

Reviewing the Plan for Purbeck's future

Purbeck Local Plan Review
Transport Background Paper, January 2018



Thriving communities in balance
with the natural environment

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Background

National Policy and Guidance

1. One of the core principles of the National Planning Policy Framework (NPPF) is that planning should actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable. The NPPF sets out the importance of transport policies in facilitating sustainable development and identifies that the use of smarter technologies can reduce the need to travel. It states that the transport system needs to be balanced in favour of sustainable transport but recognises that sustainable solutions will vary from urban to rural areas. In preparing Local Plans, local planning authorities should therefore support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport.
2. All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment, which take account of whether:
 - the opportunities for sustainable transport modes have been taken up, to reduce the need for major transport infrastructure;
 - safe and suitable access to the site can be achieved for all people; and
 - improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development.
3. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.
4. Planning policy guidance outlines the requirements for evidence bases in plan making. It is important for local planning authorities to undertake an assessment of the transport implications in developing or reviewing their Local Plan so that a robust transport evidence base may be developed to support the preparation and/or review of that Plan. A robust transport evidence base can facilitate approval of the Local Plan and reduce costs and delays to the delivery of new development, thus reducing the burden on the public purse and private sector.
5. Planning policy guidance emphasises that the transport evidence base should identify the opportunities for encouraging a shift to more sustainable transport usage, where reasonable to do so; and highlight the infrastructure requirements for inclusion in infrastructure spending plans linked to the Community Infrastructure Levy, section 106 provisions and other funding sources.

Local Plan Policies

6. To achieve Spatial Objective 9: Provide an integrated transport system and better accessibility for services for everyday needs, Purbeck Local Plan Part 1 contains two policies.
7. The Council consulted on potential revisions to Policy IAT: Improving Accessibility & Transport as part of the Local Plan Review Options Consultation in 2016. The proposed revised policy is copied below:

Policy IAT: Improving Accessibility & Transport

Improving accessibility within Purbeck will be achieved through better provision of local services and facilities that reduce the need to travel, especially by car. This will be achieved by assessing development proposals against the following criteria. The development should:

- be located in the most accessible location and reduce the need to travel;
- maximise the use of alternative and sustainable forms of travel;
- where it is likely to result in significant transport implications, should be supported by a detailed transport assessment and a travel plan;
- provide for improved safety and convenience of travel, including improved access to local services and facilities by foot, cycle and public transport;
- provide safe access to the highway, and/or should provide towards new/improved access to the highway and improvement of the local highway;
- provide for adequate parking levels in line with the Bournemouth, Poole and Dorset Residential Car Parking Strategy; and
- provide the infrastructure required for Superfast Broadband.

8. No responses were received during the options consultation on the proposed changes to Policy IAT.
9. Policy ATS: Implementing an Appropriate Transport Strategy for Purbeck was not reviewed as part of the Local Plan Review Options consultation. The current adopted policy is copied below:

Policy ATS: Implementing an Appropriate Transport Strategy for Purbeck

Transport conditions within Purbeck will be improved through the implementation of the Purbeck Transportation Strategy. This will be a flexible strategy to meet changing scenarios, and includes the following elements: the provision of cycle routes, improved transport interchanges and targeted improvements that provide relief to the A351.

Mitigating the Cumulative Impact of New Development

The cumulative impact of additional road trips from new development will be mitigated through financial contributions towards the implementation of the Purbeck Transportation Strategy. Such contributions will be sought in accordance with 'Development Contributions towards Transport Infrastructure in Purbeck' which is regularly updated and will be formalised as part of the Community Infrastructure Levy Charging Schedule.

Detailed proposals for key transport infrastructure identified in the Purbeck Transportation Strategy will be provided through the Swanage Local Plan, Neighbourhood Plans, or the Site Allocations Plan, as appropriate.

Development proposals that are likely to adversely affect the implementation of transport infrastructure required to achieve the aims of the Purbeck Transportation Strategy will not be permitted.

Policy ATS will be updated, if needed, as part of the pre-submission consultation on the Local Plan Review which is due to take place in late 2018.

