



South Somerset Local Plan

Authorities Housing Monitoring Report

April 2012 - March 2013

24 January 2014

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Authorities Housing Monitoring Report (April 2012 – March 2013)

Summary

This housing monitoring report looks at the latest data available with regard to changes in population and demographics - including the number of existing dwellings and households, homelessness and house prices. It also looks at housing targets for the emerging Local Plan period 2006 – 2028 and recent performance in achieving these targets.

The emerging Local Plan (2006 – 2028) has a provision for 15,950 dwellings over the plan period. This figure has been calculated based upon the objectively assessed housing need and provides the basis for calculating the required five year land supply as set out in Paragraph 47 of the National Planning Policy Framework. The housing trajectory and five-year land supply has been derived using the current Strategic Housing Market Assessment, Strategic Housing Land Availability Assessment and robust monitoring and analysis. The Strategic Housing Land Availability Assessment has been reviewed and that report was presented to and endorsed by District Executive Council on 5th December 2013.

The Gypsy and Traveller Accommodation Assessment has been updated to reflect the Local Plan end-date of 2028. The new target figures for Gypsy and Traveller accommodation are being presented as a Main Modification to the emerging Local Plan 2006 - 2028.

Population

No new information has come from the publication of Census data or other data from the Office of National Statistics (ONS) to that set out within the Annual Housing Monitoring Report 12th April 2013.

The 2012 Population Projections for the UK were released on 6 November 2013, however these are national figures only and the breakdown to Local Authority level has not been released. The projected growth for the UK is equivalent to an average annual rate of growth of 0.8 per cent. If past trends continue, the national population will continue to grow, reaching 73.2 million by 2035. This is due to natural increase (more births than deaths) and because it is assumed there will be more immigrants than emigrants (a net inward flow of migrants). The population is projected to continue ageing with the average (median) age rising from 39.7 years in 2010 to 39.9 years in 2020 and 42.2 years by 2035.

As a result, despite the forthcoming increases to state pension age under current legislation, the number of people of state pension age (SPA) is projected to increase by 28 per cent from 12.2 million to 15.6 million by 2035. This reflects the higher number of people born immediately after the 2nd World War and also those who were born in the 1960s 'baby boom' reaching state pension age within the 25 year period to 2035. This is reflected within the age structure for South Somerset. The growth in an ageing population will have considerable impact on services and the local economy.

Dwellings and Households

No new information has come from the publication of Census data or other data from the ONS to that set out within the Annual Housing Monitoring Report 12th April 2013.

Vacant Properties

Vacant properties in South Somerset as of October 2012 (the last published figures by ONS) were at a higher percentage of the housing stock than the South West. At the same time SSDC published its Empty Homes Strategy, which aims to identify long term empty homes, contact the owners and work with the community and other organisations to bring the homes back into use. Changes in how Council Tax is charged also came into effect from April 2013.

