# Setting a Local Housing Target for Breckland

## Technical Paper – Breckland Draft Local Plan preparation

**(Interim Findings of Objectively Assessed Local Housing Need)**

**November 2013**

**Breckland District Council**

## Contents

## Executive Summary

The preparation of the draft Breckland Local Plan requires consideration of the future demand and supply of housing in the District. This is linked to future employment growth and a consideration of the constraints which may influence the delivery of these.

This technical paper examines the issues around the identification of "objectively assessed" local housing need as required by the National Planning Policy Framework (NPPF). It will be necessary to identify a housing target in the draft Local Plan which can be realistically delivered. This paper produces an interim "objectively assessed" local housing need figure based on the evidence collected and will be presented for discussion purposes for further consideration in the preparation of the draft Local Plan. From this a specific housing target can be proposed for the purposes of the preparation of an Issues and Options consultation in the land allocations and development management policies which will be presented in the draft Breckland Local Plan.

This paper considers three stages. Stage one reviews baseline evidence. Stage two uses two demographic models to provide a range of dwelling projections reflecting different demographic and economic assumptions. Housing need and demand are identified from the baseline evidence and projections and considered against a policy framework at stage three.

Evidence suggests that the Plan will need to deliver **634-699 dwellings per year** to meet local housing need. However, this does not fully take into account the possible implications on housing requirements if a "growth maximised" option is taken with future employment growth. It is possible that the upper end of the range (634-699 dwellings per year) may be higher when the additional economic-led scenario (to be undertaken as an extension of the Employment Growth Study) is translated into a dwelling requirement. Higher dwelling provision may be needed to support local employment growth and/or boost local service employment.

Following on from the work so far there will be a more detailed consideration of housing capacity looking into constraints and policy options. It is advised that this work be calibrated and refined against stakeholder expectations. This work will also need to be communicated and discussed with neighbouring councils under the new Duty to Cooperate introduced by the Localism Act 2011.

The proposed housing number derived from this study will be tested through the Sustainability Appraisal against social, economic and environmental factors to assist with identifying alternative spatial patterns of housing distribution.

# Introduction

## Context

1. Breckland Council resolved at the Cabinet meeting on 8th January 2013 that the Council is to prepare a new single District wide Local Plan for the period 2011 to 2031. Work on the preparation of remaining Local Development Documents such as the Attleborough and Snetterton Heath Area Action Plan has therefore ended.

2. Local Councils, in the preparation of "Local Plans" as introduced in the Localism Act 2011, have to reflect new national requirements that place a duty upon District Planning Authorities to establish the future level of local housing provision in their areas. District level housing targets had previously been set out in the now-abolished East of England Plan (the Regional Spatial Strategy (RSS)), and prior to this through County Structure Plans. Local authorities are now expected to set their own local housing target based on what is described as "objectively assessed local need".

3. Previously, District Councils had a relatively limited involvement as such decisions had been taken at a regional level. With the revocation of the RSS, setting appropriate and deliverable housing targets will be a challenge for District Councils in preparing their district wide Local Plan. Additionally, the Localism Act has sought to see District Planning Authorities harmonise future planning of housing to reflect the new Duty to Cooperate.

## Setting housing targets

4. Setting a local housing target is a complex subject. The National Planning Policy Framework (NPPF), together with the draft National Planning Practice Guidance will supersede remaining national planning policy documents and guidance, such as Planning Policy Statements (PPS) and Planning Policy Guidance (PPG).

5. A key message from the NPPF is that planning should "boost significantly the supply of housing". District planning authorities are required to establish an up to date evidence base and ensure that Local Plans meet the "full, objectively assessed need" for market and affordable housing in the housing market area. Failure to adequately conduct this work is one of the main reasons for a significant number of Local Plans across the country not being accepted by Inspectors at Local Plan examinations thus causing delay and in some cases the withdrawal or rejection of the draft Local Plan.

6. The challenge for Breckland in delivering the NPPF's expectations to plan to meet "objectively assessed needs" will need to be balanced against environmental constraints covering parts of the District and the ability for developers and landowners to viably deliver an ambitious level of new housing construction.

**Methodology**

7. A methodology for setting a local housing target was presented to the Council's Local Plan Working Group in March 2013. This paper follows the agreed methodology and provides a detailed baseline analysis and some scenario testing for further assessments work to inform policy development.

8. The methodology contains three key stages
   - baseline evidence gathering
   - scenario projections/ testing
   - policy adjustment

9. The baseline was established using demographic, housing and economic evidence. The demographic element sources official Department of Communities and Local Government (DCLG) and Office of National Statistics (ONS) reports to establish the starting point for understanding the key drivers of population changes. The housing element focuses on both the demand and supply side of housing land which provides an understanding of the key factors that might influence the components of the objectively assessed local housing need. Economic factors are also reviewed and key findings from the Employment Growth Study are to be built into this.

10. Demographic and economic scenario testing helps to gain a better understanding of the key assumptions behind the housing requirement. Scenarios were run applying two demographic models – East of England Forecasting Model (EEFM) and POPGroup Model, which use different assumptions. The application with different demographic or economic assumptions produces different ranges of housing numbers. As a result, the scenarios offer greater insight and help to identify suitable or possible policy options.

11. Policy adjustment considers the scenario outputs to help address a number of policy considerations. Part 1 of this Third Stage focuses on identifying need and demand by pulling together evidence and projections prepared at the previous Stages One & Two. Part 1 proposes a housing delivery range which reflects the "objectively assessed" local housing need. Part 2 then focuses on the supply side considerations. This last stage (Part 2 of the Third Stage) awaits

further work before it can be completed. Further analysis will be undertaken on additional evidence regarding constraints and the discussion with other local authorities required under the Duty to Cooperate.

## Stage 1. Baseline review

12. It is important to establish a localised housing target which is supported by robust evidence and a methodology that is capable of withstanding scrutiny through the Local Plan process. As a starting point, evidence is collected to help establish the baseline position. These evidence sources are considered further looking in detail at demographic, housing and economic factors.

## A. Demographic factors

13. Demographic trends are important to help understand how the population may change in the future. The most recent ONS data and DCLG demographic forecast were reviewed through an interactive web tool - "What Homes Where"[1] to help understand the baseline position of population projection. The tool allows us to understand and explore the characteristics of the resident population and how and why it has changed over time to provide insight into likely future changes. The tool currently uses 2008 based population projections which have been applied in this paper. When the tool has been updated with the revised census information and more recent interim data[2] then further iterations may be necessary.

14. The projections take into account births, deaths and migration rates. The Charts below illustrates what the ONS and DCLG assumptions mean for Breckland District. It is necessary as a first step to understand the national assumptions before any local assumptions are made specifically for the District.

15. Chart 1 illustrates past population trends and population projections taking into account the key drivers of population changes including deaths and births, domestic migration and international migration. It shows that based on the DCLG assumptions, Breckland's population is to undergo a sustained growth over the next twenty years.

16. The population has increased from 107,891 in 1991 to 131,009 in 2011 as evidenced in the 2011 Census. (This contrasts with the projected figure of 133,073 identified in the 2008 projections). It is expected that the population will continue to further grow. The latest projection suggests that the population will eventually increase to 160,676 by 2031[3].

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[1] http://www.howmanyhomes.org/5.html

[2] Ten key principles for owning your housing number – produced by LGA and PAS

[3] Projection is 2008 based, it may need to be updated once further data from ONS is released

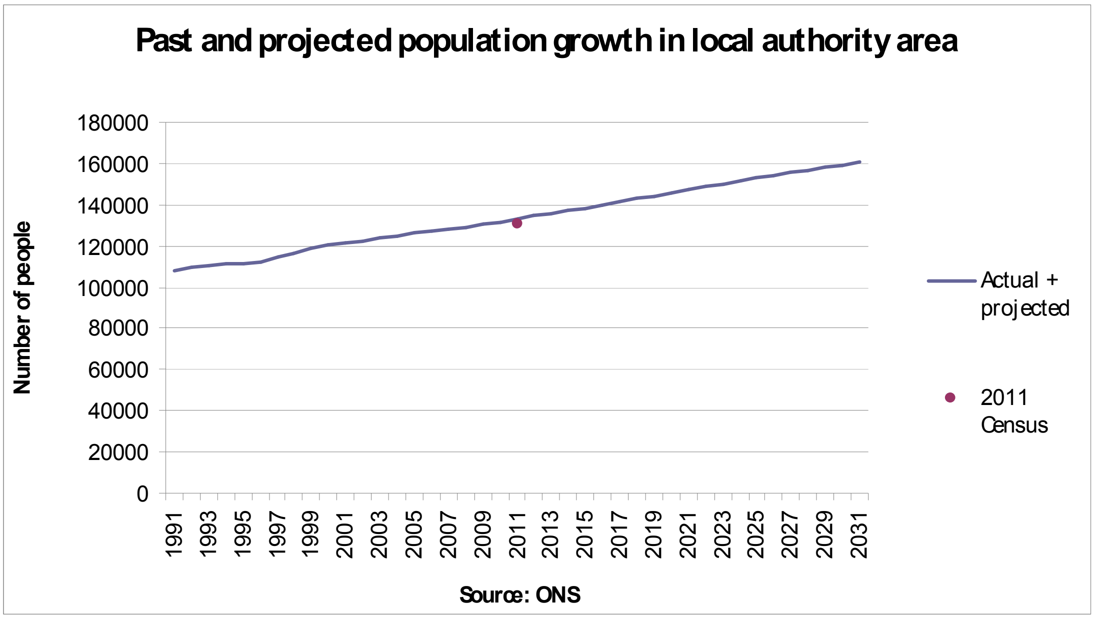


**Chart 1. CLG past and projected population (1991-2033)**

## Key drivers of change

17. The key drivers of change include births, deaths, domestic and international migration. There are a number of important assumptions that sit behind these key factors which will be explained in this section.

18. The charts below illustrate how these factors have affected the population over the period 2001 to 2011 and how the official projections suggest they would cause the population to change over the projection period (2011-2031).

## 1). DCLG population profile and projection – births and deaths

19. The population profile and projection provides a starting point to understand natural population change.

20. Birth rates in the UK have varied significantly over the last half a century with peaks in birth rates in the post-war era and in the 1960s. Since then, birth rates have dropped significantly over time until very recently. The 2008-based DCLG household projections have been based on an assumption of 1.85 children per woman. Variations to this assumption have limited impact on the numbers of households in the first decade (babies and children do not themselves form additional households). In the short to medium term, births have no effect on the number of households. However, in the next 15-20 years any impact will also be limited because births in the first five

years only start to take effect Births in the immediate future have no effect towards the end of the projection period.

