

# Housing Needs Assessment



Forest of Dean  
— DISTRICT COUNCIL —

## Forest of Dean District Council



November 2009

*Fordham*  
RESEARCH



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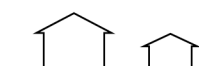
# Executive Summary

## Introduction

- S1 This report details the findings of the Housing Needs Assessment carried out in Forest of Dean District, using data from the Housing Survey carried out across Gloucestershire in 2009, alongside a variety of data and information from other sources.
- S2 Where relevant the report follows Government advice given in Planning Policy Statement 3 (PPS3): Housing (Nov 2006) and its Practice Guidance (published in March and August 2007). The former provides the formal requirements for assessment, and the latter provides detailed suggestions as to how to produce the requirements. The report therefore provides policy relevant outputs which can sensibly be translated into a range of strategies and will be an important input to both regional strategies and the Local Development Framework (LDF) process.
- S3 In particular this report concentrates on the need for affordable housing and the supply and demand for housing across all tenure groups. In addition to a wide range of valuable background information, it provides the key requirements of PPS3 (para 22).

## Data collection

- S4 A major part of the study process was the completion of the primary data collection via postal surveys sent to local households. In total 1,773 households in Forest of Dean took part in the survey, out of a sample of 8,000, giving a response rate of 22.2%, good for this type of survey and enabling robust conclusions to be drawn. The survey covered a wide range of issues including questions about:
- Current housing circumstances
  - Past moves
  - Future housing intentions
  - Requirements of newly forming households
  - Income, savings and equity
  - Support needs
- S5 Information from the survey has been used throughout the report (along with data from other sources) to make estimates about the future housing requirements in the District. The number of responses provided sufficient data to allow complete, accurate and detailed analysis of needs across the District.



S6 Overall it is estimated that there are approximately 34,806 households in the District. Of these households, 78.5% are currently owner-occupiers, with 13.5% living in the social rented sector and 8.0% in the private rented sector.

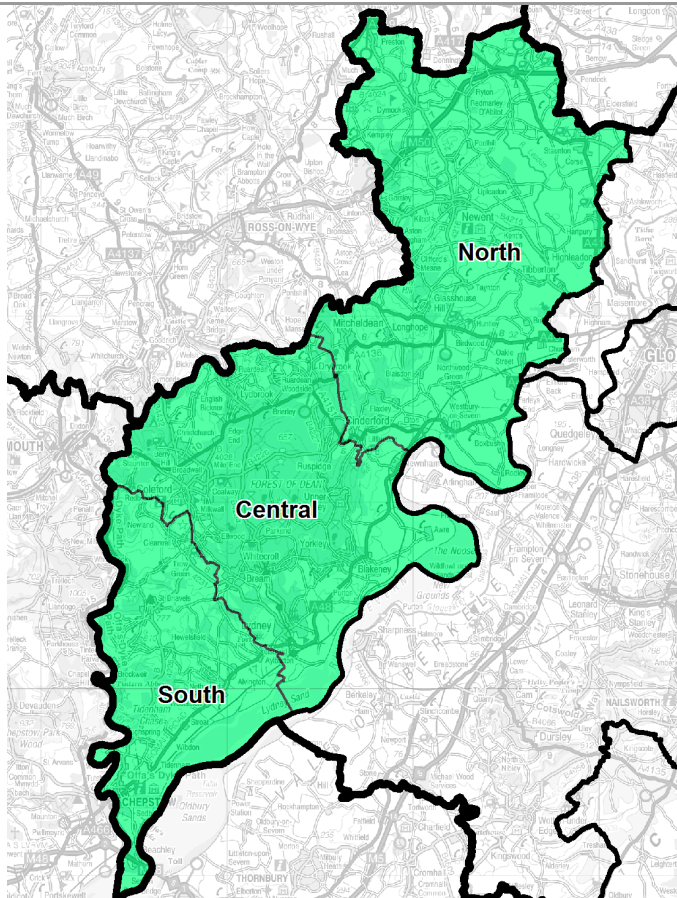
<b>Table S1 Number of households in each tenure group</b>				
<i>Tenure</i>	<i>Total number of households</i>	<i>% of households</i>	<i>Number of returns</i>	<i>% of returns</i>
Owner-occupied (no mortgage)	14,931	42.9%	831	46.9%
Owner-occupied (with mortgage)*	12,377	35.6%	609	34.3%
Social rented**	4,700	13.5%	212	12.0%
Private rented	2,798	8.0%	121	6.8%
<b>Total</b>	<b>34,806</b>	<b>100.0%</b>	<b>1,773</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

\* includes shared ownership \*\* includes intermediate rent

S7 Sufficient data was collected to enable analysis by sub-area; this has been provided at various points throughout the report and in Appendix A1.

**Figure S1 Sub-areas of Forest of Dean**



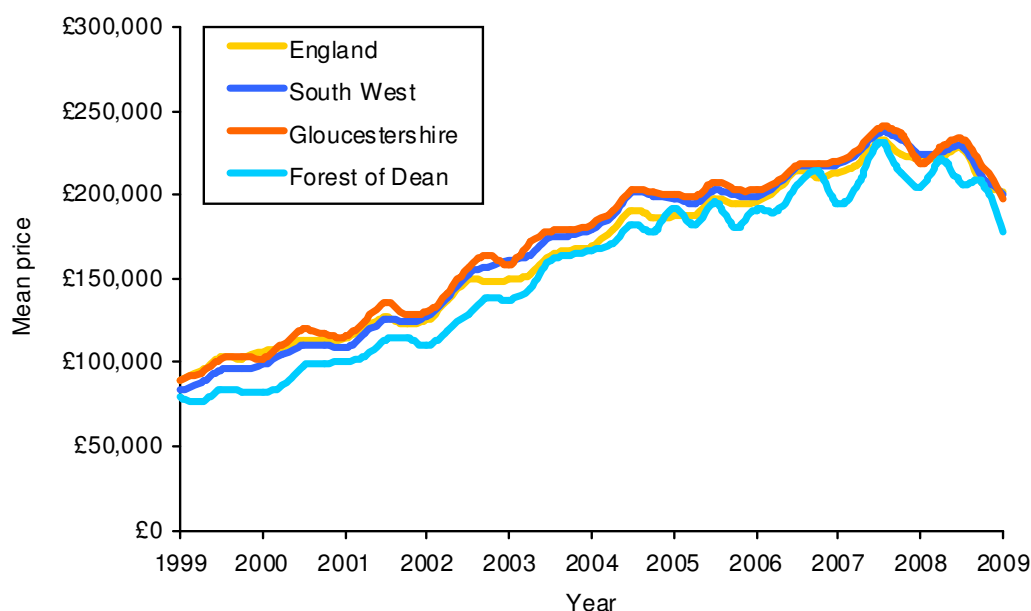
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Source: Forest of Dean Council (2009), ONS Boundary Data, Fordham Research (2009)

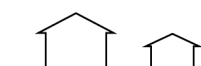
## The Local Housing Market

- S8 A key part of the project was an assessment of the local housing market. Information was drawn from a range of sources including the Land Registry and accommodation advertised for rent and for sale online.
- S9 Land Registry data for the first quarter of 2009 suggests that the average property price in Forest of Dean (£179,976) is slightly lower than the regional and national averages, and also below the county average, although not to the same extent as neighbouring Gloucester. Average prices varied throughout the District, although with lower prices in the towns in the Central part of the District.
- S10 It is worth noting that Forest of Dean's dwellings tend to be larger than the County average; therefore a like-for-like price comparison between two similar properties would be likely to show lower prices in Forest of Dean. Land Registry data suggests that flats and terraced properties in Forest of Dean are more than 20% cheaper than the county average.
- S11 Despite the recent downward trend in prices, there has been a substantial net increase in house prices over the last ten years (124%, to the first quarter of 2009). The clearest impact of the economic downturn has been in terms of sales; the number of properties sold has fallen significantly and in the first quarter of 2009 was down 51% on the same quarter in 2008.

**Figure S2 Changes in mean house prices in Forest of Dean: Q1 1999 – Q1 2009**

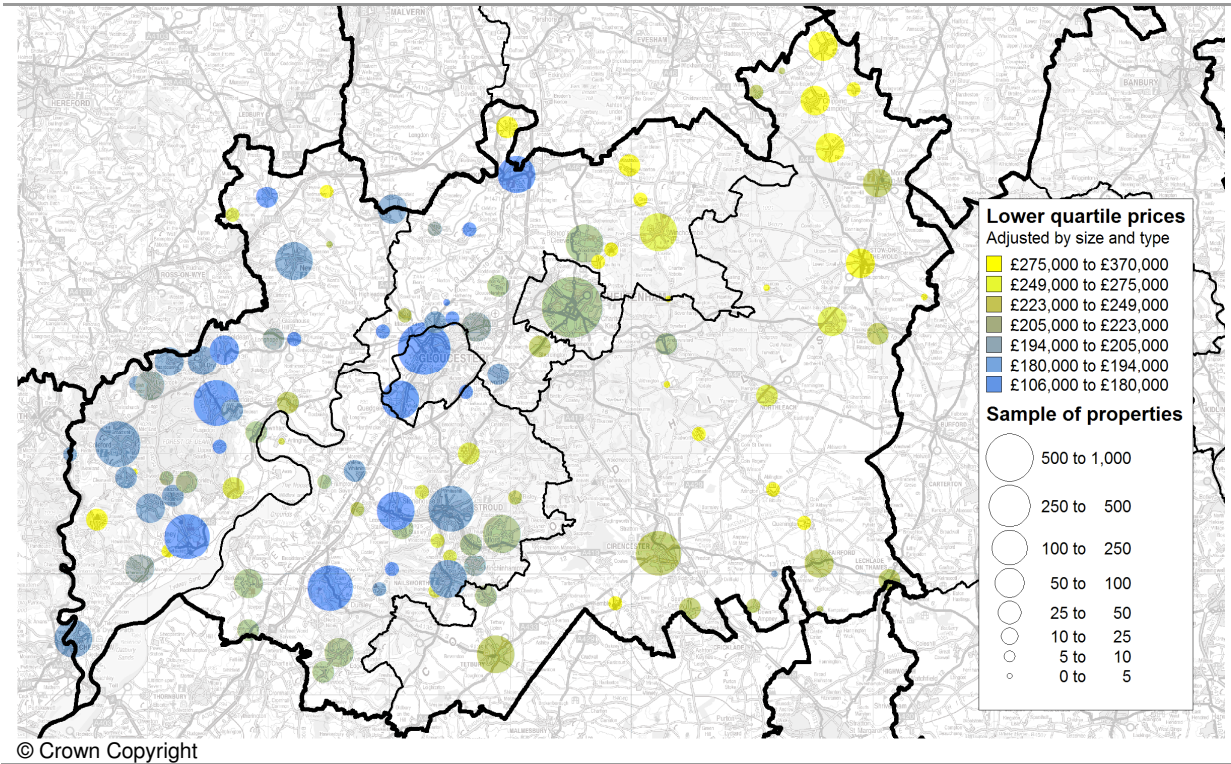


Source: CLG / Land Registry (1999-2009)



S12 An online survey of prices and rents offered by estate and letting agents operating across Gloucestershire was used to generate estimates of the minimum costs of housing to both buy and rent. The results of this survey for the County, in terms of overall lower quartile prices, are shown on the map below.

**Figure S3 Lower quartile residential property prices in Gloucestershire**



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

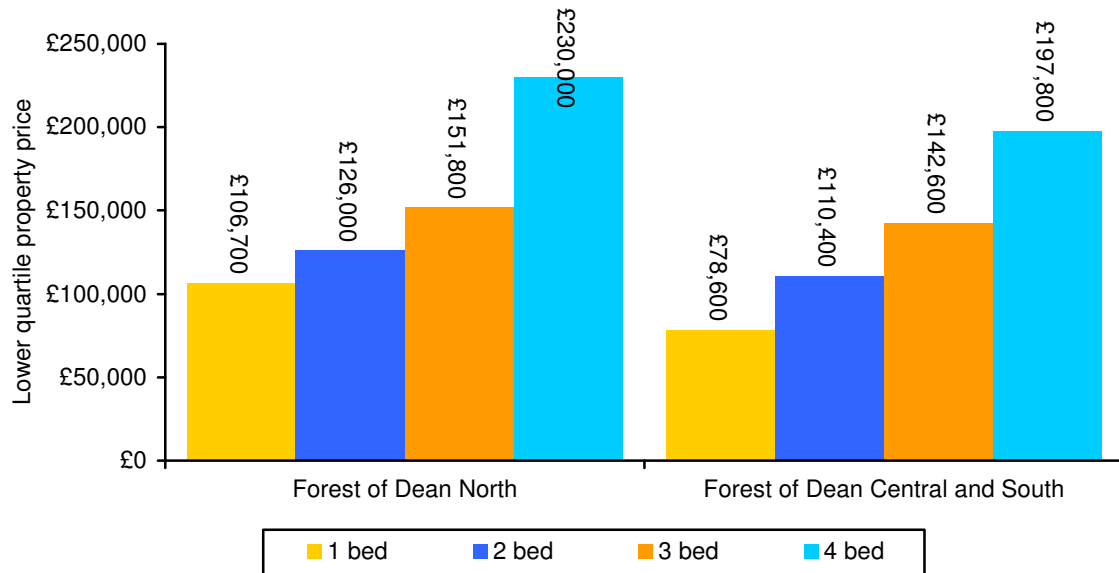
S13 For the assessment of affordability, the County was aggregated into affordability areas, based upon proximity to major towns or cities. Areas distant from major towns were been aggregated into broader rural areas, pulling together areas found to contain similarly priced housing.

S14 These areas do not always conform to Local Authority boundaries or to sub-areas used in the rest of the report, reflecting the fact that a household in unsuitable housing could quite easily cross such a boundary if this made it possible for them to afford suitable housing. However, they could reasonably be said to need to remain within reasonable commuting distance of their existing employment, social networks and/or family. The boundaries used are, however, restricted by practical constraints imposed by data gathering, in the case of Forest of Dean by ward boundaries. In addition the price areas must be large enough to produce accurate entry level prices broken down by bedroom size; for this reason it was not possible to produce a separate set of entry-level prices for the relatively small southern sub-area of Forest of Dean. A map of the resulting areas is provided in Chapter 3.



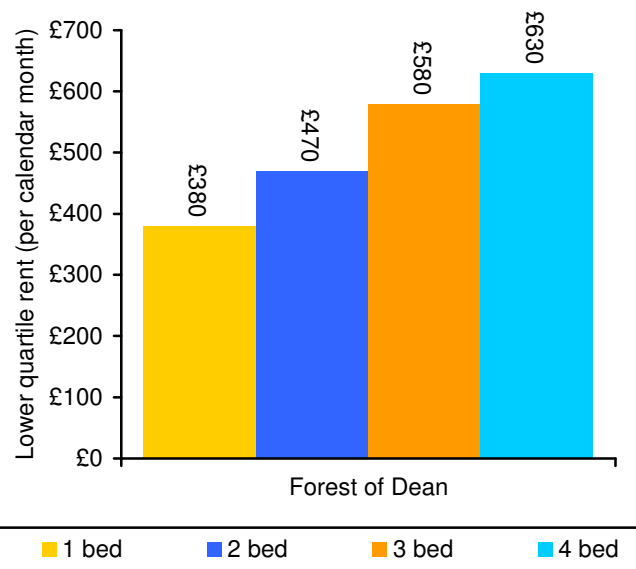
S15 The overall results for each of these affordability areas in the Forest of Dean are shown in the charts below. Due to the small sample of properties available, rental costs could only be obtained for the whole District.

**Figure S4 Entry-level market prices in areas of Forest of Dean**



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

**Figure S5 Entry-level market rents in Forest of Dean**



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

S16 This information about minimum prices and rents was used along with financial information collected in the household survey (including income, savings and equity), to make estimates of households' ability to afford market housing without the need for subsidy.



## Key survey findings

S17 Using data from the household survey it is possible to provide a detailed picture of the profile of local households and their dwellings. The nature of the current stock is an important consideration in identifying gaps in the market and for providing information about potential future requirements. Below we highlight some key findings from the household survey:

- Almost half of households lived in detached accommodation, while only 4.1% lived in flats, compared to 17% nationally.
- About 29.4% of all households are 'pensioner-only', while 24.1% contain children.
- Analysis of household moves in the last two years shows that private rented tenants are the most mobile; around 56.8% had moved home in the past year, compared to just 10.2% of owner-occupiers.
- 39.5% of all moves involved the private rented sector – households moving into it, out of it or within it – despite only 8.0% of dwellings in the District being in this sector.
- The level of overcrowding recorded in Forest of Dean, at 2.5%, is in line with the national average of 2.5%, although this is unusual for a rural area.
- The proportion of households containing an employed person varied significantly across tenures. While nearly all (92.6%) of households with a mortgage contained an employed person, this fell to 29.3% in the social rented sector. 52.8% of owner-occupiers without a mortgage were retired.
- Those buying with a mortgage had the highest housing costs, at a median of £8,470 per annum, while those renting privately paid less at £6,144, although still far more than social renters, at £4,090.

S18 The survey also sought to examine the moving intentions of existing households needing or likely to move in the next two years, and in addition new households needing or likely to form from households resident in the District over the next two years. Key findings in relation to these two groups of moving households include:

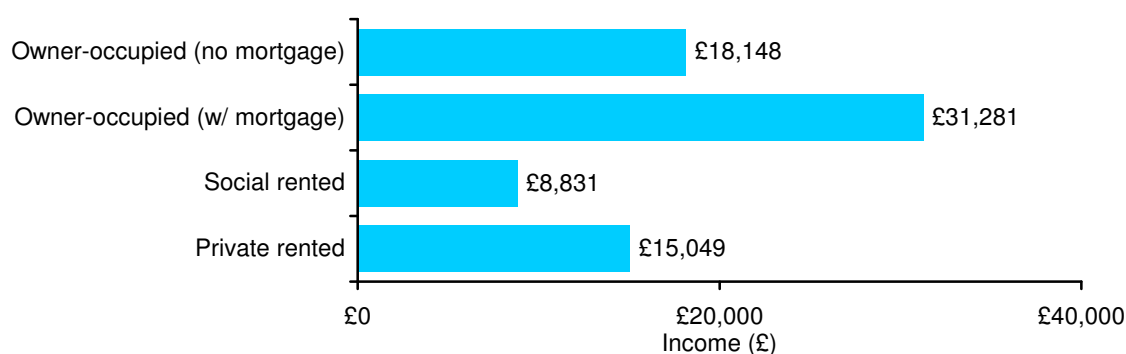
- A total of 15.3% of existing households (5,320) state a need or likelihood of moving home over the next two years.
- 68.2% of these households would like to remain in Forest of Dean, although only 60.0% expect to do so. Having said this, a smaller proportion wanted to stay in Gloucestershire than expected to be able to.
- The survey estimates that there are 3,523 households who need or are likely to form from households in the District over the next two years, based upon information from survey respondents (heads of host households).
- Newly forming households are more likely to want to remain in the District or in Gloucestershire generally, with a significant proportion preferring (and expecting) to live elsewhere in the UK or abroad.

## Financial Information

S19 A key part of any Housing Needs Assessment is the consideration of the financial situation of households. Data was therefore collected in the survey looking at a range of financial information which cannot be obtained from secondary sources.

S20 Survey results for household income in Forest of Dean estimate the median gross household income level to be £19,765 per annum, excluding any housing related benefits. It is worth noting that households containing at least one person in current employment had a median income of £28,288.

**Figure S6 Median income levels\* by tenure**



Source: Fordham Research Gloucestershire household survey (2009)

\* Annual gross household income including benefits (except Local Housing Allowance)

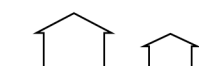
S21 The survey also collected data about households' savings and equity levels. It is estimated that the median level of savings in Forest of Dean is £3,038 and the median level of equity is £144,727, for those owning their property (with or without a mortgage).

## Housing need - background

S22 A key part of the study was to look at affordable housing requirements. To do this the report has closely followed guidance set out by CLG (*Strategic Housing Market Assessments: Practice Guidance*, August 2007). The Guidance sets out methods for looking at both the backlog of need and future need and in this report both have been addressed separately.

S23 In broad terms the assessment of need (which takes account of both the need for and supply of affordable housing) can be split into the following four categories for analysis:

- Current (i.e. backlog) need
- Available stock to offset need
- Newly arising (i.e. future) need
- Future supply of affordable units



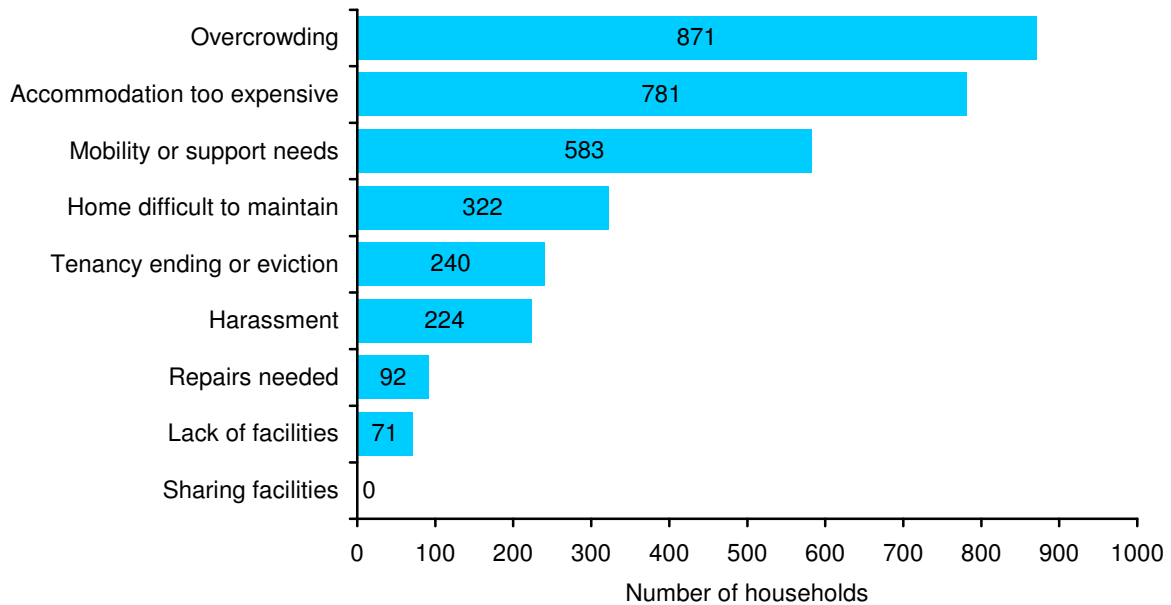
### Calculating the CLG housing need figure

S24 Survey data suggests that 2,397 households (6.9%) in the District are currently living in unsuitable housing - the main reasons for this being overcrowding, expense of accommodation and mobility or support needs.

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**Figure S7 Reasons for unsuitability of housing in Forest of Dean**

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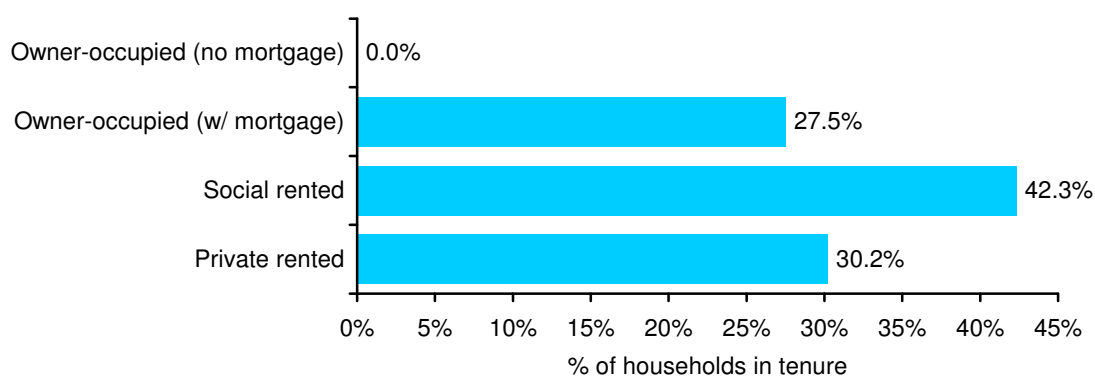


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Source: Fordham Research Gloucestershire household survey (2009)

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S25 Overall, it was estimated that 1,866 of the 2,397 households would need to move home to find a solution to the unsuitability of their housing. Of these households, an estimated 1,295 could not afford a suitable solution in the housing market without some form of subsidy and were therefore considered to be in current housing need. In total an estimated 42.3% of households in current need are found in the social rented sector and 30.2% in the private rented sector.

**Figure S8 Levels of current (backlog) need by tenure**

Source: Fordham Research Gloucestershire household survey (2009)

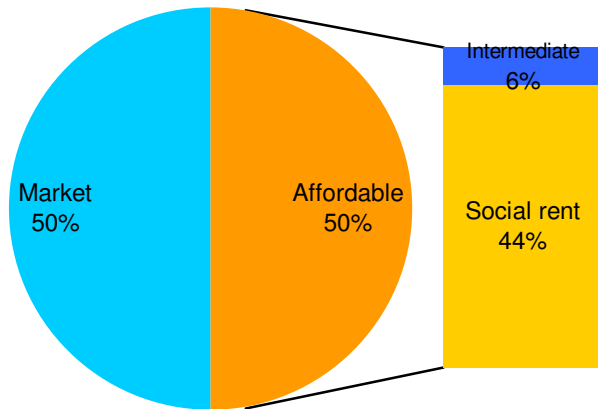
- S26 Taking into account the three homeless households who would not have been picked up by the household-based survey brings the total estimated current need figure to 1,298.
- S27 It is estimated that at the time of the survey there was a current stock of affordable housing of 668 units which could be used to meet this need (including dwellings becoming available as households in the social rented sector move to different dwellings). Hence it is estimated that the net backlog of need for affordable housing is around 630 units (1,298 – 668).
- S28 The future need for affordable housing has been based on survey information about past household behaviour in terms of moves to different accommodation. The future need for affordable housing is split into two categories:
- New households formation (× proportion unable to buy or rent in market)
  - Existing households falling into need
- S29 The data suggests that on an annual basis there will be about 381 newly forming households requiring affordable housing and a further estimated 423 existing households. The total gross future need for affordable housing is therefore estimated to be 804 units per annum.
- S30 The supply of affordable housing to meet this need has also been estimated from the supply provided in the 2007-09 period. This data suggests that the current stock of affordable housing is likely to provide around 225 units per annum. This generates a total shortfall, or net future housing need, of approximately 579 units (804 – 225 = 579).
- S31 Assuming that the backlog of need is to be met over five years, the estimated annual CLG need figure for additional affordable housing units is therefore **705** ((630 ÷ 5) + 579).

- S32 The intermediate housing analysis suggests that an appropriate balance for new construction (in addition to that already planned, which includes some shared ownership) would be 9% intermediate rent, 2% shared ownership and 89% social rented.
- S33 Levels of gross housing need are somewhat unevenly distributed across the District, with the highest levels per head being in the Central part of the District, which contains Coleford, Cinderford and Lydney. It should be noted, however, that this is where the need arises, not necessarily where it should be met.

### **Balancing the market and PPS3 outputs**

- S34 The previous analysis looked at the need for affordable housing in isolation. However, considering the market and affordable sectors together is essential for providing the necessary information to support policy. Therefore a further analysis has been carried out which looks at demand across the whole housing market.
- S35 The ‘Balancing Housing Markets’ (BHM) assessment looks at the whole local housing market, considering the extent to which demand is ‘balanced’ across tenure and property size. It also considers the long term requirements for the market, over a twenty year period. This is an important exercise because there is a lag in the planning system, which means that it is not possible to respond immediately to imbalances between the nature of accommodation required and the stock currently available.
- S36 The model uses the ONS (Office for National Statistics) 2006-based demographic projections to build up an estimated profile of the households in the District in 2009 and 2029, and considers the housing that would be required to house the future households in similar conditions to the present day, with some modifications, primarily to take account of the need for households to live in adequate accommodation.
- S37 The results of the BHM model were combined with the outputs of the CLG model, taking into account the likely range of policies realistically available to Forest of Dean District Council.
- S38 The table below shows the overall results of this process for Forest of Dean, structured to cover the requirements of PPS3 (paragraph 22).

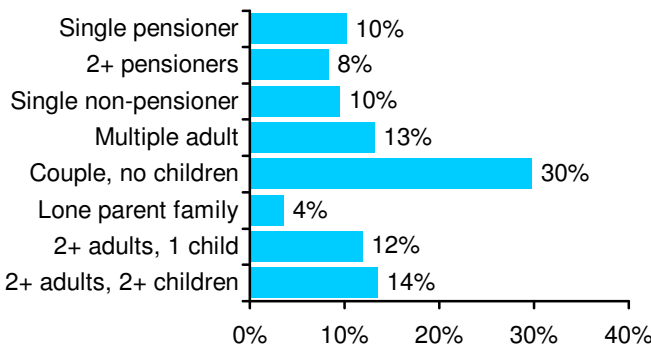
**Figure S9 Estimated PPS3 requirements: Forest of Dean**



**Mix of housing required**

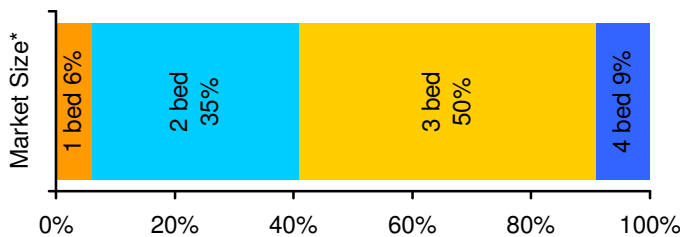
50% of new housing should be market and 50% affordable.