Local Transport Plan 3 (LTP3) 2011-2026 – Purbeck Area Strategy

10. The third Local Transport Plan (or LTP3) for Bournemouth, Poole and Dorset, published in 2011, sets out the long term goals, strategy and policies for improving transport in the area over the fifteen year period from 2011 to 2026. The LTP3 covers all modes of transport (including walking, cycling, public transport, car based travel and freight), the management and maintenance of the highway network, and the relationships between transport and wider policy issues such as the economy, environment, safety and health, and social inclusion.
11. LTP3 sets out a strategy to deliver a first class transport infrastructure and, subject to anticipated funding streams from both government and the private sector, will help to deliver:
 - Economic Growth;
 - A Reduction in Carbon Emissions;
 - Equality of Opportunity;
 - Improved Safety, Security and Health;
 - Improved Quality of Life for residents; and
 - Value for money
12. The fifteen year period of LTP3 is divided into 5 three-year implementation plans. The Local Transport Plan scheme priority list for Purbeck is reviewed every 4 months and discussed with Councillors on an annual basis. Examples of completed projects can be found in paragraph 30.

Consultation Feedback

13. To date, two rounds of consultation have taken place during the development of the Local Plan Review. The Issues and Options consultation took place between 29 January and 13 March 2015 and the Options consultation between 9 June and 12 August 2016.

Issues and Options

14. The Issues and Options document is a key stage in preparing the Local Plan Review of the Purbeck Local Plan. The document set out the key issues affecting Purbeck both now and in the future, and discussed a range of options for tackling these issues. The consultation gave local people, business and other organisations the opportunity to have their say on potential future growth in the district. A Local Plan Review Issues and Options Consultation Report – June 2015 is available on-line.¹
15. The only specific transport issue considered was a potential extension to Norden Park and Ride. However, most development proposals could have traffic implications and traffic related responses were submitted against most of the proposals.
16. Highways England preferred option 3a to disperse new settlement extensions proportionately in line with the existing development strategy set out in Policy LD²: General Location of Development as the most sustainable. Policy LD focusses development as much as possible around the existing centres of population with the better access to public transport, services and employment, whilst accepting that key service villages and main villages will need some development to help maintain existing services and jobs. Highways England did not comment on the sites put forward but advised that the evidence base for the larger sites would require updated transport studies.
17. The AONB team objected to the development strategy option 3e that proposed development in smaller settlements including in the AONB, with concerns over the impact of not just the visual impact of the housing but also increased traffic and congestion.
18. There were general concerns raised about traffic levels and congestion from the public and parish councils.
19. Dorset County Council responses identified potential transport mitigation projects for individual site allocations should they go ahead:
<https://www.dorsetforyou.gov.uk/partial-review-issues-and-options>
20. The two main actions relating to transport for the Council arising from the consultation were to continue close liaison with DCC Highways and consider commissioning further traffic modelling.

Options

21. The Council prepared the Options Consultation document in the context of national policy and guidance; available evidence; and feedback received during the issues and options consultation. Where an option aligned closest to these, the Council put it forward as a preferred option. Any reasonable alternatives were presented as alternative options.
22. The responses to the consultation are available on-line.

¹ Partial Review Issues and Options Consultation Report – June 2015

² Purbeck Local Plan Part 1, Page 19 - Policy LD: General Location of Development

23. In response to the consultation, Highways England highlighted a need for further consideration of the potential impacts of the scale of development proposed on the Strategic Road Network, namely A35 and A31.
24. DCC Highways had no in principle objections to the proposals put forward but emphasised the need for developments to provide mitigation for their impact on the transport network.
25. The key actions for the Council arising from this consultation relating to transport were to ensure appropriate transport mitigation measures are provided alongside the development, should the sites be taken forward and to commission a study on the impact of the proposed development on the Strategic Road Network.

