

BOURNEMOUTH/ POOLE HOUSING MARKET AREA

2011 Strategic Housing Market Assessment Update

Summary report for:
Bournemouth Borough
Council

January 2012



in association with



Contents

1. Background	1
2. Demography and Housing Stock	3
3. The Current Housing Market	7
4. The Economy, Incomes and Affordability	9
5. Housing Need	13
6. The Future Housing Market	17
7. Issues Specific to Bournemouth	23
8. Conclusions and Policy Implications.....	27

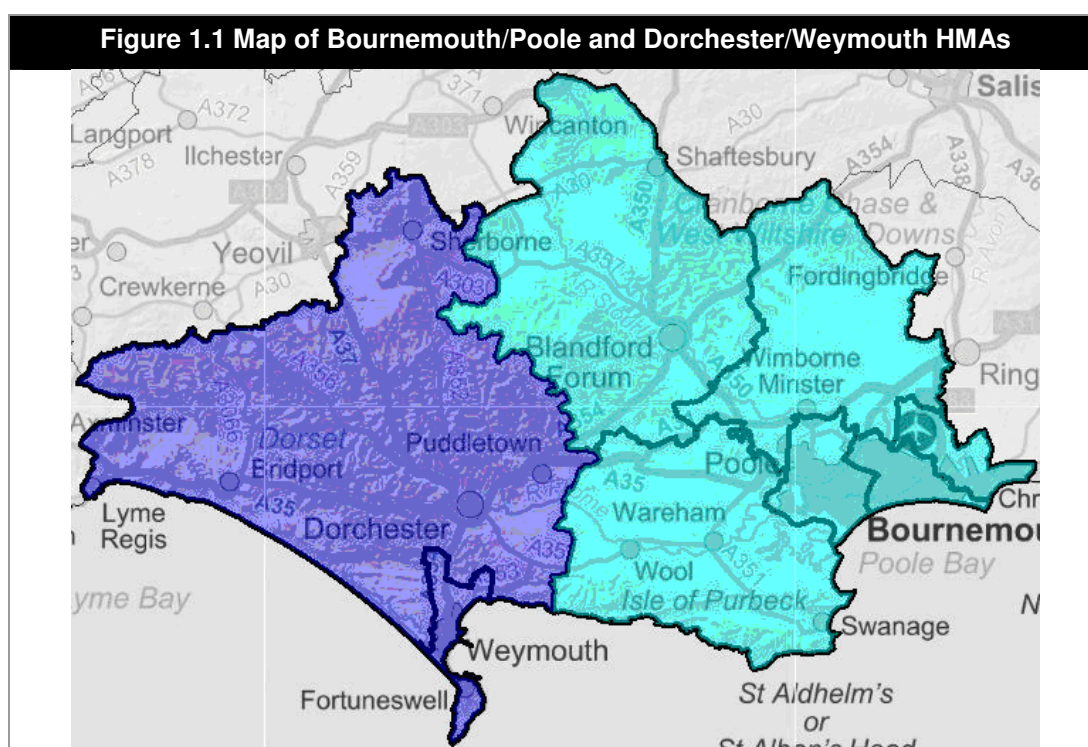
1. Background

1.1 In May 2011, the eight local authorities in Dorset (Bournemouth, Christchurch, East Dorset, North Dorset, Poole, Purbeck, West Dorset and Weymouth & Portland) commissioned Justin Gardner Consulting (JGC) and Chris Broughton Associates (CBA) to prepare an update to the 2007/8 Strategic Housing Market Assessment (SHMA).

1.2 The update provides an understanding of the current housing market in the County and in particular focuses on housing needs and market demand. The report has been written in compliance with the 2007 CLG practice guidance on SHMAs and has been produced in consultation with relevant stakeholders. This report should be read in conjunction with the main SHMA update report (for the whole Bournemouth/Poole Housing Market Area (HMA)). This summary report focuses on Bournemouth and includes analysis of:

- Demography and Housing Stock
- The Current Housing Market
- The Economy, Incomes and Affordability
- Housing Need
- The Future Housing Market

1.3 Below we have provided a map showing the spatial extent of the two HMAs (taken from the previous SHMA work).



Source: Strategic Housing Market Assessment (2007)

- 1.4 A key part of the process was to update household survey data used in the original SHMA report. There have been a number of changes recorded both locally and nationally which will impact on local housing requirements. These include a large increase in the size of the private rented sector, a decrease in the propensity for households to move and decreases in property prices. These have all been factored in to the updating of survey data and the outputs derived from the information base with key sources of information used including ONS/CLG population/household projections, data from the English Housing Survey and Council records (e.g. the HSSA). The table below shows the estimated tenure split in Bournemouth in 2011 compared with the whole HMA.

Figure 1.2 Estimated tenure split in 2011

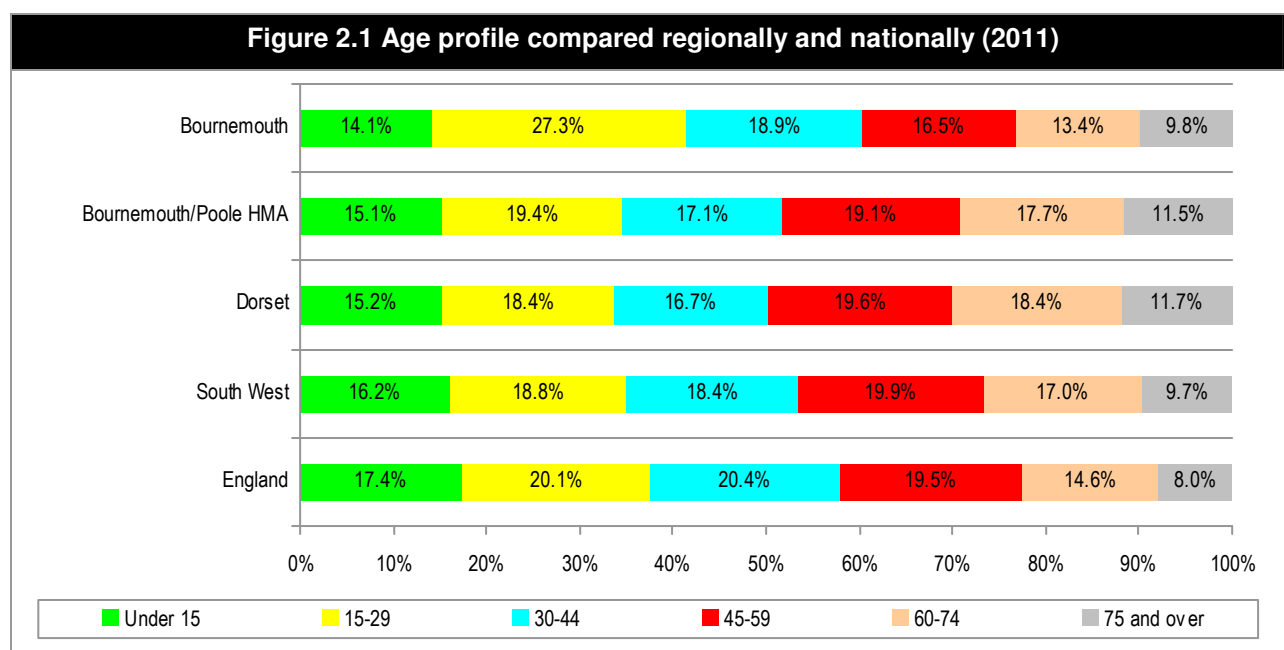
Local authority		Owner-occupied (no mortgage)	Owner-occupied (with mortgage)	Social rented	Private rented	Total
Bournemouth	Households	22,934	27,717	8,167	22,977	81,795
	% of households	28.0%	33.9%	10.0%	28.1%	100.0%
Bournemouth/ Poole HMA	Households	97,576	86,519	27,536	42,833	254,463
	% of households	38.3%	34.0%	10.8%	16.8%	100.0%

