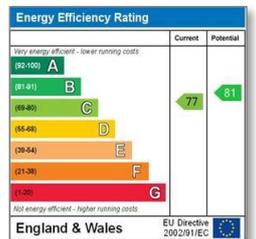




Nottingham Core Housing Market Area Boundary Study 2018

Report of Findings

August 2018





Opinion Research Services | The Strand, Swansea SA1 1AF
Jonathan Lee | Nigel Moore | Trevor Baker
enquiries: 01792 535300 · info@ors.org.uk · www.ors.org.uk

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1. Introducing the Study

Background to the Project and Wider Policy Context

Project Overview

- 1.1 Opinion Research Services (ORS) was commissioned by the Nottingham Core HMA, comprising Broxtowe, Gedling, Erewash, Nottingham City and Rushcliffe to undertake a study to confirm the Nottingham Core Housing Market Area (HMA) boundary. The purpose of the study is to confirm the boundary of the Nottingham Core HMA and Functional Economic Market Area (FEMA) based on Council boundaries.
- 1.2 As background, in 2005 a study of HMA boundaries was commissioned by the East Midlands Regional Assembly Housing Board¹. This study identified the HMAs covering all of the local authorities of the old East Midlands Region based upon migration and travel to work patterns from the 2001 UK Census of Population.
- 1.3 Figure 3.3 of the East Midlands Regional Assembly report is shown overleaf as Figure 1 of the current report and this shows the initial HMAs identified, including areas where the boundaries of HMAs overlap marked with dashed black lines.
- 1.4 However, the report considered at paragraph 4.09 and 4.10 that:
- 4.09 With respect to the Nottingham Housing Market, the extent of the housing market would imply that 8 separate local authorities work together, including one outside the county (Erewash). We are concerned that it might prove administratively cumbersome to undertake an HMA for the whole of this area, and the analysis has identified a core area comprising the urban core and a more peripheral area with its own connectivity comprising Ashfield, Mansfield and Newark and Sherwood Districts.*
- 4.10 In view of this DTZ would suggest that consideration be given to undertaking two HMAs for this area, one for the area comprising the urban core (Nottingham City, Rushcliffe, Gedling, Erewash, and Broxtowe), the other for the periphery (Newark and Sherwood, Mansfield and Ashfield). An important component of the brief for each of these HMAs will be to examine how these two sub-markets interrelate with one another.*
- 1.5 On this basis, the East Midlands Regional Assembly report produced Figure 4.1 which is reproduced in the current report as Figure 2. This takes the Nottingham HMA and sub-divides it into two areas, including the Nottingham Core HMA containing Broxtowe, Gedling, Erewash, Nottingham City and Rushcliffe.
- 1.6 Since the time of the publication of the East Midlands Regional Assembly report there have been numerous changes to planning policy and additional data has become available. The purpose of the current study is to review the appropriateness of the Nottingham Core HMA and to test if its boundaries have changed over time. To do this we will firstly review government policy before analysing the evidence for the HMA boundary.

¹ Identifying the Sub-Regional Housing Markets of the East Midlands DTZ Pleda Consulting 2005

Figure 1: Identifying the Sub-Regional Housing Markets of the East Midlands Figure 3.3 (Source: DTZ/East Midlands Regional Assembly 2005)