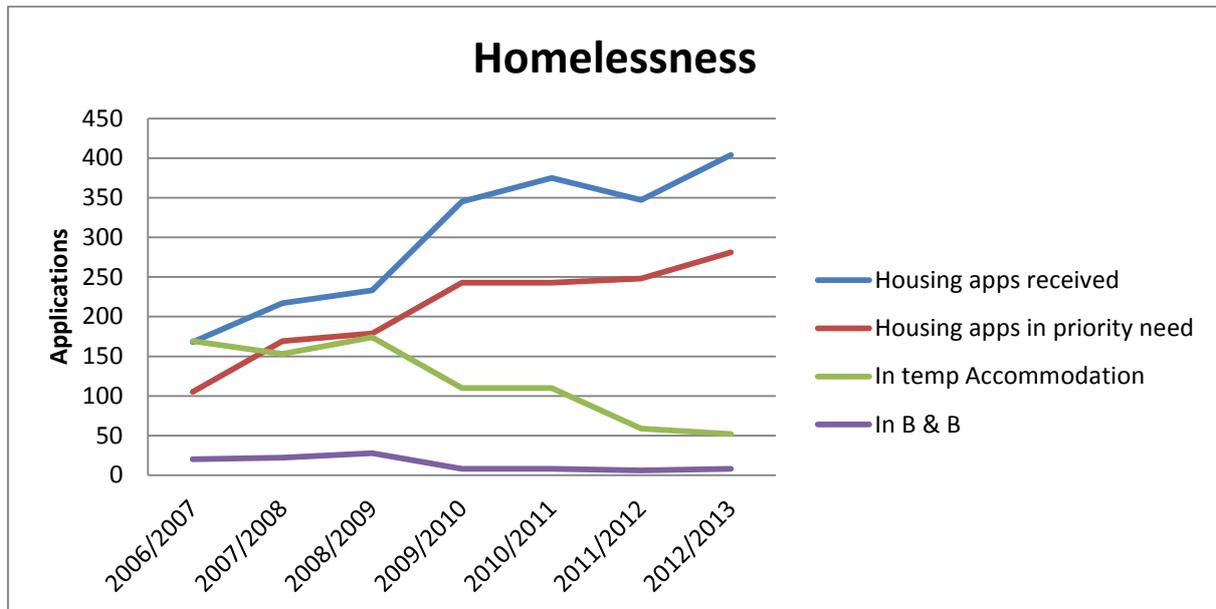
Vacancy	South Somerset	South West
All dwellings	73,380	2,403,000
All vacant dwellings	2,649	64,504
Percentage vacant	3.6%	2.7%
Dwellings long term vacant (over 6 months)	1,103	21,587
Percentage long term vacant	1.5%	0.9%

Source: National Statistics (ONS: www.gov.uk)

The above table shows the comparison for South Somerset against the South West as of October 2012. No data is available for the South West at this time but initial figures obtained from submitted Calculation of Council Tax Base for Formula Grant Purposes (October 2013) identify 1806 (2.4%) empty properties, 470 (0.6%) of which have been empty for more than 6 months. This shows a significant improvement on the figures shown above.

Homelessness

During the financial year 2012/2013, 404 applications for housing were accepted as eligible homeless of which, 281 were in priority need. Overall this is an increase from the 2011/2012 figures of 347 applications, of which 248 were in priority need. At the end of the monitoring period, 8 households were housed in bed and breakfast accommodation and 52 households were in temporary accommodation.