Source: Household Survey Data

- 1.5 CLG practice guidance highlights the importance of the involvement of stakeholders in the SHMA process.
- 1.6 The first stage of stakeholder consultation centred upon individual stakeholders involved in servicing or regulating the local housing markets. They were interviewed to gather information on current housing market conditions. They were also asked to describe trajectories and trends they believed were affecting the market.
- 1.7 The second strand of stakeholder work involved contacting over 150 stakeholders by e-mail to explain the rationale for the study and to ask for any initial thoughts on the current housing market. Where possible, these initial stakeholder comments were then fed through in to the analysis. Following the production of the draft report stakeholders were given the opportunity to comment on the findings and attend a workshop where the findings and potential policy implications were discussed. The outputs of these discussions are reflected in final reports.
- 1.8 Whilst a wide range of topics were discussed with stakeholders the key one centred on the role of the private rented sector. It was widely recognised that this sector had grown rapidly over the past few years and was providing a range of housing options to a range of different households. Key changes over the past few years had included growth due to households being unable to secure mortgage finance and growth in the benefit sector due to a lack of supply of social rented housing.

2. Demography and Housing Stock

- 2.1 Using information provided by the County Council (based on likely population given the number of occupied homes in the area) it is estimated that in 2011 there were around 187,100 people resident in Bournemouth. This figure is higher than the most recent ONS mid-year estimates; the difference has arisen due to a large discrepancy between ONS/CLG estimates of the number of households living in the Borough and administrative records (from Council Tax). Given the known number of occupied dwellings in the Borough the population estimates have been increased to match the higher number of households.
- 2.2 The figure below shows the current estimated age structure in the Borough and for other benchmark areas. The data suggests that the population profile in the Borough is quite different to the whole HMA and Dorset as a whole with a much lower proportion of older people and a particularly large proportion aged 15-29 – this is linked to the local student population. Compared with national data the main difference is again the proportion aged 15-29 although it is interesting to note that the proportion of people aged 60 and over is similar to the figure for England despite being significantly below sub-regional, County and regional figures.



- 2.3 The housing stock in Bournemouth has increased since the 2007/8 SHMA was carried out with data provided by the County Council showing that just under 4,000 additional homes have been completed over the past four years with only 9.2% of these classified as affordable housing. The table below shows the number of completions in Bournemouth and the wider Bournemouth/Poole HMA.

Figure 2.2 Dwelling completions 2007/8 to 2010/11

Area		2007/8	2008/9	2009/10	2010/11	Total	% in tenure
Bournemouth	Private sector	1,380	1,123	590	428	3,521	90.8%
	Affordable	154	95	44	62	355	9.2%
	Total	1,534	1,218	634	490	3,876	100.0%
Bournemouth/ Poole HMA	Private sector	2,485	2,151	1,310	1,013	6,959	83.2%
	Affordable	424	370	273	343	1,410	16.8%
	Total	2,909	2,521	1,583	1,356	8,369	100.0%

Source: Dorset County Council

- 2.4 Using data from the CLG Live Tables we can also look at how vacancy rates have changed since 2007 – this data is shown in the table below. The data shows that overall in Bournemouth there are now 499 fewer vacant homes than in 2007 – consistent with trends found for the whole Bournemouth/Poole HMA. In the public sector stock the number of vacant properties has dropped from 136 in 2007 to just 48 in 2010 (0.6% of all public sector dwellings). Despite declining the private sector vacancy rate of 3.9% is still above HMA and regional average of around 3.2%-3.3%.

Figure 2.3 Change in vacant housing stock 2007-2010

		Area				
		Bournemouth	HMA	Dorset	South West	England
Public Sector	2007 – total	136	295	345	4,380	79,594
	2010 – total	48	176	220	4,359	64,918
	3 year change	-88	-119	-125	-21	-14,676
Private Sector	2007 – total	3,415	8,119	9,978	62,535	683,725
	2010 – total	3,004	7,668	9,845	66,140	672,573
	3 year change	-411	-451	-133	3,605	-11,152
All dwellings	2007 – total	3,551	8,414	10,323	66,915	763,319
	2010 – total	3,052	7,844	10,065	70,499	737,491
	3 year change	-499	-570	-258	3,584	-25,828

Source: CLG Live Tables

- 2.5 Although no new up-to-date information is available about the types of dwelling in the HMA we can use the updated survey information to provide an idea of how the profile of dwellings varies between different locations.
- 2.6 The table below shows households' current accommodation type. The table shows that Bournemouth's housing stock is dominated by flats/maisonettes (making up 46% of the stock). There are also a notable proportion of detached houses with relatively low proportions of other dwelling types.

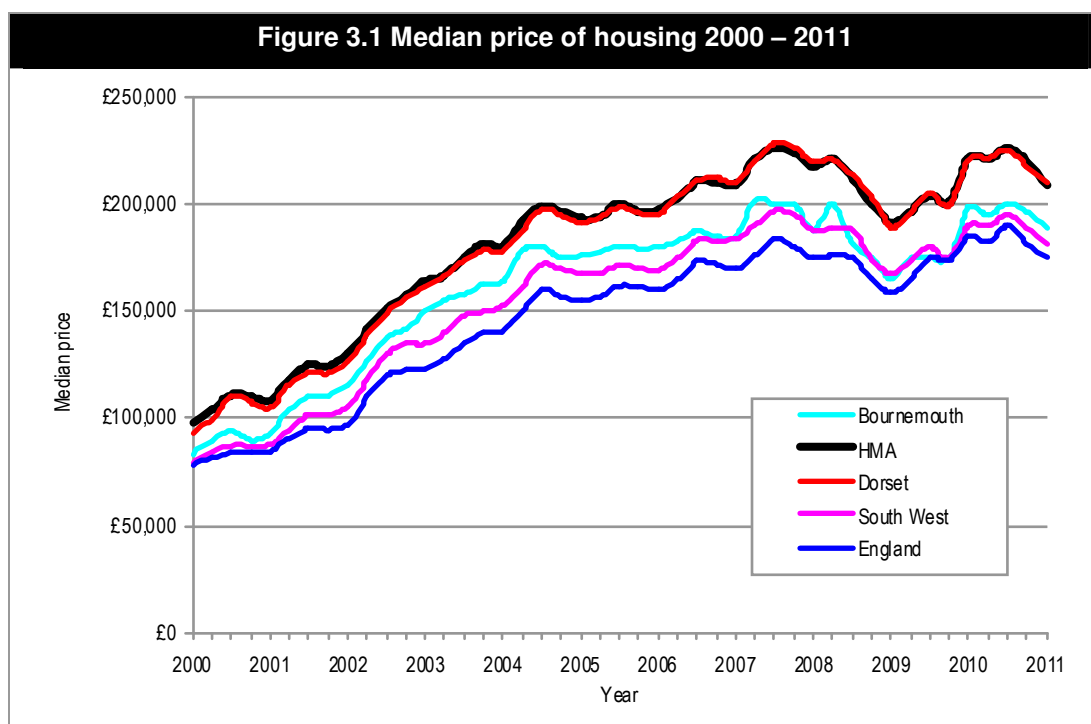
Figure 2.4 Dwelling type by local authority