Within the affordable sector, this could be broken down to 9% intermediate rented, 2% shared ownership, and 89% social rented, making social rented housing 44% of the total construction.



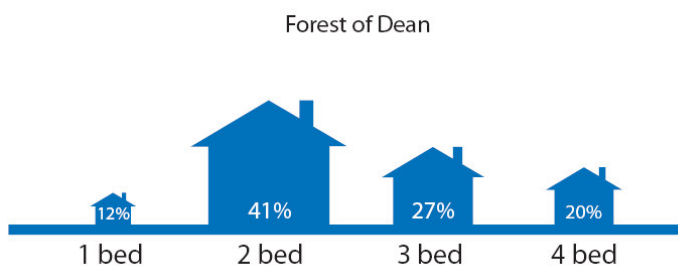
**Market housing demand**

About 30% of market demand across Forest of Dean originates from couples without children.



The estimated requirement is for 85% of new market housing to be two or three bedroom, 9% four bedroom and just 6% one bedroom.

**Affordable housing requirement**



The requirement for affordable housing in Forest of Dean is for slightly smaller units, with 41% being for two bedroom units, and 27% three bedroom.

Due to the small sample, separate results for appropriate sizes of intermediate accommodation could not be obtained from the survey.

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

S39 Delivering these targets in practice would require varying the target for individual sites; the figures are a percentage of all new build. It is particularly important to mention that if a significant number of sites are exempted from the requirement (for example due to their small size), this would need to be made up for by a higher requirement on other sites. Some consideration will also need to be given to whether the targets are economically viable; however that is beyond the scope of this study.

S40 The figures also exclude currently proposed new build, and potential supply from bringing vacant property back into use. Any such initiatives should be subtracted from the total new build. In addition there may be other policy considerations the Council may wish to take into account, for example aiming to prioritise housing catering to particular household types.

### **The Needs of Particular Groups**

S41 In addition to the main analysis of housing need study addressed particular client groups that may have specific housing requirements. Although such groups do not necessarily represent households in need as defined by the Guidance, it is important for the Council to have information on them in order to inform specific policies and service provision.

S42 Key findings include:

#### ***Support needs Households***

- There are an estimated 6,956 households (20.0%) in Forest of Dean with one or more members in an identified support needs group.
- The most common categories of support need were having a medical condition (10.8% of all households), a physical disability (9.8%), or being frail and elderly (5.7%).
- The most requested housing improvements were for lower level shower units (1,514 households), or for car parking space near to the front door (1,218 households).
- In terms of support services, the most frequently requested services were help with maintaining the home (1,516 households) and help keeping the house clean (1,232 households).



- Levels of conventional housing need were much higher than average among such households; in addition about 323 households felt that their needs for either physical adaptations to their dwelling or additional support services meant that they needed to move to specialist accommodation.
- About 43.9% of support needs households had a live-in carer (including a family member), with this rising to nearly two thirds among those with learning difficulties or sensory impairment.
- Frail elderly households and those with a medical condition were the category most likely to be dependent on family, friends or neighbours, while those with learning difficulties and mental health problems were most likely to use formally provided services from a voluntary body or social services department.

### **Older Person Households**

- Overall, 41.3% of households in Forest of Dean contain only older people and a further 12.4% contain both older and non-older people. They are slightly less likely than average to live in private rented housing; those that live in owner-occupation usually no longer have a mortgage.
- Under-occupation is particularly significant among this group, accounting for more than half (56.7%) of all under-occupation in the District. Almost all of these households (92.5%) are owner-occupied, and 92.2% see no need or likelihood that they will move in the next five years.

### **Key Workers**

- The survey estimates that 10,252 households in Forest of Dean are headed by a key worker, and 14,211 contain a key worker. Key worker households show few significant differences from non-key worker households in employment, although slightly higher proportions are living in social rented housing and they generally have higher levels of income and savings than other employed households.

### **BME Groups**

- Households in groups other than White British were estimated to make up about 2.6% of all households in the Forest of Dean, or about 912 households.
- The household survey did not gain sufficient responses from households in ethnic minorities to draw strong conclusions about BME groups; however they did not appear to generate a significant proportion of the District's housing need.

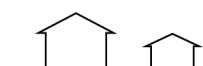
## The economic downturn

- S43 Finally, it is noted that the economy and housing market are currently in a state of flux due to the economic downturn. The impacts of this on the housing market long-term remain uncertain with few certainties; however Fordham Research's recent experience suggests a number of possible short to medium-term impacts on the housing market.
- S44 Firstly the decrease in the availability of credit has led to a substantial fall in entry level prices and sales in most parts of the country. On paper, this might tend to reduce housing need; however in practice the difficulty of accessing mortgages will counteract this.
- S45 Perhaps more significant in terms of housing need is the possibility of the difficulty in selling property, leading owners to rent out properties. Anecdotal evidence from letting agents suggests that this additional supply is already pushing down rents, particularly for larger property. Since the entry-level to the market tends to be through renting rather than buying, this may reduce the numbers of households experiencing difficulty due to cost of housing. On the other hand, this small benefit to some households may be outweighed by the problems faced by others as the downturn continues to impact on available employment and household earnings.
- S46 As a result of this uncertainty, the recommendations in the report cannot be modified to allow for the economic downturn. The report and survey carried out are, however, designed such that they can be updated using different assumptions at a later date.

## Summary

- S47 This report details the findings of a Housing Needs Assessment for the Forest of Dean, carried out as part of a wider study across Gloucestershire. A total of 1,773 completed postal surveys were returned by households across the District.
- S48 Information from the Land Registry suggests that prices in the District are a little lower than the national, regional and county average, at £179,976 in the first quarter of 2009. A market survey found that access to the housing market starts at around £78,600 for a one bedroom home in the southern half of the Forest of Dean, or £380 per calendar month to rent privately.
- S49 The median income in the District is £19,765, with savings of £3,038. However, within this there is significant inequality, with a skewed distribution of income and particularly savings.
- S50 Using the CLG model for assessing need for affordable housing it is estimated that **1,298** households are in current housing need. To reduce this backlog over five years and meet newly arising need for each year, it is estimated that there will be a need for approximately **705** units to be provided per annum, taking account of the distribution of recent and planned supply between the social rented and shared ownership sectors.

- S51 However, since the CLG model cannot consider market housing, or the requirement to promote mixed and balanced communities, the study also included a long term projection of demographic trends in the Borough, the BHM model. This aims to generate a mix of new build housing that would move toward a suitable mix of properties for the population expected in the District in 20 years' time.
- S52 Taking into account the CLG model, the BHM model and the practical policy possibilities for the District, it is suggested that balancing the housing market in Forest of Dean would be best advanced given the circumstances by a **50% / 50%** mixture of market and affordable housing, subject to viability. Within the affordable sector, it is recommended that about **9%** should be intermediate rented housing, and just **2%** shared ownership.
- S53 These outputs should not be taken as directly determining policy; rather they can be taken as inputs into the process of producing housing policy appropriate to Forest of Dean, which could also involve, for example, more detailed consideration of stakeholder input, viability, land availability and wider regional and national issues.
- S54 The impact of the economic downturn on the results of the survey remains uncertain; prices and rents may fall, but so will the purchasing power of households. Determining which is the more significant in housing market terms is not possible at this stage; however the report and survey are designed such that they can be updated with this information at a later date.



## SECTION A: CONTEXT

This section summarises the Brief for the study and provides the context of information used to generate the analysis which follows.

# 1. Introduction

## Introduction

- 1.1 The Gloucestershire Housing Needs Assessment 2009 was commissioned by the six Borough and District Councils in Gloucestershire. The broad aim of the project was to provide the primary research at household level required to understand the need and demand for different forms of housing. Ultimately the findings from this study could be fed into wider Strategic Housing Market Assessment (SHMA) research.
- 1.2 This report covers the District of Forest of Dean, in the west of Gloucestershire and bordering Monmouthshire in Wales. The District includes a number of small towns, within and around the Forest of Dean as well as a large and varied rural area. The District contained an estimated 34,806 households in 2009, about 13.6% of the Gloucestershire total.

## Key outputs from this document

- 1.3 The survey provides information covering household and dwelling characteristics, households' current financial circumstances, their support needs, and their current and likely future housing needs and demands. This report also assesses current prices and rents in the local area, providing a background to the affordability of local housing.
- 1.4 Key outputs from the report also include an assessment of the need for affordable housing and a separate analysis of imbalances in the housing stock, comparing housing supply and demand across all sectors.
- 1.5 Finally, the report considers the particular situation of a range of specific household groups, such as those containing key workers, those in ethnic minorities, or those containing one or more members with support needs.
- 1.6 Where possible, information has been provided for each of the three sub-areas (shown in Chapter 2), enabling a picture to be built up of the characteristics of the housing market across the District.

## Government guidance

- 1.7 Although this report is not a full Strategic Housing Market Assessment, but rather a Housing Needs Assessment, it is important to briefly summarise key points from Government guidance which are relevant to this assessment. The documents of particular importance are:



- Planning Policy Statement 3 (Housing) – PPS3 (November 2006)
- Strategic Housing Market Assessments Practice Guidance – The Guidance (August 2007)

1.8 PPS3 sets out a number of key definitions relevant to this project (including affordable housing, intermediate housing and housing need). In addition PPS3 is clear about the outputs required from a housing market assessment. Paragraph 22 of PPS3 summarises the requirements nicely:

*Based upon the findings of the Strategic Housing Market Assessment and other local evidence, Local Planning Authorities should set out in Local Development Documents*

- *The likely overall proportions of households that require market or affordable housing*
- *The likely profile of household types requiring market housing*
- *The size and type of affordable housing required*

1.9 The Guidance provides details about the whole process of conducting a Strategic Housing Market Assessment. Whilst much of this information is not relevant to this project there are a number of areas within guidance which are important for this particular study. The most important aspect of the Guidance for this study is the information about measuring housing need.

1.10 The Guidance sets out a series of steps to be followed when assessing affordable housing requirements and also sets out some key definitions for particular aspects of analysis (such as the measurement of housing suitability and a detailed discussion of measuring affordability).

1.11 As far as is possible (and relevant) this project has sought to follow the requirements of both PPS3 and the Guidance. In terms of PPS3 this report has provided evidence to fulfil the requirements of paragraph 22 (as shown above), with the results summarised in Chapter 13.

## Summary

1.12 This report details the findings for the District of Forest of Dean of a Housing Needs Assessment carried out across Gloucestershire. The report concentrates particularly on the need for affordable housing and the supply and demand for housing across all tenure groups.

1.13 Where relevant, the report follows Government advice given in PPS3 and the Guidance and therefore provides policy relevant outputs which can sensibly be translated into a range of strategies and will be an important input to both regional plans and LDF processes.

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## 2. Data collection

### Introduction

- 2.1 The primary data was collected through a large number of postal surveys, sent to addresses across the District, as part of a wider survey carried out across Gloucestershire. A copy of the questionnaire is provided in Appendix A3. The sample for the survey was drawn, at random, from the Council Tax Register covering all areas and tenure groups in the District.
- 2.2 In total, 1,773 completed postal surveys were returned, from a sample of 8,000, giving a response rate of 22.2%, which is good for this type of survey. This number of responses provides sufficient data to allow complete, accurate and detailed analysis of needs across the District and permits the presentation of data for a number of smaller sub-areas.
- 2.3 Although the response represents a relatively small percentage of the total household population, this does not undermine the validity of the survey as paragraph 18 of Strategic Housing Market Assessment Practice Guidance Annex C states:

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

- 2.4 Prior to analysis, the data as a whole must be weighted in order to take account of any measurable bias, and in the case of this survey to ensure that the groups targeted by the booster samples (Low Cost Home Ownership residents, for example) are not over-represented in the overall results. The procedure for doing this is presented in the following section.

### Base household figures and weighting procedures

- 2.5 Firstly, the total number of households is estimated. This is necessary in order to gross up the data to represent the entire household population. For this, a combination of figures from Forest of Dean Council's HSSA (Housing Strategy Statistical Appendix) and the ONS Population Projections were used, which put the total number of households in the District at approximately 34,806.
- 2.6 The table below shows an estimate of the current tenure split in Forest of Dean along with the sample achieved in each group.



**Table 2.1 Number of households in each tenure group**

<i>Tenure</i>	<i>Total number of households</i>	<i>% of households</i>	<i>Number of returns</i>	<i>% of returns</i>
Owner-occupied (no mortgage)	14,931	42.9%	831	46.9%
Owner-occupied (with mortgage)	12,377	35.6%	609	34.3%
Social rented	4,700	13.5%	212	12.0%
Private rented	2,798	8.0%	121	6.8%
<b>Total</b>	<b>34,806</b>	<b>100.0%</b>	<b>1,773</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

2.7 As a result of the differences between these distributions it is necessary to ‘rebalance’ the data to correctly represent the population being analysed via ‘weighting’. Weighting is recognised by the Strategic Housing Market Assessment Guidance as being a way of compensating for lower response rates amongst certain groups, significantly reducing bias.

2.8 In Forest of Dean, the data was weighted to be in line with the estimated number of households in each of the following groups:

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

2.9 Further information on this process is presented in Appendix A2.

### **Inclusion of student households**

2.10 Only two all-student households were surveyed in the District. These households are included in the analysis and tables throughout the majority of the report, except where stated.

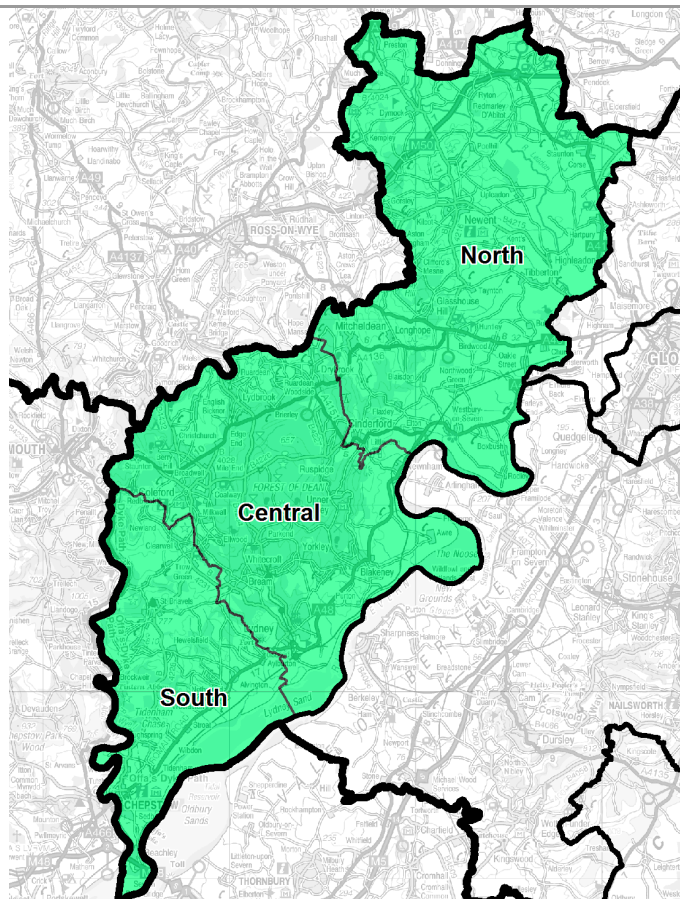
### **Sub-areas**

2.11 The map below shows the sub-areas used for analysis in Forest of Dean; except where stated these are the sub-areas referred to in the rest of this report. They are based upon groups of wards, as listed in the table beneath the map.



2.12 A variety of additional information from the survey broken down by sub-area can be found in Appendix A1.

**Figure 2.1 Sub-areas of Forest of Dean**



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Source: Forest of Dean Council (2009), ONS Boundary Data, Fordham Research (2009)

Table 2.2 Parishes in sub-areas in Forest of Dean

North	Central	South
Blaisdon Bromesberrow Churcham Corse Dymock Gorsley & Kilcot Hartpury Huntley Kempley Littledean Longhope Mitcheldean Newent Oxenhall Pauntley Redmarley d’Abitot Rudford and Highleadon Staunton Tayntor Tibberton Upleadon Westbury-on-Severn	Awre Cinderford Coleford Drybrook English Bicknor Lynbrook Lydney Newnham Ruspidge & Soudley Staunton Coleford West Dean	Alvington Aylburton Hemelsfield & Brockweir Newland St. Briavel’s Tindenham Wollaston

Source: Forest of Dean Council (2009)

## Summary

- 2.13 This report is based upon primary survey data collected via postal surveys returned by 1,773 households across Forest of Dean. The survey data was grossed up to an estimated total of 34,806 households.
- 2.14 The data was also weighted by a wide range of economic and social household characteristics, estimated from a variety of secondary data sources, to be as representative as possible of the District’s households. Full details of these are provided in Appendix A2.
- 2.15 Results have been broken down where possible in the report into three sub-areas, as requested by Forest of Dean Council. Additional information broken down by sub-area can be found in Appendix A1.

## 3. The local housing market

### Introduction

- 3.1 This chapter uses data from the Land Registry to compare Forest of Dean with the national and regional markets and summarises information from an online search of estate and letting agents on the entry-level costs to the Forest of Dean market.

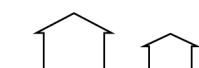
### Sub-regional market position

- 3.2 The table below shows average prices in the first quarter of 2009 for Forest of Dean compared regionally and nationally. The table shows that average prices in Forest of Dean are a little below the national, regional and county average.

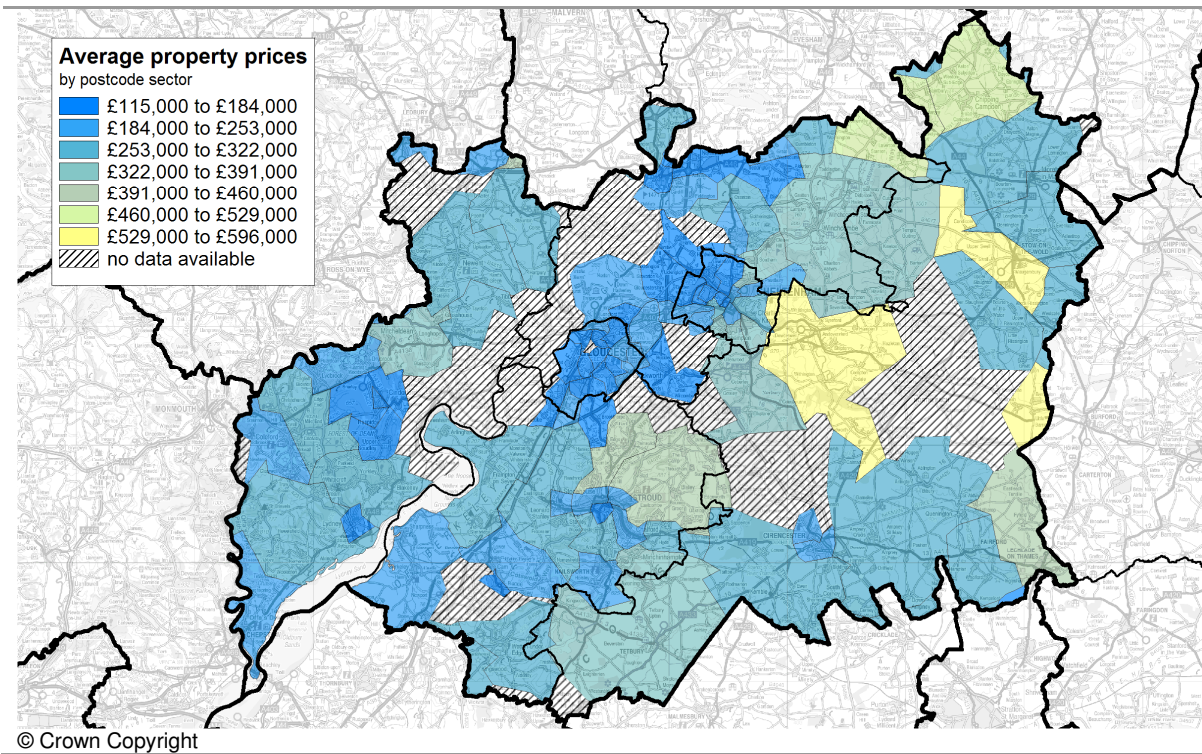
Area	Average price	Comparison with England
England	£201,172	n/a
South West	£200,715	-0.2%
Gloucestershire	£197,467	-1.8%
Forest of Dean	£179,976	-10.5%

Source: Land Registry (Q1 2009)

- 3.3 Forest of Dean's average prices are well below the county average, as well as the national and regional averages. The figure below shows the variation in average property prices in more detail across Gloucestershire, using Land Registry data for postcode sectors from two quarters of 2008 in order to increase the sample.
- 3.4 However, given the low rate of current sales, data remains too limited to give prices for every postcode sector. This affects some parts of Forest of Dean, particularly in the north.

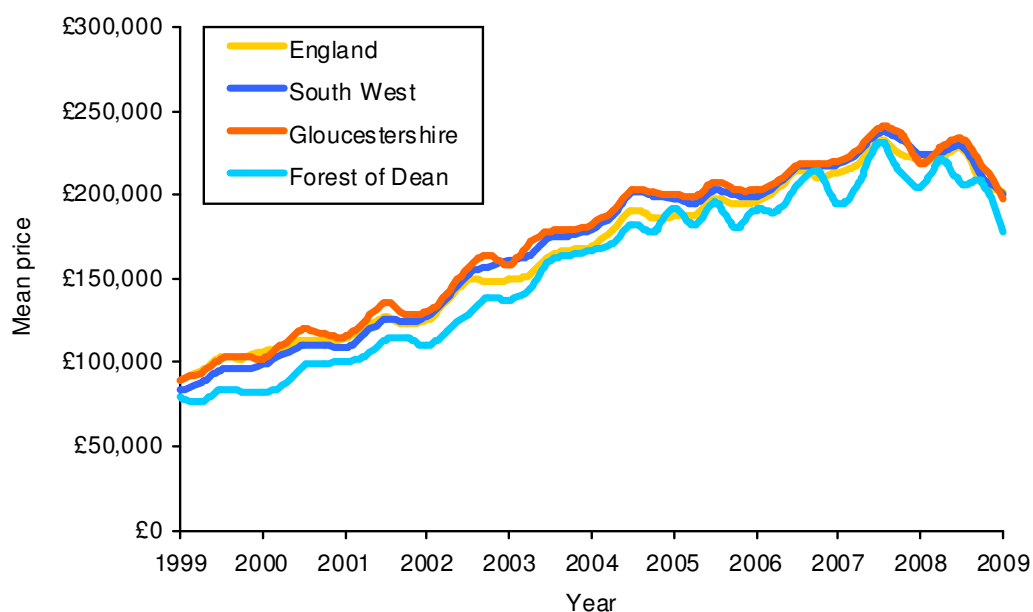


**Figure 3.1 Average house prices in Gloucestershire: Land Registry**



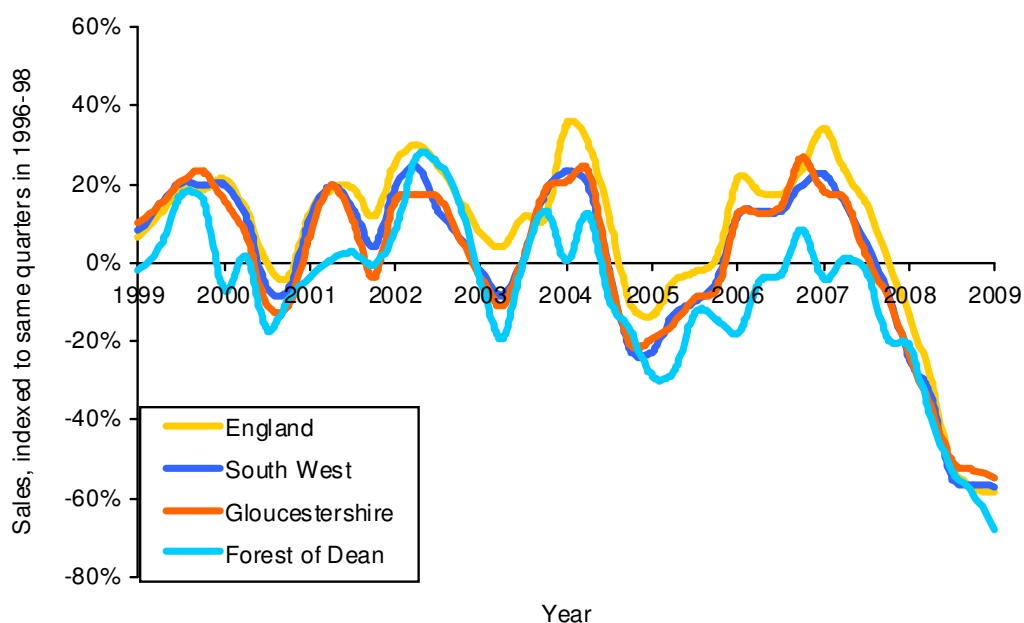
Source: Land Registry (Q2 / Q4 2008), ONS Boundary Data

- 3.5 The figure below shows the change in prices in Forest of Dean since 1999 compared with the changes taking place in the county, region and nation.
- 3.6 The data shows that as of the first quarter of 2009, the decline in house prices associated with the economic downturn was starting to appear in Land Registry statistics. The reduction in prices appears particularly marked in Forest of Dean, although this is only visible in the most recent quarter and given the small sample may not reflect a real trend. However, the decline has not yet been enough to strongly offset the recent great increase in prices, an increase of 124% over the last ten years (Q1 1999 – Q1 2009).

**Figure 3.2 Changes in mean house prices in Forest of Dean: Q1 1999 – Q1 2009**

Source: CLG / Land Registry (1999-2009)

- 3.7 It is also worth noting that the number of dwellings sold in the District in the first quarter of 2009 was estimated at just 130, far lower than at any point in the last ten years. The table below shows the trend in sales; here Forest of Dean shows a similar reduction to the county and region, and to England as a whole, with sales 51% down on the first quarter of 2008.

**Figure 3.3 Changes in sales in Forest of Dean: Q1 1999 – Q1 2009, indexed to quarterly averages 1996-98**

Source: CLG / Land Registry (1999-2009)

- 3.8 An additional issue to consider in relation to the economic downturn is the availability of mortgages; the Council of Mortgage Lenders suggests that the average multiple of income that first-time buyers were able to borrow in 2008 was 3.1 times their earnings compared with 3.4 times in 2007, while the average deposit put down by a new entrant to the market rose to 22%, the highest level since 1974.
- 3.9 The information presented so far suggests that average property prices in Forest of Dean are a little lower than the county average. It is important, however, to consider the possibility that this could be related to the profile of property types sold. The table below therefore shows house prices in Gloucestershire and Forest of Dean by dwelling type.
- 3.10 This indicates that Forest of Dean tends to contain larger properties than average; therefore on a like-for-like basis prices in Forest of Dean are likely to be still lower in comparison to the Gloucestershire average than the overall figure would suggest. Smaller dwelling types are particularly lower in price, with flats 23% and terraced housing 20% below the county average price.

