

Planning Purbeck's Future



**Core Strategy Pre-Submission - 1 November - 20 December 2010
Consultation Responses
Part 5**

Contents

Charborough Estate continued

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Charborough Estate continued



PURBECK DISTRICT COUNCIL CORE STRATEGY: PRE-SUBMISSION CONSULTATION

REPRESENTATIONS on behalf of THE CHARBOROUGH ESTATE

IN RESPECT OF HOUSING LAND SUPPLY

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1. INTRODUCTION AND SUMMARY

1.1 Introduction

The Charborough Estate is a significant stakeholder in Purbeck, with extensive land holding and farming interests (including redundant rural buildings) and extensive areas of Heathland SPA, and potential SANGS, and employment and housing land. Pro Vision are instructed by the Estate to submit Responses in respect of the Estate's interests at North Wareham, Sandford, Morden, and in respect of general development control policies regarding countryside and tourism development.

1.2 Overall Picture

The Core Strategy Pre-Submission Consultation Document is clearly and well presented, analyses the issues, and seeks to put forward cogent policies and proposals in response to those issues, following extensive community consultation. Nevertheless, some aspects need review in order to ensure that the Core Strategy is both sound, and capable of meeting the needs and aspirations of the local community.

1.3

The primary concerns are:

1. Housing Land Supply:

- a) Is the proposed level of housing provision enough to meet the needs of the local community?
- b) If, over time, it proves to be inadequate, does the Core Strategy provide sufficient flexibility for additional provision to be made?

2. Distribution of Development:

- a) Since Wareham is the most sustainable location does the Core Strategy allow for more housing at Wareham if and when appropriate?
- b) Does it adequately allow for housing development in the smaller villages in order to keep them alive?

3. Policy CO(Countryside) needs further review to achieve realistic flexibility, and

4. The strategic tourism and recreation opportunity at Morden Park should be included in the Core Strategy.

The Estate supports the retention of the "white land" at Sandford.

1.4 This Document

In the context of 1.3, the Representations set out in this document relate to **Housing Land Supply** as referred to in:

- **Section 6.1 housing land supply**
- **6.2 Character area development potential**
- **6.3 Housing trajectory**
- **Map 3 distribution of affordable housing supply by spatial area**
- **Policy HS housing supply**

1.5 Summary of Representations

Conclusions

There is no evidence that the housing provision figure has been arrived at from any analysis of migration, affordability, the housing waiting list, or any other such factors.

1.6

Of particular concern is that the Core Strategy would result in a very significant reduction in the overall scale of housing on an annual basis, compared with what has been built in Purbeck over the last decade. A fundamental question therefore is whether the Core Strategy is going to meet the needs of local people and the aspirations of the local community for both open market and affordable housing in the light of on-going in-migration pressures?

1.7

There is no sound evidence that such a reduction would meet those needs.

1.8

Changes Required

In order for the Core Strategy to be "sound" to meet local needs and to meet the aims and aspirations of the local community, the Core Strategy must be changed to:

1. Allow modest amounts of market housing in small villages, in accord with our parallel representations on policy LD re: "Other Villages without a Settlement Boundary"; assuming 24 villages and one house per annum, that could achieve a further 360 dwellings or thereabouts to 2026;

2. Allow flexibility for more Greenfield allocations, but especially at Wareham (in accord with our Representations on Section 7.3 as to the appropriate focus on Wareham and opportunities for development there) either by:
 - i. Taking strategic "white land" out of the Green Belt at Tantinoby Farm and Carey, or
 - ii. allocating sites at Tantinoby and Carey as housing and employment sites this time round.

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2. EVOLUTION OF PURBECK HOUSING PROVISION

2.1

With the introduction of the Structure Plan – Local Plan system in 1974, Purbeck District was split between two structure plans: the "South East Dorset Structure Plan" which covered the Wareham-Upton corridor, and the "Dorset Except the South East Structure Plan" which covered the rest of the District.

2.2

The history of the housing provision figures for Dorset, including Purbeck, are outlined in the extract reproduced at **Appendix A**. This is technical appendix to a Deposit Structure Plan which was the first to cover the whole County, placed on deposit in January 1996.

2.3

Prior to that date, Purbeck District Council had embarked on three local plans: North East Purbeck, the Isle of Purbeck, and North West Purbeck. No work was published on the latter. The North East Purbeck Local Plan progressed to adoption and incorporated a new settlement on "brownfield" land at Holton Heath together with about 500 or so additional dwellings at Sandford, and a bypass for Sandford. Between them, Holton Heath and Sandford came to about 1800 dwellings (plus extensive employment and a "town centre").

2.4 Bournemouth, Dorset and Poole Structure Plan

As mentioned, this was placed on deposit in 1996. Housing Policy A proposed that provision would be made to enable "about 52,900 dwellings (gross) to be constructed between April 1994 and March 2011". Of those, "about 3,800" were to be in Purbeck district.

2.5

Table 6.1 identified the components of that housing provision for each Borough or district, that for Purbeck being:

Greenfield commitments	1800
Commitments within built-up areas and villages	500
Additional greenfield provision	300
Additional provision within built-up areas and villages	1200
Total	3800

The 1800 greenfield commitments reflected the Sandford and Holton Heath Proposals.

2.6 EIP Panel Report

An examination in Public was held in the Autumn of 1996 and the Panel reported at the end of January 1997. The relevant extract is reproduced as **Appendix B**. Particular attention is drawn to the following points made by the Panel:

10.21 "The attraction of this [strategic capacity] approach is clear. Given the relatively high levels of development which the County has experienced in recent years, and its high environmental qualities which have to be safe guarded... however, it is also a high risk strategy and the context of the open market, in that it seeks to limit supply without being able to restrict demand. The resulting imbalance could have the effect, not of restricting in-migration as intended, but of creating social and economic hardship amongst the present population".

10.22 "... the Panel feel that there would be less potential cause for concern if there was scope for increasing the housing provision at relatively short notice, to deal with the possible and desirable results of the "capacity" or "sustainable" approach..."

10.25 "The Panel... expressed their concern about its probable effect on the housing situation of the less well off sections of the population of Dorset. This has led them to recommend that specific provision should be made for these sections.

10.26 "However, their concern goes wider than this, and extends to the whole "strategic capacity" approach of the Plan, and its aim of limiting in-migration to the County. This, as has been said above, is a high risk strategy, and one which, in the absence of specific machinery for excluding in-migration, could well result in the even wider spread of the hardship which the Panel fears.

10.27 "The Panel agree with those who have argued that in order to avoid this risk, the housing provision would need to be in the order of 63,000-64,000 dwellings. However, to increase the provision to this level would conflict with the County Council's policy objectives restricting in-migration and with its interpretation of the principles of the "sustainability"

2.7

The Panel therefore recommended that provision be made in the adopted Structure Plan for careful monitoring of housing take up, and with speedy action to draw up an Alteration to the Plan should there appear to be a risk that pressures on the housing market will lead to an unacceptable increase in social problems.

2.8 Adopted Structure Plan 2000

Despite the comments of the Panel, the Adopted Structure Plan does not incorporate any policy for monitoring and leading to an early Alteration. The figures for Purbeck are in accord with the Deposit Plan. At the time of writing (December 2010) the Structure

Plan remains in force as part of the Development Plan, although the housing provision figures only extend to March 2011. It includes settlement Policy D which states that housing growth will be concentrated, amongst other places, at Sandford/Holton Heath in the Poole/Weymouth Railway corridor.

2.9 Purbeck District Local Plan

By 1996, work had commenced on the Purbeck District Local Plan, and the Deposit Draft incorporated the Holton Heath new town and expansion of Sandford rolled on from the North East Purbeck Local Plan. Following a Public Inquiry, the District Council received the Inspector's Report in June 2002. To cut a very long story very short, this concluded that the Sandford/Holton Heath proposals would be fundamentally in conflict with the Habitats Regulations. The finalised Plan therefore omits these proposals.

2.10

The District Council has therefore been unable to adopt the District Local Plan because it is not in conformity with the adopted Structure Plan in respect of either Settlement Policy D or Housing Policy A. The Council therefore published a "Final Edition" in November 2004. This states at paragraph 1.1.5:

"Despite an exhaustive process to identify good and appropriate housing locations, the Local Plan does not conform with the adopted Bournemouth, Dorset and Poole Structure Plan owing to a shortfall in meeting the Structure Plan's Housing Policy Target for the District (of about 3,800 dwellings between 1994 and 2011). This Local Plan only provides for around 2,340 dwellings, with the remaining 1,460 dwellings being addressed through the prompt review of the Local Plan"

2.11

The introduction to the Final Edition continues at paragraph 1.16:

"The County Council Cabinet consider conformity of the Local Plan to the 2004 Bournemouth, Dorset and Poole Replacement Structure Plan in October 2004, and resolved that the Local Plan is in general conformity with the Replacement Structure Plan. However, the strategic authority subsequently resolved that the remaining stages of the preparation of the Replacement Structure should not be completed, and that resources should re-directed to promoting the sub-region's best interests through the new regional and sub-regional strategic planning processes"

2.12 Replacement Structure Plan

This was placed on deposit in July 2004. It proposed at Table 5.1 the following housing supply for Purbeck for 2001-2016:

Commitment at 2001	450
Addition provision within main urban areas	750

Additional provision (urban extensions)	0
Additional provision in smaller settlements and elsewhere	200
Total Provision 2001-2016	1400
Average per annum 2001-2016	90

2.13

However, as noted above, although the County Council received formal Objections to the deposit structure plan, these and the work undertaken on the replacement structure plan were then fed into the RSS process. The Replacement Structure Plan proceeded no further.

2.14 Draft Regional Spatial Strategy (RSS)

As submitted to the Secretary of State in April 2006, this proposed for Purbeck District 105 dwellings per annum, a total of 2100 over the 20 year life of the RSS. Although Purbeck District is identified as being almost wholly within the Bournemouth-Poole Housing Market Area (Map 4.2) it is significant that Inset Diagram 4.6 (South East Dorset) does not include any urban extension within Purbeck District nor any housing or employment figures, which are set out for Poole, Bournemouth, Christchurch, and East Dorset. It is evident therefore that the figure of 105 dwellings per annum set out in Table 4.1 for Purbeck District purports to be that which had at that time been identified in order to meet local needs, rather than strategic regional or sub regional requirements arising from wider national population and demographic changes. **(Appendix C)**

2.15 Regional Technical Workshop on new Household Projections

After the Draft RSS was submitted to the Secretary of State, the ONS produced new household projections for the United Kingdom and for each region. **Appendix D** reproduces:

- Paper submitted by Dr Keith Woodhead (South West Regional Assembly)
- The writer's personal note on the day.

2.16

It is instructive to highlight several comments by Professional King:

- a. The need may not be for more 1 or 2 bed flats. The increase in single person households may well be people staying on in existing larger dwellings. Therefore, the need for new homes may well be 3 to 4 bed family dwellings.
- b. In the South West, the key factors are:
 - i) People already here are living longer (and couples are able to stay together into older age) and
 - ii) In-migration from other regions.

- c. There is a differential pattern between predominately urban areas and predominately rural areas. London is projected to experience above-average growth, but otherwise urban areas taken as a whole are projected to grow at below the national average. The environmental attraction rural areas is a dominant national feature, and the South West more so than any other region. This partly explains why the South West is likely to experience the highest percentage growth of all the regions.

2.17

In response to comments from the CPRE, Professor King explained that ONS has identified the propensity of different age groups to migrate. In the South West, there is a trend for young adults to migrate out of the region and for older adults to migrate into the region. Therefore, he would expect in-migration into the South West to slowly creep up, since the proportion of young adults as a proportion of the overall population is declining and the proportion of older adults as a proportion of the overall population is growing.

2.18

Doctor Keith Woodhead addressed the issue of increasing the annual dwelling provision across the region. The Draft RSS refers to the case for 25,000 per annum. This was reduced to 23,000 dwellings per annum following debate across the Region. That figure fitted the ONS 2003 projections. However, on the same basis, the new ONS 2006 projections would require 28,000 per annum across the region. (Slide 17)

2.19

Doctor Woodhead noted that 70% of the increase from 23,000 dwellings per annum to 28,000 dwellings per annum would come from the longer-living of the population already here in the South West. (Slide 21)

2.20 Submissions on behalf of Charborough Estate

In response to the South West Draft RSS, Pro Vision prepared a preliminary outline study on the Purbeck District Housing Potential on behalf of the Charborough Estate. This was submitted in August 2006 and is reproduced at **Appendix E**. Although it was a broad exercise, much of what it says still applies.

2.21 RSS EiP

The EiP was held in April-July 2007 in Exeter and the Panel reported in December of that year. The relevant extracts on overall housing numbers and Purbeck and reproduced as **Appendix F**.

2.22

A number of comments by the Panel worth highlighting:

"We conclude ... that a restriction of the level of housing provision over a significant proportion of the region is unlikely to constrain migration and will only serve to generate stress in the housing market for the local population... We conclude that there is a need to make a greater allowance for non-economic base migration and that the 2003/2004 base projections provide reasonable guide to demand within the parts of the region affected. (2.18)

"It is clear that the achievement of the 3.2% level of economic growth would require higher levels of economic-led migration... These higher levels would be well above past trends and therefore we take the view that the Draft RSS should not adopt such assumptions". (2.19)

"... The technical requirement for 25,000 dpa... is repeated in the Draft RSS and ... at the EiP we sought to establish what the equivalent of the 25,000 dpa would be in the light of the new rates of household formation. As the draft RSS projection share the same population base, we conclude the equivalent of the 23,000 dpa should be 28,000 dpa as suggested by the 2003/2004 projections. It is concluded that the equivalent of the 25,000 dpa should be 30,000. This level of development would however be equivalent to the 3.2% growth rate, which, we have concluded in paragraph 2.18 above, should not be taken as the basis for housing provision in the draft RSS".

"That the Draft RSS should be predicated on the number of dwellings implied by the DCLG 2003 Household Projections and be based on provision for at least 28,000 dwellings per annum at the regional level". (Recommendation 2.1)

2.23

The Panel's section on 4/7 Bournemouth and Poole HMA sub-regional strategy is reproduced as **Appendix G**. Little or no general comment is made on the overall requirement for Purbeck District, but at paragraph 4.7.44-4.7.47 the Panel addressed "The Western Extension". This would have been a north western urban extension to the main conurbation, but within Purbeck district. They recommended that this location should be identified as an Area of Search with a capacity of 2,750 dwellings.

2.24 Secretary of State's Proposed Changes

These were published in July 2008 for public consultation. Reflecting the green paper published by the then Government seeking to achieve a national target of 240,000 additional homes per year by 2016 across the UK, these Proposed Changes were based on a strategy for 29,623 homes per annum across the South West Region. On

that basis housing for Purbeck over the 20 year period is set out at Key Diagram Inset 7 and proposed policy HMA 7 as:

Area of Search 7b	2750
Purbeck outside SSCT area	2400
Total	5150

2.25

It is evident from this that the 2750 at Area of Search B were intended to contribute to the needs of the SSCT, and the 2400 for the rest of the Purbeck District were intended to meet local needs. In that connection, it should be noted that the Key Diagram Inset 7 denoted Wareham amongst "Other Settlements," separate from the SSCT (Strategically Significant Cities and Towns). Upton, however was included in the SSCT.

2.26

As a result of the successful High Court challenge to Proposed Changes to the East of England RSS, further assessment and appraisal of the South West RSS was then put in hand with the eventual result that the RSS had not been finalised by the Secretary of State at the time when of the General Election in March 2010.

2.27

As is well known, in June 2010 the Secretary of State revoked regional spatial strategies. This was challenged in the High Court by CALA Homes, and the High Court quashed the Secretary of State's decision. Therefore, at the time of writing (December 2010) regional spatial strategies for all regions except the South West still stand. However, since the RSS for the South West was never "adopted", it does not form part of the Development Plan, although it may be a material consideration.

2.28 Core Strategy

The Core Strategy Background Paper Volume 5: Housing Supply (October 2010) explains that the Core Strategy is based on the higher figure of 2,400 dwellings (120 dwellings per annum omitting the Western Sector Area Search 7b). This latter was subject to substantial objection by the local community.

2.29

The Background Paper explains at 4.2.1 that although the Habitats Regulations Assessment raised significant concerns over the likely impact of the proposed Western Sector upon protected habitats, and therefore failure to satisfy the Habitats Regulations. Nevertheless, a growth of 2400 dwellings across the District would be likely to prove acceptable. That was reaffirmed in 2010 by an updated Habitats Regulation Assessment.

2.30

The Background Paper also explains at 4.2.3 that in 2010 a study was undertaken entitled "Purbeck Core Strategy: Implications of Additional Growth Scenarios for European Protected Sites". This study explored the potential impacts of a higher growth scenario, assuming that more "Character Area" Development Potential were to come forward (up to 3360 dwellings) plus in addition 1000 dwellings at Wool, 500 dwellings at Wareham, and /or 500 dwellings at Lytchett Minster.

2.31

The Background Paper goes on to explain that the conclusions of the Report are that:

- a) Mitigation would be needed north of Swanage
- b) Growth at Wool could be mitigated through the potential to provide SANGS to the south of Wool
- c) Development at Lytchett Minster would increase recreational pressure on sites such as Wareham Forest where options to provide on-site mitigation or alternative visitor locations are limited
- d) 500 dwellings at Wareham would result in the highest recreational use of heaths of all the scenarios: heaths to the east of Wareham are very sensitive and levels of access are currently such that there is no additional capacity; the study stated that there was no potential alternative space that could be provided to successfully divert access here, and therefore there would be likely to be an adverse effect on unprotected sites;
- e) There is concern over the potential impact on habitats in the Poole Harbour Special Protection Area.

2.32

The Background Paper goes on to state at 4.2.4 that, should further technical work indicate that additional growth is a viable proposition, and it is in line with strategic growth plans for South East Dorset, it could either trigger either an immediate review of the Core Strategy, or preparation of an Area Action Plan, to deliver additional housing growth. This is considered a flexible approach in line with Government guidance on the preparation of a Core Strategy.

3. DISCUSSION AND CONCLUSIONS

3.1 Status of RSS

The RSS has never been finalised or "adopted" by the Secretary of State. It was therefore never part of the Development Plan. Thus it could not be:

- a. formally revoked by the Secretary of State, or
- b. reinstated by the "CALA" decision

3.2

Hence in December 2010 the Development Plan comprises the Structure Plan and RPG10. However, for all practical purposes, neither is of any use for guidance on the soundness of the Core Strategy.

3.3

The **status** of Steve Quartermain's Advice Note of July 2010 is also in question. Nevertheless, the advice it contains must form a sound basis for consideration of the levels of housing provision in the Purbeck Core Strategy. It is therefore reproduced here as **Appendix H**.

3.4

In particular, the key issue is referred to in paragraph 11 of that Advice:

"11. Will we still need to justify the housing numbers in our plans?"

"Yes – it is important for the planning process to be transparent, and for people to be able to understand why decisions have been taken. Local Authorities should continue to collect and use reliable information to justify their housing supply policies and defend them during the LDF examination process. They should do this in line with current Policy PPS3".

3.5 The Figure of 2,400

It will be noted that the figure of 2,400:

- a. Was increased from the figure of 2,100 on the basis of the revised ONS Housing Projections;
- b. But did **not** include provision for the Upton area; Upton formed part of the SSCT, and the figure of 2,400 was for Purbeck outside the SSCT.

3.6

It is therefore unclear why the figure of 2,400 includes Upton and adjoining areas. If the figure of 2,400 is based on the RSS, it should be 2,400 plus an additional proportion to account for Upton.

3.7 Housing Waiting List

It was stated at the Wareham "Road Show" that the waiting list for Wareham was then 382 households.

3.8

It was stated at the Special Council Meeting considering the Draft CS that the waiting list for the District as a whole was then in the order of 1,600 households.

3.9

Nevertheless, it is not clear whether any analysis has been undertaken, nor is there any evidence of any derivation of an overall figure, based on an estimate of the affordable housing need, and the provision that would be achieved by a combination of exception sites in villages and 40 or 50% provision on Greenfield sites.

3.10

If the Waiting List were analysed to identify need, that could give a base level requirement for the number of affordable homes to be achieved. An estimate could then be made of the number of exception sites that might reasonably be expected to come forward until 2026. That would leave a residual requirement for affordable housing. On the basis that this would be achieved by 40 or 50% provision on Greenfield and infill sites, that could then be factored to give an overall housing requirement.

3.11

The Housing Section of Purbeck District Council advised by telephone on 2 December 2010 that at the end of October 2010 the Housing Waiting List comprised:

• Priority Band	5
• Green Band – local connection	45
• Green Band – no local connection	3
• Amber Band – local connection	325
• Amber Band – no local connection	110
• Red Band – local connection	872
• Red Band – no local connection	335
Total	1696

3.12

Thus **by way of illustration**, if it was decided to:

- a) Seek to house all except the last category between now and 2026, and
- b) Assume that on average one "exception" scheme of (say) 5 units is likely to come forward each year in one of the 30 villages (totalling 150 units).

then the balance of affordable units to be achieved by 2026 would be:

	1696	total Housing Waiting List
less	335	Red Band – no local connection
less	<u>150</u>	Exceptions sites
	1211	

3.13

Assuming all new housing identified by the CS achieves 50% affordable (as proposed – including "brownfield" infill and redevelopment) then the total number of dwellings to be achieved would be 2422. Thus the CS would be on track.

3.14

However, this assumes:

- a) Some people can wait 15 years
- b) The Housing Waiting List does not increase over time, and
- c) That it is viable for **all** new housing in Purbeck to contribute 50% affordable.

3.15

In particular it is by no means certain that it will be viable for all housing developments, including one or two infill units, to contribute to affordable. For example, if a garden is hived off to form a plot, the value of the existing house may well be reduced. If the value of the plot is then reduced by the affordable contribution, the value added by the plot may not be enough to incentivise the property owner to sell. Thus the number of dwellings coming forward from "Character Area Development Potential" may not be as high as projected, leading to a shortfall.

3.16

Furthermore, most of the 880 for the period 2006-2011 will not be providing affordable at 50% and infill sites for a single dwelling will not be required to make an affordable provision. So 50% of 2400 dwellings will **not** be achieved by Policy HS as drafted.

3.17

In that connection it is also noted that 47 dwellings per annum are projected from this infill source (CS Para 6.2.3). However, in the 5 years from 2022 to 2026, Policy HS relies on 80 p.a from this source and 60 or more p.a for the periods 2017-2026-7. The

CS provides no explanation as to why it is assumed that in the next decade there will be a sudden surge in "brownfield" developments. So it is quite likely 2400 dwellings will not be achieved by 2026. If only 48 pa are achieved from 2017 to 2026 there will be a shortfall of 230.

3.18

Therefore it is likely that some additional Greenfield house will need to be considered in order to meet the aims and aspirations of the local community to provide affordable homes for local people within the next decade. As drafted Policy HS is unlikely to achieve this and is therefore unsound.

3.19 Discussion at Full Council Meeting

At the Special Council Meeting on 5 October 2010, called in order to consider the Draft CS prior to the public consultation period, Councillor Colvey, Built Environment Spokesperson, explained that the Local Plan expires in 2011. Therefore the Core Strategy needs to be progressed to achieve adoption by the end of 2011 in order to avoid "planning by appeal". The biggest issue is the lack of housing for local people. There are over 1600 families on the housing list.

3.20

Councillor Budd (Leader of the Council) pointed out that nearly 200 dwellings had been built within the Purbeck District Council each year over the last 4 years. Therefore, 140 per annum would be a significant reduction. He also referred to the 1,600 households on the waiting list. Market housing is needed in order to generate affordable housing. It was on that basis that the Council decided on a figure of 2,400 dwellings from 2006-2026.

3.21

Councillor Johns pointed out that what was left to build came to only 80 dwellings per annum. Councillor Goldsack (Local Economy Spokesperson) pointed out that the area has easily absorbed 135 dwellings per annum for the last 10 years. He had lived in the District all his life, and seen his contemporaries driven from the area because of his house prices. He passionately supported addressing the issues.

3.22

It is clear therefore that, as the elected representatives of the local community, the majority of District Councillors recognise that sufficient market housing is needed to generate affordable housing.

3.23 Implication of Additional Growth Scenario

In September 2010 Footprint Ecology produced a report for the District Council entitled "Purbeck Core Strategy, Implications of Additional Growth Scenarios for European Protected Sites". This is on the website as part of the evidence base. Particular concern for the Charborough Estate are comments on Wareham. The background document on housing makes it clear that this has influenced overall housing numbers (as referred to in Section 2 above).

3.24

At paragraphs 2.41-2.47, the report looks at the potential impact on Wareham Forest and how these could be mitigated. It claims that mitigation measures on site would be difficult to implement. Options could involve:

- Limiting and re-distributing parking to focus parking on a few locations, in particular controlling and reducing roadside parking on the B3075 and the Wareham-Bere Regis road;
- Enhanced on-site wardening to promote responsible access through presence of wardens in areas important for wildlife; and
- Promoting access to areas of mature plantation away from the areas with protected bird species.

3.25

Nevertheless, the Report concluded that, at present, given the implication of the Forestry Commission's open habitats policy and lack of ownership of the area, it is not possible to be confident that on-site mitigation measures will be effective from resolving the problems associated with access levels from new developments. It is the higher growth scenario and higher growth scenario combination with 500 houses in Wareham that are of particular concern.

3.26

Paragraphs 2.57-2.76 of the Report consider the potential for SANGS. SANGS will require:

- In the north of the district, between Lytchett Matravers and Bere Regis or to the north of Bere Regis
- Near Wareham, to the west or north west of the town, drawing new residents away from sensitive locations within Wareham Forest and ??/Stoborough/Arne
- To the north of Swanage: here a SANG would attract people who would otherwise visit Godlingstone, Rempstone and Studland Heaths.

3.27

The Report says that these locations would remain important in any mitigation package for the additional growth scenarios and would need to be capable of absorbing the

increased level of recreation. The scenarios involving increased development at Wool mean it is also necessary to consider SANGS in the Wool area.

3.28

Paragraph 2.62 of the Report states that one potential SANG location in the north of the district is Morden Park, which is allocated within the District Local Plan as a potential location for a large new area of green space. The site was recommended by the Inspector for the Public Inquiry into the North East Purbeck Local Plan. It is adjacent to Wareham Forest and is in many ways similar in character. It might therefore be to potentially attract visitors who would otherwise visit Wareham Forest, which is known to draw people from a wide geographical area. There are a number of important issues which would need to be resolved, however.

3.29

Paragraph 2.68 of the Report states that detailed consideration immediately around Wareham would seem to indicate that there is little potential for an effective SANG. The attractiveness of the local heaths means that any SANG would need to be very large, carefully designed and attractive, with a rural and wilderness feel, in order to draw visitors. The paragraph goes on to claim that potentially the only opportunities lie to the west of the town, which the report writers consider would be ineffective at diverting visitor pressure away from the heaths, not least because it is separated from the existing and proposed residential areas by the bypass and the A352, which are busy roads.

3.30

It is extremely surprising that the report does not consider other potential SANGS on the North West side of Wareham. The maps reproduced in the report make it clear that there is a corridor of opportunity on the North West side of the town clear of the existing heathlands and Forestry Commission areas with public access.

3.31

The Report writers did not consult the Charborough Estate, who (with limited exceptions) own the land in this corridor. This is despite the repeated submissions to the LPA both in writing and in diagrams that extensive SANGS can be provided to draw existing and new residents away from SPA heathland.

3.32

There must therefore be a serious question mark as to whether this report is sound. In view of the fact that it has clearly influenced any decision not to go beyond 2,400, that decision must therefore be questioned as unsound.

3.33 Conclusions

There is no evidence that the housing provision figure has been arrived at from any analysis of migration, affordability, the housing waiting list, or any other such factors.

3.34

Of particular concern is that the Core Strategy would result in a very significant reduction in the overall scale of housing on an annual basis, compared with what has been built in Purbeck over the last decade. A fundamental question therefore is whether the Core Strategy is going to meet the needs of local people and the aspirations of the local community for both open market and affordable housing in the light of on-going in-migration pressures?

3.35

There is no sound evidence that such a reduction would do so.

3.36 Changes Required

In order for the Core Strategy to be "sound" to meet local needs and to meet the aims and aspirations of the local community, the Core Strategy must be changed to:

1. Allow modest amounts of market housing in small villages, in accord with our parallel representations on policy LD re: "Other Villages without a Settlement Boundary"; assuming 24 villages and one house per annum, that could achieve a further 360 dwellings or thereabout to 2026;
2. Allow flexibility for more Greenfield allocations, but especially at Wareham (in accord with our Representations on Section 7.3 as to the appropriate focus on Wareham and opportunities for development there) either by:
 - i. Taking strategic "white land" out of the Green Belt at Tantinoby Farm and Carey, or
 - ii. Allocating sites at Tantinoby and Carey as housing and employment sites this time round.

**PLANNING DISTRICT COUNCIL
CORE STRATEGY:
PRE-SUBMISSION CONSULTATION**

**REPRESENTATIONS
on behalf of
THE CHARBOROUGH ESTATE**

**IN RESPECT OF
HOUSING LAND SUPPLY**

APPENDIX A

- Technical Appendix to the Deposit Structure Plan 2006
(Extracts)

JAN 1996



Dorset
into the
21st
Century

The Deposit Structure Plan

CSP 23

Technical Appendix: Employment & Housing

DORSET COUNTY COUNCIL

11. PAST AND CURRENT STRUCTURE PLAN HOUSING PROVISION

11.1

In order to understand the housing provisions contained in the two structure plans which currently cover Dorset, it is helpful to consider the planning context in which they were written.