Area		Detached house	Semi detached house	Terraced house	Bungalow	Flat/ maisonette	Total
Bournemouth	Households	20,048	10,397	5,944	7,928	37,478	81,795
	% of households	24.5%	12.7%	7.3%	9.7%	45.8%	100.0%
Bournemouth /Poole HMA	Households	65,129	42,858	29,310	50,278	66,887	254,463
	% of households	25.6%	16.8%	11.5%	19.8%	26.3%	100.0%

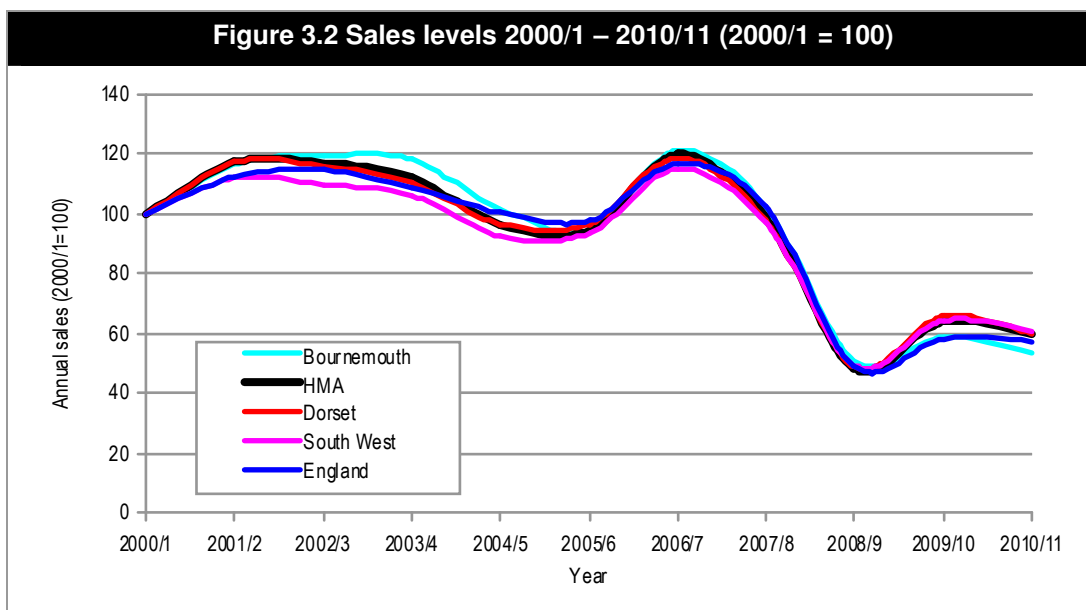
Source: Household Survey Data

3. The Current Housing Market

- 3.1 Since the 2007/8 SHMA was carried out there has been a significant downturn in the national and local property market, with a decline in both house prices and the number of sales made.
- 3.2 The figure below shows the average (median) price paid for a home from the 1st quarter of 2000 to the 1st quarter of 2011. The data for Bournemouth mirrors the experience found nationally albeit that prices in Bournemouth are consistently below HMA and County averages. Prices showed strong growth up until the third quarter of 2007 and then levelled off to the second quarter of 2008. Prices then showed a sharp drop before recovering in late 2009. In 2010 and early 2011 the evidence is that prices have started to decline again.



- 3.3 The figure below shows annual sales in Bournemouth and other areas back to 2000/1 (with 2000/1 indexed to 100). Transactions levels (sales) reflect the relative buoyancy of the market and provide an indicative of effective demand for market housing. The data shows that sales volumes in Bournemouth have again mirrored national and regional trends and in 2010/11 the number of sales in the Borough were about 40%-50% below typical trends from before the economic downturn.



3.4 The evidence of lower prices was clear from our housing market survey of July 2011 with all sizes of accommodation showing a drop in price. In percentage terms the survey also suggested that the prices of smaller (one and two bedroom) homes have declined more than other property sizes – this information is shown in the table below. Although prices have gone down this does not mean that housing has become more affordable, this will also be dependant on other changes such as the local economy, demography and access to finance for housing as well as the cost of private rented accommodation.

Figure 3.3 Entry-level (lower quartile) price change 2007 to 2011

Local authority		1 bedroom	2 bedrooms	3 bedrooms	4 bedrooms
Bournemouth	2007	£110k	£159k	£218k	£290k
	2011	£96k	£144k	£202k	£269k
	% change	-13%	-9%	-7%	-7%

Source: Online Estate and Letting Agents Survey 2007 and 2011

3.5 When looking at the cost of private rented accommodation, the market survey suggested that rents have increased since 2007 (only very marginally in the case of one bedroom homes). The highest increase was in the case of 3 bedroom properties where it was estimated that lower quartile rents have increased by 9% from £825 per month to £900.

Figure 3.4 Change in entry-level (lower quartile) private rental costs 2007 to 2011 (per month)

Local authority		1 bedroom	2 bedrooms	3 bedrooms	4 bedrooms
Bournemouth	2007	£495	£650	£825	£1,050
	2011	£500	£675	£900	£1,100
	% change	1%	4%	9%	5%