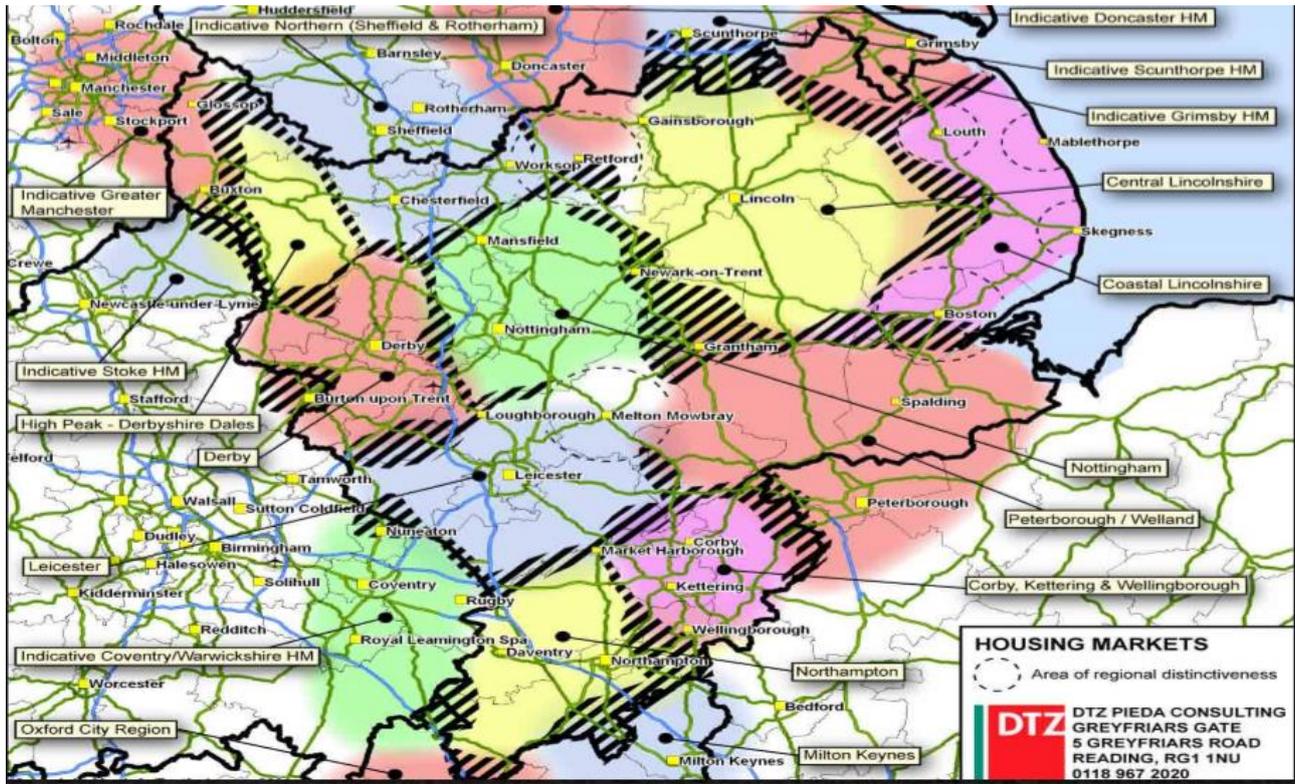
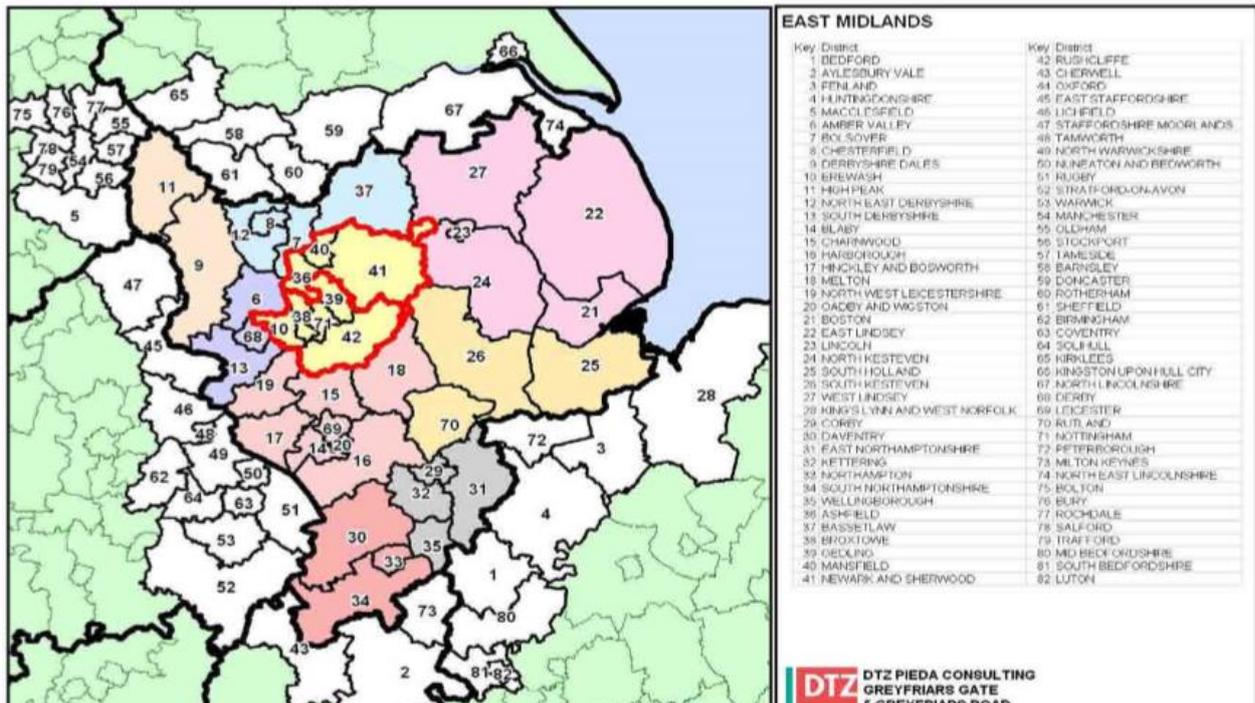


Figure 2: Identifying the Sub-Regional Housing Markets of the East Midlands Figure 4.1 (Source: DTZ/East Midlands Regional Assembly 2005)

Map 4.1: Proposed HMA Groupings in the East Midlands



Government Policy: Pre July 2018

- 1.7 The National Planning Policy Framework (NPPF) was updated in July 2018. Prior to July 2018, the NPPF 2012 contained a presumption in favour of sustainable development, and stated that Local Plans should meet the full, objectively assessed needs for market and affordable housing in the housing market area.

*At the heart of the National Planning Policy Framework is a **presumption in favour of sustainable development**, which should be seen as a golden thread running through both plan-making and decision-taking.*

Local planning authorities should positively seek opportunities to meet the development needs of their area.

Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

National Planning Policy Framework (NPPF), paragraph 14

To boost significantly the supply of housing, local planning authorities should use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework.

National Planning Policy Framework 2012 (NPPF), paragraph 47

- 1.8 Given this context, Strategic Housing Market Assessments (SHMAs) primarily informed the production of the Local Plan (which sets out the spatial policy for a local area). Their key objective was to provide the robust and strategic evidence base required to establish the full Objectively Assessed Need (OAN) for housing at the HMA level and provide information on the appropriate mix of housing and range of tenures needed.
- 1.9 Planning Practice Guidance (PPG) on the assessment of housing and economic development needs was published in March 2014, updated in March 2015, archived in July 2018 and is scheduled for replacement at a yet unspecified date.

Government Policy: Post July 2018

- 1.10 The NPPF was updated in July 2018 and contains a number of changes. The underlying theme of sustainable development remains, but in relation of identifying and meeting housing needs several significant changes have been implemented. These include the NPPF 2018 containing:

- » No references to housing market areas;
- » No mention of Strategic Housing Market Assessments which are now entitled Local Housing Needs Assessments;
- » A new standard methodology to underwrite a local housing market assessment;
- » A new definition of affordable housing; and
- » A housing delivery test to assess if a planning authority is meeting its housing needs.

