

Warwickshire Structure Plan

Housing Technical Paper

The Deposit Draft of the new Warwickshire Structure Plan provides strategic guidance on the scale and location of new housing in the county up to 2011. The purpose of this paper is to show how the housing figures contained in the Structure Plan policies - Table H.1 below - reflect various policy assumptions and that their scale and distribution are also constrained by various external parameters.

TABLE H.1	(a) Need 96-2011	(b) indicative only Minimum 96-2011
District Area:-	all housing types	% of new housing on brown-field land
North Warwickshire	2,400	80%
Nuneaton & Bedworth	5,600	30%
Rugby	6,100	60%
Stratford-on-Avon	9,000	50%
Warwick	8,000	45%
Total County Area	31,100	50%

For comparison, the equivalent Table H.1 in the Consultation Draft gives a more detailed breakdown of the same figures.

Warwickshire Structure Plan Table H0	Need 1996-2011	Pipeline 1996	Additions 1996-2011	Need 1996-2011		Need 1996-2011	
	Total	Total	Total	Greenfield	Brownfield	Market	Social
North Warwickshire	2,400	1,900	500	400	2,000	1,400	1,000
Nuneaton & Bedworth	5,600	3,900	1,700	4,100	1,500	3,100	2,500
Rugby	6,100	4,400	1,700	2,500	3,600	3,400	2,700
Stratford	9,000	9,000	0	4,400	4,600	5,000	4,000
Warwick	8,000	7,400	600	4,500	3,500	4,400	3,600
Warwickshire	31,100	26,600	4,500	15,900	15,200	17,300	13,800

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1 Housing requirements

- 1.1 The review of Regional Planning Guidance (RPG) housing provision, as endorsed by all strategic planning authorities in the region and approved by the Secretary of State, proposes that **40,700 dwellings** be provided in Warwickshire during the period 1991-2011. **The Structure Plan policies for 1996-2001 are based on this twenty year requirement minus development which has occurred between 1991 and 1996.**
- 1.2 The overall requirement is made up of:
- local need, including elements of ‘unmet need’ and inter-regional migration: 16,800 dwellings
 - migration from the West Midlands metropolitan area: 23,900 dwellings

Local need

- 1.3 The RPG Review estimates Warwickshire's local need (1991-2011) as 16,800 dwellings. [Tables 3.10 and 6.2 RPG Review Technical Appendix]. Table 1 shows how this figure is made up.

Table 1 Local housing need, Warwickshire, 1991-2011

Household growth	14,200	<i>(including losses due to inter-regional migration)</i>
Dwellings to be replaced	2,100	
Existing unmet need	1,200	
Vacancies in existing stock	-1,900	
Housing need	15,600	<i>(net of vacancies in new build)</i>
Vacancies in new build(3%)	1,200	
Total housing need	16,800	

- 1.4 The household growth (14,200) is much lower than the projected growth of the local population (an estimated 26,500 using the Chelmer projection model) because it takes account of a net loss of population and households as a result of inter-regional and inter-national migration: ONS projections imply that Warwickshire will lose population through these flows, as it has done in the past.

Intra-regional migration

- 1.5 The remainder of the housing requirement (23,900) comes from the need to accommodate households moving from the West Midlands metropolitan area, otherwise known as intra-regional migration. In the case of Warwickshire, this means net migration from Coventry, Birmingham and Solihull to the county. The RPG Review assumes that all the out-migrants from Coventry to the shire counties (8,400 households) will be accommodated in Warwickshire. [Table 6.6 in the RPG Review Technical Appendix.] Therefore, the remaining 15,500 migrant households can be assumed to originate from Birmingham / Solihull.

Social and market housing

- 1.6 The RPG Review also categorises the housing requirement in terms of both market and social housing [Table 3.10]. This is summarised in table 2 below

Table 2 Market and social housing requirement, Warwickshire, 1991-2011

Required 1991-2011	Local need	Intra-regional migration			Total	
		Coventry	Birmingham / Solihull	Total		
Market housing	9,100	5,200	11,300	16,500	25,600	63%
Social housing	7,700	3,200	4,200	7,400	15,100	37%
Warwickshire	16,800	8,400	15,500	23,900	40,700	100%

Greenfield and brownfield housing

- 1.7 The overall requirement in terms of greenfield and brownfield developments can be derived from tables 5.6 and 6.4 of the RPG Review Technical Appendix. These point to a requirement to accommodate around 20,500 dwellings (50%) on brownfield sites.