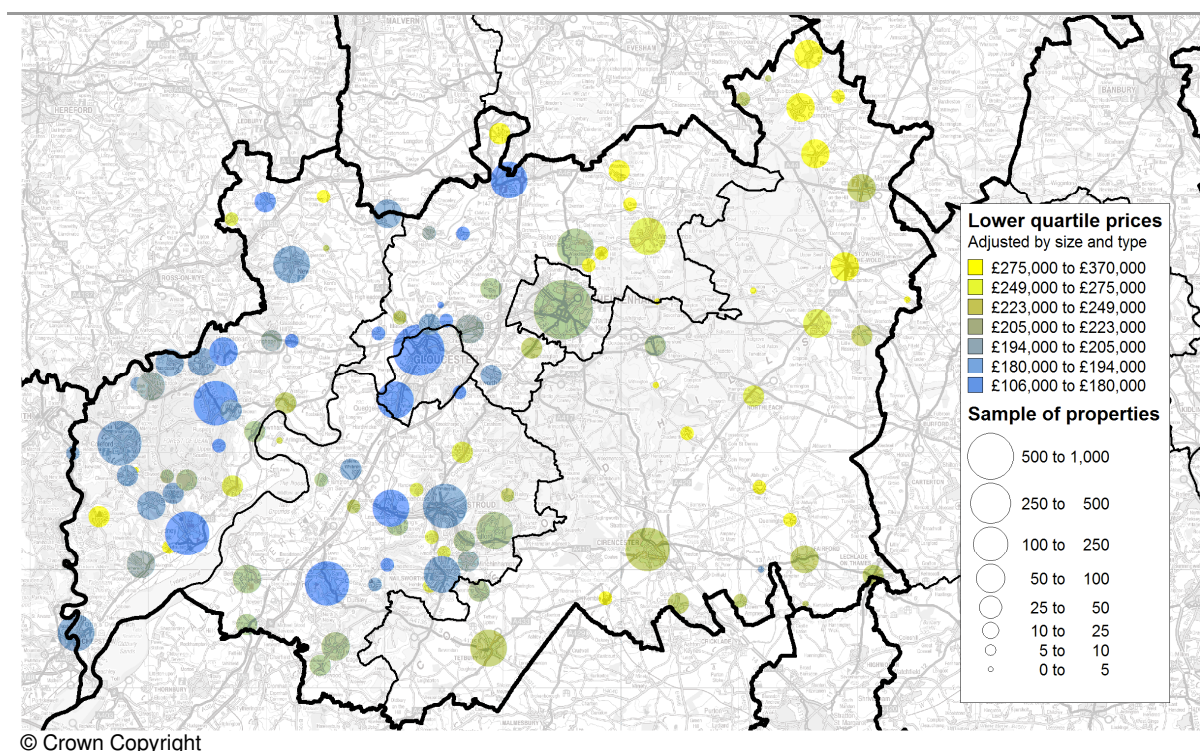
Table 3.2 Land Registry average prices and sales (1 <sup>st</sup> quarter 2009)				
Dwelling type	Forest of Dean		Gloucestershire	
	Average price	% of sales	Average price	% of sales
Detached	£242,008	40.8%	£290,464	28.6%
Semi-detached	£145,470	36.8%	£169,774	33.7%
Terraced	£129,548	17.6%	£161,905	24.5%
Flat/maisonette	£102,150	4.8%	£132,367	13.2%
<b>All dwellings</b>	<b>£179,976</b>	<b>100.0%</b>	<b>£197,467</b>	<b>100.0%</b>

Source: Land Registry (Q1 2009)

### Entry-level market costs

- 3.11 Entry level market costs for Forest of Dean for this study have been derived from an online survey of estate agents, carried out by settlement across Gloucestershire. The results of this survey are shown on the map below. Settlements where a sample of less than four was found have been omitted from the map but were included in the overall figures calculated for wider areas.
- 3.12 Since this map shows the entry level price as a size and type adjusted figure for all bedroom sizes, it enables a high level of geographical detail to be shown. It shows that the lowest entry-level prices in the District are found in Lydney, Cinderford and Mitcheldean, while the highest are in Blakeney and St. Briavels.

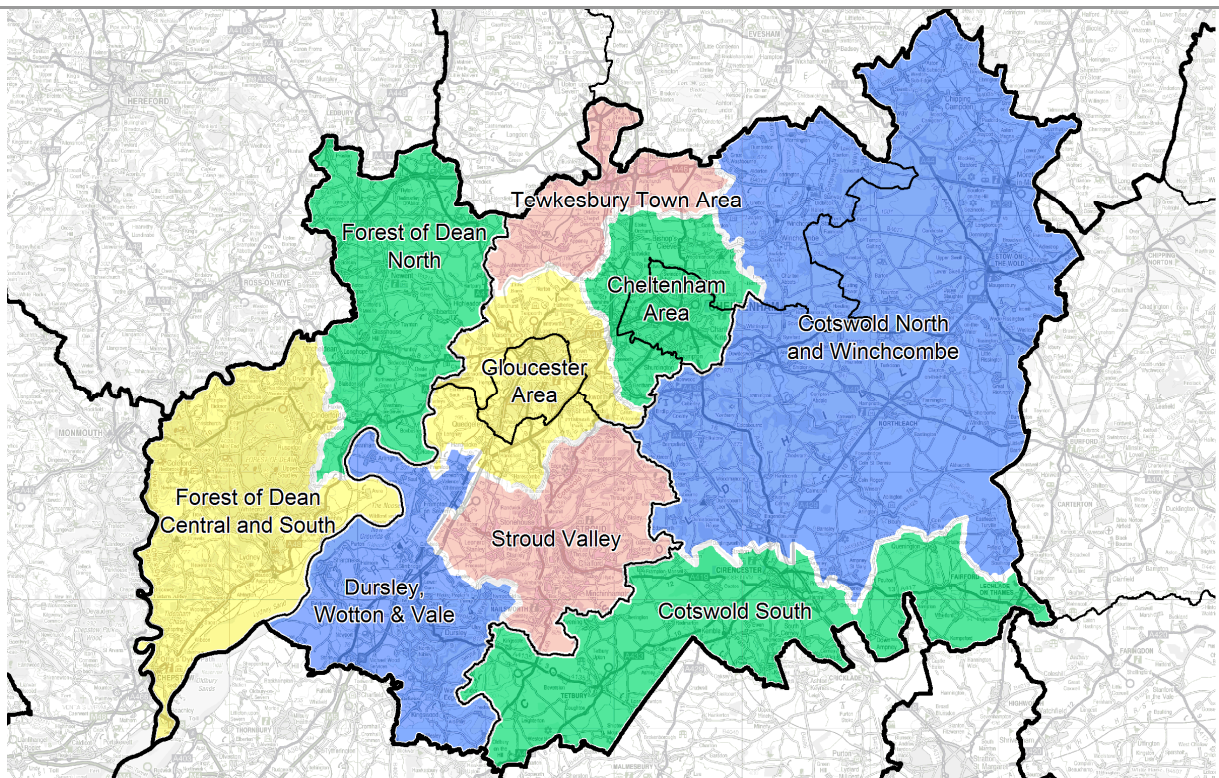
Figure 3.4 Lower quartile residential property prices in Gloucestershire



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

- 3.13 For the purposes of the assessment of housing need, larger samples of properties are needed to determine separate entry level prices for dwellings of different sizes; the results have therefore been aggregated into areas based upon proximity to major towns or cities. These are not based on absolute distance; for example the barrier effect created by rivers and ranges of hills with poor roads have been taken into account in some parts of Gloucestershire. Areas distant from major towns have been aggregated into broader rural areas, pulling together areas found to contain similarly priced housing.
- 3.14 These areas do not always conform to Local Authority boundaries or to sub-areas used in the rest of the report, reflecting the fact that a household in unsuitable housing could quite easily cross such a boundary if this made it possible for them to afford suitable housing. However, they could reasonably be said to need to remain within reasonable commuting distance of their existing employment, social networks and/or family. The boundaries used are, however, restricted by practical constraints imposed by data gathering, in the case of Forest of Dean by ward boundaries.
- 3.15 In the case of Forest of Dean, it was not possible to use separate price areas for the central and southern parts of the Borough. This is because quite a large area is required for obtaining accurate entry level prices and rents for each size of property (as opposed to overall prices, shown on the map above). Note that this grouping only affects the entry level housing costs used, and does not apply to other parts of the report.

**Figure 3.5 Price areas in Gloucestershire used for affordability tests**

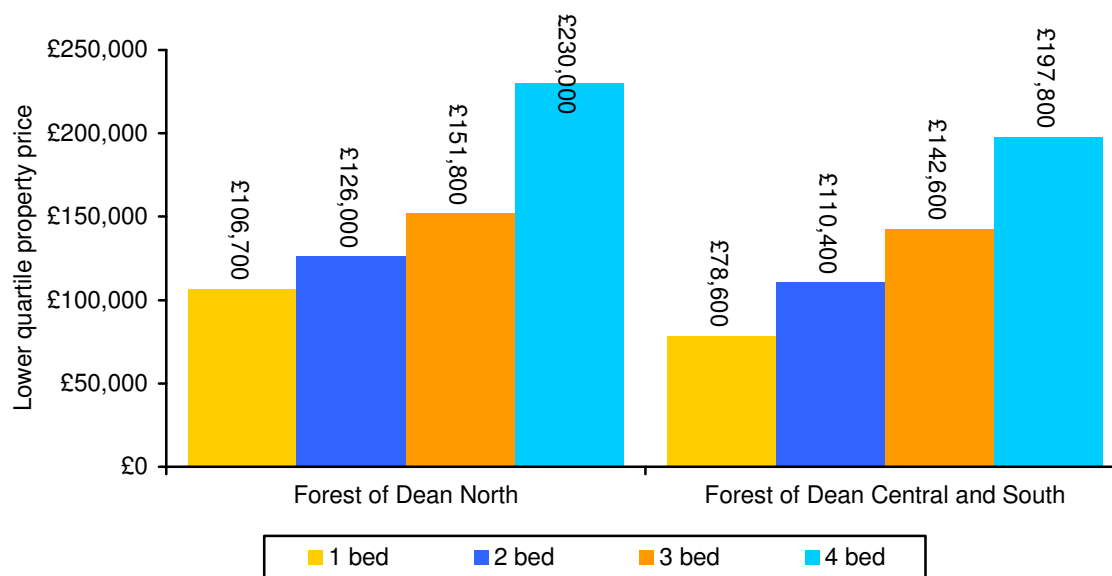


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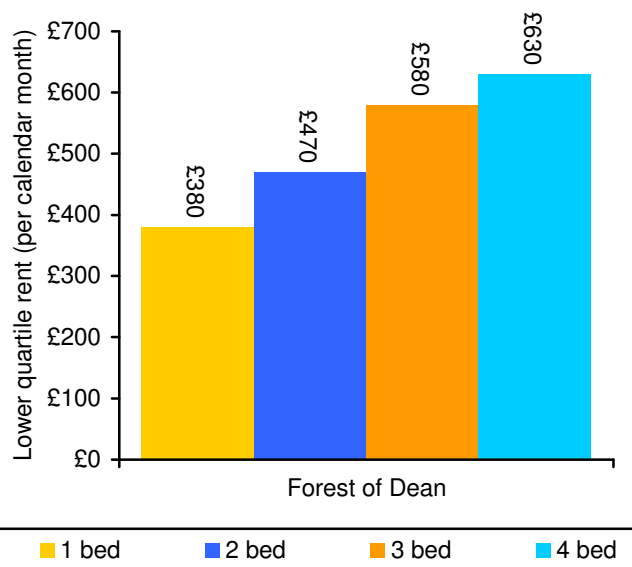
Source: Fordham Research n.b. Colours on this map are used only to indicate the extent of the areas used to measure house prices in comparison to Local Authority boundaries, and do not indicate price levels

- 3.16 For the purposes of this study, and as suggested by Guidance, the lower quartile of properties available on the market have been taken to represent the entry level prices or entry level rents. These prices and rents are those used for the housing need and BHM models detailed later in the report, when testing whether a household can reasonably afford market housing. Due to the small sample of properties available, rental costs could only be obtained for the whole District.



**Figure 3.6 Entry-level market prices in areas of Forest of Dean**

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

**Figure 3.7 Entry-level market rents in Forest of Dean**

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

3.17 The figures above show that the estimated average entry-level prices and rents across Forest of Dean District in July 2009 ranged from £78,600 for a one bedroom property in Forest Dean Central & South to £230,000 for a four bedroom property in Forest Dean North. Entry-level rents varied from £380 per month for a one bedroom flat to £630 for a four bedroom property.

3.18 In general, entry level prices were lower in the Forest of Dean Central and South price area.



## Affordable housing

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

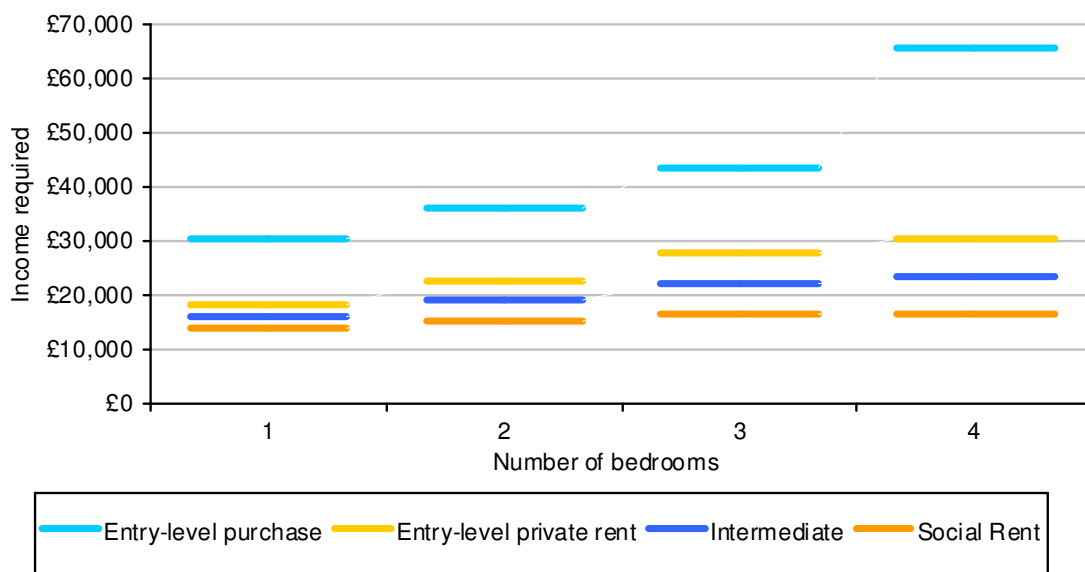
Table 3.3 Social rented costs in Forest of Dean			
<i>Property size</i>	<i>Rent</i>	<i>Service charge</i>	<i>Total</i>
1 bedroom	£64.63	£1.84	£66.47
2 bedrooms	£71.98	£1.84	£73.82
3+ bedrooms	£78.42	£1.84	£80.26

Source: CORE area report for Forest of Dean (2008/09)

## Analysis of housing market ‘gaps’

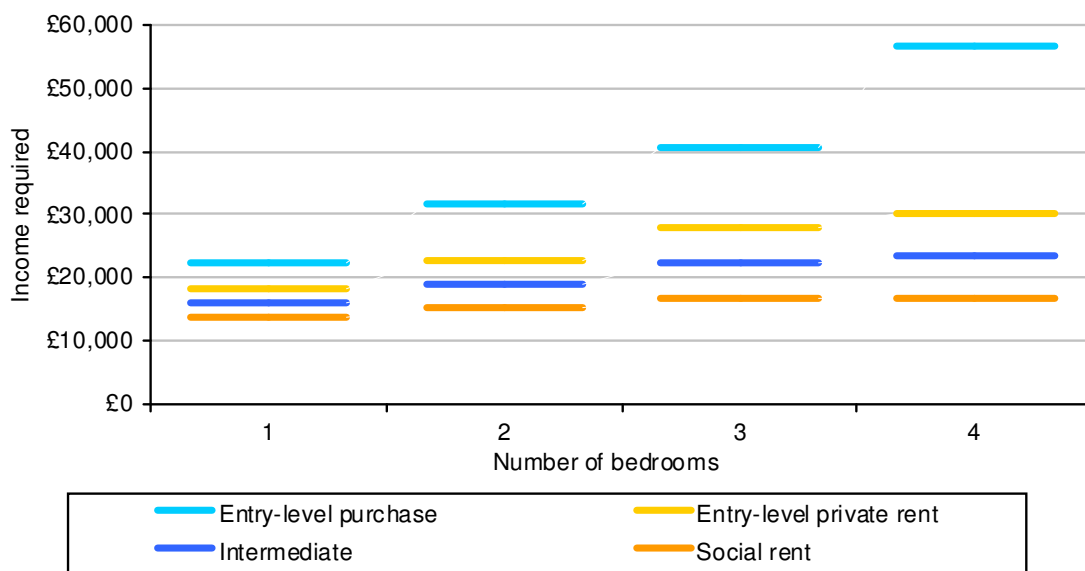
- 3.20 Housing market gaps analysis has been developed to allow easy comparisons of the income required to access properties on the tenure range, in order to facilitate the testing of different newbuild proposals, and to show generally the nature of the housing ladder in a particular locality.
- 3.21 To do this we have divided the entry-level property price by 3.5 to get an income figure and multiplied the annual rent by four to produce the comparable figure. This latter step was carried out for both social and market rents.
- 3.22 The figure shows the ‘housing ladder’ with social rental costs at the bottom and moving up through income required to access private rented accommodation and to buy entry level market housing. Measurement of the size of the gaps between these ‘rungs of the ladder’ helps assess the feasibility of households moving between the tenures - the smaller the gaps the easier it is for a household to ascend the ladder.
- 3.23 As can be seen, the gaps between private renting and buying are somewhat larger in the Forest of Dean North price area than in the Central & South price area.

**Figure 3.8 Income required to access housing in Forest of Dean North by size of dwelling**



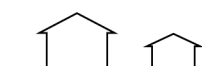
Sources: Social rent: CORE area report for Forest of Dean (2008/09)  
 Intermediate: Shown here as the midpoint between social rent and private rent  
 Private rent & purchase: rightmove.co.uk (09/07/09), Fordham Research (2009)

**Figure 3.9 Income required to access housing in Forest of Dean Central and South by size of dwelling**



Sources: Social rent: CORE area report for Forest of Dean (2008/09)  
 Intermediate: Shown here as the midpoint between social rent and private rent  
 Private rent & purchase: rightmove.co.uk (09/07/09), Fordham Research (2009)

3.24 The following table shows the size of the gaps for different sizes of dwellings in Forest of Dean.



3.25 The results show that for all sizes of accommodation the income required for entry-level market housing (private rented accommodation) is more than 30% higher than that required to rent from the Council or an RSL, which indicates that intermediate housing priced within the social rent/market entry gap could potentially be useful for a number of households in Forest of Dean.

Table 3.4 Scale of key housing market gaps in Forest of Dean North			
<i>Size of dwelling</i>	<i>Social rent/entry-level private rent</i>	<i>Rent/buy gap</i>	<i>Social rent/entry-level purchase</i>
1 bedroom	31.9%	67.1%	120.5%
2 bedrooms	46.9%	59.6%	134.5%
3 bedrooms	66.8%	55.8%	159.8%
4 bedrooms	81.1%	117.3%	293.6%

Sources: Social rent: CORE area report for Forest of Dean (2008/09)  
 Intermediate: Shown here as the midpoint between social rent and private rent  
 Private rent & purchase: rightmove.co.uk (09/07/09), Fordham Research (2009)  
 \* expressed in terms of percentage difference in income required

Table 3.5 Scale of key housing market gaps in Forest of Dean Central and South			
<i>Size of dwelling</i>	<i>Social rent/entry-level private rent</i>	<i>Rent/buy gap</i>	<i>Social rent/entry-level purchase</i>
1 bedroom	31.9%	23.1%	62.4%
2 bedrooms	46.9%	39.8%	105.4%
3 bedrooms	66.8%	46.3%	144.1%
4 bedrooms	81.1%	86.9%	238.5%

Sources: Social rent: CORE area report for Forest of Dean (2008/09)  
 Intermediate: Shown here as the midpoint between social rent and private rent  
 Private rent & purchase: rightmove.co.uk (09/07/09), Fordham Research (2009)  
 \* expressed in terms of percentage difference in income required

3.26 The sizes of the gaps for larger dwellings are generally bigger than for smaller sized accommodation. A family requiring a four bedroom property would need an income almost twice as large to rent in the market than they would need to rent social housing.

## Summary

3.27 Information from the Land Registry indicates that average property prices in Forest of Dean are well below the national, regional and county averages. There is also significant variation within the District, with higher prices tending to be found in the north of the District.

3.28 The average sale price of a dwelling in Forest of Dean was £179,976 in the first quarter of 2009, and prices in the District were found to have been rising rapidly over the past decade, broadly in line with national trends. Although the impact of the economic downturn on prices (as of the first quarter of

2009) is not comparable with the increase seen in the last ten years, the number of dwellings sold has decreased to its lowest level for many years.

- 3.29 For the purposes of assessing housing need, the County was split into areas based upon proximity to major towns or cities, or areas of similar prices in rural areas. It was found that entry-level prices in the Forest of Dean ranged from £78,600 for a one bedroom property in the Forest of Dean Central and South price area up to £230,000 for a four bedroom property in the northern price area. Prices were generally lower in the Forest of Dean Central and South affordability area.
- 3.30 Entry-level monthly rents in the private sector showed less variation, ranging from £380 for a one bedroom property to £630 for a four bedroom property. Social rents were significantly lower than this at an average of £289 per month for a one bedroom property rising to £379 for a three bedroom property or larger.





## 4. Key survey findings

### Introduction

- 4.1 This chapter sets out some of the main findings from the survey of local households. Throughout the analysis tabulations are made along with tenure. Where possible figures are compared with information at a national and regional level from the Survey of English Housing (SEH). Additional information relating to sub-area detail can be found in Appendix A1.

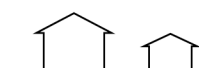
### Type of housing

- 4.2 The table below shows current accommodation types in the District. The table shows that almost half of households (49.4%) lived in detached properties, and a further 32.2% in semi-detached dwellings. Very few lived in flats, at just 4.1%. The Survey of English Housing suggested that nationally, 17% of households live in flats.

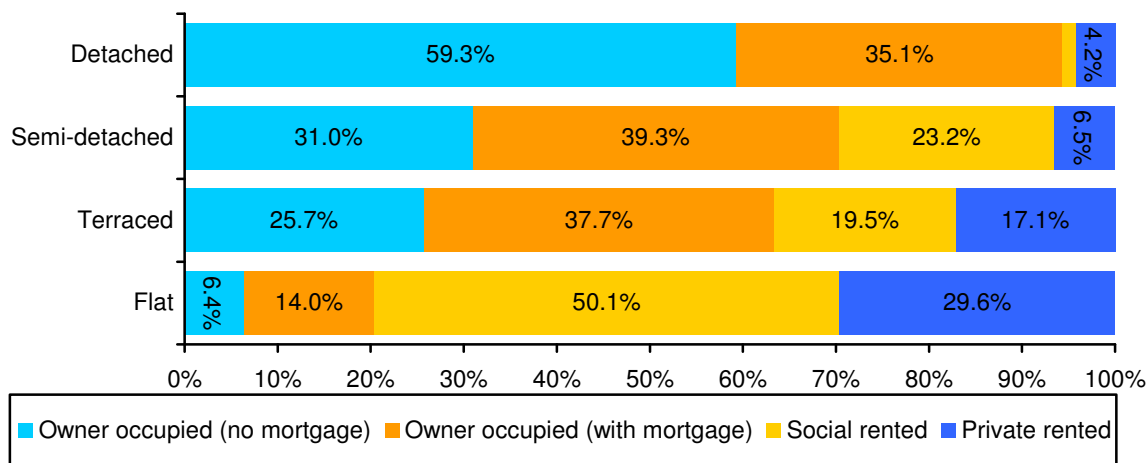
<i>Dwelling type</i>	<i>Number of households</i>	<i>% of households</i>
Detached house	12,428	35.7%
Detached bungalow	4,768	13.7%
Semi detached house	9,486	27.3%
Semi-detached bungalow	1,691	4.9%
Terraced house	4,125	11.9%
Terraced bungalow	305	0.9%
Purpose built flat	1,429	4.1%
Other flat	575	1.7%
<b>Total</b>	<b>34,806</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

- 4.3 Nearly 78.5% of all housing in Forest of Dean is owned by the household living there, well above the national average. However, it is clear from the chart below that this does not apply to all types of housing; half of all flats (50.1%) are social rented, and a further 29.6% are rented privately.



**Figure 4.1 Tenure split by dwelling type**



Source: Fordham Research Gloucestershire household survey (2009)

### Household type and size

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

Table 4.2 Household type		
<i>Household type</i>	<i>Number of households</i>	<i>% of households</i>
Single pensioner	5,629	16.2%
2+ pensioners	4,609	13.2%
Single non-pensioner	4,236	12.2%
Multiple adult	5,772	16.6%
Couple, no children	6,186	17.8%
Lone parent family	1,739	5.0%
2+ adults, 1 child	2,879	8.3%
2+ adults, 2+ children	3,756	10.8%
<b>Total</b>	<b>34,806</b>	<b>100.0%</b>

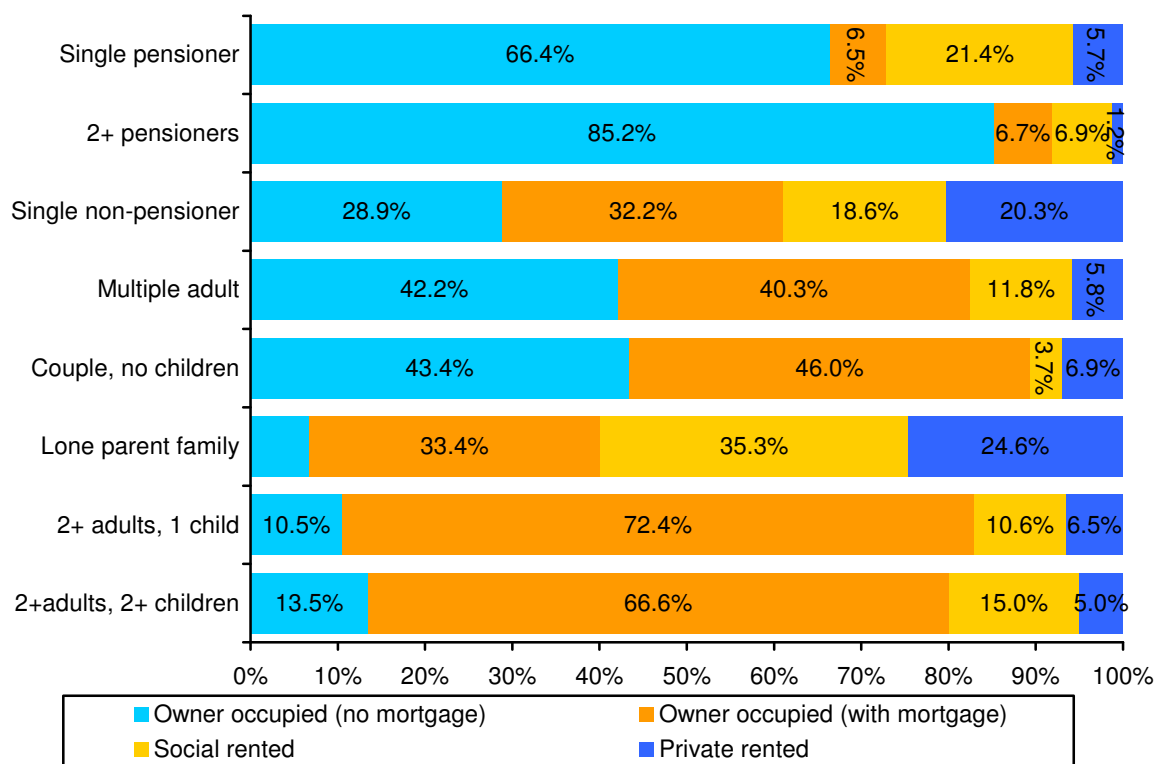
Source: Fordham Research Gloucestershire household survey (2009)

4.5 The figure below shows household type by tenure. As can be seen, there is considerable variation. Lone parent families are much more likely than other household types to live in social rented accommodation, with fewer than half owning their own homes. They are also the group the most likely to live in private rented accommodation.



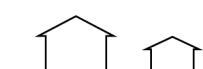
- 4.6 Most families with children had mortgages, while most pensioners owned their own homes and had paid off their mortgage, although a significant proportion of single pensioners lived in social rented housing. Lone parent families and single non-pensioners were much more likely than other household types to rent privately.

**Figure 4.2 Tenure and household type**

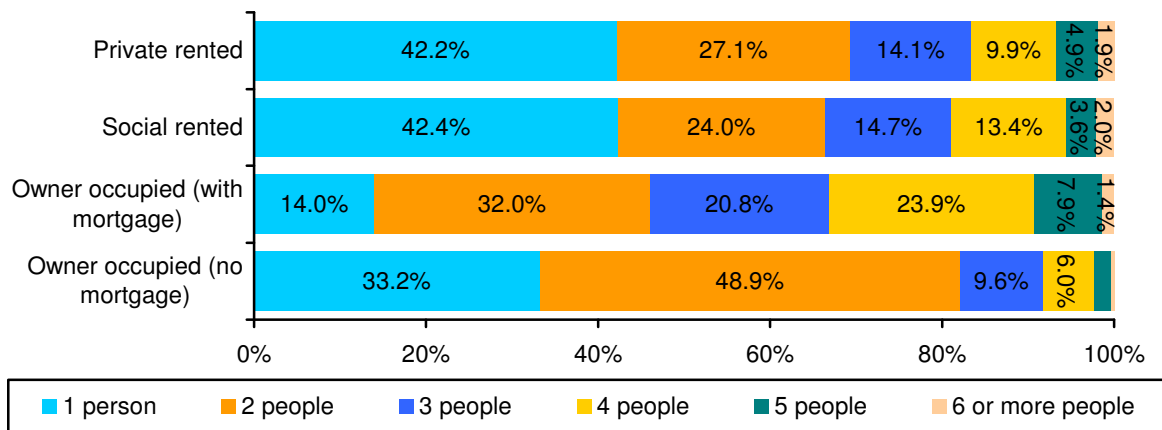


Source: Fordham Research Gloucestershire household survey (2009)

- 4.7 The average (mean) household size in Forest of Dean was estimated from the survey to be 2.11, a little below the most recent national estimates of around 2.4 persons per household. The figure below shows the number of people per household for each tenure. Households with mortgages were found to be the largest.