60. To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance – unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.

61. Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes).

62. Where a need for affordable housing is identified, planning policies should specify the type of affordable housing required, and expect it to be met on-site unless: a) off-site provision or an appropriate financial contribution in lieu can be robustly justified; and b) the agreed approach contributes to the objective of creating mixed and balanced communities.

National Planning Policy Framework 2018 (NPPF), paragraph 60-62

- 1.11 Therefore, the new NPPF does not contain any explicit reference to HMAs and housing needs are to be set at a local authority level. The NPPF 2018 also contains a transition period which implies that any Local Plan submitted before January 24th 2019 will be assessed against the NPPF 2012 and existing planning practice guidance.

Duty to Co-operate

- 1.12 The Duty to Co-operate was introduced in the 2011 Localism Act and is a legal obligation.
- 1.13 The NPPF 2012 set out an expectation that public bodies will co-operate with others on issues with any cross-boundary impact, in particular in relation to strategic priorities such as “the homes and jobs needed in the area”.

“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.”

National Planning Policy Framework (NPPF 2012), paragraph 181

*“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.*

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.”

National Planning Policy Framework (NPPF 2012), paragraphs 178-179

- ^{1.14} The NPPF 2018 updated the references to Duty to Cooperate, but the overriding principle of joint working is retained, and councils are now required to maintain statements of common ground with each other.

Maintaining effective cooperation

24. Local planning authorities and county councils (in two-tier areas) are under a duty to cooperate with each other, and with other prescribed bodies, on strategic matters that cross administrative boundaries.

25. Strategic policy-making authorities should collaborate to identify the relevant strategic matters which they need to address in their plans. They should also engage with their local communities and relevant bodies including Local Enterprise Partnerships, Local Nature Partnerships, the Marine Management Organisation, county councils, infrastructure providers, elected Mayors and combined authorities (in cases where Mayors or combined authorities do not have plan-making powers).

26. Effective and on-going joint working between strategic policy-making authorities and relevant bodies is integral to the production of a positively prepared and justified strategy. In particular, joint working should help to determine where additional infrastructure is necessary, and whether development needs that cannot be met wholly within a particular plan area could be met elsewhere.

27. In order to demonstrate effective and on-going joint working, strategic policymaking authorities should prepare and maintain one or more statements of common ground, documenting the cross-boundary matters being addressed and progress in cooperating to address these. These should be produced using the approach set out in national planning guidance, and be made publicly available throughout the plan-making process to provide transparency.

National Planning Policy Framework (NPPF 2018), paragraphs 24-27

2. Defining the Housing Market Area and Functional Economic Market Area

An Evidence Base to Identify Functional Housing and Economic Markets

- 2.1 The National Planning Policy Framework (NPPF, July 2018) refers to the need for Local Plans to “*as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met in other areas*” (paragraph 11, emphasis added). It should be noted that unlike the previous iteration of the NPPF (March 2012), the new version no longer refers to housing market areas for purposes of defining need, instead referencing the area of the Local planning Authority as the norm for assessment. It also refers to the standardised method in national planning guidance which itself assesses at a local authority level. The associated new iteration of Planning Policy Guidance has been published in draft form, and the Government has indicated that it is likely to change meaningfully before it is finalised.
- 2.2 Given that it is unclear precisely what will be contained in the finalised version of the new guidance, this assessment of housing market area follows the definitions set out in the current guidance. The current PPG² requires that “*Needs should be assessed in relation to the relevant functional area: i.e. housing market area...*”(PPG 2a-008).
- 2.3 The identification of the Housing Market Area (HMA) and Functional Economic Market Area (FEMA) area therefore the first relevant building block in the evidence for housing and employment needs.

Housing Market Area Definition

- 2.4 The definition of a functional housing market area is well-established as being “*...the geographical area in which a substantial majority of the employed population both live and work and where those moving house without changing employment choose to stay*” (Maclennan et al, 1998)³.

Functional Economic Market Area Definition

- 2.5 Paragraph 160 of the NPPF 2012 states that Local Planning authorities should have a clear understanding of business needs within the economic markets operating in and across their area. No detail on defining such markets is set out within NPPF although paragraph 180 states that local planning authorities should take account of different geographic areas, including travel-to-work areas and is clear on the need for local planning authorities to work together on issues with cross boundary impacts.

² At the time of writing – Published Nov 2016, updated July 2018 : <http://webarchive.nationalarchives.gov.uk/20180607114246/https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

³ Local Housing Systems Analysis: Best Practice Guide. Edinburgh: Scottish Homes

- 2.6 Section 2a of Planning Practice Guidance relates to housing and economic development needs assessments. Paragraph 009 relates to identifying the assessment area and states that no single source of information on needs will be comprehensive in identifying the appropriate assessment area; consideration should be given to the appropriateness of each source of information and how they relate to one another. Paragraph 012 is titled how can functional economic market areas be defined? This paragraph is set out below:

“The geography of commercial property markets should be thought of in terms of the requirements of the market in terms of the location of premises, and the spatial factors used in analysing demand and supply often referred to as the functional economic market area. Since patterns of economic activity vary from place to place, there is no standard approach to defining a functional economic market area, however, it is possible to define them taking account of factors including:

- » *extent of any Local Enterprise Partnership within the area;*
- » *travel to work areas;*
- » *housing market area;*
- » *flow of goods, services and information within the local economy;*
- » *service market for consumers;*
- » *administrative area;*
- » *Catchment areas of facilities providing cultural and social well-being;*
- » *transport network.”*

- 2.7 CLG published a note on functional economic market areas in 2010. In its first paragraph it states that:

“This economic note is aimed at local authorities and provides a succinct overview of the types of issues partners may wish to consider when seeking to identify these areas. It does not represent Government policy.”