Local need by District

- 1.8 The county's local need requirements have been shared amongst the districts as shown in Table 3 and described below.
- The local need of 14,200 has been allocated according to the local need projection using the Chelmer household projection model. In so doing, we assume implicitly that net losses due to inter-regional and international migration are shared proportionately between the districts. Historically, the evidence of the Census shows that net migration with other regions has varied both between Warwickshire districts and over time. (Nuneaton and Bedworth was the only district to lose population to other regions in both 1980-81 and 1990-91.) These variations, together with the fact that the net flows are only the result of large gross flows both in and out of each district, suggest that it is difficult to predict the pattern of net inter-regional migration with any certainty. Planned improved job opportunities in the north of the county could well lessen any disparity in inter-regional migration between northern and southern Warwickshire. Even so, the largest assumed outflow of migrants from Warwickshire to other regions is still projected to be from Nuneaton and Bedworth.
The unmet need of 1,200 households has been distributed amongst the districts according to the pattern of concealed and sharing households from the 1991 Census.
 - The reduction of vacancies in the existing stock, totalling 1,900, has been shared according to the size of the dwelling stock in each district
 - Vacancies in new build have been assumed at a rate of 3%, applied to the final housing requirement figures in each district (1991-2011) in table H1.
 - The 2,100 dwellings to be replaced have been allocated to districts according to the pattern of recorded demolitions and losses 1991-96.

Table 3 Local need, Warwickshire Districts, 1991-2011

	Chelmer local need projection	RPG Review local need households (a)	Vacancies in existing stock (b)	Vacancies in new build (3%) (c)	Dwellings to be replaced (d)	Total required
North Warwickshire	3,700	2,100	-200	100	200	2,200
Nuneaton & Bedworth	8,000	4,700	-400	200	200	4,700
Rugby	4,700	2,700	-300	200	600	3,200
Stratford	4,400	2,600	-500	400	700	3,200
Warwick	5,700	3,300	-500	300	400	3,500
Warwickshire	26,500	15,400	-1,900	1,200	2,100	16,800

1.9 The Structure Plan policies assume that the levels of local need shown in table 3 are to be met within the respective districts.

Intra-regional migration by District

1.10 The distribution of the remaining 23,900 dwellings (arising from intra-regional migration) across the county is a result of the final policy decisions concerning the overall allocation of housing in each district (see below). However, it is appropriate to test whether the final distribution is reasonable bearing in mind previous patterns of migration from the West Midlands metropolitan area. Table 4 compares the pattern implied by the Structure Plan policies with the pattern recorded in the 1991 Census. Again, it is important to recognise in each case that the net flows are very small compared with the large (gross) movements of migrants both ways between Warwickshire and the metropolitan area.

Table 4 Net migration from the metropolitan area, Warwickshire Districts, 1991-2011

	Net migration from Coventry			Net migration from Birmingham / Solihull		
	Structure Plan assumption 1991-2011		1991 Census	Structure Plan assumption 1991-2011		1991 Census
North Warwickshire	0	0%	14%	1,400	9%	35%
Nuneaton & Bedworth	1,100	13%	6%	1,700	11%	8%
Rugby	4,700	56%	36%	0	0%	3%
Stratford	0	0%	-2%	8,500	55%	32%
Warwick	2,600	31%	46%	3,900	25%	22%
Warwickshire	8,400	100%	100%	15,500	100%	100%

1.11 The Structure Plan makes no additional assumptions about migration flows between districts. Although the 1991 Census recorded some significant movements the net result in each case was small.

2 Accommodating the housing requirements

- 2.1 Nearly a quarter of the housing requirements for the twenty years 1991-2011 were built in the county in the first five years of this period: 9,600 dwellings were completed between 1991 and 1996, 24% of the total requirement of 40,700.
- 2.2 This leaves an overall requirement of 31,100 dwellings to be built in Warwickshire between 1996 and 2011. Much of the land required to accommodate this growth is already available, as shown in table 5.
- 2.3 Information on sites available by virtue of planning permissions and local plan allocations at April 1996 is given in Information Monitor H97/1 'Housing Development Situation, April 1996', published by Warwickshire County Council in February 1997, following agreement to the figures by each of the District Councils. This is summarised in Table 5, the figures having been rounded to the nearest 100.

Table 5 Housing completions 1991-96 and commitments 1996-2011, Warwickshire Districts

	Completions 1991-1996	Sites with permission 1996	Local plan sites without permission 1996	Total sites identified 1996	Estimated windfall 1996-2011	Total 'in the pipeline'
North Warwickshire	1,200	700	300	1,000	900	1,900
Nuneaton & Bedworth	1,900	1,500	2,000	3,500	400	3,900
Rugby	1,800	1,000	2,000	3,000	1,400	4,400
Stratford	2,700	1,600	3,400	5,000	4,000	9,000
Warwick	2,000	2,100	2,900	5,000	2,400	7,400
Warwickshire	9,600	6,900	10,600	17,500	9,100	26,600

- 2.4 Thus there is capacity for 17,500 dwellings on sites with planning permission or allocated in local plans. A further 9,100 dwellings are allowed for as a result of estimated windfall over fifteen years. The methods of estimating the windfall provision in each district are detailed in Appendix 1.