21. Overall life expectancy has been growing since the 19th century nationally. Although it is difficult to predict a definite trend, the death rate over the past decade has been successively revised downwards because longevity has increased faster than expected.[4] The DCLG projections assume that life expectancy at birth continues to grow from 78.1 years for men in 2008 to 83.4 years by 2031, and from 82.2 to 87.1 years for women over the same period. Unlike the birth rate, the variance of future life expectancy and death rate will have a significantly greater impact on housing requirements in the Local Plan period.

22. Chart 2 below shows that whilst the projected increase in the birth rate is low, Breckland had seen a steady increase in the first half of the last decade. In the next twenty years, birth rates are projected to plateau. In contrast, the death rate, has been, and is projected to rise over the plan period. The combined effect of births and deaths means that without immigration, the indigenous population will steadily decrease over time and over the Local Plan period.

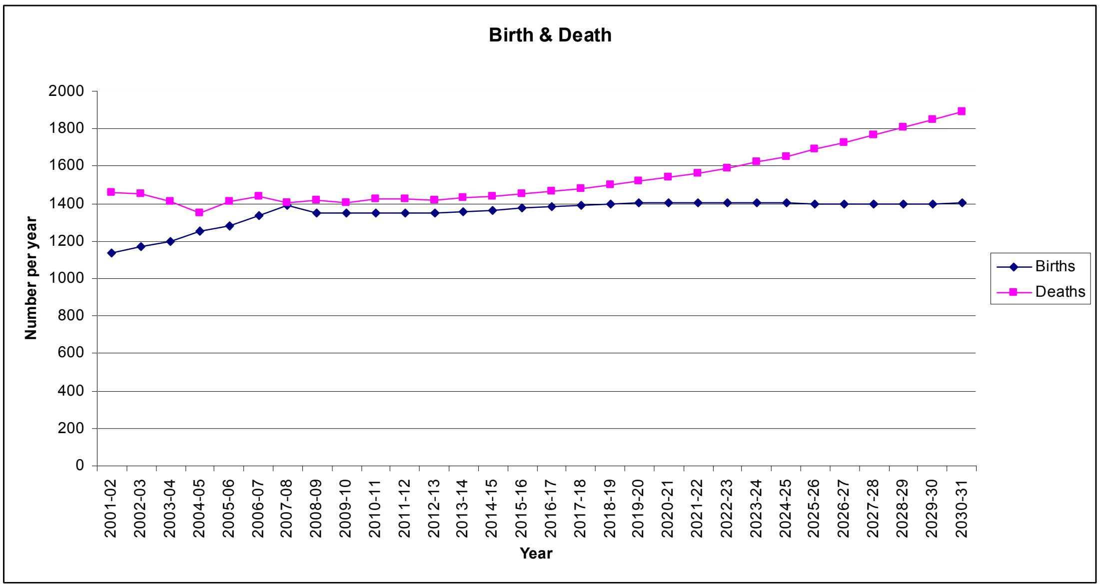


**Chart 2. Past and projected birth & death (2001-2031) – Source: ONS**

## 2). DCLG Migration trends

23. Migration impacts on population change. This section considers aspects of migration both at the international and national (domestic) level.

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[4] Choice of Assumptions in Forecasting Housing Requirements: Methodological Notes

## Internal migration

24. The NPPF expects Local Authorities to take account of migration. Whilst it is possible for an Authority to suggest different assumptions about net flows from the rest of the UK, it would need explicit reasons to suggest why departing from official projections is justified. Any such, variations from published official figures would also need to be backed by consultation with neighbouring authorities under the "Duty to Co-operate".

25. UK domestic inward and outward migration shows relatively synchronised trends. Using information from ONS, there were 6,351 inward migrants in 2001, which was a steady increase before it fluctuated during the middle of last decade and reached 6,737 in 2011. On the other hand, outward migration started at a lower level of 5,214 at 2001 reaching 5,632 in 2011. The gap between inward and outward domestic migration is projected to further widen over the Local Plan period with 7,794 people projected to move into Breckland in 2031 whilst 6,355 will move out. The net effect will result in the District's population increasing by 1,439 as a result of net domestic internal migration through to 2031.

26. This increasing gap between domestic in-migration and out-migration to and from Breckland will, together with other factors, contribute to household growth during the Local Plan period.

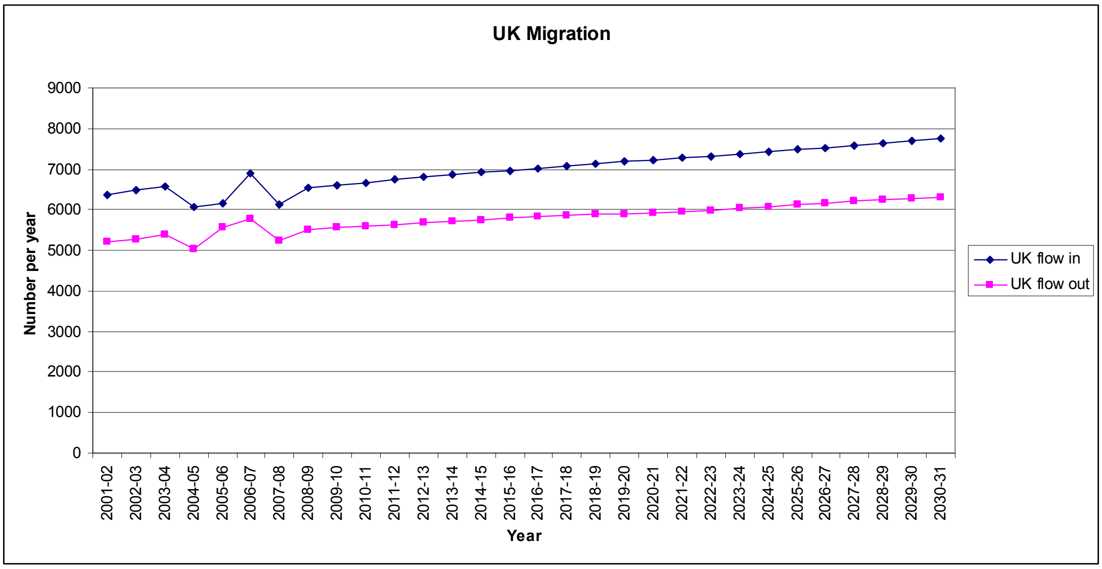



**Chart 3. Past and projected domestic migration (2001-2031) – Source: ONS**

## International migration

27. International migration flows into the UK have changed significantly over the last 20 years and could change again in either direction in the future as a result of international events or UK Government policy changes. The trend of international migration has followed a similar broad pattern to internal migration, albeit at a relatively smaller scale and with more dramatic fluctuations. Past trends have showed that the gap between inward and outward international migration is very difficult to predict. However, the recent trend from 2008 onwards has seen the net flow becoming more stable. Inward international migration is projected to stabilise at a level of 829 per year between 2011 and 2031. Outward international migration is projected to grow from 518 per year in 2011 to 532 by 2031.

28. Despite the unpredictability of projecting international migration, the differences between the inward and outward international immigration have been relatively small compared to domestic migration. Chart 4 projects a relatively stable international immigration trend. As mentioned above it is likely to be influenced by other factors such as current and future national immigration policies. Overall, during the Local Plan period Breckland District would see more international migration into the area than out of the UK.

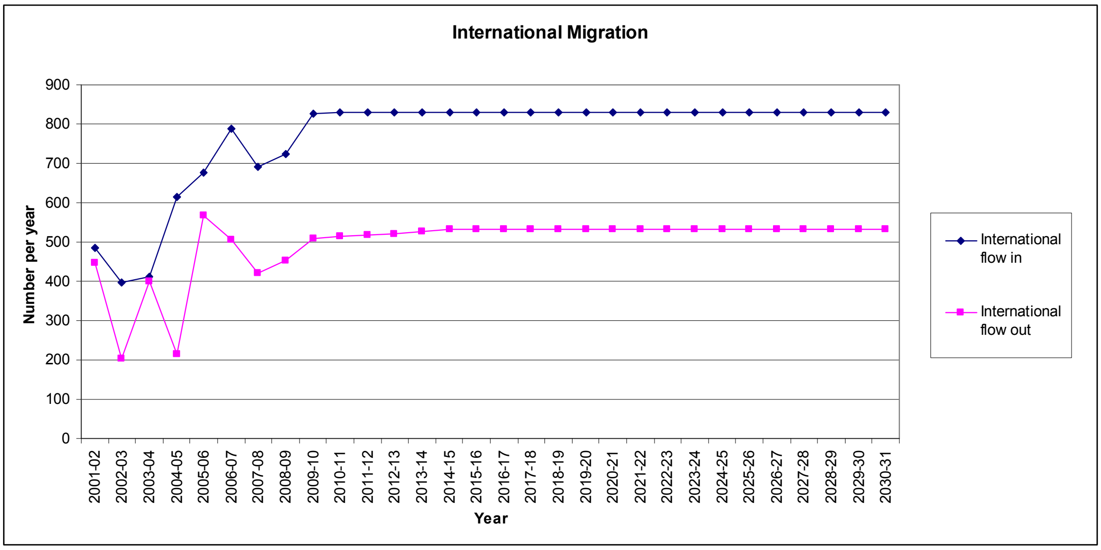



**Chart 4. Past and projected international migration (2001-2031) – Source: ONS**

29. Future population change will depend largely on the assumptions that will be influenced by immigration and the economy. Therefore, it is difficult to paint a precise picture of how each key driver might impact on the total population change in the future. Chart 5 presents a snapshot of how the key drivers of change contribute to the population change during 2001 and 2011. Natural births and

deaths contribute negatively to the indigenous population change in Breckland District. The key driver for population growth has been UK domestic immigration with an annual growth rate of 827 people and 282 per year for international migrants.

30. The implications for household change are more complex and require a more detailed analysis of other factors such as age, composition and household formation rates as discussed in the following sections.