- 2.8 In keeping with PPG it acknowledges that there is no universal approach to defining FEMAs but does indicate that Census commuting or migration data is perhaps the most reliable flow data which can be supplemented with other datasets. On this basis there is therefore a clear overlap between the HMA and FEMA for an area, but other factors such as transport and retail offer should also be considered.

Planning Practice Guidance

- 2.9 Planning Practice Guidance (PPG)⁴ on the Assessment of Housing and Economic Development Needs (March 2014) reflects this existing concept, confirming that the underlying principles for defining housing markets are concerned with the functional areas in which people both live and work:

What is a housing market area?

A housing market area is a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. It might be the case the housing market areas overlap. The extent of the housing market areas identified will vary, and many will in practice cut across various local planning authority administrative boundaries. Local planning authorities should work with all the other constituent authorities under the duty to cooperate.

Planning Practice Guidance (March 2014), ID 2a-010

⁴ <http://planningguidance.planningportal.gov.uk/blog/guidance/housing-and-economic-development-needs-assessments/>

- 2.10 Therefore, PPG requires an understanding of the housing market area and says this can be defined using three different sources of information:
- » House prices and rates of change in house prices
 - » Household migration and search patterns
 - » Contextual data (e.g. travel to work area boundaries, retail and school catchment areas)
- 2.11 These sources are well-established, being consistent with those previously identified in the CLG advice note “*Identifying sub-regional housing market areas*” published in 2007⁵.

Geography of Housing Market Areas (NHPAU/CURDS)

- 2.12 CLG also published a report on the ‘Geography of Housing Market Areas’ in 2010⁶ which was commissioned by the former National Housing and Planning Advice Unit (NHPAU) and undertaken by the Centre for Urban and Regional Development Studies (CURDS) at Newcastle University. This study explored a range of potential methods for calculating housing market areas for England and applied these methods to the whole country to show the range of housing markets which would be generated. The report also proposed three overlapping tiers of geography for housing markets:
- » Tier 1: framework housing market areas defined by long distance commuting flows and the long-term spatial framework within which housing markets operate;
 - » Tier 2: local housing market areas defined by migration patterns that determine the limits of short term spatial house price arbitrage: i.e. households moving without changing jobs;
 - » Tier 3: sub-markets defined in terms of neighbourhoods or house type price premiums.
- 2.13 The report recognised that migration patterns and commuting flows were the most relevant information sources for identifying the upper tier housing market areas, with house prices only becoming relevant at a more local level and when establishing housing sub-markets. The report also outlined that no one single approach (nor one single data source) will provide a definitive solution to identifying local housing markets; but by using a range of available data, judgements on appropriate geography can be made.
- 2.14 Advice published in the Planning Advisory Service (PAS) technical advice note about Objectively Assessed Need (OAN) and Housing Targets (originally published in June 2014, with a second edition⁷ in July 2015) also suggests that the main indicators will be migration and commuting (second edition, paragraph 5.4).
- “The PPG provides a long list of possible indicators, comprising house prices, migration and search patterns and contextual data including travel-to-work areas, retail and school catchments. In practice, the main indicators used are migration and commuting.”*
- The PAS OAN technical advice note also suggests that analysis reported in the CLG report “Geography of Housing Market Areas” (CLG, November 2010) should provide a starting point for drawing HMAs (Figure 3).*
- 2.15 Figure 3 shows the local authority boundary (in black) and compares these with the CURDS study (in red) to consider their alignment. It is apparent that the CURDS study concluded that the areas identified by the Nottingham Core HMA is part of a larger HMA which extends up to include Mansfield and Ashfield. A separate Lincoln HMA lies adjacent to the east and this includes much of Newark and Sherwood.

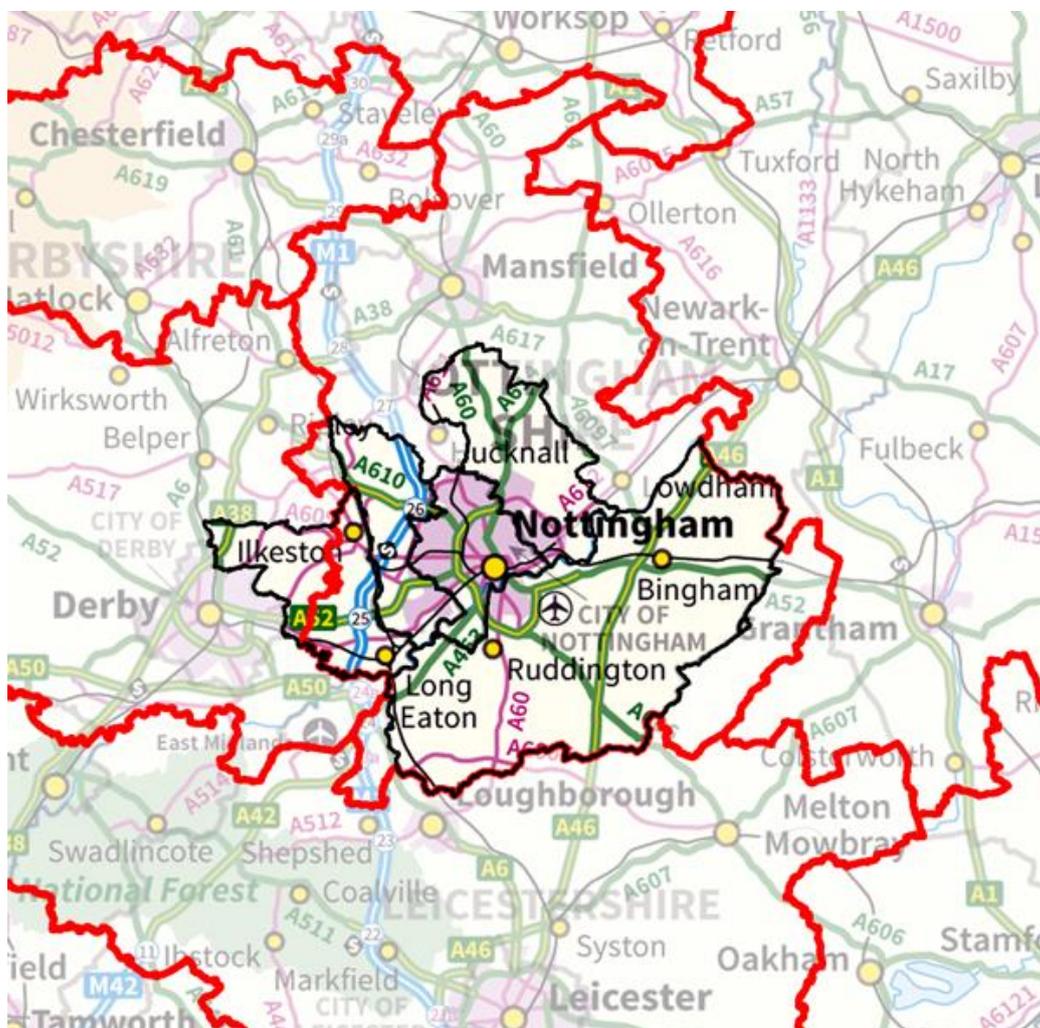
⁵ Identifying sub-regional housing market areas (CLG, March 2007); paragraph 1.6

