

Berkshire Strategic Housing Market Assessment

Stakeholder Workshop

October 2015

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Introductions

- Nick Ireland, Planning Director
- Paul McColgan, Associate Director

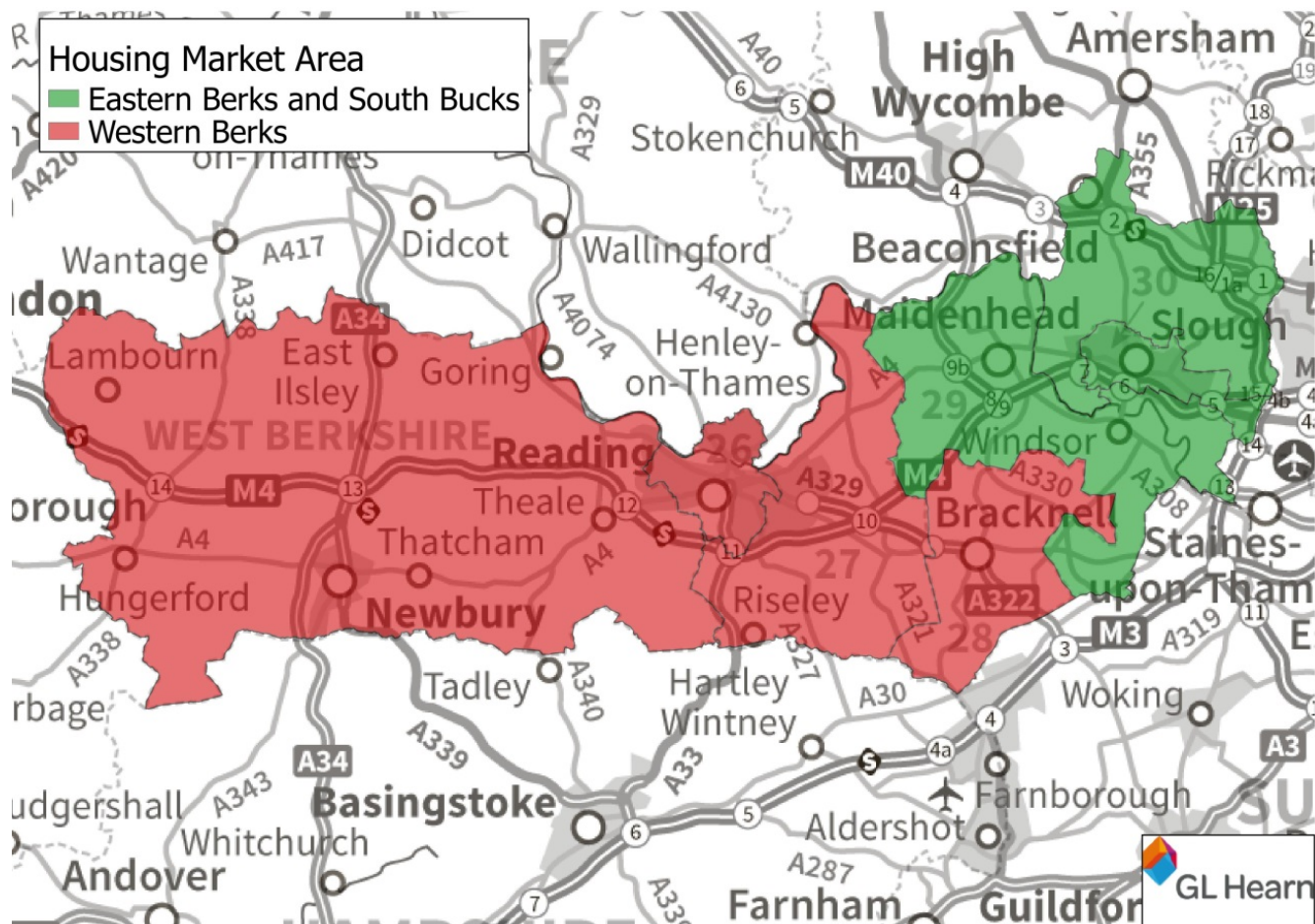
Structure

- National policy
- Housing Market Geographies
- Building-up the picture of overall housing needs
 - Population trends
 - How the economy might perform
 - Affordability
- Findings on overall housing need
- Need for different types of homes
- Questions

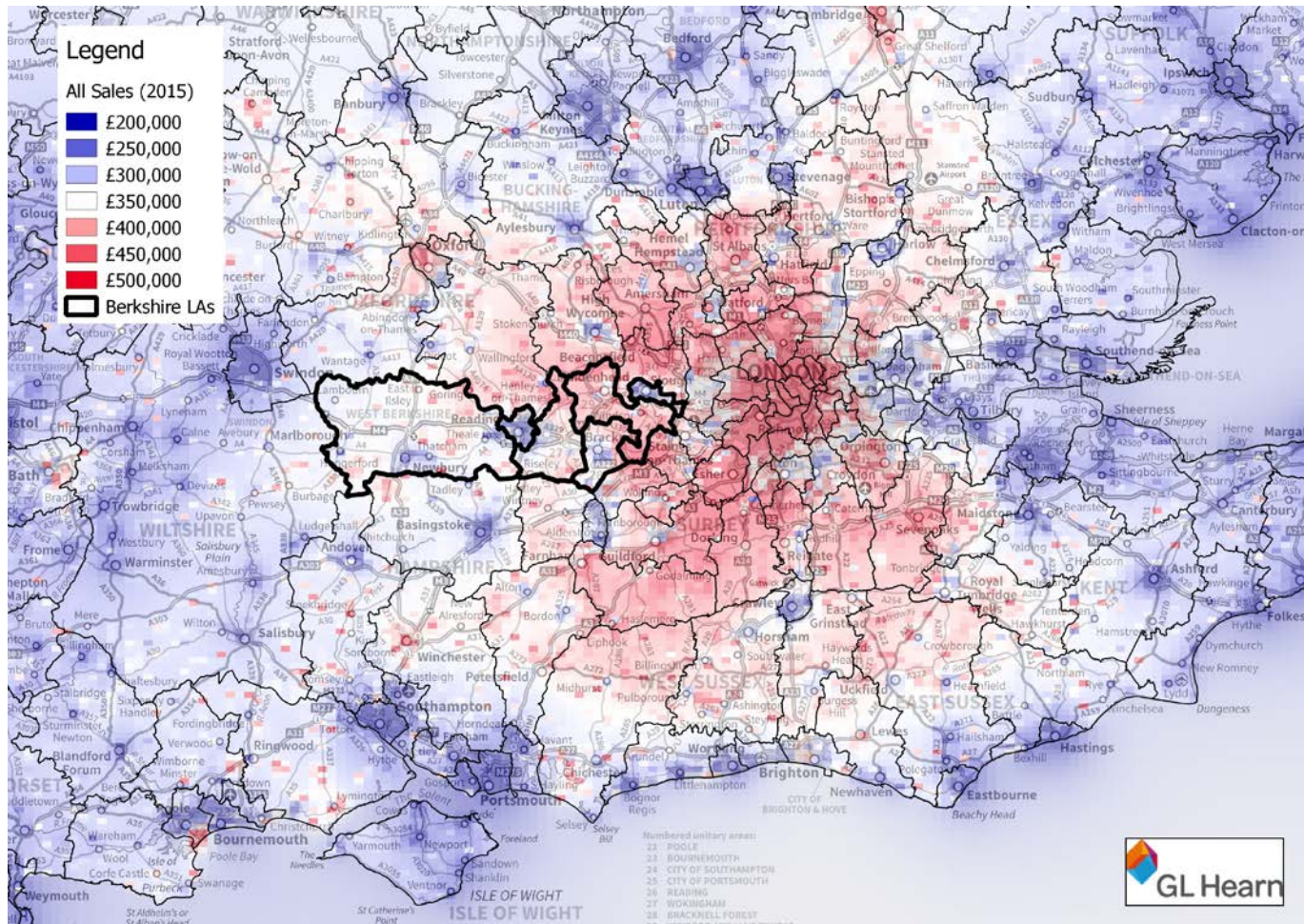
National policy says ...

- Identify your housing market area
- Identify (objectively assessed) housing needs – leaving aside constraints
 - The above are completed as part of the SHMA
- Bring together with other factors through the plan-making process
- Work together to meet need as far as possible – consistent with other national planning policies and achieving sustainable development
- Assessment of housing need is an important ‘starting point’ for plan-making

