

Introduction and background

Interest and relevance

- The government's Department of Communities and Local Government (DCLG) is currently leading on reform of the planning system, with associated reduction in "top-down" guidance and targets across the board.
- In light of this fundamental review, alongside changes to the government's housing strategy and the revocation of regional spatial strategies, the Cambridge housing sub-region continues to work together to update and refine its strategic housing market assessment (SHMA).
- The seven districts involved continue to work together to assess our local housing issues under a protocol, contributing resources and local intelligence to this assessment. A wider group of partners concerned with all aspects of our housing market continue to be involved.

Headline messages

- This chapter sets out:
 - Local context and geography for our SHMA.
 - Existing DCLG guidance on completing a robust and credible SHMA, and how we meet this guidance.
 - Links to existing planning policy, and to the new National Planning Policy Framework.
 - How our SHMA has developed since its first publication.
 - Who has been involved in our SHMA locally.
 - How the SHMA is structured and formatted, and a guide to changes made in 2011 in response to partner feedback.
 - In the background information section, our SHMA management protocol and a summary of national guidance the SHMA responds to.

Changes over time

- As planning policy changes nationally, our SHMA looks to adapt to a new planning policy environment for the future. It continues to meet the DCLG's robust and credible criteria, and to meet our local objectives to build sustainable communities, provide powerful evidence and support working together.
- In this update to the SHMA we have responded to feedback on previous versions of the SHMA, and have re-grouped the chapters and implemented both standard format and structure, to aid navigation; cut down repetition and improve accessibility. This will reduce the number of chapters and appendices, bringing connected themes together; and will increase our use of "clickable" links to help our readers access related, supporting information in other chapters and on other websites.

Future monitoring points

- We await feedback on these changes, and the implementation of various government consultations referred to in this chapter; which will both feed into future updates to our SHMA. Many changes currently under consultation or newly announced will take effect in 2012 and 2013.

Introduction and background: Contents

1.1	Introduction	3
1.2	Facts and figures.....	4
1.2.1	Local context	4
1.2.2	Geography of our housing sub-region	4
	Map 1 Location of the Cambridge sub-region	4
	Map 2 Districts within the Cambridge housing sub-region	5
1.2.3	What is a Strategic Housing Market Assessment?.....	5
1.2.4	DCLG guidance	6
1.2.5	Objectives of DCLG’s 2007 SHMA guidance	6
1.2.6	DCLG’s “robust and credible” criteria for the SHMA process	6
	Table 1. How our SHMA meets the robust and credible criteria	7
1.2.7	How the SHMA links with existing planning policy	8
1.2.8	Update at May 2012: new National Planning Policy Framework.....	8
1.2.9	A developing assessment.....	8
1.2.10	Life cycle of our SHMA	9
	Table 2. Evolution of our SHMA	9
1.2.11	Participation in the SHMA.....	9
1.2.12	DCLG guidance and the Cambridge sub region’s partners.....	9
	Table 3. DCLG guidance compared to our SHMA partnership	9
1.2.13	What have we done to keep partners involved and informed?.....	11
1.2.14	How the 2012 SHMA is laid out: a guide	12
1.2.15	Standard chapter structure	12
1.2.16	On all pages.....	12
1.2.17	Principles for the 2011 update and re-format	13
1.2.18	How the chapters and appendices are changing in 2012.....	13
	Table 4. Restructuring SHMA chapters in 2012:.....	13
1.3	Analysis.....	15
1.4	Links and references.....	16
1.5	Definitions of terms	17
1.6	Data issues	26
1.7	Additional information.....	27
1.7.1	Project structure and accountabilities: the Sub Regional Strategic Housing Market Assessment (SHMA) Management Protocol.....	27
1.7.2	PPS3 Annex C: Evidence Base – Strategic Housing: Market Assessments and Strategic Housing Land Availability Assessments	30
1.7.3	National Planning Policy Framework.....	31

Section 1.1 Introduction

Chapter 1: Introduction and background

1.1 Introduction

- This chapter of Cambridge sub-region's strategic housing market assessment (SHMA) sets out the reasons for having a SHMA, its objectives, links to key guidance, who is involved, the area it covers, how it links to planning policy, how our SHMA changes and develops over time, and a guide to the current format and chapters.
- This chapter sets out how we have made sure our SHMA meets the DCLG's robust and credible guidance, including the criteria themselves and our account of where these are met in the SHMA in Table 1.
- This version of Chapter 1 brings together five separate chapters in the previous SHMA, these are:
 - Chapter 1: Introduction and context
 - Chapter 2: Links between planning policy and SHMAs
 - Chapter 3: Project structure and accountabilities
 - Chapter 4: The participation ladder
 - Chapter 5: "Robust and credible"
- By bringing these five chapters into one, editing and updating them, we aim to shorten and update the context for the rest of the SHMA. An account of previous versions and the SHMA's development is provided in Section 1.2.10.
- Links to government or other guidance are set out in 1.4. These are not reproduced in great detail, a brief summary is included for ease of reference but the full text and updates are best accessed via the relevant websites.
- Our local SHMA management protocol is attached in Section 1.7.1.

Section 1.2 Facts and figures

1.2 Facts and figures

1.2.1 Local context

The Cambridge Sub-Regional SHMA is a report commissioned by the Cambridge Sub-Regional Housing Board (CRHB) to inform both future housing strategies and individual housing developments within the sub-region. The Cambridge housing sub-region is made up of seven district councils; five in Cambridgeshire and two in Suffolk:

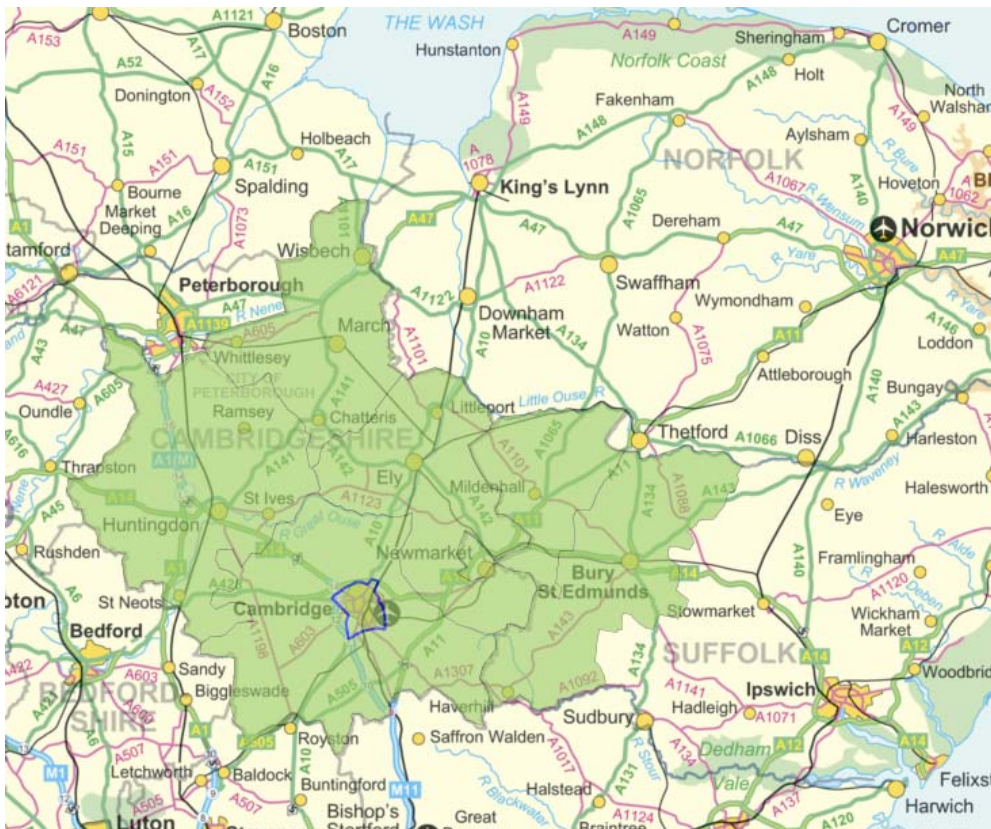
- Cambridge City
- East Cambridgeshire
- Fenland
- Forest Heath (Suffolk)
- Huntingdonshire
- South Cambridgeshire
- St Edmundsbury (Suffolk).

CRHB comprises these authorities together with Cambridgeshire County Council, the Homes and Communities Agency (HCA) and three registered social landlord (RSL) representatives. To find out more about CRHB, please visit www.cambridge.gov.uk/crhb.

1.2.2 Geography of our housing sub-region

Housing sub-regions are groups of local authorities working together to consider and address housing issues, to bid for resources and to work together to get the best results when using any public resources.

Map 1 Location of the Cambridge sub-region



Section 1.2 Facts and figures

It is important when assessing housing markets to realise that house price trends, popular areas and housing shortages do not stick within administrative boundaries. For this reason we have made it clear from the start of the Assessment process that we are working together as a group of authorities, to manage and administer the study. However the methods we have used and data gathered indicate many housing issues across these boundaries.

More detail is provided in Chapter 2: *Defining our housing market area*.