⁶ Geography of Housing Market Areas (CLG, November 2010)

⁷ <https://www.local.gov.uk/sites/default/files/documents/objectively-assessed-need-9fb.pdf>

However, overall the NHPAU study came to a similar conclusion to Figure 3.3 of the East Midlands Regional Assembly study of 2005 in that the Nottingham Core HMA is part of a larger Nottinghamshire HMA. This is unsurprising because they were underwritten by the same data sources.

Figure 3: NHPAU Study – PAS OAN technical advice note ‘Starting Point’ boundaries (red) with LA boundaries (black) (Source: NHPAU/CURDS 2010. Ordnance Survey data © Crown copyright and database right 2018)



ONS Travel to Work Areas

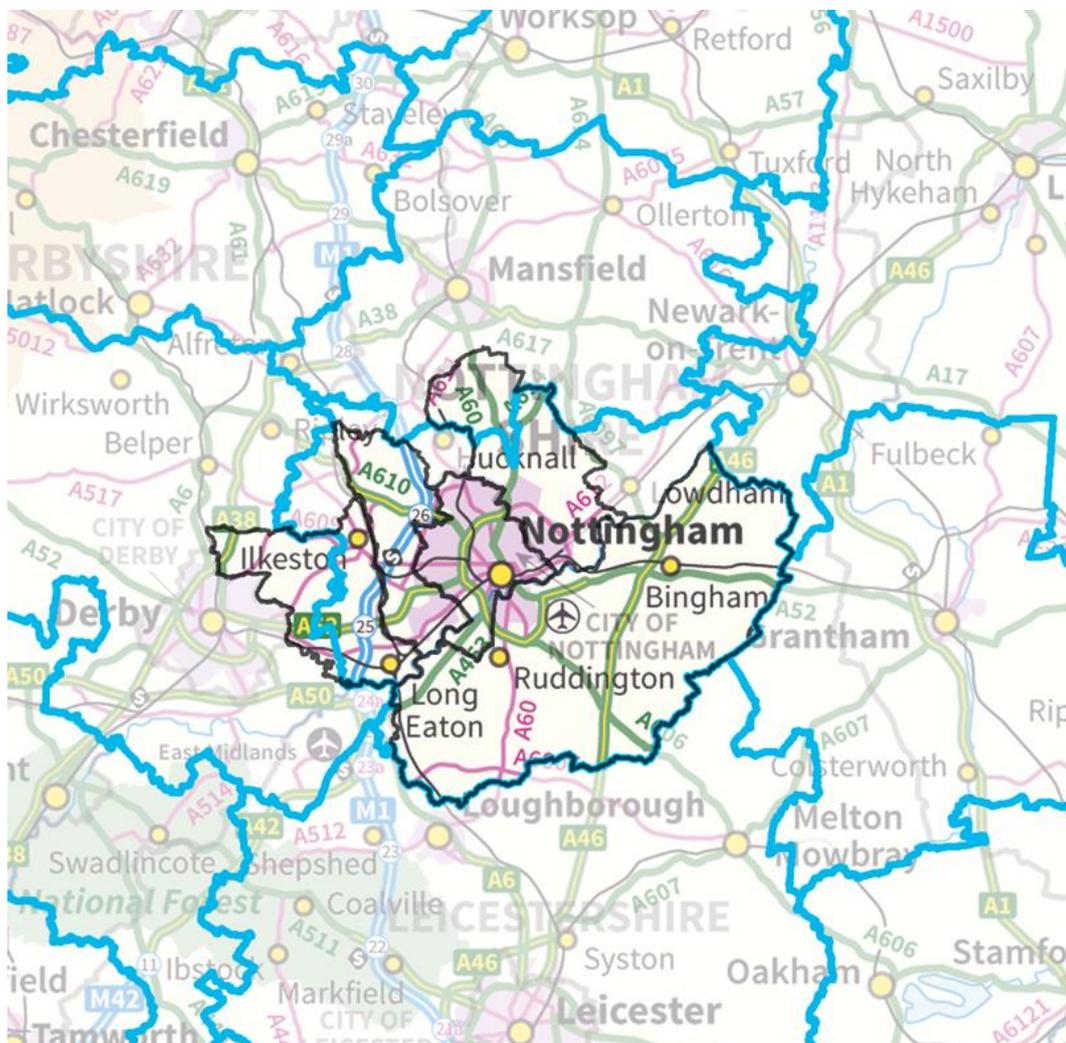
- ^{2.16} PPG defines housing market areas on the basis that they will reflect “the key functional linkages between places where people live and work” (ID 2a-010). Furthermore, PPG identifies Office for National Statistics Travel to Work Areas (TTWAs) as one of the identified data sources that should be considered when establishing housing market areas.