Housing Market Areas

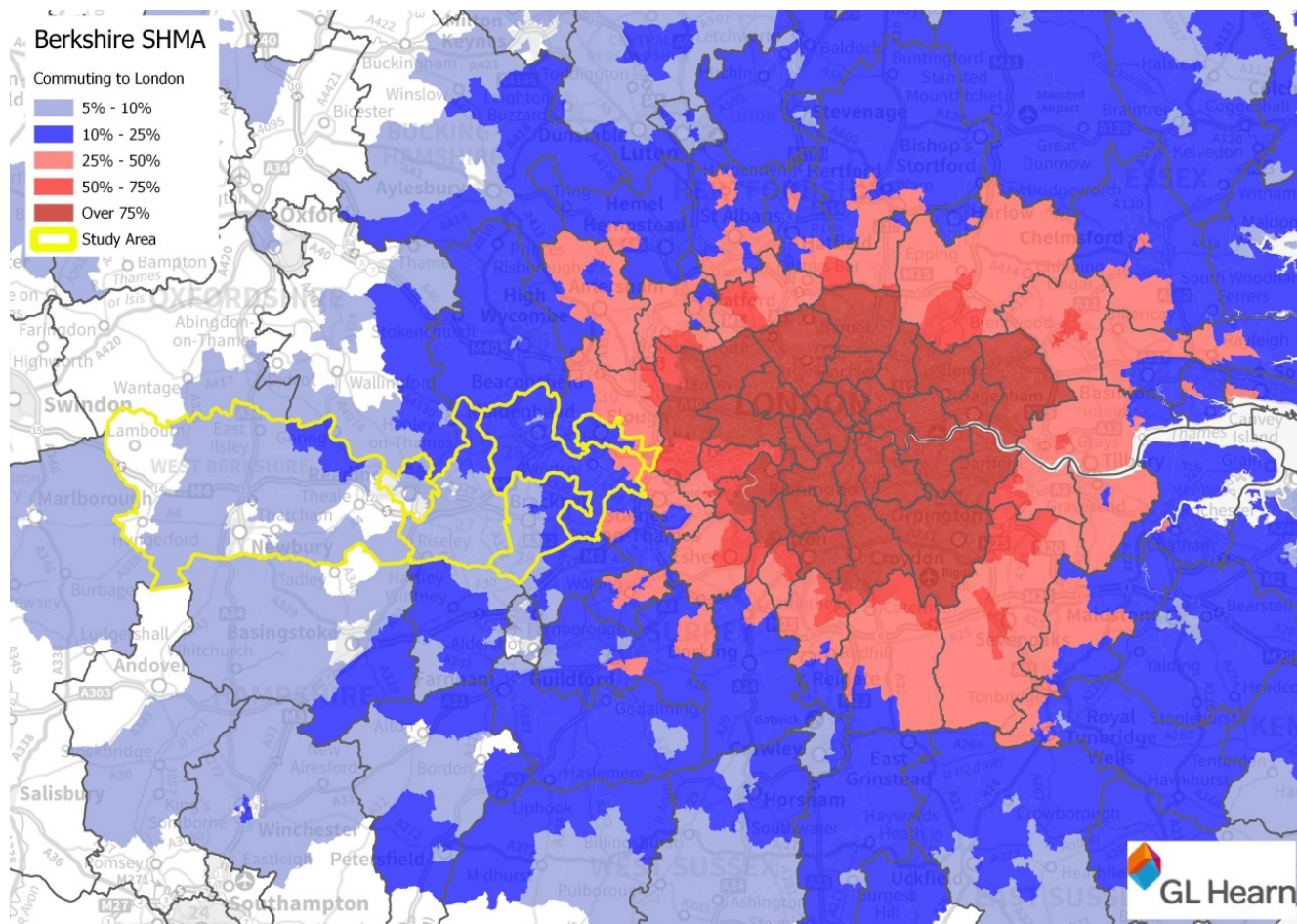


House Price Geography



Commuting to London

2011 Census Data

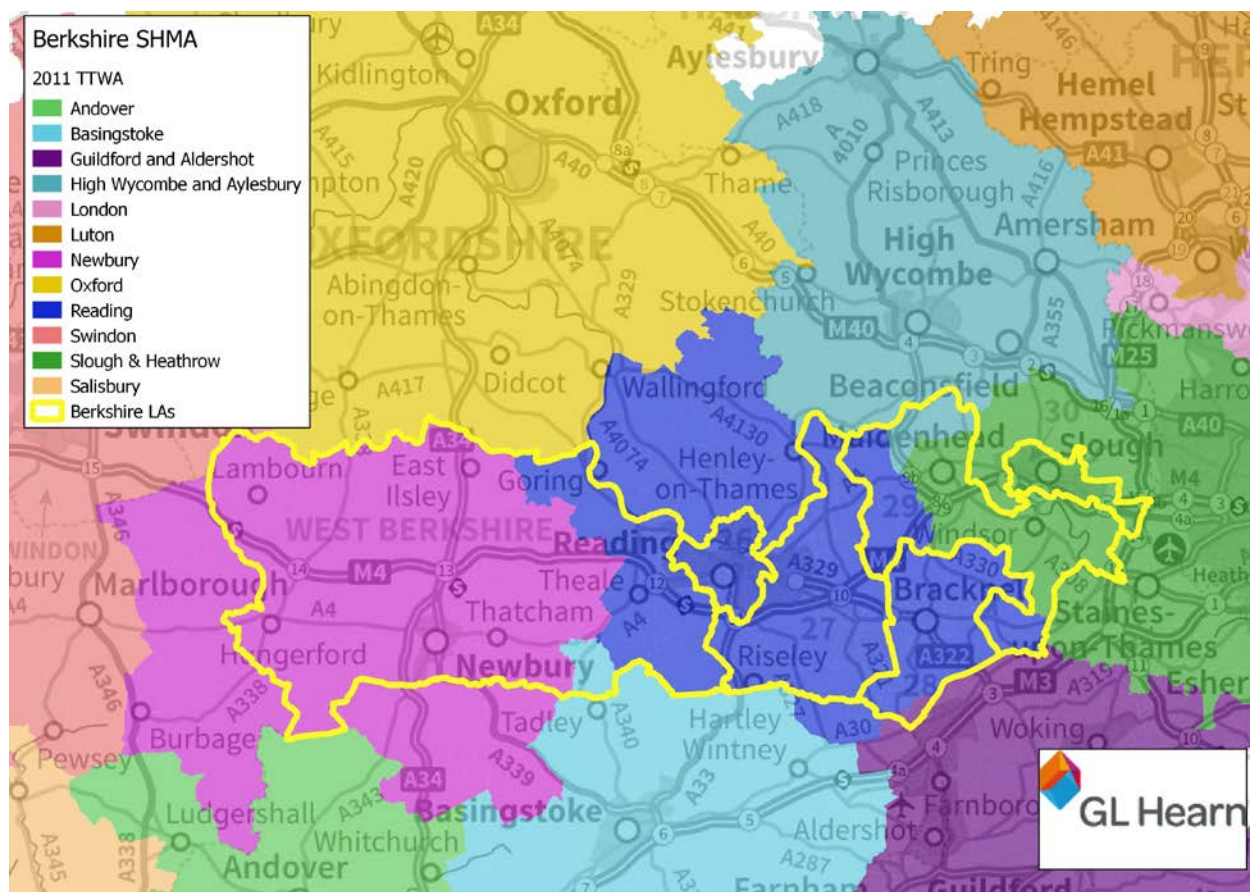


Commuter Flows

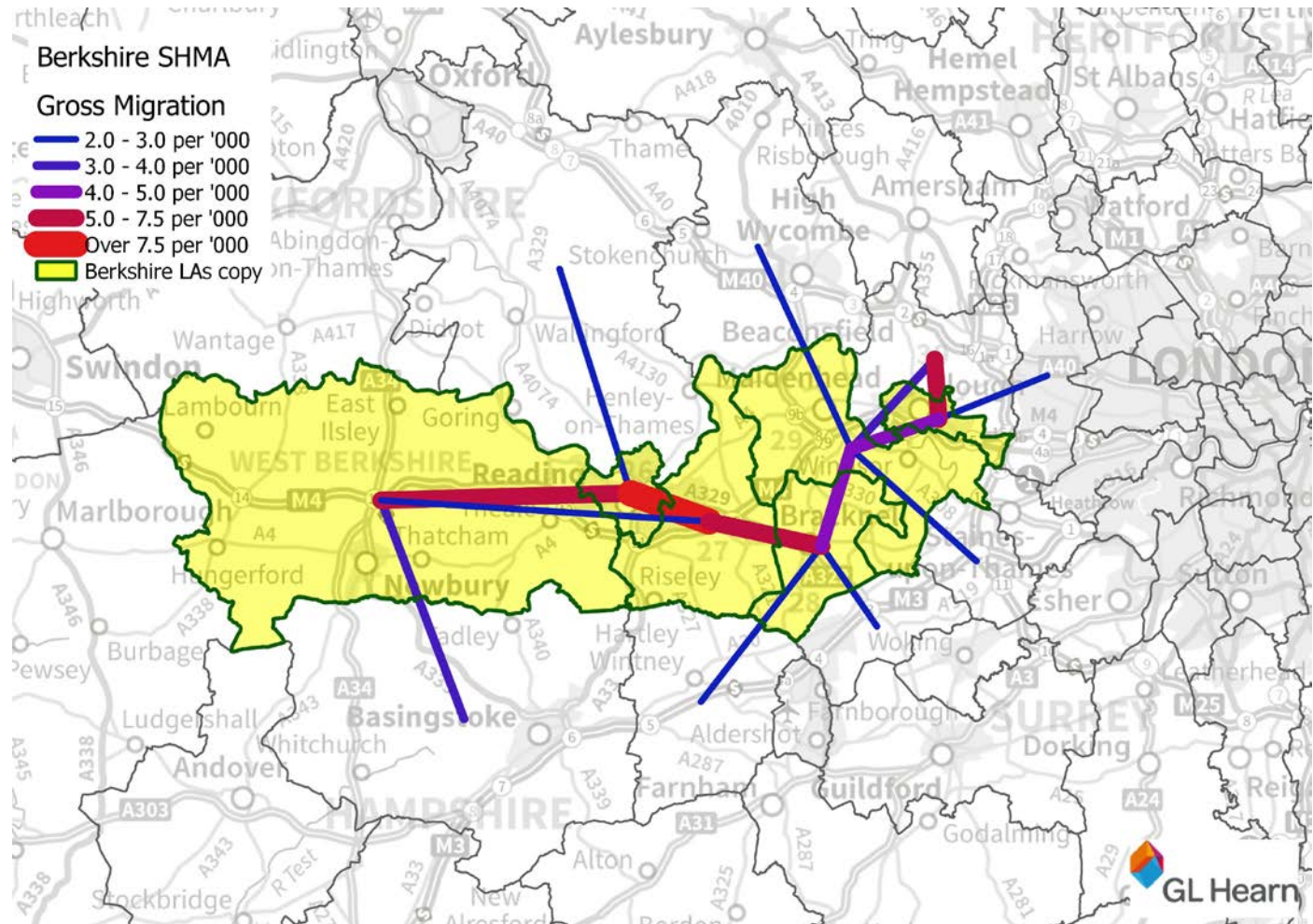
- Self Containment Rates for TTWA are at least 66.7% in larger areas:
 - Including London moves
 - Western Berkshire HMA – up to 70%
 - Eastern Berks & South Bucks HMA – up to 54%
 - Excluding London moves
 - Western Berkshire HMA – up to 76%
 - Eastern Berks & South Bucks HMA – up to 71%
- Commuting to London
 - Over 33,000 each day from Eastern Berks & South Bucks HMA
 - Over 18,500 from Western Berkshire

ONS Travel to Work Areas

2011 Census Data



Migration Flows



Migration Flows

- Self Containment Rates for HMA are “Typically 70%” excluding long distance moves:
 - Including both long distance and London moves
 - Western Berkshire HMA – 63%
 - Eastern Berks & South Bucks HMA – up to 59%
 - Excluding long distance but including London moves
 - Western Berkshire HMA – up to 77%
 - Eastern Berks & South Bucks HMA – up to 69%
 - Excluding both long distance and London moves
 - Western Berkshire HMA – up to 83%
 - Eastern Berks & South Bucks HMA – up to 86%

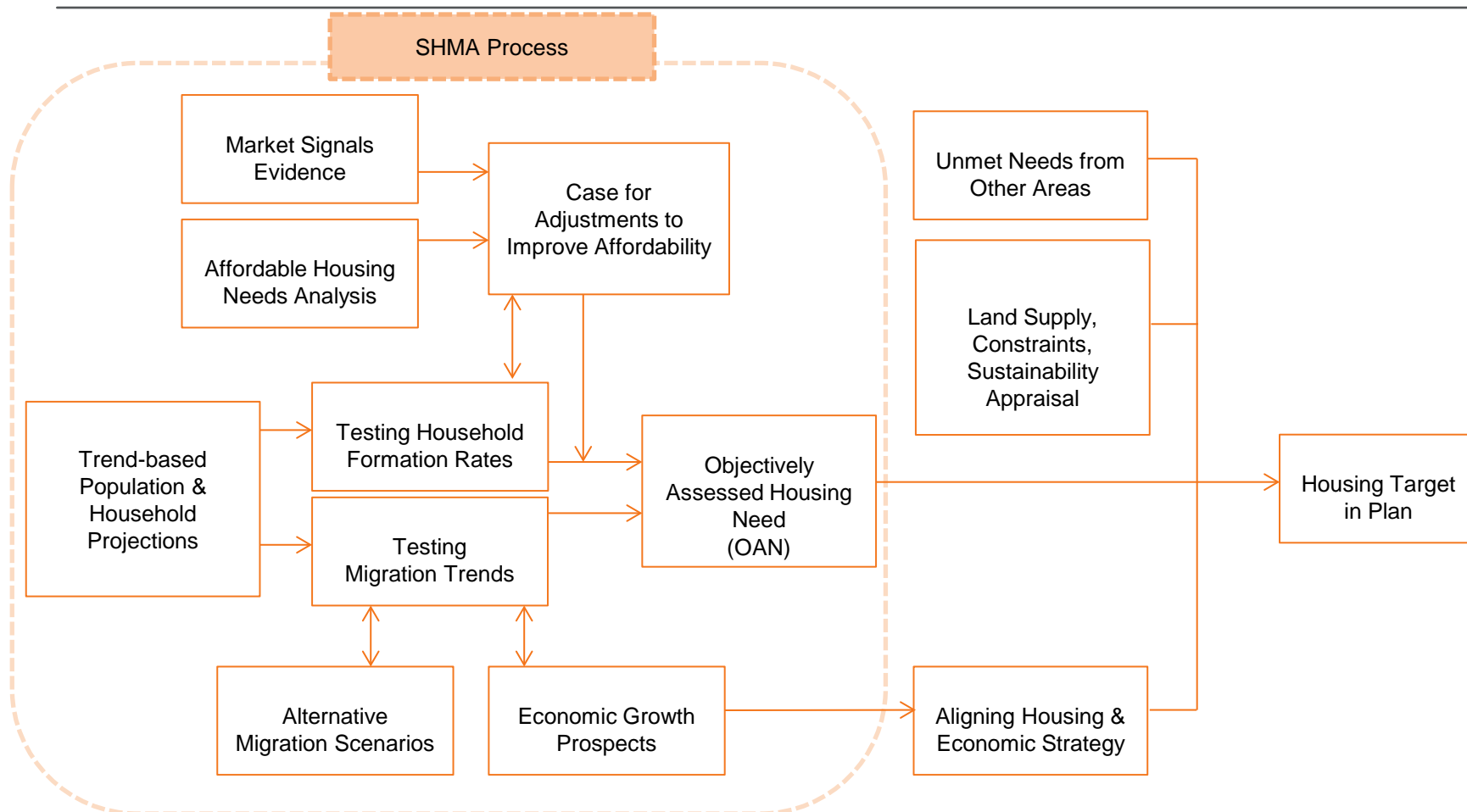
Other Considerations

- Approach compliant with PPG and PAS guidance
- Looked at all analysis in the round with no weighting to favour any of the criteria
- Recognise the influence of London in migration, commuting and house prices
- Local agents agree with two HMA approach
- LEP plus Berkshire UAs currently undertaking study to review FEMA areas
- Local authorities continuing to cooperate - Should seek to meet need within HMA if not possible then then consider cross-boundary relationships with other HMAs

Objectively Assessed Housing Need

- Study calculates net housing need over the period 2013 – 2036
- No backlog prior to 2013 should be added on to OAN
- *“Household projections published by DCLG should provide the starting point estimate of housing need”*
 - 2012-based Household Projections
 - Re-based to take account of 2013 Mid-Year Population Estimates

Approach to defining Housing Need

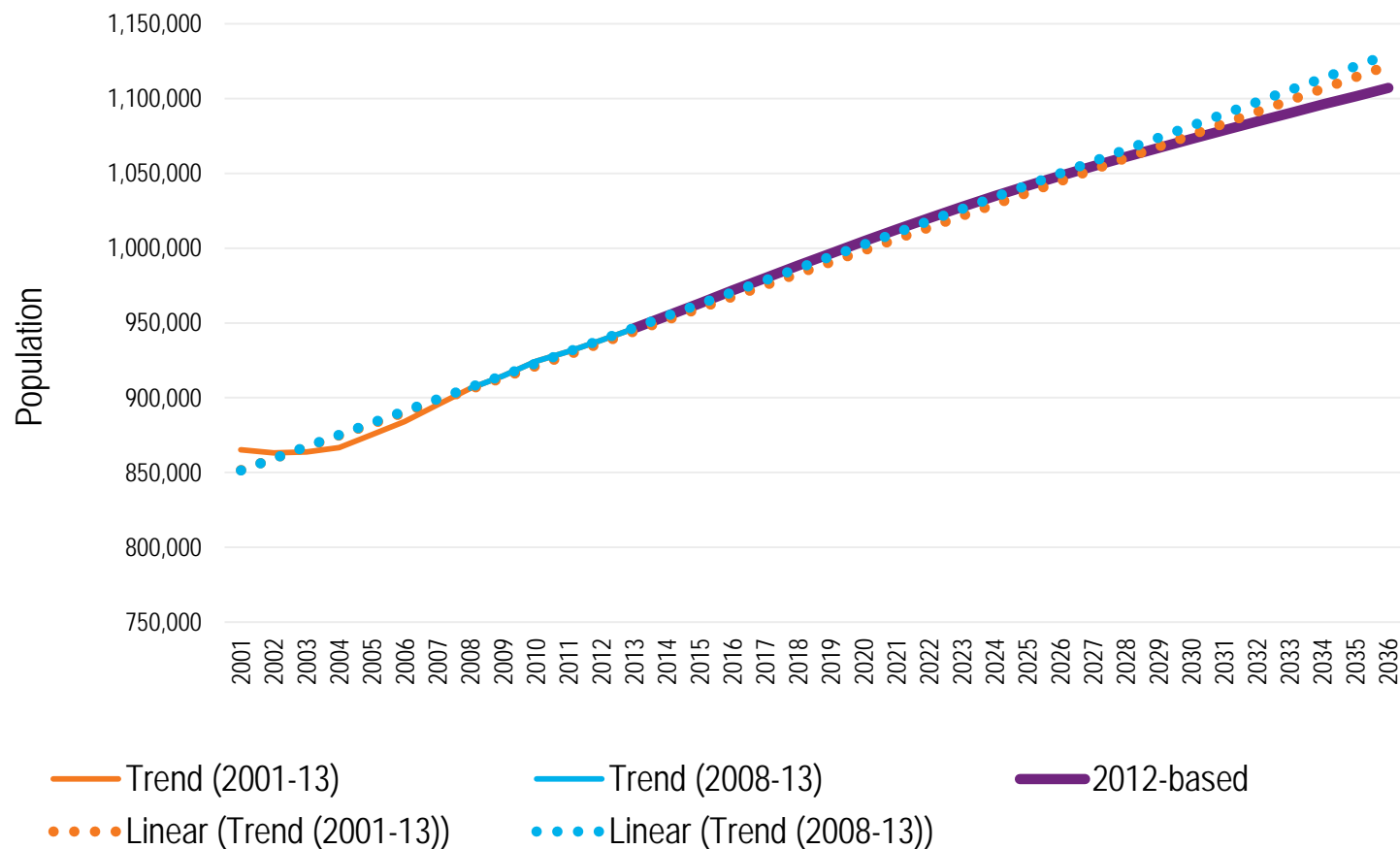


Interrogating Demographic Trends

- Projected population growth of 16.6% across Berkshire, 2013-36
 - 20.8% East Berks and South Bucks HMA
 - 14.7% Western Berks HMA
- Housing need calculated takes account of:
 - Changes in age structure
 - Age-specific household formation rates
 - Allowance vacant and second homes – Census 2011

