

# EVIDENCE BASE

## FOR THE SAHAM TONEY NEIGHBOURHOOD DEVELOPMENT PLAN 2017 - 2036



### VOLUME 2

## CALCULATION OF A HOUSING TARGET FOR SAHAM TONEY

## TABLE OF CONTENTS

1. BACKGROUND, METHODOLOGY & CALCULATIONS .....	3
2. INTERPRETATION OF RESULTS.....	5
3. CONCLUSION .....	6

UNCHECKED DRAFT

## 1. BACKGROUND, METHODOLOGY & CALCULATIONS

The emerging Local Plan makes no specific allocation of new housing to Saham Toney. In Policy HOU 02 it does allocate 150 new houses to the 17 Rural Settlements With Boundaries (which include Saham Toney), and further in Policy HOU 04 it stipulates a limit on the amount of new housing that may be developed immediately adjacent to the settlement boundary: that limit being 5% of the number of dwellings inside the settlement boundary from the adoption date of the Local Plan. No limit is specified within the development boundary or in outlying countryside areas. No justification is presented in the emerging Local Plan for the 5% limit.

Hence there is a lack of certainty about the level of residential development to be planned for in Saham Toney over the plan period. It is considered that lack of certainty is inconsistent with both recent Government proposals and the spirit of Localism.

In an ideal situation a full assessment of land in the Neighbourhood Area against the development constraints (see Evidence Base Volume 1) and sustainability criteria would establish a constrained level of sustainable development that would provide certainty to all. Unfortunately Saham Toney Parish Council and its Neighbourhood Plan Steering Committee lack both the resources and expertise to perform such an assessment, and since an assessment has not been performed by Breckland Council in support of the Local Plan, it is assumed it similarly is unable to carry out such an assessment.

Instead a wide range of statistical and numerical methods are applied. It is recognised that any one method will have limitations, but it is considered that by examining 10 methods an adequately reliable picture emerges.

The 10 methods and the calculation for each are set out in the table below.

### **METHOD 1: BY RATIO OF THE NUMBER OF RURAL SETTLEMENTS WITH BOUNDARIES**

Policy HOU 02 of the emerging Local Plan classifies 17 villages as Rural Settlements With Boundaries, and allocates a total of 150 new homes to those settlements over the plan period.

On the simplest arithmetical basis Saham Toney's share of this allocation would be  $150 \div 17 = 9$

### **METHOD 2: BY RATIO OF POPULATION TO BRECKLAND OVERALL**

From 2011-2036 Policy HOU 02 of the emerging Local Plan allocates a minimum of 15,950 new houses district wide.

At the 2011 census the total population of Breckland was 130491 and that of the Parish of Saham Toney was 1507.

By ratio of population Saham Toney's share of the overall allocation would thus be

$$(1507 \div 130491) \times 15950 = 184$$

64 new houses have been completed or committed in Saham Toney between April 2011 and December 2017.

Therefore the remaining allocation would be  $184 - 64 = 120$

### **METHOD 3: BY RATIO OF POPULATION TO THE 17 RURAL SETTLEMENTS WITH BOUNDARIES OVERALL (and using the 2011-2036 housing allocation)**

From 2011-2036 Policy HOU 02 of the emerging Local Plan allocates a minimum of 1,052 new houses to the seventeen rural settlements with boundaries.

The overall population of the 17 rural settlements with boundaries at the 2011 census was 15318 (see table).

That of Saham Toney was 1507.

By ratio of population Saham Toney's share of the overall allocation would thus be

$$(1507 \div 15318) \times 1052 = 103$$

64 new houses have been completed or committed in Saham Toney between April 2011 and December 2017.

Therefore the remaining allocation would be  $103 - 64 = 39$

### **METHOD 4: BY RATIO OF POPULATION TO THE 17 RURAL SETTLEMENTS WITH BOUNDARIES OVERALL (and using the 2017-2036 housing allocation)**

From 2017-2036 Policy HOU 02 of the emerging Local Plan allocates a minimum of 150 new houses to the seventeen rural settlements with boundaries.

The overall population of the 17 rural settlements with boundaries at the 2011 census was 15318 (see table). That of Saham Toney was 1507.

