

## Housing Needs Survey 2010

**EXECUTIVE MEMBER:** Councillor Clements  
**LEAD OFFICER:** Fergus McMorro  
**REPORT AUTHOR:** Laurie Priebe

### Summary and Recommendation:

**The panel are asked to note the specification of the Housing Needs Survey for which tenders have been invited by a closing date of 12 April 2010.**

#### 1. Introduction

The completion of a Borough-wide Housing Needs Survey is a planning, development, housing and corporate priority.

#### 2. Background

The last Copeland survey was undertaken in-house in 2006 as part of a Cumbria-wide project due to be refreshed in 2011. However, the timetable of our approach to the Local Development Framework necessitates the completion of a new survey in 2010 and so we cannot wait for the county-wide survey next year.

#### 3. Significance

The housing needs survey will be a vital component of our evidence base for the Local Development Framework and will underpin our future housing and planning policies, which will be subject to a detailed examination in public. In light of this we have decided not to undertake the survey in-house but to invite tenders from leading specialist consultants with a strong track record in the discipline.

#### 4. Detailed Specification

The detailed specification of the survey is attached as Appendix A. It will to a large extent enable us to better understand our housing markets.

5. **FINANCIAL AND HUMAN RESOURCES IMPLICATIONS  
(INCLUDING SOURCES OF FINANCE)**

Financial provision has been made for the survey in the 2010/2011 revenue budget. Given that the closing date for tenders is 12 April further information will be available when the Panel meets two days later.

# COPELAND BOROUGH COUNCIL Housing Needs Assessment Specification

## **1. Introduction**

The Council is seeking to commission a Borough-wide housing needs assessment covering all tenures and client groups.

It is envisaged that the main part of the study will comprise a sample survey of households by post, and be informed by existing data drawn from a range of sources to provide other demand and supply data, although some additional research may be required as referred to in the Copeland Strategic Housing Market Assessment study carried out in 2009.

The assessment must conform to latest good practice guidance and provide a robust and sound basis on which the Council can substantiate its present and future policies with regard to the provision of housing, particularly affordable housing, in the Borough.

The study area is the administrative district of Copeland Borough, although local housing market influences extending outside the Borough's boundaries will need to be assessed and their significance gauged. The survey should dovetail with, build upon and provide supplementary information to the findings of the current Copeland Borough Strategic Housing Market Assessments and the Strategic Housing Land Availability Assessment.

## **2. Survey Objectives**

The research is required to support the Council's corporate, housing and planning strategies. The Council wants sufficiently robust data regarding the current and projected need for all tenures and types of housing and information which can be used to inform where new housing should be located in the future.

In particular, the level of need for affordable housing must be clearly identified, together with an indication of appropriate levels of affordability that are required for each tenure type and type of provision.

The study is required to consider the housing market implications over the LDF plan period, up to 2027, taking into account the number and location of new homes that will be required to meet NW Regional Spatial Strategy targets. It should also determine the extent to which local housing markets are or are likely to be affected by the nuclear industry and, more widely, the Energy Coast Masterplan. The more detailed analysis period should focus on 5 years, and data analysis and conclusions will need to achieve at least 95% statistical confidence.

The findings from the study should be set in the context of relevant national or regional data and draw upon housing and related needs assessments such as the work of the Cumbria Rural Housing Trust, the Lake District National Park Authority, the

Countywide Extra Care Housing Strategy, the Salford University Cumbria Gypsy & Travellers Accommodation Needs Assessment, Cumbria Supporting People Strategy, the Cumbria Strategic Partnership, the West Lakes Renaissance Business Plan (& Furness & West Cumbria Housing Market Renewal, Programme Review & Housing Market Deficit Study), the Energy Coast Masterplan and relevant data held by the Cumbria Intelligence Observatory.

### **3. Information Required from the Survey**

The following list, which is not exhaustive, shows the type of information that is sought.