**Figure 4.3 Tenure and household size**



Source: Fordham Research Gloucestershire household survey (2009)

**Length of residence and recent movers**

4.8 The tables below show the length of residence by tenure for Forest of Dean (from survey data). At the time of the survey an estimated 5,446 households in Forest of Dean (15.6%) had been resident at their current address for less than two years, and 8.2% for less than one year. This figure is substantially lower than the most recent SEH data (for 2007/08) which suggests that on average 10.6% of households (as we can see from the table below) at a point in time will have been resident at their address for less than one year.

4.9 A total of 56.8% of all private renters had moved in the past two years; this compares to just 10.2% of all owner-occupiers.

Table 4.3 Length of residence of household by tenure					
Tenure	Length of residence				Total
	Less than a year	1 to 2 years	2 to 5 years	Over 5 years	
Owner occupied (no mortgage)	2.9%	2.7%	11.2%	83.2%	100.0%
Owner occupied (with mortgage)	6.1%	9.8%	21.0%	63.1%	100.0%
Social rented	13.2%	9.2%	23.1%	54.6%	100.0%
Private rented	37.0%	19.8%	21.1%	22.1%	100.0%
<b>Total</b>	<b>8.2%</b>	<b>7.5%</b>	<b>17.1%</b>	<b>67.3%</b>	<b>100.0%</b>
	<b>2,840</b>	<b>2,606</b>	<b>5,941</b>	<b>23,417</b>	<b>34,804</b>

Source: Fordham Research Gloucestershire household survey (2009)

4.10 In terms of tenure, the most common type of move was from one owner-occupied property to another (2,091 households in the last two years). There was also a fair degree of movement within the private

rented sector (591 households in the last two years). Overall, movement within sectors was more common than movement between them, although there were a significant number of moves (406) from the private rented sector into owner-occupation.

- 4.11 Nearly two fifths (39.5%) of all moves involved the private rented sector – households moving into it, out of it or within it – showing how important the sector is in providing mobility in the housing market. This is particularly clear when it is also considered that only 8.0% of the occupied dwellings in Forest of Dean are estimated to be private rented in total.
- 4.12 Importantly, moves out of the social rented sector into other sectors are relatively rare. The most common tenure for newly forming households is to rent privately (43.4%), while nearly one quarter (24.0%) are able to buy their own homes. However, nearly a third (32.5%) move directly into social renting.

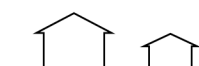
**Table 4.4 Previous tenure by current tenure (households moving in past two years), including those moving both into and within Forest of Dean**

Tenure	Previous tenure				Total
	Owner-occupied	Social rented	Private rented	Newly forming	
Owner-occ. (no mortgage)	<b>722</b>	0	19	102	843
Owner-occ. (w/ mortgage)	<b>1,369</b>	0	387	210	1,966
Social rented	72	<b>400</b>	154	422	1,048
Private rented	284	151	<b>591</b>	563	1,589
<b>Total</b>	<b>2,447</b>	<b>551</b>	<b>1,151</b>	<b>1,297</b>	<b>5,446</b>

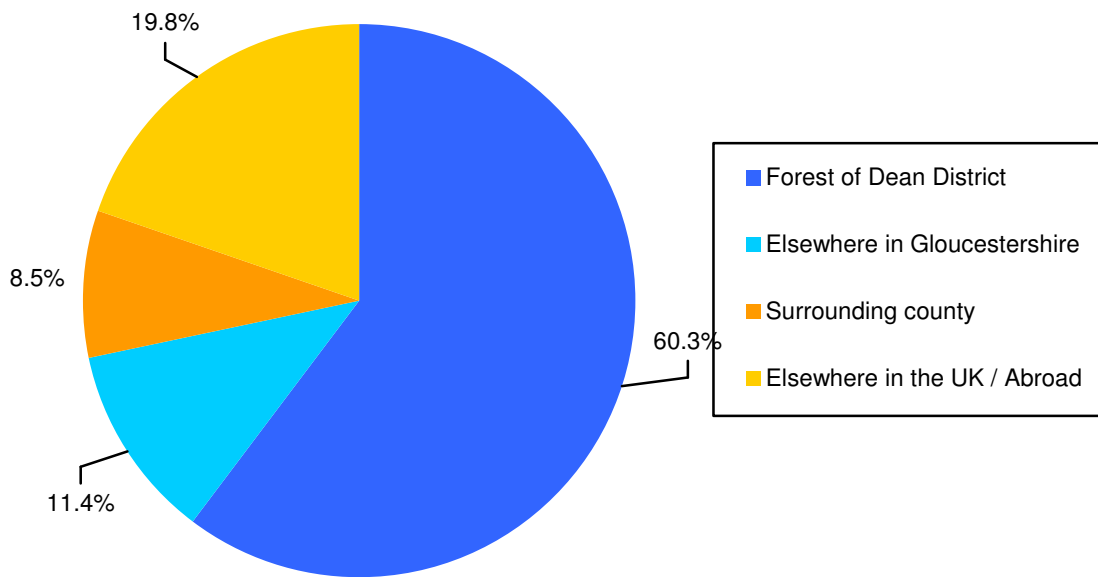
Source: Fordham Research Gloucestershire household survey (2009)

n.b. Households moving within the same broad sector are shown in **bold italic**

- 4.13 It is also possible to look at the previous locations of households who have moved home in the past two years – this is shown in the figure below. In total 60.3% of household moves were from within the District, showing a relatively low level of self-containment, considering the size and rural nature of the area. Of those moving into the District, 11.4% came from other parts of Gloucestershire and 28.3% from elsewhere in the UK and abroad.



**Figure 4.4 Location of previous home of movers in past two years**



Source: Fordham Research Gloucestershire household survey (2009)

- 4.14 It is of interest to look at the characteristics of households arriving in the District from elsewhere, in comparison to those moving within the District. The series of tables which follows summarise the differences between these groups.
- 4.15 The clearest trend is that those from outside the County are much more likely to move into owner-occupation without requiring a mortgage; this may reflect people moving into the area for their retirement.

**Table 4.5 Tenure of households moving in last two years by previous location**

Tenure	Previous Location			All moving households	
	Forest of Dean	Gloucs.	Other		
Owner occupied (no mortgage)	12.1%	9.3%	25.2%	15.5%	843
Owner occupied (w/ mortgage)	29.0%	68.6%	38.1%	36.1%	1,966
Social rented	25.5%	13.4%	8.4%	19.3%	1,050
Private rented	33.4%	8.7%	28.3%	29.2%	1,589
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>5,448</b>

Source: Fordham Research Gloucestershire household survey (2009)

- 4.16 Examining household type, the most notable trend is that 19.5% of households moving into Forest of Dean District from outside Gloucestershire are pensioners, compared to only 9.5% of those moving within Forest of Dean. This again confirms the picture of a substantial owner-occupied retirement market.
- 4.17 Couples with children and multiple adult households are particularly likely to move into Forest of Dean from elsewhere in Gloucestershire; this may reflect households moving from more urban parts of Gloucestershire for family reasons.

Table 4.6 Household types moving in last two years by previous location					
Household type	Previous Location			All moving households	
	Forest of Dean	Gloucs.	Other		
Single pensioner	7.2%	0.0%	8.4%	6.7%	364
2+ pensioners	2.3%	0.0%	11.1%	4.5%	247
Single non-pensioner	21.4%	7.2%	16.7%	18.4%	1,005
Multiple adult	7.1%	30.0%	6.3%	9.4%	515
Couple, no children	22.4%	17.6%	25.9%	22.8%	1,244
Lone parent family	15.0%	0.0%	8.3%	11.4%	620
2+ adults, 1 child	11.4%	16.7%	8.6%	11.2%	613
2+ adults, 2+ children	13.3%	28.5%	14.7%	15.4%	842
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>5,450</b>

Source: Fordham Research Gloucestershire household survey (2009)

- 4.18 Finally, the table below shows median income for each group of movers. Those moving from within Gloucestershire have the highest level of income, but those moving from outside Gloucestershire do have higher savings, which would fit the pattern identified above of in-migration from retired households able to buy property outright.

Table 4.7 Income and savings of moving households		
Previous location	Median income	Median savings
Forest of Dean	£15,284	£203
Gloucestershire	£32,665	£1,770
Other	£24,223	£2,797
<b>All moving households</b>	<b>£19,932</b>	<b>£621</b>



Source: Fordham Research Gloucestershire household survey (2009)

## Overcrowding and under-occupation

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

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

Number of bedrooms required	Number of bedrooms in home				Total
	1	2	3	4+	
1 bedroom	2,651	6,968	8,179	2,824	20,622
2 bedrooms	91	2,208	4,459	2,306	9,064
3 bedrooms	0	345	2,087	1,901	4,333
4+ bedrooms	0	0	357	430	787
<b>Total</b>	<b>2,742</b>	<b>9,521</b>	<b>15,082</b>	<b>7,461</b>	<b>34,806</b>

KEY:  Overcrowded households  Under-occupied\* households

Source: Fordham Research Gloucestershire household survey (2009)

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

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

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

- **Overcrowded:** 2.5% of households = 871 households
- **Under-occupied:** 40.0% of households = 13,914 households

4.22 The latest SEH data on overcrowding suggests that nationally around 2.5% of households are overcrowded, the same proportion found here, suggesting that this issue in the Forest of Dean is very similar to what is found across most of the country. However, this is a relatively high level of overcrowding for a rural area.

- 4.23 The table below shows the tenure status of overcrowded and under-occupied households. As can be seen, rented accommodation is much more likely than average to be overcrowded; further investigation shows that 41.3% of all overcrowding in the District is in the social rented sector. Under-occupation, meanwhile, is concentrated in the owner-occupied sectors, especially where there is no mortgage. Further calculations suggest that 93.8% of all under-occupation in the District occurs in owner-occupied properties.

Table 4.9 Tenure of overcrowded and under-occupied households					
Tenure	Occupancy level			All households	
	Overcrowded	(neither)	Under-occupied*		
Owner-occ.(no mortgage)	0.7%	43.1%	56.2%	100.0%	14,930
Owner-occ.(w/ mortgage)	2.6%	59.8%	37.6%	100.0%	12,378
Social rented	7.7%	82.7%	9.6%	100.0%	4,700
Private rented	3.3%	81.9%	14.8%	100.0%	2,798
<b>Total</b>	<b>2.5%</b>	<b>57.5%</b>	<b>40.0%</b>	<b>100.0%</b>	<b>34,806</b>

Source: Fordham Research Gloucestershire household survey (2009)

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

- 4.24 The most frequently overcrowded households are those containing children, and also multiple adult households (those containing three or more adults but no couples).

- 4.25 Pensioner households are very rarely overcrowded, but often under-occupied, with nearly two thirds of multiple pensioner households falling into this category. Couples without children also show a very high level of under-occupation, at 67.8%. It should be borne in mind, however, that this group will include some couples likely to have children in the future.

Table 4.10 Overcrowding and under-occupation by household type					
	Overcrowded	(neither)	Under-occupied*	Total	
Single pensioner	0.0%	56.4%	43.6%	100.0%	5,629
2+ pensioners	0.0%	38.6%	61.4%	100.0%	4,609
Single non-pensioner	0.0%	64.5%	35.5%	100.0%	4,236
Multiple adult	9.5%	64.5%	25.9%	100.0%	5,772
Couple, no children	0.0%	32.2%	67.8%	100.0%	6,186
Lone parent family	0.0%	96.7%	3.3%	100.0%	1,739
2+ adults, 1 child	2.6%	74.3%	23.1%	100.0%	2,880
2+ adults, 2+ children	6.6%	74.4%	19.0%	100.0%	3,756
<b>Total</b>	<b>2.5%</b>	<b>57.5%</b>	<b>40.0%</b>	<b>100.0%</b>	<b>34,807</b>

Source: Fordham Research Gloucestershire household survey (2009)

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



### Economic status

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

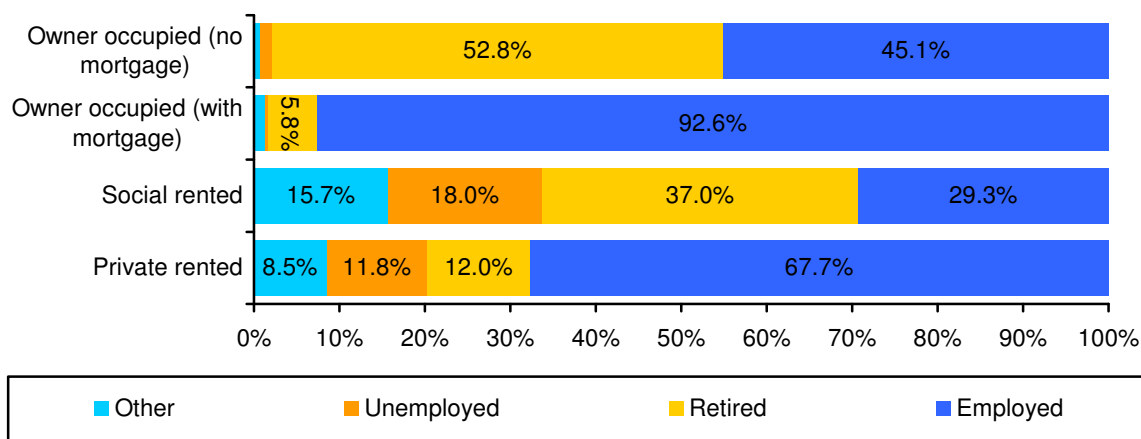
Table 4.11 Economic Status – Classification of households	
Classified as	Description of Household
Employed	At least one employed person.
Retired	No employed people, but at least one retired person.
Unemployed	No employed or retired people, but at least one unemployed person.
Other	No employed, retired or unemployed people. An example of this could be a household containing only students, or those with a long term limiting illness.

Source: Fordham Research

4.27 The figure below summarises economic status by tenure; as can be seen there is considerable variation. Those with mortgages are, as might be expected, almost all in employment, and the same is true to a lesser extent of those renting privately.

4.28 Only 29.3% of those in social rented housing are employed, with 37.0% retired. One third (33.7%) of households in this tenure contain no employed or retired people.

**Figure 4.5 Tenure and economic status of household**



Source: Fordham Research Gloucestershire household survey (2009)

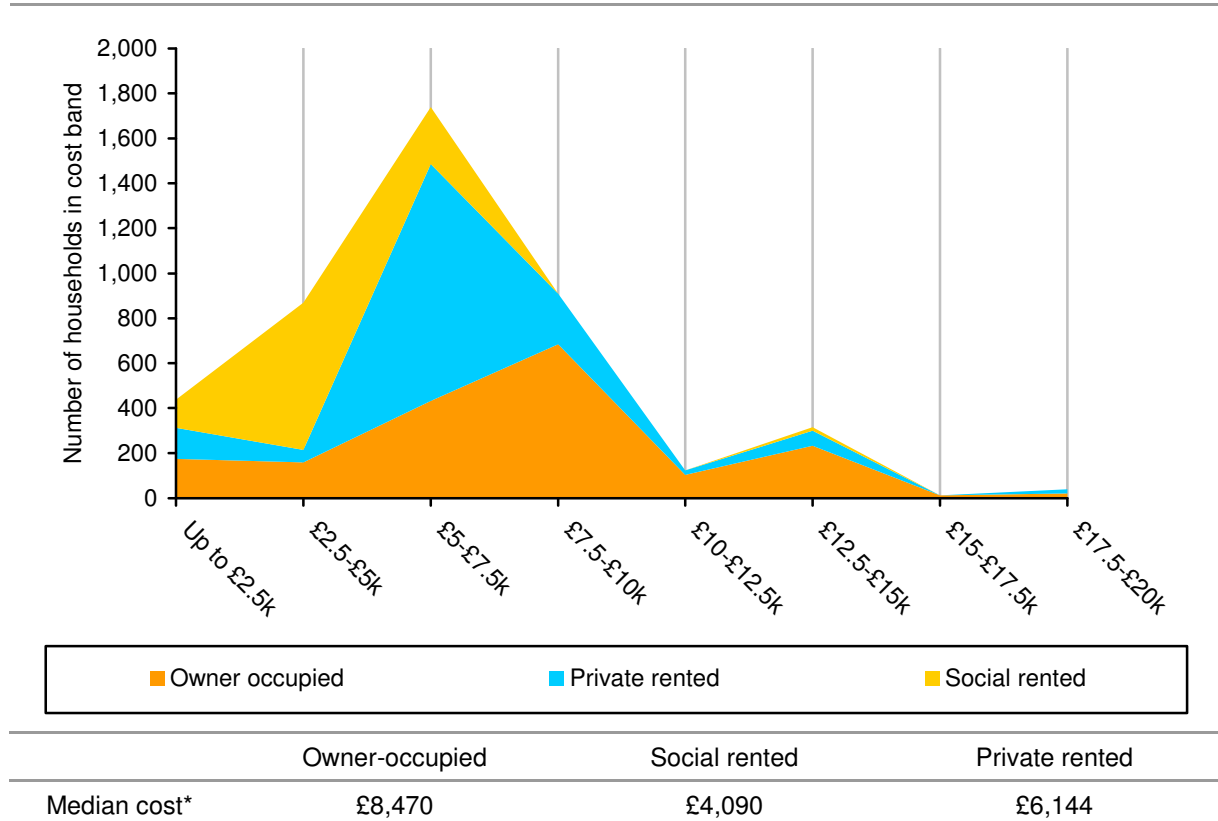
### Housing costs

4.29 The survey asked a series of questions about how much households currently pay for their housing, including service charges. The chart below shows estimates of the amount of rent/mortgage paid by



households by tenure. Figures exclude owner-occupiers without a mortgage, who in most cases have no housing costs. The analysis has been restricted to those moving in the last two years, since the cost of a mortgage diminishes with time.

**Figure 4.6 Distribution of housing costs, including service charges, by tenure – those households moving in the last two years**



Owner occupied	Private rented	Social rented
----------------	----------------	---------------

	Owner-occupied	Social rented	Private rented
Median cost*	£8,470	£4,090	£6,144

Source: Fordham Research Gloucestershire household survey (2009) \* annual, including any service charges

4.30 The chart shows clearly the difference in costs between the three main tenures; owner-occupiers report about double the median annual cost of social renters, with private renters between the two. Owner-occupation, however, covers a much wider cost range.

## Summary

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

- Almost half of households lived in detached accommodation, while only 4.1% lived in flats, compared to 17% nationally.
- About 29.4% of all households are 'pensioner-only', while 24.1% contain children.
- Analysis of household moves in the last two years shows that private rented tenants are the most mobile; around 56.8% had moved home in the past year, compared to just 10.2% of owner-occupiers.
- 39.5% of all moves involved the private rented sector – households moving into it, out of it or within it – despite only 8.0% of dwellings in the District being in this sector.
- The level of overcrowding recorded in Forest of Dean, at 2.5%, is in line with the national average of 2.5%, although this is unusual for a rural area.
- The proportion of households containing an employed person varied significantly across tenures. While nearly all (92.6%) of households with a mortgage contained an employed person, this fell to 29.3% in the social rented sector. 52.8% of owner-occupiers without a mortgage were retired.
- Those buying with a mortgage had the highest housing costs, at a median of £8,470 per annum, while those renting privately paid less at £6,144, although still far more than social renters, at £4,090.

## 5. Financial information

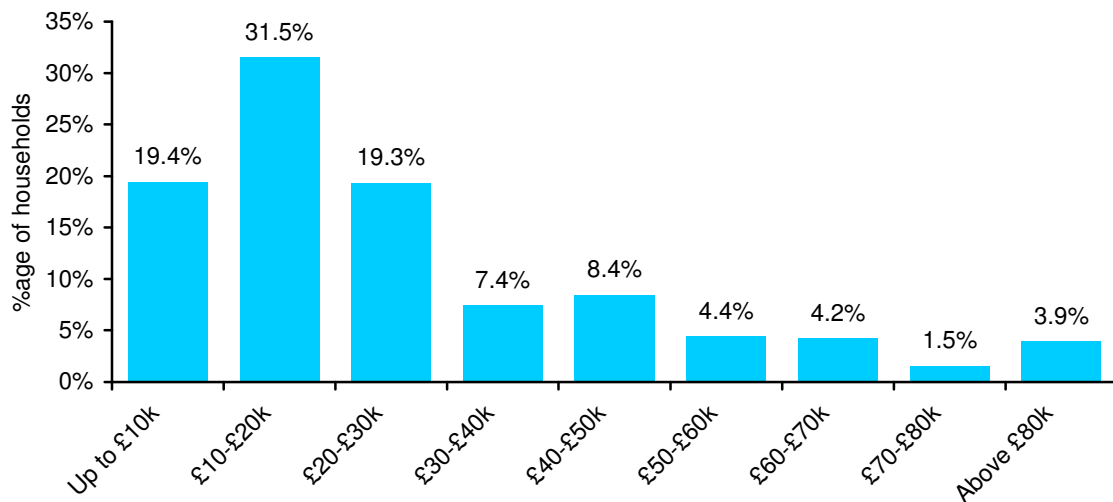
### Introduction

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

### Household income

- 5.2 The response to the survey income question was good with 80.6% of respondents answering this question. Survey results for household income in Forest of Dean estimate the median gross household income level to be £19,765 per annum, excluding any housing related benefits. It is worth noting that households containing at least one person in current employment had a median income of £28,288. The figure below shows the distribution of income among households in the District.

**Figure 5.1 Distribution of gross household income\***



Source: Fordham Research Gloucestershire household survey (2009) \* Including non-housing related benefits

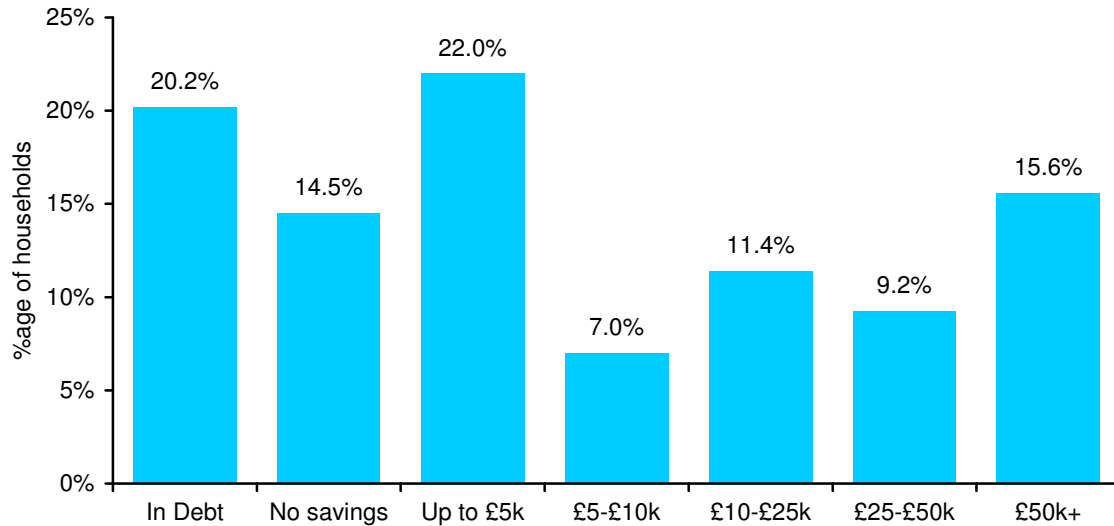
### Household savings and equity

- 5.3 The response to the survey savings question was also good with 79.3% of respondents answering this question. The median level of household savings was £3,038. The figure below shows the distribution of savings in the District.



5.4 It can be seen that just over a third (34.7%) of households in Forest of Dean either have no savings or are in debt, but that those that do have savings frequently have access to a significant amount of funds.

**Figure 5.2 Distribution of household savings**



Source: Fordham Research Gloucestershire household survey (2009)

5.5 The survey also collected information about the amount of equity owner-occupiers have in their property. The average household that owned their property (with or without a mortgage) had a median of £144,727 of equity; this rose to £180,064 for the households who had paid off their mortgage.

5.6 Among owner-occupiers in the District (including those living in shared ownership properties), about 2.4% (653) were found to be in negative equity, and a further 3.4% (921) had no equity.

### Household characteristics and income

5.7 The table below shows median income, savings and equity by tenure. Those with mortgages, as expected, have the highest incomes, while those in owner-occupied accommodation without a mortgage (often retired) have lower incomes but much higher savings.

5.8 Those in rented accommodation have much lower levels of savings, and particularly in the social rented sector, lower incomes also.

Table 5.1 Household financial information by tenure

Tenure	Median income*	Median savings	Median equity
Owner-occupied (no mortgage)	£18,148	£21,716	£180,064
Owner-occupied (with mortgage)	£31,281	£912	£88,161
Social rented	£8,831	£204	-
Private rented	£15,049	£248	-
<b>All households</b>	<b>£19,765</b>	<b>£3,038</b>	<b>£144,727</b>

Source: Fordham Research Gloucestershire household survey (2009) \* Annual gross excluding any housing-related benefits

5.9 The figure below looks at median incomes by household type. As might be expected, households containing two or more adults of working age have by far the highest incomes overall. Single non-pensioners and families with two or more children had the highest incomes per adult. The lowest incomes per adult are found among pensioners, lone parent families, and multiple adult households.

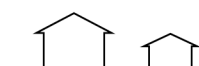
Figure 5.3 Median incomes by household type



Source: Fordham Research Gloucestershire household survey (2009)

### Other financial information

5.10 In addition to the information collected about income, savings and equity the survey form asked households whether they had access to any other financial resources which might be able to be used



towards a deposit on a property (and if so – how much). The vast majority of households (91.8%) stated that they had no further access to financial resources other than those already analysed.

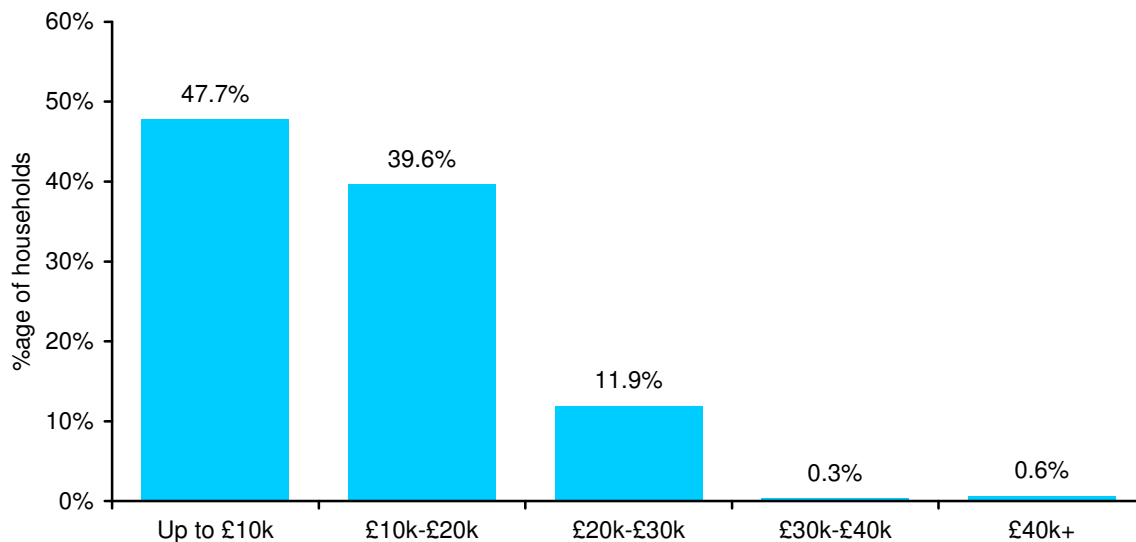
5.11 Despite the majority having no access to financial resources, the minority that do (for example borrowing from relatives) have access to a median level of £10,862 from sources other than savings and equity, and about 26.5% of this group has more than £40,000 available. It is therefore possible that such additional funds will be able to help a small number of households to afford suitable market housing without the need for any subsidy.

### Newly forming households’ financial situation

5.12 There are an estimated 3,523 households in the District who need or are likely to move from within an existing household in the District over the next two years. The housing preferences and expectations of these households have been reviewed in previous chapters. In addition to the future preferences and expectations of newly forming households, the survey form collected a series of data about these households’ financial situation, which is presented here.

5.13 The table below shows the estimated income levels of newly forming households. The table shows that income distribution is heavily concentrated in the lower income brackets with 47.7% having an income of below £10,000. The median income is estimated at just £9,664.

**Figure 5.4 Distribution of household income\* of newly forming households**



Source: Fordham Research Gloucestershire household survey (2009) \* Annual gross income including any non-housing related benefits

5.14 In addition, newly forming households were asked about any other financial resources which might be available for a deposit/bond when buying or renting a home.