Travel to work areas can provide information about commuting flows and the spatial structure of the labour market, which will influence household price and location. They can also provide information about the areas within which people move without changing other aspects of their lives (e.g. work or service use).

Planning Practice Guidance (March 2014), ID 2a-011

- 2.17 The Office for National Statistics (ONS) defines official Travel to Work Areas for those involved in labour market analysis and planning. These areas are also based on analysis of Census commuting flow data, and TTWAs based on data from the 2011 Census were published in August 2015. A total of 228 TTWAs were defined for the whole of the UK based on 2011 data, a reduction from the 243 TTWAs that were previously defined based on 2001 Census data.
- 2.18 Figure 4 shows the defined TTWAs (2015), in blue, and these are based on the commuting flow data from the 2011 Census. In this case there is a much stronger correlation between the Nottingham Core HMA and the ONS TTWA. Mansfield is identified as a separate TTWA and this also contains the majority of Ashfield and significant parts of Newark and Sherwood, but the towns of Hucknall in Ashfield and Lowdham in Newark and Sherwood are both located in the Nottingham TTWA. Therefore, the ONS TTWA are much more similar to Figure 4.1 of the East Midlands Regional Assembly study of 2005 and support the idea that Notting Core is a distinct HMA.

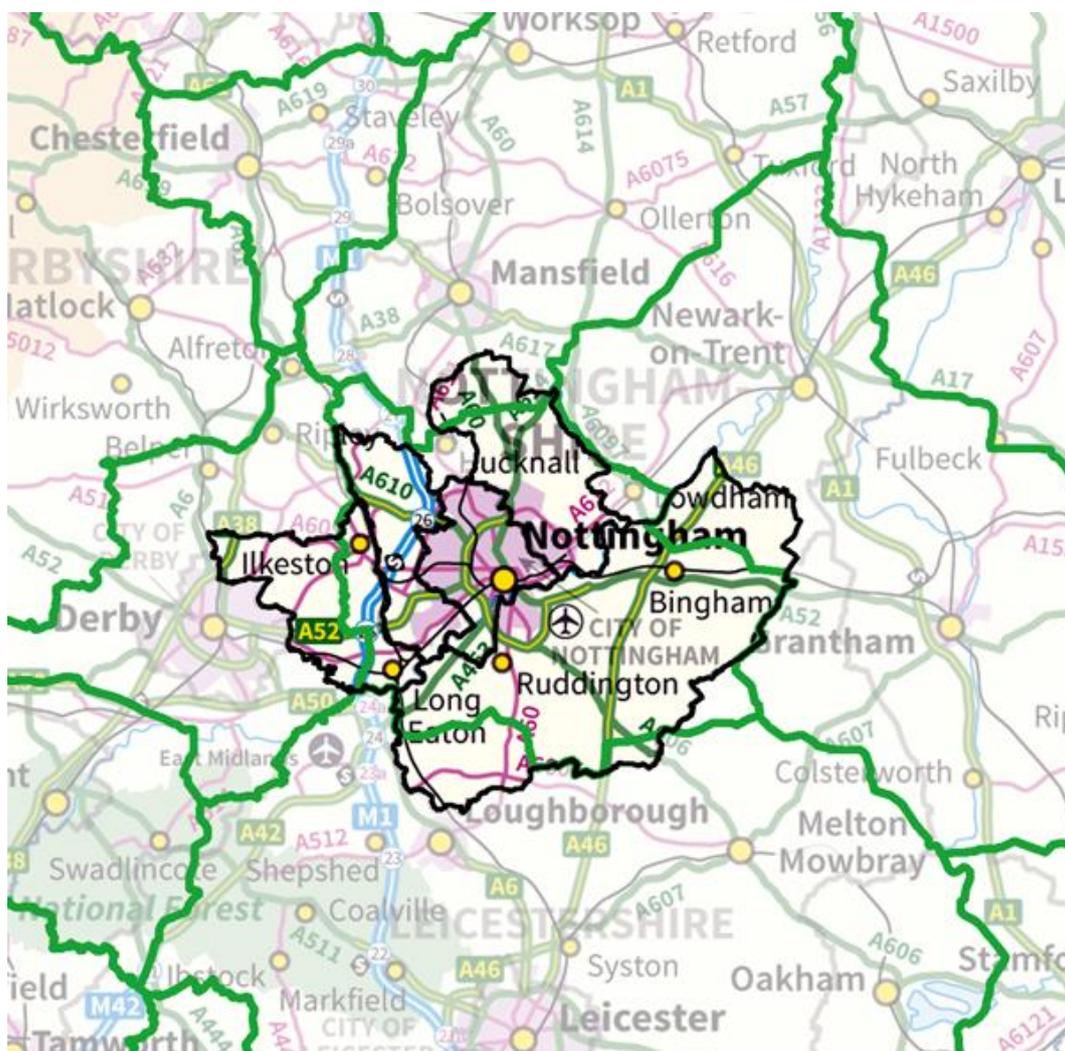
Figure 4: ONS Travel To Work Areas (blue) with LA boundaries (black) (Source: ONS 2015, Ordnance Survey data © Crown copyright and database right 2018)