SOUTH EAST DORSET

11.2

In the 1930s there was widespread concern at the drift of population and industry to the South East of the country, the continuing expansion of London, and high unemployment in many other areas. The Barlow Report¹ of 1940 recommended that action was necessary to secure a better balance of industrial structure between the regions of Great Britain, and that population and industry should be dispersed from congested areas to allow their redevelopment.

11.3

These ideas were first taken up in Abercrombie's plans for London and its region (1943 & 1944)². Inter alia, these suggested that the outward spread of the capital should be contained by the establishment of a green belt, and that overcrowded parts should be thinned out by providing accommodation for some of their population and activities in new and expanded towns beyond this green belt, some 20 to 30 miles from central London. These proposals were put into effect through the new town and country planning system which was set up shortly after the end of the Second World War.

11.4

However it soon became apparent that the objectives of Abercrombie's plans were not being realised. In part this was because employment within London continued to grow

rapidly, despite controls on industrial location. Also the population of the South East continued to increase, despite hopes that it would be stabilised, because of the surge in the birth rate from the mid-1950s to the mid-1960s, and an influx of migrants from overseas.

11.5

As a result, a new regional study, 'The South East Study, 1961-1981'³, was produced in 1964. This proposed another generation of new towns and major town expansions, this time 50 to 100 miles from central London. The hope was that they might develop into cities in their own right and attract population and employment which would otherwise be drawn to London. The review of the study in 1966 gave local planning authorities guidance on the level of population growth for which they might need to plan.

11.6

Poole was one of twelve towns suggested as suitable for planned expansion, and this proposal was examined in the Land Use and Transportation Study of South East Dorset and South West Hampshire⁴ (LUTS) in 1967. It concluded that 'the introduction of overspill will bring no clear advantages to the study area as a whole and may be a disadvantage or lead to problems.' This conclusion was accepted by Poole Borough Council who decided not to participate in the overspill scheme. Nevertheless the LUTS did make provision for the continuation of substantial rates of in-migration to the area. In this respect it proposed that land should be brought forward immediately for development to allow for a population increase of about 100,000 people. It is worth noting that the LUTS itself inherited commitments of over 1,500 hectares of development land, which it forecast would allow for a population growth of 69,000 people.

¹ Barlow Report, *Report of the Royal Commission on the Distribution of the Industrial Population*, HMSO, London, 1940.

² Abercrombie, P, *Greater London Plan 1944*, HMSO, London, 1945.

³ *The South East Study*, HMSO, London, 1964.

⁴ Bournemouth Borough Council, Dorset County Council, Hampshire County Council, *First Report on a Land Use and Transportation Study of South East Dorset and South West Hampshire*, 1967

11.7

In addition, the LUTS identified broad areas where it forecast that provision could be made for a further 157,000 people. However it recognised that the continuing growth of the area could not go on indefinitely: '... if growth continues at the rate expected, it is foreseen that the total area indicated as possibly suitable for development in the long term will be used up before the end of the century. After this has happened it will be necessary either to impose stringent restrictions on further growth or to face the loss of countryside which is very valuable in several ways. It is therefore considered that the study area is not a suitable part of Britain for a large increase in population, and growth should not exceed that needed to ensure local prosperity and to make (if necessary) a small contribution to housing London overspill' (para 193)¹.

11.8

In 1968 the regional strategy for the South East was again re-examined. The local planning authorities, the South East Economic Planning Council and the Government set up a joint team to examine the question of growth in the Region. Population trends had changed since the 1964 study, with population increase lower and net out-migration occurring, rather than the expected net in-migration. London's population itself was declining, despite a high demand for labour, and there was strong pressure for development, fuelled by population increase, in the outer metropolitan area.

11.9

The resulting 'Strategic Plan for the South East'² recommended the development of a limited number of major growth areas, including South Hampshire, and a number of medium growth areas, including Bournemouth/Poole. In the case of the former, it was envisaged that it could grow into a relatively self-contained city-region, using locally-generated employment or employment tied to the South East. The medium growth areas were to allow 'a wide cross-section of the population to have a varied choice of housing and environment'. The designation of the Bournemouth/Poole area had a further function: to relieve pressures on South

Hampshire if the proposed rates of growth for that area proved unacceptably high.

11.10

By the time of the preparation of the original South East Dorset Structure Plan, regional policy had changed again, and, in addition, the whole of the Bournemouth-Poole conurbation found itself in the South West Region following the reorganisation of local government in 1974. The South West Economic Planning Council's 'Strategic Settlement Pattern for the South West'³ (1974) excluded Bournemouth, Christchurch and other parts of the new Dorset which were formerly in Hampshire. It proposed growth of about 150,000 people between 1971 and 2001 in Poole, Wimborne and Purbeck Districts. This was in line with the proposals of the Strategic Plan for the South East.

11.11

However that plan itself was again under review, and the Secretary of State reserved his position on growth proposed for South East Dorset until the Government had taken a view on the South East Region. Here the Review reconsidered the need for major and medium growth areas in the light of population and employment decline in inner London. No specific mention was made of Bournemouth/Poole, and it was suggested that decisions on growth levels should be settled in individual structure plans.

11.12

In the case of South East Dorset, that decision had been largely pre-determined by the substantial level of commitments brought forward from the earlier LUTS. The Plan proposed that some 35,000 dwellings be built between 1976 and 1996 and identified strategic sites for about 24,500 of these. Another 10,500 were expected to come forward on sites within the urban area. In the event, by March 1994, 52,100 had been built and another 12,000 were committed. Development on the major sites has been largely as expected (25,500 completed by 1994), but the capacity within the existing built-up areas proved to be grossly underestimated.

¹ Bournemouth Borough Council, Dorset County Council, Hampshire County Council, [op cit](#).

² South East Joint Planning Team, [Strategic Plan for the South East](#), HMSO, London, 1970.

³ South West Economic Planning Council, [Strategic Settlement Pattern for the South West](#), HMSO, London, 1974.

11.13

Concern over rates of development was taken up in the First Alteration of the Plan. By the time of its preparation in the late 1980s the Regional Economic Planning Councils had been abolished, and there was no regional planning strategy for the South West Region. The South West Regional Planning Conference had, however, begun work which it hoped would provide the basis for the new Regional Planning Guidance Note. Such guidance now existed for the South East Region¹, and a significant element of the strategy was to shift the focus of development and investment from the west towards the east of the Region, both to relieve pressures in the former and improve the economic prospects of the later. In addition, the London and South East Planning Conference (SERPLAN) stated that it intended that the housing needs of the South East should be met within the region, and proposed that growth area status should be removed from South Hampshire, where it felt that continuing rapid development threatened the area's environmental quality.

11.14

The original South East Dorset Structure Plan sought to reduce the annual average housebuilding rate of about 3,100 dwellings to 2,100 between 1976 and 1986. When the First Alteration was prepared, it was clear that this was not achievable because of the capacity of the urban areas to provide levels of development greater than had been anticipated. The altered Plan provided for about 30,700 new dwellings between 1986 and 2001, of which about 13,600 were on identified strategic sites. By 1994 21,200 dwellings had been built and another 12,000 were committed. Again, windfall development was higher than estimated, largely due to the unpredicted rise in housing demand in the late 1980s. This brought forward a large number of sites and properties within the urban area suitable for development, conversion or redevelopment, and demonstrated the elasticity of this form of housing supply.

DORSET (EXCLUDING SOUTH EAST)

11.15

At the time the original structure plan for the remainder of Dorset was prepared, the main source of regional strategy was the 'Strategic Settlement Pattern for the South West'². Four of its twenty Economic Planning Areas covered Dorset. Within these four areas the broad approach was the continuation of existing trends: high rates of growth in and adjacent to South East Dorset, and, in the remainder, areas of lesser growth or needing restraint.

11.16

The Dorset (excluding South East) Structure Plan itself rejected the notion of restraint of housebuilding. Rather it provided for a rate of development which would allow for a recovery of migration rates beyond the mid 1980s to levels experienced in the late 1960s and early 1970s. On this basis the Plan provided for about 19,000 dwellings to be constructed between 1980 and 1996. By 1994, 21,600 had been completed and a further 9,300 were committed.

11.17

The Plan's housing policies were changed in the Second Alteration (1993). The Alteration took place in the absence of any further regional planning strategy. However it took a different approach towards the level of provision for residential development. It recognised that the high building rates of the period 1984-90 could only be maintained if a continuing supply of large development sites - acceptable in environmental and other respects - were available, and their development would help achieve other objectives of the Plan. Taking account of these considerations, the Alteration took a more selective approach to the issue of growth, allowing it to continue in some areas, while constraining it in others where it was necessary to safeguard those factors which contribute to the particular attractiveness of rural Dorset. On this basis, the Plan provides for

¹ This and subsequent Guidance is found in the following documents:

Department of the Environment, *Regional Guidance for the South East*. (PPG9), HMSO, London, 1989

Department of the Environment, *Regional Guidance for the South East*. (PPG9) HMSO, London, 1989

Department of the Environment, *Regional Planning Guidance: Strategic Guidance For London*. (RPG3), HMSO, London, 1989

Department of the Environment, *Regional Planning Guidance for the South East*. (RPG9), HMSO, London, 1994

² South West Economic Planning Council, *op cit*.

17,000 dwellings to be built between 1990 and 2001. 4,700 had been completed by March 1994, and another 9,300 were committed.

11.18

Table 11.1 summarises progress by March 1994 on all the Structure Plans produced for Dorset.

CONCLUSION

11.19

The context in which housing provision has been made in Dorset has changed significantly since the Second World War. Originally parts of the County were identified to help relieve pressures in London and the surrounding area. This is no longer overtly the case, although the population projections which underlie regional guidance embrace the assumption that there will continue to be a net outflow of people from the South East Region into Dorset. The validity of this assumption is considered in Chapter 13.

11.20

It is also important to note that another significant influence on the housing provisions made in the County's Structure Plans to date, and particularly those relating to the South East part of Dorset, was the land-bank inherited from previous strategic plans. This land-bank is now substantially used up.

11.21

For both these reasons, the new County Structure Plan comes at a critical time. The key issue is whether to provide for a continuation of the rates of net-migration which have been experienced in past decades, and therefore identify new major land releases, or whether to tailor rates of in-migration by allowing rates of house-building which take greater account of the unique environment of Dorset.

Table 11.1: Progress by March 1994 on residential proposals of Dorset structure plans

Structure Plan	Period	Site type	Proposed number of dwellings	Dwellings completed by March 1994	Dwellings with planning permission at March 1994	Dwellings on land allocated at March 1994	Total commitments at March 1994
South East Dorset	1976-96	Named sites*	24,500	25,502	2,572	3,805	6,377
		Unnamed sites**	10,500	26,614	5,199	420	5,619
		Total	35,000	52,116	7,771	4,225	11,996
South East Dorset - First Alteration	1986-01	Named sites*	13,750	7,127	2,024	3,767	5,791
		Unnamed sites**	16,950	14,090	5,747	458	6,205
		Total	30,700	21,217	7,771	4,225	11,996
Dorset (Excl. South East)	1980-96		19,000	21,645	6,767	2,573	9,340
Dorset (Excl. South East) - Second Alteration	1990-01		17,000	4,738	6,767	2,573	9,340

Source: Dorset County Council

Notes: * - Named sites* are those specifically identified in the Structure Plan, and are essentially greenfield. There were some changes to the number and location of named sites between the original South East Dorset Structure Plan and its First Alteration: hence the difference in the commitments figures at March 1994.
 ** - Unnamed sites** are all other sites and for the most part are sites within the existing built-up areas.

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**PLANNING PURBECK'S FUTURE:
CORE STRATEGY:
PRE-SUBMISSION CONSULTATION**

**REPRESENTATIONS
on behalf of
THE CHARBOROUGH ESTATE**

**IN RESPECT OF
HOUSING LAND SUPPLY**

APPENDIX B

- Structure Plan EIP Panel Report January 1997 (Extracts)

1996

**COUNTY OF DORSET
STRUCTURE PLAN TO 2011**

**Examination in Public
22nd. October - 7th. November 1996**

REPORT OF THE PANEL

Priced £5 inc. postage

Housing

Matter 4 a&b

Is the "capacity" approach to housing, including the related definition of strategic constraints, the most appropriate approach to defining the scale of housing provision? Is it applied in a way which is consistent with Regional Guidance, justified by the environmental and economic circumstances of the County, and such as to promote long term sustainability ?

What are the advantages and disadvantages of alternative approaches to housing provision, particularly those based on population projections and other measures of demand, in the context of sustainable development and Regional Guidance ?

County Council Proposals

10.1 The housing provision in the Plan is derived from the County Council's view of the needs of the county economy, the housing needs of the existing population, and the impact of housing development on the environment. To meet the economic needs the county requires a sufficient supply of labour, through population growth, to meet an estimated shortfall of about 38,000 workers. The existing population (assuming zero net-migration) will also make additional demands, primarily due to a combination of social and economic factors leading to smaller households, and to the needs of those requiring subsidised housing at the beginning of the Plan period. The total requirements of the "existing population" on this basis is estimated as 22,200 dwellings. For environmental reasons the county considers that it should not be required to continue to provide for levels of externally generated demand, especially from the South East Region, similar to those accommodated in past decades. The Plan therefore adopts a "strategic capacity approach" in which the capacity of the county for further development is estimated in accordance with the constraints imposed by the requirements of sustainability as embodied in the Strategy and Settlement Policies.

These strategic constraints are listed as:-

- the best and most versatile agricultural land
- groundwater protection areas
- areas liable to flood
- land containing mineral reserves
- land of value for nature conservation
- land of high landscape value

10.2 The housing provision proposed is made up of 19,700 existing commitments, 28,900 from within urban areas and villages, and 4,300 on greenfield sites. These are distributed between the districts in accordance with Housing Policy A, which provides that provision will be made to enable about 52,900 dwellings (gross) to be constructed between April 1994 and March 2011. The distribution between districts is to be:

Bournemouth	about 12,400
Christchurch	about 2,700
East Dorset	about 4,400
North Dorset	about 5,900
Poole	about 9,500
Purbeck	about 3,800
West Dorset	about 9,500
Weymouth & Portland	about 4,700

Table 2	County	Districts	change	HBF	change
Bournemouth	12,400	11,400	-1,000	12,400	nc
Christchurch	2,700	2,700	nc	3,450	+750
East Dorset	4,400	4,100-4,200	-300 to -200	8,150	+3,750
North Dorset	5,900	5,500	-400	7,400*	+1,500
Poole	9,500	9,500	nc	9,500	nc
Purbeck	3,800	3,800	nc	4,950	+1,150
West Dorset	9,500	9,500	nc	11,350	+1,850
Weymouth and Portland	4,700	4,200	-500	5,700	+1,000
Dorset	52,900	50,700-50,800	-2,200 to -2,100	62,900	+10,000

*Prowting 8,900

Discussion

10.3 As part of their statements of case some of the District Councils, the HBF and Prowting made specific suggestions for changes in the numbers of

dwellings to be provided for some of the districts in Housing Policy A. For convenience these suggested changes are summarised in Table No2 above.

The "capacity" approach

10.4 HBF supported by Beazer Group plc (Beazer), Boyer, Oldfield King, Prowling and Savills considered that the strategic capacity approach was not clearly explained or easily understood. It was not clear how the Plan had made the connection between the requirements of sustainability, the listing of constraints, and specific limits to development. Judgements of capacity seemed to be elevated above considerations of housing need and demand. Excluding commitments, 87% of all new housing was to be within urban boundaries, and the Plan appeared to base its provision for housing largely on what urban areas could accommodate. The aim should have been to balance the husbanding of resources and protection of the environment with meeting social and economic needs, including the basic human need for decent housing. Not all the strategic constraints listed were absolute constraints on additional development. No information was provided about how the listed constraints had been translated into the quite specific judgements made about the amount of development that could take place around individual settlements. The whole process was arbitrary and ill-defined, and in particular there had been no review of the Green Belt as part of the capacity process. In their view the Plan should provide for an additional 10,000 dwellings.

10.5 At the suggestion of the Panel, DCC agreed to produce a supplementary paper to illustrate how far it was practical, within the framework of the strategic capacity approach, to secure the provision of this additional 10,000 dwellings on greenfield land. This paper, which was submitted after the EIP, attempted to clarify the methodology used in working up the level of housing provision in the Plan. DCC commented, in justification of the strategic capacity approach, that traditional approaches projecting "need" and "demand" did not pay sufficient regard to supply side issues. On reflection they thought the term "strategic capacity" might be misleading, in that it could be thought to imply that precise capacities had been defined and then used to set development levels. In relation to economic needs they considered that the Plan struck a reasonable balance between housing and the main components of labour supply: additional housing supply would result in higher levels of unemployment and discourage the reduction of commuting out of the county. The supplementary paper looked again at the social need side of housing provision, and concluded that the zero net migration projection of 22,200 units for both open market and social housing should be regarded as a minimum level. If higher estimates of social housing need were accepted, and assuming financial resources were

available, the minimum figure could rise to 32,000 dwellings. It had been concluded from the principles of sustainable development adopted by the Plan that both in-migration and greenfield land release should be minimised, the position of Dorset as second amongst 46 English counties in terms of its environmental qualities justified this stance.

10.6 DCC strongly opposed provision for a further 10,000 dwellings on greenfield land as contrary to the sustainability principle. This was based on two key decisions: first, that no alterations to the boundary of the Green Belt should be made, and second, that peripheral greenfield land releases were only appropriate around specific towns outside the Green Belt. Their arguments against Green Belt release were set out under Master 2c i. Even if these were rejected, and it was accepted that some areas of the Green Belt were relatively free of strategic constraints, a much more comprehensive study of infrastructure needs, travel patterns, and other environmental stress would still be necessary, before it could be established whether or not more greenfield land could be released. Other than in the Green Belt the potential for greenfield land release was assessed in relation to the strategic constraints listed in paragraph 6.14 of the Plan, with the addition of "minimise the need to travel, especially by car" from the Technical Appendix (para 2.17), and the "form, setting and character of towns". Judgements were made in individual cases through discussions with district councils, without recourse to mathematical formulae or a planning balance sheet approach. In practice the application of the strategic constraint approach would not prevent estimated demand being met during the Plan period in Bridport, Dorchester, Gillingham, Shaftesbury, Sherborne, Sturminster Newton and Weymouth. In Beaminster, Lyme Regis and Swanage, where no greenfield release was proposed, there were Heritage Coast, SSSI and AONB strategic constraints, but in any case the lack of employment opportunities would force workers from any additional housing to commute. In the case of Blandford Forum, to meet demand would necessitate the release of land outside the bypass which was subject to strategic constraints, this would be detrimental to the character and setting of the town and lead to increased commuting to Bournemouth and Poole. Releases in Crossways and Wool amounted to only 400 dwellings in all, and consideration of more major expansion would require substantial further investigation. Some greenfield provision was allowed for villages, including Bere Regis, Chickwell and Stalbridge. However in general the pressures for housing were in South East Dorset and DCC doubted

whether that demand could be diverted to greenfield sites elsewhere in the county.

10.7 **HBF** considered that their proposal for an additional 10,000 dwellings was consistent with OPCS population and household projections, and was at the lower end of the range of available projections. On the basis of past experience official projections were likely to be below actual requirements. The Plan was explicit in its intention to constrain population growth. This was neither feasible nor desirable, and would result in increased house prices and have adverse social and economic consequences. They did not agree that, except at the local level, housing provision encouraged and sustained migration into an area. Current levels of net out-migration from the SE of England were significant, and gave no indication that migration into Dorset would be suppressed in the longer term. Population movement was a positive force for change and for continued economic development. The "environmental index" of English counties referred to by DCC (10.5 above) was a fairly crude and general justification for the capacity approach, and was no substitute for a proper assessment, case by case, of environmental impact and a full explanation of capacity judgements. They noted that most constraints were not considered absolute, but how they were evaluated was not revealed. The nature of the judgements and the information on which they were based should be clearly specified and open to public scrutiny. They accepted that environmental constraints and the requirements of sustainability made it difficult to justify a provision in excess of their own proposal for 63,000 dwellings (this figure was on a comparable basis to the DCC figure of 52,900). Given that areas of the Green Belt were free of environmental constraints, it should have been reviewed as part of the capacity assessments. Outside South East Dorset many constraints took the form of imposing requirements for the form and character of development, rather than an absolute ban on development. It was also possible to reconcile development with ecological management. Finally they considered it was inappropriate to take past build rates as reflecting demand, because these were influenced by planning constraints and delays. Provision in the Plan in line with past build rates at particular settlements has to be set in the context of overall provision well below the historical build rate for the county as a whole. They challenged some of the assumptions used to arrive at the size of the workforce, and considered that job creation and economic growth might be frustrated by lack of labour.

10.8 **Beazer, Boyer, Fynn, Oldfield King, Prowling and Savills** agreed with HBF. **Beazer** also pointed out that the existing strategy in the present Structure Plan had been applied to the new Plan as an absolute constraint, whereas it should have included consideration of new villages, new settlements and a review of Green Belt boundaries. If it was acceptable for the development rates in Dorchester to be increased to accommodate Poundbury, there was no reason why additional high quality development could not be permitted at other locations. It was also clear that there were development opportunities in the Green Belt that were being denied by the lack of a comprehensive study. The concept of sustainable development was also a challenge to Green Belt policy because the latter pushed development away from the conurbation to less sustainable locations. **Boyer** considered that the Structure Plan should include a policy to allow for a review of Green Belt boundaries by district councils through the local plan process. **Oldfield King** saw a fundamental affordability problem in areas attractive to immigrants. Local authority, housing association and other public sector housing formed only 12.1% of total stock. There were 10,336 households on official waiting lists, and true housing need could be double this. Sustainability was being used incorrectly, to the detriment of economic and social considerations. It was reasonable for the locational requirements of sustainability to determine the distribution of housing, but not the overall requirement. Quality of housing stock, numbers of concealed households, and special needs requirements had not been taken fully into account in the overall provision. There was a linkage between the overall level of provision and the ability to achieve adequate amounts of affordable housing. Sites of 30 - 40 dwellings were required as it was difficult to achieve value for money on smaller sites. They estimated the total additional social housing requirement to be in the range 17,000 to 25,000 dwellings.

10.9 **Fynn** drew attention to the implications of this estimate for the required level of private house building: 20,000 social housing units would be over 40% of the net provision of 45,000 dwellings. In comparison, in the period 1981-1991 public sector housing accounted for just over 12% of the total housing provision. The residual supply to the housing market would be only 25,000, - a two thirds reduction over the same period, and yet 17,000 dwellings were already committed without any restriction as to occupancy or tenure. **Prowling** recommended a higher allocation for North Dorset, primarily based on their view of the scope at Gillingham. **Savills** agreed with **Beazer's** view about the possible conflict

between Green Belts and sustainability, and the need for a review of the inner boundary. They pointed out that Dorset was surrounded by three counties, all of which were also planning reductions in housing provisions. There were relatively significant amounts of land available at the two railway line settlements Wool and Crossways. Dispersal of development within the conurbation as proposed would add to congestion, and damage amenities i.e. town cramming. Rises in residential land values were already demonstrating the effects of under supply, and there would be an impact on affordability as land prices were reflected in the house sale price, and vice versa. The approach should be to meet human needs and fit these into the environment using a methodology with clear criteria. **TO'R** commented that all the estimates were subjective and that the urban environment was being endangered. **DCC** responded that subjectivity was inevitable, even trend projections were subjective. However, there was still capacity around some of the towns, but given the local level of demand it would be undeveloped if allocated.

10.10 In general the district councils supported the capacity approach, and regarded projections as unduly reflecting past planning policies. **Bournemouth** said that outward expansion was now constrained by the Green Belt. There were no large greenfield housing sites in Bournemouth. The few vacant internal sites were already allocated. They considered that an allocation of more than 11,400 units would result in town cramming. **EDDC** doubted that there was any economic argument for in-migration. While the proposed housing level could be accommodated, the reduction of 200 - 300 dwellings which they proposed would ease the position considerably. Higher growth would result in serious threats to the environment and would require substantial investment in infrastructure and services. Due to the direct and indirect pressures on heathlands and the New Forest it was essential to hold the urban edge, and to make the best use of the available land within the urban area. **NDDC** objected to the assumption that around 2,000 dwellings might be provided on greenfield sites. As a result of their own local studies and their wish to phase development at Gillingham, they asked for this to be reduced to 1,600. Their towns were approaching their environmental capacity, anything more would have to be accommodated in the villages. Moreover Gillingham and Shaftesbury were not in any close relationship with the conurbation. **Poole** took the view that much development in the future would come from windfall sites, which were very responsive to the overall level of demand for housing; they expected 10% of the windfall requirement to come from higher density housing on mixed use sites mainly within the

town centre. They were confident that the figure of 9,500 was attainable; a higher figure would be unacceptable, and would result in town cramming, loss of open space, and intrusion into the Green Belt.

10.11 **Purbeck** did not consider its allocation could be increased. 75% of the district was either AONB and/or Green Belt, and further development would be contrary to other policy aims of reducing the need to travel, improving accessibility and containing the outward spread of the conurbation. In the past the Secretary of State had supported a policy of restraint for Purbeck. **WDDC** felt that its district provision was realistic, but a higher figure would be unsustainable and contrary to environmental and tourism interests. They pointed out that 42% of the district provision was already on greenfield land. **W&PBC** did not think that the HBF request for a higher provision took account of the economic circumstances of South Dorset, and of the availability of second hand dwellings arising from the MOD closures and relocations. They disagreed that windfall would recover after 2001 to achieve 2,500 additional dwellings, and thought that the overall figure should be reduced. They also objected to the figure of 600 dwellings being allocated specifically to greenfield sites, in Table 6.1.

10.12 All the other organisations represented at the EIP were strong supporters of the capacity approach with most considering that the Plan should be based on zero net-migration. **CPRE** were concerned that dwelling numbers were being driven by the claim, which they disputed, that a large increase in the workforce was needed. The precautionary principle should be applied if there was any doubt about sustainability of development. It was necessary to move from a position where development was balanced against the environment, to a position where essential aspects of the environment received absolute protection against damage or loss. The Plan did not follow government guidance that the countryside was to be protected for its own sake. For soil conservation reasons alone there should be a strong presumption against greenfield sites, and the greenfield dwelling provision should be deleted in its entirety. A mere determined attempt should be made to stabilise the county's population, rather than permitting any further net in-migration. **Sutton Poyntz Society** agreed with the CPRE and wanted natural growth, not an artificial influx; they emphasised that Dorset was an unspoilt rural haven. **DATUC** noted that a reduction in the rate of development was not achieved in previous plan periods, and did not agree with the assumptions of labour supply on which the proposed housing provision was based. **DFRA** also wanted the

greenfield provision to be deleted and additional provision in built up areas and villages to be reduced to 22,000 from 28,900 by lowering densities. Present practices were not being abandoned quickly enough to avoid damage and deterioration in the quality of life. **DLA21** thought that community capacity as well as environmental capacity should be taken into account, and that there should be provision for sustainability audits. Projections should not be allowed to determine the level of development, if the unsustainable development of the last few decades were to be prevented. The Rio agreement and the local nature of Agenda 21 made a "bottom up" approach essential.

10.13 **DWT** and **RSPB** were concerned that increased housing would lead to more indirect human pressure, demands for more roads, recreational pressure, and to the degradation of habitats. Additional development would make it more difficult to retain, extend and link existing habitats. SE England should absorb its own growth; land release should be much more gradual and in-migration strongly resisted. **English Nature** were concerned that so much housing capacity was being released in one plan period. The concerns of **DWT** and **RSPB** about the effects of human pressure were illustrated by the threat to the Dorset heathlands, the most important heathlands in the country. There seemed to be no scope for local growth at the end of the Plan period, therefore the needs of future generations were being compromised. The aim should be to phase out provision for in-migration by the end of the Structure Plan period. The **HBFs** reference to reconciliation of development and ecology was relevant to specific proposals, not to overall strategy. Even if the degree of constraint proposed were achieved, it would lead to a doubling of the number of houses over the next 100 years. **HCT** made similar points to **English Nature** and **DWT**, emphasising the value of lowland dry heathland: the problems for conservation posed by fires; and the need to link existing small isolated habitats.

10.14 **SDFoE** did not think that the proposed provision of 52,900 dwellings was justified by the needs of the economy, or the housing needs of the existing population. The approach to economic development was wrong. It should aim to create labour intensive semi-skilled and unskilled work. As for housing need many applicants on housing waiting lists were already housed, and the availability of social housing had improved in recent years. There needed to be more positive targeting, with restrictions on occupancy and tenure in favour of local people. The proliferation of single person households seemed

to call for more higher density housing. Dorset should plan for zero net in-migration. All new housing should be within urban boundaries. Car parks should be given over to housing, and high densities should be the norm. The additional provision within built up areas should be halved, and capacity reserved for the future. **Sherborne CPRE** endorsed the **CPRE** views and considered that as most housing was speculative, housing land was taken up irrespective of demand. Too much reliance was being placed on computer models. It was more appropriate to provide employment land only for the existing population, and not to plan for any inward migration. The capacity approach had to be subjective, and needed to take into account the "downstream" effect on villages (and lost to concrete: tourism adversely affected, waterflows reduced, and the threat to priceless flora and fauna).