Source: Online Estate and Letting Agents Survey 2007 and 2011

4. The Economy, Incomes and Affordability

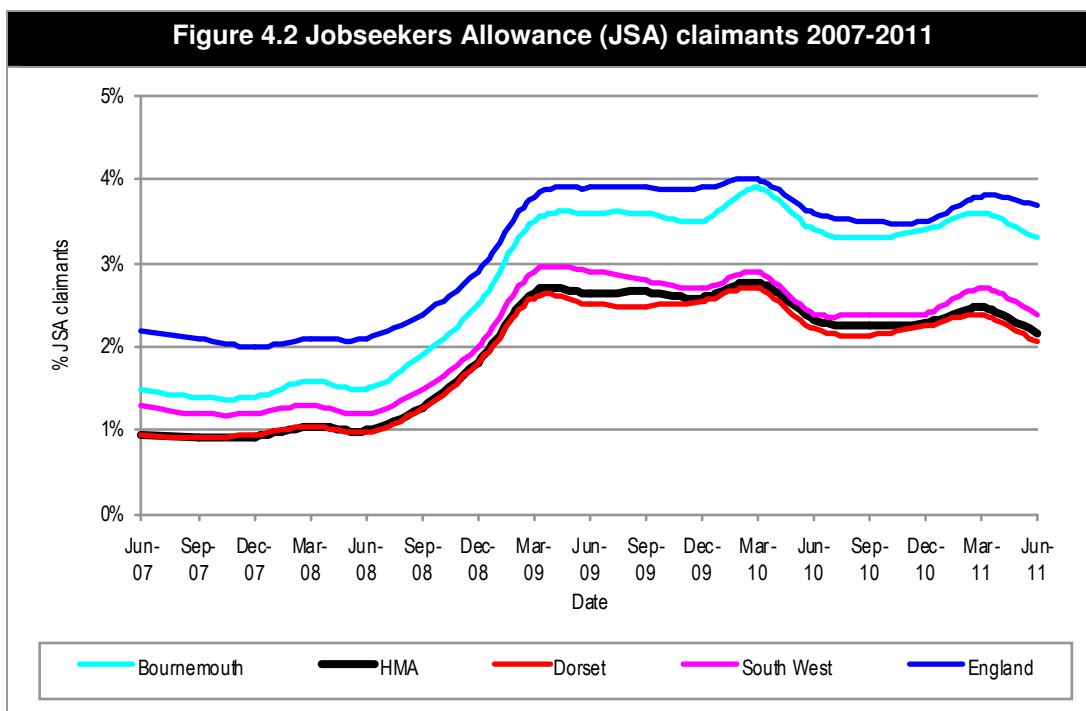
- 4.1 The economy is a key driver of local housing markets and can have an important influence on supply and demand including household formation rates and households' investment in housing. This section looks at up-to-date information about the economy in Bournemouth and compares this with the situation nationally and regionally.
- 4.2 Where data is taken from the Annual Population Survey (APS) or the Annual Survey of Hours and Earnings (ASHE) some degree of caution should be used in interpreting the results (due to the sample nature which can have quite small samples for smaller areas). However, these sources should provide a reasonable picture of changes over time and we have where possible added together data from different time periods (e.g. for all four quarters of a year) to maximise the accuracy of the information.
- 4.3 Data from the annual population survey (APS) suggests that the economic downturn has seen a notable decrease in the number of people living in Bournemouth who are working. The table below shows that between 2007 and 2010 the number of people working decreased by around 3,200 whilst the proportion of people of working age (i.e. aged between 16 and 64) who were in employment (including self-employment) has also decreased - from 73.8% to 70.0%. This pattern is similar to other areas studied where both the number of people working and the employment rate has decreased.

Figure 4.1 Number of people working and % of working age population in employment 2007-2010

Area		2007	2010	Change 2007 – 2010
Bournemouth	Number working	79,286	76,075	-3,211
	% of working age popn	73.8%	70.0%	-3.8%
HMA	Number working	255,343	251,325	-4,018
	% of working age popn	75.0%	73.3%	-1.7%
Dorset	Number working	330,200	316,050	-14,150
	% of working age popn	75.2%	72.2%	-3.0%
South West	% of working age popn	76.1%	73.6%	-2.5%
Great Britain	% of working age popn	72.6%	70.3%	-2.3%

Source: Annual Population Survey – from NOMIS website

- 4.4 Along with the decrease in workers since 2007 data from the APS suggests that unemployment in the Borough has also increased over time. The proportion of working age people unemployed in Bournemouth is shown to have increased from 4.6% to 8.0%. Whilst significant, this increase is not much different from that seen across the whole Bournemouth/Poole HMA. The trend of increased unemployment is confirmed by analysis of Jobseekers Allowance (JSA) claimant numbers as shown in the figure below (which runs to June 2011).



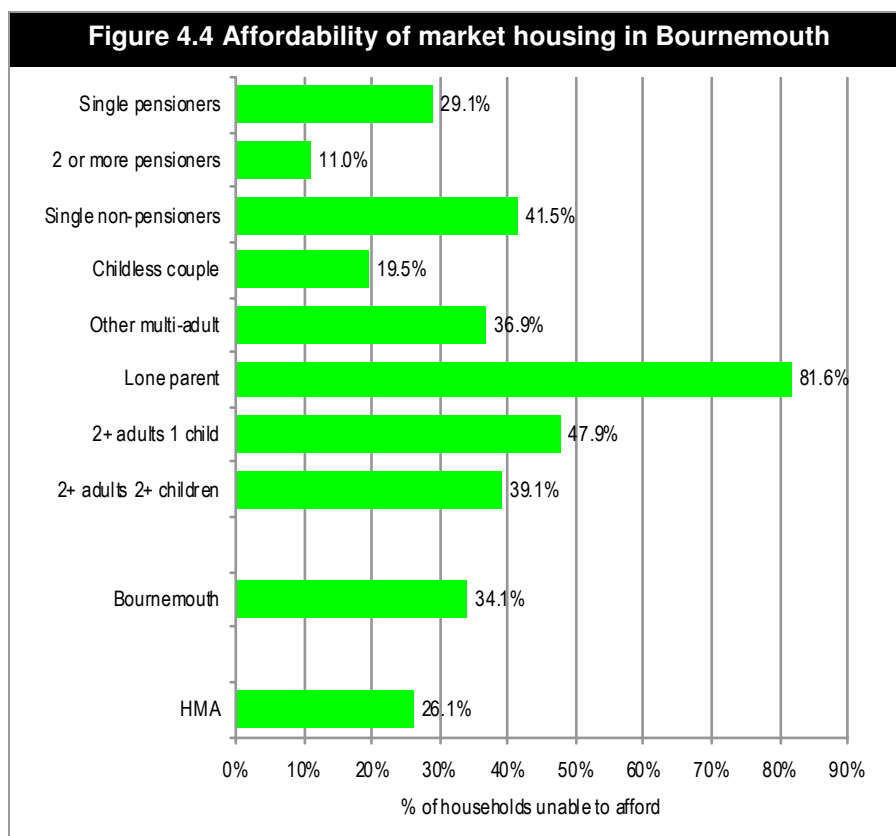
Source: ONS claimant counts – from NOMIS website

4.5 Despite the increase in unemployment, information from the Annual Survey of Hours and Earnings suggests that income levels have increased since 2007. When this data is modelled on to the survey information it is estimated that household incomes have risen by 11% over the past four years. The table below shows the estimated change in household incomes by tenure from 2007 to 2011. It should be noted that this information is based on survey data and includes all sources of income other than housing related benefits and is for all households (including those where no one is working) – figures will therefore differ from other sources of income data such as the ASHE which just looks at the earnings of individuals who are working.

