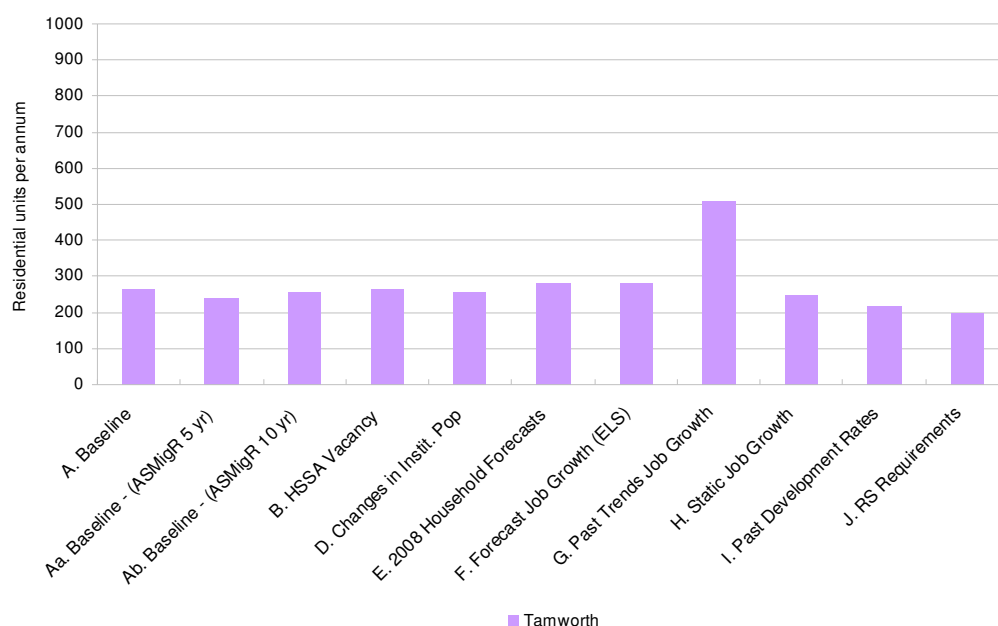
In relation to the new **Affordable Rent Model**, 48% of those households in Lichfield unable to afford to access market housing have insufficient income to be able to afford existing social rent without benefits. 66% of households in need are assessed as unable to afford 80% market rent. The proportion of households in Lichfield able to afford social rents but not affordable rents is 18%.

## Tamworth District Results

### Establishing a Gross Housing Requirement

The figure below presents the outputs from the demographic, economic and housing modelling scenarios as they relate to Tamworth Borough. The various forecasts range from a low of 200dpa based on Scenario J (RS requirements), to the apparent anomaly of 507dpa based on Scenario G (Past Trends Job growth). There is a cluster around 200-300dpa.

As with Cannock Chase, the demographic driver in the Borough relates to natural change, with births significantly exceeding deaths. Domestic inward migration, whilst an important factor, is less influential than elsewhere in southern Staffordshire, whilst the level of international migration has a minimal contribution to population growth going forward in the Borough.



Bringing the evidence together, it was considered that a narrow range of **240-265dpa** would be appropriate for Tamworth Borough over the plan period. This was based on the following considerations:

- 1 As one of the smallest local authority areas in the country, the **physical constraints** on housing development in Tamworth are significant even before consideration is taken of the varied range of natural assets of national and local value in the Borough, including a SSSI at Alvecote Pools; three Local Nature Reserves; and other wildlife and heritage designations.
- 2 The physical size of Tamworth Borough relative to its population and the extent of the Green Belt are major limiting factors on housing development.
- 3 The Tamworth **SHLAA** (2011) indicates that around 3,690 dwellings could be delivered in the district, with 1,071 of these being deliverable within the next 5 years. NLP's Mortgage Availability Index [MAI] assessment concluded that there was a relatively low level of viable supply of deliverable/developable dwellings within Tamworth over the period from 2011 to 2026, although it should be noted that this represents a snapshot in time and would change over the Plan period.
- 4 Tamworth's **SHMA update** identified a critical need of 183dpa. The figure of 240-265 dpa allows some scope to address the current affordable housing shortfall and could provide between 72-80 affordable units per annum based on the draft CS requirement of 30% affordable homes on new sites.
- 5 The delivery of housing below this level in Tamworth would potentially lead to a significant loss of economically active residents. This would impact negatively on economic growth aspirations through labour supply constraints and affordable housing need.

Of the 240-265 annual dwelling requirement, it was considered that around 15% should be located in each of Castle, Trinity & Walnecote, Belgrave, Glascote & Stonydelph, and Amington/Bolehall wards. The remaining 40% should be located in the Spital & Mercian wards which contain the Borough's proposed Anker Valley SUE, which will provide between 900 and 1,150 new dwellings alongside new community facilities and significant transport infrastructure improvements.

### SHMA Update

Sections 6.0–8.0 provide a partial update to the West Midlands C1 SHMA (2008) as it relates to Tamworth Borough. Based on an analysis of the Household Survey results, revised CLG household projections, Housing Register and recent CORE/HSSA data, the update concluded that there was a net annual need for 183 affordable homes per annum in Tamworth.

Expressing this net affordable housing need as a proportion of the total housing requirement would indicate affordable housing targets of between 69% and 76% for Tamworth, which are clearly not viable. In setting affordable housing delivery targets, TBC will need to establish a balance between the housing need requirements identified in this report and the viability of delivery through the Local Plan process.

Based on the quantitative need modelling against residents' aspirations, viability and the characteristics of the existing stock, the following **market housing sizes** are required in Tamworth: 4% 1 bed flat; 42% 2 bed flat/house/bungalow; 39% 3 bed house/bungalow; 15% 4 bed house. For **affordable dwellings**, the comparable figures are 9% 1-bedroom; 50% 2-bedroom; 32% 3-bedroom and 9% 4-bedroom +.

The recommended percentage **split for social rent/affordable rent/intermediate affordable housing**, based on the identified net requirements, suggests a split of 50% social rented: 25% affordable rented: and 25% intermediate tenure in Tamworth Borough.

In relation to the new **Affordable Rent Model**, Tamworth has the lowest proportion of households unable to afford existing social rents (14%). The proportion of households in need unable to afford 80% market rents is estimated to be 51%. Thus, despite Tamworth having the highest proportion of households in need being assessed as able to afford 80% market rent of the three authorities, the introduction of 80% market rents would have the potential to have the most significant affordability impact on Tamworth.



## 1.0 Introduction

- 1.1 Nathaniel Lichfield and Partners [NLP] was appointed in September 2011 by the three southern Staffordshire Councils of Cannock Chase District [CCDC], Lichfield District [LDC] and Tamworth Borough [TBC] to undertake a study into the Future Population, Household Projections and Housing Needs of the area.
- 1.2 The purpose of the study is to set out the potential scale of future housing requirements in the three districts based upon a range of housing, economic and demographic factors, trends and forecasts. This will provide the Councils with evidence on the future housing requirements of their districts to help them plan for future growth and make informed policy choices through the Local Plan process. The work also involves a partial update of the two Strategic Housing Market Assessments [SHMAs] covering the southern Staffordshire area (one for the C3 Central Sub Regional Housing Market Area [HMA] of the West Midlands, which included Cannock Chase and the Black Country authorities, and one for the C1 HMA covering Lichfield, Tamworth, Birmingham and Solihull 2007-08) in order to identify the requirements of specific groups.
- 1.3 This report summarises the outputs of the application of NLP's HEaDROOM framework to the three southern Staffordshire districts; the Mortgage Availability Index; and the partial SHMA update. HEaDROOM is NLP's bespoke framework for identifying locally generated housing requirements based upon an analysis of the housing, economic and demographic factors within an area.

## Background to the Study

- 1.4 This study will form a key part of the evidence base of the Councils' Local Plans and the achievement of their housing delivery aspirations. It will therefore need to provide a robust and credible evidence base to inform Core Strategy policies and be robust in terms of a Local Plan Examination in Public [EiP] or Planning Inquiries.
- 1.5 This report provides the findings of the HEaDROOM modelling work and the finalised Housing Needs and SHMA Update work. It will sit alongside (and subsequently inform) other evidence base documents such as Strategic Housing Land Availability Assessments [SHLAA], and Infrastructure Delivery Plans as well as other environmental and technical studies. It will assist the LPAs in formulating their spatial strategies and enable the three Councils to make the informed policy choices required for sound Local Plans.
- 1.6 The main project objectives for the study are:
- 1 To undertake a rigorous review of the housing requirement figure for Lichfield, Tamworth and Cannock Chase to inform the emerging Core Strategy in each local authority;
  - 2 To draw on all relevant available background evidence in order to derive a housing requirement figure which firmly establishes the 'right' level of

housing provision for the three Councils;

- 3 To ensure that the housing requirement is derived in a clear and easily understandable manner to both the professional and layperson; and,
- 4 To ensure that the housing requirement figure derived is defensible as each Council takes forward their Core Strategy to examination.

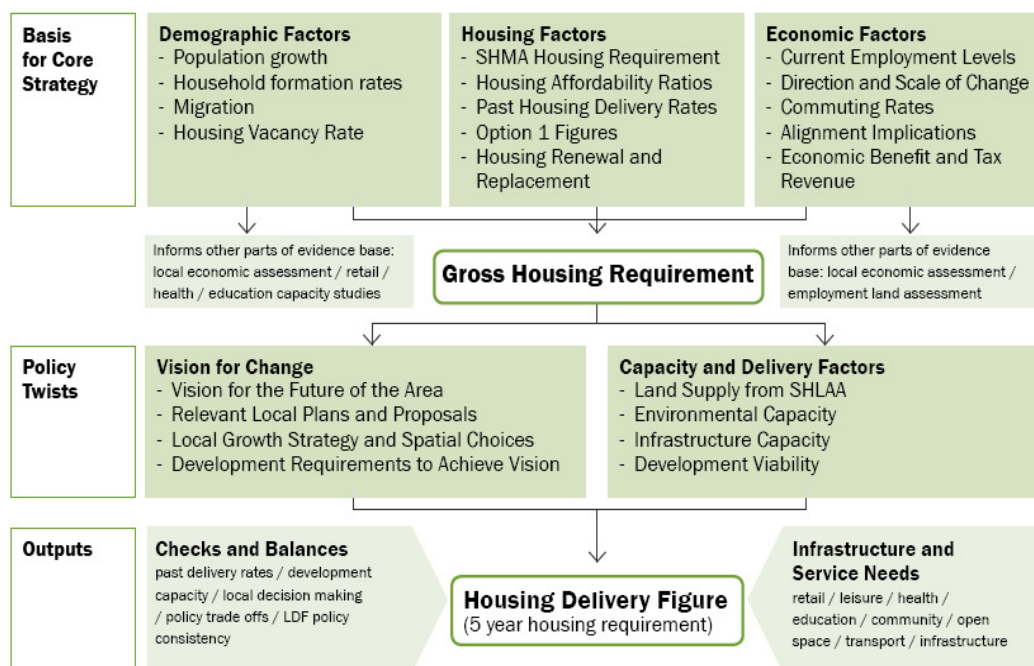
## Policy Obligation to Establish Housing Needs

- 1.7 The National Planning Policy Framework [the Framework] requires that local planning authorities should have a clear understanding of housing requirements in their area. They should prepare a SHMA to assess their full housing requirements, working with neighbouring authorities where housing market areas cross administrative boundaries. The SHMA should identify the scale and mix of housing and the range of tenures that the local population is likely to require over the plan period which;
- meets household and population projections, taking account of migration and demographic change;
  - addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as families with children, older people, disabled people, service families and people wishing to build their own homes); and
  - caters for housing demand and the scale of housing supply necessary to meet this demand [¶159].
- 1.8 The Framework makes it clear that each LPA should ensure that their Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals such as land prices to inform judgements about levels of demand [¶17].
- 1.9 It is clear that the Government's key housing objective is to increase significantly the delivery of new homes. To enable this, the Framework states that the planning system should aim to deliver a sufficient quantity, quality and range of housing consistent with the land use principles and other policies of the Framework. **LPAs should use an evidence-base to ensure that their Local Plan meets the full requirements for market and affordable housing in the housing market area**, including identifying key sites which are critical to the delivery of the housing strategy over the plan period [¶47].
- 1.10 To deliver a wide choice of quality homes and widen opportunities for home ownership, local planning authorities should:
- plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as families with children, the elderly and people with disabilities);

- identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand [¶50].

- 1.11 The Coalition Government’s policy approach to planning has been focused on applying principles of ‘localism’ to give LPAs greater autonomy in planning for housing, and in particular setting local housing requirements in their development plans. The Localism Act 2011 will enable the Regional Strategy [RS] to be rescinded and it will no longer form part of the statutory development plan.
- 1.12 The responsibility will therefore fall to LPAs to set housing requirement figures for their Local Plans. The Secretary of State has confirmed that local housing targets may be tested through the Local Plan process and local authorities will need to collect and use reliable information to justify housing supply policies.
- 1.13 At the present time there is no agreed approach for local planning authorities to follow in setting local housing requirements. In response, NLP has prepared HEaDROOM, a conceptual framework which provides a robust basis for defining the amount of housing that could be planned for through Local Plans.
- 1.14 The HEaDROOM framework is illustrated in Figure 1.1.

Figure 1.1 NLP HEaDROOM model



Source: NLP

- 1.15 At the heart of HEaDROOM is an understanding of the role of housing in ensuring that the future population of a locality can be accommodated and the extent to which housing plays a crucial role in securing the economic well-being of a local area. It seeks to take account of how the housing delivery figure is informed by and helps to support the achievement of an established vision for southern Staffordshire. The model involves the use of a variety of forecasting

techniques and analysis to avoid any over-reliance on 'predict and provide'.

- 1.16 In the context of a substantial shift in the planning policy agenda, which has exposed LPAs to a new requirement to establish a housing delivery figure for their area over the Local Plan period, the framework provides the basis for assembling and presenting evidence on local housing requirements in a transparent manner.

## Approach

### HEaDROOM

- 1.17 This report presents the findings of NLP's demographic analysis regarding the level of housing that would be appropriate for the Councils to plan for. Our analysis takes the form of a number of scenarios, the basis for which is set out in the relevant sections of the report. These scenarios are then set against the delivery and capacity factors facing the southern Staffordshire Districts using a review of the existing technical evidence base and also the policy choices available to the Councils when planning for the delivery of new homes.
- 1.18 The outputs of the study are identified for the period 2006 to 2028 to correspond with the time period of the Districts emerging Core Strategies and the West Midlands RS, although this is annualised across many data strands for ease of comparison.
- 1.19 For the scenarios where demographic modelling is necessary, NLP has used specialist demographic modelling and forecasting tool PopGroup to model future trends in demography, household and dwelling estimates. The PopGroup software is widely utilised by Local Authorities and County Councils.
- 1.20 It is important to note that HEaDROOM is dependent upon the availability of a wide range of existing data sources. Many of the modelled assumptions take account of datasets (particularly those demographically-driven) that are updated annually. It also relies on a number of older datasets which, due to reporting periods and data availability, represent the most recently available and/or most appropriate and robust data to use. It will be important to keep the analysis under review and to take account of emerging information as it arises as part of the evidence base informing the Councils' Local Plans.

### Affordable Housing

- 1.21 In addition to establishing the overall housing level associated with different scenarios, this study also seeks to appraise the level of affordable housing need. This assessment involves a partial update of the two earlier SHMAs undertaken for the Councils and draws upon a wide range of existing sources of data relating to:

- 1 The local housing market;
- 2 House prices and affordability issues;

- 3 The existing stock of affordable housing;
- 4 Anticipated future changes in the affordable housing stock; and,
- 5 Current and anticipated future levels of need for affordable housing.

1.22 The affordable housing target will be broken down by tenure, size and type, for each sub-housing market area. In particular, housing need is required to be identified for the following groups of residents:

- 1 Families with children;
- 2 Older people;
- 3 Households with specific needs (such as disabled people);
- 4 Minority and hard to reach households;
- 5 Rural communities;
- 6 First time buyers and young people; and,
- 7 Key workers and service personnel.

1.23 In setting this housing target by tenure, the brief also required NLP to consider the new affordable rent model and the ability of households across each district to pay up to 80% market rents. This required an analysis of the new affordable rent model and the identification of suitable rent thresholds for local authority and sub-areas having regard to local incomes, the mortgage market and the supply of private rented and affordable housing, including consideration of its likely impact on the supply and demand of social rented housing and its implications for households in need of affordable housing.

## Structure of the Report

1.24 The analysis in the report is set out under the following headings:

- a **Southern Staffordshire Context and Past Trends** (Section 2.0) – this reviews what has occurred previously in the three districts of southern Staffordshire and what the current position is, providing a baseline upon which to test potential future scenarios;
- b **Evidence for a Gross Housing Requirement** (Section 3.0) – this outlines the scenarios for possible dwelling requirements based on a range of housing, economic and demographic factors;
- c **Policy and Delivery** (Section 4.0) – this sets the gross housing requirements against the three Districts’ policy aspirations and the deliverability of housing levels given identified constraints including infrastructure, land supply and the Mortgage Availability Index analysis;
- d **Defining a Local Housing Requirement** (Section 5.0) – this draws the quantitative analysis together with a review of policy, viability and capacity issues in order to identify the potential housing requirements. It also outlines the further work that may be required in building upon this technical assessment to arrive at a final housing figure;
- e **Affordable Housing Need** (Section 6.0) – taking account of the existing

backlog of affordable housing need and the level of affordable housing that is expected to emerge within the local community, this section sets out the findings of our analysis relating to the assessment of affordable housing needs in southern Staffordshire;

- f **Supply of Affordable Housing** (Section 7.0) – taking into account the existing stock of affordable housing, as well as the potential future affordable housing stock;
- g **Assessment of Net Affordable Housing Requirement** (Section 8.0) – identifies the total and annual affordable housing requirements of the three districts, by type, size and tenure and for a range of special needs groups;
- h **Key Issues for Future Housing Policy** – (Section 9.0) considers the impact of the new affordable rent model and the ability of households across the three districts to pay up to 80% market rents;
- i **Housing Need by Size, Type and Sub-Area** (Section 10.0) - provides a more detailed analysis of the requirements split by size and type, and at a sub-housing market level;
- j **Conclusions and Recommendations** – (Section 11.0) summarises the report and outlines the suggested housing requirements and policy and delivery factors. It will also draw conclusions on the potential scale of housing requirement for the period 2006-2028, by type, size and tenure, in the form of a preferred option (with a discussion of the rationale and risks associated with it and an upper and lower range). This will be broken down into sub-areas.

1.25

The appendices set out the relevant assumptions used for the demographic modelling and also provide a technical guide to the approach adopted.

2.0

## Southern Staffordshire Context and Trends

### Introduction

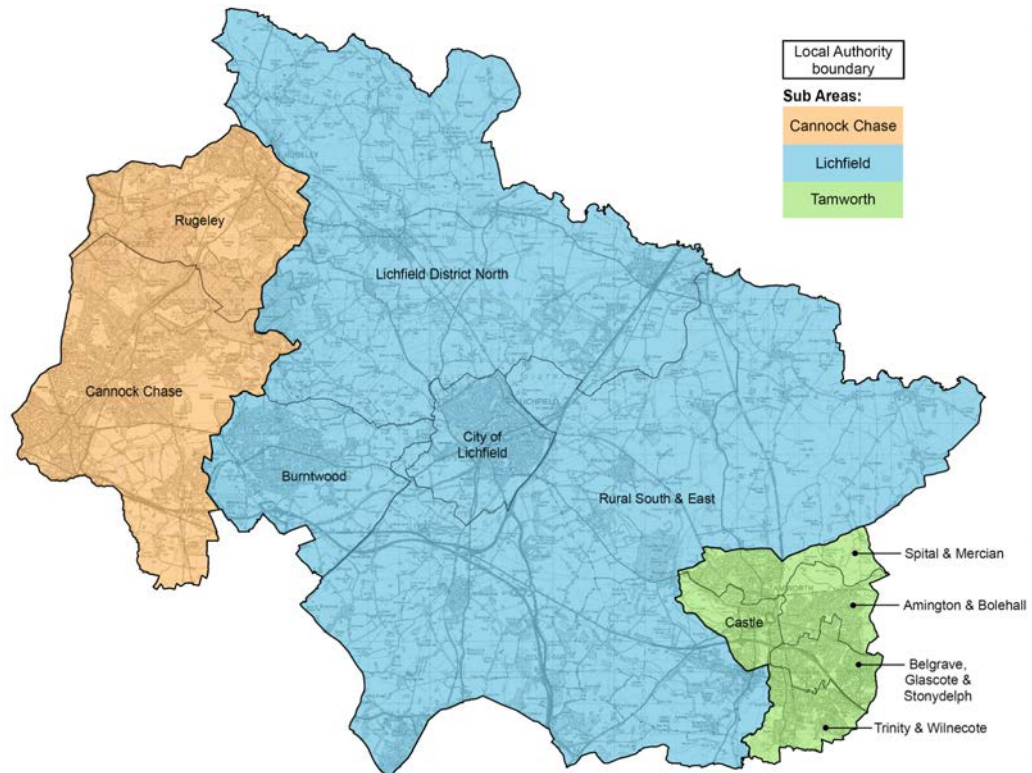
2.1

The southern Staffordshire districts of Cannock Chase, Lichfield and Tamworth contain a number of urban settlements and small villages set within attractive countryside, much of which is protected by environmental designations (Cannock Chase AONB) or planning policy constraints (Green Belt). Tamworth is the largest settlement, containing around 76,000 residents in 2010<sup>1</sup>, compared to around 58,675 in Cannock and Hednesford; 31,070 in Lichfield; 29,540 in Burntwood; and 24,060 in Rugeley.

2.2

All three LPA areas have been under sustained pressure for housing development in recent years, with particularly strong drivers being out-migration from the West Midlands conurbation. Cannock Chase has traditionally had stronger ties with the Black Country, whilst Lichfield and Tamworth have closer links with Birmingham to the south. For the purposes of the study, housing need has been assessed at both District and sub-area level (as illustrated in Figure 2.1), with the boundaries agreed with Council Officers and where appropriate, matching the West Midlands C1/C3 SHMAs undertaken in 2008.

Figure 2.1 Sub-Areas within Cannock Chase, Lichfield and Tamworth



Source: NLP

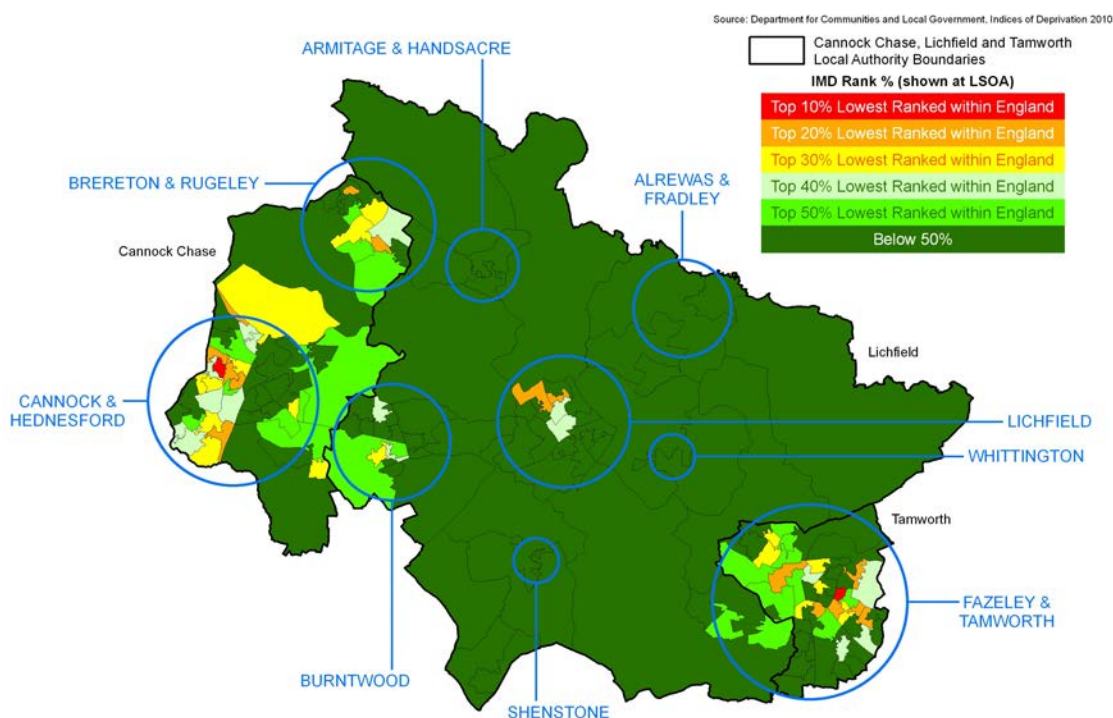
<sup>1</sup> Source: ONS mid-year population estimates, June 2010

## Challenges

2.3

Southern Staffordshire has relatively low levels of deprivation; indeed, Lichfield is one of the least deprived Districts in the West Midlands, with a ranking of 237<sup>th</sup> out of 326 in the English Index of Multiple Deprivation (2010). Both Tamworth (140<sup>th</sup> most deprived, ranked by average score) and Cannock Chase (128<sup>th</sup>) have higher levels of deprivation with particular pockets in the Glascote Heath area of Tamworth and Chadsmoor in Cannock. There are even isolated pockets of deprivation in Lichfield, specifically to the north-west of Lichfield town. Deprivation is less of a problem in the surrounding rural areas and small villages, particularly around Lichfield as can be seen in Figure 2.2.

Figure 2.2 IMD 2010 Southern Staffordshire Districts



Source: CLG / NLP analysis

2.4

Whilst in general the southern Staffordshire Districts are relatively affluent and remain an attractive place to live and work, there remain some real challenges in delivering growth as a result of current market conditions. This includes consideration of:

- 1 Delivery of low cost housing to tackle affordability problems associated with affluence in the area, particularly in and around Lichfield, which has some of the highest house prices in the West Midlands;
- 2 Environmental constraints associated with nature and landscape constraints, including the Cannock Chase AONB, flood plains and Green Belt;
- 3 An ageing population placing increased demands on certain services;
- 4 The high levels of public sector employment and relatively few large private sector employers; and,



## 5 Future spending priorities are likely to mean less investment in infrastructure, particularly in transport.

- 2.5 This backdrop poses a number of challenges for estimating housing need and provision that should be taken into account in the study. This particularly relates to the role that good quality housing can play in tackling these issues as well as how it can improve the vitality and sustainability of the settlements in southern Staffordshire. The issues are discussed in further detail below.

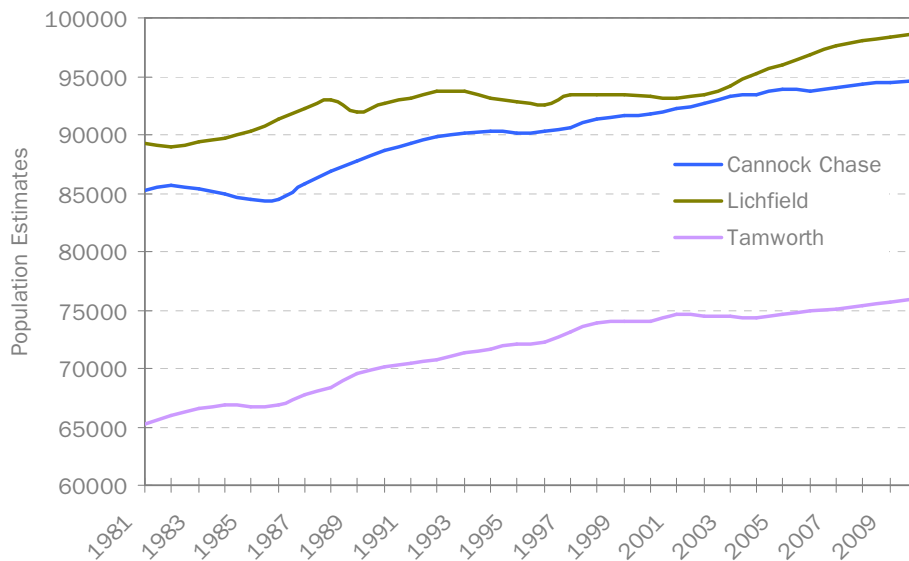
### Demographic Trends

- 2.6 A key driver of housing need within any given area is population change. Greater levels of population drive the need for housing and jobs to support it, alongside the full range of community and commercial services. As a consequence, a detailed understanding of how southern Staffordshire's population is likely to change is important to understand the future need for housing.
- 2.7 To assess the future demographic and economic pressures the three districts will face, it is important to understand past trends and the extent to which they may continue into the future, taking into account current circumstances. This provides the context for what may reasonably occur in the future and helps inform the development and testing of a number of scenarios.
- 2.8 Whilst past trends are useful, it is also important to acknowledge that those trends may themselves have been shaped by previous policy positions (e.g. migration associated with the scale of delivery of new housing) and therefore whilst they are a reasonable starting point, they may not reflect the implications of changing policy at national or local level.

### Population and Household Change

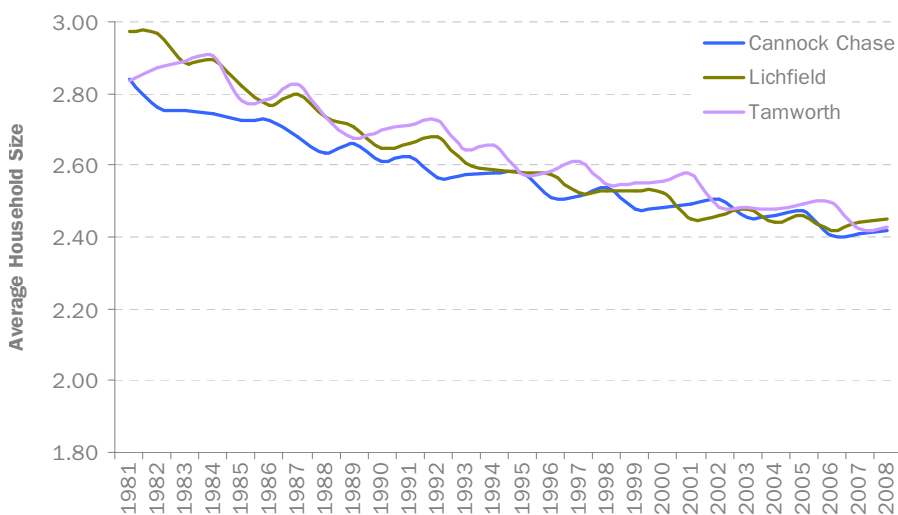
- 2.9 The resident populations of all three districts have risen steadily over the previous three decades. ONS mid-year population estimates identify an increase in population of 12% since 1981, a level of growth greater than the 5.2% seen by the wider West Midlands region over the same period. Population growth was particularly strong in Tamworth, which has seen a growth of over 10,800 residents since 1981 at a rate of 17%; population growth in both Lichfield and Cannock Chase was almost identical, at 11%. Population change has been generally upwards throughout the whole period, albeit with a slight flattening of growth, and even decline, in the mid-to-late-1980s in Cannock Chase and Lichfield. Lichfield has seen particularly strong growth since 2002 (see Figure 2.3).

Figure 2.3 Mid-Year Population Estimates for Cannock Chase, Lichfield and Tamworth Districts



Source: ONS Mid-Year Population Estimates 1981-2010

Figure 2.4 Average Household Sizes in Cannock Chase, Lichfield and Tamworth Districts 1981 to 2008

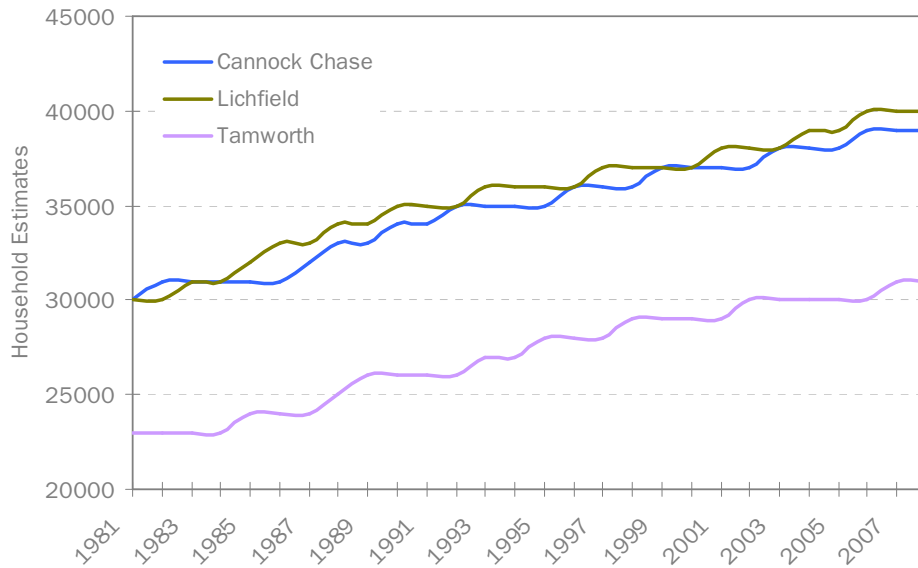


Source: ONS Mid-Year Population Estimates and CLG Household Estimates (Live Table 406)

2.10 The number of households has also increased, and at a faster rate, and as a result average household size has declined across the three districts, from 2.89 in 1981 to 2.43 in 2008, reflecting national trends towards smaller household sizes. Household size in Lichfield declined the most, from 2.97 residents per household in 1981 to just 2.45 in 2008. Household size declined from 2.84 to 2.42 in Cannock Chase and from 2.83 to 2.43 in Tamworth (see Figure 2.4).

2.11 There were 83,000 households across the three districts in 1981; 30,000 each in Cannock Chase and Lichfield, and 23,000 in Tamworth (see Figure 2.5). By 2008 this had grown by a third (32.5%), to 110,000 - an average increase of 1,000 households per annum - with growth rates highest in Lichfield (370 households p.a.) followed by Cannock Chase (333 p.a.) and Tamworth (296 p.a.).

Figure 2.5 CLG Household Forecasts for Cannock Chase, Lichfield and Tamworth Districts, 1981-2008



Source: CLG Household Forecasts (Live Table 406)

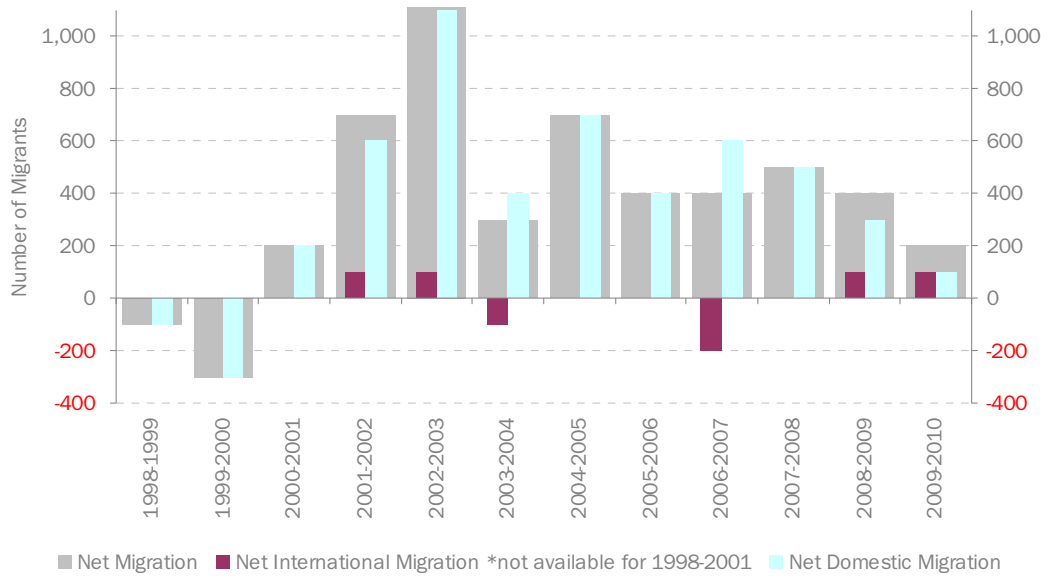
## Migration

2.12

Figure 2.6 illustrates past trends in net migration for the three districts in total, highlighting that each district has faced significant pressures from net in-migration (and specifically domestic migration) since the turn of the century, with levels of in-migration peaking at +1,100 net in-migrants in 2002/03. Since 1998/99, there has been a net gain of 4,600 residents due to migration, almost all of which relates to domestic migration as international migration has historically been very low in all three districts<sup>2</sup>.

<sup>2</sup> Domestic migration relates to migration between the three southern Staffordshire Districts and the rest of the UK, including to adjoining authority areas; this also includes cross border migration (i.e. migration between England, Wales, Scotland and Northern Ireland). International migration comprises migration into and out of three southern Staffordshire Districts from areas beyond the UK.

Figure 2.6 Net Internal and International Migration in Cannock Chase, Lichfield and Tamworth 1998-2010

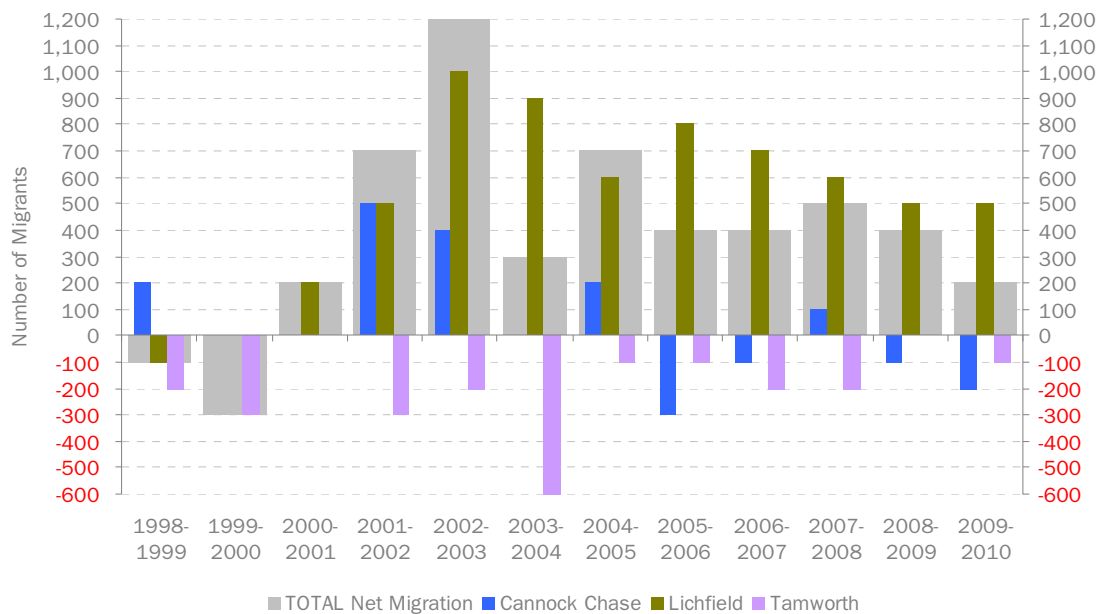


Source: ONS Migration Statistics - Note: 2009/10 Data is from the June 2011 published mid-year population estimates, which may be subject to revision.

2.13

However, this overall migratory picture conceals substantial differences between the three districts. Figure 2.7 indicates that whilst migration into Cannock Chase was largely neutral, Lichfield has had consistently high levels of net in-migration since 2001/02, peaking in 2002/03 when 5,600 people moved into the district with only 4,600 leaving (resulting in a net increase of 1,000 residents). In contrast, Tamworth has seen consistently high levels of net out-migration since 1998/99, peaking in 2003/04 when 3,300 residents moved out of the Borough with only 2,700 moving in.

Figure 2.7 Net Migration in Cannock Chase, Lichfield and Tamworth 1998-2010



Source: ONS Migration Statistics - Note: 2009/10 Data is from the June 2011 published mid-year population estimates, which may be subject to revision.

2.14

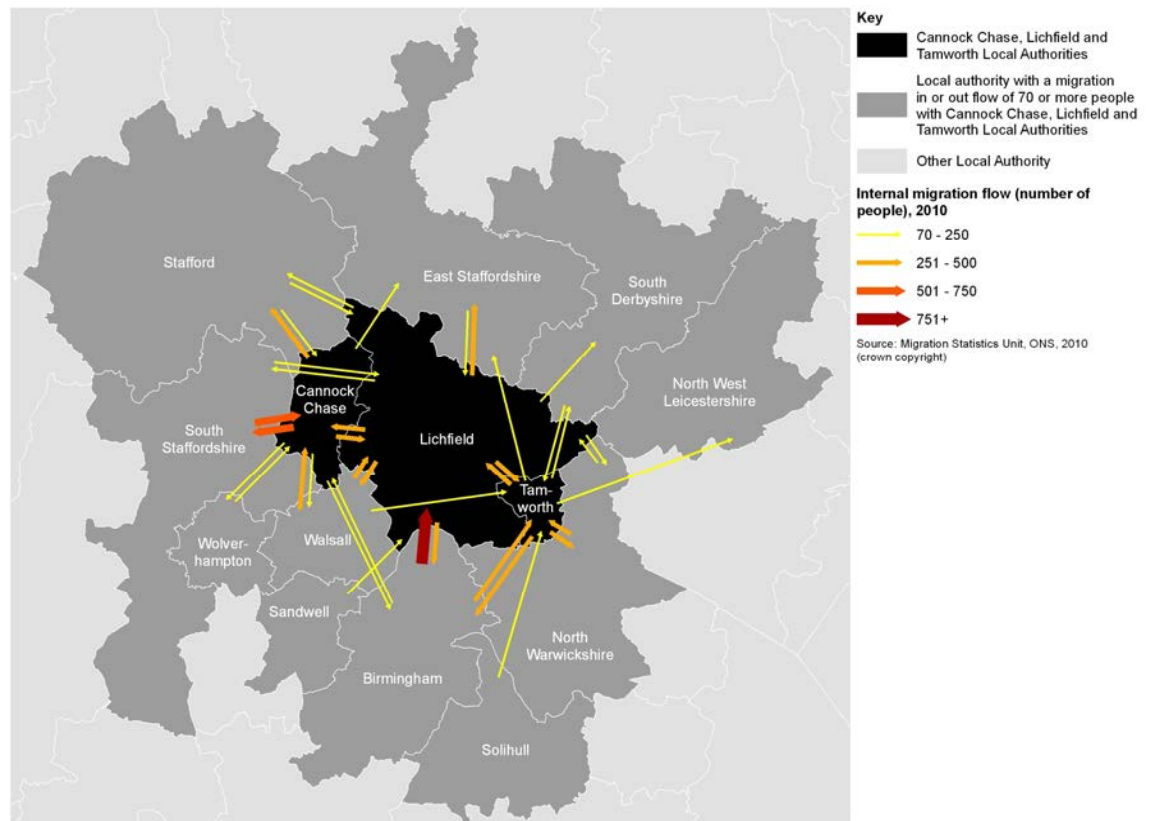
In general terms, past population growth of 10,260 in the three districts since

1999 has been driven by net in-migration in Lichfield, which totalled 6,200 over this period, and by natural change (i.e. the balance between births and deaths) in Cannock Chase and Tamworth.

2.15 When analysing migration trends and considering the implications for development in the three districts, it is important to take account of the origin and destination of migrants, particularly in the context of other LPA's plans and strategies, which could impact upon the ability of other areas to absorb out-migration from Cannock Chase, Lichfield and Tamworth. This is especially pertinent given the new 'duty to cooperate' between local authorities, to ensure joined up strategies and approaches to areas.

2.16 Figure 2.8 illustrates the origin and destination of domestic migration in 2010, showing that the strongest relationships are with the adjoining areas of Birmingham, Walsall, South Staffordshire and North Warwickshire. Of particular note are the movements between Birmingham and Lichfield - 780 people moved into Lichfield from Birmingham in 2010, 18% of all in-commuters to the district, with only 440 moving in the opposite direction - and between Cannock Chase and South Staffordshire (520 into Cannock Chase, with 560 moving out to South Staffordshire). There are reasonably strong 2-way internal migration movements between Cannock Chase and Lichfield and between Tamworth and Lichfield (although very few movements to/from Cannock Chase and Tamworth).

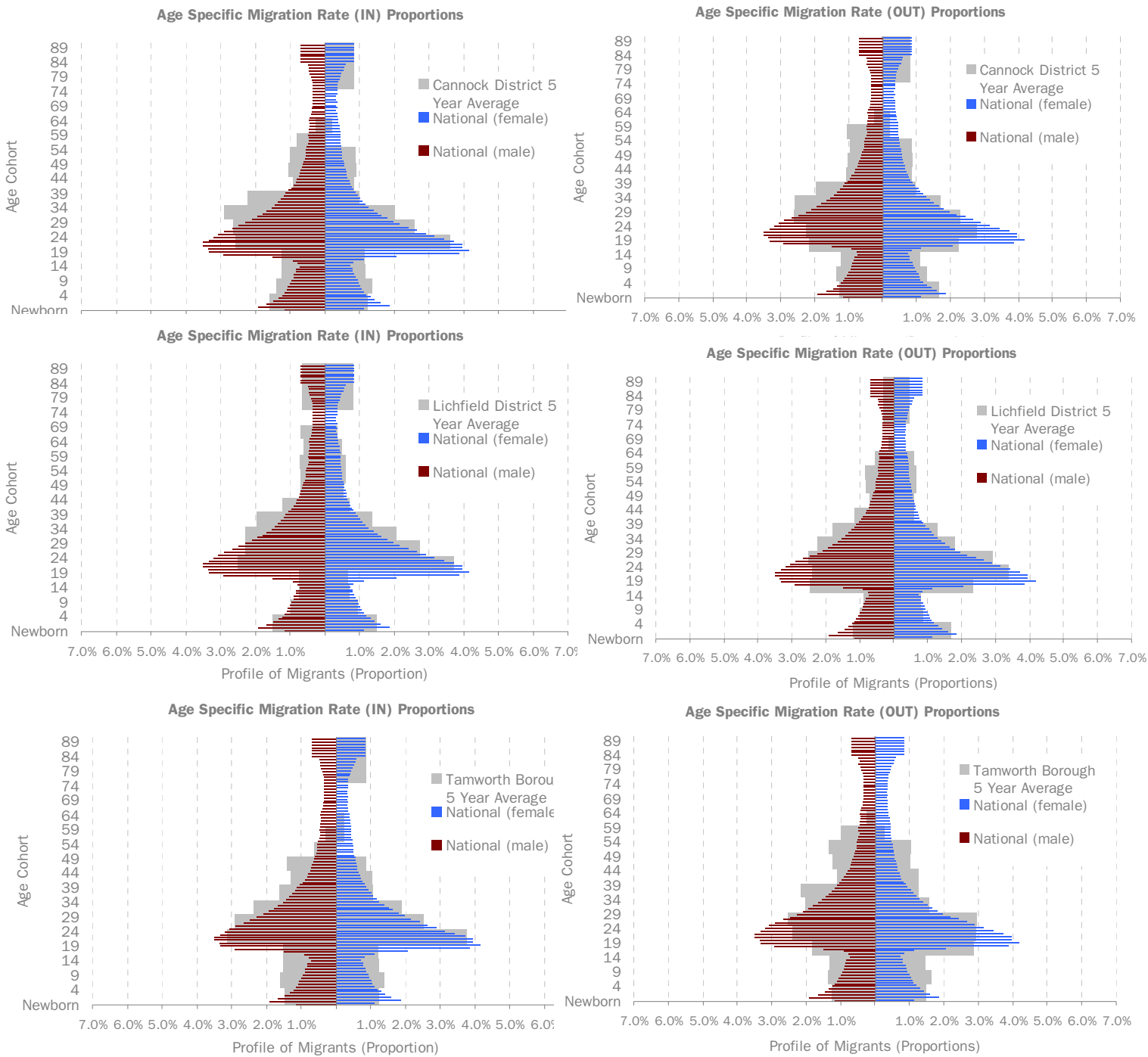
Figure 2.8 Internal domestic migration flows to and from Cannock Chase, Lichfield and Tamworth, 2010



Source: ONS / NLP analysis

- 2.17 Migration does not just have an impact in total population terms; it affects the make-up of that population. People have different propensities to migrate at different ages, and, combined with, for example, a specific propensity to migrate, even a balanced net-position (e.g. where in and out-migration is broadly equal) can have a significant knock on effect on the rates of fertility, mortality and household formation across the whole population.
- 2.18 Looking at domestic migration only, and the gross flows of people moving out of or into the three districts to/from the UK, we can analyse the propensities of different age groups to migrate either into or out of Cannock Chase, Lichfield and Tamworth.
- 2.19 Figure 2.9 indicates that the age profile of domestic migration for the three districts have broadly similar characteristics to the national picture, with a higher propensity to migrate among age cohorts in their 20s and early 30s, meaning that the majority of in and out-migration has come from these age groupings. However, there are differences, particularly for Cannock Chase and Tamworth. With regards the former, there are more male migrants leaving the district in their 30s, 40s and 50s compared to the national average, with very few migrants either leaving or moving into the district aged 60+.
- 2.20 In Tamworth Borough, a high proportion of male residents leave the Borough between the ages of 34 and 59, as well as children aged between 9 and 14, relative to the national average. There are also a substantial proportion of women in late-middle age moving out of the Borough. This could suggest that more established families are moving out of the Borough to surrounding rural areas once they can afford to do so. Lichfield could be one of the destinations, as the figure demonstrates that the District has a relatively high proportion of in-migrants over the age of 34.

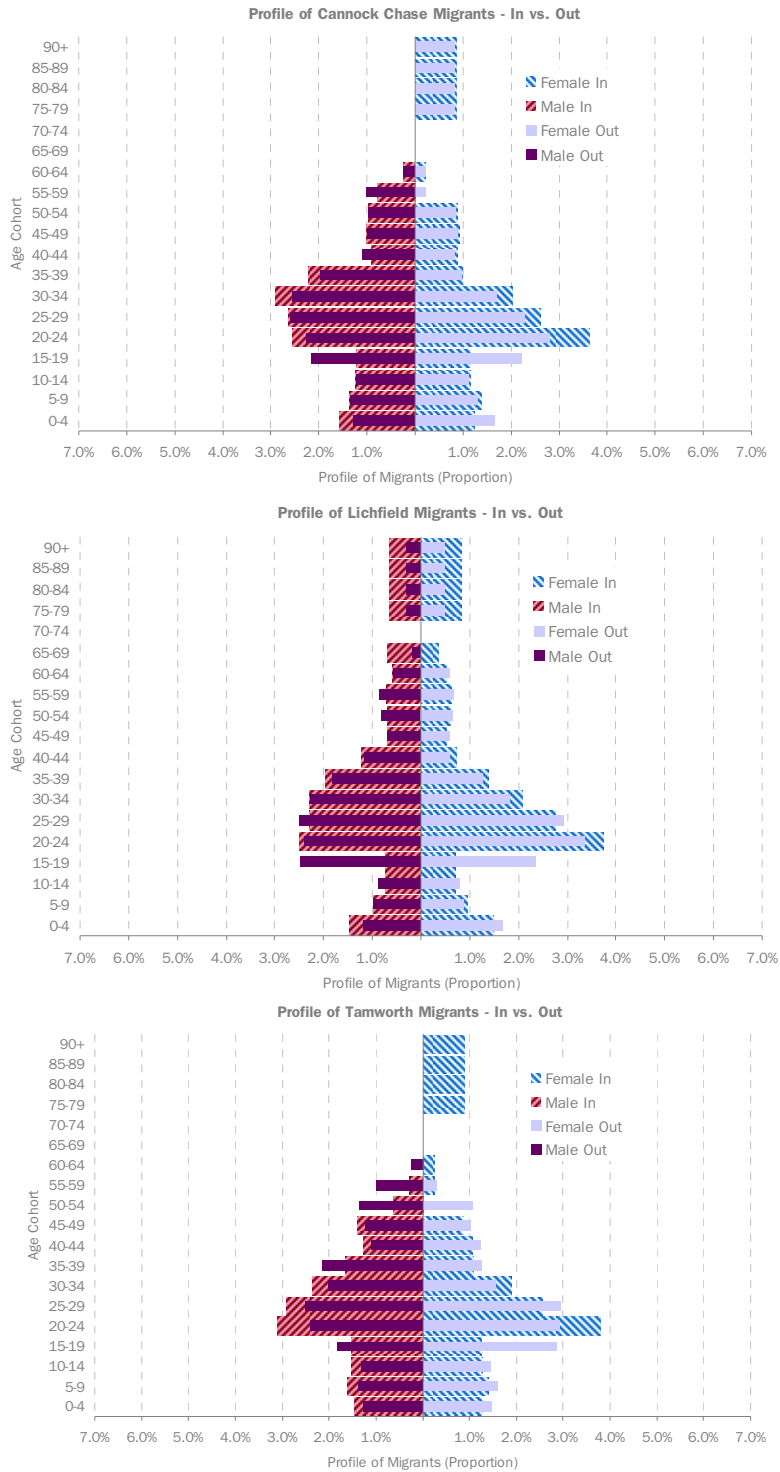
Figure 2.9 Age Profile of Migrants for the three districts of Cannock Chase, Lichfield and Tamworth



2.21

These population churn dynamics are illustrated in Figure 2.10, which combines the age profile of domestic migrants moving into the three Districts with the age profile of those moving out (split by gender). This demonstrates the extent to which recent migration patterns has helped to shape the structure of the local population.

Figure 2.10 Profile of Domestic Migrants in and out of Cannock Chase, Lichfield and Tamworth



Source: ONS Migration Statistics 2006-2010

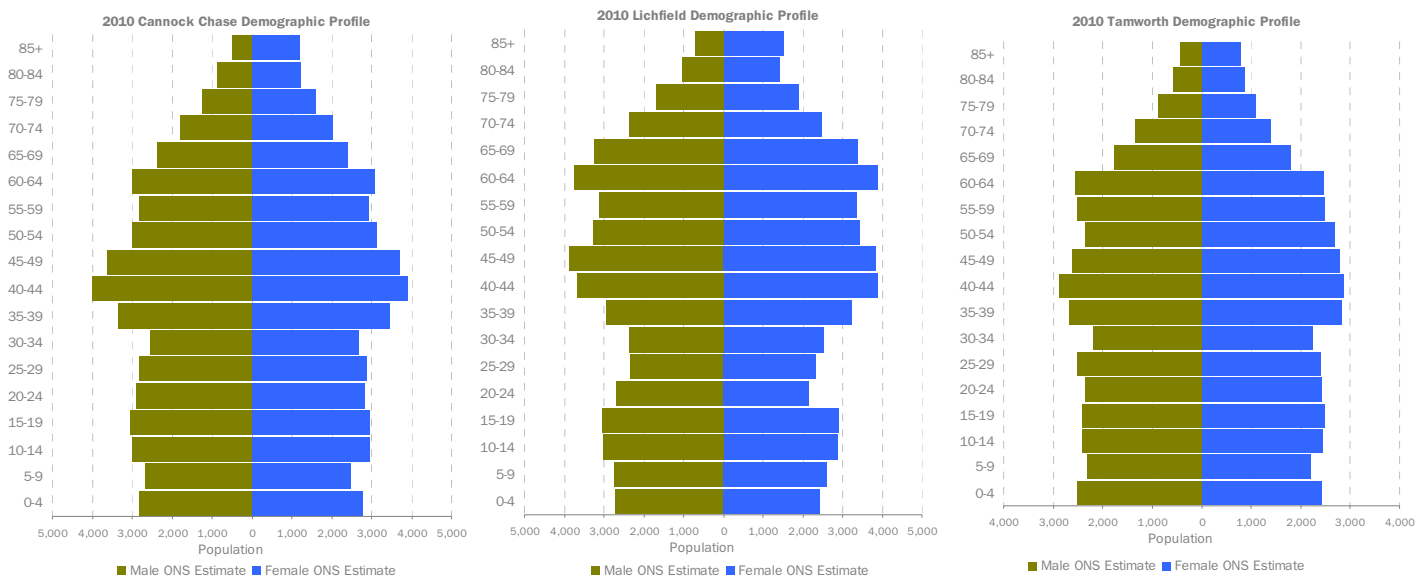


2.22 One clear difference is that a much higher proportion of female in-migrants are in the 20-24 age band. Conversely, there is a high proportion of both males and females moving out of the three districts in the 15-19 age brackets, which suggests a dynamic driven by student populations, with many students moving away during their late teenage years and returning when they complete their studies during their 20s. Among the elderly population the proportion of migration accounted for by these age groups is much less, and it is primarily 'in', rather than 'out' migration at these late stages in life.

### Population Profiles

2.23 The above trends have led to population profiles for the three districts of southern Staffordshire as illustrated in Figure 2.11. The demographic profile differs significantly across the three districts, with Cannock Chase and particularly Lichfield accommodating a comparatively high number of people aged in their forties compared to residents in their twenties and thirties, whilst Tamworth has a very similar proportion of people in the various age cohorts from 0-4 all the way through to 60-64.