Map 2 Districts within the Cambridge housing sub-region



1.2.3 What is a Strategic Housing Market Assessment?

A strategic housing market assessment (SHMA) is a collection of information about all parts of the housing market. It should help to:

- Develop a long-term view of housing need and demand to inform planning policies.
- Develop a sound approach to planning for the mix of different sizes and types of households in a market area.
- Identify a required level of affordable housing and decide how evidence of housing need translates into different sizes and types of affordable housing.
- Make decisions on issues like social housing allocation priorities, private sector renewal options and the valuation of new-build home ownership schemes such as shared ownership.
- Build an understanding of the different housing markets operating in a geographic area.
- Strengthen the links between housing demand and land availability, though use of Strategic Land Availability Assessments.

Section 1.2 Facts and figures

1.2.4 DCLG guidance

The Department of Communities and Local Government (DCLG) published guidance on SHMAs in 2007. This provides guidance and advice to sub-regions and others on what a SHMA is and how to carry one out that is both robust and credible. The guidance:

- Encourages local authorities to assess housing need and demand in terms of housing market areas. This could involve working with other local authorities in a sub-regional housing market area, through a housing market partnership.
- Sets out a framework for assessment that is relevant at regional, sub-regional and local level.
- Provides a step-by-step approach to assessing the housing market, housing demand and need.
- Focuses on what to do as a minimum to produce a robust and credible assessment, explaining how local authorities can develop their approach where expertise and resources allow.
- Sets out an approach which promotes the use of secondary data where appropriate and identifies key data sources at each step of the assessment.
- Considers how local authorities can understand the requirements of specific groups such as families, older and disabled people.

With several districts' Housing Needs Surveys approaching their "use by" dates in 2007, and with major planning applications in the pipeline, CRHB agreed to work together to commission the SHMA, with Cambridgeshire County Council leading the research and analysis of the primary and secondary data. A management protocol which sets out how these arrangements work, is provided at Section 1.7.1. A full list of partners is included in Table 3.

1.2.5 Objectives of DCLG's 2007 SHMA guidance

Links to current SHMA related guidance are set out in Section 1.4. The key objectives of the 2007 DCLG guidance were to provide clear and concise advice for practitioners on how to assess housing needs and demand in their areas and to enable local authorities and regions to gain a good appreciation of the characteristics of housing market areas and how they function. The guidance sets out:

- Criteria for a "robust and credible" assessment.
- How to set up the housing market partnership and the assessment project plan.
- How to assess current housing markets, including existing housing demand.
- How to estimate changes in household numbers to assess total future housing demand.
- How to assess current & future levels of housing need.
- How to consider the requirements of particular household groups and the requirement for intermediate affordable housing.
- The need to monitor and update assessment findings and how these can inform the development of planning for housing policies.

1.2.6 DCLG's "robust and credible" criteria for the SHMA process

DCLG guidance sets out two sets of criteria: one for the SHMA process and one for the core outputs. These are provided in Table 1 below, alongside a brief account of how we have met the criteria.

Section 1.2 Facts and figures

Table 1. How our SHMA meets the robust and credible criteria*(Grey text = previous version, red text = Sue's notes)*

Process checklist	References to our 2012 SHMA
<ul style="list-style-type: none"> Approach to identifying housing market area(s) is consistent with other approaches to identifying housing market areas within the region 	<ul style="list-style-type: none"> Cross-referenced CURDS definition of market areas Travel to work areas LEP area Broad Rental market areas Results of new development surveys See Chapter 2 <i>Defining our housing market area</i>
<ul style="list-style-type: none"> Housing market conditions are assessed within the context of the housing market area 	<ul style="list-style-type: none"> Key geographies for our housing market area are covered in Chapter 2. Market conditions are fully updated in Chapters 4 to 10.
<ul style="list-style-type: none"> Involves key stakeholders, including house builders 	<ul style="list-style-type: none"> Yes, SHMA partnership team includes a wide range of partners, set out in Table 3. Change log will include commentary on effect of this consultation on the current SHMA
<ul style="list-style-type: none"> Contains a full technical explanation of the methods employed, with any limitations noted 	<ul style="list-style-type: none"> Included in Chapter 13 <i>Identifying affordable housing need</i>.
<ul style="list-style-type: none"> Assumptions, judgements and findings are fully justified and presented in an open and transparent manner 	<ul style="list-style-type: none"> Included in Chapter 13 <i>Identifying affordable housing need</i>.
<ul style="list-style-type: none"> Uses and reports upon effective quality control mechanisms 	<ul style="list-style-type: none"> Covered in Appendix 11 Quality Assurance from previous versions. Now updated in Appendix 1: <i>Change log</i>.
<ul style="list-style-type: none"> Explains how the assessment findings have been monitored and updated (where appropriate) since it was originally undertaken 	<ul style="list-style-type: none"> Set out in Table 2 in this chapter, and in Appendix 1, <i>Change log</i> Full-time researcher recruited to provide consistency and understanding of the housing market, and the data used, into the future.

Core output checklist	References
<ul style="list-style-type: none"> Estimates of current dwellings in terms of: <ul style="list-style-type: none"> Size Type Condition Tenure 	<ul style="list-style-type: none"> Covered in Chapter 4 <i>Current dwelling profile and condition</i>.
<ul style="list-style-type: none"> Analysis of past and current housing market trends, including: <ul style="list-style-type: none"> Balance between supply and demand in different housing sectors Price / affordability 	<ul style="list-style-type: none"> Chapter 6 <i>Private renting</i>; Chapter 7 <i>Social renting</i>; Chapter 8 <i>Intermediate housing</i> and Chapter 9 <i>Homelessness</i>. Chapter 5 <i>Property purchase</i>; and Chapter 10 <i>Incomes and affordability</i>
<ul style="list-style-type: none"> Description of key drivers underpinning the housing market 	<ul style="list-style-type: none"> Current market trends covered in archived Chapter 25, <i>Key drivers for the housing market and building industry</i> and current Chapter 11 <i>Planning and land availability</i>

Section 1.2 Facts and figures

Core output checklist	References
<ul style="list-style-type: none"> Estimate of total future number of households, broken down by age and type where possible 	<ul style="list-style-type: none"> To be included in Chapter 12.
<ul style="list-style-type: none"> Estimate of current number of households in housing need 	<ul style="list-style-type: none"> Included in Chapter 13 <i>Identifying affordable housing need</i>.
<ul style="list-style-type: none"> Estimate of future households that will require affordable housing 	<ul style="list-style-type: none"> Included in Chapter 13 <i>Identifying affordable housing need</i>.
<ul style="list-style-type: none"> Estimate of future households requiring market housing 	<ul style="list-style-type: none"> To be included in Chapter 12.
<ul style="list-style-type: none"> Estimate of the size of affordable housing required 	<ul style="list-style-type: none"> Included in Chapter 14, <i>Sizes and tenures</i>.
<ul style="list-style-type: none"> Estimate of household groups who have particular housing requirements e.g. families, older people, key workers, black and minority ethnic groups, disabled people, young people, etc. 	<ul style="list-style-type: none"> Included in Chapter 2 <i>Economic and demographic context</i>, and Chapter 15 <i>Specific housing issues</i>

1.2.7 How the SHMA links with existing planning policy

Planning Policy Statement 3 (PPS3) set out the national planning policy framework for delivering the Government's housing objectives in the past. Please see Section 1.4 for a link to PPS3, 1.5 for definitions of terms used in PPS3 and 1.7.2 for the key outcomes required of SHMAs and SHLAAs as set out in the Statement.

1.2.8 Update at May 2012: new National Planning Policy Framework

In 2011, the government consulted on its new National Planning Policy Framework. Key excerpts are included at Section 1.7.3.

As this edition of the SHMA reflect 2009/10 data, outcomes of the new NPPF did not apply to this iteration of the SHMA at the time of writing.

However as the Framework has been adopted we are mindful of it throughout this update, and are producing a new Chapter 12 to set out economic and demographic forecasts, which support our objective assessment of need, to be published in May 2013. We welcome the continued emphasis on SHMAs and the need for SHMA to provide robust evidence behind local plans, and look forward to more detailed guidance from CLG later in 2013.

1.2.9 A developing assessment

As the housing market is dynamic and changes constantly, our SHMA develops as changes occur and as pressures become "visible". So in 2010 we added a section on first time buyers and their specific difficulties accessing the housing market; in 2012 we have added further information on incomes and benefits, to help make the link to the new Affordable Rent model put into place in 2011.

However each year, specific data is updated through secondary processes, and these updates feed into our calculation of affordable housing need, as set out in Chapter 13, *Identifying affordable housing need*. This update is completed annually and makes sure we take note of "tidal" changes in levels of housing need, migration, affordability and homelessness when planning for new homes and new communities.

So during all our research and consultation work, we stress the SHMA is an evolving and growing piece of work. To this end, we have appointed a Research Officer to work specifically on the

Section 1.2 Facts and figures

SHMA, including updating; keeping a record of changes made to the text; monitoring data releases and commissioning and managing research as necessary.