Regional Guidance

10.15 **HBF** noted that Regional Guidance emphasised both the importance of meeting future housing needs and the role of government demographic projections. They considered that **RPG10** should have been interpreted in terms of the underlying numbers of households. The problem was complicated by the confusion about the definitions of the terms "net" and "gross". The **RPG10** dwelling provision applicable to Dorset for 1991 - 2011 was 62,900, derived from a household increase of 55,300 and an allowance for vacancies and losses of 7,600. However, the Plan figure for dwellings for the same period was 62,000, allowing for higher levels of vacancies and losses of 14,700 dwellings, this resulted in provision for only 47,300 households. Thus there was a significant shortfall (8,000 households) compared with the assumption on which Regional Guidance housing provision was based. **Fynn** expressed similar concerns about the unsatisfactory and ambiguous nature of the "net and gross" figures and referred to correspondence between **DCC** and **GOSW**; they also pointed out that if the additional household numbers were to be accommodated this would have a knock on provision for additional jobs and employment land. **GOSW** noted that the Plan provided for 1,000 dwellings less than **RPG10**. However, the advice from the Standing Conference was based on 5,700 households fewer than indicated by the 1992 projections, and there was therefore a need to test the Plan's provisions in the light of this projection. **GOSW** was satisfied that the housing provision figure was calculated on the same basis as the **RPG10** figure. **DCC** said that the revised loss figures were simply the result of better information. They were working to the dwelling requirements of the guidance, which were themselves

based on the same capacity approach which they had adopted.

Population projections and other measures of demand

10.16 **HBF** argued that the OPCS projections were usually regarded as authoritative and were also judged to be on the conservative side. Any shortfall resulting from provision below the predicted levels would have to be made up elsewhere in the country, and this could have national ramifications. **DCC** and **CPRE** felt that projections were not very objective as they were based on past trends, and resulted in a degree of circularity, in that supply stimulated demand, which was then met by more supply. **GOSW** said that OPCS was trend based but provided a useful benchmark for policy decisions. **SDFoE** said the national perspective was one of de-urbanisation, and that the move to revive the inner cities could be assisted by preventing migration to rural areas. **Savills** thought that surrounding counties were also trying to reduce net in-migration and that this would lead to difficulties such as cross border commuting. **HBF** thought the circularity argument only had validity at a local level and would not affect demand at an inter-county level. The market was dominated not by new provision but by turnover in the existing stock. Any reduction in the housing provision would affect labour availability.

10.17 **English Nature** noted that Dorset had one of the highest figures for net in-migration, the problem was how to get out of the trend. The **HBF** additional

housing proposals would compound existing pressures on wildlife sites, and spread the pressures to other sites. **DWT** referred to the importance of sustainability as the guiding principle. Meeting trends was not the same thing as meeting the needs of Dorset, and would lead to a decline in the quality of life. On the subject of the effect on house prices, **DLA 21** and **SDFoE** considered that house builders must try to create sustainable communities, whereas reacting to market forces was the cause of unsustainable development. Limits had to be set. **DCC** commented that new houses were only a small proportion of the total market, the market was highly segmented, and prices were more responsive to factors at the national level. With declining household size, many properties were much larger than the households required. Ultimately it was the size of the housing stock that would affect migration. In any case the county were not shutting down on migration entirely. There was a substantial proportion of migrants in the 15 - 29 age bracket, most of whom wanted rented accommodation. The planning system could control movement to some extent by exercising strict planning controls. Projections were useful to inform the planning process, but the capacity approach was the most appropriate for the county's strategy and overall needs. What they were seeing now was Green Belt policies imposed some years ago beginning to take effect. Nevertheless Regional Guidance figures were still being met.

Panel Assessment and Conclusions

10.18 The Panel note that the "strategic capacity" approach adopted in the preparation of the Structure Plan has three main components, which can be determined with varying degrees of precision:-

- i) **Existing commitments**, the level of which, and the likely take up, can be estimated with reasonable certainty.
- ii) **Windfalls** which are subject to a much higher degree of uncertainty. However this component has been estimated carefully, and, subject to the earlier comment, that in the Bournemouth/ Poole area the scope for conversions might be overestimated, and the potential for infill and redevelopment underestimated, the overall estimate appears to be not unreasonable.
- iii) **Greenfield sites**. By contrast with the other two, the determination of this component appears to be the outcome of a much more informal and subjective assessment process. It begins with the proviso that there should be no inroads into the Green Belt, and thus rules out virtually all green field development in the eastern part of the county. In the remainder of the county, the strategic constraints defined in the Plan, together with some other elements such as the availability of public transport, the character of towns, the scope for windfall development, and the likely demand, form a background against which judgements are made about the level of greenfield site development that would be appropriate. The methodology, and weighting given to the various elements, is unclear, and the process seems to be lacking in transparency and objectivity.

10.19 The use of the term "strategic capacity" could be regarded as misleading, in that it suggests that housing figures arrived at by this method represent the limit of housing which the county can accommodate within the principles of sustainability. It immediately gives rise to concern that, if this amount of housing is built in the period up to 2011, there will be no room left to provide housing to meet needs post 2011, or at any rate to provide for them in a sustainable manner. However the County Council made it clear at the EIP that the Structure Plan figure is not intended to imply that the county has no capacity post 2011. It is rather the figure which is considered reasonable to meet the overall aim of the Plan - i.e. to reduce the amount of housing development below open market demand as evidenced by historic trends and projections, and so reduce the relatively high level of net in-migration to the county.

10.20 The Panel consider that the risk of conveying a misleading impression could be reduced by substituting some other words for "strategic capacity" where the expression occurs in the Explanatory Memorandum passages of the Plan - one possibility would be to refer to it as the "sustainable" approach - a term which would chime in well with the County Council's strategic objectives.

10.21 The attraction of this approach is clear, given the relatively high levels of development which the county has experienced in recent years, and its high environmental qualities which have to be safeguarded. Indeed it could be regarded as an essential element of long term sustainability. However, it is also a high risk strategy in the context of the open market, in that it seeks to limit supply without being able to restrict demand. The resulting imbalance could have the effect, not of restricting in-migration as intended, but of creating social and economic hardship among the present population.

10.22 This question is considered more fully in Matter 4c below, but the Panel feel that there would be less potential cause for concern if there were scope for increasing the housing provision at relatively short notice, to deal with the possible undesirable results of the "capacity" or "sustainable" approach which they have listed there (para 11.7). For this reason, during the EIP, the Panel asked the County Council to carry out an exercise to test the possibility of providing an additional 10,000 dwellings - a figure proposed by the House Builders Federation - on greenfield sites. The outcome of this exercise was inconclusive, and the County Council understandably stressed the policy and practical objections to such a course, in the context of the Structure Plan as a whole. The Panel are, however, reassured to note that scope does appear to exist for some increase in housing provision should this prove to be necessary, without too many damaging consequences.

Alternative approaches

10.23 The Panel were asked to consider the advantages and disadvantages of alternative approaches to determining the level of housing provision, particularly those based on population projections and other measures of need/ demand. The County Council have expressed doubts about these, largely on the grounds that household and population projections incorporate "self-fulfilling" predictions of migration trends, but also because calculations of market demand are based on past building rates, and are unreliable as forecasts of future demand. The Panel consider that this is untenable, since both types of forecast, particularly the former, can and do weight the projections to take account of future changed circumstances. While the use of market demand forecasts based on past building rates is difficult at present because of the volatile behaviour of the market over the past few years, population/household projections are widely used and accepted as reasonably reliable. They can therefore be used with confidence to form the basis of any calculation of housing requirements. On this basis the appropriate Structure Plan provision would be about 63,000 dwellings.

10.24 **Regional Guidance**
The Panel were also asked to consider whether the Structure Plan provision was consistent with Regional Guidance. The County Council propose over the twenty years 1991-2011 to increase the dwelling stock by 62,000, while the Regional Guidance figure, 63,000 is broadly similar. It therefore appears that Regional Guidance accepts the sustainable approach and the failure to meet likely levels of need/ demand which the Structure Plan adopts. There are however two difficulties which need to be examined :-

i) **Losses**
Regional Guidance does not contain any related estimates of household or population change associated with the dwelling guidelines. However, the advice from the Regional Planning Conference does include mention of a figure of 55,300 households which are to be accommodated in the 63,000 dwellings. The difference is accounted for by vacancies, second homes and losses by demolition. However, using later forecasts and a more realistic allowance for losses, the County Council themselves now estimate that 62,000 dwellings will accommodate only 47,300 households, or conversely that the 55,300 households would now require 72,500 dwellings to accommodate them. This basic inconsistency is very unsatisfactory, and calls into question the value of the Regional Guidance as a yardstick. In particular, it is impossible to see how Regional Guidance co-ordination at a national level, where internal net migration should sum to zero, can accommodate variations of this kind in the household figures. GOSW have accepted the Dorset provision without commenting on this inconsistency - presumably relying, as do the County Council, on the fact that, with the "capacity" approach, the provision is not directly related to measures of housing requirements, and the number of households to be accommodated becomes a secondary consideration.

ii) **Net versus Gross**
It has been accepted by GOSW that the Regional Guidance figure is a "gross" figure of dwellings constructed. The Panel also accept this, but were surprised to find that, in addition to the usual allowances for vacancies, second homes and demolitions (due to causes such as road schemes and action against unfit housing), the gross figure also includes existing dwellings on sites being redeveloped for housing and those lost through conversions. These can amount to a substantial proportion of the gross figure, and unless allowed for at an early stage in the calculations, can give a misleading impression, by appearing to exaggerate the total housing which a new development will provide.

General Conclusions

10.25 The Panel comment in Matter 4c below on the implications of the Plan provision for affordability, and express their concern about its probable effect on the housing situation of the less well off sections of the population of Dorset. This has led them to recommend that specific provision should be made for these sections.

10.26 However their concern goes wider than this, and extends to the whole "strategic capacity" approach of the Plan, and its aim of limiting in-migration to the county. This, as has been said above, is a high risk strategy, and one which, in the absence of specific machinery for excluding in-migration, could well result in the even wider spread of the hardship which the Panel fear.

10.27 The Panel agree with those who have argued that in order to avoid this risk, the housing provision would need to be of the order of 63,000 - 64,000 dwellings. However, to increase the provision to this level would conflict with the County Council's policy objective of restricting in-migration and with its interpretation of the principles of "sustainability". An alternative approach would be to leave the provision unchanged, but to recognise that take-up could rapidly outstrip that provision. In this case an early Alteration to the Plan, to increase the housing provision or make other provision for social housing would be required. If this course is followed it would entail

- i) careful monitoring of take up;
- ii) avoidance of any "rationing", e.g. by the application of phasing provisions;
- iii) in the event of demand outstripping supply to an extent sufficient to cause social problems, speedy action to produce an Alteration to the Plan.

10.28 The Panel favour the adoption of an approach on these lines, which would leave the County Council's strategy intact up to the point where it was clear that the objective of reducing immigration was not succeeding, and would enable corrective action to be taken in time to avoid the undesirable social consequences which they fear. It would also enable the balance of the "sustainable" approach to be maintained, by ensuring that the needs of the present day continue to be met, and are not entirely subjugated to the needs of future generations. The Panel are reassured that the approach is a practical one by the County Council's assertion (para 2.20) that further housing sites can be found should this prove necessary.

Recommendations

10.29 The Panel recommend:-

1. that some other expression - possibly the "sustainable approach" - should replace the "strategic capacity approach" in describing the method used by the County Council to determine the housing provision in the Structure Plan.
2. that the County Council in conjunction with the District Councils should devise machinery for monitoring the take-up of housing allocations, and should take speedy action to draw up an Alteration to the Plan should there appear to be a risk that pressures on the housing market will lead to an unacceptable increase in social problems.

**PLANNING PURBECK'S FUTURE:
CORE STRATEGY:
PRE-SUBMISSION CONSULTATION**

**REPRESENTATIONS
on behalf of
THE CHARBOROUGH ESTATE**

**IN RESPECT OF
HOUSING LAND SUPPLY**

APPENDIX C

- Draft Regional Spatial Strategy April 2006 (Extracts)

REGIONAL SPATIAL STRATEGY
April 2006

Final Draft
April 2006

SR23 The LDD should make provision for job growth in the Trowbridge TTWA for about 11,700 jobs and an average housing provision of about 250 dwellings per annum at Trowbridge over the plan period, achieving a more balanced, sustainable community across the functionally related settlements of Bradford-on-Avon, Frome, Melksham, Warminster and Westbury.

Yeovil

4.2.66 Yeovil (population 41,000) is the largest town and commercial and administrative centre in the 'A30 Corridor' economic zone identified in the RES and is a major employment centre providing many jobs in aerospace and associated engineering. Yeovil has a relatively high level of self-containment, although there is notable in-commuting from the surrounding hinterland. Yeovil is close to Sherborne, and there is a strong interaction between the two places across the administrative boundary and, when producing their LDDs, South Somerset and North Dorset Councils should work together closely. 'Yeovil Vision' sets out an ambitious set of goals for Yeovil looking to the year 2025 and beyond. It has established an Urban Development Framework that identifies the development of flagship projects and the 'quarter's' concept in the town centre. Key objectives of the Vision that LDDs will need to address include diversifying the economy, broadening the range of retail and leisure opportunities and improving the transport connections, as well as changing the image of the town.

4.2.67 The strategy to deliver the 'Yeovil Vision' is regeneration and employment led and should benefit from educational support from Yeovil College, with University connections with Exeter and Bournemouth enhancing the already strong skill base. Where urban extensions are required, integration with the existing urban area will be essential in line with Development Policy F.

SR24 LDDs should make provision for job growth in the Yeovil TTWA for about 9,100 jobs and an average housing provision of about 320 dwellings per annum at Yeovil over the plan period. This will require cooperation, particularly at cross boundary locations, through joint work on LDDs addressing the distribution of financial contributions arising from Section 106 agreements and other funding mechanisms to deliver key infrastructure.

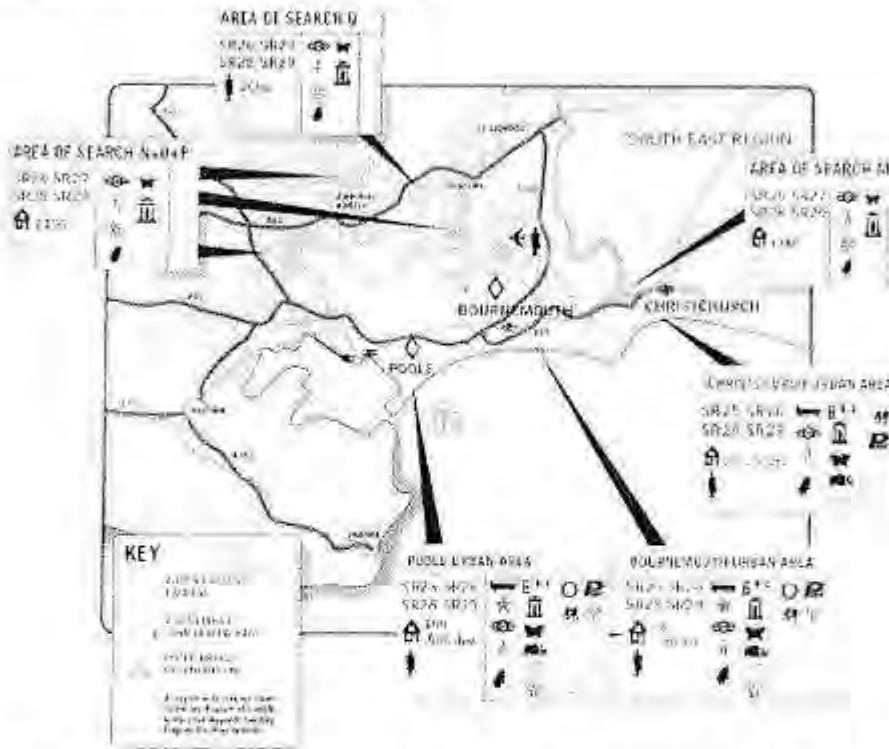
4.3 The South East of the Region

4.3.1 The south eastern part of the region has strong connections with areas further east and this has a major effect on economic performance and the demand for residential accommodation. Bournemouth-Christchurch-Poole (the South East Dorset Conurbation), and the towns in the immediate hinterland, is the second largest urban concentration in the South West (with over 400,000 people) and has witnessed significant growth in economic activity and housing provision over the last 20 years, although there are also serious shortages of affordable housing. Future change and growth of the conurbation are constrained by internationally important environmental assets which affect the scope for significant outward expansion of the urban area. The emphasis in this part of the region is upon managing growth carefully, maximising the potential for development within the existing urban area by re-development, and using urban extensions where sustainable, bearing in mind the high level of constraint. The role of other key centres such as Dorchester, Weymouth and Salisbury and locally important market towns needs to be maintained through balanced development, without increasing the need to travel for jobs and services.

SR25 In the south east of the region, the strategic emphasis is to manage development by enabling the SSCTs to develop and improve their roles as service and employment centres, enhancing regional prosperity, in a way that recognises the strong environmental constraints of the sub-region and the implications this has on the pattern of development. Sufficient housing will be provided to complement their economic role and to meet the needs of a growing population.

South East Dorset Spatial Strategy

Inset Diagram 4.6 South East Dorset



4.3.2 The South East Dorset conurbation comprising Bournemouth (population 163,000), Poole (population 138,000), Christchurch (population 40,000) and its immediate hinterland, Wimborne Minster, Colehill, Ferndown, Verwood, St Leonard's, West Moors and Wareham, is one of the South Coast's major urban areas. It is a key driver in the South West region and has a significant role in delivering the Sustainable Communities agenda. With a population of over 400,000, it is the second largest urban area in the region. Managing their economic potential, both individually and collectively, whilst also seeking to achieve a high quality lifestyle for all members of the community is not only critical to their future success, but also to the success of the regional/national economy. To deliver this holistic approach will require all Local Authorities to work together (as identified in Policy SR26), particularly where there are cross administrative boundary issues that require resolution. In particular, a joint system to secure key infrastructure contributions from smaller residential

developments will be required in advance of adopted LDDs to deliver the strategy for South East Dorset.

- 4.3.3 Green belt is a key feature in planning for South East Dorset, preventing the coalescence of settlements as well as 'urban sprawl'. It is important that the primary importance of the green belt in preventing the joining up and loss of character of settlements is reinforced. Recognising that the capacity of the urban areas to accommodate development is lower than the overall requirement, well planned urban extensions will be needed to meet this shortfall, incorporating the conclusions of the *Strategic Green Belt Review*. With a complex delineation of administrative boundaries it will be essential for all the appropriate Local Authorities (as identified in Policy SR26) to work jointly in defining the precise boundaries to accommodate the identified urban extensions through joint LDDs, where appropriate.

SR26 Dorset County Council, Bournemouth Borough, Borough of Poole, Christchurch Borough, Purbeck District and East Dorset District Councils should plan for the balanced growth of the conurbation (Bournemouth, Poole and Christchurch and its immediate hinterland) maximising the use of previously developed land and buildings with urban extensions within a revised green belt. This will require co-operation, particularly at cross boundary locations, through joint work on LDDs, addressing the distribution of financial contributions arising from Section 106 agreements and other funding mechanisms to deliver key infrastructure.

SR27 Around the built up areas of Bournemouth (including contiguous built up areas within East Dorset and Purbeck), Poole and Christchurch, the inner boundary of the green belt shall generally follow the limits of existing development or that already committed. The general extent of the South East Dorset green belt is maintained subject to changes in boundaries that will be defined in LDDs to:

- accommodate the urban extensions required for the longer term development of South East Dorset at locations identified in Policy SR29, with the revised inner boundary coterminous with the outer edge of the urban extensions; and
 - exclude land at Bournemouth International Airport (subject to further technical work being undertaken).
- 4.3.4 South East Dorset contains a high concentration of environmental and wildlife sites of significant value, reflected in their designation under the European Habitats Directive. The ability to manage this economic potential with the area's 'Unique Selling Point' of its nationally and internationally recognised environment is critical to the success of the conurbation. Opportunities and pressures should be managed to maintain the intrinsic quality that attracts employers to the sub-region, whilst not limiting the economic growth potential of the area. The ability to deliver increased productivity and prosperity without continuous physical outward expansion underpins the economic strategy for the sub-region.

SR28 LDDs should identify a pattern of development that reflects the extremely high value placed on the environmental assets surrounding the conurbation and addresses the implications arising from the European Habitats Directive. LDDs should not restrict the economic opportunities and increased productivity potential from the urban areas of Bournemouth, Poole and Christchurch but will, in respect of the environmental designations, manage the implications arising from further economic and population growth so there are no adverse effects on the designated environmental sites (those sites covered by the

European Habitats Directive), reflecting the area's relatively good links with London and the economic potential of the airport and university.

- 4.3.5 The vision for South East Dorset is focused around strengthening and developing its role within its outstanding environment and for the area to be recognised internationally as a prime example of a sustainable conurbation, managing change effectively. Whilst this part of the region has the potential to increase economic productivity through focused expansion in the key growth sectors, the level of growth, particularly physical growth, should respect the high quality and restrictive nature of the surrounding environmental assets. The New Forest National Park, environmentally important heathlands (European Habitat designation status) and adjoining Jurassic Coast World Heritage Site reinforce the high quality environmental assets which surround the urban area, drawing people in and driving the economy. The high quality environment and proximity to London and the South East has resulted in the housing market coming under increasing pressure, making it increasingly difficult for local communities to gain access to the housing market. Also, although sites for further economic expansion have been identified adjacent to the airport, the difficulties of further expansion of the urban area may affect the development of certain types of economic activity.
- 4.3.6 Overall the Bournemouth TTWA is expected to grow by between 18,100 and 23,000 jobs over the next 20 years. Education and health are expected to create approximately 40% of this growth. Other growth sectors include other business services, hotels and catering and distribution. High technology manufacturing is a key growth sector with significant concentrations of advanced engineering and aerospace related businesses at Bournemouth Airport. Financial, information technology and other business activities are also important sectors with a number of major financial companies having their headquarters here. Creative industries are also relevant, with the University having national importance for animation. The proposed 'Hotel School' has the potential to raise investment within the tourism and leisure sector.
- 4.3.7 Total employment in Poole TTWA is expected to rise by between 14,700 to 18,900 jobs over the next 20 years. Given the relative importance of industrial employment in Poole, the on-going decline in manufacturing is bound to have some impact. It does however seem that Poole has started to restructure its economy progressively which will lessen the impact of any loss of manufacturing work. The concentration of high technology manufacturing in Poole is regionally significant and there are also opportunities for further growth of the marine sector. Basing the maritime events of the 2012 Olympic Games around Weymouth and Portland is also likely to benefit the maritime sector.
- 4.3.8 The strategy for the South East Dorset conurbation concentrates development within the urban areas, particularly Bournemouth, Poole and Christchurch, but also some of the outlying settlements, albeit at a smaller scale. Town and local centres located on prime transport corridors will provide the focus to intensify development, providing the greatest opportunity to continue the renaissance of urban areas. Increasing the density of development in conjunction with high quality design at locations which offer a wide range of services and facilities will enable a more sustainable conurbation to evolve. Economies of scale along the prime transport corridors will offer the ability to increase public transport usage. Key strategic locations to accommodate economic growth potential include Bournemouth Airport, the Poole regeneration area, Bournemouth Town Centre (including Lansdowne), Wessex Fields and the Port of Poole.

- 4.3.9 Regarding Housing Development, there is a danger that the process of intensification will continue to provide for smaller flats as the dominant form of dwelling. This form of housing is especially attractive to the retirement in-migration, second home and holiday markets which could undermine attempts to meet a range of housing needs. Furthermore, there are signs that the demand for flats, particularly one and two bedroom units, is slowing down, which could have implications for the delivery of new housing in South East Dorset. It will be critical, therefore, for Local Development Frameworks (LDFs) to secure a range and mix of dwelling types and sites while also providing sufficient levels of housing needed to support the necessary economic growth of South East Dorset.
- 4.3.10 Studies to date undertaken by the strategic planning authorities have identified the potential for about 25,000 dwellings by 2026 coming from the three main urban areas (Bournemouth, Poole and Christchurch). Whilst such a strong urban focus is welcomed in the strategy, adding to its sustainability, increased densities and a more innovative approach to urban form and design could increase the urban contribution and assist in delivering the vision. A higher level of provision could aid the availability of affordable housing, increase the viability of prime transport corridors, raise additional private sector finance yet reflect the importance of protecting the surrounding high quality environmental assets, enhancing the delivery of the vision for the conurbation. The additional increase in urban concentration should be focused at the main urban areas of Bournemouth, Christchurch and Poole distributed on a proportionate basis, approximately 55% (Bournemouth), 35% (Poole) and 10% (Christchurch) respectively. Further technical work is being progressed by the relevant strategic planning authorities, in conjunction with sub-regional partners, to refine this contribution. To facilitate this process a range has been estimated, incorporating an additional 3,300 dwellings distributed across the three main urban areas, to be refined through this additional technical work.
- 4.3.11 It should also be noted that, within the South East Dorset Conurbation, a higher rate of housing growth is likely to occur in the earlier part of the plan period up to 2016 (and, in particular up to 2011). This is due to the fact that there are some significant sites within the urban area which are planned for delivery within these earlier periods, notably those within the area of the Poole Bridge Regeneration Initiative and neighbouring central sites. After 2016, the opportunity for bringing forward major urban sites will be limited, and so annual completions will rely more heavily upon windfall sites.
- 4.3.12 Technical work undertaken by the strategic planning authorities has concluded that strategic scale urban extensions are inappropriate, due to their potentially adverse impact on sensitive wildlife and environmental sites, specifically those covered by the European Habitats Directive. All development proposals should ensure that the requirements of the European Habitats Directive are addressed, demonstrating that they do not adversely affect their integrity, whether individually or collectively, in accordance with the regulations. In addition, the cumulative effects of development across the conurbation have pointed to the need for a strategic approach to mitigation measures. Dorset County Council, District Councils and the RPB in conjunction with English Nature, are preparing a framework against which development proposals can be evaluated to consider their contributions to support an appropriate level of necessary mitigation measures.
- 4.3.13 Some smaller urban extensions will be required to provide a variety of choice in terms of location and quality, complementing urban development. Ferndown (Area of Search Q - west of Ferndown), subject to the provision of necessary infrastructure, is considered to provide the most sustainable location to accommodate the anticipated range and quality of employment sites necessary (20 hectares) to deliver the

economic requirements. Also, urban extensions totalling about 2,400 dwellings at the following settlements within East Dorset District (Area of Search N - north west of the main urban area at Corfe Mullen, Area of Search O - north and west of Wimborne Minster, and Area of Search P - east and south east of Ferndown) should be provided. Urban extensions should be developed in accordance with Development Policy F.

SR29 South East Dorset should balance its economic potential with regard to the high quality environmental assets and provide for job growth in the Bournemouth and Poole TTWA for about 42,000 jobs over the plan period, with about 23,000 jobs at Bournemouth and about 19,000 jobs at Poole. Provision should be made for an average of about 1,555 to 1,720 dwellings per annum within the South East Dorset conurbation over the plan period, distributed as follows:

- an average of about 680 to 780 dwellings per annum in Bournemouth Borough;
- an average of about 450 to 500 dwellings per annum in the Borough of Poole;
- an average of about 165 to 180 dwellings per annum in Christchurch Borough, including an urban extension; and
- an average of about 260 dwellings per annum in East Dorset District, within the Spatial Strategy area, of which about 120 dwellings per annum are extensions to existing settlements.

Development at South East Dorset will focus on the intensification of Bournemouth, Poole and Christchurch's urban areas through the reuse of previously developed land and buildings, including urban renewal, maximising densities whilst seeking high quality design standards, complemented by the provision of urban extensions closely related to local centres at the following locations:

- north of Christchurch urban area, within Christchurch Borough, about 600 dwellings (Area of Search M) as shown on the Inset Diagram;
- within East Dorset District a total of about 2,400 dwellings (Area of Search N - north west of the main urban area at Corfe Mullen, Area of Search O - north and west of Wimborne Minster, and Area of Search P - east and south east of Ferndown) as shown on the Inset Diagram; and
- within East Dorset District 20 hectares of employment land (Area of Search Q - west of Ferndown) as shown on the Inset Diagram.