Transport Studies for Purbeck

The Purbeck Transportation Study - Buro Happold Study, 2004

26. In 2004 The Purbeck Transportation Study was undertaken in response to the steady decline of transportation conditions in Purbeck, and the need to take action to arrest this decline. Purbeck had experienced steady traffic growth for some years which had resulted in significant congestion at points in the transport network. At the same time public transport has not provided an attractive enough alternative to the private car, and is often affected by the same congestion. This situation is worsened in the summer months by the travel activity which is generated by Purbeck's vibrant tourist industry.
27. The central theme of the study was sustainability and transport for all. The study also explored road building solutions and consideration of the strategic importance of the A351 between the Bakers Arms Roundabout and Wareham.
28. The resulting strategy identified a range of possible solutions from road-building schemes including bypasses, improvements to the rail service, in particular between Dorchester and Poole and reconnecting Swanage railway to the main network, the provision of cycling and walking facilities and related-infrastructure, traffic management through speed limits, traffic calming and user charging, and enhanced bus services.
29. The strategy in turn informed the Local Transport Plan and its revisions and the Purbeck Transport Strategy (PTS) projects list.

The Purbeck Transport Strategy

30. Since the strategy was published, Dorset County Council has spent £5.1M on enhancements in Purbeck using core funding, local transport plan funds and developer contributions. The following transport schemes have been delivered in Purbeck since April 2007:

Project Title	Description	Completion Date

Langton Matravers footway Phase 2	Improvements	21/12/2016
Bere Regis Primary School Access Road	Improvements	18/11/2016
Randalls Hill Lytchett Minster pedestrian refuge	Improvements	12/08/2016
A351 Wareham Roundabout with North Causeway	Improvements	09/07/2016
A351 High Street, Swanage - St Mark's School VAS	Traffic Signals	18/03/2016
A35 Dorchester Road, Axium Centre, Lytchett Minster	Improvements	2015
Sandford dropped kerbs on residential roads and new bus shelter	Improvements	16/11/2015
Dorchester Road / Moorland Way Upton (02PC)	Traffic Signals	27/01/2015
B3069 Footway Improvements, Langton Matravers	Improvements	12/12/2014
A351 Morden Road to Sandford School	Cycleways	11/07/2014
Sandford School to Lytchett Minster	Cycleways	12/08/2013
A351 Wareham - Lytchett Minster Route Management and Improved Cycleway Facilities	Cycleways	19/07/2013
Swanage Household Recycling Centre (highways access provision)	Waste	24/12/2012
Hurst Heath, Moreton	Highway Structures - Design / Supervision	17/11/2012
Nordon P&R Access Road Adoption	Special Projects	08/10/2012
Accessibility Improvements - Links to Wareham Hospital.	Improvements	31/01/2012
A351 Pedestrian Crossing (34ZC), Corfe Castle	Traffic Signals	06/05/2011
Station Road Pedestrian Crossing (05PC), Swanage	Traffic Signals	09/03/2010
Wool High Street Enhancement	Improvements	10/01/2010
Poole Road Pedestrian Crossing, Upton	Traffic Signals	06/11/2009
Re-enhancement of Grazing Heathland - Cattle Grids and Road Safety Audits	Special Projects	28/04/2009

Battlegate Retaining Wall, Swanage	Highway Structures - Design / Supervision	22/04/2009
Shore Road Retaining Wall, Swanage	Highway Structures - Design / Supervision	24/12/2008
A351 Sandford Road Pedestrian Crossing, Sandford	Traffic Signals	15/12/2008
Turners Puddle Footbridge (S), Briantspuddle - Refurbishment	Highway Structures - Maintenance	22/10/2008
Turners Puddle Footbridge (N), Briantspuddle - Replacement	Highway Structures - Maintenance	22/10/2008
A351 / C27 Junction Improvement, Stoborough	Improvements	08/08/2008
West Fossil Dairy Right Turn Lane, Winfrith	Design Check / Site Inspection	07/05/2008
Morden Park Corner Minor Highway Alterations	Improvements	22/02/2008
Structures at Wareham and Upton - Work to Restraint Systems and Joints	Highway Structures - Maintenance	13/08/2007
Worgret Road Pedestrian Crossing (30ZC), Wareham	Traffic Signals	13/08/2007