By ratio of population Saham Toney's share of the overall allocation would thus be  $(1507 \div 15318) \times 150 = 15$

Therefore the remaining allocation would be **15**

### **METHOD 5: BY CONSTANT RATIO OF HOUSEHOLDS TO BRECKLAND OVERALL (2011 BASE)**

At the 2011 census the total number of dwellings in Breckland was 57425 and in Saham Toney was 731, which equates to 1.27% of the district total.

The emerging Local Plan allocates a minimum of 15,950 new houses district-wide over the plan period. Hence the number of dwellings in Breckland will be at least  $57425 + 15950$  in 2036 = 73375

If Saham Toney's proportion of total dwellings were to be maintained its total dwellings in 2036 would be:  $73375 \times (731 \div 57425) = 934$

This would represent an increase of  $934 - 731 = 203$

64 new houses have been completed or committed in Saham Toney between April 2011 and December 2017.

Therefore the allocation from 2018-2036 would be  $203 - 64 = 137$

### **METHOD 6: BY TREND RATIO OF HOUSEHOLDS TO BRECKLAND OVERALL**

At the 2011 census the total number of dwellings in Breckland was 57425 and in Saham Toney was 731.

Policy HOU 02 of the emerging Local Plan indicates that at 31 March 2017 a further 10,858 houses had been completed or committed. By the same date a further 64 new houses had been completed or committed in Saham Toney.

Therefore in effect at 31 March 2017 there were  $(57425 + 10858) = 68283$  dwellings in Breckland; and  $(731 + 64) = 795$  in Saham Toney; meaning

At 31 March 2017 Saham Toney's proportion of the district's dwellings was  $(795 \div 68283) 1.16\%$  as compared with 1.27% in 2011.

Hence over a 6 year period Saham Toney's share of the total district dwellings decreased by 0.11%, or 0.018% per year  $\{[(731 \div 57425) - (795 \div 68283)] \div 6\}$

If this trend were to continue until 2036 Saham Toney's share of the total district housing total would be  $1.16 - (19 \times 0.018) = 0.82\%$

0.82% of the minimum district total in 2036 =  $(57425 + 15950) \times 0.0082 = 557$

In theory a reduction, but hence indicating **zero growth** between 2017 and 2036

### **METHOD 7: BY CONSTANT RATIO OF HOUSEHOLDS TO BRECKLAND OVERALL (2017 BASE)**

At the 2011 census the total number of dwellings in Breckland was 57425 and in Saham Toney was 731.

Policy HOU 02 of the emerging Local Plan indicates that at 31 March 2017 a further 10,858 houses had been completed or committed in Breckland. By the same date a further 64 new houses had been completed or committed in Saham Toney.

Therefore in effect at 31 March 2017 there were  $(57425 + 10858) = 68283$  dwellings in Breckland; and  $(731 + 64) = 795$  in Saham Toney; meaning Saham Toney's proportion of the total dwellings was  $795 \div 68283 = 1.16\%$

By 2036 it is planned there will be a minimum of  $(57425 + 15950)$  dwellings in Breckland = 73,375.

If the 2017 parish : district ratio were to be maintained the minimum number of houses in Saham Toney in 2036 would be  $(795 \div 68283) \times 73375 = 854$

The increase between 2017 and 2036 would thus be  $(854 - 795) = 59$

### **METHOD 8: IN ACCORDANCE WITH POLICY HOU 04 OF THE EMERGING LOCAL PLAN**

Policy HOU 04 of the emerging Local Plan allows development within and immediately adjacent to the settlement boundary of 17 rural settlements to increase by no more than 5% of the total number of dwellings inside the settlement boundary at the date of Local Plan adoption. The emerging Local Plan does not state the current total number of dwellings inside the settlement boundaries of the 17 villages, nor does it explain a method by which such totals will be calculated.

In lieu of that total for Saham Toney, we know that at the 2011 census there were 731 dwellings in the Neighbourhood Area. Between the 2011 census and 31 December 2017 an additional 36 dwellings were completed); hence at 31 December 2017 there were 731 + 36 dwellings in the Neighbourhood Area = 767. The number within the settlement boundary will clearly be less than 767, but based on that conservative total\* the development limit within and adjacent to the settlement boundary = 5% x 767 = **38**

\*Only 6 of the houses completed between 2011 and 2017 were inside the settlement boundary and an approximate count of buildings outside the settlement boundary using the local ordnance survey map indicates that these total no fewer than 60. Hence a closer estimate of dwellings within the settlement boundary would be 767 - (36-6) -60 = 677; and 5% of 677 = 34, indicating a conservatism of 4 dwellings or 10.5% in the result above.

