
The Christchurch and East Dorset Councils Core Strategy - Local Plan Examination in Public (EiP)

Hearing Statement
on behalf of Stour Valley Properties Ltd

Matters and Issues 1: Overall Strategy
Key Issues/Settlement Hierarchy/Quantum and Location of
Development/Green Belt/Flood Risk

Respondent Number: 656251

August 2013

Core Strategy - Local Plan

Examination in Public

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Belt/Flood Risk**

Respondent Number: 656251

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1.0 INTRODUCTION

- 1.1 This Statement has been submitted by Barton Willmore LLP on behalf of Stour Valley Properties Ltd (SVP).
- 1.2 This Statement provides SVP's responses to the Inspector's questions in respect of Matter 1 of the Examination into the Christchurch and East Dorset Councils' Core Strategy-Local Plan DPD.
- 1.3 SVP is actively progressing proposals for the site known as Land at Manor Farm, Wimborne for residential development as part of a wider redevelopment concept of the immediate surrounds, including the provision of an extensive area of open space to the south of the site (the subject of recently approved planning permission 3/12/0702/COU) and a new rugby club on the Little Burles, Part of Manor Farm, Ham Lane site (the subject of current planning application 3/12/0700/FUL). It is in this context that SVP's representations to Matter 1 are made, with particular focus on the approach taken to establishing the overall housing requirement for the JCS.
- 1.4 This Statement addresses the Inspector's specific questions and explains further the representations submitted by Barton Willmore LLP on behalf of SVP in June and December 2012 in response to the Proposed Submission and Proposed Changes to the Pre Submission versions of the JCS, respectively.

2.0 RESPONSE TO INSPECTOR'S QUESTIONS

Q.1 Do the CS vision and objectives set out a robust basis for tackling the key issues that have been identified?

1.1 No. The CS vision and objectives do not set out a robust basis for tackling the identified key issues.

- *Do they reflect an objective assessment of alternatives?*

1.2 In the context of the proposed housing target, the vision does not reflect an objective assessment of alternatives (see also our detailed comments in respect of Q4). The evidence base available is distinctly lacking in alternative economic-led scenarios for growth and it is therefore considered that the Council need to provide further scenarios as part of a full objective assessment of housing need, in accordance with NPPF requirements.

- *Is the CS Vision reference to 'reducing' unmet housing need consistent with national guidance in the NPPF (para 47)?*

1.3 The CS vision reference to 'reducing unmet housing need' is considered to be inconsistent with paragraph 47 of the NPPF. Para 47 of the NPPF requires local planning authorities to 'boost significantly' the supply of housing and 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.' The reference to merely 'reducing' unmet housing need is not considered to align with the objectives of the NPPF which require LPAs to positively and significantly increase the supply of housing. The vision needs revisiting to ensure it accurately reflects national guidance.

Q.2 Is the CS supported by a robust Infrastructure Delivery Plan which:

- *Identifies the essential infrastructure that is required to deliver the strategy;*

2.1 We have no comment on this matter.

- *Sets out programmes and timescales for delivery, linked to the housing trajectory and timing of other development which is key to the strategy;*

2.2 We have no comment on this matter.

- *Identifies agency/s responsible for bring infrastructure forward;*

2.3 We have no comment on this matter.

- *Identifies funding streams, risks to delivery and contingencies.*

2.4 We have no comment on this matter.

Q.3 *Is the settlement hierarchy (KS1) based on robust evidence?*

- *Does it take account of the needs of urban and rural areas and does it address local needs in the north of the area?*

3.1 We have no comment on this matter.

- *Does the definition of hamlets provide sufficient flexibility to allow development?*

3.2 We have no comment on this matter.

- *Are the following designations justified and appropriate:*
 - *Furzehill*
 - *Colehill*
 - *Burton*

3.3 Policy KS1 (Settlement Hierarchy) is considered broadly sound and is based on a degree of relevant evidence¹, however the comment made in our original representations to the Pre Submission of the JCS, questioning the settlement hierarchy in respect of Wimborne Minster and Colehill remains. We contend that Colehill should be designated as a Main Settlement (i.e. providing a main focus for community, cultural, leisure, retail, utility, employment and residential development, including infill development as well as options for some greenfield development) given its close functioning relationship to Wimborne. To ensure policy KS1 is fully justified and that it represents the most appropriate strategy when considered against reasonable alternatives, we are of the view that Colehill should be considered a Main Settlement.

Q.4 Is the proposed quantum of housing development (KS3) justified by evidence?

- 4.1 The proposed quantum of housing development set out within policy KS3 is considered unsound. SVP's representations to the JCS thus far have maintained that this aspect of the plan requires review and additional work undertaken to ensure that it meets the requirements of the NPPF and the tests of soundness. Clarity is needed with regard to the housing numbers split between Christchurch and East Dorset and the expected rate of housing delivery per local authority area.
- 4.2 Barton Willmore has produced a comprehensive Housing Requirements Assessment report for the East Dorset area which provides a critical analysis of the proposed housing target for East Dorset (5,250 new dwellings, 2013 – 2028) as set out in the draft JCS. The analysis presented in the report is set in the context of the NPPF's requirements for Local Authorities to set a housing target based on an objective assessment of need for market and affordable housing.
- 4.3 Housing Requirements Assessment Report concludes that the Council's SHMA fails to consider the most up to date ONS population/migration and CLG household projections. Furthermore the SHMA fails to consider a range of demographic and economic led scenarios for growth, therefore failing to comply with the requirements of the NPPF to set a housing target underpinned by an objective assessment of need.
- 4.4 In respect of affordability however the SHMA identifies the significant affordability problem in the District. The median house price is significantly higher than the wider HMA, the County, the Region, and across England. Furthermore the SHMA identifies a need for 426 new affordable units per annum in East Dorset between 2011 and 2016, exceeding the total proposed housing target for East Dorset (350 dpa) over the Plan period.
- 4.5 To emphasise the acute affordability problem in East Dorset District the SHMA also provides data to show how median house prices in East Dorset significantly exceed the median house price of the wider HMA, the County of Dorset, the South West, and across England.² In respect of rental costs the SHMA also highlights East Dorset as demanding the highest entry level rent out of the local authorities within Dorset.³ The

¹ Regional report by Roger Tym and Partners considering the function of settlements and Town Factsheets and Profiles (Dorset County Council) and Area Profiles (Christchurch and East Dorset Councils)

² Figure 3.1, page 5, Bournemouth/Poole Housing Market Area 2011 Strategic Housing Market Assessment Update Summary report for East Dorset District Council, January 2012

³ Figure 4.11, page 45, Bournemouth/Poole Housing Market Area 2011 Strategic Housing Market Assessment Update Final Report, January 2012

lack of affordability is a major issue in East Dorset as the evidence set out in the SHMA highlights.

- 4.6 We have used the PopGroup model to provide a dwelling led scenario, based on the housing trajectory set out by the Council in their 'Housing Trajectory' report (March 2013), and underpinned by the most up to date fertility, mortality, and migration rates; and the 'interim' 2011-based CLG household formation rates.
- 4.7 The results of the scenario show that the Council's housing trajectory will result in a decline (-589 people, 2013-2028) in the 16 to 59 (female)/64 (male) age group, a broad section of the population incorporating much of the resident labour force. In the context of the job growth forecasts we have identified in the Council's evidence base and from alternative sources, it is not considered that the Council's proposed housing target for East Dorset will achieve the economic growth aspirations so clearly identified in the draft Core Strategy 'vision' and strategic objectives.
- 4.8 In the absence of alternative economic-led scenarios for growth it is considered that the Council need to provide further scenarios as part of a full objective assessment of housing requirements.
- 4.9 The full report is attached at **Appendix 1**.

Does it:

- *Take account of unmet housing needs in adjacent districts?*
- 4.10 No. Paragraph 4.18 refers to the 2012 Bournemouth & Poole SHMA as the evidence base underpinning the housing target. The SHMA calculates affordable need across the HMA in paragraph 8.13 but does not consider overall unmet housing needs in adjacent Districts and how this may be met in East Dorset.
- *Take account of up to date population data?*
- 4.11 No, Policy KS3 does not take account of up to date population data. The Council's most recent SHMA was published in January 2012. It therefore fails to consider the ONS 2010-based sub national population projections (March 2012); the population estimates of the 2011 Census (July 2012); the ONS 'interim' 2011-based sub national population projections (September 2012); or the ONS mid year estimates (April 2013).

- *Allow for inward migration?*

4.12 The SHMA accounts for the net in-migration of the 2008-based ONS sub national population projections, which underpinned the 2008-based CLG household projections. However this fails to take account of the more recent ONS 2010-based (March 2012) and 'interim' 2011-based ONS sub national population projections (September 2012), or the ONS 2002-2010 mid year estimates (April 2013) and ONS population estimates for 2012 (June 2013).

- *Take account of economic/employment growth?*

4.13 As stated above, the SHMA fails to consider a range of demographic and economic led scenarios for growth, therefore failing to comply with the requirements of the NPF to set a housing target underpinned by an objective assessment of need. This is despite the SHMA stating that 'It (the housing number) is also influenced by the economy at the local and sub-regional level, recognising that changes in employment will influence future migration patterns as people move to and from the area to access jobs.'⁴ The SHMA also concludes that the working age population will decline by -4% under growth in households of 333 per annum.

