



WEST SOMERSET LOCAL PLAN TO 2032 STRATEGY AND HOUSING TOPIC PAPER

JANUARY 2015

Contents

Para. No.	<i>Title/sub-title</i>
1	<i>Purpose</i>
3	<i>Historic context</i>
	<i>Demographic Change</i>
9	<i>Communications</i>
20	<i>Exmoor National Park</i>
23	<i>Previous Development Plan Strategies</i>
28	<i>Development of the strategy</i>
37	<i>Identifying locations for growth to support the chosen strategy</i>
39	<i>Impact of changing national policy</i>
43	<i>Context for future development</i>
56	<i>Planning for the future housing need and deliverability</i>
61	<i>Viability</i>
63	<i>Residential development</i>
	<i>Historic residential completions since 1976/77</i>
72	<i>Unusual issues</i>
73	<i>Calculating the 5 year supply requirement</i>
75	<i>Supply of housing</i>
78	<i>Identifying a deliverable supply of housing</i>
79	<i>Large sites with planning permission (A)</i>
80	<i>Small sites with planning permission (B)</i>
81	<i>Windfall developments (C)</i>
85	<i>Other deliverable sites that offer development opportunities (D)</i>
86	<i>Calculating 5 year deliverable housing supply</i>
87	<i>Conclusions on 5 year deliverable housing supply</i>
88	<i>Conclusions</i>
	<i>Overall strategy</i>
89	<i>Strategic locations for development</i>
90	<i>Housing requirement during the plan-period</i>
92	<i>Deliverability</i>
	Appendices
Table 1	West Somerset – Parish Population Estimates: 1801 – 1901
Table 2	West Somerset – Parish Population Estimates: 1911 – 2011
Table 3	Parish Dwelling Stock 1831 – 2011
Table 4	WSC LPA Parish Census Data 2011, Dwelling Stock Estimates 2012 and, Projections 2032
Table 5	Housing Completions in West Somerset LPA Area 1976/77 – 2013/14

WEST SOMERSET LOCAL PLAN 2012 – 2032

Strategy and Future Residential Development

Purpose

- 1 To provide an understanding of the evolution of the development strategy that has been included in the emerging Local Plan for West Somerset outside of Exmoor National Park, and the implications for the proposed future distribution of residential development during the plan period to 2032. This topic paper will look at the historical change affecting the population and settlements in the District since the early 19th century, the monitoring of residential development in the context of the prevailing development plans and, their strategies, since 1976.
- 2 The (new) Local Plan is being drafted to replace the existing West Somerset District Local Plan,¹ which was adopted in April 2006. In order to provide a degree of certainty, the overall strategy and some of the policies, most notably those relating to new housing provision and land for employment generating uses, have traditionally required a numerical quantum to be identified for a fixed time period. This is in order that the Local Planning Authority's (LPA's) performance in delivering these can be monitored over time, and the success or otherwise of the strategy and relevant policies be determined.

Historic context

Demographic Change

- 3 West Somerset is characterised as a predominantly rural area comprised of extensive areas, of open countryside and moorland, interspersed with numerous small towns, villages and, hamlets. Many of the settlements are found in the valleys that surround the two main upland features of Exmoor and the Quantock Hills and, in the case of Exmoor, within them. In addition, there are a scattering in lowland areas along or close to the coast. Despite the rural and agricultural orientation of the area, like other parts of the United Kingdom, it has experienced significant social and economic change over the past two centuries and this is most evident in the changing role, function and size of the towns and villages within the district. By analysing Parish level Census data since 1801 and, placing it in the context of the social and economic changes that were occurring nationally during this time, it is possible to get an understanding of the nature of the change that has occurred.
- 4 In 1801, as with elsewhere in the County and the south-west, the majority of the local population lived in small villages and hamlets of similar size scattered around the area. Only six of the 46 Parishes had a population of more than 1,000 people each out of a total of 18,887 (see *Annex 1 Table 1: West Somerset – Parish Population Estimates, 1801 - 1901*). The largest of these Parishes was St. Decumans, which had a population of 1,602 people, almost 8.5% of the population, at the time of the first Census. It included the port of Watchet and the village of Williton, which, although less than two miles from each other served two distinctly different communities. This Parish and the three towns (Higher Town, Lower Town and, Quay Town) that comprised Minehead accounted for less than 15% of the local population in what is now called West Somerset, at that time. Other important settlements of a similar size

¹ West Somerset District Council; West Somerset District Local Plan – Adopted, April 2006; West Somerset Council; 2008.

included Dulverton, Stogumber and, Stogursey. Much of the land was in the ownership of a few estates, such as the Luttrells around Minehead and Dunster, Orchard-Wyndham around Watchet and Williton and the Acland family on the eastern slopes of the Quantocks leading down to the Somerset Levels. Minehead, Watchet and, Williton were the three main settlements in the northern coastal strip, whilst, Stogursey acted as an important local focus for communities east of the Quantocks, Stogumber at the foot of the eastern edge of the Brendon Hills and, Dulverton performed similar roles along the southern edge of Exmoor.

- 5 By the time of the 1901 Census, the total population of West Somerset had only increased by just over 2,500 during the previous century to 21,582 and the stock of habitable dwellings by this date was, 5,319 with an average household size of just over four persons per dwelling. However, the relatively even distribution of the population around West Somerset and in the settlements was beginning to disappear. Minehead Urban District Council and the Parish of St. Decumans, which still included Watchet and Williton but only until 1904, when it was split to form the town of Watchet and the village of Williton (with an approximate 60/40 split in population), now accounted for over a quarter of West Somerset's population. Whilst the population of many of the parishes and the settlements within them fluctuated throughout the 19th century, the general trend for most was a gradual decline in absolute numbers and relative importance. By 1901, excluding Minehead and, Watchet & Williton, only the parishes of Dulverton, Dunster and Stogursey recorded populations in excess of 1,000 plus Old Cleeve which was comprised of a number of separate settlements including, Chapel Cleeve, Old Cleeve and, Washford. The significant increase in the population of Minehead, Watchet and, Williton over the century can be primarily be attributed improved transport connections, particularly the coming of the railway linking them to Taunton. This also meant improvements in terms of commerce and community status as they became important focal points for the surrounding areas. Watchet and Williton were connected in 1862 and the line extended to Minehead by 1874.²
- 6 Over the next century a significant change took place throughout the district. Most noticeable was the continued migration of the population to a few key settlements. This is best illustrated by the growth of Minehead which, by the time of the 2011 Census, accounted for over one third of the district's resident population and had become the main service centre for much of the surrounding area with a wide range of employment, service, education and, leisure facilities (*see Annex 1, Table 2: West Somerset Parish Population Estimates 1911 - 2011*). Other locations that have benefited from demographic change over the two centuries have been Watchet and Williton which already had distinctive roles, the first as an important port for the area, whilst Williton had become an important local focus for agricultural trade. They had evolved as separate settlements following boundary changes to the former St. Decumans Parish in 1902.³ By the time of the 2011 Census these two accounted for a further 18.7% of the district population between them. This has changed the nature of the population distribution with West Somerset from a relatively even distribution amongst many of the parishes in 1801, to concentration in a limited number of larger settlements, particularly on or near the coast. It also reflected in the changes in dwelling stock between 1831 and 2011 (*see Annex 1, Table 3: Parish Dwelling Stock*

² Coleby, I.; *The Minehead Branch 1848 – 1971*; Lightmoor Press; 2006; ISBN 1 899 88920 5.

³ Joint Information Systems Committee (JISC); *A Vision of Britain: Places – Watchet, Somerset: Relationships and Changes – St. Decumans CP/AP: Boundary Changes*; University of Portsmouth; 2009.

1831 – 2011). This demographic transition and concentration of the population in a limited number of settlements was already well established in 1951 when, Minehead, Watchet and, Williton between them accounted for almost 43% of the population of West Somerset.

- 7 Other demographic changes that took place during the 19th and 20th centuries was, like elsewhere in the country, included the gradual increase in life-expectancy and this was partly reflected in the age distribution of the population. In 1851, over half the districts population of almost 26,000, was under 25 years of age and less than 7% were over 65 (see Table 1 below). Sixty years later the proportion of under 25's in the population had declined by over ten percentage points but, the number of people over 65 was still less than 2,000 out of a smaller total population of less than 23,000. By 1951 despite the consequences of two major wars, the population of West Somerset had risen to almost 28,000. However, the under 25's accounted for less than a third of the population and the proportion of people who were over 65 had almost doubled. By the time of the 2011 Census, the proportion of the district's population who were beyond the accepted retirement age of 65 was greater than that who were under 25.

Table 1: Change in age composition of West Somerset population 1851 – 2011

Census year	Age						Total
	0 - 24		25 - 64		65+		
	Nos.	%	Nos.	%	Nos.	%	
1851	14,111	54.8	9,838	38.2	1,786	6.9	25,735
1911	10,026	44.1	10,822	47.5	1,906	8.4	22,754
1951	8,898	31.8	14,558	52.1	4,493	16.1	27,949
2011	8,008	23.1	16,587	47.8	10,080	29.1	34,675

Sources: 1851, 1911 and 1951 Census data: Vision of Britain⁴ and, 2011 Census data: Office for National Statistics⁵

- 8 During this same time period another significant change was influencing the make-up of the local population. This was the gradual reduction in the size of family groups and number of people occupying each dwelling. In 1831 there were estimated to be 23,076 people living in the area now comprising West Somerset in 4,364 dwellings giving an average household size of almost 5.3 people per unit (see Table 2, below). Fifty years later, the population had increased by over 2,000 additional people and a further c.900 dwellings had been added to the total stock, which had resulted in a lower average rate of occupancy of less than five people per dwelling. By the time of the 1931 Census the population of the district had only increased 425 people but the number of dwelling units had increased by 1,300 in the intervening 50 year period. This meant that the average occupancy rate was now down to less than four persons per dwelling. At the time of the 1981 Census both the population and dwelling stock had increased significantly 4,087 and 4,810 respectively, resulting in a further reduction in average household size to 2.6 persons per dwelling, which has less than

⁴ University of Portsmouth et.al.; A Vision of Britain Through Time: Places: Units and Statistics: Population: Redistricted Age & Sex Structure; Joint Information Systems Committee (JISC); 2009. (data-set at, www.visionofbritain.org.uk)

⁵ Office for National Statistics; Census 2011: Neighbourhood Statistics: West Somerset Local Authority: Key Statistics: Age Structure (KS102EW); Office for National Statistics (ONS); 2013. (data-set at, www.neighbourhood.statistics.gov.uk)

half what it had been in 1831. By 2011 both had seen significant increases in the previous 30 years of 16.9% in terms of population and 53.9% in terms of number of dwellings. This substantial increase in the latter, meant that the average number of people occupying a single dwelling was now less than two. Analysis of the population, its age structure and, the dwelling stock as part of the update to the Strategic Housing Market Assessment for West Somerset noted that over one third of the stock of housing in 2011 was occupied by only one person and, almost 20% of the total stock was being lived in by one person over the age of 65.⁶

Table 2: Change in average household size in West Somerset 1831 - 2011

Year	Population	Dwelling Stock	Average Household size
1831	23,076	4,364	5.29
1881	25,149	5,267	4.77
1931	25,574	6,603	3.87
1981	29,661	11,413	2.60
2011	34,675	17,571	1.97

Sources: 1831, 1881 and 1931 Census data: Vision of Britain,⁷ 1981 Census data: Somerset County Council⁸ and, 2011 Census data: Office for National Statistics⁹

Communications

- 9 An important aspect of both the Local Authority and Local Planning Authority area is the transport network, the level of accessibility it provides to the communities within it and, how this has changed over the years. The nature of the terrain throughout much of the area¹⁰ has restricted the options for the development of a network of roads and tracks in the past. The few main road links from Minehead and Watchet, both southwards and eastwards over Exmoor and the Brendons, the Quantocks and between the latter two upland areas follow much the same routes as were provided for by the Minehead Turnpike Trust following its creation in 1765.¹¹ Many of the larger settlements in the District are located along these few routes. A few other routes developed but these were secondary in nature and significance and remain so today.
- 10 The railway intervened in the second half of the 19th century, linking initially, Watchet, Williton and, Stogumber with the county town of Taunton. A later extension to Minehead also provided connections for Dunster and Washford. In the south, the Barnstaple branch from Taunton provided links to larger neighbouring settlements after a station was built at Brushford for Dulverton. However, the rationalisation of the railway network following the Beeching Report of 1963 saw the closure of the latter

⁶ Housing Vision; Strategic Housing Market Assessment: West Somerset Update – Final Report, November 2013; West Somerset Council; 2013; p.10 (Table 2.2)

⁷ University of Portsmouth et.al.; A Vision of Britain Through Time: Places: Units and Statistics: Population: Redistricted Age & Sex Structure; Joint Information Systems Committee (JISC); 2009. (data-set at, www.visionofbritain.org.uk)

⁸ Somerset County Council Planning Policy Group; 1991 Census: District Ward Profiles – West Somerset; Somerset County Council; 1993.

⁹ Office for National Statistics; Census 2011: Neighbourhood Statistics: West Somerset Local Authority: Key Statistics: Age Structure (KS102EW); Office for National Statistics (ONS); 2013. (data-set at, www.neighbourhood.statistics.gov.uk)

¹⁰ Beeching, R.; The Reshaping of British Railways Part 1: Report; H.M.S.O.; 1963.

¹¹ H.M. Government; The Minehead Turnpikes Trust Act, 5 Geo 3 Chapter 93; H.M.S.O.; 1765.

route in October 1966 with the Minehead branch retaining its services until January 1971. The removal of these two rail links, despite the increased popularity of the area as a destination for domestic tourists, particularly Minehead, after the opening of the 10,000 bed Butlins complex in 1962, meant that access to West Somerset from outside was now dependent entirely on the road network.

- 11 The limited linkages between settlements has had been both a benefit and restriction to their evolution. The dis-benefits for the area have been in terms of accessibility and commuting times, particularly in recent years, when elsewhere in the region and country the ability to travel easily between places has become an increasingly important element of modern living and lifestyles. This has been compounded by the rationalisation and concentration of economic and social services and facilities over the past 50 years in fewer and larger settlements. Most of these, and a wider range of employment opportunities, are now located in settlements outside of West Somerset such as Barnstaple, Bridgwater, Taunton and, Tiverton and this in turn promotes a greater need, and distance, to travel in order to access them. In commercial terms travel time equates to 'dead' time as there is seldom any economic benefit as a consequence and, the more remote a business is, and/or perceived to be, from its potential customers and markets, the less competitive it can be.
- 12 The emergence of internet-based services has, to a degree, provided a potential solution to some of these issues. However, this can only work effectively where it does not involve the delivery of a physical product and the necessary infrastructure such as fibre-optic cabling for 'super-fast broadband' is already in place to enable the communications to be made. Provision of such infrastructure, particularly in its early stages of evolution and development usually require concentration of potential users in order to provide the necessary economies of scale that will encourage the installation of it. This usually occurs first in the larger metropolitan areas. A programme of improvements to the existing networks to facilitate better internet line-speeds in rural areas is underway in Somerset but the outcomes of such upgrading will still be restricted to a limited number of locations/areas and the performance will still not be as quick as that found in the larger urban areas.
- 13 In terms of improving the accessibility to and through West Somerset, this will continue to be dependent on access and usage of the private car. The main road network throughout the area comprises three principal roads in the form of the A.39 linking Minehead (and beyond to Porlock), via Williton, with Bridgwater and the M.5, the A.358 connecting Williton to Taunton and the M.5 and, the A.396 which wends a rather tortuous route south across Exmoor from Dunster to Exebridge and then beyond to Tiverton and Exeter. These routes contain numerous pinch-points which are described as locations where two heavy goods vehicles (HGV's) and/or coaches are unable to pass safely due to the narrowness of the road without one vehicle having to give way. These can cause localised congestion problems particularly in the summer months with the additional tourist traffic using the roads.
- 14 The A.39 in West Somerset has been identified as having a number of locations where this is a problem and solutions proposed, over the years, particularly between Williton and Minehead. In 1953, remedial action to address these issues were identified in the County Development Plan for Washford, Bilbrook, Carhampton, and, Williton and prioritised as 3rd, 6th, 10th and, 19th out of 65 schemes for non-trunk

roads.¹² They continued to be considered high priorities in the review of the County Development Plan in 1964¹³ and as late as 1992, the County Council was consulting on a variety of options.¹⁴ Solutions were still being costed as late as 2000 as part of the Corridor Studies¹⁵ but none were recommended as priorities for immediate or, long-term implementation, in the two full Local Transport Plans^{16,17} of the first decade of the new millennium or in the subsequent Future Transport Plan.¹⁸

- 15 The demographic changes in terms of the distribution of the population amongst over the two centuries, is also reflected in the changing role and function of the settlements. The increasing reliance of the local communities on private transport following the removal of rail services to Minehead in 1971¹⁹ can be found in the levels of car-ownership. In 1971 c.35% of households in Somerset did not have access to a car.²⁰ By the time of the 1981 Census, just over 31% of West Somerset residents were without access to private transport²¹ but, by 2011, this proportion had reduced to just under 18% compared with over 25% for England.²² The reduction of public transport provision to bus services only, and the limited coverage to the principal A class roads where it was and is provided, has meant that most households and communities away from these routes have become dependent on the private car for access to services and facilities in settlements both inside, and outside of the authority. Economies of scale in the provision of commercial and social facilities combined with the increased mobility of the local population providing the potential of greater accessibility to other centres and the competition provided by these has resulted in a greater concentration of these services and facilities in fewer and larger settlements.
- 16 The importance of the road network and the A.39 in particular is that it provides the main direct link for Minehead and Williton and indirectly for Watchet, to their nearest accessible larger neighbours, Bridgwater and, Taunton. These are the locations that provide access to a greater range of community services and facilities such as Hospitals with full accident & emergency and, maternity units, public swimming pools, as well as a more comprehensive range of shopping and other commercial activities. The monitoring of traffic using the main roads in West Somerset shows that the A.39

¹² Somerset County Council; County Development Plan 1953: Report of Survey relating to the Administrative County; Somerset County Council; 1953; pp. 122 – 123 (Appendix 19).

¹³ Somerset County Council; County Development Plan First Review: Report of Survey – 1 Administrative County; Somerset County Council; 1964; pp. 154 – 155 (Appendix 7)

¹⁴ Somerset County Council Environment Department; The West Somerset Link Road: We Need Your Views (promotional pamphlet); Somerset County Council; 1992.

¹⁵ WS Atkins; Taunton & Bridgwater to Minehead Corridor Study: Final Report – August 2000; Somerset County Council; 2000; p.45.

¹⁶ WS Atkins; Delivering Integration : The Local Transport Plan for Somerset 2001 – 2006 – July 2000; Somerset County Council; 2001.

¹⁷ Somerset County Council Environment Directorate; Local Transport Plan Somerset 2006 – 2011: March 2006; Somerset County Council; 2006:

¹⁸ Somerset County Council; Somerset's Future Transport Plan 2011 – 2026: February 2011; Somerset County Council; 2011

¹⁹ Ministry of Transport; British Railways Board Public Notice – Transport Act 1962: Passenger Services, Taunton – Minehead (Ref. RB 3/4/082 dated 15th October 1970); British Railways Board; 1970.

²⁰ Somerset County Council; Somerset Structure Plan Consultative Report of Survey; Somerset County Council; 1977; p.87.

²¹ Somerset County Council Planning Policy Group; 1991 Census: District Ward Profiles – West Somerset; op.cit.

²² Office for National Statistics; Neighbourhood Statistics: West Somerset (Local Authority): 2011 Census: Quick Statistics: Car or Van Availability 2011 (QS416EW); Office for National Statistics; 2013. (data-set)

east of Williton and the A.358 south-east of the village handle, an average, in excess of 6,000 vehicle movements each day throughout the year. To the west of Williton, towards Minehead this increases to over 12,000 movements per day²³ and in August this can be boosted by up to a further 25% as a result of tourist traffic.²⁴ As this area contains an estimated 80% of the LPA's population excluding the surrounding areas within the District west and south of the village that are in the Exmoor National Park, it is clear that the road performs an important function for the communities that rely on it.