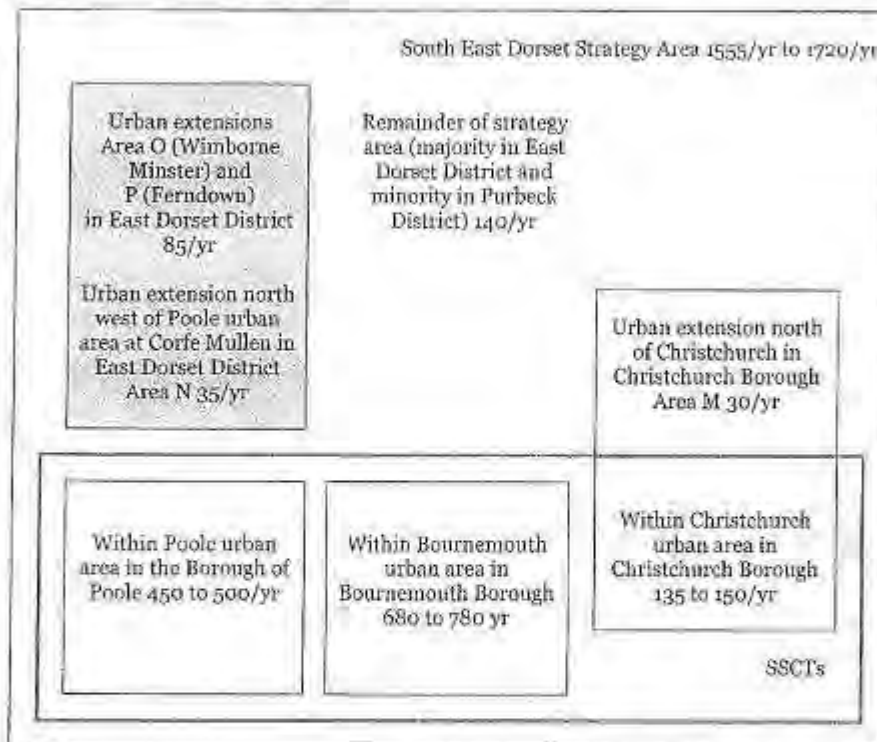
Investment will be made in key infrastructure to enable the achievement of the development proposed in this Policy.

4.3.14 Key infrastructure required will be identified through the Implementation Plan and will include:

- investment in public transport, walking and cycling provision;
- increased demand management by transferring more road space to priority vehicles and managing the supply and use of parking;
- prime transport corridor improvements;
- Poole Bridge regeneration network;
- A31 to Poole corridor improvements;
- provision for a new passenger terminal at Bournemouth Airport and a package of measures to improve access, including a link road to the A338 (further work required);

- Part of Poole deeper access channel and berth improvements (subject to further study);
- provision of new local rail passenger services and stations, including a Swanage connection, and use of rail for local Park and Ride;
- improvements to rail links to other major centres in the South West;
- provision of green infrastructure close to the urban areas; and
- improved accessibility by public transport, cycling and walking to significant areas of countryside recreation, including the Dorset and East Devon Coast World Heritage Site, Cranborne Chase and the New Forest.

Figure 4.6 An Illustration of Housing Distribution by Local Authority at South East Dorset



Other Strategically Significant Cities and Towns in the South East of the Region

Salisbury

4.3.45 The Cathedral City of Salisbury (population 43,000) is a large free standing employment centre performing a traditional service role for a wider hinterland of smaller towns and villages, with a nationally important role as a tourism centre. The retail centre is designated as a 'quality regional town' with a high quality image and good demand for retail units. Employment is expected to grow by between 10,800 and 13,600 jobs over the plan period in the TTWA, given Salisbury's location on the A36 route to Southampton, and its role as an important rail junction, with links to

Waterloo. Potential for significant outward expansion of Salisbury is limited due to Areas of Outstanding Natural Beauty and flood risk factors. This will require the LDD to plan to enable Salisbury to continue to grow and prosper within the context of maintaining the integrity of environmental assets and avoiding flood risk areas.

SR30 The LDD should enable balanced growth of jobs and homes matching provision for job growth in the Salisbury TTWA for between 11,000 and 13,500 jobs and an average housing provision of about 250 dwellings per annum at Salisbury over the plan period.

Dorchester and Weymouth

- 4.3.16 Dorchester and Weymouth form a single TTWA and function in a complementary manner, with significant commuting flows between them. Dorchester (population 16,000) is the County Town of Dorset and an important service area, whereas the much larger town of Weymouth (population 56,000) is an important seaside resort, formerly with a strong naval presence at nearby Portland. The area sits within, and close to, Areas of Outstanding Natural Beauty and the Jurassic Coast World Heritage Site which influences development strategies for the two towns. Dorchester is located at the junction of the A95, the South Coast trunk road and the A37 northwards to Yeovil. Both towns have direct rail links to London and Bristol. Development pressure in the area is considerable. The most pressing strategic planning issue is to achieve a better balance of jobs and housing between the two towns, with more housing provision at Dorchester, to help redress commuting into the town. The Poundbury development at Dorchester, which has national prominence, demonstrates how high quality, relatively high density urban extensions can be developed.
- 4.3.17 Total employment in the combined Dorchester and Weymouth TTWA is expected to increase by between 7,300 and 9,500 jobs over the next 20 years. Distribution, other business services, printing and publishing and education and health are set to be the fastest growing sectors, whilst manufacturing and banking and insurance are forecast to decline.
- 4.3.18 Weymouth functions in a complementary manner to Dorchester and future development should aim to improve Weymouth's self-containment. Weymouth's economy is dominated by lower paid tourism and service sector employment with other important growth sectors including distribution, engineering and electronics. Following the successful London 2012 Olympic bid, Weymouth and Portland Harbour will host the Olympic and Paralympic sailing events. This provides an opportunity to enhance the quality of life in the area, and establish lasting legacies in terms of improved communications to national networks, infrastructure and communities.
- 4.3.19 LDDs should reflect that whilst the maritime industries sector continues to be important, the economic base of Weymouth needs to be broadened and strengthened, particularly to allow for the development of higher-technology and higher-wage industries to provide a better balance of employment. Weymouth's role as a major tourist resort and sub-regional service centre should be enhanced through the development of retail, education, recreation, health and community facilities, upgrading the quality of tourist accommodation in the town, and widening the span of the peak tourism months. Shortages in skilled labour, particularly in the engineering, electronics and construction sectors, should be redressed through higher education opportunities provided by Weymouth College, seeking to retain a higher proportion of the younger workforce, assisting its future economic performance.

**PLANNING PURBECK'S FUTURE:
CORE STRATEGY:
PRE-SUBMISSION CONSULTATION**

**REPRESENTATIONS
on behalf of
THE CHARBOROUGH ESTATE**

**IN RESPECT OF
HOUSING LAND SUPPLY**

APPENDIX D

- Regional Technical Workshop on Household Projections

**SOUTH WEST REGIONAL ASSEMBLY
BRIEFING PAPER**

**THE REVISED 2003 BASED DCLG HOUSEHOLD PROJECTIONS AND THE
DRAFT REGIONAL SPATIAL STRATEGY**

1. The purpose of this paper

- 1.1. This paper explores the implications for the RSS of the revised Government household projections for England. It is intended to help inform debate on the strategy in the period leading up to the Examination in Public of the Regional Spatial Strategy (RSS) for the South West, due to take place between April and June 2007. An assessment of the implications of the household projections for higher rates of housing delivery was requested by the Secretary of State for Communities and Local Government on receipt of the submitted Draft Regional Spatial Strategy in June 2006. The work which is summarised below has involved detailed testing of a range of scenarios and will be used as the basis for a region-wide stakeholders' workshop to be held in Exeter on 22nd September 2006. The views expressed at this event will be incorporated into a more comprehensive briefing paper and will be taken into account in recommendations subsequently to be considered by the Regional Planning Body.
- 1.2. The debate needs to address the following questions:
 - 1.2.1. What are the broad implications of the new projections for the region as a whole?
 - 1.2.2. How could additional housing growth be accommodated at the sub regional level without damaging the key objectives of the RSS?¹
 - 1.2.3. What should the South West's response be to this challenge given what is deliverable given environmental capacity and local political factors?
- 1.3. To provide a starting point for discussion, this paper deals with broad technical issues implied by the projections. An original "top down" argument for building around 25,000 new dwellings annually² was used at the beginning of the process to derive the final housing numbers in the draft RSS. This was based on an initial population change driven projection of 23,300 dwellings per annum to which a nominal 2,000

¹ To meet its objectives of developing sustainable communities within a sustainable region, the draft RSS proposes to focus larger scale strategic growth on 21 Strategically Significant Cities and Towns (SSCTs) which account for most of the SW's economic potential whilst providing for more moderate growth based on meeting local housing, community and economic needs and potential elsewhere in the smaller towns and rural areas of the region.

² See RSPTG 22 Feb 2006, Paper C Appendix 1 ("Draft RSS: The technical case behind the housing numbers"), and RSS Summer Debates 2005, Discussion Paper 6 (August 2005). This paper included consideration of a number of issues such as pressures caused by economic growth, unmet housing need and affordability issues and also the findings of the *Barber Review of Housing Supply Final Report - Recommendations (Delivering stability: securing our future housing needs)* HM Treasury March 2005. The Barber study addressed the relationship between housing supply and demand and the causes and impact of limitations of supply in causing rapid house price inflation.

extra dwellings were added to reflect the issues raised in the Barker report, and also the need to respond to previous under provision. This base figure is different from the policy based allocation of 23,060 set out in the draft RSS which arose at a subsequent stage following a series of debates with local authorities and other key stakeholders. This later work then took account of local views on environmental capacity, housing need, infrastructure investment issues and other delivery and local political factors. It influenced the details of distribution of this growth as well as its overall level but, in general, the difference of 2,000 dwellings per annum broadly represents the influence of local factors – a consideration which this paper does not aim to reopen at this stage (but which might of course emerge during further debate).

2. Background

- 2.1. The Draft Regional Spatial Strategy was approved by the South West Regional Assembly for submission to the Secretary of State on 10th March. On 14th March, the ODPM released revised sub national household projections. The figures represented a considerable increase in the annual rate of growth of households across all English regions compared with the previous 1996 and draft 2002-based household projections, both of which formed part of the basis for the specially commissioned Chelmers³ projections used in the draft RSS.
- 2.2. Although the new ODPM/DCLG⁴ figures use similar region-wide total population growth rates as the draft RSS, the rate of household formation implied is considerably higher: 26,800 additional households per annum compared with 23,300 per annum provided for in the RSS. In other words, without forecasting a higher rate of population growth across the region for the next twenty years, 20% more households are projected compared with earlier assumptions. Around 70% of the extra net demand in the new projections compared with the previous set comes from additional households formed by the population already living in the South West.
- 2.3. The 2003 ONS sub-national population projections suggest a growth of 660,000 in the region's population between 2006 and 2026. The ONS population figures were used alongside a number of other projection scenarios as a basis for examining a range of potential growth trends and, allowing for losses from the housing stock, vacant dwellings and second homes (at current percentage levels) resulted in an estimated net requirement as indicated in para.1.3 for 23,300 additional new dwellings annually across the South West. In the event, this was close to the figure of 23,060 p.a. identified in Table 4.1 of the draft RSS.⁵

³ The Chelmer population model has been developed by the Population and Housing Research Group at Anglia Polytechnic University, Chelmsford

⁴ Referred to by the new title of Department of Communities and Local Government (DCLG) for the remainder of the paper. The DCLG household projections are based on the earlier ONS 2003-based sub national population projections. These are based on trends in growth around the region and the way in which the growth is distributed is different from that proposed in the draft RSS which aims to counter trends towards unsustainable dispersed patterns of housing development.

⁵ Detailed projections based on the 25,000 p.a. scenario (which equates to house-building at a level around 25% above the rate in RPG10) implied that population growth over the 20 year period would be around 760,000 based on the earlier household formation projections. This was originally felt to provide a better fit with the regional economic forecast (shared with the Regional Economic Strategy) of between 2.8% and 3.2% annual GVA growth. The higher SW population projection was also argued to better reflect the heavily revised ONS 2004-based national population projections released during the Autumn of 2005 which suggested significantly higher

- 2.4. Applying the new household projection factors to this base figure of 23,300 – rounded to 23,000, both the ONS population trend assumption for the region, and the draft RSS housing numbers and distribution suggest that the demand for actual dwellings in the region is likely to grow at around 28,000 annually over the next 20 years. It is almost 5,000 more than the RSS figures based on earlier ONS/ DCLG household growth factor assumptions. **This would equate to an additional 100,000 dwellings over the entire 2006-26 period** but on a total population growth assumption of “only” 660,000.
- 2.5. However, whilst the ONS 2003 based trend projections show a similar future total growth rate for the whole region, it must again be emphasised that the distribution of that growth in different parts of the South West is often very different, and does not take account of the strategy effect the RSS is trying to achieve.

3. What is behind the projected increased rate of household formation?

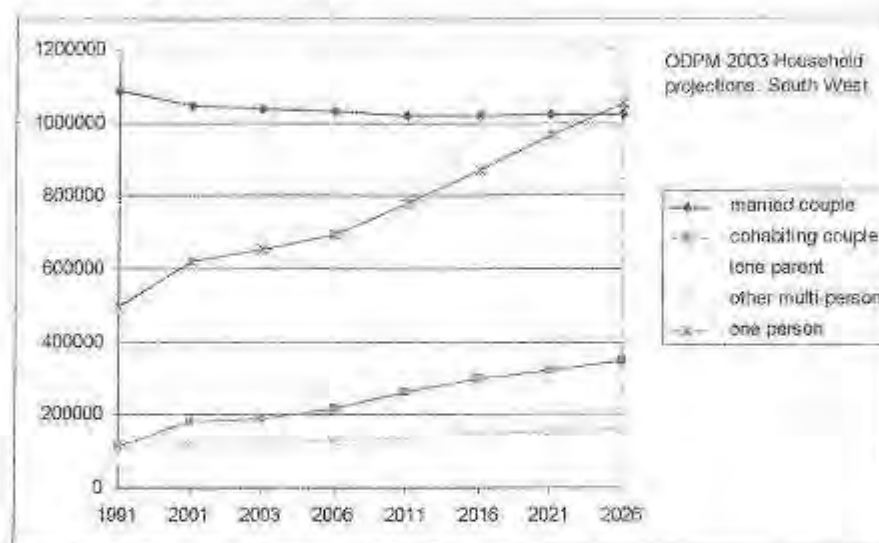
- 3.1. At the time of writing, the full technical explanation of the assumptions behind the household projections has not been made available by DCLG. However, it is known that a number of factors based on recent research by ONS and others has contributed to the changes.
- 3.2. Projections of household numbers are derived by applying “household representative rates”⁶ (HRR) to the population projections. An HRR is the probability of an individual in the population forming a separate household, given his or her characteristics and circumstances such as age, gender, marital or cohabiting status. When HRRs increase, more households are estimated to be likely to form. Detailed technical information on the newly released sub national household projections from ONS / DCLG is not yet available, but there appear to be two main reasons for the increase in the new projections compared with the set used for the RSS:
- Increases in the likelihood of elderly people to remain living independently;
 - A reassessment of the stability of co-habiting (as opposed to married couple) households and increases in their subsequent likelihood of forming single person households.
- 3.3. The first of these needs little explanation, being a factor influenced by increasing longevity, improved general health and financial independence amongst older people. The second factor seems to stem from recent research which, very basically, has shown that ONS’ previous working assumption that co-habiting couples on average were no more likely to split up into separate households than married couples was wrong. In the case of the SW, it is thought likely that the first of these two changes contributes the greatest overall change to the figures.

population growth for England, driven largely by higher international migration. Unfortunately, ONS produced regional and sub-regional breakdowns of the latter figures are not available.

⁶ Formerly known as “household headship rates”.

The relative rates of increase projected for different household types are clearly shown below in Figure 1. In spite of the 13% increase in population, the number of married couple households is projected to remain fairly steady over the period but, when combined with the growing number of cohabiting households projected, the two categories combined are expected to grow by about 10% 2006 to 2026. At the same time, one person households are projected to increase by 51%. By 2026, one person household will comprise over 38% of all households in the region, compared with 31% in 2006. In numerical terms, this is an estimated increase from 651,000 in 2006 to 1,051,000 in 2026. At the same time, household size in the region is projected to fall from an average of 2.25 persons in 2006 to 2.05 in 2026.

Figure 1: DCLG 2003 based household projections for the South West, by household type



Source: DCLG 2003 Based Household Projections

4 Comparisons with RSS assumptions

4.1 Table 1 compares the new DCLG household projections with the housing proposals of the draft RSS, trend projections produced by the Chelmer model⁷ using migration flows from the 2003-based ONS sub-national projections, previous Regional Planning Guidance (RPG10) published in 2001 and the earlier 1996-based DETR projections. To assist comparison with draft RSS proposals and RPG10 growth figures, the data is converted to the equivalent number of dwellings and presented by the seven former Structure Plan areas of the South West. The results are also presented graphically in Figure 2.

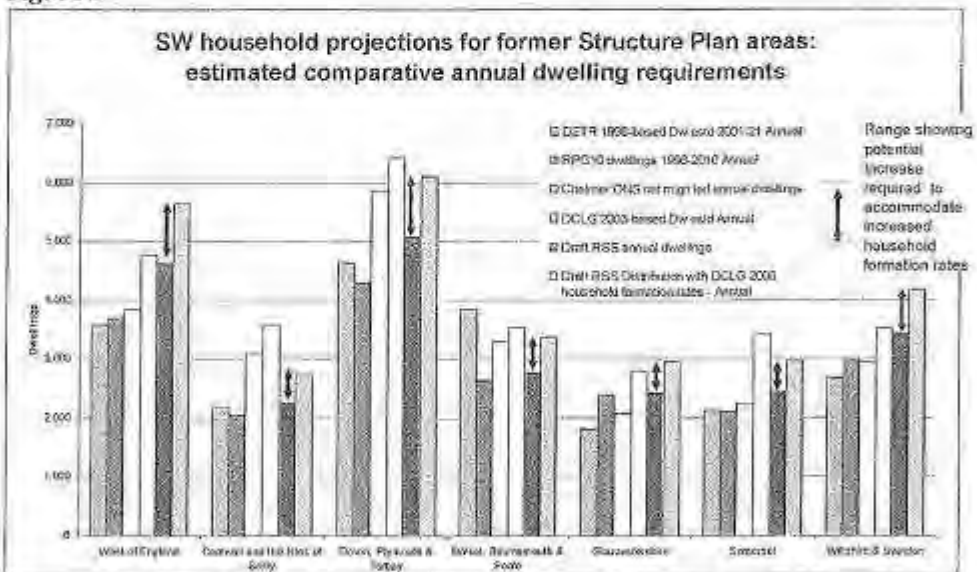
⁷ Produced in June 2005 by the Population and Housing Research Group (PHRG), Anglia Ruskin University, to assist SWRA with RSS preparation.

Table 1: Comparison of current and past South West household projections (expressed as dwellings) with Draft RSS & RPG10

	DETR 1996-based Dw estd 2001-21 Annual	RPG10 dwellings 1996-2016 Annual	Chelmer ONS net migration annual dwellings	DCLG 2003-based Dw estd Annual	Draft RSS annual dwellings	Draft RSS Distribution with DCLG 2006 household formation rates - Annual
West of England	3,591	3,700	3,632	4,771	4,625	5,628
Cornwall and the Isles of Scilly	2,203	2,050	3,085	3,600	2,255	2,744
Devon, Plymouth & Torbay	4,637	4,300	5,866	6,428	5,080	6,102
Dorset, Bournemouth & Poole	3,846	2,650	3,287	3,530	2,780	3,371
Gloucestershire	1,813	2,400	2,066	2,797	2,430	2,957
Somerset	2,121	2,100	2,229	3,415	2,455	2,978
Wiltshire & Swindon	2,693	3,000	2,949	3,521	3,435	4,180
South West	20,908	20,200	23,301	28,017	23,080	27,956

Sources: DCLG, PHRG-Chelmer, SWRA

Figure 2



4.2 Table 1 shows a substantial increase in the new DCLG projected dwelling requirement compared with draft RSS levels for all areas apart from West of England⁵, Wiltshire and

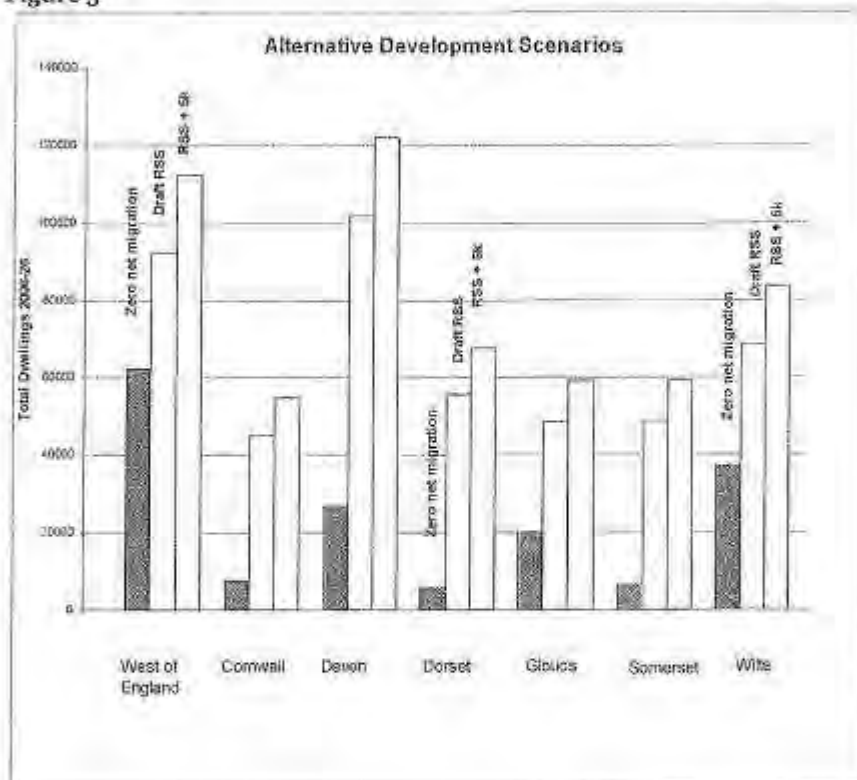
⁵ Comprising Bristol, South Gloucestershire, Bath & NE Somerset, N Somerset

Gloucestershire. The reason for this, of course, is that the DCLG figures are based on the 2003-based ONS trend population projections, and reflect past performance. The effect of the RSS strategy would be to raise the proposed relative growth rate for the West of England and Swindon compared with a lower past trend. This better reflects the current and further developing strategic role of these cities as centres for economic growth. In the case of Gloucestershire the change reflects lower past growth rates compared with levels proposed in RPG10 as well as in draft RSS. The figures for the West of England (see Table 1) are complicated by the fact that the revised DCLG 2003 trend projection for households (4,771 dwellings p.a.) is very similar to the draft RSS strategy figure based on the earlier set of household formation rates (4,625 dw p.a.). Recalculating the RSS figure to allow for the new household formation projections actually results in a total of 5,628 dw p.a. (i.e. 112,560 dw over the 20 year period).

- 4.3 The high value of DCLG 2006 projection compared with the RSS figure for Cornwall is largely explained by high trend growth relative to RPG10 planned growth (RSS proposals are 10% higher than RPG10 overall but more growth is concentrated in the Truro/ Camborne, Pool, Redruth/ Falmouth SSCT area). Similar relationships also apply to Devon and Dorset, Bournemouth, Poole.
- 4.4 The relationship between total housing provision and meeting the rising needs of the population already living in the region has already been mentioned, and a large proportion of the increase in the projected new households between the projections used draft RSS and those using the revised DCLG HRRs is generated by them. If the gap between total housebuilding and the requirements of the local population narrows significantly then this implies either that net inward migration to the region would have to fall significantly, or less housing would be available to local people.
- 4.5 Which is the more likely? Including international migration, annual migration gain in the South West has been rising in recent years to around 34,000 – 35,000 people. The 2003 ONS projections suggest that the average rate if anything is likely to rise over the next twenty years to an overall average of around 37,000 per annum. Given the dynamic provided by a growing regional economy forecast in the Regional Economic Strategy and the draft RSS as increasing at between 2.8% and 3.2% GVA annually, this figure is seen to be relatively conservative. Economic projections, together with the rapid ageing of the existing population structure of the South West, show that maintaining a healthy economy will draw in a considerable number of additional workers from outside the region. The implications of maintaining a housing growth figure at the level proposed in the draft RSS would be to force a fall in net migration to around 28,000 per annum.
- 4.6 The reality is that we have relatively little influence over overall migration pressures, even though it is possible to have some effect on its distribution. The lessons of the past strongly point to a likely increase in competition between local and newly arrived households for accommodation. This would lead to further price inflation (and inward migrants to the region on average tend to be financially better off than local residents), an increase in the number of frustrated would-be households in the region, together with likely labour shortages. However, even if such a fall could be engineered without economic damage, the smaller number of houses built would mean that a significantly higher proportion of them would need to be affordable (i.e. with an element of subsidised rent). If the equivalent of all new local households were to require affordable

housing,⁹ then the draft RSS building rate would imply that around 36% of all new housing would need to be affordable, compared to 30% when the original calculations for the strategy were made. If the estimate of about 150,000 households in the region already requiring access to affordable housing¹⁰ is correct, then the proportion that is affordable would need to rise to more than two thirds if this overall need is to be addressed over the 20 year plan period. This would seem unlikely, given evidence that even 30-40% affordable housing delivery is ambitious if all new housing is taken into account (i.e. not just those on large development sites).

Figure 3



4.7 The pattern of additional local demand is not distributed evenly around the region. In more rural areas, population ageing and consequent high average mortality means that there are in general more housing stock vacancies. An approximation to these differential effects across the region is shown in Figure 3, where the projected local

⁹ Not all local residents farming households of course would need affordable housing, although recent research by the Rowntree Foundation suggests that the proportion currently is very high indeed. However, this is counterbalanced by the unknown, but likely to be substantial, number of in-migrants who will require affordable housing at some point in the years after they arrive in the region.

¹⁰ RSPTG 22 Feb 2006, Paper C, Appendix F ("Draft RSS: The technical case behind the housing numbers")

demand in the West of England, based on the theoretical scenario of "zero net migration" gain, is far higher relative to RSS total build (approximately two thirds before any existing backlog is taken into account). In other areas with large rural populations such as Dorset, Somerset and Devon, the proportion of net increase in households from the "local" population is far less (between 10 and 16%). Experience shows, however, that local households do not benefit from an equivalent number of new housing opportunities due to the joint effects of high house prices and a restricted existing stock of affordable housing.

- 4.8 The effects of accommodating the change in projected household formation levels, involving an increase of 5,000 houses annually across the whole of the South West from 23,000 p.a. in the draft RSS to 28,000, is also shown in Figure 3. The additional housing was distributed pro rata to the District level house building totals given in draft RSS Table 4.1. This has the effect of reducing the percentage of total housing required by local households in the West of England to a still very high 55% on a total build of 112,500 houses over the period (up from 92,500 in the RSS). The equivalent percentage figures for Wiltshire and Swindon fall from 54% to 44%.

5. The Scenarios being tested

- 5.1 A number of scenarios (eleven in total) were commissioned from Chelmer (PHRG) including those already mentioned above. These have been used to investigate a range of conditions to help in the evaluation of the key projections set out above:

- 5.1.1 the draft RSS proposals using both 2006 series HRRs, and

- 5.1.2 the earlier set of HRRs used in the original work on the RSS strategy;

- 5.1.3 RSS proposals plus 5,000 additional dwellings per annum distributed pro rata to the District housing distribution proposals set out in Table 4.1 of the draft RSS; the building rates used in this scenario are shown in Appendix 1.

- 5.2 The remaining eight projections are set out in Appendix 3 and include variant future house building levels across the region as a whole (draft RSS 23,000 dwellings p.a., RPG10 and 28,000 dwellings and the original proposal of 25,000 dw), and also three different methods of distributing any additional dwellings above those put forward in the draft RSS. These were:

- 5.2.1 distributing any additional dwellings in a manner pro rata to that in RSS Table 4.1 (felt to be the most reasonable option and including the key projection described in para. 5.1.3);

- 5.2.2 distributing all additional dwellings above those in RSS Table 4.1 to the 21 SSCTs only (an extreme concentration option);

- 5.2.3 distributing all additional dwellings only to places outside SSCTs (an extreme dispersal option).

The latter two scenarios were used for testing purposes and, because of their extreme nature compared with the RSS strategy, they are not further described here. The sustainability assessment of these options is being carried out, however, and will be

available in due course. The extreme dispersal option in particular is seen to undermine the strategy in the RSS.