Figure 2.11 Southern Staffordshire districts Baseline Demographic Profiles (2010)

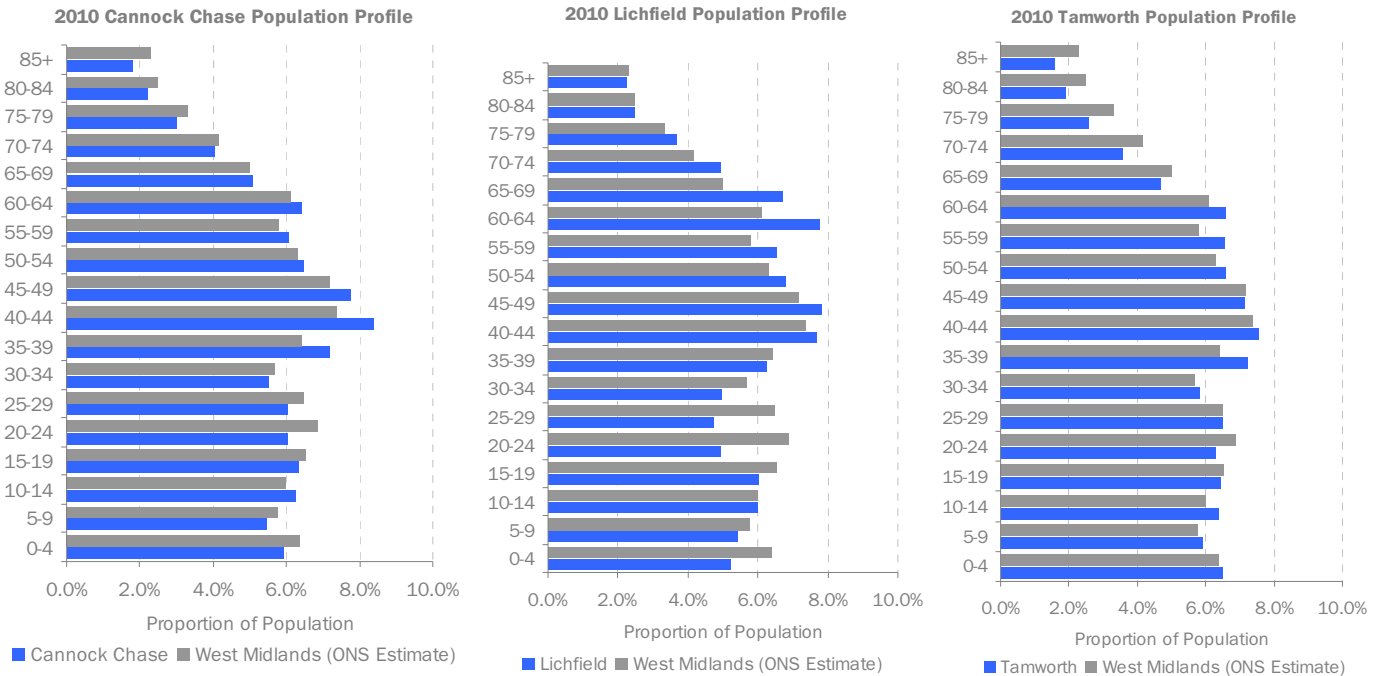


Source: ONS 2008-based Sub-National Population Projections (West Midlands Population)

2.24 When compared to the West Midlands average, it is apparent that Tamworth also has a very similar demographic profile to the region as a whole (with the exception of residents in the older age brackets, which is lower). In contrast, Cannock Chase has an above average proportion of residents aged in their forties and fifties, and fewer very young children/elderly residents. Lichfield District's contrasts are even starker, with a greater proportion of older working age population (40 to 65) and people aged between 65 and 79, but a much smaller proportion of younger working age population (20 to 34). Lichfield also has a slightly higher proportion of elderly retired residents than the national average, and fewer young children aged 0-4. This suggests that people are

moving away from the district once they leave school and do not return until their mid-to-late thirties.

Figure 2.12 Southern Staffordshire districts Baseline Population Profiles (2010)



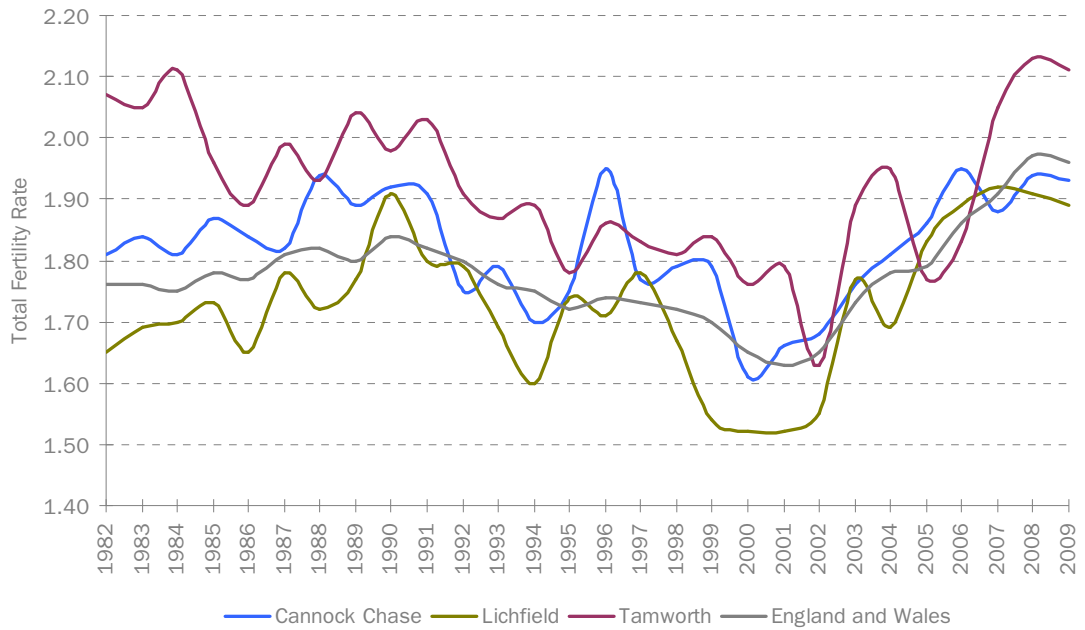
Source: ONS 2008-based Sub-National Population Projections (West Midlands Population)

### Births and Deaths

2.25

ONS statistics show that the Total Fertility Rates [TFR] – the average number of children that a woman would have over her lifetime if she were to live to the end of her productive period – in the three Staffordshire Districts have been similar to that seen nationally. Figure 2.13 illustrates the TFR for Cannock Chase, Lichfield and Tamworth and for England and Wales since 1982. National trends dropped gradually towards the early 2000s, before picking up and peaking in 2008, which broadly mirrors the trend across Cannock Chase, Lichfield and Tamworth. All three districts now have a higher TFR than in 1981 in line with national trends (i.e. more children per individual female).

Figure 2.13 Total Fertility Rate for Cannock Chase, Lichfield and Tamworth, 1982-2009



Source: ONS Fertility and Mortality Statistics<sup>3</sup>

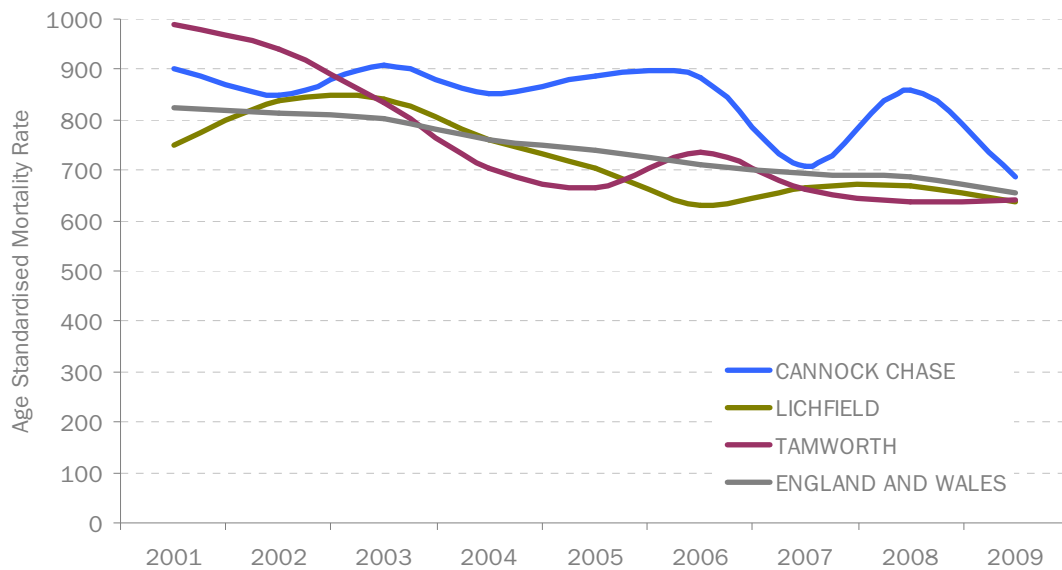
2.26

Trends in the Age-Standardised Mortality Rate [ASMR] – i.e. the number of deaths per 100,000 persons that would occur in that area if it had the same age structure as the standard population and local age specific mortality rates are applied – within the three Staffordshire districts have seen a downwards trend similar to the national direction of travel. This trend towards lower rates of mortality is indicative of increasing life expectancy at both a national and local level (although with more volatility at a local level due to the smaller statistical base).<sup>4</sup>

<sup>3</sup> [http://www.statistics.gov.uk/downloads/theme\\_population/fertility-mortality-ew.xls](http://www.statistics.gov.uk/downloads/theme_population/fertility-mortality-ew.xls)

<sup>4</sup> It should be noted that the PopGroup modelling uses Standard Mortality Rates (SMRs) – a comparison of the number of the observed deaths in a population with the number of expected deaths if the age-specific death rates were the same as a standard population, expressed at a rate/index with 100 being the standard – This is not the same as the ASMR although ASMR data is available through ONS hence it is used here as it is more up-to-date.

Figure 2.14 Age Standardised Mortality Rate for Cannock Chase, Lichfield and Tamworth, 2001-2010



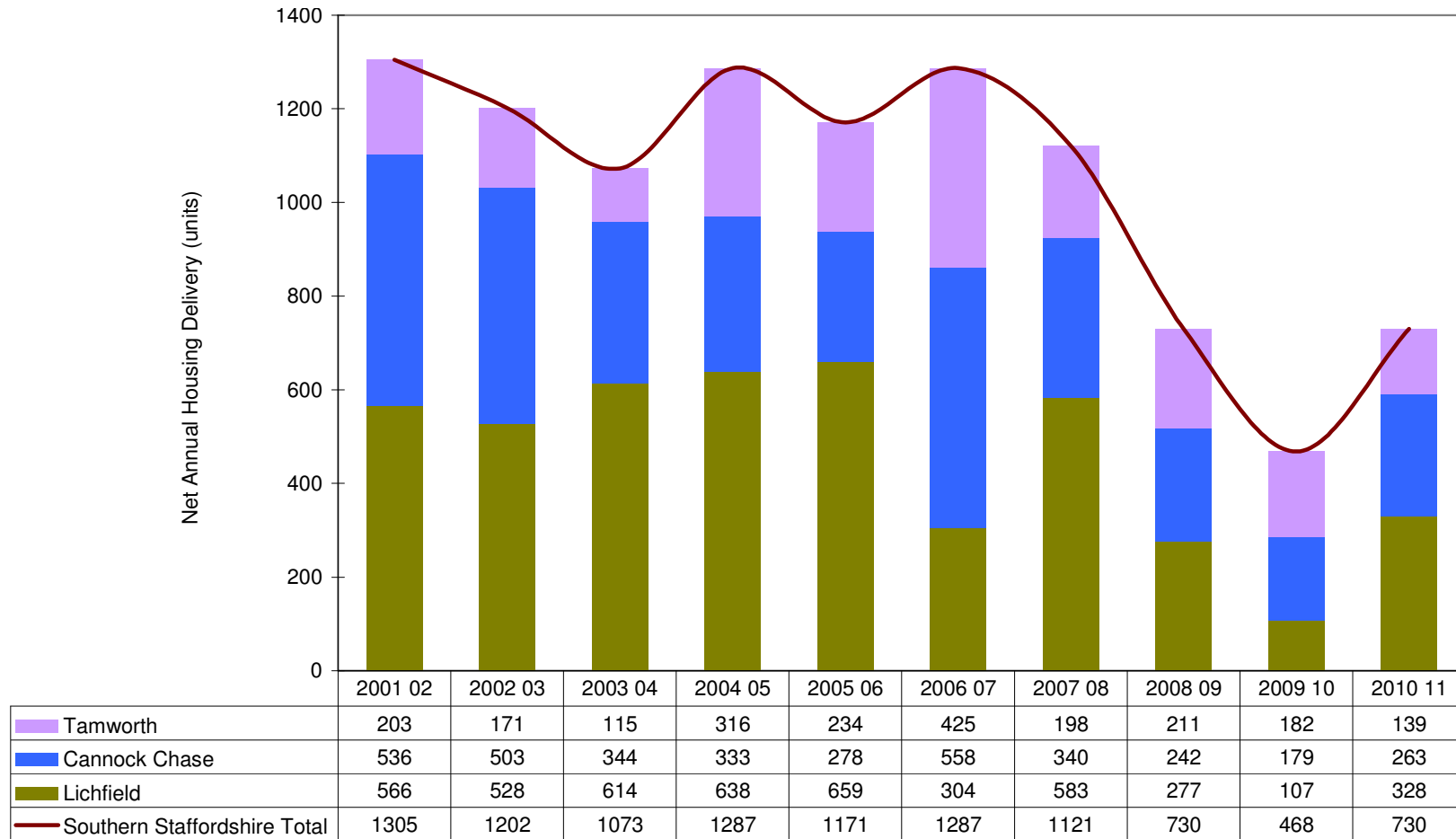
Source: ONS Vital Statistics (VS1) Series

- 2.27 These trends provide a backdrop for population change within southern Staffordshire, with strong growth through migration in Lichfield resulting in a net gain in the resident population, contrasting with a largely neutral picture for Cannock Chase, whilst Tamworth has seen high levels of net out-migration. In this context the level of population will be one driver of gross future housing requirements within southern Staffordshire, with the population change dependent on the future levels of births and deaths within the indigenous population as well as the migration flows to and from the three districts.

## Housing Trends

- 2.28 Figure 2.15 indicates that past net completions in southern Staffordshire have averaged 730 dwellings (net) per annum since 2001/02. The trend line suggests a sharp decline in development rates since 2007/08, from 1,287 units in 2006/07 and 1,121 in 2007/08 (net), to a low of just 468 units in 2009/10 due to the ongoing fallout from the recession. There has been a slight increase in completions since this time, although rates are still less than two-thirds their pre-recession peak.
- 2.29 In terms of the individual districts, Lichfield has consistently had the highest levels of net completions, averaging 328 dwellings per annum and peaking at 659 units in 2005/06 (falling to just 107 units in 2009/10). The high level of development in recent years in Lichfield has been primarily due to two or three very large developments that have come forward rather than a particularly high level of small to medium sized housing sites. Both Cannock Chase and Tamworth have generally seen much lower rates of development, although Cannock Chase has fluctuated significantly from a low of 107 in 2009/10 to a peak of 558 at the height of the boom in 2006/07.

Figure 2.15 Southern Staffordshire Districts Long Term Housing Data – Completions/Conversions



Source: Based on data provided by Cannock Chase, Lichfield and Tamworth Council Officers



2.30 Affordable housing<sup>5</sup> need is distinct from the wider ‘need’ for housing and is a relevant consideration to be taken into account in setting the local housing requirement.

2.31 In terms of affordable housing completions, HSSA [Housing Strategy Statistical Appendix] data from the three districts shows that completions have varied since 2001/02, but rates (although not always absolute numbers) tend to have been highest in Tamworth (averaging around 27% of all housing completions over the past ten years) and lowest in Cannock Chase, although the latter district has seen a significant increase in the amount of affordable housing coming forward in recent years, whilst in Lichfield the reverse is true. In the fallout from the recession in the construction industry (2009/10), almost half of all housing completions in southern Staffordshire comprised affordable housing, rising to 88% in Cannock Chase. This may be affected in the years ahead by a lack of HCA funding.

Table 2.1 Affordable Housing Completions

	Cannock Chase		Lichfield		Tamworth		TOTAL	
	N	% of total	N	%	N	%	N	%
2001 02	53	9.9%	153	27.0%	34	16.7%	<b>240</b>	<b>18.4%</b>
2002 03	11	2.2%	135	25.6%	25	14.6%	<b>171</b>	<b>14.2%</b>
2003 04	36	10.5%	192	31.3%	36	31.3%	<b>264</b>	<b>24.6%</b>
2004 05	38	11.4%	114	17.9%	144	45.6%	<b>296</b>	<b>23.0%</b>
2005 06	29	10.4%	139	21.1%	41	17.5%	<b>209</b>	<b>17.8%</b>
2006 07	51	9.1%	45	14.8%	68	16.0%	<b>164</b>	<b>12.7%</b>
2007 08	86	25.3%	61	10.5%	82	41.4%	<b>229</b>	<b>20.4%</b>
2008 09	59	24.4%	52	18.8%	38	18.0%	<b>149</b>	<b>20.4%</b>
2009 10	157	87.7%	26	24.3%	43	23.6%	<b>226</b>	<b>48.3%</b>
2010 11	155	58.9%	40	12.2%	73	52.5%	<b>268</b>	<b>36.7%</b>
<b>Annual Average</b>	<b>68</b>	<b>18.9%</b>	<b>96</b>	<b>20.8%</b>	<b>58</b>	<b>26.6%</b>	<b>222</b>	<b>21.4%</b>

Source: HSSA Returns (2001/02 – 2010/11)

2.32 Housing Register and HSSA data shows that the Housing Waiting list has

5

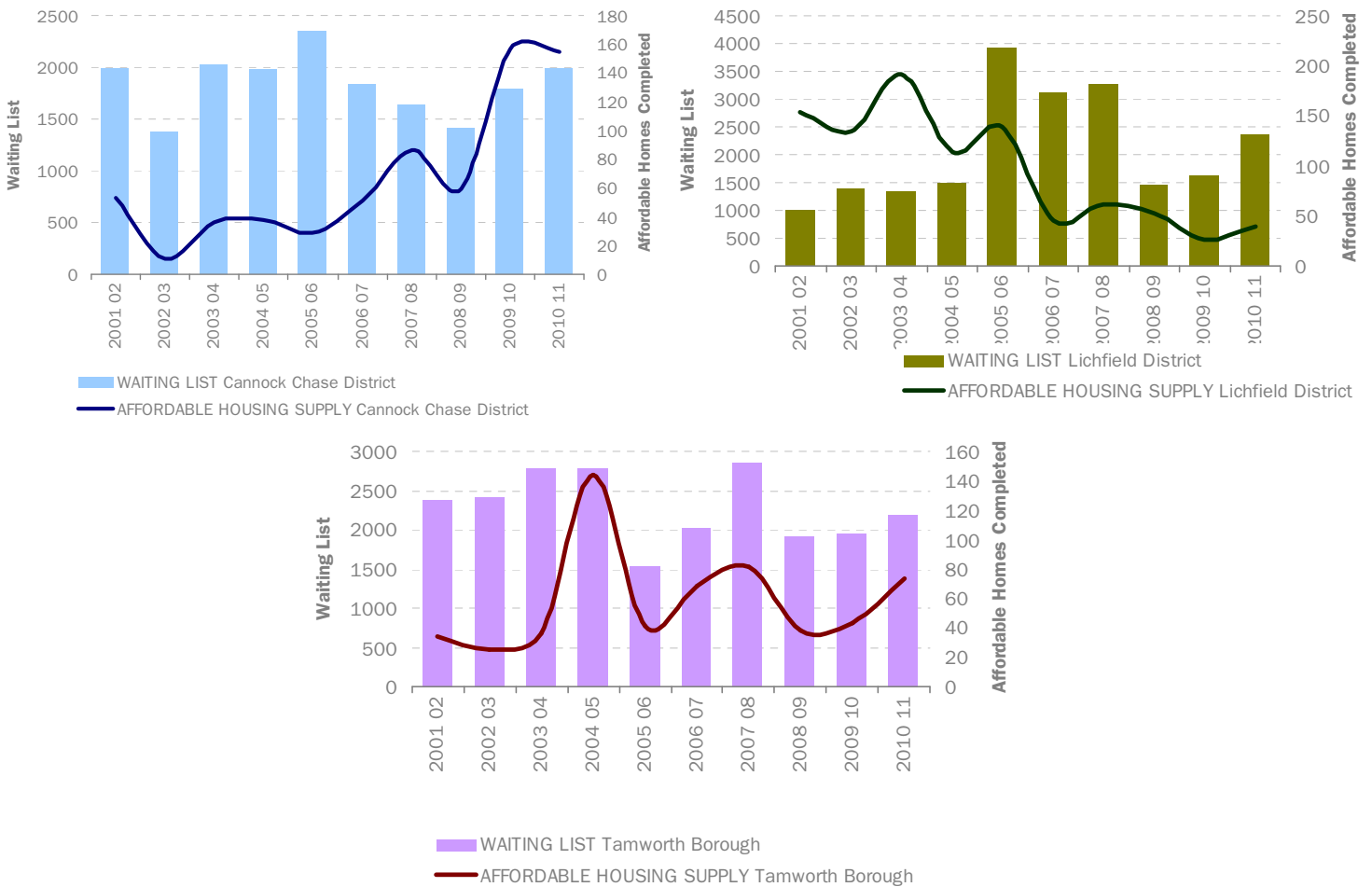
NPPF defines affordable housing as follows: “Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision”.

fluctuated considerably across two of the three districts, with particular peaks in 2005/06 in both Cannock Chase and Lichfield. It is understood that this latter change reflects a move by Lichfield Council towards a choice-based lettings system at this time, which increased the number of people on the lists.

2.33

The waiting list in Tamworth has been consistently high since 1996/97, albeit with a decline over the past few years (a blip in 2007/08 notwithstanding)<sup>6</sup>. This has been accompanied by a generally low level of affordable housing supply. The extent to which supply has kept pace with the affordable housing need of newly arising households and the existing population will need to be considered elsewhere in this report, taking account of re-lets and other sources of supply. However affordable housing provision has not been sufficient to address the backlog of need.

Figure 2.16 Waiting List and Affordable Housing Completions 2001-2011



Source: HSSA // NLP analysis

2.34

The West Midlands C1 Strategic Housing Market Assessment [SHMA] (2008)

<sup>6</sup> Based on HSSA data collated by CLG



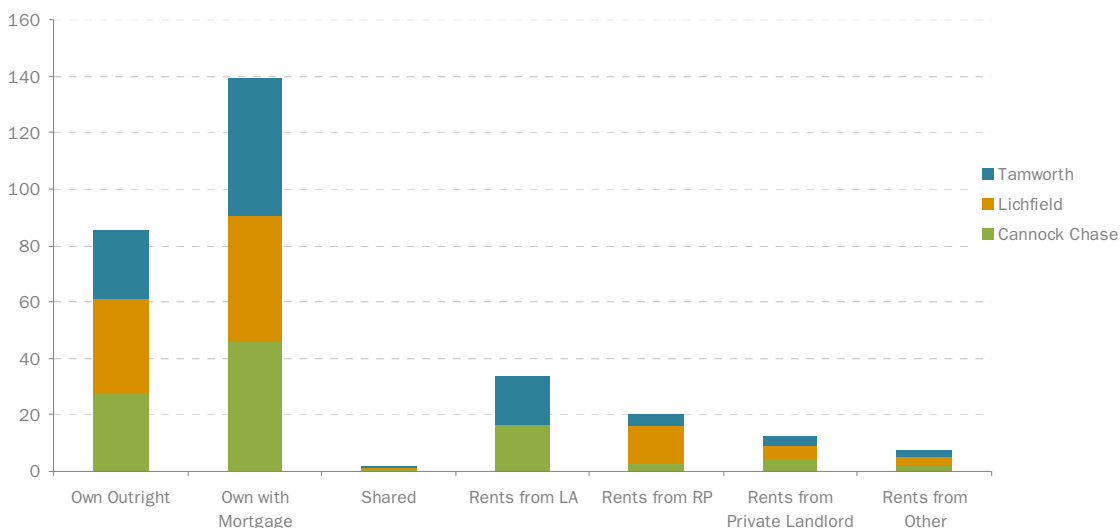
contains the most recent full assessment of affordable housing need for both Lichfield District and Tamworth Borough. The SHMA estimates that in Lichfield, the net annual affordable housing need (allowing for a substantial backlog) equates to 581 dpa [dwellings per annum]; the equivalent figure for Tamworth is 204 dpa. The housing needs model would imply affordable housing targets of 100% based on the RS housing target for both districts. Tamworth’s affordable housing need model was subsequently updated in 2010<sup>7</sup>, with the revised net annual housing need indicating an annual shortfall of 142 units.

2.35 This 2012 partial update to the SHMA, summarised in Section 8.0, indicates that the net affordable housing need in Lichfield District is 377 per annum, and 183 units per annum (net) in Tamworth.

2.36 Cannock Chase District’s affordable housing need is outlined in the West Midlands C3 SHMA (2008). This identifies a net annual housing need in the District of 335 dpa, helped in part by a considerably lower level of backlog need than the other two districts (599 dwellings as of 2008). This 2012 partial update to the SHMA indicates that the net affordable housing need in Cannock Chase District is now 197 per annum.

2.37 In the context of overall previous delivery of affordable housing, such levels as necessitated by the need have not been fully addressed in the three districts. As such, a step-change in affordable housing delivery will be necessary to meet newly arising need and the backlog of need across southern Staffordshire.

Figure 2.17 Southern Staffordshire districts - Tenure Breakdown (2001)



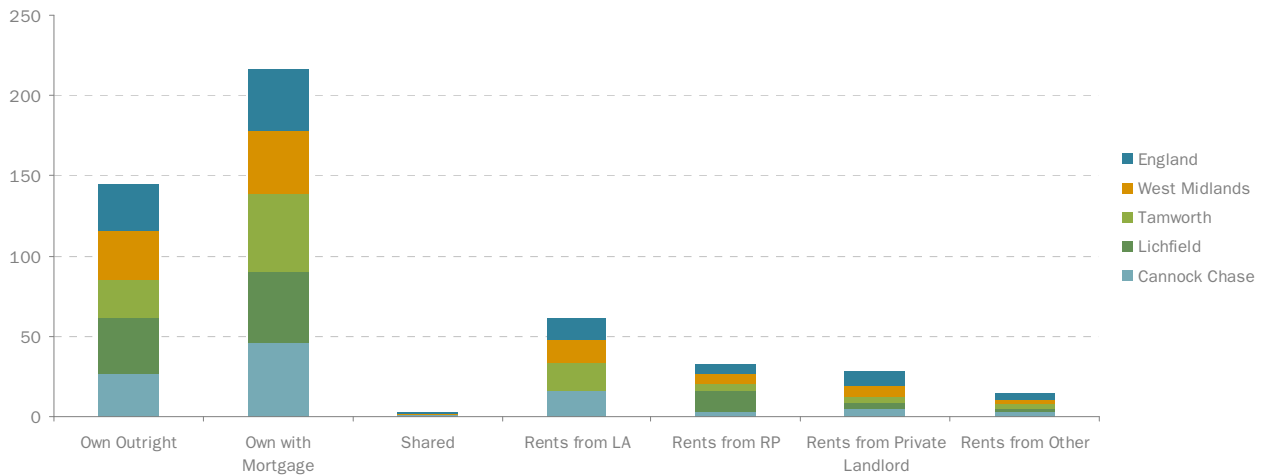
Source: Office for National Statistics, April 2001

2.38 Figure 2.17 compares the tenure breakdown for dwellings within the three districts and indicates a number of similarities between the three Local

<sup>7</sup> Outside Consultants (2010): Housing & Health in Tamworth: Linking Housing Markets & Health Data Final Report

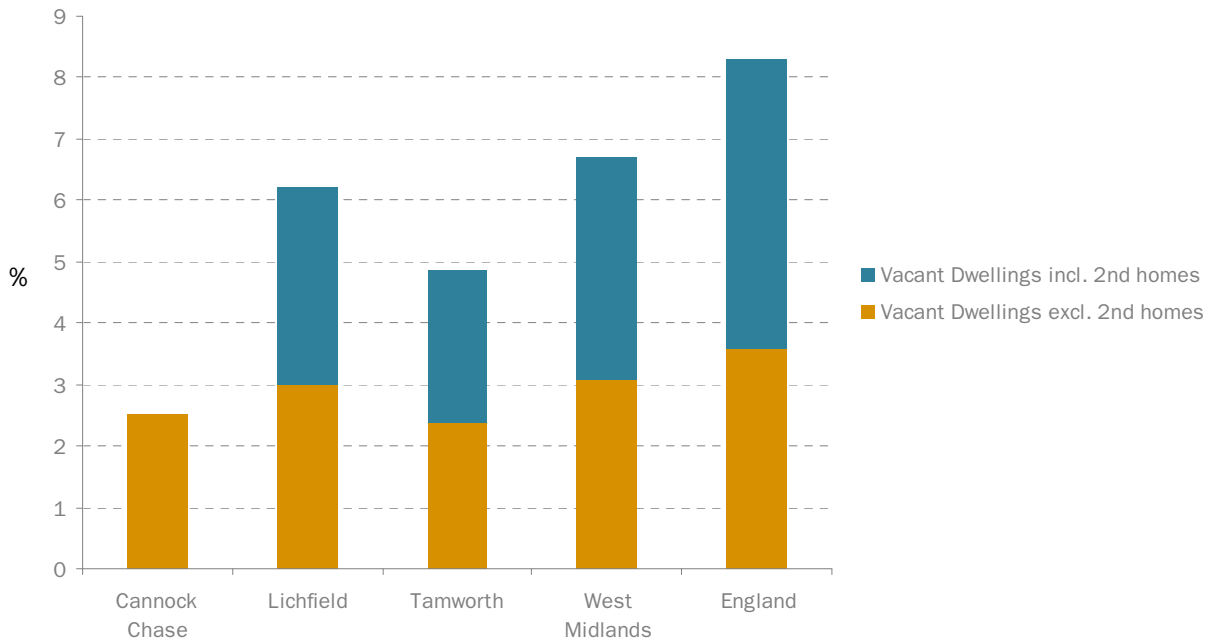
Authorities in terms of the dwelling stock composition. Figure 2.18 takes into account the regional and national figures in terms of housing tenure and again the three Local Authorities have similar characteristics to the regional and national averages. There is a higher percentage of people in the three areas that own their own homes with a mortgage in comparison to the regional and national averages. The percentage of people in shared ownership across the areas, regionally and nationally is very low and is less than 1% in all cases.

Figure 2.18 Housing Tenure Including Regional and National Averages)



Source: Office for National Statistics, April 2001

Figure 2.19 Vacancy Levels (% of total stock)



Source: Office for National Statistics, March 2008

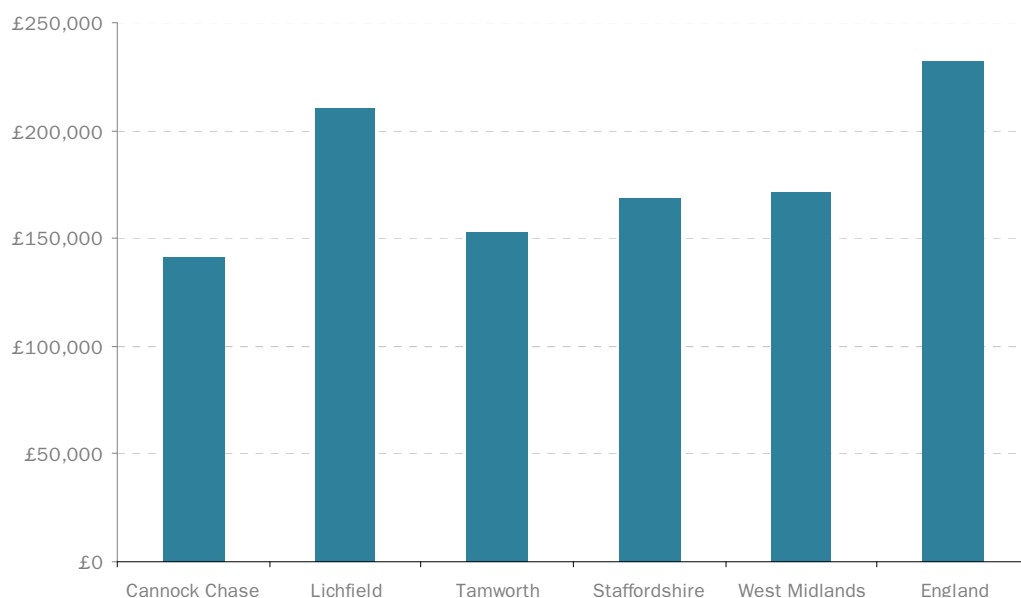
2.39

There is only a very small percentage of second home ownership in all three Local Authority areas. The vacancy levels in all three areas are below that of the regional and national average also and are far below the level when taking

second home ownership into account.

- 2.40 Mean house price data is outlined in Figure 2.20 and Figure 2.21. These indicate that house prices in Lichfield are higher than that of Cannock Chase and Tamworth, as well as the mean house prices for Staffordshire and the West Midlands as a whole.

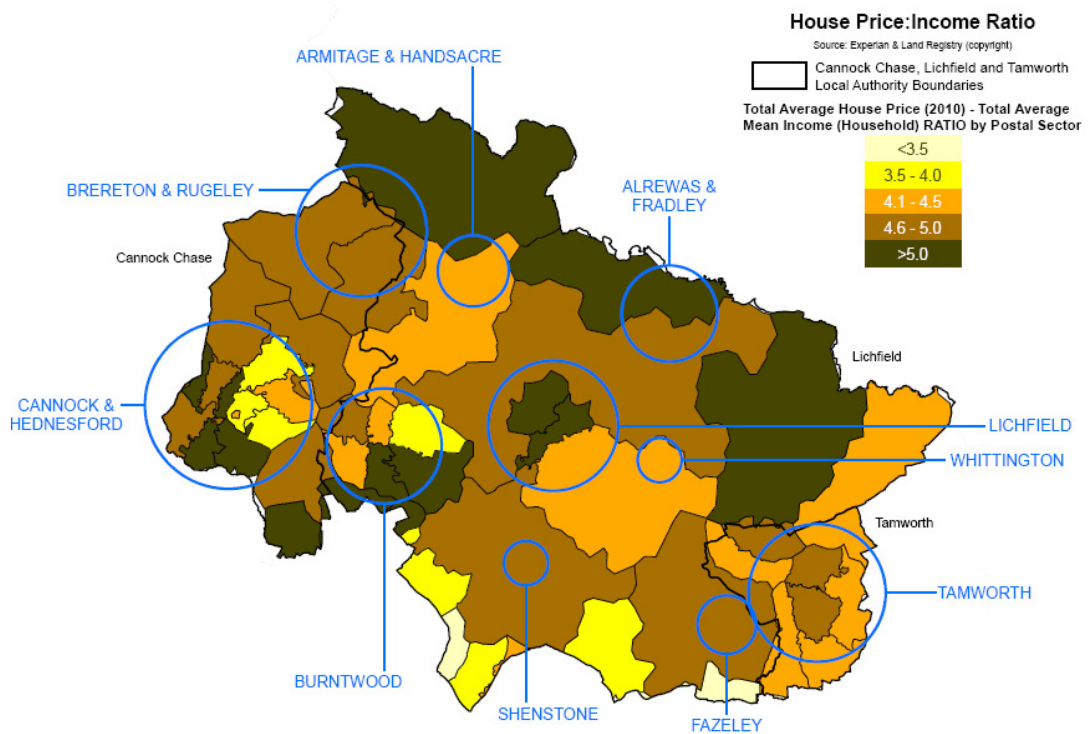
Figure 2.20 Housing Stock – Mean House Prices



Source: Communities and Local Government, Quarter 2 2011

- 2.41 Figure 2.21 compares the total average house price with mean income to provide a ratio of house prices against income. This indicates that the majority of postcode sectors have average house prices of more than 3.5x average income. House prices are particularly high compared to income levels in parts of north Lichfield, Cannock and Burntwood.
- 2.42 Valuation Office Agency Data identifies lower quartile private sector rents (for the 12 months to June 2011) for the 3 local authorities of £450 (Cannock Chase) and £495 (for both Lichfield and Tamworth). An internet search of current (December 2011) advertised private sector rent costs identified lower quartile rents of £450 (Cannock Chase), £525 (again, for both Lichfield and Tamworth). Thus, the internet search indicated current rent levels which are the same or slightly higher than rents set out by VOA data for the year to June 2011, albeit it is acknowledged that the internet search only provides a snapshot of rental levels.

Figure 2.21 House Price/Income Ratio in Southern Staffordshire



Source: NLP, HM Land Registry, Experian

2.43

The search identified wide geographical variations in private rent levels, with identified lower quartile rents varying from £445 (Cannock Chase sub-area) to £595 (Lichfield Rural South and East sub-area). This variation in lower quartile rent levels is partly explained by variations in property size, with more rural areas seeing typically larger property sizes. Table 2.2 and Table 2.3 set out the relationship between property size and private sector rent levels in the three authorities (based on a snap-shot of advertised rents in January 2012). Again, the recent Rightmove data is broadly similar to the Valuation Office Agency Data.

Table 2.2 Lower Quartile Private Sector Rent Levels (£ per month)

	Cannock Chase	Lichfield	Tamworth
1-Bedroom	340	395	395
2-Bedroom	460	525	535
3-Bedroom +	695	650	600
<b>Average</b>	<b>450</b>	<b>525</b>	<b>525</b>

Source: Rightmove

Table 2.3 Private Sector Rent Levels – Range (£ per month)

	Cannock Chase	Lichfield	Tamworth
1-Bedroom	300-450	360-1200	325-575
2-Bedroom	350-695	450-950	450-795
3-Bedroom +	375-1250	495-3995	495-1200

Source: Rightmove

## Economic Trends

- 2.44 The number of employees within the three Districts (workplace-based) was estimated by ONS at 97,902 in 2010<sup>8</sup>. This is a decrease of almost 3,190 jobs over the figure recorded a decade earlier<sup>9</sup>. Average employment growth within the three districts totalled 1,589 jobs per annum over 1999-2007 before the recession hit, compared with a gain of just 6,515 jobs for the whole of the West Midlands over the same period.
- 2.45 However, there are striking disparities across the districts since the economic downturn– whilst for both Cannock Chase and Lichfield, the decline in jobs has been relatively modest (-6.6% and -4.9% respectively 2007-10), the number of jobs in Tamworth appears to have dropped by 18.9% over the same time period. This is illustrated in Figure 2.22.
- 2.46 However, the Annual Business Inquiry [ABI] / Business Register Employment Survey [BRES]<sup>10</sup> data for Tamworth appears to be an anomaly – it suggests that total jobs decreased from 31,981 in 2007 to 27,779 in 2008, despite there being an absence of major closures in the area and without a comparable increase in the number of unemployed residents (recognising that one set of figures is workplace based, the other residence-based). Discussions with TBC Officers suggests that this may be a coding error, as Mitie cleaning contractors were registered as having a substantial amount of employment in Tamworth even though the majority of employees worked outside the district. It is likely that if the company shed much of its workforce in 2008/changed the coding of their employees' workplace, this would have had a disproportionate impact on Tamworth's ABI employment figures. Given that the SIC classification '*General cleaning of buildings*' experienced a reduction in employees of 94% between 2007 and 2008 in Tamworth, this seems to have been the case.

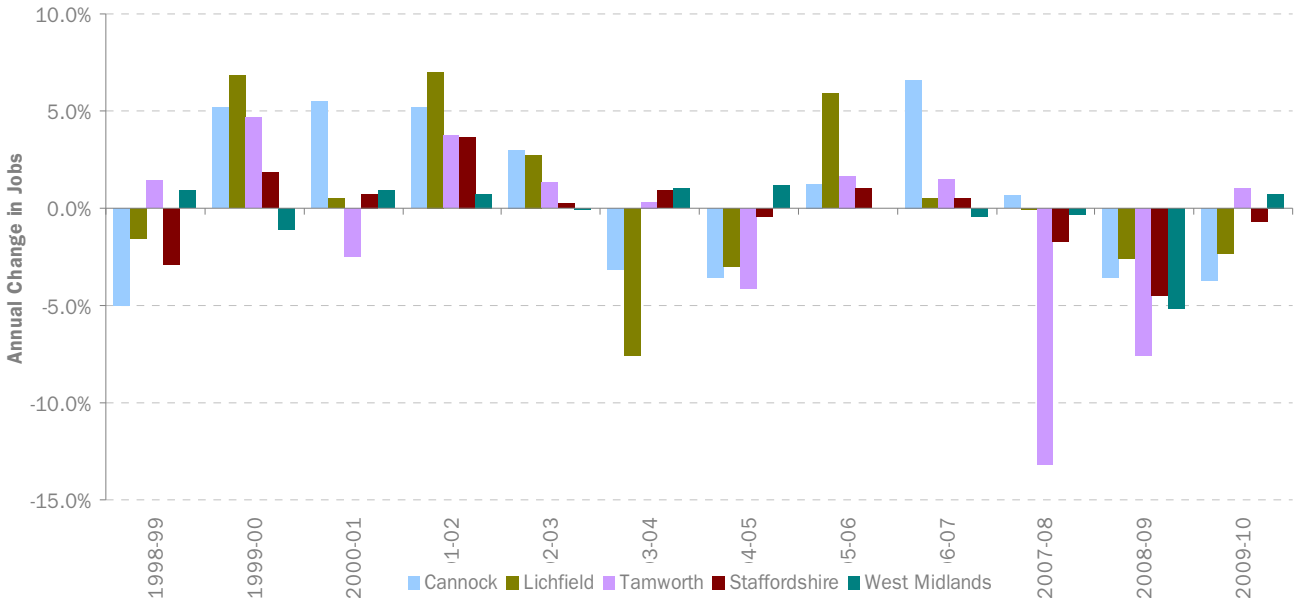
<sup>8</sup> ONS BRES employee (workplace jobs) data – total employment in the three districts (i.e. jobs + working proprietors) is 103,902

<sup>9</sup> Adjusted to allow for the change from ABI to BRES data sources in 2009/10

<sup>10</sup> BRES and its predecessor ABI, collects comprehensive information from businesses representing the majority of the economy. Estimates are produced on an annual basis and published towards the end of the year following the reference period. BRES is a sampled survey and uses the returns from those selected to estimate the employment for the other businesses in the survey 'universe'. BRES produces estimates of employee, rather than workforce jobs, excluding self employed jobs, HM Forces and Government supported trainees. Since BRES is a business survey, jobs are classified on a workplace basis (ONS 2011).

2.47 Consequently for Tamworth, it was agreed with TBC Officers to apply past trends job growth for the period 1998-2007, rather than 1998-2008 as with Lichfield and Cannock Chase, and the figures for Tamworth in Figure 2.22 should be treated with a degree of caution.

Figure 2.22 Annual Job Growth (%) 1998-2010



Source: ONS Annual Business Inquiry [ABI] / ONS Business Register & Employment Survey [BRES]

2.48 Claimant unemployment is currently estimated at 5,377 people claiming Job Seekers Allowance [JSA] across the three districts in October 2011, or 3.6% of the working-age population<sup>11</sup> in Cannock Chase, 2.4% in Lichfield and 3.3% in Tamworth (all below the West Midlands average of 4.8% and the national average of 3.8%). However, the ONS model-based unemployment rate, which is a wider and arguably more realistic measure of unemployment based upon the International Labour Organization [ILO] definition which includes all those looking for work and not just those claiming benefit, indicates that unemployment is higher at around 7.9% for Cannock, 4.9% for Lichfield and 10.7% for Tamworth, with the latter district having a higher rate than regionally (8.9%) and nationally (7.6%)<sup>12</sup>.

2.49 Economic activity rates in Tamworth, at 67.1%, are also lower than for the wider West Midlands (74.2% of working age population) and for Great Britain as a whole (76.2%)<sup>12</sup>. Both of these indicators suggest there may be scope to support some level of employment growth through the existing indigenous population in Tamworth, through reducing unemployment and increasing economic activity. For both Cannock Chase and Lichfield Districts, the proportion of the working age population who are economically active, at 82.9%

<sup>11</sup> ONS Job Seekers Allowance Claimant Count, October 2011

<sup>12</sup> ONS Annual Population Survey (April 2010 - March 2011)

and 79.7% respectively, are significantly higher than the regional and national averages which suggests that a step change in job growth in the years ahead may require an increase in levels of in-commuting/in-migration, (or, conversely, decrease levels of out-commuting/out-migration).

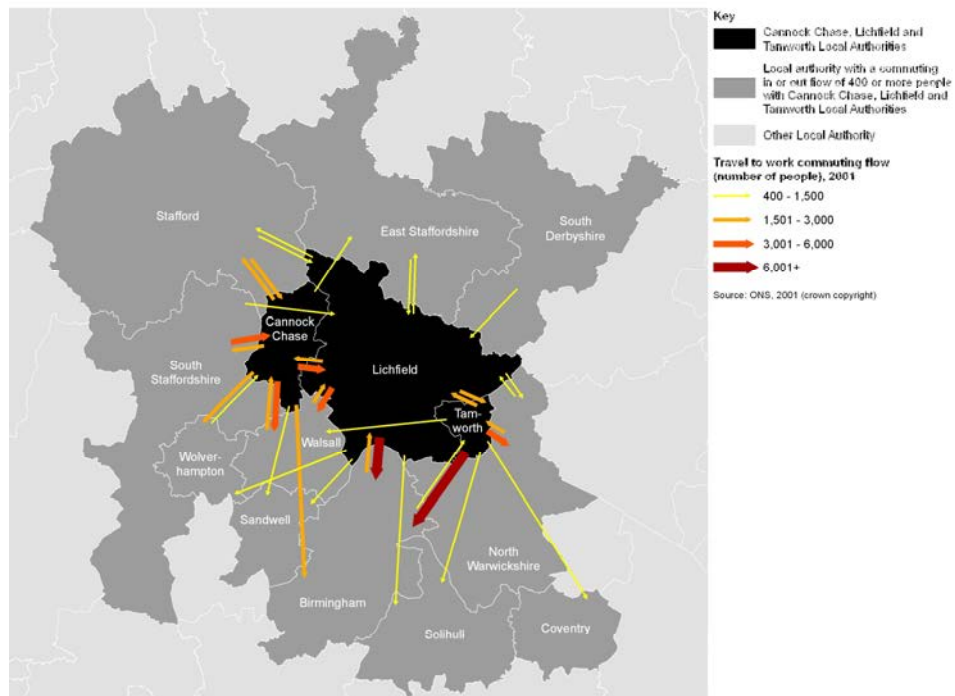
## The relationship between housing and employment

2.50

Housing and employment are fundamentally related, but not in a way that can always be addressed via a simple metric. As a function of demographic change, economic cycles, labour market dynamics, and commuting flows, there will be changes in employment levels that do not always correlate strongly with household growth. At the time of the 2001 census:

- 1 21,954 residents commuted out of Cannock Chase District daily (49.8% of all employed residents) and there were 12,863 in-commuters (accounting for 36.8% of jobs in the District), giving a net total of 9,091 out-commuters.
- 2 23,432 residents commuted out of Lichfield District daily (50.8% of all employed residents) and there were 16,874 in-commuters (accounting for 42.6% of jobs in the District), giving a net total of 6,558 out-commuters.
- 3 18,265 residents commuted out of Tamworth Borough daily (49.3% of all employed residents) and there were 10,039 in-commuters (accounting for 34.8% of jobs in the District), giving a net total of 8,226 out-commuters.

Figure 2.23 Commuting Flows



Source: ONS 2001 Census / NLP analysis

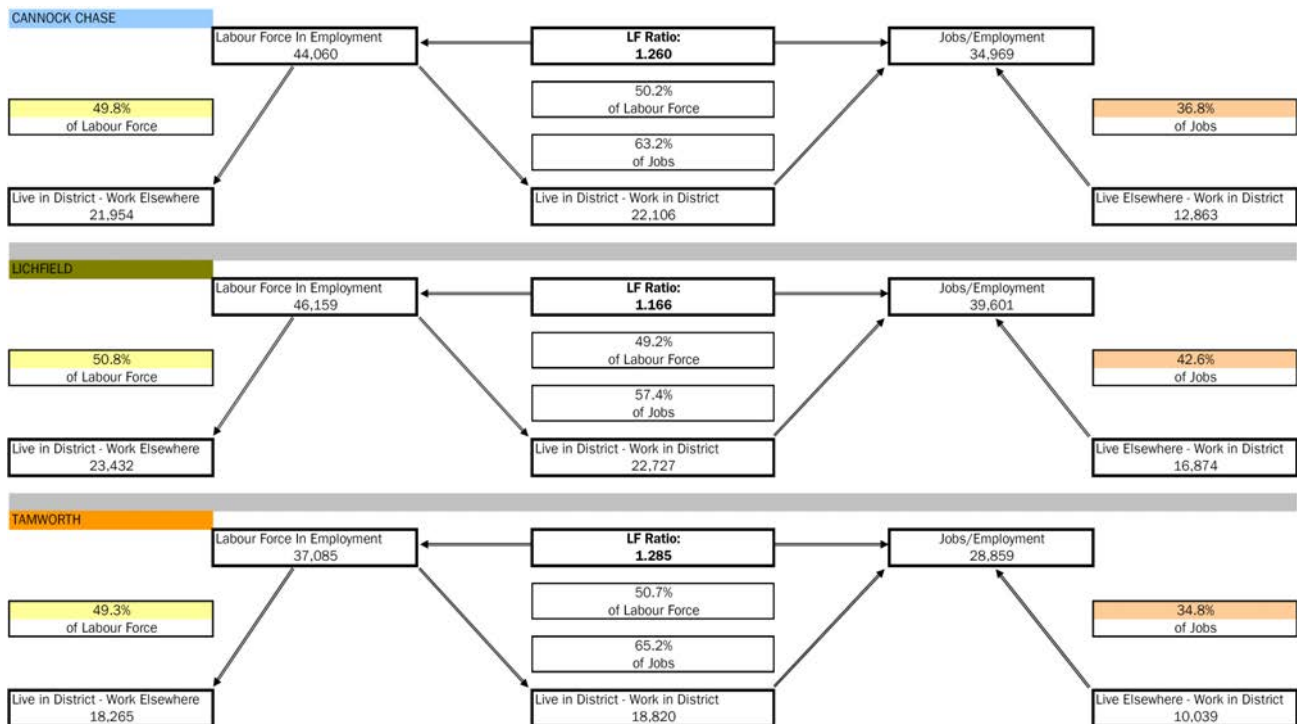
An illustration of the commuting flows for the three Districts is shown in Figure 2.23. It illustrates the strong flows of out-commuters from both Lichfield and

Tamworth into Birmingham (as might be expected), and to a lesser extent from Cannock Chase and Lichfield to Walsall. There are strong two way flows of commuters between Lichfield and Cannock Chase, and between South Staffordshire and Cannock.

2.51 A standard net commuting rate for the modelling can be inferred using a 'Labour Force Ratio', taking account of the relationship between resident workers and workplace jobs. This is worked out using the formula: (A) Number of employed workers living in area ÷ (B) Number of workers who work in the area (number of jobs). In the three districts, data from the 2010 Annual Population Survey [APS] and 2010 Business Register and Employment Survey [BRES] identifies LF ratios as follows:

- 1 **Cannock Chase: 1.401** (49,500 employed ÷ 35,321 jobs);
- 2 **Lichfield: 1.163** (47,300 employed people in the district ÷ 40,682 jobs);
- 3 **Tamworth: 1.111** (31,000 employed people in the district /27,899 jobs);

Figure 2.24 Labour Force Ratio for Cannock Chase, Lichfield and Tamworth



Source: Census 2001

2.52 An alternative approach to estimating commuting patterns is to use data from the 2001 Census. Figure 2.24 presents the results of applying the labour force and commuting rates from the Census. Although the methodology for the Annual Population Survey [APS] / Labour Force Survey [LFS] is different to that of the 2001 Census<sup>13</sup>, these estimates suggest that increases in the local

<sup>13</sup> The APS (2010) and LLFS (2010) are based on a sample survey of residents and are therefore subject to sampling errors, hence the need to consider statistical significance of changes between the 2001 and 2010



labour force have resulted in higher levels of out commuting to adjoining districts for Cannock Chase, with rates declining slightly for Tamworth and staying broadly the same for Lichfield.

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data. The Census 2001 data is more comprehensive and robust, surveying all residents, but is now substantially out of date and the 2010 APS data is a reasonable alternative.

3.0

## Establishing a Gross Housing Requirement

3.1

This section of the report sets out the scenarios (A-J) for future housing requirements based on:

- 1 Demographic Factors (Scenarios A-E) – what projections of natural change, migration and headship rates will mean for future levels of household growth;
- 2 Economic Factors (Scenarios F-H) – what levels of housing are needed to sustain different estimates of employment change; and
- 3 Housing Factors (Scenarios I-J) – how past trends of delivery are reflected in future household growth and how this has been related to the RS requirement.

### Scenarios – Assumptions and Approach

3.2

Based on past trends and the baseline demographic, economic and housing context of southern Staffordshire, NLP has identified and agreed with CCDC, LDC and TBC officers a number of scenarios which reflect potential future growth within the area. These have been identified to reflect what has occurred previously, as well as what might occur in the future given a range of factors affecting population and household growth.

3.3

Notwithstanding the above, there are a number of assumptions which underpin all modelled scenarios (outlined in more detail in Appendix 1) including:

- 1 A base population (2006-2010) derived from the latest mid-year ONS population estimates;
- 2 2008-based ONS population projections;
- 3 Future change assumed in the Total Fertility Rate [TFR] and Standardised Mortality Rate [SMR] uses the births and deaths projections from the ONS 2008-based Sub-National Population Projections [SNPP]. This in turn is used to derive future projected TFRs and SMRs through PopGroup;
- 4 Inputs on headship rates (using the latest CLG 2008-based household forecast headship rates);
- 5 In southern Staffordshire (as in any area), it is expected that housing vacancies and second homes will result in the number of dwellings exceeding the number of households. In establishing future projections, it is likewise expected that the dwelling requirement will exceed the household forecast. CLG collects housing vacancy and second home rates using data provided from local authority council tax registers. The ONS 2008 vacancy and second home data showed that in March 2008:
  - i. Cannock Chase District had a vacancy/second home rate of **2.5%**;
  - ii. Lichfield District had a rate of **3.2%**; and
  - iii. Tamworth Borough had a rate of **2.8%**.

- 6 The minimum level of transactional vacancy that is required is normally viewed as 3%<sup>14</sup>, hence a range of 2.5% to 3.2% is not atypical (and indeed is lower than the regional average of 3.6%). Tackling vacancy rates has long been an aspiration of the southern Staffordshire authorities. However, given the complex issues involved, we have taken a precautionary view and assumed that current stock vacancy rates will remain the same for the modelling exercise (albeit a **sensitivity test** has been undertaken on the baseline figure using a revised rate of 3.8%, 3.1% and 2.4% for Cannock Chase, Lichfield and Tamworth respectively, based on the Borough's valuation list data). Furthermore, any reduction in vacant dwellings achieved must be regarded as a net figure after allowing for other stock that may fall vacant over time. The extent to which Cannock Chase, Lichfield and Tamworth will be able to bring **net** vacancy rates down in the future will be a key challenge for the districts. Given this, the success of any initiatives to address this will be a point to address in future monitoring exercises.
- 7 To calculate the unemployment rate, NLP took Jan 2010–Dec 2010 NOMIS unemployment figures (7.2% Cannock, 5.3% Lichfield and 9.4% Tamworth) to equate to the 2010 rates. NLP kept these figures constant for 2011 and 2012 to reflect initial stabilisation at the current high rate, and then gradually reduced the rate on a linear basis to the 5-year average (06-10) of 6.5%, 4.5% and 6.6% (CCDC, LDC and TBC respectively) over a five year time frame. This figure was then held constant to the end of the forecasting period on the grounds that as the economy grows out of recession unemployment is likely to fall back to a similar rate as seen pre-recession.
- 8 It has been assumed that the commuting rate remains static with no inferred increase or decrease in commuting levels for the majority of the scenarios (see below)<sup>15</sup>.
- 3.4 It should be noted that whilst most of the scenarios indicate moderate population growth in the three southern Staffordshire to 2028 and beyond, there will also be an additional driver underpinning growth in household formation due to the strong trend towards smaller average household sizes.
- 3.5 All the demographic and employment PopGroup scenarios provide a 2010-28 dwelling requirement, subsequently taken back on a pro-rata basis to 2006.
- 3.6 Whilst the above is able to be tweaked, the main input which will be changed

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<sup>14</sup> A vacancy/second homes rate of 3% is widely regarded as the level necessary to ensure the efficient recycling of the existing stock.

<sup>15</sup> Commuting rate kept constant: for Cannock Chase District, data from the 2010 APS and 2010 BRES identifies an LF ratio of 1.401 (49,500 employed people ÷ 35,321 jobs in Cannock); for Lichfield District, data from the 2010 APS and 2010 BRES identifies an LF ratio of 1.163 (47,300 employed people in Lichfield ÷ 40,682 jobs); for Tamworth Borough, data from the 2010 APS and 2010 BRES identifies an LF ratio of 1.111 (31,000 employed people in Tamworth ÷ 27,899 jobs).

between each scenario is the level of migration. The modelled scenarios, and the rationale for these, are outlined below.

### Baseline (using 2008-based ONS/CLG forecasts)

- 3.7 The baseline scenario represents a projection of the demographic shift based on current factors and recent trends in the three districts. The PopGroup modelling is based on ONS-assumptions for natural change and ONS 2008-based Sub-National Population Projections [SNPP] for migration. NLP applied a variety of assumptions to the base data including the application of more detailed population breakdowns (by single year and gender); working back from the total births/deaths forecast for the 3 Districts in the SNPPs to calculate annual TFRs/SMRs for the Borough. Inputs on headship rates were based on the latest CLG 2008-based headship forecasts.
- 3.8 Two baseline sensitivity tests were undertaken as follows:
- 1 **Sensitivity Test: 5 year ASMigR:** Separate Age Specific Migration Rates (ASMigRs) were calculated for both in and out domestic migration, based upon the age profile of migrants to and from Cannock Chase, Lichfield and Tamworth over the previous five years. This was then manually inputted into the Baseline PopGroup model to drive the demographic profile of those people moving into and out of each district.
  - 2 **Sensitivity Test: 10 year ASMigR:** As above, using the ASMigRs calculated for both in and out domestic migration over the previous ten years.

### Vacancy Sensitivity

- 3.9 Whilst the Baseline scenario used the 2008 ONS vacancy rate to convert households into dwellings as discussed above, a further model was run using rates of 3.82%, 3.11% and 2.43% for Cannock Chase, Lichfield and Tamworth respectively. This figure was obtained from the 2011 HSSA returns for each authority.

### Zero Net Migration

- 3.10 The annual international and domestic migration flows under the baseline scenario were equalised to result in a net migration of zero (i.e. an identical number of people move into the area as leave the three districts, hence in 2011, the baseline domestic in-migration for Lichfield totalled 5,200, whilst out-migration totalled 4,400; this was split to equal 4,800 domestic migrants in and 4,800 out).
- 3.11 It should be noted that this does not represent a scenario of providing only for the needs of indigenous residents as this would involve churn of people moving in and out (having an impact on the profile of the population as in-migrants have different characteristics from out-migrants). Although generally an unrealistic scenario in most locations - as there is no evidence of a location successfully planning for and achieving a nil net migration scenario where such

a scenario has been substantially at odds with past trends - this scenario does provide a useful benchmark against which to consider balancing housing requirements for existing residents with those resulting from net in-migration.

### Changes in the Institutional Population: Constant Share

- 3.12 This comprises a demographic scenario that reviews the assumption that the share of the institutional population stays at 2001 levels by age, sex and marital status for the over 75s. At present, government projections indicate that the rate will decline for the three districts over time.
- 3.13 This provided a sensitivity test to the ONS assumptions regarding the proportion of over 75s expected to reside in institutional accommodation, using publicly available data and local research. NLP adjusted the DF rates in PopGroup, holding the proportion of the population in a residential institution constant at 2001 levels through to 2028 for Cannock Chase, Lichfield and Tamworth<sup>16</sup>.