Tenure	2007	2011	% change
Owner-occupied (no mortgage)	£16,204	£18,006	11.1%
Owner-occupied (with mortgage)	£32,971	£37,004	12.2%
Social rented	£7,178	£8,201	14.3%
Private rented	£14,862	£17,146	15.4%
All tenures	£20,068	£22,228	10.8%

Source: Household Survey Data

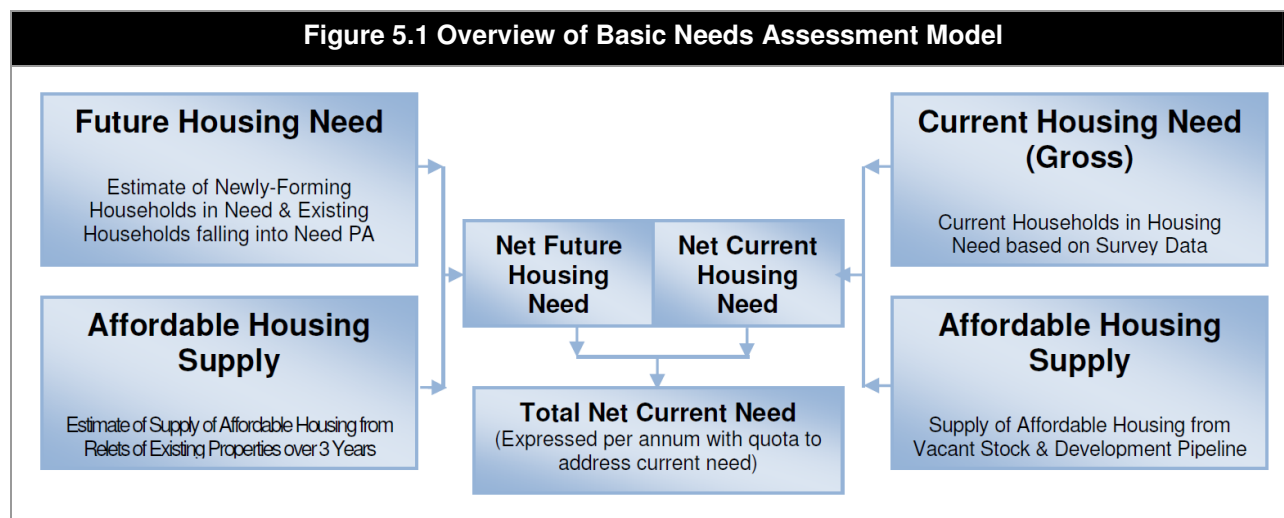
4.6 Taking account of the updated income data along with updated estimates of households' savings and equity it was estimated that around 34.1% of all households in Bournemouth cannot afford housing at current market prices/rents without the need for some form of subsidy (e.g. local housing allowance). This figure is significantly higher than the HMA-wide average of 26.1%. The figure below shows how affordability varies by different household groups.



Source: Household Survey Data

5. Housing Need

- 5.1 A key element of this report is an assessment of both current and future affordable housing need. 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 the CLG SHMA guidance of August 2007 and also the original 2007/8 SHMA report. The figure below sets out an overview of the model used to establish affordable housing needs.



- 5.2 Bringing together information from a range of sources about need and supply it is estimated that there is an annual need to provide 4,974 additional units of affordable housing per annum if all needs are to be met (in the five year period from 2011 to 2016). This figure is significantly higher than that derived in the 2007/8 SHMA and has mainly been driven by an increase in households unable to afford accessing the private rented sector. The table below summarises the results from the CLG housing needs model. Full details of all stages in the analysis can be found in the main Bournemouth/Poole SHMA update report.

Figure 5.2 Summary of housing needs estimates

Element	Bournemouth	HMA
① Backlog need (annual)	1,081	2,066
② Backlog supply (annual)	243	704
③ Net backlog need (annual) ① - ②	839	1,362
④ Future need (annual)	4,778	8,752
⑤ Future supply (annual)	643	1,764
⑥ Net future need (annual) ④ - ⑤	4,135	6,988
Total net annual need ③ + ⑥	4,974	8,350
Total net annual need (2007)	3,015	5,704

Source: Household Survey Data, CORE

- 5.3 Part of the gap between the likely future need for affordable housing and future supply is likely to be met by the Private Rented Sector (PRS). Over the last two years the survey data estimates that this sector has provided 1,944 benefit supported lettings per annum with additional households accessing this sector but paying more than 25% of their income on housing.
- 5.4 Further analysis (across the whole HMA) suggests that between 31% and 42% of additional housing should be larger (3+ bedroom) family accommodation. This range is dependent on the level of priority given to different household groups with households containing children (who are likely to have a higher priority) typically requiring larger accommodation than other households.
- 5.5 Within Bournemouth it is also calculated that around 14% of the housing need could be met through intermediate housing products (such as shared ownership or intermediate rents) with the remainder being best met through either social rented or Affordable Rented housing (at 80% of open market values). Overall tenure requirements in Bournemouth and the whole HMA are shown in the table below.

Figure 5.3 Social rented and intermediate housing needs– per annum		
	Bournemouth	HMA
Equity based intermediate	4%	4%
Intermediate rented	10%	10%
Affordable rented	30%	29%
Social rented	56%	57%
Total	100%	100%

Source: Household Survey Data

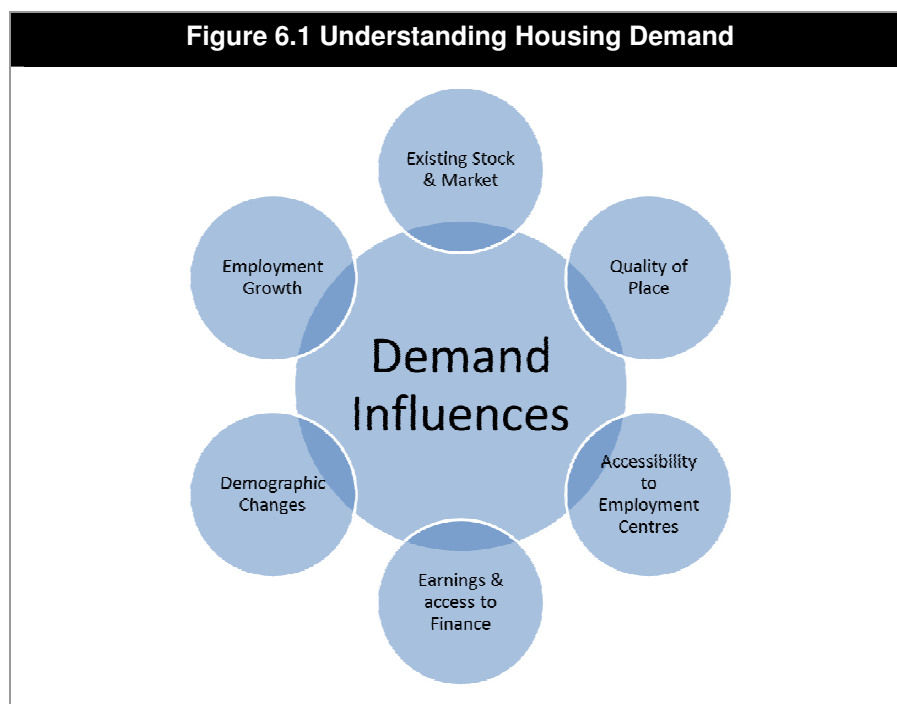
- 5.6 The analysis of housing need provided a significant amount of data about affordable housing requirements, including: analysis of housing need, supply, sizes and types of affordable housing. It is however worth considering the outputs in the context of the operation of the whole housing market.
- 5.7 Overall the analysis suggests (following the CLG housing needs model) that there is a need to provide an additional 4,974 units of affordable housing per annum if all needs are to be met (in the five year period from 2011 to 2016). Delivery of this scale of affordable housing would mean that all households are living in secure housing which is of the right size, condition and layout and at a price they can afford – in reality this is not likely to be achievable.