6 Results and Observations

- 6.1 The DCLG household projections have clear implications for the RSS, the housing numbers and distribution for which was based on earlier, lower household growth rate assumptions. The key questions are:
- Should the overall growth levels be raised to levels above those in the draft RSS?
 - Does the distribution of growth need to change?
- 6.2 As with any projection, the results are based entirely on the underlying assumptions; they are therefore open to challenge. Whilst there are issues with the new projections – some of these will be addressed below in the section dealing with risk – the evidence of Government projections made over the past 30 years has been that they have significantly and consistently underestimated the rate of household formation. The new projections have been derived from 2001 census and later information using tried methods and there is no clear reason to reject the projections.
- 6.3 The distribution of any additional growth is probably more amenable to debate. Given the fact that it follows established trends, many will argue for just distributing the growth in line with the DCLG household projection. In terms of what the RSS is attempting to achieve, this would represent a very undesirable return to the discredited, largely reactive “predict and provide” approach.¹⁴ The distribution of housing growth in the draft RSS reflects the requirements of the proposed strategy for sustainable communities located within a sustainable region. It follows, and strengthens, the approach of RPG10 in seeking to reverse a long standing trend towards increasingly dispersed housing growth throughout the more rural parts of the region in favour of a more balanced approach which locates development more proportionately to the centres of greatest economic growth. It is inevitable, and in fact essential, that the RSS housing distribution will not follow the trend distribution that the strategy wishes to change.
- 6.4 This distributional argument does not, however, mean that the need for additional housing across the region as a whole strongly suggested by the DCLG figures does not exist. The new projections suggest that households in all areas of the region will form at an increased rate whether they are from people already living in a given locality, short distance migrants from elsewhere in the region, or longer distance movers. It follows that there are implications for all areas covered in the RSS housing distribution proposals. The demand from individuals wishing to live in the region will not change,

¹⁴ The alternative approach used in the RSS is that of “plan, monitor and manage”. This still uses initial projections to establish the general direction of travel and the approximate scale and rate of change at the outset, compatible with achieving the principle aims and objectives of the plan. This is required to avoid the danger of drift resulting from incremental short term plans stemming from reluctance to look beyond short term goals. The strategy is expressed in terms of overall annual broad levels of delivery, such as affordable housing completions. The approach to this stage is subject to vigorous implementation and thorough monitoring of key policy indicators (e.g. housing affordability or homelessness). Changes in any of these factors might require some change in approach (manage) or, eventually, review (i.e. changes in the plan).

even though the number of households that they comprise might increase significantly. Similarly, the demand for labour from the region's employers will not decrease and a lower rate of labour force growth is likely to have significant economic consequences.

- 6.5 The following tables and graphs show the potential impact implied by the household representative rates (HRR) revisions on population and household growth levels in the region. The economically active figures have also been included and it should be noted that these have also been subject to revisions produced by ONS in January 2006 which have resulted in some reduction of projected labour force participation.¹²

Table 2: Draft RSS (2003 based) population, household and dwelling projections scenarios (original HRR base)

	Projection scenario (Draft RSS)	2001	2006	2011	2016	2021	2026	Total	Annual
								change	average
								2005-06	change
Population	Chelmer Zero Net Migration	4,544,253	4,928,100	4,895,839	4,856,857	4,814,287	4,753,612	164,188	-3,200
	Chelmer ONS net migr (2003 based Popn)	4,944,253	5,070,391	5,246,411	5,402,374	5,571,938	5,741,529	887,076	33,104
	Draft RSS Table 4.1	4,544,253	5,078,202	5,299,719	5,582,140	5,944,135	6,339,188	859,208	32,860
Households	Chelmer Zero Net Migration	2,092,589	2,124,818	2,159,719	2,197,821	2,237,938	2,282,819	106,901	3,400
	Chelmer ONS net migr (2003 based Popn)	2,092,589	2,181,877	2,302,869	2,472,928	2,627,262	2,879,462	445,785	20,269
	Draft RSS Table 4.1	2,092,589	2,181,877	2,302,108	2,482,530	2,812,608	3,027,381	641,794	22,083
Dwellings	Chelmer Zero Net Migration	2,187,587	2,221,040	2,257,105	2,296,515	2,339,003	2,382,004	111,015	6,261
	Chelmer ONS net migr (2003 based Popn)	2,187,587	2,389,707	2,396,807	2,522,185	2,642,611	2,797,674	469,971	23,349
	Draft RSS Table 4.1	2,187,587	2,389,707	2,396,007	2,511,307	2,629,007	2,711,897	461,200	23,002
Economically Active	Chelmer Zero Net Migration	2,391,305	2,387,545	2,389,863	2,387,553	2,348,808	2,259,879	-148,868	-7,369
	Chelmer ONS net migr (2003 based Popn)	2,391,305	2,484,781	2,604,879	2,685,758	2,770,659	2,798,317	312,136	10,007
	Draft RSS Table 4.1	2,391,305	2,484,581	2,604,505	2,679,720	2,782,020	2,795,114	319,933	16,847

Source: PHRG

Table 3: Revised 2003 based scenarios (2006 DCIG HRRs)

	Projection scenario (DCIG 2006 based projections based)	2001	2006	2011	2016	2021	2026	Total	Annual
								change	average
								2005-06	change
Population	Zero Net Migration	4,544,253	4,928,100	4,895,839	4,856,857	4,814,287	4,759,932	-161,188	-3,200
	SW 28,000 dw pa	4,544,253	5,070,391	5,299,918	5,498,147	5,696,702	5,779,468	705,071	20,454
	Draft RSS Table 4.1	4,544,253	5,078,202	5,305,343	5,514,361	5,818,247	6,057,381	485,910	24,246
	RPG 10 allocations scenario	4,544,253	5,045,165	5,199,772	5,351,468	5,514,700	5,691,514	509,338	18,310
	Popn projections 2003 based	4,544,253	5,073,502	5,240,411	5,402,374	5,571,938	5,741,529	665,076	23,704
Households	Zero Net Migration	2,092,589	2,129,019	2,164,870	2,204,638	2,247,853	2,300,278	161,290	6,640
	SW 28,000 dw pa	2,092,589	2,182,894	2,311,809	2,488,294	2,699,006	2,728,388	535,429	20,710
	Draft RSS Table 4.1	2,092,589	2,182,894	2,302,705	2,482,928	2,627,262	2,879,462	611,603	22,083
	RPG 10 allocations scenario	2,092,589	2,180,622	2,283,101	2,395,079	2,461,131	2,576,676	389,054	19,410
	Popn projections 2003 based	2,092,589	2,181,877	2,302,869	2,472,928	2,627,262	2,711,897	519,258	23,002
Dwellings	Zero Net Migration	2,187,587	2,225,054	2,263,255	2,305,216	2,351,462	2,402,194	186,302	8,219
	SW 28,000 dw pa	2,187,587	2,382,915	2,437,108	2,601,895	2,716,618	2,851,642	669,077	27,944
	Draft RSS Table 4.1	2,187,587	2,382,915	2,411,419	2,593,288	2,842,615	2,703,791	461,162	20,054
	RPG 10 allocations scenario	2,187,587	2,350,329	2,392,077	2,494,025	2,580,029	2,688,017	480,488	20,284
	Popn projections 2003 based	2,187,587	2,389,707	2,424,876	2,585,107	2,707,262	2,838,189	630,519	26,002
Economically Active	Zero Net Migration	2,391,305	2,389,859	2,376,284	2,346,892	2,309,609	2,197,259	-205,901	-19,245
	SW 28,000 dw pa	2,391,305	2,474,380	2,594,060	2,672,374	2,718,958	2,743,434	273,654	18,058
	Draft RSS Table 4.1	2,391,305	2,474,378	2,592,657	2,663,164	2,621,114	2,603,288	148,910	1,416
	RPG 10 allocations scenario	2,391,305	2,471,384	2,422,601	2,553,400	2,582,197	2,551,506	80,112	4,888
	Popn projections 2003 based	2,391,305	2,478,230	2,568,363	2,648,673	2,724,021	2,729,182	244,943	12,067

Source: PHRG

- 6.6 The scenario showing the effects of raising dwelling growth to 28,000 per annum to 2026 pro rata to the RSS proposals using the new HRRs has also been added to show how this change in projected economic activity levels might be partly compensated for in addition to the effects of overall household change.¹³

¹² ONS Labour Force Trends, Jan 2006

¹³ It should also be noted that the variation in values for 2006 are due to the effects of revised housing completions from monitoring data that have modified the housing led scenarios in the projections. The projections remain

- 6.7 Key features of the projections are:
- 6.7.1 Increased household formation levels amongst the population already resident in the region (approximated by the “Zero net migration” scenario) increase from 5,550 additional dwellings per annum net to 8,300. This is additional to the demand driven by inward migration to the region. A very high proportion of these households would require affordable (i.e. supported tenancy) housing and would be in addition to the large outstanding demand for such housing.¹⁴
 - 6.7.2 The housing growth figures set out in Table 4.1 of the draft RSS under the new HRR assumptions would imply that the rate of net population growth in the region (i.e. due to migration gain less the 4- 5,000 natural annual loss of population in the region due to an excess of deaths over births) would have to decline from 33,000 per annum net, the level projected in the ONS 2003-based sub-national projections to less than 24,400. This compares with an average annual increase of 30,500 p.a. between 1981 and 1991, and 25,000 p.a. between 1991 and 2001. Increasing migration flows to the south West over recent years have led ONS to project the higher level. Revised 2004-based national population projections published by ONS in October 2005 have significantly increased the level of national population growth, largely due to the effects of increasing international migration on the UK. The implications of this for the South West are currently unclear but it suggests that some upward revision of the migration growth figures are likely in the next round of sub-national projections.
 - 6.7.3 The implications for the South West’s workforce are also very significant. The drop in regional population growth rates based on the draft RSS housing growth proposals of 23,060 annually implied by the new HRRs, result in a fall in labour force growth from 15,500 p.a. to under 7,500 p.a. in the later projections (also taking into account changes in economic activity projections). Cambridge Econometrics’ projections for the South West using “mid range” economic growth projection of 2.8% per annum GVA growth (used by both the Regional Economic Strategy and the RSS) show an average annual requirement of 18,250 total additional jobs (or 12,100 jobs full time equivalent) over the period to 2026. At the higher rate of economic growth of 3.2% p.a. used in the two strategies,¹⁵ the figure becomes 23,000 annually (16,100 FTE).
 - 6.7.4 Even an increase in house building to 28,000 p.a. would “only” raise the growth of the labour force to 13,650 p.a. once the revised activity rates are factored in. This is some 2,000 per annum fewer than the growth expected when the original RSS projections were completed.

¹⁴ 2003 based, RSS but figures for actual dwelling completions for 2003/04 have been used in the draft RSS projections and also for 2004/05 in the later set. Updated fertility and mortality data have also been used. The projections were all carried out using the Chelmer model for the 36 District and unitary authority areas of the SW; some minor variations therefore exist in the model outputs due to rounding effects.

¹⁵ See RSP/TG 22 Feb 2006, Paper C Appendix 1.

¹⁶ The average rate actually achieved by the South West between 1992 and 2004 (RSP/TG *ibid.*).

Figure 4

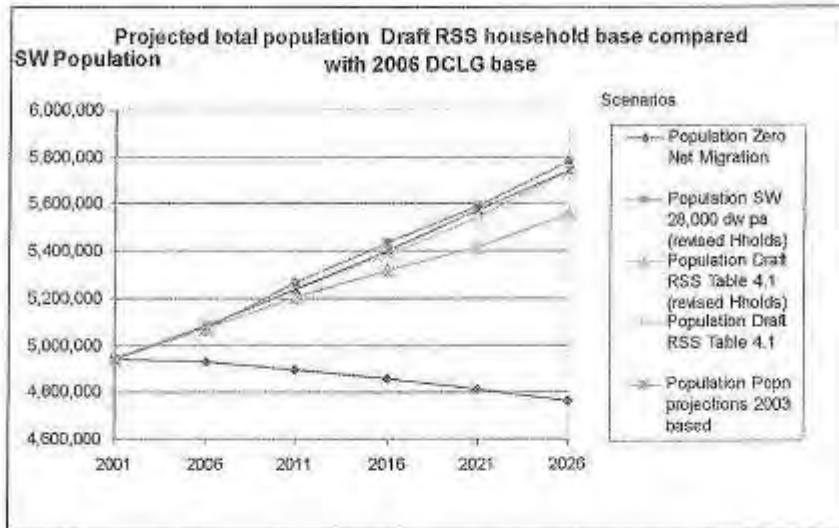
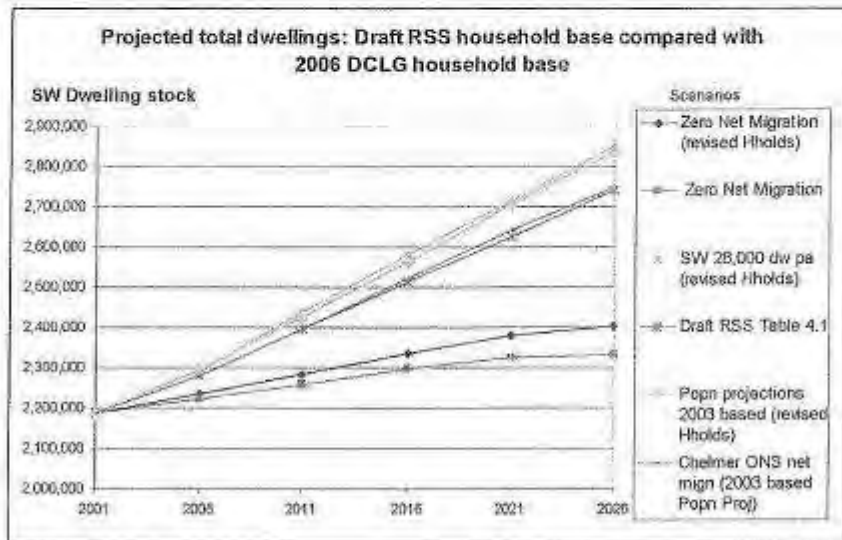


Figure 5



- 6.8 Key issues for debate to help inform the policy response in the light of the new projections relate to:
- the phasing of development identified in the strategy now required over the RSS period;
 - the capacity across the region to step up delivery.

7. Conclusion

- 7.1 The revised projections for the RSS using the new DCLG household formation figures raise a number of critical questions. A truly robust strategy can accommodate changes in circumstance and provide a valid, if still evolving, future vision for the region. This is fundamental to the Plan, Monitor, Manage approach and the RSS is felt by the Regional Planning Body to be well up to the task ahead. However, the new projections highlight some of the potential consequences of aiming at the outset for a too-modest overall growth trajectory. There are clear risks in whatever direction we take as a region and we are left with a final question – how do we deal most effectively and responsibly with these risks?

KW
September 2006

Appendix 1: Illustrative Scenario - 28,000 dwellings per annum – pro rata increase on RSS proposals (ref. Draft RSS, Table 4.1)

Housing Market Area and Districts	2006 - 2016 Overall Annual Average Net Dwelling Requirements Table 4.1 of RSS	Overall Annual Average Net Dwelling Requirements PLUS pro rata %k split	20 yr Total Requirements (Plus %k split pro rata)	2006 - 2016 Annual Average Net Dwelling Requirements Table 4.1 of RSS	2016 - 2016 Annual Average Net Dwelling Requirements plus%	2016 - 2016 Annual Average Net Dwelling Requirements Table 4.1 of RSS	2016 - 2016 Annual Average Net Dwelling Requirements plus%
West of England HMA	6510	6795	134054	5765	7052	5225	6325
Bath & N E Somerset	775	843	16861	775	843	775	843
Bristol City	1400	1704	34071	1400	1647	1200	1483
North Somerset	1300	1565	31337	1300	1552	1000	1253
S Gloucs	1100	1309	27987	1100	1338	1100	1399
West Wiltshire	620	639	12777	580	669	500	609
Wiltshire	840	488	9701	420	511	300	362
Gloucester & Cheltenham HMA	2630	2957	59131	2630	3164	2260	2793
Cheltenham	420	517	10343	420	517	420	517
Gloucester	575	710	14203	575	700	575	700
Towcebury	525	678	13777	525	669	525	638
Cotswold	300	385	7701	340	414	280	316
Forest of Dean	270	329	6571	300	362	240	293
Boson	325	408	8163	435	529	295	368
Swinton HMA	2450	2611	52224	2585	3198	2379	2925
Swinton	1700	2018	41373	1770	2154	1638	1953
N Wiltshire	500	606	12108	500	666	450	548
Barnet	250	304	6084	275	338	275	338
Salisbury District & HMA	480	580	11595	480	580	480	580
Bournemouth & Poole HMA	1025	2082	41643	2295	2780	1565	1953
Bournemouth	850	1700	34000	1700	2125	1400	1750
Poole	175	382	7643	595	655	165	303
Christchurch	185	218	4351	160	243	150	160
East Dorset	280	316	6327	280	316	280	316
Elsewhere in E Dorset	19	12	243	16	12	10	12
Purbeck	105	128	2568	105	128	105	128
N Dorset	255	310	6205	280	383	220	288
Weymouth & Dorchester HMA	880	840	16800	880	840	880	840
West Dorset	410	489	9779	410	496	410	489
Weymouth & Portland	280	541	10814	280	341	280	341
West Cornwall HMA	1520	1523	30452	1510	1509	1510	1509
Harrier	610	459	9179	410	499	410	499
Carrick	500	606	12108	500	606	500	606
Penwith	280	280	5600	280	280	280	280
Restormel	430	533	10665	460	563	460	563
Isth. of Scilly Authority & HMA	0	0	0	0	0	0	0
Devon & Cornwall HMA	1609	1280	25600	1645	1272	1625	1241
North Cornwall	580	482	9640	400	487	380	438
Terrigton	240	262	5244	240	262	240	262
North Devon	415	505	10100	405	495	405	495
Exeter HMA	1940	2113	42260	1950	2212	1940	2109
Exeter City	528	529	10577	525	529	525	529
East Devon	870	894	17872	819	827	825	761
Elsewhere in Exeter	38	51	1020	0	0	183	183
Tegonbridge	680	580	11600	610	621	610	494
Mid Devon	330	369	7380	300	436	280	393
Plymouth HMA	2275	2760	55200	2150	2616	2400	2621
Plymouth City	1225	1491	29817	1000	1217	1450	1704
South Hants	555	688	13760	665	709	465	568
Caradon	240	309	6180	260	365	280	359
West Devon	135	237	4740	165	237	195	237
Torbay Council & HMA	300	600	12000	500	300	600	600
South Somerset District & HMA	680	627	12540	730	684	630	757
Taunton HMA	1405	1710	34200	1405	1710	1405	1710
Taunton District	485	1053	21061	825	1004	805	1101
Sedgemoor	420	511	10221	480	580	380	465
West Somerset	120	148	2960	120	148	120	148
Total South West	22,805 - 23,080	29,050	581,200	23,770	28,824	22,030 - 22,360	27,158

Appendix 2: South West Housing Market Areas



Appendix 3 : Scenarios tested – South West total summaries

Scenario	Theme	2001	2009	2011	2016	2021	2026
Zero Net Migration	Population	4944253	4928100	4895039	4855857	4814297	4763912
1996 - 2003 Short Term Migrat	Population	4944253	5100403	5254861	5408542	5589980	5721942
2k to SSCTs	Population	4944253	5070391	5228640	5381258	5495629	5544559
5k to SSCTs	Population	4944253	5070397	5269061	5436362	5592433	5762859
2k to Non SSCTs	Population	4944253	5070391	5230814	5363105	5487178	5645612
5k to Non SSCTs	Population	4944253	5070397	5272289	5442637	5599515	5784987
2k to all LAs	Population	4944253	5070429	5241582	5383752	5514806	5680673
5k to all LAs	Population	4944253	5070397	5288914	5438147	5590703	5779468
23k RSS scenario	Population	4944253	5070391	5205343	5314381	5418247	5537301
RPG10 allocations scenario	Population	4944253	5065195	5159772	5231458	5314130	5431514
Popu projections 2003 based	Population	4944253	5079502	5240411	5402374	5571805	5741578
Zero Net Migration	Households	2093148	2135015	2184875	2235095	2277055	2300370
1996 - 2003 Short Term Migrat	Households	2093148	2205064	2326480	2459532	2591912	2707244
2k to SSCTs	Households	2093148	2192984	2316412	2439843	2560959	2673076
5k to SSCTs	Households	2093148	2192984	2331701	2470410	2600465	2730520
2k to Non SSCTs	Households	2093148	2192984	2316850	2440101	2555903	2671723
5k to Non SSCTs	Households	2093148	2192984	2332492	2471993	2600952	2728907
2k to all LAs	Households	2093148	2192985	2330370	2448948	2567394	2687038
5k to all LAs	Households	2093148	2192984	2331389	2460791	2586096	2720389
23k RSS scenario	Households	2093148	2192984	2306796	2420599	2527628	2634647
RPG10 allocations scenario	Households	2093148	2190622	2288101	2385579	2482131	2578676
Popu projections 2003 based	Households	2093148	2196195	2319336	2454933	2589394	2711554
Zero Net Migration	Dwellings	2188179	2230654	2283335	2335215	2376482	2402154
1996 - 2003 Short Term Migrat	Dwellings	2188179	2305445	2425251	2571737	2709289	2830679
2k to SSCTs	Dwellings	2188179	2282565	2421451	2580345	2671441	2792550
5k to SSCTs	Dwellings	2188179	2282565	2437327	2582082	2717770	2853462
2k to Non SSCTs	Dwellings	2188179	2282565	2421691	2580303	2671790	2792783
5k to Non SSCTs	Dwellings	2188179	2282565	2438477	2584383	2719220	2854048
2k to all LAs	Dwellings	2188179	2282567	2428151	2589738	2683974	2800207
5k to all LAs	Dwellings	2188179	2282565	2437109	2581655	2716648	2851642
23k RSS scenario	Dwellings	2188179	2282565	2411419	2530769	2642013	2753751
RPG10 allocations scenario	Dwellings	2188179	2260120	2392077	2484025	2595029	2698017
Popu projections 2003 based	Dwellings	2188179	2285851	2424875	2566100	2707262	2835169
Zero Net Migration	Migration (persons) Net	NA	0	0	0	0	0
1996 - 2003 Short Term Migrat	Migration (persons) Net	NA	174300	174301	174300	174300	174300
2k to SSCTs	Migration (persons) Net	NA	142291	182293	146802	138585	180288
5k to SSCTs	Migration (persons) Net	NA	142297	221456	182587	164740	204980
2k to Non SSCTs	Migration (persons) Net	NA	142291	185257	150923	158814	180629
5k to Non SSCTs	Migration (persons) Net	NA	142297	224699	186200	165785	204602
2k to all LAs	Migration (persons) Net	NA	142299	193985	159902	143697	185618
5k to all LAs	Migration (persons) Net	NA	142297	221357	182959	163977	204058
23k RSS scenario	Migration (persons) Net	NA	142291	157786	129270	121631	164642
RPG10 allocations scenario	Migration (persons) Net	NA	137089	177763	95980	106780	149700
Popu projections 2003 based	Migration (persons) Net	NA	151400	182900	181800	183980	196700
Zero Net Migration	participants - econ active	2391558	2392159	2376193	2348662	2289999	2167290
1996 - 2003 Short Term Migrat	participants - econ active	2391558	2490887	2576711	2650935	2700930	2700763
2k to SSCTs	participants - econ active	2391558	2474376	2567364	2629594	2680299	2672832
5k to SSCTs	participants - econ active	2391558	2474380	2590820	2673524	2721480	2751357
2k to Non SSCTs	participants - econ active	2391558	2474376	2567450	2609534	2659882	2671456
5k to Non SSCTs	participants - econ active	2391558	2474380	2581153	2674317	2719916	2747040
2k to all LAs	participants - econ active	2391558	2474411	2574651	2643228	2677826	2694199
5k to all LAs	participants - econ active	2391558	2474380	2590040	2672334	2718883	2747434
23k RSS scenario	participants - econ active	2391558	2474376	2562637	2602184	2621711	2623288
RPG10 allocations scenario	participants - econ active	2391558	2471394	2526851	2553600	2562127	2551506
Popu projections 2003 based	participants - econ active	2391558	2478250	2589353	2646613	2700021	2720192

SOUTH WEST RSS : REGIONAL TECHNICAL WORKSHOP ON NEW HOUSEHOLD PROJECTIONS

Purpose of Workshop

This is set out in the letter of 15 September 2006 from Peter Brown (Director of Planning and Policy) attached. The main objective of the workshop was to explore the implications of the new, higher household projections across the different parts of the region. The results of the discussions are to be fed into a more comprehensive discussion paper to be debated more widely in the autumn. This will form a basis of recommendations to the regional planning body as to how the issue should be addressed in the run up to the EIP.

Format

A briefing paper was circulated prior to the meeting (attached). On the day:

- Professor Dave King, (Ruskin Anglia University) addressed the meeting on the national and inter regional background to the new household projections.
- Dr Keith Woodhead (South West Regional Assembly) addressed the broad implications and alternative scenarios of the South West, and the issue of sustainability assessment.
- Discussion groups were then arranged to discuss:
 - (1) What are the broad implications of the projections
 - (2) What should our response be?
 - (3) What are the detailed issues relating to how additional housing requirements would impact on different parts of the region?
- This was followed by Preliminary report back session and open discussion
- The event concluded with lunch

The meeting opened at 10.30am and closed at 4.15pm (end of lunch).

Attendees

The meeting was attended by delegates from all the County Councils in the South West, and all the Unitary authorities except Poole. It was also attended by delegates from most District Councils, including all District Councils within Dorset) but with some exceptions (eg. Salisbury, Sedgemoor). Developers and Consultants comprised:

- Foot Anstey Planning
- HBF
- Hunter Page Planning
- Keringtons Surveyors (Taunton)
- Pegasus Planning Group
- Penrill Consultants
- Persimmon Homes

- Pro Vision Planning & Design
- Robert Hitchins Limited
- Robert Turfey Associates Ltd
- Strategic Land Partnerships
- Tetlow King Planning
- Barton Willmore Partnership
- Turner Holden
- Woolf Bond Planning

Professor Dave King

A photocopy of his slides (Numbers 1-12 inclusive) is attached. Notes on the slides are as follows:

Slide 3

The Government Actuary's' Department function is now undertaken by the Office of National Statistics (ONS). Essentially, the input data sources are trend based, but basically the trends used are recent ones ie. last 10 years or less. The marital status projections are a key driver. In particular, statistics are now revealing that those who are "de facto" married (ie. co-habiting) are 3 to 5 times more likely to split up than those who are "de jure" married (ie. legally married). Note that the Household Representative Rates (HRR) are projected by DCLG (now known as DECLOG!)

Slide 6

The national projection results are moderated by the assumption that more recent trends are more helpful than earlier trends. The factors are supplemented by a less reliable employment forecast. The overall population of the United Kingdom continues to grow. Household size is continuing to decline, and this is projected to fall to an average of 2.1 in 2026. There are always queries about whether it will in fact fall that far. Sweden reached 2.1 in 1990, and Germany is well on its way to that figure, so it is possible in the United Kingdom. It is important to note that these are not predictions; they are trend projections – but nevertheless, they are feasible, plausible and "the Government is willing to embrace them".

Slide 7

Population growth in the United Kingdom is largely due to international immigration. During the 1980s, there was net out-migration. Currently there is net in-migration and that is projected to continue. However, another very important factor is that people are living longer, and in particular less widowhood is resulting. Couples are able to stay together into older age.

Slide 8

Lone parenting may be reaching a steady state, and there may possibly even be a slight fall. The current trends are unclear. The phrase "other multi person household" includes a lone parent whose child becomes an adult but still lives at home. This is a growing group. The big increase is in one person households.

Slide 9

There are 3 factors resulting in the increase in one person households:

- Even if the percentage of one person households remain the same, the increased population would result in an increase in the actual numbers of one person households
- In fact, one person households are increasing as a percentage of the total number of households, primarily because of aging (widowers or widows) but also because co-habiting couples are three to five times more likely to dissolve than legally married couples
- Divorce/Separation leads to singles

However, he did also make the point that the need may not be for more 1 or 2 bed flats. The increase in singles may well be people staying on in existing larger dwellings. Therefore the need for new homes may well be 3-4 bed family dwellings.

Slide 11

In the south west, the key factors:

- a) people already here are living longer, and
- b) in-migration from other regions

Slide 12

Another factor is a differential pattern between predominantly urban areas and predominantly rural areas. London is projected to experience above average growth, but otherwise urban areas are taken as a whole are projected to grow at below the national average. The environmental attraction of rural areas is a dominant national feature and the South West more so than any other region. This partly explains why the South West is likely to experience the highest percentage growth of all the regions.

Final Comment from Professor Dave King

"But they're only trend projections".

Doctor Keith Woodward

Slide 16

The regional assembly has received a letter from Ruth Kelly (Secretary of State for Communities and Local Government) asking the regional assembly to look at the new projections and respond to them appropriately.

Slide 17

The draft RSS refers to the case for 25,000 dwellings per annum. This was reduced to 23,000 dwellings per annum "following debate across the region". This figure fits the ONS 2003 projections. However, on the same trend, the new ONS 2006 projections would require 28,000 dwellings per annum across the region.

Slide 18

Do we have to respond?

- 23,000 per annum is widely recognised as feasible
- Steering new housing to the SSCT's is one key issue
- The link to the economy and growth in jobs is the other key issue
- The last point is the key question therefore

Slide 20

In-migration to the region is an ongoing long term trend, but it might be argued as having been higher in the past than currently.

Slide 21

Note that 70% of the increase from 23,000 dwellings per annum to 28,000 dwellings per annum would come from the longer living of the population already here in the south west.

Slide 22

Note that the "local" demand is higher in the more urbanised parts of the region (the "local" demand is lowest in Dorset). So therefore, there is a very big variation in the "local" component. We are not looking at an even 70% increase across the whole region.

Slide 25

Scenario 3: This would envisage an additional 7,000 dwellings per annum outside the SSCTs. Together with those already envisaged by the draft RSS, this would result in a total of 12,000 per annum outside the SSCTs. He considers this would go against the key strategy of the RSS in focusing development on the SSCTs.

Slide 26

Scenarios being evaluated (Slide 25) and the key factors being studied (Slide 26) are being subjected to Strategic Environmental Appraisal (SEA).

Slides 27-31

These coloured diagrams will be available on the website next month.