### Employment Scenarios

- 3.14 There are a complex set of issues involved in matching labour markets and housing markets (with different occupational groups having a greater or lesser propensity to travel to work). However, there are some simple metrics that can explore the basic alignment of employment, demographic and housing change, notably the amount of housing needed to sustain a given labour force assuming certain characteristics of commuting and employment levels.
- 3.15 Ensuring a sufficient supply of homes within easy access of employment opportunities represents an important facet of an efficiently functioning economy and can help to minimise housing market pressures and unsustainable levels of commuting (and therefore congestion and carbon emissions). If the objective of employment growth is to be realised, then it will generally need to be supported by an adequate supply of suitable housing.
- 3.16 Based upon the economic context above, three scenarios for household growth associated with employment change have been adopted:
- 1 **Forecast Job Growth (ELS)** – An economic-led scenario based upon the baseline forecasting models for the three districts provided by GHK and Experian. This scenario models the necessary demographic change to achieve a resident labour force in Cannock Chase, Lichfield and Tamworth to support these workplace jobs and subsequently the housing

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<sup>16</sup>It is emphasised that NLP modelled this scenario in response to a request from the Lichfield Alliance Group. The response from CLG when queried on why the proportion of residents entering residential institutions declined over time was as follows: 'The household projections model does assume a constant share of the population aged 75+ being housed in institutional accommodation. This assumption is applied at the level of 8 marital status groups before these are aggregated to the 3 relationship statuses and then aggregated to the totals. This means that the different size of each total population component and the marital status projections for total population are influencing the institutional population projections as well. It is this mix of factors which leads to the decreasing share from 31% to 25% overall that you have observed'.

requirement associated with this. (Note: as the job forecasts provided by Experian finish in 2026, employment levels were taken forward on a pro-rata basis to 2028.) Experian's job forecasts for Cannock Chase and Tamworth forecast a growth of 4,137 and 637 jobs respectively between 2011-2028, whilst the GHK model for Lichfield indicates job growth of 7,664 over the same time period<sup>17</sup>.

- 2 **Past Trends Job Growth:** The past trends scenario calculated a ten year historic trend using ABI data from 1998 to 2008 (2 digit SIC sectors), and applied this to the 2011 baseline figure. Total employment increased by 15.8% over the ten year period in Cannock Chase; by 10.9% in Lichfield; and decreased by 6.2% in Tamworth. As noted above, potential discrepancies with the 2008 ABI data for Tamworth necessitated that NLP took the average growth for 1998-2007, which equated to a positive 8.0% growth over time. Applying these past trends resulted in total growth in employment between 2011 and 2028 of approximately 11,409 jobs in Cannock Chase; 8,294 in Lichfield; and 4,703 jobs in Tamworth.
- 3 **Static Employment Growth Scenario:** A third scenario examined the housing implications of a static level of job creation between 2011-2028 to reflect ongoing economic uncertainties. This 'froze' the number of jobs in Cannock Chase, Lichfield and Tamworth in the PopGroup model for 2011 (34,001, 41,233 and 27,665 respectively). NLP adjusted migration figures accordingly to generate a new housing requirement.

3.17 The modelling for these scenarios assumes that rates of natural population change, household formation, rates of economic activity and net commuting remain the same as that which underpins all scenarios. However, the rate of in/out migration is altered (consequently changing the associated total population and housing numbers) to estimate the rate required to sustain growth in the number of jobs in southern Staffordshire.

### Non-modelled Scenarios

3.18 In addition to the above demographically modelled scenarios, a range of further scenarios not modelled through PopGroup were also used as comparators for benchmarking the housing requirement and reflecting a wider range of approaches to defining housing requirements, including:

- 1 2008-based CLG household projections;
- 2 Past delivery trends; and,

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<sup>17</sup> It should be noted that the conversion of these jobs into dwelling requirements assumes no change to current net out-commuting patterns. In contrast, the GHK analysis assumes a reduction in net out-commuting (represented by a higher job balance ratio – an increased number of local jobs relative to the number of economically active residents). Under GHK's aspirational scenario, a smaller number of additional houses would create demand for a larger number of local jobs than the projections in this report, which assume no change to the job balance ratio. Direct comparisons between the two reports should therefore be treated with care, as the methodology used to calculate dwelling requirements is fundamentally different, albeit using the same base data sources.

### 3 RS requirements.

#### Summary of Scenarios

- 3.19 The scenarios adopted for testing are summarised as follows:
- a **Baseline Scenario** – the PopGroup Baseline model run, incorporating ONS assumptions on projected natural change rates and projected migration;
  - aa **Baseline Scenario (ASMigR 5)** – the PopGroup Baseline model, incorporating ASMigRs based upon the average age profile of migrants to/from Cannock Chase, Lichfield and Tamworth over the previous five years;
  - ab **Baseline Scenario (ASMigR 10)** – as above, but based upon the age profile of migrants over the previous ten years;
  - b **Baseline Scenario Vacancy Sensitivity** – the PopGroup Baseline model, incorporating different vacancy rates to reflect 2011 HSSA returns;
  - c **Zero net migration** – whereby the annual migration flows are equalised, resulting in zero net migration;
  - d **Changes in the Institutional Population: Constant Share** - reviews the assumption that the share of the institutional population stays at 2001 levels up to 2028;
  - e **2008-based ONS/CLG Scenario** – using CLG’s standalone 2008-based household projections (which are based upon the ONS sub-national population projections, SNPP), allowing for second homes/vacant units;
  - f **Forecast Job Growth (ELS)** – taking forward job growth forecasts provided by Experian/GHK to 2028;
  - g **Past Trends Job Growth** – taking forward past growth in employment between 1998 and 2007/08 on a pro-rata basis to 2028;
  - h **Static Employment Growth Scenario** - examining the housing implications of a static level of job creation between 2011-2028 to reflect ongoing economic uncertainties;
  - i **Past delivery trends** –using past delivery trends to illustrate what the market has previously delivered; and
  - j **RS Requirements** – RS Phase 2 Review Preferred Option requirements of 340 dwellings per annum in Cannock Chase; 400 dpa in Lichfield; and 200 dpa in Tamworth.
- 3.20 Where scenarios have been demographically modelled, a full schedule of the assumptions and inputs underpinning each one is contained within Appendix 1, and the outputs from the modelling are contained within Appendices 2 and 3.

#### Demographic Scenarios

- 3.21 The demographic scenarios use components of population change to project how the future population, their household composition, and subsequently their

requirements for housing, will shift in the future. These projected population changes comprise of natural change (i.e. births and deaths) and net migration, for which the headline results for each scenario are outlined below.

### Scenario A – Baseline Scenario

- 3.22 This scenario involves projecting net in-migration across the period 2011-28 as set out in the ONS 2008-based SNPP. This reflects trends seen in the past decade, which have seen relatively high levels of net domestic in-migration. Net domestic migration is projected to result in a cumulative total of 2,100 people moving into Cannock Chase by 2028, 800 into Tamworth and a substantial 15,400 moving into Lichfield; conversely, international net migration is projected to be neutral for all three districts (i.e. the number of people from abroad entering southern Staffordshire equates to the number of residents emigrating).
- 3.23 Projected trends in natural change from the ONS suggest that the Total Fertility Rate will fall across all three districts in the longer term, although in the short term it is likely to rise in both Cannock and Tamworth before declining. The Standard Mortality Rate is set to generally fall from 2011 across all three districts, with the ‘expectation of life’ set to rise slowly over the plan period. However, the age profile of the area is such that the population is due to decline in Lichfield due to natural change, with deaths exceeding births post 2017. This is accompanied by an increasingly aged population as life expectancy rises, a pattern that holds true for all three districts.
- 3.24 The above factors lead to a population increase of c.5,600 residents 2011-28 in Cannock Chase; 13,000 in Lichfield; and 6,000 in Tamworth. When combined with the strong trend towards smaller household sizes (reflecting ONS projected headship rates), this leads to a projected growth in households of around 4,023 to 2028 in Cannock Chase (237 per annum), 7,178 in Lichfield (422 pa) and 4,369 in Tamworth (257 pa), and a concurrent need for additional dwellings in all three districts. Taking account of dwelling vacancy rates and second homes, this generates a requirement of 16,036 dwellings between 2011 and 2028 in southern Staffordshire.

#### **Scenario A<sup>18</sup>:**

**Cannock Chase: 5,340 dwellings 2006-2028, 243 per annum (-97)**

**Lichfield: 9,596 dwellings 2006-2028, 436 per annum (+36)**

**Tamworth: 5,817 dwellings 2006-2028, 264 per annum (+64)**

<sup>18</sup> Figures shown compare the Scenario dwellings per annum with the comparable RS Phase 2 Revision EiP Panel Report recommendation. Requirements greater than the annual RS figure are highlighted in green; lower than the RS figure in red



**Scenario Aa – Baseline Scenario Sensitivity Test (ASMigR 5 year)**

- 3.25 Separate Age Specific Migration Rates (ASMigRs) were calculated for both in and out domestic migration, based upon the age profile of migrants to and from Cannock Chase, Lichfield and Tamworth over the previous five years. As can be seen from the results below, this increased the number of dwellings required for each of the three districts, but particularly for Lichfield. This indicates that the propensity to migrate into these areas is higher for households with a smaller headship rate (i.e. the elderly).

**Scenario Aa:**

**Cannock Chase: 6,107 dwellings 2006-2028, 278 per annum (-62)**

**Lichfield: 11,245 dwellings 2006-2028, 511 per annum (+111)**

**Tamworth: 5,271 dwellings 2006-2028, 240 per annum (+40)**

**Scenario Ab – Baseline Scenario Sensitivity Test (ASMigR 10 year)**

- 3.26 As Scenario Aa above, but using a longer time period (10 years) to calculate the ASMigR. This reduced the number of dwellings required for Lichfield residents in particular, largely through the slightly higher propensity of households with typically smaller headship rates (i.e. elderly males) to move out of the District further back in time.

**Scenario Ab:**

**Cannock Chase: 5,789 dwellings 2006-2028, 263 per annum (-77)**

**Lichfield: 10,191 dwellings 2006-2028, 463 per annum (+63)**

**Tamworth: 5,666 dwellings 2006-2028, 258 per annum (+58)**

**B: Baseline Scenario: HSSA Vacancy Rates**

- 3.27 Whilst the Baseline scenario used the 2008 ONS vacancy rate to convert households into dwellings, a sensitivity test was run using 2011 HSSA vacancy returns for each authority. As the HSSA vacancy rates are very similar to the ONS 2008 rates, this has a very limited impact on dwelling requirements when compared to the PopGroup Baseline model results.
- 3.28 Although the population and household growth forecasts remained constant, the dwelling requirement decreased slightly for both Lichfield and Tamworth and increased for Cannock Chase, although the minimal differences between the two scenarios emphasise the consistency of the vacancy data over time and the relatively limited impact this has on future housing needs.

**Scenario B:**

**Cannock Chase: 5,413 dwellings 2006-2028, 246 per annum (-94)**

**Lichfield: 9,588 dwellings 2006-2028, 436 per annum (+36)**

**Tamworth: 5,795 dwellings 2006-2028, 263 per annum (+63)**

### Scenario C – Zero Net Migration

3.29 This scenario examines the consequences of taking forward migration rates on an equalised basis, so that net in/out migration is zero at both domestic and international levels (i.e. an identical number of people move into the area as leave the three districts).

3.30 The very low housing requirement resulting for Lichfield demonstrates the extent to which the District is heavily reliant on in-migration to boost population levels over time (the district could actually lose over 3,000 residents by 2028 without any net in-migration).

#### Scenario C:

**Cannock Chase: 4,334 dwellings 2006-2028, 197 per annum (-143)**

**Lichfield: 1,673 dwellings 2006-2028, 76 per annum (-324)**

**Tamworth: 5,468 dwellings 2006-2028, 249 per annum (+49)**

### Scenario D: Changes in the Institutional Population: Constant Share

3.31 NLP held the proportion of residents 'not in households' aged over 75+ constant at 2001 levels throughout the modelling period. As the ONS forecasts suggest that the proportion of people in institutions (predominantly care/nursing homes in the 75+ age cohorts) will decline; hence keeping the rate static results in a reduction in housing numbers required for each of the three districts (on the basis that more residents will enter care/nursing homes, the provision of which is 'outside' the housing numbers required for each district).

#### Scenario D:

**Cannock Chase: 5,113 dwellings 2006-2028, 232 per annum (-108)**

**Lichfield: 9,355 dwellings 2006-2028, 425 per annum (+25)**

**Tamworth: 5,658 dwellings 2006-2028, 257 per annum (+57)**

### Scenario E – 2008-based ONS/CLG Scenario

3.32 The ONS 2008-based sub-national population projections [SNPP] are the most recent demographic projections published by ONS. Following these, CLG have published 2008-based household estimates, which use the SNPP to estimate future household growth in each local authority. Paragraph 28 of the Government's Framework states that, to obtain a clear understanding of

housing requirements in their area, LPAs should meet household and population projections, taking account of migration and demographic change.

- 3.33 The 2008-based ONS population projections estimate that the population of southern Staffordshire will increase by 26,100 people between 2008 and 2028, equivalent to 1,305 people per annum. CLG household projections estimate this to be equivalent to a rise in households by 20,000 over the period 2008-2028 (rounded to the nearest 1,000). This is equivalent to an additional 1,000 additional households per annum. Taking this back to 2006 and taking into consideration the vacant/second homes rate for each of the three districts, results in a requirement for 6,154 dwellings in Cannock Chase, 9,298 in Lichfield and 6,231 in Tamworth over the 22 year period.
- 3.34 The requirement for 986 additional dwellings annually across the three districts may seem peculiar when contrasted with the growth of 1,305 residents annually (2008-28). However, it is a function not just of the housing requirements of the additional residents, but also of the declining headship rates of the existing population. The number of residents per household is forecast to decline from 2.43 in 2008 to 2.26 in 2028 across southern Staffordshire, which would in itself lead to an increased requirement for new dwellings even if the growth in population over the intervening period was zero.

#### **Scenario E:**

**Cannock Chase: 6,154 dwellings 2006-2028, 280 per annum (-60)**

**Lichfield: 9,298 dwellings 2006-2028, 423 per annum (+23)**

**Tamworth: 6,231 dwellings 2006-2028, 283 per annum (+83)**

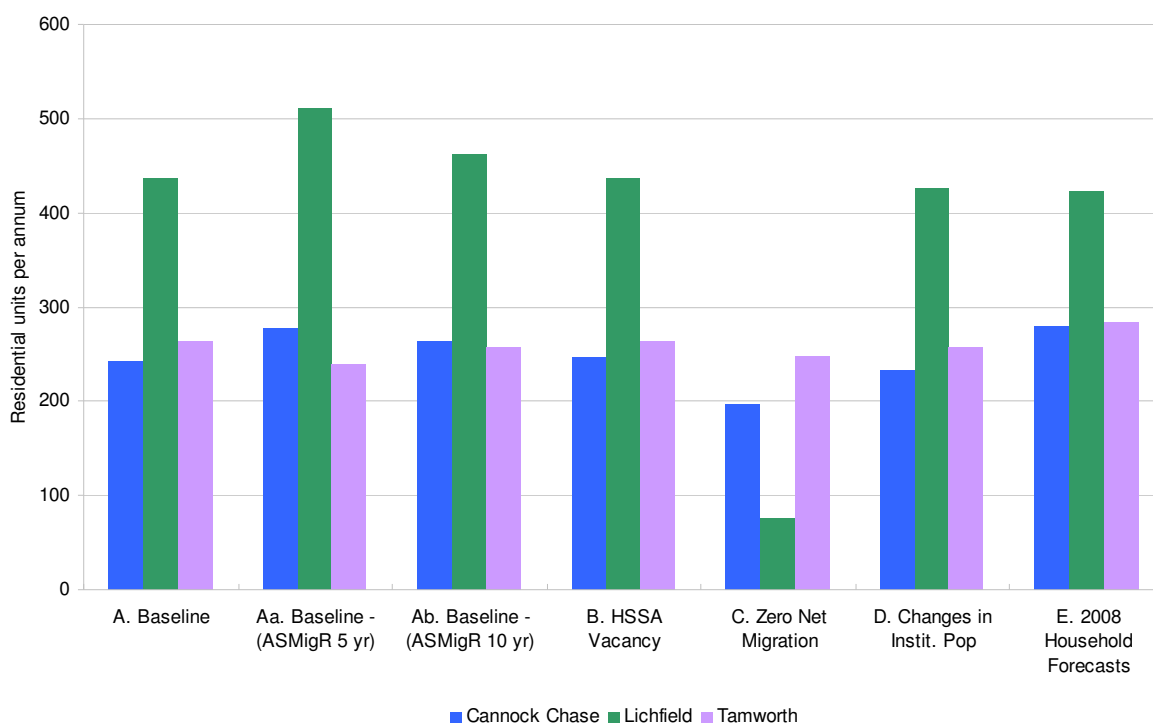
### Summary of Demographic Scenarios

- 3.35 Each demographic scenario assessed shows that there continues to be a need for new dwellings within all three southern Staffordshire Districts. The demographic modelling undertaken using PopGroup shows that, assuming net in-migration levels remain reasonably strong in the longer term, dwelling requirements are above the level required by the RS EiP Panel report for both Lichfield and Tamworth (i.e. 400 / 200 dpa), with between 423 and (based on ASMiGR 5 yr) 511 new dwellings necessary per annum for Lichfield, and between 240 and 283 dwellings necessary for Tamworth. For Cannock Chase, however, the reverse is true – all the demographic scenarios suggest a reduction in housing required compared to the RS figures, from a low of 232 to 280 dpa required.
- 3.36 However, if migration is neutralised/drastically reduced, the Zero Net Migration (Scenarios C) indicates dwelling requirements well below these figures. This is particularly so for Lichfield, with the dwelling requirement falling to just 76 dpa, demonstrating the extent to which the District is reliant on inward migration to stoke population growth going forward, with an increasingly ageing population gradually declining in size without this stimulus. Although this scenario may be

unrealistic, this provides a useful benchmark against which to consider balancing housing requirements for existing residents with those resulting from net in-migration.

3.37 The outputs from the demographic scenarios are illustrated in Figure 3.1.

Figure 3.1 Demographic Factors Summary



Source: NLP Analysis using PopGroup and ONS/CLG data

## Economic Factors

3.38 The economic scenarios are based upon an understanding of the relationship between housing and employment. The projected migration is set at a level which, alongside the profile of migrants moving in and out and natural change, produces a labour force which is sufficient to support employment growth in the three districts. The headline results for each scenario are outlined below.

### Economic Scenarios

#### Scenario F – Forecast Job Growth

3.39 An economic-led scenario based upon the baseline forecasting models for the three districts provided by GHK and Experian. Experian's job forecasts for Cannock Chase and Tamworth suggest a growth of 4,137 and 637 jobs respectively 2011-2028, whilst the GHK model for Lichfield indicates job growth of 7,664 over the same time period.

3.40 PopGroup modelling identifies that to maintain the labour force with sufficient people to underpin these jobs (assuming that the ratio of jobs to workers – a measure of commuting – remains constant and unemployment is reduced as

outlined previously) would require a rate of in-migration significantly above that which has been observed in recent years for all three districts. Factoring these extra economic in-migrants to the household forecasts increases the dwelling requirement in all three districts, but particularly Cannock Chase and Lichfield.

- 3.41 This level of in-migration could be curbed with the job market supported by a shift in commuting patterns instead (see below), with lower levels of out-commuting and more residents working within southern Staffordshire, albeit the achievability of this and the extent to which it is likely to occur is unclear. Clearly the level of migration suggested by this scenario is extremely high and would run counter to the demographic forecasts discussed above.

#### **Scenario F:**

**Cannock Chase: 12,085 dwellings 2006-2028, 549 per annum (+209)**

**Lichfield: 13,220 dwellings 2006-2028, 601 per annum (+201)**

**Tamworth: 6,220 dwellings 2006-2028, 283 per annum (+83)**

#### **Scenario G – Past Trends Job Growth**

- 3.42 The past trends scenario calculated a ten year historic trend using ABI data from 1998 to 2007/08 (2 digit SIC sectors), and applied this to the 2011 PopGroup baseline figure identified above. Total employment would increase by 11,409 jobs in Cannock Chase; 8,294 in Lichfield; and 4,703 jobs in Tamworth. The figures for both Cannock Chase and Tamworth are significantly higher than the Experian growth forecasts, indicating that prospects for growth going forward are significantly worse than has been experienced in the recent past. As a result, the requirements for both Cannock Chase and Tamworth are much higher than for Scenario F, whilst there is only a small increase for Lichfield.

#### **Scenario G:**

**Cannock Chase: 21,310 dwellings 2006-2028, 969 per annum (+629)**

**Lichfield: 13,850 dwellings 2006-2028, 630 per annum (+230)**

**Tamworth: 11,150 dwellings 2006-2028, 507 per annum (+307)**

#### **Scenario H: Static Employment Growth Scenario**

- 3.43 This economic scenario examined the housing implications of a static level of job creation between 2011-2028 to reflect ongoing economic uncertainties. NLP adjusted migration figures accordingly to generate a new housing requirement, which is much lower for Lichfield in particular.

**Scenario H:**

**Cannock Chase: 6,790 dwellings 2006-2028, 309 per annum (-31)**

**Lichfield: 5,470 dwellings 2006-2028, 249 per annum (-151)**

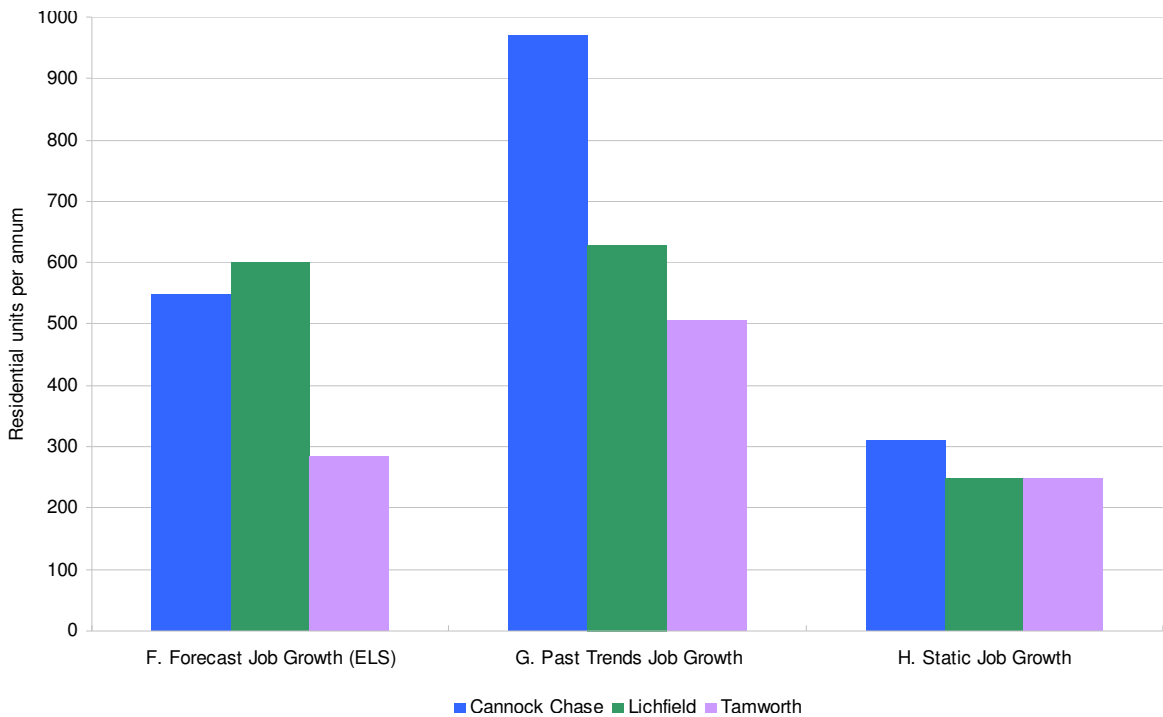
**Tamworth: 5,445 dwellings 2006-2028, 248 per annum (+48)**

**Summary of Economic Scenarios**

3.44 The higher levels of in-migration necessary to underpin the labour force under Scenarios F and G are driven by the fact that the indigenous population is ageing, hence existing residents are being removed from the available pool of labour to support the local economy. This generates a requirement for new economically active people within southern Staffordshire to both maintain the existing job base, as well as support any employment growth. This is highlighted by the decline in the size of the labour force under almost all of the demographic led scenarios for Cannock Chase and Tamworth, whilst the strong levels of in-migration to Lichfield is the main factor supporting the growing labour force in this district.

3.45 The need for in-migration is further exacerbated by the profile of in-migrants, with economically inactive people (e.g. a workers family) moving in as well as economically active people. This leads to necessary in-migration in excess of the number of jobs supplied by the labour force.

Figure 3.2 Economic Factors Summary



Source: NLP analysis using PopGroup

3.46 Meeting job growth can be achieved in three main ways: by changing

commuting patterns; by increasing the numbers of in-migrants moving into the area; or by increasing the levels of employment amongst the existing resident population (i.e. reducing unemployment). The merits of these approaches are discussed below:

- 1 **Changing commuting patterns:** This would involve either increasing the number of people who commute into the three districts on a daily basis for work, or by encouraging local out-commuters to work in Cannock Chase/Lichfield/Tamworth instead. Increasing levels of in-commuting would conflict with Councils' aspirations to reduce levels of out-commuting and in the case of Lichfield, would conflict with the methodology used to inform the GVA Employment Land report. The latter approach, of 'clawing back' local residents, would have a number of benefits but in practice is likely to be difficult to achieve in the short to medium term at least. As regards increasing the number of commuters into the three districts, this may not be a sustainable or desirable outcome but can lead to reduced dwelling requirements.

It is accepted that whilst there are some factors at play which could suggest more local working may be sensible in the future (i.e. fuel costs, the sustainability agenda, IT enhancements and quality of life issues), the likelihood is that net out commuting from the three districts is unlikely to change significantly.

- 2 **Economic In-Migration:** Alternatively, achieving job growth targets can be delivered through in-migration, which would lead to an increased housing requirement. These pressures may also be partly mitigated through adjustments to economic activity rates, with pressures on the labour market incentivising people back into economic activity (e.g. people coming out of retirement due to better work opportunities). However, this is unlikely to entirely address the full scale of the problem.

It is possible that migration patterns may change in the years ahead. However, whilst there have been fluctuations in recent years, insufficient data is available to allow a reasoned judgement to be made. Whilst it is understood that the Black Country planning authorities are keen to support high levels of housing in their areas to stimulate economic growth (which may reduce the number of people moving into Cannock Chase in particular), Birmingham City is currently pursuing a housing growth option which would see significantly lower levels of homes being constructed in the City than was previously envisaged under RS. As this is the main employment destination for Lichfield residents, it is quite possible that whilst there may be an element of re-balancing between Birmingham and the Black Country in terms of housing supply, Lichfield may be placed under increasing pressure from new in-migrants from Birmingham, in particular, further distorting commuting patterns. It should be noted that a significant proportion of the demand for housing in Birmingham stems from international in-migration, which may be questioned following changes to government immigration policy.

- 3 **Reduced Unemployment:** A reduction in unemployment rates could help

to meet job growth and hence reduce the amount of dwellings that would need to be provided to meet this objective. This could be achieved through a comprehensive programme of up-skilling and training to ensure that existing unemployed residents have a better chance of entering the job market. However, as discussed above, Lichfield in particular already has very low levels of unemployment, with rates considerably below both the regional and national average. The model has also been 'tweaked' so that current levels return to the historic average rate in the medium to long term for all three districts.

Whilst a lower level of unemployment would lead to a requirement for fewer dwellings, it is not considered that a level much below these figures is attainable. For example, whilst 'full employment' could theoretically be taken to mean unemployment rates of zero, in practise there will always be an element of unemployment even during economic boom periods. This is due to a combination of frictional (i.e. allowing for the time it takes for employers and workers to find a suitable match) and structural (a mismatch between the skills of workers and the jobs available to them in an area) unemployment. Consequently, a practical interpretation of full, or natural, unemployment by academics is often taken to be at least 2% and sometimes higher (Beveridge, for example as far back as 1945, famously set the full employment level at 3% unemployment). Furthermore, it appears highly unlikely that unemployment is going to fall significantly in the coming years given the current economic instability and uncertainty.

It is therefore considered that the effectiveness of programmes to upskill and re-train the workforce are likely to have a limited impact on housing requirements in southern Staffordshire due to the low rates of unemployment in the area, and may in any case compensate for any increase in unemployment should the economy experience a 'double-dip' recession.

- 3.47 Based upon the scenarios of future employment growth, and assuming that factors such as forecast economic activity or current rates of commuting do not significantly shift in the future, southern Staffordshire would need to deliver between 325 and 2,105 new homes per annum to meet employment growth to 2028. The two job growth scenarios (F and G) are considerably in excess of the demographic forecasts and demonstrate the tough policy choices that would need to be taken by the three Councils should these economic growth forecasts be aggressively pursued as this would require a step change in housing delivery and/or significant levels of commuters coming into the area on a daily basis.

## Housing Factors

- 3.48 The third element of the model involves the consideration of factors relating to the need for housing: past delivery rates, and policy decisions on targets.



### Scenario I – Past Dwelling Completion Rates

- 3.49 The past rate of delivery of dwellings ostensibly provides a proxy for realisable demand for housing development in southern Staffordshire. However, it should be noted that whilst this may provide a guide of past delivery, it may have been constrained by land availability and planning policy as well as any wider economic or market trends to that period. Based on the past ten years of net housing delivery, developers in Cannock Chase have built 358 dwellings per annum, whilst the comparable figures for Lichfield and Tamworth are 460 dpa and 219 dpa respectively. Lichfield has seen particularly strong residential growth, with recent housing developments including Boley Park during the 1980s and, since 2000, at Darwin Park, which has seen further outward expansion and growth of Lichfield City, to the south-east and south-west respectively.
- 3.50 Projecting these rates forward over 22 years would suggest a need for around 22,814 units across the study area.

#### Scenario I:

**Cannock Chase: 7,876 dwellings 2006-2028, 358 per annum (+18)**

**Lichfield: 10,120 dwellings 2006-2028, 460 per annum (+60)**

**Tamworth: 4,818 dwellings 2006-2028, 219 per annum (+19)**

### Scenario J – Regional Strategy Requirement

- 3.51 Although the Localism Act 2011 makes provision for the abolition of Regional Strategies [RS], the housing requirements contained within them (and the process undertaken to arrive at them) still continue to provide a benchmark and remain, arguably, a valid indicator of local requirements.
- 3.52 The Report of the EiP Panel for the West Midlands Regional Spatial Strategy Phase Two Revision<sup>19</sup> concluded the following:
- a **Cannock Chase:** A requirement for **6,800** dwellings to meet the District's needs 2006-26, at a rate of **340 dpa**. However, of this total, 1,000 should be provided within Lichfield District adjacent to the boundary at Rugeley;
  - b **Lichfield:** A requirement for **8,000** dwellings to meet the District's needs 2006-26, at a rate of **400 dpa**. Although this appears to be unchanged from the earlier RSS Preferred Options figure, it represents an increase of around 2,000 as Cannock Chase and Tamworth requirements are now identified separately;
  - c **Tamworth:** A requirement for **4,000** dwellings to meet the Borough's

<sup>19</sup> West Midlands Regional Spatial Strategy Phase 2 Revision Report of the Panel (September 2009)

needs 2006-26, at a rate of **200 dpa**. The Panel recommended that this should be regarded as a minimum to be exceeded if possible; further cross boundary provision in Lichfield ‘*may also be required to meet the needs of the town after the outcome of further studies is known*’ [¶8.110].

**Scenario J:**

**Cannock Chase: 7,480 dwellings 2006-2028, 340 per annum (0)**

**Lichfield: 8,800 dwellings 2006-2028, 400 per annum (0)**

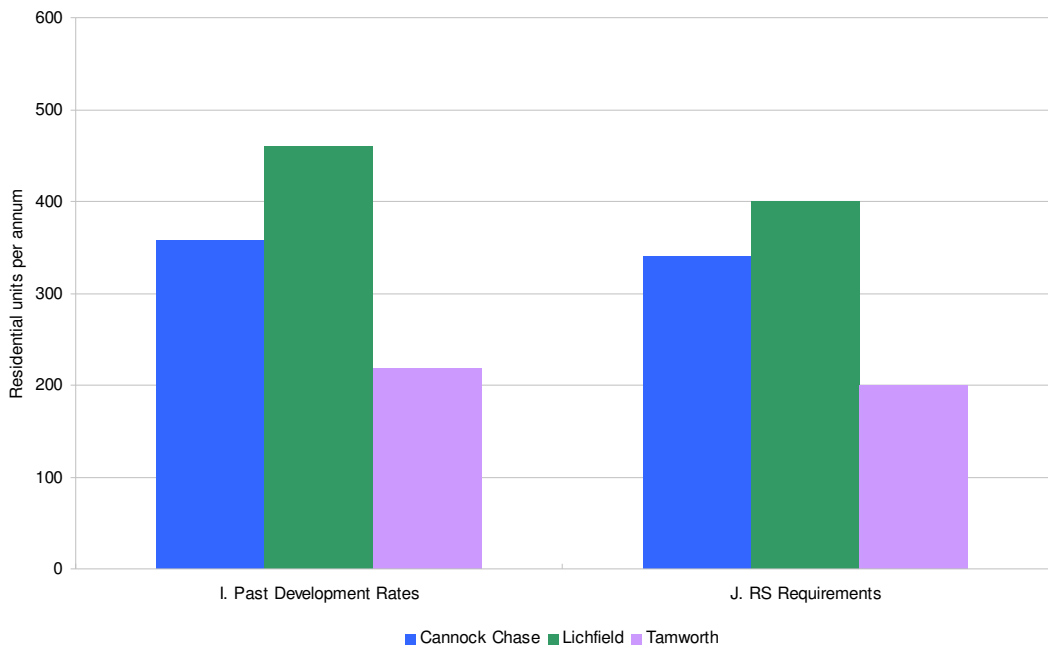
**Tamworth: 4,400 dwellings 2006-2028, 200 per annum (0)**

**Summary of Housing Scenarios**

3.53

Based on housing factors, the level of housing requirement varies from 1,037 dpa reflecting past delivery rates, to as low as 940 dpa based on the RS requirement.

Figure 3.3 Housing Factors Summary



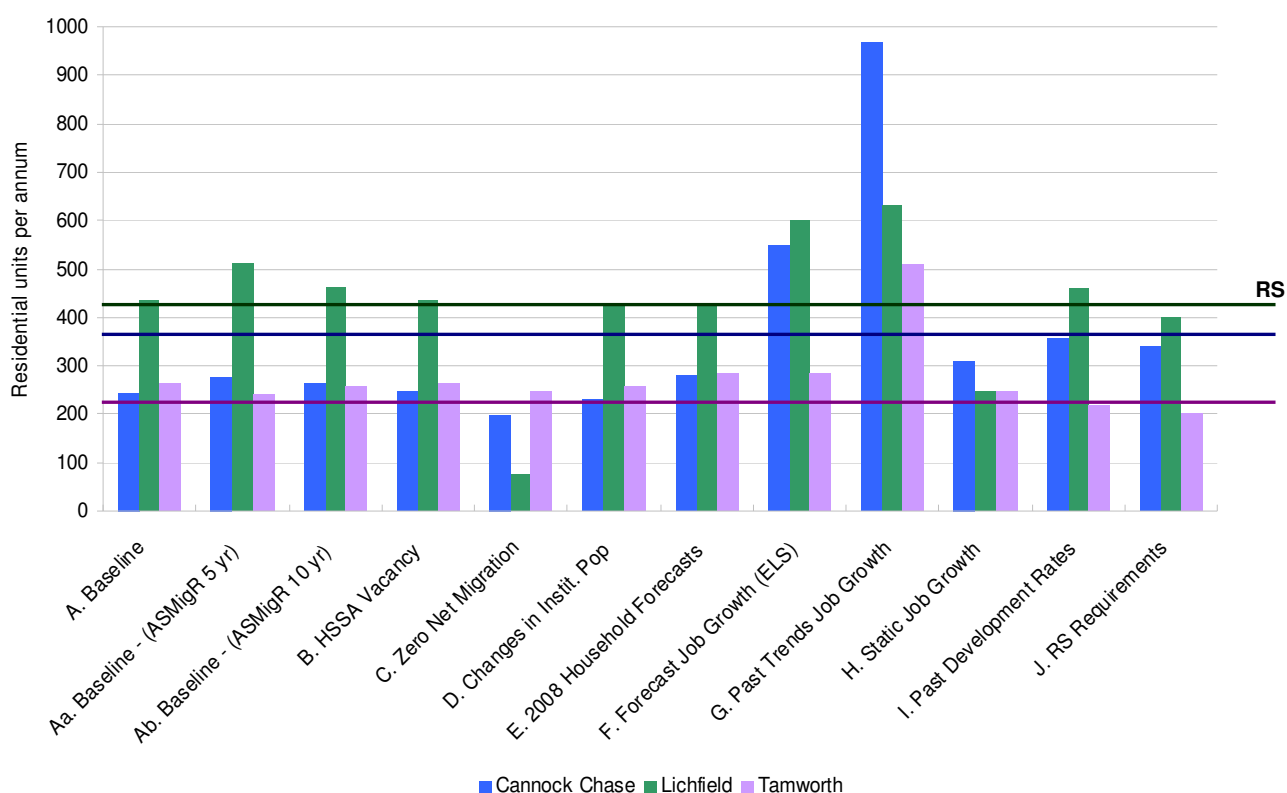
Source: NLP

**Summary**

3.54

The implications of the aforementioned scenarios in terms of dwelling, household and economic change are set out in Appendix 2 and below.

Figure 3.4 Dwelling implications (2006-28)



Source: NLP Analysis

3.55

Over time, there is a considerable variety in respect of the scale of the forecast population growth and projected dwelling change within Cannock Chase, Lichfield and Tamworth. A number of key themes are evident throughout all of these scenarios however, and are therefore likely to be central to the future of the area. Accordingly, it will be necessary to pay due consideration to the following implications of these matters when planning for the future of southern Staffordshire if the objective of ensuring and enhancing the social, economic and environmental well-being of the wider area is to be realised:

- 1 Ageing population;
- 2 A general reduction in the number of people of working age and economically active persons;
- 3 The reality that, regardless of the housing option that is selected, migration will continue in the future, particularly in Lichfield;
- 4 A clear migration pattern with older people moving in and younger people moving out of Lichfield, with the reverse true for Tamworth; and,
- 5 Housing affordability issues stemming from the balance of in and out migration and, supply of housing and the current level of house prices.

3.56

It is important to consider these matters in the context of the capacity for development in the three districts and the overall vision and policy aspirations that exist. Section 4.0 considers these “Policy Twists” whilst Chapter 5.0 sets out the overall implications of each option and provides a means by which a robust dwelling requirement figure might be established for the three districts.



## 4.0 Policy and Delivery

- 4.1 Having established a series of scenario-based housing requirement figures, it is important to place these within the planning policy context and vision for the three districts. There is also limited and finite capacity of certain settlements within southern Staffordshire to accommodate development, which is an important consideration in determining the appropriate amount of development that can be provided over the Local Plan period.
- 4.2 The purpose of this section is to consider its overall potential for accommodating housing and the implications for the range of dwelling requirements that can realistically be delivered.

## Vision for Change

### Cannock Chase

- 4.3 CCDC is currently producing a Local Plan which will replace the current Cannock Chase Local Plan (1997). In 2010 a final stage of consultation took place on two of these documents, the Core Strategy [CS] and Rugeley Town Centre Area Action Plan [AAP] Development Plan Documents [DPD], before they are submitted to Government for formal examination. The Core Strategy is the most important of the Local Plan documents and will set out CCDC's overall vision, objectives and spatial strategy for the District. It will also set the wider land use framework for private sector investment and the delivery of public services within the area.
- 4.4 The draft CS's<sup>20</sup> strategic approach is to focus development across the existing settlements of Cannock/Hednesford/Heath Hayes; Norton Canes and Rugeley/Brereton, developing service provision to meet existing balances in housing across the District. It broadly caters for development in the urban areas, with at least 6,800 new homes to be built 2006-2026 (340 dpa).
- 4.5 The draft CS [Policy CP1] states that the extent of the urban areas will be constrained by the Green Belt Boundary as defined on the Proposals Map. Housing proposals beyond this area, specifically in locations within the Green Belt, will generally be resisted [Policy CP4].
- 4.6 The draft CS states that 1,140 new homes were completed in the first three years of the Plan Period, and that 1,000 new homes for Rugeley and Brereton will be provided in Lichfield District via LDC's CS [Policy CP4]. In the urban areas, at least 2,400 (68%) new homes will be provided in Cannock, Hednesford and Heath Hayes; 900 (26%) in Rugeley and Brereton; and 200 (6%) in Norton Canes.

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<sup>20</sup> Cannock Chase Council (May 2010): Pre-Publication Draft Core Strategy

- 4.7 Urban extensions within Cannock Chase District comprise a strategic site west of Pye Green Road (750 homes); a broad location for new housing south of Norton Canes (700 homes); and a broad location on land east of Wimblebury Road, Heath Hayes for longer term housing provision beyond 2026.
- 4.8 The CS notes that both the Cannock and Rugeley housing markets need to be balanced by building more 3 and 4+ bedroom homes. An affordable housing target of 100 new homes per annum is also set (at 15%) to be reviewed 'on a regular basis' with the aim of moving to within the range of 25% to 40% as soon as market conditions allow.
- 4.9 The District's ageing population profile also means that housing elderly people will be increasingly important during the Plan Period. Providing a choice of options including supported independent living, sheltered accommodation and 'close care' developments is identified in the CS as the way forward.

## Lichfield

- 4.10 Lichfield Council's draft CS<sup>21</sup> has a vision that seeks to focus major new development in Lichfield City, creating sustainable and inclusive communities through the development of sustainable urban neighbourhoods to extend the City further south and east (around Streethay). The CS envisages that Burntwood will be a more sustainable and self-contained town, with opportunities for new housing created through the redevelopment of existing underutilised land.
- 4.11 In addition, the CS indicates that Fradley village will be:  
*'the principal focus for housing in the rural area, focused around existing and new facilities. Alrewas, Armitage with Handsacre, Fazeley, Little Aston, Shenstone and Whittington will continue their role as key rural settlements that provide essential services and facilities to their communities and the wider rural hinterland including the smaller outlying villages and hamlets.'* [¶3.14]
- 4.12 The draft CS [Core Policy 1] seeks to deliver 8,000 dwellings 2006-2026 at around 400 dpa within the most sustainable settlements, making best use of, and improving, existing infrastructure. Throughout the District, growth will be located in the most accessible and sustainable locations in accordance with the Settlement Hierarchy. The draft CS [Policy CP6] states that the majority of future development will therefore be directed to the following locations:
- 1 Lichfield City Centre/Urban area (accommodating c2,000 of the District's housing growth to 2026);
  - 2 Burntwood Town Centre/Urban area (c680 units)
  - 3 South Lichfield Strategic Development Location (c550 units);

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<sup>21</sup> Lichfield District Council (2011): 'Shaping Our District'

- 4 East of Lichfield (Streethay) Strategic Development Location (c850 units);
  - 5 Fradley Strategic Development Location and Broad Development Location (c1,000 units)
  - 6 New Sustainable Urban Extension to the east of the Burntwood Bypass (c425 units)
  - 7 East Rugeley Strategic Development Location (within Armitage with Handsacre Parish) (c450 units, plus 700 dwellings on the former Power Station site already with planning permission).
  - 8 Key Rural Settlements (c400 units).
  - 9 Other rural areas (c1,400 units).
- 4.13 Fazeley is identified as having a role in meeting Tamworth Borough's housing needs, whilst in the longer term, land to the north of Tamworth could also assist in delivering further homes. However, the release of sites within this area will be dependent on key infrastructure being delivered within the Anker Valley (which relates specifically to sites north of Tamworth) and further consideration of the potential for land to be brought forward within North Warwickshire [Policy CP1]. To the east of Rugeley, the CS envisages that housing and employment growth will be accommodated on brownfield land at Rugeley Power Station and within a Strategic Development Location immediately adjacent, effectively providing for some of the housing needs of Cannock Chase District.
- 4.14 The draft CS [Policy CP5] states that residential development will be expected to contribute to the achievement of sustainable communities; assist in meeting the identified housing needs, including affordable homes, within the sub-housing market areas (including the requirements of housing market areas relating to Tamworth and Rugeley); and deliver the required social, physical and green infrastructure requirements necessary to support sustainable communities.
- 4.15 The role of the Green Belt is recognised in the Core Strategy and in particular that of Major Developed Sites within the Green Belt, with *'their continuing strategic function to be assessed through the Allocations of Land DPD'* [Policy CP1].
- 4.16 The draft CS [Policy H2] seeks an affordable housing target of up to 40% of new dwellings to be provided on sites for 15 or more dwellings, or sites of 0.5ha or more in size in Lichfield City and Burntwood. Outside these two main urban areas, affordable housing will be required on housing developments for 5 or more dwellings, or sites of 0.2ha or more in size.

## Tamworth

- 4.17 TBC issued its draft CS<sup>22</sup> for consultation in autumn 2009. The vision for Tamworth is that by 2026 the Borough will have a distinct identity that is characterised by attractive, well planned, sustainable, safe and high quality environments that make the most of its natural and historic assets [p9].
- 4.18 The draft CS [Policy SRM3] indicates that the Council does not intend to amend the existing Green Belt boundary in the short to medium term.
- 4.19 Following the Government's proposals to revoke RS and the housing numbers within, TBC consulted on a suite of revised housing policies in the '*Housing Policy Consultation Draft Core Strategy*' (2011). The draft CS [Policy H1] states that TBC will deliver a net increase of at least 2,900 dwellings 2006–2026 at an average of 145 dpa. A minimum of 900 dwellings will be provided as a sustainable urban neighbourhood to the north east of the town centre (in the Anker Valley) with the remaining provided within the existing urban area. The draft CS recognises that due to the restricted available developable land in Tamworth, further development to meet Tamworth's needs may be required in either Lichfield District or North Warwickshire Borough:
- 'The Council will work closely with neighbouring authorities to ensure if further housing is required to meet Tamworth's needs that this is planned in the most sustainable location...Development to meet Tamworth's needs in neighbouring authorities could be met in the broad locations identified...to the East of the town or to the north of the town as part of the sustainable urban neighbourhood in the Anker Valley. It is envisaged that if this growth in neighbouring authorities is needed it will not be until after 2020.'* [Policy H1]
- 4.20 The draft CS [Policy H3] identifies a target of 43 affordable housing units per annum, with developments over 15 dwellings in size required to provide a target of 30% affordable dwellings on site.
- 4.21 The draft CS [Policy H4] states that the Council will ensure that the size and type of housing reflects local needs. This will be achieved by providing a mix of dwellings of the right size, type, affordability and tenure to meet local needs. In particular, the Council will seek to deliver smaller dwelling types as follows:
- 1 80% of new housing will be 1 or 2 bedroom sized units, with a focus on achieving a greater proportion of 2 bedroom units;
  - 2 15% of new housing will be 3 bedroom sized units;
  - 3 5% of new housing will be 4 bedroom or more sized units.

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<sup>22</sup> Tamworth Borough Council (October 2009): *The Proposed Spatial Strategy*



## Delivery Opportunities and Constraints

- 4.22 The delivery of a housing requirement needs to be put in the context of the opportunities and potential constraints on development at the District-wide scale. The evidence to underpin this comes through the existing Local Plan evidence base. This section provides a high level review of the key areas which may constrain or help deliver different amounts of housing growth in the 3 districts.

### Environmental Capacity Constraints

- 4.23 The ability of infrastructure and the environment to accommodate development in southern Staffordshire is an important consideration in balancing the housing requirement against the fundamental barriers to delivery. This includes whether there are any overarching infrastructure pressures which could act as a 'show stopper' to development or whether there are overriding environmental constraints which would prevent a certain level of growth being appropriate.

### Cannock Chase

- 4.24 Cannock Chase has a number of environmental designations, most notably the Cannock Chase Area of Outstanding Natural Beauty (AONB), which runs across the central belt of the District. The District supports 2 Special Areas of Conservation<sup>23</sup>, 4 Sites of Special Scientific Interest [SSSI], 33 local Sites of Biological Interest, 2 Local Nature Reserves (1 additional pending) and 1 Regionally Important Geological Site at Etching Hill<sup>24</sup>. In addition, around 60% of the District is designated Green Belt land.
- 4.25 Furthermore, the Council's Green Infrastructure Background Paper (May 2010) identified the following key green infrastructure assets in the District, which are important due to their combined benefits for climate change mitigation and adaptation, habitats, the historic environment and landscape character, amenity and recreation:

- 1 Cannock Chase AONB (including Country Parks, SACs and SSSIs);
- 2 Hednesford Hills, Hazelslade, Mill Green and Hawks Valley (pending designation) Local Nature Reserves and all Sites of Biological Importance;
- 3 Cannock Chase District Green Space Network (representing a range of formal and informal recreation opportunities and particularly where the space forms a distinct, vital role i.e. flood risk management);
- 4 Trent and Mersey Canal and River Trent corridor;

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<sup>23</sup> Within the AONB lies the important heathland area Cannock Chase Special Area of Conservation (SAC). The CS recognises that the protection of this internationally important SAC requires that no development will be allowed within 400m of the SAC, whilst development mitigation will be required between 400m and 12 miles of the SAC including provision of alternative green space. It should be noted that the buffer zones are likely to be subject to change as a result of more recent analysis by Footprint Ecology.

<sup>24</sup> Cannock Chase Council (May 2010): Green Infrastructure Background Paper

- 5 Cannock Chase Extension Canal;
- 6 Major parts of the Green Belt, namely planned coalfield landscapes to the north and east of Norton Canes and Wimblebury; heath landscapes to the east and north of Hednesford and Wimblebury; wooded estatelands and heath landscapes to the south of Rugeley and Brereton (leading into the Cannock Chase AONB).

4.26 The draft CS [Policy CP12] states that the District's landscape character will be protected, conserved and enhanced via supporting development proposals within the AONB that are compatible with its social, economic and environmental aims only, unless there is an overriding national or local need that can not be accommodated elsewhere and the sustainability benefits outweigh the detrimental effects.

4.27 As a consequence, there are clear areas of strategic habitat, recreational and wildlife importance across the District which will affect the ability of Cannock Chase to accommodate substantial levels of housing development.

### Lichfield

4.28 As with Cannock Chase, Lichfield District has significant, high quality, natural and built environment assets that the draft CS seeks to protect and enhance in their own right. Amongst the environmental designations in Lichfield, there is one designated Special Area of Conservation (SAC); the River Mease, whilst the majority of the District is also within an area of influence for the Cannock Chase SAC. There are also 6 SSSIs within the District, the largest of which is the lowland heathland habitat to the west of Burntwood. In addition, there is a portion of the Cannock Chase AONB, and several Sites of Biological Importance [SBIs] including ancient woodland<sup>25</sup>.

4.29 Other significant assets include the District's historic built environment and natural and landscape assets; Chasewater Country Park; The National Forest; and the Forest of Mercia, The National Memorial Arboretum, the restoration of the Lichfield Canal and the Central Rivers Initiative. Lichfield District also contains 59 Biodiversity Alert Sites and 77 Sites of County Biological Importance. In an effort to protect these environmental assets, the draft CS [Policy 13] states that LDC will seek to enhance the relationship between the countryside and settlements by creating linkages and corridors that provide for the integration of people, fauna and flora in both rural and urban locations and support the restoration and creation of new habitats, tree planting and local nature reserves.

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<sup>25</sup> Natural Resources Topic Paper (January 2011)

## Tamworth

- 4.30 Despite being one of the smallest local authority areas in the country, Tamworth still boasts a varied range of natural assets of national and local value, including: one SSSI at Alvecote Pools; three Local Nature Reserves all within the urban area; one Regionally Important Geological/Geomorphological Site; 17 Sites of County Biological Importance and six Biodiversity Alert Sites (BAS).
- 4.31 The Council's Green Infrastructure Background Paper (2010) recognises that the most biologically rich parts of the Borough are linked to the Alvecote Pools SSSI, which is of national importance and benefits from statutory protection. None of the local designations have any legal protection and it is likely that the LPA will give them appropriate protection through the Local Plan.
- 4.32 The emerging CS stresses that it is crucial that new development does not lead to the permanent loss of these irreplaceable natural assets and that it avoids the adverse impact on habitats and biodiversity [p48].
- 4.33 As with both Cannock Chase and Lichfield, much of Tamworth's land outside the urban area falls within the above designations and hence is constrained in terms of how much land is suitable and deliverable for housing. Whilst development opportunities free from absolute constraints do exist within the Borough, it will be critical to consider the cumulative effects of development upon the environment, including impacts upon landscape, and through the Local Plan process. Any pressures for development will need to be set against these environmental factors.

## Infrastructure Capacity

### Cannock Chase

- 4.34 An understanding of infrastructure capacity in this part of southern Staffordshire has been obtained from the Cannock Chase CS (Pre-Publication Draft) and the Cannock Chase Infrastructure Delivery Plan.
- 4.35 It is understood that current levels of infrastructure provision are likely to be adequate to meet the District's aspirations as set out in the CS over the plan period. Improvements are likely to be needed for certain elements of infrastructure, regardless of which housing option will be progressed as the preferred strategy approach for Cannock Chase, but the main points to note are as follows:
- 1 The District acts as a strategic transport link between the West Midlands and wider Staffordshire, with significant opportunities for business to maximise the M6 Toll motorway/A5 corridor and the wider links this offers to the national road network. The recent completion of the Rugeley Eastern Bypass has improved access for businesses in the north, whilst

future regional priority proposals including a M54-M6-M6 Toll link will also impact upon the District's accessibility;

- 2 The Rugeley-Hednesford-Cannock-Walsall-Birmingham 'Chase Line' rail service continues to grow in its popularity and has benefited from recent service enhancements, including more frequent and faster trains. The WCML has also brought significant benefits to Rugeley. However, some of the local services have declined and now offer a core rather than comprehensive network. Aspirations remain to upgrade the Walsall – Rugeley railway, known as the Cannock Line Rail Showcase;
- 3 In 2009 the Highways Agency commissioned a traffic modelling study for the area bounded by the M6 Toll, A5 and A460, A449 and M54, assessing the largest potential site options coming forward in the CS. Whilst all potential development scenarios can be addressed, the main infrastructure implication arising within Cannock Chase District is the need for improved traffic flow at Churchbridge on the A5T/A460/A34 junction. The section of the A5T from Churchbridge to Longford Island, A4601, has been designated as an Air Quality Management Area (AQMA) due to air pollution.

## Lichfield

- 4.36 An understanding of infrastructure capacity in this part of southern Staffordshire has been obtained from LDC's 'Shaping Our District' (2011) and particularly the Council's Infrastructure Delivery Plan Consultation Draft (2010).
- 4.37 Policy CP1 of the draft CS states that development will be co-ordinated with an appropriate transport strategy, featuring the completion of the Lichfield City southern bypass and schemes identified at Fradley. Improvements to the A38 and A5 are key highway schemes that will be supported and facilitated. Rail travel will be enhanced through environmental and infrastructure improvements at Lichfield City Station. At Trent Valley Station accessibility will be improved and a new strategic park and ride facility provided alongside improvements to other rail infrastructure.
- 4.38 The CS further states that the A38 should be a corridor of movement through the region and discussions with the Highways Agency have identified that there is potential for the A38 to be improved to increase capacity [¶7.11].
- 4.39 LDC's Infrastructure Delivery Plan [IDP] states that there are also highways capacity issues at Muckley Corner, Wall Island and Swinfen on the A38 relating to existing levels of queuing during peak periods.
- 4.40 The IDP highlights other key elements of infrastructure needed to ensure that communities (both existing and proposed) are sustainable. These are based around the following themes:
- 1 **Communications:** there are no specific issues other than slow broadband connections in the rural areas;
  - 2 **Water Resources and Supply:** there are no 'show stoppers' for the draft CS level of housing growth (8,000 homes). South Staffordshire Water

can supply water to all developments, although some may require additional investment, with major upgrades required for all sites in Burntwood, and sites which link to the Brownhills network, including supply mains;

- 3 **Waste Water Collection & Treatment:** New development will need to take account of the need to plan for the disposal of waste water and sewage as this will have a cumulative impact across the District. Some sites need improvements to increase capacity of wastewater collection, primarily around Streethay and Fazeley. All Waste Water Treatment works need expansion or additional analysis to accommodate the additional flow with the exceptions of Rugeley, Armitage with Handsacre, Colton, Hamstall Ridware and Shenstone;
- 4 **Water Management & Flooding:** Issues need to be addressed on a district/sub-district basis as well at the local level. In terms of flood defence measures, some developments will require Level 2 Flood Risk Assessments.
- 5 **Waste:** In terms of waste disposal, Staffordshire County Council has identified the need for several new facilities at a number of broad locations;
- 6 **Energy:** No specific infrastructure improvements for gas and electricity are identified by the IDP.

- 4.41 The IDP also covers a range of other infrastructure requirements related to growth including: education and health provision; improvements to Green Infrastructure across the District; improvements to open space, play, sport and recreation facilities including a new leisure centre to serve Lichfield City.

### Tamworth

- 4.42 An understanding of infrastructure capacity in Tamworth has been obtained from TBC's '*Proposed Spatial Strategy*' (2009) and particularly the Council's '*Future Development and Infrastructure Study for Tamworth*' (July 2009).
- 4.43 The CS recognises that whilst getting to and from Tamworth is relatively easy, travelling within the town is much harder [¶50]. Policy ST1 states that TBC will seek to improve the sustainability of transport in Tamworth by (inter alia):
- 1 Enabling the construction of the Anker Valley Link Road and the Amington Link Road to improve sustainable transport choices into the town centre, the Learning Zone and train station;
  - 2 Ensuring the construction of a park and ride facility as part of the Anker Valley development;
  - 3 Seeking to reduce congestion around the town centre and the Ventura and Jolly Sailor Retail Parks by promoting and encouraging use of improved sustainable transport links between them and to the wider town
  - 4 Secure highway improvements to accommodate residual traffic.
- 4.44 The Future Development and Infrastructure Study for Tamworth (July 2009)

examined how the scale of housing development identified within the submitted RS Phase Two Revision could be most effectively accommodated, with a particular focus on Tamworth and its environs. This considered the infrastructure requirements arising from housing and employment growth and how these may impact on the scale and timing of growth.