4.14 In the context of forecast job growth the Bournemouth, Poole and Dorset 2012 Workspace Study (March 2012) sets out the Autumn 2011 projections for job growth in East Dorset. This is the most recent evidence base document presented by the Council showing employment growth forecasts, and shows that 6,500 Full Time Equivalent (FTE) jobs will be generated in East Dorset over the period 2011 – 2031. This equates to 325 new FTE jobs per annum, and a total of 4,875 new FTE jobs over the remaining Plan period (2013 – 2028).

4.15 Other job growth forecasts are available; Marchmont Observatory (June 2013) have forecast growth of 2,280 new jobs per annum in Dorset between 2010 – 2020. Prior to this (Autumn 2011), the South West Observatory forecast growth of 1,825 new jobs per annum across Dorset between 2011 – 2030. On the basis of East Dorset representing 10% of all employment in the County of Dorset in 2011 (Experian, May 2013) this would equate to 183 to 228 new jobs per annum.

4.16 It is therefore reasonable to consider employment growth of between 183 and 325 new jobs per annum, 2013-2028.

- 4.17 The Council have also provided a '2011 Census' scenario for demographic change (August 2012) using the PopGroup demographic forecasting model. The most notable inclusion of the modelling identified by the Council is that "The working age population (16-64) is expected to decline by 5.8%." It is therefore considered that this scenario would wholly conflict with the clear economic growth aspirations of the Council, as any additional labour would need to be drawn from outside of East Dorset, thereby increasing unsustainable in-commuting. The value of this scenario is therefore limited.
- 4.18 In the context of the job growth forecasts we have identified in the Council's evidence base and from alternative sources, it is not considered that the Council's proposed housing target for East Dorset will achieve the economic growth aspirations so clearly identified in the CS 'vision' and strategic objectives.
- 4.19 In the absence of alternative economic-led scenarios for growth it is considered that the Council need to provide further scenarios underpinned by the job growth range we have identified above as part of a full objective assessment of housing requirements.
- 4.20 Accordingly, we submit that Policy KS3 of the CS is unsound on the basis that it is neither fully justified with respect to evidence or in accordance with national planning policy, specifically the requirements to take account of economic signals and to meet household and population projections, taking account of migration and demographic change. It is therefore not 'positively prepared' in that it fails to address objectively assessed need.
- 4.21 This policy requires review and additional work undertaken to ensure it meets the requirements of the NPPF and the tests of soundness referred to above. At present it is considered that the policy fails to plan positively for economic growth and the high level of identified affordable housing need. We contend that the CS housing requirement should, as a minimum be the same as that set in the RS – i.e. 6,400 new dwellings across the plan period. This figure was objectively assessed; in the absence of a robust alternative it would represent a suitable benchmark and one founded on a robust evidence base.

⁴ Para 6.1, page 17, Bournemouth/Poole Housing Market Area Strategic Housing Market Assessment Update

Q.5 *Should the housing provision:*

- *Allow 10% for vacancy rates and second homes?*

5.1 Yes, if this level of vacancy/second homes is set to continue.

- *Provide a separate target for each Council area?*

5.2 Yes, providing that an objective assessment of need has taken place and any unmet need from surrounding local authorities of the HMA has been considered in reaching the targets.

Q.6 *Is the proposed quantum of employment land (KS5) justified by evidence?*

6.1 We have no comment on this matter.

Q.7 *Does the overall strategy take account of the balance and linkages between workforce projections and housing growth?*

7.1 No. See detailed comments for Q4.

Q.8 *Is the need for housing to be located outside the urban areas/in the green belt justified by SHLAA and other evidence?*

8.1 Yes, given the need to accommodate higher levels of housing growth as set out in our Housing Requirements Assessment and our response to Q4 above, the need for housing to be located outside urban areas and within the Green Belt is fully justified. Indeed this is underlined by the need to use Green Belt land to support the CS growth level, which we regard as wholly insufficient.

Q.9 *Is the need for employment land to be located on greenfield/green belt land justified by the evidence?*

9.1 We have no comment on this matter.

Appendix 1

EAST DORSET HOUSING REQUIREMENTS ASSESSMENT

27 August 2013

**EAST DORSET DISTRICT
HOUSING REQUIREMENTS ASSESSMENT**

Project Ref:	17422/A5/DU	17422/A5/DU	17422/A5/DU
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APPENDICES**APPENDIX 1: POPGROUP DWELLING-LED SCENARIO OUTPUT**

1.0 INTRODUCTION

- 1.1 This housing requirements assessment has been produced on behalf of Stour Valley Properties Limited, who have development interests within the local authority area of East Dorset.
- 1.2 This report provides a summary of relevant planning policy, including the emerging Christchurch and East Dorset Joint Core Strategy, set against the requirements of the National Planning Policy Framework (NPPF), to ensure housing targets meet population and household projections, taking account of migration and demographic change; and that a lack of housing does not create a barrier to economic investment.
- 1.3 This assessment has been commissioned following concerns that the East Dorset housing target of the emerging Core Strategy is inadequate, and is not supported by an objective assessment of housing requirements.
- 1.4 This report analyses the existing evidence base of the Council and provides bespoke demographic modelling for East Dorset using the PopGroup demographic forecasting model.
- 1.5 The report is structured as follows:

Section 2: Relevant Planning Policy;

Section 3: Household Demographics, including:

- ONS population and net-migration projections/estimates;
- CLG household projections;

Section 4: Critical Review of the Joint Core Strategy Evidence Base;

Section 5: PopGroup Demographic Forecasting Model;

Section 6: Summary and Conclusions

2.0 RELEVANT PLANNING POLICY

2.1 We set out below the relevant planning policy at a national level, within which East Dorset District Council should be formulating its housing requirements. In addition we set out relevant regional and local planning policy.

a) NATIONAL PLANNING POLICY FRAMEWORK

i) National Planning Policy Framework (NPPF, 27 March 2012)

2.2 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. The presumption in favour of sustainable development is said to sit at the heart of the NPPF, and this requires that local planning authorities should positively seek opportunities to meet the development needs of their area, and that local plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change.

2.3 The NPPF must be taken into account in the preparation of local and neighbourhood plans. The NPPF confirms that 12 core land use principles should underpin plan-making, and these include, driving and supporting economic development to deliver homes, business and thriving local places. In doing so, it requires that every effort is made to objectively identify and meet housing, business and other development needs of an area, and respond positively to wider opportunities for growth.

2.4 In respect of housing requirements, the NPPF (paragraph 47) confirms the need for local authorities to **significantly boost the supply of housing** and in doing so confirms that local authorities should use their evidence base to ensure that their Local Plan meets the **full, objectively assessed needs for market and affordable housing**.

2.5 In establishing its housing requirement, in accordance with the NPPF (paragraph 159), local authorities should have a clear understanding of housing need, through the preparation of a strategic housing market assessment (SHMA). The NPPF is clear that a SHMA must identify the scale and mix of housing that the local population is likely to need, which:

1. **"meets household and population projections, taking account of migration and demographic change**
2. **addresses the need for all types of housing, including affordable..; and**
3. **caters for housing demand and the scale of supply necessary to meet this demand."**

- 2.6 The NPPF confirms the need for local authorities to be aspirational. Furthermore, the NPPF is clear in its requirement to set out an up to date and relevant evidence base, ensuring that assessment and strategies for housing and employment and other uses are integrated.
- 2.7 Paragraph 160 confirms that local authorities should work closely with business communities to gain an understanding of changing needs, as well as identifying and addressing barriers to investment, which includes a lack of housing.
- 2.8 It is clear therefore that the NPPF requires that local authorities undertake to meet the full, objectively assessed need for market and affordable housing, and that they seek to integrate this within their employment strategy so as to ensure there are no barriers to investment. In short, local authorities are required to present a coherent strategy that is aspirational and positively prepared.

ii) Housing and Growth Ministerial Statement (6 September 2012)

- 2.9 The 'Housing and Growth' ministerial statement by the Rt Hon Eric Pickles MP reaffirms the Coalition Government's number one priority to grow the economy, with a specific emphasis on increasing housebuilding across the country. This importance is emphasised as follows:

"House building starts across England were 29 per cent higher in 2011 compared to 2009. But there is far more to do to provide homes to meet Britain's demographic needs and to help generate local economic growth."¹ (our emphasis)

- 2.10 The role of demographic needs and economic growth is highlighted by the statement, in accordance with the requirements of the NPPF.

iii) Housing the Next Generation – Keynote Speech (10 January 2013)

- 2.11 Most recently, Nick Boles MP, Parliamentary Under Secretary of State for Planning stated the following:

"We have a simple choice. We can decide to ignore the misery of young families forced to grow up in tiny flats with no outside space. We can pass by on the other side while working men and women in their twenties and thirties have to live with their parents or share bedrooms with friends. We can shrug our shoulders as home ownership reverts to what it was in the 19th century: a privilege, the exclusive preserve of people with large incomes or wealthy parents. Or we can accept that we are going

¹ Housing and Growth Ministerial Statement, 6 September 2012, CLG

to have to build on previously undeveloped land and resolve that we will make these decisions locally and build beautiful places like we used to.”²

2.12 The need to build more homes across the country is considered to be significant by Central Government, and it is essential that Local Plans ensure their targets are adequate to meet the Government's aspirations for growth.

b) REGIONAL PLANNING POLICY

i) Introduction

2.13 The Draft RSS for the South West was not formally adopted when Central Government announced the abolition of Regional Strategies in July 2010, and will not therefore be progressed to adoption. The information we set out below is therefore reproduced to provide context, and is considered of limited weight in setting a housing target for East Dorset.

ii) Draft Regional Strategy for the South West 2006-2026 (Draft RSS) – June 2006

2.14 Table 4.1³ of the Draft RSS set a housing target for the Bournemouth and Poole Housing Market Area (HMA) of 38,500-41,800 new dwellings (1,925-2,090 new dwellings per annum) between 2006-2026. The HMA comprised the administrative areas of Bournemouth, Poole, Christchurch, East Dorset, Purbeck and North Dorset. The Draft RSS housing target for East Dorset (2006-2026) was set as follows:

- East Dorset (South East Dorset Joint Study Area): 5,200 new dwellings;
- East Dorset (outside of Joint Study Area): 200 new dwellings.