- 17 Of particular concern for the area around this 'coastal strip' is the impact on the surrounding road network in the event of serious congestion occurring on the roads or, a serious accident which results in the A.39 being closed to traffic especially between Williton and Minehead. Whilst diversionary measures are available,²⁵ the alternative routes are primarily over B-class and lower standard roads, which are not suited to high volumes of traffic over a prolonged period or for larger vehicles such as articulated HGV's and coaches. This in turn has an impact on the ability of the settlements to develop and evolve and non-locals perception of its accessibility.
- 18 One of the benefits of the relative isolation of many of the settlements in West Somerset is that it can make an area more self-contained. This is noticeable particularly in the 'coastal strip' and Minehead in particular. Analysis of the 2001 Census data revealed that the proportion of people who lived and worked in Minehead was 78% indicating a high level of self-containment within the town. This was the highest rating of all the settlements in the south-west region with a population of more than 5,000 people.²⁶ This reflected in the level of accessibility by bus to social and economic facilities and its extent locally that was mapped by the County Council in 2010.²⁷
- 19 In 2011 only Minehead, Watchet and, Williton contained a number of economic and social/community facilities serving more than the immediate day-to-day needs of the local population in the LPA area, with Minehead providing a significantly more comprehensive range than the other two.²⁸ Some of the larger villages such as Bicknoller, Crowcombe, Stogumber, Stogursey and, Washford have retained some elements such as a School, shop/Post Office, doctors surgery and/or, pub but not all of these, thereby ensuring that local residents have to travel to the larger centres within West Somerset or, towns located beyond the LPA and District boundary. Similar service provision to Watchet and Williton could be found in the Dulverton, Dunster and, Porlock within the Exmoor National Park part of West Somerset. Of these Dulverton, performs an important role as a focus for these types of services and facilities for the communities in and around Brushford in the south of the LPA area.

²³ Department for Transport; Traffic Counts South West: Local Authorities – Somerset: Annual Average Daily Flows; Department for Transport; 2014. (data-set)

²⁴ WS Atkins; Taunton & Bridgwater to Minehead Corridor Study: Final Report – August 2000; op. cit. p.15

²⁵ Somerset County Council; A39/A358 Emergency Diversionary Routes (web-page); Somerset County Council; 2012.

²⁶ Roger Tym & Partners; South West Regional Assembly: Functional Analysis of Settlements, Final Report – April 2005; South West Regional Assembly; 2005; p.51 (Chart 4).

²⁷ Stuart Todd Associates; West Somerset Local Planning Authority Area: Town and Village Centres Study – November 2011: Appendix 2 – West Somerset Profile; West Somerset Council; 2012; pp. 34 – 40.

²⁸ Stuart Todd Associates; West Somerset Local Planning Authority Area: Town and Village Centres Study – November 2011; West Somerset Council; 2012.

Exmoor National Park

20 In order to understand the strategy for development both in the past and what is being proposed in the West Somerset Local Plan to 2032, it is necessary to understand the role played by the Exmoor National Park which covers a substantial part of the West Somerset local authority area. It was created in 1954²⁹ and covers over 67% of the district³⁰ but contains just under 22.5% of the total population (see Annex 1, Table 4: WSC LPA Parish Census Data 2011, 2012 Dwelling Stock and Population Estimates [LPA only]). A consequence of its creation the remaining area of West Somerset, outside of the national park is split into two parts. The majority of the District's population that live in settlements that are within the West Somerset LPA area and these are concentrated in settlements in four distinct sub-areas;

- the northern 'coastal strip' between The Quantock Hills AONB³¹ and where the National Park meets the Bristol Channel at Minehead;
- east of the Quantocks up to the Steart Peninsula and the edge of the Somerset Levels;
- the A.358 corridor towards Taunton; and,
- land south of Dulverton focused on the village and parish of Brushford.

21 The settlements in the last of these four sub-areas are physically detached from the rest of the West Somerset LPA as the National Park was given full strategic and local planning functions and became an LPA in its own right through the provisions of the Environment Act 1995³² and associated Regulations.³³ In this southern enclave of the LPA, the settlement of Brushford and its neighbouring small villages and hamlets will primarily look towards Dulverton, within the National Park for their immediate and day-to-day needs in terms of goods and services. They do not relate or connect with the larger settlements of Minehead, Watchet and, Williton on a regular basis and in a meaningful way because of the issues around accessibility within the District as a whole. The occupants of the village of Brushford and its neighbours tend to look to the larger settlements of Tiverton and South Molton to the south and south-west, for a wider range of services and facilities they need to access and this is unlikely to change.

22 The National Park has a separate set of criteria determining its approach to spatial planning within its area which partly stem from the purposes set out for it in the relevant legislation. Whilst the two LPA's have different approaches to spatial planning and development as a consequence of their differing remits, it is recognised that the people living in both LPA areas are less concerned with the detailed niceties of 'administrative' boundaries when going about their daily lives. There is a great deal of inter-action and movement of peoples between and through both LPA's and there is a need to recognise the implications of this. As a consequence the two LPA's are required to liaise with each other on matters of strategic cross-boundary significance on development planning matters. This part of a general requirement on all LPA's in

²⁹ H.M. Government; National Parks and Access to the Countryside Act 1949: Exmoor National Park (Designation) Order 1954 (HLG 92/176); HMSO; 1954.

³⁰ Somerset County Council Planning Department; Somerset Areas as at 1st April 1985; Somerset County Council; 1985.

³¹ H.M. Government ; National Parks and Access to the Countryside Act 1949: Quantock Hills Area of Outstanding Natural Beauty (Designation) Order 1956; HMSO; 1957.

³² H.M. Government; Environment Act 1995, Chapter 5 (as amended); H.M.S.O.; 1995; ISBN 0 10 542595 8

³³ H.M. Government; Countryside England: The National Park Authorities (England) Order 1996 – Statutory Instrument 1996 No. 1243 (S.I. 1996 No.1243); H.M.S.O.; 1996.

respect of their immediate neighbours as a consequence of the Duty-to-Co-operate provisions of the Localism Act 2011.³⁴

Previous Development Plan strategies

- 23 Development planning in Somerset since 1947 was initially provided by Somerset County Council through the original County Development Plan of 1953³⁵ and the First Review of 1964.³⁶ However, following local government re-organisation in 1974³⁷ the responsibilities were split between County Councils who were responsible for strategic planning and District Councils who were given responsibility for producing local plans as they sought appropriate for their areas. Development planning today has its origins in the Town and Country Planning Act 1990³⁸ with decision making expected to be made in the context of a 'plan-led' approach introduced with the 1991 amendment³⁹ to the Act. Until the introduction of the planning provisions of the Localism Act,⁴⁰ the spatial and strategic aspect of development plans in West Somerset was provided by development plan documents produced by other, higher level local authorities and/or organisations. These have been produced in the past in the form of Structure Plans by Somerset County Council and Regional Spatial Strategies produced for the former Government Office for the South West. The most recent 'adopted' iterations of these documents are the Somerset and Exmoor National Park Joint Structure Review⁴¹ and, Regional Planning Guidance for the South West (also referred to as RPG 10).⁴²
- 24 Somerset County Council adopted its first Structure Plan in 1982⁴³ and, within its policies, identified the quantum of residential development to be provided for over a given period and a strong indication of where most of it should be located within each district through the establishment of a settlement hierarchy. District Councils were expected to use the strategic framework provided and the various quantum of development types (e.g. new dwelling units, employment land, retail floor-space, etc.,) in their respective local plans. The Structure Plan was subject to two revisions in 1986⁴⁴ and 1992,⁴⁵ before a fundamental re-appraisal of all of the document was

³⁴ H.M. Government; Localism Act 2011, Chapter 20; The Stationary Office; 2011; ISBN 978 0 10 542011 8

³⁵ Somerset County Council; County Development Plan 1953: Report of Survey relating to the Administrative County; op. cit.

³⁶ Somerset County Council; County Development Plan First Review: Report of Survey – 1 Administrative County; op. cit.

³⁷ H.M. Government; Local Government Act 1972, Chapter 70 (as amended); H.M.S.O.; 1972.

³⁸ H.M. Government; Town and Country Planning Act 1990, Chapter 8 (as amended); op. cit.

³⁹ H.M. Government; Planning and Compensation Act 1991, Chapter 34 (as amended); H.M.S.O.; 1991; ISBN 0 10 543491 4.

⁴⁰ H.M. Government; Localism Act 2011, Chapter 20; op. cit.

⁴¹ Somerset County Council and Exmoor National Park Authority; Somerset and Exmoor National Park Joint Structure Plan Review, 1991 – 2011: Explanatory Memorandum and Written Statement – Adopted, April 2000; op. cit.

⁴² Government Office for the South West; Regional Planning Guidance for the South West (RPG 10) – September 2001; The Stationary Office; 2001; ISBN 0 11 753603 2

⁴³ Somerset County Council; Somerset Structure Plan: Explanatory Memorandum – Adopted February 1982; Somerset County Council; 1983; ISBN 0 86183 042 3.

⁴⁴ Somerset County Council; Somerset Structure Plan Alteration No.1: Explanatory Memorandum – Adopted September 1986; Somerset County Council; 1986.

⁴⁵ Somerset County Council; Somerset Structure Plan Alteration No.2: Explanatory Memorandum – Adopted September 1992; Somerset County Council; 1993.

carried out during the 1990's culminating in the production of the Joint Structure Plan Review which was adopted in 2000.⁴⁶

- 25 Whilst the early iterations of the Structure Plan were quite relaxed in relation to the location of where development took place at the local level, it was the Joint Structure Plan Review that introduced the concept of focused growth. It proposed that settlements be graded by their role and function and, to a lesser extent their size. The Joint Structure Plan Review Identified the top tier of settlements as Towns and made clear in strategic policy and sustainability terms that the bulk of future growth and development should be directed towards these. Local Planning Authorities were allowed to identify settlements as 'Rural Centres' where they performed an important role to surrounding communities at the local level and a limited amount of development could be permitted. Others were to be designated as Villages where they had an identified but limited range of economic and community services and facilities. All other settlements which did not meet these criteria were either small villages or hamlets but were deemed to be in the open countryside where development would be restricted to that which was essential and needed to be in that location due to its functional purpose.
- 26 The early regional plans that were designed to provide a higher level planning context for structure plans sought to provide a similar policy framework for the whole of the south-west region.^{47,48} They also sought to quantify the housing requirements for a twenty years period but this was only disaggregated down to the strategic planning authority level. The later version of this was to have been replaced by Regional Spatial Strategy (RSS) but this had not become fully effective⁴⁹ or reached adoption stage in the south-west when it was revoked in 2013.⁵⁰ The RSS was introduced through the provisions of the Planning and Compulsory Purchase Act 2004⁵¹ and was intended to replace structure plans as providing the strategic level of policy-making for Local Plans. The RSS set out housing requirement figures for the individual LPA areas (which were renamed as Local Development Frameworks – LDF's). For the West Somerset LPA area for the period 2006 – 2026 it proposed a housing requirement of 2,500 dwellings to be planned for through its LDF documents to replace the adopted Local Plan.
- 27 The RSS sought to specifically identify the highest level of settlements throughout the south-west region and referred to these as Strategically Significant Cities and Towns (SSCT's). These were the large settlements in the region which, due to their

⁴⁶ Somerset county Council and Exmoor National Park Authority; Somerset and Exmoor National Park Joint Structure Plan Review 1991 – 2011: Explanatory memorandum and Written Statement – Adopted April 2000; Somerset County Council; 2001; ISBN 0 861 83357 0.

⁴⁷ Government Office for the South West; Regional Planning Guidance for the South West – July 1994 (RPG 10); H.M.S.O.; 1994; ISBN 0 11 753016 6.

⁴⁸ Government Office for the South West; Regional Planning Guidance for the South West – September 2001 (RPG 10); The Stationary Office; 2001; ISBN 0 11 753603 2.

⁴⁹ Government Office for the South West; The Draft Revised Regional Spatial Strategy for the South West Incorporating the Secretary of State's Proposed Changes – for Public Consultation, July 2008; Department for Communities and Local Government; 2008.

⁵⁰ H.M. Government; Town and Country Planning, England: The Regional Strategy for the South West (Revocation) Order 2013 – Statutory Instrument 2013 No. 935 (S.I. 2013 No. 935); The Stationary Office; 2013; ISBN 978 0 11 153856 2.

⁵¹ H.M. Government; Planning and Compulsory Purchase Act 2004, Chapter ? (as amended); The Stationary Office; 2004; ISBN

containing a comprehensive range of services and facilities and acting as an important focus for employment maintained an influence over their respective surrounding areas at a sub-regional level. However, West Somerset lacks any sizable settlement that has such a clear influence on its neighbours at this level. The nearest settlement that met the criteria set out in the RSS was Taunton, with most of the settlements in the West Somerset LPA area falling within its area of influence. In the absence of settlements in West Somerset being specifically identified in the RSS, it was left to the LPA to determine the settlement hierarchy for its area. LPA's were expected through their individual development plans to identify where individual settlements fitted within the settlement in terms of their role, function and, influence, combined with their potential to accept development through their (new) Local Plans. With the introduction of the Localism Act,⁵² the role of the RSS (subsequently referred to as Regional Strategies) has been deleted from the development plan structure. The responsibility for the provision of a 'strategic level' planning policy framework for the development plan has effectively been delegated to LPA's through their (new) Local Plans (re-named from LDF's). The more localised and detailed planning function may now be provided through Neighbourhood Plans formulated by local communities and overseen by LPA's.

Development of the strategy

28 Work commenced on the (new) Local Plan with the intention of replacing the single planning policy document with a portfolio of documents comprising a Core Strategy and a number of more detailed policy documents that focused on a particular theme or area. These planning policy documents would collectively be known as the Local Development Framework or LDF for the Local Planning Authority area. The structure of this new format of development planning was established through the Planning and Compulsory Purchase Act⁵³ and associated Regulations.⁵⁴ West Somerset Council embarked on the production of an LDF Core Strategy in 2009 with a consultation on identifying the strategic planning policy issues that were appropriate to the area.⁵⁵ The issues identified in response to this consultation were analysed⁵⁶ and integrated with issues and objectives identified in other relevant strategy documents. These included; the emerging, Regional Spatial Strategy,⁵⁷ the County Council's Sustainable Development Strategy,⁵⁸ the Council's Corporate Plan⁵⁹ and Sustainable Community

⁵² H.M. Government; Localism Act 2011, Chapter 20; op. cit.

⁵³ H.M. Government; Planning and Compulsory Purchase Act 2004 Chapter 5 (as amended); The Stationary Office; 2004; ISBN 0 10 540504 3.

⁵⁴ H.M. Government; The Town and Country Planning (Local Development) (England) Regulations 2004 - Statutory Instrument 2004 No.2204 (S.I. 2004:2204); The Stationary Office; 2004; ISBN 0 11 049748 1

⁵⁵ West Somerset Council; West Somerset Core Strategy: Formal Notice of Preparation of the West Somerset Core Strategy (letter dated 8th July 2009); West Somerset Council; 2009.

⁵⁶ Clempson, T.; Summary report of West Somerset Core Strategy reg 25 Issues Consultation and Agreement on Key Issues (as amended) – September 2009 (Local Development Panel, 22nd September 2009 Agenda Item 2); West Somerset Council; 2009.

⁵⁷ Government Office for the South West; The Draft Revised Regional Spatial Strategy for the South West Incorporating the Secretary of State's Proposed Changes – for Public Consultation, July 2008; Government Office for the South West; 2008.

⁵⁸ Somerset Strategic Partnership; Somerset, a Landscape for the Future: Sustainable Community Strategy for Somerset 2008 – 2026; Somerset County Council; 2009.

⁵⁹ West Somerset Council; West Somerset Council Corporate Plan 2009 – 12; West Somerset Council; 2009.

Strategy,⁶⁰ along with other documents these informed the contents of the next round of Core Strategy consultation, the Options Paper.

- 29 The Options Paper of the LDF Core Strategy was placed in the public domain for consultation during Spring 2010.⁶¹ During the course of 2010 there was a change in the Central Government administration following the General election in May of that year. Part of the new administration's agenda was a commitment to simplify the planning system, including a reduction in the volume of policy advice and guidance and a re-structuring of the development plan system in England. In terms of the latter, the Localism Act 2011⁶² established the new structure, which would comprise primarily of Local Plans and Neighbourhood Plans. The new style Local Plans are expected to provide the general policy framework for the Local Planning Authority area, replacing the strategic policy direction that under the 2004 Act⁶³ was provided through Regional Spatial Strategies and, before that under the 1990 Act,⁶⁴ Structure Plans.
- 30 The Localism Act⁶⁵ has transferred the responsibility for strategic policy development to the Local Planning Authorities (LPA's), to be expressed through their respective, emerging (new) Local Plans. Under the provisions of the 1990 Act,⁶⁶ LPA's cannot plan outside of their respective areas, and in the case of West Somerset, this is confined to those parts of the Council's area outside of the Exmoor National Park. Although they cannot plan outside of their respective areas, LPA's are required to be mindful of the inter-relationship between settlements within and outside their boundaries. This is made explicit in the first of the twelve 'core planning principles' identified in paragraph 17 of the NPPF, which states;

"..Plans should be kept up-to-date, and be based on joint working and co-operation to address larger than local issues. They should provide a practical framework within which decisions on planning applications can be made with a high degree of predictability and efficiency;"⁶⁷

LPA's are expected to plan for changes that may result from future development both from within and in neighbouring areas. The spatial dimension of the new system of development planning is provided via the provisions of Section 110 of the Localism Act, known as the 'duty to co-operate'.⁶⁸ This requires LPA's to demonstrate that they have actively worked with their neighbours when addressing cross-boundary planning policy issues that have a strategic significance. This can be done through production of a joint Local Plan or through the development of common policies contained in separate Local Plans. The co-operation and co-ordination of Local Authorities to

⁶⁰ West Somerset Strategic Partnership; West Somerset Sustainable Community Strategy 2007 – 2010; West Somerset Council; 2007.

⁶¹ West Somerset Council; West Somerset Core Strategy Options Paper – January 2010; West Somerset Council; 2010

⁶² H.M. Government; Localism Act 2011, Chapter 20; op. cit.

⁶³ H.M. Government; Planning and Compulsory Purchase Act 2004 Chapter 5 (as amended); op. cit.

⁶⁴ H.M. Government; Town and Country Planning Act 1990, Chapter 8 (as amended); H.M.S.O.; 1990; ISBN 0 10 540890 5

⁶⁵ H.M. Government; Localism Act 2011, Chapter 20; op. cit.

⁶⁶ H.M. Government; Town and Country Planning Act 1990, Chapter 8 (as amended); op. cit. pp. 17 - 18

⁶⁷ Department for Communities and Local Government; National Planning Policy Framework – March 2012; op. cit.

⁶⁸ H.M. Government; Localism Act 2011, Chapter 20; op. cit. pp.103 - 105

produce the Supplementary Planning Document for the Hinkley Point nuclear power station proposal⁶⁹ could be said to be an example of this type of approach.