4.45 In identifying options, the Study also took into account the need to provide for a further 600 dwellings (a 20% flexibility allowance on the RS provisions). Two of the options were within the Borough boundary; the remainder were outside. It was considered that the Anker Valley option was the most sustainable option within the Borough to deliver the Spatial Objectives for the town, providing that the necessary infrastructure and linkages were delivered.

4.46 The following key physical development infrastructure issues have been identified within Tamworth<sup>26</sup>:

- 1 **Water Supply:** The draft Water Resource Management Plan prepared by Severn Trent Water identifies that across the West Midlands generally, the levels of development anticipated in the RS up to 2026 will lead to demand exceeding existing water supply and associated improvements will be required to support this growth. Various mitigation strategies are proposed to address future demand / supply imbalances although the nature and scale of improvements will depend on the timing, level and distribution of development.
- 2 **Waste Water Treatment:** In general, Severn Trent Water does not anticipate any particular issues in terms of impacts on waste water systems although this is based on an assumption that new development incorporates the effective management of surface water run-off;
- 3 **Waste Treatment Facilities:** The closest Household Waste Recycling Centre to Tamworth is currently in Lichfield. Staffordshire and Warwickshire County Councils are working together on a possible new site inside the Warwickshire boundary.
- 4 **Energy Infrastructure:** In terms of the provision of electricity, the scale of development being considered in the RS is not considered significant in electricity supply terms and no major upgrades in electricity infrastructure would be anticipated, particularly if considering extensions to existing urban areas where networks already exist.

## Summary

4.47 In summary, there are clear areas of strategic habitat, recreational and wildlife importance across southern Staffordshire which affects the ability of Cannock Chase, Lichfield and Tamworth to accommodate substantial levels of housing development significantly above the RS requirements.

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<sup>26</sup> Overview of Key Physical Development Infrastructure within the Study Area (Table 4.3, Tamworth Future Development and Infrastructure Study)

- 4.48 A substantial proportion of the three districts' land (particularly in Cannock Chase and Tamworth) outside the urban areas fall within the environmental / Green Belt designations and hence are constrained for housing development.
- 4.49 The designation of the Cannock Chase AONB/SAC and other wildlife designations in the three districts reflect the area's special character and significant environmental assets and will, by definition, impact upon the level of development that can be accommodated within or nearby. This is entirely appropriate and rightly forms a key foundation upon which all three Local Plans will be built.
- 4.50 Infrastructure constraints also affect southern Staffordshire, although these tend to be relatively localised and in general they do not represent insurmountable constraints to housing delivery. Constraints include traffic congestion at Churchbridge in Cannock Chase. The physical size of Tamworth Borough relative to its population and the extent of the Green Belt in all three authorities are also major limiting factors on development.
- 4.51 Whilst development opportunities free from absolute constraints do exist within all three Boroughs, it will be critical to consider the cumulative effects of development upon the environment, including impacts upon landscape, through the Local Plan process. Clearly, employment and housing development must reflect the natural capacity of the three districts and should also take account of the need to meet future needs (i.e. beyond the lifetime of the emerging Local Plans). On this basis, it is considered that not all the housing requirements associated with the demographic, economic and housing scenarios will be able to be met.
- 4.52 It is evident that the three districts will be unable to accommodate the level of development associated with some of the highest options (specifically some of the employment-led projections). Conversely, it is equally evident that some of the options only meet the minimum basic level of household growth with no provision for any net in-migration associated with economic growth, which is unrealistic. The initial decision of how much housing to plan for must take account of both considerations.

## Land Supply

- 4.53 This sub-section presents an overview of the findings of the three Strategic Housing Land Availability Assessments undertaken for each of the three southern Staffordshire districts. It should be noted that the methodologies used by the LPAs for the three SHLAAs are slightly different, hence direct comparisons are difficult. In particular, Lichfield District Council's SHLAA is 'policy off' (i.e. it discounts planning policy constraints to housing delivery - specifically Green Belt sites, which it includes as being deliverable / developable). In contrast, the SHLAAs for Cannock Chase and Tamworth are 'policy on' and exclude sites located in the Green Belt from the forward housing supply. As a result, the figures quoted for Lichfield are higher than would have been the case had a similar 'policy on' approach been taken.

## Cannock Chase

- 4.54 The Cannock Chase SHLAA Update (2012) provides the most up-to date estimate of the amount of land that could potentially be available to deliver housing. Although the SHLAA is only a proxy for land availability, it presents a reasonable basis for considering whether land supply could represent a constraint on delivery.
- 4.55 The 2012 SHLAA update indicates that potentially 1,864 dwellings could be delivered within years 0–5, and 1,975 dwellings developed within 6–15 years from the time of the SHLAA being undertaken.
- 4.56 The SHLAA models a number of different scenarios regarding the required dwelling provision and supply to the end of the Plan period(s). The RS Phase 2 Revision Preferred Options/Panel Report would have required Cannock Chase to plan for a further 4,481 dwellings to the end of the plan period. This equated to 280 dwellings per annum, which gave a supply target of 1,400. On this basis, Cannock Chase has a 7-year housing land supply.

## Lichfield

- 4.57 The Lichfield SHLAA (2011) presents the most up-to-date snapshot of land that is known to be, or has the potential to be, made available for housing development in Lichfield District up to 2026.
- 4.58 In total, some 723 potential housing sites were identified and assessed, with the capacity to provide 24,205 dwellings. Of this, 14,393 dwellings could be delivered within years 0 - 5 and 9,812 dwellings could be developed within years 6–15, from the SHLAA base date. It should be noted that these figures are ‘policy off’, i.e. they include all sites irrespective of planning policy influences. By excluding Green Belt sites as Cannock Chase and Tamworth have done, this would reduce the total land supply down to 16,201.
- 4.59 Lichfield District has yet to agree a locally determined housing requirement. The RS, however, required 8,000 homes to be delivered over the period 2006 – 2025/26 (400 pa). A total of 1,564 dwellings have been completed since 2006, leaving a further 6,436 dwellings to be delivered by 2026. With a potential supply of 14,393 dwellings, there is theoretically a 36 year supply of residential land in the District that is deliverable and developable over the 15 year period. It should be noted that these figures represent a ‘policy off’ view of housing supply in the district, i.e. they include sites that would otherwise be considered unsuitable from a planning policy perspective, specifically Green Belt sites. The level of housing supply for the District is considerably less if Green Belt sites are excluded as is the case with both Cannock Chase and Tamworth’s SHLAAs.

## Tamworth

- 4.60 The Tamworth SHLAA (2011) provides the most up-to date estimate of the amount of land that is potentially available for housing development in the Borough for the next 15 years. The headline results from the SHLAA show that



there is a significant amount of land within the Borough which could potentially accommodate residential development.

- 4.61 The SHLAA methodology identified and assessed 355 sites and identified a total potential of 3,690 dwellings. Of this figure, 1,071 dwellings were identified as being deliverable and forming part of the 5 year supply. The SHLAA also indicates that 1,358 dwellings could come forward within years 6-10, and 1,261 dwellings could be developed within years 11-15 from the time of the SHLAA being prepared.
- 4.62 With a potential supply of 3,690 dwellings there is a 18 year supply of residential land available in the Borough that is deliverable and developable over the 15 year period (based on the RS EiP Panel Report of 200 dpa required for Tamworth). Even when taking into account density reductions and sites possibly lapsing over the remaining plan period, there remains a sufficient supply of sites.

## Housing Delivery and Viability

- 4.63 The achievement of housing development to meet local needs has represented a challenge to all involved in the development process at a time of economic constraint. Indeed, housebuilding is reported to be at its lowest level for half a century or more. Although the underlying demographic and social drivers of housing need are still firmly in place, the weakened consumer confidence and the restrictions on funding for homeowners and house builders has resulted in a contraction in development activity. The recession has caused significant weakening of development capacity and caution over the ability of housing development to deliver the values needed to fund infrastructure.
- 4.64 The credit crunch has meant that development in certain neighbourhoods has temporarily stalled. However, despite these recent problems in the housing market, the pressure for new development over the longer term in southern Staffordshire remains, arising from demographic changes, economic development and a wide range of policy requirements. As market conditions improve, the key challenge in the medium term will be to deliver the necessary housing to meet the needs within Cannock Chase, Lichfield and Tamworth.
- 4.65 Due to its outstanding environmental quality and built heritage, the three districts remain a highly attractive and desirable place to live; particularly high house prices in Lichfield relative to the West Midlands context are the most extreme example of this. As such, pressure remains to develop residential properties in most parts of the Districts and it is not considered that viability remains a particular problem for delivery overall.

## Housing Supply and the Mortgage Availability Index

- 4.66 Whilst it is of obvious importance to establish a housing requirement figure for the three southern Staffordshire authorities, it is also important to ensure that this has a reasonable prospect of being achieved. The SHLAAs have demonstrated that land is potentially available to accommodate 3,311

dwellings in Cannock Chase (either deliverable and/or developable); 24,205 units in Lichfield (policy off – this would reduce to 16,201 excluding Green Belt sites) and 3,690 units in Tamworth.

4.67 However, it is recognised that the rapidly changing market conditions that have characterised the UK over the past few years have added an additional dimension to the housing policy debate. The housing market is complex and recent trends in delivery demonstrate that the mere identification of land is an overly-simplistic indication of supply.

4.68 In response to this, NLP has developed the Mortgage Availability Index (MAI). Put simply, this identifies areas where housing development is now less likely. It explores the spatial effects that the downturn in the housing market and the current restricted lending environment has had on housing transactions and the resultant consequences of this upon housing delivery and, more generally, upon the housing pipeline.

In order to understand the link between housing transactions and the housing supply pipeline, it is useful to break the drivers of housing delivery decisions into their three component parts:

- 1 **The buyer:** in order to purchase a house, a number of factors normally need to be in place:
  - i The formation of a household;
  - ii An aspiration to own the property – this relates to factors including the type of property, its location and its place on the individual’s housing ladder; and,
  - iii An ability to pay for the purchase, usually through a combination of deposit and mortgage.
- 2 **The builder:** house builders create value through the building and selling of property. They need to pay the carrying costs for business loans and create profit for their shareholders.
- 3 **The lender:** mortgage lenders create value through selling mortgage finance. As with all loans, they are subject to an element of risk that needs to be factored into the equation. The three elements of this risk are:
  - i The borrower – their deposit, credit rating, income and other commitments;
  - ii The property – its value and the market within which it is located (e.g. city centre flat or suburban detached house); and,
  - iii The location – the market conditions and prospects of the specific location of the property.

4.69 The manifestations of the different motivations of these three parties affect housing delivery rates differently in different locations. The Mortgage Availability Index (MAI) hypothesises that there is a spatial dimension to the more cautious approach to lending that will affect housing delivery. This can be illustrated by considering the case study examples set out in Table 4.1.

Table 4.1 Mortgage Case Studies

Characteristics	Buyer A – Good Risk	Buyer B – Poor Risk
<b>Deposit Availability</b>	Significant deposit	Low deposit
<b>Employment security</b>	Secure employment	Less secure employment
<b>Income</b>	Two incomes	More financially stretched
<b>Credit Rating</b>	Good	Poor
<b>Locational Risk Factors</b>	Can afford lower risk location	Stretched affordability means search limited to riskier locations
Outcomes	Buyer A – Good Risk	Buyer B – Poor Risk
<b>For Buyer</b>	Will go to popular areas	Unable to enter market
<b>For Market</b>	Stable markets become more buoyant	Riskier sites and locations cannot deliver
<b>For House Builder</b>	Builder incentives mean they have to follow the market	Builders lose incentives to deliver (unless publicly funded)
<b>For Planning Supply Pipeline</b>	Allocated sites in stable areas deliver but generally the supply is limited due to the nature of planning policies in these areas	This may lead to price falls and further mortgage difficulties, cementing non-delivery of the housing supply pipeline

4.70

The implications of these case study examples are set out Table 4.2.

Table 4.2 Mortgage Outcomes

Outcome for BUYERS	
<b>Buyer A</b>	Can continue to exercise locational choice in their purchasing decisions meaning that whilst they are able to choose either high or low risk locations it seems likely that they would choose better performing market areas.
<b>Buyer B</b>	More restricted in their ability to exercise locational choice. They are faced with either markets they cannot afford to access or markets that are too risky for lenders to consider for them.
Outcome for AREAS	
<b>Buoyant Areas</b>	<p>The supply side will be skewed towards those buoyant areas where those that present a low lending risk are likely to buy.</p> <p>This means that risk averse lenders will offer mortgages for low risk customers, ensuring delivery in stable market areas.</p>

<p><b>Poorly Performing Areas</b></p>	<p>Delivery in stronger market areas will be to the detriment of housing delivery in area where those deemed to pose a greater lending risk are likely to be restricted due to their inability to raise sufficient funds and satisfy the lender that they are a good risk to purchase the property.</p> <p>This means that risk averse lenders would be much less likely to offer mortgages for higher risk customers that can only afford to access housing in poor performing areas. The implication is non- delivery in risky market areas.</p>
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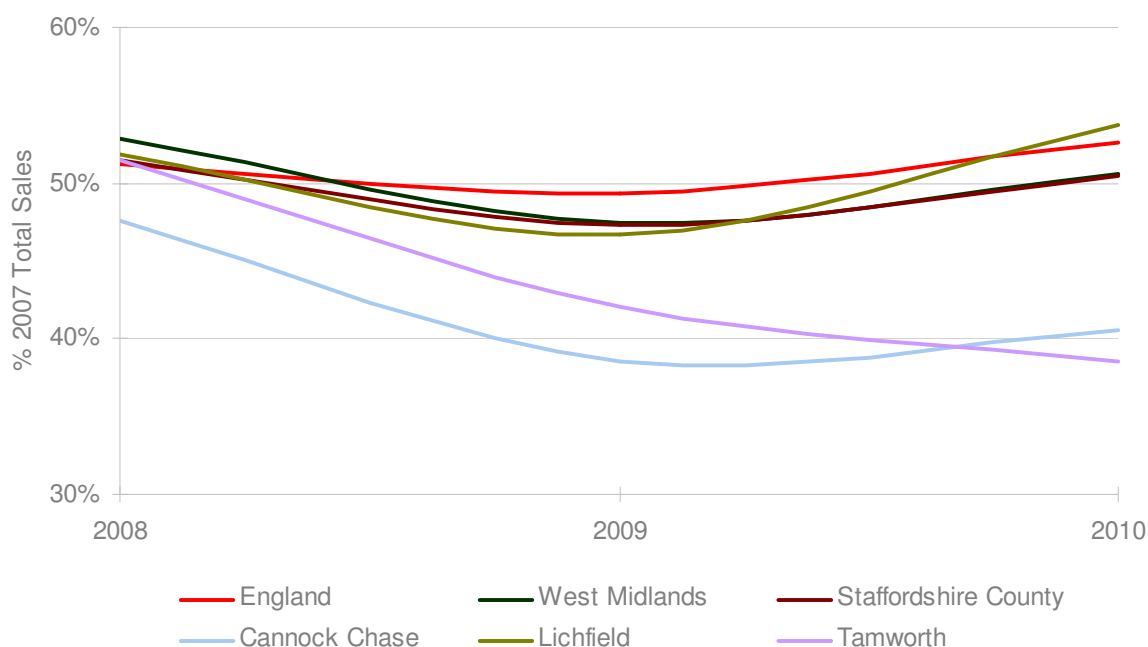
- 4.71 The MAI measures the perceived level of non-delivery risk that an area poses. In order to do this, it is based upon a comparison of sales data with the housing supply pipeline in order to paint a picture of the housing market such that the risk of non-delivery of planned sites can be understood at the county and regional level in order to consider the implications for local planning authorities.

## Sales Demand

- 4.72 The dramatic changes in the housing market since 2007 have been well documented. The global financial crisis both originated in the American sub-prime mortgage market and then came full circle to cause a housing market slump until late 2009. The recovery from this is still weak and is, at least in part, predicated on historically low interest rates. The MAI work is based on the premise that the tightening of lending conditions was a major factor in the market slump as the vast majority of house purchase transactions require some form of bank lending.
- 4.73 The level of house purchase transactions is a good indicator of the level of home loans that are being completed at any time and in a given area. In order to identify the relative performance of regions, local authorities and localities NLP mapped the fall in housing transactions from the peak to the trough of the market (2007 to 2009). Transactions have increased, but marginally, into 2010.
- 4.74 Regionally there was significant variation, with the southern regions performing well and the northern regions performing less strongly. Transactions levels fell by more than 50% in all regions but it is worth noting that the range of falls is relatively low with 16.5% separating the best and worst performing regions, with the West Midlands out performing the more northerly regions.
- 4.75 The number of transactions in southern Staffordshire fell from 5,628 in 2007 to 2,392 in 2009; this represents a fall of 57%; a substantial drop off, and below the West Midlands regional (53%) average. Whilst the market has improved, sales remain low across the three districts, totalling 2,521 in 2010. The magnitude of decline has been greatest in Tamworth, with sales declining from 1,600 in 2007 to 617 in 2010, a fall of 61%, closely followed by Cannock Chase (from 1,978 in 2007 to 802 in 2010, a 59% fall) and then Lichfield (from 2,050 to 1,102, a fall of 46%).
- 4.76 Figure 4.1 illustrates the drop-off in sales from the 2007-peak, showing the

extent to which the Cannock Chase and Tamworth housing market has performed rather worse than the national, regional and sub-regional figures might suggest. It also indicates that Lichfield's housing market has picked up at a faster rate since the low of 2009.

Figure 4.1 Housing market: property sales based on Land Registry data, 2007-based



- 4.77 Analysis at the post code sector level is more illuminating as it demonstrates that the real impact of the changing market conditions is at the local level. Falls in transaction levels were recorded in almost all of the post code sectors in all three districts, with the notable exception comprising an area immediately to the south east of Cannock town. This area actually experienced a strong increase in transactions, which is likely to have been due to a large residential development at Lakeside off Walkmill Lane, Bridgtown (near Churchbridge), where Bellway have been building steadily in recent years together with a Registered Provider's [RP] Extra Care development of 83 units built as one block.
- 4.78 Furthermore, it should be noted that the variations are also partly a function of the scale and type of developments coming forward in certain parts of the district, hence where recent development has predominantly comprised of flats (i.e. Hednesford), it has been a struggle to sell these, in contrast to the family housing developed at Lakeside (as referenced above). However, the inclusion of existing property sales alongside new build ameliorates this issue to an extent (assuming there is a breadth of existing property types available across the area).
- 4.79 It should be noted that postal sector boundaries are not a perfect match for Local Authority boundaries. As a consequence, certain zones on the periphery of southern Staffordshire may include nearby settlements in adjoining districts, hence market conditions may be slightly distorted as a result.

- 4.80 Before looking at the housing supply picture it is necessary to establish criteria within which localities will be considered high risk for the non delivery of planned housing sites. Whilst this is ultimately a finely balanced judgement we have taken the view that development in those postcode sectors performing worse than the regional and county averages would be less attractive to lenders due to the risks posed by those who were applying to buy homes there. In the context of the West Midlands performing slightly worse than the national average, it is evident that lenders would recognise the relative merits of focusing upon those areas that have performed most robustly in recent years. Similar considerations have been applied to the wider Birmingham/Black Country conurbation, which very roughly comprises a more comparable housing market area than either the District or region-wide spatial areas.
- 4.81 In summary, the Mortgage Availability Index highlights potential housing delivery challenges ahead for those postcode sectors that have had falls in housing transaction levels of greater than the West Midlands-regional average (-49%).

### Supply

- 4.82 The planning system seeks to identify a pipeline of housing supply through a requirement to prepare a SHLAA within each district. It is therefore relatively straightforward to map the region's housing supply pipeline where data is available. Details of the three SHLAAs for Cannock Chase, Lichfield and Tamworth are set out above. This demonstrated that there is a potential supply of over 31,200 dwellings within southern Staffordshire over the next 15 years. Excluding Green Belt sites in Lichfield for consistency, this forward land supply reduces down to around 23,200. This figure is still higher than all of the 15-year housing requirements associated with the scenarios, with the notable exceptions of the past trends job growth scenarios outlined in Section 3.0.
- 4.83 However, as shown in Table 4.3, the implication of this MAI analysis is that currently, 59% of the emerging housing supply identified by the SHLAAs (comprising 14,650 deliverable/developable SHLAA sites out of an adjusted total of 24,739) may be subject to a delivery risk (i.e. located in areas that experienced levels of transaction falls in excess of the -49% regional average).
- 4.84 It should be noted that this analysis represents a 'snapshot in time' and does not necessarily imply that there will be a continuation of poor sales in all the 'at risk' areas over the medium to long term.

Table 4.3 Identified 'At Risk' SHLAA sites in Southern Staffordshire based on the MAI

	Total Final Deliverable Yield Years 0-5 (SHLAA)	Deliverable sites (years 0-5) which are 'at risk'	Total Final Developable Yield Years 6-15 (SHLAA)	Developable sites (years 6-15) which are 'at risk'	Total Final Yield (all sites) Years 0-15	All sites (years 0-15) which are 'at risk'
		Falls in excess of the WM average (49%)		Falls in excess of the WM average (49%)		Falls in excess of the WM average (49%)
<b>Cannock Chase District</b>	<b>2,310</b>	921 (40%)	<b>2,544</b>	1,291 (51%)	<b>4,854</b>	2,212 (46%)
<b>Lichfield District</b>	<b>7,249</b>	4,576 (63%)	<b>8,952</b>	5,328 (60%)	<b>16,201</b>	9,904 (61%)
<b>Tamworth Borough</b>	<b>1,065</b>	815 (77%)	<b>2,619</b>	1,719 (66%)	<b>3,684</b>	2,534 (69%)
<b>TOTAL</b>	<b>10,624</b>	6,312 (59%)	<b>14,115</b>	8,338 (59%)	<b>24,739</b>	14,650 (59%)

Note: total deliverable/developable figures do not precisely match SHLAA figures due to the unavailability of some SHLAA shapefiles

4.85

As illustrated in Figure 4.2, Figure 4.3 and Figure 4.4, and being cognisant of the fact that this snapshot of the current situation is likely to change over the lifetime of the Plan periods, the level and degree of risk is not currently spatially consistent across the three districts:

- Cannock Chase (Figure 4.2):** the average number of sales dropped by 59% between 2007 and 2010 for the District as a whole, significantly above the regional average of 49%. Furthermore, the number of transactions declined by a higher margin along the central spine of Cannock Chase suggesting a higher margin of risk at present in areas such as Hawks Green (-60%), Hednesford (-58/-73%), Chadsmoor (-63%) and North Rugeley (-66%).
- However, areas to the west of Cannock, and particularly Green Heath (-46%) and areas on the fringe of the Chase; South Rugeley (-42%); Bridgetown (-23%), Blackfords (-39%) and notably Churchbridge (+245%, for reasons explained above) currently have lower levels of risk due to modest declines or even increases in housing sales 2007-10.
- The majority of SHLAA sites appear to be located on the outskirts of Cannock (notably the Former Automotive Lighting Premises and Lakeside in Bridgtown; and Devon Road, Cannock), in/around Hednesford (including the substantial Pye Green Valley Developments and land opposite Keys Park football ground), Rugeley (notably Aelfgar School and Pear Tree Primary School) and Norton Canes (particularly the sites off Norton Hall Lane and Walsall Road near Cherry Brook). Many of these areas have seen declines in transactions above the national and regional rate in recent years.
- From this analysis, it is possible to conclude that around 2,212 dwellings may be subject to a risk of non-delivery (i.e. located in areas that

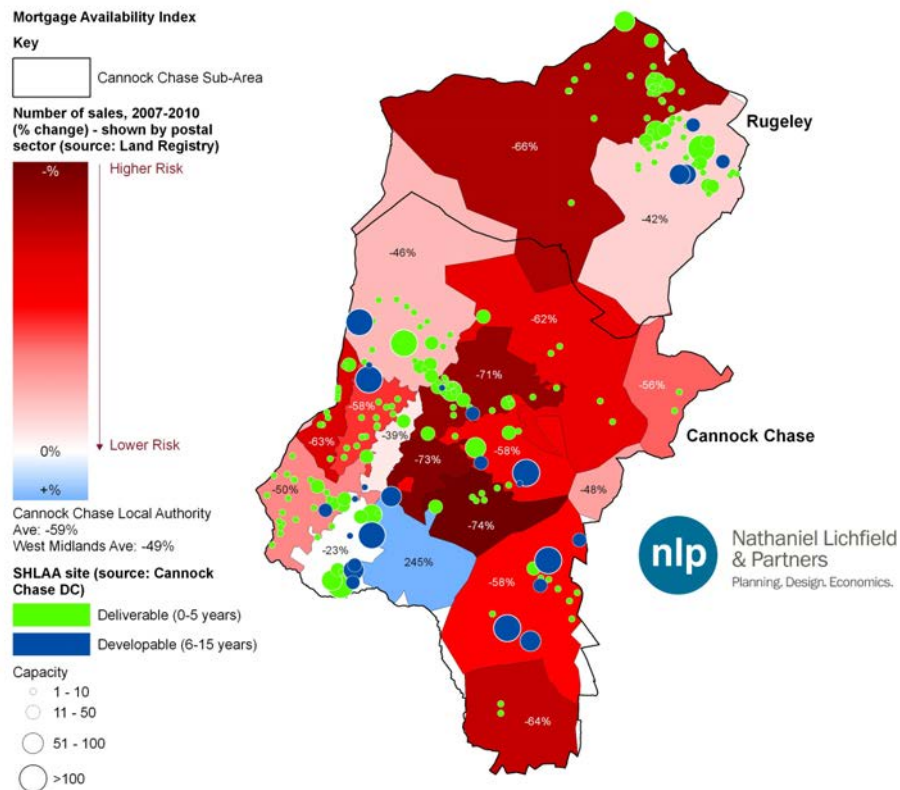
experienced levels of transaction falls in excess of the regional average) whilst 2,642 (54%) dwellings would appear to have a much greater prospect of delivery at present. This implies that there remains a reasonable viable supply of deliverable/developable dwellings within Cannock Chase over the period from 2011 to 2026, of which 1,389 are potentially deliverable within the next five years (278 dpa). This is above most of the PopGroup demographic projections, although it is lower than the RS requirements. This demonstrates that viability may not be a significant constraint on delivery in Cannock Chase. Any risk would be likely to reduce further if market conditions pick up post-2012.

- 5 **Lichfield** (Figure 4.3): the average number of sales dropped by 46% between 2007 and 2010 for the district as a whole, lower than the regional average of 49%. Falls have, however, been particularly severe to the south of Lichfield City in Shenstone (-66%); in and around Burntwood to the west (-44%/-62%); Fazeley (-58%); and Armitage (-56%), suggesting there may be a higher margin of risk in these areas at present.
- 6 However, in general, housing sales have recovered reasonably well, particularly in the rural areas to the north and east (with sales as high as 69% of the 2007 figure in villages such as Alrewas and King's Bromley). Sales in Lichfield City itself have also remained relatively strong, particularly in the City Centre and further east towards Whittington.
- 7 Due to policy and environmental constraints (notably the Green Belt in the south and central area of Lichfield), the majority of SHLAA sites are located in Lichfield City, Burntwood, east of Rugeley and around Fradley airfield. With the notable exception of Lichfield City, all of these areas are considered to be at a slightly higher risk of non-delivery than the regional average.
- 8 From this analysis, it is possible to conclude that around 9,904 dwellings may be subject to a risk of non-delivery (i.e. located in areas that experienced levels of transaction falls in excess of the regional average) whilst 6,297 (39%) dwellings would appear to have a much greater prospect of delivery. This still implies that there remains a substantial viable supply of deliverable/developable dwellings within Lichfield over the period from 2011 to 2026, of which 2,673 are potentially deliverable within the next five years (535 dpa). This is well below most of the PopGroup demographic projections. Hence this demonstrates that viability may not be a constraint on delivery in the short term at least.
- 9 **Tamworth** (Figure 4.4): the average number of sales fell by 61% between 2007 and 2010 for the district as a whole, above the regional average of 49%; only the northernmost parts of the Borough (Spital and Mercian (-43% / -49%)) experienced falls at or below the regional average. Elsewhere, the number of transactions declined by a higher margin, particularly to the eastern side of the Borough around Amington and Bolehall and parts of Belgrave, Glascote and Stonydelph (-72%); the northern parts of Castle ward (-70%); and southern Tamworth, around Trinity and Wilnecote (-69%).



- 10 The majority of SHLAA sites appear to be located around Tamworth Town Centre, which has experienced a decline in transactions above the national and regional rate in recent years; Anker Valley, and the Belgrave area to the south-east of the town centre.
- 11 From this analysis, it is possible to conclude that around 2,534 dwellings may be subject to a risk of non-delivery (i.e. located in areas that experienced levels of transaction falls in excess of the regional average) whilst 1,150 (31%) dwellings would appear to have a much greater prospect of delivery at present. This implies that there is a relatively low level of viable supply of deliverable/developable dwellings within Tamworth over the period from 2011 to 2026, of which just 250 are potentially deliverable within the next five years (50 dpa). This is below all of the PopGroup demographic projections, and the RS requirements. Hence this demonstrates that viability could be a constraint on delivery in Tamworth, although it should again be stressed that this is just a snapshot in time and the picture will change over the course of the Plan period.

Figure 4.2 Mortgage Availability Index for Cannock Chase



Note: includes all house sales for each postcode sector, including (but not exclusively) new build.

Figure 4.3 Mortgage Availability Index for Lichfield

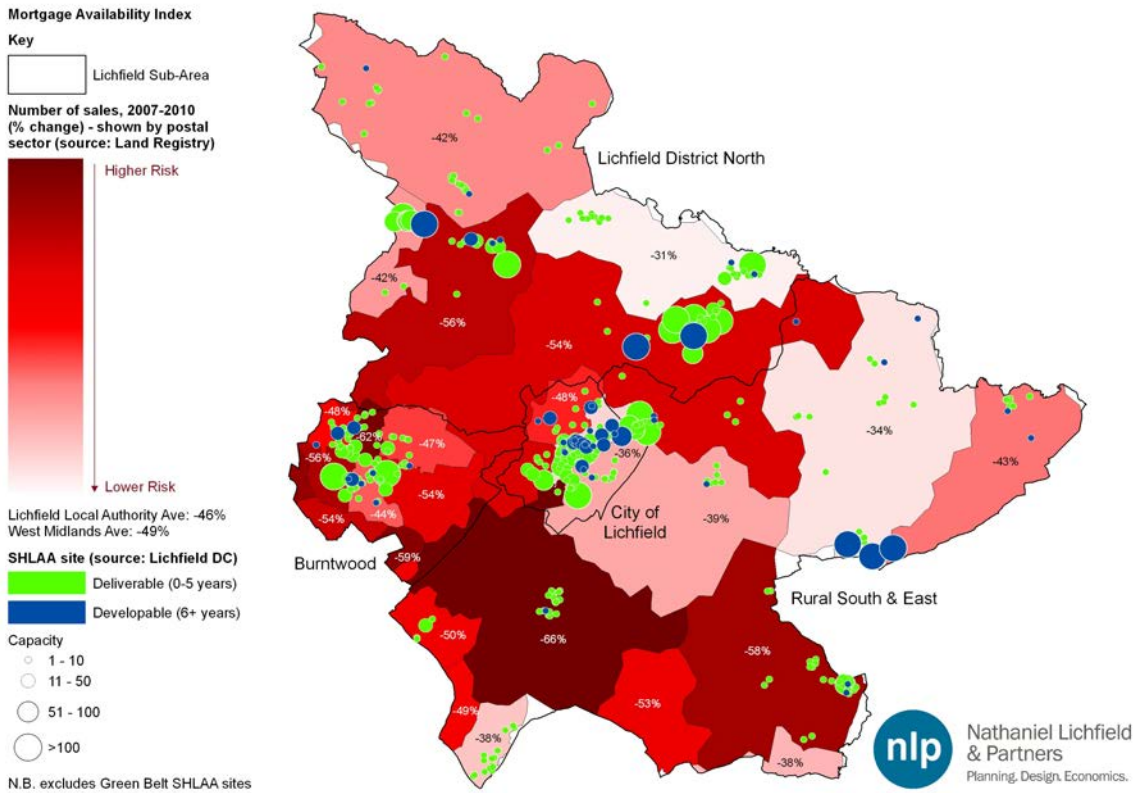
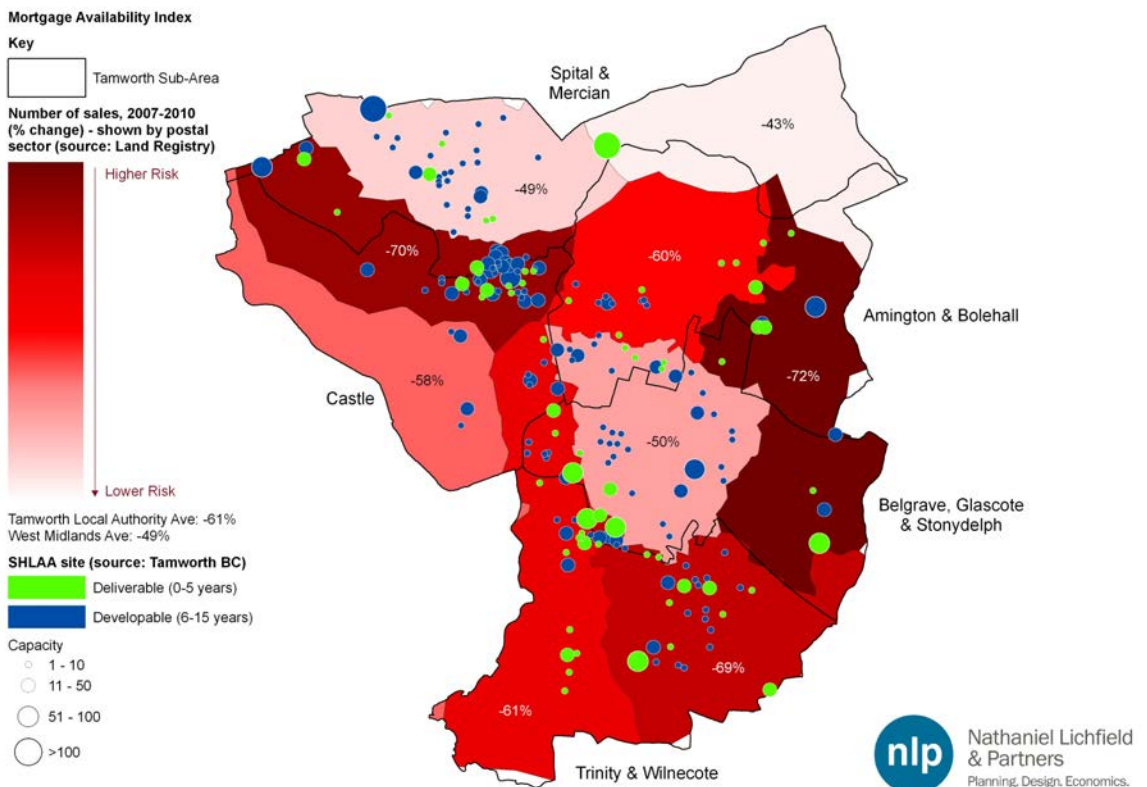


Figure 4.4 Mortgage Availability Index for Tamworth



## Summary

4.86

To summarise:

- 1 NLP's MAI work is based on the premise that the reduced availability of mortgages was a major factor in the housing market slump. As a consequence, the level of house purchase transactions remains a good indicator of the level of home loans being completed at any time and in any given area;
- 2 The number of transactions in southern Staffordshire fell by 55% between 2007 and 2010. Lending conditions remain difficult, although there has been a slight improvement over the past year in Lichfield and Cannock Chase;
- 3 The decline in transactions in Lichfield, whilst substantial, is well below the national, regional and County-average, indicating that the District remains a desirable residential location. It is considered that lenders would recognise the merits of focusing upon areas such as Lichfield that have performed robustly despite the recession. Transactions have declined by a more substantial rate for both Tamworth and Cannock Chase, which could indicate a less resilient housing market in these general areas at present (although this will change over time as the market in these areas recovers);
- 4 Many parts of the three districts have 'out-performed' the regional average of housing sales, particularly in locations in Lichfield City itself; areas to the south of Cannock; and the more rural areas of Lichfield District in particular;
- 5 41% of southern Staffordshire's emerging housing supply (10,089 units) is in areas that have continued to exhibit signs of a relatively strong housing market; hence risk of non-delivery in these areas is likely to be low, particularly as lending conditions continue to improve over the years ahead.

## Summary

4.87

From this high level review it appears that there are some constraining factors which may limit the ability to deliver growth, most notably the environmental and landscape designations covering substantial parts of the non-urban areas of the three districts, and designated Green Belt land. There are no overwhelming development issues associated with infrastructure constraints known to affect the three districts at present. There is some evidence of localised congestion in some of the Town Centres and at the Churchbridge junction in Cannock Chase, whilst the small physical size of Tamworth Borough remains a major limiting factor on development.

4.88

There is some evidence to suggest that there are physical (non-policy) factors which would prevent Cannock Chase, Tamworth and to a lesser extent Lichfield, from adopting a 'going for growth', employment-led development strategy in line with the more optimistic demographic scenarios set out in Section 3.0. However, there remains a certain level of flexibility available to all three districts

in approaching what the amount of housing development could be and the spatial strategy to deliver this.

4.89

There are several important factors which will need to be considered when arriving at a final housing target, particularly:

- 1 The implications of housing delivery on achieving wider objectives, particularly in view of the shrinking labour force growth and economic implications associated with planning for a lower (or zero) net migration scenario in the future due to an ageing population structure;
- 2 The spatial dynamic of delivering housing growth and whether at a local (settlement) scale there are appropriate individual sites, infrastructure and environmental capacity and a vision for growth which would support the overall level of housing required in the three districts; and
- 3 The point of market saturation and deliverability of development. The extent of latent and unmet demand is difficult to estimate due to the policy of housing restraint covering much of this time period. However, there may be a lower realisable demand for new dwellings. Many residents struggle to afford high open market house prices. Furthermore, there are questions over the ability/willingness of developers to bring forward the substantial numbers of affordable housing/low cost market housing to meet outstanding levels of need. The MAI work has indicated that there may be issues at present over the deliverability of some SHLAA sites, which may constrain the housing requirement; and,
- 4 Consideration of the need to provide part of Cannock Chase and Tamworth's housing requirements in adjoining districts (such as Lichfield) is a policy matter that would need to be considered in detail through the Local Plan process.

## 5.0 Defining a Local Housing Requirement

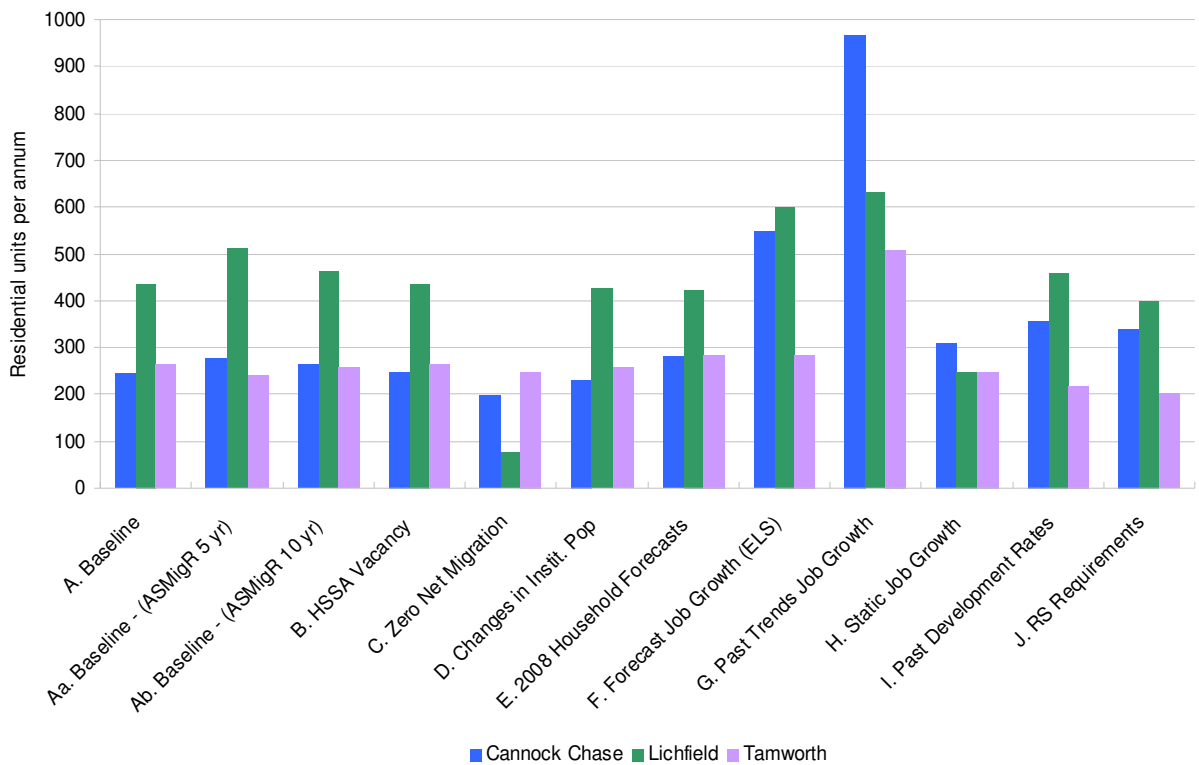
### Introduction

5.1 This section of the report draws together our analysis of each potential scenario and our understanding of the relevant policy, vision and capacity factors that relate to southern Staffordshire, to provide a basis for identifying a robust housing requirement figure to inform each Council’s Local Plan.

### Summary of Scenarios

5.2 The scenarios indicate a wide range of housing requirements for the period 2006 to 2028, based upon different indicators of what the need for housing within southern Staffordshire could be. Figure 5.1 summaries the various annual dwelling requirements.

Figure 5.1 Summary of Scenarios



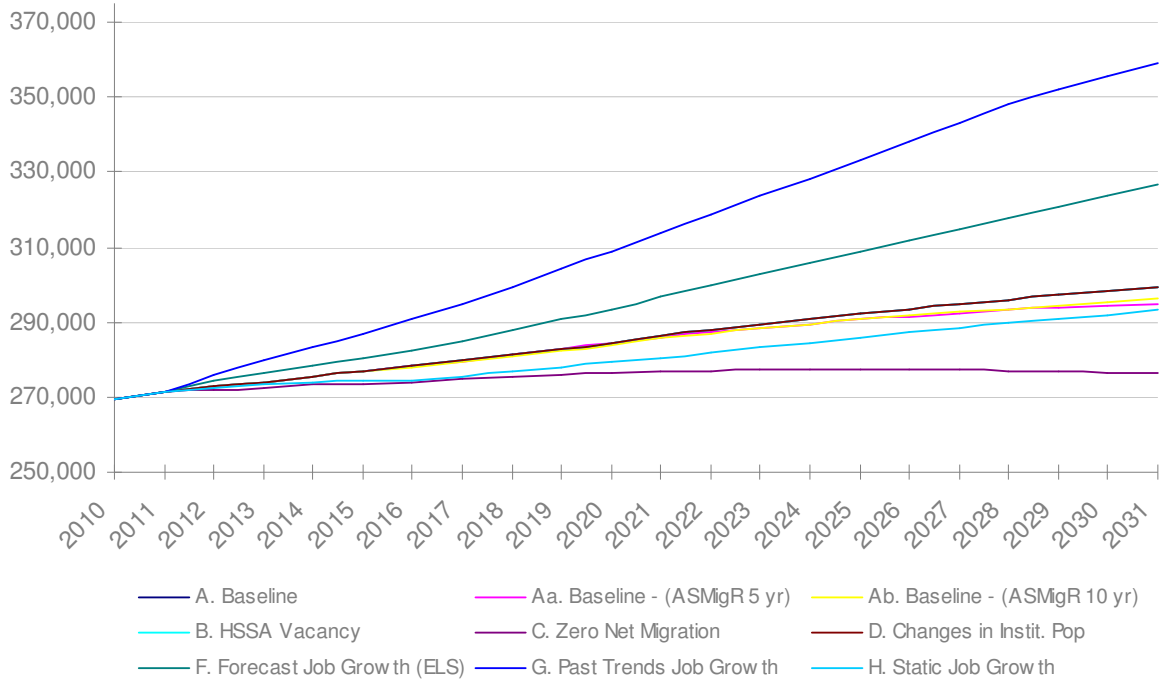
Source: NLP Analysis

5.3 As illustrated above, projected dwelling requirements range from as low as 522dpa (based on the zero net migration forecasts) to as high as 2,105 (Past trends job growth) across the three districts. In general, these can be split into three broad groups – demographic based scenarios allowing for an element of in-migration (A, Aa, Ab, B, D and E) and housing scenarios (I and J); demographic based scenarios excluding net in-migration (C); and employment-led scenarios (F, G and H).

5.4 These different housing projections can be set against the population forecasts

associated with each of the modelled PopGroup scenarios, as seen in Figure 5.2.

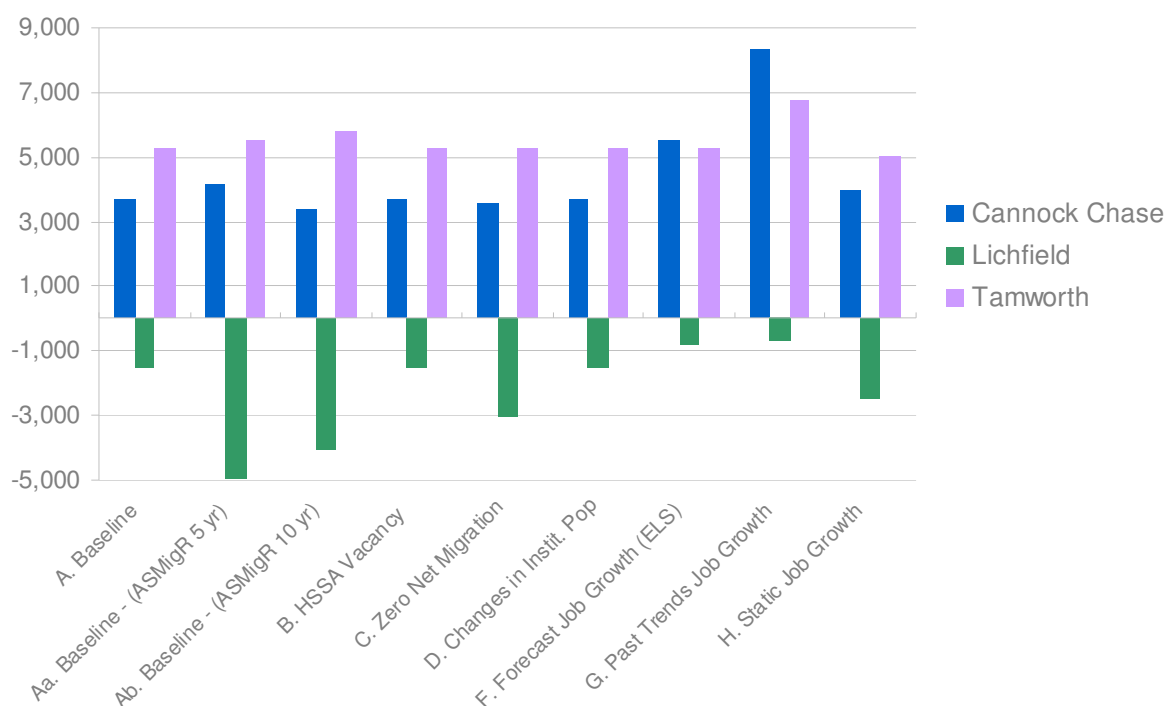
Figure 5.2 Projected Population Change in Southern Staffordshire



Source: NLP Analysis

- 5.5 Whilst Figure 5.2 suggests that all of the scenarios modelled will result in at least some level of population growth across southern Staffordshire, the situation is not uniform across the three districts. In particular, Scenario C, the zero net migration forecast, suggests that Lichfield District would lose almost 4,500 residents between 2010 and 2031.
- 5.6 The level of natural change associated with all of the Lichfield scenarios is negative (i.e. with the number of deaths exceeding the number of births) (see Figure 5.3). Without in-migration, the District’s population would decline (by almost 5,000 based on the Baseline Sensitivity Aa Scenario). Conversely, natural change remains the main driver for population growth in both Cannock Chase and Tamworth.

Figure 5.3 Natural Change Implications of each Scenario



Source: NLP Analysis of PopGroup Outputs

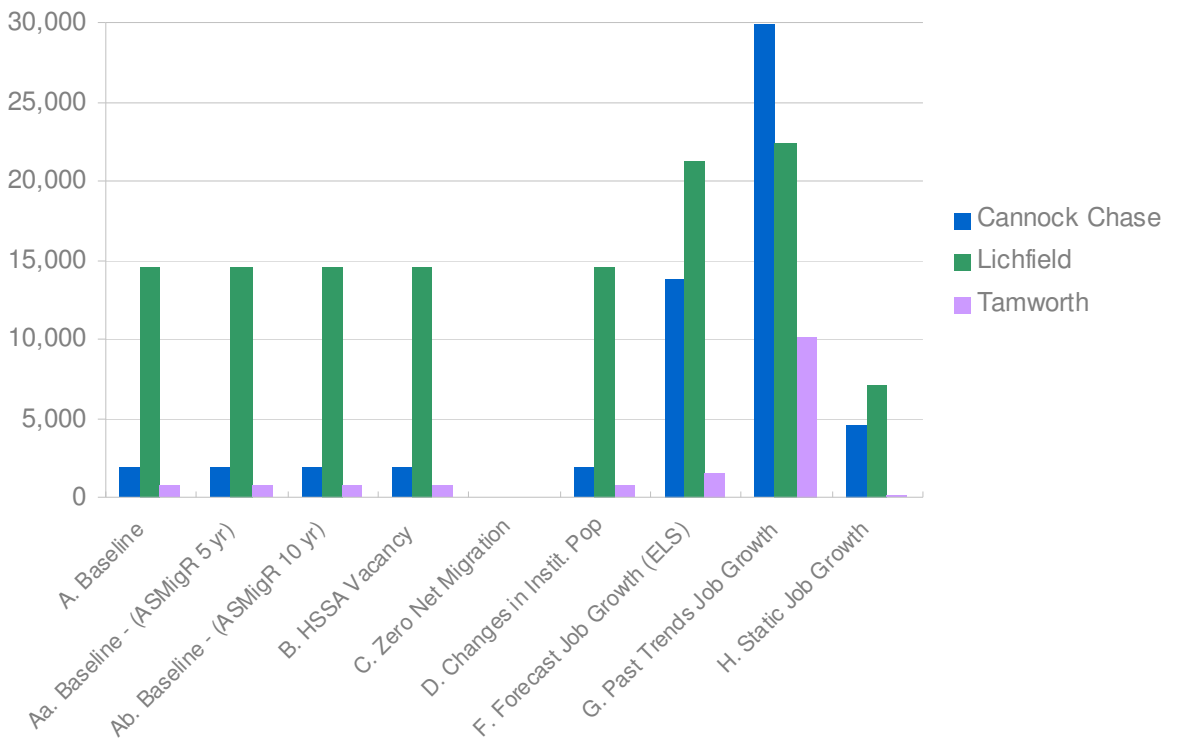
- 5.7 In this context, the key question relates to the level of net migration that should be accommodated. Figure 5.4 presents a summary of the migration implications for each scenario and indicates the extent to which Lichfield is expected to experience very high levels of net in-migration under all of the scenarios (the zero-net migration scenario excepted), with net in-migration consistently around the 14,500 figure (c850 net in-migrants per annum).
- 5.8 Clearly Lichfield will continue to be an attractive destination for a range of migrants (particularly those with greater levels of disposable income/seeking retirement) and this reality cannot be changed simply by restricting the supply of housing. The current pattern of out-migration amongst younger people is the consequence of a number of factors, including the greater availability and range of employment opportunities in Birmingham and elsewhere, the affordability of housing in adjoining districts as well as social and personal reasons. Were housing completions to be restricted, then the result would not necessarily be a reduction in net in-migration but rather an exacerbation of affordability problems as the demand/supply balance serves to increase house prices to the detriment of those that already find it hard to enter – or remain on – the local housing ladder.
- 5.9 In contrast, in-migration is far less significant for both Cannock Chase and Tamworth. Indeed, for Tamworth, the next few years are expected to continue past trends of net out-migration, before the number of in-migrants begins to increase, resulting in a small surplus over the plan period. It is only when the levels of in-migration are artificially adjusted to boost economic activity rates to meet growth objectives that Tamworth and Cannock Chase see levels of in-

migration comparable to Lichfield. In these two areas, a restriction on new housing development could perpetuate the problem by increasing house prices and making these districts less affordable to live in.

5.10

As such, the three southern Staffordshire districts are left with a situation where the level of migration they plan to accommodate will determine the amount of housing that is required. If insufficient provision is made, then the consequence will be a risk of increased affordability concerns and adverse impacts on the balance of the population. Conversely, these considerations need to be set within an understanding of the local environmental capacity (i.e. the amount of development that can be accommodated without detriment to the areas' environmental qualities).

Figure 5.4 Net Migration Implications of each Scenario



Source: NLP Analysis of PopGroup Outputs

## Appropriateness of Scenarios

5.11

These requirements need to be placed in the context of the delivery factors which further shape the ability of southern Staffordshire to meet any particular scenario. In particular, these constraining factors affect the suitability of taking forward two of the three broad groups identified above.

### Reduced migration scenario (C)

5.12

This scenario provides the lowest housing requirements for both Cannock Chase and Lichfield, and demonstrates the extent to which the latter district in particular is reliant upon in-migration to drive population growth going forward. However, this scenario is generally seen as being an unrealistic and



undesirable forecast on the following grounds:

- 1 The 'zero net migration' scenario represents an extreme forecast that bears little relation with what is likely to occur in Cannock Chase, Lichfield and Tamworth in the years ahead. As a scenario, it demonstrates the extent to which Lichfield, in particular, is reliant on inward migration to prevent population decline going forward, and represents an absolute lower limit for what could be required. However, to achieve these very low rates of household growth would not be possible without severe restrictions on housing supply which would prove unworkable and have significant affordable implications;
- 2 By excluding in-migrants, southern Staffordshire would be reliant upon a dwindling resident workforce to take up the jobs. Under this scenario, the number of residents in employment in Lichfield would drop by almost 3,800 between 2011 and 2028, despite gradually decreasing unemployment rates between 2012 and 2017. Similarly, the number of residents in employment in Cannock Chase would fall by almost 2,000 (although in Tamworth the decline would be marginal, at -30).
- 3 As a result, the delivery of housing below 200 units per annum in Cannock Chase, and below 100 in Lichfield (as suggested by Scenario C) has the potential to have major adverse labour force implications in these two areas, as there would be insufficient residents of working age to meet each District's aspirational job forecasts without substantial levels of in-commuting. There would also be a need to consider what an appropriate policy response to ensuring economic development in the face of an ageing population structure could be.
- 4 The two SHMAs (partially updated in the following Sections) demonstrate an urgent need for affordable housing equal to 197 dpa in Cannock Chase; 377 dpa in Lichfield; and 183 dpa in Tamworth; Scenario C would only provide 197, 76 and 249 dpa (for the three districts respectively) in total. Assuming 30% of this provision was developed for affordable units, just 30% of Cannock Chases' SHMA identified need would be met, whilst for Lichfield, the figure would be even lower, at 6%. Clearly, this would be unsustainable and exacerbate the current situation in Lichfield whereby younger, less well off families and young adults are forced to move elsewhere to meet their housing needs.

#### **Employment-led group of scenarios (F, G and H)**

5.13

Whilst the considerably higher requirements of the employment-led scenarios would help to address the urgent need for affordable housing and help achieve each Council's economic aspirations, certain aspects of these scenarios are also ultimately unrealistic because:

- 1 New build completions and conversions in southern Staffordshire have not risen above 1,310 in recent years and for the past ten years have averaged around 1,040 dpa. Scenario F would indicate a total need of 1,433 across the three districts; whilst Scenario G would indicate an unrealistic 2,105 dpa. It is recognised that the time period includes the

recession in the housebuilding industry, and that construction rates continue to be low. However, even if they were to pick up to pre-recession levels, to suggest that the market is capable of delivering over twice the long term average (in relation to Scenario G) would require a step change in housing construction in the three districts. In contrast, Scenario H, at just 805 dpa, would appear to be readily achievable although even this level is still 10% higher than the delivery rates that have been achieved since 2008/09.

- 2 The Cannock Chase AONB and much of the adjoining land is protected by environmental designations of national significance, whilst there are also a number of SSSIs across all three districts. Hence a substantial portion of all three districts would not be appropriate due to adverse environmental consequences. This would call into question the physical capability of Cannock Chase, Lichfield and Tamworth to accommodate a step change in housing delivery; and,
- 3 A substantial proportion of all three districts is designated Green Belt land. As much as 60% of Cannock Chase's non-urban land is constrained by Green Belt, flood risk areas and other designations, whilst a substantial proportion of Tamworth's non-urban land is similarly protected. This severely restricts the outward expansion of settlements such as Tamworth, Fazeley, Lichfield (to the south and west), Burntwood and Cannock without a comprehensive Green Belt review. It is likely therefore, that to build at least double the long term annual average rate could result in the over-development of places such as Tamworth, with concurrent infrastructure pressures.

- 5.14 These factors, alongside consideration of the suitability and realism of the various scenarios assessed, guide the scale of local housing requirement that it is appropriate to plan for. It is therefore considered that the reduced migration and two of the three employment-led scenarios (F and G) are neither realistic nor desirable and should not be taken forward.