2.15 A total of 5,400 new dwellings were proposed for East Dorset District in the draft RSS (270 dpa).

2.16 Policy SR29 of the Draft RSS referred to the South East Dorset Joint Study Area (JSA) and allocated 85 new dwellings per annum to proposed urban extensions at Wimborne Minster and Ferndown in East Dorset District.⁴

2.17 When considering the housing targets of the Draft RSS it is important to note that the dwelling targets were based on the 2003-Based ONS population projections but used

² Housing the Next Generation, Nick Bowles MP, 10 January 2013

³ Table 4.1, page 103, Draft Regional Strategy for the South West, June 2006

⁴ Policy SR29, pages 85-86, Draft Regional Strategy for the South West, June 2006

household formation rates from the 1998-based CLG household projections, which pre-dated the 2001 census. They are therefore considered to be out of date.

ii) Draft Regional Strategy for the South West Examination in Public Panel Report (December 2007) and Secretary of State's Proposed Changes (July 2008)

2.18 The Panel Report was published in December 2007 following examination of selected issues arising from the Draft RSS of June 2006.

2.19 As part of their modifications, the Panel deleted Policy SR29 of the draft RSS, and replaced it with new policy SR7.4 in respect of housing distribution within the Bournemouth and Poole HMA. The replacement policy allocated a total of 48,100 new dwellings, 2006-2026, to the HMA, an increase of 6,300 dwellings from the upper provision target set in the draft RSS (41,800 new dwellings).⁵

2.20 As part of the increased allocation to the HMA, the provision in East Dorset District was increased from 5,400 to 6,400 new dwellings, 2006-2026.⁶ It should be noted that the Panel modifications were considered in the context of the 2003-based CLG household projections.⁷

2.21 The Panel's modifications to policies, also confirmed a requirement to provide for 45,500 jobs within the Bournemouth and Poole HMA, of which 23,000 new jobs were to be provided in Bournemouth and 19,000 new jobs in Poole.

2.22 The figures set out above were subsequently confirmed in the Secretary of State's Proposed Changes of 2008, however they were never formally adopted prior to the Government's decision to abolish Regional Spatial Strategies in 2010.

iii) Dorset Local Enterprise Partnership (LEP)

2.23 The Dorset Local Enterprise Partnership was approved by Central Government in July 2011 and was set up to invest in different industry sectors across the county to boost business, create new and more highly-skilled jobs and to ensure the county's infrastructure is in a strong position to promote growth. It is driven by the private sector with local authority support.

2.24 The objectives of the Dorset LEP are:

⁵ Page C50, Draft Regional Spatial Strategy for the South West: EIP Panel Report, December 2007

⁶ Page C50, Draft Regional Spatial Strategy for the South West: EIP Panel Report, December 2007

⁷ Paragraph 0.25, pages 4-5, Draft Regional Spatial Strategy for the South West: EIP Panel Report, December 2007

- To improve the performance of existing businesses within Dorset, and to encourage the growth of new ones, for example, through inward investment;
- To enhance the skills of our current and future workforce;
- To improve electronic and physical connectivity, particularly through high speed broadband coverage;
- To create the conditions for enterprise, with an initial focus on establishing an agreed framework for spatial planning.

2.25 In respect of job growth the Dorset LEP prospectus states the following aspiration:

- jobs growth consistent with a high employment rate but with the emphasis on the quality of employment growth, not simply the numbers of jobs created.⁸

c) **LOCAL PLANNING POLICY**

i) **Christchurch and East Dorset Pre-Submission Core Strategy (April 2012)**

2.26 The Pre-Submission Core Strategy was submitted for examination to the Secretary of State on 15 March 2013. The document sets out the joint planning strategy for Christchurch Borough and East Dorset District between 2013 and 2028. In the context of this report the focus is on East Dorset District.

2.27 The 'Vision' for the joint area, in respect of housing is set out as follows:

"The unmet housing needs of the area will be reduced, with housing delivered of a type and tenure which meets the aspirations of those wishing to buy or rent. An element of this housing will be in the form of new, well planned, sustainable residential areas in both Christchurch and East Dorset. These will be attractive new areas, including high quality and sustainable homes, areas of open space, new community facilities, and improved transport links to the surrounding area."⁹

2.28 In respect of the economy the 'Vision' sets out the following:

"The economy of the area will grow, both by sustaining its traditional sectors such as tourism, health and education, but also by creating a mixed economy with emphasis on growth in new knowledge based sectors including engineering, creative and technical industries and the green knowledge economy. Economic growth will be sustained by the creation of major high quality employment sites in East Dorset and at Bournemouth Airport, and by the protection of other well located sites for key employment

⁸ Paragraph 2.1, page 10, Dorset LEP prospectus, July 2011

⁹ The Core Strategy Vision, page 20, Christchurch and East Dorset Pre-Submission Core Strategy, April 2012

uses. These will have an important role in sustaining the economy of South East Dorset.”¹⁰ (our emphasis)

2.29 In the context of the ‘Vision’ for the joint area the draft Core Strategy sets out seven ‘strategic objectives’ to assist in delivering the vision. Strategic objective 4 concerns the Council’s aspirations for the economy and reads as follows:

“To enable the mixed economy of Christchurch and East Dorset to grow, and to develop new employment sectors. Significant new zones of employment development will be located at Bournemouth Airport (15-30ha) and on key sites in East Dorset to serve the local and sub-regional economy.”¹¹ (our emphasis)

2.30 Economic growth is therefore a key aspiration of the draft Core Strategy.

2.31 To respond to the aspirations of the draft Core Strategy, policy KS4 sets a housing target of 5,250 new dwellings, 2013-2028 (350 dpa) in East Dorset. However it is important to note that the more recent joint housing trajectory report shows a total of 5,110 new dwellings 2013-2028 (341 dpa).

ii) Summary

2.32 The NPPF requires that in planning for future levels of housing, local authorities should boost significantly the supply of housing in their area that meets in full, the objectively assessed need for market and affordable housing. In doing so local authorities should;

- identify a scale of housing that meets household and population projections;
- account for migration and demographic change in formulating housing requirements;
- ensure that assessment of, and strategies for, housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals; and
- work closely with the business community to understand their changing needs and identify and address barriers to investment, including a lack of housing.

2.33 Though not adopted and no longer being progressed, the draft RSS (proposed changes) set a housing target of 6,400 new dwellings, 2006-2026 (320 dpa) in July 2008. More recently the draft Core Strategy has set a target of 5,250 new dwellings, 2013-2028 (350 dpa).

2.34 In the following section we consider official ONS and CLG demographic projections and estimates, which should be considered when setting a Local Plan housing target.

¹⁰ The Core Strategy Vision, page 20, Christchurch and East Dorset Pre-Submission Core Strategy, April 2012

¹¹ The Core Strategy Vision, page 20, Christchurch and East Dorset Pre-Submission Core Strategy, April 2012

3.0 HOUSEHOLD DEMOGRAPHICS

a) CENTRAL GOVERNMENT DEMOGRAPHIC PROJECTIONS

i) Office for National Statistics (ONS) population projections

3.1 Table 3.1 (below) sets out the official ONS sub national population projections (SNPP) in chronological order from the 2003-based series to the most recent 2011-based 'interim' series (September 2012). The most recent (September 2012) ONS 'interim' 2011-based SNPP is the first projection since the 2011 Census data was published (July 2012). It records the mid 2011 population of East Dorset as 87,300 people and accounts for growth in the population between Census Day 2011 and mid 2011.

3.2 This latest interim 2011-based SNPP shows the highest level of projected population growth of all recent series, and is a 25% increase from the 2008-based ONS SNPP (2011-2021), which underpinned the previous 2008-based CLG household projection (see Table 3.2 below). The 2008-based SNPP projected growth of 545 people per annum over a 20-year period.

3.3 It is important to note that the 2003 and 2004-based (revised) SNPP projected lower population growth (480 to 500 people per annum, 2011-2021) than the more recent series, and it is these projections which underpinned the most recent stage in the RS for the South West (Secretary of State's Proposed Changes, July 2008).

Table 3.1: ONS Population Estimates and Projections for East Dorset, 2011-2021 & 2011-2031

	2011	2016	2021	2026	2031	2011-2021 (per annum)	2011-2031 (per annum)
Interim 2011-based	87,300	90,300	93,800	-	-	6,500 (650)	-
2010-based	88,400	90,300	92,500	94,900	97,100	4,100 (410)	8,700 (435)
2008-based	88,900	91,300	94,100	97,100	99,800	5,200 (520)	10,900 (545)
2006-based	86,500	88,100	90,100	92,300	94,400	3,600 (360)	7,900 (395)
2004-based (revised)	88,600	90,900	93,400	95,900	-	4,800 (480)	-
2003-based	89,400	91,800	94,400	96,900	-	5,000 (500)	-

Source: Office for National Statistics (rounded to nearest hundred) Note: Figures may not sum due to rounding

ii) Communities and Local Government (CLG) household projections

3.4 As Table 3.1 (above) shows, the 'interim' 2011-based SNPP projects population growth, 2011-2021, 25% higher than the 2008-based SNPP. However as Table 3.2 (below) shows, the resulting 'interim' 2011-based CLG household projections show lower household growth (292 hpa) than the 2008-based CLG household projection (330 hpa).