- 31 Neighbourhood Plans are expected to be promoted and produced by local communities (in West Somerset's case, Town and Parish Councils are the most likely representatives of these) with the assistance of the LPA. These would roughly equate to Area Action Plans under the LDF system, in terms of role and function but, not of status in development plans and will provide detailed local policies in relation to the allocation and development of land within the identified neighbourhood area. At the national level, the publication of the NPPF in March 2012,⁷⁰ replaced the myriad of Planning Policy Statements (PPS's) and Planning Policy Guidance notes (PPG's) with primarily one slim policy document. This has been further supplemented in 2014 by the publication (on-line) of the National Planning Practice Guidance (NPPG)⁷¹ which replaces the numerous best-practice guidance and advice notes that had been developed to support the pre-NPPF statements of Government policy.
- 32 In order to identify the strategy that would influence future planning policy development in the West Somerset LPA area about the distribution of development in a spatial context, it was necessary to consider a series of alternatives. These would be assessed against their impact on the area in terms of achieving improved patterns of sustainable development and self-containment of settlements where practical. These strategies were initially consulted on through the Options stage of consultation in 2010.⁷² At this time, the range of strategies being drafted were being framed so as to be consistent with higher level development plan policy. This was through a combination of the extant Regional Planning Guidance for the South West⁷³ (also known as the Initial Regional Spatial Strategy⁷⁴), the adopted Structure Plan for Somerset and the Exmoor National Park⁷⁵ and, the emerging Regional Spatial Strategy (RSS), which at that time had reached the Proposed Changes recommended by the Secretary of State stage.⁷⁶
- 33 The LDF Core Strategy Options consultation document⁷⁷ proposed three principle alternative strategies;
- Option 1 – Concentrate most of future development at the three main settlements of; Minehead, Watchet and, Williton.

⁶⁹ ARUP; Hinkley Point C Supplementary Planning Document (SPD) – Adopted October 2011; Sedgemoor District Council and West Somerset Council; 2011

⁷⁰ Department for Communities and Local Government; National Planning Policy Framework – March 2012; Department for Communities and Local Government; 2012; ISBN 978 1 4098 3413 7.

⁷¹ Department for Communities and Local Government; National Planning Policy Framework: Planning Practice Guidance; Planning Portal; 2014 (web-site).

⁷² West Somerset Council; West Somerset Core Strategy Options Paper – January 2010; op. cit.

⁷³ Government Office for the South West; Regional Planning Guidance for the South West (RPG 10) – September 2001; op. cit.

⁷⁴ H.M. Government; Town and Country Planning, England: The Town and Country Planning (Initial regional Spatial Strategy)(England) Regulations 2004 – Statutory Instrument 2004 No. 2206 (S.I. 2004:2206); The Stationary Office; 2004; ISBN 0 11 049750 3

⁷⁵ Somerset County Council and Exmoor National Park Authority; Somerset and Exmoor National Park Joint Structure Plan Review, 1991 – 2011: Explanatory Memorandum and Written Statement – Adopted, April 2000; op. cit.

⁷⁶ Government Office for the South West; The Draft Revised Regional Spatial Strategy for the South West Incorporating the Secretary of State's Proposed Changes – for Public Consultation, July 2008; op. cit.

⁷⁷ West Somerset Council; West Somerset Core Strategy Options Paper – January 2010; op.cit. pp. 14 – 17

- Option 2 – Concentrate most of future development at the four settlements of; Minehead, Watchet, Williton plus, Stogursey (which would be upgraded to a Development Policy C, Local Service Centre,⁷⁸ similar to Watchet and Williton, in order to reflect the pressure for development that could arise as a consequence of the proposal to build a new nuclear power station at nearby Hinkley Point⁷⁹).
- Option 3 – Dispersal of development including allocations at the larger villages.

All three strategy options were considered to be successful from a sustainable development perspective in terms of; ensuring equitable access to services and facilities for whole communities, seeking to reduce anti-social behaviour and the fear of crime within the community(s), seeking to improve sustainable economic activity and, reducing the need travel.⁸⁰ It was noted that the strategy options were less clear on how they would address issues such as climate change, energy efficiency, protecting the natural and built environment and assets, promoting recycling, etc. However, the purpose of the strategy options, at this stage in the process of producing an LDF Core Strategy, was to establish a common, high-level structure from which policies could be developed to address these more detailed matters either, individually or collectively, at later stages. The need to provide this strategic framework within the emerging (new) Local Plan has become more critical following the enacting of the planning provisions of the Localism Act 2011,⁸¹ and in particular the new development plan structure.

34 Three other strategies were also considered In the Options consultation paper⁸² but not promoted as suitable and sustainable options that could be applied to manage future development in West Somerset. These were;

- Alternative Option 1 – Less development at the larger settlements, and a much wider degree of dispersal of development amongst smaller settlements including those with few, or no facilities.
- Alternative Option 2 – no significant development at Minehead, with substantial development being focused elsewhere in the District closer to the M.5 corridor.
- Alternative Option 3 – Concentration of the bulk of the RSS requirement of 2,500 dwellings⁸³ in a single eco-village/new settlement.

Whilst not actively promoted through the Options stage consultation, these additional options were included so as to demonstrate that the LPA had considered alternatives to the three main options and, which people could also express a preference for, but this would need to be justified through the provision of appropriate supporting evidence.

35 Following the consultation period on the LDF Core Strategy Options document, the responses were analysed, and those relating specifically to the strategy options,

⁷⁸ Government Office for the South West; The Draft Revised Regional Spatial Strategy for the South West Incorporating the Secretary of State's Proposed Changes – for Public Consultation, July 2008; op. cit. p.45.

⁷⁹ EDF Energy; Hinkley Point C: Proposed Nuclear Development Pre-Application Consultation Stage 2 – Consultation on Preferred Proposals; EDF Energy; 2010.

⁸⁰ ENVIRON; West Somerset Local Development Framework: Core Strategy Options Paper – Sustainability Appraisal Options Assessment; West Somerset Council; 2010; pp 12 – 13.

⁸¹ H.M. Government; Localism Act 2011, Chapter 20; op. cit.

⁸² West Somerset Council; West Somerset Core Strategy Options Paper – January 2010; op.cit. pp. 26

⁸³ Government Office for the South West; The Draft Revised Regional Spatial Strategy for the South West Incorporating the Secretary of State's Proposed Changes – for Public Consultation, July 2008; Government Office for the South West; 2008; p.92 (Policy HMA6: Taunton HMA).

reported back to the Council's Local Development Panel at its meeting on 19th August 2010.⁸⁴ Whilst there was no decisive preference expressed in response to the three main options, there were more respondents opposed to the notion of increasing the number of key settlements to which the majority of future development should be directed, than in favour. Around 60% of those who clearly expressed a preference were against strategy options 2 or 3 whilst 60% were in favour of Strategy Option 1. Of the three other options that had not been actively pursued through the consultation process, the highest proportion in support of any of these was just over 30% who preferred directing most of the development to those settlements that were closest to the M.5 corridor. The three alternatives that were not actively promoted through the Options consultation paper were also subjected to the Sustainability Appraisal on that document.⁸⁵ This confirmed that none of these three options represented a credible and viable strategy for encouraging sustainable patterns of movement and development within the LPA. No other alternative spatial strategies were proposed through any of the representations.

- 36 The responses to the West Somerset Council Core Strategy Options Paper were analysed⁸⁶ and informed the drafting of the next stage in the production of the Core Strategy, the Preferred Strategy, alongside the policy steer provided by the draft NPPF.⁸⁷ The Preferred Strategy document was signed-off by the LPA to go out to consultation in November 2011 (at the same time the proposed document was re-labelled from LDF Core Strategy to Local Plan in order to reflect the new lexicon for development planning being used by Central Government).⁸⁸ However, under the provisions of the relevant Regulations,⁸⁹ it was then subject to a Habitat Regulations Assessment⁹⁰ and Sustainability Appraisal⁹¹⁹² processes before the consultation could commence. These were completed in January 2012⁹³ and February 2012⁹⁴ respectively. The outcome of these studies required amendments and clarification of

⁸⁴ Clempson, T.; West Somerset Core Strategy Options Paper: Consultation Report – August 2010 (report to the Local Development Panel Meeting held on 19th August 2010 – Agenda Item 7); West Somerset Council; 2010.

⁸⁵ ENVIRON; West Somerset Local Development Framework: Core Strategy Options Paper – Sustainability Appraisal Options Assessment; West Somerset Council; 2010; pp.8 - 9 & 56 – 73 (Appendix C)

⁸⁶ Clempson, T.; West Somerset Core Strategy Options Paper: Full Summary of Responses – February 2011 (Local Development Panel, 15th February 2011 Agenda Item 7); West Somerset Council; 2011

⁸⁷ Department for Communities and Local Government; Draft National Planning Policy Framework – July 2011; op. cit.

⁸⁸ West Somerset Council; The West Somerset Local Plan 2012 to 2032: Draft Preferred Strategy – February 2012; West Somerset Council; 2012

⁸⁹ H.M. Government; The Town and Country Planning (Local Development) (England) Regulations 2004 - Statutory Instrument 2004 No.2204 (S.I. 2004:2204) (as amended); op. cit.

⁹⁰ European Economic Community; Council Directive 92/43/EEC of 21st May 1992 on the Conservation of Natural Habitats and of Wild Fauna and Flora (as amended); European Economic Community; 1992

⁹¹ European Union; Directive 2001/42/EC of the European Parliament and of the Council of 27 June 2001 on the Assessment of the Effects of Certain Plans and Programmes on the Environment (Strategic Environmental Assessment); European Union; 2001.

⁹² H.M. Government; Environmental Protection: The Environmental Assessment of Plans and Programmes Regulations 2004 – Statutory Instrument 2004 No. 1633 (S.I. 2004:1633); The Stationary Office; 2004; ISBN 0 11 049455 5.

⁹³ Somerset County Council; West Somerset Local Plan 2012 to 2032 Draft Preferred Strategy: Habitat Regulations Assessment – January 2012; West Somerset Council; 2012.

⁹⁴ ENVIRON; West Somerset Local Plan 2012 – 2032 Preferred Strategy: Sustainability Appraisal Report – February 2012; West Somerset Council; 2012.

some matters to be made to the main document and these were published as a supplement to it.⁹⁵

Identifying locations for growth to support the chosen strategy

37 In the context of land for future housing and employment generating activities at the strategic level, the Preferred Strategy document⁹⁶ consulted on in Spring 2012, endeavoured to identify potential locations around key settlements that, either individually or in conjunction with adjoining areas, might be suitable for that scale of development. At that time, the term 'strategic development' was deemed to comprise a minimum of 250 dwellings plus, a minimum of 2.0 Hectares of land for employment generating use. At the time of drafting the Preferred Strategy document, the intention had been to show the areas of potential strategic levels of development as broad directions of growth in a schematic way, with the detailed extent of sites to be dealt with through subsequent policy documents. These were represented as 'stars' around the three main settlements in the subsequent document that went out to consultation. It also included land to the north of the A.39 at Dunster Marsh, as a possible satellite location for development, in relation to Minehead. This was in response to some concerns expressed during the earlier Options consultation and, also consultation and consideration as part of the adopted Local Plan⁹⁷ process. The main concern was over the ability of the town and surrounding area (within the LPA's area of responsibility) to accommodate the quantum of growth proposed over the time-scale of the emerging plan.

38 The broad areas for potential growth were agreed following consideration of a larger number of areas and sub-areas around the 'key settlements', by the Council's Local Development Panel at its meeting on 18th October 2011.⁹⁸ None of the areas considered for the Preferred Strategy consultation process represented a commitment on the part of the LPA to development in that location. The areas selected were also informed by the Council's Strategic Housing Land Availability Assessment (SHLAA),⁹⁹ which forms part of the evidence-base of the (new) Local Plan. A number of the parcels of land that were nominated through this process were included as part of the areas and sub-areas. These were incorporated in the Preferred Strategy document that was considered as a separate item at the same meeting.¹⁰⁰

Impact of changing national policy

39 Following publication of the final version of the NPPF in March 2012, it became clear that paras. 21 and 47 of the framework require future Local Plan documents to identify

⁹⁵ West Somerset Council; The West Somerset Local Plan 2012 to 2032: Proposed Amendments to the Draft preferred Strategy in Response to the Habitat Regulations Assessment of the Plan – January 2012; West Somerset Council; 2012.

⁹⁶ West Somerset Council; The West Somerset Local Plan 2012 to 2032: Draft Preferred Strategy – February 2012; op. cit.

⁹⁷ West Somerset District Council; West Somerset District Local Plan – Adopted, April 2006; op. cit.

⁹⁸ Wilsher, M.; Strategic Directions for Growth (report to the Local Development Panel Meeting held on 18th October 2011 – Agenda Item 5 [Report No. 132/11] and Appendix A: West Somerset LDF Core Strategy – Future Directions of Growth); West Somerset Council; 2011

⁹⁹ Hunter Page Planning; West Somerset District Council Strategic Housing Land Availability Assessment – March 2010; West Somerset Council; 2010.

¹⁰⁰ Ciempson, T.; Draft West Somerset Local Plan: Preferred Strategy (report to the Local Development Panel Meeting held on 18th October 2011 – Agenda Item 6 [Report No. 131/11] and Appendix 1: West Somerset Draft Local Plan 2012 to 2032 – Draft Preferred Strategy); West Somerset Council; 2011

sites that are realistically deliverable for strategic levels of development.¹⁰¹ Whilst the emphasis is primarily on the first five years of the plan period, LPA's are expected to indicate areas of development land in the second and third five-year periods. Para. 47 of the NPPF requires LPA's to make sure that the selection of sites housing is directly related to the relevant material in the Council's evidence base, saying they should;

*"..use their evidence base to ensure that the Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market areas, as far as is consistent with the policies set out in this Framework including identifying key sites which are critical to the delivery of the housing strategy over the plan period.."*¹⁰²

This meant that in the case of the housing requirement figure in the emerging RSS¹⁰³ that the Council had been using could no longer be relied upon and, that a figure based on demand for both open-market and affordable housing in the area needed to be identified. The implications of this are dealt with later in this paper.

- 40 In conjunction with the revised figure of housing need that the (new) Local Plan is expected to plan for, the third criteria of para. 47 of the NPPF gives a clear indication of the minimum time-scale over which the plan is to operate.

*"..identify a supply of specific, developable sites or broad locations for growth for years 6 – 10 and, where possible, for years 11 – 15;"*¹⁰⁴

In order to meet this objective, planning for a 20 year time-frame as set out in the original version of the Preferred Strategy of the Local Plan¹⁰⁵ would seem the most appropriate solution. This would enable the LPA to embark on producing the more detailed policy documents following adoption of the (new) Local Plan, before having to embark on a review of the main framework document. The impact of these specific policy considerations in the NPPF suggests that the (new) Local Plan would need to be more precise as to the physical extent of land to be considered as part of the potential strategic locations for development. As such, it was deemed prudent to carry out a supplementary round of consultation to address this particular issue, along with other areas that have been identified as missing or not consistent with the policy advice in the NPPF. Many of these policy differences between the national position and, the approach that had been taken in the emerging (new) Local Plan, were identified in outline form and reported to the Local Development Panel in June 2012.¹⁰⁶

¹⁰¹ Department for Communities and Local Government; National Planning Policy Framework – March 2012; op. cit. pp.6 – 7 & 12 – 13.

¹⁰² *ibid.*; p.12

¹⁰³ Government Office for the South West; The Draft Revised Regional Spatial Strategy for the South West Incorporating the Secretary of State's Proposed Changes – for Public Consultation, July 2008; op. cit.

¹⁰⁴ Department for Communities and Local Government; National Planning Policy Framework – March 2012; op. cit.; p.12

¹⁰⁵ West Somerset Council; The West Somerset Local Plan 2012 to 2032: Draft Preferred Strategy – February 2012; op. cit.

¹⁰⁶ Wilsher, M.; National Planning Policy Framework (NPPF) (report to the Local Development Panel Meeting on 13th June 2012, Agenda Item 6 [Report No. 80/12]); West Somerset Council; 2012.

41 The broad locations for potential growth around the key settlements arose from decisions made by the Local Development Panel on a range of areas and sub-areas considered in their meeting in October 2011.¹⁰⁷ By combining those selected from the original areas and sub-areas considered at that meeting with, the implications of the findings of the Habitats Regulations Assessment work,¹⁰⁸ where it affected some of these, this provided the basis for a revised consultation on where strategic level (mixed-use) development could go. A second consultation, on the preferred strategy¹⁰⁹ took place during the summer of 2013. The new iteration of the emerging local plan (referred to as the Revised Preferred Strategy) identified a number of specific locations around Minehead, Watchet and, Williton that were deemed suitable for supporting strategic levels of mixed-use development (c. 250+ dwellings and a minimum of 3 Hectares of land for employment generating uses). The locations chosen were of two types;

- those suitable for immediate development during the plan period, and,
- those reserved for longer-term development that could come forward if the main sites had been fully built out within the plan period.

The selection of the sites had been informed by the sites nominated through a combination of the sustainability of them in relation to existing services, facilities and accessibility, the SHLAA process.¹¹⁰ Other studies that were being carried out at the same time to form part of the 'evidence-base' that would inform the Local Plan were also taken account of. These included two Strategic Flood Risk Assessments (SFRA's),^{111,112} a Surface Water Management Plan that specifically related to Minehead and the area to the west of Dunster Marsh¹¹³ and, the Town and Village Centres Study.¹¹⁴ Also included were the Habitats Regulations Assessment¹¹⁵ and Sustainability Appraisal that supported the original Preferred Strategy consultation document.

42 Whilst some representations to the Revised Preferred Strategy challenged the choice of individual strategic sites these were primarily made by individuals who had other land interests that had not been selected. These other locations either had a potential development capacity that was below the criteria threshold for consideration as strategic sites or, were affected by issues that had led to their exclusion in the selection process. Consideration of all the areas that were considered for the

¹⁰⁷ Wilsher, M.; Strategic Directions for Growth (report to the Local Development Panel Meeting held on 18th October 2011 – Agenda Item 5 [Report No. 132/11] and Appendix A: West Somerset LDF Core Strategy – Future Directions of Growth); op. cit.

¹⁰⁸ Somerset County Council; West Somerset Local Plan 2012 to 2032 Draft Preferred Strategy: Habitat Regulations Assessment – January 2012; op. cit.

¹⁰⁹ West Somerset Council; The West Somerset Local Plan to 2032 Revised Preferred Strategy – June 2013; West Somerset Council; 2013.

¹¹⁰ Hunter Page Planning; West Somerset District Council Strategic Housing Land Availability Assessment - March 2010; West Somerset Council; 2010

¹¹¹ Scott Wilson; West Somerset Council & Exmoor National Park Authority Strategic Flood Risk Assessment Level 1: Final Report – March 2009; West Somerset Council; 2009.

¹¹² Scott Wilson; West Somerset Council Level 2 Strategic Flood Risk Assessment Report – May 2010; West Somerset Council; 2010.

¹¹³ Hyder Consulting (UK) Limited; Somerset County Council Minehead Surface Water Management Plan: Detailed Assessment and Options Appraisal Report – Final Report; Somerset County Council; 2012.

¹¹⁴ Stuart Todd Associates; West Somerset Local Planning Authority Area: Town and Village Centres Study – November 2011; op.cit.

¹¹⁵ Somerset County Council; West Somerset Local Plan 2012 to 2032 Draft Preferred Strategy: Habitat Regulations Assessment – January 2012; West Somerset Council; 2012.

‘strategic directions of growth’ in the Preferred Strategy and those additional locations included as ‘strategic sites’ in the Revised Preferred Strategy were evaluated as part of a review of all alternative locations in the Sustainability Appraisal for the Publication version of the Local Plan.¹¹⁶ The principle of the overall strategy and the interpretation of this by locating the strategic sites around the three main settlements was not however, fundamentally challenged.