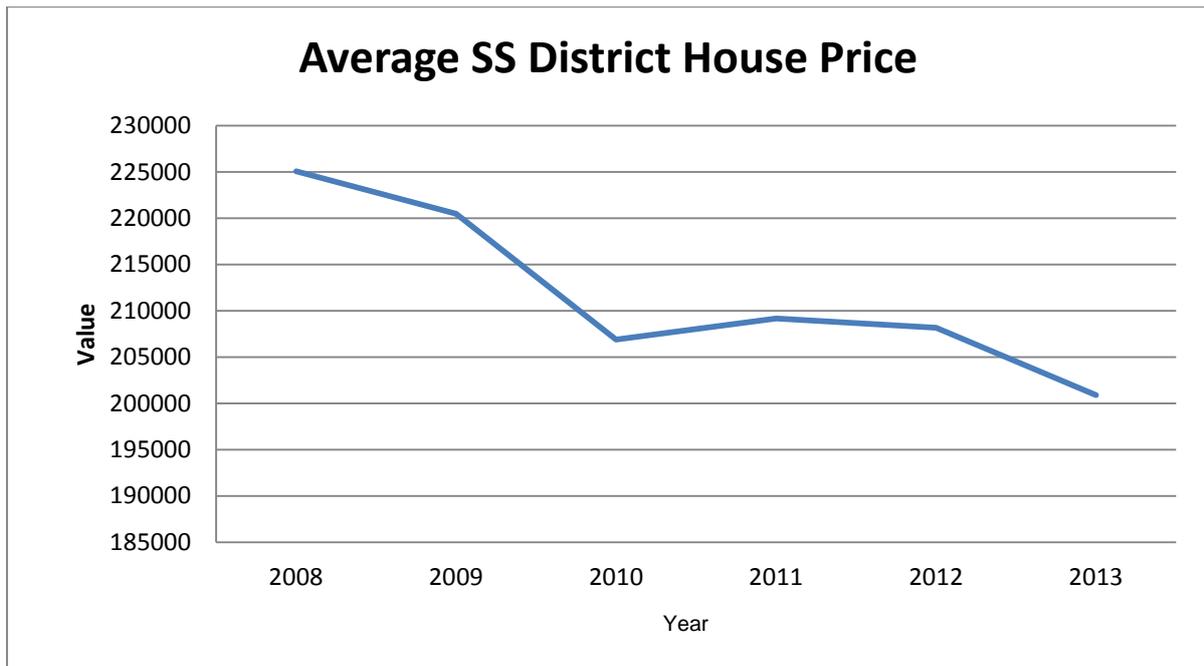


Source: National Statistics (ONS: www.gov.uk)

Applications to be accepted as eligible homeless since 2006 have increased, peaking in 2012/2013 at 404. It was acknowledged that the recent economic climate puts pressure on families with an increase in repossessions and family break-ups potentially leading to an increase in homelessness and the number of applications for housing has continued to rise. It is however reassuring that the level of people housed in temporary accommodation (including bed and breakfast), which peaked in the year 2008/2009, has fallen and remained consistently lower over the last 2 years.

House Prices

The average price of a house in South Somerset in 2002 was £145,120. Trends show that house prices incrementally increased over the following years peaking in the third quarter of 2008 at £225,069. Land Registry data for the 4th quarter in 2009 showed a recovery of the average house prices up to £220,503, but the following economic uncertainty through 2010 – 2012 showed a further drop to £208,179 for the third quarter to 2012. Despite recent signs of economic recovery and government schemes to enable greater access to mortgages, the average house for South Somerset for April-June 2013 was £200,902 representing an annual decrease in average house prices of 6.1%. It is considered that the more recent improved economic indicators require time before being reflected in local house price statistics.



Source: Land Registry

Current Housing Requirement and Supply (March 2013)

The data table below shows the district's housing requirement and supply by town as at the 31st March 2013. The districts housing requirement is derived from the current targets as shown in South Somerset Proposed Submission Local Plan 2012, as amended by the Council in January 2013. This divides its housing targets between Yeovil (7441 dwellings) and the Rest of the District (8509 dwellings), to be built during the plan period.

The Council's housing monitoring shows that during the plan period (31st April 2006 – 31st March 2013) the district has granted planning permission; have under construction; completed or allocated 4,096 dwellings within Yeovil and 6,698 dwellings throughout the rest of the district. South Somerset District Council must therefore make further provision for 3,345 dwellings at Yeovil and 1,811 dwellings throughout the rest of the district before the end of the plan period. These figures are subject to current commitments coming forward in this timescale, and current allocations being reaffirmed and coming forward within the Local Plan process.

Housing delivery over the last five years has been affected by the economic recession. The average annual completion rate (2008 to 2013) is 605 dwellings per annum. It should be noted that this average is skewed by a particularly high delivery record in 2010/2011, which was due to significant investment by the Homes and Communities Agency and Registered Providers in a number of developments across the district.

Regardless of the anomalous year, the 5-year average is much reduced in comparison to the longer, 10-year term trend (2003 to 2013). Over this 10-year period the annual average completion rate is 628 dwellings per annum. When compared with the current monitoring year's completion rate of 460 dwellings it highlights that housing delivery remains difficult in challenging economic conditions.



Source: South Somerset District Council

The recent backlog in housing delivery (i.e. delivery is below the annual average target for the Local Plan period) has been factored into the considerations of defining a robust five-year land supply. It is likely to mean that there will be a number of future years where delivery will need to exceed the Local Plan target in order to meet this backlog.

