

Housing Provision Technical Note – TN3.1/CS/2010
Joint Technical Unit, July 2010

Demand

This note outlines a set of “nil net migration” forecasts which derive from the Population Model developed originally by Bedfordshire County Council and managed now by the Research Liaison Group (run jointly by Bedford Borough, Central Bedfordshire and Luton). This model produces two types of forecast – one based on delivering the growth requirements of the Regional Spatial Strategy (RSS) and the other based on projected demographic movements and population changes. This latter forecast takes no account of planned developments or growth policy but simply forecasts the likely result without policy intervention.

Comparing the results for the growth area helps to identify what might be the “local” growth needs in Luton and the south part of Central Bedfordshire and the extent of any wider sub-regional growth included within the requirements. The results of the two forecasts are set out below. The forecasts are based on households rather than dwellings and while the two are not directly equivalent the variation is less than 1% and for this purpose that is sufficiently accurate.

Table 1: Regional requirement forecast (policy-driven, RSS-based) (households)

	South Beds	Increase on 2011	Luton	Increase on 2011	Total	Increase on 2011
2011	50,800	-	82,700	-	133,500	-
2016	55,900	5,100	86,900	4,200	142,800	9,300
2021	62,900	12,100	88,000	5,300	150,900	17,400
2026	70,300	19,500	90,000	7,300	160,300	26,800

Table 2: “Local need” forecast (demographics-driven, net nil migration) (households)

	South Beds	Increase on 2011	Luton	Increase on 2011	Total	Increase on 2011
2011	50,800	-	85,500	-	136,300	-
2016	53,300	2,500	91,200	5,700	144,500	8,200
2021	55,500	4,700	96,700	11,200	152,200	15,900
2026	57,300	6,500	102,000	16,500	159,300	23,000

As can be seen, there is a difference of some 3,800 households between the total regional requirement under the RSS (26,800 households) and the “local” growth forecast (23,000). This suggests that the bulk of growth requirements would actually be providing for need generated locally within the Luton and South Bedfordshire area rather than outside the area.

Examining the share of the forecast growth, there is a considerable difference in the two forecasts between the Luton and South Bedfordshire areas. While the

“local needs” forecast suggests Luton’s population would grow substantially (16,500 households), in reality a lack of space and policy constraints would suggest that this level of growth would be unlikely to be accommodated within Luton’s administrative boundary. Under such circumstances the growth expected in Luton would be diverted to other parts of the surrounding area, namely the former South and Mid Bedfordshire areas, Bedford and Northampton etc. This is evidenced by recent research through the Strategic Housing Market Assessment.

Supply

The housing trajectory was updated during June 2010. This update was an initial update pending a full review of sites through a review of the Strategic Housing Land Availability Assessment to be undertaken later in 2010.

The revised housing trajectory shows a total of 9,512 dwellings (5,607 in Luton and 3,905 in South Beds) are likely to be delivered from known sites within the Luton and South Bedfordshire area during the period 2011-2021.

In addition to these known sites, the Preferred Options Core Strategy contained an assumption that 40% of development post 2021 would come from the urban area but that not all of these sites had been identified yet. An allowance has therefore been made in the trajectory for 620 dwellings per year, 2021-26. These have been apportioned two-thirds Luton and one-third South Beds.

However, adding these assumed dwellings in post-2021 creates an artificial jump in the trajectory where the supply of known sites gradually reduces through the period and is then replaced by assumed sites from 2021. The result is a particularly (and unrealistically) low level of completions predicted from the urban area in 2019/20 and 2020/21 (35.7% and 18.4% respectively). In reality new sites will emerge during the plan period to supplement the greenfield completions and it is reasonable to include an element of assumed supply before 2021 to reflect that assumed after 2021. A total of 450 dwellings have therefore been added in to the trajectory, 150 in the year 2019/20 and 300 in 2020/21, to ensure predicted completion levels reflect known historic patterns and reflect the emphasis in the plan on brownfield redevelopment over greenfield development. Once again, these dwellings have been apportioned two-thirds Luton and one-third South Beds.

In terms of the allocations to be made in the rural part of South Beds, the trajectory provides for 50 dwellings a year from sites to be identified through the Site Allocations DPD. This level of rural development broadly reflects the level of completions in the villages since 2001 (an average of just over 45 dwellings per year since 2001) and allows for small-scale organic growth to provide for local housing needs. Some of this development has already been provided for through recent planning permissions as is therefore included in the “known sites” part of

the trajectory. The “new allocations” element therefore reflects the residual amount still to be allocated i.e. 750 minus the 112 dwellings already permitted in the villages.