Valuation Office Agency Broad Rental Market Areas

- 2.19 The Broad Rental Market Area (BRMA) is the geographical area used by the Valuation Office Agency (VOA) to determine the Local Housing Allowance rate (LHA), the allowance paid to Housing Benefit applicants. The BRMA area is based on an area where a person could reasonably be expected to live taking into account access to facilities and services for the purposes of health, education, recreation, personal banking and shopping.
- 2.20 When determining BRMAs the Rent Officer takes account of the distance of travel, by public and private transport, to and from these facilities and services. The boundaries of a BRMA do not have to match the boundaries of a local authority and BRMAs will often fall across more than one local authority area. Therefore BRMAs are areas within which it would be reasonable to expect a household needing local housing allowance support to move to another settlement within the area to find suitable housing.
- 2.21 The BRMA areas for Nottingham Core and surrounding areas are shown, in green, in Figure 5. It is evident that the majority of the Nottingham Core HMA falls into the Nottingham BRMA with only small lightly populated areas to be found in other BRMAs and areas such as Hucknall and Lowdham in the Nottingham BRMA. Adjacent to the north lies a BRMA centred around Mansfield and Worksop and to the east a BRMA around Newark and Grantham.

Figure 5: VOA Broad Rental Market Area Boundaries (green) with LA boundaries (black) (Source: VOA and Ordnance Survey data © Crown copyright and database right 2018)



Retail and Transport

^{2.22} Beyond the core considerations of migration, travel to work and the BRMA areas for the Nottingham Core HMA, to consider the area covered by the FEMA it is also necessary to look at wider issues such as the retail catchment area and transport links. Retail studies covering each local authority have been produced⁸ and these provide no evidence to contradict the identification of the Nottingham Core FEMA as containing the five local authorities.

^{2.23} The 5 local authorities, along with Mansfield, Ashfield and Newark and Sherwood also commissioned the ‘Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA July 2015’, which explored the appropriate FEMA for the areas. This concluded at paragraph 2.100 that:

2.100 Following the FEMA analysis, it is considered that the Core HMA forms a distinct self-contained FEMA, although applying the FEMA tests for the three Outer HMA districts is slightly less clear cut, although on the basis of the assessment an argument can be made that the Outer HMA is self-contained. For Hucknall the analysis identifies that of the residents in employment, 6,484 work in Hucknall or the rest of Ashfield while 6,763 commute to the five Core HMA authorities. Whilst Hucknall is within the administrative boundaries of Ashfield/Outer HMA, it is highly connected to the Core HMA and could be viewed as being located within that FEMA.

^{2.24} Importantly, the information used in the ‘Employment Land Forecasting Study Nottingham Core HMA and Nottingham Outer HMA July 2015’ is still up to date and has not been supplemented by any other major source of information. Therefore, any analysis of the information now would provide the same outcome and there is no reasons to disagree that the Nottingham Core HMA can be considered to form a FEMA as well, with a very strong connection to the area to its north in Ashfield.

Administrative Boundaries and HMAs and FEMAs

^{2.25} The NPPF recognises that housing market areas may cross administrative boundaries, and PPG emphasises that housing market areas reflect functional linkages between places where people live and work. The previous 2007 CLG advice note⁹ also established that functional housing market areas should not be constrained by administrative boundaries, nevertheless it suggested the need for a “best fit” approximation to local authority areas for developing evidence and policy (paragraph 9):

“The extent of sub-regional functional housing market areas identified will vary and many will in practice cut across local authority administrative boundaries. For these reasons, regions and local authorities will want to consider, for the purposes of developing evidence bases and policy, using a pragmatic approach that groups local authority administrative areas together as an approximation for functional sub-regional housing market areas.”

⁸ Broxtowe, Gedling, Nottingham City & Rushcliffe Retail Study, Carter Jonas, 2015 and Erewash Borough Retail Study, WYG Planning & Design, 2010

⁹ Identifying sub-regional housing market areas (CLG, March 2007)

2.26 This “best fit” approximation has also been suggested by the PAS OAN technical advice note, which suggests (second edition, paragraph 5.9):

“boundaries that straddle local authority areas are usually impractical, given that planning policy is mostly made at the local authority level, and many kinds of data are unavailable for smaller areas.”

2.27 This means there is a need for balance in methodological approach:

» *On the one hand, it is important that the process of **analysis and identification of the functional housing market areas should not be constrained by local authority boundaries**. This allows the full extent of each functional housing market to be properly understood and ensures that all of the constituent local planning authorities can work together under the duty to cooperate, as set out in Guidance (PPG, ID 2a-010).*

On the other hand, and as suggested by the PAS OAN technical advice note (and the previous CLG advice note), it is also necessary to identify a “best fit” for each functional housing market area that is based on local planning authority boundaries. This “best fit” area provides an appropriate basis for analysing evidence and drafting policy, and would normally represent the group of authorities that would take responsibility for undertaking a Strategic Housing Market Assessment.

2.28 In summary, therefore, the approach to defining housing market areas needs to balance robust analysis with pragmatic administrative requirements.

2.29 Based on the range of analysis that we have considered, it is evident that the geography of housing market areas around Nottingham is complex. There are clearly important functional relationships with areas such as Ashfield and Mansfield to the north, so it is relevant to note that PPG recognises that “it might be the case that housing market areas overlap” (paragraph 10). The three national mapped sources (NHPAU/CURDS Study, ONS TTWAs, VOA BRMAs) used in defining HMAs, all indicate that the Nottingham Core local authorities are all in the same HMA.

2.30 Given the evidence from the three national mapped sources, it is necessary to assess whether the Nottingham Core authorities can be considered as a separate HMA and FEMA.