Context for future development

- 43 The new style of development plans introduced through the Planning and Compulsory Purchase Act created the framework for planning at the regional level and led to the production of an RSS for each geographic region in England. The RSS process was expected to identify distinct housing markets within each region which, in turn would generate studies of these housing markets that would identify their individual features and how they operated. They were also expected to provide indications of future housing need within their area in the longer term. The Northern Peninsula Strategic Housing Market Assessment (Northern Peninsula SHMA) was identified in the draft RSS for the South West which was put out to public consultation in 2006.¹¹⁷ The area covered by the Northern Peninsula SHMA included North Devon, Torridge, West Somerset and the former North Cornwall District Councils plus the Exmoor National Park Authority as all these organisations had LPA responsibilities within it. A feature of the Northern Peninsula SHMA was that it was unique in comparison with the other SHMA’s in the south-west region, in that it was not focused on one specific town within its area. It was referred to as being ‘poly-centric’ with numerous small localised centres rather than one central location. This was reflected in the number and type of sub-market areas and their distinct individual characteristics that were identified through the study.
- 44 The Northern Peninsula SHMA estimated a potential housing need figure for a 20-year period (2006 – 2026), and covering the whole of West Somerset, of almost 3,900.¹¹⁸ Even if an allowance is made for that part which is within the Exmoor National Park, this would suggest that the estimated housing need figure for the West Somerset LPA area of between 3,400 and 3,500. This in turn would mean that the average annualised delivery rate to meet this need for the 20 year period could be around 170 – 175. This would be significantly higher than the 125 per annum figure that had been proposed in the Secretary of State’s proposed changes to the RSS.¹¹⁹ It was also substantially higher than the average long-term delivery rate, which is currently calculated as being just under 120 dwellings per annum.
- 45 The housing need figure in the Northern Peninsula SHMA was based on data collected in 2007 and 2008, before the subsequent changes to the housing market had fully taken place. The changed housing market conditions since 2008 and, the need to consider the impact of the proposal to build a new nuclear power station at

¹¹⁶ ENVIRON; West Somerset Local Plan Sustainability Appraisal Report Part 3A: Results – Assessment of Alternatives - December 2014; West Somerset Council; 2014

¹¹⁷ South West Regional Assembly; The Draft Regional Spatial Strategy for the South West 2006 – 2026; South West Regional Assembly; 2006

¹¹⁸ Housing Vision; Strategic Housing Market Assessment for the Northern Peninsula – December 2008; Northern Peninsula Housing Market Partnership; 2008; p.123 (Table 55).

¹¹⁹ Government Office for the South West; The Draft Revised Regional Spatial Strategy for the South West Incorporating the Secretary of State’s Proposed Changes – for Public Consultation, July 2008; op. cit.; p.92 (Policy HMA6: Taunton HMA).

Hinkley Point¹²⁰ required an update to the Northern Peninsula SHMA.¹²¹ West Somerset Council commissioned an update to the Northern Peninsula SHMA in 2012 with the same consultancy that had done the original study. It was briefed to provide a general update for the whole of the Local Authority area and a specific figure of the objectively assessed housing need for the LPA for the plan period. The Update¹²² was published in 2013 and was based on the latest Census data that was available (Census 2011¹²³) which is based on the most comprehensive survey of the national population available. It determined that the expected housing need over the twenty year period 2011 – 2031 for the LPA area would equate to the need to provide a further 2,398 dwellings during the plan period. The study also determined that, in addition to the housing need arising from traditional sources, demand for a further 450 dwellings in the LPA area could be generated as a consequence of the impact of the construction of a new nuclear power station at Hinkley Point.

- 46 The development at Hinkley Point is expected to create a significant additional demand for all types of housing in the West Somerset and adjoining areas, for the construction workforce. The applicants have indicated that the construction period could be around ten years and, at its peak, require 5,600 workers to build it.¹²⁴ In addition there may be a demand for housing generated by those who will work at the power station once it becomes operational although it is anticipated that some of this will be catered for through movement of staff from the existing Hinkley Point B station, which is owned by the same energy company, EDF. It is also anticipated that the existing operational power station will be decommissioned once the new power station is fully operational and integrated into the national power network. The power station proposal was approved in 2013¹²⁵ and construction on-site is anticipated to commence on-site and the associated locations, subject to the resolution of a number of technical and legal issues, from c.2015. The construction phase is expected to occupy a substantial part of the plan period of the Local Plan to 2032.
- 47 Whilst it would be difficult to determine where specifically the need for the 450 dwellings generated by the Hinkley Point development will arise, the inclusion of them in the overall objectively assessed housing need figure for the plan-period is regarded as an essential element of the forward planning of the Local Plan. After the proposal

¹²⁰ NNB Generation Company Limited; Application for Development Consent Order for Nationally Significant Infrastructure Under the Planning Act 2008: Application for a Development Consent Order (DCO) to Enable the Applicant to Construct and Operate a Nuclear Power Station [at Hinkley Point, Somerset] (HPC) Together with Associated Development: The HPC Project – October 2011 (IPC Ref. No. ENO 10001); EDF Energy; 2011. (see National Infrastructure Planning web-site at; <http://infrastructure.planningportal.gov.uk/projects/South%20West/Hinkley-Point-C-New-Nuclear-Power-Station/>)

¹²¹ Housing Vision; Strategic Housing Market Assessment for the Northern Peninsula – December 2008; Northern Peninsula Housing Market Partnership; 2008

¹²² Housing Vision; Strategic Housing Market Assessment: West Somerset Update – Final Report, November 2013; West Somerset Council; 2013

¹²³ Office for National Statistics; Census 2011: England and Wales; Office for National Statistics; 2012 onwards (data-set)

¹²⁴ NNB Generation Company Limited; Hinkley Point C Development Consent Order Application: Economic Strategy (Other Documents Doc Ref. 8.16) – October 2011; EDF Energy; 2011; p.30 (Table 5.1: Central Range of Workforce).

¹²⁵ H.M. Government; Infrastructure Planning: The Hinkley Point C (Nuclear Generating Station) Order 2013, Statutory Instrument 2013 No. 648 (S.I. 2013 No. 648); The Stationary Office; 2013; ISBN 978 0 11 153278 2

for a new nuclear power station at Hinkley Point was first announced in 2008, West Somerset Council was approached by the Office of Nuclear Regulation in 2010 to indicate where, and in what quantity, future residential development was being proposed through the emerging Local Plan.

- 48 Using the emerging strategy and the figures that were being estimated for the strategic directions of growth based on the SHLAA report findings¹²⁶ (subsequently evolving into the strategic sites in the Revised Preferred Strategy), Officers of the LPA attempted to quantify the (theoretical) dwelling stock and population at the town and parish level in 2032 and using the development criteria in the emerging policies. This was subsequently amended and updated using the relevant 2011 Census data when it became available. Whilst only the strategic locations/sites had figures assigned to them, allowances were made for the delivery of housing from other non-identified sites within the three main settlements over the plan-period. For all other settlements in the LPA area a 10% uplift in dwelling-stock at the Parish level by 2032 was assumed to be an appropriate outcome. This was consistent to what was being proposed in the definitions to Policy SC1 of the Revised Preferred Strategy.¹²⁷ The output using these assumptions indicated that the number of dwellings that would be provided by 2032 would be 2,797, just 3.55% short of the housing requirement figure being planned for (see Annex 1, Table 4: WSC LPA Parish Census Data 2011, 2012 Dwelling Stock and, 2032 Projections). This exercise, whilst not intended as part of the formal evidence-base data did demonstrate whether the figure being proposed as part of the Local Plan was, potentially, theoretically achievable.
- 49 A further update to the Northern Peninsula SHMA was required following the outcome of the Public Examination into the Derbyshire Dales Local Plan during 2014. The Inspector, in his Interim Report,¹²⁸ noted that he could not find the plan 'sound' as the LPA could not produce evidence that it had taken account of the latest data sources in determining its future housing requirement. The LPA's of North Devon, Torrington and West Somerset District Councils plus the Exmoor National Park Authority commissioned the update to take account of the DCLG 2011 based population projections and their impact on the projected future housing need for the SHMA area and the individual authorities. The latest Northern Peninsula SHMA study¹²⁹ does not show any substantive changes for the West Somerset LPA in terms of the future objectively assessed need for housing or, for the other LPA's. As a consequence it has not been deemed necessary to amend the strategy of the Local Plan or, the context in terms of the future housing requirement and the policies that it proposes to meet this.
- 50 The biggest concern for the LPA is not so much the numbers that have been suggested as comprising the objectively assessed housing need in the future for the area but, the composition of it. Both the original Northern Peninsula SHMA and the West Somerset Update of it, found that the largest component of the future housing

¹²⁶ Hunter Page Planning; West Somerset District Council Strategic Housing Land Availability Assessment - March 2010; op. cit.

¹²⁷ West Somerset Council; The West Somerset Local Plan to 2032 Revised Preferred Strategy – June 2013; op. cit.; p.18.

¹²⁸ Holland, K.; Interim Report on the Examination into the Derbyshire Dales Local Plan, June 2014; Planning Inspectorate (PINs); 2014.

¹²⁹ Housing Vision; Northern Peninsula Housing Market Area Strategic Housing Market Assessment (SHMA) Update: Final Report – December 2014; Northern Peninsula Strategic Housing Market Partnership; 2014.

requirement figures arrived at in both studies was the need for social housing. In the original study this was calculated to comprise c.60% of the housing need for the 20 year period under consideration.¹³⁰ In the West Somerset Update, the absolute numbers had fallen from c.3,450 (derived figure for the LPA area) to 2,398 new dwellings, a reduction of around 30%. The proportion of expected social housing need for the period 2011 – 2031 remained high and was calculated to comprise over 52% of the total housing requirement figure.¹³¹ Neither proportion took account of 'Intermediate' or shared housing which has been promoted as a way of helping first-time buyers to secure their first rung on the 'housing ownership ladder'. Both these rates are in excess of that which the two viability studies^{132,133} and the extant Planning Obligations SPD¹³⁴ says are viable and deliverable.

- 51 If either of these proportions are quantified out of the respective total housing requirement figure and then the figures worked back to calculate the quantum of open-market housing that would have to be provided for through the Local Plan to help finance/cross-subsidise it, these would be well in excess of the figure being suggested in the emerging Local Plan. Given that the annualised average figure that is currently being planned for, 145 dwellings per annum is considered challenging and, the long-term delivery rate is lower than this, the prospect of an even higher rate being delivered, is deemed unlikely.
- 52 In seeking a solution to addressing the quantum of social housing need that the two studies have suggested will be required to be provided for West Somerset Council has approached its neighbouring LPA's to the east (Sedgemoor District Council) and south-east (Taunton Deane Borough Council), to see if they can help out by 'taking' some of the expected affordable housing need. This option is provided for under the Duty-to-Co-operate responsibility given to LPA's under the Localism Act.¹³⁵ However, neither of the LPA's concerned could agree to do this as they have already calculated and made provision for what they can deliver within their own LPA's through development in their own respective adopted LDF Core Strategies/Local Plans.^{136,137} Also, there is a concern that even if these LPA's could help out in providing for some of West Somerset's future affordable housing need, it would be questionable if this would be desirable. This would be because it could result in the individuals subsequently affected by this approach generating patterns of movement, such as commuting-back, that would contradict with the principles of sustainable development.

¹³⁰ Housing Vision; Strategic Housing Market Assessment for the Northern Peninsula – December 2008; op.cit.; p. 114 (Table 45).

¹³¹ Housing Vision; Strategic Housing Market Assessment: West Somerset Update – Final Report, November 2013; op. cit.; p. 132 (Table 5.3)

¹³² University of the West of England; Northern Peninsula Housing Market Area Partnership: A Strategic Housing Viability Assessment Study, Parts 1 & 2; Northern Peninsula Housing Market Partnership; 2008;

¹³³ Economic Viability and Planning Consultants (EVPC); West Somerset: Strategic Housing Viability Assessment 2014; West Somerset Council; 2014.

¹³⁴ Cushman & Wakefield; West Somerset Planning Obligations Supplementary Planning Document, Adopted: December 2009; West Somerset Council; 2010.

¹³⁵ H.M. Government; Localism Act 2011, Chapter 20; op. cit.

¹³⁶ Sedgemoor District Council; Local Development Framework Core Strategy – Published Version: Shaping the Future of Sedgemoor 2006 – 2027 – Adopted September 2011; Sedgemoor District Council; 2013.

¹³⁷ Taunton Deane Borough Council; Taunton Deane Core Strategy 2011 – 2028: Development Plan Document – adopted September 2012; Taunton Deane Borough Council; 2012.

- 53 West Somerset LPA has, at the same time as it has been seeking solutions to its affordable housing dilemmas mentioned above, been approached by the Exmoor National Park Authority to see it would be able to take their open-market housing requirement for that part of the National Park which is in West Somerset. The numbers involved could add almost 10% to the overall housing requirement figure during the plan-period which, as mentioned above, are already considered challenging. In addition West Somerset LPA would not benefit from any consequential affordable housing that might arise from this element of open market housing. The West Somerset LPA does not feel it is in a position to accede to this request in the context of the approach it has had to make, itself, to its neighbours to the east and south-east in relation to affordable housing. Also the concerns regarding how such a proposal would fit in sustainable development terms (mentioned previously), remains.
- 54 A further complication to the delivery of affordable housing in the LPA area during the plan period has been the recent Government announcement concerning the quantum and funding that can be secured from small-scale (up to, and including, 10 dwellings) residential developments. The amendments to the NPPG¹³⁸ has meant that the thresholds that were originally proposed in the emerging Local Plan (as shown in the Revised Preferred Strategy¹³⁹) and, which reflected those currently in use through the adopted Local Plan¹⁴⁰ and Planning Obligations SPD,¹⁴¹ have had to be revised. The revision means that small scale developments of 10 dwellings or less will not have to provide an element of affordable housing as part of the overall development. However, in predominantly rural authorities, where the Secretary of State has formally designated these as 'Rural Areas,' as set out in Section 157 of the Housing Act 1985,¹⁴² LPA's will be able to seek financial contributions towards the provision of affordable housing, off-site. This can be negotiated through a Section 106/Planning Obligations agreement¹⁴³ on developments of between 6 and 10 dwelling units. Fortunately for West Somerset, most of the LPA area is covered through an Order issued in 1997¹⁴⁴ and this is linked back via Sections 16 and 17 of the Housing Act 1996,¹⁴⁵ to the relevant piece of 1985 legislation.
- 55 It is unclear at this stage what the outcome will be over the plan-period in terms of affordable housing units that could be 'lost' as a consequence of these changes. Analysis of the completions data for the ten year period 2002/03 to 2011/12 suggests that it may be small in overall terms as the nature of the small-scale development during this period has been such that the very small developments of 1 – 3 dwellings

¹³⁸ Department for Communities and Local Government; National Planning Policy Framework – National Planning Practice Guidance: Planning Obligations – Are there any circumstances where infrastructure contributions through planning obligations should not be sought from developers? (Paragraph: 012 Reference: ID 23b-012-20141128; Department for Communities and Local Government Planning Portal (web-site); 2014.

¹³⁹ West Somerset Council; West Somerset Local Plan to 2032 Draft Revised Preferred Strategy – June 2013; op. cit.

¹⁴⁰ West Somerset District Council; West Somerset District Local Plan – Adopted, April 2006; op. cit.

¹⁴¹ Cushman & Wakefield; West Somerset Planning Obligations Supplementary Planning Document, Adopted: December 2009; op. cit.

¹⁴² H.M. Government; Housing Act 1985, Chapter 68 (as amended); H.M.S.O.; 1985.

¹⁴³ H.M. Government; Town and Country Planning Act 1990, Chapter 8 (as amended); op. cit.

¹⁴⁴ H.M. Government; Housing, England and Wales: The Housing (Right to Acquire or Enfranchise) (Designated Rural Areas in the South West) Order – Statutory Instrument 1997 No. 621 (S.I. 1997 No.621); H.M.S.O.; 1997.

¹⁴⁵ H.M.Government; Housing Act 1996, Chapter 52 (as amended); H.M.S.O.; 1996.

would not have made a contribution towards affordable housing anyway. The larger developments of 5 or more, where they crossed the respective (then) threshold for providing affordable housing would probably, if delivered now, still make a contribution under the new arrangements. The main area of concern for the LPA will be the impact it could have on the delivery of affordable housing in the smaller settlements both in terms of numbers provided and, the identification of land on which affordable housing units could be built using the commuted sums from qualifying small-scale open-market developments.

Planning for the future housing need and deliverability

56 With the results of the Options consultation favouring a concentration in and around the three largest settlements in the LPA area of, Minehead, Watchet and, Williton and the NPPF expecting that LPA's plan for, "...identified need..",¹⁴⁶ the requirement to identify an appropriate quantum of land in the most sustainable locations becomes more acute. There have been a number of cases recently where LPA's have sought to put forward a lower development figure than the relevant studies and/or other evidence-base information has indicated is required. The experience of Salford City Council, whose Examination of its Local Plan was suspended by the Inspector (with little prospect of it re-starting in the near future), because they sought to take this approach,¹⁴⁷ suggests that this is not a viable option if the LPA really wants to manage future development within its area through the development plan process.

57 A solution in the past used by some LPA's, has been to rely on 'windfall' development to a greater or lesser degree to help meet its housing requirement 'target'. Prior to the publication of the NPPF, the previous guidance on this matter was provided through PPS 3: Housing,¹⁴⁸ and was to discourage LPA's from using windfall development in this way unless they could clearly demonstrate that there was no opportunity to identify sufficient land through the site allocation process. Whilst paragraph 48 of the NPPF¹⁴⁹ does now permit LPA's to use the 'windfall allowance' approach, it is based on the assumption that there is reliable evidence to demonstrate that there is an ongoing and consistent supply of land available to support it. Specific reference in the guidance to the avoidance of development in residential gardens in both Paragraphs 48 and 53 of the NPPF.¹⁵⁰ Whilst there has been an element of this occurring in West Somerset, it has generally been confined to very small-scale development (usually one or two dwellings maximum) in individual gardens. This is in contrast to the comprehensive developments involving multiple land-owners that have occurred in other parts of the country.

58 A significant proportion of development in the ten year period 2002/03 – 2011/12 in the West Somerset LPA area has come from small-scale developments and, 30% of

¹⁴⁶ Department for Communities and Local Government; National Planning Policy Framework – March 2012; op. cit.; p.12

¹⁴⁷ Carpenter, J.; Inspector Halts Salford Strategy Examination; in: Garlick, R. (Ed.); Planning – Thursday, 27 September 2012; Haymarket Business and Media Ltd.; 1944; 05 October 2012; ISSN 1467 2073; p.08.

¹⁴⁸ Department for Communities and Local Government; Planning Policy Statement 3: Housing (PPS 3) (revised); The Stationary Office; 2011; ISBN 0 11 753976 7; p.19 (para.59).

¹⁴⁹ Department for Communities and Local Government; National Planning Policy Framework – March 2012; op. cit.; p.13 (para.48)

¹⁵⁰ Department for Communities and Local Government; National Planning Policy Framework – March 2012; op. cit.; p.13 – 14.

this has been from very small developments (<3 dwellings per site, usually just one). Because windfall development in the area in the past has been at such a small-scale level, it is almost impossible to predict when, where and, in what quantity it is likely to come forward. Most of these developments have occurred within the existing development limits of settlements identified in the adopted Local Plan¹⁵¹ where there is a general, but not automatic, presumption in favour of development. The supply of potential sites to support windfall development within existing settlements with development limits is not inexhaustible and, once developed, the options for further development on the same site are significantly reduced. Also, because of the small-scale of the individual developments, they are unlikely to contribute, individually or collectively, through Section 106/Planning Obligations agreements,¹⁵² towards the provision of necessary infrastructure improvements that may be required close to where the development takes place.