Housing table for purposes of AMR April 2012 - March 2013

	Yeovil	Chard	Crewkerne	Ilminster	Wincanton	Somerton	Castle Cary / Ansford /	Langport / Huish	Bruton	Ilchester	Martock	Milborne Port	Petherton South	Stoke Sub Hamdon	Rest of South	Area Total
1. South Somerset Spatial Strategy Requirement (Proposed Submission Local Plan)	7441	1852	961	496	703	374	374	374	203	141	230	279	229	51	2242	15950
2. Completions (06/13)	1555	425	313	147	321	36	43	183	98	0	72	147	135	6	896	4377
3. Under Construction	30	47	7	12	27	7	48	15	0	1	6	12	7	0	111	330
4. Commitments (Not Started)	2511	173	89	29	387	62	62	68	6	0	28	18	16	2	485	3936
5. Allocated (without permission)	0	1371	525	0	0	154	30	53	0	0	0	18	0	0	0	2151
6. Total	4096	2016	934	188	735	259	183	319	104	1	106	195	158	8	1492	10794
7. Residual Housing Requirement	3345	-164	27	308	-32	115	191	55	99	140	124	84	71	43	750	5156

Source: South Somerset District Council

Housing Trajectory & 5 Year Housing Land Supply

Background

The National Planning Policy Framework (NPPF), published March 2012, requires Local Planning Authorities (LPAs) to deliver a wide choice of high quality homes by boosting significantly the supply of housing. Using their evidence base LPAs should ensure they meet the full objectively assessed housing needs for market and affordable housing and update annually a supply of specific deliverable sites sufficient to provide a five years' worth of housing against their housing requirements with an additional buffer of 5% (or 20% where there is a record of persistent under delivery). They should also identify a supply of specific developable sites for the years 6 – 10 years and 11 – 15 years.

The NPPF also makes an allowance for windfall sites to be included where there is compelling evidence that such sites have consistently become available. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall sites (and not including residential gardens).

Housing Target

The Council is progressing with a new Local Plan and has consulted on Main Modifications to the Proposed Submission Local Plan (2006 – 2028) between November 2013 and January 2014. It is expected that the Council will submit these Modifications to the Planning Inspectorate in March 2014. The timetable has yet to be formally decided, but the Council is working to the expectation that the Examination of the Modifications will take place during Summer/Autumn 2014, with the Council expecting to adopt the new Local Plan early in 2015.

Prior to the adoption of this new Local Plan, the extant policy basis for housing delivery is formed by the South Somerset Local Plan (1991 – 2011). The South Somerset Local Plan was adopted in April 2006 and "saved" under the Planning and Compulsory Purchase Act 2004 regulations, which effectively extends the life of the policies until they are replaced. All policies except the following six policies currently remain saved: EU1, EU2, EU5, HG5, HG13 and HG14 until the Local Plan 2006-2028 replaces them. The NPPF in paragraph 215 indicates that due weight should be given to these saved policies according to their degree of consistency with the NPPF.

The South Somerset Local Plan (1991 – 2011) under policy HG1 established an overall housing delivery target of 13,700 dwellings, which equated to an annual average target of 685 dwellings per annum.

It should be noted that the South West Regional Spatial Strategy was revoked by the Secretary of State on the 20th May 2013. Therefore Policy HMA13 (pertaining to housing provision) is no longer a material part to the development plan for South Somerset. In addition, whilst Government has suggested that the evidence base used to prepare Regional Spatial Strategies may be relevant, the out-of-date nature of the evidence suggests that it is inappropriate to rely on the housing target described in HMA13 of the South West Regional Spatial Strategy.

The Proposed Submission South Somerset Local Plan 2006 – 2028 sets a housing requirement of 15,950.

This figure has been derived in full cognisance of Paragraph 47 of the NPPF, which notes that Local Planning Authorities (LPAs) should meet the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in the NPPF. Furthermore, the figure has been calculated by taking an integrated approach to assessing housing and employment needs, taking full account of relevant market and economic signals. In particular, the figure has been prepared in light of paragraph 159 of the NPPF, respecting the information and analysis forthcoming from the Council's Strategic Housing Market Assessment (SHMA) and the Strategic Housing Land Availability Assessment (SHLAA).