## Emerging Housing Requirement

- 5.15 The Government's Planning Framework [¶159] sets out the key considerations in determining the level of housing to plan for as follows:

*“LPAs should have a clear understanding of housing needs in their area. They should:*

- 1 *prepare a SHMA to assess their full housing requirements, working with neighbouring authorities where housing market areas cross administrative boundaries. The SHMA should identify the scale and mix of housing and the range of tenures that the local population is likely to require over the plan period which:*
  - a *meets household and population projections, taking account of migration and demographic change;*
  - b *addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as*

*families with children, older people, disabled people, service families and people wishing to build their own homes); and*

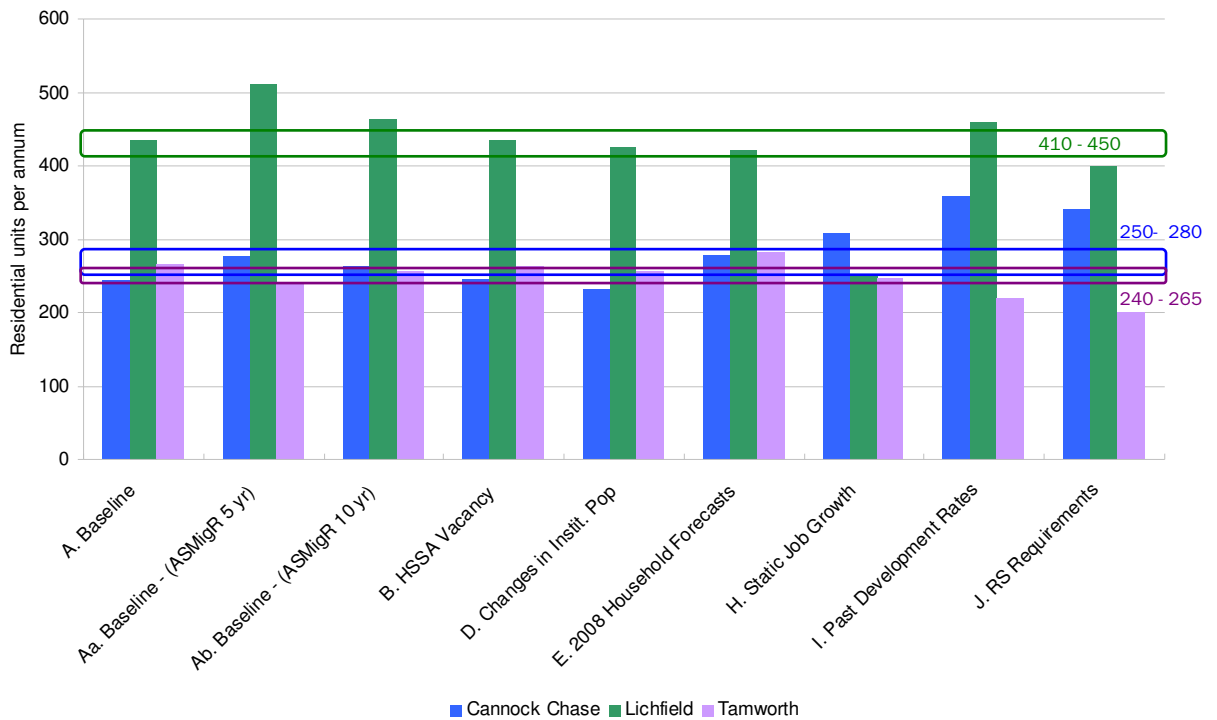
*c caters for housing demand and the scale of housing supply necessary to meet this demand.*

2 Prepare a SHLAA to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.

5.16 The evidence within this report takes into consideration the need and demand for housing (1a/b/c), reviews existing evidence on land availability (2), and takes account of the need to improve affordability (1b). However, it does not seek to make a planning or policy judgement; this is a matter for CCDC, LDC and TBC taking account of the information before them. This report therefore represents a first stage for further consideration of all relevant factors through the Local Plan process.

5.17 Excluding the employment led and reduced migration scenarios as discussed above, this leaves a broad range of 230-360 dpa in Cannock Chase; 250-510 in Lichfield; and 200-280 in Tamworth. Excluding the ASMigR sensitivity tests to Scenario A would further refine Lichfield’s range, to 250-460. It is further noted that the lowest point of the Lichfield range, 250 dpa, represents the ‘static job growth’ scenario, which is considerably out of kilter with the remaining scenarios (which range from between 400 dpa and 463 dpa).

Figure 5.5 Preferred Range of Scenarios



Source: NLP Analysis of PopGroup Outputs

5.18 Having established the scenario-based housing requirement figures, NLP

analysed the core constraints on development delivery and policy choices, which will control the amount of development that can be accommodated over the Local Plan period. On the basis of environmental and infrastructure capacity, and taking into account the MAI analysis, it was considered that the refined housing requirement range for both Cannock Chase and Lichfield figures should be increased from the lower base (excluding the anomalous 250 dpa figure for Lichfield), whilst the mid-range of the Tamworth requirements should be taken forward.

5.19 Hence the dwelling requirements for southern Staffordshire would be as follows:

- 1 Cannock Chase: 250-280dpa;
- 2 Lichfield: 410-450dpa; and
- 3 Tamworth: 240-265dpa.

5.20 This refined range was derived following the consideration of the combined outputs from the various model runs, set against the environmental issues and capacity constraints that could preclude the districts from physically accommodating certain levels of housing need. A judgement was therefore made based on these key considerations, summarised below:

- 1 **Meeting Affordable Housing Need:** Providing 900-995 dpa in southern Staffordshire would go a significant way towards meeting the housing need identified in the two SHMAs.

Cannock Chase's SHMA update identifies a critical need of 197dpa in the District. The figure of 250-280 provides some scope to address the current affordable housing shortfall, and could provide between 38-42 affordable units per annum based on the draft CS requirement of 15% affordable housing on new sites. This level is slightly lower than the average amount that has been achieved in recent years (61 units per annum over the past 10 years), but represents a realisable target which could be increased if the proportion of affordable housing was raised as market conditions improve.

In Lichfield, the range of 410-450 dpa could deliver between 164 and 180 affordable dwellings annually, based on the draft CS's 40% (an upper limit) Policy requirement. The lower range of 250 dpa could only provide around 100 dpa using the same approach, which would not go sufficiently far to address the critical need for additional affordable housing in the district. It should be noted that this level would represent the highest percentage that could realistically be achieved in a good market; at present, using the Council's dynamic viability model, only around 20% would be viable and therefore required. However, for the purposes of this hypothetical exercise, the use of the higher rate of 40% would deliver up to 31% of the net annual affordable housing need identified in the SHMA, but would be almost double the average rate of affordable housing delivery seen in the District over the past ten years. This represents an aspirational (but potentially realisable) target, particularly given that this level was exceeded on occasion pre-2007.

Tamworth's range of 240-265 could deliver between 72 and 80 affordable homes per annum based on the 30% Policy target in the draft CS. This would comprise up to 44% of the SHMA requirement (183 dpa net), but on the grounds that the Borough has consistently delivered around 58 affordable dpa (and as the top end of this range has only been exceeded once in the past ten years) this represents an aspirational target.

- 2 **Supporting southern Staffordshire's economy:** A dwelling requirement of 900-995 dpa could lead to a broadly neutral change in the number of residents in employment over the plan period across Southern Staffordshire as a whole, with the growth in jobs projected for Lichfield at the top end of their range (around 45 additional jobs per annum) cancelled out by a comparable decline in jobs for Cannock Chase.

Whilst a neutral overall job gain does not appear to be much of an aspiration, this should be set against the fact that a higher proportion of the resident population will be economically inactive by 2028. For example, in 2011 57,366 residents in southern Staffordshire were of pensionable age (21% of the total population); this will increase by 24,850 residents to 82,216 by 2028 (28% of the total<sup>27</sup>). This comprises more than the entire growth in population forecast for the area under the Baseline PopGroup scenario (+24,600), demonstrating that the number of people in the younger age cohorts are likely to remain constant or decline. In Lichfield, the number of residents of pensionable age is forecast to increase by almost 9,200, and will comprise 30% of the entire population by 2028.

A lower housing requirement for the three districts would potentially lead to a much greater loss of economically active residents, intensifying the problem. Consequently although the migration reduction scenario (C) suggests that dwelling growth could be much lower if the number of in-migrants were reduced, it is considered that this would impact negatively on economic growth aspirations through labour supply constraints and affordable housing need. Although there is a neutral growth in the working population under the preferred range, this level of employment represents a realistic and robust approach, albeit it indicates that for the job growth forecasts to be achievable there would have to be substantial rebalancing of the current pattern of net out-commuting (particularly in Cannock).

- 3 **Balancing constraints to delivery:** The figure of 900-995 dpa is slightly below the level achieved in the past ten years, although this is higher than the past, recession affected, 5 years, which was 867 dpa. However, this provides a poor guide to future needs and masks distorting factors which could constrain supply. Furthermore, despite the problems facing the construction market, demand for new homes in southern Staffordshire remains high, with strong house prices, particularly in

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<sup>27</sup> The figures are indicative and relate to women aged 60+ and men aged 65+ –they do not take into account the proposed changes to the pensionable age

Lichfield. As a counter balance to this, the environmental constraints, AONB and Green Belt are likely to prevent a step change in delivery as suggested by the employment-led forecasts. Hence 900-995 dpa represents a challenging, but more achievable, figure than the higher past development scenario (I).

## Conclusions and Recommendations

- 5.21 It is therefore considered that a dwelling requirement of between 900 and 995 per annum represents a sensible range for the three Districts, providing a realistic level of housing to deliver some economic growth, whilst recognising environmental capacity constraints and the challenges ahead.
- 5.22 It should be noted that even this level would imply net in-migration flows of around 17,000 (c14,500 in Lichfield alone); a population gain of around 23,000 (more than half of which would be in Lichfield); and a largely neutral growth in the number of economically active residents in employment. The latter figure in particular contrasts with the GHK/Experian job growth forecasts, which plan for job growth many times higher than this. Therefore, for these aspirations to be achieved, the vast majority of new jobs created would either have to be filled by in-commuters or, preferably, by 'clawing back' southern Staffordshire residents who currently commute out to places such as Walsall, Wolverhampton and particularly Birmingham.
- 5.23 A review of policy interventions is recommended to minimise any adverse labour force and economic implications. This could include:
- 1 clawing back commuters, with 50% of the area's employed residents commuting outside of their district to work and a net out-commute of almost 24,000 people identified in the Census 2001. The provision of more and better quality job opportunities in the three districts may help to reverse this trend;
  - 2 planning for a mix of housing which encourages the retention of residents of an economically active age or encourages younger economically active people to move into the three local authority areas. This would have a significant impact on the labour market and for the economic growth for the Districts going forward. The provision of family starter homes and shared ownership tenures in Lichfield in particular may help encourage the retention of existing young residents or, conversely, attract young families on more limited incomes to move into the area. This will be considered in further detail in subsequent sections of this report.
- 5.24 Further evidence on how far these may be practically implemented in the context of the three Districts' economic development is necessary, but these highlight conceivable options for addressing the potential economic implications of a shifting demographic structure.

## 6.0 Affordable Housing Need

### Introduction

6.1 Sections 6-8 provide an update to the Strategic Housing Market Assessments for Cannock Chase, Lichfield and Tamworth. It does not represent a full SHMA. The methodology adopted for this update broadly follows the recommendation in the CLG Guidance<sup>28</sup>. The existing SHMAs for the three Districts comprise:

- 1 The West Midlands C1 Housing Market Area 2007-08 SHMA, which includes Lichfield and Tamworth Districts (together with Birmingham City and Solihull MBC). The affordable housing requirement calculation within this SHMA utilised a review of the Housing Register and HSSA data in the absence of primary data. The 2007-08 SHMA identified a net affordable housing requirement of 581 for Lichfield and 204 for Tamworth. Tamworth's affordable housing need model was subsequently updated in 2010<sup>29</sup>, with the revised net annual housing need indicating an annual requirement of 142 units.
- 2 The West Midlands C3 Housing Market Area 2008 SHMA included Cannock Chase Council, together with six other Local Authority areas. This SHMA utilised a combination of primary data and the results of Housing Needs Surveys. It identified a net affordable housing requirement of 335 units for Cannock Chase.

6.2 This SHMA update recalculates affordable housing needs for the three Districts, based on recent household survey data<sup>30</sup>. This has enabled information on affordable housing requirements to be updated to reflect changes since 2007/08 which include:

- 1 Reductions in house prices;
- 2 Changes in household income;
- 3 Changes in the amount of committed affordable housing stock; and,
- 4 Changes in the annual supply of social re-lets.

6.3 The updated affordable housing needs calculation also takes into account information which has become available since 2007-08, including revised CLG household projections (2008-based) and the commissioning, in 2011, of a Housing Needs Survey [HNS] for all three districts.

6.4 Thus, differences between the affordable housing requirement calculated by previous SHMAs and this update do not just reflect changing circumstances (such as house price falls), they also reflect the availability of additional data.

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<sup>28</sup> Strategic Housing Market Assessments: Practice Guidance (August 2007)

<sup>29</sup> Outside Consultants (2010): Housing & Health in Tamworth: Linking Housing Markets & Health Data

<sup>30</sup> NEMS Survey Results (October 2011)

The availability of the Housing Needs Surveys for all three authorities has enabled the SHMA update to adopt a methodology utilising both primary and secondary sources. This is in contrast to the C1 Housing Market Area 2008 SHMA (Lichfield and Tamworth), which was reliant on secondary data only and therefore pursued a different methodology. It can therefore be expected that there will be some differences between the findings of this update and the previous SHMAs for Cannock Chase, Lichfield and Tamworth.

- 6.5 The 2011 Housing Needs Survey, carried out by NEMS Market Research Company, comprised a telephone survey of 1,500 households residing in Cannock Chase, Lichfield and Tamworth Districts (500 per authority). Households were interviewed in all of the housing sub-areas at a ratio proportionate to the population as a whole (e.g. 10% of Tamworth's households reside in the Castle Ward area of Tamworth; therefore 10% of the Borough's households surveyed were from Castle Ward). The eleven housing market sub-areas used by this Study were agreed with the three authorities.
- 6.6 NEMS advises that the statistical accuracy of the survey (500 per authority) gives results of +/-4.4% and that this accuracy would only decrease to +/-2.5% if the sample size was trebled to 1,500 surveys per authority. The amount of surveys therefore is sufficient whilst limiting the costs associated with more extensive surveys. However, it is emphasised that detailed analysis of survey data sub-sets should be used with a degree of caution due to the potential for inaccuracies at a small sub-set level.
- 6.7 The brief for this SHMA update specifically required that the results of the updated housing needs model are broken down to consider need by housing market sub-area, tenure, size and type. The brief also required that identification is made of the housing requirements of specific groups in need. The Housing Needs Survey analysis enabled this breakdown, with the results outlined in Section 8.

## Data Sources for Stages One and Two

- 6.8 This Section estimates the number of current and future households in need (Stages One and Two of the CLG Guidance). Table 6.1 summarises the data sources used by Stages One and Two of the affordable housing model.

Table 6.1 Summary of Data Required for Stages One and Two

Stage of the Model	Data Items
<b>Stage One: Current Housing Need (Chapter 6)</b>	
Affordability Test	Land Registry House Price Data (2010), Rightmove (December 2011), Experian Income Data (2011)
1.1: Homeless Households and those in temporary Accommodation	P1(e) returns 2010/11 (most recent 4 quarters provided)
1.2 and 1.3: Households in Unsuitable Housing	Housing Needs Survey Results (October 2011)



Stage of the Model	Data Items
1.4: Total Current Housing Need (Gross)	Step 1.1 PLUS 1.2 PLUS 1.3. Divide total by results of the affordability test.
<b>Stage Two: Future Housing Need (Chapter 6)</b>	
2.1: New Household Formulation	NLP PopGroup Modelling (Baseline)
2.2: Number of Newly Forming Households Unable to Buy or Rent in the Market (Annual)	Land Registry House Price Data (2010), Rightmove (December 2011), Experian Income Data (2011)
2.3: Existing Households Falling into Need	Housing Needs Survey (December 2011), CORE data (2008/09-2010/11), Land Registry House Price Data (2010), Rightmove (December 2011), Experian Income Data (2011)
2.4: Total newly arising housing need (gross per year)	Step 2.2 PLUS 2.3

## Affordability

6.9 Steps 1.4, 2.2 and 2.3 of the affordable housing calculation refer to the results of an affordability test. Information in respect of local house prices, market rents and household income levels is set out as part of the contextual analysis in Section 2.0. This data has informed an affordability test which estimates the ability of households to afford market housing. The affordability test has been calculated by:

- 1 Identifying the **costs of entry level market housing** (including private rented). This utilised the following data: -
  - i Land Registry house price data. Banded house price data was obtained at a postcode sector level and amalgamated to reflect the study's eleven housing market areas. It is acknowledged that the geographical boundaries of postcode sectors and the housing market areas do not accord exactly. However, a best-fit was made, by placing postcode sectors which cover more than one housing market area into the area in which the majority of the postcode sector is located. An assumption of 'entry level' house prices was then made using 'lower quartile' prices.
  - ii Due to the lack of up-to-date sub-area data on private rents, an internet search of advertised private sector rental costs was undertaken to identify entry level (lower quartile) rents for each of the housing market areas.
- 2 Using the above information on market housing costs to estimate the **minimum income required** to access entry level market housing. The calculation assumes that households can afford a 3.5 x income multiplier to purchase a home or up to 25% of gross household income on rent.

These assumptions are in accordance with CLG Guidance<sup>31</sup>. It is acknowledged that due to a lack of robust data, the model does not allow for problems which households face in saving for a deposit (either a house purchase deposit or rental security deposit).

3 Using the above data to compare entry-level house prices and rents with household incomes to calculate the **proportion of households unable to afford access to market housing**.

- 6.10 Separate affordability calculations have been carried out in respect of existing households (used in Steps 1.4 and 2.3 of the model) and newly forming households (used in Steps 2.2). This is because newly forming households generally have lower incomes than average. The Survey of English Housing (SEH) has been used, which shows that newly forming households earn approximately 66% of all households. This proportion was applied to the income data provided by Experian (2011), to enable a separate affordability calculation to be undertaken identifying the (higher) un-affordability levels of newly forming households.
- 6.11 The proportions of households estimated to be unable to afford market housing are set out in Table 6.2 (for existing households) and Table 6.3 (for newly forming households). The higher monthly costs of servicing a mortgage than renting mean that a higher proportion of households are unable to buy than are unable to rent. Therefore, it is assumed that all of those households who can afford to buy a market house could also afford to rent.
- 6.12 Table 6.2 and Table 6.3 show that Lichfield District is estimated to have the highest proportion of households (both existing and newly forming) unable to afford access to owner occupier market housing. This reflects the relatively high house prices in Lichfield compared to the other two Districts. Tamworth District is estimated to have the lowest proportion of households (both existing and newly forming) unable to afford access to owner occupier market housing.
- 6.13 In terms of market rents, a mixed picture is presented. Cannock Chase is estimated to have the highest proportion of existing households unable to afford to rent. This reflects that despite having the lowest rent levels, Cannock Chase has a relatively high proportion of households with low incomes.
- 6.14 Tamworth has the lowest proportion of existing households unable to afford to rent, but the highest proportion of newly forming households unable to afford to rent. This emphasises the particular problems faced by newly forming households in Cannock Chase in accessing market rented housing.
- 6.15 Lichfield has the lowest proportion of newly forming households unable to afford to rent and Lichfield the lowest.

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<sup>31</sup> Strategic Housing Market Assessments: Practice Guidance (August 2007)

Table 6.2 Affordability Test Results – Proportion of **Existing** Households Unable to Afford Market Housing

Area	% Unable to Afford to Buy	% Unable to Afford to Rent
Cannock Chase	53.12	36.22
Rugeley	55.37	39.74
<b>Cannock Chase District</b>	<b>53.68</b>	<b>36.71</b>
City of Lichfield	56.12	37.41
Lichfield District North	57.45	31.43
Burntwood	63.77	34.78
Rural South & East	55.43	34.32
<b>Lichfield District</b>	<b>58.56</b>	<b>33.28</b>
Castle	55.65	42.48
Trinity & Wilnecote	42.40	25.87
Belgrave, Glascote & Stonydelph	48.47	26.80
Amington & Bolehall	38.12	33.65
Spital & Mercian	42.92	20.20
<b>Tamworth District</b>	<b>46.20</b>	<b>31.09</b>

Source: Land Registry Data (2010), Rightmove (2011), Experian Income Data (2011)

Table 6.3 Affordability Test Results – Proportion of **Newly Forming** Households Unable to Afford Market Housing

Area	% Unable to Afford to Buy	% Unable to Afford to Rent
Cannock Chase	78.63	61.10
Rugeley	83.50	68.97
<b>Cannock Chase District</b>	<b>79.85</b>	<b>62.63</b>
City of Lichfield	84.27	67.68
Lichfield District North	78.83	54.11
Burntwood	82.88	59.03
Rural South & East	75.36	56.18
<b>Lichfield District</b>	<b>80.23</b>	<b>58.30</b>
Castle	81.29	72.19
Trinity & Wilnecote	78.97	63.92
Belgrave, Glascote & Stonydelph	73.64	57.30
Amington & Bolehall	74.41	71.25
Spital & Mercian	75.73	53.28
<b>Tamworth District</b>	<b>77.45</b>	<b>65.34</b>

Source: Land Registry Data (2010), Rightmove (2011), Experian Income Data (2011)

## Current Housing Need (Stage 1)

- 6.16 The first stage of the assessment considers current (backlog) need. The CLG Guidance is clear that an estimate should be made of the number of households who lack their own housing or live in unsuitable housing and who cannot afford to meet their housing needs, in the open market. The CLG Guidance provides an indication of the types of housing that should be considered unsuitable: -
- 1 Homeless households or insecure tenure
    - i Homeless households
    - ii Households with tenure under notice, real threat of notice or lease coming to an end; housing that is too expensive for households in receipt of housing benefit or in arrears due to expense
  - 2 Mismatch of housing need and dwellings
    - i Overcrowded according to the 'bedroom standard'
    - ii Too difficult to maintain (e.g. too large) even with equity release
    - iii Couples, people with children and single adults over 25 sharing a kitchen, bathroom or WC with another household
    - iv Households containing people with mobility impairment or other specific needs living in unsuitable dwelling (e.g. accessed via steps), which cannot be made suitable in-situ
  - 3 Dwelling amenities and condition
    - i Lacks a bathroom, kitchen or inside WC and the household does not have the resources to make fit (e.g. through equity release or grants)
    - ii Subject to major disrepair or unfitness and the household does not have the resources to make fit (e.g. through equity release or grants)
  - 4 Social needs
    - i Harassment from others living in the vicinity which cannot be resolved except through a move

- 6.17 The above categories are reflected in the methodology for Stage One, as set out below.

### Homeless Households (Step 1.1)

- 6.18 Homeless households and those in temporary accommodation have been identified from P1(e) returns for the three Local Authorities (2010/11). It is acknowledged that P1(e) returns may underestimate the number of homeless households as they only include those households which are officially recorded/known about by the Local Authority.
- 6.19 Question E6 of the P1(e) return is used because this provides a 'snapshot' of the total numbers accepted as homeless or in temporary accommodation (e.g. hostels). The highest figure provided in any of the four quarters for 2010/11

has been used (returns are submitted quarterly). This allows the model to allow for seasonal fluctuations in homelessness levels, with rates higher at certain points of the year.

- 6.20 The results are set out in Table 6.4. This identifies a total of 39 estimated homeless households or households in priority need in temporary accommodation.

Table 6.4 Homeless Households and those in Temporary Accommodation

Local Authority	Number
Cannock Chase	5
Lichfield	19
Tamworth	15

Source: P1(e) returns 2010-11 (Question E6)

### Households in Unsuitable Housing (Steps 1.2 and 1.3)

- 6.21 Steps 1.2 and 1.3 draw upon the results of the Housing Needs Survey [HNS] to identify households in need. Using the results of the survey, rather than an analysis of the housing register, which is an alternative data source for this step, has enabled detailed analysis by housing sub-area, tenure and household type (see Sections 8.0 and 9.0).
- 6.22 Respondents identified a number of reasons for their current housing being unsuitable. Some of these issues could be resolved at the current dwelling, without a requirement for a household to move (e.g. by installing central heating), while other factors are likely to require a house move in order to be resolved (e.g. a requirement for additional bedrooms). Only those households citing a factor making their current dwelling unsuitable which is considered likely to require a household to move house are included in the housing needs model. This approach is consistent with CLG Guidance<sup>32</sup> on the types of housing which is considered to be unsuitable (outlined above).
- 6.23 The proportion of households in unsuitable housing identified by the HNS has been applied to the total number of households in each area to allow the total number of households in unsuitable housing to be estimated. The results are set out in Table 6.5. This shows that a total of 6,203 households are estimated to be in unsuitable housing (2,001 in Cannock Chase, 2,249 in Lichfield and 1,953 in Tamworth). The highest proportion of households in unsuitable housing identified by the Survey is in Tamworth at 6.19%.

<sup>32</sup> Strategic Housing Market Assessments: Practice Guidance (August 2007)

Table 6.5 Estimated Unsuitable Housing - Calculation

	<b>Cannock Chase</b>	<b>Lichfield</b>	<b>Tamworth</b>
Total Number of Households	40,018	41,650	31,559
% Households in Unsuitable Housing identified by HNS	5.00%	5.40%	6.19%
<b>Total Number of Households in Unsuitable Housing</b>	<b>2,001</b>	<b>2,249</b>	<b>1,953</b>

Source: Housing Needs Survey (October 2011)

- 6.24 Table 6.6 identifies whether households in unsuitable housing are currently living in affordable housing (Council, Housing Association or Shared Ownership) or a different tenure (including owner occupation and private rented). A more detailed analysis of housing need (by housing sub-market area and different household types and tenures), is provided at Section 8.0.

Table 6.6 Estimated Unsuitable Housing – Tenure Breakdown

<b>Current Tenure</b>	<b>Cannock Chase</b>	<b>Lichfield</b>	<b>Tamworth</b>
Affordable Housing	640	333	567
Other Tenure	1,361	1,916	1,386
<b>Total Number of Households in Unsuitable Housing</b>	<b>2,001</b>	<b>2,249</b>	<b>1,953</b>

Source: Housing Needs Survey (October 2011)

- 6.25 Table 6.7 provides more details on the identified reasons for households being in unsuitable housing. This identifies the proportion of all respondents which identified that they live in housing which is unsuitable for each listed reason and applies this proportion to the total number of households in the District. For example, the Survey identified that 3.4% of households in Cannock Chase consider that their home is too small, equating to 1,361 households out of the 40,018 households in Cannock Chase.
- 6.26 The main identified reasons all relate to housing being of an inappropriate size (too small, insufficient number of bedrooms or too large).

Table 6.7 Estimated Unsuitable Housing – Reason Unsuitable

Reason Unsuitable	Cannock Chase		Lichfield		Tamworth	
	%*	No.	%*	No.	%*	No.
Home is too small	3.4	1,361	4.2	1,749	5.0	1,575
Insufficient no. of bedrooms	1.6	640	0.6	250	1.2	378
Too large	0.6	240	0.8	333	0.4	126
Inadequate facilities	0.0	0	0.2	83	0.8	252
Not suitable for children	0.0	0	0.0	0	0.6	189
Not suitable for disabled	0.0	0	0.4	167	0.2	63
Noisy neighbours	0.0	0	0.2	83	0.0	0
Suffering harassment	0.0	0	0.0	0	0.2	63
Tenancy insecure	0.0	0	0.0	0	0.0	0
Not suitable for older people	0.0	0	0.0	0	0.0	0
Housing is affecting health	0.0	0	0.0	0	0.0	0
<b>Any of the Above Reasons (one or more)*</b>	<b>5.00%</b>	<b>2,001</b>	<b>5.40%</b>	<b>2,249</b>	<b>6.19%</b>	<b>1,953</b>
<b>Total Number of Households in District</b>	<b>100%</b>	<b>40,018</b>	<b>100%</b>	<b>41,650</b>	<b>100%</b>	<b>31,559</b>

Source: Housing Needs Survey (October 2011)

Note: \* % refers to proportion of all households in District in unsuitable housing. \*\* Any of the Above” refers to all households who identified any one **or more** reason for their house being unsuitable. Some households identified more than one reason and therefore the numbers in the column above sum to more than 2,001, 2,249 and 1,953.

### Overall Current Need (Gross) (Step 1.4)

- 6.27 The results of the affordability analysis above (Table 6.2) were applied to the 6,203 households estimated to live in unsuitable housing and 39 households which are homeless or in temporary accommodation. This enables the number of existing households currently in need (gross) to be estimated (Table 6.8).
- 6.28 It should be noted that the affordability test identifies the proportion of households unable to buy **or** rent in the market, in accordance with CLG Guidance. It has already been identified (see Table 6.2 and Table 6.3) that the higher monthly costs of buying a property rather than renting mean that all of those who can buy a market house could also afford to rent. Therefore, effectively the affordability test (those who cannot afford to buy **or** rent) relates to those households unable to afford to rent.
- 6.29 Households in unsuitable housing already living in affordable housing have been excluded from the calculation at Step 1.4 (see Table 6.6). Although these

households do have a housing need, this could be addressed via a transfer within affordable housing (e.g. by transferring an overcrowded household living in social rented to a larger social rented house). This transfer would result in their existing home becoming available for someone else in need. Thus, these households do not contribute to the *net* requirement for affordable housing and in turn when these households move, this does not contribute to net supply. These households can either be excluded at Stage 1 (from need) or Stage 3 (from supply – as suggested by CLG Guidance): it would not affect the overall results of the calculation. Here, we have excluded these households from Stage 1 to reflect the approach taken in Stage 2 in respect of newly arising need (it is considered clearer to adopt the same approach in respect of transfers in both aspects of the calculation).

- 6.30 Although existing households in need already occupying affordable housing are excluded from the affordable housing calculation, it is noted that they do still have a requirement for the right type of affordable housing to become available to meet their needs. If an appropriate unit does not become available (e.g. due to shortage of supply of a specific type or size of unit) then these households will remain in need, despite not contributing to a net need requirement. New affordable housing provision provides the opportunity to focus on the size/type of provision to balance affordable housing mix, as explained at Section 8.0.

Table 6.8 Current (Backlog) Need - Gross

	Cannock Chase	Lichfield	Tamworth
Number of Homeless households and households in temporary accommodation (Step 1.1) (see Table 6.4) PLUS	5	19	15
Number of households in unsuitable housing (overcrowded, concealed and other groups) (Steps 1.2 and 1.3) (excluding those already in affordable housing) (see Table 6.6)	1,361	1,916	1,386
EQUALS: Total Number of households homeless/in unsuitable accommodation	1,366	1,935	1,401
Proportion of households unable to buy or rent in the market (identified by affordability test – see Table 6.2)	36.71	33.28	31.09
<b>Number of Households in Need (Gross)</b>	<b>501</b>	<b>644</b>	<b>435</b>

Source: NLP Analysis

- 6.31 The number of households in need (gross) identified by the SHMA update is therefore 501 for Cannock Chase, 644 for Lichfield and 435 for Tamworth.

## Future Housing Need (Stage 2)

### New Household Formation (Step 2.1)

- 6.32 The scale of new household formation has already been calculated as part of NLP's HEaDROOM framework. As outlined by earlier sections of this report, the



HEaDROOM analysis has identified locally generated housing requirements based upon an analysis of the housing, economic and demographic factors within an area. This incorporates CLG 2008-based data household forecasts.

- 6.33 The new household formation rates which have been applied are 237 households per annum for Cannock; 422 for Lichfield; and 257 for Tamworth (annual average for 2011-2028) (see paragraph 3.24).

### Newly Forming Households Unable to Buy or Rent in the Market (Step 2.2)

- 6.34 This stage utilises the figure for the number of newly forming households from Step 2.1 and estimates how many of these households are likely to be unable to afford to access market housing. This is done by applying the figure for newly forming households from the results of the affordability test referred to by Table 6.3 above.
- 6.35 This enables the number of newly forming households unable to access market housing (per year) to be estimated, as shown in Table 6.9.
- 6.36 As with Stage 1, the affordability test identifies the proportion of households unable to buy **or** rent in the market in accordance with CLG Guidance. The higher monthly costs of buying a property rather than renting mean that all of those who can buy a market house could also afford to rent. Therefore, effectively the affordability test relates to those households unable to afford to rent.

Table 6.9 Number of Newly Forming Households unable to buy or rent in the market (annual)

District	No. Newly Forming Households	% Unable to Buy or Rent Market Housing	No. Unable to access market housing
Cannock Chase	237	62.63	<b>148</b>
Lichfield	422	58.30	<b>246</b>
Tamworth	257	65.34	<b>168</b>

Source: Land Registry House Price Data (2010), Rightmove (Dec 2011), Experian Income Data (2011)

### Existing Households Falling into Need (Step 2.3)

- 6.37 Step 2.3 uses secondary data on the number of households who move house per year (based on past trends) to estimate the number of existing households falling into need annually. Using data on the number of people actually moving (from the Land Registry and CORE data) provides a good indicator of need, as it is an indicator of actual moves; whereas the Housing Register only provides an indication of intentions.
- 6.38 The calculation only refers to those households which have moved into owner occupation or affordable housing (the figures excluded moves into private rented because this would distort the figures due to the high turn-over in this sector and it is less likely that those moving in this sector are in need and

thereby resolve their requirements in the private sector).

6.39 The calculation then excludes those households moving house which: -

- 1 Are not newly forming households (these households are already accounted for in Step 2.1);
- 2 Are not moving within affordable housing (existing occupiers of affordable housing are not 'falling into need'); and,
- 3 Are able to afford to access market housing. The ability of households to afford to access market housing is calculated using the affordability criteria previously applied (this relates to both households moving into market and affordable housing, with these households representing existing households).

6.40 The calculation therefore seeks to assess the number of existing households moving per year who are unable to afford to access market housing (excluding transfers within affordable housing who do not contribute to the net requirement for affordable housing).

6.41 The resultant calculation is set out in Table 6.10.

Table 6.10 Existing Households Falling into Need

	Cannock Chase	Lichfield	Tamworth
Number of Households moving per year (identified from Land Registry and CORE data) <b>(A)</b>	1,296	1,491	1,066
Households forming in previous move (identified by Task 2.1) <b>(B)</b>	237	422	257
Households transferring within affordable housing (identified from CORE data) <b>(C)</b>	162	175	187
<b>A – B – C</b>	897	894	622
Proportion unable to buy or rent in the market	36.71	33.28	31.09
<b>Annual Estimate of existing households falling into need</b>	<b>329</b>	<b>298</b>	<b>193</b>

Source: Housing Needs Survey (October 2011), CORE data 2008/09-2010/11 (questions 17 + 14), Land Registry House Price Data (2010), Rightmove (December 2011), Experian Income Data

6.42 It is useful to compare the results of the above calculation with the number of existing households who move into affordable housing per year. CORE lettings data (averaged over the last 3 years – 2008-2010)<sup>33</sup> indicates that the number of existing households falling into need who are successful in gaining access to social rented affordable housing is: -

- 1 Cannock Chase: 127 households

<sup>33</sup> CORE data analysis has assumed households with the following tenures are 'existing households': Any other temporary accommodation, Approved probation hostel, Bed and breakfast, Hospital, Housing for older people, Mobile home/ caravan, Owner occupation (private), Private sector, Residential care home, Rough sleeping, Short life housing, Tied housing or renting with job

2 Lichfield: 117 households

3 Tamworth: 98 households.

- 6.43 These figures only relate to those households who are successful at gaining entry to social housing and therefore under-estimates need. There will be a proportion of households in need and unable to afford market housing who either do not apply for affordable housing or are not successful in gaining entry. By contrast, the calculation at Table 6.10 assesses whether households who move each year require affordable housing based on income (regardless of whether or not they are successful in gaining access to affordable housing) and therefore a higher figure is identified.

#### Total Newly Arising Housing Need (gross per year) (Step 2.4)

- 6.44 Step 2.4 simply adds together the number of newly forming households unable to access market housing (Steps 2.1 and 2.2 above) to the number of existing households falling into need (Step 2.3). This provides an annual gross figure for future households in need. The resulting figures are set out in Table 6.11.

Table 6.11 Total Newly Arising Housing Need (Gross per year)

	Cannock Chase	Lichfield	Tamworth
Newly forming households unable to access market housing (Steps 2.1/2.2)	148	246	168
Existing households falling into need (Step 2.3)	329	298	193
<b>Total Newly Arising Housing Need (Gross Per year)</b>	<b>478</b>	<b>544</b>	<b>361</b>

Source: NLP Analysis

7.0

## Supply of Affordable Housing

### Introduction

7.1

This Section estimates the existing and forthcoming stock of affordable housing (Stage Three of the CLG Guidance). Table 7.1 summarises the data sources used by Stage Three of the affordable housing model.

Table 7.1 Summary of Data Required for Stage Three

Stage of the Model	Data Items
<b>Stage Three: Affordable Housing Supply</b>	
3.1: Affordable Dwellings Occupied by Households in Need	None - already netted off at Stage 1 (Step 1.4)
3.2: Surplus Stock	CLG Data: Table 100 (2011) and Table 615 (2010)
3.3: Committed Supply of New Affordable Housing	Local Authority Information
3.4: Units to be taken out of management	Local Authority Information
3.5: Total Affordable Housing Stock Available	Step 3.1 PLUS 3.2 PLUS 3.3 MINUS 3.4
3.6: Annual Supply of Social re-lets (net)	CORE Data (2008/09-2010/11) (Questions 17 and 40)
3.7: Annual Supply of Intermediate affordable housing available for re-let or resale at sub market levels	CORE Data (2008/09-2010/11) (Question 21)
<b>3.8: Annual Supply of Affordable Housing</b>	<b>Step 3.6 PLUS 3.7</b>

### Affordable Housing Supply (Stage 3)

7.2

The third stage of the affordable housing model examines housing stock that can accommodate households in housing need. This information is required in order to calculate net affordable housing requirements.

7.3

The model considers both existing affordable housing stock (including how much of this is available) as well as the level of future annual new supply. This process is set out in steps 3.1-3.8.

#### Affordable Dwellings occupied by Households in Need (Step 3.1)

7.4

The purpose of Step 3.1 of the CLG Affordable Housing Calculation is to identify the number of affordable dwellings which become available but are occupied by households in housing need. Thus, this step considers transfers within the affordable housing stock. The movement of these households (within affordable housing) will have a nil effect overall in terms of housing need. These

households have already been netted off at Stage 1 of the calculation and the figure for this step is therefore zero.

### Surplus Stock (Step 3.2)

- 7.5 A certain levels of voids are normal and allow for transfers and works on properties. CLG Guidance notes that a vacancy rate in excess of 3% and properties which are vacant for considerable periods of time should be counted as surplus stock.
- 7.6 An analysis has been undertaken utilising vacancy level data for the last 3 years. This shows that none of the three authorities have social stock vacancy levels in excess of 3%. This accords with the findings of the Survey carried out of RPs which identifies that vacancy rates of properties managed by the participants ranges from between 0.7% and 2%. Therefore, a surplus stock rate of zero has been included within the model.

### Committed Supply of New Affordable Units (Step 3.3)

- 7.7 The CLG Guidance states that this step of the model should utilise information about new social rented and intermediate affordable dwellings which are committed at the point of assessment. The HSSA data no longer shows the number of planned and proposed affordable units. However, data on committed supply of affordable housing (annualised) has been provided by Cannock Chase, Lichfield and Tamworth Local Authorities (Table 7.2).

Table 7.2 Supply of New Affordable Units

	Cannock Chase	Lichfield	Tamworth
<b>Supply of New Affordable Housing (Committed Supply)</b>	82	75	46

Source: Local Authority Information (provided March 2012)

### Units to be taken out of Management (Step 3.4)

- 7.8 CLG Guidance states that this stage should “*estimate the numbers of social rented or intermediate affordable housing units that will be taken out of management*”. This includes properties which are planned to be demolished or redeveloped (with a net loss of stock). In accordance with advice received from all three authorities, a figure of zero has been used for this step.

### Total Affordable Housing Stock Available (Step 3.5)

- 7.9 This step calculates total affordable housing stock available by simply adding together steps 3.1 (affordable dwellings occupied by households in need), 3.2 (surplus stock) and 3.3 (committed additional housing stock) and subtracting 3.4 (units to be taken out of management). This is shown in Table 7.3.

Table 7.3 Current Supply of Affordable Housing

	Cannock Chase	Lichfield	Tamworth
Step 3.1 (Affordable Dwellings Occupied by households in need)	0 (already taken off need identified by Step 1.4)		
PLUS Step 3.2 (Surplus Stock)	0	0	0
PLUS Step 3.3 (Committed Supply of New Affordable Housing)	82	75	46
MINUS Step 3.4 (Units to be taken out of management)	0	0	0
<b>EQUALS Step 3.5 Current Supply of Affordable Housing</b>	<b>82</b>	<b>75</b>	<b>46</b>

Source: CLG Data: Table 100 (2011) and Table 615 (2010) Local Authority Information

### Future Annual Supply of Social Re-Lets (Step 3.6)

- 7.10 Steps 3.6 and 3.7 focus on the future supply of affordable housing arising from existing stock. CLG Guidance recommends that the number of social re-lets per year should be assessed by looking at past trends over the previous 3 years.
- 7.11 CORE data in respect of the number of lettings by the LAs and RPs in the last 3 years has therefore been assessed. This excludes transfers from other affordable dwellings as they were removed from the assessment of 'need' at Step 2.3. The average figure for the last 3 years has been used in the model (Table 7.4).

Table 7.4 Future Annual Supply of Social re-lets

	Number of Social re-lets (excluding transfers)		
	Cannock Chase	Lichfield	Tamworth
2008/09	308	303	292
2009/10	376	216	132
2010/11	401	313	331
<b>Average</b>	<b>362</b>	<b>277</b>	<b>252</b>

Source: CORE Data (2008/09-2010/11) (Questions 17 and 40)

### Future Annual Supply of Intermediate Affordable Housing (Step 3.7)

- 7.12 This step takes into account the relatively low number of shared ownership affordable homes which become available as a result of re-sales each year. CORE data on re-sales of intermediate (shared ownership) housing for the last 3 years has been assessed. This analysis of past data has enabled an estimate to be made of the number of shared ownership units that become available (are sold on) each year. This is shown by Table 7.5.

Table 7.5 Future Supply of Intermediate Affordable Housing

	Number of Shared Ownership Re-Sales		
	Cannock Chase	Lichfield	Tamworth
2008/09	3	4	Not Available
2009/10	1	2	3
2010/11	5	4	6
<b>Average</b>	<b>3</b>	<b>3</b>	<b>5</b>

Source: CORE Data (2008/09-2010/11) (Question 21)

### Annual Supply of Affordable Housing (Step 3.8)

7.13

This is simply the sum of Step 3.6 (social re-lets) and Step 3.7 (shared ownership re-sales). The results are shown in Table 7.6.

Table 7.6 Annual Supply of Affordable Housing

	Cannock Chase	Lichfield*	Tamworth*
Step 3.6 (Future Annual Supply of Social re-lets)	362	277	252
PLUS Step 3.7 (Future Supply of Intermediate Affordable Housing)	3	3	5
<b>EQUALS Step 3.8 Annual Supply of Affordable Housing</b>	<b>365</b>	<b>281</b>	<b>256</b>

\*Note: total does not sum due to rounding.

8.0

## Affordable Housing Requirements

### Introduction

8.1

This section of the report brings together the analysis at Sections 6.0 and 7.0 to provide an assessment of net annual affordable housing need. This section also examines the type of accommodation most appropriate to meet this need.

### Estimate of Net Affordable Housing Need

Table 8.1 Net Annual Housing Need

	Cannock Chase	Lichfield	Tamworth
<b>Current (Backlog) Need</b>			
Gross Current Need (Step 1.4)	501	644	435
MINUS Total Available Stock Affordable Housing (Step 3.5)	82	75	46
Equates to Net Current (Backlog) Need	419	569	389
<b>Net Backlog: Annualised (5 years) (A)</b>	<b>84</b>	<b>114</b>	<b>78</b>
<b>Newly Arising Need</b>			
Newly Arising Housing Need (Annual) (Step 2.4)	478	544	361
MINUS Future Annual Supply of Affordable Housing (Step 3.8)	365	281	256
<b>Equates to Net Newly Arising Need (net) (B)</b>	<b>113</b>	<b>263</b>	<b>105</b>
<b>NET ANNUAL NEED = A+B</b>	<b>197</b>	<b>377</b>	<b>183</b>

8.2

A comparison of the net annual need identified by this SHMA update with the previous SHMAs for the three Districts identifies that:

- 1 The updated net annual need for Cannock Chase of 197 units is lower than the figure of 335 identified by the 2008 SHMA.
- 2 The updated net annual need for Lichfield of 377 units is also lower than the figure of 581 identified by the 2007-08 SHMA.
- 3 The 2012 updated net annual need for Tamworth of 183 units is lower than the figure of 204 identified by the 2007-08 SHMA, but higher than the figure of 142 units identified by the 2010 update.

8.3

Differences between the affordable housing requirement calculated by previous SHMAs and this update do not just reflect changing circumstances (such as house price falls), they also reflect the availability of additional data including Housing Needs Surveys and revised CLG household projections which has enabled a different methodology to be adopted. The availability of the Housing



Needs Surveys for all three authorities has enabled the SHMA update to adopt a methodology based on both primary and secondary sources. This is in contrast to the C1 Housing Market Area 2008 SHMA (Lichfield and Tamworth), which was reliant on secondary data only and therefore pursued a different methodology. It can therefore be expected that there will be some discrepancies between the findings of this SHMA update and the previous SHMAs for Cannock Chase, Lichfield and Tamworth.

8.4 Reasons for discrepancies relating to specific stages of the housing needs model are set out below: -

- 1 Stage 1 (Current Need): the previous SHMAs for Lichfield and Tamworth utilised a review of the Housing Register for this stage whilst the update is informed by a Housing Needs Survey. The previous SHMA for Cannock Chase was also based on a Housing Needs Survey and produced similar findings to the update.
- 2 Stage 2 (Newly Arising Need): the previous SHMAs were based upon earlier CLG population projections (2006-based) which were substantially higher for Cannock Chase.
- 3 Stage 3 (Available Affordable Housing Stock): the use of different data sources for some steps, including CORE data which has become much more comprehensive in the last few years.

### Geographical Location of Households in Need

8.5 The geographical distribution of estimated need (Table 8.2) shows:

- 1 The outcome of Task 1.4, which estimates the geographical distribution of gross current need (based upon the survey results and affordability test); and
- 2 The outcome of Task 2.4 (newly arising need per year unable to afford access to market housing) assuming that the geographical distribution of future need will be the same as that shown by the location of current households in need.

8.6 The resulting figures show the total gross need: both the total existing need and the amount of newly arising need which occurs each year. However, it is emphasised that the table below shows gross need only (i.e. does not take into account need met by existing and forthcoming affordable housing stock). A significant proportion of existing and newly arising need is (or will be) met by current and new affordable housing stock. Insufficient information is available on the geographical distribution of affordable housing stock to calculate net housing need by geographical sub-areas.

Table 8.2 Gross Need: Geographical Breakdown

	Current Need (from Task 1.4) (Gross Total)	Newly Arising Need (from Task 2.4) (Gross per year)	Assumed % split between sub-areas
Cannock	311	297	62.1%
Rugeley	190	181	37.9%
<b>Cannock Chase District</b>	<b>501</b>	<b>478</b>	<b>100%</b>
City of Lichfield	174	146	27.0%
Lichfield District North	118	100	18.4%
Burntwood	186	157	28.9%
Rural South & East	166	140	25.8%
<b>Lichfield District</b>	<b>644</b>	<b>544*</b>	<b>100%</b>
Castle	14	11	3.1%
Trinity & Wilnecote	75	62	17.2%
Belgrave, Glascote & Stonydelph	108	89	24.7%
Amington & Bolehall	180	149	41.3%
Spital & Mercian	60	49	13.7%
<b>Tamworth District</b>	<b>435*</b>	<b>361*</b>	<b>100.0%</b>

Sub-area split of newly arising need assumes same percentage split between sub-areas as that identified in respect of existing households in need

\*Note: total does not sum due to rounding.

## Tenure of Households in Need

8.7

Table 8.3 shows the proportion of households in unsuitable housing for each of the tenures, based upon the HNS results. Due to the low numbers of households in some tenures, the results for the three local authorities have been combined to increase reliability. However, the results are still not as robust as we would like, particularly for households renting from a Housing Association which has an usually high result which may not reflect the true situation. However, the results do appear to suggest that a higher proportion of residents of rented accommodation (particularly social rented) are in unsuitable housing than owner occupiers.

Table 8.3 Estimated Unsuitable housing – by tenure

Tenure	Proportion of Households in Unsuitable Homes
Own with Mortgage	6.01
Own Outright	3.08
Council Rent	9.10
Private or Agency Rent	6.08
Housing Association Rent	20.85

Source: Housing Needs Survey

## Housing Requirements

### Choices within Existing Affordable Housing Stock

- 8.8 Table 8.4 shows the number of bedrooms required by households on the housing register. Table 8.4 can be compared with Table 8.5, which shows the number of bedrooms in affordable dwellings which were let during 2010/11. The tables appear to indicate that households only requiring 1 bedroom are being housed in properties with more bedrooms. Conversely, the proportion of households requiring 4 + bedrooms is greater than the proportion of properties let with 4 or more bedrooms, particularly in Cannock Chase. Tamworth also has a significantly higher proportion of households requiring 3 bedrooms than becomes available.

Table 8.4 Households on the Housing Register – Number of Bedrooms Required

No. of Bedrooms	Cannock (%)	Lichfield (%)	Tamworth (%)
1	41.85	51.05	59.63
2	30.88	31.39	27.80
3	17.69	16.65	9.63
4 +	9.57	0.86	2.92
Unspecified	0	0.05	0.02

Source: HSSA Section C Question 1a (average for 2009-11)

Table 8.5 Affordable Housing General Needs Lettings in 2010/11 – Number of Bedrooms in Property

No. of Bedrooms	Cannock (%)	Lichfield (%)	Tamworth (%)
1	43.60	37.2	35.54
2	33.99	47.3	41.18
3	20.69	14.79	22.30
4	1.72	0.3	0.98
5 +	0	0.3	0

Source: CORE Data 2010/11

### Housing Requirements – House Size

- 8.9 The following section sets out the size of dwellings required to meet affordable housing need.
- 8.10 The methodology used for breaking down affordable housing requirements by number of bedrooms is set out in Table 8.6. In summary, the assessment:
- 1 Establishes the house size requirements of each component of need for affordable housing (backlog, newly forming households and existing households falling into need) – as identified by Stage 1 and 2 of the

- affordable housing assessment (Section 6.0).
- 2 Breaks down each component of affordable housing supply by number of bedrooms. The components of supply are as identified by Stage 3 of the affordable housing assessment (Section 7.0) (committed supply of new housing, social re-lets and intermediate housing re-sales).
  - 3 Subtracts supply from each component of need to enable the net requirement for each bedroom size to be calculated.

Table 8.6 Methodology for Assessing House Size Requirements

Step	Data Source
<b>Existing (backlog) Need</b> (Stage 1 of the analysis at Section 6.0 of this report)	
Step 1: Bedroom size requirements of existing households in need	Number of bedrooms required by existing households on the Housing Register (HSSA data)
Step 2: Bedroom size breakdown of total available stock	Estimate using past trend CORE data on new lets broken down by bedroom size
Step 3: Calculate Requirement – Existing (net)	Subtract supply from need for each bedroom size
<b>Newly Arising Need</b> (Stage 2 of the analysis at Section 6.0 of this report)	
Step 1a: Bedroom size requirements of newly forming households	Assessment of bedroom size requirements of newly forming households based on household characteristics (e.g. whether single person, couple with no children). Based on PopGroup Model projections (see Section 10.0 for details on methodology)
Step 1b: Bedroom size requirements of existing households falling into need	Assessment of bedroom size requirements of existing households falling into need using past trend CORE data. This was based on household characteristics (e.g. whether single person, couple with no children) of existing households being housed in social rented (those formerly in owner occupation/private rented/tied housing used as proxy for 'existing' households).
Step 2: Bedroom size breakdown of future annual supply	Estimate using past trend CORE data on social re-lets (excluding transfers who tend to have different bedroom requirements) & CORE data on intermediate housing sales
Step 3: Calculate Requirement – Newly Arising (net)	Subtract supply from need for each bedroom size
<b>Bringing the analysis together</b>	
Calculating total affordable housing requirement by number of bedrooms (net)	Sum together the net backlog requirement and net newly arising requirement for each bedroom size

8.11 The results are presented in Table 8.7.

Table 8.7 Affordable Housing Requirements – Broken down by Dwelling Type

Net Housing Requirement	Cannock Chase		Lichfield		Tamworth	
	Number	%	Number	%	Number	%
1 bed	-31	-16	62	+17%	17	+9%
2 bed	143	+ 73%	164	+43%	91	+50%
3 bed +	84	+43%	151	+40%	74	+41%
<b>Total</b>	<b>196</b>	<b>100%</b>	<b>377</b>	<b>100%</b>	<b>182*</b>	<b>100%</b>

Source: HSSA 2009-11, CORE, PopGroup, NLP Analysis

\*182 rather than 183 (as per Table 8.1) due to rounding

- 8.12 This analysis suggests that the majority of new affordable housing provided in Cannock Chase, Lichfield and Tamworth should comprise 2 or 3+ bedroom units. Lichfield and Tamworth are identified as having approximately equal requirements for 2 and 3+ bedroom properties (43% 2-bedroom requirement and 40% 3+ bedroom requirement for Lichfield and 50% 2-bedroom requirement and 41% 3+ bedroom requirements for Tamworth). Cannock Chase is identified as having a particular requirement for 2-bedroom accommodation (equating to 63% of provision for 2 bedroom accommodation and 37% of provision for 3 bedroom accommodation, if the negative net requirement for 1-bedroom accommodation is taken out).
- 8.13 A much smaller requirement was identified for new 1-bedroom properties (17% in Lichfield and 9% in Tamworth). In Cannock Chase a negative requirement for 1-bedroom properties was identified, suggesting that there is already an over-supply of this property type and that all requirements for 1-bedroom properties can therefore be met through re-letting existing affordable housing stock.
- 8.14 It is also noted that the analysis focussed on providing the *minimum* number of bedrooms assessed to be required, depending on the composition of a household. In reality, it may be that single person households and couples are housed in 2-bedroom (rather than 1-bedroom) properties, which would further reduce the requirement for 1-bedroom properties.
- 8.15 The above analysis suggests the following bedroom split would be appropriate for new affordable housing provision:
- Cannock Chase: 63% 2-bedroom; 37% 3-bedroom +;
  - Lichfield: 17% 1-bedroom; 43% 2-bedroom; 40% 3-bedroom +;
  - Tamworth: 9% 1-bedroom; 50% 2-bedroom; 41% 3-bedroom +.
- 8.16 The above analysis of the size of dwellings required to meet affordable housing need does not separately consider 3 and 4 bedroom + requirements, due to the lack of available data. However, an *indication* of the separate requirement for 3 and 4+ bedrooms can be provided by an analysis of the number of bedrooms required by households on the Housing Register (see Table 8.4).

This suggests that the requirement for 3 and 4+ bedroom properties (identified at paragraph 8.15 above) should be split as follows: -

Table 8.8 Required Split between 3 and 4 Bedroom Properties – Identified by Housing Register

No. of Bedrooms	Cannock (%)	Lichfield (%)	Tamworth (%)
3	65%	95%	77%
4 +	35%	5%	23%
Total	100%	100%	100%

Source: HSSA Section C Question 1a (average for 2009-11)

- 8.17 Thus, Lichfield has a particular requirement for 3 bedroom properties and Cannock Chase the highest requirement for 4 bedroom properties.
- 8.18 Bringing together the analysis at Table 8.7/paragraph 8.15 and Table 8.8 enables the following overall assessment to be made of the bedroom split of new affordable housing provision: -
- Cannock Chase: 63% 2-bedroom; 24% 3-bedroom; 13% 4-bedroom +
  - Lichfield: 17% 1-bedroom; 43% 2-bedroom; 38% 3-bedroom; 2% 4-bedroom +
  - Tamworth: 9% 1-bedroom; 50% 2-bedroom; 32% 3-bedroom; 9% 4-bedroom +.

## Housing Aspirations and Need

- 8.19 The results of the HNS provide an indication of the proportion of households (of all tenures) which anticipate moving in the next 5 years and, of those, how many could afford a home suitable to meet their needs within each District.
- 8.20 The results are summarised by Table 8.9 and Table 8.10. Table 8.9 shows that a broadly similar proportion of households anticipate that they will need to, or be likely to, move home in the next 5 years in all three authorities, with residents in Lichfield most likely to move.

Table 8.9 Households which need or are likely to move in next 5 years

	Cannock Chase	Lichfield	Tamworth
% of households which need or are likely to move in the next 5 years	14%	18%	15%

Source: Housing Needs Survey (2011)

- 8.21 In terms of a breakdown at sub-area level, the survey results show that a particularly high proportion of households located in Trinity and Wilnecote (23%), Lichfield Rural South and East (21%) and Lichfield District North (20%) expect to have a requirement to move in the next 5 years.
- 8.22 Table 8.10 just relates to those households expecting to have a requirement

to move in the next 5 years. It shows that between 60-65% of households likely to need to move in the next 5 years expect that they could afford a suitable home in the District, with Lichfield having the highest levels of affordability in this respect and Cannock Chase the lowest. The level of affordability identified by the survey therefore produces similar results to the affordability test of the affordable housing model used above (in respect of existing households), which indicated affordability levels of 63% for Cannock Chase, 67% for Lichfield and 69% for Tamworth.

- 8.23 The remaining 35-40% of households expecting to have a requirement to move in the next 5 years expect that they either could not/may not be able to afford a suitable home in the District or don't know.

Table 8.10 Households which need or are likely to move in next 5 years - affordability

Households which need or are likely to move in the next 5 years	Cannock Chase	Lichfield	Tamworth
% who could afford a suitable home in the District	60%	65%	63%
% who could not afford a suitable home in the District	26%	22%	21%
% who could maybe afford a suitable home in the District/don't know	14%	13%	16%
Total	100%	100%	100%

Source: Housing Needs Survey

- 8.24 Table 8.11 shows the type of property which respondents with a requirement to move in the next 5 years would like to move to. This can be compared with Table 8.12 which shows the type of property these respondents anticipate they will move to in reality. The differences between the two tables are not substantial, suggesting a reasonably good match between aspirations and expectations. This may reflect the amount of semi-detached/detached properties in the area. However, as may be expected, Table 8.11 and Table 8.12 suggest aspirations are not expected to be met for detached housing, together with respondents who expect to move to flats, bedsits or terraced properties but who do not have an aspiration for this property type.