Key Statistics for Nottingham Core HMA

Migration within the UK to and from Nottingham Core

- 2.31 Figure 6 shows the movement which occurred in each local authority in the Nottingham Core HMA area in the year prior to the 2011 UK Census of Population. It identifies the current residence of those who previously lived in each local authority and moved in the 12 months prior to the Census and also the previous residence of those who now live in each local authority.
- 2.32 The migration self-containment rates are higher for Gedling and lower for Rushcliffe, but all are relatively high. The definition for a Housing Market Area sets out that it is the area “*where most of those changing house without changing employment choose to stay*”. Unfortunately, no data is available that relates migration with changes in employment circumstances; but given that most working people will live relatively close to their job, it is reasonable to assume that those migrants moving longer distances will tend to also change their place of work – so the containment rates for this group will inevitably be higher.

Figure 6: Previous Area of Residence (12 months prior to Census) by Current Area of Residence (Source: 2011 Census of Population)

	Moved within LA	All Moves to LA	All moves from LA
Number of moves			
Broxtowe	4,409	9,869	10,649
Erewash	5,592	9,764	9,822
Gedling	4,400	9,189	9,388
Nottingham	33,394	57,237	51,790
Rushcliffe	4,837	11,026	10,852
		% of total moves to the LA that originate from within the HMA	% of total moves from the LA to a destination within the HMA
Proportion of moves			
Broxtowe		73.2%	69.0%
Erewash		72.7%	69.4%
Gedling		77.3%	72.3%
Nottingham		67.5%	76.9%
Rushcliffe		69.6%	63.6%

Travel to Work Patterns

- ^{2.33} Whilst housing market areas are defined predominantly in terms of the areas “where most of those changing house without changing employment choose to stay”, it is also relevant to consider them in the context of “...the geographical area in which a substantial majority of the employed population both live and work”. It is therefore important to consider the extent to which the resident population work in the area and the workplace population live in the area.
- ^{2.34} Figure 7 demonstrates the levels of self-containment in the Nottingham Core local authorities, i.e. those who live and work in the area. Overall, this shows that while 68.9% of people who live in Nottingham City also work in the area, the levels of self-containment are much lower for the remaining authorities.

Figure 7: Workplace Location by Area of Residence (Source: 2011 Census of Population)

	Reside and work in area	Reside in area	Work in area
Number of workers			
Broxtowe	20,004	53,367	39,012
Erewash	26,576	55,112	43,203
Gedling	21,725	55,929	37,164
Nottingham	85,202	123,743	174,936
Rushcliffe	25,324	55,665	46,256
		Residents who work in area	Workers who reside in area
Proportion of workers			
Broxtowe		37.5%	51.3%
Erewash		48.2%	61.5%
Gedling		38.8%	58.5%
Nottingham		68.9%	48.7%
Rushcliffe		45.5%	54.7%

Containment within the Combined Area

- 2.35 Figure 8 shows the migration and travel to work patterns for the combined Nottingham Core HMA.
- 2.36 PPG identifies that a “relatively high proportion of household moves” will be contained within a housing market area, and suggests that this will be “typically 70%” or more; however this “excludes long-distance moves” (ID 2a-011).
- 2.37 As the PAS OAN technical advice note confirms, “what counts as a long-distance move is a matter of judgment” (second edition, paragraph 5.16). Data from the English Housing Survey 2013-14 household report¹⁰ (figure 6.4) shows that over 7 in every 8 moves in the UK involved distances of less than 50 miles, with almost 5 in every 6 involving distances of less than 20 miles. It would therefore seem appropriate for long-distance moves to include all moves of at least 50 miles, and for moves of 20 miles or more to also be considered.
- 2.38 The concept of excluding “long-distance moves” relates back to the early definition of a functional housing market area that was set out at the start of this chapter. That definition focused on “those moving house without changing employment”, and long-distance moves will generally involve a change of job or other change of lifestyle (such as retirement). On balance, it seems unlikely that many people would move more than 20 miles in this part of the country without a change of job; so it would seem reasonable to consider moves of over 20 miles as being “long-distance” in the context of this specific area.
- 2.39 The levels of self-containment in the combined area are considerably higher than for the individual local authorities and all well above 70% migration target and the 67% ONS threshold for Travel to Work Areas, i.e. those who live and work in the area. Overall, the table shows that 80.1% of people who live in the combined area also work in the area and 80.9% of those who work in the combined area also live in the area. Considering the migration data; 69.7% of those who moved to the area previously lived in the area and 73.2% of previous residents of the area who moved stayed in the area.

Figure 8: Migration and Workplace Location by Area of Residence for the combined area (Source: 2011 Census of Population)

	Reside and work in area	Reside in area	Work in area
Combined area	275,554	343,816	340,571
		80.1%	80.9%
	Moved within area	All Moves to area	All moves from area
Combined area	67,711	97,085	92,501
		69.7%	73.2%

¹⁰ <https://www.gov.uk/government/statistics/english-housing-survey-2013-to-2014-household-report>

Conclusions

- ^{2.40} There is no single correct definition of an HMA and FEMA, but the CURDS HMA analysis, ONS Travel to Work Areas and BRMAs all indicate that the Nottingham Core HMA authorities of Broxtowe, Gedling, Erewash, Nottingham City and Rushcliffe are all located within the same HMA and FEMA. The migration and commuting data also supports a Nottingham Outer HMA and FEMA containing Ashfield, Mansfield and Newark and Sherwood.
- ^{2.41} This does not prevent overlaps occurring between the area, with for example the town of Hucknall being in the administrative area of Ashfield, but in within the functional HMA and FEMA for Nottingham Core HMA, while areas of Broxtowe, Erewash, Gedling, and Rushcliffe lie inside of other functional HMAs and FEMAs. However, from an administrative and practical point of view it is necessary for HMAs and FEMAs to follow local authority boundaries and the five authorities in the Nottingham Core HMA and FEMA remain the most appropriate grouping.

Appendix A

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