Slide 31

This would result in much less concentrated growth on SSCTs with a more even pattern of growth across the region. Non SSCTs would see a 70% uplift compared with the draft RSS allocations in places such as (for example) Newton Abbot.

Slide 32

Note the preliminary findings: higher housing levels are more likely to meet housing need (which could ease pressure on affordability) could help to deliver affordable housing, and are more likely to be in line with the jobs growth projection, and thus help to develop the regional economy rather than hold it back.

Slide 34

Just over 10% of the South West region is developed by built development. We are talking about an 0.2% increase in that.

Point from the floor from the CPRE

A representative of the CPRE claimed that:

- a) The national trend applied to the south west would result in 3,000 less dwellings per annum
- b) Migration into the region is now static over the last 10 years
- c) No sensitivity figures are available with regard to the uncertainty of these projections (this is a statistical point).

Response from Professor Dave King

- The sensitivity figures with regard to uncertainty are available on the DECLOG website – look at the figures there
- With regard to the relationship with the national trend, convergence is thought to be unlikely and therefore it would be inappropriate to use the national trend for the South West
- Yes, there is an issue with regard to in-migration into the region. ONS has identified the propensity of different age groups to migrate. In the South West there is a trend for young adults to migrate out of the region and for older adults to migrate into the region. Therefore, he would expect in-migration into the South West to slowly creep up, since the proportion of young adults as a proportion of the overall population is declining and the proportion of older adults as a proportion of the overall population is growing

Doctor Keith Woodhead

The issue is that of dealing with risk. Plan Monitor and Manage gives us the ability to change and respond. Over 10 to 15 years, the in-migration pattern in the south west has been very interesting. The component from London and South East (ie. people moving in from those regions has gone up, whereas a number of people moving in from other regions has gone down). It is thought that the higher house prices in the South West prevent those people from moving in other regions where

other houses are cheaper. In London and the south east house prices are as high, if not higher, and that enables people to sell there and purchase in the South West. Therefore, if house prices in the South West are reduced as a result of increased provision, that may increase the ability for people from other regions to move in to the South West.

150,000 Backlog

Rob Duff of Pegasus Planning pointed out that Plan Monitor and Management referred to the projections – what about the 150,000 dwelling backlog in the region (ie, houses that should have been provided but haven't been?) Keith Woodhead said that the 150,000 backlog is the "killer issue"- it's "frightening enough looking at future need!"

Plenary Session: Report back and discussion

Dave King : Whole Region Discussion Group

1. What are the broad implications of the projections? The implications need to be worked out by balancing the impact on environmental constraints and sustainability objectives against social and economic drivers and the need to catch up on the backlog of housing, affordability and (the gearing between the additional numbers and the overall numbers for the region)
2. What should our response be? No definitive solutions came out of the discussion group. Implications need to be mapped against (a) sustainability and (b) housing markets to ensure sustainability criteria and affordability issues would in fact be addressed and (c) that there was a clear alignment between new housing and the labour market.
3. What are the detailed issues relating to how additional housing requirements would impact on different parts of the region? – No consensus was arrived at by the group.

David Rapley : North Region Discussion Group

1. The ONS projections are only one factor; the other factors are the economy and their need to achieve alignment with it, and also the need for a proper SEA for the whole exercise. The "pro rata" scenario would be far too crude (spreading the additional housing across the region purely on a pro rata basis). However the issue will test out just how robust the RSS is – may prove that it isn't!
2. Cannot generalise – there is a need to look at each SSCT sub region separately.
3. What process will take this forward? How will the EIP panel be involved at this stage? Clarity is needed – who is going to be doing what?

Peninsular (including Somerset) Discussion Group (Richard Antliff)

This discussion group accepted the broad numbers. The problems we are experiencing today in the region are the result of resisting numbers in the past. Should the RSS be reviewed radically? They concluded basically that it was OK but needed detail review, especially with respect to third tier towns. Higher numbers would help to articulate the opportunity to develop sustainable patterns of development. LPA's need a strong direction from the RSS. The time now is too short. The Regional Assembly needs to direct lead authorities to co-ordinate in each JSA. Other queries were:

- The capacity of the development industry to deliver and for consumers to buy the additional numbers?
- Quality – danger of rushed decisions plus shortage of skills leading to poor quality development with a poor impact on the environment?

South East Group (Maxine Bodell)

Rambling discussion. The group accepted the need to consider the new figures, albeit too late in the process. Key dilemma: severe effect if the sub region did not meet the numbers, but cannot see how to meet the numbers in the south east sub-region. Intensifying problems already existing. International ecological constraints but spreading the new numbers out into the rural areas would not be sustainable. Should the RSS be adjusted or start from scratch in the south east sub-region?

Practical Ways forward:

- No regional solution: It should be addressed on a sub regional basis, and within that separate sub sub regions.
- What do we want to achieve through additional numbers? Numbers alone do not achieve aims and objectives. An increase in numbers alone will not deliver affordability – there is a need for an RSS policy steer on housing types
- The mechanics of delivery is an issue. More help is needed on infrastructure.

NOTE OF DISCUSSION WITHIN THE SOUTH EAST GROUP

1. This is not a complete note of the full discussion but only of key points made.
2. It was agreed that the impact on the south east sub region of the additional housing numbers would be greater than on any of the other sub regions within the south west.
3. Considerable confusion as to the intentions of the Regional Assembly – did it intend that the issue of additional numbers should be discussed in the EIP, or was it proposing to review the strategy before the EIP?
4. Richard Henshaw of East Dorset District Council expressed the view that the "pro rata" approach would be contrary to the RSS Strategy of focusing development on the SSCTs.
5. In South East Dorset the issues are the need for a growth in order to develop the economy and address affordability in housing, against the environmental constraints.
6. Richard Henshaw made the alarming statement that in his view, the current level of housing proposed in the draft RSS may be too high in relation to the constraints imposed by SPAs and SACs. Will there be a critical level, he wondered?
7. Rob Duff of Pegasus Planning believes that the issue needed to be resolved before the EIP. He appeared to emphasise the scope for accommodating the growth in the Weymouth/Dorchester area.
8. However, Karyn Punchard of Weymouth & Portland Borough Council said that Weymouth and Dorchester could not provide for the needs of the conurbation. They had a separate economy. (She included Chickerell in Weymouth).
9. I made the point that **policy** needed to be developed via the RSS to ensure new housing included a worthwhile affordable element—family housing rather than luxury flats. This was in response to Simon Trueick of Christchurch BC who articulated sub regional scepticism that more housing would help affordability.
10. I also made the point that LPA's need to raise their game re: off site contributions. Brett Spiller of Purbeck disagreed that these could meet the infrastructure backlog.

**PLANNING PURBECK'S FUTURE:
CORE STRATEGY:
PRE-SUBMISSION CONSULTATION**

**REPRESENTATIONS
on behalf of
THE CHARBOROUGH ESTATE**

**IN RESPECT OF
HOUSING LAND SUPPLY**

APPENDIX E

- Preliminary Outline Housing Potential Study of Purbeck District (2006)

SOUTH WEST DRAFT RSS

**PURBECK DISTRICT HOUSING POTENTIAL
(PRELIMINARY OUTLINE STUDY)**

PREPARED ON BEHALF OF

THE CHARBOROUGH ESTATE

AJP/SC/20227
AUGUST 2008

PURBECK DISTRICT HOUSING POTENTIAL (INITIAL STUDY)

1. INTRODUCTION

- 1.1 The Final Draft South West RSS proposes only 105 dpa for Purbeck District. At stakeholder events hosted by Purbeck District Council, it has been explained that this is because of the very high level of environmental constraints.
- 1.2 However, there are important reasons why that figure needs to be reviewed:
 - (a) Provision of 105 dpa would be a substantial reduction on the Purbeck average dpa of recent years, which has been 164 dpa; this reduction would lead to even more substantial under-supply and worsening excessive house-price inflation.
 - (b) The figure is too low to deliver any worthwhile amount of affordable housing or community benefits, especially as the advice given at stakeholder events is that the District Council have calculated that the greenfield requirement will only be 250 units over 20 years.
 - (c) The Wareham – Upton Corridor is part of the South East Dorset JSA, and it is important to be clear as to whether that area has the scope to contribute towards the aims, objectives and needs of South East Dorset, particularly with regard to housing.
- 1.3 The purpose of this initial study is therefore to identify whether there is scope, in fact, for a higher level of housing provision within the important environmental parameters which apply to Purbeck District.

2. PARAMETERS

2.1 A simple sieve-map exercise has been carried out identifying potential housing land which complies with the very strict parameters outlined below.

2.2 Conserving Ecology and Biodiversity

Potential sites have only been considered if they are 400m or more from an Internationally Designated Environmental Asset (as identified by the Purbeck Local Plan Final Version) and are also big enough to have the ability to provide mitigating POS (where required) at the rate of 16ha / 1000 new residents or 8ha / 1000 new residents as appropriate.

2.3 Avoiding AONB / Heritage Coast

Only potential sites falling outside either designation have been considered.

2.4 Acceptable Landscape Impact

In order to achieve an acceptable relationship with the landscape, potential sites have been restricted to the following:

- *Upton* - small flat area between by-pass and existing housing;
- *Wareham - Sandford* - flat area surrounded by exiting housing, railway line, and extensive well-treed areas - no visual impact beyond immediate locality;
- *Wareham - Northport* - visually very closely related to existing built-up area and below ridge line;
- *Wareham - NW Sector* - bounded on two sides by existing development and on third side by by-pass.

2.5 In a sustainable location

Consideration has been limited to sites within 1600m (walking distance) of a town centre, a rail station, or the major employment sites at Winfrith and Holton Heath.

2.5 Supporting Existing Communities

Consideration has also been limited to those sites which are closely related to the existing built up areas of main settlements (Upton and Wareham including Northport and Sandford) and which are also not separated by barriers such as railway lines or by-pass roads.

2.7 Avoiding Physical Constraints

Needless to say, we have only taken account of sites which are outside any floodplain or known areas of contaminated or unstable land.

2.8 **Capable of Delivery**

Finally, we have also restricted our consideration to land which is accessible and appears likely to be available.

2.9 **A more radical approach**

In addition, two further areas were considered as part of a more radical approach:

- (a) The Wool Partnership proposals
- (b) Two indicative areas of land at Swanage, within the AONB, but very well related to the existing built-up area, and arguably not unduly over-prominent in the landscape.

3. CONCLUSIONS

3.1 Table H

This lists the resultant broad-brush indicative areas. All those listed under the "Cautious Approach" fulfil all the parameters (1) - (7) listed under paras 2.2 to 2.7 above.

- 3.2 Under the "Cautious Approach" the number at Sandford is limited to 200 because of existing traffic concerns at Sandford.
- 3.3 Under the "Radical Approach" the two other areas listed above at 5(a) and (b) are also included, together with a larger number at Sandford.
- 3.4 The land free of constraints at Sandford appears to be capable of providing up to 500 units which might perhaps contribute towards (say) reopening the Swanage Branch which might then balance the traffic concerns.

3.5 Conclusion

From the second column it can be seen that there is in fact no constraint on maintaining the recent annual level of 184 dpa over the next ten years, and indeed increasing that to 185 - 190 dpa. That should therefore be the minimum figure in the RSS for Purbeck District.

- 3.6 If the figure is increased to about 285 - 290 dpa that would allow the Wool proposals to be included. However that would require a change to RSS strategy. Development of what would effectively be a "new town" at Wool in a rural area away from the SE Dorset JSA or Dorchester / Weymouth SSCTs would not accord with the Final Draft RSS basic strategy.
- 3.7 Greenfield Development within the AONB at Swanage is also controversial. However, these two areas have been included in the "radical" scenario to illustrate the sort of greenfield housing provision which might be achieved. Swanage was selected because it is assumed that such allocations would be required to contribute towards re-opening the Swanage Branch railway.

PURBECK HOUSING POTENTIAL (INITIAL STUDY) Table H				
LOCATION	CAUTIOUS APPROACH		RADICAL APPROACH	
	2006-2016	2016-2026	2006-2016	2016-2026
PDL in Upton Wareham Swanage & key Villages	925 (a)	925 (a)	925 (a)	925 (a)
Infill in non key villages	100 (b)	50 (b)	100 (b)	50 (b)

Greenfield
S.E Dorset JSA

Upton 50 (c) 50 (c)

Wareham:

- Sandford 200 (c) 500 (c)
- Northport 200 (c) 200 (c)
- Carey 200 (c) 200 (c)
- NW Sector 200 (c) 200 (c)

- a) From Purbeck DC Stakeholder Events
- b) Average 10 dwellings each in about 15 villages over 20 years
- c) Broad brush figures from our preliminary sieve maps
- d) From Wool Partnership November 2005 study

20227 Table H

AJP/SC/20227/AUGUST 2006

PRO Vision - Charborough

**PLANNING PURBECK'S FUTURE:
CORE STRATEGY:
PRE-SUBMISSION CONSULTATION**

**REPRESENTATIONS
on behalf of
THE CHARBOROUGH ESTATE**

**IN RESPECT OF
HOUSING LAND SUPPLY**

APPENDIX F

- RSS EIP Panel report (Extract) 2007



South West EIP

DRAFT REGIONAL SPATIAL
STRATEGY FOR THE SOUTH WEST

Examination in Public
April – July 2007 Exeter

Panel Report
December 2007



**Draft Regional
Spatial Strategy for
the South West**

Chapter 2: Context for Spatial Strategy

Matter 2; 2/1, 2/2, 2/3, 2/4

Introduction

- 2.1 Section 2 of the draft RSS, although not directly addressing any specific policies, contributes significantly to setting the scene and developing the big picture for the strategy approach, policies and their implementation. These matters will be covered in more detail later in this Report. However, in this Chapter we consider the issues raised by the consideration of socio-economic deliberations in Section 2 of the draft RSS. The main issues to be considered relate to the linkages between the level of economic change, the regional population, the overall level of housing and the implications for the housing markets.

Background

- 2.2 Paragraph 1.3 of PPS11 indicates that the RSS should provide a broad development strategy for the region for a fifteen to twenty year period. The RSS is founded on projections over a 20 year period. The RSS acknowledges that forecasting over such a long period is not an exact science, but it points out that it is necessary to make estimates of economic and population change so that the best way of managing consequential development can be found.
- 2.3 Paragraph 2.8 of PPS11 indicates that an RPB should have regard to the *Regional Economic Strategy*¹ (RES) in the preparation of a revision of the RSS. Paragraph 2.11 also indicates that it is essential that the RSS both shapes and is shaped by other regional strategies. We note that the RES is given specific emphasis since it is the only strategy other than the RSS to have a statutory basis.
- 2.4 At the time the RPB approved the draft RSS, the Government published updated household projections. Although the formal draft RSS could not be modified to take these new projections into account, the RPB and all the other participants were able to give consideration to the implications prior to the EiP.

Issues

- 2.5 The Panel identified the following groups of issues for discussion at the EiP:
- level of economic change;
 - regional population implications;
 - overall level of housing; and
 - housing market implications.
- 2.6 We deal with the first three headings in this chapter and consider the housing market implications in the introduction to Chapter 4.

¹ *Regional Economic Strategy*; South West Regional Development Agency, February 2006.

Level of Economic Change

- 2.7 The RES accepts that no-one can predict with certainty how the South West will develop over the next 20 years but states that recent experience suggests that growth is likely to continue broadly in line with current trends. It concludes that the region needs to plan for growth rates of between 2.8% and 3.2%. We note in this context that the South West Regional Development Agency (RDA) acknowledged that the Regional Assembly had worked closely with the RDA to better understand the economic prospects of the region and had jointly commissioned Cambridge Econometrics to produce economic projections. Some participants suggested that there is a difference in approach between the RES and the draft RSS based on the fact that the RES includes a vision for an economy where *'prosperity is measured by well-being as well as economic growth'*. We note that paragraph 2.3.4 of the draft RSS *'supports sustainable economic growth (in line with the Vision of the RES set out in Section 1)'* and conclude from the EIP discussions and the submitted material that the two documents are consistent in terms of strategic approach.

Robustness

- 2.8 Paragraph 2.3.1 of the draft RSS notes that national and international factors as diverse as the price of fuel, the effect of new technology and the growth of far eastern economies will be important 'shapers' of the region. It highlights the fact that such factors will have largely unpredictable effects into the longer term. Some participants argued that the RES/draft RSS assumptions are not robust in the face of such uncertainty. In our view the Regional Assembly and the RDA have taken adequate steps to ensure that the two documents are based on the best evidence available. Both the Regional Assembly and the RDA stressed that their approach had been to view the employment projections in a wider context rather than to mechanically project forward trends. Our attention was drawn to the monitoring and review process as the systematic way to deal with uncertainty and we conclude that the growth assumptions are sufficiently robust in that wider context.

Alignment

- 2.9 The main economic assumptions underpinning the draft RSS are set out on page 26. The key assumption is *'the need to plan for economic growth at or above the current rate, equating with an annual growth in Gross Value Added (GVA) of 2.8%'*. The draft RSS indicates that provision should be made for between 365,000 and 465,000 growth in jobs between 2006 and 2026, which equates to an increase of 2.8% to 3.2%. The statement from the Panel of Economists² states that the projections are *'consistent with recent historical experience'* and notes that levels of uncertainty clearly increase with the length of forward projection. We note that the RES only deals with a 10 year period and accept that it is wholly appropriate for the RDA to set a more ambitious shorter term agenda for economic growth. In our view a growth rate of 2.8% over the longer 20 year period can be regarded as sufficiently aligned with the RES.
- 2.10 It was drawn to our attention that the employment growth indications for sub-regional areas are at or very close to + 3.2%. The SSA states³ that *'Since the draft RSS is providing for*

² Appendix 2 of the RDA Statement for Matter 2/06.

³ *Strategic Sustainability Assessment of the Draft South West Regional Spatial Strategy*, Land use Consultants, Collingwood Environmental Planning & Levett-Therivel Sustainability Consultants, March 2006, para 10.46, page 142.

*employment growth forecasts, but growth in dwelling numbers in line with a lower level of GVA growth scenario, there is a danger that the jobs will be delivered at a faster rate than the homes putting further pressure on house prices and commuting*⁴. While we accept that there might be a technical inconsistency in this approach, we regard it as an effort to ensure economic development within the sub-regions is not inhibited in the shorter term. We conclude therefore that in this respect the draft RSS is reasonably aligned with the RES.

- 2.11 Our attention was drawn to the relationship between the growth in population, households and workers by Development Land and Planning in the Statement on Matter 2/2⁴. Barton Willmore in the Statement on Matter 2/2⁵ also indicated that, as the draft RSS projections are controlled to a total of 23,000 dpa, the application of the most up-to-date Household Representative Rates demonstrates that the population growth implied would be 486,910 and the increase in the number of economic participants would only be +149,000. When compared with the draft RSS economic forecast of a growth of 365,000 to 465,000 jobs the mismatch is very significant. We note in this context that the draft RSS acknowledges⁶ that *"technical forecasts indicate that the level of housing provision will need to be consistent with the potential household and job growth i.e. at levels higher than RPG 10, and predict that around 25,000 new dwellings a year will be needed to meet the scale of need arising from improved economic prosperity"*. We deal with the appropriate level of housing provision later, but we conclude that, in setting aside these technical forecasts, the Regional Assembly has made certain that the draft RSS could not provide sufficient housing to support the scale of economic growth set out in the RES.

Productivity (Smart Growth)

- 2.12 It was put to us that this mismatch between people and jobs could be overcome by the achievement of higher levels of productivity. The RDA pointed out⁷ that the economic projections already assumed high levels of productivity growth and that the balance of risk lies with the assumptions on overall growth being exceeded or the aspirations for productivity led, as opposed to employment led, growth not being met. Our attention was drawn to a statement⁸ in which the Panel of Economists recognizes the difficulty of achieving the assumed step change in productivity within the RES/draft RSS projections. On this basis we do not consider it appropriate to rely on the achievement of even higher levels of productivity.

Growth Distribution

- 2.13 There was no dispute over the forecast that 80% of the job growth is expected to be in the TTWAs of the 21 SSCTs. It was acknowledged however that this was a regional outcome and that there would be different outcomes on a sub-regional or TTWA basis. It was suggested that the draft RSS does not adequately reflect and respond to the economic prospects of the rural areas. It was put to us that the evidence available indicated that there was no planning constraint on appropriate economic development in rural areas and while percentage growth rates in rural areas may be high the absolute numbers are small. On this

⁴ *Supplementary Statement for Matter 2/2*, Development Land and Planning on behalf of Hallam Land Management Ltd, 2007.

⁵ *Supplementary Statement for Matter 2/2*, Barton Willmore Planning Partnership, February 2007.

⁶ *Draft Regional Spatial Strategy*, South West Regional Assembly, June 2006, 6th bullet point page 26.

⁷ Paragraph 3.4 of the Statement for Matter 2/1.

⁸ Appendix 2 of the RDA Statement on Matter 2/1.

basis we conclude that the draft RSS adequately reflects the prospects for the rural areas and the expectation that a high proportion of employment growth will be concentrated in and around the SSCTs.

Regional Population Implications

- 2.14 In strict population terms the draft RSS projections share a common base with that of the 2003 based DCLG household projections⁹ i.e. the 2003 ONS population projections. Following the publication of the 2004 based household projections, the Panel requested advice on any significant differences between the 2003 and 2004 based projections. We were advised by DCLG that there is very little difference between the 2003 and 2004 based population projections (0.2%) at regional level.
- 2.15 Our attention was drawn by Barton Willmore in the Statement on Matter 2/2¹⁰ to Tables 2 and 3 of the Regional Assembly's paper to the RSPTG meeting in October 2006. The tables¹¹ show that the application of the revised household formation rates to the draft RSS level of housing provision of 23,000 dwellings per annum would result in the population growth implied by the draft RSS projections declining from 659,606 to 486,910. We note that the draft RSS refers to¹² population growth of 750,000 aligning with job growth of 365,000 to 465,000. It is clear from the Table 2 that even the original household formation rate assumptions would not have generated this level of population growth. We conclude that the draft RSS does not adequately reflect the likely level of population growth of the region.

Migration

- 2.16 In-migration to the South West has been maintained over a considerable period.¹³ Typical migration gains have been around 30,000 per annum plus the effects of international migration gains projected at up to 4,000 per annum. ONS sees a small increase to around 35,000 migrants persisting over the period to 2026¹⁴.
- 2.17 The 2003 and 2004 based household projections are trend based and should therefore reflect past trends in migration. A comparison of these projections with the draft RSS highlights significant differences which would appear to be based on a differential treatment of migration streams. The draft RSS level of housing provision in the more rural housing market areas is consistently much lower than that implied by the DCLG projections. We note in this context paragraphs B5 and 6 in a Regional Assembly's statement¹⁵. Paragraph B5 indicates that the net gain of the elderly in the region has been noted for a long time and that rural and coastal areas have a particular attraction for retired people. Paragraph B6 states that *'this component of growth is to be welcomed but clearly not to absolute excess'* and goes on to describe how the draft RSS process attempted to make a broad allowance for

⁹ Information Note 3 – Housing numbers and distribution, South West Regional Assembly, January 2007, para 3.6

¹⁰ Supplementary Statement for Matter 2/2, Barton Willmore Planning Partnership, January 2007.

¹¹ The Revised 2003 Based DCLG Household Projections and the Draft Regional Spatial Strategy, Paper C, Appendix 3 para 6.5, to the Regional Spatial Planning and Transport Group of the Assembly (RSPTG) Meeting Papers, 5th October 2006.

¹² Draft Regional Spatial Strategy, South West Regional Assembly, June 2006, 1st bullet point page 26.

¹³ Information Note 3 – Housing numbers and distribution, South West Regional Assembly, January 2007, Appendix 1

¹⁴ Paragraph A2 of the Regional Assembly's Statement for Matter 2/2.

¹⁵ Paragraphs B5 and B6 Regional Assembly's Statement for Matter 2/2.

the non-economically active in determining the required number of houses across the region. We conclude that the process did not adequately reflect the migration pressures on the rural south-west of the region. In effect it would appear that the draft RSS process inadvertently re-allocated demand away from the rural south west of the region to the more urbanized north and east due to the strong emphasis on the linkage between housing provision and employment growth.

- 2.18 New housing on average only comprises about 1% of the total housing stock of the region and around 10% of housing available for purchase at any one time¹⁶. We conclude from this evidence that a restriction of the level of housing provision over a significant proportion of the region is unlikely to constrain migration and will only serve to generate stress in the housing market for the local population. We accept that economic-led migration should be focused on the SSCTs and that commuting-led pressures from the SSCTs should be discouraged, but we find it difficult to accept that past dispersal trends from the SSCTs can wholly explain the 2003/2004 based population projections. We conclude that there is a need to make a greater allowance for non-economic based migration and that the 2003/2004 based projections provide a reasonable guide to demand within the parts of the region affected.
- 2.19 It is clear that the achievement of the 3.2% level of economic growth would require higher levels of economic-led migration. These higher levels of net in-migration would also be consistent with the higher levels of provision proposed by certain participants. These higher levels would be well above past trends and therefore we take the view that the draft RSS should not adopt such assumptions.

Overall Level of Housing

- 2.20 Household projections produced by the Chelmer Model applied to the migration assumptions used in the ONS 2003-based sub-national population projections indicated that the longer-term trend rate of household formation, augmented by continuing migration would require about 23,000 houses to be built annually across the South West¹⁷. In addition, an analysis of economic growth requirements, reflected in the revised Economic Strategy, published in 2006, and acknowledged in the case put forward by the Barker Review of Housing Supply, have been taken into account to arrive at the 'technical' requirement for 25,000 dpa. This figure is repeated in the draft RSS and described as the outcome of 'technical forecasts'¹⁸. At the EiP we sought to establish what the equivalent of the 25,000 dpa would be in the light of the new rates of household formation. As the draft RSS projections share the same population base, we conclude that the equivalent of the 23,000 dpa should be 28,000 dpa as suggested by the 2003/2004-based projections. It is concluded that the equivalent of the 25,000 dpa should be 30,000 dpa. This level of development would however be equivalent to the 3.2% growth rate, which, we have concluded in paragraph 2.18 above, should not be taken as the basis for housing provision in the draft RSS.

¹⁶ Paragraph A3 of the Regional Assembly's Statement for Matter 2/1

¹⁷ Information Note 3 – Housing numbers and distribution, South West Regional Assembly, January 2007, para 3.3.

¹⁸ Draft Regional Spatial Strategy, South West Regional Assembly, June 2006, 6th bullet point page 26.

The 2003-based DCLG Projections

- 2.21 On 23 June 2006, the Secretary of State wrote requesting that the Regional Assembly examine the implications for the South West of the revised DCLG household projections published on 14 March 2006¹⁹. We note²⁰ that technical discussions had been held with other RPBs on the process by which DCLG produced the new household projections. The reported outcome of those discussions was that there were no grounds for significant criticism that would affect the general outcome of the projections. A Briefing Note to the RSPTG²¹ in February 2007 advised the Group that *'short of some major economic or other catastrophe, it seems likely that household formation rates will increase and therefore household size will continue to decline at around the rate projected by the DCLG for the next twenty years and beyond'*. We take this as a very strong endorsement of the 2003-based DCLG projections.

The Scenarios

- 2.22 The RSPTG considered the issues related to the new household forecasts on a number of occasions including Paper C on 5th October 2006, Paper E on 12th, December 2006 and Paper C on 8th February 2007. The RSPTG were advised that for the same future population growth the application of the new household data would imply a requirement of 28,000 houses annually. It was explained to the RSPTG that 55% of the increase from 23,000 to 28,000 would come from additional households in the population already and that the growth was mainly generated by the growth of one-person households. In order to test the implications of the DCLG projections the Regional Assembly decided to test four scenarios based on the distribution of an additional 5,000 houses per annum. The scenarios considered are set out below:
- Scenario 1: Pro rata with draft RSS distribution;
 - Scenario 2: Concentration of all additional at SSCTs;
 - Scenario 3: Disperse all additional outside SSCTs; and
 - Scenario 4: Combined additional local and strategic components.
- 2.23 The Papers involved indicate that Scenarios 2 and 3 were set out to explore the extremes and were not intended to be realistic alternatives and that Scenario 4 emerged from discussion at a stakeholder workshop as a "more realistic" distribution. Scenario 4 was described at the EiP as the "best-fit scenario". Additional SSA testing of the scenarios was carried out although it was pointed out that the original SSA work considered higher levels of housing provision and that the revised DCLG projections were within the scale of the options appraised. It was clear from the material provided and the discussions at the EiP that the Strategic Authorities (4/4) were invited to respond to the scenarios rather than the actual output of the DCLG projections. We note that the scenarios were compared with the draft RSS as a baseline rather than the DCLG 2003 projections. In our view the draft RSS and the scenarios should have been benchmarked against the Housing Market Area implications of the DCLG 2003 projections.

¹⁹ Letter from Secretary of State for Communities and Local Government to SWRA, dated 23 June 2006.

²⁰ *RSS Matters Revised Household Numbers*, Paper E para 3.4 to the Regional Spatial Planning and Transport Group of the Assembly (RSPTG) Meeting Papers on 12 December 2006.

²¹ *Factors Affecting Future Household Formulation Rates*, Additional Paper Tabled at the Meeting of the Regional Spatial Planning and Transport Group of the Assembly (RSPTG) Meeting Papers 8th February 2007.