- 5.8 The scale of need can be set against delivery over the past four years of just 355 units of affordable housing; whilst this suggests that increases in delivery would be desirable it is clear that this would still not meet all of the need. It is important therefore to understand the role played by the wider housing market in meeting need. Whilst the level of need is significant the private rented sector is being used by a range of households to meet their needs.
- 5.9 We would not however suggest that use of the PRS is the solution to the clear need and affordability problem in the Borough (and across the HMA); generally the PRS does not provide the same level of security as affordable housing (shorter tenancies) whilst typically the physical condition of properties in this sector is worse. In addition, a large proportion of households claiming LHA in the PRS are seeking a permanent move to affordable housing.
- 5.10 If the council were to attempt to provide the 4,974 units of affordable housing each year then on the basis of the above analysis this would be likely to see significant problems within the wider housing market (large number of households moving out of the PRS with no one to replace them and increased vacancy levels). Future affordable housing provision should therefore be set against the likely delivery of additional housing which is discussed in more detail in the next section. Trend-based data suggests household growth of around 511 per annum for the period from 2011 to 2031 and so a housing delivery figure (on the basis of this figure) might be around 525 per annum (to take account of a small vacancy rate).
- 5.11 Provision of say 40% of additional housing as affordable would therefore see around 210 additional units being provided each year – whilst this figure falls well short of the need it would be a sensible level in the context of the role played by the PRS.
- 5.12 Regarding the sizes of affordable housing to be provided, the analysis taking account of likely supply suggests (HMA-wide) that around 69% of the future requirement will be for smaller (1- and 2-bedroom units). This figure is however based on the totality of the housing need; when we look at the likely need concentrating on priority groups (e.g. the elderly, people with disabilities and households with children) this figure drops to 58%. The Council will therefore need to consider the types of households whose needs should be met in any policy/negotiations around the size profile of new affordable housing. The issue of size requirements at the Borough level is considered further in the following section.
- 5.13 The final topic is about the types of affordable housing to be delivered. The analysis (again based on the totality of housing need) suggests that in Bournemouth the majority (86%) of housing will be required to be public sector rented (either social rented or as an affordable rented tenure). Whilst the inclusion of affordable rented housing may improve viability compared with social rents it is likely in most areas that a range of products will need to be provided to maximise the overall delivery of affordable housing.

- 5.14 Within this the Council will need to consider the overall level of need against likely delivery. For example, the analysis suggests that of the total need some 696 units should be provided as intermediate housing (14% of the 4,974 annual need). Given that even at 40% affordable housing delivery only around 210 units would be provided it could be argued that a higher proportion of housing being delivered as intermediate (i.e. higher than 14%) would still meet a need.
- 5.15 This would not be a wholly unreasonable position to take although the households able to afford intermediate housing are less likely to be in a priority group and so delivery in this way would not meet some of the more significant needs. Essentially the results do suggest that in policy terms a higher proportion of intermediate housing would be a reasonable position to take (i.e. higher than the 14% shown on the analysis of all need) but any decision should be made against priorities in terms of who should be housed and the viability of providing different tenure splits of affordable housing.
- 5.16 There is also the issue of the range of products that could be offered to households. The analysis suggests that around 14% of the need could be met through intermediate housing priced between an affordable rent and market prices (to buy or rent). However, within this less than a third of households are able to afford an equity based product (e.g. shared ownership) due to very low levels of capital and current mortgage lending restrictions. The opportunity therefore exists for the Council (and developers) to innovate through mechanisms to reduce or remove deposit requirements which would allow a greater proportion of households with a reasonable income to access the owner-occupied market.
- 5.17 The level of need identified does however provide an evidence base for seeking to maximise affordable housing delivery. Policy must also take account of development viability and policies around the priority for housing given to different groups which will influence the size and tenure of affordable housing provided in the future.

6. The Future Housing Market

- 6.1 The housing market is complex. It is influenced by the economy at both the macro-level, in terms of interest rates and mortgage availability (which impact on the affordability of and demand for market housing) as well as market sentiment (which is influenced by economic performance and prospects). It is also influenced by the economy at the local and sub-regional level, recognising that changes in employment will influence future migration patterns as people move to and from the area to access jobs. The diagram below captures our understanding of the key drivers of housing demand.



- 6.2 Beside economic factors, the other major structural driver of demand is demographic trends, recognising that changes in the size, structure and character of the population influence housing need and demand.
- 6.3 There are then a number of factors which at a more local level within a functional housing market which will influence demand in different locations. These include quality of place, school performance/catchments, the accessibility of areas including to employment centres, leisure facilities, the quality and characteristics of the existing housing stock and market conditions. These factors influence the demand profile and pricing, against a context in which households compete within the market for housing.
- 6.4 At a local level this means that the housing market tends to reinforce around the existing profile of stock and its infrastructure. However, regenerative investment or delivery of new transport infrastructure can influence the profile of housing demand in a location, by affecting its attractiveness to different households.

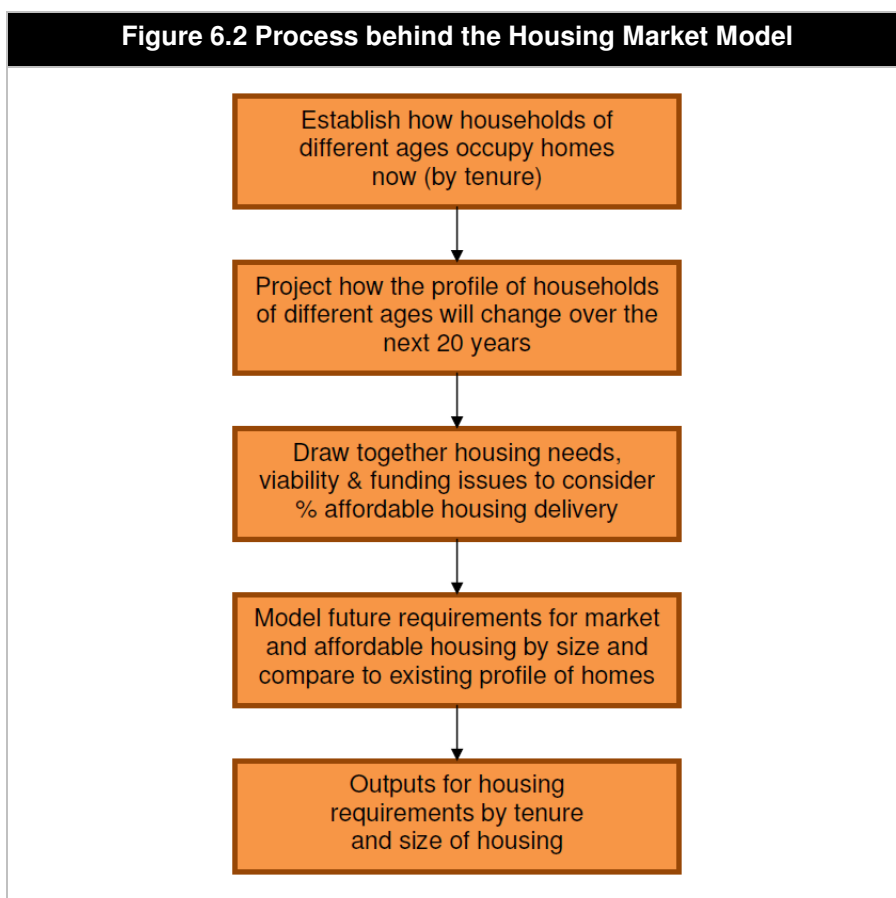
6.5 The Housing Market Model is an innovative method for estimating future housing requirements across all tenures based on combining household survey data and demographic projections. Outputs from the model include estimates of the size and tenure of additional housing which would best meet the needs of the local population.