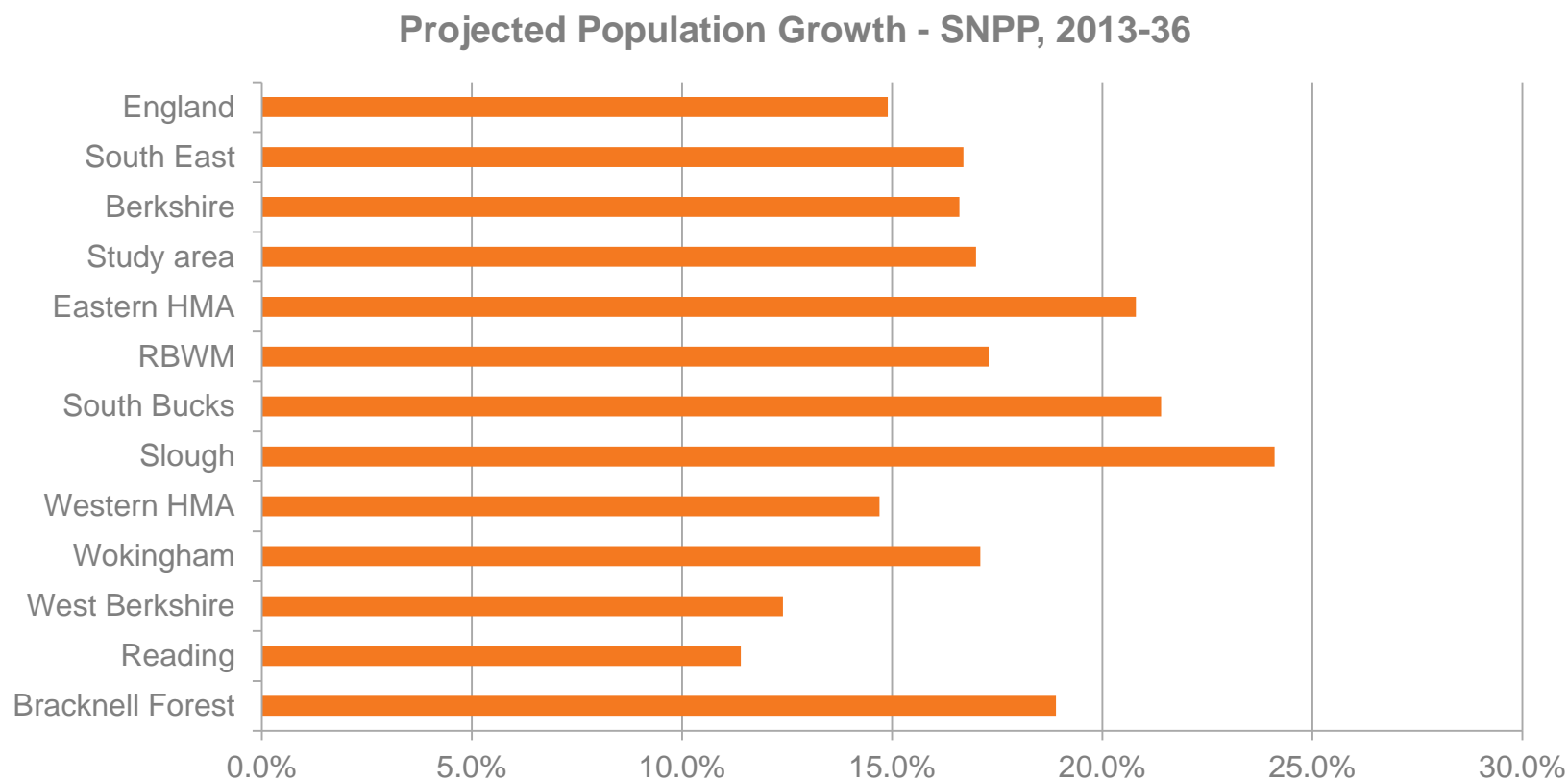
Projected Population Growth

2012-based Sub-National Population Projections



Projected Population Growth

2012-based Sub-National Population Projections



2012-based Household Projections

- Adjusted for 2013 MYE

- Need for 2,293 homes per year across the Western HMA
- Need for 1,871 homes per year in Eastern Berkshire & South Bucks HMA

	Homes per Annum, 2013-36
Bracknell Forest	535
Reading	541
West Berkshire	537
Wokingham	680
Western HMA	2,293
Slough	875
South Bucks	339
RBWM	657
East Berks and South Bucks HMA	1,871

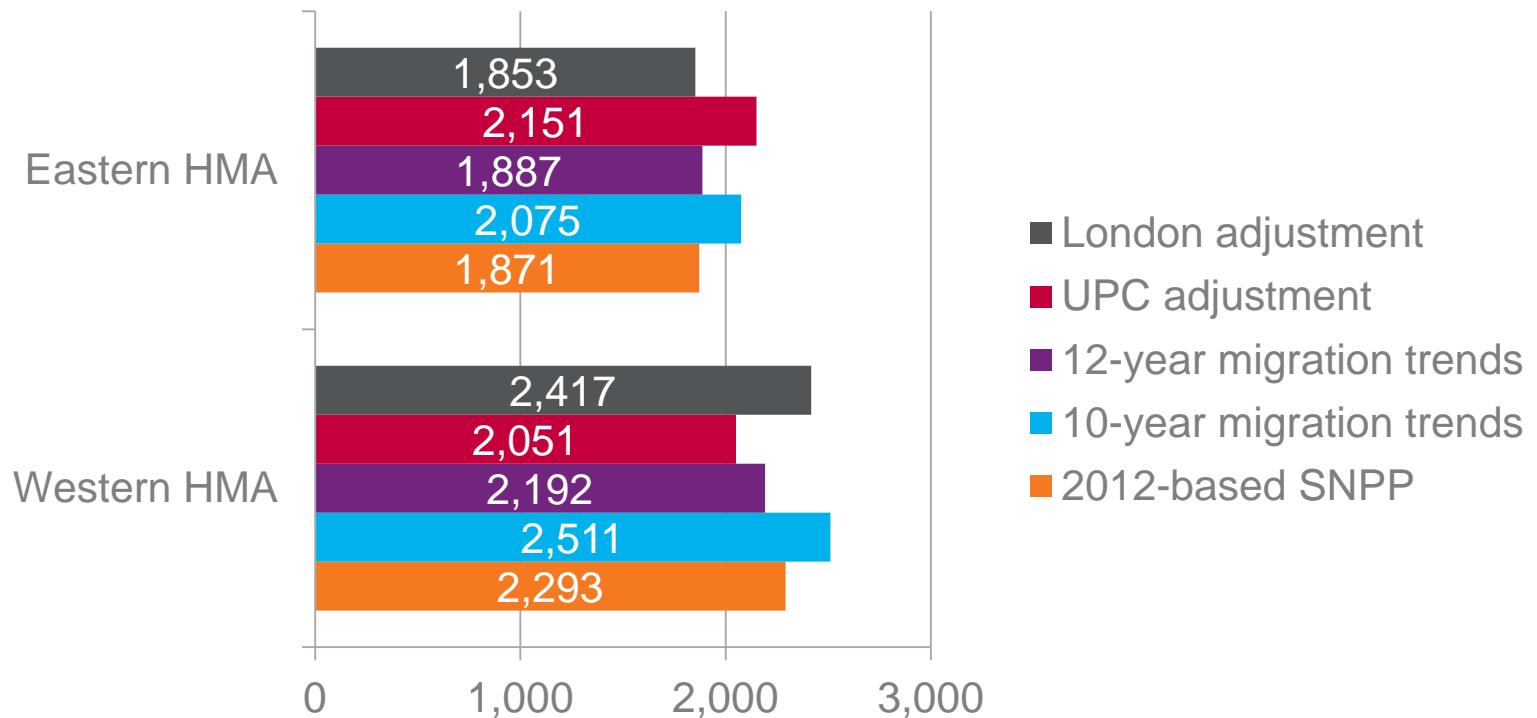
Sensitivity Testing – Demographics

- Recognise factors which could have influenced latest official projections
 - Recession
 - Out-migration from London
- Sensitivity testing considering
 - Migration to/ from London – consistent with London Plan modelling
 - Long-term migration trends – 10 / 12 years
 - Unattributable Population Change
- Household formation rates

Sensitivity Testing

Homes per annum, 2013-36

- Scenarios based on alternative assumptions on migration



Adjustments to Migration – Western Berkshire HMA

Homes per Annum, 2013-36

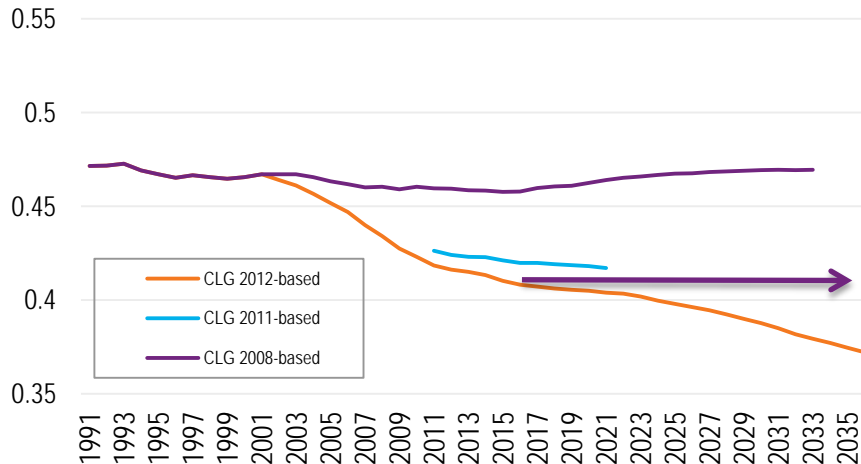
- SNPP reasonable trend-based projection for East Berks & South Bucks HMA
- Expected stronger out-migration from London to Western HMA



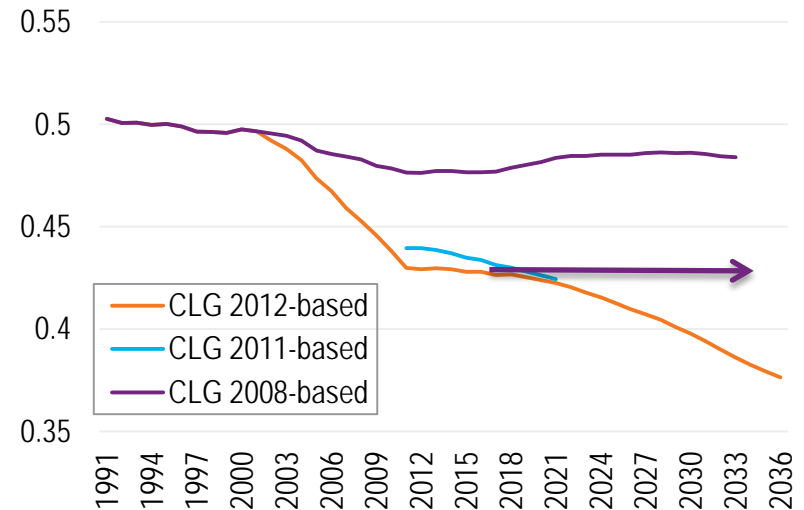
Demographic Scenarios – Household Formation

- Included adjustments to household formation to avoid projecting forward deteriorating affordability for younger households
 - Affects West Berkshire and Bracknell Forest
 - 32 homes per annum added to each of the above Local authorities only

Household Formation amongst persons 25-34, West Berkshire



Household Formation amongst persons 25-34, Bracknell Forest

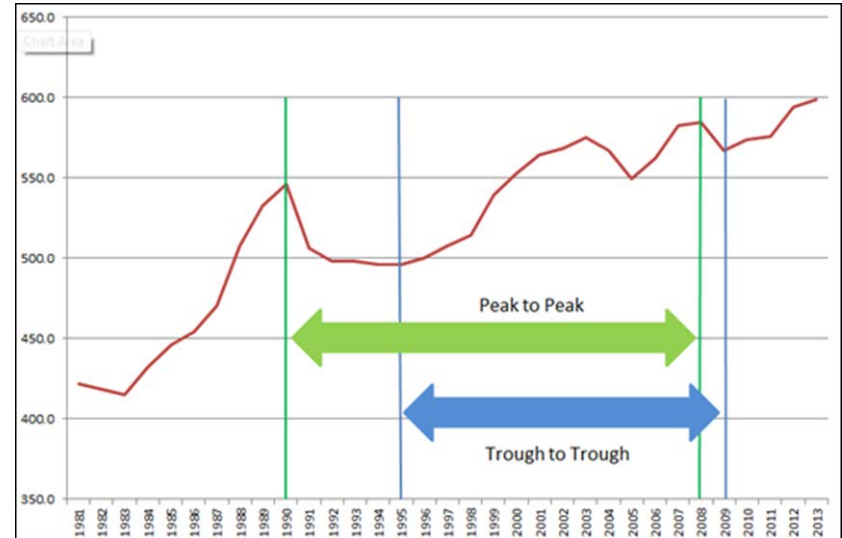


Influence of Economic Growth

- Relationship between housing need & economic growth complex
 - Job creation – scale and geography
 - Commuting ratios held
 - People with more than one job
 - People moving into retirement
 - People working for longer
- Analysis assumes
 - Improvements to economic participation
 - Commuting patterns remain consistent to 2011

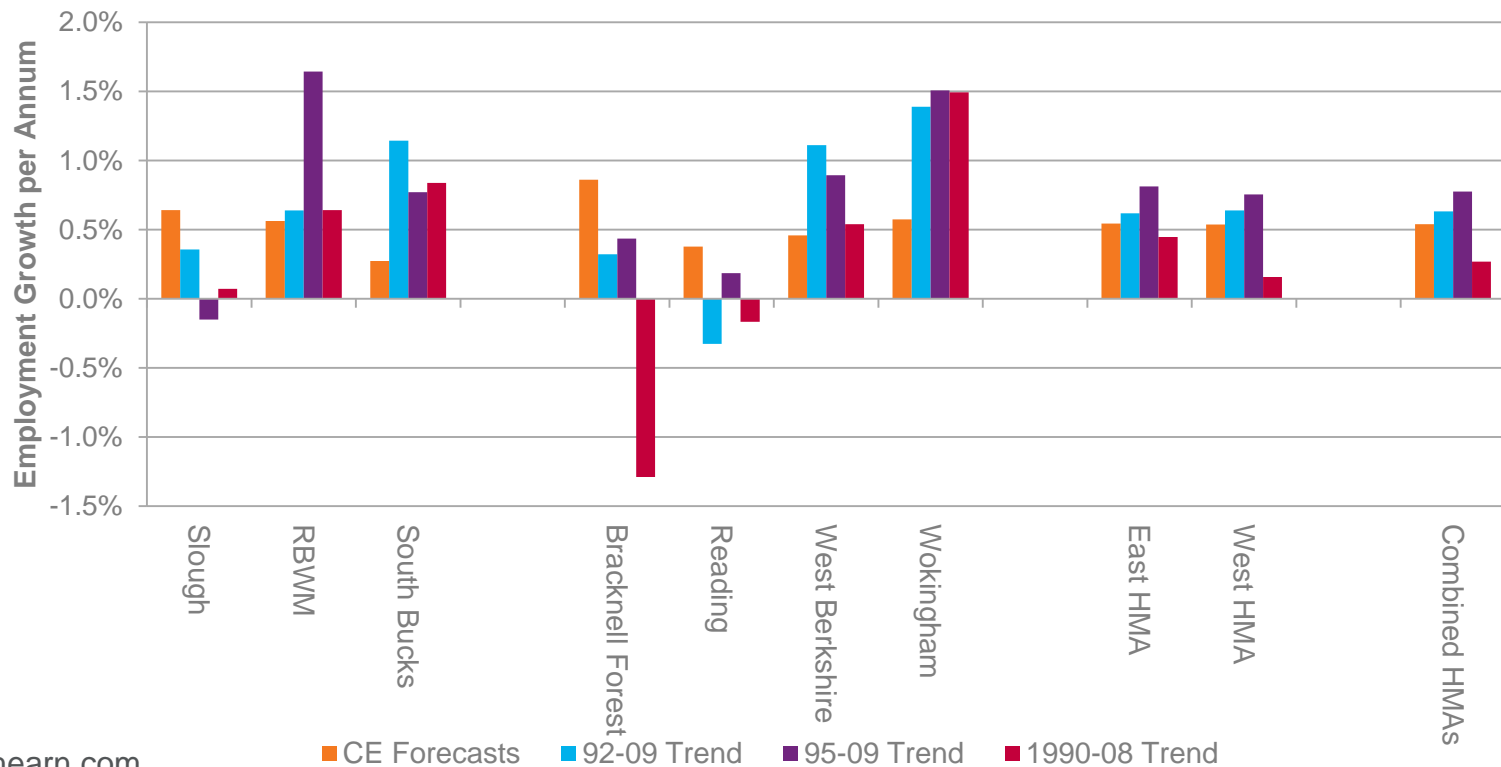
Scale of Economic Growth

- Analysis has considered
 - Past trends over economic cycle
 - Projections from Cambridge Econometrics – consistent with evidence underpinning Berkshire Strategic Economic Plan
 - How distribution of growth might differ from the past