- 59 An option in attempting to reduce the amount of land to be allocated through development plans might be to interpret the wording in paragraph 47 of the NPPF at its most literal level.¹⁵³ This would mean that an LPA would only need to specifically identify sites for the first five years of the plan-period (plus 5%, or 20% if the LPA has been deemed to be a persistent under-provider in the past), and indicate general areas/broad locations for future development beyond year 5. The first flaw with such an approach would be that as soon as the plan is adopted (assuming that an Inspector would endorse such an approach), the LPA would immediately be committed to updating the plan as developers would be able to argue that after the first allocated site had been committed, the LPA would no longer be able to demonstrate it had a 5-year supply of land readily available for residential development. It could also be suggested that such an approach could remove the concept of choice if there were only a limited number of alternative sites available.
- 60 Failure to allocate an adequate level of land at a strategic level through the (new) Local Plan process will leave the LPA vulnerable to, 'planning by appeal'. This has two significant dis-benefits in respect of planning at the strategic level for the LPA. The first is that development could occur in a disjointed way with pieces of land being developed in advance of, and with no integration in relation to the areas around it. Secondly, the potential benefits from the provision of necessary infrastructure for a wider development through Section 106/Planning Obligations may be compromised by the absence of economies of scale that a larger, integrated and, phased development could fund. A further negative implication arising out of the failure to allocate sufficient land would be the additional strain on resources on staff in Development Management in having to deal with the extra work associated with the appeal(s). It is therefore imperative that looking at a longer time-frame in respect of strategic development is adhered to through identification of sufficient land that could be successfully phased without being too prescriptive on the implementation of the phasing.

¹⁵¹ West Somerset District Council; West Somerset District Local Plan – Adopted, April 2006; op. cit. (para.3.11).

¹⁵² H.M. Government; Town and Country Planning Act 1990, Chapter 8 (as amended); H.M.S.O.; 1990; ISBN 0 10 540890 5.

¹⁵³ Department for Communities and Local Government; National Planning Policy Framework – March 2012; op. cit.; p.12

Viability

- 61 An important element of the new national guidance is that it is seeking to encourage sustainable development and it emphasises that development plans should take account of the potential viability of land and property they are intending to allocate through the development plan process.¹⁵⁴ Part of the potential viability of a development will concern the quantum of infrastructure that allocated sites are expected to contribute towards, along with other types of development (to mitigate its impact on surrounding areas and communities) that are negotiated through Section 106/Planning Obligations agreements. This issue was examined as part of the LPA's participation in the original Northern Peninsula Strategic Housing Market Assessment¹⁵⁵ primarily in relation to determining the potential capacity of sites to deliver affordable housing.
- 62 The study on land viability¹⁵⁶ was subsequently used to influence and inform the development of the West Somerset Planning Obligations Supplementary Planning Document (SPD).¹⁵⁷ The SPD establishes the basic principles that are used to determine the viability of development proposals from the LPA's perspective. If developers and/or land-owners wish to challenge this approach in relation to their proposal, they are expected to demonstrate that the methodology and/or figures used in the SPD are incorrect through the provision of an alternative case justified with information and data from sources that can be readily checked by the LPA. Whilst primarily focused on the delivery of affordable housing, there is no reason why the principles and approach in the SPD could not be applied to other forms of development, where appropriate. The approach to viability testing of development proposals will continue to be used as the basis for negotiation with developers until such time as the SPD is updated or superseded.
- 63 The original viability study¹⁵⁸ was carried out at or near the peak of the housing market cycle and due to the changed economic conditions since 2008 combined with the increase in emphasis on viability issues in government policy, a fresh study was commissioned.¹⁵⁹ This new study also looked at the strategic sites that had been included in the Revised Preferred Strategy. The original study had concentrated on a range of sites based on either extant planning permissions but, none that involved the scale of development that was being proposed on the strategic sites. The results confirmed the viability findings of the original study on most of the sites. This was that, notwithstanding other policy considerations or unknown factors affecting the deliverability of individual sites, all of them could support providing affordable housing on-site at the 35% level set out in the Planning Obligations SPD. The only sites where this level of affordable housing might be challenging were the largest of the strategic sites. Due to the scale of development that was being proposed on some of these

¹⁵⁴ *ibid.*; pp. 41 – 42 (paras. 173 – 177)

¹⁵⁵ Housing Vision; Strategic Housing Market Assessment for the Northern Peninsula – December 2008; *op.cit.*

¹⁵⁶ University of the West of England; Northern Peninsula Housing Market Area Partnership: A Strategic Housing Viability Assessment Study, Parts 1 & 2; *op. cit.*

¹⁵⁷ Cushman & Wakefield; West Somerset Planning Obligations Supplementary Planning Document, Adopted: December 2009; *op. cit.*

¹⁵⁸ University of the West of England; Northern Peninsula Housing Market Area Partnership: A Strategic Housing Viability Assessment Study, Parts 1 & 2; *op. cit.*

¹⁵⁹ Economic Viability and Planning Consultants (EVPC); West Somerset: Strategic Housing Viability Assessment 2014; *op. cit.*

sites and, the expectation that they would have to provide more substantive items of infrastructure in order to make the sites work (compared with more modest sized development sites), it was suggested that compromises might have to be made in terms of either the quantum of affordable housing provided or the community infrastructure provided. Such factors will need to be taken account of in the 'master-planning' of these strategic sites.

- 64 A further complication to determining the viability issues affecting the Local Plan strategy site selection has been the limited response of infrastructure providers to the various consultation stages and informing the Council's Infrastructure Delivery Plan which forms a part of evidence-base.¹⁶⁰ It is considered that the lack of response on the part of these providers is due to the fact that the numbers proposed, and their locations, do not cross any critical thresholds for their respective types of infrastructure that would warrant a significant upgrade or, new, provision in the LPA area. This aspect will continue to be monitored by the LPA as part of its monitoring responsibilities of the Local Plan and, the proposed master-planning of the strategic sites.

Residential development

Historic residential completions since 1976/77

- 65 In terms of recent development performance in respect of housing completions in the West Somerset LPA area set against development plan expectations, the Council has data available that covers the period 1976/7 to 2013/4. Housing requirement figures first appeared in the original Somerset Structure Plan.¹⁶¹ This identified a requirement figure of 1,800 dwellings for the whole of West Somerset (including that part of Exmoor National Park that is within Somerset) for the period 1977 – 1991. This document also identified three sub-areas within the District and disaggregated the housing requirement figure to each of these. If the Dulverton Sub-Area (as represented in Diagram 5 of the Explanatory Memorandum¹⁶²) is taken as a proxy for the Somerset part of the Exmoor National Park and its housing requirement figure of 200 is deducted from that for the whole of the West Somerset figure to take account of the Exmoor National Park, the figure for the West Somerset Local Planning Authority area becomes 1,600. This gives an average annualised rate of development of c.114 dwellings per annum. Over that same timescale, 1,925 dwellings were completed giving an average for each year of about 128 dwellings. Whilst the requirement figures for the next two Structure Plan periods (Alteration No.1¹⁶³ and, Alteration No.2¹⁶⁴) increased significantly, the average rate of delivery in terms of new dwellings provided during each period changed only slightly.
- 66 Whilst the average annualised rate for the two Alterations were much higher than that in the original Structure Plan, these rates have only been achieved, or exceeded, on nine separate occasions in relation to Alteration No.1 and, twice in relation to

¹⁶⁰ Clempson, T.; Draft West Somerset Local Plan to 2032: Infrastructure Delivery Plan – Report to the Local Development Panel on 6th January 2015; West Somerset Council; 2014

¹⁶¹ Somerset County Council; Somerset Structure Plan Explanatory Memorandum – Adopted February 1982); op. cit.; p.36.

¹⁶² *ibid.*; pp.42 - 43

¹⁶³ Somerset County Council; Somerset Structure Plan Alteration No.1: Explanatory Memorandum; Somerset County Council; 1986; ISBN ; p.32

¹⁶⁴ Somerset County Council; Somerset Structure Plan Alteration No.2: Explanatory Memorandum (Adopted - August 1992); Somerset County Council; 1993; ISBN 0 86183 234 5; p.20

Alteration No.2 over the past 38 years (see *Annexe 1, Table 5: Housing Completions in West Somerset LPA area*). The Joint Structure Plan¹⁶⁵ set a much more realistic housing requirement figure, which was reached just before the onset of the latest recession, when housing development, generally, declined significantly. The emerging Regional Spatial Strategy for the South West proposed a figure of 2,500 dwellings for the West Somerset LPA area for the period 2006 – 2026,¹⁶⁶ which equates to 125 dwellings per annum and was considered far more likely to be achieved based on past development performance. However, the Government through the provisions of the Localism Act 2011¹⁶⁷ and associated legislation, have determined that the traditional approach of housing requirements being set out through strategic level policy documents such as structure plans and regional planning documents are inappropriate. It has delegated the responsibility for determining the strategy affecting how much development should be provided for over a set time-scale and where it should be provided should be determined at the LPA level.

Table 3: Structure Plan Housing Requirements and Actual Performance

Structure Plan	Plan Period	Housing Reqt.	Average p.a.	LPA Comp.	Average p.a.
<i>Somerset Structure Plan</i>	1977-1991	1,600'	c.114	1,925	c.128
<i>Somerset Structure Plan Alt. No.1</i>	1981-1996	2,150'	c.143	1,847	c.123
<i>Somerset Structure Plan Alt. No.2</i>	1986-2001	2,900"	c.193	1,766	c.118
<i>Somerset and Exmoor National Park Joint Structure Plan Review</i>	1991-2011	2,150	c.108	2,323	c.116

Notes

' Housing Requirement figures at the time were calculated on the basis of the pre-1974 Local Authority areas. For the purposes of consistency the requirement numbers based on the Dulverton RDC have been treated as a proxy for the Exmoor National Park area in Somerset and excluded.

" The Housing Requirement figure in this plan covered the whole of the West Somerset and was 3,150. For the purposes of consistency 250 dwellings have been deducted as representing the contribution of the Exmoor National Park area in Somerset.

67 Despite the varying housing requirement figures proposed through the strategic level policy documents over the past 38 years, there are two features that have remained fairly constant. The first is the average rate of delivery over the various plan periods which has fallen slightly from 128 dwellings per annum in the original Structure Plan period, to 118 dwellings per annum during the Joint Structure Plan Review period (see Table 3, above). Also, although the individual rates of delivery in relation to their location has varied from year to year, the analysis of the data over the long term shows that around 80% of the new dwelling units created or built have been located in the three main settlements of Minehead, Watchet and Williton. Minehead appears to have accounted for almost a half of the total new stock created or built during this period (see *Annex 1, Table 5: Housing Completions in West Somerset LPA*). This

¹⁶⁵ Somerset County Council and Exmoor National Park Authority; Somerset and Exmoor National Park Joint Structure Plan Review, 1991 – 2011: Explanatory Memorandum and Written Statement – Adopted, April 2000; Somerset County Council; 2001; ISBN 0 861 83357 0; pp. 62 – 63.

¹⁶⁶ Government Office for the South West; The Draft Revised Regional Spatial Strategy for the South West Incorporating the Secretary of State's Proposed Changes – for Public Consultation, July 2008; Government Office for the South West; 2008; pp. 121 – 124 (Table 4.1).

¹⁶⁷ H.M. Government; Localism Act 2011, Chapter 20; op. cit.

would suggest that the various strategies in the strategic level policy documents to direct development to the larger settlements has been successful.

- 68 Much of the development in the past 12 years within the LPA area has come from small-scale and medium-scale (20 – 70 dwellings) developments. The largest development during this period was the redevelopment of the former Lido site, Warren Road, Minehead, which provided 181 new dwellings. This was a large windfall development on a brownfield site. Whilst the larger settlements could continue to grow by relying on relatively small-scale allocations (<100 dwellings) and windfall developments, there will come a point where the existing infrastructure to serve it, the residents and, the new development, will require substantial upgrading. In order to ensure that the appropriate level of infrastructure can be provided for in the future, the identification of sites capable of supplying a strategic quantum of development is necessary in order to contribute towards its funding. This will require planning for the longer-term. An essential element for the strategic sites will be to ensure that although there will be external economic factors that might affect the timing of development the delivery of the development is properly phased to allow for such changes.
- 69 Whilst planning policy cannot make people in the LPA live, work and, play within the area, it can help to create the opportunities whereby residents can do this in a more sustainable way. Paragraph 37 of the NPPF¹⁶⁸ provides a clear policy steer at the national level in this respect. A way of measuring the sustainability of an area is to look at the level of self-containment. A way that this can be measured is through analysis of the proportion of people in an area who live and work in that area. As part of the evidence to support the emerging RSS, analysis was carried out of many settlements in the south-west region with a population over 5,000 to establish their self-containment factor.¹⁶⁹ The data showed that Minehead had one of the highest self-containment factors of all the settlements identified with a rate of 78%.
- 70 The creation of new dwelling units through new-build and, conversions and change-of-use of existing buildings can fluctuate dramatically from year to year. Between 1987/88 and 1991/92 the rate of completions in the West Somerset LPA area rose from dwellings at the start to a peak of 266, before falling back to 96 new dwelling being created in the monitoring year 1991/92. A similar pattern can be seen during the period commencing 2004/05, peaking at 222 completions in the monitoring year 2006/07 and, ending in 2010/11 with only 40 new homes being created (see Annex 1, Table 5: Housing Completions in West Somerset LPA). These variations can be linked to changes that were occurring in the economy nationally. However, for the development industry there can be a time delay of around 12 months before the full impact manifests itself in the monitoring data.
- 71 In the context of where should the future development go, looking at the preferred locations for development as expressed through past completions, this would suggest that the favoured locations over the past 38 years have been Minehead, Watchet and Williton. Over three quarters on new dwellings created have been within these three

¹⁶⁸ Department for Communities and Local Government; National Planning Policy Framework – March 2012; op. cit.; p.10.

¹⁶⁹ Roger Tym & Partners; South West Regional Assembly Functional Analysis of Settlements: Final Report – April 2005; South West Regional Assembly; 2005; p. 51 (Chart 1).

towns. Since the adoption of Alteration No.2 of the Somerset Structure Plan in 1992,¹⁷⁰ there has been a clear policy steer of directing development towards the larger settlements in the respective LPA areas. In West Somerset's case these have been the three main settlements in which Minehead has been defined as a Town in planning policy terms.^{171,172} This means that it has a wide range of services and facilities and is the focus of significant levels of human activity seeking to use these not just within the town but also affecting many settlements in a broad hinterland. Watchet and Williton have been defined as Rural Centres, in policy terms, in the last two structure plans,^{173,174} meaning that they have a range of services and facilities to meet the immediate day-to-day needs of their respective inhabitants and also act as a focus for those living in villages immediately surrounding them. The recent study of retail and related provision that forms part of the evidence-base for the (new) Local Plan¹⁷⁵ confirms the important roles and function that these three settlements provide. Monitoring the performance of the adopted Local Plan through annual monitoring reports¹⁷⁶ shows that the proportion of development that has taken place in these settlements since 1991 has increased to c.80%.

Unusual issues

- 72 As has been mentioned earlier, West Somerset is a predominantly rural area which rarely sees any significant development proposal. However, it has seen the construction of two nuclear power stations in the past 57 years at Hinkley Point. It is due to see the construction of a third power station in the coming years. The scale of this type of development and the long period of time over which the construction takes place will have an impact on both the local economy and the demands placed on the local housing market. However, due to the fact that the last project of this type and scale to be built in England in a rural area was completed in 1995, there is no recent experience on which the impact of the development on the surrounding area and markets can be gauged. That there will be an impact, is the only piece of certainty that can be assumed. The West Somerset Update of the Northern Peninsula SHMA attempted to quantify the likely impact on the local housing market in terms of housing that might need to be provided for over and above that which would normally be required. It has concluded that a figure of 450 extra new dwellings may be required over the construction phase of the project but, exactly where the housing will need to be provided and of what type, no definitive answer can be given. West Somerset Council as the LPA most directly affected by the development has endeavoured to

¹⁷⁰ Somerset County Council; Somerset Structure Plan Alteration No.2: Explanatory Memorandum (Adopted - August 1992); op. cit.

¹⁷¹ *ibid.*; p.15 (Policy SP2).

¹⁷² Somerset County Council and Exmoor National Park Authority; Somerset and Exmoor National Park Joint Structure Plan Review, 1991 – 2011: Explanatory Memorandum and Written Statement – Adopted, April 2000; op.cit.; p.19 (Policy STR2)

¹⁷³ Somerset County Council; Somerset Structure Plan Alteration No.2: Explanatory Memorandum (Adopted - August 1992); op. cit.; pp. 15 – 16 (Policy SP3)

¹⁷⁴ Somerset County Council and Exmoor National Park Authority; Somerset and Exmoor National Park Joint Structure Plan Review, 1991 – 2011: Explanatory Memorandum and Written Statement – Adopted, April 2000; op.cit.; pp. 19 – 20 (Policy STR3) and, West Somerset District Council; West Somerset District Local Plan – Adopted, April 2006; West Somerset Council; 2008; (Policy SP1)

¹⁷⁵ Stuart Todd Partnership; West Somerset Local Planning Authority Area: Town and Village Centres Study – November 2011; West Somerset Council; 2012.

¹⁷⁶ West Somerset Council; West Somerset Annual Monitoring Report 2008/9 (Part of the West Somerset Local Development Framework); West Somerset Council; 2009.

factor in the need to provide for this anticipated housing demand in its strategy and policies in the emerging Local Plan.

Calculating the 5 year supply requirement

73 The strategic housing target for the West Somerset Local Plan is 2,900 new homes over the 20 year period 2012 – 2032. This equates to an annualised requirement of 145 units per year. This is higher than the equivalent rates in the most recent strategic level development plan documents, the Joint Structure Plan Review which was an average of 107.5 dwellings per annum (2,150 over the period 1991 – 2011) and, 125 dwellings per annum that was proposed through the Regional Spatial Strategy for the South West (2,500 dwellings over the period 2006 – 2026). It is close to the long-term average, which over the period 1976/77 – 2013/14 equates to just under 118 dwellings per annum. It is also higher than the quantum of housing need for the 20 year period 2011 – 2031 in the update to the Northern Peninsula SHMA for the West Somerset LPA area, which arrives at a figure of 2,398 dwellings. This equates to an annualised rate of 120 dwellings per annum.

74 The significantly higher quantum of housing proposed for the plan period is primarily due to the need to take into account the future consequences on the West Somerset LPA housing market of the construction of a new nuclear power station at Hinkley Point. The scale of the development in terms of the number of jobs that will be created throughout the construction period and its duration are likely to have an impact on the local housing markets in the surrounding area. However, quantifying the demand that will be generated for additional residential accommodation, outside of that which is proposed to be provided by the developers, is difficult to calculate and disaggregate down to the LPA level. This is due to the fact that there has been no recent experience within the UK of a development of this size, scale and, complexity in a predominantly rural area in the last twenty years. Sizewell B in Suffolk was the last nuclear power station built in England and was commissioned in 1995. The update to the SHMA includes an appreciation of the potential impact of this proposed development. It suggests that the impact on the local housing markets and sub-markets in West Somerset could mean that an additional 450 dwellings will be required during the plan period. If this is included as a part of the overall figure of housing need for the 20 years, it equates to 2,848 dwellings.

Supply of housing

75 There has been under-delivery in the first two years of the emerging plan period with approximately 50% of the housing target being met. This should not be considered to represent 'persistent under-delivery' in the context of the requirements of the NPPF but a reflection of the performance of the economy and housing market locally. The long-term housing completions figures have demonstrated, that over the lifespan of the Joint Structure Plan Review, the housing requirements have been met in full. These requirements have been met despite a significant fluctuation in completion figures from year-to-year and this is not just confined to the twenty year period covered by the plan but was evident since the mid 1970's (see *Annexe 1, Table 5: Housing Completions in West Somerset LPA area*). It should also be noted that the total number of dwellings being planned for is significantly higher than that which has been delivered in the past. It also includes provision for the possible impact of the proposed new nuclear power station at Hinkley Point. This is considered to have a minimum ten year construction period.

76 Housing completions in the LPA area have tended to fluctuate because of the comparatively low levels of demand coupled with, a relatively modest housing target and, allocated or identified site opportunities not traditionally comprising the bulk of housing land supply. As an example in the ten year period between 2002/03 and 2011/12 there were 1,171 dwellings added to the stock of housing in the LPA area. Although almost two-thirds (775) of this figure occurred on large sites of 10 dwellings or more but of these only 89, or 11.5% were on allocated sites identified in the adopted Local Plan. As a consequence, the LPA does not consider that the shortfall to-date should be met up front following the 'Sedgefield' approach but rather that there are local circumstances which justify adopting the 'Liverpool' approach whereby shortfall is shared evenly over the remaining years of the Plan period.