- 5.15 It is estimated that newly forming households will have access to funds amounting to an average (median) of £1,205. There is however significant variation between different households in terms of likely financial resources available with 58.5% stating that they have no money to use as a deposit/bond and 7.1% having more than £10,000.
- 5.16 Given the level of income and savings shown for newly forming households from the survey data it is clear that many will have difficulty accessing the housing market without some form of subsidy. However, as recognised by Guidance, this group of households can have rapidly changing financial situations and therefore to rely solely on the information provided here may not properly reflect the ability to afford of this important group.

*“It is difficult to estimate the incomes of future newly forming households... even if the information is accurate at the time of the fieldwork, the picture may well be different by the time the household moves to separate accommodation, because these are mainly young people whose circumstances change quickly.” (Local Housing Needs Assessment: A Guide to Good Practice, DETR (2000), p.62)*

- 5.17 Therefore the survey form also asked a ‘subjective’ question about future affordability. In response to this question 51.2% of newly forming households stated that they would not be able to afford market housing without some sort of subsidy (e.g. Local Housing Allowance).

## Summary

- 5.18 The collection of financial information is a fundamental part of any assessment of housing need and future housing demand. The survey estimates that median annual gross household income (including non-housing benefits) in Forest of Dean is £19,765. This figure conceals wide variations among different tenure groups with households in social rented housing showing average incomes significantly of less than half the District average.
- 5.19 Savings are considerably more variable; the District median level of savings is £3,038; however those who own their own homes without a mortgage have average savings of £21,716, while private renters have just £248 on average.
- 5.20 Newly forming households generally have significantly lower income levels than existing households; they also have low levels of funds for a deposit, although this may of course change quickly. However, more than half (51.2%) of newly forming households believe that they will not be able to afford market housing without some form of subsidy.



## SECTION B: HOUSING NEED

This section sets out the calculation of housing need, and analyses the housing issues of particular groups.



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## 6. Guidance

### Introduction

- 6.1 The two chapters following this one study the need for affordable housing in Forest of Dean (both in terms of a backlog of need and likely future needs). This initial chapter sets out some key definitions which are central to both of the following chapters. Where appropriate, definitions have been drawn from the CLG Strategic Housing Market Assessments Guidance of March and August 2007 and PPS3.

### Housing need

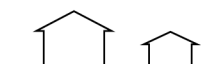
- 6.2 Housing need is defined as the number of households who lack their own housing or who live in unsuitable housing and who cannot afford to meet their housing needs in the market.
- 6.3 In this assessment we have fully followed the Guidance's definition of unsuitable housing. In addition we have considered those types of unsuitability which will require a move to a different dwelling prior to applying the affordability test. The most common such category is overcrowding.

### Newly arising need

- 6.4 Newly arising (or future) need is a measure of the number of households who are expected to have an affordable housing need at some point in the future (measured annually). In this assessment we have used survey data about past household moves (along with affordability) to estimate future needs. In line with the Guidance we have split future needs into two groups – newly forming households and existing households.
- 6.5 An estimate of the likely future supply of affordable housing is also made (drawing on secondary data sources about past lettings). The future supply of affordable housing is subtracted from the future need to make an assessment of the net future need for affordable housing. In this report we have also estimated the likely supply of Local Housing Allowance (LHA) supported private rented housing so as to provide an alternative output regarding suggested future provision.

### Affordability

- 6.6 Affordability is assessed using survey data regarding the full range of financial information available along with an estimate of a household's size requirements and the cost of suitable market housing (to either buy or rent). Separate tests are applied for home ownership and private renting and are summarised below (both tests are fully in line with the advice given in the Guidance):



- **Assessing whether a household can afford home ownership** - A household is considered able to afford to buy a home if it costs 3.5 times the gross household income. Allowance is also made for any access to capital that can be used towards home ownership (e.g. savings or equity). The assessment does not consider the affordability of any service charges associated with the property.
- **Assessing whether a household can afford market renting** - A household is considered able to afford market rented housing in cases where the rent payable would constitute no more than 25% of gross income.

### Affordable housing

- 6.7 Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should be at a cost which is below the costs of housing typically available in the open market and be available at a sub-market price in perpetuity (although there are some exceptions to this such as the Right-to-Acquire).

### Summary

- 6.8 A key element of this report is an assessment of both current and future affordable housing needs. There are a number of definitions which are central to making estimates of need (such as definitions of housing need, affordability and affordable housing). All definitions used in this report are consistent with guidance given in the CLG Strategic Housing Market Assessments Guidance of March and August 2007 and PPS3. The following two chapters consider current and future housing need, and are followed by a chapter combining the two to create an overall annual need figure.

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# 7. Current need

## Introduction

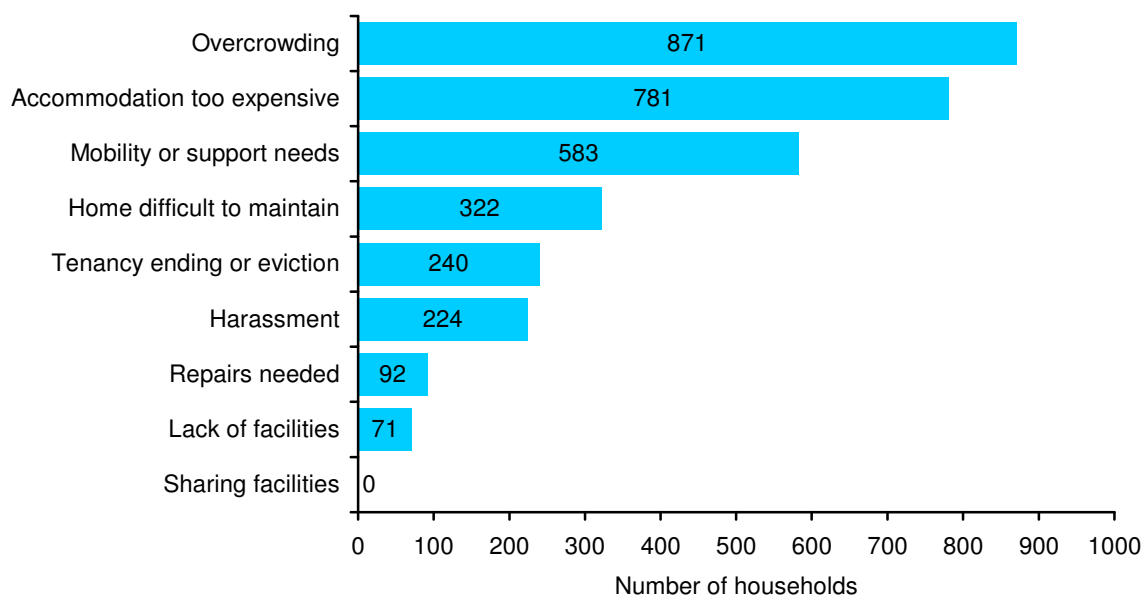
- 7.1 This chapter of the report assesses the first two stages of the needs assessment model – Current Need. This begins with an assessment of housing suitability and affordability and also considers homeless households before arriving at a total current need estimate (gross). An assessment of the stock available to offset this need follows, which then enables the net current need estimate to be calculated.
- 7.2 It should be noted that the two student households surveyed in Forest of Dean are excluded from all parts of the analysis of need, since the majority of these households are likely to be temporary residents, and even if local residents their financial and housing need situation during their course (at the time of the survey) will not reflect their likely future situation.

## Unsuitable housing

- 7.3 A key element of housing need is an assessment of the suitability of a household's current housing. The CLG Guidance sets out a series of nine criteria for unsuitable housing - which are followed in this report. Unsuitability is recorded through respondents identifying a serious problem (as opposed to just a problem) with their current accommodation, although over-crowding is calculated through the bedroom standard (see Glossary).
- 7.4 It should be noted that the approach taken does vary slightly from CLG Guidance in that overcrowding is treated as a form of unsuitable housing, rather than being counted as a separate source of housing need. This change has been made to avoid double-counting of households that are both overcrowded and in unsuitable housing for other reasons.
- 7.5 It is estimated that a total of 2,397 households are living in unsuitable housing. This represents 6.9% of all households in the District. The figure below shows a summary of the numbers of households living in unsuitable housing (ordered by the number of households in each category). It should be noted that the overall total of reasons for unsuitability shown in the figure is greater than the total number of households with unsuitability, as some households have more than one reason for unsuitability.
- 7.6 The most common causes of unsuitability in housing in Forest of Dean relate to overcrowding, although, although cost and mobility or support needs were also major factors. It is important to note that 'harassment' here is self-defined by survey respondents, and is not a count of formally reported, alleged or proven cases of harassment.



**Figure 7.1 Reasons for unsuitability of housing in Forest of Dean**



Source: Fordham Research Gloucestershire household survey (2009)

7.7 The table below shows unsuitable housing by tenure. The patterns emerging suggest that households living in rented accommodation are more likely to be in unsuitable housing than owner-occupiers, especially if living in private rented housing. Despite the fact that only 4.4% of those in owner-occupied housing are in unsuitable housing, because of the large numbers of such properties they make up 50.0% of all unsuitable housing in the District.

**Table 7.1 Unsuitable housing and tenure**

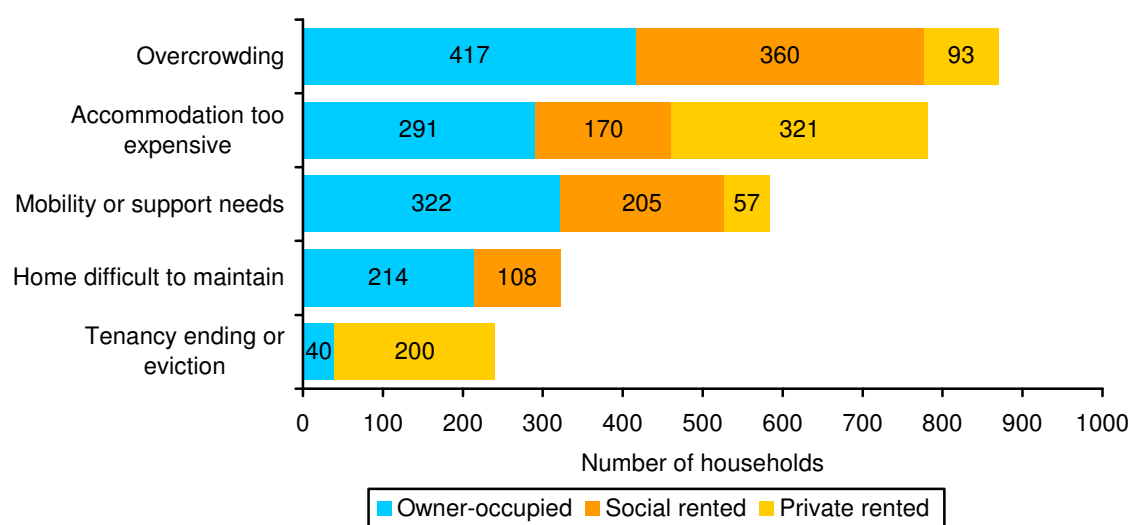
Tenure	Unsuitable housing				
	Unsuitable housing	Not unsuitable housing	Total households	% of tenure unsuitable housing	% of all unsuitable housing
Owner occupied (no mortgage)	292	14,606	14,898	2.0%	12.2%
Owner occupied (w/ mortgage)	907	11,447	12,354	7.3%	37.8%
Social rented	706	3,994	4,700	15.0%	29.5%
Private rented	492	2,306	2,798	17.6%	20.5%
<b>Total</b>	<b>2,397</b>	<b>32,353</b>	<b>34,750</b>	<b>6.9%</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

7.8 The five most important reasons for unsuitability of housing in Forest of Dean are broken down in the chart below by tenure. As can be seen, there is significant variation between tenures.

- 7.9 In particular, expense of accommodation is by far the most important reason for unsuitability of housing in the private rented sector, while the majority of those with housing problems relating mobility or support needs own their own homes. Overcrowding exists in all tenures, but is a much more common reason for unsuitability in the social rented sector.
- 7.10 Tenancy ending and eviction are primarily issues affecting the private rented sector, while those having difficulty in maintaining their home are mostly owner-occupiers.

**Figure 7.2 Major unsuitable housing categories by tenure**



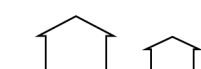
Source: Fordham Research Gloucestershire household survey (2009)

- 7.11 The highest proportion of households living in unsuitable housing is found in the central part of the District. The lowest proportion of unsuitable housing is in Forest of Dean South.

**Table 7.2 Unsuitable housing and sub-area**

Tenure	Unsuitable housing			
	In unsuitable housing	Total households	% of housing in area unsuitable	% of all unsuitable hsg.
Forest of Dean South	283	4,906	5.8%	11.8%
Forest of Dean Central	1,594	20,593	7.7%	66.5%
Forest of Dean North	520	9,251	5.6%	21.7%
<b>Average</b>	<b>2,397</b>	<b>34,750</b>	<b>6.9%</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)



## 'In-situ' solutions

- 7.12 The survey has highlighted that 2,397 households in the District are in unsuitable housing. However it is most probable that some of the unsuitability can be resolved in the households' current accommodation. Households living in housing deemed unsuitable for the following reasons were not considered to have an in-situ solution: end of tenancy, accommodation too expensive, overcrowding, sharing facilities, or harassment.
- 7.13 The survey data therefore estimates that of the households in unsuitable housing, 1,866 (or 77.9%) do not have an in-situ solution and therefore require a move to alternative accommodation.

## Affordability

- 7.14 Using the affordability methodology set out in the previous chapter it is estimated that 69.4% of the households needing to move out of unsuitable housing cannot afford to buy or rent on the open market. There are, therefore, 1,295 existing households in Forest of Dean classified as being in current housing need. This represents 3.6% of all existing households in the District.
- 7.15 The table below shows the tenure of the 1,295 households currently estimated to be in housing need. The results show that the vast majority of housing need occurs in social rented housing, with remainder split almost equally between and private rented housing and those who own their own home with a mortgage.
- 7.16 Those households in private rented housing are much more likely than average to be in housing need; 14.0% are in this situation compared to 3.7% of households as a whole. In social rented housing, the proportion in need is lower, at 11.7%.

**Table 7.3 Housing need and tenure**

<i>Tenure</i>	<i>Housing need</i>				
	<i>In need</i>	<i>Not in need</i>	<i>Total</i>	<i>% of tenure in need</i>	<i>% of all need</i>
Owner-occupied (no mortgage)	0	14,898	14,898	0.0%	0.0%
Owner-occupied (w/ mortgage)	356	11,998	12,354	2.9%	27.5%
Social rented	548	4,153	4,701	11.7%	42.3%
Private rented	391	2,407	2,798	14.0%	30.2%
<b>Total</b>	<b>1,295</b>	<b>33,456</b>	<b>34,751</b>	<b>3.7%</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

- 7.17 For the purposes of the Housing Needs Assessment, households considered to be in housing need have been split into two categories: current occupiers of affordable housing in need (including shared ownership), and households from other tenures in need. Some 548 households fall into the former category and 747 into the latter category.

### Homeless households

- 7.18 The Housing Needs Assessment is a 'snapshot' survey that assesses housing need at a particular point in time. There will, in addition to the existing households in need, be some homeless households who were in need at the time of the survey and should also be included within any assessment of backlog need.
- 7.19 To assess the number of homeless households we have used information provided via Section E6 of the Councils' P1(E) Homeless returns. It is important to note that this is a snapshot of the situation as at 31<sup>st</sup> March 2009.

Table 7.4 Homeless households accommodated by authority	
Category	Number of households
<u>Bed and breakfast</u>	<u>3</u>
<u>Hostel</u>	<u>0</u>
LA/RSL stock	7
Private sector leased	0
Other types	0
<b>Total</b>	<b>10</b>

Source: CLG Homelessness Data (Q1 2009)

- 7.20 Not all of the categories in the above table are added to our assessment of existing and newly forming households in need. This is because, in theory, they will be part of our sample for the survey. For example, households housed in Council accommodation should already be included as part of the housing need – such household addresses should appear on the Council Tax file from which the sample was drawn. After considering the various categories, we have decided there are two which should be included as part of the homeless element. These have been underlined in the table above. Therefore of the homeless households identified in the P1E form, three shall be considered as in housing need.



## Total current need

- 7.21 The table below summarises the first stage of the overall assessment of housing need as set out by the CLG. The data shows that there are an estimated 1,298 households in need. Newly forming households will be taken into account as part of the future need calculation in the next chapter.

Table 7.5 Backlog of housing need		
Step	Notes	Output
1.1 Homeless households and those in temporary accommodation		3
1.2 Overcrowding and concealed households	Two steps taken together	1,295
1.3 Other groups		
1.4 equals Total current housing need (gross)	1.1 + 1.2 + 1.3	1,298

Source: Fordham Research Gloucestershire household survey (2009), CLG Homelessness Data (Q1 2009)

## Available stock to offset need

- 7.22 The next stage in the backlog considers the stock available to offset the current need. This includes stock from current occupiers of affordable housing in need, surplus stock from vacant properties and committed supply of new affordable units. Units to be taken out of management are removed from the calculation.
- 7.23 Firstly, it is important when considering net need levels to discount the 548 households in need that already live in affordable housing. This is because the movement of such households to more suitable dwellings within the affordable housing stock will have an overall nil effect in terms of housing need.

## Surplus stock

- 7.24 A certain level of vacant dwellings is normal as this allows for transfers and for work on properties to be carried out. The Guidance suggests that if the vacancy rate in the affordable stock is in excess of 3% then these should be considered as surplus stock which can be included within the supply to offset need. Forest of Dean recorded a vacancy rate in the social rented sector of only 0.4% in the 2008 Housing Strategy Statistical Appendix (HSSA), so no supply from this source is recorded.



### Committed supply of new affordable units

- 7.25 The Guidance recommends that this part of the assessment includes 'new social rented and intermediate housing which are committed to be built over the period of the assessment'. For the purposes of analysis we have taken 2008 HSSA data showing the number of planned and proposed affordable units for the period 2008 - 2010 as a guide to new provision.
- 7.26 Overall the 2008 HSSA data suggests that there are 120 affordable dwellings planned or proposed for this two year period, of which 36 are shared ownership. No intermediate rented housing is proposed.

### Units to be taken out of management

- 7.27 The Guidance states that this stage 'involves estimating the numbers of social rented or intermediate units that will be taken out of management'. The main component of this figure is usually properties which are expected to be demolished (or replacement schemes that lead to net losses of stock). At the time of writing, no significant demolition schemes have been brought to our attention and therefore this figure is assumed to be zero.

### Total available stock to offset need

- 7.28 Having been through a number of detailed stages in order to assess the total available stock to offset need in the District, we can now bring together all pieces of data to complete this part of the needs assessment. The data (in the table below) shows that there are an estimated 668 properties available to offset the current need.

Step	Notes	Output
3.1 Affordable dwellings occupied by households in need		548
3.2 Surplus stock		0
3.3 Committed supply of affordable housing		120
3.4 Units to be taken out of management		(0)
3.5 Total affordable housing stock available	3.1+3.2+3.3+3.4	668

Source: Fordham Research Gloucestershire household survey (2009), Forest of Dean Council HSSA return (2008)

### Total backlog (current) need

- 7.29 In the tables above it is estimated that there is a current need to provide 1,298 units of affordable housing to meet the backlog of need. Current sources are estimated to be able to provide 668 of these units leaving an estimated shortfall of around 630 units of affordable housing.



## Summary

- 7.30 Survey data suggests that around 2,397 households in the District (6.9%) are currently living in unsuitable housing. Of these, it was estimated that 1,866 (77.9%) would need to move home to find a solution to the unsuitability.
- 7.31 Within this group, an estimated 69.4% could not afford to buy or rent market housing without some form of subsidy and are therefore considered to be in housing need, totalling 1,295 households. Households in the social rented sector were most likely to be in housing need, making up around 42.3% of all households in current need in the District.
- 7.32 Taking into account the number of homeless households who would not have been picked up by the household-based survey, 3 additional households, the total backlog (current) need consists of 1,298 households.
- 7.33 It is estimated that at the time of the survey there was a current or immediately proposed stock of affordable housing of 668 dwellings which could be used to meet this need (including dwellings becoming available as households in the social rented sector move to different dwellings). Hence it was estimated that the net backlog of need for affordable housing is for approximately 630 units (1,298 – 668 = 630).

## 8. Future need

### Introduction

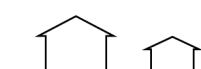
- 8.1 In addition to the current needs discussed so far in this report there will be future need. This is split, as per CLG Guidance, into two main categories, the first taking account of the need generated by households likely to be created in the next two years (i.e. people leaving home and forming new households), and the second taking account of need likely to be generated by the movement of existing households. These are as follows:
- New households formation (× proportion unable to buy or rent in market)
  - Existing households falling into need
- 8.2 There will be a flow of affordable housing to meet this need. Calculation of the future supply of affordable units follows this analysis; this consists of the annual supply of social re-lets and intermediate housing. The following sections deal with these points in detail.
- 8.3 As in the previous chapter, student households (those containing only students) are excluded from this analysis.

### New household formation

- 8.4 The estimate of the number of newly forming households in need of affordable housing is based on an assessment of households that have formed over the past two years. Such an approach is preferred to studying households stating likely future intentions as it provides more detailed information on the characteristics of these households contributing to this element of newly arising need.
- 8.5 The table below shows details of the derivation of new household formation. The table begins by establishing the number of newly forming households over the past two years – an affordability test is then applied.

Table 8.1 Derivation of newly arising need from new household formation		
<i>Aspect of calculation</i>	<i>Number</i>	<i>Sub-total</i>
Number of households moving in past two years		5,447
Minus households NOT forming in previous move	– 4,150	1,297
Times proportion unable to afford		58.8%
Estimate of newly arising need		762
Annual estimate of newly arising need		381

Source: Fordham Research Gloucestershire household survey (2009)



8.6 The table above shows that an estimated 1,297 households have been newly formed within the District over the past two years (649 per annum). Of these it was estimated that 381 per annum were unable to afford market housing without some form of subsidy – this represents the annual estimate of the number of newly forming households falling into need.

### Existing households falling into need

8.7 This is an estimate of the number of existing households who will fall into housing need over the next two years (and then annualised). The basic information for this is households who have moved home within the last two years and affordability. A household will fall into need if it has to move home and is unable to afford to do this within the private sector (examples of such a move will be because of the end of a tenancy agreement). A household unable to afford market rent prices but moving to private rented accommodation may have spent more than a quarter of their gross income on housing, which is considered unaffordable. Alternatively they might have to claim Local Housing Allowance to avoid this situation.

8.8 Households previously living with parents, relatives or friends are excluded as these will double-count with the newly forming households already considered in the previous table. The data also excludes moves between social rented properties. Households falling into need in the social rented sector have their needs met through a transfer to another social rented property, hence releasing a social rented property for someone else in need.

8.9 The number of households falling into need in the social rented sector should therefore, over a period of time, roughly equal the supply of ‘transfers’ and so the additional needs arising from within the social rented stock will be net zero.

8.10 The table below shows the derivation of existing households falling into need.

Table 8.2 Derivation of newly arising need from existing households		
<i>Aspect of calculation</i>	<i>Number</i>	<i>Sub-total</i>
Number of households moving in past two years		5,447
Minus households forming in previous move	- 1,297	4,150
Minus households transferring within affordable housing	- 400	3,749
Times proportion unable to afford		22.5%
Estimate of newly arising need		845
Annual estimate of newly arising need		423

Source: Fordham Research Gloucestershire household survey (2009)

- 8.11 The table above shows that a total of 3,749 existing households are considered as potentially in need (1,875 per annum). Using the standard affordability test for existing households it is estimated that 22.5% of these households cannot afford market housing. Therefore our estimate of the number of households falling into need excluding transfers is 845 households ( $3,749 \times 22.5\%$ ) over the two-year period. Annualised this is 423 households per annum.

### Total newly arising need

- 8.12 The data from each of the above sources can now be put into the needs assessment table below. It indicates that additional need will arise from a total of 804 households per annum.

Table 8.3 Future need (per annum)		
Step	Notes	Output
2.1 New household formation (gross per year)		649
2.2 Proportion of new households unable to buy or rent in the market	Leaves 381	58.8%
2.3 Existing households falling into need		423
2.4 Total newly arising housing need (gross per year)	$2.1 \times 2.2 + 2.3$	804

Source: Fordham Research Gloucestershire household survey (2009)

### The future supply of social rented housing

- 8.13 The table below presents the figures for the supply of lettings (re-lets) from both Council and RSL stock over the past two years supplied by data from CORE for RSL (Registered Social Landlord) stock, and HSSA data for Local Authority stock, excluding internal transfers and temporary or assured shorthold tenancies. Since Forest of Dean has undergone stock transfer to the RSL sector, there have been no Local Authority lettings. The average number of lettings per year over the period considered was 218.

Table 8.4 Analysis of past housing supply – (social rented sector)

	2006/07	2007/08	2008/09
LA – mobility arrangements	0	0	0
LA – new secure tenants	0	0	0
LA – introductory tenancies	0	0	0
LA – other tenancies	0	0	0
LA – transfers from RSL	0	0	0
LA – total (including general needs and supported housing)	0	0	0
RSL general needs – total lettings	299	189	248
RSL general needs – internal transfers / transfers from LA	(151)	(62)	(80)
RSL general needs – total	148	127	168
RSL supported housing – total lettings	83	129	128
RSL supported housing – int. transfers / transfers from LA	(35)	(43)	(50)
RSL supported housing – total	48	86	78
<b>Total</b>	<b>196</b>	<b>213</b>	<b>246</b>

Sources: Forest of Dean District Council HSSA return (2008), CORE Forest of Dean Area Lettings Reports (2006-2009)

### Intermediate supply

- 8.14 In most local authorities, as in Forest of Dean, the amount of intermediate housing (mostly shared ownership) available in the stock is fairly limited as a proportion of the total. However, it is still important to consider to what extent the current supply may be able to help those in need of affordable housing.
- 8.15 Therefore we include an estimate of the number of shared ownership units that become available each year. Since the numbers involved are very small, the survey cannot be relied upon to give a sufficiently accurate figure; instead the supply is estimated from secondary data.
- 8.16 The HCA (Homes and Communities Agency) estimates that there are 158 shared ownership dwellings in Forest of Dean. Given a turnover of 218 dwellings in a stock of 4,700 in the remainder of the social rented sector (4.6%), we might expect that this smaller stock would produce approximately 7 dwellings per annum in turnover.

### Total future supply

- 8.17 The total future supply is estimated to be 225, comprised of 218 social re-lets and 7 intermediate re-lets. This is shown in the table below.

Table 8.5 Future supply of affordable housing (per annum)

<i>Step</i>	<i>Notes</i>	<i>Output</i>
3.6 Annual supply of social re-lets (net)		218
3.7 Annual supply of intermediate housing available for re-let or resale at sub-market levels		7
3.8 Annual supply of affordable housing	3.6 + 3.7	225

Sources: Forest of Dean Council HSSA return (2008), CORE Forest of Dean LA Lettings Reports (2007-09), Fordham Research Gloucestershire household survey (2009)

### Total future need

- 8.18 In the tables above it is estimated that there is likely to be a need to provide 804 units of affordable housing per annum to meet the requirements of newly forming households and households likely to move into social housing in the future. Future re-lets are estimated to be able to provide 225 of these units leaving an estimated shortfall of 579 units per annum.

### Summary

- 8.19 Survey data suggests that 381 new households requiring affordable housing will form each year in the District, and another 423 existing households will fall into need. This latter category consists of those households stating a requirement to move in the near future, but which are unable to afford to do so.
- 8.20 The total gross future need for affordable housing is therefore for 804 units per annum. Based on past turnover rates from CORE and the household survey, supply from turnover in the stock is likely to provide approximately 225 units (7 of which will be intermediate housing).
- 8.21 The annual net future housing need is therefore for 579 units ( $804 - 225 = 579$ ).





# 9. Affordable housing need

## Introduction

- 9.1 The previous two chapters presented the calculation of each of the stages of the needs assessment table. This chapter brings together these stages to present an estimated affordable housing needs figure, based on the CLG model, and also considers the role of intermediate housing. It should be noted that the findings of this model should not be taken as directly determining policy; for a discussion of policy please see Chapter 12.
- 9.2 It should be noted that as in the previous two chapters, students are excluded from the assessment of need.

## Estimate of net annual housing need

- 9.3 The table below shows the final calculation for the Housing Needs Assessment model. This brings together the 16 steps that were calculated in the preceding two chapters.