Scale of Economic Growth

- Looking at trends and/or forecasts as the PPG recommends
- The distribution of growth - considering the potential growth rates of different parts of sub-regional economy



Economic Growth Assumptions

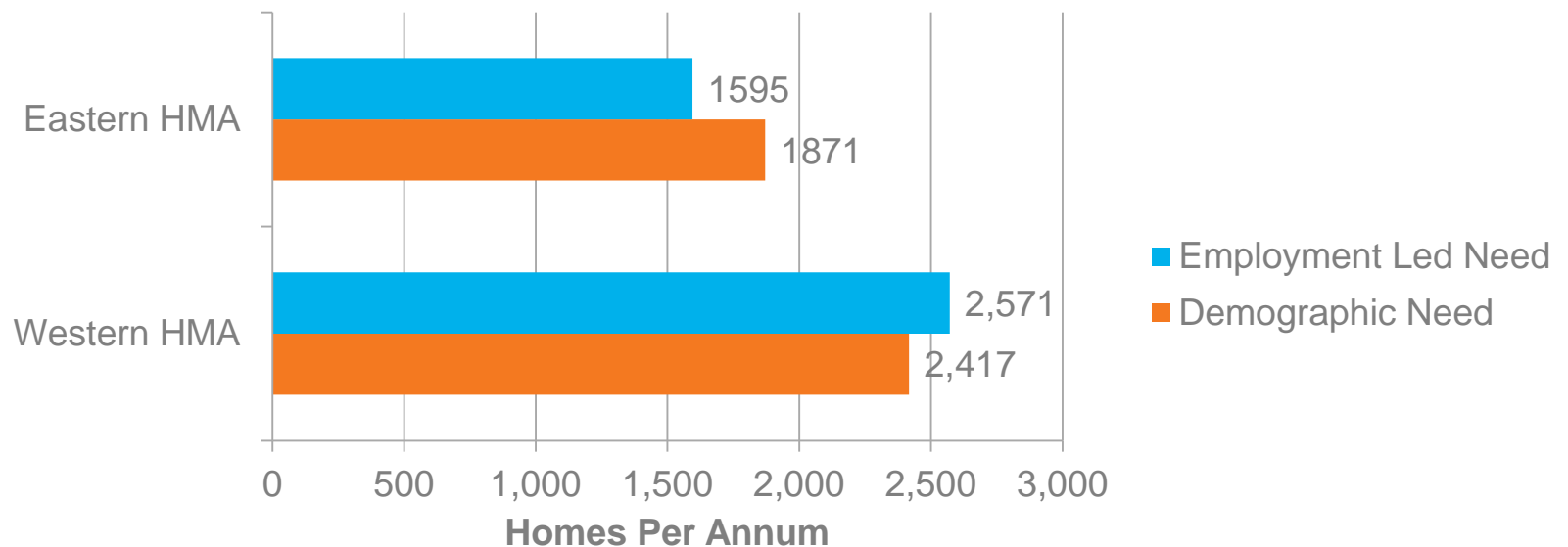
GLH & WE Forecasts - Net Change in Total Employment, 2013-36

	Employment in '000			
Scenario	2013	2036	Change 2013-2036	CAGR
Slough	92.9	109.1	16.2	0.7%
RBWM	90.5	103.0	12.5	0.6%
South Bucks	38.6	43.3	4.7	0.5%
East HMA	222.0	255.4	33.4	0.6%
Bracknell Forest	70.5	77.9	7.4	0.4%
Reading	114.8	131.7	16.9	0.6%
West Berkshire	108.0	120.0	12.0	0.5%
Wokingham	83.2	99.9	16.7	0.8%
West HMA	376.5	429.6	53.1	0.6%
Combined HMAs	598.5	684.9	86.4	0.6%

Economic-led Projections

Housing Need 2013-36, based on 2012 Headship Rates

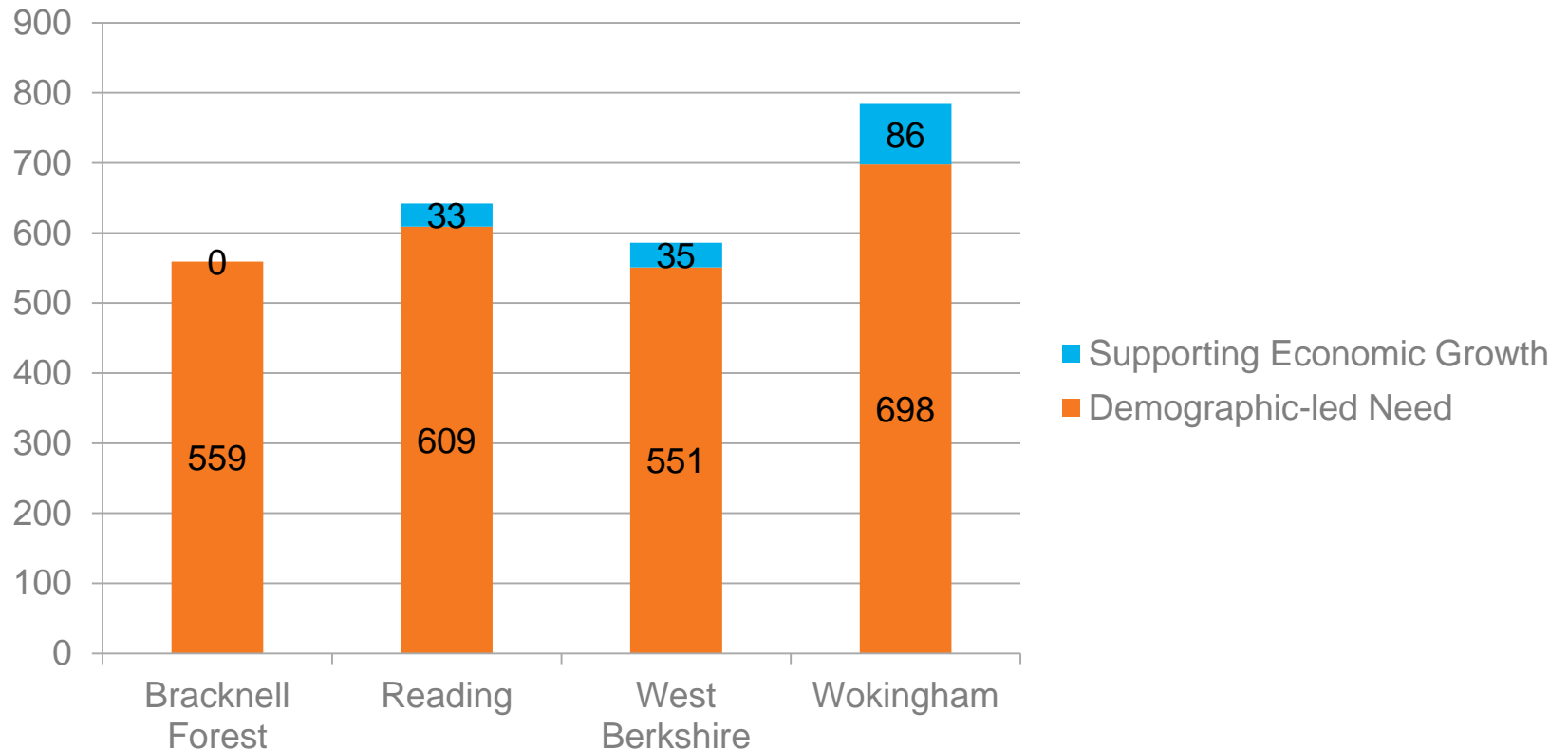
- Trend-based demographic projections show higher population growth (and thus workforce growth) in East Berks & South Bucks HMA
- Evidence provides basis for adjusting housing need to support economic growth in Western Berkshire HMA



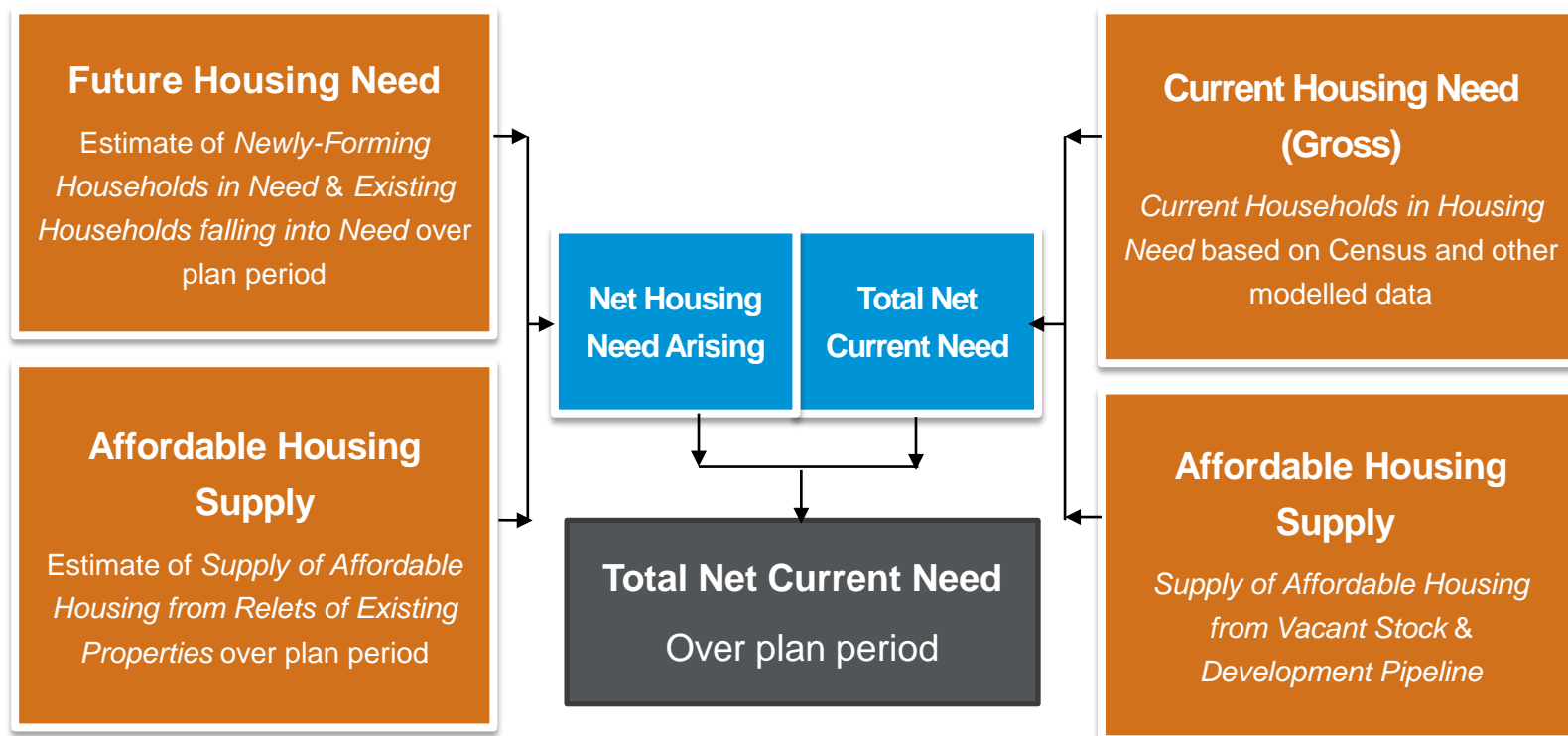
Supporting Economic Growth in Western Berkshire HMA

Homes per Annum – 2013-36

- 6% upward adjustment to support economic growth in Western Berks HMA



Affordable Housing Need



Affordable Housing Need

Homes per Annum, 2013-36

	Current need	Newly forming households	Existing hhs falling into need	Total need	Supply	Net need
Bracknell Forest	40	426	135	601	374	227
Reading	105	522	343	970	564	406
West Berkshire	44	393	208	645	457	189
Wokingham	42	477	76	594	153	441
Western HMA	231	1,818	762	2,810	1,548	1,263
Slough	180	743	282	1,205	534	671
South Bucks	29	207	51	287	120	167
RBWM	68	548	154	769	335	434
East Berks & South Bucks HMA	277	1,498	487	2,261	988	1,273
Combined HMAs	508	3,315	1,248	5,072	2,535	2,537

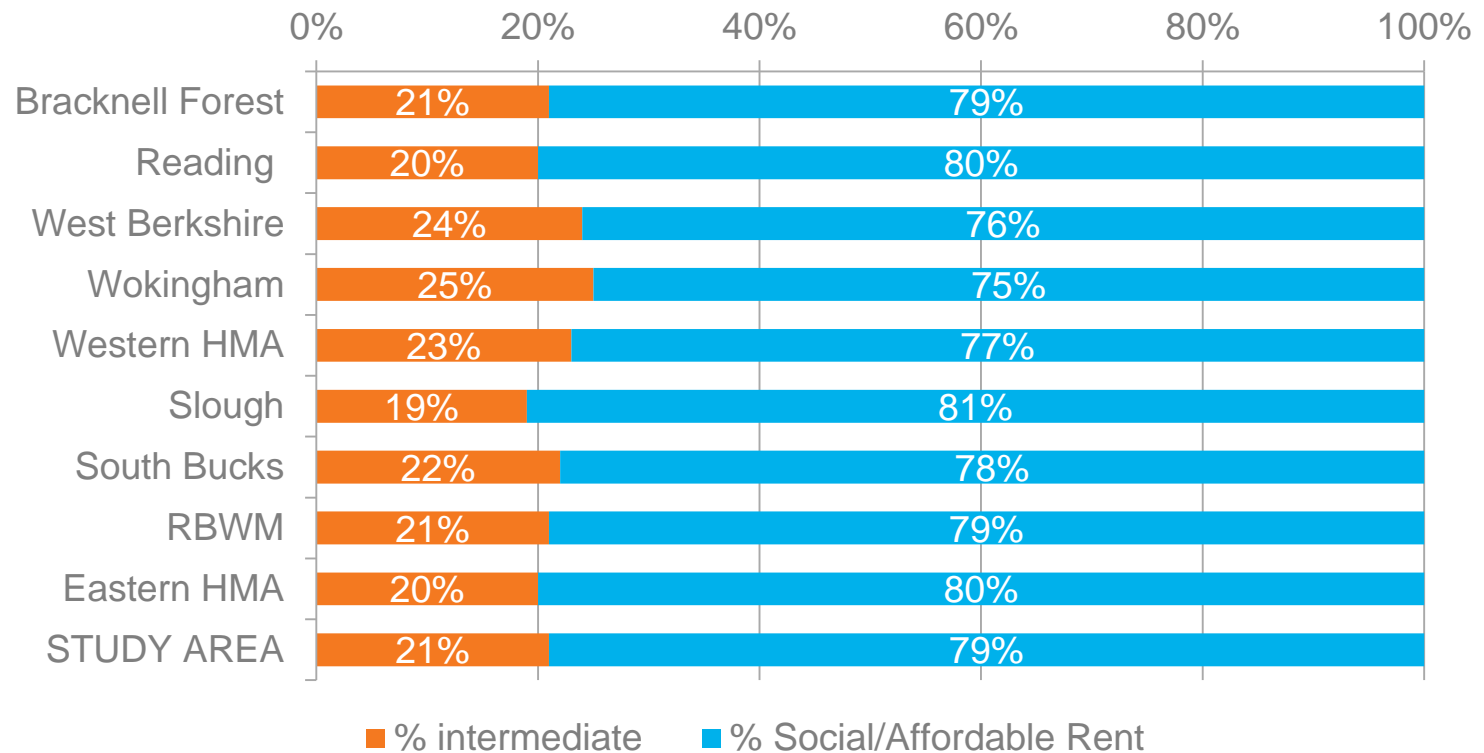
Affordable Housing Need (cont.)