1.2.10 Life cycle of our SHMA

Table 2. Evolution of our SHMA

Version (year date in header)	Drafting	Data year based on	Consultation period	Launch
2008	2006 to 2007	2005/6	Dec 06 to Feb 07	March 2008
2009	2008/9	2007/8	Dec 08 to Feb 09	Summer 2009
2010	2010	2008/9	June to Aug 2011	Autumn 2011
2012	2011	2009/10	June to Aug 2012	April 2013

1.2.11 Participation in the SHMA

On the basis of identified housing market areas, constituent local authorities are encouraged in the 2007 DCLG guidance to undertake the SHMA together, setting up a housing market partnership.

DCLG's expectation was that once housing market areas had been identified, regions might co-ordinate a programme of strategic housing market assessments, working with local authorities. Under the leadership of an appropriate body the housing market partnership would be a multi-disciplinary team including housing, planning, economic development and regeneration expertise. Where appropriate, partnerships would build upon existing arrangements for joint working.

DCLG's aim was that housing market partnerships should have sufficient research experience and expertise to take full ownership of the assessment and undertake as much of the assessment as is possible themselves. This would help develop partners' understanding of housing markets; and build commitment to tackling any problems identified through the assessment.

1.2.12 DCLG guidance and the Cambridge sub region's partners

Table 3. DCLG guidance compared to our SHMA partnership

DCLG guidance	Cambridge SHMA Partners (*project team members)
Core members	
Local authorities	Cambridge City Council* East Cambridgeshire District Council* Fenland District Council* Forest Heath District Council* Huntingdonshire District Council* South Cambridgeshire District Council* St Edmundsbury Borough Council*
County councils	Cambridgeshire County Council: research and planning input*
The Housing Corporation	Homes and Communities Agency*
House builders	Cambridge Development Industry Forum and Cambridge Land Owners Group*
Estate agents (<i>and lettings agents</i>)	Barfords David Wilson Estates Encore Residential New Homes Januarys

Section 1.2 Facts and figures

DCLG guidance	Cambridge SHMA Partners (*project team members)
	Prospect Row LLP Turnstone Estates Wrenbridge
Registered social landlords	National Housing Federation Accent Nene Aldwyck Housing Association BPHA C and CD Cambridgeshire Partnerships Ltd CHS Group (formerly Cambridge Housing Society) Circle Anglia E2 housing group Flagship Housing Granta Housing Guinness Hastoe Havebury Housing Society Home Group Hundred Houses Society Hyde Housing Iceni Homes King Street Housing Society Luminus Group Metropolitan Housing Trust Muir Group Housing Association Nene Housing Group Orbit Papworth Housing Places for People Raglan Sanctuary-Hereward Housing Suffolk Housing Society
Research and intelligence experts	Cambridgeshire County Council Prospect Row LLP SQW
Other organisations with relevant expertise	
Regional development agencies	EEDA and EERA (to March 2011)
Other local authority teams such as the Supporting People and Gypsy and Traveller teams.	Cambridgeshire Supporting People Cambridgeshire ACRE Suffolk Supporting People Suffolk ACRE
Other housing SHMA areas or sub-regions	Greater Haven Gateway housing sub-region London Commuter Belt housing sub-region Luton Borough Council / Bedfordshire Housing Group Peterborough City Council Thames Gateway South East housing sub-region

Section 1.2 Facts and figures

DCLG guidance	Cambridge SHMA Partners (*project team members)
Other members	
Planning and housing consultants, other private sector	Appleacre Park Homes Arups Ashwell Property Bidwells Land Agents Boyer Planning Carter Jonas Cambridgeshire Chamber of Commerce and Industry Countryside Properties David Wilson Homes DLP consultants Gallagher Estates UK Grosvenor Developments plc GVA Highland Homes Knight Frank Land Securities Levell Marshalls Cambridge NLP planning Persimmon Homes Prospect Row LLP Tetlow-King Turnstone Estates Wrenbridge
Lenders	Cambridge Building Society
Education authority representatives	Cambridgeshire County Council University of Cambridge
Health authority representatives	Addenbrooke's Hospital NHS Cambridgeshire / Cambridgeshire Health and Well being Board
Transport agencies	Highways Agency
Regeneration agencies	Homes and Communities Agency

1.2.13 What have we done to keep partners involved and informed?

- Sent out briefing notes inviting participation, comment and input.
- Maintained involvement through the SHMA project team.
- Invited a broad range of partners and stakeholders to SHMA workshops and events.
- Reported progress to the sub-regional housing board which includes partner agencies.
- Attended existing forums to outline our approach and progress on the SHMA.
- Shared learning at regional and national events e.g. CIH Manchester, CIH Eastern Region conferences.
- Included SHMA progress on Horizons website, blogs, e-newsletter and updates and more recently on Cambridgeshire Insight (www.cambridgeshireinsight.org.uk)
- Linked SHMA with our quarterly housing market bulletin releases to promote the link.
- Encouraged people throughout the project to get in touch with any feedback.

Section 1.2 Facts and figures

- Invited people to join the SHMA Partnership and come along to workshops and events to share local knowledge, put forward views and to make suggestions.
- Encouraged people to participate through e-mails and phone conversations if they are unable to attend meetings.
- Encouraged partners and colleagues to put forward a sector or industry point of view by nominating representatives, possibly from existing interest groups, to the project team.

1.2.14 How the 2012 SHMA is laid out: a guide

The SHMA comprises several chapters, each with its own use and purpose, to meet DCLG's robust and credible criteria. In 2012 we have responded to feedback that the SHMA is very long and detailed, and people find it difficult to find the data they seek, by, for example:

- Implementing a standard chapter structure, with colour coded pages to help remind the reader of which section they are looking at.
- Improving headers and footers to ensure readers are clear of the version, date and the date of source data being referred to.

1.2.15 Standard chapter structure

Each chapter is now structured to include:

- A summary with links to the main text referred to.
- A "clickable" contents list.
- Introduction includes coverage, data dates and major changes in data sources since the previous version.
- Facts and figures section, which sets out clearly labeled data with brief comments. Any figures used specifically in our calculation of affordable housing need are highlighted in yellow.
- Analysis, which summarises what all this data leads us to understand about our housing markets: how they vary across the sub-region and how they are changing over time.
- Background information, which covers all additional data which may be useful, but perhaps not crucial to the readers understanding of key housing market issues.

1.2.16 On all pages...

The header shows:

- Cambridge sub-region SHMA plus year published
- Chapter number and title.
- Year of data e.g. 2013 update uses 2009/10 data.
- Section you are in with colour code e.g. facts and figures (blue); analysis (orange); background (grey), as a header bar and colour margin.

The footer shows:

- Whether consultation version or final.
- Date produced.
- Page x of y.

Section 1.2 Facts and figures

1.2.17 Principles for the 2011 update and re-format

- Wish to get rid of numerous separate appendices, merging this supporting information in to the “background” of the relevant chapter, to ease access and improve links between source data and the chapters
- Archive old appendices, which have been included since the first SHMA was produced and may now not be relevant.
- Bring chapters on the same topics together; for example all the background and context information is now included in Chapter 1, rather than in 5 separate chapters at the start of the SHMA. Rather than 2 separate chapters on house prices; one “current” and one “over time”, these are now both merged into Chapter 5 which covers both aspects. Instead of 2 chapters on intermediate housing; one on need and one on purchasers, these are now merged into one chapter and the appendix giving detail on the products is included in the background section.
- This may mean slightly longer chapters, but also involves less overlap and less repetition as the topics are merged into one.
- This should make it easier to find information needed, and make access better, as should the standard chapter structure.

1.2.18 How the chapters and appendices are changing in 2012

Table 4. Restructuring SHMA chapters in 2012:

Old Chapter number	Title	New chapter number
1.	Introduction and context	1 Introduction and background
2.	Links between planning policy and SHMAs	
3.	Project structure and accountabilities	
4.	The participation ladder	
5.	Robust and credible	
6.	Profile of the Cambridge sub-region	2 Defining our housing market area
7.	Defining housing markets using commuting patterns	
8.	Defining housing markets using postcode sectors	
9.	Economic context (separate out forecasting)	3 Economic and demographic context (<i>includes demographic data for specific housing issues, and definition of rural areas</i>)
10.	Demographic context (separate out forecasting)	
11.	Dwelling Profile & occupation	4 Current dwelling profile and condition (<i>includes past delivery of new private sector housing</i>)
12.	Housing stock condition	
13.	Current property prices	5 Property Purchase (incl. estate agents survey)
14.	Changes in property prices 2001 to 2006	
15.	The private rented market	
16.	The buy-to-let market	6 Private renting (incl. lettings agent survey and annual private rents survey)
17.	Social rented housing turnover, registers and lettings	
18.	Homelessness	7 Social renting (<i>includes past delivery of new social housing</i>)
19.	Registers for intermediate housing	9 Homelessness
20.	Purchasers of intermediate housing	
21.	Current incomes and affordability	8 Intermediate housing (incl definitions of intermediate tenures, / links to appropriate definitions)
22.	Planning for housing delivery (archive)	10 Incomes and affordability incl. part of previous chapter 35, Rural housing issues and part of Chapter 36, First time buyers. Includes new section separating out income data initially, then existing cross-tenure affordability analysis.
23.	Past and future housing delivery	
24.	Links to strategic land availability assessments	
		11 Planning and land availability