Table 1: Projects completed in Purbeck area - 1 April 2007 and 31 May 2017

31. In relation to developer contributions, since 2007 DCC has received £2,525,313 from the PTS pooled transport infrastructure Section 106 tariffs and £973,124 from individual site specific Section 106's, totalling £3,498,437. The current PTS expenditure is £2,137,000. Including interest, this leaves balances of £425,200 for PTS schemes and £973,124 for general schemes, some of which is site specific such as £758,877 currently allocated for Wool.
32. Circumstances have changed significantly since the strategy was published and in 2010 PDC and DCC reviewed the PTS and decided not to take the road building elements of the PTS forward due to lack of funding and deliverability issues.
33. In recent years, the funding situation has changed massively, with cuts in core budgets and Local Transport Plan funding, limitations on the use of contributions secured through section 106 agreements and the introduction of the Community Infrastructure Levy.
34. The DfT published a Walking and Cycling Strategy in 2016. As a result, central government funding for local transport schemes is very much focussed on cycling and

walking with subsequent funding through the Growth Deal being calculated according to the length of new cycleways delivered.

35. Consequently the PTS programme is still being delivered but at a much slower rate. The reconnection of Swanage to the main rail network feasibility study loan is the first priority for CIL after Parish CIL, administration fees and Habitat Regulations requirements are met.
36. The PTS projects list is currently under review to align it with the current financial options and the review of the local plan. Transport infrastructure requirements will be identified for each settlement extension as site allocations are finalised in the Local Plan Review.

Purbeck Modelling Spatial Model Report – April 2016

37. Following on from the issues and options consultation Purbeck District Council commissioned a high level assessment of traffic impacts of potential development proposals.
38. Planning Policy Guidance outlines the requirements for transport assessments including using data which reflects the typical (neutral) flow conditions on the road network (for example, non-school holiday periods, typical weather conditions etc). It should also take account of holiday periods in tourist areas, where peaks could occur in periods that might normally be considered non-neutral. The recommended periods for data collection are spring and autumn, which include the neutral months of April, May, June, September and October. Any model used should take account of the need to address historic travel patterns not necessarily reinforce them, e.g. optimise on the opportunities to use public transport, walking and cycling.
39. Dorset County Council's modelling team undertook a high level of assessment of the impact of two proposed development options in the Purbeck District. The study area included all the parishes in Purbeck District and some external zones that represent immediate surrounding areas such as Poole and Weymouth plus the A35 and A352 that allow people to get in and out of the Purbeck District via major link roads.
40. A 'buffer' model was created using SATURN software, a simple model that provided high level information on traffic flow but no detail on junctions or traffic signals, which was considered appropriate for this stage of the plan making process.
41. Two extreme scenarios for future housing development were tested, Option A focussing development in the south-west and Option B focussing development in the north east (Appendix 1 – Development Strategy options). The Council's Preferred Option at the time of consultation was considered to be the "middle ground" between the two scenarios tested and has therefore not been modelled at this stage. The modelling undertaken to date demonstrates that the two scenarios tested will not have a severe impact on the highway network. As the Preferred Option at the time sat in the middle of these two scenarios, the Council concluded that the preferred option was therefore acceptable on severe impact grounds.
42. The Council is aware that impacts on local infrastructure need to be mitigated. Where there is a negative impact on the network, the developer will be required to initiate

mitigation measures such as improving walking, cycling and public transport links to and from the development site in order for it to be acceptable in sustainable development terms.

43. Transport Assessments are iterative and may need refreshing as the Local Plan Review progresses towards adoption.

Moreton/Crossways/Woodsford – Traffic Impact Assessment - 2016

44. In 2016 West Dorset District Council commissioned a Traffic Impact Assessment³ of proposed built housing/mixed-use development and minerals development in the Moreton / Crossways / Woodsford area from Dorset County Council's Transportation Modelling Team. Part of that study used a morning (AM) peak model to look at 5 different scenarios for future housing development in the area. Scenarios 2 to 5 included housing development at Moreton, ranging from 500 houses in scenario 2, 650 houses in scenario 3 to 900 houses in scenarios 4 and 5, alongside increasing levels of housing development at Crossways up to approximately 2,800 in total.
45. All AM peak forecast models performed well and generally showed no signs of excessive queuing or deterioration of vehicle speeds (increasing congestion) in any scenario, the exception being the A35/A352 junction near Max Gate Roundabout predicted to reach 94% capacity in Scenario 5.
46. In the worst case scenario 5, significant increases in traffic are noted on the B3390 south of Crossways, the D21322 west of Crossways, and the C33 West Stafford Bypass. However, the highest predicted future flows on these roads are around 600 Passenger Car Units per hour which should be comfortably accommodated in terms of capacity. The report states that whilst the modelling shows that even the highest increases can be accommodated, due to the impact on some junctions it may be prudent to investigate some scenarios further.