Table 6 Housing allocations, Warwickshire Districts

	Required 1991-2011	Completions 1991-1996	Total 'in the pipeline' 1996	New allocations 1996-2011
North Warwickshire	3,600	1,200	1,900	500
Nuneaton & Bedworth	7,500	1,900	3,900	1,700
Rugby	7,900	1,800	4,400	1,700
Stratford	11,700	2,700	9,000	0
Warwick	10,000	2,000	7,400	600
Warwickshire	40,700	9,600	26,600	4,500

- 2.5 Given the availability of sites to accommodate 26,600 of the 31,100 dwellings required between 1996 and 2011, the Structure Plan needs only to allocate land for a further 4,500 dwellings. The new allocations have been allocated between districts as shown in table 6 in order to satisfy the other policy objectives in the Structure Plan, in particular policies GD1, GD2, GD3, GD5 and RA1.

Social and market housing

- 2.6 Out of a total twenty year requirement to build 15,100 social houses (see table 2) just 1,300 were built between 1991 and 1996 leaving 13,800 to be built over the next 15 years. Thus four out of every nine new houses built over the plan period (44%) should be social housing: the same proportion is assumed for each district.

Table 7 Social and market housing, Warwickshire Districts

	Completed 1991-1996		Required 1996-2011		
	Market	Social	Market	Social	
North Warwickshire	900	300	1,400	1,000	42%
Nuneaton & Bedworth	1,700	200	3,100	2,500	45%
Rugby	1,500	300	3,400	2,700	44%
Stratford	2,300	400	5,000	4,000	44%
Warwick	1,900	100	4,400	3,600	45%
Warwickshire	8,300	1,300	17,300	13,800	44%

Greenfield and brownfield housing

- 2.7 The split between brownfield and greenfield development 1991-1996 is based on
- an assumption that all windfall development will take place on brownfield sites,
 - a greenfield / brownfield classification of sites with planning permission and local plan sites,
 - estimates of the greenfield / brownfield division of growth locations.

Table 8 Greenfield and brownfield housing, Warwickshire Districts

	Completed 1991-1996		Required 1996-2011	
	Greenfield	Brownfield	Greenfield	Brownfield
North Warwickshire	400	800	400	2,000
Nuneaton & Bedworth	400	1,500	4,100	1,500
Rugby	1,000	800	2,500	3,600
Stratford	1,000	1,700	4,400	4,600
Warwick	600	1,400	4,500	3,500
Warwickshire	3,400	6,200	15,900	15,200

Summary comparison of total and local need

- 2.8 Just over two fifths (41%) of the twenty year housing requirement for Warwickshire from the RPG Review is to meet local need (minus losses to other regions). Assuming that development in each district between 1991 and 1996 reflected the twenty year split between local need and migration, Table 9 illustrates how much of the overall need 1996-2011 is to accommodate local need.
- 2.9 The highest proportions of total need which are explained by local need are in the north of the county. Moreover, the housing figure in both northern districts lower than would be needed to accommodate local household growth if there were no loss to other regions.

Table 9 Comparison of total and local need, Warwickshire Districts, 1996-2011

	Total need 1996-2011	Local need 1996-2011	
North Warwickshire	2,400	1,500	63%
Nuneaton & Bedworth	5,600	3,500	63%
Rugby	6,100	2,500	41%
Stratford	9,000	2,500	28%
Warwick	8,000	2,800	35%
Warwickshire	31,100	12,800	41%

Appendix 1

Estimated windfalls

1. Windfall estimates are, as far as possible, consistent with the estimates made for the RPG Review and contained in Table 5.3 of the Technical Appendix. However, the figures have been updated from the 1995 base used for that work to make use of the information available for April 1996.
2. The windfall assumptions are based on the figures used in each of the Districts' local plans for the period 1996-2001 (including amendments made on adoption). A number of adjustments have been made to ensure a consistent approach across the county and, for the purposes of the RPG Review, one that was compatible with other authorities in the region. The adjustments can be summarised as follows
 - Windfalls on housing redevelopment sites were separated from the remainder of the windfall figures based on the percentage of windfall capacity in 1996 which was on housing redevelopments.
 - Major sites (25 or more dwellings) were excluded, based on the picture at 1996
 - District windfall estimates for 1996-2001 were extrapolated for the following 10 years
 - The RPG Review approach relates to the supply of permissions not to the output of housing from future windfalls. Therefore all district figures were calculated on this basis.
3. Separate estimates for replacements are an extrapolation of demolitions over the period 1991-1996.

Table A1 Windfall estimates, Warwickshire Districts, 1996-2011

	Estimated windfall 1996-2011	Estimated replacements 1996-2011	Total windfall 1996-2011
North Warwickshire	700	200	900
Nuneaton & Bedworth	300	100	400
Rugby	900	500	1,400
Stratford	3,200	800	4,000
Warwick	1,900	500	2,400
Warwickshire	!Syntax Error,)	2,100	!Syntax Error,)