## **METHOD 9: USING THE BRECKLAND STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT REVIEW FOR SAHAM TONEY**

Until September 2016 the emerging Local Plan classified Saham Toney as a Local Service Centre and hence the parish was included in the district strategic housing land availability assessment review in 2014. that review assessed 21 potential sites (see map) in the Neighbourhood Area and concluded that of those 6 were "suitable and achievable" for development. The review concluded that those 6 sites had a constrained development capacity of 90 new dwellings.

Since the time of the review 29 houses have been completed on site ST01 (equal to its constrained capacity) Hence the remaining constrained capacity = 90 - 29 = **61**

The subsequent reclassification of Saham Toney as a rural settlement with boundary in September 2016 indicates that the development constraints are greater than were considered in the review. Hence it is reasonable to suggest that were the review to be repeated now the constrained capacity would be fewer than 54. This can most easily be demonstrated by applying a key criteria of emerging Local Plan policy HOU 04, that developments immediately adjacent to the settlement boundary shall not exceed 5 dwellings, to the 5 remaining sites that were deemed suitable in the 2014 assessment:

Site ST05 SHLAA constrained capacity: 10;

Site ST06 SHLAA constrained capacity: 10;

Site ST09 SHLAA constrained capacity: 10;

Site ST10 SHLAA constrained capacity: 21;

Site ST14 SHLAA constrained capacity: 10;

Site ST06 is outside but not immediately adjacent to the settlement boundary and so must be discounted as it does not comply with the emerging Local Plan. Sites ST05, ST09, ST10 and ST14 are outside but immediately adjacent to the settlement boundary. Applying the 5 dwelling limit criteria to those four sites results in a revised constrained capacity of 4x5 = 20

Furthermore planned development on site ST05 will only comprise 3 dwellings (Source: developer presentation to parish council meeting November 2017).

Hence the adjusted constrained capacity for suitable and compliant sites = 20 - 5 + 3 = **18**

## **METHOD 10: USING JUNE 2016 POPULATION ESTIMATE EXTRAPOLATED TO 2036**

Norfolk County Council's Norfolk Insight database provides an estimate of Saham Toney's population at 30 June 2016 as 1534; an increase of 27 over the 5 years from the 2011 census. If this growth rate continued over the full period of the Local Plan it may be assumed that Saham Toney's population in 2036 will be  $1507 + (27 \div 5) \times 25 = 1642$ . Based on 2011 census data the number of people per dwelling in Breckland was  $130491 \div 57425 = 2.27$  Applying this ratio to Saham Toney's estimated population in 2036 results in the number of Saham Toney dwellings in 2036 =  $1642 \div 2.27 = 723$

This would be less than the 731 dwellings at 2011 census, indicating **zero** growth

## **2. INTERPRETATION OF RESULTS**

The results of the ten calculation methods are shown in the chart below.

It is considered that the two calculation methods that result in zero allocations should be discounted, as should the simple arithmetic division of overall target by number of settlements.

It is also noted that between the census of 2001 and that of 2011 Breckland's population increased from 121,427 to 130,491, an increase of 7.46%, while over the same period Saham Toney's population decreased from 1565 to 1507, a decrease of 1.76%. This would seem to indicate that calculations based on population ratios are conservative.

The 5% criteria specified in policy HOU 04 of the emerging Local Plan may be considered to set an upper bound and has been shown in calculation method 7 to result in 38 additional houses in the Neighbourhood Area (with conservatism in the order of 10%)

This leaves us with results of 15, 18 and 38. Hence a sustainably proportionate share in the range **15 - 38** would seem most appropriate.

However it is noted that while not yet enacted in planning regulations, the Government's consultation proposals "Planning for the right homes in the right places", September 2017, proposed an adjustment factor be applied to household projections to account for market signals.