- up to date information on the housing stock in the Borough, including age and condition, and its suitability for household needs:
- estimates of current housing need broken down by sub area, tenure, type, size
- projections of housing demand over the next 5 years and up to 2027, to include comparisons between different areas and issues of low as well as high demand;
- recent housing history in terms of tenure, geographical origin and reasons for moving within/into/out of the Borough. (retirement homes, second homes, holiday homes, employment including migrant workers). This to include how long residents have lived in their present accommodation.
- information on house prices by area and property type, property availability by area and type and demand for different types, sizes and prices of properties
- expected rate of new household formation and future household composition (by household type and number of bedrooms required);
- current demographic patterns and projections on long term demographic changes;
- information on household income and patterns of employment; to include variations in incomes & earnings and the extent to which average earnings are distorted by higher earners working at Sellafield but living outside of the Borough; incomes within specific occupations, including (but not limited to) seasonal employment like tourism and how this affects affordability & housing choice.
- degree to which housing registers are a robust indication of housing need; to include analysis of registers by number, size & type of households; property type and size required; locations preferred with reasons
- A clear mechanism for determining housing affordability in real terms for those on lower incomes: any variations in local affordability trends
- number of households requiring physical adaptations
- housing issues particular to black or minority ethnic groups; older people; young people under 25; migrant workers and those who need housing with support.

- typical housing market flows
- an indication of tenure movement particularly with regard to the private rented sector

The data from the survey should:

- outline the nature and reasons for housing need;
- enable Borough-specific housing and planning policies to correlate with strategies, including the Energy Coast Masterplan
- provide an assessment of existing stock suitability against current and future needs (assuming current growth set out in the Regional Spatial Strategy) and assess how the stock might be better utilised;
- give an indication of the types, size, tenure, levels of affordability and preferred broad location of additional properties required to meet housing need that is unlikely to be met by current supply but which will require to be met in the future: such assessment should take into account both household size and typical client group aspirations and preferences (in particular distinguish preferences of existing households from newly emerging households);
- give information as to why people make key moves in Copeland;
- indicate how the three housing markets in the Borough (Whitehaven, West Lakes, Millom) interact with each other and with housing markets in neighbouring boroughs
- advise on the growth assumptions being developed for the Council's Local Development Framework in light of the housing needs assessment
- provide information to assist in developing the overall housing policy within the Council's Local Development Framework, and particularly but not exclusively in respect of projecting the scale and reasons for the need for affordable housing and appropriate tenure mixes to achieve sustainable communities; given that the Council's existing local plan policy approach for securing affordable housing was adopted relatively recently (in 2006), advise on whether any changes to that approach are now appropriate to be considered in the LDF);
- advise on the target for the amount/proportion of affordable housing that should be achieved on future allocated development sites and the ratio required for all types of housing wherever viable as set out in PPS3. Recommend suitable thresholds, and any local variations, in number of units and hectares for the inclusion of affordable housing on mixed tenure sites for potential publication in a supplementary planning document.
- inform the identification of the need and location for the development of housing for older people (aged over 55) in the Borough including identifying where specialist

forms of provision with housing and support may be needed (with reference to the County Council's projections which underpin their extra care housing strategy)

- inform the identification of the need for the development of housing for young people under 25 in the Borough
- clearly identify the need for housing in the rural area, including but not limited to utilising housing market information and results of village housing need surveys carried out by the Cumbria Rural Housing Trust, including gaps. Indicate how the agriculture industry interacts with housing tenure, access to housing and the perception of employment recruitment and retention
- indicate the extent and condition of houses in multiple occupation in the Borough
- provide recommendations and the technical framework guidance for an effective updating process of the housing needs assessment.
- indicate the extent to which potential investment in nuclear fuel-cycle development and nuclear and other energy generation in the Borough will impact on its housing markets in the short, medium and longer terms
- indicate the extent to which and where the Council should enable the building of executive type homes a) in order to re-balance existing housing markets and b) to meet the aspirations of our Energy Coast workforce, both present and future, encouraging them to live in the Borough, given sustainability considerations.

#### **4. Work to be carried out by the Contractor**

##### **Sample Design for survey**

In 2007 there were an estimated 31,000 households in the Borough and the mid-Year population estimate was 70,300 in 2008.