6.6 The analysis carried out is closely linked to requirements set out in the draft National Planning Policy Framework (NPPF) which says in paragraph 111:

To deliver a wide choice of quality homes and widen opportunities for home ownership, local planning authorities should:

- *plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community*
- *identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand*

6.7 The housing market model is designed to look at the likely impact of demographic change on both market and affordable requirements over the next 20-years (i.e. to 2031) and is based on studying occupancy patterns and projecting how these might change in the future as the overall population and age structure of an area develops. The flowchart below shows the key stages of analysis for the Housing Market Model.



- 6.8 An important part of the SHMA process (and a key input to the Housing Market Model) is to establish likely overall requirements for additional housing (of all tenures) in an area. For the purposes of the SHMA update we have therefore considered likely future housing requirements on the basis of projected demographic change. Whilst the outputs from our analysis provide a reasonable start point for assessing overall housing requirements these will need to be considered along with the availability, suitability and viability of housing land as well as any infrastructure constraints and any potential environmental impact.
- 6.9 As part of this project we were provided with a series of population and household projections by the County Council. For the purposes of analysis and the housing market modelling we have used a projection linked to the 2008-based ONS/CLG population/household projections which have been updated to a mid-2011 base.
- 6.10 The table below shows projected household growth in Bournemouth and the whole HMA from 2011 to 2031. The data suggests household growth in Bournemouth of 511 per annum, leading to a total increase over the 20-year period of around 10,220 households. The proportionate projected increase in households in Bournemouth is lower than projected for the whole Bournemouth/Poole HMA.

Figure 6.3 Projected household change in the HMA (2011 – 2031)

Area	Households (2011)	Households (2031)	Absolute change	% change from 2011	Annual average change
Bournemouth	81,795	92,015	10,220	12.5%	511
HMA	254,463	293,975	39,512	15.5%	1,976

Source: ONS/CLG and Dorset County Council

- 6.11 The household growth figures however only tell one part of the story. The other key factor in population/household growth is to understand how the age structure of the population is likely to change as this will have an impact on the types, sizes and tenures of housing likely to be required in the future. Data shown in the table below shows that over the next twenty years there is expected to be a notable increase in the population of those aged over 60, and decreases (or modest increases) in the population of all other age groups. These figures have been derived from modelling the ONS 2008-based population projections updated to a 2011-base.

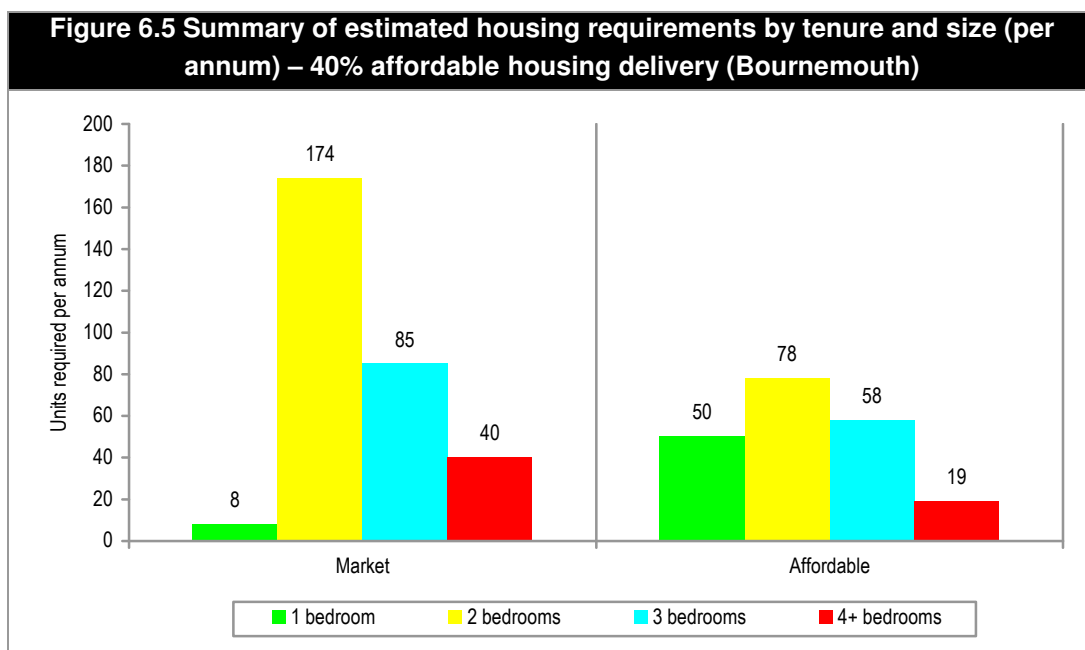
Figure 6.4 Percentage change by age band (2011 – 2031)

Age band	Area				
	Bournemouth	HMA	Dorset	South West	England
0-14	9.4%	8.4%	5.7%	13.2%	11.5%
15-29	0.6%	-0.5%	-2.3%	2.7%	1.6%
30-44	8.0%	5.3%	2.9%	14.9%	11.6%
45-59	-9.3%	-10.5%	-12.2%	-0.7%	1.5%
60-74	15.4%	20.4%	21.5%	26.8%	27.5%
75+	35.5%	55.6%	60.8%	73.3%	66.0%
Total	6.8%	9.8%	9.3%	16.9%	14.3%

Source: ONS/CLG and Dorset County Council

- 6.12 As well as showing an ageing population the projections clearly identify that if current trends continue then the number of people in key working age bands (i.e. those aged 16-64) is unlikely to change significantly. This may act as a barrier to economic growth in the Borough and more widely across Dorset. Over the full 20-year projection period it is estimated that the population aged 16-64 will increase by around 1% across the whole of Bournemouth (this figure being derived from the detailed modelling underpinning the summary figures in the above table).
- 6.13 One final consideration in the housing market modelling is around the likely proportion of affordable housing that might be delivered. Viability assessments carried out across Dorset suggest that in many cases it will be possible to provide at least 40% of housing as affordable on future sites and in some cases (particularly on greenfield sites) up to 50%. However, we recognise that in reality due to site sizes and some specific local/site viability issues that the proportion delivered may well be lower than this particularly during the current economic circumstances. For the purposes of modelling future housing requirements we have therefore considered two scenarios:
- 30% affordable housing delivery (2011-2031)
 - 40% affordable housing delivery (2011-2031)
- 6.14 The results of the analysis for Bournemouth at 40% affordable housing delivery are shown in the figure below. The data suggests that in the market sector there will be a requirement for 307 additional homes per annum if household growth shown by the above projections were to be met. Within this it is estimated that around 41% should be family-sized housing (3 or more bedrooms) and 59% one-and two-bedroom homes, with the main focus being on two bedroom accommodation.