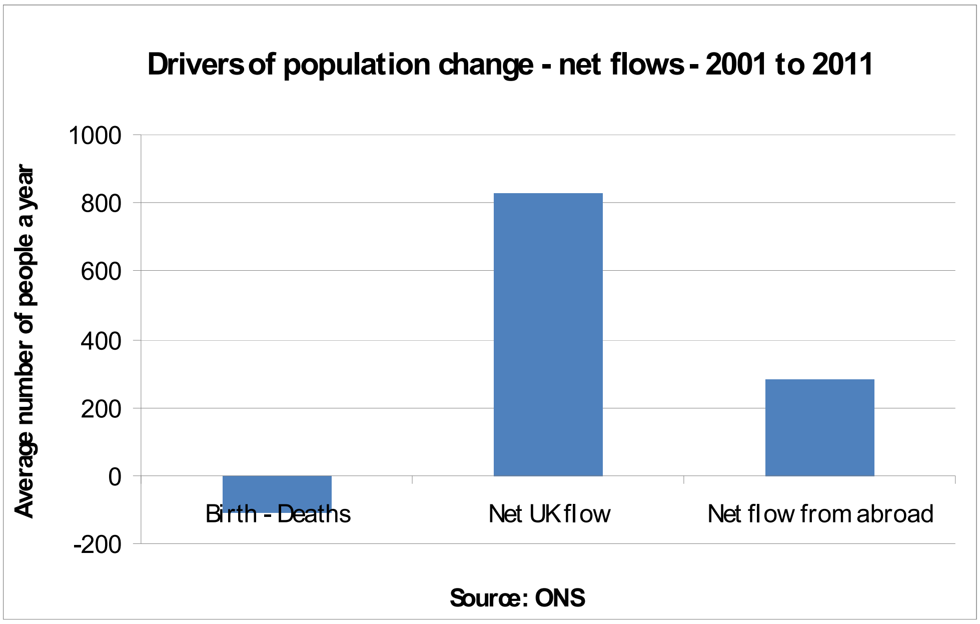



**Chart 5. Comparison of key drivers contributing to net population change (2001-2011)**

### 3). DCLG population age composition and projection

31. Evidence has been reviewed which demonstrates changes between the current population and the forecasted population by different age groups. It is important to understand the implications of changing population age groups in terms of the composition of the economically active workforce.

32. As discussed in Section 31 above, the age composition has a significant impact on the number of houses required in the future. Chart 6 illustrates how specific age groups have changed and will change over the Local Plan period. The 80+ age group in Breckland has seen the most dramatic increase from 4,609 in 1991, to 8,242 in 2011. This age group is projected to increase to 18,423 by 2031. Similarly, the population group aged 60-79 have also seen a significant increase from 21,297 in 1991 to 31,369 in 2011, with a

projected increase of 41,689 by 2031. An increased proportion of the elderly population including a projected increase in life expectancy will impact significantly on future housing demand.

33. Younger population groups will see a slower increase and remain relatively stable and thus have less impact on housing requirements.

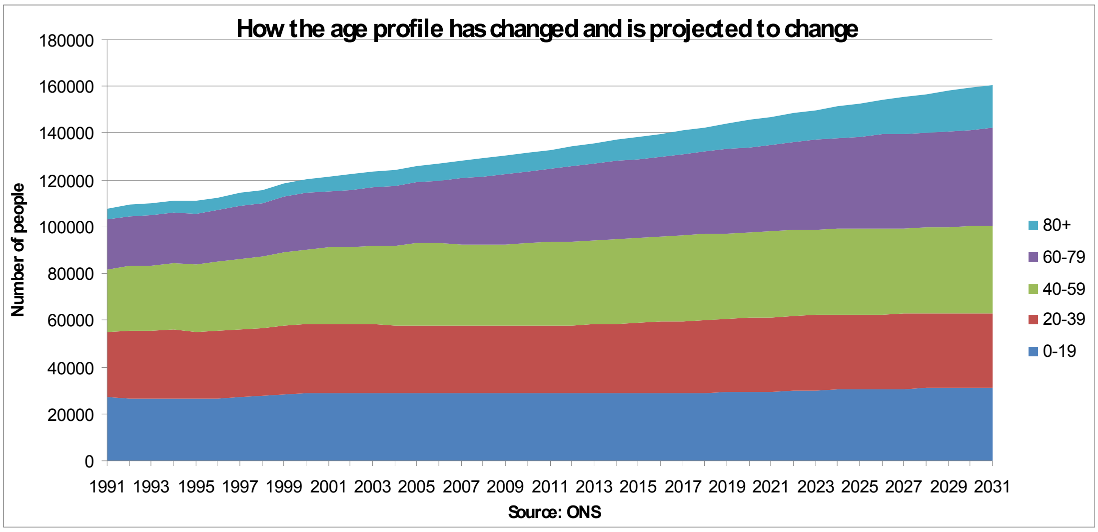



**Chart 6. Past and projected age profile (1991-2033)**

## 4). DCLG household size and type projections

34. The household projection demonstrates the changes in household types and sizes and provides a starting point in understanding housing need and demand in Breckland District.

35. Correlating with population trends, evidence indicates that smaller sized households have been increasing and will continue to increase. The increase in the elderly population, together with changing household formation rates, will be the most significant factors influencing future housing requirements. Single person households are the fastest growing group and will continue to grow at a faster rate. Single person households have increased significantly from 1991 levels of 10,264 to 18,907 in 2011 and are projected to reach 30,025 by 2031. This is almost three folds in four decades.  Couple only households have seen an increase between 1991 and 2011, albeit at a slower rate. However, the growth rate of this group will increase at a faster rate in the next two decades and is projected to reach 25,820 by 2031, which is up from the 2011 level of 20,138. Other groups such as small families with only one child as well as larger families will see a slight increase; however this will have

less impact on overall housing requirements than single person households.

36. Chart 7 illustrates how household composition has changed and will change over time during the Local Plan period.

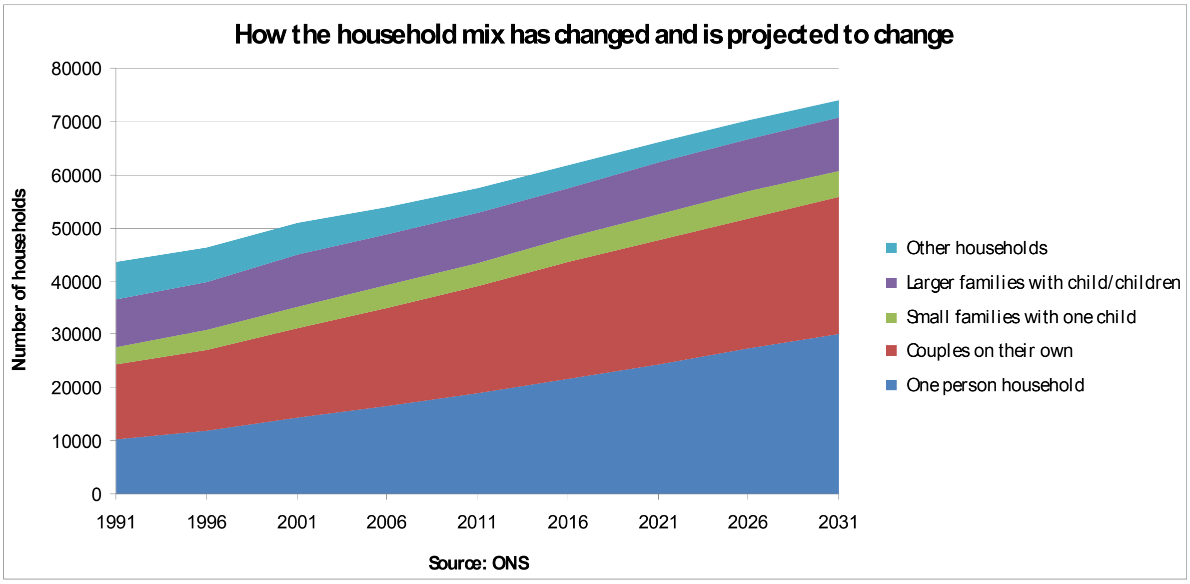



**Chart 7. Past and projected household mix (1991-2031)**

### 5). Household formation patterns

37. Changes in the rate at which households form and dissolve can have a big influence on both the number and type of households in a local authority area. The projection methodology notes[5] suggests that influences could include:

- young adults living with parents for longer,
- young people living in shared houses for longer before finding a home of their own, either alone or with a partner,
- couples starting families later, and
- changing divorce rate.

38. There have been significant changes in household formation patterns over the last ten years and that, in part explains why the household numbers in the early 2011 census results are different from what previous projections (2008) have suggested. There may be evidence to consider amending assumptions on household formation rates to reflect local evidence, and this will be discussed at stage 2 when reviewing growth scenarios.

[5] Choice of Assumptions in Forecasting Housing Requirements – prepared by Cambridge Centre for Housing & Planning Research

39. The assumptions made about household formation patterns in the 2008-based CLG projections are based on evidence of historic headship rates partly derived from census data and the Registrar General's mid-year estimates, along with the more recent Labour Force Survey data. The 2011 census was carried out at a time when the country had been in an economic downturn for three years following a period of sharply deteriorating house price affordability, which depressed household formation. It is therefore arguable that the lower household formation rate revealed from the census is due to short term factors and could be re-balanced during the plan period. This matter will be further explored in the scenario testing section (stage 2).

40. The scenario assumptions used in the East of England Forecasting Model investigates this matter in more detail.

### 6). DCLG household forecast

41. The latest DCLG's 2008-based household projection shows an increase of 16,554 households between 2011 and 2031, or 828 per year. This figure by itself should not be considered as the objectively assessed local housing need. There are other factors that affect the number of households likely to be created. This section and the following sections discuss in more detail other factors that might affect household change.

## B. Housing factors

42. A comprehensive range of housing related baseline information has also been reviewed to form a more rounded baseline to inform future housing numbers. The information collected is crucial for establishing the scenarios for the subsequent stages.

### 1). Housing demand

43. A Strategic Housing Market Assessment (SHMA) has been prepared in-house by Breckland Council. The SHMA is a key piece of evidence that informs the housing number target settings process. The SHMA is produced to identify current and future housing needs within the market, as well as providing evidence to underpin Breckland Council's ongoing policies and provide the right mix of dwellings across both affordable and market housing. It also provides details of evidence regarding the level of affordable housing required, as well as type, size and tenure of the properties.

*All tenures*

44. The SHMA used the East of England Forecasting Model (EEFM) to ensure consistency over the methodology across the County so that the Duty to Cooperate issues can be addressed and built into the evidence preparation process.

45. The SHMA uses the EEFM 2012 modelling run and projected an increase of 710 – 750 dwellings per year in Breckland during the plan period up to 2031 across all tenures. The most updated EEFM modelling run in September 2013 indicates a much lower housing demand which ranges from 432 dwellings per annum applying a flat occupancy ratio under "Lost decade" scenario to 683 dwellings using the official occupancy ratio in the high migration scenario.