3.5 Furthermore the 2003 and 2004-based (revised) CLG projections which underpinned the RS for the South West (Secretary of State's Proposed Changes) housing targets projected higher household growth (400 new households per annum respectively) than the most recent 'interim' 2011-based CLG household projection and the previous 2008-based CLG projection (330 hpa). Despite the most recent 'interim' 2011-based CLG projection being underpinned by the highest projected population growth of all recent population projection series' they project the lowest average annual levels of household growth.

Table 3.2: CLG Household Estimates and Projections for East Dorset, 2011-2021 & 2011-2031

	2011	2016	2021	2026	2031		2011-2021 (per annum)	2011-2031 (per annum)
Interim 2011-based	37,621	38,996	40,540	-	-		2,919 (292)	-
2008-based	38,691	40,272	41,992	43,791	45,537		3,301 (330)	6,846 (342)
2006-based*	38,000	39,000	41,000	42,000	44,000		3,000 (300)	6,000 (300)
2004-based (revised)*	39,000	41,000	43,000	45,000	-		4,000 (400)	-
2003-based*	38,000	40,000	42,000	44,000	-		4,000 (400)	-

Source: CLG (rounded to nearest thousand); *Note: Figures may not sum due to rounding

3.6 However we have several concerns in respect of the latest 'interim' 2011-based CLG projections, all of which indicate that they project artificially low household growth, as explained below.

3.7 The household formation rates underpinning the latest 'interim' CLG 2011-based household projections are considered to be unrealistically low in the younger age groups when compared to the previous 2008-based CLG projection. This comparison is made by ONS and reproduced in Table 3.3 (below).

Table 3.3: Household growth in England per annum, 2011-2021 ('Interim' 2011-based CLG household projection vs. 2008-based CLG household projection)

Age of Household Representative Person	2011-based projection Average annual change 2011-2021	2008-based projection Average annual change 2011-2021	Difference*
Under 25	-2,000	-6,000	3,200
25-34	23,000	49,000	-26,300
35-44	15,000	22,000	-7,500
45-54	17,000	11,000	6,600
55-64	50,000	47,000	3,100
65-74	46,000	48,000	-2,500
75-84	40,000	41,000	-1,400
85+	32,000	33,000	-200
All households	221,000	245,000	-24,900

*Differences in percentage points need to be interpreted as indicative only because of the change in population base
Source: Table 8, page 17, CLG Housing Statistical Release, 9 April 2013

- 3.8 This reduction in household formation in the younger age groups is due to the 'interim' 2011-based CLG projections being underpinned by recessionary trends over a short period (2008-2011) that prevented young people in particular from becoming owner occupiers.
- 3.9 It is not expected that these recessionary trends will continue in the long-term, and in this context it is not considered prudent to plan on this basis over a 15 to 20-year period, particularly in the context of the NPPF's aspirations to "boost significantly the supply of homes" and promote economic growth.
- 3.10 Indeed the Planning Advisory Service (PAS) have recently (10 July 2013) published 'Ten principles for owning your housing number: finding your objectively assessed needs', and state the following (Paragraph 6, page 6) in respect of the use of projections when formulating housing targets as part of an NPPF compliant objective assessment of housing requirements:

"caution should be applied if the trends experienced in the past five years reflect a period of particular economic decline or likewise economic buoyancy. Projecting forward a recessionary trend may lead to concealed households not being catered for and an underestimate of the true level of household change. It is also important to understand how this may impact on any economic recovery and growth ambitions that the council have."¹² (our emphasis)

¹² Page 6, Ten key principles for owning your housing number – finding your objectively assessed needs, Local Government Association, July 2013

- 3.11 A further concern is the 'interim' nature of the latest 2011-based CLG projections, and the short ten-year period they project over, rather than the 25-year period projected by the 2008-based CLG projection, and the 2006, 2004, and 2003-based CLG projections before them.
- 3.12 The 2008-based CLG projections and their household formation rates should therefore be considered as part of an objective assessment of needs because they are the most recent full projection series and because they reflect more buoyant economic circumstances than the 'interim' 2011-based projections.
- 3.13 Notwithstanding the conservative assumptions underpinning the projection, the 'interim' 2011-based CLG projection shows growth of 292 new households per annum, 2011-2021. However for the reasons set out above this figure should not be taken at face value and instead considered as a starting point in an objective assessment of housing requirements for East Dorset.

iii) ONS estimates of net migration

- 3.14 Net-migration is an important component of population change in East Dorset, with there being continuous net in-migration over the past decade (see Table 3.4 below). The 2008/09 net in-migration figure (117 to 253 people) represents an anomaly over the past 10 years, with net in-migration of at least 413 people per annum in every other year over the past decade.
- 3.15 This low level of net in-migration can be explained by very low housing completions in 2008/09 and 2009/10 (116 and 70 dwellings respectively) forcing net-inmigration to be lower.
- 3.16 However the past three years have shown a year on year increase to net in-migration of at least 812 people (2011/12), suggesting that net in-migration to East Dorset is increasing.
- 3.17 In this context the long-term trend (2002-2012) shows net in-migration averaging between 630 and 750 people per annum, with the short-term trend (2007-2012) between 500 and 614 people per annum. The range of net-migration allows for the 'other unattributable' element of population change set out in the ONS estimates.

Table 3.4: ONS Estimates of Net Migration: East Dorset

											Annual average	
	02/ 03	03/ 04	04/ 05	05/ 06	06/ 07	07/ 08	08/ 09	09/ 10	10/ 11	11/ 12	2007- 2012	2002- 2012
Net Migration	949	1,074	519	661	1,220	730	253	618	612	859	614	750
Other*	-123	-117	-106	-128	-140	-128	-136	-131	-137	-47	-	-
Net Migration and Other Combined Changes	826	957	413	533	1,080	602	117	487	475	812	500	630

Source: ONS, 2001 - 2011 MYE revised in light of 2011 Census (April 2013), 2012 MYE (June 2013); *Note: includes an 'unattributable other' element which the ONS confirm may be associated with migration, or any other component of population change since 2001, including the 2001 or 2011 Census estimates.

iv) ONS projections of net migration

3.18 In respect of net-migration projections (Table 3.5 below), net in-migration is projected by the 'interim' 2011-based ONS projection to remain consistent with the 2008-based SNPP, and notably higher than the previous 2010-based SNPP, on which the Council's 2011 Census PopGroup scenario is based.

Table 3.5: ONS Migration Estimates and Projections for East Dorset, per annum

	2009-13 pa	2014-18 pa	2019-23 pa	2024-28 pa
Interim 2011-based	800	900	1,000	-
2010-based	600	700	800	900
2008-based	800	800	1,000	900
2006-based	700	700	800	900
2004-based (revised)	900	1,000	1,000	1,000
2003-based	900	900	900	1,000

Source: ONS (rounded to nearest hundred); Note: Migration per annum within range of years indicated (specific year differs by base year of projection)

v) Summary

3.19 In summary this section has set out the most up to date official population, household and migration projections published by CLG and ONS. The NPPF states that in setting a housing target local plans must meet household and population projections, taking account of demographic change and migration (paragraph 159).

3.20 The most recent 'interim' 2011-based CLG household projection shows growth of 292 households per annum (2011-2021) – lower than the 2008-based CLG projection (330 hpa, 2011-2021) – despite being based on higher population growth than the 2008-based CLG projection.

- 3.21 This is due to the very low, recession influenced household formation rates of the 'interim' 2011-based household projections. Given our concerns in respect of the 'interim' 2011-based CLG projections it would be considered prudent to consider a range of household growth based on the 2008-based and 'interim' 2011-based CLG projections, i.e. 292 to 330, as a policy neutral starting point in an objective assessment of need in line with the NPPF.

4.0 CRITICAL REVIEW OF THE EVIDENCE BASE

i) Introduction

- 4.1 Section 2 (above) outlines the 'Vision', strategic objectives, and housing target for East Dorset of the draft Core Strategy for the period of 2013-2028.
- 4.2 This section looks in more detail at the evidence base underpinning the housing target for East Dorset, in the context of the "golden thread"¹³ of plan making and decision taking, namely the "presumption in favour of sustainable development"¹⁴, which for plan-making means meeting "objectively assessed needs"¹⁵. The Core Planning Principles of the NPPF state that "Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area."¹⁶
- 4.3 This section analyses whether the Council's evidence base achieves the NPPF's requirement for an objective assessment of housing requirements.

ii) Christchurch and East Dorset Core Strategy Pre-Submission (April 2012)

- 4.4 In respect of housing provision, section 4 – 'Key Strategy' of the Joint Core Strategy (JCS) sets out the targeted level of housing over the Plan period. In respect of East Dorset District, a total of 5,250 new dwellings are proposed over the Plan period, an annual average of 350 new dwellings per annum.¹⁷
- 4.5 In setting this target for East Dorset, the JCS acknowledges the following issues:
- **Christchurch and East Dorset are amongst the least affordable in the South West;**
 - **The size of households in the area is shrinking which increases housing demands;**
 - **Young people find it particularly hard to afford a home in the area;**
 - **There is a need to provide suitable housing to reduce health inequalities and improve educational attainment;**
 - **The population of Christchurch and East Dorset is ageing and a lack of housing delivery will contribute to local economic decline. There is a need to provide an appropriate mix of housing to meet the needs of families and young people who are vital to the economy of the area.**¹⁸