Strategic Road Network Transport Modelling - 2017

47. As part of the response to the Local Plan Review Options consultation in 2016 Highways England raised concerns over the cumulative impacts of development across the District on the Strategic Road Network (SRN) – A31 and A35. The Council has subsequently worked with Highways England to commission transport studies to look at the impact of development, including that proposed in Bere Regis Neighbourhood Plan, on the SRN. The studies use the 2016 Objectively Assessed Need of 238 homes per year, which has been reduced recently to 170 homes per year.
48. The Strategic Road Network Transport Modelling Phase 1 predicts the additional trips entering the SRN from development created by two alternative 'opposing' options from Purbeck Local Plan Options consultation – one focussing development in the south-west and the other focussing development in the north-east. The study area included:

³ https://www.dorsetforyou.gov.uk/media/219568/Moreton-Crossways-transport-study---inter-peak-final/pdf/Moreton_Crossways_transport_study_-_inter_peak_final.pdf

- Bere Regis Roundabout (A31/A35);
- Max Gate (A35/A352, Dorchester);
- Stinsford Roundabout (A35/Stinsford Hill/Hollow Hill, Dorchester);
- Roundhouse Roundabout (A31/A350); and
- Lake Gates (A31/B3078, Wimborne).

49. The study showed significant additional traffic entering the SRN at all junctions except Stinsford roundabout. Consequently Phase 2 of the project modelled the impact on all the junctions, except Stinsford roundabout, in detail. The work was divided between Highways England's consultants CH2M and the Council's consultants Systra.

50. The results of the Phase 2 modelling indicates that the roundabouts on the SRN are currently operating at or over capacity, albeit not always with high levels of associated queuing and delay. By the end of the plan period (2033) junction operation worsens and the addition of traffic associated with the local plan makes conditions worse. Overall, the level of detriment on the strategic road network caused by the addition of local plan traffic is considered in general by Highways England not likely to be severe, especially as the overall level of growth has been reduced since the studies were commissioned. The latest housing options under consideration are summarised in Appendix 2.

51. Highways England are content that the work undertaken demonstrates that the addition of traffic related to the growth proposed in the local plan is unlikely to result in a severe impact on the SRN and therefore that mitigation to support it is unlikely to be required.

52. Developers of proposed sites may be required to carry out additional transport appraisals where necessary.

Site specific transport studies

The Potential Traffic Impacts of Development in the Wool Area – Trip and Queue Analysis (February 2016)

53. In early 2016 DCC published a report on the Potential Traffic Impacts of Development in The Wool Area. The study considered the impact of 4 scenarios on the traffic queues on the main roads in to and out of Wool. These are inevitably impacted on by the railway crossing barrier down times. The scenarios are:

- Scenario 1 assumes all traffic from 1000 new dwellings will use the A352 Dorchester Road.
- Scenario 2 assumes, from 1000 new dwellings, 75% will use Dorchester Road whilst 25% will use the B3071 Lulworth Road before joining the queue.
- Scenario 3 assesses the impact of 1938 two-way trips - the outstanding capacity of two-way trips per day in and out of Dorset Green Technology Park

(recently renamed Dorset Innovation Park). The innovation park currently has a traffic credit of 3,900 two-way trips a day, representing the trips if it were fully occupied. Surveys in 2015 showed 1962 actual two-way trips, leaving an outstanding capacity of 1938.

- Scenario 4 combines Scenarios 1 and 3.
- Scenario 5 adds the predicted trips associated for an additional 200 proposed dwellings to the results from Scenario 4.

54. The study used a range of data sources including Automatic Traffic Counters (ATCs), Annual Average Daily Traffic (AADT) counts, TRICS, ONS and NOMIS travel to work data, and based the queue length calculations on the general assumption that a car takes up 6m of road space when in a queue.