*Affordable housing*

46. Based on the primary research undertaken by Breckland Council, the weighted data shows a need of 398 net affordable dwellings annually within the next 5 years. The research has also been able to breakdown the net housing need by sub-areas of the district, as shown in Table 1 below:

**Table 1: net housing need by sub-area**

| Sub-area | Net need in sub-area |
|---|---|
| **Attleborough** | 61 |

| | |
|---|---|
| **Dereham** | 59 |
| **Swaffham** | 36 |
| **Thetford** | 25 |
| **Watton** | 13 |
| **Rural North West** | 2 |
| **Rural South West** | 1 |
| **Rural South East** | 77 |
| **Rural North East** | 66 |
| **Central** | 53 |

**Source: Breckland SHMAA, 2013**

47. An important message from the assessment is that the affordable housing needs requirement exists for dwellings in all areas across the district. The most acute needs are in Dereham and the north-east of the district with lower needs in some other areas and with needs closely more aligned in two rural sub-areas. Therefore, it is appropriate for affordable properties to be constructed in any part of the district, to meet the needs of the whole district. It is considered that no properties in any area are likely to remain empty from low demand or become difficult to let. The same conclusion is also drawn regarding property size, with no properties likely to be at risk of falling into low demand or become difficult to let due to their size.

48. To establish a meaningful requirement to inform future affordable housing policies in the Local Plan, the SHMA concludes that the need for affordable housing remains strong, and the calculation suggests that the 398 net new additional annual affordable housing needs would justify a 40-45% affordable housing requirement. It is also considered that the evidence is sufficient to recommend a split of 65% affordable rented and 35% intermediate or shared equity housing. However, it also stresses that these findings will be tested as part of the wider viability work on the new Local Plan which will be crucial in determining a deliverable affordable housing requirement.

**2). Past performance**

49. Historical housing completions rates are a useful benchmark to help determine whether the future housing target is realistic and deliverable. It also provides a useful insight into delivery rates over full economic cycles which will better inform the decision making process.

50. Housing completions data since 2001 has been collected for the purpose of this review. Chart 8 illustrates the historical housing completions since 1992. The average annual housing completions

over the past 20 years is 563 dwellings which is very similar to the average over the past 10 years which saw a completion rate of 567 dwellings per annum. However, the past five year's figure is more pessimistic as it covers the period of the global economic downturn from 2008/9. The last five year's average of 442 dwellings has been significantly below the cyclical averages of the past 10 and 20 years.

51. It is worth noting that recent government intervention to stimulate housing development has not so far been reflected in the housing completions. It is expected that the housing completions will improve over the current year and further evidence on whether the intervention has had significant implications on Breckland will be available in April 2014 through next housing completions survey.

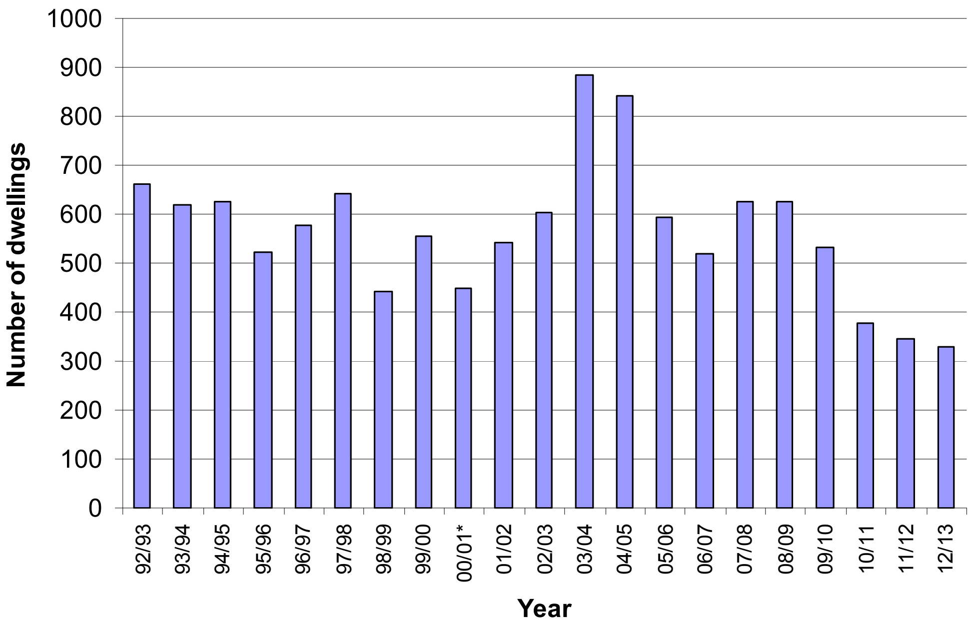
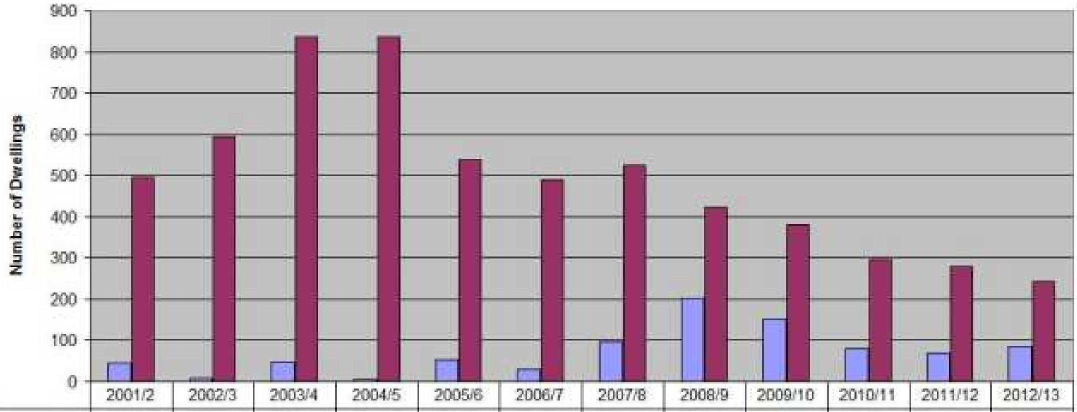



**Chart 8. Historical housing completions[6] (1992-2013)**

52. Affordable housing completions have improved overall and peaked at the economic boom in 2008/2009. Although the level of affordable housing has reduced significantly since 2008, the proportion of affordable housing remains consistent over the recent years and improved 2012/13.

**Affordable Completions by Tenure 2001-2013**

[6] Peak completions figure at 2003/4 is partially due to the change of counting procedures of housing completions




| | 2001/2 | 2002/3 | 2003/4 | 2004/5 | 2005/6 | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 | 2011/12 | 2012/13 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Affordable | 46 | 9 | 49 | 6 | 53 | 29 | 97 | 202 | 152 | 80 | 68 | 86 |
| Private | 496 | 595 | 835 | 835 | 539 | 491 | 524 | 424 | 382 | 296 | 280 | 243 |

**Chart 9. Housing completions by tenure (2001-2013)**

### 3). Housing land availability

53. The Strategic Housing Land Availability Assessment (SHLAA) concluded that from 2011, the study area has an overall unconstrained capacity of 22,128 dwellings and 20,714 dwellings with constraints applied. Table 2 illustrates the detailed breakdown of both constrained and unconstrained capacities. The SHLAA is a key piece of the evidence that informs the Local Plan preparation. The most recent SHLAA was undertaken in 2011 with reviews of the sites included annually through the Annual Monitoring Report (AMR). The SHLAA assesses the market towns and Local Service Centres within Breckland and seeks to identify land with potential for residential development and assesses that potential.

| **Timescale** | | | | |
|---|---|---|---|---|
| | **2011-2016** | **2016-2021** | **Post 2021** | **Total** |
| **Attleborough total** | **520** | **1,035** | **9,204** | **10,759** |
| Attleborough constrained total | (400) | | | (10,639) |
| **Dereham total** | **551** | **721** | **600** | **1,872** |
| Dereham constrained total | | | | (600) |
| **Thetford total** | **10** | **12** | **5,000** | **5,022** |
| Thetford constrained total | | | | (5,000) |
| | | | | |
| Rest of Breckland total | 2,948 | 770 | 757 | 4,475 |
| **Breckland grand total** | | | | **22,128** |
| Breckland constrained total | | | | (20,714) |

**Table 2. SHLAA Capacity – constrained & unconstrained**
**Source: Breckland SHLAA (2011)**

54. The constraints mainly involve the cumulative effects of development in certain market towns, where in some cases, the cumulative effects may surpass trigger points for the delivery of the key infrastructure. This needs to be factored into the delivery trajectories.

55. Although the constraints and delivery timescale indicate when a site may realistically be developed, it should be acknowledged that even on sites that would take many years to develop that some development could start earlier and conversely, some development may take place in a later phase. This means that a degree of flexibility and allowance could be made towards delivery timescales.

**4). Baseline position**

56. The NPPF requires local authorities to use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for housing in their housing market area and identify a supply of 5 years worth of housing land against their housing requirements. A baseline position of housing land supply needs to be established and to be taken into account in the target setting process to help reflect the objectively assessed local housing needs. The table below summarises the key information that would help inform the baseline position of the housing requirement.

57. The main elements relating to this are demonstrated in the table 3, which shows a supply of 4,435 dwellings which are already in the pipeline of housing supply as of 31 March 2013.

| **Baseline date – 1st April 2011** | |
|---|---|
| Dwellings already completed (from starting date of the plan - April 2011 to March 2013 | 675[7] |
| Dwellings with planning permissions as at 1 April 2011 | 2,664 |
| Allocated sites (without permissions) as at 1 April 2011[8] | 47 |
| Allocated sites (without permissions) through the Site Specific Allocations adopted January 2012 | 1,049 |
| Total | 4,435 |

**Table 3. Housing land supply baseline position**

[7] 675 dwelling completions (338 dwellings per annum) is significantly lower than the assumed figure reflecting average completion rates.

[8] The only two Local Plan allocations remaining, are site H1 in Watton and H6 in Attleborough in the old Local Plan as at 1 April 2011. The Site Specific Policies and Proposals DPD was subsequently adopted in January 2012. Therefore, the 1 April 2012 data is used as a best proxy to help establish a more robust baseline position.

**5). Windfall sites**

58. The NPPF indicates that local planning authorities may make an allowance for windfall sites in the five-year supply if there is compelling evidence that such sites have consistently become available in the local area.