¹³ Paragraph 14, NPPF, March 2012

¹⁴ Paragraph 14, NPPF, March 2012

¹⁵ Paragraph 14, NPPF, March 2012

¹⁶ Core Planning Principles, Paragraph 17, NPPF, March 2012

¹⁷ Policy KS4, page 31, Christchurch and East Dorset Core Strategy Pre-Submission, April 2012

¹⁸ Paragraph 4.16, page 28, Christchurch and East Dorset Core Strategy Pre-Submission, April 2012

- 4.6 In this context, the draft Core Strategy reports that the Bournemouth and Poole Housing Market Assessment (SHMA, 2012) has been used to assess the need for market and affordable housing. In this respect, the draft Core Strategy states that:

'The Bournemouth and Poole Strategic Housing Market Assessment (2012) provides an assessment of need for market and affordable housing. In Christchurch there is a need for 3,375 new market and affordable homes and for 5,250 in East Dorset between 2013 and 2028. In establishing housing targets for Christchurch and East Dorset the assessment of housing need must be balanced against the level of housing that can be delivered sustainably.'¹⁹ (our emphasis)

- 4.7 The draft Core Strategy has therefore stated that it has considered the level of need against the Council's ability to sustainably deliver new housing. Although sustainable delivery is a consideration it should be noted that in a recent post-NPPF appeal decision, the Inspector addressed this point as follows:

'I do not share the Council's view that constraints on growth should play any part in establishing the housing requirement. Such constraints do not bear upon the actual *need* for dwellings, but rather upon the arrangements for their provision. In my view, the stage at which growth constraints should be taken into account is when assessing how the identified housing need can be addressed in a sustainable way; they cannot reasonably be used as justification simply to reduce the number of dwellings calculated as necessary to meet housing need.'²⁰ (our emphasis)

- 4.8 This point was reinforced as recently as 26 July 2013 at the Hart District Core Strategy. In his initial conclusions the Inspector stated the following:

"Put simply, for a local plan to be considered sound in terms of overall housing provision it is first of all necessary to have identified the full, objectively assessed needs for housing in the HMA. Having done this it is necessary, working collaboratively and through co-operation with other authorities where appropriate, to seek to meet these needs in full and to demonstrate how they will be met or alternatively to provide robust evidence that they can't."²¹ (Our emphasis)

- 4.9 It therefore follows that the overall requirements should be established first, before the consideration of its sustainable delivery is addressed. An objective assessment of housing requirements should not be prejudiced by the local authority's judgement on whether the target can be sustainably delivered in the first instance.

¹⁹ Paragraph 4.18, page 28, Christchurch and East Dorset Core Strategy Pre-Submission, April 2012

²⁰ Paragraph 47, pages 8-9, Appeal reference APP/X1165/A/11/2165846, Area 4 South, Riviera Way, Torquay

²¹ Planning Inspector's conclusions (Matter 1 & Matter 2), Hart District Council Core Strategy Examination, 26 July 2013

ii) Bournemouth/Poole Housing Market Area 2011 Strategic Housing Market Assessment Update Summary report for East Dorset District Council (January 2012)

- 4.10 As set out in the draft Core Strategy, the Bournemouth/Poole SHMA has been used to determine the need of market and affordable housing required over the Plan period, resulting in the target of 5,250 new dwellings between 2013-2028.
- 4.11 It should be noted that the SHMA was published in January 2012. Therefore it does not incorporate the 2011 Census population and household estimates (16 July 2012); the 'interim' 2011-based ONS sub national population projections (28 September 2012) – the first to be underpinned by the 2011 Census; the 'interim' CLG household projections (09 April 2013); or the updated migration trends incorporated in the ONS mid year estimates (30 April 2013).
- 4.12 Section 5 of the SHMA is entitled 'Housing Need' and addresses the affordable housing need within East Dorset. Using the CLG housing needs model, the analysis contained in the SHMA has concluded that there is a requirement for 426 new affordable housing units per annum between 2011 and 2016²². This would represent a total of 2,130 new affordable dwellings over the 5-year period; approximately 41% of the total housing provision targeted over the 15-year Plan period (2013-2028) in the draft Core Strategy.
- 4.13 To emphasise the acute affordability problem in East Dorset District the SHMA also provides data to show how median house prices in East Dorset significantly exceed the median house price of the wider HMA, the County of Dorset, the South West, and across England.²³ In respect of rental costs the SHMA also highlights East Dorset as demanding the highest entry level rent out of the local authorities within Dorset.²⁴
- 4.14 In respect of other influences on housing need, section 6 – 'The Future Housing Market' acknowledges that the economy has a significant role to play as follows:

'It is also influenced by the economy at the local and sub regional level, recognising that changes in employment will influence future migration patterns as people move to and from the area to access jobs.'²⁵

²² Figure 5.2, page 11, Bournemouth/Poole Housing Market Area 2011 Strategic Housing Market Assessment Update Summary report for East Dorset District Council, January 2012

²³ Figure 3.1, page 5, Bournemouth/Poole Housing Market Area 2011 Strategic Housing Market Assessment Update Summary report for East Dorset District Council, January 2012

²⁴ Figure 4.11, page 45, Bournemouth/Poole Housing Market Area 2011 Strategic Housing Market Assessment Update Final Report, January 2012

²⁵ Para 6.1, page 17, Bournemouth/Poole Housing Market Area 2011 Strategic Housing Market Assessment Update Summary report for East Dorset District Council, January 2012

4.15 However, despite this acknowledgement the SHMA provides no housing need projection based on economic growth. The 'Bournemouth, Dorset and Poole Workspace Study: 2012 Update' includes employment projections for sub-region and for East Dorset, which are discussed below. However in this context the housing need section of the NPPF states the following:

'Planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing.'²⁶

4.16 Housing requirements based on employment growth should therefore be considered, but no housing need scenarios that take account of job growth are included in the SHMA or any other evidence base documents. This is a weakness of the Council's evidence base, particularly in the context of their 'Strategic Objective 4' to grow the economy and provide new areas of employment in East Dorset.

4.17 Section 6 of the SHMA acknowledges demographic projections in accordance with the requirements of the NPPF. However the SHMA simply sets out the latest 2008-based household projection produced by CLG, which projects growth of approximately 336 new households per annum. A 4% vacancy rate results in a requirement for 350 dwellings per annum over the Plan period (5,250 new dwellings, 2013-2028), the housing target proposed by the Council in their draft Core Strategy.

4.18 In concluding, section 8 of the SHMA simply states the following:

'Pre economic downturn migration trends would result in household growth in East Dorset of around 336 per annum which is significantly above completions over the past four years.'²⁷

4.19 Despite this acknowledgement, the SHMA does not consider any other household projection scenarios other than that based on the 2008-based CLG household projection series. They do not consider the 5 or 10-year average trends as set out in Section 3 above, which are based on more recent net migration estimates. Modelling based on the more recent 5 and 10-year periods would incorporate past fluctuations in the demographics of East Dorset and would therefore provide far more robust scenarios for household growth than the Central Government household projections.

4.20 However in respect of the working age population the SHMA concludes as follows:

²⁶ Para 21, NPPF, March 2012

²⁷ Para 8.2, page 25, Bournemouth/Poole Housing Market Area 2011 Strategic Housing Market Assessment Update Summary report for East Dorset District Council, January 2012

“the projections clearly identify that if current trends continue then the number of people in key working age bands (i.e. those aged 16-64) is likely to decline which may potentially generate a labour shortage when looking 20-years ahead. This may act as a barrier to economic growth in the District and more widely across Dorset. Over the full 20-year projection period it is estimated that the population aged 16-64 will drop by around 4% across the whole of East Dorset.”²⁸ (our emphasis)

- 4.21 The SHMA therefore concludes that the proposed housing target will result in a decline in the labour force, conflicting with the economic growth aspirations of the Council.
- 4.22 As we have set out in Section 3 above, official CLG household projections are underpinned by past trends only, and do not consider the impact of planning policies such as the economic growth aspirations set out in the draft Core Strategy, or the impact of the newly formed Local Enterprise Partnership. Official CLG projections should therefore be considered as a starting point for a full objective assessment of housing requirements in an area, and should not be taken at face value.
- 4.23 The SHMA considers neither demographic or economic-led projections, instead it includes two scenarios for growth based on delivery of 30% and 40% of the affordable housing need, 2011-2031. The absence of demographic-led scenarios wholly conflicts with paragraph 159 of the NPPF which states:

‘The Strategic Housing Market Assessment (SHMA) should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which meets household and population projections, taking account of migration and demographic change.’²⁹ (our emphasis)

- 4.24 In summary it is not considered that the most recent SHMA for East Dorset provides a full objective assessment of housing requirements. As set out above, recent Planning Inspectorate decisions have highlighted the importance of achieving a full objective assessment of housing requirements considering a range of demographic and economic scenarios.
- 4.25 Furthermore the Council have relied solely on official CLG projections and failed to consider a range of growth scenarios, a point which was highlighted recently (June 2013) in the Waverley Core Strategy EiP, the Inspector commenting on the Council’s SHMA as follows:

²⁸ Para 6.12, page 20, Bournemouth/Poole Housing Market Area 2011 Strategic Housing Market Assessment Update Summary report for East Dorset District Council, January 2012

²⁹ Para 159, NPPF, March 2012

“an up to date assessment of housing needs requires a more considered assessment of housing needs than a simple reliance on demographic and household data.”³⁰

4.26 The lack of a full objective assessment of housing requirements is a significant weakness of the Council's evidence base.

iii) Bournemouth, Dorset and Poole Workspace Study: 2012 Update (March 2012)

4.27 The 2012 Workspace Study provides up-to-date economic projections for the sub-region and its constituent local authorities. The emphasis on economic growth presented in the NPPF, and its relationship to housing provision is clear, and as set out above housing provision should not act as a barrier to building a strong, competitive economy.