Section 1.2 Facts and figures

Old Chapter number	Title	New chapter number
25.	Key drivers of the housing market and building industry (archive)	
26.	Delivering mixed, balanced communities (archive)	
	New – all homes needed	12 (to be released) <i>Forecasts for homes of all tenures (includes economic and demographic forecasts)</i>
27.	Identifying housing need 2009/10	13 <i>Identifying affordable housing need</i> (incl. appendix)
28.	Future sizes of homes	14 <i>Size and tenures of all homes</i>
29.	Indication of affordable tenures	
30.	BME housing issues	15 <i>Specific housing issues</i>
31.	Introduction to migrant worker housing issues	
32.	Gypsy and Traveller housing needs	
33.	Housing for different household types:	
34.	Disability and housing issues	
35.	Rural housing	Merged into new Ch 3 & 10
36.	First Time Buyers	Merged into new Ch 10
Old annex numbers	APPENDICES	New annex numbers
A3	A3 Private rented survey	Incorporated into Ch 6 Private renting
A4	A4 Estate Agents survey	Incorporated into Ch 5 Property purchase
A5	A5 Letting agents survey	Incorporated into Ch 6 Private renting
A10	A10 Outcomes of consultation throughout the process	A1 Change log including outcomes of consultation (merged A10 and A15)
A13	A13 Technical appendix	Incorporated into Ch 13
A14	A14 Key facts and figures for each district	Archived
A15	A15 Change log	See A1
A21	A21 Guide to intermediate tenures	Incorporated into Ch 8 Intermediate housing
A22	A22 Size Guide	Incorporated into Ch 14 sizes and tenures of all homes

Section 1.3 Analysis

1.3 Analysis

- The Cambridge sub-region's strategic housing market assessment continues to be updated and refined. The seven districts involved continue to work together to assess our local housing issues under a protocol, contributing resources and local intelligence to this assessment.
- A wider group of partners concerned with all aspects of our housing market continue to be involved in the SHMA's development and updating.
- As planning policy changes nationally, our SHMA continues to meet the requirements set out by DCLG and looks to adapt to a new planning policy environment in the future. Our SHMA continues to meet the DCLG's robust and credible criteria, and to meet our local objectives to build sustainable communities, provide powerful evidence and support working together.
- We await feedback on these changes, and we await implementation of various government consultations referred to in this chapter; which will both feed into future SHMA updates.

Section 1.4 Links and references

1.4 Links and references

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¹ CURDS hosts this web site presenting the results from the "The Geography of Housing Market Areas in England" research project funded by the National Housing and Planning Advisory Unit (NHPAU). The project was undertaken by a multi-university research team led by Prof Colin Jones (Heriott-Watt University). Mike Coombes led the CURDS research, with the other major component of the project led by Prof Cecilia Wong (Manchester University).

Section 1.5 Definition of terms

1.5 Definitions of terms

Please note: At the time of publication of the 2012 SHMA, PPS3 had been replaced by the National Planning Policy Framework. The NPPF uses slightly different definitions of terms to PPS3. In the table below, therefore, wording is included from both sources, to enable comparison between the current government guidance (PPS3) and the proposed national planning policy framework (NPPF).

Term used	Meaning set out in PPS3 ²	Meaning set out in draft NPPF ³
Affordability	The terms 'affordability' and 'affordable housing' have different meanings. 'Affordability' is a measure of whether housing may be afforded by certain groups of households. 'Affordable housing' refers to particular products outside the main housing market.	<i>Not defined</i>
Affordable housing	Affordable housing includes social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Affordable housing should: <ul style="list-style-type: none"> • Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices. • Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.⁴ 	Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision. <ul style="list-style-type: none"> • Social rented housing is owned by local authorities and private registered providers⁵, for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency. • Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). • Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing. <p>Homes that do not meet the above definition of affordable housing, such as "low cost market" housing, may not be considered, for planning purposes, as affordable housing.</p>

² <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

³ <http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing>

⁴ These definitions replace those given in previous editions of PPS3 (2006 and 2010) and related guidance such as Delivering Affordable Housing 2006.

⁵ As defined in S80 of the Housing and Regeneration Act 2008.

Section 1.5 Definition of terms

Term used	Meaning set out in PPS3 ²	Meaning set out in draft NPPF ³
Affordable rented housing	Rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime ⁶ but is subject to other rent controls that require a rent of no more than 80 per cent of the local market rent. ^{7,8}	<i>Not defined</i>
Housing demand	The quantity of housing that households are willing and able to buy or rent.	<i>Not defined</i>
Housing market areas	Geographical areas defined by household demand and preferences for housing. They reflect the key functional linkages between places where people live and work. See the <i>Identifying Sub-Regional Housing Market Areas Advice Note</i> for further details.	Geographical areas defined by household demand and preferences for housing. They reflect the key functional linkages between places where people live and work.
Housing need	The quantity of housing required for households who are unable to access suitable housing without financial assistance.	<i>Not defined</i>
Intermediate affordable housing	Housing at prices and rents above those of social rent, but below market price or rents, and which meet the criteria set out above. These can include shared equity products (e.g. HomeBuy), other low cost homes for sale and intermediate rent but does not include affordable rented housing. ⁹ The definition does not exclude homes provided by private sector bodies or provided without grant funding. Where such homes meet the definition above, they may be considered, for planning purposes, as affordable housing. Whereas, those homes that do not meet the definition, for example, 'low cost market' housing, may not be considered, for planning purposes, as affordable housing. <i>There is further guidance on Affordable Rent in the Homes and Communities Agency Affordable Homes Rent Framework document.</i>	Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.
Key worker	The Government's definition of key workers includes those groups eligible for the Housing Corporation funded Key Worker Living programme and others employed within the public sector (i.e. outside of this programme) identified by the Regional Housing Board for assistance.	<i>Not defined</i>
Market housing	Private housing for rent or for sale, where the price is set in the open market.	Private housing for rent or for sale, where the price is set in the open market.
Older people		People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.

⁶ The national rent regime is the regime under which the social rents of tenants of social housing are set, with particular reference to the Guide to Social Rent Reforms (March 2001) and the Rent Influencing Regime Guidance (October 2001).

⁷ Including service charges, where applicable.

⁸ Local market rents are calculated using the Royal Institution for Chartered Surveyors (RICS) approved valuation methods. The Tenant Services Authority has issued an explanatory note on these:

www.tenantservicesauthority.org/upload/doc/RICS_rental_valuation_note_20110118140714.doc

⁹ These definitions replace those given in previous editions of PPS3 (2006 and 2010) and related guidance such as Delivering Affordable Housing 2006.

Section 1.5 Definition of terms

Term used	Meaning set out in PPS3 ²	Meaning set out in draft NPPF ³
Social rented housing	Rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. The proposals set out in the Three Year Review of Rent Restructuring (July 2004) were implemented as policy in April 2006. It may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency as a condition of grant.	Social rented housing is owned by local authorities and private registered providers ¹⁰ , for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the HCA.
Strategic Housing Land Availability Assessment		A key part of the evidence base required to ensure the delivery of housing that meets the needs of communities now and in years to come. Corrected: The primary role of this assessment is to identify sites with potential for housing; assess their housing potential; and assess when they are likely to be developed.
Strategic Housing Market Assessment		A key part of the evidence base required to ensure the delivery of housing that meets the needs of communities now and in years to come.

Other housing terms with a brief “plain English” explanation (please note these are not legal definitions)

Allocation

The allocation of housing by a housing authority is defined as:

- Selecting a person to be a secure or introductory tenant of housing accommodation held by that housing authority
- Nominating a person to be a secure or introductory tenant of housing accommodation held by another housing authority; or
- Nominating a person to be an assured tenant of housing accommodation held by a Private Registered Provider.³

Allocation scheme

Housing authorities are required by the 1996 Housing Act to have an allocation scheme to determine priorities, and to define the procedures to be followed in allocating housing accommodation. They must allocate housing in accordance with the allocation scheme.

The allocations scheme must cover all aspects of the allocation procedure.

All housing authorities must have an allocation scheme, regardless of whether or not they retain ownership of housing stock and whether or not they contract out the delivery of any of their allocation functions (for example, even if council housing has been transferred to a housing association, the housing authority must still have an allocation scheme).

When framing or modifying their allocation scheme, housing authorities must have regard to their current tenancy and homelessness strategies.

The 1996 Housing Act requires a housing authority to:

- Publish a summary of their allocation scheme and, if requested, to provide a free copy of that summary.
- Make the full scheme available for inspection at their principal office and, if requested, provide a copy of it on payment of a reasonable fee. It is recommended that authorities also publish their full scheme on their website.
- Make sure that, if an alteration is made to a scheme reflecting a major change of policy, the authority must (within a reasonable time) ensure those likely to be affected by the change shall have it brought to their attention. For example a major policy change would include, for example, any change affecting the priority given to a large number of people being considered for social housing.
- Send a copy of the draft scheme or proposed alteration, to every Private Registered Provider with which they have nomination arrangements, giving reasonable opportunity to comment on the proposals; before adopting

¹⁰As defined in S80 of the Housing and Regeneration Act 2008.