59. Housing developed on windfall sites make up a large proportion of overall dwelling completions across the district. Over the last 5 years, Breckland has seen an average of 426 dwellings delivered through windfall development annually, and the 10-year average is even higher with 437 completions per year. Windfall development makes up 96% of the total housing completions over the last five years and 77% for the last ten years respectively.


**Chart 10. Windfall Housing Completions**

| Year | 01/ 02 | 02/ 03 | 03/ 04 | 04/ 05 | 05/ 06 | 06/ 07 | 07/ 08 | 08/ 09 | 09/ 10 | 10/ 11 | 11/ 12 | 12/ 13 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Total Completions** | 543 | 604 | 884 | 841 | 592 | 520 | 625 | 627 | 533 | 376 | 346 | 329 |
| **Windfall Completions** | 322 | 336 | 310 | 475 | 460 | 387 | 607 | 626 | 530 | 374 | 302 | 297 |
| **Windfall Percentage** | 59% | 56% | 35% | 56% | 78% | 74% | 97% | 100 % | 99% | 99% | 87% | 90% |

**Table 4. Windfall completions and percentage**

60. The percentage of windfall development is often low at the start of a plan period due to a large portion of sites positively identified through the sites allocation process. When allocated sites are developed out, the percentage of windfall development would normally rise towards the end of a plan period. Housing development in Breckland over the last decade followed this pattern, although there were some natural fluctuations. However, the year 2012/13 did not see an increased percentage of development on allocated sites following the adoption of the Site Specific Policies and Proposals DPD. This is considered to be largely due to the economic downturn.

61. Although there are inevitably fluctuations in the level of windfall development, the overall level of windfall development in Breckland is expected to remain strong and continue to make a contribution towards the overall housing supply required for the Local Plan period.  As the delivery of windfall development is relatively unpredictable, whether they can be counted towards the total housing supply during the Local Plan may be arguable. Nevertheless, the large percentage of windfall housing supply is an important consideration to inform the development of a housing target for the Local Plan.

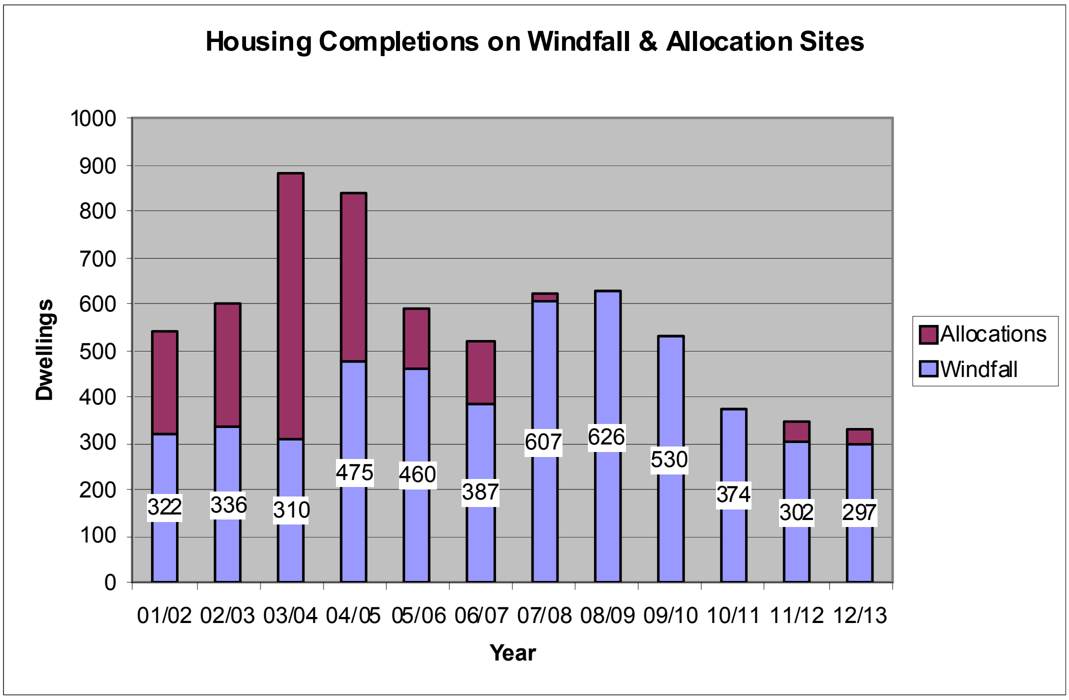



**Chart 11. Housing Completions on Windfall & Allocation Sites**

## 6). Other related housing indicators

62. Other relevant information such as housing vacancy rates and unfit dwellings have also been reviewed. A Stock Condition Survey undertaken by David Adamson in 2007 revealed a decent homes rate of 82.8% in Breckland District. Various factors contribute to non-decency of homes and they are different across the District. A high level of non-decency reflects a stock in poor condition, likely to lead to residents seeking to move on and risking abandonment and empty homes. The empty properties across the District contribute to 4.2% of the total stock. There is no evidence suggesting that any part of the District has an extremely weak demand that may stifle future housing development, however, the non-decency and empty home levels need to be taken into consideration in planning housing provision in specific areas.

## C. Economic factors

63. Evidence on the local economy and job growth is important to understand the future local housing market. The housing provision/target should be set in a way that balances workforce and jobs in the District. Housing targets should be at levels that are not at odds with future levels of labour supply and economic ambition.

64. Identifying the desired level of housing is influenced by many factors, such as part time and full time employment compositions and travel patterns. There will be a number of policy options available to the Council as to whether the Council wishes to consider a higher dwelling provision to support local employment growth and/or boost local service employment from increased population and consumer spending; as well as whether the Council should let the market decide where people choose to live and work or to plan sustainable growth to achieve a balance between workforce and jobs whilst reducing longer commuting journeys.

65. These options are influenced by a number of economic factors, as follows:

**1). Part-time / full time composition**

66. The breakdown between full and part-time workers in Breckland shows that a greater proportion of employees are in full-time employment than in any other district in the county. This figure is similar to that of the East of England but lower than the national average.

| | Full-Time | Part-Time |
|---|---|---|
| Breckland | 66.8 | 33.2 |
| Broadland | 66.1 | 33.9 |
| Great Yarmouth | 60.7 | 39.3 |
| King's Lynn and West Norfolk | 64.9 | 35.1 |
| North Norfolk | 60.1 | 39.9 |
| Norwich | 61.1 | 38.9 |
| South Norfolk | 64.0 | 36.0 |
| Greater Norwich | 63.0 | 37.0 |
| Waveney | 62.2 | 37.8 |
| Norfolk | 62.7 | 37.3 |
| East of England | 67.2 | 32.8 |
| England | 69.0 | 31.0 |

**Table 5. Breakdown of full and part-time employment (Norfolk Local Economic Assessment 2010)**

**2). Employment growth**

67. Evidence related to employment growth will form a baseline to assess potential impact of growth. This element is reviewed in the Employment Growth Study prepared by Nathaniel Lichfield and Partners (NLP).

68. An Employment Growth Study has been prepared and will be available in a separate report. The Employment Growth Study will form an integral part of the evidence to inform future housing need.

**3). Travel to work patterns**

69. Analysis of journey patterns helps to understand whether the district is mainly a job importer or exporter. As yet the results from the latest 2011 census have not been published therefore the baseline information is mostly based on the 2001 census and the economic assessment undertaken by Norfolk County Council at a county level.

70. Breckland is covered by three Travel to Work Areas (TTWAs)[9]. The southern part of the district is covered by the Thetford and Mildenhall TTWA; the north-western part is covered by the King's Lynn and Fakenham TTWA, while the north-eastern part is covered by the Norwich TTWA. The market towns of Attleborough and Watton fall into the Thetford and Mildenhall TTWA, Dereham falls into the Norwich TTWA and Swaffham falls into the King's Lynn and Fakenham TTWA.

71. Thetford is the most self-contained settlement in terms of employment with 58% of people who work in the town also living in the town. For those who live in the town, 61% of them also work there. In terms of other high commuter movements, there is significant cross county movement to and from Suffolk where 16% of people working in Thetford travel from Suffolk, while 24% of people living in Thetford work in Suffolk.

72. The second most self-contained settlement in the district is Dereham with 60% of people working in Dereham also living in Dereham. For

[9] Travel to Work Areas (TTWAs) are based on the Census and defined as areas where people tend to both live and work. The precise definition is somewhat complex but areas are defined as such that the majority of people who live in them also work in them. The latest available information is based on 2007 information. 2011 census information is awaited.

those who live in Dereham, 52% of them also work in the town. There is significant movement from both Attleborough and Dereham into to Norwich, 14% and 13% respectively.

| | | Persons | |
|---|---|---|---|
| **AREA** | **Inflow** | **Outflow** | **Balance** |
| **Breckland** | 6.0 | 5.6 | +0.4 |
| **Broadland** | 6.3 | 5.8 | +0.5 |
| **King's Lynn and West Norfolk** | 5.9 | 5.3 | +0.6 |
| **North Norfolk** | 4.6 | 4.2 | +0.4 |
| **Norwich** | 11.0 | 11.0 | 0.0 |
| **South Norfolk** | 7.4 | 6.1 | +1.3 |
| **East of England** | **151.7** | **136.7** | **+15.0** |

**Table 6. Travel to work patterns**
**(Source: Norfolk Local Economic Assessment – Breckland, 2010)**

73. Overall, Breckland is a net job importer. Table 6 shows that there are more people coming into Breckland District to work than there are Breckland residents working outside the District. However, the difference is relatively low compared to other districts in Norfolk, other than Norwich.

## Stage 2. Projection Scenarios

74. The information/ baseline data collected through the first stage is used to generate a range of scenarios. The key scenarios have been generated through two main forecasting models: the Oxford Economics Forecasting Model and the POPGroup model. Together with trend based dwelling forecasts, these scenarios are used to inform an objectively assessed local need.

75. The purpose of generating projection scenarios is not to look for an option that can be chosen as a preferred scenario. The scenarios are based on various assumptions and do not necessary represent reasonable or objective options. The scenarios are to facilitate understanding of the consequences of different projections driven by different factors, i.e. economic, demographic and supply, rather than providing genuine choices.

76. The purpose of running a range of scenarios is to provide a more comprehensive picture to help understand the implications of various demographic and economic assumptions.

### A. Oxford Economics Model (East of England Forecasting Model)

77. The East of England Forecasting Model (EEFM) was developed by Oxford Economics to project economic, demographic and housing trends which cover a wide range of variables. It provides a credible economic forecasting service for Local Authorities.