77 Equally, it is apparent that there has not been persistent under-delivery over the medium to long-term and hence a 5% buffer of housing supply added to baseline requirements should be sufficient to ensure that a deliverable supply of housing land to meet strategic targets is available. A 20% buffer is not appropriate in these circumstances, particularly as the Council has adopted a housing target which exceeds that historic long-term annualised delivery rate in the West Somerset LPA area. The five year housing land supply requirement is set out as follows:

Table 4: Five-Year Land Supply Requirement

Description		Calculation		Figure
Baseline requirement	A	$(2,900/20) \times 5$	=	725
Applying 5% buffer	B	$(725/100) \times 105$	=	761
Shortfall to 31st March 2014	C	$(139/18) \times 5$	=	39
5-year deliverable reqt [D = B + C]	D	$761 + 39$	=	800

Identifying a deliverable supply of housing sites

78 The NPPF requires LPA's to demonstrate that they have a minimum of five-year's worth of land and sites which are deemed readily available for residential development. The calculation for this is based on the number of dwelling units the Local Plan is seeking to provide for over the plan period. The West Somerset LPA's five year supply of housing land is comprised of four key components. These include;

- Large sites with extant planning permission (A)
- Small sites with extant planning permission (B)
- Windfall developments (C), and,
- Other deliverable sites that offer development opportunities (D)

Large sites with planning permission (A)

79 There is currently planning permission for 189 units on large sites across the West Somerset LPA area. Each of these sites has been assessed for deliverability by a panel representative of the house-building industry. In the light of recent delivery on large sites with planning permission it is estimated that these will contribute around 200 units to the five year deliverable supply of housing land. It should be noted that in

arriving at the deliverable supply contribution an assumption has also been made that 45 units will be constructed in the year 2014-15 on large sites.

Small sites with planning permission (B)

80 There is currently planning permission for 128 units on small sites across the West Somerset planning area. Unlike the large sites, it has not been practicable for the Council and Panel to consider in detail each of these plots, instead the Council has applied a 10% lapse rate to identify a contribution. A contribution of 115 units has been identified on small sites with planning permission. It should be noted that in arriving at the deliverable supply contribution an assumption has also been made that 23 units will be constructed in the year 2014-15 on small sites.

Windfall developments (C)

81 The NPPF allows Local Planning Authorities to make an allowance for windfalls or unidentified site opportunities where there is evidence to support this. During the ten-year period, 2002/03 to 2011/12, it was noted that 396 dwellings were provided via small scale developments of less than 10 units per site. In most cases these were developments of one or two dwellings. This would suggest a windfall allowance from small sites of c.40 dwellings per annum would not be an unreasonable figure. The original West Somerset SHLAA identified an annual windfall contribution in the whole of the LPA area of 38 dwellings per annum arising from sites providing 5 or less dwelling units. Almost two thirds of these occurred in the three key settlements of Minehead Watchet and, Williton plus Stogursey. It should be noted that the LPA has made an allowance within the small-scale windfall allowance for contributions from development proposals on gardens. This is consistent with the advice in paragraph 48 of the NPPF¹⁷⁷ as the SHLAA has acknowledged that this form of development has made a significant contribution to the overall delivery rates in the past. Also, given the highly localised and small-scale orientation of the local house-building industry in the area and the absence of regular involvement by the national house-builders, this is likely to continue in the future.

82 This approach is deemed appropriate in the context of the West Somerset LPA because the developments of this type that have occurred to date, have been for one or two dwellings at most. The issue of 'garden-grabbing' – the systematic land-assembly of multiple gardens to create a larger development site capable of providing significant numbers of dwelling units – that has been experienced in other settlements significantly larger than those found in West Somerset, has not been a feature within the LPA area over the years. Where gardens have been used to provide land for additional dwellings, this has generally been for one or two units only.

83 Over the same ten year period, of the 775 completions on sites of 10 units or more only 89 occurred on allocated sites out of the total of 141 provided for in Policy H/1 of the adopted Local Plan. Of the remaining 686 units, 181 were provided via one large brown-field windfall development in Minehead on the former lido site. If this is excluded from the calculations, this means that 505 dwelling units were added to the overall stock from larger windfall sites at an average rate of just over 50 dwellings per annum. All but 14 of these (2.8%) were delivered on sites in the three main settlements. It would be unreasonable to assume that this level of windfall

¹⁷⁷ Department for Communities and Local Government; National Planning Policy Framework – March 2012; op. cit.; p.13.

development from larger sites would continue unabated and, therefore, could be included in future calculations. However, given the amount of time that is likely to lapse before a full Site Allocations and Development Management element of the Local Plan could be adopted and, the past ability of the LPA area to enable this scale of development to happen, some allowance for windfall contributions from larger sites should be included. Given the history of development in the West Somerset LPA area, it is proposed that a figure of 25 dwellings per annum from such site should be factored into the calculations in the interim.

- 84 No allowance has been made for windfalls in years 1 and 2 since it is assumed that any such development coming forward in the early years will already benefit from planning permission and consequently should not be double-counted. Based on the information provided above, the LPA has concluded that approximately 192 units will come forward within from a combination of small-scale (39 x 3 = 117) and larger sites (25 x 3 = 75) over the next five years.

Other deliverable sites that offer development opportunities (D)

- 85 These comprise sites which are considered to accord with either, the adopted West Somerset District Local Plan or, the emerging West Somerset Local Plan to 2032 and, the NPPF. All of those identified have been subject to independent scrutiny through the Strategic Housing Land Availability Assessment (SHLAA) process. In some cases the sites are proposed for allocation in the emerging Local Plan as part of the strategic site allocations and therefore the Council and Panel have considered the potential contribution towards the five year supply they may be likely to make. The SHLAA report provided an indicative scale of development that could be provided via the 'broad locations of growth' referred to in the report. This included development capacity figures that excluded those parts that had been submitted as individual sites. These 'broad locations of growth' have been subsequently developed and refined through the evolution of the emerging Local Plan to 2032 to become the strategic sites and it is the capacity that was assigned them as part of the Revised Preferred Strategy that is included in the calculations. It recognised that in the absence of continuous involvement in the local housing market by national house-builders, the capacity for delivery on individual strategic sites was restricted to 35dpa at Minehead and 20dpa each at Watchet and Williton. Given the size of the sites and the LPA's intention for them to be 'master-planned' (in order to facilitate co-ordinated development and delivery of the necessary infrastructure that will be required both on-site and off-site), if the first year is discounted, these sites should contribute 300 dwellings in the remaining four years of the five-year land supply equation.

Calculating 5 year deliverable housing supply

- 86 Taking into account the factors mentioned above, the calculation to determine the minimum deliverable supply of housing for the five year period (E) is as follows:

$$A + B + C + D = E$$

$$200 + 115 + 200 + 300 = 815$$

$$E / 800 \times 5 = xx \text{ years...}$$

$$815/800 \times 5 = 5.1 \text{ years}$$

Conclusions on 5 year deliverable housing supply:

87 As can be seen from the above calculation, the West Somerset LPA finds itself in a position where it will only just meet the minimum criteria of a five year land supply. As a consequence of this situation and recognising the disparity between the size of the proposed allocated strategic sites in the emerging Local Plan to the persistent long-term delivery of housing on small sites through windfall development, it is proposed that an interim release of sites may be required. Where such sites meet the location criteria, in relation to identified settlements, set out in the emerging Local plan policies but do not form part or all of the strategic site allocations, and have been subject to independent scrutiny via the SHLAA process, these should be considered as suitable candidates for inclusion. This would help to provide a wider range of developable sites in terms of capacity and, provide a greater degree of certainty to the local development industry. Such an approach would need to be formally approved by the LPA outside of the development plan process. Using the SHLAA Panel's assessment of deliverability on those sites included as part of the original report and not yet implemented, meet the locational criteria in the relevant Local Plan to 2032 policies and, are located in and around the three main settlements of Minehead, Watchet and, Williton, but do not form part of the strategic sites, these are expected to provide 200 dwellings during the first five years.

Conclusions

Overall strategy

88 The overall strategy that is proposed for the emerging Local Plan is considered to be the most appropriate for the LPA area. Whilst other options have been considered, these do not perform as well in terms of the limited quantum of development that is projected to occur over the plan period and producing the most suitable solutions in sustainable development terms. The continuation of the strategy of focusing development in a few selected locations, in this case the larger settlements of Minehead, Watchet and, Williton, enables these locations to maintain their role, function and influence on surrounding communities. The distribution of the development that has occurred since the mid 1970's has focused on these three settlements and suggests that this is the preferred route of the free-market. It is also the most logical location for the bulk of new affordable housing in order to ensure that the residents of these dwellings have good access to the services and facilities they will need in going about their daily lives. The restrictive nature of the existing communications network throughout the LPA area and its links to larger settlements outside, combined with the limited prospects for investment in the local infrastructure should help to maintain the high level of self-containment particularly amongst the settlements in the 'coastal strip'.

Strategic locations for development

89 The proposed locations for strategic levels of development around the three main settlements are the best that can be achieved in sustainability terms, given the limited alternatives available. The intention is to enable these strategic level developments to be closely linked with the existing settlements in order that they can be integrated with them in the longer term. Also, their proximity to the respective centres of commercial and social activity should enable them to support and enhance the services and facilities on offer to the existing communities. The key to the successful development of these strategic locations will be their need to be carefully master-planned at the

outset so that the potential benefits, for both the new and existing communities, arising from their overall development can be maximised. Failure to achieve this will result in piecemeal development of parts of the strategic sites over the plan period and possible sterilisation of some elements. This should be avoided where possible.

Housing requirement during the plan-period

- 90 The proposed quantum of new housing planned for through the emerging Local Plan is challenging but potentially achievable. The various studies that have endeavoured to quantify the housing requirement over the plan period have illustrated the difficulty in arriving at a definitive figure due to a combination of changing market factors over time, the reliability in making long-term projections based on short-term change and small base-line numbers. The one consistent element in the various studies has been the proportion of the future housing need that will be for people seeking social housing. Both main studies indicated that over half of the new dwellings that will be required will be for social housing. Given the absence of alternative funding packages from commercial or public sources to enable this to happen, the delivery of future social housing in the West Somerset LPA area will continue to be through Section 106/Planning Obligations agreements connected to qualifying development proposals for open-market housing.
- 91 In addition to endeavouring to provide for the different types of dwelling tenure needed over the plan-period, the Local Plan is also seeking to ensure that the long-term construction project associated with the building of a new nuclear power station at Hinkley Point does not cause un-necessary distortions in the local housing market. In order to avoid this it is proposing to factor-in and plan for an element of new housing, the demand for which is likely to be generated by this project. Failure to do so could result in difficulties for people trying to access the local housing market(s) and this could include the availability of existing and new open-market properties.

Deliverability

- 92 The delivery of new housing in the West Somerset LPA area has fluctuated over the years. As with elsewhere in the country, this has been influenced by both demand and the performance of the local housing market in relation to economic cycles. Important features of the local housing market are; the relatively low levels of development compared to neighbouring LPA's (excluding the Exmoor National Park) and, the consistent average rate of long-term delivery of housing since the mid 1970's. Whilst the determination of the future housing need in the LPA area may be subject to variation due to the way it is calculated, the average rate delivery has been delivery has been remarkably constant over the past 38 years. The housing need figure that the emerging Local Plan is proposing to cater for over the plan-period is challenging in this context but the LPA is not seeking reduce the amount being planned for due to past low delivery rates has been the approach of LPA's elsewhere in the country.

ANNEX 1: TABLES 1 - 5

- Table 1 West Somerset – Parish Population Estimates: 1801 – 1901
- Table 2 West Somerset – Parish Population Estimates: 1911 – 2011
- Table 3 Parish Dwelling Stock 1831 – 2011
- Table 4 WSC LPA Parish Census Data 2011, Dwelling Stock Estimates 2012 and, Projections 2032
- Table 5 Housing Completions in West Somerset LPA Area 1976/77 – 2013/14

TABLE 1: West Somerset – Parish Population Estimates: 1801 – 1901

Parish	1801	1811	1821	1831	1841	1851	1861	1871	1881	1891	1901
Bicknoller	246	204	251	285	345	351	345	372	327	312 ¹	254
Brompton Ralph	406	396	449	424	492	530	436	425	424	360 ²	320
Brompton Regis	702	682	771	802	875	968	929	916	756	682 ³	621
Brushford	303	291	311	351	340	335	328	328	326	370	371
Carhampton	601	532	587	658	682	672	706	724	645	405 ⁴	371
Clatworthy	197	238	280	246	309	323	313	259	225	190	146
Crowcombe	575	611	600	691	673	614	573	594	440	418	374
Culbone	56	44	45	62	34	40	41	33	37	31	34
Cutcombe	594	602	664	709	843	880	793	689	564	450 ⁵	446
Dodington	71	75	113	93	114	102	98	65	91	100 ⁶	82
Dulverton	1049	1035	1127	1285	1422	1497	1552	1376	1373	1265 ⁷	1369
Dunster	772	868	895	983	1078	1184	1112	1156	1126	1114 ⁸	1182
East Quantoxhead	262	261	276	277	282	281	339	268	238	199	149
Elworthy	150	196	187	210	210	216	197	185	155	162 ⁹	110
Exford	375	316	373	447	473	580	546	465	456	430	394
Exmoor	0	0	113	52	163	275	323	339	313	269	268
Exton	251	225	301	347	380	381	410	396	405	334	286
Hawkridge	72	75	50	67	79	69	110	95	90	102 ¹⁰	95
Holford	125	180	240	188	185	181	170	145	157	191 ¹¹	166
Huish Champflower	321	317	317	345	454	445	444	384	368	317 ¹²	241
Kilton with Lilstock								136 ¹³	163	118	93
Kilve	176	218	263	233	240	256	226	260	222	186	149
Luccombe	457	417	481	546	580	512	474	430	371	353 ¹⁴	391

¹ Bicknoller CP enlarged by gaining Halsway from Stogumber CP (1885)

² Brompton Ralph CP reduced by losing Brompton Cottage to Tolland CP [Taunton Deane] (1882)

³ Brompton Regis CP reduced by losing Halscombe to Dulverton CP (1884)

⁴ Carhampton CP reduced by losing Rodhuish to Withycombe CP (1884)

- Carhampton CP reduced by losing Beasley Combe and Croydon to Timberscombe CP (1886)

- Carhampton CP enlarged by gaining land from Withycombe CP (1886)

⁵ Cutcombe CP enlarged by gaining Stetfold Rocks from Timberscombe CP (1883)

- Cutcombe CP enlarged by gaining land from Luccombe CP (1886)

⁶ Dodington CP enlarged by gaining Danesbro' and Perry Hill from Stringston CP (1883)

- Dodington CP enlarged by gaining Newhall from Holford CP (1884)

- Dodington CP enlarged by gaining Batchwell from Holford CP (1886)

⁷ Dulverton CP enlarged by gaining Halscombe from Brompton Regis CP (1884)

⁸ Dunster CP reduced by losing Cuffs to Timberscombe CP (1886)

⁹ Elworthy CP enlarged by gaining land from Stogumber CP (1886)

¹⁰ Hawkridge CP reduced by losing Near Worthy Hill to Withypool CP (1885)

¹¹ Holford CP reduced by losing Newhall to Dodington CP (1884)

- Holford CP reduced by losing Batchwell to Dodington CP (1886)

- Holford CP enlarged by gaining Alfoxton from Stringston CP (1886)

¹² Huish Champflower CP enlarged by gaining Chitcombe and, Withy from Chipstable CP [Taunton Deane] (1884)

¹³ Kilton with Lilstock CP created (1866)

¹⁴ Luccombe CP reduced by losing land to Cutcombe CP (1886)

Parish	1801	1811	1821	1831	1841	1851	1861	1871	1881	1891	1901
Luxborough	332	344	387	381	485	512	521	535	417	346 ¹⁵	314
Minehead	1168	1037	1239	1481	1489	1542	1582	1605	1774	2071 ¹⁶	2511 ¹⁷
Minehead Without										(272)	269 ¹⁸
Monksilver	260	233	306	322	308	311	304	287	264	188 ¹⁹	143
Nettlecombe	329	328	372	325	358	353	327	344	295	269 ²⁰	260
Oare	64	57	66	70	59	57	60	60	61	80	77
Old Cleeve	1040	1074	1251	1347	1351	1550	1529	1689	1670	1447 ²¹	1348
Porlock	600	633	769	830	892	854	835	777	765	708 ²²	655
Sampford Brett	180	185	194	197	238	246	280	257	217	216 ²³	178
Selworthy	418	458	483	558	505	489	437	407	410	513 ²⁴	467
Skilgate	226	201	226	227	271	266	214	235	219	177	161
St. Decumans	1602	1659	1865	2120	2660	2783	3196	3244	3233	3073 ²⁵	3251
Stogumber	1285	1214	1281	1294	1384	1456	1398	1330	1242	955 ²⁶	835
Stogursey	1168	1208	1362	1496	1467	1472	1455	1489	1262	1116 ²⁷	1034
Stoke Pero	63	61	81	61	84	68	51	63	49	55	38
Stringston	121	130	131	128	143	159	144	140	141	125 ²⁸	97
Timberscombe	356	388	409	453	476	442	434	378	357	382 ²⁹	300
Treborough	132	111	113	105	138	142	183	195	150	126	120

¹⁵ Luxborough CP reduced by losing land to enlarge Withiel Florey CP (1882)

¹⁶ Minehead CP reduced by losing Knowle Old Lodge to Wootton Courtenay CP (1883)

¹⁷ Minehead CP reduced by losing land to create Minehead Without CP (1894)

¹⁸ Minehead Without CP created from land from Minehead CP (1894)

¹⁹ Monksilver CP reduced by losing part of Silverdown to Stogumber CP (1882)

- Monksilver CP reduced by losing part of Domford to Old Cleeve CP (1884)

- Monksilver CP reduced by the loss of land to Stogumber PC (1884)

²⁰ Nettlecombe CP reduced by the loss of Warmoor to St. Decumans CP (1882)

- Nettlecombe CP enlarged by gaining Hayne and Kingsdown from St. Decumans CP (1883)

²¹ Old Cleeve CP enlarged by gaining Washford from St. Decumans CP (1882)

- Old Cleeve CP enlarged by gaining Barton and, Cox's Close from Withycombe CP (1882)

- Old Cleeve CP enlarged by gaining part of Domford from Monksilver CP (1884)

- Old Cleeve CP enlarged by gaining Timwood from St. Decumans CP (1886)

- Old Cleeve CP enlarged by gaining land from Withycombe CP (1886)

²² Porlock CP reduced by losing Bossington to Selworthy CP (1884)

²³ Sampford Brett CP reduced by losing Kagleys to Stogumber CP (1882)

- Sampford Brett CP enlarged by gaining of Weston/Torweston from Stogumber PC (1885)

²⁴ Selworthy CP enlarged by gaining East Lynch from Timberscombe CP (1883)

- Selworthy CP enlarged by Bossington from Porlock CP (1884)

²⁵ St. Decumans CP enlarged by gaining Warmoor from Nettlecombe CP (1882)

- St. Decumans CP reduced by losing Washford to Old Cleeve CP (1882)

- St. Decumans CP reduced by losing Hayne and Kingsdown to Nettlecombe CP (1882)

- St. Decumans CP reduced by losing Timwood to Old Cleeve CP (1886)

²⁶ Stogumber CP enlarged by gaining part of Silverdown from Monksilver CP (1882)

- Stogumber CP enlarged by gaining Kagleys from Sampford Brett CP (1882)

- Stogumber CP enlarged by gaining land from Monksilver CP (1884)

- Stogumber CP reduced by losing Halsway to Bicknoller CP (1885)

- Stogumber CP reduced by losing Weston/Torweston to Sampford Brett CP (1885)

- Stogumber CP reduced by losing land to Elworthy CP (1886)

²⁷ Stogursey CP reduced by loss of Steart Island to Huntspill [Sedgemoor] (1885)

²⁸ Stringston CP reduced by losing Danesbro' and, Perry Hill to Dodington CP (1883)

- Stringston CP reduced by losing Alfoxton to Holford CP (1886)

²⁹ Timberscombe CP reduced by losing Stetfold Rocks to Cutcombe PC (1883)

- Timberscombe CP reduced by losing East Lynch to Selworthy CP (1883)

- Timberscombe CP enlarged by gaining Beasley Combe and, Croydon from Carhampton CP (1886)

- Timberscombe CP enlarged by gaining Cuffs from Dunster CP (1886)

Parish	1801	1811	1821	1831	1841	1851	1861	1871	1881	1891	1901
Upton	232	241	297	344	358	344	314	348	278	247	190
Watchet											<i>(1880)</i>
West Quantoxhead	192	187	225	222	232	250	223	244	278	248	195
Williton											<i>(1371)</i>
Winsford	503	486	518	524	581	604	574	545	485	418	358
Withiel Florey	83	86	86	89	113	104	164	219	262	114 ³⁰	109
Withycombe	283	283	319	332	318	329	349	337	279	365 ³¹	348
Withypool	144	146	204	212	257	259	307	259	253	197 ³²	146
Wootton Courtenay	345	372	411	426	418	411	378	392	329	299 ³³	266
TOTAL (sum)	18,887	18,905	21,289	22,845	24,838	25,695	25,724	25,419	23,962	22,093	21,582
TOTAL (VoB)	19,127	18,188	21,468	23,076	24,948	25,735	25,540	25,344	25,149	22,028	22,388
Difference (No)	240	283	179	231	110	40	184	-75	1,189	-65	806
Difference (%)	1.26	1.47	-0.83	-1.00	-0.44	-0.15	0.72	0.30	4.73	0.30	3.60

Notes:

- Difference in totals may be caused by retrospective re-apportioning due to Parish boundary changes
- Figures in brackets and *red italics* are excluded from totals to avoid double counting
- Total (sum) = total of individual Parish figures
- Total (VoB) = Total for West Somerset district as provided via Vision of Britain
- Difference (%) calculated by using difference figure divided by Total (VoB)

Sources:

University of Portsmouth et.al.; A Vision of Britain Through Time: Places: Units and Statistics: Population: Percentage Aged over 65; Joint Information Systems Committee (JISC); 2009. (data-set at, www.visionofbritain.org.uk) 1801 – 1901 data (excluding 1861) only

Williton Rural District Council; Population Data from Census Returns: 1801 – 1951; Williton Rural District Council; 1960? 1801 – 1901 data only

Coke, Charles Anthony; Population Gazetteer of England and Wales and the Islands in the British Seas Showing the Number of Inhabitants of Every Parish and Place According to the Census of 1861 (Derived from the Official returns of the Census); Harrison & Sons; 1864.