Table 9.1 Housing needs assessment model for Forest of Dean

Stage and step in calculation	Notes	Number
<b>STAGE 1: CURRENT NEED (Gross)</b>		
1.1 Homeless households and those in temporary accommodation		3
1.2 Overcrowding and concealed households	Two steps taken together	1,295
1.3 Other groups		
1.4 equals Total current housing need (gross)	1.1 + 1.2 + 1.3	1,298
<b>STAGE 2: FUTURE NEED (Gross)</b>		
2.1 New household formation (gross per year)		649
2.2 Proportion of new households unable to buy or rent in the market	Leaves 381	58.8%
2.3 Existing households falling into need		423
2.4 Total newly arising housing need (gross per year)	2.1 × 2.2 + 2.3	804
<b>STAGE 3: AFFORDABLE HOUSING SUPPLY</b>		
3.1 Affordable dwellings occupied by households in need		548
3.2 Surplus stock		0
3.3 Committed supply of affordable housing		120
3.4 Units to be taken out of management		(0)
3.5 Total affordable housing stock available	3.1+3.2+3.3+3.4	668
3.6 Annual supply of social re-lets (net)		218
3.7 Annual supply of intermediate housing available for re-let or resale at sub-market levels		7
3.8 Annual supply of affordable housing	3.6 + 3.7	225

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

- 9.4 Practice Guidance states that these figures need to be annualised to establish an overall estimate of net housing need. The first step in this process is to calculate the net current need. This is derived by subtracting the estimated total stock of affordable housing available (step 3.5) from the gross current need (step 1.4). This produces a net current need figure of 630 (1,298 – 668).
- 9.5 The second step is to convert this net backlog need figure into an annual flow. The Guidance acknowledges that this backlog can be addressed over any length of time although a period of less than five years should be avoided. For the purposes of this study the quota of five years proposed in Guidance will be used. Therefore to annualise the net current need figure it will be divided by five. This calculation results in a net annual quota of households who should have their needs addressed of 126 (630 ÷ 5).

- 9.6 The final step is to sum this net annual quota of households who should have their needs addressed with the total newly arising housing need (step 2.4) and subtract the future annual supply of affordable housing (step 3.8). This leads to an annual need estimate for **705** units (126 + 804 – 225). These figures are summarised in the table below.

Table 9.2 Summary of housing needs situation in Forest of Dean	
<i>Element</i>	<i>Number</i>
Backlog need (annual)	260
Backlog supply (annual)	134
Net backlog need (annual)	126
Future need (annual)	804
Future supply (annual)	225
Net future need (annual)	579
<b>Total net annual need</b>	<b>705</b>
Total gross annual need	1,064
Total gross annual supply	359
<b>Total net annual need</b>	<b>705</b>

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

- 9.7 Alternatively, the meeting of the backlog can be spread over a ten year period, rather than the five year period shown above. If the backlog need is met on this basis, the annual need figure is reduced slightly, from 705 units to 642 units.

### The private rented sector

- 9.8 The Strategic Housing Market Assessments Practice Guidance requires the extent of the use of the private rented sector (through the Housing Benefit or Local Housing Allowance systems) to meet the needs of households in need to be estimated.
- 9.9 We have therefore used survey data to look at the number of new private rented housing lets made over the past two years to those on Housing Benefit or Local Housing Allowance. In Forest of Dean it is estimated that over the past two years 537 such lettings have been made, equating to 269 per annum. However it should be remembered that this is not a secure tenure, unlike social renting. Whilst the private rented sector can provide accommodation for those in housing need, it is far from being an ideal solution to the problem.



## Housing need by sub-area

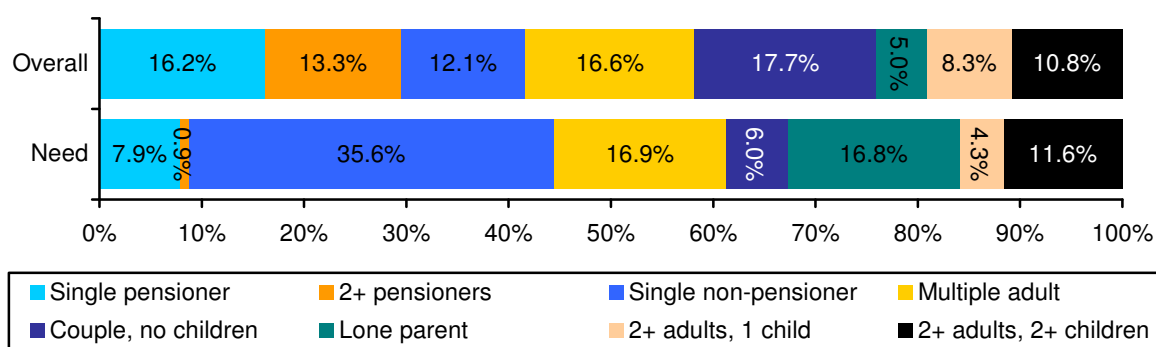
- 9.10 The table below gives an estimate of gross housing need for each of the three sub-areas within the District. It should be noted that this table shows where the need for housing arises (i.e. the current location of the households generating the housing need) rather than determining where within the District it should be met.
- 9.11 By comparing the proportion of households in each sub-area with the proportion of housing need found in that sub-area, we can see that the level of housing need is well above average in the Central sub-area of the District, and below average elsewhere, particularly in the South.

Table 9.3 Annual gross housing need by sub-area				
	<i>Backlog need (Annual gross)</i>	<i>Total need (Annual gross)</i>	<i>% of total need in District</i>	<i>% of households in District</i>
South	10	70	6.6%	14.1%
Central	178	768	72.2%	59.3%
North	72	225	21.2%	26.6%
<b>Total</b>	<b>260</b>	<b>1,063</b>	<b>100.0%</b>	<b>100.0%</b>

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

## Types of household in housing need

- 9.12 The chart below shows the breakdown by household type of the gross annual housing need of households in Forest of Dean, compared with households generally in the District.
- 9.13 The chart shows that single non-pensioners, and households containing children are more likely to be in need than average. In particular, lone parent families make up just 5.0% of all households in Forest of Dean but generate almost a fifth (16.8%) of all housing need, with single non-pensioners in a similar situation. Pensioner households do not generate much of the District's gross housing need in the short to medium term, accounting for just 8.8% of need despite making up nearly a third (29.5%) of households overall.

**Figure 9.1 Annual gross housing need by household type**

Source: Fordham Research Gloucestershire household survey (2009)

### Types of affordable accommodation needed

- 9.14 The type of affordable products available to meet this housing need can be grouped into three broad categories – social rented housing, intermediate rent and intermediate products based on an equity share (and requiring a capital sum).
- 9.15 Households have been tested for their ability to afford intermediate housing priced at the ‘usefully affordable’ point, defined as the mid-point between the cost of social rented housing and private rented housing. Households have been deemed able to afford intermediate housing where the intermediate housing cost was less than a quarter of their gross household income (the test for rental affordability).
- 9.16 Any household able to afford intermediate housing that also has access to £10,000 or more in capital has been assumed to be eligible for an equity-based product. The remainder have been assumed to be eligible for intermediate rent. Any household that is unable to afford intermediate housing has been assumed to require social rented accommodation.
- 9.17 Account was also taken of the likely supply of these products and a net need for each product type was calculated. This information is presented in the table below.

**Table 9.4 Social rented and intermediate housing need in Forest of Dean**

	<i>Equity-based intermediate products</i>	<i>Intermediate rent</i>	<i>Social rented</i>	<i>Total</i>
Total gross annual need	31	64	969	1,064
Total gross annual supply	14	0	345	359
Net annual need	17	64	624	705
% of net shortfall	2%	9%	89%	100%

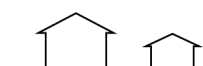
Source: Fordham Research Gloucestershire household survey (2009); various secondary sources

- 9.18 The top row of the table above shows that only 9% of the gross housing need in the District could be met through the provision of intermediate housing, and only 3% through the provision of equity-based intermediate products such as shared ownership. However, shared ownership makes up 4% of the current supply of affordable properties.
- 9.19 This suggests that the need for such properties from households in housing need is largely being met, and that a large expansion of provision in this sector could result in properties going to those not in CLG need or from outside the District. This is not necessarily undesirable; shared ownership housing is not intended to serve the same function as social rented housing, and could be justified in policy terms as helping lower income households able to afford to rent privately to gain a stake in the housing market. However, there is still scope for the meeting of up to 2% of the housing need in Forest of Dean using this tenure, and a larger proportion, 9%, via intermediate rented housing.

## Summary

- 9.20 The CLG affordable housing need figure has been based on survey information about past household behaviour in terms of moves to different accommodation, and information from the Council on past and future affordable housing provision. Bringing the information together from both current and future need and supply, the model suggests an annual net need for approximately **705** units of affordable housing.
- 9.21 The intermediate housing analysis suggests that an appropriate balance for new construction (in addition to that already planned, which includes some shared ownership) would be 9% intermediate rent, 2% shared ownership and 89% social rented.
- 9.22 Levels of gross housing need are somewhat unevenly distributed across the District, with the highest levels per head being in the Central part of the District, which contains Coleford, Cinderford and Lydney. It should be noted, however, that this is where the need arises, not necessarily where it should be met.
- 9.23 About 36% of total gross housing need comes from single non-pensioners, with lone parent families also more likely to generate need than average. Despite their large numbers, very little housing need comes from pensioner households (8.8%), mostly because they are very unlikely to voluntarily move property. It should be stated that this model is not designed to reflect requirements for specialist housing which some households within this group will need; this can be found later in the report.
- 9.24 It should be noted that the findings of this model should not be taken as directly determining policy; for a discussion of policy please see Chapter 12.

# SECTION C: CHARACTERISTICS OF THE HOUSING MARKET







# 10. Household migration

## Introduction

- 10.1 An important part of the survey is an analysis of the future demand for housing and the survey questionnaire collected information about households' future needs, expectations and aspirations. Information was collected about both existing households and newly forming households.

## Future moves – existing households

- 10.2 The table below shows estimates of the number and proportion of households in each tenure who consider that they will need or are likely to move to a different home in the next two years. The data shows that 15.3% of households state a need or likelihood of moving home over the next two years, with those in the private rented sector by far the most likely to move.

Table 10.1 Households who need or are likely to move in next two years by tenure			
<i>Tenure</i>	<i>H'holds needing or likely to move</i>	<i>Total households</i>	<i>% needing or likely to move</i>
Owner occupied (no mortgage)	1,137	14,931	7.6%
Owner occupied (with mortgage)	1,838	12,377	14.9%
Social rented	1,054	4,700	22.4%
Private rented	1,290	2,798	46.1%
<b>Total</b>	<b>5,320</b>	<b>34,806</b>	<b>15.3%</b>

Source: Fordham Research Gloucestershire household survey (2009)

- 10.3 The survey moved on to look at where households would both like and expect to move to. The results of this analysis are shown in the table below. Overall, more people (68.2% of households) would like to remain in the District than expect to do so (60.0%).
- 10.4 Overall, however, the proportion wanting to move out of Gloucestershire (7.4%), is slightly lower than the proportion expecting to do so (10.1%).



Table 10.2 Where households would like and expect to move to		
	<i>Like</i>	<i>Expect</i>
Same District	68.2%	60.0%
Elsewhere in Gloucestershire	10.7%	13.5%
Surrounding county	7.4%	10.1%
Elsewhere in the UK / Abroad	13.7%	16.4%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>
	<b>5,320</b>	<b>5,320</b>

Source: Fordham Research Gloucestershire household survey (2009)

- 10.5 The survey also found 3,523 newly forming households in Forest of Dean. Their location preferences and expectations are shown below. As can be seen, more would like to remain in the District than expect to, with a significant proportion wanting (and expecting) to move out of Gloucestershire.

Table 10.3 Where newly forming households would like and expect to move to		
	<i>Like</i>	<i>Expect</i>
Same District	42.2%	38.5%
Elsewhere in Gloucestershire	16.3%	13.9%
Surrounding county	12.9%	18.7%
Elsewhere in the UK / Abroad	28.7%	28.8%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>
	<b>3,523</b>	<b>3,523</b>

Source: Fordham Research Gloucestershire household survey (2009)

## Summary

10.6 This chapter presented information on the location preferences and expectations of moving households in Forest of Dean. The main findings were:

- A total of 15.3% of existing households (5,320) state a need or likelihood of moving home over the next two years.
- 68.2% of these households would like to remain in Forest of Dean, although only 60.0% expect to do so. Having said this, a smaller proportion wanted to stay in Gloucestershire than expected to be able to.
- The survey estimates that there are 3,523 households who need or are likely to form from households in the District over the next two years, based upon information from survey respondents (heads of host households).
- Newly forming households are more likely to want to remain in the District or in Gloucestershire generally, with a significant proportion preferring (and expecting) to live elsewhere in the UK or abroad.





# 11. Balancing the market

## Introduction

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

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

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

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

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

11.4 This chapter describes a model that uses secondary data in combination with the household survey dataset to compare the current housing stock against the stock of housing required in the future. The purpose of this model is to identify the new accommodation required to adequately house the future population in the District and ensure that the housing market is balanced over 20 years. It should be noted that the outputs of this model do not alone determine policy, and a variety of other factors need to be taken into account; a full discussion of this can be found in Chapter 12.



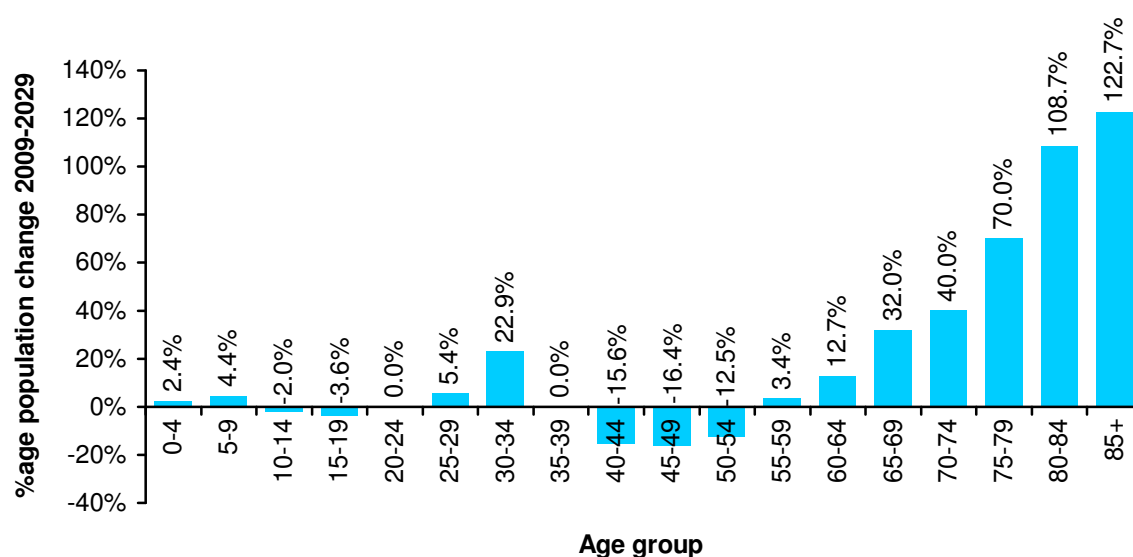
## A whole stock model

- 11.5 Unlike many other housing market models, the market balance model used here is not flow-based but stock-based; it does not take into account the likelihood that an individual household will move, or consider supply from turnover. Instead, it considers the total stock in the area, and matches this to the stock that would be needed to house every household in the area adequately. It is assumed that the market (and social housing allocation system) will continue to function as now to allocate housing to the appropriate households.
- 11.6 This is not to say it naively assumes that all properties will be ‘efficiently’ allocated; because it projects forward from the current housing circumstances of existing households, it incorporates the results of existing ‘inefficiencies’ in the market or allocation system (e.g. under-occupation by households whose children have left home) and assumes that these trends will remain largely unchanged into the future. There are some exceptions to this, intended to reduce the proportion of the population living in housing inadequate for their needs, as explained below.
- 11.7 The whole stock approach offers some great advantages in terms of robustness and statistical reliability over a flow-based model which attempts to estimate both likely demand and likely supply. Whether a household will move in the future (even in the short term) is always subject to uncertainty, particularly in the current rapidly changing housing market; considering the stock as a whole leaves much less room for error.
- 11.8 Unlike a flows-based model, the model used here also fully integrates future expected demographic changes into the outputs; this is an advantage because when planning newbuild housing it is important to ensure that it is useful not just now but well into the future. Flows models can at best only predict future household moves for two or three years in advance, and may be heavily influenced by recent short-term trends. By incorporating the best estimates of future household growth for the area from population and household projections, the model here gives the Council an insight into the types of housing that could be useful to residents in the long term.
- 11.9 This chapter will initially present the results of the ONS 2006-based demographic projections for Forest of Dean and describe the changes that are predicted to happen, in terms of both its size and composition. The chapter then identifies the adjustment required to provide a sufficient range of accommodation to adequately house each household type and balance the housing stock. Finally the chapter quantifies the implications of providing the future population with a balanced housing stock.
- 11.10 Please note that unlike the CLG model, this model does not take into account existing proposals for new build property, or the possibilities of meeting some need through vacancies in the existing stock. These should be subtracted from the final numerical targets.

## Demographic projections

- 11.11 The ONS 2006-based population projections indicate that the population within the District of Forest of Dean is likely to increase by 11.8% between 2009 and 2029 (an increase of almost 9,800 people).
- 11.12 The figure below shows the projected change within each 5-year age cohort between 2009 and 2029. The data suggests that there is likely to be a small absolute decrease in the number of people aged 35-54 and 10-24, but a large increase in the number of people aged over 65. This will have implications for the proportion of economically active people living in the District.

**Figure 11.1 Forecast population change by age group in Forest of Dean, 2009 – 2029**



Source: ONS 2006-based sub-national population projections (2008)

- 11.13 The ONS household projections were also considered; the figures suggest a rate of increase considerably in excess of that of the population, with a substantial increase in single households. The average household size is therefore expected to fall from about 2.38 people to 2.22 in 2029.

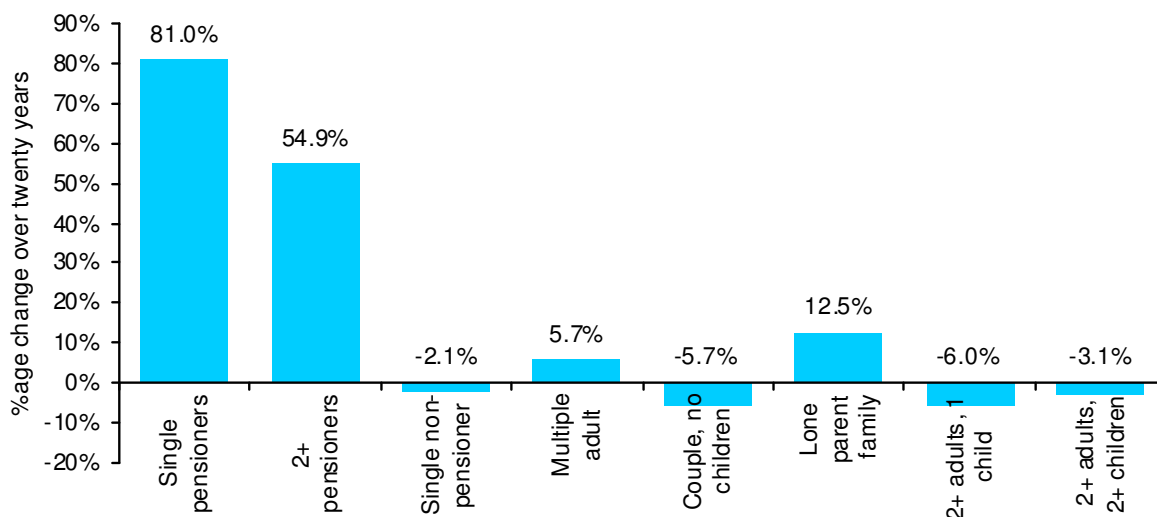
**Table 11.1 Change in population, households and household size, 2009 to 2029**

	2009	2029	% change
Population	82,900	92,700	+11.8%
Households	34,806	41,728	+19.9%
Average household size	2.38	2.22	-7.1%

Source: ONS Demographic Projections (2006 Base), Fordham Research (2009)

11.14 The household projections and population projections, translated into a combined estimate here by Fordham Research for the purposes of the BHM model, also suggest that the proportion of households in different groups may change over time. The number of single households is projected to increase much more significantly than others, but only among older people. The number of families with children is not expected to increase dramatically.

**Figure 11.2 Change in household types in Forest of Dean over the next 20 years**



Source: ONS 2006-based sub-national population projections (2008),  
Fordham Research Gloucestershire household survey (2009)

11.15 These population and household projections have been applied to the household survey dataset to provide an estimated household profile for twenty years time. Before the accommodation requirements of the future population are calculated it is important to describe the approach used to create an accommodation profile adequate for each of these household types.

### Adequacy of the housing stock

11.16 For the purpose of this model, the housing market is considered balanced if the local population is adequately accommodated. It is therefore initially appropriate to assess the adequacy of the current accommodation to house the residents of Forest of Dean. This is determined through responses to the household survey.

11.17 A household is considered adequately housed currently unless:

- They are in unsuitable housing (as defined by CLG Guidance) and cannot resolve this unsuitability without moving to a new property.
- Their property is overcrowded (according to the bedroom standard).

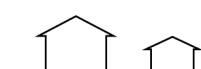


- 11.18 In each of these cases the household is allocated to a property with characteristics more suitable for their needs, of a different size, type or tenure.
- 11.19 In addition, if a household states that they need to move now due to their accommodation's size, cost or the services available within the property being currently unsuitable for the resident household, their size, type and tenure of housing is adjusted to fit the property they shortly expect to move to.
- 11.20 Some further adjustments are also made to remove over the long-term any undesirable elements of market imbalance that exist currently:
- Households living in social rented accommodation that can afford market or intermediate accommodation are re-allocated to these tenures to ensure that the stock is being most appropriately and efficiently used.
  - Households resident in the private rented sector on Local Housing Allowance (LHA) are assumed to move into the form of affordable accommodation that they can afford (intermediate or social rented) as this is the tenure they would be more appropriately housed in. The private rented sector on LHA is not an adequate long-term equivalent to affordable housing – analysis of survey data shows there is not the same security of tenure or quality of housing within the private rented LHA stock as within the social rented sector.
- 11.21 The table below shows the proportion of each household type currently requiring alternative accommodation in order to be adequately housed. The table shows that some 8.2% of households are classified as inadequately housed currently. Lone parents are the household group least likely to reside in adequate accommodation, whilst couples without children are the most likely.

Table 11.2 Types of households inadequately housed currently

<i>Household type</i>	<i>Number inadequately housed</i>	<i>All households</i>	<i>Proportion inadequately housed</i>
Single pensioners	333	5,629	5.9%
2+ pensioners	142	4,609	3.1%
Single non-pensioners	428	4,236	10.1%
Multiple adult	911	5,772	15.8%
Couple, no children	63	6,186	1.0%
Lone parent	378	1,739	21.7%
2+ adults, 1 child	188	2,879	6.5%
2+ adults, 2+ children	401	3,756	10.7%
<b>Total</b>	<b>2,844</b>	<b>34,806</b>	<b>8.2%</b>

Source: Fordham Research Gloucestershire household survey (2009)



## Tenure of housing required

- 11.22 Rather than prescribing the accommodation required to address the current mismatch between the household population and the current stock, the profile of suitable accommodation for each household type is applied to the household population in twenty years time. The model therefore assumes that the pattern of accommodation required by each household type remains constant.
- 11.23 The table below shows the ideal tenure profile in Forest of Dean in 20 years time (if all households are to be adequately housed). The data shows that in 2029 the housing market should ideally comprise 86% of market dwellings, 1% intermediate and 13% social rented.

Table 11.3 Ideal tenure profile in Forest of Dean in 2029, excluding sheltered housing		
Tenure	Number of households	Percentage of households
Market	33,504	85.9%
Intermediate	403	1.0%
Social rented	5,091	13.1%
<b>Total</b>	<b>38,998</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

- 11.24 The table below compares this 'ideal' tenure profile to the tenure profile recorded currently. The difference between these two distributions is the change required to the housing stock over this period. The results show that 5,769 additional homes are required in Forest of Dean over the next twenty years, excluding sheltered housing. The table also indicates that about 30% of these new dwellings should be social rented properties with 64% market accommodation and about 5% intermediate housing.

Table 11.4 Tenure of new accommodation required in Forest of Dean, excluding sheltered housing				
Tenure	Tenure profile 2009	Tenure profile 2029	Change required	% of change required
Market	29,792	33,504	+ 3,712	64.3%
Intermediate	115	403	+ 288	5.0%
Social rented	3,322	5,091	+ 1,769	30.7%
<b>Total</b>	<b>33,229</b>	<b>38,998</b>	<b>+ 5,769</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

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

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

Table 11.5 Tenure of new sheltered housing required in Forest of Dean				
Type	Type profile 2009	Type profile 2029	Change required	% of change required
Market	199	390	+ 191	16.5%
Affordable	1,378	2,340	+ 962	83.5%
<b>Total</b>	<b>1,577</b>	<b>2,729</b>	<b>+ 1,152</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

- 11.27 In addition, whilst the calculation does show the development that might be required to attain market balance, the scale of new accommodation required to meet the identified household growth, 346 dwellings per year (including sheltered housing), is significantly above the 310 additional homes per year required by the *Proposed Changes to the South West Draft RSS*.
- 11.28 It is therefore more useful to assess the best way of moving toward balance given the number of new dwellings that are likely to be added to the stock in practice. To do this the type of population and household change is assumed to be the same as is indicated above, however the scale of the growth is altered so that the overall number of new homes considered is in line with the figure described in the *Proposed Changes to the South West Draft RSS*.
- 11.29 The table below shows the tenure profile required once this adjustment has been made to the model in comparison to the current tenure profile. Again the change required to the housing stock is deduced from the difference between these two profiles. The table indicates that about 62% of the requirement for new housing is for market accommodation.

Table 11.6 Tenure of new accommodation required in Forest of Dean, excluding sheltered housing (adjusted scale of growth)				
Tenure	Tenure profile 2009	Tenure profile 2029	Change required	% of change required
Market	29,792	32,925	+ 3,133	61.5%
Intermediate	115	396	+ 281	5.5%
Social rented	3,322	5,003	+ 1,681	33.0%
<b>Total</b>	<b>33,229</b>	<b>38,324</b>	<b>+ 5,095</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

- 11.30 The model suggests that, given the level of growth outlined in the *Proposed Changes to the South West Draft RSS*, 17.8% of new build housing should be sheltered housing. This is quite a high proportion, reflecting the area’s appeal to older people. However, should the popularity of the area among retirees decline, this situation could change.
- 11.31 Due to the limitations of the survey in relation to the affordability of sheltered housing mentioned above, the tenure split shown below should not be taken as definitive.

Table 11.7 Tenure of new sheltered housing required in Forest of Dean (adjusted scale of growth)				
Type	Type profile 2009	Type profile 2029	Change required	% of change required
Market	199	383	+ 184	16.6%
Affordable	1,378	2,300	+ 921	83.4%
<b>Total</b>	<b>1,577</b>	<b>2,682</b>	<b>+ 1,105</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

- 11.32 The tenure distribution shown for ordinary accommodation would typically be deliverable; however other factors (and the outcomes of the CLG model) will need to be taken into account, as detailed in Chapter 12. The model is able to also provide detail on the size of new dwellings required within each of these three tenures. For consistency the analysis presented within the remainder of this chapter is based on the version of the model which has been adjusted to fit the target shown in the *Proposed Changes to the South West Draft RSS*.

### Size of housing required within each tenure

- 11.33 The table below presents the size of market accommodation required by households resident in Forest of Dean in twenty years time in comparison to the size profile recorded in the sector currently. The implied change to the housing stock is also presented. The table shows that almost half (49.6%) of new market dwellings should be three bedroom properties, with 34.9% two bedroom and just 9.5% containing four or more bedrooms.
- 11.34 The results show that only 6.0% of new accommodation should be one bedroom, as most future demand can be met by the stock currently available. It is worth noting that by 2029, about 56% of all one bedroom market properties are expected to be occupied by older person households, and as a result, some types of one bedroom property not suitable for older people may be in surplus in the long term.

**Table 11.8 Size of new market accommodation required in Forest of Dean, excluding sheltered housing**

<i>Dwelling size</i>	<i>Size profile 2009</i>	<i>Size profile 2029</i>	<i>Change required</i>	<i>% of change required</i>
One bedroom	980	1,168	+ 187	6.0%
Two bedrooms	7,857	8,951	+ 1,094	34.9%
Three bedrooms	13,580	15,133	+ 1,553	49.6%
Four or more bedrooms	7,374	7,673	+ 299	9.5%
<b>Total</b>	<b>29,792</b>	<b>32,925</b>	<b>+ 3,133</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

- 11.35 The table below shows the equivalent results for the affordable housing sector. The model shows the largest requirement for two bedroom properties (41.0%), with 27.2% three bedroom and 19.5% four bedroom, and only 12.3% one bedroom. It is worth noting that nearly half (45%) of all one bedroom affordable housing would be expected to be occupied by older person households in 2029.

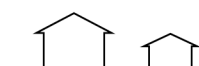
**Table 11.9 Size of new affordable accommodation required in Forest of Dean, excluding sheltered housing**

<i>Dwelling size</i>	<i>Size profile 2009</i>	<i>Size profile 2029</i>	<i>Change required</i>	<i>% of change required</i>
One bedroom	606	846	+ 240	12.3%
Two bedrooms	1,331	2,135	+ 804	41.0%
Three bedrooms	1,413	1,948	+ 534	27.2%
Four or more bedrooms	87	470	+ 383	19.5%
<b>Total</b>	<b>3,437</b>	<b>5,399</b>	<b>+ 1,962</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

## Summary

- 11.36 The population of Forest of Dean is projected to increase by 11.8% over the period 2009-2029, while the number of households is projected to increase considerably more (by 19.9%) over the same period. The profile of the population is also expected to change, with a large increase in the numbers of residents aged over 65, but an absolute decrease in those aged 35-54 and 10-24.
- 11.37 Household types are also likely to change over this period, with a large increase in single pensioner households, with only small absolute increases projected for other types of households.
- 11.38 A model was run which considered the current survey data in the context of these projections, and used them to make projections relating to the demand and need for housing. These projections were used in combination with data about the current stock to make suggestions about what types of



accommodation should be built in order to balance the market to the needs of the population by 2029.