Table 8.11 Type of Property Respondents Would Like to move to

Property Type	Cannock (%)	Lichfield (%)	Tamworth (%)
Semi-detached House	20.00%	16.84%	31.69%
Detached house	30.00%	46.70%	41.28%
Terraced house	0.00%	2.34%	6.23%
Flat/Maisonette	5.71%	5.65%	2.61%
Bedsit/Studio/Room Only	0.00%	0.00%	0.00%
Bungalow	30.00%	16.52%	3.88%

Property Type	Cannock (%)	Lichfield (%)	Tamworth (%)
Supported housing	0.00%	0.00%	1.28%
Caravan or temporary structure	0.00%	0.00%	0.00%
Don't Know	14.29%	11.96%	13.05%
Total	100%	100%	100%

Source: Housing Needs Survey

Table 8.12 Type of Property Respondents are **likely** to move to

Property Type	Cannock (%)	Lichfield (%)	Tamworth (%)
Semi-detached House	20.00%	19.12%	26.57%
Detached house	30.00%	42.61%	39.84%
Terraced house	2.86%	3.24%	7.54%
Flat/Maisonette	7.14%	6.79%	2.61%
Bedsit/Studio/Room Only	0.00%	0.00%	1.16%
Bungalow	30.00%	14.53%	7.95%
Supported housing	0.00%	0.00%	1.28%
Caravan or temporary structure	0.00%	0.00%	0.00%
Don't Know	10.00%	13.71%	13.06%
Total	100%	100%	100%

Source: Housing Needs Survey

- 8.25 Table 8.13 shows the number of bedrooms which respondents with a requirement to move in the next 5 years would *like to have*, whilst Table 8.14 shows the number of bedrooms they anticipate that the house they move to *will have*. Again, the differences between the two tables are not substantial, suggesting a reasonably good match between aspirations and expectations. This reflects the larger than average property size, in the area.
- 8.26 As may be expected, Table 8.13 and Table 8.14 suggest a very slight tendency for aspirations which are not expected to be met for larger properties, together with a pattern of respondents who expect to move to 1 or 2 bedroom properties having aspirations for a larger property. Interestingly however, a higher proportion of surveyed Lichfield residents had aspirations to move to a 1 or 2 bedroom property (29.6%) than expected to move to a 1 or 2 bedroom property (24.5%), suggesting a demand for smaller properties in the District.



Table 8.13 Number of Bedrooms Respondents would **like** to have

Number of Bedrooms	Cannock (%)	Lichfield (%)	Tamworth (%)
1	5.71%	3.4%	1.28%
2	28.57%	26.2%	25.63%
3	37.14%	35.9%	41.04%
4	24.29%	27.5%	26.57%
5	2.86%	3.5%	4.05%
6	0.00%	0.0%	0.00%
7 or more	1.43%	0.0%	1.44%
(Don't know)	0.00%	3.5%	0.00%

Table 8.14 Number of Bedrooms Respondents are **likely** to have

Number of Bedrooms	Cannock (%)	Lichfield (%)	Tamworth (%)
1	10.00%	4.5%	2.57%
2	27.14%	20.0%	32.45%
3	37.14%	42.2%	39.86%
4	22.86%	23.3%	21.36%
5	2.86%	3.5%	2.61%
6	0.00%	0.0%	0.00%
7 or more	0.00%	0.0%	0.00%
(Don't know)	0.00%	6.5%	1.16%

Source: Housing Needs Survey

8.27 Table 8.15 shows the property tenure which respondents with a requirement to move in the next 5 years would *like*, whilst Table 8.16 shows the property tenure these respondents anticipate they *will* move to in reality. As may be expected, the tables suggest high levels of both aspirations and expectations for home ownership, particularly in Lichfield and Tamworth. Aspirations for home ownership are unsurprisingly higher than expectations (including unmet aspirations for shared ownership in Cannock Chase, albeit by a low proportion of respondents). In contrast, aspirations for private rent are significantly lower than expectations.

8.28 In terms of how aspirations to rent social housing (from the Council or RP) compare with expectations, the findings are unclear. In both Cannock Chase and Lichfield Districts, aspirations to rent social housing are higher than expectations, as set out below: -

- 15.72% of respondents in Cannock Chase expect to rent social housing, compared to 18.58% who would like to;

- 6.7% of respondents in Lichfield expect to rent social housing, compared to 7.9% who would like to.

8.29

However, the findings were the reverse in Tamworth, where 7.91% of respondents would like to rent social housing compared to 9.35% who expect to.

Table 8.15 Tenure of Housing Respondents would **like** to have

Tenure	Cannock (%)	Lichfield (%)	Tamworth (%)
Own / buy it (with mortgage)	41.43%	32.4%	51.86%
Own / buy it (mortgage free)	34.29%	49.3%	33.70%
House/flat share	0.00%	0.0%	0.00%
Rent from a Housing Association	4.29%	5.7%	1.28%
Rent from a landlord/agency	4.29%	5.7%	5.21%
Rent from relative/friend	0.00%	0.0%	0.00%
Rent from the Council	14.29%	2.2%	6.63%
Shared ownership	1.43%	0.0%	0.00%
Tied/linked to job	0.00%	0.0%	0.00%
Other	0.00%	0.0%	0.00%
(Don't know)	0.00%	4.6%	1.31%

Source: Housing Needs Survey

Table 8.16 Tenure of Housing Respondents are **likely** to have

Tenure	Cannock (%)	Lichfield (%)	Tamworth (%)
Own / buy it (with mortgage)	45.71%	41.5%	57.32%
Own / buy it (mortgage free)	27.14%	38.2%	23.17%
House/flat share	0.00%	0.0%	0.00%
Rent from a Housing Association	4.29%	3.5%	1.28%
Rent from a landlord/agency	10.00%	9.1%	8.85%
Rent from relative/friend	0.00%	0.0%	0.00%
Rent from the Council	11.43%	3.2%	8.07%
Shared ownership	0.00%	0.0%	0.00%
Tied/linked to job	0.00%	0.0%	0.00%
Other	0.00%	0.0%	0.00%
(Don't know)	1.43%	4.5%	1.31%

Source: Housing Needs Survey

## Conclusions on Housing Requirements and Aspirations

- 8.30 A comparison of the number of bedrooms required by households on the housing register with the number of bedrooms in affordable dwellings which were let during 2010/11 appears to indicate that households only requiring 1 bedroom are being housed in properties with more bedrooms, but that there is a shortage of 4 + bedroom properties.
- 8.31 A more detailed analysis, comparing affordable housing supply and requirements by bedroom size, has identified that the majority of new affordable housing provided in Cannock Chase, Lichfield and Tamworth should be 2 or 3+ bedroom units. In summary, this analysis suggested the following bedroom split is appropriate for new affordable housing provision: -
- Cannock Chase: 63% 2-bedroom; 24% 3-bedroom; 13% 4-bedroom + (stripping out the negative requirement for 1-bedroom provision);
  - Lichfield: 17% 1-bedroom; 43% 2-bedroom; 38% 3-bedroom; 2% 4-bedroom +
  - Tamworth: 9% 1-bedroom; 50% 2-bedroom; 32% 3-bedroom; 9% 4-bedroom +.
- 8.32 It is also noted that the analysis focussed on providing the minimum number of bedrooms assessed to be required, depending on the composition of a household. In reality, it may be that single person households and couples are housed in 2-bedroom (rather than 1-bedroom) properties, which would further reduce the requirement for 1-bedroom properties.
- 8.33 The results of the HNS provide a comparison of the type of property and number of bedrooms which respondents with a requirement to move in the next 5 years would like to move to and anticipate they will move to in reality. This relates to all tenures: not just affordable housing. The results suggest a reasonably good match between the aspirations of households with a requirement to move and what they expect to be able to access in reality. However, as may be expected, the results suggest aspirations are not expected to be met for larger, detached houses. Some respondents also expect to move to 1 or 2 bedroom flats, bedsits or terraced properties, but would prefer a large property. However, of those surveyed who live in Lichfield, a higher proportion had aspirations to move to a 1 or 2 bedroom property (29.6%) than expected to move to a 1 or 2 bedroom property (24.5%), suggesting a demand for smaller properties in the District.

## Housing Requirements of Specific Groups in Need

- 8.34 The brief for this study requested that consideration should be given to the housing needs of the following groups (where the dataset is available).
- 1 Families with children
  - 2 Older people
  - 3 Households with specific needs such as disabled people
  - 4 Minority and hard to reach households

- 5 Rural communities
- 6 First time buyers and young people
- 7 Key workers and service personnel

8.35 Each of the above groups is considered in turn. The analysis draws upon a combination of information sources comprising demographic projections (drawn using the results of the PopGroup Modelling); the results of the HNS and Survey of Registered Providers; a review of existing strategies/reports; and secondary data analysis. The review of secondary data includes 2001 Census data, albeit it is acknowledged that this is now some years out-of-date.

8.36 The analysis includes reference to the results of a Survey of Registered Providers, which was carried out as part of the SHMA Update. Questionnaires were completed by Allocations Managers and Development Managers at Registered Providers (RP). The questionnaire was drafted and prepared in conjunction with local authority officers. It is emphasised that references below to the results of the Survey of Registered Providers reflect the opinions of respondents to the Survey and are not necessarily the opinion of the authors of this report of Cannock Chase, Lichfield and Tamworth Local Authorities.

### Families with Children

8.37 The National Planning Policy Framework recognises the importance of providing housing for families, especially those with children, in the context of creating mixed communities.

### Demographics

8.38 NLP's PopGroup Baseline analysis has provided an indicative estimate of the likely future numbers of families with children in Cannock Chase, Lichfield and Tamworth. This accords with the approach set out by CLG's Guidance.

8.39 Table 8.17 shows the number of families with one or more children estimated to be living in Cannock Chase, Lichfield and Tamworth in 2011 and as a proportion of the whole population. Table 8.17 also demonstrates how the number and proportion of families with children is projected to change by 2028. The number of families with children is likely to increase only very slightly in Cannock Chase 2011-2028 (+40 households), with larger increases seen in Lichfield and Tamworth (1,958 and 842 additional families respectively).

8.40 The number of households with children is expected to increase at a lower rate than the population as a whole. Therefore, the number of households with children as a proportion of all households is likely to decrease 2011-2028. The proportion of households containing one or more children is expected to fall by nearly 6% in all three authorities 2011-2028: to 60% in Cannock Chase, 61% in Tamworth and 62% in Lichfield.

Table 8.17 Projected Change in the number of Families with Children 2011-2028

	2011		2028		Difference 2011-2028	
	Number	%	Number	%	Number	%
Cannock Chase	26,467	66.14	26,508	60.19	+ 40	- 5.95
Lichfield	28,140	67.56	30,099	61.64	+ 1,958	- 5.92
Tamworth	20,940	66.35	21,782	60.63	+ 842	- 5.73

Source: NLP PopGroup Baseline

- 8.41 Table 8.17 identified the number of families with 1 or more children who are projected to live in each of the authorities in 2028. Table 8.18 breaks this figure down to identify how many of these households are expected to have 1 or 2 children and how many 3 + children. It shows that the majority of households with children in 2028 are expected to have 1 or 2 children. The proportion of households comprising larger families (with 3 or more children) is projected to be broadly similar in all three authorities (3.46% in Cannock Chase, 4.62% in Lichfield and 4.73% in Tamworth).
- 8.42 In terms of policy implications, it is emphasised that although the *proportion* of all households which are families with children is expected to decline in all three authorities 2011-2028, the *number* of households with children will remain high, and comprise a significant proportion of all households (60-62%). It is important that the housing needs of these families are met, through the provision of sufficient, good quality family accommodation in sustainable locations. However, the provision of family housing should be balanced against the requirement for smaller housing to meet the needs of an ageing population with increasing numbers of single person households (see Section 10.0).
- 8.43 Although larger families will form only a small proportion of the population as a whole, policy will still need to ensure that housing is available to meet the requirements of these households (for larger houses).

Table 8.18 Predicted Number of Families with Children in 2028

	Families with 1 or 2 Children		Families with 3 + Children	
	Number	%	Number	%
Cannock Chase	24,983	56.73	1,525	3.46
Lichfield	27,841	57.02	2,257	4.62
Tamworth	20,082	55.89	1,700	4.73

Source: NLP PopGroup Baseline

### Housing Need identified by the Household Survey

- 8.44 Table 8.19 shows the proportion of households with one or more children in unsuitable housing compared to the average. It should be noted that this does not take into account their ability to afford to access suitable market housing, due to the lack of available data.

- 8.45 This table focuses on those households included within the housing needs model. The housing needs model only included households where the justification for the unsuitability of the dwelling is likely to require the household to move house in order to resolve the issue (i.e. it cannot be resolved in-situ).

Table 8.19 Estimated Unsuitable housing – Families with children

Area	Proportion of Households in Unsuitable Homes	
	Average	Households containing one or more child
Cannock Chase	5.00%	8.16%
Lichfield	5.40%	16.25%
Tamworth	6.19%	11.93%

Source: Housing Needs Survey

- 8.46 It is evident from Table 8.19 that the proportion of families in unsuitable housing is significantly higher than for the average population, particularly in Lichfield. An analysis of the reasons for households being in unsuitable housing unsurprisingly identifies that families are more likely to report a requirement for a larger house / additional bedrooms than the general population.

### Results of the Survey of Registered Providers

- 8.47 The survey of RPs suggests that there is a considerable shortage of affordable housing dwellings suitable for families with children across all three districts. The respondents indicated that there is a particular shortage of larger 4 bed properties to meet families' needs, particularly in Cannock Chase and Tamworth. It was noted that there is a very low vacancy rate of larger properties and that they turn over very quickly.
- 8.48 Respondents active in the Tamworth area indicated that there is generally a good mix of dwelling types in the district, but there is a particular shortage of 3 bed properties to meet the requirements of small families and single parent families across Tamworth.

## Older People

### Demographics

- 8.49 Table 8.20 shows the number of households headed by older people (aged 60 +) estimated to be living in Cannock Chase, Lichfield and Tamworth in 2011 and as a proportion of the whole population. Table 8.20 also shows how the number of households headed by older people is projected to change by 2028. This is based on NLP's PopGroup Baseline analysis of population projections. It is evident that both the number and proportion of such households is expected to increase in all three local authorities in the period to 2028. Tamworth and Cannock Chase are projected to see the highest increase between 2011-2028 in households headed by residents aged 60 + as a proportion of the entire population (9.92% and 8.36% respectively). However,

Lichfield is projected to see the highest increase in absolute terms: an increase of some 7,179 elderly households.

Table 8.20 Projected Change in Number of Households headed by Older People (aged 60 +) 2011-2028

	2011		2028		Difference 2011-2028	
	Number	%	Number	%	Number	%
Cannock Chase	14,454	36.12	19,591	44.48	+ 4,023	+ 8.36
Lichfield	17,939	43.07	23,630	48.39	+ 7,179	+ 5.32
Tamworth	11,132	35.27	16,236	45.19	+ 4,370	+ 9.92

Source: NLP PopGroup Baseline

- 8.50 Table 8.20 identified the number of households headed by someone aged 60+ in 2028 (19,591 in Cannock Chase, 23,630 in Lichfield and 16,236 in Tamworth). Table 8.21 breaks this figure down to identify how many of these households are expected to be headed by a resident be aged 60-84 and how many 85+. It shows that the proportion aged 85+ in 2028 is highest in Lichfield (13.77%) and lowest in Tamworth (9.10%).

Table 8.21 Predicted Number of Older People in 2028

	Aged 60-84		Aged 85 +	
	Number	% (of over 60s)	Number	% (of over 60s)
Cannock Chase	17,176	87.67	2,415	12.33
Lichfield	20,376	86.23	3,255	13.77
Tamworth	14,758	90.90	1,478	9.10

Source: NLP PopGroup Baseline

- 8.51 However, set against this is the fact that the number of residents aged over 60 in all three districts is forecast to rise at a much higher rate between 2011 and 2028 – by 39% in Cannock Chase; 33% for Lichfield and as high as 47% in Tamworth.
- 8.52 The projected increase in older people (both in absolute and relative terms) is therefore striking and has a number of severe housing, health and social care service implications which should be planned for accordingly.
- 8.53 Housing implications include increased demand for both specialist accommodation for older people and for services and home adaptations to enable older people to remain 'at home' living independently. There will be a requirement for additional sheltered housing to meet this need.
- 8.54 The issue of under-occupation remains, hence there is a need to enable/encourage older people to downsize if possible. In addition to population growth, demand for services will also be influenced by changing

attitudes to what comprises an acceptable quality of life amongst older generations and changing service policies.

### **“The Best of Both Worlds” Staffordshire FlexiCare Housing Strategy 2010-2015**

- 8.55 Projected requirements for extra care housing have been assessed in detail by the ‘Staffordshire FlexiCare Housing [FCH] Strategy 2010-2015’, which sets out the framework for the future development of FlexiCare housing (or extra care) in Staffordshire.
- 8.56 The FCH strategy includes the outcomes of a review of existing local FCH services which gives several pointers to how services should be developed. It also includes an analysis of needs, based on the model developed by Oxford Brookes University. This indicates a potential need for 9,541 units of FCH accommodation by 2030, compared to the current provision of some 634.
- 8.57 Flexicare housing is identified as:
- Accommodation (of your own – as a leaseholder or a tenant);
  - With care and support available ‘round the clock’; and
  - Some provision of communal facilities.
- 8.58 Flexicare Housing assists with the following key strategic benefits:
- Providing quality housing and communities that are suitable for the needs of older people and some other more vulnerable groups;
  - Providing a wider range of choices for housing and support;
  - Freeing up larger properties in the housing chain;
  - Promoting independence, choice and control;
  - Reducing social isolation and enabling social inclusion and fulfilment;
  - Early intervention and prevention – of avoidable deterioration and use of higher dependency services;
  - Improving the quality of life for people who use the service;
  - Improving the health and wellbeing of people who use the service;
  - Reducing depression;
  - Reducing the demand on community and acute health services;
  - Enabling more effective, co-ordinated and integrated service delivery;
  - Providing an alternative to residential care for many people and nursing care for some;
  - Keeping carers and the person they care for together;
  - Providing most people who use the service with a ‘home for life’;
  - Providing an environment for safety and dignity;
  - Supporting people at their ‘end of life’;



- Achieving benefits from partnership working across housing, social care and health;
  - Assisting organisations in delivering priorities and meeting key Performance Indicators.
- 8.59 The FlexiCare Housing strategy estimates that the projected increase in publicly funded care home places over the next 20 years will equate to a 68% increase in Local Authority commissioned care home places if the relative provision of residential and nurse care per population demand and thresholds of eligibility remained the same.
- 8.60 The FlexiCare Strategy identifies Staffordshire-wide FCH needs by 2020 as:
- 6,975 units of FCH, with an indicative need for 9,541 units by 2030.
  - 2,396 units of FCH at social rents will account for between 23% to 44% of the above. The remainder would be leasehold – within which there can be a range of options for achieving.
  - Roughly 435 units per annum from 2010 onwards.
- 8.61 It is noted that the projected growth in the provision of FlexiCare Housing will have a major impact in the pattern of care provision by 2030. The projected diversion from residential placements would reduce the number of residential care beds required by around 50% from 2010 levels and limit the potential growth in nursing beds to around 25%.
- 8.62 The County Council’s commitment to FCH has over recent years led to an extensive programme of development of new schemes with partner organisations. However, there is still a significant shortfall to be made good and substantial and early investment is required to begin to provide sufficient units to meet the need for FCH before future population growth is taken into account. Tenure trends will not impact on the total requirement for FCH units but may in future reduce the number of socially rented units required. The gap between the rented units already in place and proposed, compared to what is needed makes East Staffordshire, Lichfield and Newcastle the priority areas for the next stage of planning and development.

Table 8.22 Net Requirement for new FlexiCare Housing Units identified by Staffordshire FlexiCare Housing Strategy 2010-2015

District	Net requirement for new FCH units by 2020								
	Existing Provision			Needs 2020			Net Needs 2020		
	Rent	Own	Total	Rent	Own	Total	Rent	Own	Total
Cannock Chase	41	0	41	335	463	798	294	463	757
Lichfield	65	50	115	273	581	854	208	531	739
Tamworth	118	0	118	232	295	526	114	295	409

Source: “The Best of Both Worlds” Staffordshire FlexiCare Housing Strategy 2010-2015

### Housing Need identified by the Household Survey

- 8.63 Table 8.23 demonstrates that older households are less likely to consider that their home is 'unsuitable' than on average. Households containing older people were particularly unlikely to report being in unsuitable housing in Tamworth.
- 8.64 An analysis has been undertaken of the HNS results. This identifies a range of reasons given by households containing older people (aged 66 +) for their housing being unsuitable (albeit this analysis was based on a relatively low number of households). Unsurprisingly, reasons for existing housing being unsuitable included housing being too large or rent/mortgage being too expensive. Perhaps more surprisingly, housing being too small/having insufficient number of bedrooms was also a common reason amongst this group for housing being identified as unsuitable.

Table 8.23 Estimated Unsuitable housing – Older People

Area	Proportion of Households in Unsuitable Homes	
	Average	Households Containing One or More Older Person
Cannock Chase	5.00%	3.62%
Lichfield	5.40%	2.03%
Tamworth	6.19%	0.92%

Source: Housing Needs Survey

### Results of the Survey of Registered Providers

- 8.65 The findings of the Survey of Registered Providers active in the area produced some interesting findings on the housing requirements of older people.
- 8.66 In respect of the recently retired, the survey identified that there does not appear to be a significant shortage of suitable properties. Respondents emphasised that the recently retired generally tend to be quite active and tend to live and want to live in their existing homes. As a result there is not a major shortage of suitable properties for the recently retired.
- 8.67 Respondents indicated that there is a large supply of 1 bed properties suitable for the elderly and recently retired; a large quantity of bungalows particularly in Lichfield, numerous flats that can be easily adapted; and there are also extra care facilities and retirement villages in Lichfield and Tamworth. It is also noted that 83 extra care units have been built and occupied at Lakeside Bridgetown which have contributed to this supply.
- 8.68 However, requirements were identified for elderly people with specific needs. It was noted that in Cannock Chase there tends to be a high demand for bungalows, sheltered accommodation and for dwellings suitable for people with Alzheimer's and other mental disabilities. Cannock Chase only has 8 suitable units for people with Alzheimer's and other mental disabilities and this is identified as insufficient to meet the needs of the Local Authority.

- 8.69 A mixture of responses was received in terms of the need for bungalows. Some respondents indicated that there was a need for bungalows, whilst others believed that this was not a significant problem. The respondents that indicated that there is not a significant shortage of bungalows included one who stated that there is a large amount of 1 bed bungalows, particularly in Cannock Chase. Another respondent stated that in Tamworth, they struggle to let bungalows at times. Conversely, certain respondents indicated that everyone has aspirations to live in a bungalow and as such there is always demand. For example, one respondent emphasised the benefits of developing more 1 and 2 bed bungalows, as this could potentially free up larger 3-4 bed properties which could alleviate part of the family housing shortfall. The respondent argued that under occupation of larger properties in the District is unsustainable and needs to be addressed.
- 8.70 In terms of flexi care bungalows, the vast majority of respondents were either unaware of the Flexi-care Strategy or did not know enough about the strategy to comment. Only one respondent was willing to comment and they indicated there is a need for flexi care units but this is not significant and not seen as immediate.
- 8.71 The survey results were clear that many older people would prefer to remain in their family homes, but this may cause problems such as domestic care provision, mobility and accessibility issues.
- 8.72 In summary, given the very high growth in the number of elderly residents in all three districts over the Plan period, there will be a number of severe housing, health and social care service implications which will raise difficult policy choices. In particular, the provision of sheltered accommodation to meet this high level of need will be a priority, although practical measures seeking to reduce under-occupancy of larger homes should also be explored.

### Households with Specific Needs

- 8.73 Housing may need to be purpose built or adapted for households with specific needs, including people with disabilities.

### Demographics

- 8.74 ONS Census Data (2001) indicates that Tamworth and Lichfield have levels of limiting long-term illness which are slightly below the regional average, whilst levels in Cannock Chase are slightly above the regional level (Cannock Chase: 19.9%, Lichfield 17.2%, Tamworth: 16.8%, and West Midlands 18.9%). It is emphasised that older people are more likely than average to suffer limiting long-term illness and disability. The previous section relating to the housing requirements of older people detailed the increasing number of older residents projected for Cannock Chase, Lichfield and Tamworth. Thus, the ageing population may lead to greater rates of limiting long-term illness and disability, with associated requirements for appropriate housing provision and adaptations.

## Results of the Survey of Registered Providers

- 8.75 The Survey of Registered Providers indicated that there is a need and high demand for affordable housing from households with specific needs. The common thread identified by the Survey is that there is a specific need for bungalows which are particularly useful to most people's needs and can be adapted easily to suit specific requirements. In terms of spatial distribution, respondents indicated that the need was spread across all three districts and they could not specifically pinpoint exact locations where the need was most acute. One respondent stated that there was a particular need for bungalows in and around the Glascote Heath area of Tamworth.
- 8.76 The Survey of Registered Providers also indicated that there is significant demand for dwellings suitable for mentally impaired people and there is a significant shortage in Tamworth. In Cannock, an extra care facility has been developed and one RP which runs the scheme states that this can meet the requirements of people with specific needs and that this scheme tends to be full at all times. CCDC indicated that they only have 8 properties suitable for mentally impaired people which is insufficient to meet the demand within the Council area; however, they currently have a plan in place to build properties suitable for people with learning and mental disabilities but this is not expected to be delivered until 2013. A further RP has indicated that they have a housing adaptation budget in place to meet people's specific needs whilst another indicated that there is never a problem re-letting any previously adapted property as there is always demand.

## Housing Need identified by the Household Needs Survey

- 8.77 Table 8.24 demonstrates that households containing a disabled resident are more likely to consider that their home is unsuitable than average. It should be emphasised that this analysis is based upon a low survey response.

Table 8.24 Estimated Unsuitable housing – Disabled Residents

Area	Proportion of Households in Unsuitable Homes	
	Average	Households Containing 1 or More Older Person
Cannock Chase	5.00%	6.45%
Lichfield	5.40%	10.02%
Tamworth	6.19%	6.67%

Source: Housing Needs Survey

- 8.78 Households containing disabled people were (like other groups) most likely to refer to the reason for their need as relating to their existing house being too small or not having sufficient bedrooms. However, some of these households also referred to factors such as their home being unsuitable for a disabled person or having inadequate facilities.
- 8.79 The HNS results provide information specifically relating to where a household member has a long-term illness, health problem or disability. Table 8.25 shows that only a low proportion of such households have a current home which has

been adapted or purpose built for a person with a long-term illness, health problem or disability.

Table 8.25 Households Containing a Household Member with a long-term illness, health problem or disability – homes have been adapted or purpose built for a person with a long-term illness, health problem or disability

Area	% where current home has been adapted	% purpose-built	% Home has not been adapted or purpose built	Don't Know	Total
Cannock Chase	26.0%	3.2%	69.3%	1.6%	100%
Lichfield	29.5%	1.1%	68.4%	1.1%	100%
Tamworth	22.7%	1.0%	75.3%	1.0%	100%

Source: Housing Needs Survey

- 8.80 The survey asked respondents where the household contained a disabled person to identify adaptations to the dwellings which are required. The results are provided at Table 8.26, which shows that the most common adaptations required are to the bathroom. Other common requirements include a stair lift/vertical lift and wheelchair adaptations.

Table 8.26 Adaptations Required

Adaptation Type	Cannock Chase	Lichfield	Tamworth
Bathroom adaptations	12.60%	13.68%	12.37%
Ground floor extensions	3.15%	4.21%	3.09%
Handrails/grab rails	3.94%	4.21%	4.12%
Improvements to access	3.15%	3.16%	1.03%
Kitchen adaptations	3.94%	1.05%	4.12%
Room for carer	0.79%	1.05%	0.00%
Stair lift/vertical lift	6.30%	3.16%	4.12%
Wheelchair adaptations	4.72%	4.21%	3.09%

Source: Housing Needs Survey

## Minority and Hard to Reach Households

### Demographics

- 8.81 ONS Census Data (2001) indicates that a high proportion of the population in all three local authorities is white (in excess of 98%). The proportion of the population who is an ethnic minority is accordingly low (Table 8.27).

Table 8.27 Ethnic Group

Ethnic Group	West Midlands	Cannock Chase	Lichfield	Tamworth
White	88.74	98.63	98.14	98.09
Mixed	1.39	0.45	0.53	0.65
Asian or Asian British	7.32	0.56	0.78	0.53
Black or Black British	1.98	0.16	0.25	0.5
Chinese or other ethnic group	0.58	0.21	0.29	0.22
Total	100%	100%	100%	100%

Source: ONS: Census 2001

### Results of the Survey of Registered Providers

- 8.82 The small percentage of ethnic minority groups across all three districts was emphasised by respondents to the RPs survey. One respondent indicated that only 2% of their housing stock in these districts is occupied by ethnic minority groups. Another respondent noted the tendency of ethnic minorities (Polish residents) to occupy private rented accommodation and to not apply for social housing.
- 8.83 Overall, respondents to the RPs Survey indicated that there is no significant problem in any of the three districts with regard to ethnic minority groups.

### Housing Need identified by the Household Needs Survey

- 8.84 The HNS results for minority households are not sufficiently robust to enable robust analysis, with just 13 respondents with a non-white-British household member in Cannock Chase, 8 in Lichfield and 15 in Tamworth.

### Rural Communities

- 8.85 The Affordable Rural Housing Commission (ARHC) was set up in July 2005 to enquire into the scale, nature and implications of the shortage of affordable housing for rural communities in England and make recommendations to help address unmet need.
- 8.86 The ARHC identified a number of trends in rural communities:
- Inward migration of commuters, retirees and owners of second or holiday homes contributing to demand-led house price inflation;
  - Right-to-buy has had a proportionally greater impact in reducing the stock of social housing in rural areas;
  - Fewer new homes have been built to replace those sold in rural areas;
  - Planning policies have prioritised the protection of the environment and limited the availability of land for market and affordable housing;

- While average earnings in rural areas match those elsewhere, the affluence of commuters and others masks the fact that many of the lowest paid wage-earners are employed in the rural economy and often face the highest and least affordable house prices.

8.87 It is also noted that there is growing pressure nationally to assess the housing needs of rural communities, as a separate and distinct study from more broad based housing needs assessment. This was undertaken for Lichfield by 'Outside Consultants' in 2008 in a document entitled 'The Lichfield Rural Housing Needs Survey'.

#### **Lichfield Rural Housing Needs Survey 2008**

8.88 The Lichfield Rural Housing Needs Survey concluded that there are significant affordability issues in the rural areas and that supply of the more traditionally affordable housing types of terraces and flats is very limited. Many of those who are unsuitably housed are in private rented accommodation although demand shows very little interest in this as a housing option, which implies that many of those who are living in this tenure are not living there by choice. There appears to be a high aspiration for large semi and detached properties, which do not reflect the typical household sizes in the area and the levels of under occupation are high.

8.89 On indicators accepted as significant factors for housing need in rural areas, such as migration, suitability, proportion of social rented housing and affordability ratios, the study found clear evidence to support the development of affordable housing in the rural areas of Lichfield District and that such housing needs to be:

- Social rented where possible;
- Large enough to be in character with the existing housing and to retain families and new forming households;
- Appropriate for the needs of older people to enable them to move on and release under occupied dwellings back into the supply chain;
- Appropriate in size for the age profile of the new forming households that will dominate future household growth; namely people 45 years and above.

#### **Housing Need identified by the Household Survey**

8.90 Analysis has been undertaken of the survey results by examining whether the respondent's postcode was 'rural' or 'urban'. Table 8.28 indicates that residents of rural areas were less likely to report that their home is unsatisfactory than average.

Table 8.28 Estimated Unsuitable housing – Rural Communities

Area	Proportion of Households in Unsuitable Homes	
	Average	Households in a Rural Location
Cannock Chase	5.00%	4.76%
Lichfield	5.40%	4.76%
Tamworth	6.19%	6.19%

Source: Housing Needs Survey

### Results of the Survey of Registered Providers

- 8.91 The number of respondents to the Registered Providers with experience in rural areas in the local authorities sufficient to provide detailed information on this issue was limited. However, respondents with experience in these rural areas were unanimous in stating that there was an undersupply of affordable rural housing to meet the demand, which links to the findings of the Lichfield RHNS discussed above. One respondent did indicate that in general local authorities have recognised the undersupply in rural areas and are more supportive of building dwellings in rural areas recently.
- 8.92 Respondents also stated that there is a particular demand for family housing of all sizes, with people from rural areas generally want to remain to raise their families so that they can be close to existing family. Young people and families particularly struggle to get dwellings in rural areas and often have to move to urban areas like Tamworth and away from friends and family to secure a house.
- 8.93 The need for rural housing is prevalent in all areas and all rural settlements suffer from a shortage of dwellings to meet the locally generated need. It was identified that affordability is an issue in rural areas with local people being priced out of the market, particularly in Lichfield where house prices are significantly higher. Given the high prices and the demand for a limited number of dwellings in rural areas, people are now approaching social landlords to find properties.

### First Time Buyers and Young People

- 8.94 This section of the report focuses on households with one or more resident aged 16-24. Issues specific to vulnerable young people are addressed in the earlier section relating to Households with Specific Needs.

### Accessing Market Housing

- 8.95 Earlier sections of this report have focussed on the affordability for households seeking to access market housing (to rent or buy). This identified that newly forming households generally have lower incomes than the average population (around 66% of the income of all households according to the Survey of English Housing). A proportion of these newly forming households with lower incomes comprise young people seeking to leave their parental home to establish a new household. Younger people also have had less opportunities than older



households (who may also have equity in their existing house) to accumulate the wealth required in order to afford a deposit for a house purchase.

- 8.96 The particular problems faced by young people with aspirations to access home ownership is a high-profile concern nationally and the Government has introduced various schemes with the aim of contributing to tackling the issue. Although house prices have reduced in recent years (compared to the peak in 2007-08), the requirements of mortgage providers have become more stringent, including less availability of mortgages at a high loan to value ratio.
- 8.97 Private sector renting provides a significant tenure for young people and provides particular benefits for this age group such as flexibility to move home relatively easily. However, private rented may be considered by some as a 'gateway tenure' for households with aspirations for home ownership and the associated benefits such as security of tenure. It is noted that the private rented sector forms a low proportion of the housing stock in all three authorities (5.1% in Cannock Chase, 5.5% in Lichfield and 3.9% Tamworth - compared to an average for the West Midlands of 7.3%) (Source: Census 2001). Although detailed research has not been carried out as part of this study on this point (insufficient responses were received to a Survey of Agents active in the area for this to be reported), it is noted that the small size of the private rented sector may lead to a lack of choice of accommodation. Data on private sector rented levels (Section 2.0) also points to wide variations in lower quartile rent levels between geographical sub-areas, with areas such as rural Lichfield being particularly expensive. Thus, although private rented provides an important tenure for young people, obstacles such as the availability of appropriate accommodation and limited locational choice should be a consideration.

### Demographics

- 8.98 Table 8.29 shows the number of households headed by younger people (aged 24 and under) estimated to be living in Cannock Chase, Lichfield and Tamworth in 2011 and as a proportion of the whole population. Table 8.29 also shows how the number and proportion of households headed by younger people is projected to change by 2028. This is based on NLP's PopGroup Baseline analysis of population projections.
- 8.99 It is evident that the proportion of households headed by a resident aged 24 or younger is low in Cannock Chase and Tamworth (less than 3% of households). Furthermore, Cannock Chase and Lichfield are not expected to see a significant change in the number of households headed by young people.
- 8.100 However, Lichfield has a much higher proportion of households headed by a resident aged 24 or less (10%) and the number of such households is expected to increase by 2,449 to 3.5% of households by 2028.

Table 8.29 Projected Change in Number of Younger People (aged 16-24) 2011-2028

	2011		2028		Difference 2011-2028	
	No.	%	No.	%	No.	%
Cannock Chase	1,158	2.89	1,082	2.46	- 76	- 0.44%
Lichfield	4,183	10.04	6,632	13.58	+ 2,449	3.54%
Tamworth	842	2.67	846	2.36	+ 4	- 0.31%

Source: NLP PopGroup Baseline,

- 8.101 The implication of the projected increase in younger households in Lichfield in particular will require a policy response in the Local Plan.

### Housing Need identified by the Household Survey

- 8.102 Table 8.30 demonstrates that younger households are more likely to consider that their home is unsuitable than average.
- 8.103 A range of reasons was given by households containing young people as to why their house was unsuitable, but that they were particularly likely to cite that their existing home was too small.

Table 8.30 Estimated Unsuitable housing – Young People

Area	Proportion of Households in Unsuitable Homes	
	Average	Households Containing One or More Person Aged 16-24
Cannock Chase	5.00%	5.45%
Lichfield	5.40%	7.11%
Tamworth	6.19%	8.28%

Source: Housing Needs Survey

- 8.104 Responses from the Registered Providers Survey indicated that there is a shortage of dwellings for younger people and that this is a significant problem creating a substantial need for affordable dwellings for young people. This appears to be an issue across all three districts, but particularly in Cannock Chase and parts of Tamworth.
- 8.105 The responses indicate that there is a large demand for smaller properties, especially from single parent families. There is a large number of young people on the waiting list for 1 and 2 bed flats and apartments, a point reiterated by one of the RPs which operates across all three districts.
- 8.106 The results of the survey of Registered Providers indicate that younger people are staying at home for longer before getting on the housing ladder. As a result, the age profile of waiting lists has got older. People staying at their parental home for longer is resulting in overcrowding, with some people being unable to get the support and assistance they require when they stay at home. Finally, it

was perceived by respondents that the affect on the market is that first time buyers are a lot older, with younger people less likely to afford a market house.

## Key Workers

- 8.107 This focuses on those households with one or more residents who are a key worker. Table 8.31 demonstrates that such households are more likely to consider that their home is unsuitable than average.
- 8.108 A range of reasons were given by households containing key workers for their housing being unsuitable. This included their rent/mortgage being too expensive. They were particularly likely to cite that their existing home is too small.

Table 8.31 Estimated Unsuitable housing – Key Workers

Area	Proportion of Households in Unsuitable Homes	
	Average	Households Containing One or More Key Worker
Cannock Chase	5.00%	5.43%
Lichfield	5.40%	7.07%
Tamworth	6.19%	5.98%

Source: Housing Needs Survey

- 8.109 The HNS did seek to provide information on barriers to different tenures faced by key Workers, particularly affordability. However, insufficient information was provided on income levels and aspirations to enable a robust analysis.

9.0

## Key Issues for Future Policy

### Introduction

9.1

This section of the report considers the implications of future policy changes on the delivery of affordable housing and particularly the impacts of changes in housing costs. It also examines affordable housing requirements as a proportion of overall supply and the tenure mix.

### Impact of Changes in House Prices and Market Rents

9.2

This section of the report applies sensitivity testing, to examine the impacts on affordability of an increase or reduction in housing costs. A range of scenarios are tested as follows:

- 1 Land Registry data on house prices (2010);
- 2 Current (2011) market rents (used in the affordable housing model at Sections 6.0 and 7.0 of this report);
- 3 5% and 10% increase in house prices;
- 4 5% and 10% decrease in house prices;
- 5 5% and 10% increase in market rents; and,
- 6 5% and 10% decrease in market rents.

9.3

Table 9.1 and Table 9.2 show the proportions of households in each local authority area which are estimated to be unable to afford access to market housing. Table 9.1 shows the affordability of existing households (used in steps 1.4 and 2.3 of the affordable housing model) and Table 9.2 shows the affordability of newly forming households, who generally have lower incomes (used in Step 2.2 of the model). As outlined previously, the higher monthly costs of buying a property rather than renting mean that a higher proportion of households are unable to buy than the proportion unable to rent. All of those who can buy a market house could also afford to rent.

9.4

As would be expected: -

- 1 An increase in housing prices or rental levels results in a corresponding increase in the percentage of households unable to afford access to market housing; and,
- 2 A decrease in housing costs causes the percentage of households unable to afford access to market housing to decrease accordingly.

Table 9.1 Affordability Test Results – Proportion of **Existing** Households Unable to Afford Market Housing

	Cannock Chase	Lichfield	Tamworth
% Unable to Afford to Buy	54	59	46
% Unable to Afford to Buy with 5% increase	57	62	50
% Unable to Afford to Buy with 10% increase	60	64	53
% Unable to Afford to Buy with 5% decrease	50	55	42
% Unable to Afford to Buy with 10% decrease	47	52	37
% Unable to Afford to Rent	37	33	31
% Unable to Afford to Rent with 5% increase	39	36	35
% Unable to Afford to Rent with 10% increase	42	39	39
% Unable to Afford to Rent with 5% decrease	34	30	27
% Unable to Afford to Rent with 10% decrease	32	28	24

Source: Land Registry Data (2010), Rightmove (2011), Experian Income Data (2011)

Table 9.2 Affordability Test Results – Proportion of **Newly Forming** Households Unable to Afford Market Housing

	Cannock Chase	Lichfield	Tamworth
% Unable to Afford to Buy	80	80	78
% Unable to Afford to Buy with 5% increase	82	82	81
% Unable to Afford to Buy with 10% increase	85	83	83
% Unable to Afford to Buy with 5% decrease	77	78	74
% Unable to Afford to Buy with 10% decrease	74	75	71
% Unable to Afford to Rent	63	58	65
% Unable to Afford to Rent with 5% increase	66	61	70
% Unable to Afford to Rent with 10% increase	69	64	72
% Unable to Afford to Rent with 5% decrease	60	55	61
% Unable to Afford to Rent with 10% decrease	56	52	56

Source: Land Registry Data (2010), Rightmove (2011), Experian Income Data (2011)

9.5

The results of the above affordability calculation (based upon higher and lower housing costs) have been inputted into the affordable housing model to enable an assessment to be made of the impact of changes in market rents on the net affordable housing requirement. The findings are set out by Table 9.3 which demonstrates the significant impact which relatively minor changes in rental levels would have on affordable housing requirements.

Table 9.3 Net Annual Housing Need - with changes in Market Rents

	Cannock Chase	Lichfield	Tamworth
Current (2011) market rents	197	377	183
With 5% increase in market rents	212	426	204
With 10% increase in market rents	226	472	222
With 5% decrease in market rents	183	326	161
With 10% decrease in market rents	170	276	138

## Impact of the Affordable Rent Model

- 9.6 The Government introduced a new Affordable Rent Model in April 2011 to be offered to RPs as part of its spending review. Affordable Rent will offer shorter term tenancies at a rent higher than social rent. This would be set at up to 80% of local market rent.
- 9.7 It is the Government's intention that the additional rental income will contribute to the delivery of 150,000 new affordable homes over the period 2011-15. However, the October Spending Review announced a reduction in the capital funding available to 2014/15 for the development of new social housing to £4.5bn (down from £8.4bn). Concerns have been expressed by some that the new arrangements could reduce the number of affordable homes that can be delivered. Concerns have also been expressed over the affordability of the increased rents and the associated increased role of benefits to fill the gap created.
- 9.8 The Government's recommendations have been broadly welcomed by many RPs. There are new opportunities to better manage their assets and to tailor tenancies and rent levels to more accurately meet their needs. However, the structure of the new system also means that in areas where private rents are low, social housing currently offers close to – or greater than – 80% of market rents. For these places, there will be little or no decrease in subsidy. This means that there will be very little additional money available with which to build new homes in some parts of the country.
- 9.9 The purpose of this section of the report is to examine the anticipated positive and negative impacts of the new affordable rent model. This report only focuses on affordability aspects, it does not consider other impacts of the affordable rent model.
- 9.10 In addition, the potential opportunities for utilising affordable rent housing as part of a recommended tenure split for future affordable housing supply are explored later in this report (Under the heading 'Suggested Affordable Housing Split').

## Difference between Social Rent and 80% Affordable Rent

- 9.11 Table 9.4 shows the changes to rental levels by comparing current social rents with 80% of market rents. This does not take into account variations of income/rent levels in different locations within each local authority. However, the calculation is useful in broadly demonstrating the extent to which affordable rent levels (on average) at 80% of market rent, compare with the cost of social rent. It shows significant differences between social and 80% market rents for all three Local Authorities, with Tamworth seeing the greatest percentage difference (48%).
- 9.12 Table 9.4, Table 9.5, Table 9.6 and Table 9.7 compare the differences between current social rents and 80% market rents by property size. These tables show that although affordable rent (80% market rent) is more than social rent for all property sizes, the difference is particularly pronounced for larger properties. For example, the analysis indicates that for 3 + bedroom properties, average affordable rents will be 70% higher than social rents in Cannock Chase, 44% higher in Lichfield and 49% higher in Tamworth. This represents a significant difference for all three authorities.

Table 9.4 Difference between Current Social Rents and 80% Market Rents - Overall Average

Overall Average			
District	Social Rents (Average)	80% Market Rents (Lower Quartile)	Difference
Cannock Chase	£299	£360	+ £61 (20%)
Lichfield	£313	£420	+ £107 (34%)
Tamworth	£284	£420	+ £136 (48%)

Table 9.5 1 Bedroom Properties - Difference between Current Social Rents and 80% Market Rents

1-Bedroom Properties			
District	Social Rents (Average)	80% Market Rents (Lower Quartile)	Difference
Cannock Chase	£249	£272	+ £23 (9%)
Lichfield	£288	£316	+ £28 (10%)
Tamworth	£257	£316	+ £ 59 (23%)

Table 9.6 2 Bedroom Properties - Difference between Current Social Rents and 80% Market Rents

2-Bedroom Properties			
District	Social Rents (Average)	80% Market Rents (Lower Quartile)	Difference
Cannock Chase	£309	£368	+ £59 (19%)
Lichfield	£319	£420	+ £101 (32%)
Tamworth	£289	£428	+ £139 (48%)

Table 9.7 3 + Bedroom Properties - Difference between Current Social Rents and 80% Market Rents

3-Bedroom + Properties			
District	Social Rents (Average)	80% Market Rents (Lower Quartile)	Difference
Cannock Chase	£327	£556	+ £229 (70%)
Lichfield	£362	£520	+ £158 (44%)
Tamworth	£322	£480	+ £158 (49%)

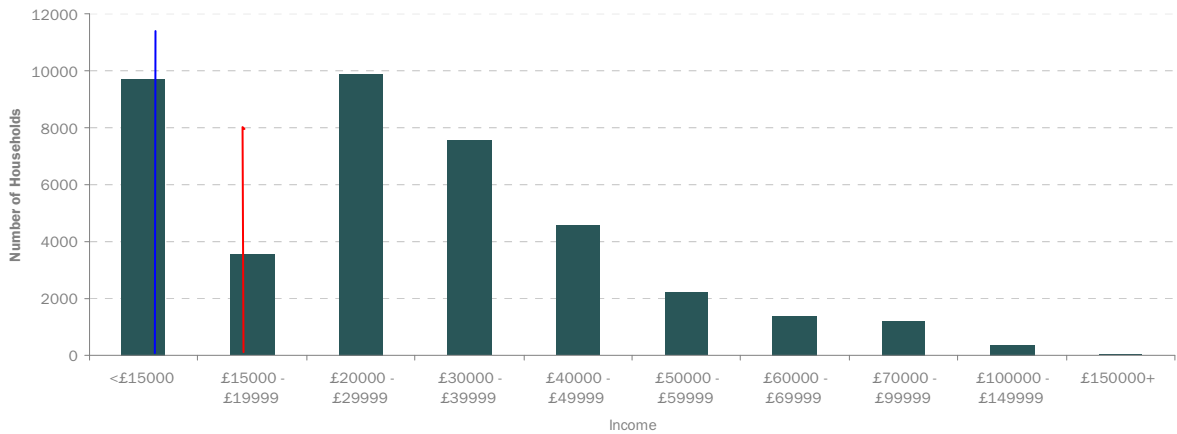
Source: CORE Data (2010/11) and Rightmove (2011)

### Comparing Rent with Household Income

9.13

Figure 9.1, Figure 9.2 and Figure 9.3 draw together the information on rent differences (set out in Table 9.4) with Experian household income band data for the general population (i.e. all households who live in each local authority). They show the number of households in each of the income bands shown in each Local Authority. The blue vertical lines show the income required to afford existing social rents (average) and the red vertical lines show the income required to afford 80% of lower quartile market rents. This assumes that up to 25% of gross household income is spent on rent. Thus, any households to the left of the vertical lines would need to pay more than 25% of their income on rent or require receipt of benefits.

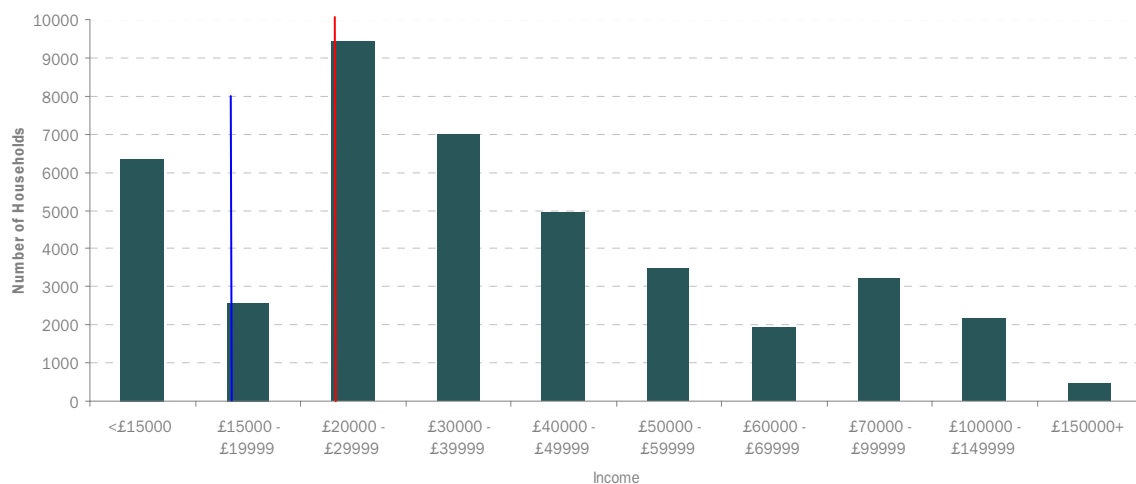
Figure 9.1 Cannock Chase Affordability



Source: Experian (2011), CORE, Rightmove (2011)

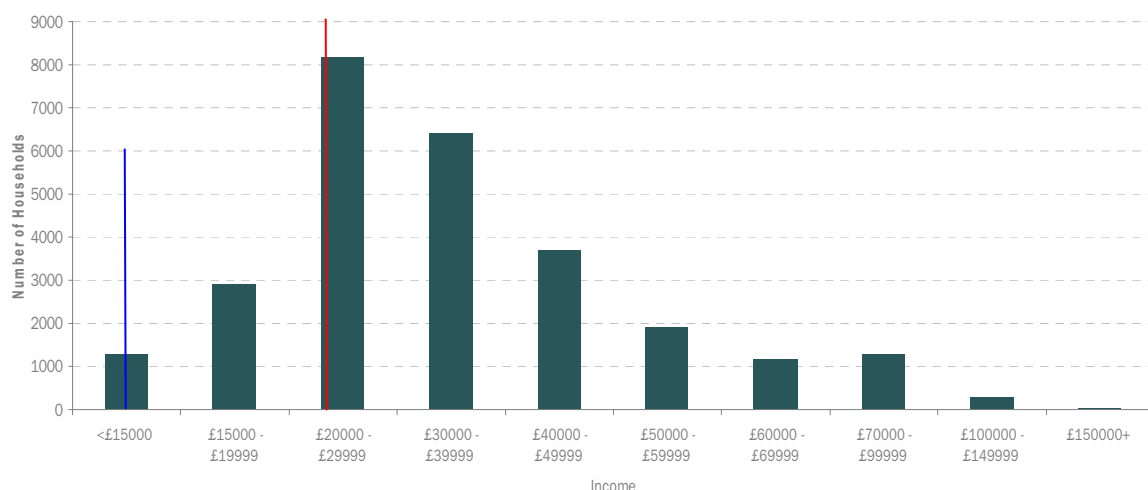


Figure 9.2 Lichfield Affordability



Source: Experian, CORE, Rightmove

Figure 9.3 Tamworth Affordability



Source: Experian, CORE, Rightmove

## Affordability of existing and newly forming households

9.14 The above information (Figures 9.1, 9.2 and 9.3) relate to the general (existing) population. However, the affordable housing calculation (Section 6.0) explained how the incomes of newly forming households are generally lower than that of the general population. This is reflected in Figure 9.4 and Figure 9.5, which contrast the percentage of existing and newly forming households unable to afford existing social renting and 80% market rent.

9.15 **Cannock Chase** has the highest percentage of households unable to afford social rent or 80% market rent. Indeed, it appears that:

- 1 23% of existing households and 37% of newly forming households cannot afford existing social rent; and,
- 2 Some 30% of existing households and 48% of newly forming households

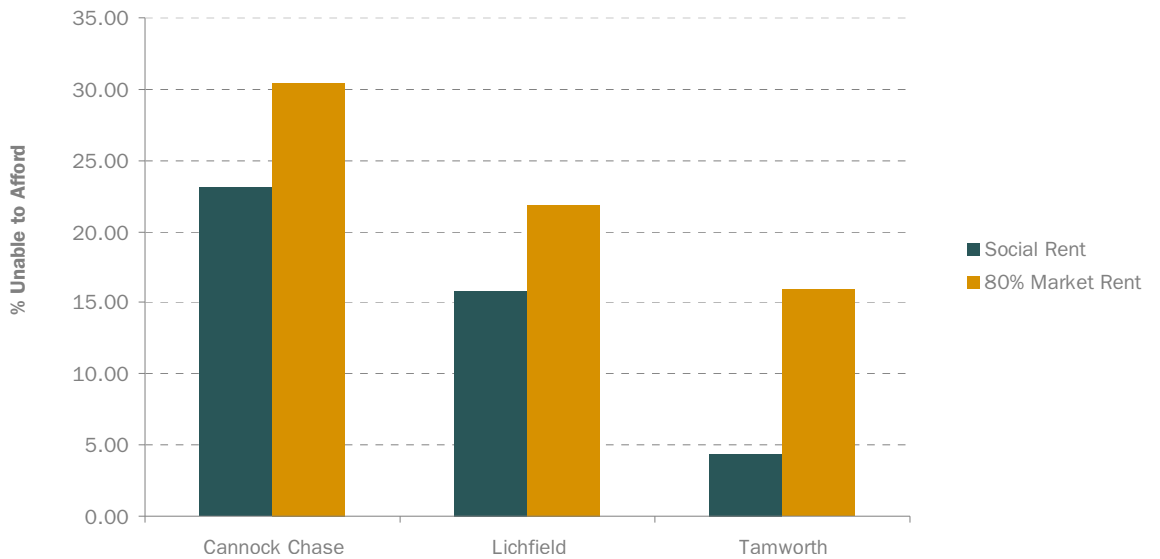
in Cannock Chase cannot afford 80% market rent.

9.16 **Tamworth** has a relatively low proportion of households unable to afford social rent (4% of existing households and 18% of newly forming households) reflecting the low proportion of households in Tamworth in the lowest income band (see Figure 9.3 above) and the slightly lower costs of social rent in Tamworth than the other two Local Authorities. However, the introduction of 80% market rents would have a particular impact on Tamworth, which has a relatively high proportion of households able to afford existing social rents but not 80% of market rents.

9.17 **Lichfield** effectively comprises the average of the three Local Authorities in terms of the proportion of households unable to afford social rent or 80% market rent: -

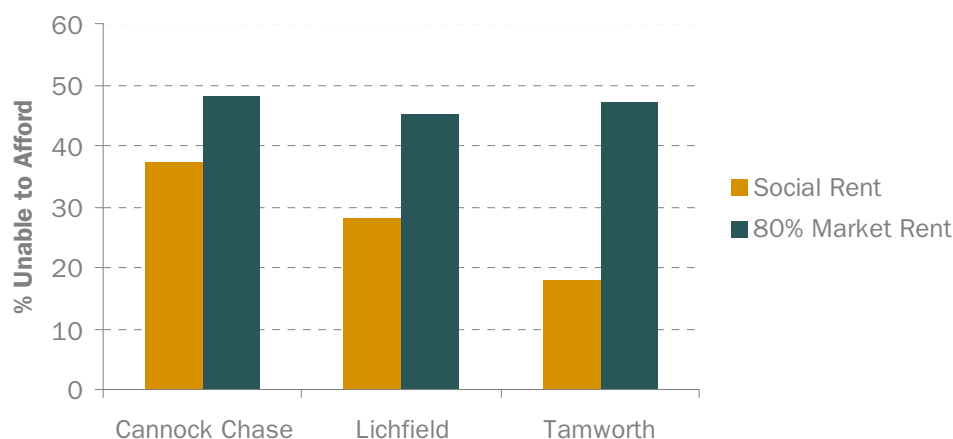
- 1 16% of existing households and 28% of newly forming households cannot afford existing social rent; and,
- 2 22% of existing households and 47% of newly forming households cannot afford 80% market rent.

Figure 9.4 % of Existing Households Unable to Afford Existing Social Rent or 80% Market Rent



Source: Experian, CORE, Rightmove

Figure 9.5 % of Newly Forming Households Unable to Afford Existing Social Rent or 80% Market Rent



Source: Experian, CORE, Rightmove

### Households unable to afford to access market housing

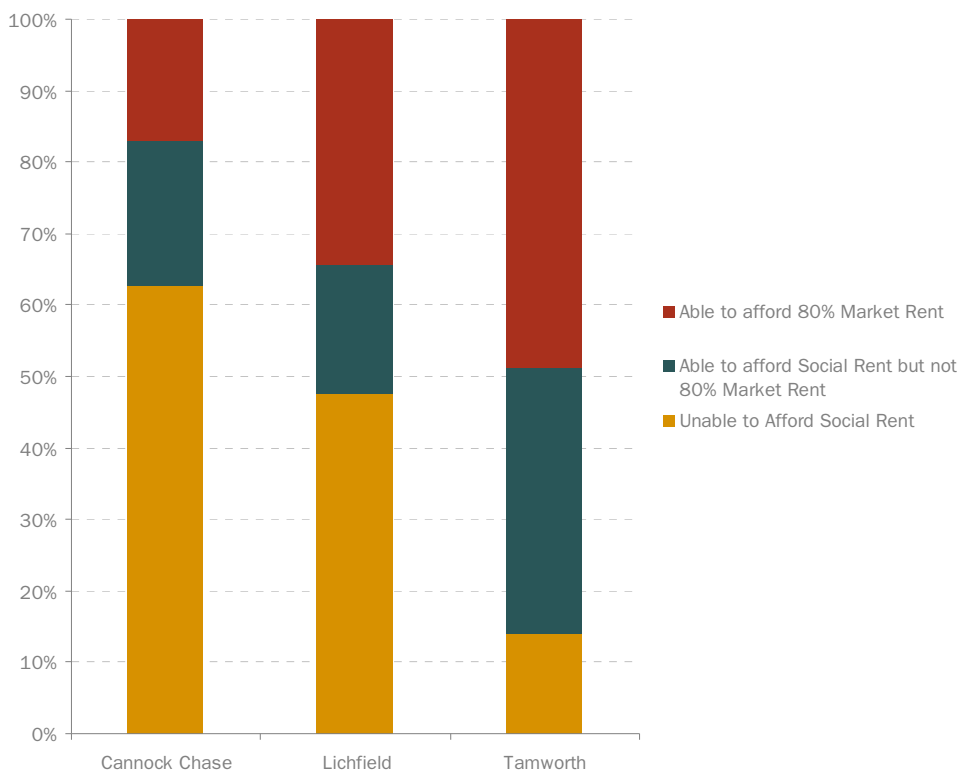
- 9.18 Whilst the above sections have considered the income distribution of the general population, the following section focuses on those households with insufficient income to afford access to market housing (specifically those households who are identified by the affordable housing calculation as being in need of affordable housing). It is therefore pertinent to specifically consider the affordability impact of different levels of affordable rents on these groups.
- 9.19 Figure 9.6 relates to households unable to afford to access market housing. It shows the proportion of these households:
- 1 Able to afford 80% market housing;
  - 2 Able to afford social rented but not 80% market rent; and,
  - 3 Unable to afford social rent.
- 9.20 The data provides an indication of the impact on affordability of increased social rents from existing levels to 80% market rents. It also provides an indication of the opportunity to utilise affordable rent in future affordable housing provision (see the recommended tenure split later in this section). It is evident that in relation to those households unable to afford access to market housing: -
- 1 Cannock Chase already has a high proportion of households unable to afford social rents without benefits (63% of those households unable to afford to access market housing). The total proportion of households unable to afford 80% market rents is estimated to be 83%. The proportion of households able to afford social rents but not affordable rents is therefore 20%;
  - 2 48% of those households in Lichfield unable to afford to access market housing have insufficient income to be able to afford existing social rent without benefits. 66% of households in need are assessed as unable to afford 80% market rent). The proportion of households in Lichfield able

to afford social rents but not affordable rents is therefore 18%. and,

- 3 Tamworth has the lowest proportion of households unable to afford existing social rents (14%). The proportion of households in need unable to afford 80% market rents is estimated to be 51%. Thus, despite Tamworth having the highest proportion of households in need being assessed as able to afford 80% market rent (49% compared to 17% for Cannock Chase and 34% for Lichfield), the introduction of 80% market rents would have the most significant affordability impact on Tamworth. Some 37% of households are able to afford existing social rent but not 80% market rent (the highest of the three authorities).