³⁰ Withiel Florey CP enlarged by gaining land from Luxborough CP (1882)

³¹ Withycombe CP reduced by losing Barton and, Cox's Close to Old Cleeve CP (1882)

- Withycombe CP enlarged by gaining Rodhuish from Carhampton CP (1884)

- Withycombe CP reduced by losing land to Carhampton CP (1886)

- Withycombe CP reduced by losing land to Old Cleeve CP (1886)

³² Withypool CP enlarged by gaining Near Worth Hill from Hawkridge CP (1885)

³³ Wootton Courtenay CP enlarged by gaining Knowle Old Lodge from Minehead CP (1883)

TABLE 2: West Somerset – Parish Population Estimates: 1911 – 2011

Parish	1911	1921	1931	1951	1961	1971	1981	1991	2001	2011
Bicknoller	260	247	305	367	323	317	313	374	371	371
Brompton Ralph	324	311	282	216	199	179	162	192	218	227 ^a
Brompton Regis	624	555	548	540 ¹	442	407	394	410	439	449
Brushford	384	376	370	479	495	457 ²	486	523	535	519
Carhampton	385	381	464	568	779	816	902	981	992	865
Clatworthy	141	118	117	116	54	82	75	104	89	93 ^c
Crowcombe	408	433	433	405	422	434	412	483	477	489
Culbone	30	41	43	3						
Cutcombe	468	429	419	419	330	290	323	358	403	361
Dodington	64	83	74	4						
Dulverton	1526	1298	1502	1464	1393	1346 ⁵	1301	1361	1486	1408
Dunster	1380	705 ⁶	839	931	958	815	793	855	854	817
East Quantoxhead	138	174	169	151	146	131	132	116	111	104
Elworthy	95	106	85	101	82	62	83	84	60	60 ^a
Exford	412	395	454	436	453	452	409	401	429	405
Exmoor	257	290	245	237	231	181	253	203	204	156
Exton	268	325	329	304	248	194	172	221	220	243
Hawkridge	81	68	68	79	83	7				
Holford	143	160	161	291 ⁸	279	283	266	310	302	276 ^b
Huish Champflower	264	247	253	212	229	213	213	224	240	208 ^c
Kilton with Lilstock	86	84	64	9						
Kilve	167	234	268	284 ¹⁰	286	317	344	342	378	346
Luccombe	465	581	188 ¹¹	194 ¹²	189	216	179	174	179	157
Luxborough	287	240	274	243	182	153	153	206	192	195 ^d
Minehead	4353	6013 ¹³	6315	7401	7671	8063	8449	9904	11699	11981

¹ Brompton Regis CP enlarged by the abolition of Withiel Florey CP (1933)

² Brushford CP enlarged by gaining land from East Anstey CP [Devon] (1966)

- Brushford CP reduced by losing land from East Anstey CP [Devon] (1966)

³ Culbone CP abolished and incorporated into Oare CP (1933)

⁴ Dodington CP abolished and incorporated into Holford CP (1933)

⁵ Dulverton CP enlarged by gaining land from East Anstey CP [Devon] (1966)

⁶ Dunster CP reduced by losing land to Minehead CP (1916)

⁷ Hawkridge CP abolished and incorporated into Withypool CP (1933)

⁸ Holford CP enlarged by incorporation of the land of Dodington CP (1933)

- Holford CP enlarged in an exchange of land from Kilve CP (1933)

⁹ Kilton with Lilstock CP abolished and incorporated into Stringston CP (1933)

¹⁰ Kilve CP reduced in an exchange of land with Holford CP (1933)

¹¹ Luccombe CP reduced by losing land to Porlock CP (1929)

¹² Luccombe CP enlarged by incorporation of the land of Stoke Pero CP (1933)

¹³ Minehead CP enlarged by gaining land from Dunster CP (1916)

- Minehead CP enlarged by gaining land from Minehead Without CP (1916)

- Minehead CP enlarged by gaining land from Wootton Courtenay (1916)

Parish	1911	1921	1931		1951	1961	1971	1981	1991	2001	2011
Minehead Without	294	103 ¹⁴	103		85	74	71	56	55	60	60 ^f
Monksilver	156	131	125		111	101	87	113	105	109	113
Nettlecombe	263	243	264		259	201	247	262	206	199	174
Oare	114	85	65		101 ¹⁵	86	100	85	64	75	75 ^e
Old Cleeve	1376	1346	1435		1413	1429	1677	1569	1703	1764	1672
Porlock	744	965	1351 ¹⁶		1479	1305	1290	1368	1334	1438	1365 ^e
Sampford Brett	178	206	196		221	255	291	278	267	288	270
Selworthy	411	501	525		567	556	547	554	469	477	417 ^f
Skilgate	154	141	127		133	109	104	96	92	96	96 ^g
St Decumans	¹⁷										
Stogumber	790	722	695		621	568	617	632	599	608	702
Stogursey	928	886	899		860	1391	1454	1197	1203	1273	1385
Stoke Pero	32	34	34		¹⁸						
Stringston	101	92	91		145 ¹⁹	145	132	129	114	96	96 ^b
Timberscombe	314	339	399		394	359	330	380	408	476	402
Treborough	113	93	85		63	44	46	53	42	42	42 ^d
Upton	220	216	194		150	133	118	142	142	156	154 ^g
Watchet	1846 ²⁰	1883	1936		2592	2597	2900	3074	3522	3949	3785
West Quantoxhead	154	139	184		199	366	452	297	418	390	343
Williton	1269 ²¹	1131	1204		1972	2304	2948	2472	2337	2574	2697
Winsford	403	357	493		369	362	294	340	273	314	321
Withiel Florey	66	72	67		²²						
Withycombe	343	364	362		364	345	291	257	272	299	293
Withypool	178	175	222		260 ²³	252	210	231	201	234	201
Wootton Courtenay	270	240 ²⁴	278		279	265	218	262	261	280	264
TOTAL (Sum)	23,727	24,358	25,603		28,075	28,721	29,832	29,661	31,913	35,075	34,675
TOTAL (VoB)	22,754	24,109	25,574		27,949	28,906	29,824	29,661	31,651	35,075	34,675
Difference (No)	-973	-249	-29		-126	185	-8	0	-262	0	0
Difference (%)	4.28	1.03	0.11		0.45	0.98	0.03	0.00	0.83	0.00	0.00

Notes:

- No Census conducted in 1941
- Total (sum) = total of individual Parish figures
- Total (VoB) = Total for West Somerset district as provided via Vision of Britain
- Difference (%) calculated by using difference figure divided by Total (VoB)
- Census 2011 data is not available for seven of the Parishes in West Somerset – see comment below

¹⁴ Minehead Without CP reduced by losing land to Minehead CP (1916)

¹⁵ Oare CP enlarged by incorporation of the land from Culbone CP (1933)

¹⁶ Porlock CP enlarged by gaining land from Luccombe CP (1929)

¹⁷ St. Decumans CP abolished to create Watchet CP and Williton CP (1902)

¹⁸ Stoke Pero CP abolished and incorporated into Luccombe CP (1933)

¹⁹ Stringston CP enlarged by incorporation of the land from Kilton and Lilstock CP (1933)

²⁰ Watchet CP created from land from St. Decumans CP (1902)

²¹ Williton CP created from land from St. Decumans CP (1902)

²² Withiel Florey CP abolished and incorporated into Brompton Regis CP (1933)

²³ Withypool CP enlarged by incorporation of the land from Hawkridge CP (1933)

²⁴ Wootton Courtenay CP reduced by loss of land to Minehead CP (1916)

Comment:

The population figures from the 2011 Census for seven West Somerset Parishes are not available via the ONS Neighbourhood Statistics web-site facility as they fall below the public disclosure confidentiality threshold. The data for the Parishes affected (on the web-site) have been incorporated into one of their neighbours. The Parishes affected are shown by a raised alphabetical character in the table above, and the 'pairings' are as follows;

- *a* = Elworthy is included with Brompton Ralph
- *b* = Stringston is included with Holford
- *c* = Clatworthy is included with Huish Champlover
- *d* = Treborough is included with Luxborough
- *e* = Oare is included with Porlock
- *f* = Minehead Without is included with Selworthy
- *g* = Skilgate is included with Upton

This means that the data for both the missing and 'host' Parish are incorrect. The population figures provided for the affected 'missing' Parishes have been estimated based on the corresponding figure from the 2001 Census (the web-based Neighbourhood Statistic tables are likewise suppressed) adjusted to take account of any new residential development that may have occurred in the respective Parishes in the intervening years. These have been deducted from the ONS based Census figure for the 'host' Parish to give a more representative resident population figure for the latter.

Sources:

University of Portsmouth et.al.; A Vision of Britain Through Time: Places: Units and Statistics: Population: Percentage Aged over 65; Joint Information Systems Committee (JISC); 2009. (data-set at, www.visionofbritain.org.uk) *1901 – 1961 data only*

Williton Rural District Council; Population Data from Census Returns: 1801 – 1951; Williton Rural District Council; 1960? *1901 – 1951 data only*

Office of Population Censuses and Surveys; Census 1971 England and Wales: Report for the County of Somerset as constituted on 1st April 1974; H.M.S.O.; 1975. *1971 data only*

Office of Population Censuses and Surveys; OPCS Monitor - Census 1981: Ward and Civil Parish Monitor – Somerset (Reference CEN 81 WCP 36); Government Statistical Service; 1984. *1971 (Parish) and 1981 data only*

Office of Population Censuses and Surveys; 1991 Census County Report: Somerset (Part 1); H.M.S.O.; 1992. and, Price, M.; 1991 Census Data for Parishes in West Somerset (from SASPAC); Somerset County Council; 1993. *1991 data only*

Office for National Statistics; Census 2001: Neighbourhood Statistics – West Somerset: Parishes; Office for National Statistics; 2004 (data-set at, www.statistics.gov.uk) *2001 data only*

Table 3: Parish Dwelling Stock 1831 - 2011

Parish	1831	1841	1851	1881	1891	1901	1911	1921	1931	1951	1961	1981	1991	2001	2011
Bicknoller	46	65	46	75	79 ¹	75	70	64	87	101	126	130	171	192	195
Brompton Ralph	79	97	99	101	94 ²	90	77	74	78	65	64	56	75	88	83 ^a
Brompton Regis	153	171	188	172	155 ³	138	(133)	134	140	156 ⁴	147	139	165	225	229
Brushford	66	67	50	69	70	70	(81)	82	90	135	155	185 ⁵	218	266	267
Carhampton	114	137	143	143	91 ⁶	87	(94)	92	119	176	247	346	399	486	467
Clatworthy	50	54	58	49	43	42	28	27	28	27	21	24	35	(45)	47 ^c
Crowcombe	94	134	119	103	110	102	92	99	110	118	123	145	178	219	230
Culbone	12	8	6	8	8	8	7	9	9 ⁷						
Cutcombe	123	150	168	132	122 ⁸	105	106	100	103	113	106	110	129	183	177
Dodington	20	17	18	18	18 ⁹	18	18	17	19 ¹⁰						
Dulverton	258	290	305	292	297 ¹¹	330	(324)	327	364	421	460	539 ¹²	636	856	848
Dunster	215	229	246	265	260 ¹³	271	346	168 ¹⁴	213	246	279	287	372	454	592
East Quantoxhead	52	56	58	54	52	46	45	47	50	50	52	50	49	56	50
Elworthy	33	37	36	36	38 ¹⁵	28	28	25	23	25	25	23	33	(42)	42 ^a
Exford	89	98	102	109	106	95	(94)	95	110	124	130	127	160	212	223

¹ Bicknoller CP enlarged by gaining Halsway from Stogumber CP (1885)

² Brompton Ralph CP reduced by losing Brompton Cottage to Tolland CP [Taunton Deane] (1882)

³ Brompton Regis CP reduced by losing Halscombe to Dulverton CP (1884)

⁴ Brompton Regis CP enlarged by the abolition of Withiel Florey CP (1933)

⁵ Brushford CP enlarged by gaining land from East Anstey CP [Devon] (1966) - Brushford CP reduced by losing land from East Anstey CP [Devon] (1966)

⁶ Carhampton CP reduced by losing Rodhuish to Withycombe CP (1884) - Cathampton CP reduced by losing Beasley Combe and Croydon to Timberscombe CP (1886)

⁷ Carhampton CP enlarged by gaining land from Withycombe CP (1886)

⁸ Culbone parish abolished in 1933 and incorporated into an enlarged Oare

⁹ Cutcombe CP enlarged by gaining Steffold Rocks from Timberscombe CP (1883) - Cutcombe CP enlarged by gaining land from Luccombe CP (1886)

¹⁰ Dodington CP enlarged by gaining Danesbro' and Perry Hill from Stringston CP (1883) - Dodington CP enlarged by gaining Newhall from Holford CP (1884)

¹¹ Dodington Parish abolished 1933 and incorporated into an enlarged Holford (1933)

¹² Dulverton CP enlarged by gaining Halscombe from Brompton Regis CP (1884)

¹³ Dunster CP reduced by losing Cuffs to Timberscombe CP (1886)

¹⁴ Dunster CP reduced by losing land to land Minehead CP (1916)

¹⁵ Elworthy CP enlarged by gaining land from Stogumber CP (1886)

Parish	1831	1841	1851	1881	1891	1901	1911	1921	1931	1951	1961	1981	1991	2001	2011
Exmoor	31	28	71	63	59	59	(56)	57	52	55	58	62	63	95	79
Exton	65	66	72	83	74	75	(71)	72	81	84	70	64	88	122	118
Hawkridge	14	18	17	19	17 ¹⁶	18	(15)	15	15 ¹⁷						
Holford	40	38	40	41	46 ¹⁸	46	35	37	43	79 ¹⁹	92	91	114	129	129 ^b
Huish	68	87	92	75	74 ²⁰	75	(59)	60	62	59	64	70	91	108	94 ^c
Champfflower															
Kilton with Lilstock				27 ²¹	28	27	19	20	21 ²²						
Kilve	45	48	52	51	49	49	45	51	63	86 ²³	102	115	138	186	185
Luccombe	108	115	115	103	104 ²⁴	109	118	138	51 ²⁵	59 ²⁶	60	58	68	80	80
Luxborough	80	93	99	89	82 ²⁷	63	65	59	68	75	75	58	75	99	112 ^d
Minehead	280	286	293	368	441 ²⁸	539 ²⁹	800	1158 ³⁰	1593	2198	2610	3546	4310	5391	5743
Minehead Without						67 ³¹	66	23 ³²	23	24	19	21	22	(28)	28 ^f
Monksilver	53	60	62	60	54 ³³	55	39	35	37	31	33	46	52	58	58

¹⁶ Hawkridge CP reduced by losing Near Worthy Hill to Withypool CP (1885)

¹⁷ Hawkridge CP abolished and incorporated into Withypool CP (1933)

¹⁸ Holford CP reduced by losing Newhall to Dodington CP (1884) - Holford CP reduced by losing Batchwell to Dodington CP (1886)

- Holford CP enlarged by gaining Alfoxton from Strington CP (1886)

¹⁹ Holford CP enlarged by incorporation of the land of Dodington CP (1933) - Holford CP enlarged in an exchange of land from Kilve CP (1933)

²⁰ Huish Champflower CP enlarged by gaining Chitcombe and, Withy from Chipstable CP [Taunton Deane] (1884)

²¹ Kilton with Lilstock CP created (1866)

²² Kilton with Lilstock CP abolished and incorporated into Strington CP (1933)

²³ Kilve CP reduced in an exchange of land with Holford CP (1933)

²⁴ Luccombe CP reduced by losing land Cutcombe CP (1886)

²⁵ Luccombe CP reduced by losing land to Porlock CP (1929)

²⁶ Luccombe CP enlarged by incorporation of the land of Stoke Pero CP (1933)

²⁷ Luxborough CP reduced by losing land to enlarge Withiel Florey CP (1882)

²⁸ Minehead CP reduced by losing Knowle Old Lodge to Wootton Courtenay CP (1883)

²⁹ Minehead CP reduced by losing land to create Minehead Without CP (1894)

³⁰ Minehead CP enlarged by gaining land from Dunster CP (1916) - Minehead CP enlarged by gaining land from Minehead Without CP (1916)

- Minehead CP enlarged by gaining land from Wootton Courtenay (1916)

³¹ Minehead Without CP created from land from Minehead CP (1894)

³² Minehead Without CP reduced by losing land to Minehead CP (1916)

³³ Monksilver CP reduced by losing part of Silverdown to Stogumber CP (1882) - Monksilver CP reduced by losing part of Domford to Old Cleve CP (1884)

- Monksilver CP reduced by the loss of land to Stogumber PC (1884)