- 2.24 It is clear from the material available and from the EiP discussions that the only purpose served by Scenarios 2 and 3 was to generate unnecessary debate and prompt the need for a best fit scenario - Scenario 4. Both Scenario 1 and 4 inherently retain the policy thrust of the draft RSS and therefore cannot usefully identify one of the major spatial issues raised by the DCLG 2003-based projections. It is clear from Appendix A (i) that the new projections imply higher levels of development in the south and west of the region than the draft RSS. To some extent Scenarios 1 and 4 exaggerated the difference.
- 2.25 The Regional Assembly and GOSW emphasised that the DCLG projections were based on past trends and did not reflect established policy to achieve greater urban concentration. Other participants drew our attention to the fact that the new projections were based on short term trends which have been subject to the policies to ensure concentration of development and resist dispersal. While we can see how a reflection of past trends could distort the projections for rural districts around the SSCTs due to commuting pressures in such districts, it is more difficult to explain the differences at housing market level. It is accepted that the definition of Housing Market Areas by whole district areas will never fully reflect the working of housing markets within the region, but we did not identify any significant strategic discrepancies that would explain the differences between the draft RSS and the DCLG projections.
- 2.26 Appendix A (i) shows that the total dwelling requirement for the Polycentric Devon and Cornwall Housing Market Area (HMA) is 20,500 in the draft RSS whereas the equivalent figure from the DCLG 2003-based projection is 35,090. Given the relative isolation of this housing market area it is difficult to explain this difference in terms of dispersal from any SSCT outside the HMA. The equivalent figures for the West Cornwall HMA are 31,600 dwellings in the draft RSS and 48,807 in the 2003-based DCLG projections. As Caradon District is included in the Plymouth HMA it is difficult to explain this scale of difference by any dispersal trends from adjoining HMAs. Both of these HMAs contain areas which are known to be attractive for retirement and therefore we conclude that insufficient emphasis in the draft RSS housing distribution process has been placed on accommodating the non-economically led elements of migration and the local product of the new household formation rates.
- 2.27 It was put to us by GOSW that the difference in growth between the draft RSS and the 2003-based DCLG projections in HMAs such as these should be allocated to places consistent with the strategy. This advice would appear to be contrary to the concept that HMAs are relatively self-contained and that while demand may be distributed within a HMA, it should not normally be re-distributed across HMA boundaries. We also reject this advice on the grounds of the consequences for the HMAs from which the demand would be re-allocated. The HMAs concerned tend to have high affordability ratios e.g. Dorchester and Weymouth HMA and therefore the re-allocation of housing provision without any matching ability to divert demand could only lead to increased housing affordability problems for the local residents. The development plan system does not provide any powers to constrain demand and furthermore Government policy would seem to support the meeting of demand where it arises. We note in this respect that our attention was drawn to a "housing time-bomb" particularly in the rural areas and that a number of rural district councils sought higher levels of provision to deal with local affordability problems.

2004-based DCLG Household Projections

- 2.28 These projections were published on 16 March 2007 just before the EiP commenced. We were advised in a Note²² for the Panel by DCLG that the household projections were updated to a 2004 base to be consistent with latest ONS Sub-national population projections. The Note indicated that there is very little difference in projected population of the South West in 2026 (5,775,400 compared with 5,764,000 in 2003), but that this concealed larger population changes at a local level. It was explained in the Note that some of the differences at sub-national level were caused by the use of a revised method for the distribution of international migration. While this methodology is regarded by ONS as an improvement we were informed that there will be revised 2004 based sub-national projections later this year.
- 2.29 Other participants drew our attention to another feature of the ONS projections that could generate relatively short-term changes. It was explained that the projections are based on short-term migration trends and that this approach is less useful at 'smoothing' peaks and troughs of development. A number of participants highlighted the fact that a particular decline in house building in Swindon, which was due to a land availability problem, was almost certainly the reason for the lower projections for Swindon.
- 2.30 The DCLG Note also provided information on the 2004 based household projections. It informed us that at a regional level there was only a very slight increase, but drew particular attention to higher and lower household growth in certain districts. This comparison is set out in Appendix A (i) with a 16% decline in the Gloucester/Cheltenham HMA and an increase of 25% in the Plymouth HMA. Without further information on the detailed reasons for the differences it is difficult to come to a conclusion on the significance of these findings. Given the uncertainty over the 2004 changes we are of the opinion that the 2003 based projections provide a more stable basis for decisions on housing provision at the HMA level.

Affordability

- 2.31 It was put to us that the overall level of housing provision should be increased due to the considerable evidence on housing needs within the region, particularly the shortage of affordable housing. The evidence provided of some of the housing assessments already carried out indicate much higher levels of provision for the areas concerned than justified by the DCLG projections. As a result we are not convinced that the assessments are credible. We have no doubt that there is a need for more affordable/social housing in the region, but we are not convinced that an overall increase in the level of housing provision for the region is justified beyond that indicated in the latest DCLG projections.
- 2.32 Our attention was also drawn to the fact that the South West is the only region with above average house prices but below average income levels. Map 6.1 of the draft RSS illustrates the scale of the difference²³ and shows that the greatest intensity of this problem is in the attractive rural areas. To some extent this can be said to be caused by a mismatch between supply and demand supplemented by immigration from areas with higher property values

²² DCLG response to Panel Information Note A Revised (2004 based) Household Projections and Table dated 3 April 2007

²³ *Draft Regional Spatial Strategy*, South West Regional Assembly, June 2006, Map 6.1 House Price to Income Ratio, page 128.

such as London and the South East. This places an emphasis on ensuring that proper consideration is given to affordable/social housing elements of demand, but it does not justify a higher level of provision than that suggested by the DCLG projections.

Predict and Provide?

- 3.34 The Regional Assembly indicates that *"The intention of the new planning system is to turn away from a 'predict and provide' approach with forecasts dictating the strategy from the outset and towards Plan, Monitor and Manage where projections are taken into account, but implementation is managed and adapted on the basis of constant monitoring of both needs and of the delivery response to those needs"*²⁵. The Regional Assembly also states²⁵ that *"We should not destabilize the planning environment by changing the content of the strategy every time new projections are produced"*. We do not see a conflict between Plan, Monitor and Manage and taking projections into account as part of the plan making stage. As the draft RSS states *'the experience of the recent past and of long established trends does give some reasonable clues about what might happen in future'*²⁶.
- 3.35 The question of the revised household formation rates demonstrates an inconsistency in the Regional Assembly's approach to predictions. From the technical evidence available it is clear that the Regional Assembly were content to apply the previous household formation rates to establish the basis for the guidance to the Strategic Authorities. Information Note 3 confirms²⁷ that the projections indicated that 23,000 houses would be required annually across the South West. We have already established above that the Regional Assembly was advised that the revised household formation rates are technically sound and imply the need to increase the level of provision to around 28,000 houses per annum. The lack of a response to this prediction by the Regional Assembly and the Strategic Authorities seems inconsistent in the light of the acceptance of the earlier prediction of 23,000 dpa. The rejection of the soundly based evidence on this topic, however inconvenient, is not a good approach to plan making.
- 3.36 The Plan, Monitor and Manage (PMM) process can make a valuable contribution to certain planning circumstances, but it would be all too easy to assume that any move away from 'predict and provide' to PMM means simply ensuring that there is an adequate level of housing provision in the short term and then monitoring the results and releasing more land when necessary. It is most important in our view to guard against this form of short termism and disjointed incrementalism. PMM should not be used as a way of avoiding or putting off difficult but inevitable decisions.
- 3.37 We have grave doubts on how the Regional Assembly would continuously monitor needs and find it difficult to understand what further evidence would be required to justify an adjustment to provision. The Review process is the part of the statutory process which allows the RSS to respond to major changes of circumstance. As the draft RSS represents a review of RSS10, this is the formal opportunity to respond to new evidence. Given the strength of evidence available in the form of both the 2003 based and the 2004 based DCLG household projections, which are broadly consistent with each other, it appears appropriate

²⁵ Paragraph D6 of the Regional Assembly's Statement on Matter 2/3.

²⁶ Paragraph D7 of the Regional Assembly's Statement on Matter 2/3.

²⁷ Draft Regional Spatial Strategy, South West Regional Assembly, June 2006, para. 2.3.1.

²⁸ Information Note 3 – Housing numbers and distribution, South West Regional Assembly, January 2007, para. 3.3.

to respond now rather than rely on the incremental approach that the Regional Assembly seems to be advocating.

- 2.37 We note that²⁸ the Regional Assembly's Statement talks about the possible need to speed up rates of development to reflect the message of the DCLG projections. In our view this approach could at best be described as a short term "patch", which would divert attention from the need to deal with the longer-term issues. This "patch and mend" approach is also evident²⁹ in Regional Assembly's Statement which suggests some additional allocation to rural areas, but elects to ignore the significant differences between the draft RSS and the DCLG projections for the more rural HMAs. In our view the main purpose of the RSS is to set the long-term strategy for the region rather than acting as a development control mechanism.
- 2.38 In our view the new projections do not threaten the broad strategies of the draft RSS. The Sustainability Policies set out in SD 1-4 should apply whatever the level of growth and there is no reason why the Development Policies A-C should not adequately deal with higher levels of growth. In some HMAs judgments may have to be taken on the extent to which development provision should be constrained by environmental limits, but on the evidence available we believe that there is considerable scope to accommodate further development.
- 2.39 In conclusion, increased planned provision for housing should be predicated on the number of dwellings implied by the 2003-based DCLG Household Projections (28,192 dpa). Only then can the sufficiency of housing land be appropriately monitored and managed without recourse to urgent short term RSS review. We accordingly recommend provision for at least 28,000 dwellings per annum at the regional level to reflect the projections and consider distributional issues in the ensuing Chapter 4 of this Report. (See Table 4.1 Appendix C (v) for final outcomes).

Recommendation 2.1

- That the draft RSS should be predicated on the number of dwellings implied by the DCLG 2003 Household Projections and be based on provision for at least 28,000 dwellings per annum at the regional level.

²⁸ Paragraph D2 (1) of the Regional Assembly's Statement on Matter 2/3.

²⁹ Paragraph D2 (3) of the Regional Assembly's Statement on Matter 2/3.

**PLANNING PURBECK'S FUTURE:
CORE STRATEGY:
PRE-SUBMISSION CONSULTATION**

**REPRESENTATIONS
on behalf of
THE CHARBOROUGH ESTATE**

**IN RESPECT OF
HOUSING LAND SUPPLY**

APPENDIX G

- **RSS EiP Panel Report (Extracts re: Bournemouth & Poole HMA) 2007**



South West EIP

DRAFT REGIONAL SPATIAL
STRATEGY FOR THE SOUTH WEST

Examination in Public
April – July 2007 Exeter

Panel Report
December 2007



**Draft Regional
Spatial Strategy for
the South West**

4/7 Bournemouth and Poole HMA Sub-Regional Strategy

Matter 4; 4.7

Policies SR26, SR27, SR28, SR29

Introduction

- 4.7.1 In this section we consider the strategic elements of the draft RSS spatial strategy; namely the housing market areas and sub regional strategy, particularly with regard to Bournemouth and Poole.
- 4.7.2 Bournemouth and Poole is recognised in *The Way Ahead* as one of a number of contributions from other principal urban areas in the South West whose continued growth is fundamental to the region's sustainable growth. The Borough of Poole is designated a New Growth Point.

Issues

- 4.7.3 Our consideration of the issues identified for this part of the EiP and the questions discussed at the EiP indicates that the topics that need to be addressed can be grouped under the following headings:
- The Sub-Regional Approach;
 - Role and Function;
 - Economic Activity;
 - Housing Provision;
 - Green Belt;
 - Green Infrastructure;
 - Infrastructure.

The Sub-Regional Approach

The Conurbation

- 4.7.4 The Strategic Authorities for this area argued that there was a need to take a wider view of the SSCT as set out in Figure 4.6. It was argued that the effective SSCT includes the parts of East Dorset and Purbeck Districts that function as part of the wider conurbation. Paragraph A 8 of the Statement by the Regional Assembly on Matter 4/7 states *"Functionally Bournemouth, Poole, Christchurch and surrounding settlements, such as Wimborne Minster, Colehill, Ferndown, West Moors, St Leonards and St Ives and Verwood collectively operate as one"*. Our observations during our Panel Tours support this view. We noted that the town centres of Wareham, Wimborne and Christchurch provide important nodal functions within this area and that the local rail services link Wareham and Christchurch to the centre of the conurbation.
- 4.7.5 It was also evident that it was entirely artificial to distinguish between the Corfe Mullen part of East Dorset District and the neighbouring Broadstone which is part of the Borough of Poole. Wimborne is similarly closely related to the Merley area of the

Borough of Poole and the Ferndown/West Parley area in East Dorset can be seen as an extension of northern Bournemouth. As far as Purbeck District is concerned we could see that the Upton area in Purbeck District can be regarded as an extension of the Hamworthy area of Poole Borough and that the corridor of development along the A351 from the Wareham area and including Sandford towards Lytchett Minster operated as part of the wider conurbation. Paragraph 4.3.2 of the draft RSS recognises this relationship between the suburbs and the more central areas.

The Housing Market Area

- 4.7.6 The Strategic Authorities questioned the boundary of the HMA. They drew our attention to Map 4.2 and highlighted the fact that a significant part of North Dorset District was shown to lie outside the Bournemouth Poole HMA. It was pointed out that the towns of Gillingham and Shaftesbury had little relationship with the housing market around the South East Dorset conurbation. On our tours of the region we saw nothing to counter this view. Nevertheless the discussions at the EIP did establish that the southern part of North Dorset District was well linked to the housing market of the conurbation. It is evident to us that settlements such as Blandford Forum cannot be divorced from the conurbation housing market area. This is confirmed by Map 4.2 and the implication is that North Dorset District should be split into two if not three HMAs. We suggest earlier in this report that an approach could be devised to allocate parts of District Councils to different HMAs, but this must be a matter for a subsequent review. At this point in time we consider the inclusion of the complete North Dorset District within the Bournemouth/Poole HMA need not cause a problem, provided these relationships are recognised.
- 4.7.7 Policy SR26 already reflects the geographical approach suggested above, but does not indicate a role for North Dorset District Council. While we accept that the District Council will not be involved as intensely as the other councils in the future planning of the HMA, we are of the opinion that their role in containing dispersal should be recognised. We therefore recommend that Policy SR26 be deleted and replaced by new Policy SR7.1.

Recommendation 4.7.1

- Delete Policy SR26 and replace with new Policy SR7.1 with the wording as indicated in Appendix C.

Role and Function

The SSCT

- 4.7.8 Despite the fact that paragraph 4.3.2 recognises the reality of an integrated conurbation and Policy SR 26 seeks the balanced growth of that conurbation, Figure 4.6 takes a more restrictive view of the area of the SSCT. It is noticeable that Urban Extension M is the only urban extension that is indicated to be at the SSCT. The Strategic Authorities argued that the conurbation and the SSCT should be one area and that the other urban extensions should also be regarded as being 'at' the SSCT. In our view the

suburban parts of the conurbation should be regarded as part of a wider SSCT, thereby acknowledging the correct role of the other urban extensions (N, O and P).

The Central Areas

- 4.7.9 Paragraph 4.3.2 indicates that, with a population of over 400,000, the conurbation is the second largest urban area in the region. Paragraphs 16 and 17 of the Statement by the Strategic Authorities on Matter 4/7 at the EiP set out a view of the role of town centres within the sub-region. Bournemouth is identified as the principle centre, but strong links are identified with Poole. Paragraph 16 highlights the good level of retail offer and the quality of public transport access and indicates that both centres have plans to enhance these qualities. Reference is made to ambitious local development documents such as Poole Town Centre North Area Action Plan.
- 4.7.10 Emphasis is placed on the need for positive guidance on the future of the principal centres in order to generate investor confidence in the future of the centres. Concern is expressed about the competition from Southampton and Portsmouth and it is claimed that the success of the centres will be critical to the sustainable growth of the sub-region. GOSW expresses concern in paragraph 4 of the Matter 4/7 Statement that the relationship of significant employment proposals at Bournemouth Airport and Ferndown to the urban areas of Bournemouth and Poole is not articulated. It is suggested that the proposals could be seen as undermining the strategy to focus development on the urban area and that there is a need for clarity on the intended role of these proposals. GOSW also highlights the absence of any guidance on the tourism and cultural roles that Bournemouth centre is expected to accommodate.
- 4.7.11 Some participants have welcomed the reference in (deleted) Policy SR25 to enabling the SSCTs to develop and improve their roles as service and employment centres but others seek more specific guidance. Paragraph 7 of the Statement on Matter 4/7 by the Borough of Poole indicates that the two town centres face competition from out-of-town retail floorspace. Paragraph 14 indicates that it is critical that the RSS prioritises employment development at the Twin Sails Regeneration Area in advance of the airport. It also indicates a need to be clear on the nature of uses considered appropriate at the airport. The joint statement by the Strategic Authorities seeks a greater emphasis on the office sector and indicates that the main locations should be the town centres of Bournemouth (including Landsdowne) and Poole and also Wessex Fields, Bournemouth. We note that the latter area is in effect a suburban location and does not easily fit the general thrust of the strategy.
- 4.7.12 In our opinion there is a need to set out the role of the town centres in relation to out-of-centre retailing and also other employment development opportunities such as the Airport and Wessex Fields. We were advised at the EiP that the two centres should be regarded as complementary rather than competitive, but no evidence was led to demonstrate that the retail-led regeneration of Poole town centre (about an additional 45,000 square metres) could be reconciled with the ambitions of Bournemouth town centre. There is a similar lack of information on the scale of office development requirements in the sub-region and the capacity of the town centres to absorb such growth. Nevertheless we are of the opinion that the centres should be the main office and retail locations within the sub-region and the planning of other areas should ensure that proposals do not come forward that would threaten the development proposals for

the centres which are set out in approved LDDs. In addition we agree that guidance should be set out on the role of Bournemouth in respect of tourism and cultural facilities.

Strategic Regeneration

- 4.7.13 As noted above the Borough of Poole drew our attention to the status of the Twin Sails Regeneration Area. The Regeneration Area was described as the key to the Governments Growth Point designation because it will enable Poole to deliver accelerated growth. It was explained that the regeneration initiative is being planned as an innovative way of delivering the redevelopment of derelict and under-used sites in the central area of Poole. The Borough Council proposed that the draft RSS should prioritise employment land in the Twin Sails Regeneration Area in advance of the airport. As the airport land is already designated for employment we presume that this reference is to the provision of infrastructure to support development. We are of the opinion that priority should be given to the Regeneration Area for infrastructure.
- 4.7.14 The Strategic Authorities suggested that greenfield development needs to be phased to ensure that it does not prejudice the rate of development coming forward within the urban area, particularly the Poole regeneration area. It was suggested that the greenfield developments should not be developed before 2016, despite an earlier assessment that they would come forward after 2011/2012. In our view no evidence was led to demonstrate that there was a need for such phasing. Evidence from Swindon suggests that well located renewal can bring forward development that complements the offer from greenfield developments. Given the support from the Growth Point designation we are content that the Twin Sails Regeneration Area will be able to produce quality development that will complement the large amount of development expected in the remainder of the urban areas as well as the development on greenfield sites without the need to phase the greenfield component.
- 4.7.15 In order to reflect our conclusions above on the planning of the northern part of the conurbation we put forward the following recommendation.

Recommendation 4.7.2

- *The next review of the RSS should be informed by a comprehensive evaluation of the urban structure of the northern part of the conurbation.*

Suburban Development

- 4.7.16 Most of the urban extensions proposed by the draft RSS in this HMA are located in the northern fringe of the conurbation. Many of the representations concerning these developments raised the issue of the quality of community infrastructure. We obtained the impression from our Panel Tours that the areas concerned had grown in an incremental fashion. We appreciate that the environmental constraints in the area may have resulted in the 'open' nature of the urban structure, but we note that a local participant suggested that there was further scope for infill in addition to the urban extensions. We are concerned that the settlements involved will continue to come under

pressure to meet the development requirements of the conurbation in an incremental fashion. While we consider that the JSA study of the area was very thorough, we are of the opinion that there is a need for a broader approach to the accommodation of development in these areas that takes into account, not only the constraints on development, but also the wider structural needs of the area.

Remainder of the HMA

- 4.7.17 It was put to us that the areas lying outside the South East Dorset conurbation functioned somewhat separately from the conurbation. The evidence available suggests that, while the northern part of this area can be considered as functionally separate, the southern part including the settlement of Blandford Forum quite clearly interacts with the conurbation and could attract commuters from the conurbation. This was illustrated by the fact Blandford Forum had 700 commuting to the conurbation, while Shaftesbury had only 63 and Gillingham had 78. It is therefore important that the planning of this southern area reflects Policies B and C.
- 4.7.18 During the EiP discussions and in the evidence submitted to the EiP reference was made to the potential for longer-term growth associated with the settlements of Shaftesbury and Gillingham. The Regional Assembly pointed out that Gillingham was a one hour car journey away from the conurbation and therefore unlikely to be attractive for commuting to the conurbation. During the EiP we sought clarification of the basis for this growth and it was established that the economic growth projections do not support the concept of this area for growth. It was mentioned that the area was a part of the London overspill process, but it was pointed out that the area did not enjoy the marketability of Growth Points such as Milton Keynes. We conclude that it would be unrealistic to plan for substantial long-term growth in this area.
- 4.7.19 In our view the above conclusions should be expressed in policy terms through the addition of a new Policy SR7.2.

Recommendation 4.7.3

- Insert new Policy SR7.2 with the wording as indicated in Appendix C.

Economic Activity

Managed Growth

- 4.7.20 The Strategic Authorities for the area accept that the draft RSS correctly identifies the growth potential of south east Dorset, but are concerned that the 'managed' approach proposed could create a perception that only limited change is likely to occur. The Authorities claim that this approach does not convey the opportunities which exist or the dynamics at play in the conurbation. It was suggested that a strategy emphasis of 'realising potential' could be regarded as more appropriate given the amount of growth proposed in Bournemouth and Poole in particular. This matter has already been addressed in Chapter 3 with the inclusion of the area under the regional emphasis of 'realising potential'.

- 4.7.21 The jobs forecast for this HMA is 45,400. SWRDA informed us that the Bournemouth/Poole conurbation is considered to be a key driver in the regional economy and pointed out that it had been recognised as a key area in *The Way Ahead*. The Agency highlighted the good levels of economic growth that the area had experienced in recent years and the good accessibility to London and the South East. We note that SWRDA in paragraph 2.4 of the Statement on Matter 4/7 suggested that a degree of 'smart' or 'space-less' growth should form a key component of the strategy. In view of the advice from SWRDA that a significant increase in productivity was already assumed in the employment projections, we presume that the 'smart' and 'space-less' is already part of the strategy. We do not therefore alter the HMA 45,400 figure.

Bournemouth and Poole

- 4.7.22 Paragraphs 4.3.6 and 4.3.7 of the draft RSS set out the economic prospects for the Travel to Work Areas for Bournemouth and Poole, indicating a need to make provision for 23,000 jobs in the Bournemouth TTWA and 19,000 jobs in the Poole TTWA. While the presence of high technology manufacturing is noted in each area the growth is expected to occur in the services sector. Education and health are expected to create approximately 40% of the growth in the Bournemouth area and it was also noted that a number of major financial companies are based in the area. We note that a significant proportion of the growth relates to the urban areas and can be accommodated in higher density development within the urban areas. As these areas can take advantage of higher levels of accessibility by sustainable modes of transport, we conclude that emphasis should be placed on Bournemouth town centre, including Lansdowne, and Poole town centre and the Twin Sails Regeneration Area. Early LDDs should be prepared for these areas to allow other development opportunities such as Wessex Fields to complement the plans for these areas rather than compete.
- 4.7.23 SWRDA indicated that the DTZ study identified a significant shortfall of employment land in the conurbation. The study identifies a market demand in Bournemouth for 67 hectares relative to an identified capacity of around 12 hectares. In Poole the gap identified by the study is more pronounced with a supply of 13 hectares and a demand for 85 hectares. This implies a total deficiency of 127 hectares. The Borough of Poole pointed out in the Statement on Matter 4/7 that the availability of employment land was regarded as a constraint to growth. Paragraph 9 of the Borough's Statement indicates that at current rates of development the area has only about three and a half years of currently available land left. The Strategic Authorities questioned the SWRDA findings on the basis that insufficient recognition had been given to particular aspects of the employment projections. Our attention was drawn to the high proportion of part time jobs in the projections. This matter could not be resolved at the EiP, but we note that the DTZ study also set out the implications of past rates of development, which support the view that there is a deficit of employment land of about 104 hectares. At the EiP the Strategic Authorities seemed to acknowledge a deficit of 110 hectares.
- 4.7.24 The draft RSS is silent on the question of this deficiency and we therefore conclude that further guidance is required. In terms of distribution we do not believe that the market for employment development is constrained by district council boundaries. We are of the opinion that the search for additional land to meet a target of 110 hectares should be

conducted on a conurbation basis. We recommend accordingly that a search for an additional 110 ha. of employment land should be conducted across the conurbation as set out below in Policy SR7.3.

Bournemouth Airport

- 4.7.25 The continued expansion of the airport is expected to generate employment growth and there are plans for a new terminal to support the growth of air traffic. There are also proposals to utilise brownfield land at the airport as a business park. Our Panel Four enabled us to see the use that was already being made of existing buildings on the site for a range of activities including airport related activities.
- 4.7.26 Our attention was drawn to a proposed link road from the airport area to the A 338. This link road is identified in paragraph 4.3.14 of the draft RSS as part of the key infrastructure to deliver the strategy. The discussions at the EIP made it clear that the new terminal was not dependent on this road and that the local road network could support some additional activity at the business park. It would make the business park more marketable, allow a higher level of development and ease traffic problems.
- 4.7.27 A number of participants highlighted the difficulties involved in implementing the link road because of the need to allow for important environmental areas. It was suggested that these difficulties might make the link road an uneconomic proposition. The airport and the business park are commercial developments and therefore the link road will contribute to the value of these investments. We presume that the inclusion of the link road in Paragraph 4.3.14 relates to a public sector contribution and find it difficult to understand why it is not a planning requirement for the intensification of the airport function and the business park area. In our view it can only be regarded as a longer-term project in terms of public finance and investment.
- 4.7.28 The Strategic Authorities sought a stronger commitment to Bournemouth Airport as a strategically important employment site which is suited to airport related and knowledge based employment growth. It was also pointed out that the airport location could provide more local employment for that part of the conurbation and thereby offer a more sustainable distribution. In terms of the deficiencies set out above for Bournemouth and Poole we assume that this location, which falls within the Borough of Christchurch, was not taken into account. This serves to demonstrate the artificial nature of adopting a narrow SSCT approach rather than a sub-regional approach.
- 4.7.29 As noted above GOSW expressed concern over the absence of any guidance on the relationship between the proposals at the airport and the town centre plans and suggested that the draft RSS should be more specific about the intended role of the employment proposals at the airport. In our view this question could also be raised over the planning of Area of Search Q, which is located in another district. The Wessex Fields area was drawn to our attention and as it is in a similar peripheral location the same issue arises. GOSW indicated that consideration should be given to how the proposal would serve to support economic growth. We have already concluded that development such as this should complement the town centres and the Regeneration Area. In our view this implies that such business park development should not aspire to development that would be better accommodated in the two town centres and the Regeneration Area.

The Remainder of the HMA

- 4.7.30 A comparison of the HMA employment projections with those for the TTWAs of Bournemouth and Poole demonstrates the modest scale of growth expected for the remainder of the HMA. In our view any deficiency here should be addressed in the Policy B and C settlements.
- 4.7.31 In order to reflect the above conclusions we propose that in addition a new Policy SR7.3 be added.

Recommendation 4.7.4

- Insert new Policy SR7.3 with the wording as indicated in Appendix C.

Housing Provision

Strategic Assessment

- 4.7.32 We commented earlier on the differences between the DCLG 2003 projections and the DCLG 2004 projections. Within this HMA the difference at HMA level represents only a decline of about 3.5% in the dwelling interpretation from the 2003 projections to the 2004 projections. At the district level there are more significant changes. The 2004 level for the Borough of Poole is 30% less than the 2003 level and a decrease of 25% is shown for the Borough of Christchurch. The figures for Purbeck District show a 33% increase. We find it difficult to understand these differences on the basis of a reallocation of international migrants and therefore conclude that our assessment should be based on the dwelling interpretation of the DCLG 2003 projections.
- 4.7.33 We note from Appendix A (ii) that there is a deficiency at HMA level of 8,070 dwellings. The deficiency across the identified SSCT areas of Bournemouth, Poole and Christchurch only amounts to a difference of about 6% from the DCLG requirement. The differences are more significant in the other districts within the HMA, ranging from 25% in East Dorset District to 39% in North Dorset District. These deficiencies are largely due to the refusal of the SWRA to recognise and plan for the implications of the new household formation rates, but we believe that they can also be explained in part by the policy decisions taken by the SWRA to reduce allocations in the rural areas in order to reflect growth around the main urban areas suggested by the employment projections.
- 4.7.34 While we accept that the DCLG projections reflect past trend of dispersal from the main urban areas such as Bournemouth and Poole, we believe that there may be other factors that need to be taken into account. As noted above we are of the opinion that the impact of the new household formation rates will be felt in the more rural areas as well as the conurbation. In paragraph 4.0.10 we concluded that an allowance of 15% should be made for this factor and in this HMA we have applied it to Purbeck and North Dorset Districts. In the case of the North Dorset we were advised that significant parts were not well linked to the conurbation housing market area and therefore we conclude that the scale of the difference between the draft RSS allocation and the level suggested by

the DCLG projections cannot easily be explained by dispersal trends from the conurbation. We have noted earlier that the draft RSS emphasis on employment-led migration may have resulted in a lack of recognition of the non-employment led migration streams such as retirement. We conclude that the higher figure for North Dorset District may be due in part to this factor.