Section 1.5 Definition of terms

Other housing terms with a brief “plain English” explanation (please note these are not legal definitions)

an allocation scheme, or altering an existing scheme.

Housing authorities should include all those who may be affected by, or have an interest in, the way social housing is allocated when consulting on a new allocation scheme or making major changes to it. It will be important to engage with a wide range of partners in the statutory, voluntary and community sectors, as well as applicants, existing tenants and the wider community.³

Assured shorthold tenancy

In general, assured shorthold tenants:

- live in a hostel or supported housing
- had their accommodation arranged by the council when they made a homeless application
- have had a secure or assured tenancy demoted by the courts
- are in the first 12 months of a starter tenancy, or
- their tenancy started after 26 February 1997 and they are not an assured tenant.

An assured shorthold tenancy is a tenancy that gives you a legal right to live in accommodation for a period of time. The tenancy might be set for a period (known as a fixed-term phase of the tenancy) such as six months. Or it might roll on a week-to-week or month-to-month basis (this is known as the periodic phase of the tenancy).¹¹

Assured tenant

The term ‘assured tenant’ includes a person with an assured shorthold tenancy, and a person with a full assured tenancy, and includes Affordable Rent properties.²

In general, housing association tenants are all assured tenants, unless:

- the accommodation is not self-contained
- the tenancy started before 15 January 1989 (in which case they may be secure tenants)
- they have been given a starter tenancy for the first year and this is yet to finish
- the tenancy has been demoted because of antisocial behaviour
- they live in a hostel, housing where support is provided, or temporary accommodation arranged for them by the council when they made a homelessness application
- they work for the housing association and the home comes with the job.¹²

Conversion

Housing associations and local authorities are able to agree with the HCA to “convert” a proportion of their homes, when they come up for re-let, to Affordable Rent. This helps fund the development of new homes in future.² This means that some homes, owned and managed by a housing association, can be changed over to Affordable Rent when the current tenant moves out, and before it is let to another tenant.

Demoted tenancy

In general, a tenant has a demoted tenancy if:

- they used to have an assured or secure tenancy, and
- the housing association got a ‘demotion order’ from the court, and
- less than a year has passed since the order was made.

If a tenancy has been demoted, the housing association should have confirmed this in writing and sent the tenant information about their rights. The tenant should also have received letters from the court, confirming how long the tenancy has been demoted for.¹³

Department for Communities and Local Government (DCLG)

The government department in charge of housing and related matters. Their website says:

“The Department sets policy on supporting local government; communities and neighbourhoods; regeneration; housing; planning, building and the environment; and fire”.¹⁴

Eligibility and qualification for housing

Housing authorities must consider all applications for social housing that are made in accordance with the procedural requirements of the authority’s [allocation scheme](#). In considering applications, authorities must establish if an applicant is eligible for an allocation of accommodation, and if he or she qualifies for an allocation of accommodation.

¹¹

http://england.shelter.org.uk/get_advice/renting_and_leasehold/housing_association_tenancies/assured_shorthold_tenancies

¹² http://england.shelter.org.uk/get_advice/renting_and_leasehold/housing_association_tenancies/assured_tenancies

¹³ http://england.shelter.org.uk/get_advice/renting_and_leasehold/housing_association_tenancies/demoted_tenancies

¹⁴ www.communities.gov.uk

Section 1.5 Definition of terms

Other housing terms with a brief “plain English” explanation (please note these are not legal definitions)

The provisions concerning eligibility and qualification for an allocation of accommodation are contained in s.160ZA of the 1996 Housing Act.³

Flexible (or fixed term) tenancies

‘Fixed term tenancies’ is a term used for all tenancies offered for a specified period of time, compared to more traditional ‘lifetime tenancies’ for social housing.

Once adopted, the new ‘national tenancy standard’ will require providers to offer a tenancy for a fixed term of at least 5 years, other than in exceptional circumstances where they may offer a tenancy for no less than 2 years. The provider must set out such “exceptional circumstances” in their [tenancy policy](#).

“Flexible” is the word being used in government documents to describe the new ability for housing providers to let homes to tenants on a “less than lifetime” basis. In the past, a social letting would generally be for life (often once an [introductory](#) or starter period had passed) but now there is the possibility of offering a tenancy for 2, 5 or more years. This would enable a review and a re-evaluation of the rent level.²

Ending the tenancy at the end of the fixed term

Whether a tenant will be able to remain in social housing at the end of the fixed term will depend on the provider’s tenancy policy, which should set out the circumstances in which another tenancy would or would not be given at the end of a fixed term. Where another tenancy is not being offered, the provider must offer advice and assistance to help the tenant find alternative housing. The nature of this support should also be set out in the provider’s [tenancy policy](#).²

Homes and Communities Agency (HCA)

Describes itself as

“Working with our local partners, we use our skills and investment in housing and regeneration to meet the needs of local communities; creating new affordable homes and thriving places”.¹⁵

Hostel accommodation

If someone needs a place for the night, they may be able to stay in an emergency hostel or nightshelter. These are usually run by housing associations, charities or the local council. The length of time someone can stay will vary. Most hostels can offer a place for a few nights, but some may offer a few months. Most hostels will also try to help find somewhere more permanent before the end of a stay. They may be able to help get a place in a longer-term hostel or special ‘move on’ accommodation for people who aren’t ready to live on their own yet.¹⁶

See also [temporary accommodation](#)

Housing association

In the United Kingdom, housing associations are private, generally non-profit making organisations that provide low-cost “social housing” for people in need of a home. Trading surpluses are used to maintain existing housing and to help finance new homes. Although independent they are regulated by the state (through the [Tenant Services Authority](#)) and commonly receive public funding. They are the United Kingdom’s major providers of new affordable housing for rent, while many also run shared ownership schemes to help those who cannot afford to buy a home outright.

Housing associations provide a wide range of housing, some managing large estates of housing for families, while the smallest may perhaps manage a single scheme of housing for older people. Much of the supported accommodation in the UK is also provided by housing associations, with specialist projects for people with mental health or learning disabilities, with substance misuse problems, people who were previously homeless, young people, ex-offenders and women fleeing domestic violence.

Housing association and Registered Social Landlord are also known as [Private Registered Providers](#).

Introductory (starter) tenancy

A starter tenancy is a trial tenancy, and gives the tenant the same rights as an assured shorthold tenancy. This means the tenant has fewer rights and less protection from eviction than a secure or assured tenant. Most housing associations give a starter tenancy for the first year, but this varies.

At the end of the starter tenancy the tenant should automatically become an [assured tenant](#) if the housing association does not take steps to evict. If it is a joint tenancy, the trial period ends as soon as one of the joint tenants has completed the trial period. Any time spent as a starter tenant with another housing association should count towards the trial period, but again this may vary.¹⁷

For local authorities starter/introductory tenancies will be available for providers offering fixed term tenancies, at both social and affordable rent. The Localism Act amends the Housing Act 1996 to allow introductory tenancies to become flexible tenancies at the end of the introductory period.

For housing associations the draft Tenancy standard makes it clear that a fixed term tenancy can be preceded by a probationary period. Housing associations can extend starter tenancies for up to 18 months in the same way local authorities can with their introductory tenancies.²

¹⁵ <http://www.homesandcommunities.co.uk>

¹⁶ http://england.shelter.org.uk/get_advice/homelessness/emergency_accommodation/hostels_and_nightshelters

¹⁷ http://england.shelter.org.uk/get_advice/renting_and_leasehold/housing_association_tenancies/starter_tenancies

Section 1.5 Definition of terms

Other housing terms with a brief “plain English” explanation (please note these are not legal definitions)**Lifetime tenancy**

‘Fixed term tenancies’ is a term used for all tenancies offered for a specified period of time, compared to more traditional ‘lifetime tenancies’ for social housing.

Local lettings policy

The 1996 Housing Act enables housing authorities to allocate particular accommodation to people of a particular description, whether or not they fall within the reasonable preference categories. This is the statutory basis for so-called ‘local lettings policies’. Local lettings policies may be used to achieve a wide variety of housing management and policy objectives. Before adopting a local lettings policy, authorities should consult with those who are likely to be affected and in particular with tenants and residents. Local lettings policies should be published and should be revised or revoked where they are no longer appropriate or necessary.³

Local market rent

Local market rents are calculated using the Royal Institution for Chartered Surveyors (RICS) approved valuation methods. The Tenant Services Authority has issued an explanatory note on these, please see footnote ¹⁸

Mutual exchanges

Mutual exchanges between tenants of social landlords presently take place via a deed of assignment where each tenant steps into the other’s shoes and takes over the other tenant’s tenancy type and terms. New tenancy agreements are not signed. New provisions in the Localism Act cover those circumstances where:

- At least one of the tenants who wishes to transfer has a secure or assured tenancy, which began before the relevant sections of the Localism Act came into force (expected to be April 2012), and
- At least one of the tenants has a flexible tenancy or a fixed term assured shorthold tenancy. Such exchanges must be done by surrender and then granting of new tenancies. The new landlord must grant the tenant(s) whose secure or assured tenancy predated the coming into force of the Localism Act either a secure (not flexible) tenancy, (if they are a local authority) or an assured (not assured shorthold) tenancy (if they are a housing association).