78. The Model captures the interdependence of the economy, population and housing at the local level, as well as reflecting the impact of broader economic trends at a regional level. The employment forecasts take account of the supply and demand for labour and the housing forecasts take account of both economic and demographic factors. This structure allows scenarios which test the impact of variables upon each other, for example the impact of housing supply on economic variables.

79. The Model produces forecasts for each Local Authority in the East of England and extends to neighbouring authorities in the Local Enterprise Partnerships (LEPs) covering the area. Data limitations mean that output for individual districts, particularly for sectors, distant future years etc, should be treated with caution.

80. This study utilises EEFM 2013 modelling run which includes scenarios based on high migration (the baseline run uses lower migration assumptions than ONS projections) and a 'lost decade', where there is very little economic growth in the short term.

81. A number of factors that constrain forecasting are listed below, which will be taken into account when utilising the model at a detailed level:
- The EEFM forecasts are based on observed past trends only;
- The forecasts are unconstrained;
- The forecasts are subject to margins of error;
- The forecasts are less robust at smaller geographic areas;
- Reality is more complex than any model; and
- Forecasting models will not all agree.

82. For example, this means that the jobs targets may not be realised if held back by constraints (physical, labour, skills etc.) but alternatively they can be exceeded if interventions boost particular sectors or areas above previous trend growth. Policies and interventions will be taken into account at subsequent stages to make the forecasts a reality.

83. Table 7 summarises the average dwelling demand over the projection period up to 2031. The official occupancy ratio uses the DCLG assumption whilst the flat occupancy ratio uses a single flat ratio for housing occupancy levels.

| | **Baseline** | **Official occupancy ratio** | **Flat occupancy ratio** |
|---|---|---|---|
| **Baseline scenario** | 522 | 622 | 443 |
| **High migration scenario** | 581 | 683 | 501 |
| **Lost decade scenario** | 510 | 610 | 432 |

**Table 7. Summary of the outputs from EEFM projection scenarios**[10]

[10] See Annex 1. EEFM demographic modelling output summary

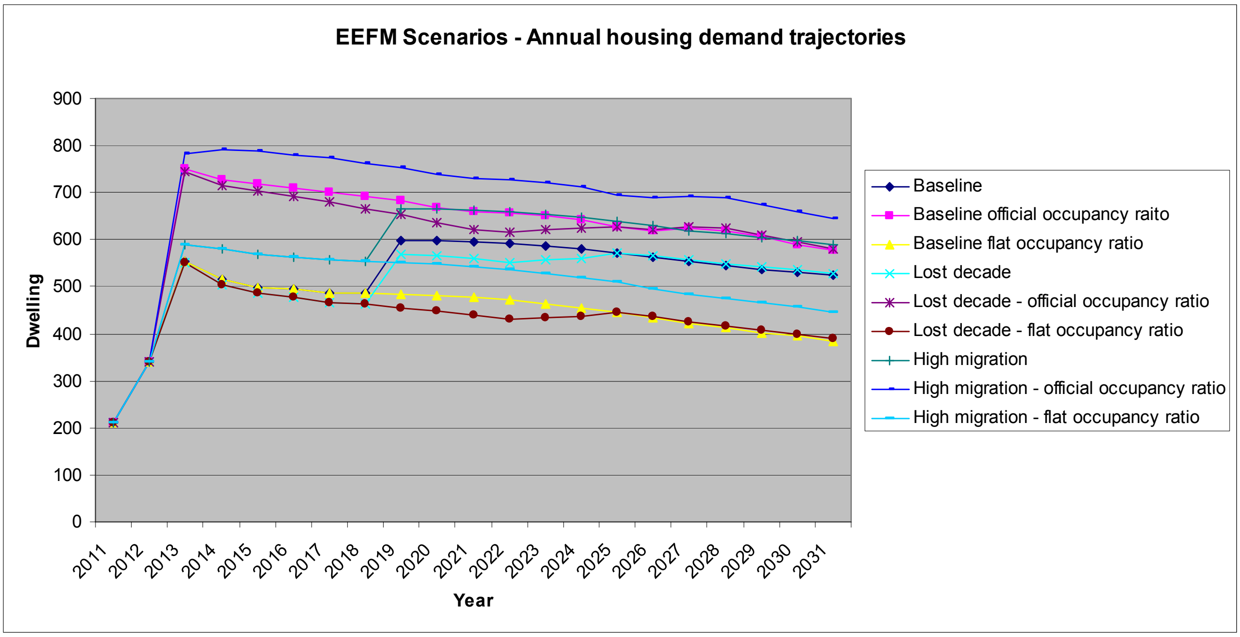



**Chart 12. EEFM Scenarios - Housing demand trajectories 2011 – 2031**

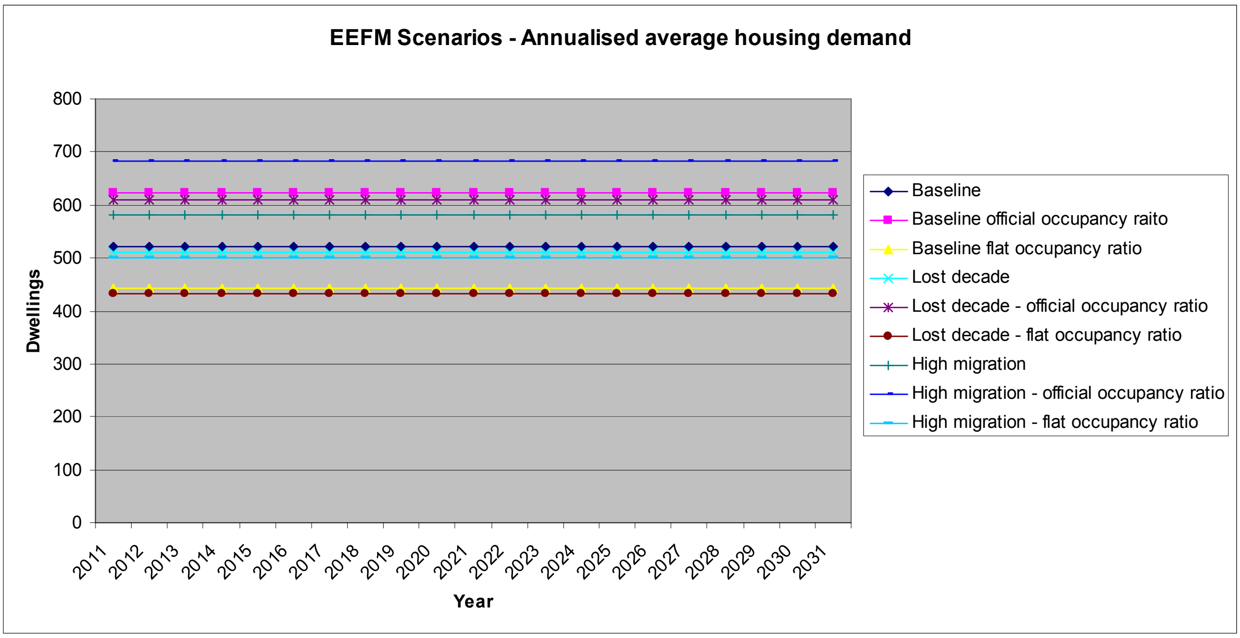



**Chart 13. EEFM Scenarios - Annualised average housing demand 2011 – 2031**

84. Chart 12 and 13 illustrate the annual demand trajectories and the annualised average housing demand through out the projection period. As shown, the high migration scenario produces the highest annual housing demand figure of 683 dwellings per annum, whilst the lost decade scenario only shows a growth of 432 dwelling per annum. In addition, the DCLG official occupancy ratio assumes that household formation rates will continue to grow based on past trends and therefore projects a relatively higher housing demand

whilst the flat occupancy ratio (which reflects the fact that the occupancy ratio tends to stabilise during the last decade) often leads to a more pessimistic results.

85. For the detailed EEFM projections output, see Annex 1.

## B. POPGroup Forecasting Model

86. POPGROUP is a family of software developed to forecast population, households and the labour force for areas and social groups. It is widely used to aid local authorities to explore and analyse alternative forecasts of demographic change in local areas.

87. A set of scenarios were set up in the methodology to look at the implications of different scenarios on housing need during the forecasting period between 2011 and 2031. The list of scenarios were slightly rationalised to reflect the real need of the study as recommended by the consultants Nathaniel Lichfield and Partners.

88. The consultant's technical report sets out the detailed assumptions behind POPGroup'a demographic modelling (See Annex 2). These include demographic factors such as baseline population, fertility rates, mortality rates, domestic and international migration as well as housing and economic factors such as household formation rates (headship rates), economic activity rates, labour force ratio and commuting patterns. This report does not intend to explain how these demographics work in detail, rather it will focus on the outputs of these scenarios to aid the decision making process and inform objectively assessed housing need.

89. The scenarios undertaken are divided into three categories, including demographic-led, economic-led and supply side scenarios. They are explained below:

### Demographic Led

90. The demographic scenarios use components of population change (births, deaths and migration) to project how the future population, their household composition and consequently their requirements for housing will shift in the future. It also projects the quantum of population who will be economically active and will support employment growth.

***<u>Scenario A. ONS 2010-based SNPP</u>***

91. The scenario is based upon the rates of projected migration, births and deaths in the Breckland District identified within the ONS 2010-based sub-national population projections (SNPP).

92. This scenario projects an average housing demand of **688**[11] dwellings per annum.

## ***Scenario B. 2011 SNPP***

93. This scenario uses projected assumptions which have been partially updated by ONS to a Census 2011 base. They are based on the 2011-based interim sub-national population projections published on 25 September 2012 which are the most recent set of Government population projections at the time of writing. These projections only run to 2021, albeit for modelling purposes and beyond that date it has assumed that trends in population change will hold constant at the rates projected for 2021.

94. This scenario projects an average housing demand of **699**[12] dwellings per annum.

## ***Scenario C. Long Term Migration Trend***

95. This scenario is based upon continuation into the future of the average past migration trends observed in Breckland over the longer term. This draws upon ONS estimates of domestic and international migration over the previous 10 years for the District, utilising the revised Mid-Year Estimates Series for 2001 to 2011.

96. This scenario projects an average housing demand of **634**[13] dwellings per annum.

## ***Scenario D. Short Term Migration Trend***

97. This scenario is based upon continuation into the future of the average past migration trends observed in Breckland District over a longer term past period. This draws upon ONS estimates of domestic and international migration over the previous 5 years for the District, utilising the revised Mid-Year Estimates Series for 2001 to 2011.