The sample size should be sufficient to provide detailed analysis at a Borough-wide level, with analysis of key data in 4 key service centres and indicatively 13 local centres or sub-areas or such number of sub areas as may be agreed (such sub areas to reflect the main settlements and appropriate groupings of settlements where it is envisaged that some housing development will be taking place in the period up to 2027 and which take account of the sub division of the Borough in the NW Regional Spatial Strategy and the service centres defined in the Local Plan). The proposed sub areas are:-

- Whitehaven  
Cleator Moor  
Egremont  
Millom
- In the remainder of the Borough

Arlecdon/Rowrah  
Beckermet

Bigrigg  
Cleator  
Distington  
Frizington  
Haverigg  
Kirkland/Ennerdale Bridge  
Lowca/Parton  
Moor Row  
Moresby Parks  
Seascale  
St Bees

As much information as possible should be available down to parish or town level where viable.

The final number and distribution of sub areas will be agreed in discussion with the Council.

For the purposes of comparison, please submit your tender on the basis of a sample size of 15%. However, the service provider should note that this is purely to enable a fair comparison of bids, and the Council reserves the right to alter the sample size following discussions with the service provider and would anticipate cost adjustment on a pro-rata basis. Discussions relating to sample size may take place as part of post-tender negotiations with the preferred bidder.

The method of stratification will be agreed in consultation with the Council; consultants are invited to recommend a method of stratification that will enable valid results to be provided at both Borough and sub-area levels and ensure that the housing needs and affordability analysis is not prejudiced.

The Council will provide a list of property addresses from the Council Tax data base to enable the Contractor to draw and select a sample.

### **Sample Selection**

The Contractor shall select a sufficient number of addresses according to a random procedure within the agreed method of stratification to achieve the appropriate number of surveys.

### **Sample accuracy**

The Contractor will be required to advise the Council on the level of accuracy required, including + or – parameters, to satisfy the objectives of the project and will give examples of the level of accuracy used in previous surveys.

### **Design of Survey Form**

The Contractor should design a suitable survey form that will allow collection of the information required for the purposes of this study. The content of the survey form will be agreed with the Council.

The Contractor will be expected to achieve the agreed number of survey forms required to ensure sufficient confidence in the data.

### **Initial processing and validation of data**

The Contractor will be responsible for data validation and quality control and must provide information on how this is to be achieved. No administrative support will be provided by the Council.

### **Utilisation of qualitative data and secondary data**

Valid qualitative and secondary data should be drawn upon where necessary to satisfactorily comply with the requirements of the brief.

### **Affordability Modelling**

The methodology for assessing affordability requirements must be clear and robust for delivering through the Local Development Framework and should be compatible with that used for the purposes of the Strategic Housing Market Assessments.

The likely impact of any increase in supply of housing on affordability levels should be clearly explained in the report.

### **Project control**

Execution of the study will require regular liaison with the lead commissioning officer for the Council to ensure the effective delivery of the project in accordance with the client's brief and objectives.

The timetable of delivery of each stage is required to be agreed upon appointment, or immediately after. Final delivery must be achieved by 30 September 2010.

### **Data Sources and Robustness of data**

The report should set out clearly:

- Methods used
- References for the data sources used
- Any limitations of the study
- Any variations in the reliability of the results over the projected period
- A full description of any assumption

### **Production and presentation of interim and final reports**

The results of the survey will need to be presented in a written format with supporting tables of results, including graphs where helpful. All report sections, tables and graphs must be clearly cross-referenced. The Council must be consulted on the format and



content of the final reports, which should be produced on 80gsm paper.

The Contractor will produce interim and final reports that will include a summary, details of the objectives of the survey, methodology, main findings and key points of the survey. As part of the final report, the Contractor will produce an Executive Summary of the study and deliver a presentation for Councillors, other stakeholders and officers.

A minimum of 10 copies of the final report will be produced by the Contractor and one loose leaf copy which the Council can photocopy at its own expense. All data collected and produced during the survey and arising from the survey will be the property of the Council. A copy of all reports should be provided to the Council electronically in both word and pdf versions.

The Contractor will be required to retain the completed survey forms for a period of a year following completion of the survey in the event that the Council may require access to these for data validation purposes.