Existing tenants will therefore retain similar security of tenure to that of their original tenancy. Secondary legislation will shortly be made which will set out that these provisions will not apply where an existing secure or assured tenant chooses to exchange with:

- Someone with a fixed term tenancy of less than two years
- Someone with a tenancy at an affordable rent, intermediate rent, mortgage rescue properties and shared ownership leases.

A landlord can still refuse an exchange of this nature. The grounds on which they may do so are in Schedule 14 to the Localism Act. They have 42 days to make that decision.

National rent regime

The national rent regime is the system by which the social rents of tenants of social housing are set, with particular reference to the Guide to Social Rent Reforms (March 2001) and the Rent Influencing Regime Guidance (October 2001).

In brief, the government set up a plan so that rents would “converge” for council and for housing association tenants. The aim was for tenants renting a roughly similar property, to be charged a similar amount. The rents were to converge by a specific date in the future, so tenants would be paying a similar amount for a similar home, regardless of the type of social landlord.

Nomination agreements

Housing authorities must comply with the requirements of Part 6 of the 1996 Housing Act when they nominate an applicant to be the tenant of a Private Registered Provider. A housing authority nominates a person to accommodation held by a Private Registered Provider when it does so ‘in pursuance of any arrangements (whether legally enforceable or not) to require that housing accommodation, or a specified amount of housing accommodation, is made available to a person or one of a number of persons nominated by the authority’.

Nomination agreements should set out the proportion of lettings that will be made available; any criteria which the Private Registered Provider has adopted for accepting or rejecting nominees; and how any disputes will be resolved. Housing authorities should ensure that robust monitoring arrangements are in place to monitor effective delivery of the terms of the nomination agreement. This will be crucial, to ensure that housing authorities can demonstrate they are meeting their statutory obligations.

Probationary tenancy

See [Introductory \(starter\) tenancy](#)

Reasonable preference

In framing their [allocation scheme](#) to determine priorities in the allocation of housing, housing authorities must ensure

¹⁸ www.tenantservicesauthority.org/upload/doc/RICS_rental_valuation_note_20110118140714.doc

Section 1.5 Definition of terms

Other housing terms with a brief “plain English” explanation (please note these are not legal definitions)

“reasonable preference” is given to people who:

- (a) Are homeless
- (b) Are owed a duty by any housing authority or who are occupying accommodation secured by any housing authority
- (c) Are occupying insanitary or overcrowded housing or otherwise living in unsatisfactory housing conditions
- (d) Need to move on medical or welfare grounds, including grounds relating to a disability, and
- (e) Need to move to a particular locality in the district of the housing authority, where failure to meet that need would cause hardship (to themselves or others).³

Registered provider, Registered social landlord

See [Housing association](#)

Right to Acquire (for housing association tenants)

The Localism Act extends the Right to Acquire to tenants with an assured shorthold tenancy, subject to the usual qualifying criteria. Secondary legislation will be made shortly which sets out regulations excluding certain types of assured shorthold tenancy from the Right to Acquire. The intention is that the following will be excluded:

- Tenancies with a fixed term of less than two years
- Intermediate rent properties
- Mortgage rescue properties.

The Right to Acquire will not extend to existing assured shorthold tenancies granted before April 2012.²

Right to Buy (for local authority tenants)

No changes are being made to the Right to Buy as a direct result of the government's tenure reforms. However, the government has announced that it is their intention to reform the Right to Buy by increasing the discounts available and ring-fencing the money raised from sales to help fund new development. The Right to Buy will extend to flexible tenancies subject to the current qualifying criteria.²

Secure tenancy

In general, secure tenants live in self-contained accommodation, with the tenancy starting before 15 January 1989. However, there are some exceptions, including if:

- the tenancy has been demoted because of antisocial behaviour
- they live in a hostel or supported housing run by a housing association
- the property was transferred from the council to a housing association via stock transfer
- they work for the council and your home comes with your job
- they have changed housing association following a mutual exchange after 15 January 1989
- they are the tenant of a housing co-operative or a non-mutual housing association.

If the tenant moved into the current home after 15 January 1989 but had a secure tenancy in a different property owned by the same association before that date, the tenancy is probably still secure.

Housing associations that are registered with the [HCA](#) have to provide a written tenancy agreement for all new tenants. It should state clearly what kind of tenancy they have and explain your rights and responsibilities. The housing association can't normally make changes to the tenancy agreement without the tenant's written consent.¹⁹

The term 'Secure tenant' includes a person with a flexible tenancy granted under s.107A of the Housing Act 1985.

Social rented housing

Rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. The proposals set out in the Three Year Review of Rent Restructuring (July 2004) were implemented as policy in April 2006. It may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the [Homes and Communities Agency](#) as a condition of grant.¹

Starter tenancy

See [introductory tenancy](#)

Succession**Housing associations – assured shorthold tenancies**

There are no statutory succession rights for fixed term tenancies until the provisions of the Localism Act come into force in April 2012. Until then the statutory succession rights for a spouse or partner in section 17 of the Housing Act 1988 only apply to periodic tenancies. The Localism Act amends this, so that succession rights will apply regardless of whether the tenancy is periodic or fixed term.

Local authorities – secure and flexible tenancies

¹⁹ http://england.shelter.org.uk/get_advice/renting_and_leasehold/housing_association_tenancies/secure_tenancies

Section 1.5 Definition of terms

Other housing terms with a brief “plain English” explanation (please note these are not legal definitions)

The Localism Act reduces automatic statutory rights of succession for all new secure tenancies (including flexible tenancies).

From April 2012, there will only be a statutory right of one succession to a spouse or partner. There will be no statutory right of succession for other family members.

However, the Act does for the first time give local authorities the power to grant additional contractual succession rights if they so choose in their tenancy terms. Housing associations can and do already do this where they choose to. No changes are being made to secure tenancies which begin before April 2012.²

Supported housing

Support in the homes can help tenants and residents to:

- maintain or increase independence, for example for older people, or people with disabilities
- set up home for the first time, for example a young single parent or care leaver
- tackle mental health, drug or alcohol issues
- avoid homelessness.

The rights tenants have depend on the kind of accommodation in question and, if rented, who the landlord is.²⁰

Temporary accommodation

Some types of accommodation may be specifically aimed at use for a short period of time for each tenant or licensee, for example hostels, women's refuges, intense support units, move-on accommodation and foyers.

In general, temporary housing is arranged by the council after a person makes a homelessness application and before the local authority offers a permanent tenancy, through the housing needs register. Even if the resident has been living in temporary accommodation for several years, it may still be on a temporary agreement.

Most people living in temporary accommodation are “occupiers” with basic protection or “excluded occupiers”. Or they may have a license which gives them personal permission to live there; rather than a tenancy (which gives a legal right). Most people living in temporary housing have basic protection from eviction but it is possible to be an “excluded occupier” if:

- it is a hostel owned or managed by the council, or
- the council hasn't made a decision about a homelessness application yet (for example, if they are still looking into the application but have arranged emergency or interim housing while they do this).

If someone is living in emergency or interim accommodation, they must be given reasonable notice if the council wants them to leave, though this could be only for a short period. Depending on its decision on your homeless application, the council may have a duty to accommodate the resident elsewhere.²¹

Tenancy policy

The draft Tenancy standard sets out that housing associations and stock-holding local authorities must publish ‘clear and accessible’ policies which outline their approach to tenancy management, including interventions to sustain tenancies and prevent unnecessary evictions and to tackle tenancy fraud. Tenancy policies must set out:

- The type of tenancies they will grant
- Where they grant tenancies for a fixed term, the length of those terms
- The circumstances in which they will grant tenancies of a particular type
- Any exceptional circumstances in which they will grant fixed term tenancies for a term of less than five years in general needs housing following any probationary period
- The circumstances in which they may or may not grant another tenancy on the expiry of the fixed term, in the same property or in a different property
- The way in which a tenant or a prospective tenant may appeal against or complain about the length of fixed term tenancy offered and the type of tenancy offered, and against a decision not to grant another tenancy on the expiry of the fixed term
- Their policy on taking into account the needs of those households who are vulnerable by reason of age, disability or illness, households with children, including through the provision of tenancies which provide a reasonable degree of stability
- The advice and assistance they will give to tenants on finding alternative accommodation in the event that they decide not to grant another tenancy
- Their policy on granting discretionary succession rights, taking account of the needs of vulnerable household members.³

Tenancy strategy

Section 150 of the Localism Act 2011 requires local housing authorities to prepare and publish a tenancy strategy, by law. There is no prescription on content or format but it must set out the matters to which registered providers in the

²⁰ http://england.shelter.org.uk/get_advice/finding_a_place_to_live/housing_with_support

²¹ http://england.shelter.org.uk/get_advice/renting_and_leasehold/council_tenancies/temporary_housing_from_the_council

Section 1.5 Definition of terms

Other housing terms with a brief “plain English” explanation (please note these are not legal definitions)

area are to “have regard to” when formulating their tenancy policies. The strategy must summarise tenancy policies or explain where they may be found. Local authorities must send a copy of the draft tenancy strategy to every private registered provider in the area and give them an opportunity to comment on it.³

Transfers

The TSA's draft revised Tenancy standard states that tenants with an existing social tenancy on the day the main tenure reform provisions in the Localism Act come into force (expected to be April 2012) must be given ‘a tenancy with no less security where they choose to move to another social rented home’.