Given the age of the housing target (and evidence it is predicated on) in the South Somerset Local Plan (1991 - 2011), and given the advanced stage of the emerging Local Plan (2006 – 2028), it is felt that the figure of 15,950 carries significant weight. The evidence used to define the emerging Local Plan housing target is up-to-date and robust and in accordance with the NPPF. This figure is being tested through the Examination process, and it is of note that the Inspector's Preliminary Findings have not identified the housing requirement as an area of concern.

Housing Supply

The NPPF (paragraph 47) sets out a prescriptive approach that Local Planning Authorities should follow in order to demonstrate a robust housing supply. The NPPF states that LPAs should:

- identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land; and
- identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15.

The Council has undertaken a rigorous assessment of sites throughout the district in order to facilitate a supply of deliverable sites. This process includes the following elements:

Strategic Housing Land Availability Assessment (2013)

The SHLAA is an assessment of potential land availability within the district. The methodology used in the SHLAA establishes a database of sites which are consistently appraised to determine whether they are 'suitable', 'available' and 'deliverable'. The SHLAA is a technical exercise and is deliberately neutral of any policy considerations. It also does not consider potential windfall provision, or small site provision under 0.15ha.

A 'call for sites' was carried out in November 2012, and these sites along with others identified were presented and evaluated in a full and thorough engagement with private sector developers and registered social landlords and the results were published in December 2013.

Developer Involvement

From the list of sites identified in the SHLAA 2013, 117 sites were each shown to have the potential to deliver in excess of 25 dwellings. The respective developers and/or agents were then contacted and asked to provide a realistic timeframe for potential development of the sites, giving careful consideration to any planning approvals or existing developer interest.

Replies were received for 85 of the sites (a 73% response rate). The replies detailed not only expected delivery but also potential delays, viability concerns, developer interest and potential submission of planning applications. Where no response was received the guidance of the SHLAA panel was taken into consideration.

South Somerset Windfall Delivery

Windfall development can and should be considered as part of the 5 year land supply calculations where Local Authorities have compelling evidence that such sites have consistently become available (NPPF para 48). The assumption on windfall allowance comes from an appraisal of the trends in delivery across each settlement between 2006 and 2013. The average annual delivery is taken from all completions for 2006 – 2013, less allocated sites and residential garden plots, and then divided by seven (the number of settlements) to get an annual windfall completion rate. It is assumed that this past annual rate of windfall development for each individual settlement (and the rest of the District) is maintained over the next 5 years of the 5 year land supply calculation.

Past experience and analysis shows that a significant proportion of consents/commitments have been on windfall sites. Therefore to avoid double counting, the windfall assumption to be used must exclude those already identified in the land supply. This is done by taking the total land supply for each settlement and then extracting sites shown as forthcoming on consents granted on previously allocated sites and residential garden plots (which the NPPF has identified as not windfall in para 48).

Where the 5 year windfall total (based on past trends) is lower than the actual number of windfall consents identified in the 5 year supply then no additional windfall development is assumed (as the potential windfall development in the consented sites is more than the past trend). Where the 5 year windfall total based on past trends is higher than the actual number of windfall consents identified in the 5 year supply then the difference between the annual windfall rate and the windfall consents for that particular settlement is added to its annual projected completion figure. If and where significant allocated land is brought forward or residential garden plots are developed then a figure in excess of the annualised windfall rate will ensue reflecting the reality of significant allocated new build (usually large site) development supplementing the normal settlement build rate.

Awareness of the Need to Address a Backlog in Recent Delivery

In defining a robust housing requirement and subsequent land supply, the NPPF is clear that LPAs should also seek to address any previous under delivery of housing. Paragraph 47 of the NPPF states: *“Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land”*.

It should be noted that recent planning appeal decisions across England have confirmed this position, and give clear direction that any previous backlog in delivery should be addressed in the first 5 years.

If it were deemed that South Somerset has a ‘record of persistent under delivery’, this would serve to raise the housing target from 725 dwellings per annum (15,950 / 22 years plan period) to 1009 dwellings per annum (including the backlog of 697 dwellings from the first 7 years of the plan period) for the next 5 years.