55. This study shows that all the scenarios tested will potentially increase queue lengths at the level crossing. However, the overall impact on the highway network is unlikely to be severe. Whilst the County Council has no objections in principle to the potential 1000 dwellings at Wool, plus growth of employment land at the Dorset Innovation Park Enterprise Zone, the District Council is aware that impacts on the local infrastructure need to be mitigated. Where there is a negative impact on the network, such as increased queue lengths at the level crossing, the developer will be required to initiate mitigation measures such as improving walking, cycling and public transport links to and from the site, as well as providing affordable options to improve the level crossing, in order for the development to be acceptable in transport terms.

56. One conceptual option is to move Wool Station to the west, closer to the proposed new housing development and Dorset Innovation Park Enterprise Zone. This idea is not supported by the Parish Council or Dorset Local Enterprise Partnership and initial feedback from Network Rail is that it is not thought that this would reduce barrier downtime at the level crossing but DCC are still awaiting a detailed explanation. There are also deliverability issues in terms of the rail infrastructure. Another option is to extend the existing platform at Wool Station. It is not known if this would reduce barrier down-time significantly and this requires further investigation with Network Rail.

Wool Residents Against a Thousand Houses Traffic in Wool (WRaTH) Study

57. Wool Residents Against a Thousand Houses carried out a traffic survey and commissioned a simulation in 2016.

58. The study used traffic survey data collected on the 6th and 9th September 2016 between the times of 8-9am and 4-5 pm at the Burton Cross Roundabout and Station Garage for east and west bound traffic on the A352 to create a simulation of the traffic queues at the level crossing. Using Open Rail data to establish the level-crossing down-times, the simulation showed that with current traffic levels, the queues were approximately 536.6m (to Linclieth Road). With the additional 1000 homes, the simulation showed that the queue length was approximately 836.6m (to Baileys Drove) which is an additional 300m.

59. The DCC "Potential Traffic Impacts of Development in the Wool Area" assessment predicted a maximum queue length of 432m eastbound before development and

514m with development, an additional 82m (though this was based on an occasion when the barrier down-time was over 15 minutes due to a slow sand train, so this could be considered as worst-case scenario).

60. The WRaTH simulation is based upon traffic data collected over two days and does not take into account any other data. The traffic counts on the Burton Cross Roundabout includes all traffic heading east, although some vehicles may have exited for Dorset Green / Police Headquarters. The simulation also only takes into account traffic on the A352.

Comparison of Wool Studies

61. The results of the two methods cannot be compared as the studies use different methodologies. Studies using different methodologies, assumptions and data will always produce different results.

62. The biggest apparent anomaly is between the traffic queues when the level crossing barrier is down. The WRATH simulation shows a queue of 530m with a 5 minute down time, whereas DCC measured a queue length of approximately 430m when the barrier was down for 13 minutes to allow a slow sand train to travel through. The key difference is that DCC measured observed barrier down times and also used nationally recognised datasets, whereas WRATH relied upon a manual traffic count survey to feed into a simulation package.

63. Whilst DCC acknowledges that traffic forecasting is not an exact science, the evidence in the DCC Wool transport study is based upon all the information available at the time, using nationally recognised standards and datasets.

64. DCC officers continue to advise the Council that development of up to 1,000 homes at Wool would not be likely to lead to a severe impact on the transport network.

Transport studies accompanying site proposals

65. A number of transport studies have been commissioned by promoters for larger sites consulted on as part of the Local Plan Review Options and these remain relevant for sites under consideration as part of the additional consultation. In some instances, where DCC have not agreed with assumptions made, supplementary work has been requested. The studies/assessments⁴ available are:

- Moreton Transport Statement - Peter Brett 2016
- North & West Wareham Transport Assessment – Stuart Michael Associates Ltd, Sept 2015
- Wool Transport Strategy & Assessment - Part 1 – iTransport, March 2015
- Wool Transport Strategy & Assessment - Part 2 – Appendices – iTransport,

⁴ [Site specific transport assessments](#)

- Wool Transport Strategy & Assessment - Part 3 – Queue Length Analysis – iTransport, Aug 2015

66. As well as modelling the additional traffic created by development, the studies identify potential projects to mitigate the impact.