9.21 The income data used to inform this analysis does not take into account benefits received by households (including Housing Benefit). The analysis suggests that the proportion of households receiving Housing Benefit can be expected to rise significantly with rents for new properties set at 80% of market rents.

Figure 9.6 Households Unable to Access Market Housing – Affordability



Source: Experian, CORE, Rightmove

9.22 Figures 9.7, 9.8 and 9.9 show the varying affordability of setting affordable rent at 80%, 70% and 65% (an affordable rent level of 65% is not shown for Cannock Chase because this is identified as being less expensive than social rent). The graphs show the extent to which reducing the cost of affordable rent (and therefore reducing the difference between the cost of social rent and affordable rent) would both increase the proportion of households in need able to afford affordable rent and reduce the proportion of households in need able to afford social rent but not affordable rent. It is emphasised that these graphs

specifically relate to households unable to afford to rent or buy in the market (i.e. in need).

9.23

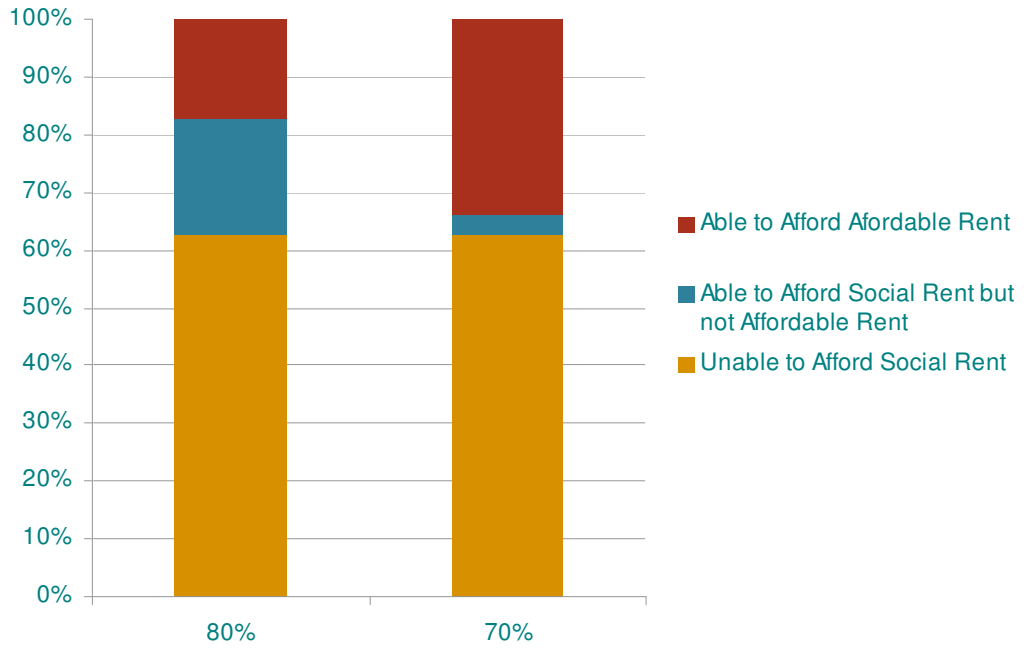
The graphs show that:-

- 1 Reducing affordable rents to 70% for Cannock Chase would lead to an increase in the proportion of households in need (unable to access market housing) which are able to afford affordable rent by almost 17%, (from 17% of households to approximately 34%).
- 2 Reducing affordable rents to 70% for Cannock Chase would lead to a low proportion (3.23%) of households in need being able to afford social housing but not affordable rent.
- 3 Reducing affordable rents to 65% for Lichfield would lead to an increase in the proportion of households in need which are able to afford affordable rent by almost 15%, (from 34% to 49%).
- 4 Reducing affordable rents to 65% for Lichfield would lead to a low proportion (3.55%) of households in need being able to afford social housing but not affordable rent.
- 5 Reducing affordable rents to 65% for Tamworth would lead to an increase in the proportion of households in need which are able to afford affordable rent by approximately 26% (from 49% to 75%).
- 6 Reducing affordable rents to 65% for Tamworth would lead to a fairly low proportion (10.84%) of households in need being able to afford social housing but not affordable rent.

9.24

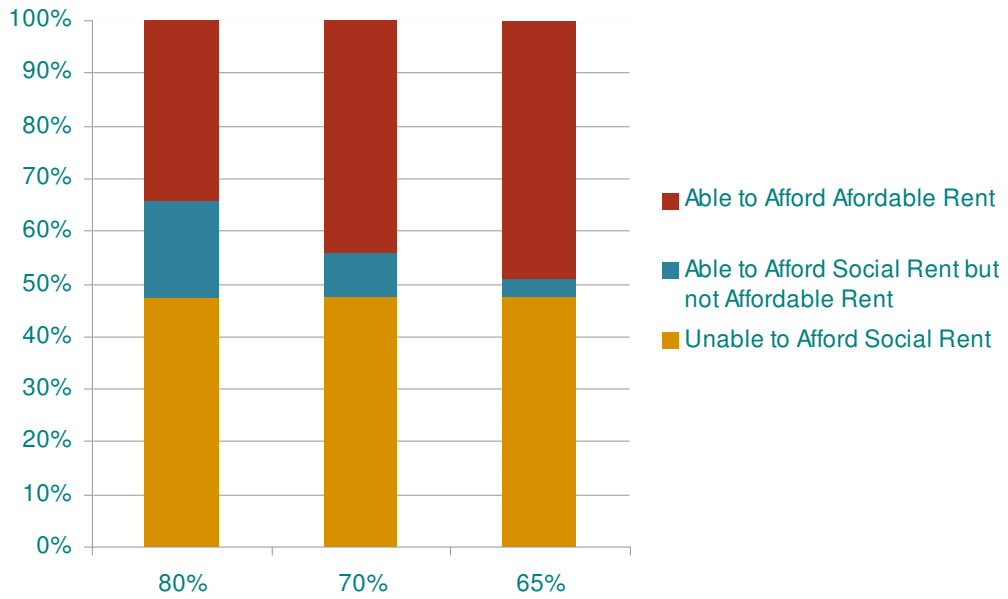
Therefore, purely looking at affordability measures, it is concluded that setting affordable rent at 70% for Cannock Chase and 65% for Lichfield & Tamworth would lead to a significant increase in the proportion of households able to afford affordable rent without housing benefit. This would mean that only a small additional proportion of households in need would be unable to afford their rent when compared to social rent. However it is emphasised that in all three authorities (but particularly Cannock Chase & Lichfield) there is already a high proportion of households in social rent housing receiving housing benefit. This will not change with the introduction of affordable rents, regardless of the level it is set at. It is also emphasised that there are wider implications to consider, such as the additional revenue which 80% affordable rent would contribute to the provision of new affordable homes.

Figure 9.7 Households Unable to Access Market Housing – **Cannock Chase**



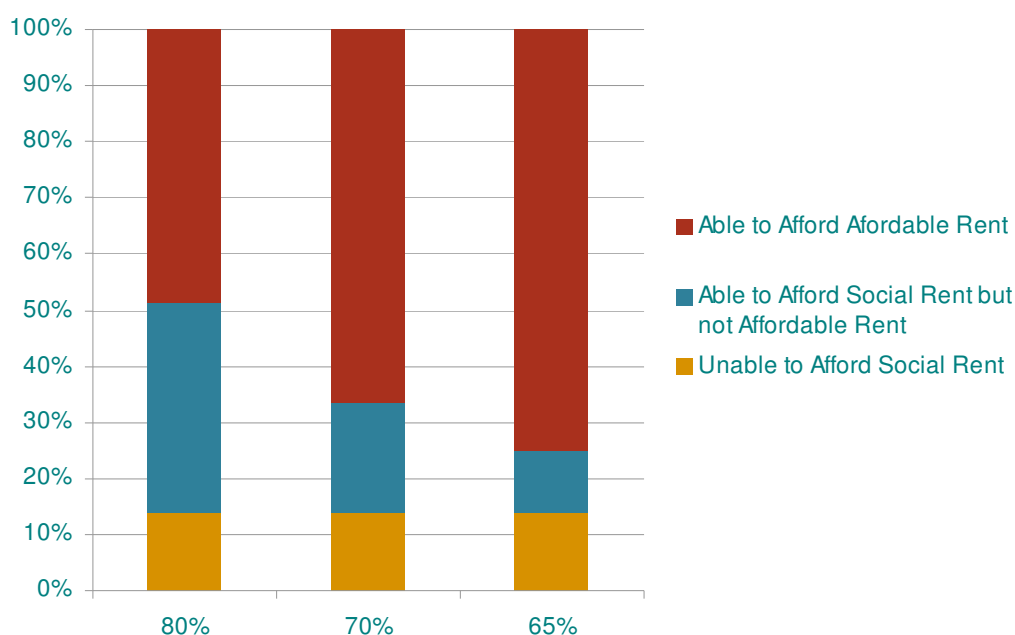
Source: Experian, CORE, Rightmove

Figure 9.8 Households Unable to Access Market Housing – **Lichfield**



Source: Experian, CORE, Rightmove

Figure 9.9 Households Unable to Access Market Housing – Tamworth



Source: Experian, CORE, Rightmove

## Findings of the Survey of Registered Providers

- 9.25 The Survey of Registered Providers asked various questions about the impact of the Affordable Rent Model (ARM). At this early stage, respondents were unable to categorically determine the true effect of the ARM. However, they were able to provide an interesting perspective of what they perceive the impacts will be. The results are set out below. It is emphasised that the following brings together and summarises the results of a Survey of Registered Providers: the text merely sets out the expressed opinion of surveyed Registered Providers and does not necessarily reflect the views of the three southern Staffordshire local authorities.

### Effect on those that need Social Housing

- 9.26 Some respondents anticipated that there could be a shift from Registered Providers housing to Council housing given the financial implications of the ARM. It is perceived that the introduction of the ARM could potentially create an affordability crisis with the 80% rate making RP housing unaffordable. This view is supported by the data analysis undertaken earlier in this section of the Report. It was also considered that the introduction of the ARM may make it harder for people to obtain a suitable property to meet their needs.

### Likely impacts in the next 3-5 years

- 9.27 Some respondents speculated that there could be a move away from social housing and towards private rented accommodation given that there is a small difference between the two. This could lead to a loss in revenue for RPs. One RP indicated that tenants will have to pay more for a social rented dwelling and as such they will want a better dwelling and service than they were allocated

previously. Another RP stated that people may be reluctant to move out of their current dwelling, despite it not being suitable to their needs, because they do not want to move from secure tenancies to fixed term tenancies.

### **Affect of the ARM on the private rented sector**

- 9.28 Most respondents concluded that there will be more competition between the two sectors given the small difference in rent between affordable and private rent. It is hard to determine what the effect will be as of yet but some RPs believe that people will be more inclined to choose the private rented sector over the social rented sector. Furthermore, there will be a higher demand for better quality private rented housing, because there will be little difference between the two. One respondent's perspective differed totally: they stated that the narrow gap between the two sectors could cause private landlords to provide better service similar to that experienced by RP tenants. Furthermore, they stated that the introduction of the ARM is unlikely to create competition between the two sectors.

### **Impacts of changes to the funding structure of Registered Providers**

- 9.29 Most respondents indicated that it was far too soon to properly determine the true impact from the introduction of the government's new Affordable Rents Model, which only came into force in November 2011. However, it was commented that the new approach is less scheme specific, utilising a programme-wide approach and adding value to the existing stock. It was also stated that the new model will be hard to manage and predict, and most RPs were fearful as their finances are open to higher risk and susceptible to market fluctuations.

### **Will there be deviation from the 80% policy?**

- 9.30 Respondents to the Survey emphasized the 'red tape' involved in deviating away from the 80% policy. However, 37% of respondents indicated that local circumstances will be taken into consideration wherever possible. Lichfield and rural areas were identified as areas where the 80% rate will be of particular concern given the high rents in these locations. An additional 25% of respondents noted that although current assumptions are that the 80% rate will most probably be used as a blanket policy, this may not necessarily be the case. These respondents indicated that deviation may be difficult but they will see how the ARM operates and is implemented elsewhere.

### **Is the 80% rate acceptable for these districts and if not, what would be a more appropriate rate?**

- 9.31 Only one RP indicated that the 80% rate is acceptable for all three districts, although respondents generally found it difficult to provide a specific figure which would be acceptable for southern Staffordshire. However, one respondent stated that a 65% blanket policy would be far more acceptable across all local authorities. One respondent indicated that most local authorities across the country think that the 80% figure is far too high and is



unacceptable. Most of the RPs identified that there will be a significant problem in Lichfield as the 80% policy is simply not achievable given the high rents.

#### **Implications of length of tenancy offered**

- 9.32 Respondents indicated that tenants are generally uneasy about fixed term tenancies, preferring more security of tenure. RPs generally anticipated that tenancies will be renewed without any problems, whilst recognising that it would give RPs additional control over problematic tenants. One respondent spoke about the inequality of this model: two people could be renting identical properties but pay completely different rents. Conversely, one respondent thought that the implications could be positive as RPs will be forced to interact more with tenants and as a result could provide better support through dialogue and meeting people's changing needs.
- 9.33 Not all respondents knew the average tenancy length which would be offered given its early stage of introduction. Those respondents who did answer this question indicated this would be 5 years on average.

#### **Impact of the ARM on current stock**

- 9.34 Given that the ARM model has only recently being introduced, most respondents indicated that it was too early in the process to properly assess the effect that the model will have on the RP's current stock. Most RPs have had a low number of re-lets so it is hard to determine the impact. However, one RP did indicate that they have a plan in place to support a number of tenancy conversions to produce increased income to support their development expenditure. They will also be more pro-active in identifying existing stock for regeneration given the need to maximise value of internal resources and opportunities.

#### **Impact of the ARM on the future supply of stock**

- 9.35 Respondents were again keen to point out that it was very early days in the process so it is hard to determine the impact that the ARM will have on the future supply of stock. One respondent indicated that it will have little impact in the short term as RPs will have a programme in place with the HCA until 2015 but anticipated uncertainties for the period beyond. Other respondents indicated that there is a lot of risk on the RPs and the provision of future stock will be reliant on the success of the ARM. This said however, one respondent indicated that RPs, through fixed term tenancies and higher rents, could increase RPs income and control over tenants.

#### **Impact of the ARM on the supply of social housing**

- 9.36 All respondents agreed that the introduction of the ARM will not increase the supply of social housing. It is considered that the ARM's function is merely to try and sustain supply in the absence of direct grant funding and it will struggle to increase supply. Some of the respondents believe that the ARM could have the opposite effect to what was intended and that there will be a massive

increase on the Housing Benefits Bill. This will prove more financially unsustainable than what the capital grant model was. Some RPs felt that the old system was better and in time, the government will revert back to the previous capital funding model.

**Are there specific areas in the district that this new model will affect more than others?**

- 9.37 Given that the ARM has only recently been introduced the respondents were not keen on specifying specific areas in the three local districts that this model will affect more than others. However, one respondent felt that it may affect rural and particularly high value areas of the district most.

## Suggested Affordable Housing Requirements

### Proportion of Housing to be Affordable

- 9.38 An overall housing requirement has been identified (Section 5.0) of 250-280 units per year for Cannock Chase, 410-450 for Lichfield and 240-265 for Tamworth.
- 9.39 An affordable housing requirement has been identified (Section 8.0) of 197 for Cannock Chase, 377 for Lichfield and 183 for Tamworth.
- 9.40 An assessment of the amount of net annual affordable housing need identified for each district as a proportion of the total housing requirement suggests that:
- 1 Cannock Chase would need between 70%-79% of its total annual housing requirement to comprise affordable housing if it is to meet all of its affordable housing need;
  - 2 Lichfield would need between 84%-92% of its total annual housing requirement to comprise affordable housing if it is to meet all of its affordable housing need; and,
  - 3 Tamworth would need between 69%-76% of its total annual housing requirement to comprise affordable housing if it is to meet all of its affordable housing need.
- 9.41 The above calculation results are broadly similar to the equivalent figures provided in the previous SHMAs, which reported that the housing needs model implies affordable housing targets of between 77% and 100% for Tamworth and Lichfield.
- 9.42 Ultimately, the affordable housing targets to be established are a decision to be made through the Local Plan. The Councils will need to establish a balance between housing need requirements and viability of delivery. However, this study has demonstrated the significant extent of affordable housing need for all three local authorities.

## Suggested Affordable Housing Split

- 9.43 Assessment has also been undertaken to enable a split between social rent, affordable rent and intermediate affordable housing to be recommended. Again, the affordable housing targets to be established are a policy decision to be made through the Local Plan.
- 9.44 This assessment has been undertaken by examining the interaction between housing costs and household income. The suggested tenure split has been informed by our analysis of the ability of households with insufficient income to afford access to market housing to afford different types of affordable housing.
- 9.45 Housing costs have been examined by looking at the following sources: -
- 1 Social rent levels: CORE data.
  - 2 Intermediate housing costs: CORE data setting out the market value of shared-ownership purchases has been assessed. Indicative monthly housing costs have been identified using lower-quartile value shared-ownership market values and based on the purchaser buying a 50% equity share in the property. Monthly mortgage costs are calculated based on 4% interest rate mortgage on the 50% equity. Rent levels are calculated on the basis that 3% of the equity retained by the RSL is paid per year. For example, for a property valued at £120,000 where 50% is rented, rental costs are assumed to be £1,800 per year (3% of £60,000) or £150 per month.
  - 3 Private rent Levels: Rightmove data on advertised rents, cross-checked against VOA data.
  - 4 Affordable Rent Levels (assuming affordable rent is at 80% market rents): 80% of private rented costs.
- 9.46 This has identified average housing costs (a breakdown by house size and sub-area has also been examined) which are set out in Table 9.8.

Table 9.8 Monthly Rents and Costs

	Social Rent (average)	Affordable Rent (80% market rent)	Intermediate shared ownership (50% equity)	Lower Quartile Private Rent
Cannock Chase	299	360	411	450
Lichfield	313	420	470	525
Tamworth	284	420	470	525

Source: CORE (2010/2011) and Rightmove (2011)

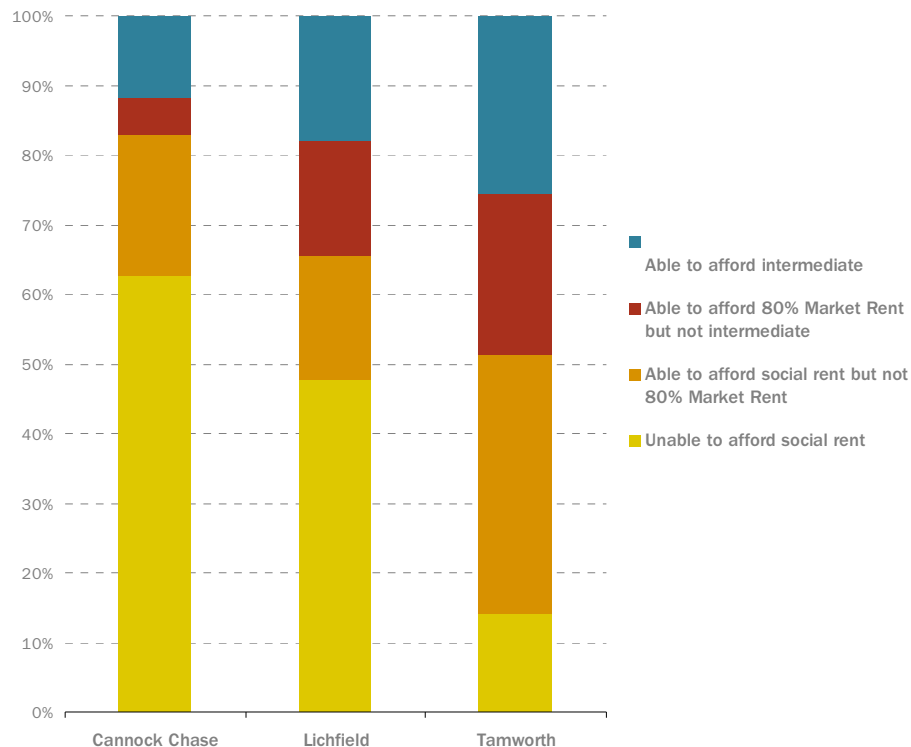
- 9.47 Information on household income has been obtained from Experian data, which estimates the number of households with a household income in each of ten different income bands. The income data used to inform this analysis does not take into account benefits received by households (including Housing Benefit).

9.48 The analysis then seeks to estimate the number of households unable to afford to access market housing. This assumes that a household does not spend more than 25% of their income on rent (or for intermediate properties, combined mortgage/rent payments). Thus, to take Tamworth as an example, to afford a lower quartile private rented monthly rent of £525 a household would require a yearly income of £25,200, to afford intermediate a household income of £22,560 would be required; 80% market rent would require an income of £20,160; and to afford social rent, a household would need a household income of £13,632.

9.49 The analysis has enabled an estimate to be made of the proportion of households in each area with insufficient income to afford market rent and therefore requiring affordable housing. The analysis at Figure 9.10 relates specifically to households unable to afford to access market housing (i.e. households in need of affordable housing). It shows the proportion of these households:

- 1 Able to afford intermediate housing;
- 2 Able to afford 80% of the cost of market housing but not intermediate housing;
- 3 Able to afford social rented but not 80% of the costs of market rent; and,
- 4 Unable to afford social rent without benefits.

Figure 9.10 Households Unable to Access Market Housing – Affordability



Source: Experian, CORE, Rightmove

9.50 The recommended percentage split at Table 9.8 reflects the ability of

households requiring affordable housing to afford the different affordable housing tenures (social rent, affordable rent and intermediate) as identified by the affordability calculation. This is indicated by Figure 9.10, which shows: -

- 1 The proportion of households in need of affordable housing who are **unable to afford social rent** (without benefits) is highest in Cannock Chase (63%, compared to 48% in Lichfield and a considerably lower figure of 14% in Tamworth). It is considered that such households are most appropriately housed in social rented housing (although they could also be housed in affordable rent housing with the support of additional benefit payments to cover the difference in rent).
- 2 At 37%, Tamworth has the highest proportion of households in need of affordable housing who are **able to afford social rent but not 80% market rent**. Cannock Chase and Lichfield have similar proportions of such households (20% and 18% respectively). It is considered that these households are most appropriately housed in social rented housing (although, they could also be housed in affordable rent housing with the support of benefit payments to cover the difference in rent).
- 3 Tamworth also has the highest proportion of households in need of affordable housing who are **able to afford 80% market rent but not intermediate**, at 23%. The corresponding figure for Cannock Chase is considerably lower (5%) and the figure for Lichfield is 16%. These households would be most appropriately housed in affordable rent.
- 4 The proportion of households in need of affordable housing who are **able to afford intermediate housing** is highest in Tamworth (26%, compared to 12% in Cannock Chase and 18% in Lichfield). These households would be most appropriately housed in intermediate housing.

- 9.51 It is evident from Figure 9.9 that, for Tamworth, the affordability analysis suggests a lower proportion of social rent is required than in Cannock Chase and Lichfield. This reflects the low proportion of residents with incomes below £15K and the relatively low cost of social housing in the Borough generally. The reverse situation is the case in Cannock Chase, which has a relatively high proportion of households with incomes below £15k and a correspondingly high requirement for social rent housing.
- 9.52 The recommended percentage split for social rent/affordable rent/intermediate affordable housing (based on the identified net requirements) is set out in Table 9.9. This is based on the analysis above.

Table 9.9 Recommended Social Rent/Intermediate Affordable Housing Split

	Cannock Chase	Lichfield	Tamworth
Net Annual Affordable Housing Need	197	377	183
% Social Rented	80%	65%	50%
% Affordable Rented	10%	15%	25%
% Intermediate Tenure	10%	20%	25%

9.53 It is of particular note that the affordability analysis has identified that intermediate housing should form a small proportion of new affordable housing provision in all three authorities, particularly Cannock Chase (10% in Cannock Chase, 20% in Lichfield and 25% in Tamworth). This relatively low intermediate housing requirement (in terms of affordability to the household) should be a consideration of emerging policy recommending affordable housing splits.

9.54 However, it is emphasised that the above recommended split has been based upon an assessment of the affordability of households in need for different forms of affordable housing. Policy choices on the delivery of affordable housing will need to balance affordability against the deliverability of social rented, affordable rented and intermediate tenures (intermediate being generally cheaper to deliver per unit than social rented and affordable rent offering a new choice and opportunity for delivery).

9.55 It is also noted that this analysis has been undertaken before all of the affordability and deliverability implications of the new affordable rent tenure have become apparent. It is of note that the analysis carried out for this report assumed affordable rents based on 80% of current market rents. The emerging role of affordable rent will require close monitoring and if new evidence emerges on the affordability impacts of affordable rent properties then the recommended tenure split between social rent and affordable rent housing may require amendment. As mentioned at 9.54, policy decisions on the required split between social rent and affordable rent provision should also take into account the comparative deliverability of affordable rent and social rent housing.

## Conclusions

9.56 Sensitivity testing has been undertaken to examine the impacts on net affordable housing requirements of an increase or reduction in housing costs. It demonstrates the significant impact which a relatively minor change in rental levels would have on affordable housing requirements. This reinforces the importance of monitoring the situation and updating the affordable housing calculation if significant changes in the costs of market housing occur.

9.57 This section of the report has also examined affordable housing requirements as a proportion of overall supply. It notes that the housing needs model implies affordable housing targets of 70-79% for Cannock Chase, 84-92% for Lichfield and 69-76% for Tamworth in order to meet requirements.

- 9.58 Ultimately, the affordable housing target is a decision to be made through the Local Plan. The Councils will need to establish a balance between housing need requirements and viability of delivery.
- 9.59 An assessment has also been undertaken of the split required between social rent, affordable rent and intermediate housing. Affordable housing targets are a policy decision to be made through the Local Plan. However, the following recommended percentage split for affordable housing has been identified by this report:
- Cannock Chase - 80% Social Rented: 10% Affordable Rented: 10% Intermediate
  - Lichfield – 65% Social Rented: 15% Affordable Rented: 20% Intermediate
  - Tamworth – 50% Social Rented: 25% Affordable Rented: 25% Intermediate
- 9.60 An assessment has also been undertaken to identify the potential impact of the affordable rents model. This demonstrated the significant difference between current social rents and 80% market rents (the proposed rent level to be imposed). The analysis has assessed the ability of households unable to afford access market housing to afford affordable rents. This has identified that affordable rents of 80% market rent would have a particularly significant impact in Tamworth District, which has the highest proportion of households able to afford social rent but not 80% market rent. However, it is noted that Tamworth also has the highest proportion of households in need able to afford 80% market rent and this presents particular opportunities for the development of new affordable rent properties as part of a balanced future supply in Tamworth (as reflected in the recommended tenure split above).
- 9.61 Cannock Chase already has a high proportion of households unable to afford social rents without benefits and introducing affordable rents of 80% market rents would increase unaffordability further. Lichfield has a similar proportion of households in need able to afford social rents but not affordable rents to Cannock Chase. Overall, the analysis suggests that the proportion of households receiving Housing Benefit can be expected to rise significantly with rents for new properties set at 80% of market rents.

## 10.0 Housing Requirements by Size, Type and Sub-Area

### Introduction

10.1 The modelling undertaken for each of the three districts, discussed in detail in Section 5.0, has provided an overall range of housing requirements for each of the three districts. This section provides a more detailed analysis of the requirements split by size and type, and at a sub-housing market level (i.e. below the level of the individual district).

### Housing Requirements Split by Size and Type

10.2 There is no exact formula for setting the approach to defining housing size and type requirements, and no way to 'model out' the need for judgement when balancing a range of different factors. The starting point for this analysis involves revisiting the outputs of the PopGroup model. This splits the population forecasts into various household groupings based on 17 ONS derived codes (i.e. single households, married couple with two children etc).

10.3 It is possible to link the changes in household characteristics with the housing types/sizes they are likely to require, based on assumptions stated in the Government's Survey of English Housing (2008) and Housing Vision. The assumptions made are presented in Table 10.1.

Table 10.1 Estimated Housing Size required by Household Type, by Age of Head of Household

Age Range 2013	One Person	Married Couple / With 1/2 Children	Married Couple / With 3+ Children	Cohabiting Couple / With 1/2 Children	Cohabiting Couple / With 3+ Children	Lone Parent / With 1/2 Children	Lone Parent / With 3+ Children	Other Multi-Person
0-14	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
15-24	1 bed flat/house	2 bed flat/house	3 bed house	2 bed flat/house	3 bed flat/house	2 bed flat/house	3 bed house	1 bed flat
25-34	1 bed flat/house	3 bed house	3 bed house	3 bed house	3 bed house	3 bed house	3 bed house	1 bed flat
35-44	2 bed flat/house	3 bed house	4 bed house	3 bed house	4 bed house	3 bed house	4 bed house	2 bed flat
45-59	2 bed flat/house	3 bed house	4 bed house	3 bed house	4 bed house	3 bed house	4 bed house	2 bed flat
60-84	2 bed flat/bungalow	2 bed flat/bungalow	3 bed bungalow	2 bed flat/bungalow	3 bed bungalow	2 bed flat/bungalow	3 bed bungalow	2 bed flat
85+	Housing with care	Housing with care	Housing with care	Housing with care	Housing with care	Housing with care	Housing with care	Housing with care

Source: Source: NLP after Survey of English Housing and Housing Vision / Northern Peninsula Strategic Housing Market Assessment 2008



- 10.4 This table has been defined on the basis of the following assumptions<sup>34</sup>:
- 1 Smaller flatted accommodation or houses will be more suitable for meeting the initial requirements of married couples until the age they have a family. Those households without children could occupy either houses or flats of the appropriate size;
  - 2 Cohabiting couples and lone parents will want and require similar sizes of housing to married couples. Those households without children could occupy either houses or flats of the appropriate size;
  - 3 Smaller flatted accommodation or houses will be more suitable to meeting the requirements of single person households;
  - 4 According to their composition, flatted provision such as a residential care home, hostel or purpose-built student accommodation will be more suitable for multi-person households;
  - 5 Further qualitative allowances will need to be made of households at retirement age who are likely to continue living in their previous home unless more manageable two bed flats, houses and bungalows are available; and
  - 6 The requirement for housing with care, including supported housing and extra care provision, is likely to increase at 85 and above.
- 10.5 Applying the matrix to the PopGroup data allows an initial (and indicative) understanding of the composition of future dwelling type requirements in the three Districts of Cannock Chase, Lichfield and Tamworth.
- 10.6 Table 10.2 demonstrates that due to the reasonably high numbers of one-person households in the area by 2011, coupled with the ageing population, the need for smaller units exceeds the need for larger, family units for all three districts, and that the trend is likely to become accentuated over time. For example, in Tamworth, given changing household characteristics, the proportion of households who could be adequately housed in 2-bed accommodation could increase from 46% in 2011, to 55% in 2028. The need for housing with care could increase substantially for all three districts over the 17 year time period, whilst conversely the need for larger 3 bed homes could fall significantly.

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<sup>34</sup> Source: Northern Peninsula Strategic Housing Market Assessment (December 2008).

Table 10.2 Estimated Housing Type and Size 'needed'

	Cannock Chase		Lichfield		Tamworth	
	2011	2028	2011	2028	2011	2028
1 bed flat	5.1%	6.5%	3.3%	5.3%	4.7%	5.1%
2 bed flat/house/bungalow	45.9%	51.4%	50.5%	52.2%	46.4%	54.5%
3 bed house/bungalow	42.7%	33.9%	39.3%	32.6%	42.6%	32.9%
4 bed house	3.3%	2.7%	3.6%	3.2%	3.8%	3.4%
Housing with Care	3.0%	5.5%	3.3%	6.7%	2.6%	4.1%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: NLP

10.7

Table 10.3 presents the difference, in absolute terms, for each of the house types based on the PopGroup model and demonstrates an increased 'need' for 1 and 2 bed properties and particularly housing with care. This requirement for smaller residential units for all three Districts would correlate with the national trend towards an ageing population and smaller household sizes generally.

Table 10.3 Change in House Size and Types, 2011-28

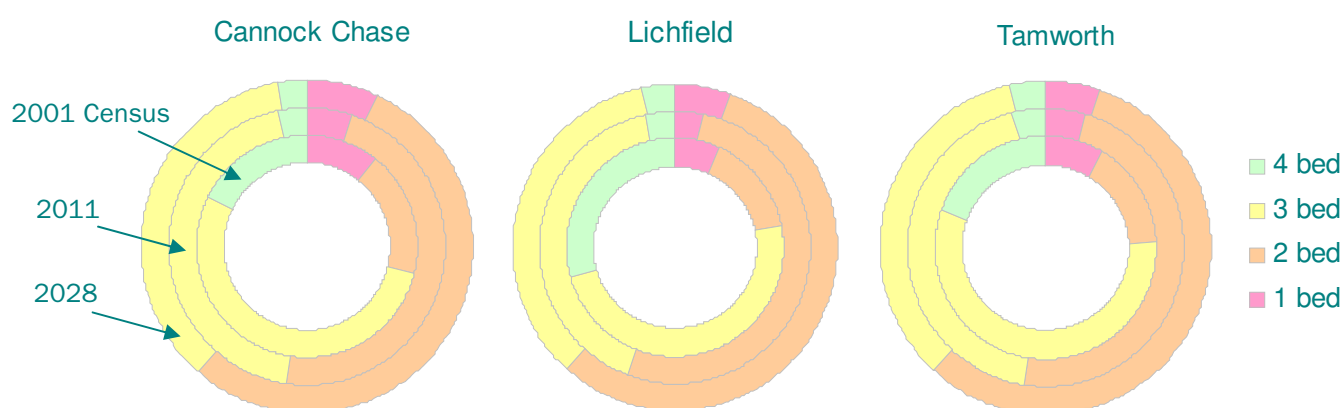
	Cannock Chase			Lichfield			Tamworth		
	2011	2028	Dif (%)	2011	2028	Dif (%)	2011	2028	Dif (%)
1 bed flat	2,049	2,883	834 (+41%)	1,382	2,586	1,204 (+87%)	1,471	1,819	347 (+24%)
2 bed flat/house/bungalow	18,367	22,618	4,251 (+23%)	21,044	25,494	4,450 (+21%)	14,642	19,565	4,923 (+34%)
3 bed /house/bungalow	17,077	14,942	-2,136 (-13%)	16,349	15,941	-407 (-2%)	13,447	11,834	-1,612 (-12%)
4 bed house	1,313	1,183	-130 (-10%)	1,487	1,552	66 (+4%)	1,188	1,233	45 (+4%)
Housing with Care	1,211	2,415	1,204 (+99%)	1,389	3,255	1,866 (+134%)	811	1,478	666 (+82%)
TOTAL	40,018	44,041	4,023 (+10%)	41,650	48,828	7,179 (+17%)	31,559	35,928	4,370 (+14%)

Source: NLP

10.8

However, the figures are indicative and do not take into account a range of critical qualitative considerations. In particular, the modelling does not fully address people's aspirations and the viability of particular dwelling types. As a result, the modelling is a relatively weak match with the current 'stock' of house sizes in the three districts, as illustrated in Figure 10.1. For example, whilst the modelled **need** for 2-bed properties is very high in all three districts in 2011 (47% in Cannock Chase; 52% in Lichfield and 48% in Tamworth, excluding housing with care), the **actual** stock of 2-bed homes recorded in 2001 was 18%, 15% and 16% for Cannock Chase, Lichfield and Tamworth respectively.

Figure 10.1 Modelled 'need' compared with 2001 Census 'actual' stock (excluding housing with care)



Source: NLP Analysis / ONS

### Aspirations and Viability Considerations

- 10.9 Research by CABA shows that semi-detached and detached houses are the preferred house type for the majority of households, particularly families (but not limited to this household type). Older couples also aspire to live in detached houses. In terms of past supply, 1 and 2-bed flats have contributed significantly to supply over recent years. They are viewed as a short-term housing option for many households, with a large number of purchases resulting from their relative affordability and their being located primarily in central locations<sup>35</sup>.
- 10.10 Underlying trend processes, whereby irrespective of the factors identified above, the wider economy and the consequent ability to pay for 'more' housing, combined with the generally progressive nature of housing aspirations has resulted in increasing housing consumption (in terms of numbers of rooms for most household types), especially in owner occupation.
- 10.11 Hence aspirations are generally for larger homes and the size of dwelling that people actually 'need' as calculated in Table 10.2 is often significantly smaller than the size of dwelling they actually want, or can afford.
- 10.12 Furthermore, at the current time (2012), the viability challenges associated with the continued fall from the recession are presenting a barrier to policy makers seeking to influence size/mix. Many developers quite correctly cite squeezed development margins in a risk averse commercial market as a barrier to making amendments to the mix of dwellings where any such changes might be 'sub optimal' in terms of sales and marketing.
- 10.13 In the current property market, the assumption that high density apartment schemes will come forward is unsound, with numerous examples across the country of sites with extant planning permission for apartments lying vacant, with little prospect of their development for the foreseeable future. Many

<sup>35</sup> CABA 2005, 'What home buyers want: attitudes and decision making among consumers'

informed sources suggest that due to saturation in supply, the apartment market is unlikely to pick up substantively for at least the next 5 years and perhaps much longer than this. As such, there is a considerable risk in deliverability should the three districts be too prescriptive with regards an overly high requirement for small, high density 1 and 2-bed apartment schemes.

## Housing Size and Type Summary and Qualitative Balancing

10.14 In summary, the evidence base suggests that there is a need to encourage the development of smaller properties to provide choice in terms of both size and price. Through the application of various assumptions on housing need by household type, the results suggest that, based on the characteristics of existing and new residents in Southern Staffordshire in the period up to 2028, there would be a need for the following:

- 1 An increased need for 1-bed apartments, in the order of 41% for Cannock Chase; 87% for Lichfield and 24% for Tamworth;
- 2 An increased need for 2-bed apartments/houses/bungalows, in the order of 23% for Cannock Chase; 21% for Lichfield and 34% for Tamworth;
- 3 A decreased need for 3-bed apartments/houses/bungalows, in the order of -13% for Cannock Chase; -2% for Lichfield and -12% for Tamworth;
- 4 A decreased need for 4-bed houses of 10% in Cannock Chase, but a small increase in need for Lichfield and Tamworth (both 4%); and
- 5 A substantial increased need for housing with care, in the order of 99% for Cannock Chase; 134% for Lichfield and 82% for Tamworth;

10.15 However, this level of 'need' does not factor in critical issues such as aspirations and viability. Realistically, although a couple aged 60+ living in the large former family home, may only 'need' a 1 or 2 bed dwelling, they are quite likely to remain and 'under-occupy' their existing, larger house, or even move to a similarly sized property. Similarly, families will often seek a spare bedroom if affordability permits.

10.16 Furthermore, an over-representation of smaller 1/2 bed apartments could be detrimental to the viability of many proposed developments in the three districts. As such, a rational, balanced approach needs to be taken using the modelled approach to guide, rather than dictate, the proposed mix of units. The aspirations of local residents have been obtained following the household survey work used to inform the SHMA update.

10.17 The household survey work, Registered Providers Survey and SHMA update modelling work discussed in Section 7.0, 8.0 and 9.0 suggests the following:

- 1 There is a general aspiration of households across all three districts for larger 3/4+ bed properties rather than smaller 1/2 bed units. For example, 29% of Cannock Chase respondents would like to move into 4-bed properties or larger, despite current 'need' being estimated at around 3%. The total stock of such dwellings is around 18% in Cannock Chase;
- 2 When asked about the number of properties that respondents are **likely** to move into, the aspirations outlined above are tempered, but only

slightly – far more people consider themselves ‘likely’ to move into larger properties than their actual housing ‘need’ would suggest, based on the size of the family unit;

- 3 The Registered Providers Survey indicated that social housing providers were finding it increasingly difficult to let smaller properties in all three districts, and particularly in urban areas. The survey suggested that there was an over supply of 1/2 bed properties.

10.18

Table 10.4 brings together the key quantitative analysis discussed above to provide an indicative forward requirement for house sizes to 2028. The indicative requirement highlighted in the table represents a balanced judgement, based on the results of the stock, need, and aspirations categories. No specific weighting has been attached to any of these three categories.

Table 10.4 Estimated Housing Type and Size ‘needed’ / aspired to

	Cannock Chase (%)					Lichfield (%)					Tamworth (%)							
	Stock		‘Need’		Aspirations	Requirement	Stock		‘Need’		Aspirations	Requirement	Stock		‘Need’		Aspirations	Requirement
	2001	2011	2028	2011	2028	2001	2011	2028	2011	2028	2001	2011	2028	2011	2028			
1 bed flat	10.6	5.3	6.9	5.7	5%	6.7	3.4	5.7	3.5	5%	8.7	4.8	5.3	1.3	4%			
2 bed flat / house / bungalow	18.4	47.3	54.3	28.6	40%	15.1	52.3	55.9	27.2	42%	15.5	47.6	56.8	25.6	42%			
3 bed house / bungalow	53.3	44.0	35.9	37.1	40%	48.7	40.6	35.0	37.2	41%	56.1	43.7	34.4	41.0	39%			
4 bed house	17.7	3.4	2.8	28.6	15%	29.5	3.7	3.4	32.1	12%	19.7	3.9	3.6	32.1	15%			
TOTAL	100	100	100	100	100%	100	100	100	100	100%	100	100	100	100	100%			

Source: NLP / Household Survey 2011, excluding extra care housing<sup>36</sup>

10.19

The future requirements for each district is justified on the following grounds:

- 1 **1 bed flat/apartment:** the proportion of the three district’s stock that comprises the smallest unit type is higher than both the identified need in both 2011 and 2028, and also respondents’ aspirations in the household surveys. Cannock Chase has a particularly high proportion of 1-bed units amongst its housing stock, although residents’ aspirations to live in such units also remain high. In deriving an indicative figure for the amount of 1-bed properties that should be developed in future, consideration was given to the comments received from the registered providers survey, which indicated that demand for smaller apartments was weak in urban areas across the three districts, and that there was an over supply generally. As a consequence, and factoring in viability

<sup>36</sup>Given the absence of data available on ‘need’ and aspirations for extra care housing, this house type has been excluded from the calculations. However, given the characteristics of those households requiring extra care accommodation, it seems reasonable to suppose that the majority will require smaller properties, and particularly 2 bed flats/bungalows.

considerations, it is suggested that around 5% of new units in both Cannock Chase and Lichfield could comprise 1-bed apartments, with a slightly lower proportion for Tamworth to reflect the lower need for such stock;

- 2 **2 bed flats/apartments:** this is the house size where there is presently the greatest imbalance between identified 'need' and supply. Less than 1 in 5 of the current stock of properties in southern Staffordshire have 2-bedrooms, yet the modelled 'need' is closer to 50%, and over a quarter of all respondents aspire to live in such properties. The move towards smaller household sizes in future is significant for all three districts, but in Tamworth there is a particularly strong increase in the need for such properties when balanced against a relatively low proportion of the current stock. It is suggested that around 40/42% of new properties should comprise 2-bed residential units in future, which would ensure that 45-47% of all properties developed would comprise smaller 1 or 2 bed units.
- 3 **3 bed house/bungalows:** this size of house has the greatest representation in the stock of all three districts, and is also the type that most residents aspire to move into; however, in terms of the physical 'need' for such properties, the trend over the study period is declining. This is particularly so in Tamworth, which has the highest proportion of its housing stock in this size category (56%), but will ultimately 'need' only around 34% by 2028. Latest housing estimates suggest that the balance has adjusted downwards in Tamworth since 2001, with the stock increasing at a slower rate than many of the other house types in the district. As a result, 3-bed properties comprised 54% of the stock in 2010, compared to 56% in 2001<sup>37</sup>. Adjusting the balance between 'need' and aspirations suggests that Lichfield, which has the lowest proportion of 3-bed stock and also the lowest reduction in 'need', could seek around 41% of 3-bed stock; Cannock Chase around 40%; and Tamworth 39%, reflecting the lower levels of need and the high proportion of existing stock in this size category.
- 4 **4 bed houses:** the identified 'need' for these larger house sizes is very low for all three authorities – around 3/4%; this need is also forecast to decline slightly going forward. However, there is very much a mismatch with this level of 'need'; the amount of stock available and people's aspirations, which unsurprisingly are for larger homes. Lichfield has a very high proportion of larger units, which comprise almost 30% of the total stock at present, well above the level in Tamworth and Cannock Chase. Given this high level of existing stock and the need to rebalance forward supply towards smaller, more affordable units, it is suggested that the amount of larger units in Lichfield be set around the 12% level. This could be raised slightly, to around 15%, for Cannock Chase and Tamworth to rebalance the stock to include more aspirational homes (as

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<sup>37</sup> TBC (2011): Housing Policy Consultation

well as larger homes for less well off families) and also to reflect the desires expressed in the household survey.

## Defining a Sub-Housing Market Area Split

- 10.20 It is understood that the Local Plans for the three southern Staffordshire authorities will seek to provide defined policy responses for the various sub-areas within the districts, as illustrated in Figure 2.1. This comprises 2 sub-areas in Cannock Chase (split between Rugeley and Cannock); 4 in Lichfield (the City of Lichfield, Burntwood and the rural areas to the north and south/east) and 5 in Tamworth (split by the ward groupings). Whilst it will be for the Local Plans to determine the most appropriate split of housing required for each of these sub-districts, an initial attempt has been made to provide some of the context to the Local Plan debate by exploring the potential for splitting the three district-wide housing requirements identified in Section 5.0.
- 10.21 Any future split within a locally generated housing requirement will ultimately be guided by the spatial strategy set out through the Local Plan and will need to take into consideration the overall amount of housing growth planned, the deliverability of this within different parts of southern Staffordshire as well as the vision and aspirations for development in different parts of the three districts. For this reason, it is not appropriate to generate sub-borough demographic projections as these would be less statistically reliable.
- 10.22 Notwithstanding this, there are some simple metrics which will help guide the likely split of housing between the various sub-districts, based on an appreciation of a number of measures, providing a background for making further policy choices:
- 1 Current population/household split;
  - 2 Past housing delivery rates;
  - 3 Forward supply of housing development;
  - 4 Housing Need as defined in the updated SHMA; and
  - 5 Summary constraints for each area.

### Current Population Split

- 10.23 Approximate population and household figures are provided for each of the three districts and the sub-areas therein for each of the 6 sub-districts as indicated in Table 10.5.

Table 10.5 Current Population / Household Requirements by Sub-Area

District	Sub Area	2010 Population		2001 Households	
		N	%	N	%
<b>Cannock Chase</b>	<b>Rugeley</b>	24,058	25%	9,424	25%
	<b>Cannock</b>	70,642	75%	28,480	75%
	<b>Cannock Chase Total</b>	<b>94,700</b>	<b>100%</b>	<b>37,904</b>	<b>100%</b>
<b>Lichfield</b>	<b>City of Lichfield</b>	31,068	31%	12,083	31%
	<b>Lichfield District North</b>	16,428	17%	6,308	16%
	<b>Burntwood</b>	29,540	30%	11,864	31%
	<b>Rural South &amp; East</b>	21,650	22%	8,492	22%
	<b>Lichfield Total</b>	<b>98,700</b>	<b>100%</b>	<b>38,747</b>	<b>100%</b>
<b>Tamworth</b>	<b>Castle</b>	7,439	10%	3,280	11%
	<b>Trinity &amp; Wilnecote</b>	16,812	22%	5,957	20%
	<b>Belgrave, Glascote &amp; Stonydelph</b>	22,954	30%	8,873	30%
	<b>Amington &amp; Bolehall</b>	15,227	20%	6,056	20%
	<b>Spital &amp; Mercian</b>	13,571	18%	5,575	19%
	<b>Tamworth Total</b>	<b>76,000</b>	<b>100%</b>	<b>29,741</b>	<b>100%</b>

Source: The latest population estimates at settlement level are aggregated from the ONS mid-2010 Quinary Estimates for 2009 wards dataset. The total household numbers are aggregated from the 2001 Census Output Area statistics.

10.24

The table indicates that:

- 1 around three quarters of all of **Cannock Chase** District's population lives in and around Cannock itself, with a similar proportion of households;
- 2 Over 60% of **Lichfield** District's population live in the towns of Burntwood and Lichfield itself, with the remainder scattered around the smaller villages in the more rural surrounding areas;
- 3 Over half of the population and households living in **Tamworth** Borough reside in the southern part of the Borough, in the Belgrave, Glascote, Stonydelph, Trinity and Wilnecote wards. Only 1 in 10 residents of Tamworth live in Castle Ward, which is unsurprising given that this area contains much of the Borough's industrial areas and Tamworth Town Centre.

10.25

At a basic level, this would suggest that if the population of the 11 sub-districts were to grow in a manner consistent with the current district-wide split (i.e. Castle Ward maintains an 11% share of Tamworth Borough's total households going forward to 2028) and if housing need and dwelling requirements were also split on a similar pro-rata basis, then the following division of the District-



wide requirements could be used as a starting point for debate.

**Cannock Chase: 250-280 dpa**

- Rugeley: 63-70 dpa;
- Cannock: 188-210 dwellings per annum;

**Lichfield: 410-450 dpa**

- City of Lichfield: 127-140 dpa;
- Lichfield District North: 66-72 dpa;
- Burntwood: 127-140 dpa;
- Rural South & East: 90-99 dpa;

**Tamworth: 240-265dpa**

- Castle: 26-29 dpa;
- Trinity & Wilnecote: 48-53 dpa;
- Belgrave, Glascote & Stonydelph: 72-80 dpa;
- Amington & Bolehall: 48-53 dpa;
- Spital & Mercian: 46-50 dpa;

## Past Housing Delivery Rates

- 10.26 The rate of delivery of dwellings provides a proxy for realisable demand for housing development within the sub-districts of southern Staffordshire and provides an indication of what could be delivered going forward. Table 10.6 provides a breakdown of new build completions in the three districts over the past ten years.
- 10.27 The delivery rates indicate that in Cannock Chase, past rates of delivery have broadly followed (and clearly contributed to) the pattern of households across the district, with around 70% of new developments coming forward in the town of Cannock Chase and Hednesford to the north, with far less being delivered to the north of the Cannock Chase in Rugeley. Analysis of development over the longer term, stretching back to 1986/87 suggests that in the 15 years before 2001, development was weighted considerably more towards Cannock rather than Rugeley, with 86% of all new housing developments taking place in that area between 1986/87 and 2000/01.
- 10.28 In Lichfield, more than half of housing delivery in the past ten years has been located in the City of Lichfield itself, which reflects its administrative function in the district, but appears high relative to the size of its population. For example, although the City is only slightly larger than Burntwood in terms of its overall resident population, Burntwood has experienced a far lower rate of housing development in recent years, of around 85 dpa, less than 20% of the District's total.
- 10.29 In Tamworth, the wards of Trinity and Wilnecote have experienced by far the highest level of building in the past ten years, with more than 4 out of ten units delivered in these two wards in the south of the Borough alone. This rate is

more than double the level that might be expected, given the proportion of residents/households living in the area. In contrast, the sub-area with the largest proportion of Tamworth Borough's population, Belgrave, Glascote and Stonydelph, had one of the lowest levels of past housing delivery, with just 305 units (14% of the total) delivered over the past ten years.

Table 10.6 Past housing delivery rates (net new build)

District	Sub Area	2001/02 to 2010/11		
		Total delivered	DPA	%
Cannock Chase	Rugeley	1,036	104	29%
	Cannock	2,540	254	71%
	<b>Cannock Chase Total</b>	<b>3,576</b>	<b>358</b>	<b>100%</b>
Lichfield	City of Lichfield	2,397	240	52%
	Lichfield District North	874	87	19%
	Burntwood	854	85	19%
	Rural South & East	479	48	10%
	<b>Lichfield Total</b>	<b>4,604</b>	<b>460</b>	<b>100%</b>
Tamworth	Castle	219	22	10%
	Trinity & Wilnecote	893	89	41%
	Belgrave, Glascote & Stonydelph	305	31	14%
	Amington & Bolehall	355	36	16%
	Spital & Mercian	422	42	19%
	<b>Tamworth Total</b>	<b>2,194</b>	<b>219</b>	<b>100%</b>

Source: CCDC, LDC, TBC historic housing figures, based on paper records and HFR returns (2011)

## Forward Housing Supply

10.30

Table 10.7 presents a summary of the total number of residential units that could potentially be delivered/developed in the three southern Staffordshire districts, split across the sub-districts (based on SHLAAs produced for each of the three districts in 2010/11/12). It indicates that:

- 1 In **Cannock Chase**, the most up-to-date position (based on the draft 2012 SHLAA update) indicates that 83% of the total deliverable/developable housing land is to be found in Cannock Town and Hednesford, a figure that is slightly higher than both the size of the population and past development rates. However, a significant number of Cannock's sites (58%) are not likely to be deliverable within the next five years, whereas very little of the housing land supply in the Rugeley area (i.e. under 20%) could be delivered in the medium to long term (years 6+). It is apparent

that the medium to long term supply potential of Rugeley is constrained by a range of environmental and policy factors. This would have repercussions for the spatial distribution of the district's five year land supply;

- 2 In **Lichfield**, the availability of housing land presents significant contrasts with the previous indicators. For example, the rural northern part of the district has around 57% of the forward supply, yet only 16% of the existing households, whilst less than 1 in 10 of new homes built in the district over the past ten years were constructed in this area. In contrast, Burntwood has over 30% of the districts population and households, yet has a much lower level of housing land suitable, available and deliverable than might be expected (7%).
- 3 In **Tamworth**, the Borough has over 18 years worth of forward supply (based on the current RS requirements), with the pipeline concentrated particularly in Spital and Mercian wards to the north of the town, reflecting the location of the Anker Valley development site. In total, 47% of the Borough's forward supply is located in this area, more than double the amount that might be expected given the current population split and past delivery rates. Conversely, the areas that saw the highest rates of housing delivery in the past, Trinity and Wilnecote have one of the smallest supply pipelines, of just 440 units (12% of the Borough's overall supply).

Table 10.7 Deliverable / Developable SHLAA sites in southern Staffordshire, by Sub-area

District	Sub Area	Deliverable Years 0-5		Developable Years 6-15		Total Years 0-15	
		Total	%	Total	%	Total	%
Cannock Chase	Rugeley	523	28%	125	6%	648	17%
	Cannock	1,341	72%	1,850	94%	3,191	83%
	<b>Cannock Chase Total</b>	<b>1,864</b>	<b>100%</b>	<b>1,975</b>	<b>100%</b>	<b>3,839</b>	<b>100%</b>
Lichfield	City of Lichfield	1,384	19%	378	4%	1,762	11%
	Lichfield District North	3,450	48%	5,728	64%	9,178	57%
	Burntwood	974	13%	109	1%	1,083	7%
	Rural South & East	1,441	20%	2,737	31%	4,178	26%
	<b>Lichfield Total</b>	<b>7,249</b>	<b>100%</b>	<b>8,952</b>	<b>100%</b>	<b>16,201</b>	<b>100%</b>
Tamworth	Castle Ward	60	6%	525	20%	585	16%
	Trinity & Wilnecote wards	303	28%	137	5%	440	12%
	Belgrave, Glascote & Stonydelph wards	314	29%	275	11%	589	16%
	Amington & Bolehall wards	80	8%	257	10%	337	9%

District	Sub Area	Deliverable Years 0-5		Developable Years 6-15		Total Years 0-15	
		Total	%	Total	%	Total	%
	<b>Spital &amp; Mercian wards</b>	308	29%	1,425	54%	1,733	47%
	<b>Tamworth Total</b>	<b>1,065</b>	<b>100%</b>	<b>2,619</b>	<b>100%</b>	<b>3,684</b>	<b>100%</b>

Source: CCDC, LDC, TBC SHLAA update figures

## Affordable Housing Need

- 10.31 As noted in Section 8.0, the SHMA Update has identified a pressing or critical need for 757 new affordable housing dwellings per annum in southern Staffordshire.
- 10.32 Table 10.8 disaggregates the area's gross need by the 11 sub areas showing both the total existing need and the amount of newly arising need which occurs each year. On this revised basis, the largest gross quantitative affordable housing need is in Cannock (322 current need; 307 units newly arising need per annum), followed by Rugeley (171 newly arising need per annum), City of Lichfield (160 newly arising need per annum) and Burntwood (144 newly arising need per annum).
- 10.33 However, as noted in Section 8.0, this breakdown relates to gross need only; a significant proportion of existing and newly arising need is (or will be) met by current and new affordable housing stock. A significant proportion of existing and newly arising need is (or will be) met by current and new affordable housing stock. As the future annual supply of affordable housing is estimated to be considerably higher in Cannock Chase than in both Lichfield and Tamworth, the net annual need is highest for Lichfield District.
- 10.34 As noted above, insufficient information is available on the geographical distribution of affordable housing stock to enable a calculation of net housing need broken by geographical sub-areas to be made. However, based on the current split, it might be expected that Cannock, Rugeley, Burntwood and the City of Lichfield will continue to have a particularly high level of unmet annual housing need.