Finalising the 5-Year Land Supply

The 5 year housing land supply calculation is set out in summary form in Table 2 and in more detail in the Housing Trajectory at Appendix A with a breakdown of land supply by settlement shown in Appendix B.

Table 2: 5 YEAR HOUSING LAND SUPPLY

South Somerset Proposed Submission Local Plan (2006-2028)	Dwellings	Dwellings Per Annum
5 Year Land Supply Housing Requirement (April 2013 – March 2018) (Based upon remaining requirement)	3625	725
Housing Requirement (April 2013 – March 2018) (including the backlog of 697 for the plan period 1/4/06 – 31/3/13)*	4322	864
5 Year Land Supply Housing Requirement (plus 5% brought forward from later in the Local Plan period)	4503	901
5 Year Land Supply Housing Requirement (plus 20% brought forward from later in the Local Plan period)	5047	1009
5 Year Land Supply (April 2013 – March 2018) **	4382	876

* Housing requirement 2006-2028 (15,950 minus completions to April 2013) annualised and multiplied by 5 years.

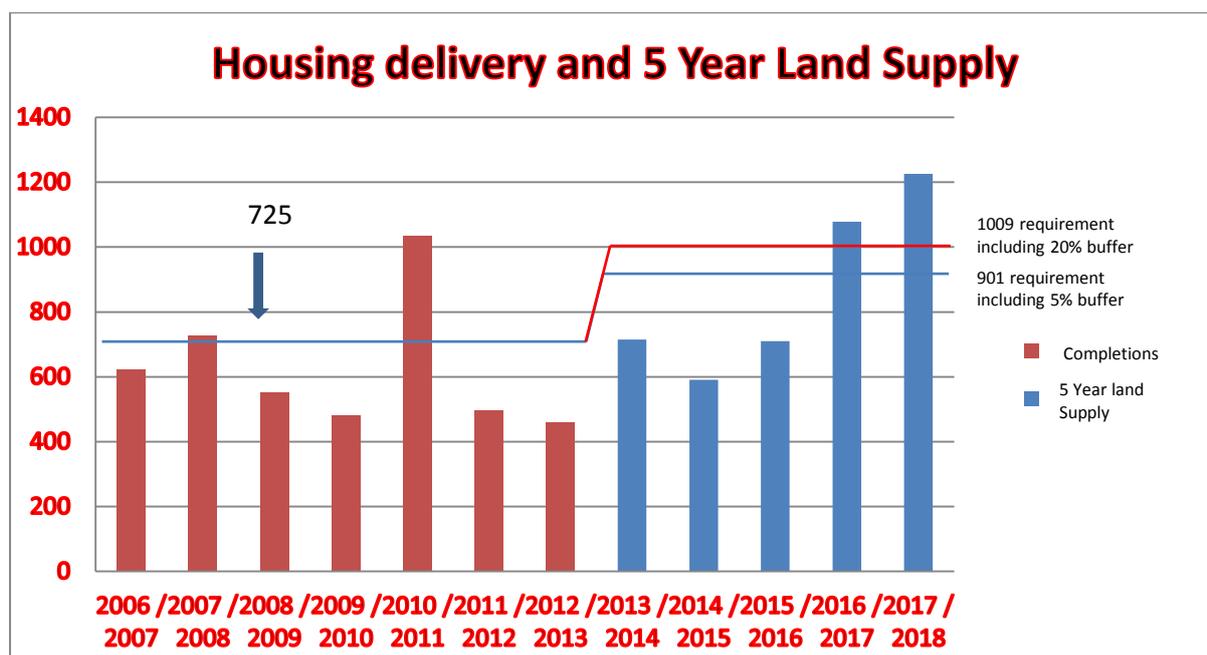
** Land supply identified as available, suitable and viable for the next 5 years and including planning commitments at 31 December 2013.

It is important to remember that the NPPF requires, as a minimum, for LPAs to demonstrate five years’ worth of housing against their housing requirements with an additional buffer of 5%. At a maximum, LPAs should provide an additional buffer of 20% where there is a record of persistent under delivery.