If the Tenancy standard is implemented in its current form, this will mean that existing tenants' security of tenure will be protected should they transfer to another social rented home. However, please note that this does not apply to tenants granted a traditional ‘lifetime’ tenancy after the relevant section of the Localism Act comes into force. The standard also says that ‘this requirement does not apply where tenants **choose** to move to accommodation let on Affordable Rent terms’. In those circumstances an existing tenant, with an assured or secure tenancy, could be offered a fixed term tenancy. However, where tenants are required to move to a property on Affordable Rent terms, for example as a result of a demolition, landlords will be required to provide another tenancy with no less security.²

Tenant Services Authority (TSA)

The Tenant Services Authority is “the independent regulator for affordable housing in England. Access to good-quality housing improves lives and is a foundation of strong communities. We work with social-housing landlords (these are landlords who do not operate on a purely commercial basis) and tenants to improve the standard of service for tenants and residents. As the new regulator, we have taken a radically different approach to regulating a sector that provides homes for more than eight million people in over four million homes. In place of thousands of pages of red tape, made up of over 50 detailed circulars and guidance notes, we have set out six clear standards focused on outcomes.”

Webpage: <http://www.tenantservicesauthority.org/>

The TSA has now become part of the HCA organisation (See HCA above).

Section 1.6 Data issues

1.6 Data issues

- Not applicable to this chapter

Section 1.7 Additional information

1.7 Additional information

1.7.1 Project structure and accountabilities: the Sub Regional Strategic Housing Market Assessment (SHMA) Management Protocol

1. Partners

Cambridge City Council (City)
 East Cambridge District Council (ECDC)
 Fenland District Council (FDC)
 Forest Heath District Council (FHDC)
 Huntingdonshire District Council (HDC)

South Cambridgeshire District Council (SCDC)
 St Edmundsbury Borough Council (SEBC)
 Cambridgeshire Horizons (CH)
 Homes and Communities Agency (HCA)

2. Service Provider

GSS Research, Performance, and Business Intelligence Team (RPBI) team, Chief Executive's Department, Cambridgeshire County Council

3. Time Period

2011 to 2016, and ongoing subject to paragraph 11.

4. Contact Officer for the SHMA Project Team

Sue Beecroft, Housing Co-ordinator

5. Contact Officer within CCRG

Trevor Baker
 Group Leader, Research Group, Cambridgeshire County Council
 RES 1203
 Shire Hall
 Castle Hill
 Cambridge CB3 0AP
 Tel: 01223 715302
 e-mail: trevor.baker@cambridgeshire.gov.uk

6. Purpose

This is a management protocol between CCRG and the partners listed in paragraph 1, to provide research work to complete and keep up-to-date, a sub regional strategic housing market assessment, supported by the SHMA project team, and sponsored by the Cambridge Sub Regional Housing Board (CRHB).

7. Background

In 2006 DCLG published guidance on SHMAs. These replace housing needs surveys as a measure of the functioning of local housing markets, the guidance outlines what is needed and where to gather the necessary data. The SHMA partnership produced a first SHMA for the housing sub-region, published in May 2008. This management protocol updates our previous agreement, and sets out our agreement to continue to update, develop and improve the SHMA.

8. Participants and structure

The Cambridge sub-region local authorities and partners meet monthly as a housing group, known as the Cambridge Sub-Regional Housing Board (CRHB). The meeting addresses the supply and management of housing and matters connected with this, across the sub-region. It includes senior representatives from each of the seven local authorities, together with Cambridgeshire County Council, Cambridgeshire Horizons and the Homes and Communities Agency. CRHB is supported by topic groups, which progress specific housing issues.

CRHB members agreed to work together to undertake our SHMA, including consultation of a wide group of partners from across the sub region to ensure work is as useful as possible to all, reflecting the wealth of knowledge and understanding of housing & related issues across our sub-region.

The County Research Group (CCRG) brings the necessary research and statistical expertise to the partnership. Research and intelligence expertise is essential, particularly with regard to the maintenance, development and

Section 1.7 Additional information

interpretation of information, which requires a degree of continuity of investment and specialist knowledge. CCRG can also commission new research where needed.

To progress the development of the SHMA, a Project Team meets quarterly to discuss issues, interpret planning and other guidance, and ensure the SHMA focusses on the issues of greatest priority and that partners contribute all the information needed to progress and develop the assessment.

Following its original publication in May 2008, the SHMA project team continues to progress consultation with the wider SHMA Partnership and supports communication and consultation on the project, as well as more routine matters such as finances, data improvements and group membership issues.

9. Management of the SHMA

The objective of this agreement is to develop, evolve and update the strategic housing market assessment for the Cambridge sub region. There is a core of work common to all seven local authorities, with additional elements defined by local needs and priorities.

Staffing

The following staff in the County Research Group are involved in the project

- Trevor Baker – Research Manager. Relevant experience: housing, surveys, consultation.
- Rebecca Roebuck - Research Officer, Economy
- Hendrik Grothius - Senior Research Officer, Data Mapping
- Julia Gummy - Research Officer Population
- Polly Jackson – Senior research officer (SHMA)

Trevor Baker leads on managing the research aspects of the SHMA project and the SHMA research officer.

All partners on the SHMA project team meet to agree the areas of work to be carried out for all districts. Some work is periodic, requiring greater commitment in one year than in another. Other work is subject to local need, and time can be allocated for such tasks at the discretion either of individual districts, or of two or more districts seeking to work together on issues of common interest. For example, supporting districts undergoing planning inspection, or various individual challenges to the SHMA data or methodology.

10. Management, Review and Communications

Project Teams will be held every 3 months to discuss performance, data, progress and priorities for the period ahead.

- The original agreement was 1 September 2006 to 31 May 2008 (inception)
- The second phase agreement was 1 June 2008 to 31 March 2011 (first 3 years of SHMA application and development)
- The third phase is 1 April 2011 to 31 March 2016 (further 5 years of SHMA development)

At any time after 1 June 2007, the agreement may be ended by either CCCRG or CRHB giving a minimum of 6 months' notice. Should any of the partners or local authorities decide to withdraw from the SHMA, they will give 6 months' notice. This notice period must enable changes to employment contracts for the following financial year, therefore notice must be given by 1 September in any year, to enable a decision on future options effective from 1 April the following year.

The SHMA Project Team will recommend options to CRHB, who will decide which one to pursue.

11. Cost and phasing

Work and costs divide into these phases:

Phase 1 ran from Autumn 2006 to 31 May 2008, and consisted of gathering secondary data CRG and primary research as necessary to ensure a robust assessment of the housing market, sufficient to support LDF housing and related policies.

Phase 2 ran from 1 June 2008 (publication date) to 31 March 2011 – a 3-year period of building of data and knowledge, refining and adding issues as resources, time and circumstances allow under the guidance of the SHMA project team, partnership team and CRHB. Continual updating of secondary data and commissioning of new primary research as agreed.

Cost of years 1 to 5 (phase 1 and 2): total £380,440 for all participants over 5-year period, including £57,000 per full participant (or £11,400 per year).

Phase 3 runs from 1 April 2011 to 31 March 2014, a further 3-year period to roll the SHMA forward in the longer term.

Cost: £308,250 for all partners over 5-year period (or £61,650 per year in total) including £41,750 per participant (all full participants) or £8,350 per year

Section 1.7 Additional information

12. Funders

The main sources of funding are

1. **Local authority “full” participants** which, at April 2011, comprise all seven districts in our housing sub-region. Authorities may vary the “spread” of their contributions over the 5 years provided each party contributes the same amount overall.
2. **Other contributing agencies** – Cambridgeshire Horizons and the HCA (formerly English Partnerships) are funding “partner” agencies, contributing various amounts to the project over its life. These agencies form part of the Project Team.
3. **Other non-contributing agencies** also form part of the project team, for example the Cambridge Developers Forum, Supporting People teams in Suffolk and Cambridgeshire, and other interested parties, who may contribute time and advice to the Team, though not financial resources. Other partners will be encouraged to participate, to ensure the relevant expertise and advice is available for the Assessment.

13. Income

Partners are invoiced annually each financial year. Provided each participant contributes an equal amount for an equal product, the spread of payments over the 5-year periods can be arranged in cooperation with each district. This is only limited by the need to cover the SHMA cost within the relevant financial year.