## **5. Costs and Payments**

Payment will be subject to satisfactory completion of each stage of the project. The Contractor should indicate stages and percentage payments proposed; these will need to be agreed with the Council.

Any costs should be inclusive of all staff and sub-contractor costs. The Contractor will be responsible for any public indemnity or public liability insurance costs.

## **6. Information required in the quotation**

Confirmation that all the requirements of the brief can be met satisfactorily and in full.

A brief description of the survey process proposed with a breakdown of costs for each of the major elements of the project according to the size of the specified sample(s).

A description of any additional work required to meet the requirements of the brief with relevant costings, including any recommendations with regard to collection of qualitative data, use of secondary data, consultation with key stakeholders etc.

A description of the proposed affordability model to be used and how it relates to the affordability model used in the Strategic Housing Market Assessments.

A detailed timetable to achieve completion by the end of August 2010. Indicate when survey work would commence, fieldwork will be completed, and when interim report and final reports will be available to the Council.

Please specify the cost of any additional services that may be available for example, to enable the Council to update or remodel the data year on year.

Please specify what support and assistance will be available, if required, in connection with the future examination into the Local Development Framework Core Strategy and at what cost.

## 7 Form of quotation

The submission must comprise the following:

### A. Introduction

- Interpretation of the brief

#### **Method statement to include:**

- Proposed methodology for each recommended or optional component of the Needs Assessment including the use of any sub-contractors
- An indication of how the recommendations for further research and analysis contained in the Strategic Housing Market Assessments, 2009, will be addressed by the needs assessment: specifically -

Millom Housing Market Area; the extent to which the private rented sector is meeting emerging housing needs; how the market area interacts with local service centres located in Barrow Borough Council

West Lakes Housing Market Area; ascertain the effects of second home ownership and higher house prices within the Lake District National Park on housing markets and communities in this housing market area

- Where optional components are given, please indicate how they would add value to the needs assessment
- An indication of the information required from the Council in connection with the study
- A named contact who will manage the project
- Statement of the approach to reporting to the client
- Working arrangements with key stakeholders
- If appropriate, the management of sub-consultants

### B. Skills and experience

In respect of both the contractor and of any proposed sub-contractor:

- A brief statement of the organisation's background and relevant experience and expertise for public clients. This should include details of similar work previously accomplished and how effective it has been.
- Names and CVs of staff who will undertake the work, demonstrating their relevant experience and expertise, and showing the amount of each individual's

time that will be spent on the contract.

### C. Organisation capacity & ability to meet deadlines

In respect of both the contractor and any proposed sub-contractor:

- Confirmation that the organisations concerned have the capacity to carry out the work within the timescales specified

### D. Equality & Diversity

- Please provide a copy of your organisation's equality & diversity policy.

### E. Quotation cost (contained in the Form of Tender)

In respect of both the contractor and any proposed sub-contractor:

- Price and payment terms: state the fixed price tender sum, the costs of providing the completed report, with a breakdown of costs of the main activities, VAT charges should be shown separately.
- Any caveats on the ability to successfully deliver the project for the fee quoted
- Proposed staged payments, subject to the satisfactory completion of each stage of the project.

### Background information

#### Current Local Development Scheme Timetable

Document	Issues and Options	Public consultation on preferred options (DPD)	Submission to Govt	Adoption
Core Strategy	July 2009	April 2010	May 2011	April 2012
Development Management DPD	July 2009	April 2010	May 2011	April 2012
Site Allocations DPD	October 2010	October 2010	December 2011	December 2012

#### Draft NW Regional Spatial Strategy Targets

	Area	Total for Copeland
Housing figures (minimum) as proposed by Government	Excludes Lake District National Park Area	230 per annum (50% Previously Developed Land)
Completions 1 April 06 to 1 April 09	As above	Gross 490 Net 290 (demolitions)
Permitted dwellings still to be completed	As above	1334 at 1/4/2009
Local Plan allocated sites remaining	As above	776 at 1/4/2009
Shortfall in identified provision (minimum)	As above	None* NI159 is 102.6%

number of dwellings)		
----------------------	--	--

\* Target is  $230 \times 5 \text{ years} = 1150$ . provision over 5 years = 1180