98. This scenario projects an average housing demand of **582**[14] dwellings per annum.

## ***Scenario E. Nil Migration***

[11] See Annex 2 POPGroup demographic modelling output summary table
[12] See Annex 2 POPGroup demographic modelling output summary table
[13] See Annex 2 POPGroup demographic modelling output summary table
[14] See Annex 2 POPGroup demographic modelling output summary table

99. This scenario models a situation whereby there is no movement in or out of the District. This is not necessarily a realistic and reasonable scenario to assume for the basis of future planning, given that such a scenario is substantially different to the migratory patterns seen in the District historically. However, it does give a proxy for considering the impacts of purely natural change on the existing population.

100. This scenario projects an average housing demand of **68**[15] dwellings per annum.

**Economic Led**

101. The economic-led scenario is based upon an understanding of the relationship between employment and housing. This scenario is demographically modelled using the projected number of jobs as the fixed variable, with the projected migration constrained or inflated to a level which, alongside the profile of migrants moving in and out and natural change within the population, produces a labour force which is sufficient to support a given level of employment growth within the District. This assumes that the current commuting dynamic inferred by the balance of workers and jobs in Breckland (the Labour Force ratio) will either remain static or shift based on the assessed outcomes of the scenarios.

***Scenario F. 2013 EEFM Baseline Trend***

102. This scenario sets job growth at the number of jobs within 2013 East of England Forecasting Model Baseline projection produced by Oxford Economics, as adopted in the Breckland Economic Growth Study (2013) produced by NLP. This indicates growth of 3,957 jobs between 2011 and 2031 or 198 jobs per annum.

103. This scenario projects an average housing demand of **634**[16] dwellings per annum.

**Supply Led**

***Scenario G. Past Housing Delivery Trend***

104. This supply-led scenario is demographically modelled and uses the number of houses delivered each year as the fixed variable. It assumes that 593 dwellings are delivered each year in Breckland District, in line with the average delivery over the past 23 years from 1990/91 to 2012/13. The outputs indicate what level of population

[15] See Annex 2 POPGroup demographic modelling output summary table
[16] See Annex 2 POPGroup demographic modelling output summary table

and job growth could be supported in the District based on this level of housing delivery.

105. This scenario projects an average housing demand of **593**[17] dwellings per annum.

[17] See Annex 2 POPGroup demographic modelling output summary table

## Stage 3. Policy Judgement/ Adjustment

106. Stages 1 and 2 provide a range of baseline information and scenarios to facilitate the setting of a local housing target. The scenarios presented do not necessarily represent genuine policy choices but rather they are used for further discussions in providing a robust framework for policy judgement.

107. Breckland District Council is the first Council in Norfolk that is seeking to produce a single Local Plan under new planning legislation. Setting a local housing target may be subject to a number of risks, in particular, its ability to meet the Duty to Cooperate objectives. The Norfolk Strategic Planning Group, which comprises all Local Authorities in Norfolk, is looking to develop a protocol that will help Local Authorities better fulfil the Duty to Cooperate. Given Breckland's advanced stage in the process, this provides the opportunity to influence neighbouring authorities deal with Duty to Cooperate issues.

108. Breckland also borders a number of Suffolk Councils which include Forest Heath, Mid Suffolk and St Edmundsbury Districts. The need to cooperate beyond the County boundary will be tested through further consultation and involvement with these district councils that border Breckland.

109. Most neighbouring local authorities have an adopted Local Development Framework with housing targets set through the now revoked Regional Spatial Strategy (RSS) and they do not currently appear to have an imminent commitment to start preparing a new Local Plan. Breckland District Council recognises that there are risks to developing a housing target in isolation without a means for discussion with neighbouring local planning authorities who are yet to make progress in identifying their own up to date local housing requirements. It means that the assumptions used in setting a local housing target for Breckland and the approaches used for dealing with cross border issues may not be harmonised with other local planning authorities.

110. At a County level, there is a recognition that a systematic approach to consider strategic planning matters is of mutual benefit. One such example is where Kent County Council played a coordinating role in establishing a local protocol among the districts in terms of local housing target setting.

111. The protocol comprises a range of questions to be used for "policy judgement" and contains two basic parts: identifying need

and demand AND identifying capacity and opportunity. The Norfolk Strategic Planning Group is seeking to develop a similar local protocol based upon the Kent Model. Based on this context, this methodology adjusts the Kent protocol into the Norfolk context and will use this as a basis for policy adjustment taking into account the baseline information and scenarios. This will reduce the risk of developing a "policy adjustment" framework in isolation.

112. The following section demonstrates the policy framework which will be used to inform housing target. For each of the policy judgement/adjustment questions, there will need to be further discussions held with other authorities and stakeholders to understand the possible implications in the wider context.

113. Part 1 in this section seeks to identify the objectively assessed local housing need for Breckland, whilst Part 2 seeks to look at supply side factors. Many of the policy judgements however will be made by the Plan itself and the accompanying Sustainability Appraisal.

114. Under delivery of housing since the beginning of the Local plan period will be taken into account. As a result, the overall housing requirement during the remainder of the plan period will be adjusted accordingly to address existing shortfalls. However, under delivery prior to the Local Plan start date will not be taken into account as the shortfall is considered to have been adjusted through the latest demographic projections.

## PART 1: Identifying Need and Demand

| | | |
|---|---|---|
| **Policy Judgement 1** | What range of dwelling provision should be considered? | |
| **Evidence** | • Nil migration scenario | 68 dwellings |
| | • POPGroup Sub-National Population forecasts | 688 (2010)<br>699 (2011) |
| | • POPGroup trend migration – short term | 582 |
| | • POPGroup trend migration – long term | 634 |
| | • EEFM high migration | 501-683 |
| | • Government household forecast (2008) | 828 |
| **Policy adjustment** | Although the nil migration scenario is presented here, it is not a realistic option. Only catering for indigenous population and not allowing migration would not be justifiable. The policy neutral migration trend based projection gives a more realistic range of possible future growth led by migration patterns with a more recent update. The 2008 based DCLG projection of 828 dwellings per year is considered over optimistic and does not reflect the most up-to-date information which underpins the latest projections. The most recent sub-national population forecast (2011) provides a more realistic figure of 699 dwellings. | |
| **Outcome** | In light of the above and on the assumption that the council would continue make provision for movement of population, this would suggest a need of: **501 to 699** dwellings per year. | |

| | | |
|---|---|---|
| **Policy Judgement 2** | Will the range of dwellings accommodate market demand and choices? | |
| **Evidence needed** | • Past annual completion records | 442 (5 year average)<br>567 (10 year average) |
| | • Remaining land supply against current LDF & Housing land supply evidence | 221 dwellings |
| | • Migration related scenarios | 501-683 |
| | • Economic-led scenarios (EEFM baseline under POPGroup model) | 634 |
| | • Additional “policy on” scenario in Employment Growth Study | **Further work pending** |
| **Policy adjustment** | There has been a steady net inflow of residents from outside of Breckland. With the sectorial projections undertaken in the Employment Growth Study and taken into local factors that include the dualling of the A11 from Thetford to Fiveways and a relatively strong demand of small scale businesses, it is likely that a relatively high level of in-migration will need to be accommodated. Therefore the dwelling demand is likely on the high end of the range. | |
| **Outcome** | **501-683** dwellings per year however, realistically a figure at the higher end might most reflect the objectively assessed local housing need. | |

| | | |
|---|---|---|
| **Policy Judgement 3** | Will the range of dwellings provide for social housing needs? | |
| **Evidence needed** | • Affordable housing need estimates via SHMAA | 398 affordable dwellings per year |
| | • House price and other related information via SHMAA | The SHMAA reveals Breckland being one of the most affordable areas of the wider housing market area |
| **Policy adjustment** | The demand of affordable housing is high. However, if the full affordable housing needs to be met whilst the need of market housing is relatively low, a very high ratio of affordable housing provision might need to be established in the policy. However, if it adds too much burden to future development then the plan might be at risk of stifling development and is therefore unviable. It is likely that a realistic view needs to be made in terms of affordable housing provision via an integrated **plan-wide viability study**. | |
| **Outcome** | If the affordable housing provision needs to be accommodated as much as possible, then a figure need to be sought at the higher end of the range. | |

| | | |
|---|---|---|
| **Policy Judgement 4** | Does the range of dwellings allow for improvement in the quality of the housing stock? | |
| **Evidence needed** | • Decent homes | 82.8% |
| | • Vacant dwellings | 4.2% |
| **Policy adjustment** | If the vacancy rates increase then dwelling provision should be reduced accordingly to reflect the weak demand however there is no evidence suggesting that any part of the district has such an extremely weak level of demand which would stifle future housing development. | |
| **Outcome** | This factor has a limited influence on housing numbers. | |

<table>
<tr><td>Policy Judgement 5</td><td colspan="2">Does the range of dwellings match the aspirations for the local economy and the workforce it requires?</td></tr>
<tr><td rowspan="2">Evidence needed</td><td>• Economic-led scenarios (EEFM baseline under POPGroup model)</td><td>634 dwellings</td></tr>
<tr><td>• Additional “policy on” scenario in Employment Growth Study</td><td>Further work pending</td></tr>
<tr><td>Policy adjustment</td><td colspan="2">A higher dwelling provision is needed to support local employment growth and/or boost local service employment from increased population and consumer spending. The Economic-led scenario is likely to be a realistic minimum that the Council should seek to maintain a baseline position of economic growth. However a higher figure might also be more relevant to reflect the local factors that come out from the Employment Growth Study.</td></tr>
<tr><td>Outcome</td><td colspan="2">634 + (up to the dwelling requirement projected in “policy-on” scenario)</td></tr>
</table>

## Conclusions – Stage 3 Part 1

115. The five policy judgements above provide a rounded discussion on the "objectively assessed local need" with various factors considered, such as accommodating /encouraging growth and maximising affordable housing provision etc. To maintain a baseline growth, a provision of **634** dwellings would be a minimum requirement whilst the figure can reasonably stretch to **699** dwellings per year as projected in the 2011 based sub-national projections or the additional "policy on" scenario included in the Employment Growth Study undertaken by Nathaniel Lichfield & Partners, whichever is higher.

116. Depending on whether the outcome of the "policy on" dwelling forecast, current evidence suggests the objectively assessed local housing need to be between **634-699** dwellings per year.