Initial phase, years 1 to 5 (total 2006 to 2011)		Contributions for years 6 to 10 (total 2011 to 2016)	
Cambridge	£ 57,000		£ 41,750
South Cambridgeshire	£ 57,000		£ 41,750
East Cambridgeshire	£ 57,000		£ 41,750
Fenland	£ 57,000		£ 41,750
Huntingdonshire	£ 57,000		£ 41,750
Forest Heath	£ 24,000		£ 41,750
St Edmundsbury	£ 23,000		£ 41,750
Horizons	£ 43,440	Horizons (contributed in 2011)	£ 16,000
HCA	£ 5,000		0
Overall	£ 380,440		£ 308,250

From April 2010 onwards (start of year 5) budget management was transferred to Cambridgeshire Horizons. However due to the closure of Horizons in September 2011, the budget will now be transferred to Cambridge City Council though still ringfenced to the SHMA project, from 2011 onwards.

14. Expenditure

Core costs for the SHMA in future include:

- Funding SHMA research officer. agreed by CRHB, including secondary data.
- Resource contribution to CCRG for staffing time spent by other team members. ▪ Publicity including costs for publications and events run for the SHMA partnership team.
- Research and related needs assessments as ▪ Subscription to Hometrack

These anticipated costs are outlined below:

Areas of Expenditure based on 2011/12	(rounded)
Total LGSS staffing costs	£ 53,300
Other expenditure including events, publicity, publications and Hometrack subscription	£ 13,000
Total expenditure	£ 66,300

15. Availability and copyrights

The study will be owned by CRHB. The final report and updates are publicly available on the appropriate website.

Local needs information aggregated to an agreed level will be made available, but access to individual surveys will be protected to participating local authorities only. All information will conform to the requirements of the Data Protection Act. Each participating local authority may be asked to supply information from their Council Tax Register, HomeLink register and Housing Benefit records, for the purposes of primary research, although this will not include personal information. Each participating authority agrees as part of this SLA to supply this information as and when required. In the event of any personal information being handled, this will be treated in compliance with Data Protection Act principles around privacy and disclosure.

Section 1.7 Additional information

1.7.2 PPS3 Annex C: Evidence Base – Strategic Housing: Market Assessments and Strategic Housing Land Availability Assessments

Strategic Housing Market Assessments and Strategic Land Availability Assessments are an important part of the policy process. They provide information on the level of need and demand for housing and the opportunities that exist to meet it.

Assessments should be prepared collaboratively with stakeholders. Where two or more Local Planning Authorities form a housing market area, Local Planning Authorities should work together either by preparing joint assessments or by ensuring consistency in methodology.

Practice guidance will set out detailed methodologies for carrying out these assessments.

A Strategic Housing Market Assessment should:

- Estimate housing need and demand in terms of affordable and market housing.
- Determine how the distribution of need and demand varies across the plan area, for example, as between the urban and rural areas.
- Consider future demographic trends and identify the accommodation requirements of specific groups such as, homeless households, Black and Minority Ethnic groups, first time buyers, disabled people, older people, Gypsies and Travellers and occupational groups such as key workers, students and operational defence personnel.²²

A Strategic Housing Land Availability Assessment should:

- Assess the likely level of housing that could be provided if unimplemented planning permissions were brought into development.
- Assess land availability by identifying buildings or areas of land (including previously developed land and greenfield) that have development potential for housing, including within mixed use developments.
- Assess the potential level of housing that can be provided on identified land.
- Where appropriate, evaluate past trends in windfall land coming forward for development and estimate the likely future implementation rate.
- Identify constraints that might make a particular site unavailable and/or unviable for development.
- Identify sustainability issues and physical constraints that might make a site unsuitable for development.
- Identify what action could be taken to overcome constraints on particular sites.

Source: <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1918430.pdf>

²² Required by S225 of the *Housing Act 2004*, see www.opsi.gov.uk.

Section 1.7 Additional information

1.7.3 National Planning Policy Framework

Some key excerpts from the NPPF are included to help outline DCLG's current thinking around housing issues and, specifically, SHMAs. The original layout and formatting of the DCLG document has been retained for this text.

Housing**Objectives**

107. The Government's key housing objective is to increase significantly the delivery of new homes. Everyone should have the opportunity to live in high quality, well-designed homes, which they can afford, in a community where they want to live. This means:
- increasing the supply of housing
 - delivering a wide choice of high quality homes that people want and need
 - widening opportunities for home ownership; and
 - creating sustainable, inclusive and mixed communities, including through the regeneration and renewal of areas of poor housing.
108. To enable this, the planning system should aim to deliver a sufficient quantity, quality and range of housing consistent with the land use principles and other policies of this Framework.

Significantly increasing the supply of housing

109. To boost the supply of housing, local planning authorities should:
- use an evidence-base to ensure that their Local Plan meets the full requirements for market and affordable housing in the housing market area, including identifying key sites which are critical to the delivery of the housing strategy over the plan period
 - identify and maintain a rolling supply of specific deliverable²³ sites sufficient to provide five years worth of housing against their housing requirements. The supply should include an additional allowance of at least 20 per cent to ensure choice and competition in the market for land
 - identify a supply of specific, developable²⁴ sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15
 - not make allowance for windfall sites in the first 10 years of supply, or in the rolling five-year supply, unless they can provide compelling evidence of genuine local circumstances that prevent specific sites being identified. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends
 - illustrate the expected rate of housing delivery through a housing trajectory for the plan period and, for market housing, set out a housing implementation strategy describing how they will maintain delivery of a five-year supply of housing land to meet their housing target

²³ To be considered deliverable, sites should at the point of adoption of the Local Plan be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable i.e. that it would provide acceptable returns to a willing landowner and a willing developer based on current values and taking account of all likely infrastructure, standards and other costs.

²⁴ To be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.

Section 1.7 Additional information

- set out their own approach to housing density to reflect local circumstances; and
- identify and bring back into residential use empty housing and buildings in line with local housing and empty homes strategies and, where appropriate, acquire properties under compulsory purchase powers.

Deliver a wide choice of quality homes

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 (such as families with children, the elderly and people with disabilities)
- identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and
- where they have identified affordable housing is required, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities.

112. In rural areas, local planning authorities should be responsive to local circumstances and plan housing development to reflect local requirements, particularly for affordable housing. Local planning authorities should in particular consider whether allowing some market housing would facilitate the provision of significant additional affordable housing to meet local needs. To promote sustainable development, housing in rural areas should not be located in places distant from local services.

113. However, local planning authorities should avoid isolated homes in the countryside unless there are special circumstances such as:

- the essential need for a rural worker to live permanently at or near their place of work in the countryside; or
- where development would ensure the future of buildings of special architectural or historic interest; or
- where the development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting; or
- the exceptional quality or the innovative nature of the design of the dwelling. Such a design should:
 - be truly outstanding or innovative, helping to raise standards of design more generally in rural areas
 - reflect the highest standards in architecture
 - significantly enhance its immediate setting; and
 - be sensitive to the defining characteristics of the local area.

Using a proportionate evidence base

158. Each local planning authority should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals.

Section 1.7 Additional information

Housing

159. Local planning authorities should have a clear understanding of housing needs in their area. They should:

- prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The Strategic Housing Market Assessment should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:
 - meets household and population projections, taking account of migration and demographic change;
 - addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); and
 - caters for housing demand and the scale of housing supply necessary to meet this demand;
- prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.

Planning strategically across local boundaries

178. Public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities set out in paragraph 156. The Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities.

179. Local planning authorities should work collaboratively with other bodies to ensure that strategic priorities across local boundaries are properly coordinated and clearly reflected in individual Local Plans. Joint working should enable local planning authorities to work together to meet development requirements which cannot wholly be met within their own areas – for instance, because of a lack of physical capacity or because to do so would cause significant harm to the principles and policies of this Framework. As part of this process, they should consider producing joint planning policies on strategic matters and informal strategies such as joint infrastructure and investment plans.

180. Local planning authorities should take account of different geographic areas, including travel-to-work areas. In two tier areas, county and district authorities should cooperate with each other on relevant issues. Local planning authorities should work collaboratively on strategic planning priorities to enable delivery of sustainable development in consultation with Local Enterprise Partnerships and Local Nature Partnerships. Local planning authorities should also work collaboratively with private sector bodies, utility and infrastructure providers.

181. Local planning authorities will be expected to demonstrate evidence of having effectively cooperated to plan for issues with cross-boundary impacts when their Local Plans are submitted for examination. This could be by way of plans or policies prepared as part of a joint committee, a memorandum of understanding or a jointly prepared strategy which is presented as evidence of an agreed position. Cooperation should be a continuous process of engagement from initial thinking through to implementation, resulting in a final position where plans are in place to provide the land and infrastructure necessary to support current and projected future levels of development.

Section 1.7 Additional information

Examining Local Plans

182. The Local Plan will be examined by an independent inspector whose role is to assess whether the plan has been prepared in accordance with the Duty to Cooperate, legal and procedural requirements, and whether it is sound. A local planning authority should submit a plan for examination which it considers is “sound” – namely that it is:

- Positively prepared – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

From: <http://www.communities.gov.uk/documents/planningandbuilding/doc/1980960.doc#Housing>