South Western Railway Proposed Changes to Train Timetable

67. South Western Railway are proposing a revised rail timetable from the end of 2018. South Western Railway has reacted to a request to speed up the service between South Dorset and London Waterloo by proposing to replace one of the twice hourly trains from Weymouth to London Waterloo with a Weymouth to Portsmouth service. Local commuters from Wool station would receive an enhanced service as both trains would stop at Wool. Passengers from Wool would retain an hourly direct service to London Waterloo. Passengers for London travelling on the Weymouth to Portsmouth service would need to change at Brockenhurst or Southampton. This increase in frequency of services for Wool may encourage increased use of the train for local journeys.
68. The schedule for the proposed new rail timetable would result in less frequent but longer barrier down times at the level crossings. The County Council have advised the District Council that they doubt they would be able to object on 'severe impact' grounds even if 1,000 homes (original proposal) and the proposed timetable changes were to go ahead given the likely extended timescale for the delivery of the new homes and the fact that case law indicates that even doubling a traffic queue is not regarded as severe. Also, the modelling assumes that people will continue to drive and not change their travel behaviour in any way. The improved local rail service at Wool may encourage more people to use the train. The impact at Wool is not likely to meet the current understanding of the term 'severe impact'.

Severe Impact

69. Dorset County Council and Purbeck District Council must work within the planning policy context set out in the National Planning Policy Framework (NPPF) published in 2012. The government is very clear on the topic of development and transport now. Local Planning Authorities should not be looking for excuses not to deliver housing and growth. The NPPF contains a presumption in favour of sustainable development and the Council should therefore be looking for opportunities to deliver housing in the right locations with sustainable transport to support it.
70. The NPPF states that development should only be prevented or refused on transport grounds if cumulative impacts are severe. DCC has researched what "severe impact" might mean and there isn't a precise definition from government in terms of a percentage increase in traffic or length of traffic queue arising from development. So DCC have looked at planning appeal decisions to see what government planning inspectors say on the issue. Critically one planning inspector (Harrow Estates Plc & Bridgemere Land Plc vs Chester West) has ruled that inconvenience to drivers as a result of delay is not a planning policy concern. In another case (APP/P1750/W/15/3005021) the inspector found that even a doubling in queue length was not a reason to refuse the development. The transport modelling studies

commissioned by the Council show that the proposed development is very unlikely to approach a doubling of queues in Purbeck.

71. From DCC research no local planning authority has successfully challenged and prevented development on the basis of it having a severe impact on the transport network. This is an important consideration for Purbeck District Council as it continues to work on the Local Plan Review.
72. The studies undertaken to date have led to the conclusion that development will have an impact on the network but that it will not be severe enough to mean that development should be refused on transport grounds. Development will still need to mitigate its impact on the network by providing the necessary junction improvements, traffic management, safety measures and sustainable transport schemes.

Sustainability

73. Sustainable development is defined as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
74. When developing a Local Plan overall sustainability is considered, alongside a range of constraints. In transport terms sustainability is about minimising the distance travelled to access services, education and employment and making the fullest possible use of public transport, walking and cycling.
75. During the Issues and Options consultation the Highway Authority (DCC) commented that, 'opportunities for more focussed development may, with suitable mitigation measures, provide for a more sustainable travel option for future development than simply increasing development pro-rata on the existing settlement pattern. Concentration of development, including a mix of uses, will enable more self-contained development where it may be possible to achieve greater benefits through developer contributions...'
76. DCC were supportive of the proposal in the options consultation for a large site at Lytchett Minster on the basis that it is close to the services and employment opportunities in the conurbation of Poole and Bournemouth, as well as being on an existing bus route. However, the proposed site would need significant flood mitigation work and is in sensitive Green Belt preventing the spread of the conurbation and maintaining the rural nature of the area. As there are other less constrained sites available outside the Green Belt the District Council's current position is that it is not appropriate to release the Green Belt, despite the accessibility benefits.
77. Sites that are excluded from the SHLAA are often unsustainable for more than one reason, e.g. a site at West Fossil Farm was excluded recently for a combination of reasons, including the fact that it is an isolated site not related to an existing settlement boundary, it would be highly visible from the AONB and an effective SANG is not deliverable. The location of the site would mean significant car travel to access all services and employment.
78. If all of the housing need was met through one isolated site it would not be large enough to support new services and facilities as part of the development. This would

be unsustainable in transport and access terms as everyone would be reliant on a car to access services, facilities and employment.