## PART 2: Identifying Capacity and Opportunity

## See paragraph 11 of report – this section to be completed following further studies.

| | |
|---|---|
| **Policy Judgement 6** | Are there any development opportunities that determine the scale of dwelling provision? |
| **Evidence needed** | • Past records of completions<br>• Remaining undeveloped housing allocations<br>• SHLAA outcome<br>• Past records of windfall development<br>• Other land put forward etc |
| **Policy adjustment** | None |
| **Outcome** | Assessment of baseline data against the dwellings range above. |

| | |
|---|---|
| **Policy Judgement 7** | What is the range of new Greenfield land required? |
| **Evidence needed** | Previously developed land record |
| **Policy adjustment** | None |
| **Outcome** | Identify Greenfield land requirement based on the range above. |

| | |
|---|---|
| **Policy Judgement 8** | To what extent would the range of dwellings have an impact on the environment, including protected habitats and heritage assets? |
| **Evidence needed** | • Presence of international constraints – SPA, SAC, Ramsar etc<br>• National constraints – BAP, SSSI, heritage assets etc<br>• Local wildlife designations/habitats |
| **Policy adjustment** | None |
| **Outcome** | Provide an assessment in terms of land supply and constraints. |

| | |
|---|---|
| **Policy Judgement 9** | To what extent does the range of dwellings have on protected landscapes, best and most versatile agricultural land etc? |
| **Evidence needed** | • Landscape character assessment;<br>• Other relevant constraints |

| | |
|---|---|
| **Policy adjustment** | What proportion of the dwelling range would be provided without adversely affecting these assets? |
| **Outcome** | Provide further assessment in terms of land supply and constraints. |

| | |
|---|---|
| **Policy Judgement 10** | To what extent would the range of dwellings have an impact on areas at risk from flooding or other hazards? |
| **Evidence needed** | • Strategic Flood Risk Assessment<br>• Air Quality Management Area<br>• Subsidence, noise etc |
| **Policy adjustment** | None. |
| **Outcome** | Provide a realistic assessment in terms of land supply and constraints. |

| | |
|---|---|
| **Policy Judgement 11** | To what extent would the range of dwellings require new infrastructure and services? |
| **Evidence needed** | • Transport study<br>• Water supply<br>• Water treatment<br>• Health service<br>• School, etc |
| **Policy adjustment** | None |
| **Outcome** | Provide a realistic assessment in terms of land supply and constraints, or deliverability. |

| | |
|---|---|
| **Policy Judgement 12** | Can alternative forms of development overcome constraints? |
| **Evidence needed** | Explore scenarios such as increasing densities, various development patterns etc |
| **Policy adjustment** | None |
| **Outcome** | Explore opportunities. |

117. Further to the considerations above, the assessment will encompass the efforts to bring both the evidence and policy adjustment together to develop a preferred housing target for Breckland District. It is possible that some evidence may be absent at this early stage. However, this evidence will feed into the process on an iterative basis once it becomes available.

## Further Stages of Work

118. Further work will involve refining the objectively assessed local housing need to reflect the additional scenario undertaken through the Employment Study which had been tested by wider stakeholder involvement.

119. Following this it will be necessary to review supply side factors and undertake further stakeholder involvement. This is necessary to meet the Duty to Cooperate obligations and to establish a housing target for Breckland District.

120. The findings from this study will feed into the Local Plan - Issues and Options draft to be published for public consultation in spring 2014. Key pieces of supply side evidence, once available, will be fed into the Local Plan preparation process to inform choices over the preferred housing distribution.

# Annex 1 EEFM Demographic Scenarios Output

## East of England Forecasting Model dwelling output summary

| | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 | 2028 | 2029 | 2030 | 2031 | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Baseline** | 210 | 340 | 554 | 515 | 499 | 494 | 488 | 487 | 598 | 598 | 596 | 592 | 587 | 580 | 572 | 563 | 553 | 546 | 538 | 532 | 524 | **10,967** |
| **Baseline official occupancy raito** | 210 | 340 | 749 | 726 | 717 | 710 | 702 | 691 | 682 | 668 | 659 | 657 | 651 | 643 | 627 | 619 | 623 | 620 | 605 | 591 | 577 | **13,068** |
| **Baseline flat occupancy ratio** | 210 | 340 | 554 | 515 | 499 | 494 | 488 | 487 | 484 | 481 | 476 | 471 | 464 | 454 | 445 | 433 | 422 | 412 | 402 | 395 | 385 | **9,311** |
| **Lost decade** | 210 | 340 | 550 | 505 | 485 | 477 | 467 | 463 | 570 | 566 | 559 | 552 | 558 | 561 | 573 | 566 | 557 | 550 | 542 | 536 | 529 | **10,717** |
| **Lost decade - official occupancy ratio** | 210 | 340 | 745 | 716 | 703 | 692 | 681 | 666 | 653 | 635 | 622 | 616 | 620 | 624 | 627 | 623 | 627 | 624 | 609 | 595 | 581 | **12,809** |
| **Lost decade - flat occupancy ratio** | 210 | 340 | 550 | 505 | 485 | 477 | 467 | 463 | 455 | 449 | 441 | 431 | 435 | 436 | 445 | 437 | 426 | 416 | 407 | 399 | 390 | **9,067** |
| **High migration** | 210 | 340 | 588 | 581 | 570 | 563 | 557 | 555 | 667 | 666 | 663 | 660 | 654 | 647 | 639 | 629 | 619 | 611 | 603 | 597 | 590 | **12,210** |
| **High migration - official occupancy ratio** | 210 | 340 | 783 | 792 | 789 | 780 | 773 | 761 | 752 | 739 | 729 | 727 | 720 | 712 | 696 | 688 | 692 | 688 | 674 | 659 | 645 | **14,349** |
| **High migration - flat occupancy ratio** | 210 | 340 | 588 | 581 | 570 | 563 | 557 | 555 | 551 | 548 | 543 | 537 | 529 | 519 | 509 | 497 | 485 | 475 | 465 | 456 | 447 | **10,524** |
| | | | | | | | | | | | | | | | | | | | | | | - |
| **Annualised figures** | | | | | | | | | | | | | | | | | | | | | | - |
| | **2011** | **2012** | **2013** | **2014** | **2015** | **2016** | **2017** | **2018** | **2019** | **2020** | **2021** | **2022** | **2023** | **2024** | **2025** | **2026** | **2027** | **2028** | **2029** | **2030** | **2031** | **42,441** |
| **Baseline** | 522 | 522 | 522 | 522 | 522 | 522 | 522 | 522 | 522 | 522 | 522 | 522 | 522 | 522 | 522 | 522 | 522 | 522 | 522 | 522 | 522 | **10,967** |
| **Baseline official occupancy raito** | 622 | 622 | 622 | 622 | 622 | 622 | 622 | 622 | 622 | 622 | 622 | 622 | 622 | 622 | 622 | 622 | 622 | 622 | 622 | 622 | 622 | **13,068** |
| **Baseline flat occupancy ratio** | 443 | 443 | 443 | 443 | 443 | 443 | 443 | 443 | 443 | 443 | 443 | 443 | 443 | 443 | 443 | 443 | 443 | 443 | 443 | 443 | 443 | **9,311** |
| **Lost decade** | 510 | 510 | 510 | 510 | 510 | 510 | 510 | 510 | 510 | 510 | 510 | 510 | 510 | 510 | 510 | 510 | 510 | 510 | 510 | 510 | 510 | **10,717** |
| **Lost decade - official occupancy ratio** | 610 | 610 | 610 | 610 | 610 | 610 | 610 | 610 | 610 | 610 | 610 | 610 | 610 | 610 | 610 | 610 | 610 | 610 | 610 | 610 | 610 | **12,809** |
| **Lost decade - flat occupancy ratio** | 432 | 432 | 432 | 432 | 432 | 432 | 432 | 432 | 432 | 432 | 432 | 432 | 432 | 432 | 432 | 432 | 432 | 432 | 432 | 432 | 432 | **9,067** |
| **High migration** | 581 | 581 | 581 | 581 | 581 | 581 | 581 | 581 | 581 | 581 | 581 | 581 | 581 | 581 | 581 | 581 | 581 | 581 | 581 | 581 | 581 | **12,210** |
| **High migration - official occupancy ratio** | 683 | 683 | 683 | 683 | 683 | 683 | 683 | 683 | 683 | 683 | 683 | 683 | 683 | 683 | 683 | 683 | 683 | 683 | 683 | 683 | 683 | **14,349** |
| **High migration - flat occupancy ratio** | 501 | 501 | 501 | 501 | 501 | 501 | 501 | 501 | 501 | 501 | 501 | 501 | 501 | 501 | 501 | 501 | 501 | 501 | 501 | 501 | 501 | **10,524** |

**Table 8. EEFM demographic modelling output summary**

# Annex 2 Breckland Demographic Projections Technical Report (Nathaniel Lichfield & Partners) Key Findings

## POPGroup Modelling run output summary

| | Demographic Led | | | | | Economic Led | Supply Led |
|---|---|---|---|---|---|---|---|
| Scenario: | Scenario A: 2010 SNPP | Scenario B: 2011 SNPP | Scenario C: Long Term Migration (10yr. trend) | Scenario D: Short Term Migration (5 yr. trend) | Scenario E: Nil Migration | Scenario F: Baseline EEFM Scenario | Scenario G: Past housing delivery average |
| Pop. Change | +23,016 | +24,365 | +21,789 | +19,036 | +1,110 | +21,038 | +18,949 |
| of which Natural Change | -3,369 | +900 | -1,291 | -1,504 | +1,110 | -1,736 | -2,106 |
| of which Net Migration | +26,385 | +23,465 | +23,080 | +20,540 | 0 | +22,774 | +21,055 |
| Household Change | +13,243 | +13,454 | +12,205 | +11,211 | +1,318 | +12,206 | +11,420 |
| Dwelling Change | +13,754 | +13,974 | +12,677 | +11,645 | +1,369 | +12,677 | +11,861 |
| *Dwellings p.a.* | *+688* | *+699* | *+634* | *+582* | *+68* | *+634* | *+593* |
| Labour Force | +5,867 | +4,309 | +4,540 | +3,457 | -4,394 | +4,142 | +3,223 |
| Jobs | +5,058 | +4,059 | +4,207 | +3,513 | -1,520 | +3,952 | +3,363 |
| *Jobs p.a.* | *+253* | *+203* | *+210* | *+176* | *-76* | *+198* | *+168* |

Source: NLP analysis using PopGroup

**Table 9. POPGroup demographic modelling output summary**

**The full technical report is also available.**