Therefore, as at 31st December 2013 it has been identified that South Somerset cannot identify a five-year land supply with the additional buffer of 5%, nor can it demonstrate a five-year land supply with the additional buffer of 20% necessary to address persistent under delivery.

As at December 31st 2013, it has been identified that South Somerset has a housing land supply which equates to 4 years and 9 months, under a 5% buffer scenario. Under a 20% buffer scenario, South Somerset can demonstrate a housing land supply which equates to 4 years and 3 months.

There are a number of external factors influencing the five-year land supply calculation, including the continued suppression of the construction and house-building industry, with a lower appetite for speculative development proposals. This has resulted in fewer existing consents being built out, a decline in the number of new planning applications and subsequent consents, and a reduction in the number of dwellings delivered when consents are being built out - i.e. smaller phases (sample data first 6 months of 2012 against first six months of 2013).



Source: South Somerset District Council

Of the identified 5 year housing supply, Yeovil (and the associated Parishes of Yeovil Without and Brympton) have 31% of the projected 4382 houses to be built. The larger market towns (Chard, Wincanton, Crewkerne, Ilminster, Somerton, Langport and Castle Cary) have a projected growth of 42% of development for the district; whilst more local centres (Bruton, Milborne Port, Ilchester, Martock, South Petherton, Stoke Sub Hamdon,) have a projected 13% growth in total. The remaining 14% of projected growth is located in villages throughout the District. This presents a large shift in the focus of the projected growth from that shown in the immediately previous Annual Housing Monitoring report with a significant increase in the level of growth at the market towns and rural centres to the cost of growth in Yeovil (with Market Towns and Rural Centres' combined 55% share of District housing projections up from 40% in last year's monitoring report and Yeovil's down from 45%)

New and Converted Dwellings – On Previously Developed Land April 2012 – March 2013

	Total
Gross	257
% on PDL	56%

Source: South Somerset District Council – Housing Monitoring

The NPPF identifies that planning policies and decisions should encourage the effective use of land by re-using land that has been previously developed (brownfield land), provided that it is not of high environmental value. Nationally the Government have removed an imposed target for redevelopment of PDL however Local Planning Authorities may continue to consider the case for setting a locally appropriate target for the use of brownfield land. The Council are proposing a 40% target in the Proposed Submission South Somerset Local Plan as proposed and endorsed by the Council.

Data for the period April 2012 – March 2013 shows that South Somerset has provided over 56% of it's housing on brownfield land. This is an increase on the previous year's figure of 47% and in excess of the Council's emerging target.

South Somerset has consistently provided a high percentage of its development on PDL. This reflects the realisation during the plan period of long held aspirations for key urban growth and a strategic urban extension for Yeovil.

Net Additional Pitches (Gypsy and Travellers)

Gypsy Pitch Provision 2012 - 2013		
Permanent	Transit	Total
1	0	1

Source: South Somerset District Council – Housing Monitoring

The Gypsy and Traveller Accommodation Needs Assessment 2010 identified the need for South Somerset to provide 10 transit pitches in the time period 2010 – 2020 and 10 residential pitches by 2015. This has already been achieved and exceeded by 2. The Gypsy and Traveller Needs Assessment Update (2013) identify need in Somerset up to 2032. This requires provision for 23 residential pitches in South Somerset (from 2013 onwards), a continuing need for 10 transit pitches and enhanced need for 6 travelling Showpeoples' plots. These will be brought forward through planning consents and should this not happen then through the production of the Gypsy, Traveller and Travelling Showpeople Site Allocation Development Plan Document as indicated in the Council's Local Development Scheme 2013 - 16.

Gross Affordable Housing Completions.

Affordable Housing Completions 2012 – 2013		
Social rent Homes provided	Shared Ownership/ Intermediate Homes provided	Social Rented Homes Total
89 (91%)	9 (21%)	98 (100%)

Source: South Somerset District Council – Housing Monitoring

Affordable Housing completions for April 12 – March 13 show a split of 91% Social Rented to 9% Intermediate. The Taunton and South Somerset Housing Market Areas Strategic Housing Market Assessment (February 2009) seeks a split of 67% Social Rented to 33% Intermediate. The drop in delivery is a result of the front loading of affordable housing on some sites over the previous 2 years rather than a consistent 35% delivery rate over the build out period. It is anticipated delivery will be better in 2013/14 whilst still below longer term trends as grant funding remains tight and planning consents obligations are subject to challenge on viability grounds.