Urban Renewal

- 4.7.35 Our attention was drawn to the fact that South East Dorset provides, at 90%, the most significant element of housing provision within any SSCT on previously developed land. The Strategic Authorities highlighted the fact that the acceptance of this level of development within the urban areas will rely on a continuing process of urban intensification. It was suggested that this level of intensification will place a significant burden upon the conurbation in terms of development pressures, particularly the cumulative impact on the infrastructure and the erosion of local character. The impact of a disproportionate amount of smaller (1-2 bedroom) flats was pointed out. Concern was expressed that the focus on housing should not be at the expense of the quality of the urban environment. We are of the opinion that the scope for additional urban intensification is limited and therefore we accept the mid-point of the provision set out in the draft RSS for Bournemouth and Christchurch.
- 4.7.36 Part of the urban renewal contribution mentioned above will be delivered through the Twin Sails Regeneration Area in the Borough of Poole. The Borough of Poole has been identified as a Growth Point under the initiative launched by the Government in December 2005. The draft RSS expresses the allocation for the Borough of Poole as an average of about 450 to 500 dwellings per annum. The Borough of Poole in the Statement on Matter 4/7 (paragraph 13) indicated that it was anticipated that housing completions over the plan period would give an average of 500 dwellings. On this basis we conclude that the higher figure should be adopted, giving a total allocation of 10,000 dwellings.

Proposed Urban Extensions

- 4.7.37 It is clear from the preceding paragraphs that the maximising of brownfield capacity will not provide sufficient capacity to meet the requirements implied by the DCLG projections and that further greenfield development is required. The Statement on Matter 4/7 by the Strategic Authorities acknowledges in paragraph 20 that there is a need for additional greenfield development, but it has been drawn to our attention that the Strategic Authorities based this conclusion on a level of development significantly lower than that set out by the Regional Assembly for the JSA work.
- 4.7.38 In relation to the Areas of Search identified in the draft RSS, the Regional Assembly drew our attention to the Arup report¹ and claimed that it demonstrated that the search process had been thorough. The Strategic Authorities also described the process as a sieving process that started with very broad areas and was then refined to give the areas of search. While East Dorset no longer support the extensions, they were party to the process that identified the areas of search and only withdrew its support at a late stage after a change political control.

¹ HMA Extension Evidence Base Review, Arup, Feb 07.

- 4.7.39 Comments were made that the scale of the releases were not strategic and that some of them consist of a few fields and were already known. We sought greater clarification on the scope for extensions of the areas of search, but received no further proposals. We did obtain a general view that there was potential for more and this was reinforced by a comment from a local participant, who claimed that there was opportunity for additional smaller development around existing settlements. Our Panel Tour of the area reinforced the view that there was such scope and so we conclude that, although we accept the validity of the proposed urban extensions, we are of the opinion that East Dorset Council should be required to find capacity for an additional 1,000 dwellings. In our view this is linked to the evaluation of the urban structure referred to above in *recommendation 4.7.2*.

North Bournemouth

- 4.7.40 It was put to us that the search process mentioned above identified an opportunity for additional developments with a capacity for 1,500 dwellings and that it was only withdrawn at a late stage in the process. We understand that these areas had been judged to be free of hard constraints in the sieving process and identified as Refined Areas of Search. Our attention was drawn to paragraph 6.25 of the Report by Land Use Consultants (January 2007) on the sustainability implications of the DCLG household projections, which concludes that *'there may be some SSCTs, therefore, such as Bath, Bournemouth and Poole, where further development over and above that proposed in the draft RSS should be examined in more detail'*.
- 4.7.41 It was claimed by a participant that the reasons given for the removal of the opportunities were not justified by the circumstances in the area. We have looked at the reasons set out in Appendix F of SED 04: Development Options in the light of our observations on the Panel Tour of the area. We note the considerable amount of development already in the area and do not accept that the release of development would result in unrestricted sprawl as we presume that it would be a planned development. The river and the flood plain will always act as a natural boundary to any development of this area.
- 4.7.42 Appendix F claims that the protection of this area would assist in safeguarding the countryside from encroachment, but the Panel noted a significant amount of non-agricultural development already within the area and the fragmented nature of the agricultural land. Appendix F cites Holdenhurst and Throop as historic settlements, the settings of which are a product of the open land between them and the views to them from this open land. We do not regard these settlements as having the status of historic towns in terms of the purposes of the Green Belt, and we are of the opinion that the setting of the conservation areas could be reflected in the design for the development of the wider area.
- 4.7.43 As the capacity of the urban areas and the proposed areas of search will not be sufficient we conclude that there is a need for the release of further land for development. The areas of land in North Bournemouth are well related to existing community facilities and in our view represent sustainable options even in comparison with the proposed areas of search in the draft RSS. We therefore support the inclusion of these areas.

The Western Extension

- 4.7.44 A number of participants suggested that consideration should be given to development opportunities to the west and north-west of the conurbation. Some participants suggested that consideration should be given to areas sufficiently far removed from the N2K sites to minimise the impact. Unfortunately no evidence was led on broad locations that might be considered.
- 4.7.45 Our attention was drawn to a specific location around Lytchett Minster, which had been the subject of consideration by the JSA evaluation. We understand that consideration was initially given by the South East Dorset JSA study group to a large-scale development of about 7,000 dwellings. A detailed study of the area was commissioned from Atkins, which indicated considerable opportunity for strategic growth. A subsequent ecological study of the area was carried out in response to representations from English Nature (now Natural England). That study concluded that, given a development of 7,000 dwellings, it would be very difficult to demonstrate lack of harm to integrity arising from indirect or possibly direct impacts on N2K sites, particularly in terms of recreational pressures.
- 4.7.46 Atkins was subsequently commissioned by the South East Dorset JSA study group to consider a reduced scale of development from the transport perspective. The scale of development considered was 2,750 dwellings. The study concluded that substantial highway infrastructure costs would be associated with the development. Evidence was submitted on behalf of J.S Bloor (Newbury) Ltd., which challenges this finding and suggests that a development of this scale can be accommodated without the need for additional lanes on the A35. This evidence acknowledges a number of potential impacts on surrounding N2K sites, but highlights the fact that as the land involved is in a single ownership there is potential to secure greenspace alongside development proposals and thereby mitigate the impact. We also note that the proposal includes a park and ride facility and aspires to a higher level of modal shift than that of the Atkins study. We note that the development proposal includes employment land for which there is a shortfall at the conurbation level.
- 4.7.47 We view this proposal in the context that the transport planning of the conurbation will have to adopt a greater emphasis on demand management and therefore believe that a solution can be found to the transportation requirements of the location that will not involve the widening of the A35. We also conclude that the proposal can be designed using the land available so that impact on the N2K sites is sufficiently mitigated. On this basis we recommend that this location should be identified as an Area of Search with a capacity of 2,750 dwellings.

Remainder of HMA

- 4.7.48 As noted above we have taken the view that there is a need to reflect the wider impact of the household formation rates. As a result we propose to allow an additional 15% on the capacity of the non-conurbation elements of the HMA. This involves North Dorset and Purbeck Districts.
- 4.7.49 At the EiP discussions consideration was given to the appropriate scale of development in North Dorset District. The discussions were in response to suggestions that

consideration might be given to the designation of the Gillingham/Shafesbury area as a potential SSCT. The discussions established that there was not the economic potential to support such a concept and that it would be difficult to upgrade the road network in the area to accommodate the traffic associated with such a large level of development. As a result we do not consider that it would be appropriate to allocate a strategic level of development to this area.

4.7.50 We are conscious, however, that the DCLG projections imply a higher level of demand in North Dorset and conclude that part of that might be due to non-economic migration. As a result we are minded to accept a higher level of development in North Dorset, particularly since we were advised that a large part of the District lies outside the effective South East Dorset HMA. We do not wish to encourage commuting to the conurbation and therefore conclude that some geographic guidance is required to avoid commuter-led development in the parts of the District that do fall within the South East Dorset HMA, such as Blandford Forum. In the light of the evidence concerning Shafesbury and Gillingham and considering the timescale of the plan we propose a further 1,000 dwellings over the plan period in that part of the District.

4.7.51 In order to reflect the above conclusions we recommend that Policy SR29 is deleted and is replaced by new Policy SR7.4.

Recommendation 4.7.5

- Delete Policy SR29 and replace with new Policy SR7.4 with the wording as indicated in Appendix C.

4.7.52 As a result of our decision on Policy SR29 there will be a need to amend the supporting text and Inset Diagram 4.6. We consider that this report provides the necessary material.

Recommendation 4.7.6

- The supporting text and Inset Diagram 4.6 should be amended to reflect the proposed replacement of Policy SR29.

Habitats Regulations

4.7.53 As noted in Chapter 1 there is a need in this area to ensure that the impact of any urban extension, or the cumulative effects of development across the conurbation on the N2K sites within the HMA are mitigated. Following the preparation of the Habitats Regulations Assessment the SWRA submitted a revised wording of draft RSS Policy SR28 to deal with the particular characteristics of the impact of new development on the Dorset Heaths. This new policy reflects the Habitats Regulations and we therefore conclude that it should be inserted after the section dealing with housing provision. As

the content of the policies have been changed it would now become the proposed new Policy SR7.5.

4.7.5d The SWRA also submitted modifications to the supporting text setting out the issues and explaining the need for the preparation of a joint LLD. The suggested text also sets out the key types of mitigation measures and the need for a clear process for the funding and implementation of mitigation measures. This provides a useful basis for modifying the text, but proposed paragraph 4.3.12b indicates that strategic urban extensions have been excluded, whereas above we have concluded that the 'Western Extension' Search Area should be included on the basis that it can provide adequate mitigation.

4.7.5e In order to ensure that the draft RSS can comply with the Habitats Regulations we recommend that Policy SR28 should be deleted and replaced by new Policy SR7.5 using the policy wording suggested by the Regional Assembly.

Recommendation 4.7.7

- Delete Policy SR28 and replace with new Policy SR7.5 with the wording as indicated in Appendix C.

4.7.5f The text in the draft RSS requires modification to provide a clearer justification for the policy. We therefore propose the following recommendation.

Recommendation 4.7.8

- It is recommended that the replacement text submitted by the Regional Assembly should form the basis of the supporting text for new Policy SR7.5.

Greenbelt

4.7.57 We accept the need to support the main roles of the Green Belt in South Dorset. As noted above however we have concluded that, even allowing for the maximum contribution from development within the urban areas within the green belt, there is a need to release new areas for residential development. We have also identified a deficiency for additional employment land that cannot be met within the urban area. We support the view that the most sustainable locations for such development are on the inner edge of the Green Belt. We have considered alternative locations beyond the Green Belt and concluded that they would generate longer distance commuting and would therefore not be sustainable. In our view this constitutes the exceptional circumstances required by PPG2.

4.7.58 We have considered the justification for the proposed amendment of the Green Belt. We note that it is being proposed in order to facilitate the requirements of the Air Transport White Paper. We have already established that the White Paper should be regarded as Government policy and therefore consider that the proposed exclusion on

these grounds constitutes exceptional circumstances. At the EIP it was established that the employment land at the airport had already been excluded from the Green Belt through the Structure Plan and Christchurch Local Plan process.

- 4.7.59 Policy SR 27 of the draft RSS was criticised on the grounds that it delegates the responsibility for making the Greenbelt changes to the LDDs. As a result the Regional Assembly submitted a modified policy wording for the policy. The wording is potentially confusing due to the reference to a role as a regionally significant employment site and therefore requires amendment. We conclude that a new Policy SR7.6 should be broadly based on the Regional Assembly submission.
- 4.7.60 As a result the South East Dorset Green Belt Policy SR27 should be deleted and replaced with new Policy SR7.6.

Recommendation 4.7.9

- Delete Policy SR27 and replace with new Policy SR7.6 and the wording as indicated in Appendix C.

Green Infrastructure

- 4.7.61 GOSW commented in relation to Policy G11 that, if it is to have a regional and sub-regional value, it should go further in identifying significant assets that should be protected, enhanced or developed. It is noted that Policy G11 requires Green Infrastructure to be provided with development. One of the participants pointed out that it is not clear whether the policy is a planning tool to achieve greater potential from open areas or a development control tool requiring land to be made available and accessible as a condition of development. As noted earlier in this report it appears that the emphasis is on the latter function with little consideration to the wider strategic opportunities. Despite prompting by the Panel at the EIP it proved impossible to obtain positive strategic contributions on green infrastructure at most of the sub-regional discussions.
- 4.7.62 At the EIP discussions on South East Dorset however the attention of the Panel was drawn to the valley of the River Stour and the potential role it could play within the conurbation. The Panel Tour demonstrated that this valley lies in the heart of the conurbation and could potentially play an important leisure role. It was also evident from the evidence submitted and the discussions that the land along the valley could also play an important role in the provision of alternative opportunities for the members of the public who might otherwise use the heathlands. The valley would seem to be well placed in relation to the conurbation to deflect and re-direct pressure from internationally designated sites. The SWRA acknowledged that Green Infrastructure will form part of ensuring that mitigation measures required by the Habitats Regulations are met. The SWRA also recognised that the suggested Stour Valley Country Park Concept Plan is a practical example of how the issue could be addressed, but the Strategic Authorities did not support the idea.

- 8.3.03 Whether or not the River Valley can be effective in terms of mitigation, it is an asset of sub-regional significance. Paragraphs 6.2.16 and 6.2.17 of the draft RSS recognise the contributions that river valleys can make. The Panel are of the opinion that it should be recognised as a strategic element of Green Infrastructure and that Policy G11 should be amended to highlight the need to take advantage of such an opportunity as indicated in Chapter 4.0.

Infrastructure

- 4.3.01 Paragraph 4.3.14 of the draft RSS sets out a list of key infrastructure required to support the sub-regional strategy. The list includes a wide range of proposals including the provision of a new passenger terminal at Bournemouth Airport. While this proposal could be regarded as important for the functioning of the sub-region, its implementation is dependent on a commercial judgement by the private owners of the airport and therefore beyond the influence of the RSS.
- 4.6 We have noted in the Transport Chapter that the improvement of the A31 through the conurbation is identified as important to the functioning of the conurbation and the wider network. This proposal is not included in the list of infrastructure for the sub-region, nor is it specifically mentioned elsewhere in the draft RSS. We presume that it was intended to cover this proposal by Policy TR4 of the draft RSS and it is now explicitly covered by our proposed Policy TRANS7D. On the other hand the proposal, under Key Infrastructure, for improvements to rail links to other major centres in the South West is presumably covered by TR5 of the draft RSS. We do not seek to modify the List to reflect these anomalies, but our proposed amendments to the Transport Chapter will deal with the A31 proposal.
- 4.6.06 The Key Infrastructure List includes a proposal for the provision of a new passenger terminal at Bournemouth Airport and a package of measures to improve access, including a link road to the A338. In our view the implementation of this proposal will be dependent on the commercial judgement of the owner of the airport and should be viewed separately from the other transport proposals. Furthermore the related access proposals will presumably be a matter for the development control process when the airport owner brings forward expansion proposals. It is assumed that the port enhancement proposal is also a matter of commercial judgement.
- 4.6.07 In order to inform Section 5, Regional Approach to Transport, of the RSS and the Implementation Plan, we recommend that the Key Infrastructure List for the sub-region in the draft RSS should be restructured to separately identify the transportation package.

Recommendation 4.7.10

- 4 That the Key Infrastructure List for the South Dorset Sub-Region should be incorporated in the draft RSS as shown in Appendix C and carried over into the Implementation Plan.

**PLANNING PURBECK'S FUTURE:
CORE STRATEGY:
PRE-SUBMISSION CONSULTATION**

**REPRESENTATIONS
on behalf of
THE CHARBOROUGH ESTATE**

**IN RESPECT OF
HOUSING LAND SUPPLY**

APPENDIX H

- Steve Quartermain Advice July 2010

The Chief Planning Officer
Local Planning Authorities in England

6 July 2010

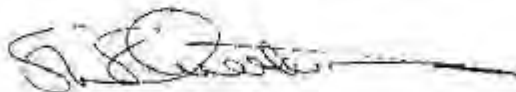
Chief Planning Officer Letter:

REVOCATION OF REGIONAL STRATEGIES

Today the Secretary of State announced the revocation of Regional Strategies with immediate effect.

I have attached some 'questions and answer' advice on immediate issues that may arise from this announcement. It will be important for local planning authorities to carry on delivering local development frameworks and making decisions on applications and the attached document focuses on how to continue taking these forward.

Please address any queries to Eamon Mythen at CLG in the first instance
(Eamon.Mythen@communities.gov.uk).



STEVE QUARTERMAIN
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Guidance for Local Planning Authorities following the revocation of Regional Strategies

The Secretary of State for Communities and Local Government confirmed today that Regional Strategies will be revoked (see the attached copy of the Parliamentary Written Statement). In the longer term the legal basis for Regional Strategies will be abolished through the "Localism Bill" that we are introducing in the current Parliamentary session. New ways for local authorities to address strategic planning and infrastructure issues based on cooperation will be introduced. This guidance provides some clarification on the impact of the revocation: how local planning authorities can continue to bring forward their Local Development Frameworks (LDFs); and make planning decisions in the transitional period.

1. Under what powers are Regional Strategies being revoked?

Regional Strategies have been revoked under s79(6) of the Local Democracy Economic Development and Construction Act 2009 and no longer form part of the development plan for the purposes of s38(6) of the Planning and Compulsory Purchase Act 2004. This guidance covers the period between revocation of Regional Strategies and legislation to abolish them altogether.

2. Do Planning Policy Statements (PPSs) remain in force?

Yes. The Policy Statement on Regional Strategies (February 2010) is cancelled, and references to Regional Strategies in other Policy Statements are no longer valid. But all other PPSs will continue to apply until they are replaced by the National Planning Framework.

3. Will this affect the London Plan?

The London Plan will continue to provide the planning framework for London boroughs. As part of a wider process of decentralisation in London, we are reviewing how powers and discretion can be shifted downwards from central government to the Mayor and Assembly to London Boroughs and to local neighbourhoods. This will include reviewing the scope for devolving power from the Greater London Authority down to the Boroughs and below.

The following sections provide advice on some of the issues likely to arise following revocation of Regional Strategies, until the "Localism Bill" and the new National Planning Framework are in place. This guidance should be regarded as a material consideration by local planning authorities and the Planning Inspectorate in their decisions.

4. How will this affect planning applications?

In determining planning applications local planning authorities must continue to have regard to the development plan. This will now consist only of:

- Adopted DPDs;

- Saved policies; and
- Any old style plans that have not lapsed.

Local planning authorities should also have regard to other material considerations, including national policy. Evidence that informed the preparation of the revoked Regional Strategies may also be a material consideration, depending on the facts of the case.

Where local planning authorities have not yet issued decisions on planning applications in the pipeline, they may wish to review those decisions in light of the new freedoms following the revocation of Regional Strategies. The revocation of the Regional Strategy may also be a material consideration.

5. Should we continue preparing LDF documents?

Yes – the revocation of Regional Strategies is not a signal for local authorities to stop making plans for their area.

Local planning authorities should continue to develop LDF core strategies and other DPDs, reflecting local people's aspirations and decisions on important issues such as climate change, housing and economic development.

These local plans will guide development in their areas and provide certainty for investors and communities. Local authorities may wish to review their plans following the revocation of Regional Strategies. We recommend reviews should be undertaken as quickly as possible.

6. How does this affect adopted local plans / LDFs?

Adopted DPDs and saved policies will continue to provide the statutory planning framework. Local authorities may decide to review these now that Regional Strategies have been revoked. There is no need to review the whole LDF, only those issues or policies which local authorities wish to revisit. When undertaking consultation and sustainability appraisal on their draft policies, authorities should take an approach that considers the stage reached, the extent of work already undertaken and the scope of the policy changes they are making.

7. What if my LDF document is still being prepared?

Where local planning authorities are currently bringing forward development plan documents they should continue to do so. Authorities may decide to review and/or revise their emerging policies in the light of the revocation of Regional Strategies. Where authorities decide to do this they will need to ensure they meet the requirements for soundness under the current legislation. When undertaking consultation and sustainability appraisal on their draft policies, authorities should take an approach that considers the stage reached, the extent of work already undertaken and the scope of the policy changes they are making.

8. Will Examinations in Public continue for DPDs?

Yes – where local planning authorities are bringing forward new development plan documents or reviewing adopted plans they should present evidence to support their plans. The examination process will continue to assess the soundness of plans, and Inspectors will test evidence put forward by local authorities and others who make representations.

9. Will data and research currently held by Regional Local Authority Leaders' Boards still be available?

Yes. The regional planning function of Regional LA Leaders' Boards – the previous Regional Assemblies – is being wound up and their central government funding will end after September this year. The planning data and research they currently hold will still be available to local authorities for the preparation of their local plans whilst they put their own alternative arrangements in place for the collection and analysis of evidence. Notwithstanding, the new Government regards the Regional Leaders' Boards as an unnecessary tier of bureaucracy.

Clarification on policy issues

There are a number of areas where Regional Strategies supplemented the national policy framework. Further clarification on these areas is set out below.

10. Who will determine housing numbers in the absence of Regional Strategy targets?

Local planning authorities will be responsible for establishing the right level of local housing provision in their area, and identifying a long term supply of housing land without the burden of regional housing targets. Some authorities may decide to retain their existing housing targets that were set out in the revoked Regional Strategies. Others may decide to review their housing targets. We would expect that those authorities should quickly signal their intention to undertake an early review so that communities and land owners know where they stand.

11. Will we still need to justify the housing numbers in our plans?

Yes – it is important for the planning process to be transparent, and for people to be able to understand why decisions have been taken. Local authorities should continue to collect and use reliable information to justify their housing supply policies and defend them during the LDF examination process. They should do this in line with current policy in PPS3.

12. Can I replace Regional Strategy targets with “option 1 numbers”?

Yes, if that is the right thing to do for your area. Authorities may base revised housing targets on the level of provision submitted to the original Regional Spatial Strategy examination (Option 1 targets), supplemented by more recent information as appropriate. These figures are based on assessments undertaken by local authorities. However, any target selected may be tested during the examination process especially if challenged and authorities will need to be ready to defend them.

13. Do we still have to provide a 5 year land supply?

Yes. Although the overall ambition for housing growth may change, authorities should continue to identify enough viable land in their DPDs to meet that growth. Strategic Housing Market Assessments and Strategic Housing Land Availability Assessments can help with this. Local planning authorities should continue to use their plans to identify sufficient sites and broad areas for development to deliver their housing ambitions for at least 15 years from the date the plan is adopted. Authorities should also have a five year land supply of deliverable sites. This too will need to reflect any changes to the overall local housing ambition.

14. How do we determine the level of provision for travellers' sites?

Local councils are best placed to assess the needs of travellers. The abolition of Regional Strategies means that local authorities will be responsible for determining the right level of site provision, reflecting local need and historic demand, and for bringing forward land in DPDs. They should continue to do this in line with current policy: *Gypsy and Traveller Accommodation Assessments* (GTAAAs) have been undertaken by all local authorities and if local authorities decide to review the levels of provision these assessments will form a good starting point. However, local authorities are not bound by them. We will review relevant regulations and guidance on this matter in due course.

15. How do we establish the need for minerals and aggregates supply without Regional Strategy targets?

Minerals planning authorities will have responsibility for continuing to plan for a steady and adequate supply of aggregate minerals to support economic growth. They should do this within the longstanding arrangements for minerals planning. Technical advice provided by the Aggregate Working Parties, including their current work in sub-apportioning the CLG guidelines for 2005-2020 to planning authority level will assist with this.

Planning authorities in the South East should work from the apportionment set out in the "Proposed Changes" to the revision of Policy M3, published on 19 March 2010.

Planning authorities can choose to use alternative figures for their planning purposes if they have new or different information and a robust evidence base. We will work with the minerals industry and local government to agree how minerals planning arrangements should operate in the longer term.

16. How do we establish the need for waste management without Regional Strategy targets?

Planning Authorities should continue to press ahead with their waste plans, and provide enough land for waste management facilities to support the sustainable management of waste (including the move away from disposal of waste by landfill). Data and information prepared by partners will continue to assist in this process. For the transitional period this will continue to be the data and information which has been collated by the local authority and industry and other public bodies who

currently form the Regional Waste Technical Advisory Bodies. We intend for this function to be transferred to local authorities in due course.

17. Does the abolition of the hierarchy of strategic centres mean the end of policies on town centres?

No. Local authorities must continue to have regard to PPS 4: *Planning for Sustainable Economic Growth* in preparing LDFs and, where relevant, take it into account in determining planning applications for retail, leisure and other main town centre uses.

In assessing any planning applications proposing unplanned growth in out of town shopping centres, particularly those over 50,000 sqm gross retail floor area, local authorities should take account of the potential impacts of the development on centres in the catchment area of the proposal.

18. What about regional policies on the natural environment?

Local authorities should continue to work together, and with communities, on conservation, restoration and enhancement of the natural environment – including biodiversity, geo-diversity and landscape interests. Authorities should continue to draw on available information, including data from partners, to address cross boundary issues such as the provision of green infrastructure and wildlife corridors.

19. What about regional policies on Flooding and Coastal Change?

Local authorities should continue to work together across administrative boundaries to plan development that addresses flooding and coastal change. For flooding matters local authorities already have a duty to co-operate under the Floods and Water Management Act. The Environment Agency will continue to work with local authorities individually and/or jointly to provide technical support on these matters. The Coalition agreement is clear that we should prevent unnecessary building in areas of high flood risk.

20. What about regional policies on Renewable and Low Carbon Energy?

Through their local plans, authorities should contribute to the move to a low carbon economy, cut greenhouse gas emissions, help secure more renewable and low carbon energy to meet national targets, and to adapt to the impacts arising from climate change. In doing so, planning authorities may find it useful to draw on data that was collected by the Regional Local Authority Leaders' Boards (which will be made available) and more recent work, including assessments of the potential for renewable and low carbon energy.

21. What about regional policies on Transport?

Local authorities should continue to ensure their land use and local transport plans are mutually consistent, and deliver the most effective and sustainable development for their area. Local authorities should work with each other and with businesses and communities to consider strategic transport priorities and cross boundary issues.

22. Does the end of Regional Strategies mean changes to Green Belt?

No. The Government is committed to the protection of the Green Belt and the revocation of Regional Strategies will prevent top-down pressure to reduce the Green Belt protection. Local planning authorities should continue to apply policies in PPS2. As part of their preparation or revision of DPDs, planning authorities should consider the desirability of new Green Belt or adjustment of an existing Green Belt boundary, working with other local planning authorities as appropriate.

Parliamentary Statement Revoking Regional Strategies

Today I am making the first step to deliver our commitment in the coalition agreement to *"rapidly abolish Regional Spatial Strategies and return decision-making powers on housing and planning to local councils"*, by revoking Regional Strategies.

Regional Strategies added unnecessary bureaucracy to the planning system. They were a failure. They were expensive and time-consuming. They alienated people, pitting them against development instead of encouraging people to build in their local area.

The revocation of Regional Strategies will make local spatial plans, drawn up in conformity with national policy, the basis for local planning decisions. The new planning system will be clear, efficient and will put greater power in the hands of local people, rather than regional bodies.

Imposed central targets will be replaced with powerful incentives so that people see the benefits of building. The coalition agreement makes a clear commitment to providing local authorities with real incentives to build new homes. I can confirm that this will ensure that those local authorities which take action now to consent and support the construction of new homes will receive direct and substantial benefit from their actions. Because we are committed to housing growth, introducing these incentives will be a priority and we aim to do so early in the spending review period. We will consult on the detail of this later this year. These incentives will encourage local authorities and communities to increase their aspirations for housing and economic growth, and to deliver sustainable development in a way that allows them to control the way in which their villages, towns and cities change. Our revisions to the planning system will also support renewable energy and a low carbon economy.

The abolition of Regional Strategies will provide a clear signal of the importance attached to the development and application of local spatial plans, in the form of Local Development Framework Core Strategies and other Development Plan Documents. Future reform in this area will make it easier for local councils, working with their communities, to agree and amend local plans in a way that maximises the involvement of neighbourhoods.

The abolition of Regional Strategies will require legislation in the "Localism Bill" which we are introducing this session. However, given the clear coalition commitment, it is important to avoid a period of uncertainty over planning policy, until the legislation is enacted. So I am revoking Regional Strategies today in order to give clarity to builders, developers and planners.

Regional Strategies are being revoked under s79(6) of the Local Democracy Economic Development and Construction Act 2009 and will thus no longer form part of the development plan for the purposes of s38(6) of the Planning and Compulsory Purchase Act 2004.

Revoking, and then abolishing, Regional Strategies will mean that the planning system is simpler, more efficient and easier for people to understand. It will be firmly