Constraints

79. Financial constraints have been discussed earlier. Escalating costs, lack of local and national funds and environmental constraints mean that road building in Purbeck is not affordable or deliverable in the foreseeable future. Government funding is now being targeted towards locations where the most growth is taking place for example the North, the Midlands and the South East. As well as significant budget cuts in recent years, regulatory changes have limited the use of contributions secured through section 106 agreements and the introduction of the Community Infrastructure Levy.
80. The Purbeck Local Plan transport strategy to support development must be affordable and deliverable by making best use of available funds and making focused, cost effective improvements to the existing network. In line with national policy Councils must also encourage more active forms of travel to improve our health and save us money, for example more walking and cycling. The strategy must also be effective and deliverable in order to be found sound by the Local Plan Inspector.
81. PDC and DCC are working together to look at how traffic and transport improvements can be secured through the larger development sites without impacting on the financial viability of developments. Mitigation secured through larger developments will have to meet the tests set out in regulation 122 of the Community Infrastructure Levy Regulations. i.e.
- (a) be necessary to make the development acceptable in planning terms;
 - (b) directly related to the development; and
 - (c) fairly and reasonably related in scale and kind to the development.
82. The other main constraint for new infrastructure is the high environmental quality of the district. Key to this are sites protected under British and European law and subject to the Habitat Regulations. The European protected sites impact most of Purbeck with, .e.g., no net new residential development permitted on designated heathlands or within a 400m buffer zone and a requirement for development to mitigate its impact outside this zone. Commercial development and nursing homes may be considered in the 400m heathland buffer zone if they can demonstrate no adverse impact on the heathland. Along with the changed financial situation and priorities for available finance this means major road-building schemes are not an option in Purbeck.

Further work

83. Where there is no transport assessment at the moment, developers will be required to provide detailed transport assessments to demonstrate deliverability, particularly the ability to mitigate the impact of the developments on the highway network.

84. The Council will identify transport mitigation requirements for each settlement extension as site allocations are finalised in the Local Plan Review.

Appendix 1 Development Strategy in Options Consultation

Preferred Option

Settlement	Spatial area of the district	Approximate number of homes
Wool	South west	1,000
Lytchett Minster	North east	650
Wareham Town	Central	500
Moreton Station	South west	350
Lytchett Matravers	North east	330
North Wareham	Central	205
Upton	North east	100
Langton Matravers	South east	40
Harmans Cross	South east	20

Alternative Option 2

Settlement	Spatial area of the district	Approximate number of homes
Wool	South west	1,000
Lytchett Minster	North east	650
Moreton Station	South west	600
Wareham Town	Central	500
North Wareham	Central	205
Upton	North east	100
Lytchett Matravers	North east	90
Langton Matravers	South east	40
Harmans Cross	South east	20

Alternative Option 3

Settlement	Spatial area of the district	Approximate number of homes
Wool	South west	1,000
Lytchett Minster	North east	650
Lytchett Matravers	North east	600
Wareham Town	Central	500
North Wareham	Central	205
Upton	North east	100
Langton Matravers	South east	28

Appendix 2 Development Strategy in Additional Consultation

In addition to the just under 1,200 homes that are already planned or expected to be built by 2033, the Council needs to plan for around 1,700 new homes. Two neighbourhood plans are looking to allocate sites for approximately 300 homes between them. Bere Regis Neighbourhood Plan Steering Group is considering sites for 105 new homes in addition to normal planning applications, and Wareham Neighbourhood Plan Steering Group is hoping to deliver around 200 new homes normal planning applications.

The Council has developed three realistic and deliverable options, based on current information for delivering the remaining 1,400 new homes.

Option A

Settlement	Number of homes
Wool	470
Redbridge Pit/ Moreton Station	440
Upton	90
Lytchett Matravers	150
Smaller sites across the district	250

Option B

Settlement	Number of homes
Wool	650
Redbridge Pit/ Moreton Station	500
Smaller sites across the district	250

Option C

Settlement	Number of homes
Wool	800
Redbridge Pit/ Moreton Station	600