Scenario	Net Affordable Housing Need (per annum)	Demographic Need (per annum)	% of Demographic Need
Bracknell Forest	227	559	41%
Reading	406	609	67%
West Berkshire	189	551	34%
Wokingham	441	698	63%
Western HMA	1,263	2417	52%
Slough	671	875	77%
South Bucks	167	339	49%
RBWM	434	657	66%
East Berks and South Bucks HMA	1,273	1871	68%
Combined HMA	2,537	4288	59%

- Some basis for considering higher housing provision overall in order to support delivery of affordable housing
- The figures include:
 - Existing households requiring different type/ tenure of home
 - Newly-forming households
 - Concealed and homeless households

Gross need for different types of affordable housing

- Intermediate housing includes shared ownership/ equity, intermediate rent etc.



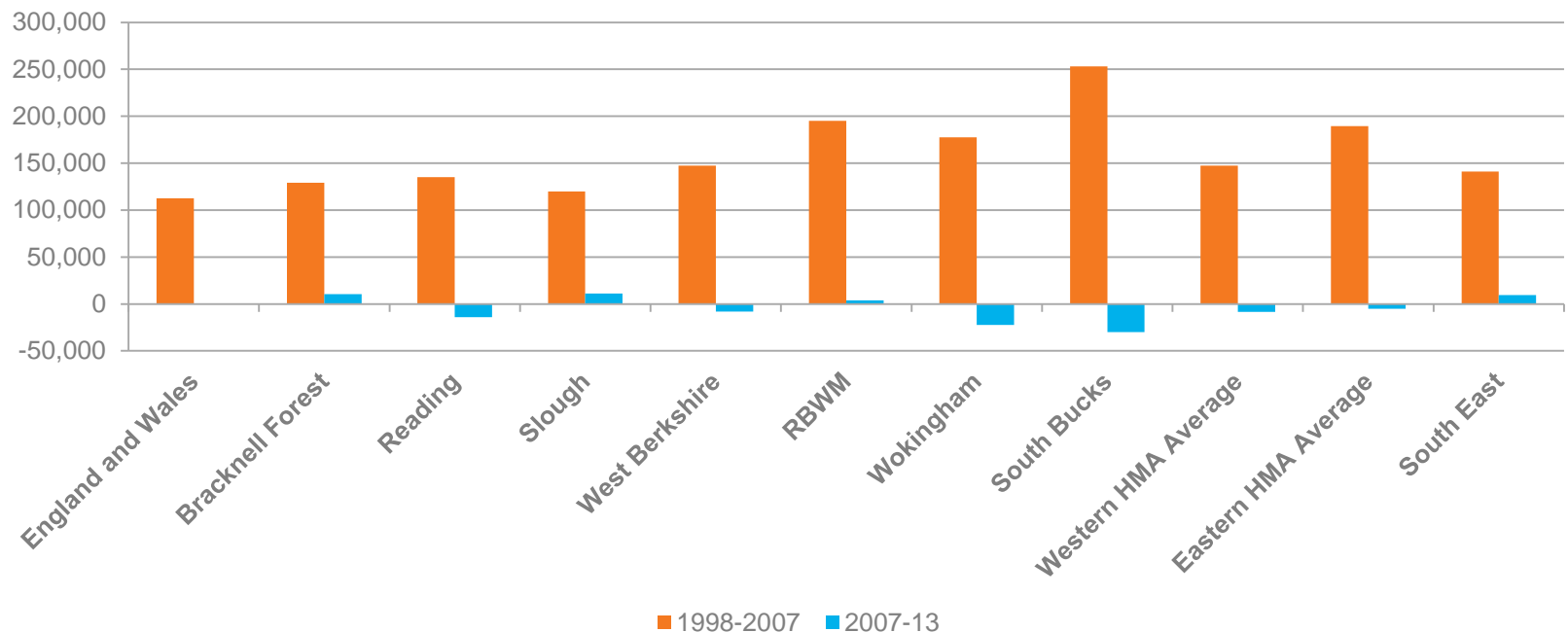
Market Signals

- *“The housing need number suggested by household projections should be adjusted to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings. Prices or rents rising faster than the national/local average may well indicate particular market undersupply relative to demand.”*

Planning Practice Guidance

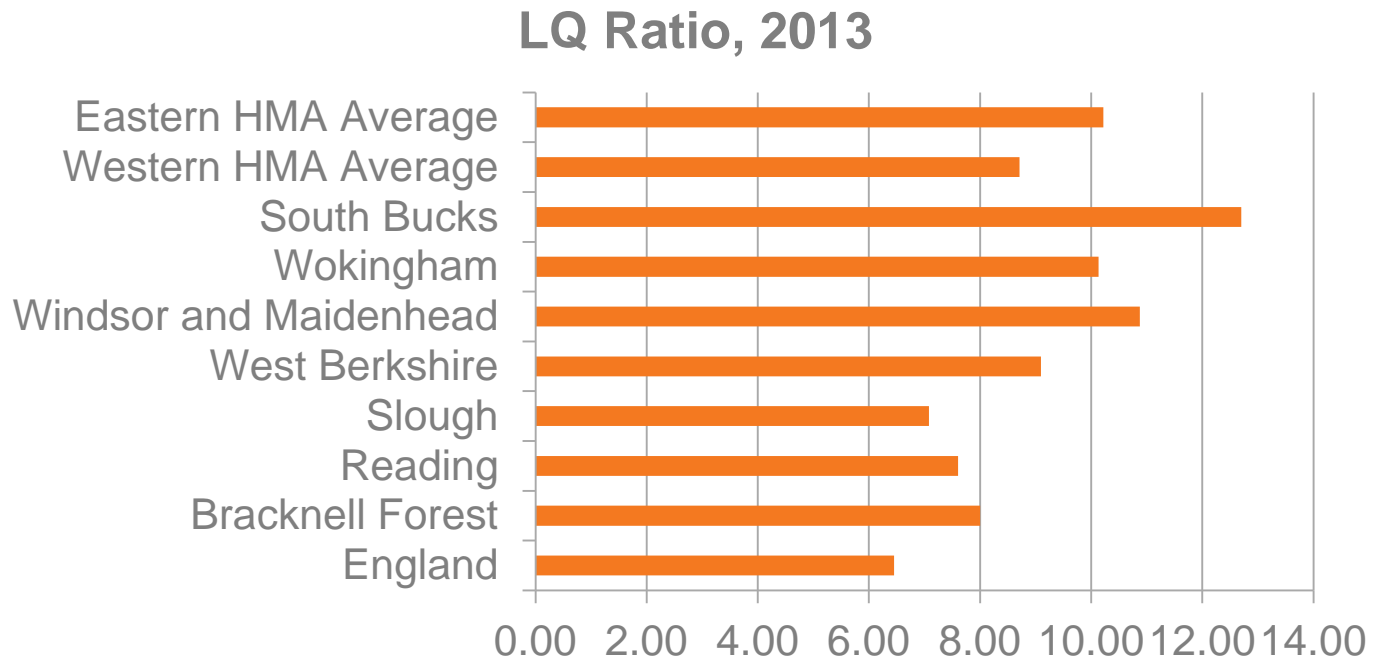
Market Signals (cont.) - House Price Growth

- Significant growth 1998-2007: Western Berkshire HMA (206%), East Berks & South Bucks HMA (+200%)
- Prices (2014) 5% above pre-recession peak
 - prices fallen since 2008 in 'real' terms (i.e. vs. inflation)



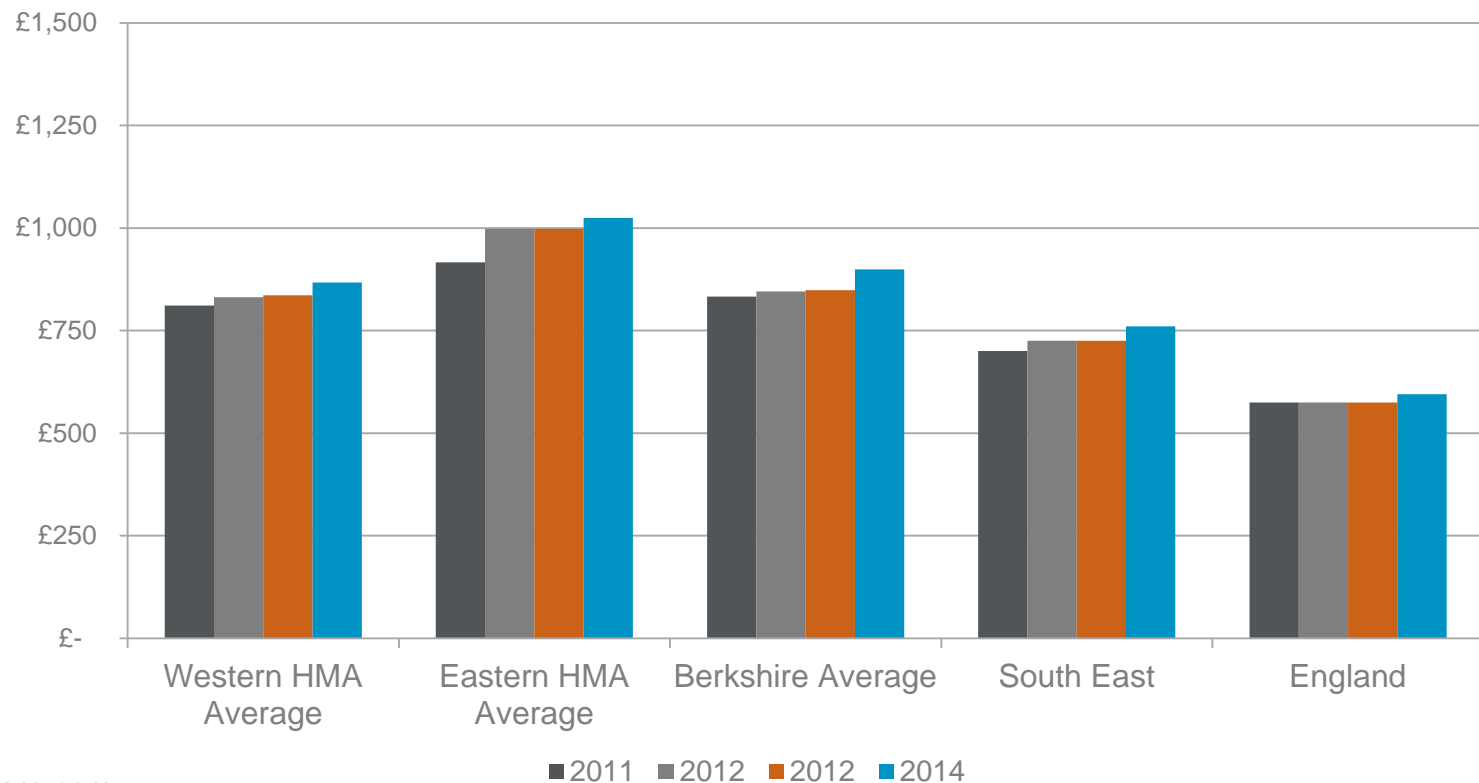
Market Signals (cont.) - Affordability

- Entry level (lower quartile) prices are over 8 times earnings in Western Berks HMA and over 10 times in East Berks & South Bucks HMA
 - Grown slightly from 5 times earnings since 1997
 - South Bucks, RBWM and Wokingham growing AR faster than SE Average



Market Signals (cont.)

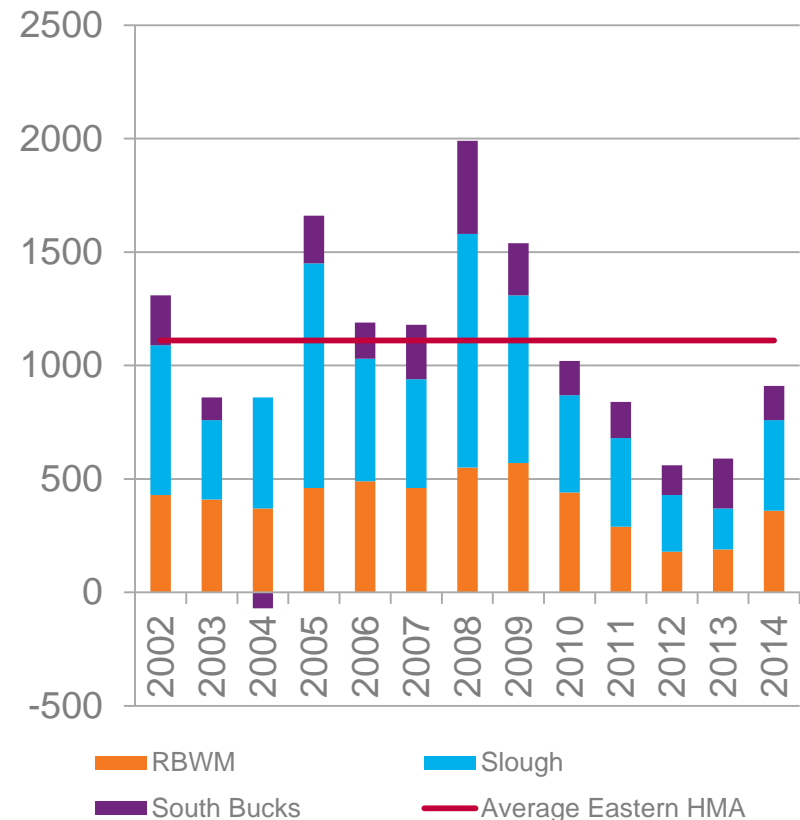
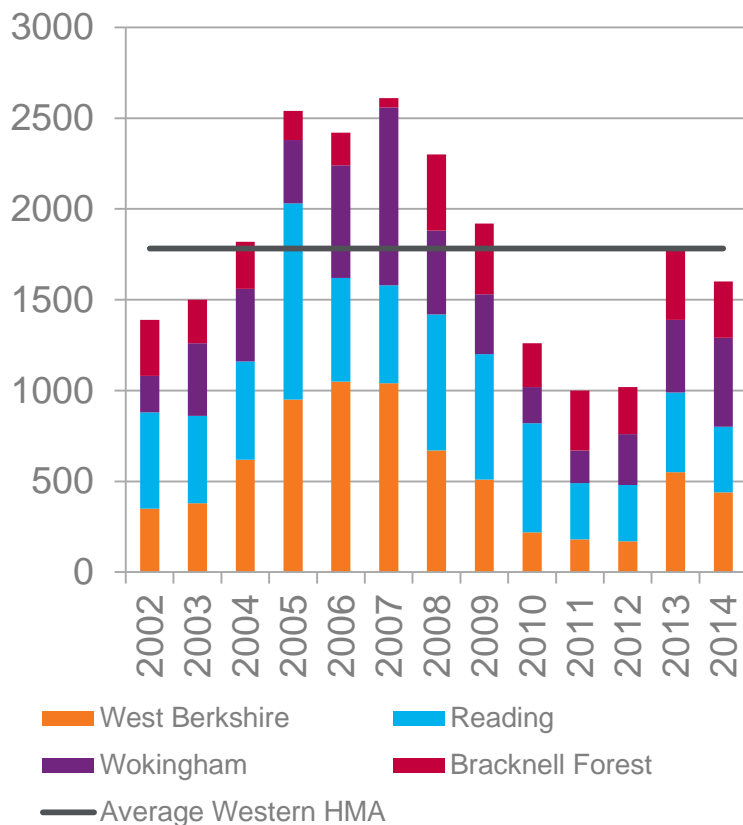
- Rents above other parts of South East – median £900 pcm for Berks
 - Rental growth of 7% since 2011 in Western Berks HMA and 12% in East Berks and South Bucks HMA



Market Signals (cont.)