6.15 In the affordable sector the requirement is for around 204 additional homes per annum with around 37% of these being required to be larger (3 or more bedroom) accommodation. If the proportion of affordable housing delivered is decreased to 30% then the outputs of the modelling are very similar – at 30% the modelling suggests a slightly higher requirement for larger homes in both the affordable and market sectors although it is worth emphasizing that differences between the models are very slight.



Source: Household Survey Data

7. Issues Specific to Bournemouth

- 7.1 The findings from the SHMA update highlight Bournemouth as being very different from other local authorities in the HMA. In particular the Borough has a very large private rented sector (estimated to account for 28% of households in the Borough and over half of all households in the sector across the HMA) and a relatively small proportion of social rented housing (only East Dorset has a smaller proportion in this sector). In addition, Bournemouth has a large student population and a particular issue around Houses in Multiple Occupation (HMOs) – in both the student and non-student sectors.
- 7.2 As a result of some of the differences between Bournemouth and other parts of the sub-region the estimated level of housing need is considerably higher and has been projected to have grown more significantly since 2007 than in other local authorities. We have therefore investigated some of the particular issues faced by Bournemouth both currently and in the future.

Private rented sector

- 7.3 In March 2011 there were 10,850 people living in the private rented sector and claiming housing benefit (or Local Housing Allowance) compared with 6,460 in social rented housing. This makes Bournemouth unique in the HMA as the only authority with more PRS claimants than social rented sector claimants. The number of LHA claimants in the PRS has been increasing substantially over time.
- 7.4 Whilst certain changes to LHA calculations (such as the removal of a 5 bed rate) are thought to have minimal impact on households the move from a median rent to the 30th centile may impact on a number of households – this change sees a potential loss of benefits towards housing costs of up to 11% depending on property size.
- 7.5 Given the large size of the benefit private rented sector there are also concerns about the introduction of Universal Credit whereby all payments will go direct to the applicant as a single payment. This presents a risk of mismanagement of the funds, arrears and therefore a potential increase in homelessness from loss of tenancies.
- 7.6 The biggest loss with LHA changes is however likely to be from those aged 25-35 who are currently claiming for self contained accommodation. Those claimants will be reduced down onto the shared room rate from January 2012 and will lose £54 per week. There are currently approximately 550 claimants who will be affected. This presents a major risk in terms of single people becoming homeless, and it is likely that many of these claimants will be vulnerable in some way.

- 7.7 Finally, impact assessments undertaken by the DWP show that the anticipated impact in terms of access to the private rented sector for those on housing benefit will reduce from an access rate of 54% to 33%. The access rate being an estimate of the proportion of private sector lettings at or below LHA limits. In Bournemouth this is of particular concern given that survey data estimates that currently 32.9% of all private tenants are claiming housing benefit (or LHA) – virtually the same as the estimated supply.

Houses in Multiple Occupation

- 7.8 Currently there are around 950 HMOs that are not occupied by students with high concentrations in Boscombe in particular leading to local concerns about the impact on amenities and the character of the area. There are also an estimated 2,000 HMO properties occupied by students (around 6,000 students) with a particular concentration in the Winton area.
- 7.9 Demand for HMO accommodation therefore appears to be strong and there is the potential for this to increase if those people aged 25-35 currently claiming benefits for self-contained accommodation move into shared accommodation. Until the LHA rate change has come into affect during 2012 and people start to seek alternative accommodation it is however difficult to say to what extent additional HMO dwellings might be required.

Students

- 7.10 The issue of students and student housing follows on neatly from the brief discussion of HMOs. Currently Bournemouth University has around 2,500 bedspaces in purpose-built blocks and is looking to expand this to meet undergraduate, postgraduate and international student demand. The Bournemouth University Estates Strategy (2010-2019) highlights an aim to provide 2,300 bedspaces from April 2010. Since April 2010, some 823 additional bedspaces have been provided (or are nearing completion) and a number of other projects are at planning application stage or subject to pre-application discussions with sites for just 160 of the 2,300 having not yet been identified.
- 7.11 It seems likely therefore that the University will achieve its accommodation increase aims and this is at a time when funding and demand for further education places is highly uncertain. In a report entitled 'Student Towns' commissioned by Liverpool Victoria Insurance and completed in March 2011 some serious concerns about future student numbers in Bournemouth are raised. The report projects that student numbers in Bournemouth as a whole are likely to drop by 4,700 from 2010 to 2020 with a drop of over 2,700 for Bournemouth University. With an increase in purpose-built student accommodation and a likely decline in student numbers there may well be a knock-on affect on demand for private sector student housing (i.e. HMOs).

- 7.12 It is difficult to quantify the likely impact on the private sector but the various statistics about student numbers and new accommodation suggest that this may be significant and despite the possible increase in HMO demand from those age 25-35 we would suggest that at present there are no grounds to promote or encourage an increase in the number of HMOs in the Borough and indeed there may well be a case moving forward to promote a reduction.

8. Conclusions and Policy Implications

- 8.1 Bringing together the results from the study and in particular the outputs of the housing needs and housing market models it is suggested that there is a significant need for additional affordable housing. In reality, the private rented sector will continue to house many people in this group due to the shortage of social rented housing. Additional supply through local authority affordable housing policies will be constrained by the economic viability of individual sites. It will therefore be for the council to take a view on realistic targets based on economic viability and policy priorities as well as the level of housing need.
- 8.2 The draft NPPF identifies that local planning authorities should meet the full requirements for market and affordable housing in their housing market area. Local Plans should aim to meet objectively-assessed development requirements unless the impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF. As part of this assessment, we have worked with the County Council to develop projections for future population and household growth, taking account of demographic trends. Pre economic downturn migration trends would result in household growth in Bournemouth of around 10,200 (511 per annum) which is well below average completions over the past four years.
- 8.3 The availability of suitable land will be the most relevant factor in considering where development is located, particularly with a view to supporting sustainable development including access to employment, services and public transport. Its location will also have a major impact upon the size type and tenure of housing built upon it.
- 8.4 In the affordable sector the evidence suggests that around 14% of additional housing should be intermediate affordable housing with a particular focus on intermediate rent for lower income households with limited levels of capital. The remaining 86% should be either affordable rented housing or social rented. These proportions are however based on the totality of housing need and it would not be unreasonable for the Council to plan for a different tenure split if it will assist in providing a greater number of additional affordable homes.
- 8.5 In the market sector it is concluded that around 41% of additional homes should be larger (3 and 4+ bedroom) units with a lower proportion (37%) in the affordable sector.

- 8.6 In moving forward the council should take account of the potential impact of changes to LHA rates and in particular the change to eligibility for self-contained accommodation rates for younger people. The Council should also consider and monitor the impact of student accommodation and student numbers on the demand for private sector housing (HMOs in particular). Changes to further education funding may well have a disproportionately large impact on Bournemouth which in turn may impact on housing demand. These changes are likely to play out over the next few years and currently the outlook is highly uncertain.
- 8.7 Overall, the levels of both demand and need in the Borough are significant and the findings of the SHMA update can support the local authority to develop policies which will assist them in meeting housing needs and demands both now and into the future.