It should be noted that there is a small discrepancy between the figures shown and the submission of affordable housing completions made by South Somerset's Strategic Housing Unit. This is inevitable as the data collated for the purposes of the AMR is taken annually as a snap shot in time, whilst the Strategic housing data is collected via notification from the Housing Associations and may be influenced by budgetary deadlines.

Recommendations:

- 1. Note and endorse the contents of the Authorities Housing Monitoring Report 2012 – 2013.**
- 2. Agree to the continuation of monitoring housing delivery and housing supply with a view to establishing a locally appropriate timescale for this monitoring process – ideally every six months.**
- 3. Endorse the necessary appropriate action to ensure delivery of strategically important sites required to underpin the housing requirement in the first five years, and in future years.**
- 4. Endorse a proactive dialogue between Officers and landowners / developers to understand whether sites can be brought forward earlier in the Local Plan timeframe. This should build upon work which has taken place so far through the Development Control Forum and individual meetings with developers.**
- 5. Consider how the housing delivery and housing supply monitoring information could be aligned with other key monitoring information held in the Council so as to establish a 'new style' Annual Monitoring Report.**

Appendix A: Housing Trajectory AMR 2013 - Using Emerging Local Plan Housing Target

SOUTH SOMERSET DISTRICT COUNCIL	Total	2006 / 2007	2007 / 2008	2008 / 2009	2009 / 2010	2010 / 2011	2011 / 2012	2012 / 2013	2013 / 2014	2014 / 2015	2015 / 2016	2016 / 2017	2017 / 2018	2018 / 2023	2023/ 2028
									Year 1	Year 2	Year 3	Year 4	Year 5	Year 6 - 10	Year 11 - 15
Proposed Submission Local Plan Target - District Wide	15950	725	725	725	725	725	725	725	725	725	725	725	725	3625	3625
Housing Land Supply Target (5%)									901	901	901	901	901		
Housing Land Supply Target (20%)									1009	1009	1009	1009	1009		
Completions (April 2006 - March 2013)	4378	623	729	552	483	1036	495	460							
5 Year Housing Land Supply (April 2013 - March 2018)	4382								715	591	710	1078	1288		
SHLAA Land Supply (April 2018- March 2028)	19189													10933	8256

5 Year Hsg target + 5% (brought forward from later in Local Plan period) + backlog	4503
5 Year Housing Land Supply	4382
Shortfall	121
This represents 4 years, 9 months' supply	

5 Year Hsg target + 20% (brought forward from later in Local Plan period) + backlog	5047
5 Year Housing Land Supply	4382
Shortfall	665
This represents 4 years, 3 months' supply	

Appendix B Housing Supply Summary by Settlement

Settlement	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2023	2023-2028	Final assessed potential
Yeovil	199	208	289	300	350	4702	3087	9135
Chard	113	46	44	99	185	746	601	1834
Crewkerne	28	26	27	26	76	480	469	1132
Ilminster	16	18	33	76	110	921	1049	2223
Wincanton	77	66	61	58	57	701	484	1504
Somerton	26	10	38	50	38	199	99	460
Castle Cary	12	26	35	35	39	319	25	491
Langport	68	42	28	52	82	195	355	822
Bruton	4	4	5	27	42	45	20	147
Ilchester	1	1	0	35	35	411	0	513
Martock	10	8	21	45	122	181	87	474
Milborne Port	23	20	20	20	20	150	156	409
South Petherton	14	4	4	59	14	79	225	399
Stoke Sub Hamdon	1	1	3	1	18	27	5	56
Rest of District	123	111	102	195	100	1747	1594	3972
Total	715	591	710	1078	1288	10933	8256	23571