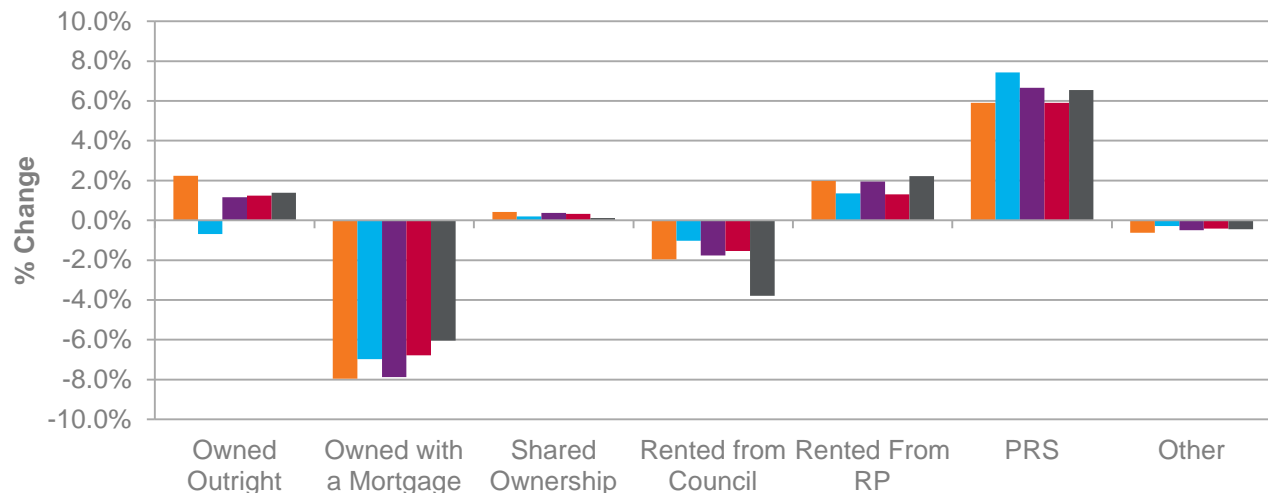
Net homes per annum (2002-2014)

- Housing delivery has fallen below historic trends since 2008



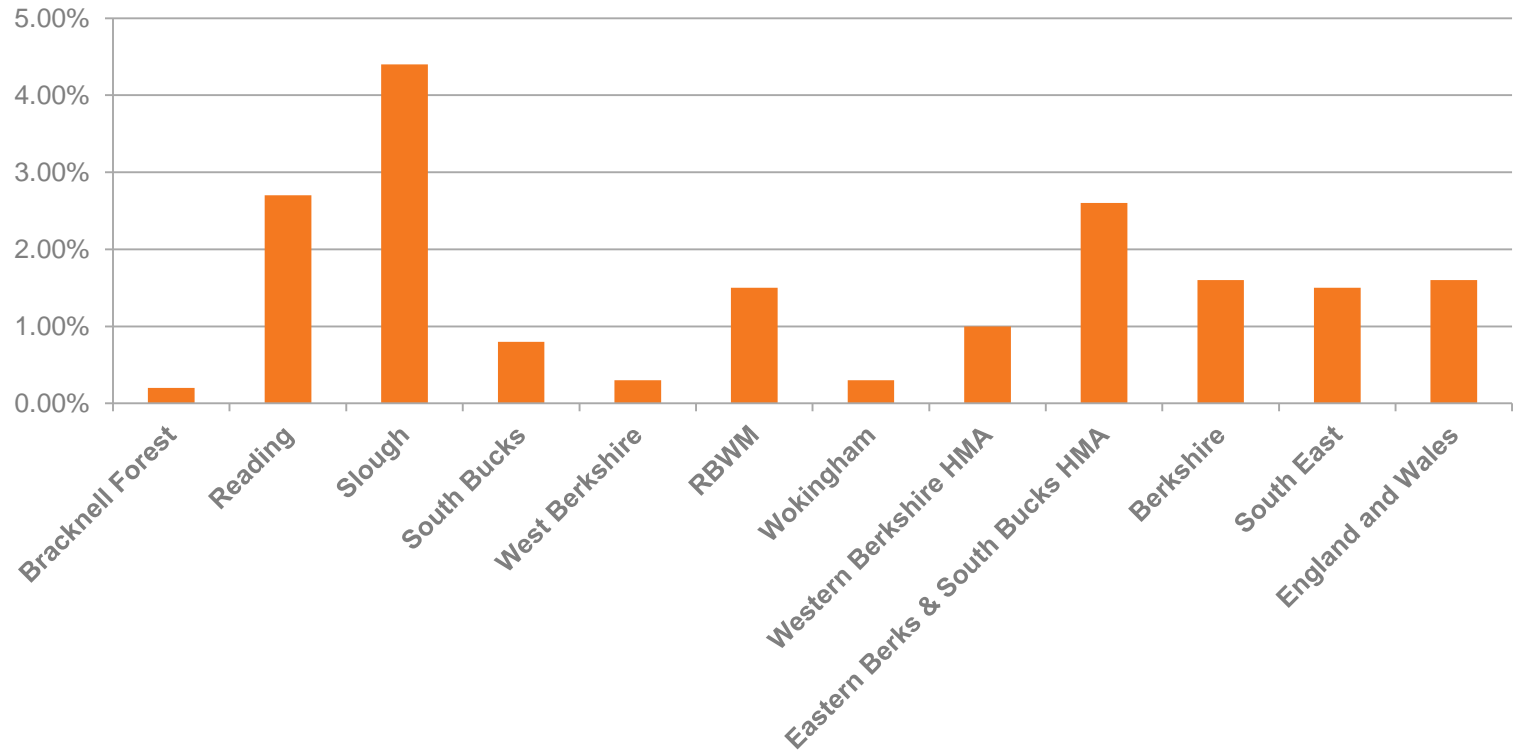
Market Signals (cont.)

- Evidence shows affordability has worsened since 2001 – albeit not to greater extent than surrounding areas
- Some real impacts are evident
 - Growth in private renting between 2001-11: 6,200 additional households
 - Fall in home ownership (Berks 73.3% to 66.9% of households, 2001-11)
 - 31% increase in overcrowded households Berkshire (+7,400 households)



Market Signals (cont.)

- Increasing levels of over-crowding
- Particularly in Slough (+4.4% of all households) and Reading (+2.7%)



Market Signals Summary

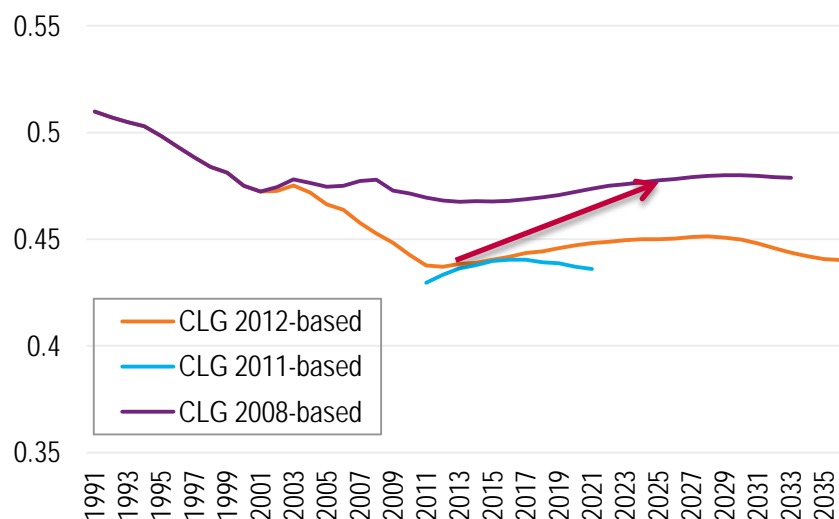
- Growing reliance on PRS compared to wider South East
- High median house prices and pre recession growth is higher than regional growth
- Increasing affordability pressures
 - particularly in Wokingham, RBWM and South Bucks
- Increases in over-crowding
 - Particularly in Slough and Reading which are above South East and National figure
- Housing delivery below historic levels

Adjustments to Improve Affordability

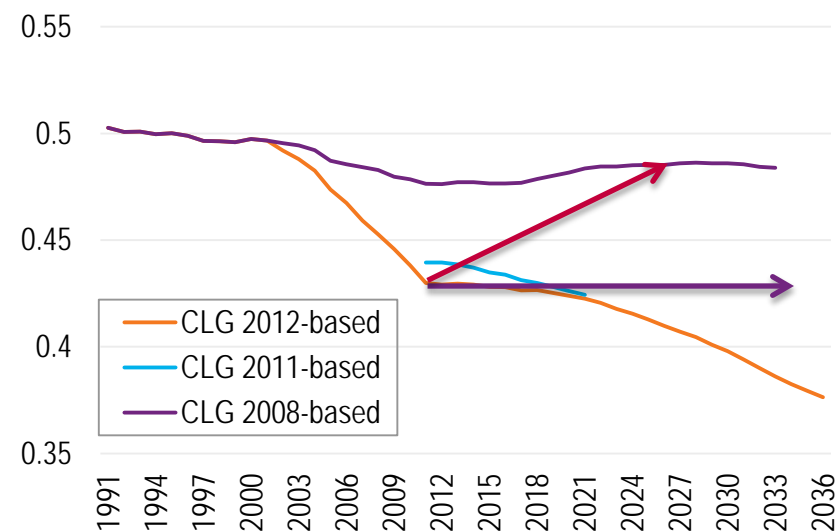
- Government guidance says where there are affordability issues, the housing need must be adjusted
- Quantified potential adjustment by considering impact on improving household formation for younger households over time
- Returning household formation rates for those aged 45 to 2001 levels by 2025

Adjustments to Improve Affordability

- Household Formation amongst persons aged 25-34, Reading



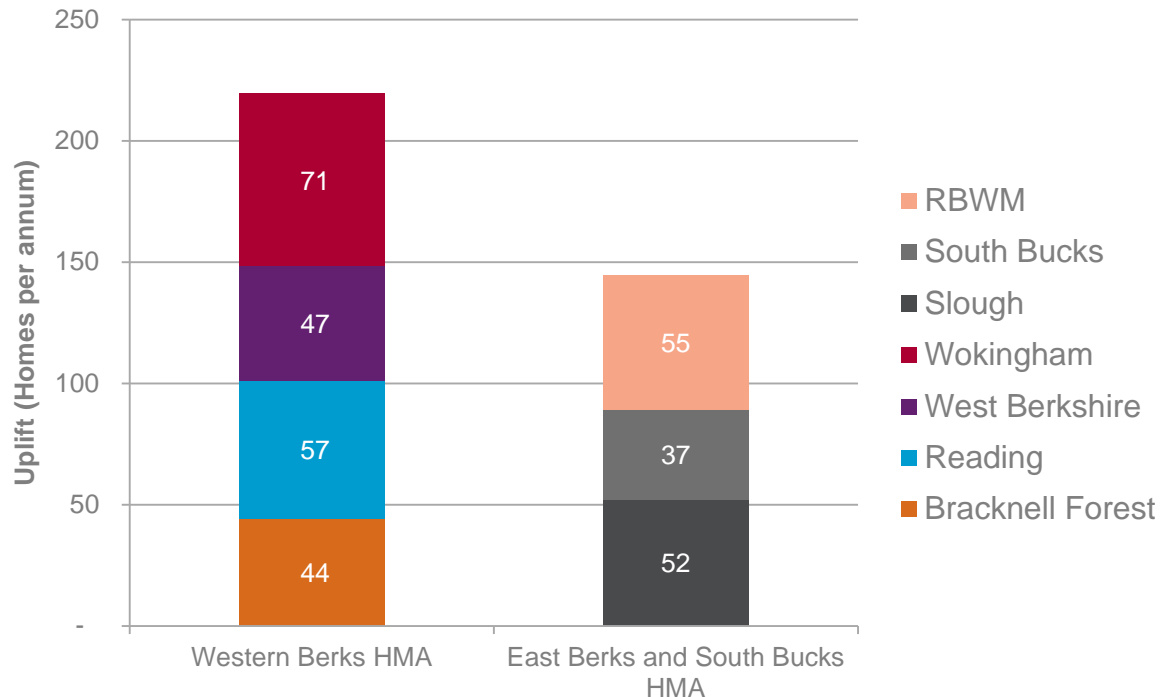
- Household Formation amongst persons 25-34, Bracknell Forest



Uplift to Improve Affordability

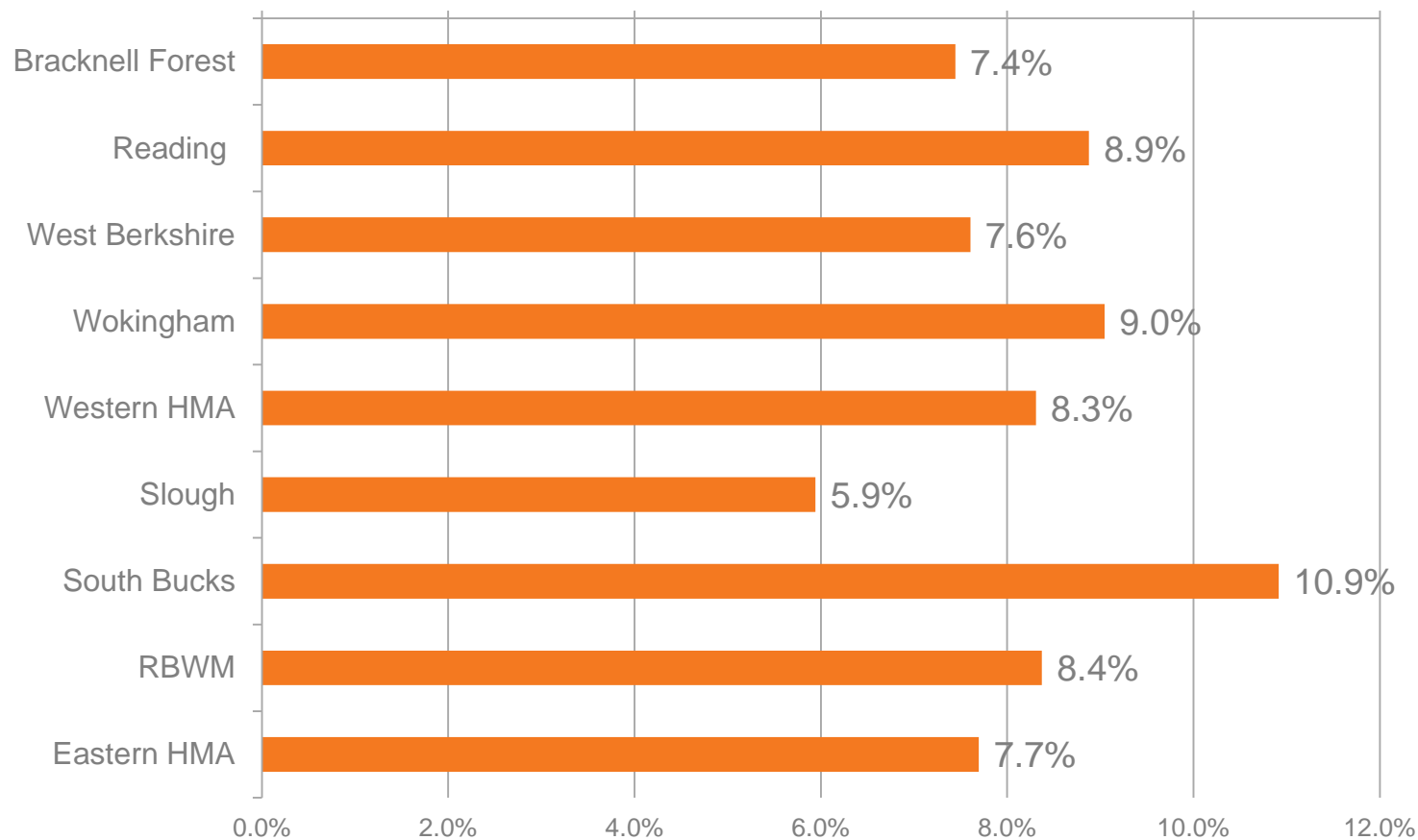
Uplift from scenario where existing HFR are maintained