The findings were:

- To meet the demands of the projected population in 20 years time, about 14% of the stock in the Forest of Dean (excluding sheltered housing) should be affordable, which would require 38% of the construction over the next 20 years to be of this tenure, and the remaining 62% market housing.
- In terms of market housing, the model would suggest building mostly three and two bedroom properties (85% in total), with relatively little requirement for one (6%) and four (10%) bedroom properties.
- The requirement for affordable housing is for a wider range of property sizes; 41% two bedroom, but also 27.2% three bedroom, 19.5% four bedroom and 12.3% one bedroom.
- The model suggests that about 17% of the housing provided should be sheltered or supported accommodation.

# 12. Policy issues

## Introduction

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

## New housing in the District

- 12.2 The key factor determining the total build rate of new housing in the District is the *South West Regional Spatial Strategy (RSS)*. This has not been finalised at the time of writing, but the *Secretary of State's Proposed Changes to the South West Draft RSS (2008)*, representing the current stage of the RSS process, suggest that 6,200 dwellings will be built in Forest of Dean over the 20 year period from 2006-2026, equating to 310 per annum.
- 12.3 However, as Chapter 11 above highlighted, the household growth expected in the District from the household projections is a little higher, at 6,922 over the 2009-2029 period. This equates to 346 new households per annum, although a new household does not, strictly speaking, equate to a new dwelling.

**Table 12.1 Comparison of annual housing growth figures**

<i>Source of evidence</i>	<i>Implied requirement</i>
Projected household growth published within the CLG household projections	346
Target from Proposed Changes to the South West Draft RSS (2008)	310

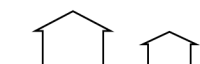
Source: CLG household projections (2006 based), Secretary of State's Proposed Changes to the South West Draft Regional Spatial Strategy (2008)

- 12.4 Since the level of build is expected to be slightly below the level of population growth, it is particularly important to build the right tenures, sizes and types of housing.

## Outputs required by PPS3

### **Mix of housing required: Output 1 and Output 3(ii)**

- 12.5 The CLG model, as summarised in Chapter 9, suggests a total need for 705 affordable dwellings in the District per annum; in total this is 227% of the total number of new dwellings proposed per annum overall in the District (310), and so any level of affordable housing target could be supported, subject



to viability. The *Proposed Changes to the South West Draft RSS* recommend a minimum level of provision of 35% for authorities in the region.

- 12.6 Forest of Dean's policy has historically (Forest of Dean Affordable Housing Supplementary Planning Document, July 2009) been to provide 40% affordable housing; clearly on the basis of the CLG model outputs either of these targets could clearly be justified as a minimum given the level of need.
- 12.7 The BHM model, in Chapter 11, suggests that in order to balance the market, about 39% of new build in the area should be affordable housing. However, this is based upon balancing the market over 20 years; given the comparative urgency of meeting need for affordable housing, a higher target could be justified in the short to medium term, especially given the very high CLG need figure, and the high proportion of overcrowded households for a rural authority.
- 12.8 We would therefore suggest at least maintaining the 40% target in Forest of Dean; but a target as high as 50% could be supported by the evidence, if viability allowed it. A 50% target would theoretically reach market balance in terms of tenure (the 'ideal tenure profile' in Chapter 11) in about 14 years. Some other possibilities that could be considered are shown in the table below.

<b>Table 12.2 Years to reach tenure balance in Forest of Dean: different targets</b>	
<i>Potential affordable housing target</i>	<i>Theoretical time to reach tenure 'balance'</i>
25%	> 20 years
30%	> 20 years
35%	> 20 years
40%	19 years
45%	16 years
50%	14 years

Source: Fordham Research Gloucestershire household survey (2009)

- 12.9 Within the affordable sector, the CLG model suggests that about 9% of affordable housing could be intermediate rented, and 2% shared ownership, with the remainder social rented. The market balance model suggests a total of 14% intermediate housing of both types. While no actual CLG-defined need was found for additional shared ownership housing, this could be justified in terms of helping households who would otherwise be renting to enter home ownership.
- 12.10 Overall the figure from the housing needs model is given greater emphasis as this model is more established in the Practice Guidance; therefore it is recommended that 11% of new affordable housing in the District be intermediate, although it should be in the main rented. If it is not possible to provide intermediate rented housing at significantly below entry level private rent, then a higher proportion of social rented housing would be appropriate.

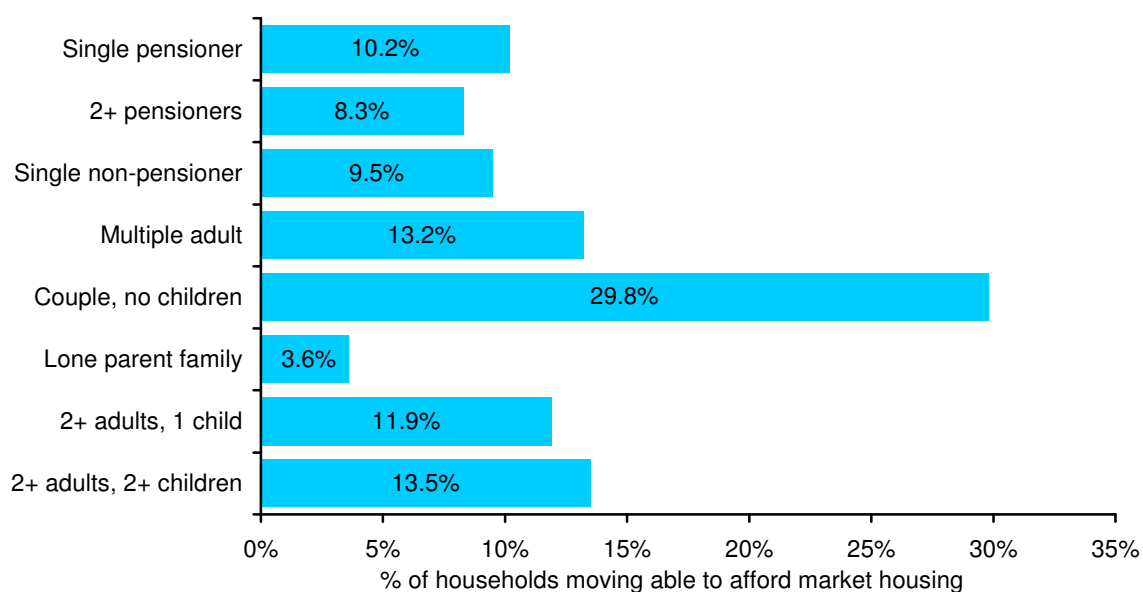


- 12.11 Delivering these targets in practice will require varying the target for individual sites; the figures are a percentage of all new build. It is particularly important to mention that if a significant number of sites are exempted from the requirement (for example due to their small size), this will need to be made up for by a higher requirement on other sites. Some consideration will also need to be given to whether the targets are economically viable; however that is beyond the scope of this study.
- 12.12 The figures also exclude currently proposed new build, and potential supply from bringing vacant property back into use. Any such initiatives should be subtracted from the total new build.

### **Profile of household types requiring market housing: Output 2**

- 12.13 PPS3 requires the likely profile of household types requiring market housing to be considered. This can be derived by considering those households able to afford such housing that are likely to move in the next two years to a property within the District. It also includes in-migrant and newly forming households, based on moves in the last two years.

**Figure 12.1 Households requiring market housing in Forest of Dean**



Source: Fordham Research Gloucestershire household survey (2009)

- 12.14 The results show that the largest single group requiring market housing are couples without children (29.8%).

### **Affordable housing size mix: Output 3 (i)**

- 12.15 The BHM model in Chapter 11 provides some recommendations on the size of housing that should be provided to balance the market. It indicates the following distribution:



<b>Table 12.3 Size of new affordable accommodation required in Forest of Dean</b>	
<i>Tenure</i>	<i>Forest of Dean</i>
One bedroom	12%
Two bedrooms	41%
Three bedrooms	27%
Four or more bedrooms	20%
<b>Total</b>	<b>100%</b>

Source: Fordham Research Gloucestershire household survey (2009)

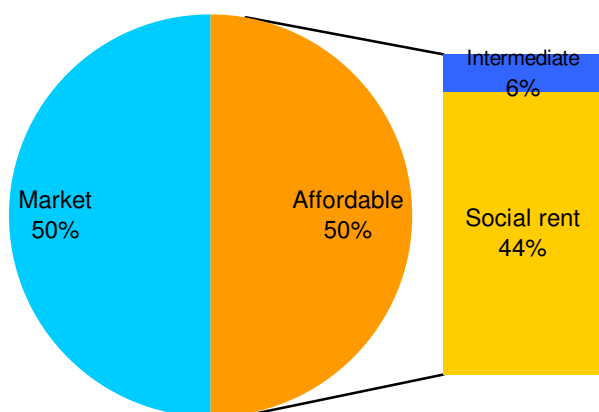
12.16 We would recommend broadly following this size distribution in the provision of affordable housing in the District.

***The HNA as an ‘evidence base’***

12.17 These findings form part of the ‘evidence base’ for policy, but do not form policy in itself. The Council will want to consider its priorities in the light of the evidence, but not in any way be dictated by it.

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

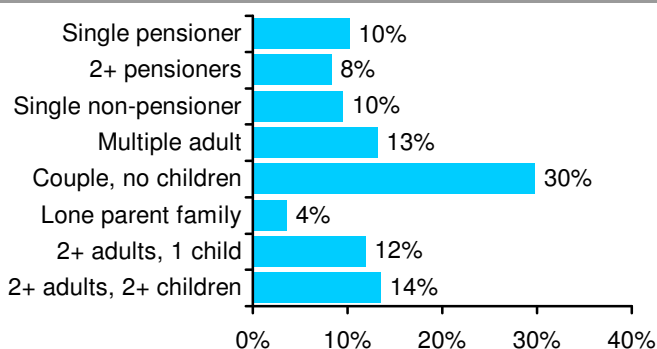
**Figure 12.2 Estimated PPS3 requirements: Forest of Dean**



**Mix of housing required**

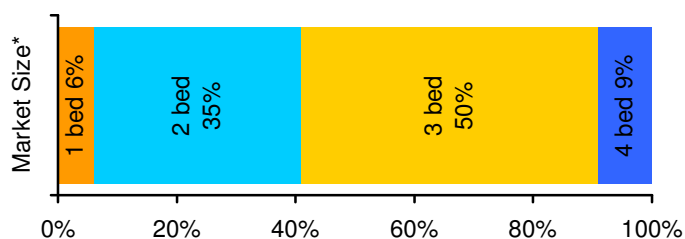
50% of new housing should be market and 50% affordable.

Within the affordable sector, this could be broken down to 11% intermediate and 89% social rented, making social rented housing 44% of the total construction.



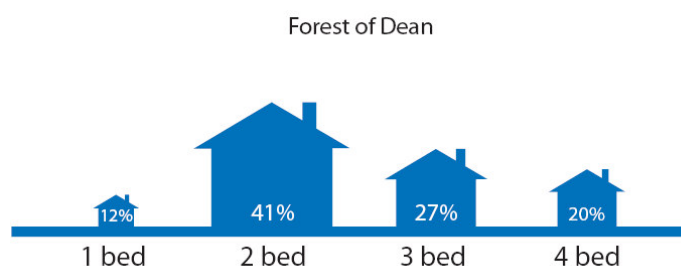
**Market housing demand**

About 30% of market demand across Forest of Dean originates from couples without children.



The estimated requirement is for 85% of new market housing to be two or three bedroom, 9% four bedroom and just 6% one bedroom.

**Affordable housing requirement**



The requirement for affordable housing in Forest of Dean is for slightly smaller units, with 41% being for two bedroom units, and 27% three bedroom.

Due to the small sample, separate results for appropriate sizes of intermediate accommodation could not be obtained from the survey.

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



# 13. The needs of particular groups

## Introduction

- 13.1 This section addresses particular client groups that may have specific housing requirements. Although such groups do not necessarily represent households in need as defined by the Guidance, it is important for the Council to have information on them in order to inform specific policies and service provision.
- 13.2 For example, the frail elderly may not be in housing need in the sense of not being able to afford market housing, but many of them are likely to require additional care in the future, whether directly, or via aids and adaptations in the home.
- 13.3 This section covers the following groups:
- Households with support needs
  - Older person households
  - Key workers
  - First-time buyers
  - Black and Minority Ethnic (BME) groups

## Households with support needs

- 13.4 Information collected through the survey enables us to identify whether any household members have a particular support need. Information about the characteristics of these households can inform the Gloucestershire Supporting People Strategy.
- 13.5 The survey looked at whether household members fell into one or more of a range of groups. Whilst these represent the larger client groups covered in the Supporting People Strategy, they are not exhaustive. There are, for example, many groups for which it would not be possible to obtain results through the questionnaire type approach (either due to the small numbers or because of the nature of the support need).
- 13.6 It should also be noted that the finding of a household with a support need does not necessarily mean that the household needs to move to alternative accommodation. In many cases the support need can be catered for within the household's current home whilst for others the issue may be the need for support rather than any specific type of accommodation.



13.7 The groups covered were:

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

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

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

**Support needs groups: overview**

13.10 Overall there are an estimated 6,956 households in Forest of Dean with one or more members in an identified support needs group - this represents 20% of all households. The table below shows the numbers of households with different types of support needs. The numbers of households in each category exceed the total number of support needs households because people can have more than one category of support need.

13.11 The main types of support need found in Forest of Dean were physical disabilities and medical conditions, with the medical condition category covering around 10.8% of the District's households and physical disability representing a further 9.8% of households.

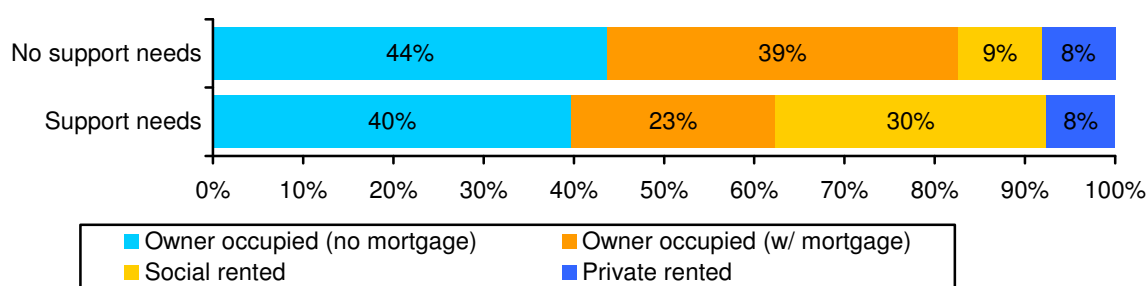
Table 13.1 Support needs categories			
Category	Number of households	% of all households	% of support needs households
Medical condition	3,763	10.8%	54.1%
Physical disability	3,405	9.8%	49.0%
Frail elderly	1,971	5.7%	28.3%
Mental health problem	1,532	4.4%	22.0%
Learning difficulty	584	1.7%	8.4%
Sensory disability	835	2.4%	12.0%
Other	334	1.0%	4.8%

Source: Fordham Research Gloucestershire household survey (2009)

13.12 Further analysis of the data shows that 55.1% of support needs households (3,839) contain only people aged over 55, making up 26.7% of all households in Forest of Dean within this age range.

13.13 The table below indicates that support needs households are more likely to be living in social rented housing, and less likely to be in other tenures, and are particularly unlikely to have a mortgage. Further analysis shows that 44.9% of social rented dwellings contain a household with some form of support need.

**Figure 13.1 Tenure and support needs**



Source: Fordham Research Gloucestershire household survey (2009)

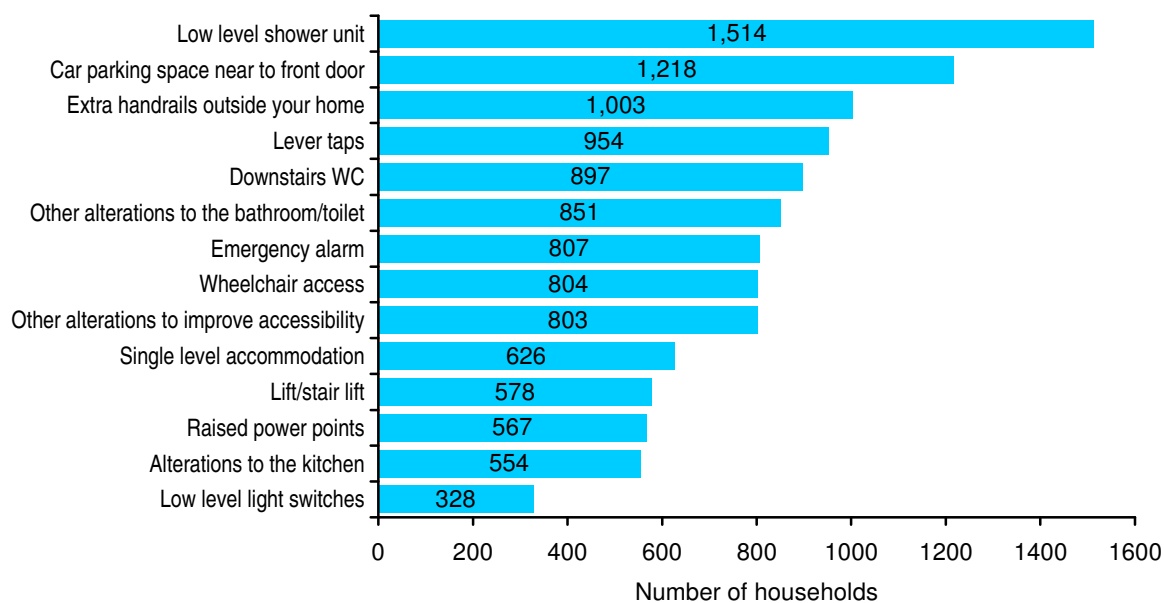
#### ***Requirements of support needs households***

13.14 Those households with a member with support needs were asked to indicate if they needed access to additional services or improvements to their current accommodation and/or services.

13.15 The results show requirements for a wide range of additional physical adaptations to dwellings in the District. The most commonly sought improvements were:

- Low level access shower unit (1,514 households – 21.7% of all support needs households)
- Car parking space near to the front door (1,218 households – 17.5%)
- Extra handrails outside (1,003 households – 14.4%)

**Figure 13.2 Support needs households: improvements to accommodation**

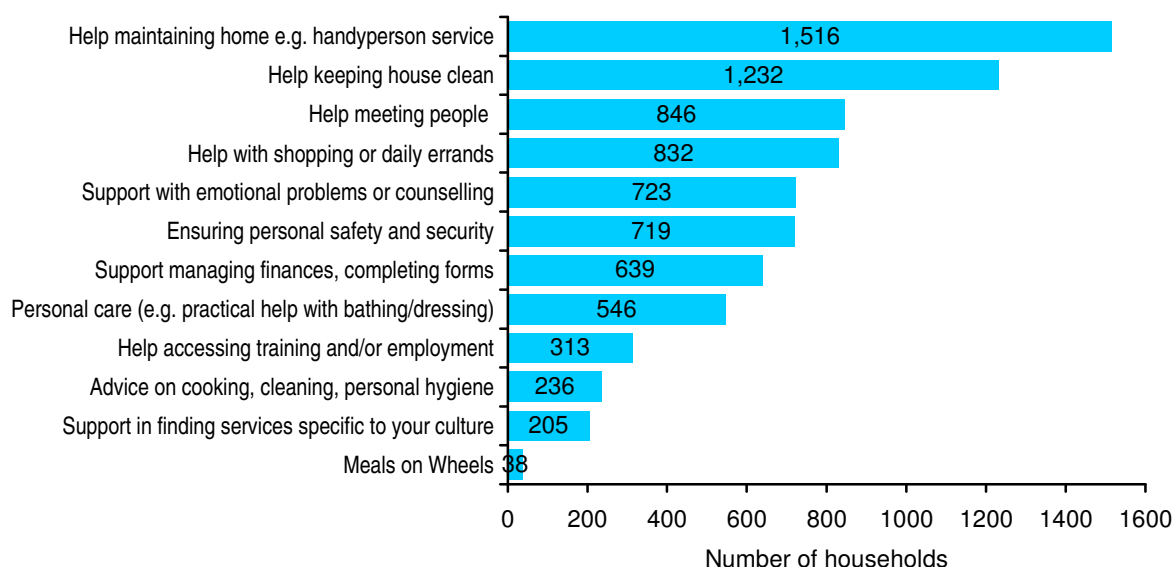


Source: Fordham Research Gloucestershire household survey (2009)

13.16 In addition, demand for support services from such households was considered. The most commonly required additional services were:

- Help maintaining home (1,516 households – 21.7% of all support needs households)
- Help keeping house clean (1,232 households – 17.7%)
- Help meeting people (846 households – 12.1%)

**Figure 13.3 Support needs households: improvements to support services**



Source: Fordham Research Gloucestershire household survey (2009)



**Housing need**

- 13.17 The level of housing need, according to the CLG model, among support needs households is shown in the table below. The level of housing need among support needs households, in terms of the CLG model, is considerably above average; although support needs households are only 20% of the households in the District, they generate 32% of all housing need.

<b>Table 13.2 Housing need among support needs households</b>				
	<i>Total current housing need</i>	<i>Total annual gross need</i>	<i>% of annual gross need</i>	<i>% of all households</i>
No support needs	152	723	68.0%	80.0%
Support needs	107	340	32.0%	20.0%
<b>Total</b>	<b>260</b>	<b>1,063</b>	<b>100.0%</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

- 13.18 In addition to this CLG model need, about 323 households in the survey reported a need to move to alternative housing with specialist adaptations or care/support.
- 13.19 In total, 3,057 support needs households (43.9% of the total) had a live-in carer. The table below shows the proportion of households with a live-in carer by support need type; as can be seen the most likely to have a carer are those with learning difficulties or mental health problems, while the least likely are the frail elderly.

<b>Table 13.3 Housing need among support needs households</b>			
	<i>Total with live-in carer</i>	<i>Total with type of need</i>	<i>% with live-in carer</i>
Frail elderly	780	1,971	39%
Medical condition	1,709	3,763	45%
Physical disability	1,985	3,405	58%
Learning difficulty	364	584	62%
Mental health problem	628	1,532	41%
Sensory impairment	507	835	60%
Other	159	334	47%
<b>Total</b>	<b>3,057</b>	<b>6,956</b>	<b>43.9%</b>

Source: Fordham Research Gloucestershire household survey (2009)

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



13.21 Overall, far more households with all types of support need accessed support from family, friends or neighbours than from any other source. The most likely to rely on family, friends and neighbours were the frail elderly and those with a medical condition, although those with learning difficulties and mental health problems were also likely to access formal services from social services or a voluntary body.

<b>Table 13.4 Source of other care/support</b>			
	<i>Social services / Voluntary body</i>	<i>Family / friend / neighbour</i>	<i>Other</i>
Frail elderly	14.1%	36.3%	3.7%
Medical condition	9.6%	29.9%	2.9%
Physical disability	14.7%	26.7%	3.4%
Learning difficulty	20.7%	21.2%	12.6%
Mental health problem	17.7%	19.8%	7.5%
Sensory impairment	11.0%	28.7%	3.3%
Other	16.0%	19.2%	2.9%
<b>Total</b>	<b>24.1%</b>	<b>49.9%</b>	<b>7.5%</b>

Source: Fordham Research Gloucestershire household survey (2009)

### Older person households

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

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

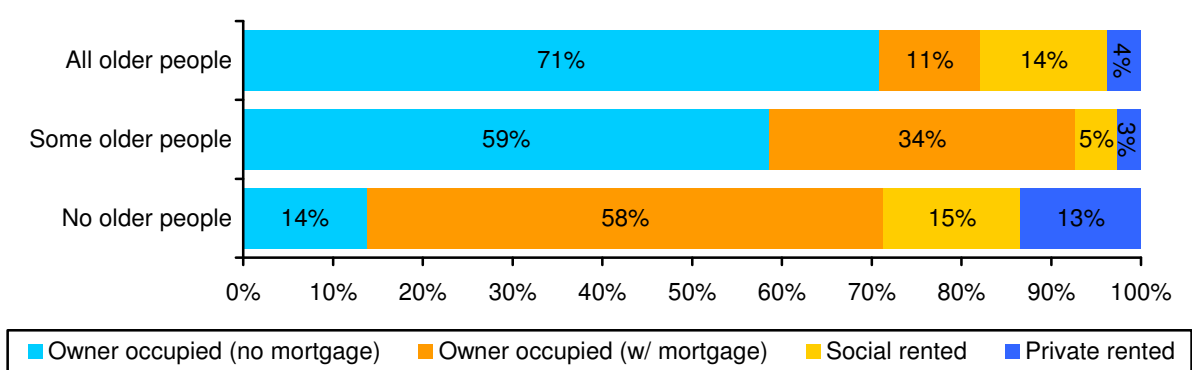
13.23 About 41.3% of households in Forest of Dean contain only people aged 55 or over and a further 12.4% contain some people in this age group. The table below shows the number and percentage of households in each group.

<b>Table 13.5 Older person households</b>		
<i>Categories</i>	<i>Number of households</i>	<i>% of all households</i>
Households without older persons	16,112	46.3%
Households with both older and non-older persons	4,325	12.4%
Households with older persons only	14,369	41.3%
<b>Total</b>	<b>34,806</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

**Characteristics of older person households**

- 13.24 The table below shows the housing tenure of households with older persons. The major difference is the much smaller proportion living in private rented accommodation, and the much larger proportion living in owner-occupied accommodation without a mortgage.
- 13.25 It is important to consider the future implications for the Council with a high proportion of its older people residing in social rented accommodation. These households may have particular housing requirements and needs that must be met.

**Figure 13.4 Tenure and older person households**

Source: Fordham Research Gloucestershire household survey (2009)

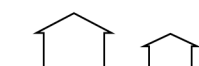
- 13.26 Under-occupation and overcrowding for older person households (according to the bedroom standard) is summarised in the table below. As can be seen, more than half of older person households are under-occupying their dwelling (54.9%), accounting for 56.7% of all under-occupied dwellings in the District.

Table 13.6 Size of older person only households					
Occupation Level	Age group			% of older households in group	% of group being older households
	Older person h'holds	Other households	Total		
Overcrowded	0	872	872	0.0%	0.0%
(neither)	6,483	13,539	20,022	32.4%	45.1%
Under-occupied*	7,886	6,027	13,913	56.7%	54.9%
<b>Total</b>	<b>14,369</b>	<b>20,438</b>	<b>34,807</b>	<b>41.3%</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

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

- 13.27 This information can be further broken down by tenure (for older person households only) and this is shown in the table below. The table indicates that only a small proportion (4.8% or 380) of under-occupied dwellings containing only older people are in social rented accommodation.



13.28 Most of the remainder (7,288, or 92.5%) are in owner-occupied accommodation. Reducing this type of under-occupation is more challenging, especially when it is considered that 92.2% of this group consider that there is no need or likelihood of their moving property within five years.

Table 13.7 Older person only households – under-occupation and tenure				
Tenure	Occupation Level			Total
	Overcrowded	Normal	Under-occ.	
Owner occupied (no mortgage)	0	3,883	6,298	10,181
Owner occupied (w/ mortgage)	0	630	990	1,620
Social rented	0	1,659	380	2,039
Private rented	0	311	219	530
<b>Total</b>	<b>0</b>	<b>6,483</b>	<b>7,887</b>	<b>14,370</b>

Source: Fordham Research Gloucestershire household survey (2009)

## Key worker households

### Overview

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

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

13.30 The nature of the survey means that the key workers identified within the survey are those that are resident in the District. The data, therefore, includes key workers resident in the District who work outside its boundaries, and excludes key workers who work in Forest of Dean but live outside. The analysis of key workers concentrates on their current housing situation, future demands for housing, and affordability.

13.31 In total it is estimated that 14,211 households contain a key worker, and of those 10,252 are headed by a key worker. This latter group of households are subject to further analysis in the section below.

13.32 The table below shows the tenure distribution of key worker households, which shows some small differences with those households with an employed household head who is not a key worker. Key workers are slightly more likely to live in social rented and more likely to own their own homes with a mortgage than this group.