4.28 However as set out above the East Dorset SHMA fails to consider an economic-led scenario for housing growth. The SHMA reports that over the period of 2011-2031 the working age population will drop by approximately -4% in East Dorset.³¹ It is imperative therefore that enough new dwellings are provided to ensure that the projected number of jobs in East Dorset can be filled by residents of the Borough. Failure to do so would only exacerbate commuting patterns, conflicting with National, Regional and Local policies for sustainable development.

4.29 Paragraph 9.12 of the 2012 Workspace Study sets out the Autumn 2011 projections for job growth in East Dorset. This up-to-date projection shows that 6,500 Full Time Equivalent (FTE) jobs will be generated in East Dorset over the period of 2011-2031. This equates to 325 new FTE jobs per annum, and a total of 4,875 new FTE jobs over the Plan period (2013-2028).

4.30 In the draft Core Strategy and its evidence base, there is no reference to the impact of projected employment growth on housing need. This conflicts directly with the provisions of the NPPF, particularly paragraph 158 which states:

‘Each local planning authority should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals.’³² (our emphasis)

³⁰ Paragraph 12, page 3, letter from Mr J Hetherington to Waverley Borough Council, 13 June 2013

³¹ Para 6.12, page 20, Bournemouth/Poole Housing Market Area 2011 Strategic Housing Market Assessment Update Summary report for East Dorset District Council, January 2012

³² Para 158, page 38, NPPF, March 2012

iv) Census 2011 based projection paper (August 2012)

- 4.31 The most recent technical evidence produced by the Council incorporates a 2011 Census-based PopGroup model scenario for demographic change and household growth in East Dorset, provided by Dorset County Council. The PopGroup demographic forecasting model is well respected and is one of only two demographic forecasting models referred to in the CLG SHMA guidance (2007); the other being the Chelmer Population and Housing Model.
- 4.32 The scenario set out in the report was produced following the release of the population and household estimates of the 2011 Census (16 July 2012), but prior to the ONS 'interim' 2011-based sub national population projections (28 September 2012), the 'interim' 2011-based CLG household projections (09 April 2013), and the ONS mid year estimates (30 April 2013). The scenario does not therefore incorporate the most relevant and up to date information available, as required by the NPPF.
- 4.33 In this context the projection is considered to represent limited value, not being underpinned by the most recent demographic evidence available. Furthermore the paper fails to provide any further scenarios based on migration trends or the economic growth aspirations of the Council. It cannot therefore be seen as fulfilling the full objective assessment of housing requirements required by the NPPF.
- 4.34 A significant weakness of the 2011 Census scenario is the migration assumptions it is underpinned by (2010-based sub national population projections). The 2010-based SNPP projected net in-migration averaging 730 people per annum, 2011-2021. However in the intervening period since the publication of the Council's 2011 Census scenario, the 'interim' 2011-based SNPP (28 September 2012) has projected higher net in-migration averaging 940 people per annum, 2011-2021. Modelling using the updated net-migration projections would be likely to show higher population and household growth than the Council's 2011 Census scenario.
- 4.35 The weaknesses of the PopGroup scenario are shown in the results, which suggest that total population in East Dorset will be 91,600 people in 2021. However the more recent 'interim' 2011-based SNPP shows the 2021 population to be 93,800 people, a 2.5% increase from the Council's PopGroup scenario.
- 4.36 The Council's scenario results in household growth of only 260 new households per annum, 2011-2021, and 265 households per annum, 2011-2031.

4.37 Most notably however the Council's paper comments as follows:

"The working age population (16-64) is expected to decline by 5.8%."³³ (our emphasis)

4.38 This represents a steeper decline in working age population compared with the SHMA (see above). Planning for a decline in the working age population would wholly conflict with the economic growth aspirations of the draft Core Strategy, and this scenario is therefore considered of minimal value other than to highlight the reduction in labour force that will result.

v) Summary

4.39 In summary it is considered that the evidence base of the draft Core Strategy provides limited technical evidence in support of the proposed housing target for East Dorset; 5,250 new dwellings, 2013-2028.

4.40 As set out above the Council only consider two scenarios based on 30% and 40% affordable housing provision in their SHMA, and conclude that the working age population would decline based on their proposed housing target. There are no demographic or economic-led scenarios considered, and the subsequent 2011 Census scenario (August 2012) shows a decline in the working age population, which would conflict with the 'Vision' and 'Strategic Objectives' of the draft Core Strategy.

4.41 It is accepted that the housing target aligns with the 2008-based CLG household projection, however this is underpinned by net in-migration of 466 people per annum. The more recent 5 and 10-year average trends published by ONS show net in-migration of 500-614 people per annum (2007-2012) and 630-750 people per annum (2002-2012) people per annum respectively. The 10-year trend of 630-750 people per annum incorporates a much broader period and would represent a significantly more robust basis for projecting dwelling growth over the Plan period as it encompasses a period of economic growth and decline.

4.42 Projecting forward the 5-year or 10-year trend would be extremely likely to produce a housing demand figure in excess of the 2008-based CLG projection on which the draft Core Strategy target is based.

4.43 In addition the 2012 Workspace Study includes the Autumn 2011 Experian projection which projects growth of 4,875 new FTE jobs over the Plan period. However there is no evidence presented by the Council to show the number of dwellings that would be required to house the labour force population that would be generated by this growth in employment.

³³ Para 158, page 38, NPPF, March 2012

- 4.44 Affordable housing need is a significant issue in East Dorset as we have set out above, with the Council's SHMA acknowledging the need for 2,130 affordable dwellings over the next 5 years. This need equates to 426 new affordable units per annum. This high level of affordable need is another factor which would need to be addressed in a more robust assessment of housing need.
- 4.45 Furthermore the SHMA also highlights how median house prices in East Dorset exceed the wider HMA, the County, the Region, and the country. This emphasises the acute housing affordability issues in East Dorset compared across the Country.

5.0 POPGROUP DEMOGRAPHIC FORECASTING MODEL

a) INTRODUCTION

5.1 In the context of the NPPF's requirements to provide an objective assessment of housing requirements, this Section provides bespoke demographic modelling using the PopGroup demographic forecasting model. It should be noted that PopGroup is one of only two forecasting models referred to in CLG's 'Strategic Housing Market Assessments: Practice Guidance Version 2' (2007); Chelmer and Popgroup.

5.2 Barton Willmore use both models in its assessments of housing requirements, but in this instance has chosen PopGroup in the context of the Council's use of the model (see above).

b) POPGROUP DEMOGRAPHIC FORECASTING MODEL

i) Introduction

5.3 The POPGROUP model is a demographic model developed to forecast population, households and the labour force. POPGROUP has over 90 users, including academic and public service staff in housing, planning, health, policy, research, economic development, and social services. The model uses standard demographic methods of cohort component projections, household headship rates and economic activity rates. Its flexibility allows integration of official statistics produced by the ONS.

5.4 Using POPGROUP it is possible to develop forecasts of population and household growth that reflects the impact of projected or policy driven economic growth over the forecasting period. In turn the associated housing requirement can be calculated. More information about POPGROUP can be found at <http://www.ccsr.ac.uk/popgroup/index.html>.

ii) PopGroup Methodology applied to East Dorset

5.5 In this section we provide a scenario for demographic growth and housing requirements based on the most up-to-date demographic projections and economic forecasts available. It should be noted that the household to dwelling conversion factors for East Dorset in the POPGROUP model are based on vacancy, second homes and shared household data sourced from the CLG live tables and the 2011 Census.

5.6 We have provided one scenario for consideration, to assess the implications of the Council's proposed housing target, as follows:

Dwelling-led PopGroup scenario:

Rationale: Constraining household and population change to the Council's proposed target (average of 350 dpa) to be delivered in line with the housing trajectory set out in the 'Submission Core Strategy Housing Trajectory' (March 2013). Completions for 2010/11 and expected completions for 2011/12 have been sourced from the Council's most recent Annual Monitoring Report. This will highlight the demographic change created by the Council's housing target.

5.7 The underlying assumptions for the scenario are as follows:

- 'Interim' 2011-based CLG household formation rates, 2013-2021; 2008-based CLG household formation rates, 2022-2028;
- ONS 2010-based UK and Overseas in-migration and out-migration rates;
- ONS 2010-based fertility and mortality rates.

iii) Dwelling-led scenario (Housing Trajectory, 2011-2028)

5.8 As set out above this scenario models the implications of the Council's housing trajectory. The results of this scenario are summarised in Table 5.1 (below) and set out in full in appendix 1:

Table 5.1: Dwelling-led POPGROUP scenario, 2013-2028

	2013	2018	2023	2028	2013-2028 (per annum)
Population	88,003	92,972	96,154	98,786	10,783 (719)
Net Migration	-	6,602*	4,389*	4,347*	15,338 (1,022)
Households	37,965	40,068	41,515	42,963	4,998 (333)
Dwellings	38,819	40,969	42,449	43,929	5,110 (341)

*Total Net Migration over preceding 5-year period.

5.9 As the dwelling-led scenario shows, the Council's housing trajectory would result in broadly similar population growth (719 people per annum, 2013-2028) to the recent 'interim' 2011-based sub national population projections. This level of population growth would be a result of net in-migration averaging approximately 1,000 people per annum.