- Uplift reflects historic and expected level of constraint and age profile
 - Western Berkshire HMA uplift of 219 homes per annum (10%)
 - East Berks & South Bucks HMA uplift of 144 homes per annum (8%)



All Adjustments in Context

% Adjustment to Demographic/Economic Need



Drawing Conclusions

- Approach draws together the following
 - Housing need based on past population / demographic trends
 - Adjustments where necessary to
 - Reflect expected uplift in out migration from London
 - Support growth in workforce (more people)
 - Improve affordability (more households forming)
- Conclusions on a “policy off” basis – as required by Gov.t Guidance
 - Doesn’t take account of factors which may constrain ability to meet need – this is for the plan-making process to do
 - Figures do not represent targets – may require adjustments to take account of constraints or align with economic strategy

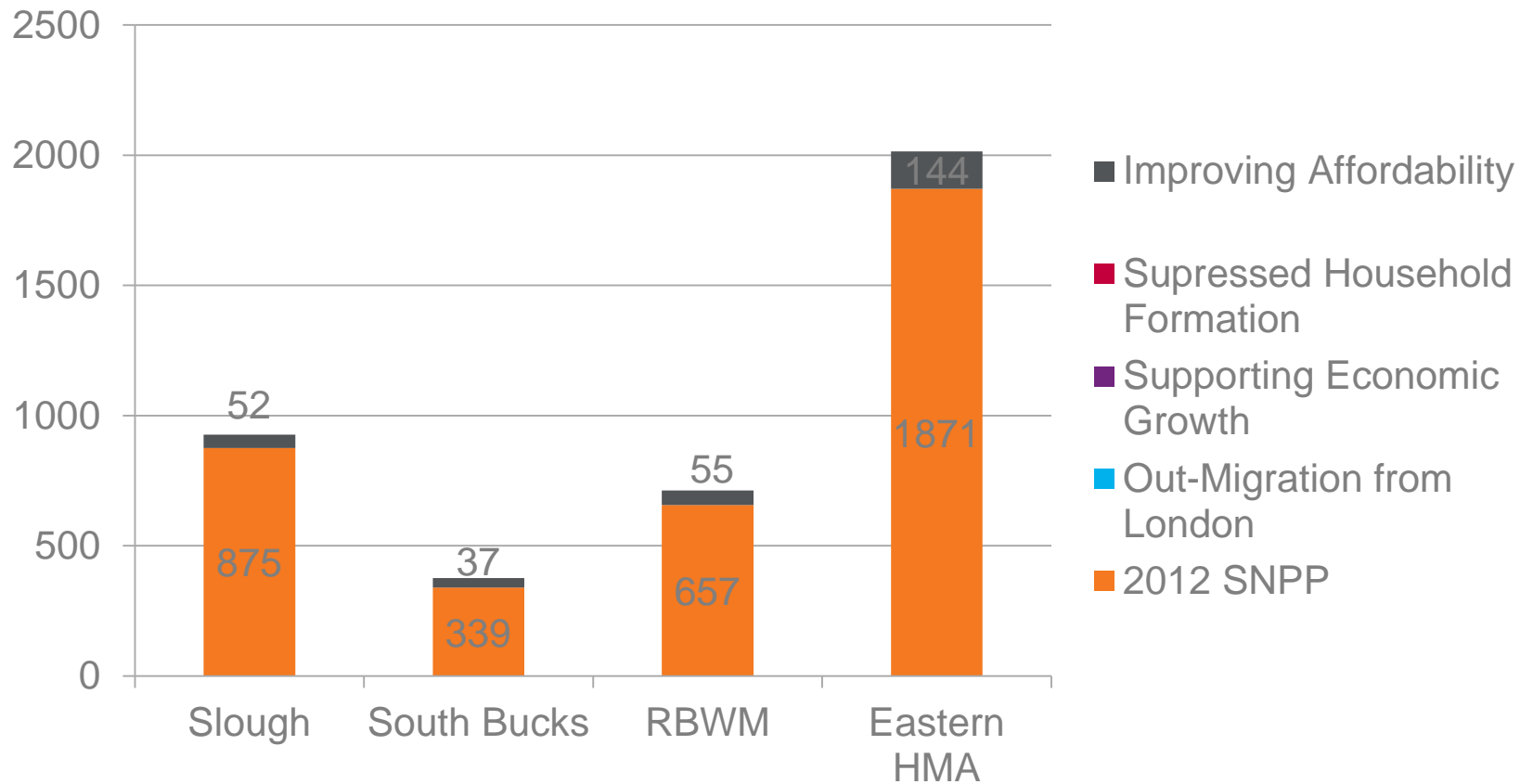
Objectively-Assessed Housing Need

Homes per Annum, 2013-36

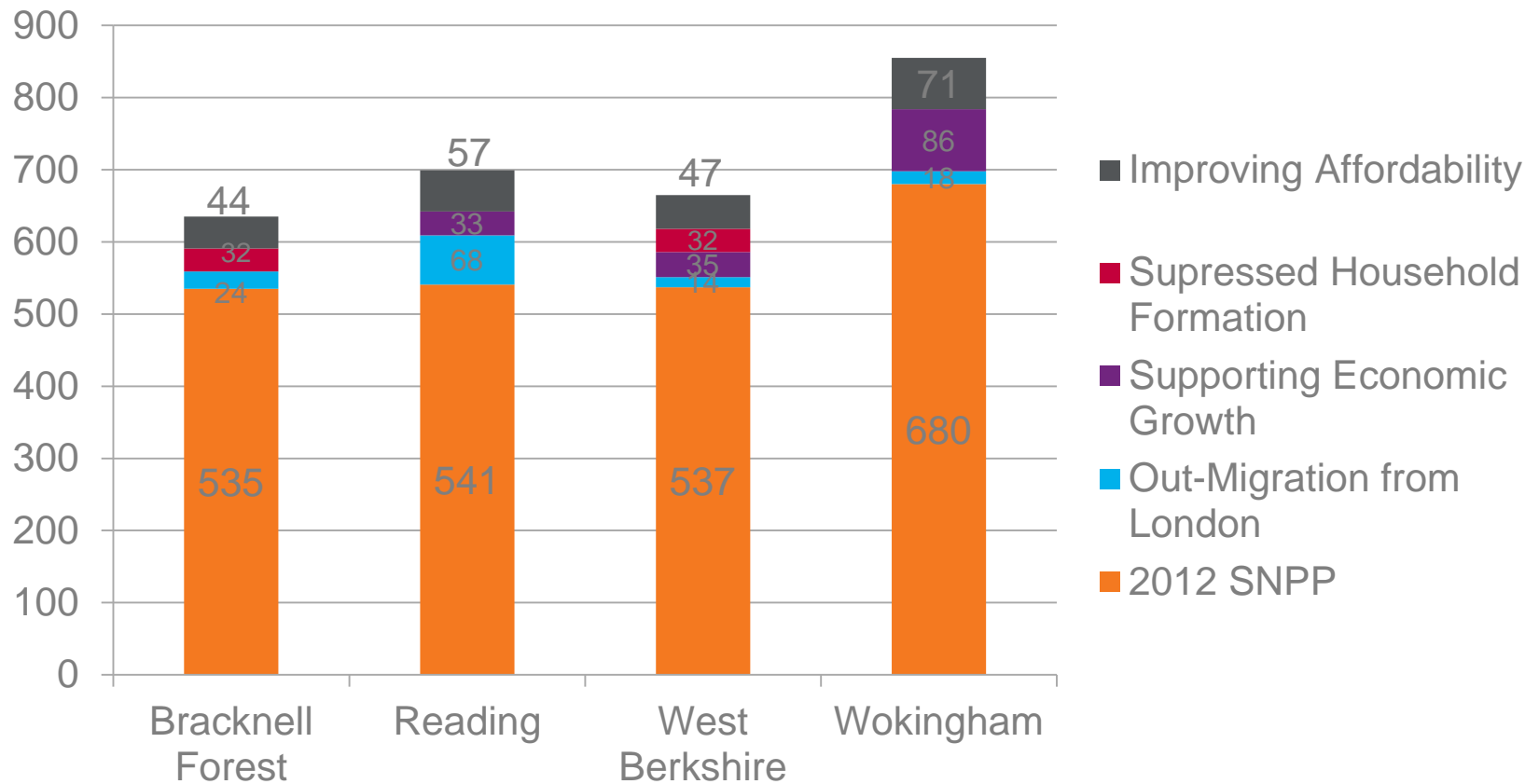
- Need for 2,855 homes per annum across Western Berkshire HMA
- Need for 2,015 homes per annum across East Berks and S Bucks HMA

Local Authority	OAN – Homes per Annum, 2013-36
Bracknell Forest	635
Reading	699
West Berkshire	665
Wokingham	856
Western HMA	2,855
Slough	927
South Bucks	376
RBWM	712
East Berks & SB HMA	2,015

Homes per annum – East Berks and South Bucks HMA



Homes per annum– Western Berkshire HMA



Breakdown of OAN Figures

Homes per Annum, 2013-36

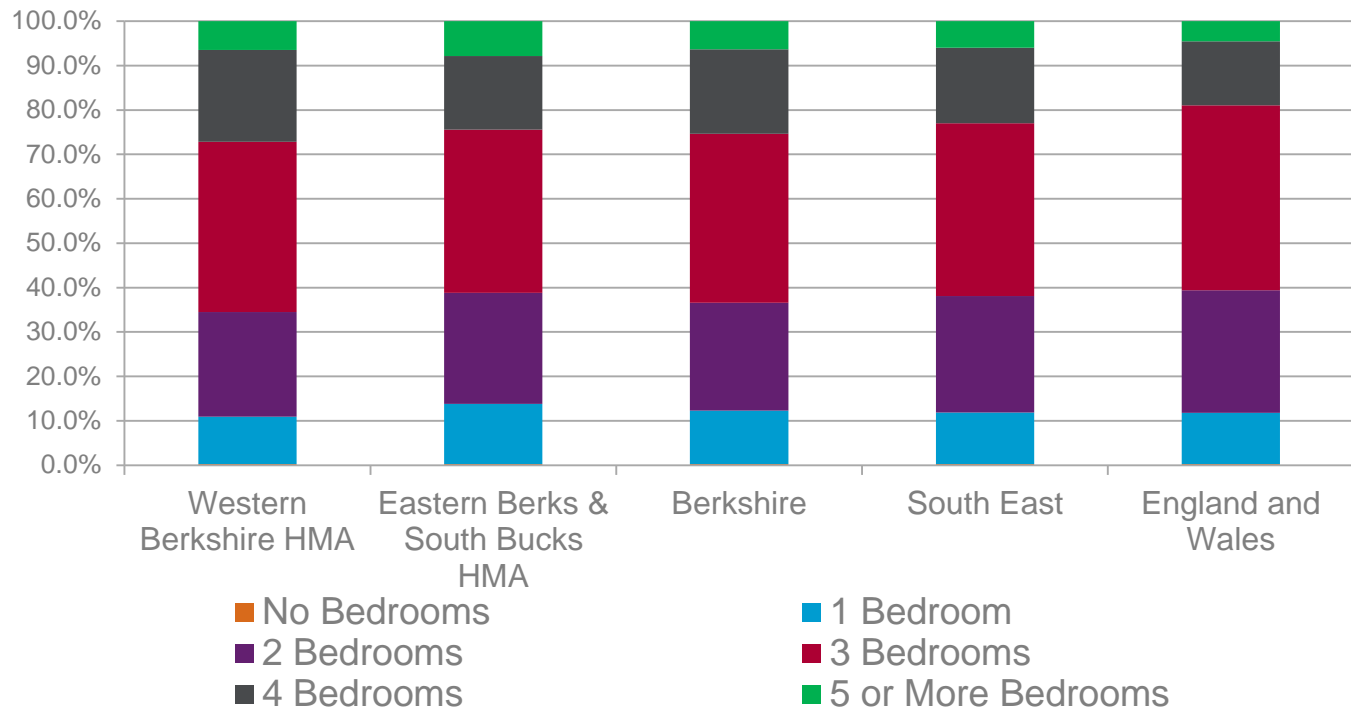
Scenario	2012 SNPP	Out-Migration from London	Supporting Economic Growth	Supressed Household Formation	Improving Affordability	OAN
Bracknell Forest	535	24	0	32	44	635
Reading	541	68	33	0	57	699
West Berkshire	537	14	35	32	47	665
Wokingham	680	18	86	0	72	856
Western HMA	2293	124	154	64	220	2855
Slough	875	0	0	0	52	927
South Bucks	339	0	0	0	37	376
RBWM	657	0	0	0	55	712
Eastern HMA	1871	0	0	0	144	2015