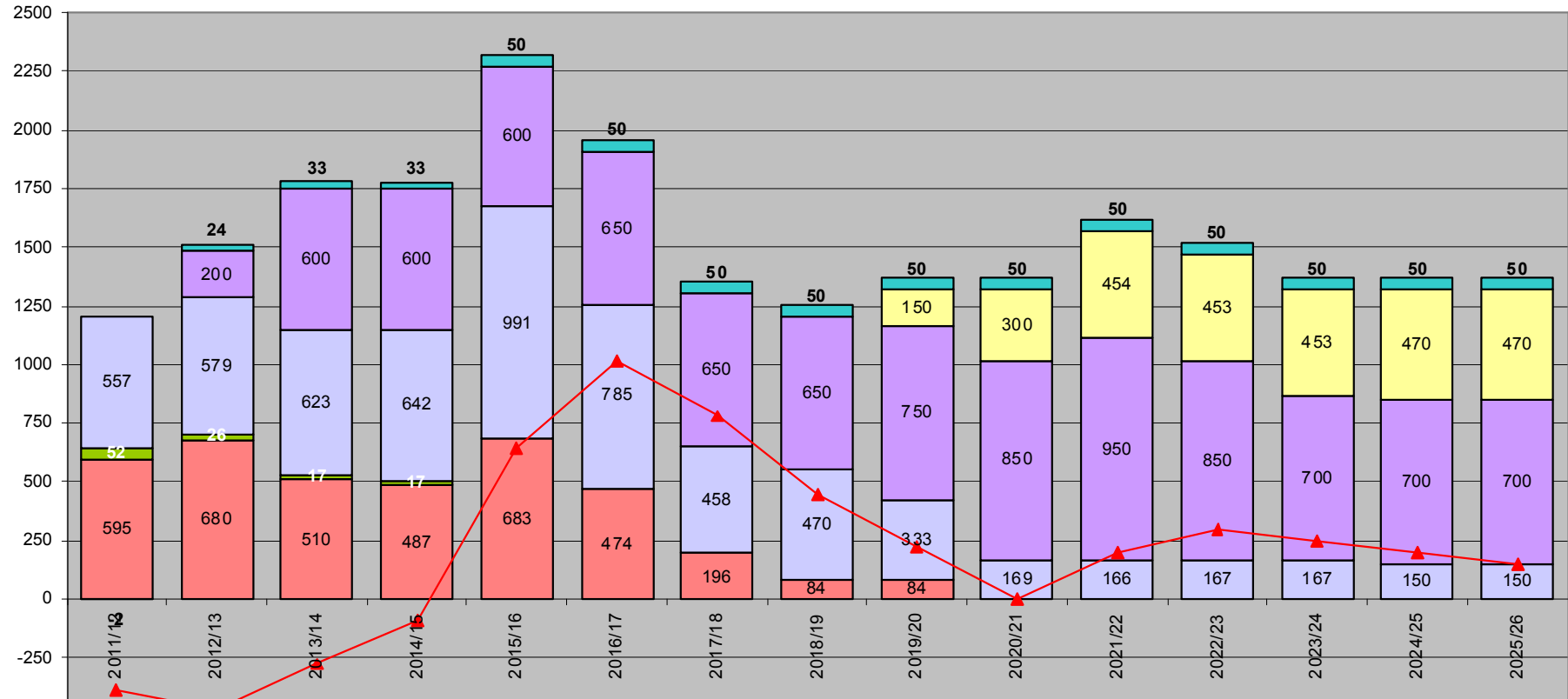
Delivery from the urban extension to the north of Houghton Regis begins with 100 completions in 2012/13, rising to 400 per year from 2016. Total delivery by 2026 is projected to be 5,150 dwellings. The urban extension to the east of Leighton Linlade is also scheduled to start in 2012/13 with 250 completions per year ending in 2022/23. The urban extension to the north of Luton has a later start date around 2019/20 and is estimated to deliver 1,800 units by 2026.

The total provision included within the trajectory, including known sites, assumed sites, allocations in the rural area and the urban extensions, equates to 23,150 – 150 dwellings above the local needs requirement derived from the net nil migration model.

Table 3: Summary of provision within housing trajectory

	2011-21	2021-26	Total
Known sites - Luton	5607	800	6407
Known sites - South Beds	3905	0	3905
Known sites - plan area	9512	800	10312
Assumed sites - Luton	300	1300	1600
Assumed sites - South Beds	150	1000	1150
Assumed sites - plan area	450	2300	2750
Allocated rural sites (South Beds)	388	250	638
North Houghton Regis urban extension	3150	2000	5150
North Luton urban extension	300	1500	1800
East Leighton Linlade urban extension	2100	400	2500
Total supply - Luton	5907	2100	8007
Total supply - South Beds	9993	5150	15143
Total supply - plan area	15900	7250	23150

OVERALL HOUSING TRAJECTORY June 2010 - Interim update



■ South Beds Projected Completions

■ South Beds Residual Projected Completions

■ Luton Projected Completions

■ Projected Completions from Urban Extensions

■ Additional Urban Capacity from 2019 to 2026

■ Unallocated Development in Residual Area

▲ Monitor - No of dwellings above or below cumulative allocation