5.10 It is therefore considered that the Council's housing target will broadly correspond with official ONS net-migration projections and trends and meet demographic change based on policy neutral projections.

5.11 However the draft Core Strategy places significant emphasis on economic growth in East Dorset. The 'Vision' for East Dorset in 2028 states that:

"The economy of the area will grow, both by sustaining its traditional sectors such as tourism, health and education, but also by creating a mixed economy with emphasis on growth in new knowledge based sectors including engineering, creative and technical industries and the green knowledge economy. Economic growth will be sustained by the creation of major high quality employment sites in East Dorset and at Bournemouth Airport, and by the protection of other well located sites for key employment uses. These will have an important role in sustaining the economy of South East Dorset." ³⁴ (our emphasis)

5.12 Furthermore Strategic Objective 4 of the draft Core Strategy states:

"To enable the mixed economy of Christchurch and East Dorset to grow, and to develop new employment sectors. Significant new zones of employment development will be located at Bournemouth Airport (15-30ha) and on key sites in East Dorset to serve the local and sub-regional economy." ³⁵ (our emphasis)

5.13 In this context, the Council's most recent assessment of employment, the 'Bournemouth, Dorset and Poole Workspace Study: 2012 Update' (March 2012) forecast growth of 6,500 new jobs in East Dorset, 2011-2031. As set out above this would equate to 4,875 new jobs over the draft Plan period (325 new jobs per annum).

5.14 Furthermore the recent (June 2013) 'Dorset LEP Employment and Skills Strategy Evidence Base Summary Report' produced by Marchmont Observatory states that 22,800 new jobs will be created between 2010 and 2020 (2,280 new jobs per annum) across Dorset County.

5.15 A further source of job growth forecasts is the 'South West Observatory' which forecast growth of 34,677 new jobs across Dorset County between 2011 and 2030 (1,825 new jobs per annum), in Autumn 2011.

5.16 Experian (May 2013) shows that employment in East Dorset accounts for approximately 10% of total employment across Dorset County (incorporating Bournemouth, Christchurch, East Dorset, North Dorset, Poole, Purbeck, West Dorset, Weymouth & Portland).

5.17 Taking into account the job growth forecasts from the sources set out above, job growth in East Dorset is forecast to range between 183 and 325 new jobs per annum over the Plan period.

³⁴ The Core Strategy Vision, page 20, Christchurch and East Dorset Pre-Submission Core Strategy, April 2012

³⁵ The Core Strategy Vision, page 20, Christchurch and East Dorset Pre-Submission Core Strategy, April 2012

5.18 However the dwelling-led PopGroup scenario we set out above shows a decline in the 16-59(Female)/64(Male) age group over the Plan period (see Table 5.2 below). This age group will incorporate the vast majority of the working age population in East Dorset and would have severe implications for any job growth within East Dorset, particularly in respect of exacerbating net commuting patterns.

Table 5.2: Broad age group change in East Dorset, 2013-2028

Age Group	2013	2018	2023	2028	2013-2028 (per annum)	% Change 2013-2028
0-15	13,765	15,241	16,363	16,607	2,842 (189)	+20.6%
16-59 (Female) 16-64 (Male)	44,717	45,485	44,915	44,128	-589 (-39)	-1.3%
60 (Female) / 64 (Male)+	29,520	32,246	34,876	38,050	8,530 (569)	+28.9%
Total Population	88,003	92,972	96,154	98,786	10,783	+12.3%

5.19 Furthermore it should be noted that the aspirations of the recently established Dorset Local Enterprise Partnership (LEP) has the potential to increase prospective employment in East Dorset, as set out above.

5.20 In the context of the above it is therefore considered that the housing target for East Dorset will not accommodate the resident labour force growth required to meet even the minimum employment growth forecast for East Dorset over the Plan period, and therefore fail to achieve the aspirations of the draft Core Strategy.

iv) Summary

5.21 In summary the dwelling-led PopGroup scenario presented in this section shows how the Council's proposed housing trajectory for East Dorset will align with projected policy neutral demographic-led growth.

5.22 However as we have set out above, job growth forecasts indicate a range of growth between 183 and 325 new jobs per annum, 2013-2028. The PopGroup scenario shows how the main working age group (16-59(female)/64(male)) will experience decline (-589 people, 2013-2028), conflicting with these forecasts and the job growth aspirations of the draft Core Strategy.

- 5.23 It is therefore considered that the Council's proposed housing trajectory for East Dorset will fail to achieve the economic growth aspired to in the draft Core Strategy, as emphasised in the 'Vision' and strategic objectives of the draft Core Strategy.

6.0 SUMMARY AND CONCLUSIONS

6.1 This report provides a critical analysis of the proposed housing target for East Dorset (5,250 new dwellings, 2013-2028) as set out in the draft Joint Core Strategy for Christchurch and East Dorset (April 2012) and submitted to the Secretary of State for examination (March 2013). The analysis presented here is set in the context of the NPPF's requirements for Local Authorities to set a housing target based on an objective assessment of need for market and affordable housing. The NPPF states that local authorities should;

- identify a scale of housing that meets household and population projections;
- account for migration and demographic change in formulating housing requirements;
- ensure that assessment of, and strategies for, housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals; and
- work closely with the business community to understand their changing needs and identify and address barriers to investment, including a lack of housing.

6.2 The draft Core Strategy (April 2012) proposes a housing target for East Dorset equating to an average of 350 new dwellings per annum, 2013-2028. The Council suggest that this level of housing growth will support growth of the economy and support significant employment space development in East Dorset.

6.3 As we have set out above, the draft Core Strategy states that "the assessment of housing need must be balanced against the level of housing that can be delivered sustainably."³⁶ However as we have set out in this report, Planning Inspectorate decisions as recently as July 2013 have identified that local planning authorities should be providing an objective assessment of housing need and requirements based on demographic and economic requirements before assessing whether the requirements can be met within the boundaries of the local authority.

6.4 The Council's most recent SHMA was published in January 2012. It therefore fails to consider the most up to date ONS population/migration and CLG household projections. Furthermore the SHMA fails to consider a range of demographic and economic led scenarios for growth, therefore failing to comply with the requirements of the NPPF to set a housing target underpinned by an objective assessment of need. This is despite the SHMA stating that "It (the housing number) is also influenced by the economy at the local and sub regional level, recognising that changes in employment will influence future migration patterns as people

³⁶ Paragraph 4.18, page 28, Christchurch and East Dorset Core Strategy Pre-Submission, April 2012

move to and from the area to access jobs.”³⁷ The SHMA also concludes that the working age population will decline by -4% under growth in households of 333 per annum.

- 6.5 In respect of housing affordability however the SHMA identifies the acute problem in the District. The median house price is significantly higher than the wider HMA, the County, the Region, and across England.³⁸ Furthermore the SHMA identifies a need for 426 new affordable units per annum in East Dorset between 2011 and 2016, exceeding the total proposed housing target for East Dorset (350 dpa) over the Plan period. In respect of rental costs the SHMA also highlights East Dorset as demanding the highest entry level rent out of the local authorities within Dorset.³⁹ The lack of affordability is a major issue in East Dorset as the evidence set out in the SHMA highlights.
- 6.6 In the context of forecast job growth the Bournemouth, Poole and Dorset 2012 Workspace Study (March 2012) sets out the Autumn 2011 projections for job growth in East Dorset. This is the most recent evidence base document presented by the Council showing employment growth forecasts, and shows that 6,500 Full Time Equivalent (FTE) jobs will be generated in East Dorset over the period of 2011-2031. This equates to 325 new FTE jobs per annum, and a total of 4,875 new FTE jobs over the remaining Plan period (2013-2028).
- 6.7 As we have also set out in Section 5, other sources of job growth forecasts are available. Marchmont Observatory (June 2013) have forecast growth of 2,280 new jobs per annum in Dorset between 2010 and 2020. Prior to this (Autumn 2011) the South West Observatory forecast growth of 1,825 new jobs per annum across Dorset between 2011 and 2030. On the basis of East Dorset representing 10% of all employment in the County of Dorset in 2011 (Experian, May 2013), this would equate to 183 to 228 new jobs per annum. Incorporating the 2012 Workspace Study forecast we have concluded that a range of 183 to 325 new jobs will be created in East Dorset between 2013 and 2028.
- 6.8 The Council have also provided a ‘2011 Census’ scenario for demographic change (August 2012), using the PopGroup demographic forecasting model. The most notable conclusion of the modelling identified by the Council is that “The working age population (16-64) is expected to decline by 5.8%.”⁴⁰ It is therefore considered that this scenario would wholly conflict with the clear economic growth aspirations of the Council, as any additional labour would need to be drawn from outside of East Dorset, thereby increasing unsustainable in-commuting. The value of this scenario is therefore limited.