Table 13.8 Tenure of key worker households				
Tenure	Working status of household head			Total
	Not employed	Employed key worker	Employed not key worker	
Owner occupied (no mortgage)	58.7%	24.3%	33.0%	42.9%
Owner occupied (w/ mortgage)	13.4%	59.7%	52.2%	35.6%
Social rented	21.7%	6.3%	5.2%	13.5%
Private rented	6.3%	9.7%	9.7%	8.0%
<b>Total</b>	<b>58.7%</b>	<b>24.3%</b>	<b>33.0%</b>	<b>42.9%</b>
	<b>16,897</b>	<b>10,252</b>	<b>7,657</b>	<b>34,806</b>

Source: Fordham Research Gloucestershire household survey (2009)

### **Income and affordability of key worker households**

- 13.33 The table below shows a comparison of income and savings levels for key worker and non-key worker households, and suggests that key workers as defined by the survey in Forest of Dean have higher incomes and slightly higher savings than other employed households.

Table 13.9 Median income and savings levels of key worker households		
Category (Household head)	Household Income*	Savings
Employed key worker	£31,158	£1,873
Employed not key worker	£26,746	£1,679
Not employed	£12,843	£5,454

Source: Fordham Research Gloucestershire household survey (2009)

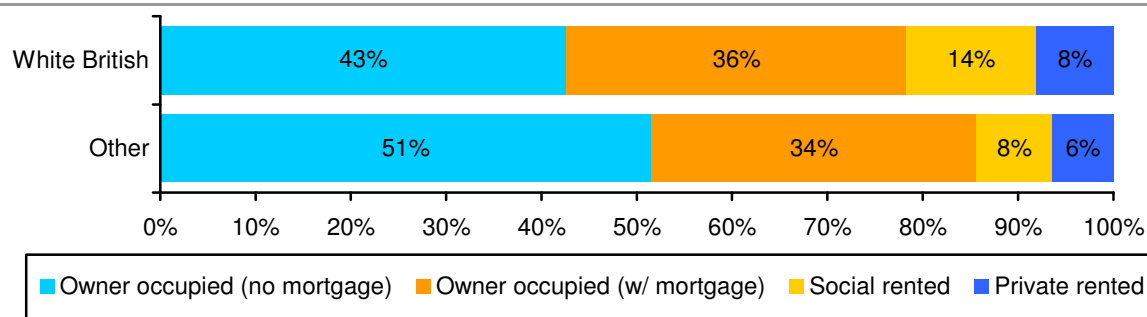
\* Median annual gross (including non-housing related benefits)

## **BME Groups**

### **Introduction and Groupings**

- 13.34 The questionnaire contained a large number of ethnicity categories; not all of these yielded sufficient samples to draw meaningful conclusions, and therefore the responses were regrouped into two categories: White British and Other, with the latter estimated to make up about 2.6% of the population. Even so, the small sample in the 'Other' category (36 responses) means that the results shown below should be treated with caution.
- 13.35 The chart below shows the distribution of tenures available in Forest of Dean between the White British and Other ethnicity groups. The tenure distribution of the 'Other' ethnicity group was not significantly different, given the small sample.

**Figure 13.5 Tenure and BME group**



Source: Fordham Research Gloucestershire household survey (2009)

**Housing need**

13.36 The level of housing need according to the CLG model broken down by ethnic group is shown in the table below. As can be seen from comparing the third and fourth columns, BME groups account for very little housing need in Forest of Dean; however it should be borne in mind that this is based upon a small sample size (36).

**Table 13.10 Gross housing need among BME households**

	<i>Total current housing need</i>	<i>Total annual gross need</i>	<i>% of annual gross need</i>	<i>% of all households</i>
White British	260	1,059	99.6%	97.4%
Other	0	4	0.4%	2.6%
<b>Total</b>	<b>260</b>	<b>1,063</b>	<b>100.0%</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

**Summary**

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

**Support needs Households**

- There are an estimated 6,956 households (20.0%) in Forest of Dean with one or more members in an identified support needs group.
- The most common categories of support need were having a medical condition (10.8% of all households), a physical disability (9.8%), or being frail and elderly (5.7%).
- The most requested housing improvements were for lower level shower units (1,514 households), or for car parking space near to the front door (1,218 households).
- In terms of support services, the most frequently requested services were help with maintaining the home (1,516 households) and help keeping the house clean (1,232 households).

- Levels of conventional housing need were much higher than average among such households; in addition about 323 households felt that their needs for either physical adaptations to their dwelling or additional support services meant that they needed to move to specialist accommodation.
- About 43.9% of support needs households had a live-in carer (including a family member), with this rising to nearly two thirds among those with learning difficulties or sensory impairment.
- Frail elderly households and those with a medical condition were the category most likely to be dependent on family, friends or neighbours, while those with learning difficulties and mental health problems were most likely to use formally provided services from a voluntary body or social services department.

### **Older Person Households**

- Overall, 41.3% of households in Forest of Dean contain only older people and a further 12.4% contain both older and non-older people. They are slightly less likely than average to live in private rented housing; those that live in owner-occupation usually no longer have a mortgage.
- Under-occupation is particularly significant among this group, accounting for more than half (56.7%) of all under-occupation in the District. Almost all of these households (92.5%) are owner-occupied, and 92.2% see no need or likelihood that they will move in the next five years.

### **Key Workers**

- The survey estimates that 10,252 households in Forest of Dean are headed by a key worker, and 14,211 contain a key worker. Key worker households show few significant differences from non-key worker households in employment, although slightly higher proportions are living in social rented housing and they generally have higher levels of income and savings than other employed households.

### **BME Groups**

- The household survey did not gain sufficient responses from households in ethnic minorities to draw strong conclusions about BME groups; however they did not appear to generate a significant proportion of the District's housing need.





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# Glossary

## ***Affordability***

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

## ***Affordable housing***

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

## ***Annual need***

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

## ***Average***

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

## ***Bedroom standard***

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

### **Concealed household**

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

### **Current need**

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

### **Demand**

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

### **Financial capacity**

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

### **Grossing up**

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

### **Household**

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

### **Household formation**

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

**Housing market area**

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

**Housing need**

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

**Housing Register**

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

**Housing type**

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

**Income**

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

**Intermediate housing**

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

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

**Intermediate rent**

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



### **Key workers**

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

### **Low Cost Home Ownership**

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

### **Lower quartile**

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

### **Mean**

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

### **Median**

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

### **Migration**

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

### **Net need**

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

***Newly arising need***

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

***Overcrowding***

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

***Primary data***

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

***Random sample***

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

***Relets***

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

***Rounding error***

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

***Sample survey***

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



### **Sampling frame**

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

### **Secondary data**

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

### **SHMA (Strategic Housing Market Assessment)**

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

### **Social rented housing**

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

### **Stratified sample**

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

### **Specialised housing**

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

### **Support needs**

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

**Under-occupation**

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

**Unsuitable housing**

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

**Abbreviations**

BME - Black and Minority Ethnic

CLG - Communities and Local Government

CORE - Continuous Recording System (of RSL and local authority lettings)

HB - Housing Benefit

HMA - Housing Market Assessment **or** Housing Market Area

HMO - Household in Multiple Occupation

HSSA - Housing Strategy Statistical Appendix

LA - Local Authority

LB - London District

LCHO - Low Cost Home Ownership

LDF - Local Development Framework

LHA - Local Housing Allowance

NOMIS - National Online Manpower Information System

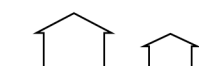
ONS - Office for National Statistics

PLP - Post London Plan

PPS - Planning Policy Statement

RSL - Registered Social Landlord

SEH - Survey of English Housing





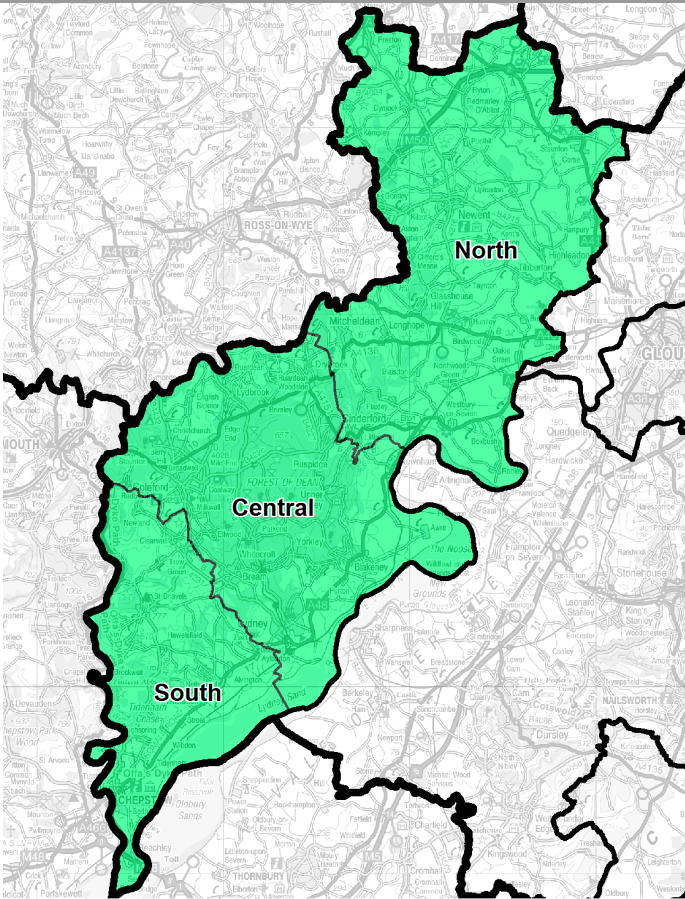


# Appendix A1. Sub-area level data

## Introduction

A1.1 This appendix provides details of the key survey findings at sub-area level in Forest of Dean. Chapter 2 of this report describes the constituent parishes within each sub-area, and a map is shown below for reference. The sample size for each sub-area are all well above the suggested figure of 100 in CLG Guidance although care should be taken when interpreting the results as the findings at this level are subject to a greater degree of 'error' when compared with the figures presented in the main body of the report for all households in the District.

**Figure A1.1 Sub-areas of Forest of Dean**



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Source: Forest of Dean Council (2009), ONS Boundary Data, Fordham Research (2009)

## Number of households and sample size

A1.2 The table below shows the estimated number of households in each sub-area and the number of responses achieved. The representation of each area in the sample was approximately in line with the numbers of households. It should be remembered that in any case, the data was weighted back to the estimated numbers of households in each sub-area, and so the representation of an individual sub-area in the data or analysis will not be influenced by a locally lower or higher proportion of responses.

Table A1.1 Number of households in each sub-area and sample size				
Sub-area	Households	% of households	Sample size	% of sample
South	4,906	14.1%	380	21.4%
Central	20,626	59.3%	820	46.2%
North	9,275	26.6%	573	32.3%
<b>Total</b>	<b>34,806</b>	<b>100.0%</b>	<b>1,773</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

## Tenure

Table A1.2 Tenure by sub-area						
Sub-area	Owner-occupied (no mortgage)	Owner-occupied (with mortgage)	Social rented	Private rented	Total	Total
South	51.5%	31.9%	8.2%	8.4%	100.0%	4,906
Central	37.3%	38.5%	16.2%	8.0%	100.0%	20,626
North	50.7%	31.0%	10.4%	8.0%	100.0%	9,275
<b>Total</b>	<b>42.9%</b>	<b>35.6%</b>	<b>13.5%</b>	<b>8.0%</b>	<b>100.0%</b>	<b>34,806</b>

Source: Fordham Research Gloucestershire household survey (2009)

## Dwelling Type

Table A1.3 Dwelling type by sub-area						
Sub-area	Detached	Semi-detached	Terraced	Flat	Total	Total
South	59.3%	25.7%	9.9%	5.1%	100.0%	4,906
Central	42.2%	36.4%	14.7%	6.6%	100.0%	20,626
North	60.1%	26.0%	9.7%	4.2%	100.0%	9,275
<b>Total</b>	<b>49.4%</b>	<b>32.1%</b>	<b>12.7%</b>	<b>5.8%</b>	<b>100.0%</b>	<b>34,806</b>

Source: Fordham Research Gloucestershire household survey (2009)

**Household Type**

Table A1.4 Household type by sub-area										
Sub-area	Single pensioner	2+ pensioners	Single non-pensioner	Multiple adult	Couple, no children	Lone parent family	2+ adults, 1 child	2+ adults, 2+ children	Total	Total
South	18.1%	17.3%	10.2%	12.4%	19.8%	1.2%	7.1%	13.8%	100.0%	4,906
Central	15.0%	12.2%	13.3%	16.8%	17.3%	6.1%	9.4%	9.9%	100.0%	20,626
North	17.8%	13.4%	10.7%	18.2%	17.8%	4.6%	6.3%	11.2%	100.0%	9,275
<b>Total</b>	<b>16.2%</b>	<b>13.2%</b>	<b>12.2%</b>	<b>16.6%</b>	<b>17.8%</b>	<b>5.0%</b>	<b>8.3%</b>	<b>10.8%</b>	<b>100.0%</b>	<b>34,806</b>

Source: Fordham Research Gloucestershire household survey (2009)

**Household Size**

Table A1.5 Household size by sub-area									
Sub-area	1 person	2 people	3 people	4 people	5 people	6+ people	Total	Total	
South	28.3%	41.1%	11.6%	13.8%	4.2%	1.0%	100.0%	4,906	
Central	28.3%	37.1%	15.7%	14.3%	3.7%	0.9%	100.0%	20,626	
North	28.5%	37.4%	13.8%	12.2%	6.4%	1.6%	100.0%	9,275	
<b>Total</b>	<b>28.3%</b>	<b>37.8%</b>	<b>14.6%</b>	<b>13.7%</b>	<b>4.5%</b>	<b>1.1%</b>	<b>100.0%</b>	<b>34,806</b>	

Source: Fordham Research Gloucestershire household survey (2009)

**Overcrowding and under-occupation**

Table A1.6 Overcrowding and under-occupation by sub-area					
Sub-area	Over-crowded	(neither)	Under-occupied*	Total	Total
South	2.7%	51.4%	45.9%	100.0%	4,906
Central	2.9%	63.0%	34.1%	100.0%	20,626
North	1.6%	48.5%	49.9%	100.0%	9,275
<b>Total</b>	<b>2.5%</b>	<b>57.5%</b>	<b>40.0%</b>	<b>100.0%</b>	<b>34,806</b>

Source: Fordham Research Gloucestershire household survey (2009)

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

**Household mobility: Past moves**

Table A1.7 Past moves by sub-area						
Sub-area	Within the last year	1 to 2 years ago	2 to 5 years ago	Over 5 years ago	Total	Total
South	5.6%	8.4%	14.4%	71.7%	100.0%	4,906
Central	9.5%	7.3%	19.0%	64.2%	100.0%	20,626
North	6.6%	7.5%	14.2%	71.8%	100.0%	9,275
<b>Total</b>	<b>8.2%</b>	<b>7.5%</b>	<b>17.1%</b>	<b>67.3%</b>	<b>100.0%</b>	<b>34,806</b>

Source: Fordham Research Gloucestershire household survey (2009)

**Household mobility: Moving intentions of existing households**

Table A1.8 Future moving intentions by sub-area							
Sub-area	Now	Within a year	In 1 to 2 years	In 2 to 5 years	No need / not likely to move	Total	Total
South	1.4%	5.4%	4.7%	13.1%	75.4%	100.0%	4,906
Central	3.2%	5.3%	7.3%	13.2%	70.9%	100.0%	20,626
North	2.3%	5.5%	8.3%	11.8%	72.2%	100.0%	9,275
<b>Total</b>	<b>2.7%</b>	<b>5.4%</b>	<b>7.2%</b>	<b>12.8%</b>	<b>71.9%</b>	<b>100.0%</b>	<b>34,806</b>

Source: Fordham Research Gloucestershire household survey (2009)

**Household mobility: Rate of new household formation**

Table A1.9 Rate of new household formation by sub-area			
Sub-area	Number of households intending to form in the next two years	Number of existing households	Annual rate of household formation
South	379	4,906	3.9%
Central	2,031	20,626	4.9%
North	1,114	9,275	6.0%
<b>Total</b>	<b>3,523</b>	<b>34,806</b>	<b>5.1%</b>

Source: Fordham Research Gloucestershire household survey (2009)

**Car Ownership**

Table A1.10 Car ownership by sub-area						
Sub-area	None	1 car	2 cars	3+ cars	Total	Total
South	10.2%	41.3%	38.1%	10.3%	100.0%	4,906
Central	13.6%	45.4%	30.8%	10.2%	100.0%	20,626
North	10.2%	40.4%	35.7%	13.7%	100.0%	9,275
<b>Total</b>	<b>12.2%</b>	<b>43.5%</b>	<b>33.1%</b>	<b>11.1%</b>	<b>100.0%</b>	<b>34,806</b>

Source: Fordham Research Gloucestershire household survey (2009)

**Economic status of households**

Table A1.11 Economic status of households by sub-area						
Sub-area	Employed	Retired	Unemployed	Other	Total	Total
South	57.7%	36.7%	3.6%	2.0%	100.0%	4,906
Central	61.6%	28.9%	5.2%	4.3%	100.0%	20,626
North	63.9%	31.4%	1.8%	2.9%	100.0%	9,275
<b>Total</b>	<b>61.7%</b>	<b>30.7%</b>	<b>4.1%</b>	<b>3.6%</b>	<b>100.0%</b>	<b>34,806</b>

Source: Fordham Research Gloucestershire household survey (2009)

**Income and savings**

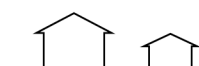
Table A1.12 Income and Savings by sub-area		
Sub-area	Median income	Median savings
South	£21,757	£5,370
Central	£16,940	£2,168
North	£21,865	£5,477
<b>Total</b>	<b>£19,765</b>	<b>£3,038</b>

Source: Fordham Research Gloucestershire household survey (2009)

**Unsuitable housing and housing need**

Table A1.13 Unsuitable housing and housing need by sub-area				
Sub-area	Households in unsuitable housing	Households in current need	Total gross need generated	Total households
South	5.8%	1.0%	70	4,906
Central	7.9%	4.3%	768	20,626
North	5.6%	3.9%	225	9,275
<b>Total</b>	<b>7.0%</b>	<b>3.7%</b>	<b>1,063</b>	<b>34,806</b>

Source: Fordham Research Gloucestershire household survey (2009)



### Support needs

Table A1.14 Support needs by sub-area				
Sub-area	No support needs	Support needs	Total	Total
South	82.1%	17.9%	100.0%	4,906
Central	78.0%	22.0%	100.0%	20,626
North	83.3%	16.7%	100.0%	9,275
<b>Total</b>	<b>80.0%</b>	<b>20.0%</b>	<b>100.0%</b>	<b>34,806</b>

Source: Fordham Research Gloucestershire household survey (2009)

### Households containing people over 55

Table A1.15 Older person households by sub-area					
Sub-area	No over 55's	Some over 55's	All over 55's	Total	Total
South	36.6%	12.0%	51.4%	100.0%	4,906
Central	51.0%	11.4%	37.6%	100.0%	20,626
North	41.0%	15.0%	44.0%	100.0%	9,275
<b>Total</b>	<b>46.3%</b>	<b>12.4%</b>	<b>41.3%</b>	<b>100.0%</b>	<b>34,806</b>

Source: Fordham Research Gloucestershire household survey (2009)

### Households headed by a key worker

Table A1.16 Households headed by a key worker by sub-area					
Sub-area	Not employed	Employed: key worker	Employed: not key worker	Total	Total
South	50.6%	28.6%	20.8%	100.0%	4,906
Central	48.5%	30.0%	21.5%	100.0%	20,626
North	47.5%	28.8%	23.7%	100.0%	9,275
<b>Total</b>	<b>48.5%</b>	<b>29.5%</b>	<b>22.0%</b>	<b>100.0%</b>	<b>34,806</b>

Source: Fordham Research Gloucestershire household survey (2009)

### Ethnic groups

Table A1.17 Ethnic group by sub-area				
Sub-area	White British	Other	Total	Total
South	97.0%	3.0%	100.0%	4,906
Central	97.1%	2.9%	100.0%	20,626
North	98.2%	1.8%	100.0%	9,275
<b>Total</b>	<b>97.4%</b>	<b>2.6%</b>	<b>100.0%</b>	<b>34,806</b>

Source: Fordham Research Gloucestershire household survey (2009)

## Appendix A2. Supporting information

### Non-response and missing data

- A2.1 Missing data is a feature of all housing surveys: mainly due to a respondent's refusal to answer a particular question (e.g. income). For all missing data in the survey imputation procedures were applied. In general, throughout the survey the level of missing data was minimal. The main exception to this was in relation to financial information, where there was an appreciable (although typical) level of non-response.
- A2.2 Non-response can cause a number of problems:
- The sample size is effectively reduced so that applying the calculated weight will not give estimates for the whole population
  - Variables which are derived from the combination of a number of responses each of which may be affected by item non-response (e.g. collecting both respondent and their partners income separately) may exhibit high levels of non-response
  - If the amount of non-response substantially varies across sub-groups of the population this may lead to a bias of the results
- A2.3 To overcome these problems missing data was 'imputed'. Imputation involves substituting for the missing value, a value given by a suitably defined 'similar' household, where the definition of similar varies depending on the actual item being imputed.
- A2.4 The specific method used was to divide the sample into sub-groups based on relevant characteristics and then 'Probability Match' where a value selected from those with a similar predicted value was imputed. The main sub-groups used were tenure, household size and age of respondent.

### Weighting data

- A2.5 The survey data was weighted to estimated profiles of households based on various secondary sources of information. The tables below show the final estimates of the number of households in each group along with the number of actual survey responses. Although in some cases it is clear that the proportions of survey responses are close to the 'expected' situation there are others where it is clear that the weighting of data is necessary to ensure that the results as presented are reflective of the household population of Forest of Dean.

Table A2.1 Tenure				
<i>Tenure</i>	<i>Estimated households</i>	<i>% of households</i>	<i>Number of returns</i>	<i>% of returns</i>
Owner occupied (no mortgage)	14,931	42.9%	831	46.9%
Owner occupied (w/ mortgage)	12,377	35.6%	609	34.3%
Social rented	4,700	13.5%	212	12.0%
Private rented	2,798	8.0%	121	6.8%
<b>Total</b>	<b>34,806</b>	<b>100.0%</b>	<b>1,773</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

Table A2.2 Accommodation Type				
<i>Accommodation Type</i>	<i>Estimated households</i>	<i>% of households</i>	<i>Number of returns</i>	<i>% of returns</i>
Detached	17,196	49.4%	950	53.6%
Semi-detached	11,177	32.1%	539	30.4%
Terraced	4,430	12.7%	221	12.5%
Flat/Maisonette	2,004	5.8%	63	3.6%
<b>Total</b>	<b>34,806</b>	<b>100.0%</b>	<b>1,773</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

Table A2.3 Car Ownership				
<i>Car Ownership</i>	<i>Estimated households</i>	<i>% of households</i>	<i>Number of returns</i>	<i>% of returns</i>
No cars	4,258	12.2%	220	12.4%
One car	15,140	43.5%	668	37.7%
Two or more cars	15,407	44.3%	885	49.9%
<b>Total</b>	<b>34,806</b>	<b>100.0%</b>	<b>1,773</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

Table A2.4 Ethnic group				
<i>Ethnic Group</i>	<i>Estimated households</i>	<i>% of households</i>	<i>Number of returns</i>	<i>% of returns</i>
White British	33,894	97.4%	1,737	98.0%
White Irish / Other	650	1.9%	31	1.7%
Asian	83	0.2%	3	0.2%
Black	0	0.0%	0	0.0%
Other	179	0.5%	2	0.1%
<b>Total</b>	<b>34,806</b>	<b>100.0%</b>	<b>1,773</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)



<b>Table A2.5 Wards</b>				
<i>Ward Code</i>	<i>Estimated households</i>	<i>% of households</i>	<i>Number of returns</i>	<i>% of returns</i>
Alvington, Aylburton and West Lydney	1,516	4.4%	87	4.9%
Awre	712	2.0%	32	1.8%
Berry Hill	701	2.0%	22	1.2%
Blaisdon and Longhope	719	2.1%	51	2.9%
Bream	1,339	3.8%	63	3.6%
Bromesberrow and Dymock	794	2.3%	46	2.6%
Christchurch and English Bicknor	682	2.0%	30	1.7%
Churcham and Huntley	711	2.0%	51	2.9%
Cinderford East	1,528	4.4%	43	2.4%
Cinderford West	2,266	6.5%	71	4.0%
Coleford Central	1,436	4.1%	51	2.9%
Coleford East	2,333	6.7%	92	5.2%
Hartpury	667	1.9%	37	2.1%
Hewelsfield and Woolaston	702	2.0%	60	3.4%
Littledean and Ruspidge	1,656	4.8%	87	4.9%
Lydbrook and Ruardean	2,141	6.2%	84	4.7%
Lydney East	2,090	6.0%	92	5.2%
Lydney North	805	2.3%	27	1.5%
Mitcheldean and Drybrook	1,900	5.5%	94	5.3%
Newent Central	1,554	4.5%	95	5.4%
Newland and St. Briavels	1,458	4.2%	80	4.5%
Newnham and Westbury	1,241	3.6%	85	4.8%
Oxenhall and Newent North East	657	1.9%	36	2.0%
Pillowell	1,494	4.3%	53	3.0%
Redmarley	738	2.1%	50	2.8%
Tibberton	683	2.0%	47	2.7%
Tidenham	2,284	6.6%	207	11.7%
<b>Total</b>	<b>34,806</b>	<b>100.0%</b>	<b>1,773</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

**Table A2.6 Household type**

<i>Household Type</i>	<i>Estimated households</i>	<i>% of households</i>	<i>Number of returns</i>	<i>% of returns</i>
Single	9,865	28.3%	432	24.4%
Couple or two parent family	20,397	58.6%	1,235	69.7%
Lone parent family	1,739	5.0%	45	2.5%
Other	2,805	8.1%	61	3.4%
<b>Total</b>	<b>34,806</b>	<b>100.0%</b>	<b>1,773</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

**Table A2.7 Council Tax Bands**

<i>Council tax band</i>	<i>Estimated households</i>	<i>% of households</i>	<i>Number of returns</i>	<i>% of returns</i>
A	5,818	16.7%	229	12.9%
B	9,026	25.9%	391	22.1%
C	7,965	22.9%	389	21.9%
D	5,308	15.3%	309	17.4%
E or higher	6,690	19.2%	455	25.7%
<b>Total</b>	<b>34,806</b>	<b>100.0%</b>	<b>1,773</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)

<b>Table A2.8 Population Age Bands</b>				
<i>Age band</i>	<i>Estimated population</i>	<i>% of population</i>	<i>Number of people on returns</i>	<i>% of people on returns</i>
4 or under	3,968	4.9%	153	3.7%
5 to 9	4,337	5.4%	194	4.7%
10 to 14	4,941	6.1%	237	5.8%
15 to 19	5,405	6.7%	222	5.4%
20 to 24	4,356	5.4%	166	4.0%
25 to 29	3,599	4.5%	121	3.0%
30 to 34	3,411	4.2%	148	3.6%
35 to 39	4,982	6.2%	239	5.8%
40 to 44	6,245	7.8%	293	7.1%
45 to 49	5,958	7.4%	276	6.7%
50 to 54	5,452	6.8%	331	8.1%
55 to 59	5,738	7.1%	362	8.8%
60 to 64	6,123	7.6%	439	10.7%
65 to 69	4,859	6.0%	331	8.1%
70 to 74	3,888	4.8%	221	5.4%
75 to 79	2,916	3.6%	176	4.3%
80 to 84	2,235	2.8%	103	2.5%
85 or over	2,139	2.7%	89	2.2%
<b>Total</b>	<b>80,552</b>	<b>100.0%</b>	<b>4,101</b>	<b>100.0%</b>

Source: Fordham Research Gloucestershire household survey (2009)



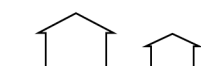
# Appendix A3. Secondary Sources

## List of sources

- A3.1 Please note that all secondary sources marked as contributing to 'weighting' will have been taken into account, via the weighting process, in all calculations in the report based on primary data, including both the CLG and BHM (market balance) models.

Table A3.1 List of secondary sources used in the report		
<i>Source, publisher and year of publication</i>		<i>Used in:</i>
Census	ONS (2001)	Weighting
CORE area reports	CORE (2008/09)	Chapter 3, CLG Model
Council Tax Register	Gloucestershire Councils (2009)	Sampling, Weighting
Details of properties advertised online	rightmove.co.uk (2009)	Chapter 3, CLG/BHM Models
Housing Strategy Statistical Appendix	CLG (2008)	Weighting, CLG Model
Land Registry data (adjusted)	CLG (2009)	Chapter 3
Land Registry data (raw)	Land Registry (2009)	Chapter 3
Mid-year ethnic group population estimates, 2001-2006	ONS (2006)	Weighting
P1E Returns (homelessness)	CLG (March 2009)	CLG Model
Secretary of State's Proposed Changes to the South West Draft Regional Spatial Strategy (RSS)	GOSW (2008)	CLG & BHM Models
Regulatory & Statistical Return (RSR)	HCA (2008)	CLG Model
Sub-national demographic projections, 2006 based	ONS (2008)	Weighting, BHM Model
Survey of English Housing (SEH)	CLG (2006/07)	Weighting, Chapter 4

Source: Fordham Research





# Appendix A4. Survey Questionnaire