The Breckland household projection 2011-2036 = 15928

The proposed adjustment factor =  $\{(Local\ affordability\ ratio - 4) \div 4\} \times 0.25$

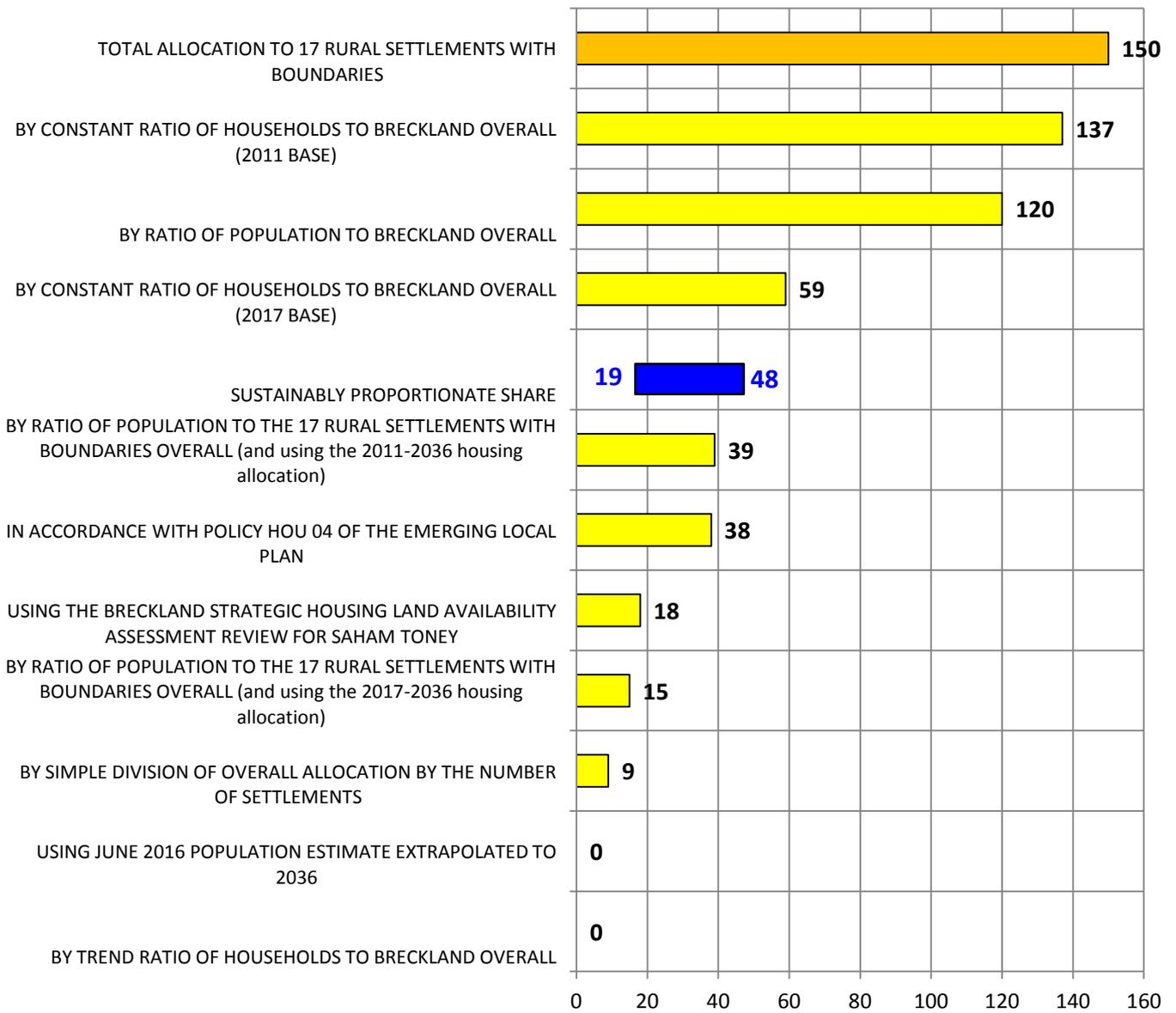
The local affordability ratio for Breckland is 8.2, resulting in an adjustment factor of 1.2625

Applying this adjustment to the calculated sustainably proportionate share results in a range of 19 - 48

### **3. CONCLUSION**

**THE SAHAM TONEY SUSTAINABLY PROPORTIONATE SHARE WILL BE SET AS A RANGE BETWEEN 19 and 48 NEW DWELLINGS.**

# Housing Allocation Calculation Results



UNCL