³⁷ Para 6.1, page 17, Bournemouth/Poole Housing Market Area 2011 Strategic Housing Market Assessment Update Summary report for East Dorset District Council, January 2012

³⁸ Figure 3.1, page 5, Bournemouth/Poole Housing Market Area 2011 Strategic Housing Market Assessment Update Summary report for East Dorset District Council, January 2012

³⁹ Figure 4.11, page 45, Bournemouth/Poole Housing Market Area 2011 Strategic Housing Market Assessment Update Final Report, January 2012

⁴⁰ Para 158, page 38, NPPF, March 2012

- 6.9 We have therefore used the PopGroup model to provide a dwelling led scenario, based on the housing trajectory set out by the Council in their 'Housing Trajectory' report (March 2013), and underpinned by the most up to date fertility, mortality, and migration rates; and the 'interim' 2011-based CLG household formation rates.
- 6.10 The results of the scenario show that the Council's housing trajectory will result in a decline (-589 people, 2013-2028) in the 16 to 59 (female)/64 (male) age group, a broad section of the population incorporating much of the resident labour force. In the context of the job growth forecasts we have identified in the Council's evidence base and from alternative sources, it is not considered that the Council's proposed housing target for East Dorset will achieve the economic growth aspirations so clearly identified in the draft Core Strategy 'vision' and strategic objectives.
- 6.11 In the absence of alternative economic-led scenarios for growth it is considered that the Council need to provide further scenarios as part of a full objective assessment of housing requirements.

APPENDIX 1

POPGROUP DWELLING LED SCENARIO OUTPUT

**Appendix 1:
Dwelling led PopGroup forecast output**

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028
Births																		
Male	383	381	380	376	379	382	389	396	398	399	397	392	386	380	372	364	358	353
Female	365	363	362	358	361	364	371	377	379	380	378	373	368	362	354	347	341	336
<i>All Births</i>	747	743	743	735	741	747	760	774	778	779	776	766	754	742	726	711	699	689
TFR	2.13	2.14	2.13	2.11	2.10	2.09	2.08	2.08	2.08	2.08	2.07	2.05	2.04	2.02	2.00	1.98	1.96	1.95
Deaths																		
Male	497	500	499	499	501	499	504	508	511	514	518	521	525	532	536	540	549	556
Female	519	517	521	513	516	518	519	520	521	521	522	523	525	526	527	533	535	538
<i>All deaths</i>	1,015	1,017	1,020	1,013	1,017	1,018	1,023	1,028	1,032	1,036	1,040	1,044	1,050	1,058	1,063	1,073	1,084	1,094
SMR: males	79.1	77.9	76.0	74.3	72.7	70.7	69.5	68.1	66.7	65.5	64.4	63.2	62.1	61.3	60.2	59.2	58.5	57.8
SMR: females	79.0	77.3	76.3	73.9	72.7	71.4	69.8	68.2	67.1	65.6	64.3	63.1	61.9	60.7	59.4	58.6	57.5	56.4
<i>SMR: male & female</i>	79.0	77.6	76.1	74.1	72.7	71.1	69.6	68.2	66.9	65.6	64.3	63.1	62.0	61.0	59.8	58.9	58.0	57.1
Expectation of life	83.0	83.1	83.2	83.4	83.6	83.7	83.8	83.9	84.1	84.2	84.3	84.4	84.5	84.6	84.7	84.8	84.9	84.9
In-migration from the UK																		
Male	2,454	2,688	2,639	2,878	2,921	3,098	3,082	2,804	2,798	2,781	2,707	2,728	2,776	2,763	2,779	2,805	2,818	2,839
Female	2,625	2,869	2,817	3,069	3,113	3,297	3,276	2,975	2,965	2,942	2,859	2,876	2,924	2,909	2,925	2,952	2,967	2,991
<i>All</i>	5,079	5,557	5,456	5,947	6,034	6,396	6,358	5,779	5,764	5,724	5,566	5,603	5,701	5,672	5,703	5,757	5,786	5,831
SMigR: males	67.2	73.7	71.9	78.2	78.5	82.4	80.9	72.7	72.3	71.8	69.7	70.2	71.4	70.9	71.1	71.6	71.6	71.9
SMigR: females	68.8	75.5	74.0	80.6	81.3	85.4	83.6	75.1	74.9	74.3	72.0	72.5	73.8	73.2	73.4	73.9	73.9	74.0
Out-migration to the UK																		
Male	2,216	2,226	2,235	2,244	2,263	2,275	2,269	2,271	2,271	2,269	2,277	2,282	2,287	2,291	2,304	2,312	2,320	2,333
Female	2,412	2,431	2,443	2,449	2,446	2,442	2,456	2,449	2,441	2,430	2,441	2,452	2,455	2,469	2,486	2,497	2,508	2,520
<i>All</i>	4,628	4,657	4,678	4,693	4,710	4,717	4,725	4,720	4,712	4,700	4,718	4,735	4,742	4,760	4,789	4,809	4,828	4,854
SMigR: males	60.7	61.0	60.9	60.9	60.8	60.5	59.6	58.9	58.7	58.6	58.6	58.8	58.9	58.8	59.0	59.0	59.0	59.1
SMigR: females	63.2	64.0	64.2	64.3	63.9	63.2	62.6	61.8	61.6	61.4	61.5	61.9	62.0	62.1	62.4	62.5	62.5	62.4
In-migration from Overseas																		
Male	111	112	112	112	112	112	112	112	112	112	112	112	112	112	112	112	112	112
Female	102	102	102	102	102	102	102	102	102	102	102	102	102	102	102	102	102	102
<i>All</i>	213	214	214	214	214	214	214	214	214	214	214	214	214	214	214	214	214	214
SMigR: males	47.6	47.7	47.5	47.4	47.0	46.5	45.9	45.4	45.5	45.5	45.7	45.9	46.1	46.3	46.3	46.3	46.3	46.2
SMigR: females	44.1	44.3	44.1	44.1	43.7	43.4	42.8	42.3	42.5	42.7	42.9	43.2	43.6	43.8	44.0	44.2	44.2	44.1

**Appendix 1:
Dwelling led PopGroup forecast output**

Out-migration to Overseas

Male	148	150	152	154	156	159	159	159	159	159	159	159	159	159	159	159	159	159
Female	117	119	121	123	125	128	128	128	128	128	128	128	128	128	128	128	128	128
All	265	269	273	277	282	287	287	287	287	287	287	287	287	287	287	287	287	287
SMigR: males	63.2	64.0	64.4	65.1	65.5	66.0	65.2	64.5	64.5	64.6	64.8	65.2	65.5	65.7	65.8	65.8	65.7	65.5
SMigR: females	50.9	51.8	52.3	53.1	53.6	54.2	53.4	52.9	53.1	53.4	53.6	54.0	54.5	54.7	55.0	55.2	55.2	55.1

Migration - Net Flows

UK	+451	+900	+778	+1,254	+1,324	+1,679	+1,633	+1,059	+1,052	+1,024	+848	+869	+958	+912	+914	+948	+958	+977
Overseas	-52	-55	-59	-62	-67	-72	-72	-72	-72	-72	-72	-72	-72	-72	-72	-72	-72	-72

Summary of population change

Natural change	-268	-274	-277	-278	-276	-271	-263	-254	-254	-256	-264	-279	-296	-317	-337	-362	-385	-405
Net migration	+399	+844	+719	+1,192	+1,256	+1,607	+1,561	+986	+980	+952	+776	+796	+886	+839	+841	+876	+886	+905
Net change	+131	+571	+442	+914	+981	+1,336	+1,297	+732	+725	+695	+511	+518	+590	+523	+505	+514	+500	+500

Summary of Population estimates/forecasts

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028
0-4	3,772	3,877	4,045	4,173	4,316	4,482	4,529	4,569	4,565	4,567	4,564	4,546	4,523	4,495	4,449	4,389	4,323	4,253
5-10	4,954	4,991	5,108	5,162	5,313	5,422	5,679	5,901	6,104	6,264	6,398	6,537	6,507	6,479	6,450	6,431	6,410	6,384
11-15	4,873	4,738	4,612	4,560	4,495	4,522	4,585	4,771	4,824	4,963	5,082	5,147	5,333	5,543	5,711	5,845	5,999	5,970
16-17	1,988	2,018	2,066	2,006	2,007	1,942	1,907	1,841	1,862	1,916	1,907	1,978	2,055	2,087	2,106	2,163	2,163	2,319
18-59Female, 64Male	43,324	42,844	42,652	42,571	42,740	43,016	43,386	43,644	43,623	43,549	43,457	43,175	42,860	42,669	42,456	42,194	41,975	41,809
60/65 -74	15,792	16,152	16,430	16,741	17,025	17,329	17,714	17,956	17,964	18,013	18,145	17,844	17,793	17,964	18,150	18,439	18,773	19,116
75-84	8,694	8,837	8,998	9,048	9,137	9,192	9,312	9,576	9,919	10,158	10,446	11,114	11,589	11,905	12,199	12,471	12,667	12,702
85+	3,904	3,976	4,092	4,184	4,325	4,434	4,564	4,714	4,844	5,001	5,127	5,296	5,494	5,602	5,745	5,839	5,976	6,232
Total	87,301	87,432	88,003	88,445	89,359	90,339	91,675	92,972	93,705	94,430	95,125	95,636	96,154	96,744	97,267	97,771	98,285	98,786

Households

Number of Households	37,620	37,724	37,965	38,171	38,568	39,000	39,558	40,068	40,357	40,647	40,936	41,226	41,515	41,805	42,094	42,384	42,673	42,963
Change over previous year		+105	+241	+206	+397	+431	+558	+510	+289	+289	+289	+289	+289	+289	+289	+289	+289	+289
Number of Dwellings	38,466	38,573	38,819	39,030	39,436	39,877	40,448	40,969	41,265	41,561	41,857	42,153	42,449	42,745	43,041	43,337	43,633	43,929
Change over previous year		+107	+246	+211	+406	+441	+571	+521	+296	+296	+296	+296	+296	+296	+296	+296	+296	+296

This report was compiled from a forecast produced on 14/08/2013 using POPGROUP software developed by Bradford Council, the University of Manchester and Andelin Associates