Table 10.8 Net housing need and sub-area (adjusted assumptions)

District	Sub Area	Current Need (Gross Total)	Newly Arising Need (Gross per year)	Assumed % split between sub-areas
Cannock Chase	Rugeley	179	171	35.8%
	Cannock	322	307	64.2%
	<b>Cannock Chase Total</b>	<b>501</b>	<b>478</b>	<b>100%</b>
Lichfield	City of Lichfield	190	160	29.5%
	Lichfield District North	117	99	18.2%
	Burntwood	170	144	26.5%
	Rural South & East	167	141	25.9%
	<b>Lichfield Total</b>	<b>644</b>	<b>544</b>	<b>100%</b>
Tamworth	Castle Ward	15	13	3.5%
	Trinity & Wilnecote wards	112	93	25.8%
	Belgrave, Glascote & Stonydelph wards	126	105	28.9%
	Amington & Bolehall wards	129	107	29.5%
	Spital & Mercian wards	53	44	12.3%
	<b>Tamworth Total</b>	<b>435</b>	<b>361</b>	<b>100%</b>

## Constraints and Opportunities

10.35

As noted in Section 4.0, the ability of infrastructure and the environment to accommodate development in southern Staffordshire is an important consideration in balancing housing delivery against any fundamental barriers to delivery. This is particularly important at a local level. In relation to the demographic and quantitative analysis discussed above, a broad analysis has been made of the particular infrastructure and planning policy pressures at a localised scale for each of the sub-areas within the three districts:

### Cannock Chase District:

- 1 The **Rugeley** sub-area comprises Rugeley town, Brereton and a substantial proportion of the Cannock Chase AONB. There are pockets of deprivation and crime hotspots in Rugeley in particular, with issues over housing viability in north parts of the district. Despite recent improvements, access to high quality employment opportunities in this part of the District remains an issue. Transport links are less extensive than in Cannock further south, although Rugeley adjoins the A51 and (over the border into Lichfield) benefits from a rail station on the 'Chase Line'. As with Cannock, there is an identified need to rebalance the

housing market to provide more aspirational, larger, homes in Rugeley.

- 2 There is a substantial area of defined Green Belt to the south and west, whilst the sub-area also contains part of the Cannock Chase AONB and SAC as well as a number of SSSIs and flood plain issues. Rugeley town itself also contains a number of Conservation Areas. As such, there are very few large sites available for further housing and limited room for infill development in the urban area. The emerging CS makes provision for around 900 homes on urban sites in Rugeley and Brereton. From an assessment of the most up-to-date SHLAA data, it is apparent that the town's medium to long term supply potential is severely constrained by these environmental factors. This may mean that to meet the needs of the growing number of households forecast for Rugeley, cross-border housing developments to the east may need to be considered.
- 3 Based on the significant number of environmental and planning policy designations in this sub-area and the very limited number of SHLAA sites that are deliverable/developable as a result, it is considered that Rugeley has a **'high'** level of constraint.
- 4 The **Cannock** sub area, which includes the sub-regional centre of Cannock and the town of Hednesford, benefits from excellent access links to the M6 (toll), rail stations at Hednesford and Cannock, well established local communities and a strong sense of local identity. However, this area also has reasonably high levels of unemployment and pockets of deprivation and crime, particularly in the western part of Cannock. There are limited levels of housing choice, with a need for the market to be rebalanced with more aspirational, 3/4 bed homes. There are also issues regarding the viability of housing in parts of the district. Public transport has also become more fragmented in the outlying areas.
- 5 Around half the sub-area is designated Green Belt land, which will prohibit housing development in these areas, and also contains part of the Cannock Chase AONB and SAC as well as a number of SSSIs. The emerging CS seeks to provide around 2,400 homes (or 68% of the RS housing requirement) in the urban area of Cannock, Hednesford and Heath Hayes, with a further 6% in Norton Canes. A Strategic Housing site for 750 homes is identified west of Pye Green Road, with a broad location for housing identified south of Norton Canes. There is also the potential for an urban extension to the east of Wimblebury Road in the longer term. Therefore whilst the Cannock sub-area also exhibits a number of designations/planning policies which restrict development, the availability of large development sites justifies its categorisation as having a **'medium'** level of constraints overall.

#### **Lichfield District:**

- 1 **The City of Lichfield** is the largest settlement in the district, with a strong heritage and tourism offer that has proven to be an attractive location for people to live. The city of Lichfield is an important historic centre, with a major conservation area based around the Cathedral, a medieval street pattern and historic city centre buildings. As such, it has become a

- popular destination for migrants from Birmingham and other parts of the West Midlands conurbation, with the result that house prices are very high compared to the regional average.
- 2 In terms of the stock of existing housing, Lichfield has a very high proportion of large detached dwellings, and an under-supply of smaller, more affordable, properties. Accessibility is good, with strong linkages to the M6 (toll) further south, and will be enhanced further through the completion of the southern bypass and improvements to the A38 and A5. The majority of land to the south of the City is designated Green Belt land, with the area to the north-west identified as part of the Forest of Mercia. However, the emerging CS for the District identifies opportunities for a 550 dwelling Sustainable Urban Extension [SUE] to the south of the city, and also to the east around Streethay. Given the area's high degree of accessibility, developable brownfield sites and opportunities for strategic development on greenfield land to the south, it is considered to have reasonably '**low**' levels of constraints overall.
  - 3 **Lichfield District North** has characteristics typical of many of the more affluent rural areas of the West Midlands, with high rates of owner occupation, large, detached dwellings and high house prices. Whilst incomes are also relatively high, affordability remains a serious issue to overcome and there is a significant undersupply of smaller, more affordable properties. There is generally a very low rate of social housing and other forms of affordable housing. Despite the area's rural nature, there are significant employment opportunities including the modern employment base at Fradley and a number of significant local employers in places such as Armitage with Handsacre.
  - 4 Whilst the south-western portion of the sub-area is highly constrained by the Green Belt designation, and part of the Cannock Chase AONB, in general much of the rest of the northern part of Lichfield District has significant development opportunities. The emerging CS identifies proposals for an expanded Fradley village to be the principal focus for housing in the rural area, whilst to the east of Rugeley, housing and employment growth will be accommodated on brownfield land at Rugeley Power Station and within a Strategic Development Location immediately adjacent. It is therefore considered that this area has '**low**' development constraints overall.
  - 5 **Burntwood** grew rapidly between the 1960s and 1990s through the amalgamation of several smaller settlements, with the result that planning policies have since sought to check further rapid levels of development and focused on providing the recreational, social and economic facilities needed for a town of its size. The town still has relatively limited facilities and lacks a coherent sense of place. The local housing market has very high rates of owner occupation but the lowest rate of private renting in the sub-region; turnover of private housing is also the lowest in the sub-region, and there is a limited supply of social housing.
  - 6 Future expansion on greenfield land beyond the settlement's defined

urban area is difficult as the town is surrounded by Green Belt designations; parts of the Cannock Chase AONB and SAC to the north of the town; and SSSIs to the north and west. Chasewater Country Park is also located to the south west, whilst there are limited opportunities to expand the town significantly to the west without encroaching into Cannock Chase. It is also important to note that major investment will be required in the water supply network for all new development sites in Burntwood. Further opportunities for housing development in this area are likely to be focussed upon brownfield infill sites, with a 425 SUE identified in the emerging CS to the east of the Burntwood Bypass. The balance suggests that, even allowing for the SUE, Burntwood could be categorised as having a '**medium**' level of development constraint.

- 7 **The Rural South & East** is dominated by high priced detached housing, with a number of affluent villages that operate in a very different housing market to Fazeley further west (which has strong inter-relationships with Tamworth, which it abuts). The housing stock is balanced towards larger properties, with few one and two bed properties and social housing. As a result, the area has the least affordable housing sector in the wider sub-region. As with other parts of Lichfield, the area has excellent levels of accessibility to other parts of the West Midlands via the M6 (toll), which runs directly through the sub-area as well as the A38 and A5.
- 8 Constraints in this part of the district include the Green Belt designation, which encompasses all of the southern part of the district south of Whittington and the River Mease SAC on the District's northern boundary. As a result, housing and economic development in this southernmost area has been very limited in recent years. Fazeley is identified in the emerging CS as having a role in meeting the housing needs arising from Tamworth's local housing market, where there is existing housing capacity within the limits of the settlement, and will continue to be a focus for community regeneration. Elsewhere, future development is likely to be focussed upon the key rural settlements of Whittington and Shenstone, with the smaller villages only delivering housing to accommodate local housing needs, mainly within existing settlement limits. Balancing the presence of the SAC and Green Belt restricting development against the opportunities arising from development at Fazeley suggests that this part of Lichfield District has a '**medium**' level of constraints.

#### **Tamworth Borough:**

- 1 The **Castle** area of includes Tamworth Town Centre, which acts as a focal point for the Borough as a whole. The town centre and the immediate surrounding area which includes the Norman Castle, contain the Borough's predominant retail, recreational and leisure facilities. Much of the town centre is covered by conservation area designations relating to the historic medieval core. Large swathes of land within Castle ward,, including the area of countryside immediately abutting the urban area, is constrained by flood risk with the exception of land to the far west. This severely restricts opportunities to expanding the settlement's boundaries



to the west.

- 2 The majority of development schemes in this area of the town will therefore be on brownfield land, and there are a number of opportunities for mixed use redevelopment in the town centre that could include a residential element. This part of Tamworth contains the most significant opportunities for new employment land, particularly along the A5 corridor. The A5 forms a key road link in Tamworth, and the Castle area is particularly well connected to the strategic road network as a result. However, there are areas where congestion is experienced, particularly at the Ventura and Jolly Sailor retail parks and in the town centre itself at weekends. Whilst there are development opportunities therefore, the congestion issues indicate a **'medium'** level of constraint.
- 3 **Trinity & Wilnecote.** The southern area of Tamworth is predominantly characterised by long established residential areas such as Dosthill, Wilnecote and Two Gates, separated by the Tame Valley Industrial estate, where there remains some small, but deliverable, opportunities for employment development. The Trinity area has the highest mean household incomes in the Borough, and this area, along with the sparsely populated north-east of the Borough, contains some of the most affluent residential areas in Tamworth. The area is readily accessible via junction 10 of the M42, which is located just to the east of Wilnecote, whilst the A5 runs. There is also a local suburban rail station at Wilnecote, providing direct services into Birmingham further south.
- 4 However, residential development opportunities are very limited, as the main area of countryside, to the south and west of Dosthill, comprises designated Green Belt land. The limited development opportunities in this area relate to small brownfield sites. Traffic congestion is an issue on Dosthill High Street, which could be accentuated should significant housing development take place nearby without significant highways infrastructure improvements. As such, it is considered that in the absence of significant development opportunities and Green Belt restrictions justify a **'high'** constraint rating for this sub-area.
- 5 **Belgrave, Glascote & Stonydelph** contains some of the more deprived areas of the Borough, with concentrations of unemployment, anti-social behaviour, poor educational standards and health issues. Glascote and Belgrave have the lowest mean incomes in the Borough, whilst Glascote also has the lowest house prices in Tamworth. Glascote and Belgrave in particular are neighbourhoods that would benefit from neighbourhood regeneration. Belgrave, Glascote & Stonydelph have excellent strategic road links, with the A5 running directly through the ward, linking up with the M42 just past the Borough's eastern boundary. As with many other parts of Tamworth, greenfield development opportunities are very limited, although there is a significant housing site identified in the SHLAA as 'land off Pennine Way', capable of delivering around 153 units. This comprises the largest opportunity to accommodate housing growth in the Tamworth urban area. As such, it is considered that the area has **'medium'** level constraints to development in future.

- 6 **Amington & Bolehall** to the north east of Tamworth town centre contains areas of relatively high deprivation, particularly in Amington, where certain neighbourhoods are within the most 20% most deprived nationally. Virtually all of the countryside that abuts the urban area to the north of the rail line is in the flood zone, which comprises a significant restriction on development in this area. The Alvecote Pools SSSI is also located within this area (in the north-eastern corner), which forms a further constraint on the amount of developable land. As a result, this part of Tamworth has the lowest amount of identified deliverable/developable housing land in the Borough's SHLAA at just 10% of Tamworth's overall supply. There is, however, an area of greenfield land immediately to the east of Amington which appears to be relatively unconstrained. Hence whilst environmental constraints in this sub-area are particularly significant, greenfield opportunities do exist, hence a **'medium'** level of constraint is considered appropriate.
- 7 **Spital & Mercian** consists of the northernmost strip of Tamworth Borough. It contains the Borough's proposed Sustainable Urban Extension, Anker Valley, which will provide between 900 and 1,150 new dwellings alongside new community facilities and significant access improvements to the train station, a park and ride facility and the Anker Valley Link Road. This will also enhance access to the new Academy on the QEMS site and rest of the Learning Zone to the north of the town centre. The Anker Valley site has sustainability advantages due to its location close to key trip destinations, including Tamworth railway station. However, the proposed SUE will need to avoid having a negative impact on the nearby Amington Hall Estate Conservation Area, which comprises a constraint to significant further development in this zone alongside the identified areas of flood risk to the east. Despite the presence of these constraints, the availability of the Anker Valley development site suggests a **'low'** level of constraint to housing delivery, particularly in the context of Tamworth as a whole.

## Conclusions

- 10.36 The above analysis has sought to assess the various policy, delivery and housing need consideration informing a possible division of the housing requirement figures for the sub-areas within the three southern Staffordshire districts. Table 10.9 summarises the evidence and suggests a level of housing delivery per annum for each sub-area over the plan period. To give an example, it suggests that of the 250-280 annual dwelling requirement range for Cannock Chase District, around three-quarters should be located in and around Cannock and Hednesford on the grounds that this figure would appear to be reasonably consistent with the current proportion of the District's population, past delivery rates and housing supply. The presence of a number of development constraints (such as a tightly defined Green Belt and weak accessibility) tempers opportunities to 'over provide' in this area. Similar considerations apply to the remaining sub-areas.

Table 10.9 Potential division of District-wide housing requirements

Sub Area	2010 Pop	2001 H'hold	Past housing delivery rates 2001-2011		Housing Supply		Current Affordable Housing Need (Gross Total)		Extent of Constraints	Potential DPA
	%	%	DPA	%	Total	%	Total	%		
Rugeley	25%	25%	104	29%	648	17%	179	35.8%	High	62-70 (25%)
Cannock	75%	75%	254	71%	3,191	83%	322	64.2%	Medium	188-210 (75%)
<b>Cannock Chase Total</b>	<b>100%</b>	<b>100%</b>	<b>358</b>	<b>100%</b>	<b>4,854</b>	<b>100%</b>	<b>501</b>	<b>100%</b>	<b>Medium</b>	<b>250-280 (100%)</b>
City of Lichfield	31%	31%	240	52%	1,762	11%	190	29.5%	Low	164-180 (40%)
Lichfield North	17%	16%	87	19%	9,178	57%	117	18.2%	Low	143-157 (35%)
Burntwood	30%	31%	85	19%	1,083	7%	170	26.5%	Medium	62-68 (15%)
Rural South & East	22%	22%	48	10%	4,178	26%	167	25.9%	Medium	41-45 (10%)
<b>Lichfield Total</b>	<b>100%</b>	<b>100%</b>	<b>460</b>	<b>100%</b>	<b>16,201</b>	<b>100%</b>	<b>644</b>	<b>100%</b>	<b>Low</b>	<b>410-450 (100%)</b>
Castle	10%	11%	22	10%	585	16%	15	3.5%	Medium	36-40 (15%)
Trinity & Wilnecote	22%	20%	89	41%	440	12%	112	25.8%	High	36-40 (15%)
Belgrave, Glascote & Stonydelph	30%	30%	31	14%	589	16%	126	28.9%	Medium	36-40 (15%)
Amington/Bolehall	20%	20%	36	16%	337	9%	129	29.5%	Medium	36-40 (15%)
Spital & Mercian	18%	19%	42	19%	1,733	47%	53	12.3%	Low	96-106 (40%)
<b>Tamworth Total</b>	<b>100%</b>	<b>100%</b>	<b>219</b>	<b>100%</b>	<b>3,684</b>	<b>100%</b>	<b>435</b>	<b>100%</b>	<b>High</b>	<b>240-265 (100%)</b>

10.37

It is important to note that the level of delivery will be challenging in many of the sub-areas; if the three councils are unable to overcome the policy / environmental / infrastructure constraints that may challenge the delivery of additional housing in places such as Tamworth, then a redistribution of the figures would be required. It should also be noted that it is not the purpose of this study to analyse the extent to which the relaxation of environmental and/or planning controls would be needed to accommodate the suggested level of housing delivery. Further analysis and evidence of the spatial distribution of housing need and/or up to date data on sub-district migration would be needed as part of the Local Plan process to provide a comprehensive picture of where housing need and demand is most acute.

11.0

## Conclusions and Recommendations

11.1

This report has been prepared by NLP to advise the three southern Staffordshire Councils of Cannock Chase, Lichfield and Tamworth on the housing requirements necessary for their respective Local Plans. It has updated the Council's SHMAs where appropriate in order to provide greater detail on the type, tenure and size of homes required in each district, having regard to specific groups within each community and policy changes.

### Housing Requirements

11.2

Taking into account the scenarios tested and the core constraints on development delivery as shown by current evidence, it is NLP's recommendation that an appropriate dwelling requirement for Cannock Chase should be between 250-280 dwellings per annum between 2006 and 2028. For Lichfield, the corresponding range should be 410-450 dpa; whilst for Tamworth, an appropriate range would be 240-265 dpa.

11.3

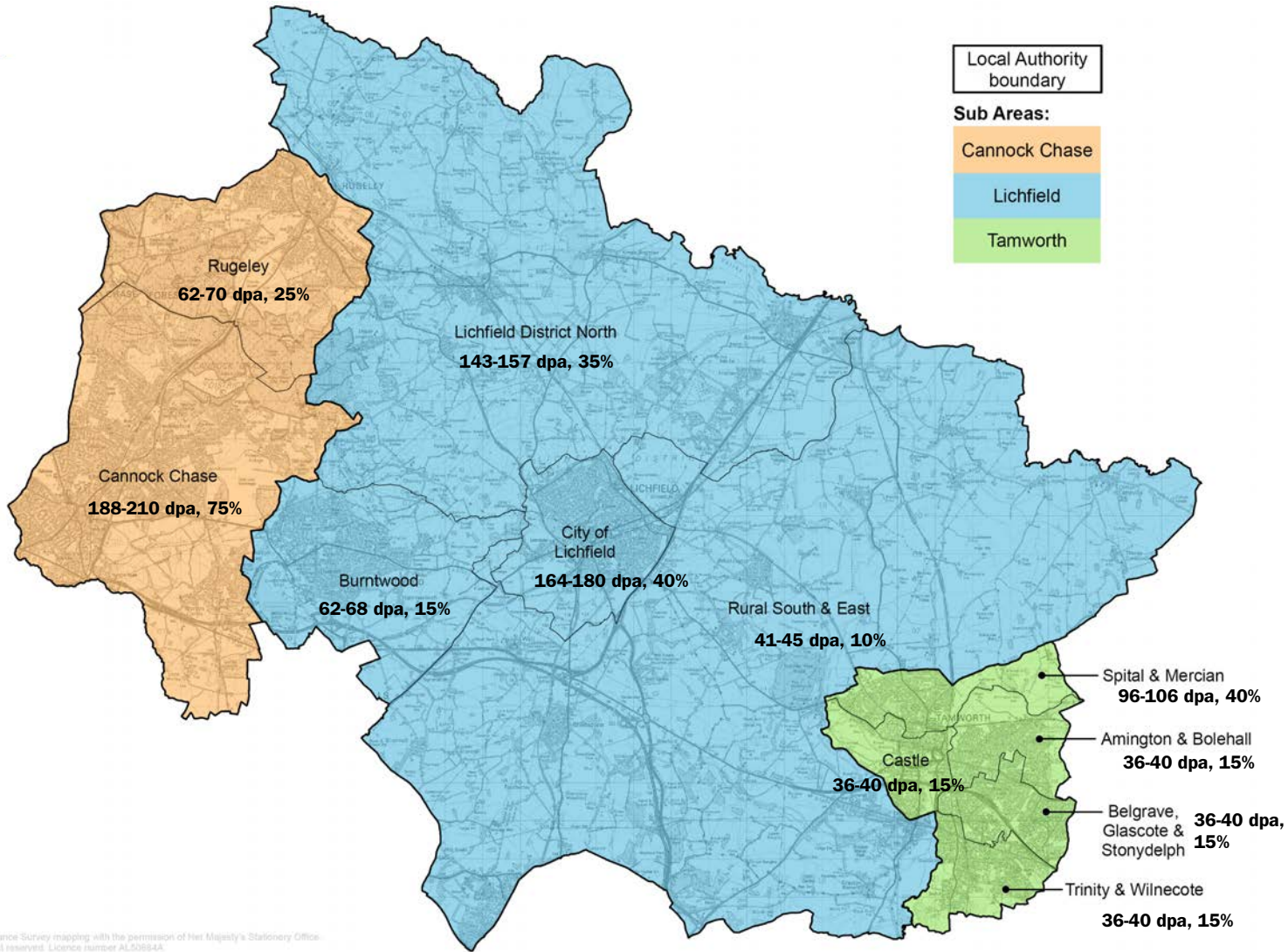
These figures are all higher than the respective RS figures of 340, 400 and 200 dpa, to reflect the increased household growth forecasts produced by the CLG and following the application of locally relevant demographic, economic and household data and opportunities for housing delivery in southern Staffordshire in the medium to long term. In particular:

- 1 Whilst the CLG household growth figures have been taken into account in deriving an overall housing requirement for the three districts, using this figure alone would suggest a requirement of 280, 423 and 283 dpa in Cannock Chase, Lichfield and Tamworth. The CLG household growth figures are essentially trend based projections, not forecasts, and do not attempt to predict the impact that future government policies, changing economic circumstances or other factors might have on demographic behaviour. These issues have been integrated into the assessment of the housing figure recommended by NLP.
- 2 It is NLP's view that any figure significantly lower than the narrow ranges identified above for southern Staffordshire would be unlikely to allow for the provision of a suitable level of affordable housing in the three districts; nor would it allow Cannock Chase, Lichfield or Tamworth to pursue their economic growth objectives without potentially encouraging unsustainable levels of in-commuting from neighbouring districts and threaten the viability of local businesses.
- 3 Providing 900-995 dpa in southern Staffordshire would go some way towards meeting the housing need identified in the SHMA update (see below). The recommended range is slightly below the level achieved over the long term, although this is higher than the past, recession affected, 5 years. Furthermore, despite the problems facing the construction market, demand for new homes in southern Staffordshire remains strong, with high house prices, particularly in Lichfield. As a counter balance to this, the environmental constraints, AONB and Green Belt are likely to prevent

a step change in delivery as suggested by the employment-led forecasts. Hence 900-995 dpa represents a challenging, but achievable, figure.

11.4 A suggested distribution of these district-wide figures across the 11 sub-areas on the basis of need, relative population size, past delivery and constraints, is presented in Figure 11.1.

Figure 11.1 Potential division of District-wide housing requirements



Source: NLP Analysis / ONS

11.5 Depending upon the policy response pursued by the Councils, in particular with regards cross-boundary provision and Green Belt development, this distribution may be difficult to achieve and hence it will be important to monitor progress on housing delivery and the changing demographic characteristics of the residents by sub-district. This is a matter to be decided through each individual Local Authorities' Local Plan.

11.6 In terms of housing size and type, there is a clear distinction between actual 'need', in terms of the minimum physical size needed to accommodate a

household unit, and householder aspirations. The former suggests an increased need for smaller 1 and 2-bed apartments and bungalows, and also housing with care, to reflect the smaller household sizes and ageing population. However, this level of 'need' does not factor in aspirations and viability. The NEMS household survey indicated a clear preference for residents to live in larger, 3 or 4 bed semi-detached, bungalows and particularly detached properties, whilst an over-representation of smaller apartment schemes could be detrimental to the viability of many developments in the three districts.

11.7 Balancing the quantitative need modelling against residents aspirations, viability and the characteristics of the existing stock indicates the following house size requirement to 2028:

- 1 **Cannock Chase:** 5% 1 bed flat; 40% 2 bed flat/house/bungalow; 40% 3 bed house/bungalow; 15% 4 bed house;
- 2 **Lichfield:** 5% 1 bed flat; 42% 2 bed flat/house/bungalow; 41% 3 bed house/bungalow; 12% 4 bed house; and,
- 3 **Tamworth:** 4% 1 bed flat; 42% 2 bed flat/house/bungalow; 39% 3 bed house/bungalow; 15% 4 bed house.

### Affordable Housing Need

11.8 NLP provided a partial update to the SHMAs for Cannock Chase, Lichfield and Tamworth. Based on an analysis of the results of the Household Surveys, revised CLG household projections and recent CORE / HSSA data, the update concluded that there was a net annual need for 197 affordable homes per annum in Cannock Chase; 377 dpa in Lichfield; and 183 dpa in Tamworth. These figures make allowance for addressing the net backlog annualised over 5 years as indicated in Table 11.1.

Table 11.1 Net Annual Housing Need

	Cannock Chase	Lichfield	Tamworth
<b>Current (Backlog) Need</b>			
Gross Current Need (Task 1.4)	501	644	435
MINUS Total Available Stock Affordable Housing (Task 3.5)	82	75	46
Equates to Net Current (Backlog) Need	419	569	389
<b>Net Backlog: Annualised (5 years) (A)</b>	<b>84</b>	<b>114</b>	<b>78</b>
<b>Newly Arising Need</b>			
Newly Arising Housing Need (Annual) (Task 2.4)	478	544	361
MINUS Future Annual Supply of Affordable Housing (Task 3.8)	365	281	256
Equates to Net Newly Arising Need (net) (B)	<b>113</b>	<b>263</b>	<b>105</b>
<b>NET ANNUAL NEED = A+B</b>	<b>197</b>	<b>377</b>	<b>183</b>

- 11.9 Based on the geographical location of households, there appears to be particularly high levels of (gross) affordable housing need in Cannock, Rugeley, Lichfield and Burntwood.
- 11.10 Expressing this net annual affordable housing need as a proportion of the total housing requirement indicates affordable housing targets of between 69% and 92% for Cannock Chase, Lichfield and Tamworth. However, it will not be viable to provide the levels of affordable housing that the results of the housing needs assessment implies.
- 11.11 The recommended affordable housing percentage split for social rent/affordable rent/intermediate housing, based on the identified net requirements, is set out in Table 11.2.

Table 11.2 Recommended Social Rent/Intermediate Affordable Housing Split

	Cannock Chase	Lichfield	Tamworth
Net Annual Affordable Housing Need	197	377	183
% Social Rented	80%	65%	50%
% Affordable Rented	10%	15%	25%
% Intermediate Tenure	10%	20%	25%

## Housing Requirements of Specific Groups

- 11.12 The NEMS household survey results enabled an analysis to be made of the housing requirements of specific groups in need:
- Families with children:** the proportion of families with children in unsuitable housing is significantly higher than for the average population in southern Staffordshire (particularly in Lichfield), primarily (and unsurprisingly) due to a requirement for larger houses with additional bedrooms. There is a particular shortage of larger 4 bed properties, particularly in Cannock Chase and Tamworth. There is a very low vacancy rate of larger properties, which consequently turn over very quickly;
  - Older people:** An analysis of PopGroup baseline data points to an ageing population in the period to 2028, with an increasing proportion of the population being aged 60 +. This has associated implications in terms of the requirement for housing provision to meet the requirements of older people. Reference has been made to the Staffordshire FlexiCare Housing Strategy, which provides a detailed assessment of requirements for extra care housing in Staffordshire. Older households are less likely to consider that their home is 'unsuitable'. However, those who did generally stated that their house was either too large or too expensive (although perhaps surprisingly, small size was also a common issue). In Cannock Chase there was a high demand for bungalows, sheltered accommodation and for dwellings suitable for people with Alzheimer's and other mental disabilities. Many older people would prefer to remain in their family

homes, but this may cause problems such as domestic care provision, mobility and accessibility issues. Reference has been made to the Lichfield Rural Housing Needs Survey, which concluded that there is clear evidence to support the development of affordable housing in rural areas of Lichfield District.

- 3 **Households with specific needs such as disabled people:** there is a high demand for affordable housing from households with specific needs, particularly for bungalows which are particularly useful to most people's needs and can be adapted easily to suit specific requirements. There is also a large demand for dwellings suitable for mentally impaired people, with a significant shortfall in Tamworth;
- 4 **Minority and hard to reach households:** Overall, respondents indicated that there is no significant problem in any of the three districts with regard to ethnic minority groups, although it should be noted that the number of respondents in this category was not sufficiently large to undertake a robust analysis of the figures;
- 5 **Rural communities:** there is a particular demand for family housing of all sizes, with people from rural areas keen to remain in the local area to be close to existing family. Young people and families particularly struggle to get dwellings in rural areas and often have to move to nearby urban areas to secure a suitable house. The need for rural housing is prevalent in all areas. All rural settlements suffer from a shortage of dwellings to meet the locally generated need, but particularly in Lichfield where house prices are significantly higher. Reference has been made to the Lichfield RHNS which concluded that there is clear evidence to support the development of affordable housing in rural areas of Lichfield District;
- 6 **First time buyers and young people:** there is a shortage of dwellings for younger people generally; with a significant demand for smaller properties especially from single parent families. Younger people are staying at home for longer before getting on the housing ladder. As a result, the age profile of waiting lists has extended. Young adults are staying in their parental home for longer, resulting in overcrowding. As a result, some people are unable to get the support and assistance they require when they stay at home. The relatively small rented sector in southern Staffordshire may restrict choice of private rented sector accommodation, with associated implications particularly impacting younger people who generally have a high propensity to live in private rented accommodation;
- 7 **Key workers and service personnel:** such households are more likely to consider that their home is unsuitable than on average. A range of reasons were given, which included their rent/mortgage being too expensive. They were particularly likely to cite that their existing home was too small.

## Impacts of the New Affordable Rent Model

11.13

The study assessed the implications of the Government's new Affordable Rent Model, focussing on the implications of the shorter term tenancies to be



offered at a rent higher than social rent, to be set at a maximum of 80% of local market rent. The data indicates that:

- 1 **Cannock Chase** already has a high proportion of households unable to afford social rents without benefits (63% of those households unable to afford to access market housing). The total proportion of households unable to afford 80% market rents is estimated to be 83%. The proportion of households able to afford social rents but not affordable rents is therefore 20%;
- 2 48% of those households in **Lichfield** unable to afford to access market housing have insufficient income to be able to afford existing social rent without benefits. 66% of households in need are assessed as unable to afford 80% market rent). The proportion of households in Lichfield able to afford social rents but not affordable rents is therefore 18%. and,
- 3 **Tamworth** has the lowest proportion of households unable to afford existing social rents (14%). The proportion of households in need unable to afford 80% market rents is estimated to be 51%. Thus, despite Tamworth having the highest proportion of households in need being assessed as able to afford 80% market rent (49% compared to 17% for Cannock Chase and 34% for Lichfield), the introduction of 80% market rents would have the most significant affordability impact on Tamworth. Some 37% of households are able to afford existing social rent but not 80% market rent (the highest of the three authorities).

11.14 Purely looking at affordability measures, it is concluded that setting affordable rent at 70% for Cannock Chase and 65% for Lichfield & Tamworth would mean that only a small proportion of households in need would be unable to afford rent compared to social rent (without housing benefits). However it is emphasised that in all the authorities (particularly Cannock Chase & Lichfield) there is already a high proportion of households in social rent receiving housing benefit. This will not change with the introduction of affordable rents: regardless of the level it is set at. It is also emphasised that there are wider implications to consider, such as the additional revenue which 80% affordable rent would contribute to the provision of new affordable homes.

## Next Steps and Monitoring

11.15 This report provides the baseline evidence for the likely scale of housing need and demand that the three southern Staffordshire districts will need to accommodate to 2028. Whilst this report sets out a range of scenarios which it may be appropriate the Councils to plan for, arriving at a final housing requirement will necessitate an iterative process utilising evidence contained within this report alongside other considerations material to the development of a spatial strategy. In this context necessary future work may include:

- a To continue to monitor and update existing evidence and consider the implications of any future evidence upon constraints or opportunities for housing growth which may alter the scale of housing considered to be deliverable. Monitoring data could include:
  - i Housing completions/conversions/demolitions by sub-area;

- ii Dwelling vacancy levels, including the extent to which net vacancy levels can realistically be reduced in the future;
  - iii Changes to the unemployment rate;
  - iv Changes to the housing development pipeline by sub-area;
  - v The provision of affordable housing by sub-district and its relationship with identified 'urgent' housing need;
  - vi Domestic migration levels and trends at a sub-district level.
- b Potential to undertake the following further monitoring work:
- i There may be a need to recalibrate the model with the most up-to-date statistical evidence (i.e. the 2011 Census data when it becomes available and the CLG 2010 household projections once these have been integrated into the PopGroup model to allow for consistency of application) to ensure the data is as robust as possible going into Core Strategy EIPs;
  - ii Undertake an assessment of the extent to which net vacancy levels can be reduced over time. Clearly this will not just be about analysing the number dwellings that are being brought back into use, but also the extent to which the existing occupied stock is falling vacant – the 'net' figure is therefore the most important indicator, although even a significant reduction in net vacancy levels will only be likely to lead to a modest reduction in any housing requirement;
  - iii Further evidence on housing need at a sub-district level to provide further context (but not sole determinant for) sub-district requirements;
  - iv Assessment of the deliverability of different types of affordable housing provision (particularly as further information on affordable rent deliverability becomes available).
  - v Ongoing work on the evidence base for infrastructure, environmental and land supply constraints through ongoing dialogue and annual updates/monitoring work,
  - vi A Green Belt review analysing the desirability of modifying the boundaries around the key settlements.
  - vii An integrated infrastructure delivery plan that assesses the extent to which different scale and distribution of housing is able to deliver financial return (via CIL, New Homes Bonus, and other mechanisms) to address infrastructure requirements (site specific and area-wide), including specific CIL charging schedule;
  - viii Integrate this work into the economic evidence base for the three districts, including identifying the appropriate economic strategy going forward given the potential implications of demographic change for labour supply and what policy options are available for southern Staffordshire, including on housing mix.





## Glossary

PopGroup	Forecasting model to project future population levels, based upon assumptions regarding fertility, mortality and migration when used in conjunction with HouseGroup and LabGroup it will also project the future dwelling requirements associated with the population change and the economic activity/job effects of change.
Derived Forecast Model	<p>New development in the PopGroup suite of software that incorporates the previous features of HouseGroup and LabGroup. The DF model allows data to be entered for any variable that is closely related to the age-sex structure of the population as forecast by PopGroup or independently, including household structure, economic activity rates and disability projections, and to prepare projections from these data sources.</p> <p>In specific respect of this analysis, the DF model projects future household levels and resultant dwelling requirements and future economic activity and the number of jobs likely to be sustained in a particular area.</p>
HEaDROOM	NLP housing requirement framework which takes account of demographic, housing and economic factors as well as policy and delivery matters to set out future housing requirements.
Base Year	Starting year for assessment. Currently 2010 due to data availability.
Sub-Groups	Individual areas to be tested that collectively form part of a broader study area.
Special Populations	Particular groups within the wider population that exhibit particular demographic characteristics (e.g. students/school boarders/armed forces/prisoners).
TFR (Total Fertility Rate)	Average number of children that would be born to a woman over her lifetime if she were to experience the exact current age specific fertility rates (ASFR) through her lifetime and if she were to survive from birth to the end of her productive life.
SMR (Standard Mortality Rate)	Number of deaths per 1,000 population per year.
Natural Change	<p>The difference (in any given time period) between the number of births and the number of deaths.</p> <p>A natural change projection ignores migration and shows the future population where any births and deaths affect it.</p>
Internal Migration	Migration to/from another part of UK.
International Migration	Migration to/from another country.
ASMigR (Age Specific Migration Rate)	Average number of migrants per 1,000 people by year of age.
Household Headship	Head of a household expressed as % of each age – sex population category. For married/cohabiting couples, males are taken as heads of household.

Concealed Households	A household that neither owns nor rents the dwelling within which they reside <u>AND</u> which wants to move into their own accommodation and form a separate household.
Household to Dwelling Conversion Factor	<p>Factor for conversion of number of households to the number of dwellings. It takes account of transactional and long term vacancies and 2<sup>nd</sup>/holiday homes.</p> <p>Expressed as 100 minus the vacant homes/2<sup>nd</sup> homes rate (%) Over time, an objective would be to move towards a 3% vacancy level – expressed as a household to dwelling factor of 97.</p>
Economic Activity Rate	The % of population (both employed and unemployed) that constitutes the manpower supply of the labour market.
Labour Force / Employment Conversion Rate	Factor for conversion of number of workers to number of jobs in an area it takes account of economic activity and commuting levels calculated by # workers in area ÷ # jobs in area over time, an objective would be to move towards a ratio of 1 = self-containment

# Appendix 1      Inputs and Assumptions





DEMOGRAPHIC	Scenario A: PopGroup Baseline (Scenario Aa: ASMigR 5 yr Sensitivity / Scenario Ab: ASMigR 10 yr Sensitivity / Scenario B Vacancy Sensitivity)	Scenario C – Zero Net Migration	Scenario D – Changes in the Institutionalised Population
<b>Population</b>			
<b>Baseline Population</b>	A 2010 baseline population is taken from the 2010 Mid-year population estimates for the three southern Staffordshire districts. The total resident population figures of 94,674 for Cannock Chase, 98,686 for Lichfield and 76,003 for Tamworth are split by age cohort and gender.		
<b>Births</b>	Future change assumed in the Total Fertility Rate [TFR] uses the birth projections from the ONS 2008-based Sub-National Population Projections [SNPP]. This in turn is used to derive future projected TFRs through PopGroup. The analysis shows that the TFR is generally reducing over time in all three Districts post 2020.		
<b>Deaths</b>	Future change assumed in the Standard Mortality Rate [SMR] uses the death projections from the ONS 2008-based Sub-National Population Projections [SNPP]. This in turn is used to derive future projected SMRs through PopGroup. The analysis shows that the SMR is generally reducing over time in all 3 Districts (i.e. increasing life expectancy).		
<b>Internal Migration</b>	Gross domestic in and out migration flows are adopted based on forecast migration in the 3 southern Staffordshire districts from the ONS 2008-based SNPP for 2010 to 2033. This is the sum of internal migration (elsewhere in England) and cross-border migration (elsewhere in the UK) (SNPP Table 5). Internal migration includes moves to all other Local Authority areas, including to neighbouring areas (i.e. a move of two streets might be classed as internal migration if it involves a move to another LA area).	Gross domestic in and out migration flows are adopted based on forecast migration in the 3 southern Staffordshire districts from the ONS 2008-based SNPP for 2010 to 2033 (SNPP Table 5). To achieve zero net migration the difference between in and out flows is split to equalise the in and out flows at the middle point of the two.	As Scenario A
<b>International Migration</b>	Gross international in and out migration flows are adopted based on forecast migration in 3 southern Staffordshire districts from the ONS 2008-based SNPP for 2010 to 2033.	Gross international in and out migration flows are adopted based on forecast migration in the 3 southern Staffordshire districts from the ONS 2008-based SNPP for 2010 to 2033 (SNPP Table 5). To achieve zero net migration the difference between in and out flows is split to equalise the in and out flows at the middle point of the two.	As Scenario A

DEMOGRAPHIC	Scenario A: PopGroup Baseline (Scenario Aa: ASmigR 5 yr Sensitivity / Scenario Ab: ASmigR 10 yr Sensitivity / Scenario B Vacancy Sensitivity)	Scenario C – Zero Net Migration	Scenario D – Changes in the Institutionalised Population
<b>Propensity to Migrate (Age Specific Migration Rates)</b>	<p>Scenarios A and B did not include district-specific Age Specific Migration Rates (ASmigR) for in and out domestic migration, using instead the forecast annual migration numbers in the 2008 ONS population projections.</p> <p>For the two ASmigR Sensitivity Scenarios (Aa and Ab), separate Age Specific Migration Rates (ASmigRs) were calculated for both in and out domestic migration, based upon the age profile of migrants to and from Cannock Chase, Lichfield and Tamworth over the previous 5/10 years respectively.</p> <p>This is based upon NHSCR data from ONS on Internal Migration by Local Authorities in England and Wales (<a href="http://www.statistics.gov.uk/statbase/Product.asp?vlnk=15148">http://www.statistics.gov.uk/statbase/Product.asp?vlnk=15148</a>). An average total level of migration for each age cohort is taken from the past 5/10 years and then used to identify a migration rate for each age cohort within each of the three districts (for both in and out flows separately) which is applied to each individual age providing an Age Specific Migration Rate. This then drives the demographic profile of those people moving into and out of the districts (but not the total numbers of migrants). Note: the ASmigR for internal migration was calculated specifically for the three districts, whilst the national figure was used for international migration due to a lack of data available to undertake the necessary calculations.</p>	<p>For Scenarios C and D the SNPP applies national ASmigR rates.</p>	
<b>Housing</b>			
<b>Headship Rates</b>	<p>Headship rates that are specific to Cannock Chase, Lichfield and Tamworth districts and forecast over the period to 2031 are taken from the government data which was used to underpin the 2008-based CLG household forecasts and applied to the demographic forecasts for each year as output by the PopGroup model. These headship rates are split by gender and age cohort.</p>		

DEMOGRAPHIC	Scenario A: PopGroup Baseline (Scenario Aa: ASMigR 5 yr Sensitivity / Scenario Ab: ASMigR 10 yr Sensitivity / Scenario B Vacancy Sensitivity)	Scenario C – Zero Net Migration	Scenario D – Changes in the Institutionalised Population
<b>Institutional Population</b>	Population in communal establishments in each local authority district from 2001 – 2033 derived from CLG 2008 based household projection outputs.		This provided a sensitivity test to the ONS assumptions regarding the proportion of over 75s expected to reside in institutional accommodation, using publicly available data and local research. NLP adjusted the DF rates in PopGroup, holding the proportion of the population in a residential institution constant at 2001 levels through to 2028 for Cannock Chase, Lichfield and Tamworth, rather than seeing the overall figure decline post 2001 as per the CLG forecasts.
<b>Concealed Households Rate</b>	The concealed household rate is similarly taken from the assumptions used to underpin the 2008-based CLG household forecasts. No change is assumed in the rate of concealed households from the CLG identified rate; however, if these households were to become unconcealed (i.e. they could meet their housing aspirations) this would be in addition to the forecast households rates (with additional dwelling requirements associated). This issue has been analysed elsewhere in the report on a qualitative basis using the critical housing need figures from the SHMA updates.		
<b>Vacancy / 2nd Home Rate</b>	<p>A vacancy and second homes rate is applied to the number of households, representing the natural vacancies/not permanently occupied homes which occur within the housing market. This means that more dwellings than households are required to meet needs. The vacancy/second home rate in Cannock Chase District totals 2.5% (estimated using ONS 2008 Vacant Dwellings Data); in Lichfield 3.2%, and Tamworth 2.8%. These are held constant over the forecast period as they are similar to/lower than the West Midlands average and are not considered likely to substantially improve.</p> <p>Tackling vacancy rates has been a long term aspiration of the three LAs, although the complex issues involved have resulted in NLP retaining the current figures for the majority of the scenarios with the exception of Scenario B: Vacancy Sensitivity. Here, alternative figures of 3.8%, 3.1% and 2.4% for Cannock Chase, Lichfield and Tamworth were used respectively, based on latest valuation list data.</p>		
<b>Economic</b>			
<b>Economic Activity Rate</b>	<p>The model offers the option to use two in-built sets of Economic Activity Rates for each 5-year age cohort which are projected forward to 2011. These are assumed to remain largely static going forward.</p> <p>However, to allow for future pension reforms, 1% has been added to the female 60-64 age cohort activity rates in 2011, 2% in 2012, 3% in 2013 and so forth up to 8% in 2018. This 2018 rate has then been held constant across the remainder of the forecasting period. Furthermore, 1% has been added to the Male 65-69 and Female 65-69 age cohorts' economic activity rates in 2019 and 2% in 2020. These 2020 rates were then held constant across the forecasting period.</p>		

DEMOGRAPHIC	Scenario A: PopGroup Baseline (Scenario Aa: ASMigR 5 yr Sensitivity / Scenario Ab: ASMigR 10 yr Sensitivity / Scenario B Vacancy Sensitivity)	Scenario C – Zero Net Migration	Scenario D – Changes in the Institutionalised Population
<b>Commuting Rate</b>	<p>A standard net commuting rate is inferred through the modelling using a Labour Force Ratio which is worked out using the formula: (A) Number of employed workers living in area ÷ (B) Number of workers who work in the area (number of jobs).</p> <p>For Cannock Chase District, data from the 2010 APS and 2010 BRES identifies an LF ratio of 1.401 (49,500 employed people ÷ 35,321 jobs in Cannock); for Lichfield District, data from the 2010 APS and 2010 BRES identifies an LF ratio of 1.163 (47,300 employed people in Lichfield ÷ 40,682 jobs); for Tamworth Borough, data from the 2010 APS and 2010 BRES identifies an LF ratio of 1.111 (31,000 employed people in Tamworth ÷ 27,899 jobs).</p> <p>This has not been flexed over the forecasting period with no assumed increase or reduction in net commuting rates.</p>		
<b>Unemployment</b>	<p>To calculate the unemployment rate, NLP took Jan 2010–Dec 2010 NOMIS unemployment figures (7.2% Cannock, 5.3% Lichfield and 9.4% Tamworth) to equate to the 2010 rates. NLP kept these figures constant for 2011 and 2012 to reflect initial stabilisation at the current high rate, and then gradually reduced the rate on a linear basis to the 5-year average (06-10) of 6.5%, 4.5% and 6.6% (CCDC, LDC and TBC respectively) over a five year time frame.</p> <p>This figure was then held constant to the end of the forecasting period on the grounds that as the economy grows out of recession unemployment is likely to fall back to a similar rate as seen pre-recession.</p>		

EMPLOYMENT FACTORS	Scenario F: Forecast Job Growth	Scenario G: Past Trends Job Growth	Scenario H: Static Employment Growth
<b>Population</b>			
<b>Baseline Population</b>	A 2010 baseline population is taken from the 2010 Mid-year population estimates for the three southern Staffordshire districts. The total resident population figures of 94,674 for Cannock Chase, 98,686 for Lichfield and 76,003 for Tamworth are split by age cohort and gender.		
<b>Births</b>	Future change assumed in the Total Fertility Rate [TFR] uses the birth projections from the ONS 2008-based Sub-National Population Projections [SNPP]. This in turn is used to derive future projected TFRs through PopGroup. The analysis shows that the TFR is generally reducing over time in all three Districts post 2020.		
<b>Deaths</b>	Future change assumed in the Standard Mortality Rate [SMR] uses the death projections from the ONS 2008-based Sub-National Population Projections [SNPP]. This in turn is used to derive future projected SMRs through PopGroup. The analysis shows that the SMR is generally reducing over time in all 3 Districts (i.e. increasing life expectancy).		

EMPLOYMENT FACTORS	Scenario F: Forecast Job Growth	Scenario G: Past Trends Job Growth	Scenario H: Static Employment Growth
<b>Internal Migration</b>	Internal migration is flexed to achieve the necessary number of economically active people to underpin the economy in southern Staffordshire – Experian’s job forecasts for Cannock Chase and Tamworth forecast a growth of 4,137 and 637 jobs respectively between 2011-2028, whilst the GHK model for Lichfield indicates job growth of 7,664 over the same time period.	Internal migration is flexed to achieve the necessary number of economically active people to underpin the economy in southern Staffordshire - a ten year historic trend was calculated using ABI data from 1998 to 2008 (2 digit SIC sectors), and applied to the 2011 baseline figures. Total employment increased by 15.8% over the ten year period in Cannock Chase; by 10.9% in Lichfield; and decreased by 6.2% in Tamworth. Potential discrepancies with the 2008 ABI data for Tamworth necessitated that NLP took the average growth for 1998-2007, which equated to a positive 8.0% growth over time. Applying these past trends resulted in total growth in employment between 2011 and 2028 of approximately 11,409 jobs in Cannock Chase; 8,294 in Lichfield; and 4,703 jobs in Tamworth.	Internal migration is flexed to achieve a static level of job creation between 2011-2028 to reflect ongoing economic uncertainties. This ‘froze’ the number of jobs in Cannock Chase, Lichfield and Tamworth in the PopGroup model for 2011 (34,001, 41,233 and 27,665 respectively).
<b>International Migration</b>	International migration is flexed to achieve the necessary number of economically active people to underpin the economy in the three districts in southern Staffordshire as above.		
<b>Propensity to Migrate (Age Specific Migration Rates)</b>	For Scenarios F, G and H, the SNPP applies national ASMigR rates..		
<b>Housing</b>			
<b>Headship Rates</b>	Headship rates that are specific to Cannock Chase, Lichfield and Tamworth districts and forecast over the period to 2031 are taken from the government data which was used to underpin the 2008-based CLG household forecasts and applied to the demographic forecasts for each year as output by the PopGroup model. These headship rates are split by gender and age cohort.		
<b>Institutional Population</b>	Population in communal establishments in each local authority district from 2001 – 2033 derived from CLG 2008 based household projection outputs.		
<b>Concealed Households Rate</b>	The concealed household rate is similarly taken from the assumptions used to underpin the 2008-based CLG household forecasts. No change is assumed in the rate of concealed households from the CLG identified rate; however, if these households were to become unconcealed (i.e. they could meet their housing aspirations) this would be in addition to the forecast households rates (with additional dwelling requirements associated). This issue has been analysed elsewhere in the report on a qualitative basis using the critical housing need figures from the SHMA updates.		

EMPLOYMENT FACTORS	Scenario F: Forecast Job Growth	Scenario G: Past Trends Job Growth	Scenario H: Static Employment Growth
<b>Vacancy / 2nd Home Rate</b>	A vacancy and second homes rate is applied to the number of households, representing the natural vacancies/not permanently occupied homes which occur within the housing market. This means that more dwellings than households are required to meet needs. The vacancy/second home rate in Cannock Chase District totals 2.5% (estimated using ONS 2008 Vacant Dwellings Data); in Lichfield 3.2%, and Tamworth 2.8%. These are held constant over the forecast period as they are similar to/lower than the West Midlands average and are not considered likely to substantially improve.		
<b>Economic</b>			
<b>Economic Activity Rate</b>	The model offers the option to use two in-built sets of Economic Activity Rates for each 5-year age cohort which are projected forward to 2011. These are assumed to remain largely static going forward. However, to allow for future pension reforms, 1% has been added to the female 60-64 age cohort activity rates in 2011, 2% in 2012, 3% in 2013 and so forth up to 8% in 2018. This 2018 rate has then been held constant across the remainder of the forecasting period. Furthermore, 1% has been added to the Male 65-69 and Female 65-69 age cohorts' economic activity rates in 2019 and 2% in 2020. These 2020 rates were then held constant across the forecasting period.		
<b>Commuting Rate</b>	A standard net commuting rate is inferred through the modelling using a Labour Force Ratio which is worked out using the formula: (A) Number of employed workers living in area ÷ (B) Number of workers who work in the area (number of jobs). For Cannock Chase District, data from the 2010 APS and 2010 BRES identifies an LF ratio of 1.401 (49,500 employed people ÷ 35,321 jobs in Cannock); for Lichfield District, data from the 2010 APS and 2010 BRES identifies an LF ratio of 1.163 (47,300 employed people in Lichfield ÷ 40,682 jobs); for Tamworth Borough, data from the 2010 APS and 2010 BRES identifies an LF ratio of 1.111 (31,000 employed people in Tamworth ÷ 27,899 jobs). This has not been flexed over the forecasting period with no assumed increase or reduction in net commuting rates.		
<b>Unemployment</b>	To calculate the unemployment rate, NLP took Jan 2010–Dec 2010 NOMIS unemployment figures (7.2% Cannock, 5.3% Lichfield and 9.4% Tamworth) to equate to the 2010 rates. NLP kept these figures constant for 2011 and 2012 to reflect initial stabilisation at the current high rate, and then gradually reduced the rate on a linear basis to the 5-year average (06-10) of 6.5%, 4.5% and 6.6% (CCDC, LDC and TBC respectively) over a five year time frame. This figure was then held constant to the end of the forecasting period on the grounds that as the economy grows out of recession unemployment is likely to fall back to a similar rate as seen pre-recession.		

## **Appendix 2      PopGroup Summary**

Table 11.1 Cannock Chase Population Change, Economic and Dwelling Implications (2011-28)

Scenario	Demographic led						Employment led		
	Scenario A: Baseline	Scenario Aa: ASMigR (5 yr)	Scenario Ab: ASMigR (10 yr)	Scenario B: HSSA Vacancy	Scenario C: Zero Net Migration	Scenario D: Changes in Institutional Pop	Scenario F: Forecast Job growth	Scenario G: Past Trends Job Growth	Scenario H: Static Job Growth
Population Change	5,600	6,059	5,316	5,600	3,540	5,600	19,359	38,248	8,573
of which Natural Change	3,700	4,159	3,416	3,700	3,540	3,700	5,521	8,352	3,989
of which Net Migration	1,900	1,900	1,900	1,900	0	1,900	13,838	29,896	4,584
Household Change	4,023	4,601	4,361	4,023	3,266	3,853	9,104	16,054	5,115
Dwelling Change	4,126	4,719	4,473	4,183	3,349	3,951	9,338	16,466	5,246
<i>Dwellings p.a.</i>	243	278	263	246	197	232	549	969	309
Economic Activity	-2,128	-1,535	-2,253	-2,128	-3,347	-2,128	5,815	16,712	-384
Jobs	-1,164	-768	-1,247	-1,164	-1,977	-1,164	4,138	11,409	0
<i>Jobs p.a.</i>	-68	-45	-73	-68	-116	-68	243	671	0



Table 1.2

Lichfield Population Change, Economic and Dwelling Implications (2011-28)

Scenario	Demographic led						Employment led		
	Scenario A: Baseline	Scenario Aa: ASMigR (5 yr)	Scenario Ab: ASMigR (10 yr)	Scenario B: HSSA Vacancy	Scenario C: Zero Net Migration	Scenario D: Changes in Institutional Pop	Scenario F: Forecast Job growth	Scenario G: Past Trends Job Growth	Scenario H: Static Job Growth
Population Change	13,000	9,565	10,423	13,000	-3,076	13,000	20,439	21,727	4,689
of which Natural Change	-1,500	-4,935	-4,077	-1,500	-3,076	-1,500	-805	-664	-2460
of which Net Migration	14,500	14,500	14,500	14,500	0	14,500	21,245	22,391	7,150
Household Change	7,179	8,411	7,623	7,179	1,252	6,997	9,888	10,361	4,093
Dwelling Change	7,416	8,689	7,875	7,409	1,293	7,229	10,215	10,703	4,229
<i>Dwellings p.a.</i>	436	511	463	436	76	425	601	630	249
Economic Activity	4,435	-198	528	4,435	-5,054	4,435	8,896	9,663	-435
Jobs	3,999	195	791	3,999	-3,794	3,999	7,664	8,293	0
<i>Jobs p.a.</i>	235	11	47	235	-223	235	451	488	0

Table 1.3 Tamworth Population Change, Economic and Dwelling Implications (2011-28)

Scenario	Demographic led						Employment led		
	Scenario A: Baseline	Scenario Aa: ASMigR (5 yr)	Scenario Ab: ASMigR (10 yr)	Scenario B: HSSA Vacancy	Scenario C: Zero Net Migration	Scenario D: Changes in Institutional Pop	Scenario F: Forecast Job growth	Scenario G: Past Trends Job Growth	Scenario H: Static Job Growth
Population Change	6,000	6,225	6,522	6,000	5,277	6,000	6,822	16,941	5,232
of which Natural Change	5,300	5,525	5,822	5,300	5,277	5,300	5,284	6,773	5,057
of which Net Migration	700	700	700	700	0	700	1,537	10,168	175
Household Change	4,370	3,959	4,255	4,370	4,107	4,249	4,674	8,375	4,090
Dwelling Change	4,496	4,073	4,378	4,479	4,225	4,372	4,809	8,616	4,208
<i>Dwellings p.a.</i>	264	240	258	263	249	257	283	507	248
Economic Activity	-704	-1,280	281	-704	-1,068	-704	-274	4,561	-1,031
Jobs	275	-209	1,104	275	-31	275	637	4,703	0
<i>Jobs p.a.</i>	16	-12	65	16	-2	16	37	277	0

## **Appendix 3      PopGroup Modelling Outputs**

## A. PopGroup Baseline Scenario







## Aa. PopGroup Baseline ASMigR 5 yr Sensitivity Test



Population Estimates and Forecasts

Sihh Staffordshire

Aa. Baseline - (ASMigR 5 yr)

Components of Population Change

Cannock Chase

Table with 20 columns (years 2011-2030) and multiple rows detailing Births, Deaths, In-migration, Out-migration, and Migration - Net Flows.

Summary of Population estimates/forecasts

Summary table with 20 columns (years 2011-2030) and 10 rows showing population counts for various age groups and a total.

Population impact of constraint

Table with 20 columns (years 2011-2030) and 5 rows showing population impact of constraint, Households, and Labour Force.

This report was compiled from a forecast produced on 08/11/2011 using POPGROUP software developed by Bradford Council, the University of Manchester and Andelin Associates





## Ab. PopGroup Baseline ASMigR 10 yr Sensitivity Test







## B. HSSA Vacancy Scenario









## C. Zero Net Migration

Population Estimates and Forecasts

Sthn Staffordshire

C. Zero Net Migration

Components of Population Change

Cannock Chase

Table with columns for components of population change (Births, Deaths, Migration) and rows for various demographic categories from 2011 to 2030.

Summary of Population estimates/forecasts

Summary table of population estimates/forecasts with columns for years (2011-2031) and rows for age groups and total population.

Population impact of constraint

Table detailing population impact of constraints, including rows for Households and Labour Force.



Population Estimates and Forecasts

Sthn Staffordshire

C. Zero Net Migration

Tamworth

Components of Population Change

Table with columns for Year beginning July 1st (2011-2030) and rows for Births, Deaths, Migration from UK, Migration from Overseas, Migration - Net Flows, Summary of population change, Summary of Population estimates/forecasts, Population impact of constraint, Households, and Labour Force.

This report was compiled from a forecast produced on 08/11/2011 using POPGROUP software developed by Bradford Council, the University of Manchester and Andelin Associates

## D. Changes in the Institutional Population









## F. Forecast Job Growth







## G. Past Trends Job Growth









## H. Static Job Growth













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