Parish	1831	1841	1851	1881	1891	1901	1911	1921	1931	1951	1961	1981	1991	2001	2011
Nettlecombe	57	65	63	66	68 ³⁴	68	61	62	65	66	67	66	82	90	91
Oare	13	11	12	14	16	16	18	15	16	28 ³⁵	29	18	26	(33)	33 ^e
Old Cleeve	269	284	309	395	362 ³⁶	352	339	335	407	403	462	617	718	878	890
Porlock	155	171	189	189	163 ³⁷	172	188	212	347 ³⁸	419	473	539	629	817	833 ^e
Sampford Brett	32	49	44	47	48 ³⁹	44	47	44	54	76	99	115	122	137	144
Selworthy	95	97	106	95	116 ⁴⁰	117	112	123	143	168	197	186	200	234	223 ^f
Skilgate	46	52	54	50	47	39	(32)	32	37	36	33	38	33	(42)	42 ^g
St Decumans	(422)	478	499	608	655 ⁴¹	730 ⁴²									
Stogumber	255	278	274	275	239 ⁴³	232	202	186	191	193	203	228	254	302	331
Stogursey	303	323	322	318	314 ⁴⁴	295	248	245	259	271	338	439	485	588	632
Stoke Pero	15	15	16	12	12	12	7	9	7 ⁴⁵						
Stringston	25	27	26	21	24 ⁴⁶	24	21	18	20	41 ⁴⁷	38	45	47	(61)	61 ^b
Timberscombe	88	91	87	88	102 ⁴⁸	90	81	79	105	127	134	148	182	224	229
Treborough	21	25	29	29	25	29	23	21	19	18	17	19	17	(22)	22 ^d

³⁴ Nettlecombe CP reduced by the loss of Warmoor to St. Decumans CP (1882) - Nettlecombe CP enlarged by gaining Hayne and Kingsdown from St. Decumans CP (1883)

³⁵ Oare CP enlarged by incorporation of the land from Culbone CP (1933)

³⁶ Old Cleeve CP enlarged by gaining Washford from St. Decumans CP (1882) - Old Cleeve CP enlarged by gaining Barton and, Cox's Close from Withycombe CP (1882)

- Old Cleeve CP enlarged by gaining part of Domford from Monksilver CP (1884) - Old Cleeve CP enlarged by gaining Timwood from St. Decumans CP (1886)

- Old Cleeve CP enlarged by gaining land from Withycombe CP (1886)

³⁷ Porlock CP reduced by losing Bossington to Selworthy CP (1884)

³⁸ Porlock CP enlarged by gaining land from Luccombe CP (1929)

³⁹ Sampford Brett CP reduced by losing Kagleys to Stogumber CP (1882) - Sampford Brett CP enlarged by gaining of Weston/Torweston from Stogumber PC (1885)

⁴⁰ Selworthy CP enlarged by gaining East Lynch from Timberscombe CP (1883) - Selworthy CP enlarged by Bossington from Porlock CP (1884)

⁴¹ St. Decumans CP enlarged by gaining Warmoor from Nettlecombe CP (1882) - St. Decumans CP reduced by losing Washford to Old Cleeve CP (1882)

- St. Decumans CP reduced by losing Hayne and Kingsdown to Nettlecombe CP (1882) - St. Decumans CP reduced by losing Timwood to Old Cleeve CP (1886)

⁴² St. Decumans CP abolished to create Watchet CP and Williton CP (1902)

⁴³ Stogumber CP enlarged by gaining part of Silverdown from Monksilver CP (1882) - Stogumber CP enlarged by gaining Kagleys from Sampford Brett CP (1882)

- Stogumber CP enlarged by gaining land from Monksilver CP (1884) - Stogumber CP reduced by losing Halsway to Bicknoller CP (1885)

- Stogumber CP reduced by losing Weston/Torweston to Sampford Brett CP (1885) - Stogumber CP reduced by losing land to Elworthy CP (1886)

⁴⁴ Stogursey CP reduced by loss of Steart Island to Huntspill [Sedgemoor] (1885)

⁴⁵ Stoke Pero CP abolished and incorporated into Luccombe CP (1933)

⁴⁶ Stringston CP reduced by losing Danesbro' and, Perry Hill to Dodington CP (1883) - Stringston CP reduced by losing Alfoxton to Holford CP (1886)

⁴⁷ Stringston CP enlarged by incorporation of the land from Kilton and Lilstock CP (1933)

⁴⁸ Timberscombe CP reduced by losing Steffold Rocks Cutcombe PC (1883) - Timberscombe CP reduced by losing East Lynch to Selworthy CP (1883)

- Timberscombe CP enlarged by gaining Beasley Combe and, Croydon from Carhampton CP (1886) - Timberscombe CP enlarged by gaining Cuffs from Dunster CP (1886)

Parish	1831	1841	1851	1881	1891	1901	1911	1921	1931	1951	1961	1981	1991	2001	2011
Upton	67	75	78	64	63	56	(49)	50	51	44	37	48	59	75	889
Watchet							452 ⁴⁹	446	538	780	894	1185	1371	1786	1828
West Quantoxhead	34	51	49	53	47	40	39	38	47	63	90	120	148	165	184
Williton							285 ⁵⁰	263	311	427	637	905	977	1163	1275
Winsford	(87)	99	106	96	95	90	(82)	83	105	108	113	121	125	171	169
Withiel Florey	(15)	17	18	50	26 ⁵¹	20	(15)	15	14 ⁵²						
Withycombe	63	64	68	58	90 ⁵³	83	76	87	84	96	113	107	117	147	140
Withypool	(45)	51	54	60	57 ⁵⁴	51	(43)	43	52	79 ⁵⁵	83	71	90	128	130
Wootton Courtenay	69	76	85	74	76 ⁵⁶	72	63	61 ⁵⁷	79	93	102	106	120	161	150
TOTAL	(4364)	4848	5043	5267	5216	5319	(5414)	5552	6603	8043	9277	11413	13443	16844	17571

Sources:

- University of Portsmouth et.al.; A Vision of Britain Through Time: Places: Units and Statistics: Population: Percentage Aged over 65; Joint Information Systems Committee (JISC); 2009. (data-set at, www.visionofbritain.org.uk) 1901 – 1961 data only (exc. 1939)
- Williton Rural District Council; Population Data from Census Returns: 1801 – 1951; Williton Rural District Council; 1960? 1801 – 1951 data only
- Office of Population Censuses and Surveys; OPCS Monitor - Census 1981: Ward and Civil Parish Monitor – Somerset (Reference CEN 81 WCP 36); Government Statistical Service; 1984. 1971 & 1981 data only
- Price, M.; 1991 Census Data for Parishes in West Somerset (from SASPAC); Somerset County Council; 1993.
- Office for National Statistics; Census 2001: Neighbourhood Statistics – West Somerset: Parishes; Office for National Statistics; 2004 (data-set at, www.statistics.gov.uk)

⁴⁹ Watchet CP created from land from St. Decumans CP (1902)

⁵⁰ Williton CP created from land from St. Decumans CP (1902)

⁵¹ Withiel Florey CP enlarged by gaining land from Luxborough CP (1882)

⁵² Withiel Florey CP abolished and incorporated into Brompton Regis CP (1933)

⁵³ Withycombe CP reduced by losing Barton and, Cox's Close to Old Cleeve CP (1882) - Withycombe CP enlarged by gaining Rodhuish from Carhampton CP (1884)

- Withycombe CP reduced by losing land to Carhampton CP (1886) - Withycombe CP reduced by losing land to Old Cleeve CP (1886)

⁵⁴ Withypool CP enlarged by gaining Near Worth Hill from Hawkridge CP (1885)

⁵⁵ Withypool CP enlarged by incorporation of the land from Hawkridge CP (1933)

⁵⁶ Wootton Courtenay CP enlarged by gaining Knowle Old Lodge from Minehead CP (1883)

⁵⁷ Wootton Courtenay CP reduced by loss of land to Minehead CP (1916)

Notes:

- No data available at Parish level for years 1861, 1871 and, 1971
- No Census carried out in 1941
- Figures in brackets () and *italics* are estimates
- 2011 Census figures in *italics* and raised alphabetical character are 'paired' Parish data. Census data for seven West Somerset Parishes are not available via the ONS Neighbourhood Statistics web-site facility as they fall below the public disclosure confidentiality threshold. The data for the Parishes affected have been incorporated into one of their neighbours. The Parishes affected are shown by a raised alphabetical character in the table above, and the 'pairing' are as follows;
 - *a* = Elworthy is included with Brompton Ralph
 - *b* = Stringston is included with Holford
 - *c* = Clatworthy is included with Huish Champflower
 - *d* = Treborough is included with Luxborough
 - *e* = Oare is included with Porlock
 - *f* = Minehead Without is included with Selworthy
 - *g* = Skilgate is included with Upton
- This means that the data for both the missing and 'host' Parish are incorrect. The dwelling figures provided for the affected 'missing' Parishes have been estimated based on the corresponding figure from the 2001 Census (the web-based Neighbourhood Statistic tables are likewise suppressed) adjusted to take account of any new residential development that may have occurred in the respective Parishes in the intervening years. These have been deducted from the ONS based Census figure for the 'host' Parish to give a more representative dwelling stock figure for the latter.
- Census Neighbourhood Statistic tables for 2001 and 2011 show a combined figure for the larger Parish only.

Table 4: WSC LPA Parish Census Data 2011, Dwelling Stock Estimates 2012 and, Projections 2032

Parish	2011			2012			LPA			Village			Town			2032		
	Pop.	Stock	H/hold	Add ¹	Stock	Pop.	%	Stock	Pop.	10%	Alloc.	W/fall	Stock	H/hold	Pop.			
Bicknoller	371	195	1.90	-	195	371	100	195	371	20			215	1.80	387			
Brompton Ralph	227	83	2.73	-	83	227	100	83	227	8			91	2.70	246			
Brompton Regis	449	229	1.96	-	229	449	0							1.90				
Brushford	519	267	1.94	-	267	519	100	267	519	27			294	1.90	559			
Carhampton	865	467	1.85	-	467	865	100	467	865	54			521	1.80	938			
Clatworthy	93	(47)	1.98	-	(47)	93	100	47	93	5			52	1.90	99			
Crowcombe	489	230	2.13	-	230	489	100	230	489	27			257	2.10	540			
Cutcombe	361	177	2.04	(23)	200	408	0							2.00				
Dulverton	1408	848	1.66	(14)	862	1431	5	43	72	4			47	1.60	75			
Dunster	817	592	1.38	-	592	817	40	236	327	24			260	1.30	338			
East Quantoxhead	104	50	2.08	-	50	104	100	50	104	5			55	2.00	110			
Elworthy	60	(42)	1.43	-	42	60	50	21	30	2			23	1.40	32			
Exford	405	223	1.82	-	223	405	0							1.80				
Exmoor	156	79	1.98	-	79	156	0							1.90				
Exton	243	118	2.06	-	118	243	0							2.00				
Holford	276	129	2.14	-	129	276	100	129	276	13			142	2.10	298			
Huish Champflower	208	94	2.21	-	94	208	100	94	208	9			103	2.20	227			
Kilve	346	185	1.87	1	186	348	100	186	348	19			215	1.80	387			
Luccombe	157	80	1.96	-	80	157	0							1.90				
Luxborough	195	112	1.74	-	112	195	0							1.70				
Minehead	11981	5743	2.09	7	5750	12018	100	5750	12018	>	760	570	7080	2.00	14160			
Minehead Without	60	(28)	2.14	-	28	60	0							2.10				
Monksilver	113	58	1.95	-	58	113	50	29	57	3			32	1.90	61			
Nettlecombe	174	91	1.91	-	91	174	0							1.90				
Oare	75	(33)	2.27	-	33	75	0							2.20				

¹ Figure inside brackets = ENPA development 2011/2 taken from WSC Building Control records and, WSC Affordable Housing Group monitoring records.

Parish	2011			2012			LPA			Town		2032		
	Pop.	Stock	H/hold	Add.	Stock	Pop.	%	Stock	Pop.	Alloc.	W/fall	Stock	H/hold	Pop.
Old Cleeve	1672	890	1.88	2(1)	893	1679	90	804	1511			884	1.80	1591
Porlock	1365	833	1.66	-	833	1365	0						1.60	
Sampford Brett	270	144	1.87	-	144	270	100	144	270			158	1.80	284
Selworthy	417	223	1.87	-	223	417	0						1.80	
Skilgate	96	(42)	2.29	-	42	96	100	42	96			46	2.20	101
Stogumber	702	331	2.12	1	332	704	100	332	704			365	2.10	767
Stogursey	1385	632	2.19	1	633	1386	100	633	1386			696	2.10	1462
Stringston	96	(61)	1.57	-	61	96	100	61	96			67	1.50	101
Timberscombe	402	229	1.76	-	229	402	0						1.70	
Treborough	42	(22)	1.91	-	22	42	0						1.90	
Upton	154	88	1.75	-	88	154	100	88	154			97	1.70	165
Watchet	3785	1828	2.07	67	1895	3923	100	1895	3923	300	150	2335	2.00	4670
West Quantoxhead	343	184	1.86	1	185	344	100	185	344			204	1.80	367
Williton	2697	1275	2.11	-	1275	2697	100	1275	2697	420	140	1821	2.10	3824
Winsford	321	169	1.90	(1)	170	323	0						1.80	
Withycombe	293	140	2.09	-	140	293	80	112	234			123	2.00	246
Withypool	201	130	1.55	-	130	201	0						1.50	
Wootton Courtenay	264	150	1.76	-	150	264	0						1.70	
WS LPA only	27616	13318	2.07	81	13399	27730	80.5	13399	27419	1480	860	17192	1.86	32035
<i>ENP (Somerset)</i>	7059	4253	1.66	39	4292	7120	19.5					4492	1.68	7565
WS TOTAL	34675	17571	1.97	120	17691	34850	100.0			(1480)	(860)	20830	1.90	39600

Sources:

- Office for National Statistics; Census 2011: Neighbourhood Statistics – West Somerset: Parishes; Office for National Statistics; 2013 data-set at, (www.statistics.gov.uk)
- Housing Vision; Strategic Housing Market Assessment for the Northern Peninsula – December 2008; Northern Peninsula Strategic Housing Market Partnership; 2008
- Department for Communities and Local Government; DCLG Live Tables – Live Table 406: House Projections by District, England 1991 – 2033; Department for Communities and Local Government; 2010 (data-set at, www.communities.gov.uk)

Notes:

A methodology for calculating future housing stock and population has been developed to cover the plan-period and the West Somerset Local Planning Authority (WS LPA) area. It is based on a combination of the 2011 Census data, housing completion records and, the current proposals for the next 20 years for residential development in West Somerset outside of the Exmoor National Park contained in the West Somerset (new) Local Plan Preferred Strategy. All figures derived from calculations have been 'rounded-up' to the nearest whole number unless otherwise stated in the methodology below. This should result in numbers that err on the high side of what may happen, based on the assumption that there are no unknown additional factors that need to be taken into account.

Methodology

- 2011 data is derived from Census 2011 Key Statistics for District-level data and Small Area Statistics (Neighbourhood Statistics) via the ONS web-site for Parish level data – dwelling figures in brackets are estimates as the data is suppressed due to the small numbers involved.
- Except where known development has been recorded, parishes with estimates for stock and population, it is assumed that these are unchanged from 2001 estimates.
- 2012 stock data is derived from adding the Parish-level housing completions data for the period 01APR11 – 31MAR12 to the 2011 Census figure (the 2011 Census count date was 29th March 2011). The completions data has been taken from WSC Building Regulations completions records and WSC Affordable Housing Group monitoring records as appropriate. The Exmoor National Park (inc. 'split-Parishes') completions data is shown in parenthesis in that column.
- West Somerset Local Plan to 2032 Revised Preferred Strategy (June 2013) was prepared with a housing requirement figure for 2012 – 2032, of 2,900 dwellings for those parts of West Somerset outside of the Exmoor National Park (see Policy SC2: Housing Provision). The WS LPA total stock figure for 2032 is based on this level of completions. *NB. 'Total' components of other contributing columns (see below) may not add up to this figure.*
- Household size (H/hold) figure from 2011 Census derived from dividing parish population figure by parish stock figure. The parish stock figure includes; vacant, 2nd-home and, holiday-home stock and will (slightly) understate the household size.
- LPA (%) = An approximation of the proportion of the Parish stock within the West Somerset Local Planning Authority area (i.e. outside of the Exmoor National Park)
- LPA (Stock) = A calculation of the stock in each West Somerset Parish that is outside of the Exmoor National Park in 2012.
- Village (10%) = The potential addition to the Parish stock over the period to 2032 using the 10% assumption that underpin Policy SV1: Development at Other Settlements, set out in the (new) Local Plan Preferred Strategy with 2012 stock figure as a 'base'. Total in italic parenthesis is literal, whilst other is an allowance including further 'exceptions'.
- Town (Alloc.) = Proposed minimum amount of development to be identified on 'strategic sites' for each of the key settlements, Minehead, Watchet and, Williton for the period up to 2032 as set out in Policy SC2A: Strategic Development Distribution, set out in the (new) Local Plan Revised Preferred Strategy – June 2013.
- Town (W/fall) = Based on past trends, an annualised average of smaller windfall development (<20 dwellings per site) that has occurred in each key settlement during the period 1991 – 2011 and its historical distribution amongst these settlements, have been projected forward for the 20 year period of the (new) Local Plan
- 2032 (Stock) = 2012 LPA (Stock) + Village (10%) or [Town (Alloc.) + Town (W/fall)] as appropriate, for Parishes/split-Parishes outside the Exmoor National Park only.
- 2032 (Stock) figure for West Somerset (WS TOTAL) includes an additional 200 dwellings for the Somerset part of the Exmoor National Park for the period 2012 - 2032
- 2032 (H/hold) = 2011 Census equivalent to 2 decimal places rounded-down to nearest single decimal place. Where the original figure was already a single decimal place equivalent (e.g. 2.30) this has been rounded-down by a whole 1/10th (e.g. 2.30 in 2011 is 2.20 in 2032). This is to reflect long-term trends in household size which show that these are continuing to decline. Account has been taken of this trend beginning to 'bottom-out' so the projected 2032 population figure may be over-stated.
- 2032 (Pop.) = 2032 (Stock) x 2032 (H/hold), rounded up to the nearest whole person - WS Total has been rounded to the nearest hundred.
- WS LPA 2032 (H/hold) = sum of 2032 (Pop.) for Parishes divided by 2032 (Stock)
- Northern Peninsula SHMA estimated average household size for West Somerset by 2026 to be 1.99. Using this and the estimated stock levels for the West Somerset LPA area and Local Authority area, this would give projected populations in 2032 of 35,206 and 44,230 respectively.
- DCLG Live Tables include the 2008-based household projections to 2033 suggest a stock figure for West Somerset (District) of 20,000.
- ENP (Somerset) = sum of equivalent data for Somerset parishes and split parishes within the Exmoor National Park

Table 5: Housing Completions in West Somerset LPA Area 1976/77 – 2013/14

Year	Minehead	Watchet and Williton	Rural remainder	Total
1976/77	43	46	82	171
1977/78	66	68	22	156
1978/79	102	26	51	179
1979/80	55	22	30	107
1980/81	47	31	7	85
1981/82	108	7	1	116
1982/83	109	7	13	129
1983/84	70	19	1	90
1984/85	51	11	3	65
1985/86	58	18	25	101
1986/87	31	34	42	107
1987/88	34	5	48	87
1988/89	42	8	49	99
1989/90	160	22	84	266
1990/91	102	15	50	167
1991/92	70	10	16	96
1992/93	86	46	32	164
1993/94	103	18	20	141
1994/95	70	16	14	100
1995/96	59	36	24	119
1996/97	19	28	8	55
1997/98	25	43	25	93
1998/99	42	31	17	90
1999/2000	29	36	32	97
2000/01	25	1	59	85
2001/02	48	64	31	143
2002/03	101	0	2	103
2003/04	162	13	5	180
2004/05	69	39	11	119
2005/06	98	47	45	190
2006/07	94	105	23	222
2007/08	36	53	33	122
2008/09	30	38	41	109
2009/10	26	9	20	55
2010/11	12	24	4	40
2011/12	7	66	8	81
2012/13	21	27	19	67
2013/14	60	16	8	84
Total	2370	1105	1005	4480