Interpreting the OAN Figures

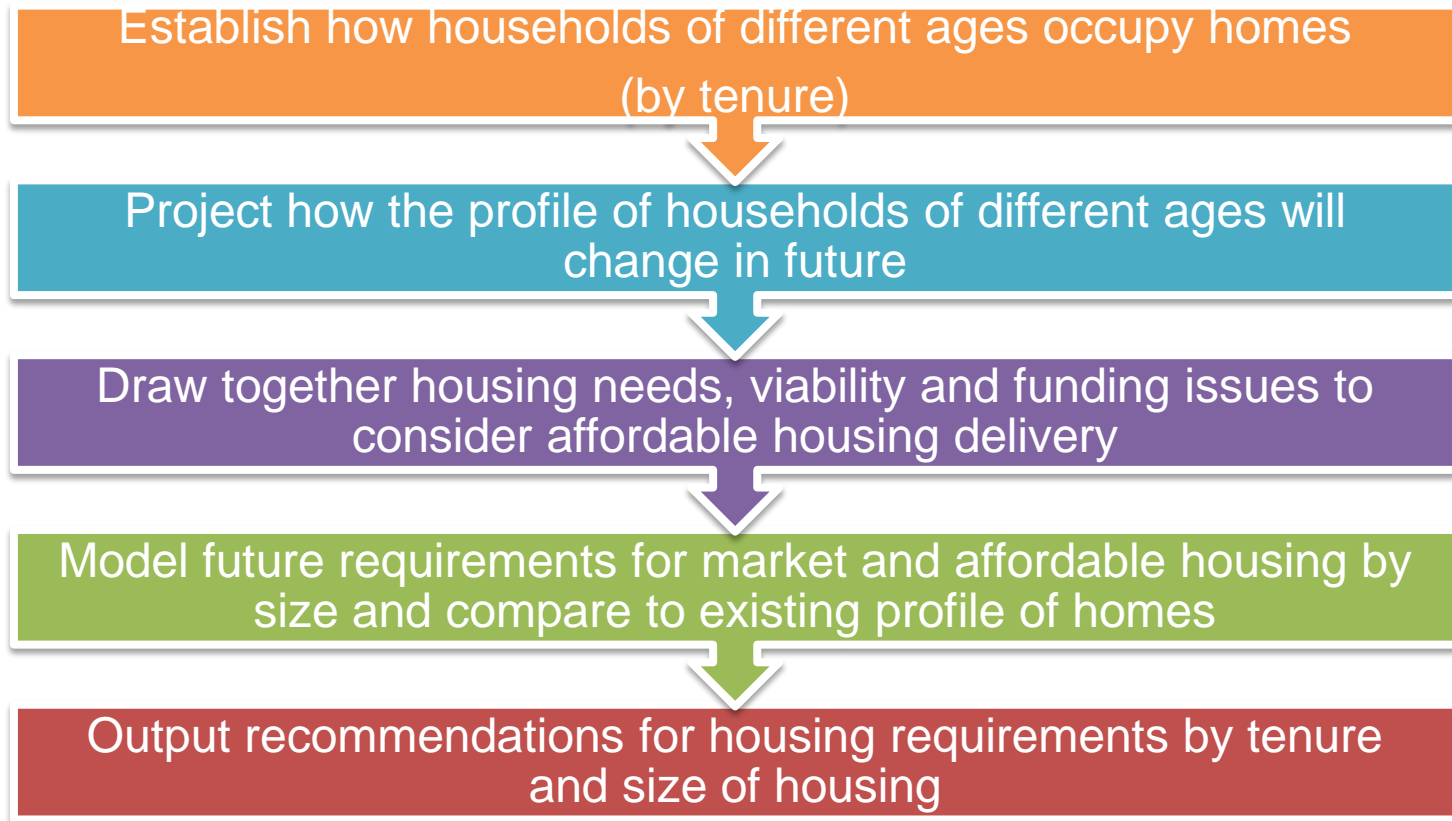
- Integrated assessment which captures the impacts of past under-provision of housing where relevant – through adjustments to migration and/or household formation
 - Therefore no backlog prior to 2013 for 5 year land supply purposes
- “Policy-off” assessment ... through the plan-making process, the Councils will overlaying constraint factors – Green Belt, Thames Basin Heaths SPA, infrastructure etc.
- Need to work with others through Duty-to-Cooperate to consider any issues of unmet housing needs
 - Working first within Housing Market Areas
 - Then considering cross-boundary relationships with other HMAs

Need for Different Sizes / Types of Homes

- Current housing mix
 - South Bucks particularly high % of +5 bedroom homes
 - Slough particularly high % of 1 bedroom homes



Need for Different Sizes / Types of Homes



Need for Different Sizes / Types of Homes

- Recommended mix takes account of changing demographics
 - Growing older population, potential for downsizing
- Focus of need for market housing for 2 & 3 bedrooms
- Closer link between household and property size for affordable homes
- Recommended mix to inform district-wide policies & site negotiations

Need for Different Sizes / Types of Homes

- Western Berkshire HMA

	1-bed	2-bed	3-bed	4+ bed
Market	5-10%	25-30%	40-45%	20-25%
Affordable	30-35%	30-35%	25-30%	5-10%

- East Berks and South Bucks HMA

	1-bed	2-bed	3-bed	4+ bed
Market	5-10%	25-30%	40-45%	20-25%
Affordable	35-40%	25-30%	25-30%	5-10%

Need for Different Sizes / Types of Homes

- Market housing mix by Local Authority

	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms
Bracknell Forest	9.6%	27.6%	41.8%	21.0%
Reading	10.3%	29.6%	41.5%	18.5%
West Berkshire	9.6%	31.9%	41.9%	16.6%
Wokingham	7.2%	27.1%	43.5%	22.2%
Western HMA	9.1%	28.9%	42.3%	19.7%
Slough	13.0%	25.8%	45.3%	15.9%
South Bucks	6.1%	24.2%	38.5%	31.2%
RBWM	7.9%	28.6%	38.6%	25.0%
Eastern HMA	9.9%	26.5%	41.6%	22.0%

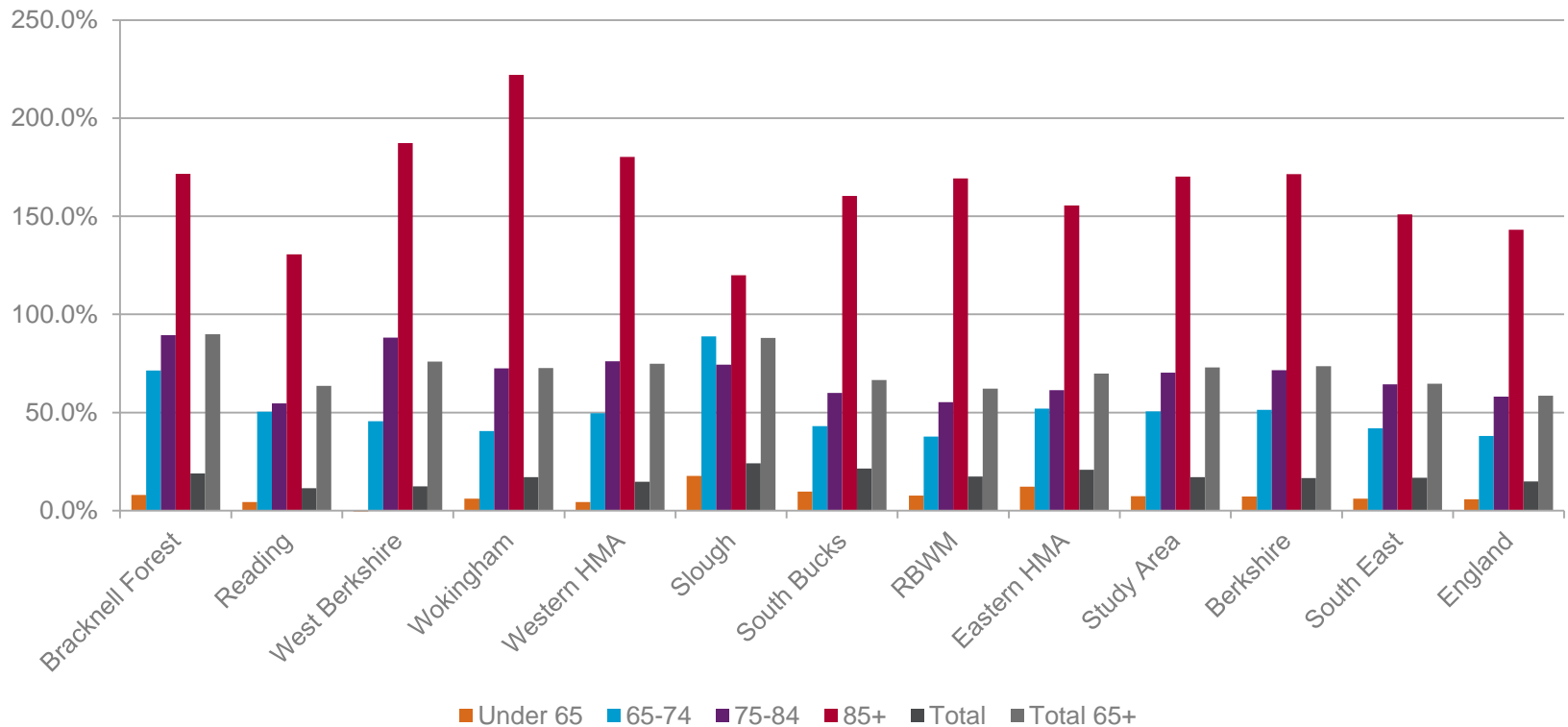
Need for Different Sizes / Types of Homes

- Affordable housing mix by Local Authority

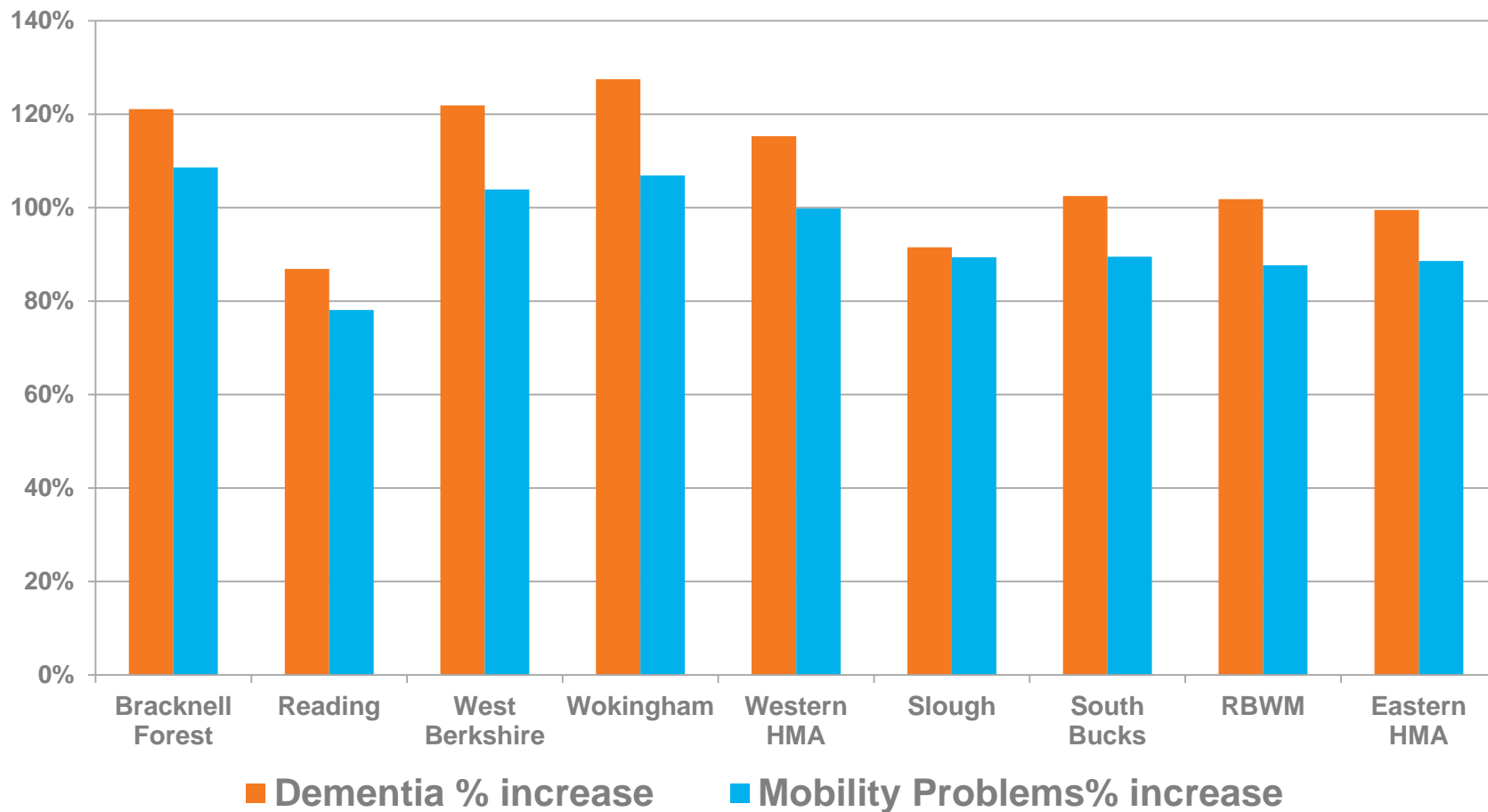
	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms
Bracknell Forest	37.3%	36.5%	22.8%	3.5%
Reading	43.4%	32.9%	21.6%	2.1%
West Berkshire	48.7%	32.7%	17.0%	1.6%
Wokingham	38.6%	35.1%	23.3%	3.1%
Western HMA	41.8%	34.3%	21.3%	2.6%
Slough	42.6%	30.7%	22.1%	4.6%
South Bucks	42.6%	32.0%	23.8%	1.5%
RBWM	51.2%	26.4%	20.7%	1.7%
Eastern HMA	45.6%	29.4%	22.0%	3.0%

Growing Older Population

- Projections indicate increase in population 65+ between 2013-36
 - Influenced by improved life expectancy

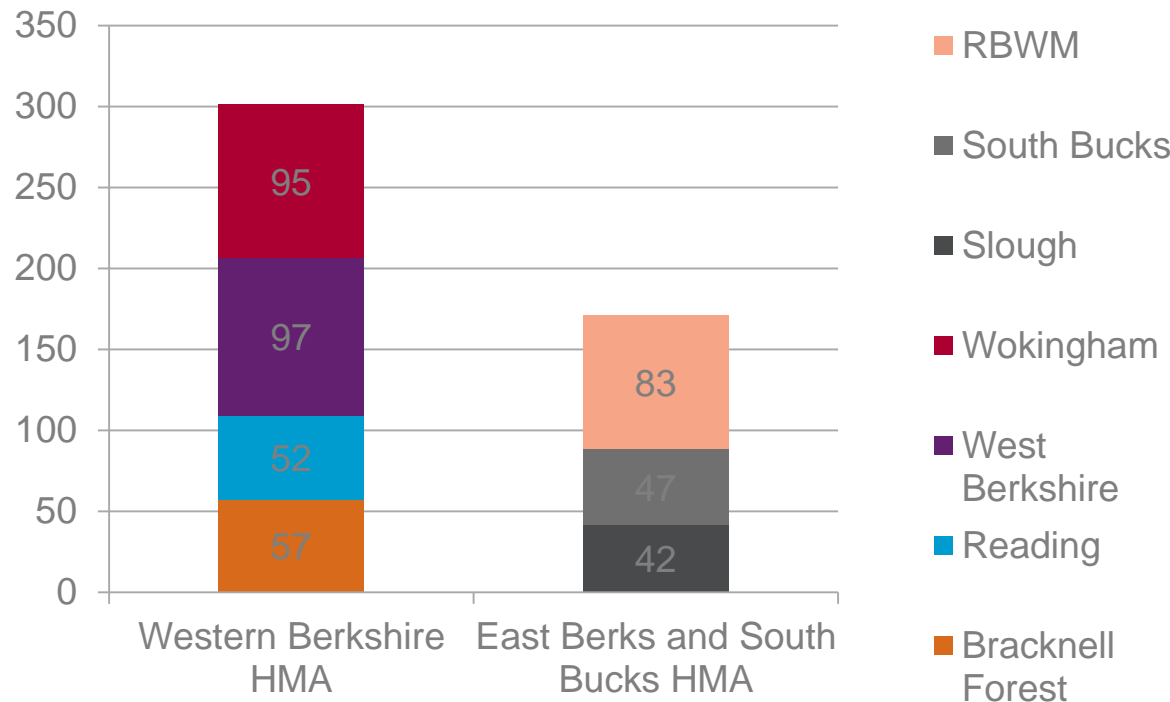


Growing Older Population



Growing Older Population

- Specialist accommodation
 - Need for 300 homes per annum in Western Berks HMA (11% of total)
 - Need for 170 homes per annum in East Berks & S Bucks HMA (8%)
- This need falls within the OAN as identified



Growing Older Population

- Providing a choice of accommodation
 - Adaptions to properties, floating support
 - Opportunities to downsize
- Some people may require residential care
 - 99 bedspaces per annum in Western Berkshire HMA, 52 pa East Berks & South Bucks HMA. Separate to overall housing need

Questions/Discussion

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Create / Develop / Protect / Enhance